

# Transport for the North Rail North Committee Agenda

<b>Date of Meeting</b>	<b>Wednesday 15 December 2021</b>
<b>Time of Meeting</b>	<b>11.00 am</b>
<b>Venue</b>	<b>Virtual</b>

### Filming and broadcast of the meeting

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<b>Item No.</b>	<b>Agenda Item</b>	<b>Page</b>
<b>1.0</b>	<b>Welcome and Apologies</b>	Verbal Report
<b>2.0</b>	<b>Declarations of Interest</b>  Members are required to declare any personal, prejudicial or disclosable pecuniary interest they may have relating to items on the agenda and state the nature of such interest.	Verbal Report
<b>3.0</b>	<b>Minutes of the Previous Meeting</b>  To consider the approval and signature of the minutes of the previous meeting as a correct record and to consider any requests for updates on matters contained therein.	3 - 10
<b>4.0</b>	<b>Rail Reform Next Steps</b>	11 - 16
<b>5.0</b>	<b>Rail North Partnership Operational Update</b>	17 - 22
<b>6.0</b>	<b>Manchester Recovery Task Force</b>	23 - 28
<b>7.0</b>	<b>Investment Planning</b>	29 - 36
<b>8.0</b>	<b>Exclusion of the Press and Public</b>	Verbal Report

	<p>To resolve that the public be excluded from the meeting during consideration of Item 9 on the grounds that:</p> <ul style="list-style-type: none"> <li>(1) It is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during such item(s), confidential information as defined in S100A(2) of the Local Government Act 1972 (as amended) would be disclosed to them in breach of the obligation of confidence; and/or</li> <li>(2) It / they involve(s) the likely disclosure of exempt information as set out in the Paragraphs [listed below] of Schedule 12A of the Local Government Act 1972 (as amended) and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.</li> </ul>	
<b>9.0</b>	<b>Operator Business Plans</b>	37 - 40

# Rail North Committee Strategic Rail Director Consultation Call Minutes

**Wednesday 15 September 2021**  
**Virtual**

**Present:**

<b>Attendee</b>	<b>Local Authority</b>
Cllr Liam Robinson	Liverpool City Region;
Cllr Craig Browne	Cheshire East;
Mayor Andy Burnham	Greater Manchester Combined
	Authority;
Edwards	Lancashire;
Cllr Don Mackenzie	North Yorkshire;
Mayor Dan Jarvis	South Yorkshire Mayoral Combined
	Authority;
Cllr Heather Scott	Tees Valley;
Cllr Susan Hinchcliffe	West Yorkshire Combined Authority;

**Partners in Attendance:**

**Officers in Attendance:**

<b>Name</b>	<b>Job Title</b>
Adam Timewell	Head of Rail Service Outputs
Julie Openshaw	Head of Legal
Rosemary Lyon	Legal and Democratic Services Officer
Gary Bogan	Rail North Partnership Director
Manjit Dhillon	
David Hoggarth	Strategic Rail Director
Salim Patel	Programme Manager - Rail North

**Item  
No:**

**Item**

**1. Welcome & Apologies**

- 1.1 The Chair welcomed Members to the Consultation call and apologies were received from Cllr Cupit.

## **2. Declarations of Interest**

2.1 There were no declarations of interest.

## **3. Minutes of the Previous Meeting**

3.1 The minutes of the meetings held on 23 June 2021 and 14 July 2021 were considered for their accuracy.

### **Resolved:**

That the minutes of the meetings held on 23 June and 14 July be noted.

## **4. Rail Reform Matters - Responding to the White Paper**

4.1 The report of the Head of Rail Specification & Delivery was received by Members. The Head of Rail Specification & Delivery then highlighted the key areas of the report.

4.2 The Strategic Rail Director explained that a form of devolution is already in place in the North through the Rail North Partnership. He explained that a number of conversations had already been held with GB Railways and Network Rail and that there are a number of opportunities for Transport for the North.

4.3 Mayor Burnham welcomed the work and stated that the focus would not have been on these long-standing issues had it not been for the Rail North Committee and TfN. He supported the role that TfN plays on the railways and believed that the response could be submitted with confidence.

4.4 Cllr Browne sought recognition of how integration with other regions would be managed.

4.5 The Strategic Rail Director explained that TfN is working closely with all neighbouring authorities and will pick up on this specific proposal prior to the Board meeting.

4.6 Cllr Hinchcliffe asked whether there is a standard model that all transport bodies should be signing up to. She also raised the issue of revenue risk and asked to be sighted on this.

4.7 The Head of Rail Specification & Delivery explained that TfN is more advanced as an organisation compared to other Sub National Transport Bodies and believes that a standard model would constrain TfN. The Strategic Rail Director explained that Transport for the North will collaborate where necessary.

4.8 On the issue of revenue risk the Strategic Rail Director explained that at this stage he does not expect there to be a transfer of revenue risk

under this proposal but as devolution progresses to future stages this issue will need to be considered as part of any case for change.

- 4.9 Mayor Driscoll stressed that the role that TfN needs to take within GB Railways is important and that there is a need for a northern voice. He also highlighted that Transport for the North can play a major role in integrated travel.
- 4.10 In summing up the discussion the Chair emphasised the opportunities available and was content that Network Rail wants to work with Transport for the North. He also highlighted the issue of not “hardwiring” the double devolution principle and that some authorities want to go further with this than others.
- 4.11 He also raised the issue of the need to regulate rolling stock companies more and highlighted the Liverpool model on this, which will save money on the current leasing model.
- 4.12 Cllr Hinchcliffe requested that officers advise of any budget implications before pursuing a specific route.

**Resolved:**

That the Committee notes that Transport for the North’s proposed response, based around the four pillars set out in the report.

**5. Manchester Services and Infrastructure Update**

- 5.1 The report of the Interim Head of Investment Planning was received by Members. The Director of Strategic Rail then highlighted the key areas of the report.
- 5.2 Mayor Burnham stated that clear progress has been made as a result of the committee’s intervention leading to connectivity to the airport with the possibility of stops being added at Bolton, Greenfield and Mosley. He stated that whilst progress has been made it is still a sub-optimal situation and he believes that should only be accepted with an exit route.

He also raised the issue of platforms 15-16 and the need to move from promises to a decision and solution. He further highlighted the continuing issue of Sunday services.

- 5.3 Mayor Jarvis emphasised the sub-optimal nature of the solution. He stressed that the revised timetable should be seen as an interim measure to allow for a transition into a solution acceptable to all Members from the North of England with a clear road map out off this timetable. He described it as a critical moment in terms of securing infrastructure.

5.4 Cllr Scott expressed concern that service changes may not be short term and that services from the North East to Greater Manchester need to be retained.

5.5 The Chair raised an issue from Cllr Parish concerning the cross-Warrington service.

The Strategic Rail Director stated that he will contact Cllr Parish.

5.6 The Chair stated that progress has been made and that matters have improved, but the collaboration agreement with the DfT needs to be finalised. He highlighted the need for the road map beyond December 2022 to be shared as it is vital for everyone across the North to understand the work that Transport for the North is engaged with as part of the Manchester Recovery Taskforce.

**Resolved:**

- a) That the Committee notes the progress made on the development of the December 2022 timetable and the next steps including a further round of public consultation.
- b) That the Committee notes the progress on developing an enhanced collaboration with the Department for Transport on the infrastructure solution which would facilitate a clear roadmap to restore and improve connectivity.

**6. Rail North Partnership Operational Update**

6.1 The report of the Director of the Rail North Partnership was received by Members. The Director of the Rail North Partnership then highlighted the key areas of the report.

6.2 Mr. Matthew Golton from TransPennine Express explained that absolute numbers continue to increase in terms of passengers and are 66% of pre Covid levels. Commuter numbers are beginning to improve but remain low; however the leisure market is strong and is leading the recovery. The full picture relating to the business market will not be known until the new year.

6.3 Members were informed that performance is strong at 98.1% PPM (Public Performance Measure) which is better than anticipated.

6.4 Mr. Mark Powles provided an update from Northern where the leisure market is also leading the recovery with some weekend travel over the summer period exceeding 2019 figures. He highlighted the growth of advanced purchase where sales exceeded 2019 levels by 150%. He explained that Northern had used the Covid period to invest in its business resulting in a steady improvement in customer satisfaction. He highlighted an uplift in the morning peak and a good uptake in the education market.

- 6.5 Members raised area specific issues relating to services. Cllr Edwards raised an issue about the frequency of rail replacement buses on Morecambe services and Cllr Hannigan highlighted disappointment with the planned changes to the Hull-Bridlington services from December 2021 and an offline discussion was agreed.
- 6.6 Cllr Hinchcliffe urged the train operators not to make timetabling decisions now and to wait to make a judgment on the commuter market, which she believes will continue to improve. She expressed concern that if decisions are made now then vital services may be lost.
- 6.7 The Chair concurred with Cllr Hinchcliffe and explained that rail passenger recovery levels in the North has been stronger than in other areas of the country and as a result of this he would want to see 100% of resource pre-covid be put back on to the system as soon as possible.
- 6.8 The Strategic Rail Director stated that there needs to be a lengthier discussion between Members and officers (on future timetables) which he'd like to facilitate in the coming weeks.

**Resolved:**

That the report be noted.

**7. Business Planning**

- 7.1 The report of the Programme Manager was received by Members. The Programme Manager then highlighted the key areas of the report.
- 7.2 Cllr Hinchcliffe questioned the need for two separate business planning processes.

The Programme Manager explained that there is a TfN business plan and train operator business plans which are two separate processes that Transport for the North look to knit together.

- 7.3 The Strategic Rail Director explained that there is a TfN process and an industry process and the work with GB Railways and the transition team is fundamental to bringing the work together.

**Resolved:**

- a) That the Committee note progress on delivery of the business plan for 2021/22
- b) That the Committee endorses the approach set out in the report to the 2022/23 business plan. This will be developed further as part of the Business Planning Process
- c) That the Committee endorses the meeting forward plan.

## **8. Virtual Participation in Meetings**

- 8.1 Members received the report from the Senior Solicitor who then highlighted key aspects of the report.
- 8.2 Cllr Scott welcomed the flexibility proposed in the report and requested that going forward that not all meetings be held in Manchester.
- 8.3 The Strategic Rail Director explained that whilst some meetings might be required to be face to face there will be others where the Committee can continue to meet virtually under the delegated powers of the Chief Executive.
- 8.4 Mayor Driscoll stated that when an in-person meeting is required the North East would be happy to accommodate such a meeting.
- 8.5 The Chair stated that when considering meeting locations these would need to be Covid secure with appropriate equipment to facilitate webcasting and suggested the Local Authority buildings would be best placed to do this.

### **Resolved:**

- a) That the Committee notes the recommendations of the Members' Working Group and the Transport for the North Consultation Call and the proposed amendments to the Procedure Rules in the Constitution which are proposed to be recommended to Board on 29 September 2021 to allow Members and officers to contribute to meetings virtually.

## **9. Exclusion of the Press & Public**

**Resolved:** That the public be excluded from the meeting during consideration of Item 10 on the grounds that:

(1) It is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during such item(s), confidential information as defined in S100A(2) of the Local Government Act 1972 (as amended) would be disclosed to them in breach of the obligation of confidence; and/or

(2) it / they involve(s) the likely disclosure of exempt information as set out in the Paragraphs [where necessary listed below] of Schedule 12A of the Local Government Act 1972 (as amended) and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

## **10. Train Operator Business plans**

Mayor Driscoll left the call.

- 10.1 Members received the report of the Director of the Rail North Partnership.
- 10.2 The Chair stated that the move to the new approach is a mature and sensible. On the issue of process he believes that being embedded in the process from the start is vital.
- 10.3 The Strategic Rail Director stated that the paper highlighted six clear themes which capture the views of Members and are basis for positive discussion.
- 10.4 Cllr Hinchcliffe requested sight of any routes that are being earmarked for fewer trains per day than is currently the case in West Yorkshire as she believes some may need to be challenged to avoid decisions being made on incorrect assumptions. She asked when Members would be able to see the timetable changes; the Strategic Rail Director confirmed that a meeting would be arranged for October.

Cllr Hinchcliffe also raised the issue of Transpennine Route Upgrade (TRU) with 50% of the services not being operational in 2025 and requested that ways be looked at in reducing this. She asked to see the economic impact of the timetable changes and closures.

In response the Director of the Rail North Partnership highlighted lack of accountability as the reason why the Rail North Partnership became involved in TRU.

He explained that the operator is only one part of this but as it is difficult to hold either the operator or Network Rail accountable on economic impact the work that the Rail North Partnership is doing around this will continue.

- 10.5 The Chair commented that this appears to be a more positive way of working and looked forward to an additional consultation call in October.

### **Resolved:**

That the Committee notes the information in the report.

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<b>Meeting:</b>	Rail North Committee
<b>Subject:</b>	Rail Reform Next Steps
<b>Author:</b>	David Worsley, Head of Rail Specification & Delivery
<b>Sponsor:</b>	David Hoggarth, Strategic Rail Director
<b>Meeting Date:</b>	Wednesday 15 December 2021

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### **1. Purpose of the Report:**

- 1.1 This report summarises recent developments within the rail industry on the implementation of the government's White Paper *Great British Railways: The Williams-Shapps Plan for Rail* from May 2021. It seeks endorsement of the approach (which reflects the benefits of northern partners working together on shared priorities) and sets out planned next steps (including detailed engagement with the Great British Railways Transition Team and Mayoral Combined Authorities).

### **2. Recommendations:**

- 2.1 The Rail North Committee is asked to:
1. Note the progress on working with the industry on implementing the Rail White Paper in the North;
  2. Endorse the approach set out in this paper including the proposal to utilise existing levers within the Rail North Partnership Agreement set out in paragraphs 3.11-3.19; and
  3. Request officers to undertake deeper discussion of the development of the new partnership with Great British Railways, especially in relation to a prioritised pipeline of investment and double devolution. This would take place early in 2022, after Transport for the North has initiated discussions with Great British Railways Transition Team and the Mayoral Combined Authorities and LEPS.

### **3. Main Issues:**

#### Background

- 3.1 Transport for the North has consistently identified the potential for transformation of the North's transport system to realise economic potential and economic productivity gains and used its analytical tools to demonstrate the value to the national economy. The Rail White Paper signals a radical transformation of the management of the national rail network and positions strong partnerships at regional and local levels to help achieve these goals.
- 3.2 At the September meeting of the Transport for the North Board members endorsed an initial response to the Rail White Paper setting out a strong partnership offer to the new GBR organisation based on four pillars:
1. Transport for the North as a strategic partner for Great British Railways;

2. Transport for the North as the lead on multi-modal strategy and investment priorities for the North in collaboration with local authorities;
3. Transport for the North as a provider of evidence, data and strategic insights; and
4. Transport for the North as the unified voice for northern authorities and the business community, acting as the link between local devolution, multi-modal integration, Local Enterprise Partnerships and GBR's regions.

Changes to the wording of the key recommendations were requested (and resolved) in order to reflect that:

- Transport for the North works with local authorities in discharging its function of leading on multi-modal investment priorities; and
- Transport for the North provides close links to the business community through its relationship with Local Enterprise Partnerships, thereby connecting business to devolved authorities.

3.3 The White Paper set out sweeping reforms to the structure of the rail industry to improve customer focus and accountability. The reforms will require legislation and are unlikely to be fully implemented until 2023/24. However, the Government has set up a transition team headed by Andrew Haines (who is also Chief Executive of Network Rail) to oversee the changes and, where possible, deliver some of the desired outcomes ahead of structural change. Transport for the North will seek greater clarity and transparency on how the Great British Railways Transition Team will proceed, and how our local partners will be able to influence the process.

3.4 As reported to the November 2021 meeting of Transport for the North Board, positive discussions have taken place, including a workshop with senior Transport for the North officers and Network Rail staff. This collaborative work has highlighted that there is a real opportunity now for the North to take a pioneering approach by building on existing successes and evidence to harness the clear ambition of the North, together with the expertise of industry.

#### Overview

3.5 Initial joint work on implementing the White Paper has highlighted that there are already strong building blocks in the North, including Transport for the North's *Strategic Transport Plan*, the Rail North Partnership (which is the first stage of devolution) and city regions that are well-placed to deliver on integrated local public transport. There is increasing evidence of improved joint working taking place across the industry (for example on strategic planning and future scenarios, and more responsive timetables) as well as local initiatives such as new stations and multi-modal ticketing linked to bus strategies. For this reason, there is a huge opportunity to build on this work and implement a step change across the North. The North is therefore able to move more quickly than other parts of the country and can therefore be a pioneer for the reform in a way that starts to deliver tangible passenger and freight benefits sooner.

3.6 The initial discussions with Network Rail focussed on the following five themes that would form the core of the new partnership in the North:

- A. A joint Strategic Transport Plan that establishes the need for transformation of the North's transport system;
- B. Through that joint plan, identification of the role and outcomes required of the rail sector in support of realising the North's economic potential;
- C. A prioritised pipeline of investment, expressed in terms of outcomes and against which detailed interventions are developed;

- D. The principle of 'double devolution', used to empower City Regions (and other areas) to enable integration of services at the local level; and
- E. Decision-making at the regional and local level to be shaped by a 'profit and loss' account for the North that guides strategic choices, investment and service specification.

- 3.7 Transport for the North's existing *Strategic Transport Plan* has benefitted from being based on the Northern Powerhouse Independent Economic Review (NPIER) and encompassing all surface modes of transport. Rail connectivity between major towns and cities is an essential part of any transformative growth scenario, and as such connections are essentially "cross-border", Transport for the North will play a key role working with Mayoral Combined Authorities and Local Transport Authorities on developing future strategy and relations with Great British Railways. Transport for the North's multi-modal role means that it can consider rail in the overall transport mix, ensuring rail solutions are targeted where they are most beneficial. The overall goal with Theme A is envisaged as being to achieve close alignment between the rail element of Transport for the North's refreshed *Strategic Transport Plan* and the northern element of Great British Railways' Whole Industry Strategic Plan.
- 3.8 Theme B focuses on greater collaboration over the White Paper's vision for better integration of track and train. Rail North Partnership has long been involved in service specifications. However, Transport for the North could become more involved in the process of specifying the infrastructure which is necessary to support the aspirations for rail connectivity. The recent Manchester Recovery Task Force is an example of how this can be done, with iterative planning of options for services and infrastructure, and lessons learned here can be taken in to developing a joint pipeline of enhancements, service and rolling stock changes. This would be suitably sequenced according to anticipated funding availability, whilst also taking into account practical delivery issues and passenger disruption. The advantage of a pipeline approach alongside a clear vision for the network is that early development work can be undertaken on projects in the pipeline and schemes can be brought into the programme as and when funding becomes available.
- 3.9 Theme E describes a "profit and loss" account to guide decision-making in the North. This supports the Northern Transport Charter's goal of securing a budget for transport in the North, by enabling a greater level of accountability with respect to how that budget would be spent and what benefits would be generated. It will build on Transport for the North's emerging Appraisal Framework and provide detail about a greater range of impacts than traditional project evaluation, incorporating modelling of (for example) environmental, sustainability, land use and social exclusion issues. This is felt to be aligned with the more flexible business case guidance in the latest Treasury *Green Book*, and can be linked back into Transport for the North's future Monitoring & Evaluation Plan. This in turn may enable more accountable access to local contributions for funding enhancements, as the benefits to specific locations could be identified more easily and subjected to post-project evaluation. Over time, the "profit and loss" account and the lessons learned within it would inform the joint strategic decisions of Transport for the North and GBR.
- 3.10 It is expected that Themes B & D are the main areas where there are opportunities based on the existing devolution through the Rail North Partnership, so these are examined in greater depth below.

### Theme B: Setting the Outcomes Required from the Rail Sector

- 3.11 Service specifications are the remit of the Rail North Partnership, which is already a joint entity between Transport for the North and DfT. DfT's role in the Rail North Partnership is expected to transfer to GBR under the White Paper and provides a strong building block for the wider partnership and further devolution in the future (in fact there is a specific provision for this in the Partnership Agreement). RNP will oversee the move to National Rail Contracts so there is an opportunity to collaborate on these to tailor them to meet the needs of the North.
- 3.12 As with investment, understanding the funding envelope and financial performance of services (including required level of subsidy) is key to being able to prioritise services and drive changes to allocate resources to where they can deliver more (either in financial terms or wider policy objectives).
- 3.13 There are several specific elements of the existing Partnership Agreement that could be utilised to provide some progress ahead of wider changes. This includes the provision for devolved fare-setting that already exists for Transport for the North. Members have previously explored proposals to utilise this power to simplify the fares structure in the North of England. At the time this was felt to be something that could be revisited once visible investment had been delivered (such as the new trains delivered through the Northern and TransPennine Express franchises) and in the context of a wider national reform plan to deliver better value for money and smarter fares for customers.
- 3.14 Given that there are now plans for a national roll-out of smart ticketing (including 'pay as you go') on rail, there is an opportunity to work together to create a simplified fares structure in the North which will help maximise the benefits of national investment in smart technologies. Transport for the North can draw on initial work and learning from the former IST Programme in collaboration with train operators. Given the strong progress on smart, multi-modal ticketing in the city regions, there is an opportunity for Transport for the North to work collaboratively with these areas to join up local initiatives across modes and geographies.
- 3.15 Freight is an important element of the *Strategic Transport Plan* in terms of its economic contribution. There is a need to give greater emphasis on planning for rail freight, reflecting the commitment in the Williams-Shapps Plan. The planned partnership between Transport for the North and GBR will enable this, by bringing together the economic and demand analysis for freight contained within the STP with the network planning role of GBR and the passenger contract role of Rail North Partnership. This approach would help to ensure that, for example, the economic benefits of freeports are fully realised.

### Theme D: Double Devolution to Empower City Regions

- 3.16 Alongside Transport for the North's role in the Rail North Partnership, the North has the advantage of strong examples of local devolution working in practice. This includes the Tyne & Wear Metro operated by Nexus and the Merseyrail network which is fully devolved to the Liverpool City Region. Through this arrangement the city region has been able to secure significant local investment, for example for the new trains that are currently being rolled out. This local specification has facilitated the first example of truly level boarding, and spearheaded innovation in battery technology to allow the electric trains to operate beyond the electrified network and therefore expand the catchment and demand reach of the network. The network has consistently topped the national league table of performance.
- 3.17 Whilst devolution aspirations differ across the North, Transport for the North will work with local areas and GBR across boundaries to facilitate the right local

arrangements. This approach to double devolution has been welcomed by the rail sector.

3.18 A quick win highlighted is the provision (in the Rail North Partnership Agreement) for devolved Business Units. These are designed to facilitate much greater local involvement in the specification and monitoring of services. The North East authorities have already established a successful business unit (NERMU) working across the North East. The Partnership Agreement would allow this to be developed further and become in effect a form of 'double devolution' within the Rail North framework. This could be rolled out quickly to other areas (e.g. individual city regions or groups of city regions working together) as a first step towards fully devolved responsibilities. In particular it would facilitate a direct dialogue with operators within the local area and local decision-making on timetable changes and priorities for change, fares, etc., whilst helping to realise ambitions for integrated 'London style' transport networks, joining up buses, trams and local rail services.

3.19 It should be noted that there are some risks to Transport for the North arising from these proposed changes to overall governance, namely:

- If the process of "double devolution" is undertaken ineffectively, it could result in confusion for all stakeholders; and
- If TfN does not secure its relationships with DfT, Great British Railways, local authorities and other stakeholders, it could be sidelined within the new governance structure.

3.20 It is proposed to engage with the Mayoral Combined Authorities (in the first instance) to develop appropriate business units that are aligned with local integrated networks and provide a greater level of local oversight and accountability.

#### **4. Corporate Considerations**

##### ***Financial Implications***

4.1 There are no direct finance implications as a result of this report.

##### ***Resource Implications***

4.2 Dependant on the implementation of the GBR Target Operating model there may be structural, resource and skills implications for Transport for the North. This will be kept under review and the Board appraised as this proposal evolves.

The organisation recognises UNISON, should changes to our delivery model subsequently be required, full and proper consultation will be undertaken with UNISON and any employees affected.

##### ***Legal Implications***

4.3 Legal implications are covered in the report.

##### ***Risk Management and Key Issues***

4.4 **The risks arising from these activities have been discussed in the report.**

##### ***Environmental Implications***

4.5 This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does stimulate the need for SEA or EIA.

##### ***Equality and Diversity***

4.6 A full Impact Assessment has not been carried out because it is not required for this report.

### **Consultations**

4.7 Transport for the North's partners have been informally consulted on our approach and will have the opportunity to provide further input as the proposition evolves. Transport for the North's initial response to the White Paper was considered by Transport for the North's Scrutiny and Rail North Committees.

## **5. Background Papers**

5.1 None.

## **6. Appendices**

6.1 None.

### **Glossary of terms, abbreviations and acronyms used (if applicable)**

*Please include any technical abbreviations and acronyms used in the report in this section. (Please see examples below.) This will provide an easy reference point for the reader for any abbreviations and acronyms that are used in the report.*

a)	DfT	Department for Transport
b)	EIA	Environmental Impact Assessment
c)	GBR	Great British Railways
d)	IST	Integrated & Smart Travel
e)	LTRS	<i>Long Term Rail Strategy</i> (published in January 2018)
f)	NERMU	North East Rail Management Unit
g)	NPIER	Northern Powerhouse Independent Economic Review
h)	NPR	Northern Powerhouse Rail
i)	NTC	Northern Transport Charter
j)	RNP	Rail North Partnership
k)	SEA	Strategic Environmental Assessment
l)	STP	<i>Strategic Transport Plan</i> (published by Transport for the North in February 2019)
m)	TPE	TransPennine Express

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**Meeting:** Rail North Partnership

**Subject:** Rail North Partnership Operational Update

**Author:** Gary Bogan

**Sponsor:** David Hoggarth

**Meeting Date:** Wednesday 15 December, 2021

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**1. Purpose of the Report:**

- 1.1 To update the committee on operational rail matters overseen by Rail North Partnership (RNP) and to ask members to note the information in the report.

**2. Recommendations:**

- 2.1 It is recommended that the Committee notes the information in the report.

**3. Contract Updates**

**3.1 Northern Trains Ltd**

Northern Trains Ltd (NTL) is demonstrating a strong post-covid recovery with data showing that it has achieved up to 88% of pre-Covid revenues at the time of writing and 77% of overall pre-Covid journey demand. Similar to other operators, Northern is experiencing high demand at the weekend.

Neville Hill Maintenance Depot transferred to Northern this autumn which employs around 550 engineers, technicians, and train presentation operatives. The depot was jointly managed by East Midlands Railway and Northern and the transfer allows the operator to open up opportunities to develop the depot with plans to work with educational and development partnerships.

Driver and crew training continue and the reduction in Covid restrictions means that Northern has been able to progress through its training backlog more quickly and place qualified drivers into the timetable schedule. We will of course need to understand any further impacts the Omicron variant may mean to progress and programme.

Details of the December 2021 timetable have been shared with members at earlier committee meetings.

RNP Management Team continue to work with TfN and members on the details of the extension of Northern Trains Limited's Services Agreement well beyond March 2022 (for up to five years).

**3.2 TransPennine Express**

The operator is experiencing a strong post-Covid recovery with the leisure market generally higher than the average long-distance demand. During rail period seven (19 September to 16 October 2021), passenger numbers stood at around 68% of pre Covid-19 levels. TransPennine Express (TPE) also continued to see a rise in smart ticketing purchases to 67.9% during this period and ticketless travel was estimated to have further reduced by 7% in September.

The operator supported COP 26 and Transport Scotland in October and early November with additional weekend services to Glasgow which generated a strong demand.

In October, a new Service Quality Regime (SQR) was launched for TPE as part of the requirements under the National Rail Contract. The framework sets out expected progress in various areas of Service Quality (on train, on station and passenger information) and marks the operator against them. The SQR is a means of securing value for money and ensuring standards are being met given the level of financial support provided by the public sector.

TPE introduced a number of service changes for December 2021. The biggest change is the reintroduction of the Scarborough to Manchester and the new Edinburgh to Newcastle service which provides inter-regional connectivity for the Lothians, Scottish Borders, and Northumberland. The Scarborough to Manchester service means that from December there will be increased capacity with four TPE trains per hour running along the Leeds-Huddersfield-Manchester route compared to the three currently. This will help relieve overcrowding. Manchester Airport to Scottish services will also be moved up hourly from two-hourly.

TPE has been notified that it can go ahead with the extension of the lease of 15 three-car 185 trains, meaning that the whole fleet will remain with TPE. These were due to come off lease on 31 December 2021 and discussions have been taking place with the operator and the rolling stock owner to understand the cost and capacity implications. Outstanding issues have now been resolved and the 15 units will be used in rolling stock plans for the Transpennine Route Upgrade. TPE is developing a rolling stock plan as part of the annual Business Plan which will be shared with Rail North Partnership and Transport for the North.

### 3.3 **CrossCountry**

CrossCountry has seen leisure journeys return to around 80% of pre-Covid levels particularly around Manchester however commuter journeys are at 50% and long-distance business travel is at 25% compared to before Covid.

Since Monday 29 November, the operator has run a reduced timetable due to train crew availability. In the North East and Scotland, the operator is looking to run fewer carriages than usual on some services from Monday to Friday and Sunday. Saturday will see some part-cancellations with some trains terminating at Newcastle rather than Edinburgh. It is working closely with other operators to ensure customers' tickets will be accepted on other services. There are also plans for a bus replacement service where necessary.

CrossCountry continues to operate doubled train formations due to Covid which means there is no direct Newcastle to Reading and this remains the case for the December 2021 timetable change. There is also still no direct service between Manchester and Bristol.

Details are still to be finalised for the May 2022 timetable and work is ongoing for May 2023 timetable change. The operator is looking at an option for the return of an additional Edinburgh service and a Doncaster southbound service for May 2022. It also continues to review stops at Chesterfield and from this month (December 2021), there will be six additional calls back into the timetable – three each way.

### 3.4 **Avanti**

Performance for Avanti during rail period 8 (17 October to 13 November) was 44% on-time. It was 65% Timetable -3 minutes, 88% at Timetable -10 minutes

and 93% at Timetable -15%. The storms and floods had a significant impact on the Avanti services.

The Anglo-Scottish route remains the busiest route where demand has been driven by the leisure traveller. The operator is still at around 65% of pre-Covid demand and although it is seeing the return of commuter travel, there isn't a trend emerging at this stage as people combine working from home with trips to the office.

Work is currently underway on the operator's Pendolino fleet refurbishment as part of a £117 million investment designed to transform the 56 trains into 'as new' condition.

## **4.0 Timetable Updates**

### **4.1 Boxing Day Service Update**

The delivery of a Boxing Day Service from Liverpool Lime Street to St Helens is progressing. Operators, RNP and Network Rail have worked well together to put the service in place. The potential impact of heightened covid restrictions and poor weather is being considered and there will be a final check-in before Boxing Day to make any last-minute adjustments.

### **4.2 May 2022 Timetable**

The baseline timetable for future timetable changes is December 2021 and there is a continued focus on services needing to meet passenger demand, providing value for money, maintaining performance, and avoiding duplication with other services. The planned services for May 2022 were outlined in September's Rail North Committee meeting and the service uplifts are being considered as part of the business plan process to ensure operators meet budget expectations.

### **4.3 December 2022 Timetable**

The Manchester Recovery Taskforce work dominates the December 2022 timetable change for the North. However, sitting outside this is a TPE proposal to introduce an extension which delivers a direct service between Hull and Liverpool. This has been achieved by swapping the end destination of the Scarborough – Liverpool service with the Hull – Manchester service. TPE is currently consulting on the proposal which will see the service run via Manchester Victoria and remain at one train per hour. This direct service will mean a reduction in the journey time from Hull to Liverpool by 25 minutes compared with a similar journey today which has a change of trains at Huddersfield. It also brings direct connectivity to Liverpool and for Scarborough, direct connectivity to Manchester Piccadilly and additional opportunities for direct connectivity to Scarborough for Slaithwaite, Marsden, Greenfield, & Mossley. As part of the consultation process, TPE will focus on key local authorities, MPs, user groups and some business organisations along the route. A briefing has been sent out and people are invited to give feedback via email. The consultation will close on Friday 14 January 2022.

### **4.4 Manchester Recovery Taskforce Update**

The second phase of the MRTF consultation was launched on Monday 15 November. NTL and TPE have mirror copies of the consultation on their websites and East Midlands Railway and Transport for Wales are signposting to the consultation. Most of the responses to date have been from individuals rather than organisations and the operators have asked for an early heads-up from TfN members on any issues to give them time to assess the options.

## 5.0 Performance

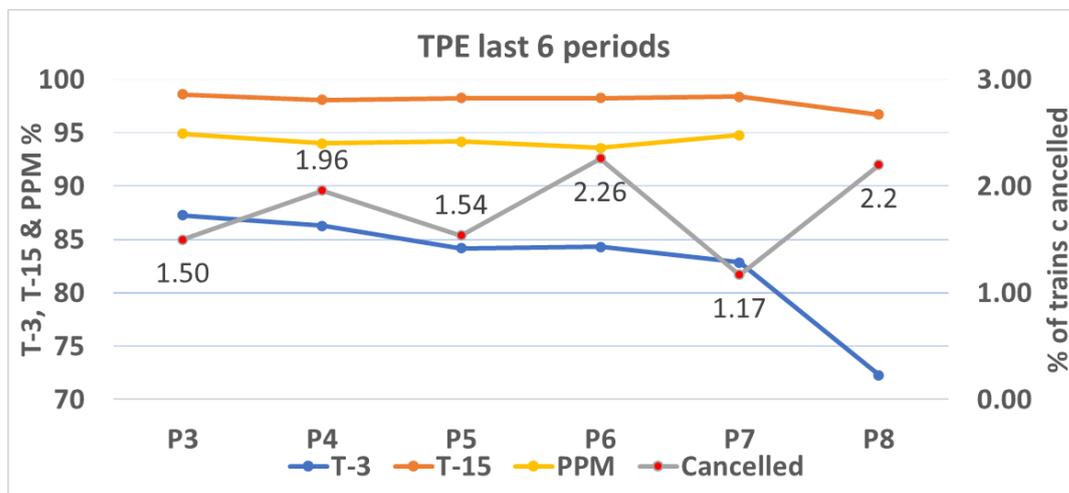
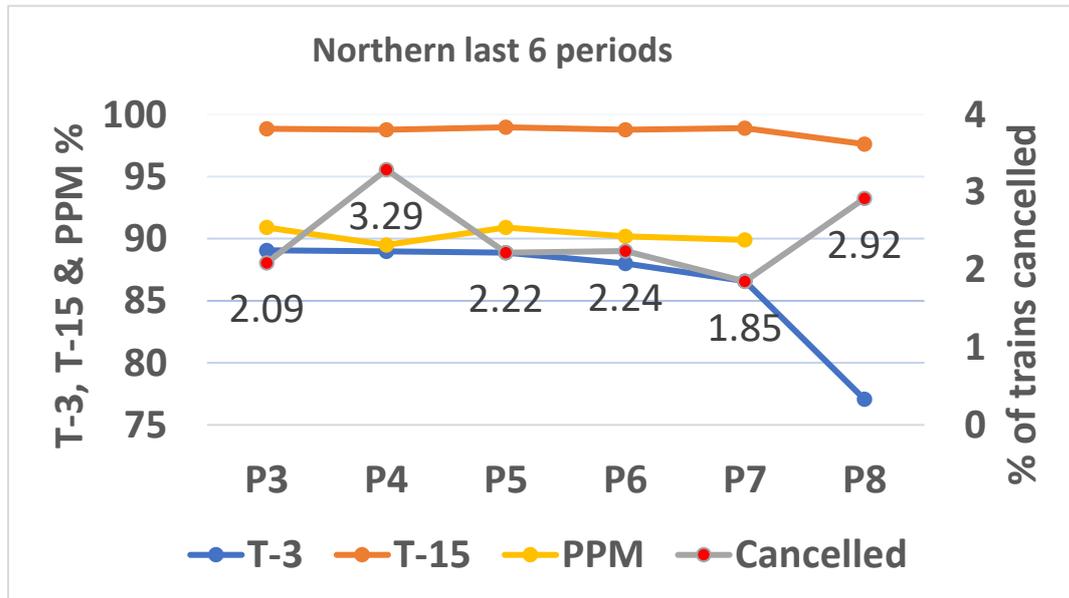
### 5.1 Headlines

A performance snapshot for Northern and TPE over that last six months is set out below. The charts show the the performance metrics for each operator.

TPE had a good period which saw all reporting metrics achieved. Northern had a challenging period that saw T-3 (within 3 minutes of timetabled time) & T-15 (within 15 minutes of timetabled time) metrics only just miss target which was mainly a result of rail head adhesion due to leaf fall particularly around Huddersfield, Keighley, Shipley and Bradford areas. The present leaf fall data suggests that most leaves have now fallen and this should improve performance through the current industry reporting period.

The increase in cancellations across both operators is mostly attributed to train failures and severe weather (including flooding), but it should be noted that both operators achieved their cancellation target metrics.

Looking ahead to the current period both TPE and Northern started well but then took a huge performance hit due to Storm Arwen. They have both since recovered but require some really good performance to achive targets by the end of the period.



## **6. Corporate Considerations**

### **6.1 Finance Implications**

There are no direct finance implications as a result of this report.

### **6.2 Resource Implications**

There are no direct resourcing implications as a result of this report.

### **6.3 Legal Implications**

There are no apparent legal implications for TfN as a result of this report.

### **6.4 Risk Management and Key Issues**

This paper does not require a risk assessment, however, risks relating to the December 2022 timetable are being identified, managed, and monitored through the Rail North Partnership.

### **6.5 Environmental Implications**

This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does stimulate the need for SEA or EIA.

### **6.6 Equality and Diversity**

An impact assessment is not required as the report provides an update on the work of the Rail North Partnership and the train operators.

### **6.7 Consultations**

Train operators are responsible for consulting on the details of timetable changes – there are open public consultations on the December 2022 timetable change.

## **7. Background Papers**

7.1 There are no background papers to this report.

## **8. Appendices**

8.1 There are no appendices to this report.

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<b>Meeting:</b>	Rail North Committee
<b>Subject:</b>	Manchester Services and Infrastructure Update
<b>Author:</b>	Chris Mason, Interim Head of Investment Planning
<b>Sponsor:</b>	David Hoggarth, Strategic Rail Director
<b>Meeting Date:</b>	15 December 2021

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### **1. Purpose of the Report:**

- 1.1 This report is to provide Members of the Committee with an update on work on the Central Manchester congestion hotspot. This includes the development of the December 2022 timetable and collaboration with the Department for Transport on the infrastructure solution to support the required connectivity of train services across the north that traverse the Manchester area. The report also provides an update on the consultation process on the proposed December 2022 timetable.

### **2. Recommendations:**

- 2.1 Rail North Committee is asked to:

- 1) Note the progress made on the development of the December 2022 timetable and the next steps including the further round of public consultation in November 2021 and December 2021.
- 2) Note the progress on working with the Department for Transport and industry colleagues on developing the infrastructure solution which will be reflected in the 'RailMap' identifying a co-ordinated long-term service and infrastructure solution for the corridor to restore and improve connectivity.
- 3) Note the positive progress on infrastructure, including industry agreement on the required configuration of Oxford Road station, modelling work on the additional performance benefits from delivering Platforms 15/16 at Piccadilly at the same time as the infrastructure changes at Oxford Road and confirmation from the Department for Transport of a £26m allocation to fund further development work on infrastructure.

### **3. Main Issues:**

#### **Background**

- 3.1 The long-standing issue of congestion in Central Manchester has become even more urgent since Network Rail designated the Castlefield Corridor as 'congested infrastructure' – one of only a small number of pieces of railway nationally to have such a designation. This means that service changes need to be considered whilst solutions are developed to the problem, and the number of trains that can use the corridor will effectively be capped. In practice this meant that the pre-covid timetable could not be operated and an alternative timetable solution had to

be found to allow services to operate reliably (important in the context of the strong growth of passengers returning to the railways in the North post-covid). The designation also means that the industry needs to identify a co-ordinated long-term service and infrastructure solution for the corridor.

- 3.2 The Department for Transport (DfT) established a Task Force (the Manchester Recovery Task Force) to develop solutions to the problem including short-term timetable changes. Transport for the North (Transport for the North) is a member of the Task Force which allows us to inform its work including drawing on our evidence base and the needs of passengers across the North. Transport for the North's input to the process is overseen by the Rail North Committee.
- 3.3 In addition to the timetable work, Network Rail has been developing an infrastructure plan for the area which is currently divided into three tranches covering short, medium and long-term proposals. The first tranche is expected to be delivered over the next few years.

### **2022 Timetable Development**

- 3.4 A revised timetable for December 2022 has been developed as an initial step with the aim of delivering a more reliable service for passengers pending delivery of further infrastructure. A full public consultation was carried out earlier in 2021 by The Task Force on three potential timetable options (A, B and C) for this timetable. The Task Force collated the consultation responses and made a recommendation to the Rail North Committee for an enhanced Option B timetable structure.
- 3.5 The response to the first consultation was recently published and is available at:  
<https://www.gov.uk/government/consultations/timetable-options-to-improve-rail-performance-in-the-north-of-england>
- 3.6 The consultation response highlighted that whilst passengers are now returning to the railways, forecasts suggest they will not return to pre-covid levels for the immediate future. Therefore, as elsewhere on the network, the reduced level of demand and changing nature of the market means it is possible that not all of the services in the new structure will definitely run at all times of the day from December 2022 but may instead be tailored to when and where passenger demand makes it appropriate to do so. This will be kept under close review so that services are introduced when infrastructure allows and at the right time for passengers. Train operators will maintain regular dialogue with stakeholders and partners and make such decisions closer to the time.
- 3.7 In response to the Task Force's initial recommendations, Transport for the North's Rail North Committee identified a series of issues that needed to be addressed in considering the proposed timetable for December 2022 making it clear that the Manchester situation is an urgent example of the requirement for infrastructure investment holding back the railway in the North. The Committee highlighted the need for a better pattern of services across Warrington and to maintain some direct connectivity between Sheffield and Manchester Airport.
- 3.8 Since Summer 2021, Transport for the North and the DfT worked collaboratively to find a way forward on Manchester that allowed the industry to move to the next phase of public consultation on the 2022 timetable.

- 3.9 The Task Force finalised detailed proposals including maintaining a stopping service across Warrington and direct connectivity between Sheffield and Manchester Airport on first and last services of the day. Engagement on these proposals took place with officers from Liverpool City Region, Transport for Greater Manchester, Warrington Borough Council, and South Yorkshire Passenger Transport Executive.
- 3.10 The Train Operators, supported by the Task Force, have produced detailed timetables based on these proposals for the second consultation. This consultation, which covers points of detail in the proposed timetables rather than the overall structure, commenced on 15 November 2021 and is due to end on 31 December 2021.
- 3.11 The consultation on the detailed timetable is open to any members of the public and Local Authorities to respond to. The train operators will co-ordinate the responses and any changes to the detail of the timetables (e.g. stopping patterns) and the outcome will be reported through the Rail North Committee.
- 3.12 To ensure that the timetable is delivered robustly, the Task Force will oversee timetable performance modelling alongside the consultation on the final all-day timetable and monitoring industry readiness. Performance modelling of the timetable has commenced, with the output due early in 2022.

### **The 'RailMap' linking investment to future timetables**

- 3.13 Work has been progressing on the new form of collaboration between the DfT and Transport for the North that links the development of infrastructure to a roadmap (referred to as the 'RailMap') of future timetable enhancements. This will set out both details of known committed events and infrastructure enhancements as well as outlining the current best information about future schemes – which may still be in development and not yet fully funded. The RailMap will also identify other schemes that have an impact upon the immediate Manchester area (such as Hope Valley upgrade or Transpennine Route Upgrade). As such the RailMap should be regarded as a tool to assist Rail North Committee understand the current status of activity and infrastructure enhancements in the Manchester area and to assist informed debate about priorities and funding.
- 3.14 The RailMap will identify how and when services can be enhanced as 'points of opportunity' (for example through further service changes or the delivery of infrastructure schemes) and show when Rail North Committee will be requested to make timely decisions about which amended and additional services should operate.
- 3.15 All industry parties involved in the Task Force have signed up to the development of the RailMap, including the DfT and Network Rail. This is important as it will provide a common source of information and will be updated on a regular basis to reflect progress in agreeing further committed schemes/enhancements over time.
- 3.16 A programme is now being worked up by the Task Force as to how the RailMap will be populated, with a target of having the final version agreed by March 2022. This will allow outcomes of the Integrated Rail Plan for the North and Midlands (IRP) and Spending Review to be fully incorporated. The IRP notes: "Work is ongoing to develop options to improve capacity and reliability of trains in the centre of Manchester and these recommendations will be considered in the context of core schemes proposals of the IRP."

- 3.17 Enhancements in Tranche 1 of the infrastructure plan include options for turnback facilities on the Manchester to Liverpool line in the Warrington area. These will enable the stopping services to be split Liverpool to Birchwood and Manchester to Warrington West, providing more flexibility in the timetable and additional calls at some stations along the route including improved connectivity across Warrington. Network Rail have undertaken initial work and an industry workshop is to be planned for the new year to agree a vision for the route in light of the IRP and decarbonisation proposals.
- 3.18 Development of the infrastructure investment to support the 2022 timetable changes and revised pattern of services is progressing including longer platforms at some locations and improved depot facilities.
- 3.19 Positive progress has been made on the identification of appropriate Tranche 2 infrastructure enhancements at Oxford Road Station for the longer platforms required, and within the rail land boundary. Design is programmed to start early in 2022. Improvements to the passenger environment will be included in the next design stage in consultation with stakeholders.
- 3.20 Transport for the North secured agreement to commission modelling work to identify the additional performance benefits that might result from delivering Platforms 15/16 at Piccadilly at the same time as the Oxford Road scheme for a range of possible train frequencies. A technical report of the outcome, including identification of the next steps, is being developed and is due for issue imminently. When received this will be discussed with Rail North Committee Members.
- 3.21 Piccadilly Platform 13 and 14 passenger circulation is also regularly congested, which has been identified as a major contributor to service delays. Improvements to passenger handling at Platforms 13/14 are planned in the short term.
- 3.22 DfT have confirmed a development funding allocation of £26m which will fund Network Rail to develop Tranche 1 to Full Business Case and further development on Tranches 2 and 3. Transport for the North is using its evidence and analytical framework to strengthen the strategic case element of the Full Business Case (required to secure funding).

### **Next Steps**

- 3.23 The next main milestone is the completion of the second phase of public consultation on the detailed timetable plans for December 2022, due to end on the 31 December 2021.
- 3.24 Transport for the North will continue to work with the industry and DfT on identifying the best infrastructure solutions to support future train service needs. Further milestones include completing the full business case, securing funding for Tranche 1 and commencing the design work on the proposed solution for Oxford Road.
- 3.25 Transport for the North will continue to work with Rail North Partnership on future service changes.

## **4. Corporate Considerations**

### ***Financial Implications***

4.1 There are no financial implications for Transport for the North as a result of this report.

***Resource Implications***

4.2 There are no direct resourcing implications as a result of this report.

***Legal Implications***

4.3 There are no obvious legal implications arising other than raised within the report.

***Risk Management and Key Issues***

4.4 This paper does not require a risk assessment, however, risks relating to the December 2022 timetable are being identified, managed and monitored through the Task Force.

***Environmental Implications***

4.5 This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does stimulate the need for SEA or EIA. Any infrastructure proposals to improve the capacity and reliability of the system will be subject to EIA Screening, conducted by Network Rail as part of the consenting process for those projects.

***Equality and Diversity***

4.6 A full impact assessment has not been carried out because it is not relevant to the type of work referenced.

***Consultations***

4.7 A full public consultation was carried out on timetable options for 2022. A consultation is currently being carried out by train operators on the detailed timetable proposals. The response to the first consultation was recently publicly released as detailed in section 3.5 of this report.

**5. Background Papers**

5.1 There are no background papers to this report.

**6. Appendices**

6.1 There are no appendices to this report.

**Glossary of terms, abbreviations and acronyms used**

a) DfT	Department for Transport
b) IRP	Integrated Rail Plan for the North and Midlands

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**Meeting:** Rail North Committee

**Subject:** Investment Planning Update

**Author:** Chris Mason, Interim Head of Investment Planning

**Sponsor:** David Hoggarth, Strategic Rail Director

**Meeting Date:** 15 December 2021

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**1. Purpose of the Report:**

- 1.1 This report is to provide Members of the Committee with an update on a number of key Investment Planning issues in the North. This includes proposals for capacity upgrades to the East Coast Main Line and the development of proposals to deliver the long-term capacity, connectivity and performance requirements in the Leeds Station area including Bradford and the local network.
- 1.2 The report also provides an update on the Rail Network Enhancements Pipeline.

**2. Recommendations:**

- 2.1 The Committee is asked to:
- 1) Note the progress with development of the case for capacity upgrades to the East Coast Main Line and the impact of the Integrated Rail Plan;
  - 2) Note the progress with development of the case for capacity, connectivity and performance upgrades to the Leeds area and the relationship to the Integrated Rail Plan; and
  - 3) Note the pending update of the Rail Network Enhancements Pipeline in relation to rail projects in the region.

**3. Main Issues:**

**Background**

- 3.1 The Rail Network Enhancements Pipeline (RNEP) was established by the government in 2018, setting out a new approach for rail proposals that require government funding. This approach created a rolling programme of investment, focused on outcomes that provide benefits for passengers, freight users and the economy and moving government investment in enhancements away from a 5-year cycle. RNEP is how the Department for Transport (DfT) funds all major infrastructure enhancements, including the Transpennine Route Upgrade.
- 3.2 Since that time, Transport for the North (Transport for the North) has worked with the DfT to agree and develop a pipeline of investment projects in the north. Management of the pipeline, monitoring of progress with projects and programmes within it and approvals to progress projects through development and delivery stages are undertaken via DfT's North East Programme Board and

North West Programme Board. Integration between projects across these areas is managed through DfT's North of England Integration Board.

- 3.3 The programme boards are chaired by DfT and attended by representatives of passenger and freight rail service operators in the region, DfT, Transport for the North and Network Rail strategic planning and route operations.
- 3.4 Following the Comprehensive Spending Review the Integrated Rail Plan for the North and Midlands (IRP) was published by the Government on 18 November 2021. This sets out the Government's proposals for the rail network, including for the East Coast Main Line (ECML) specifically in the context of changes proposed by the Government to HS2 and Northern Powerhouse Rail (NPR).
- 3.5 DfT have also reviewed the impact of the IRP on the broader Rail Network Enhancements Pipeline.

### **East Coast Main Line North**

#### Services Options Update

- 3.6 Transport for the North made a strong response on behalf of the North to the original consultation on industry plans for a significant timetable change from May 2022. This would have reduced the number of TPE trains north of Northallerton to one per hour in favour of an additional LNER service to London (3 per hour in total). The May 2022 change has been deferred and the rail industry has been developing an alternative to the May 2022 consulted timetable for the ECML, targeted for implementation in May 2023. This alternative is still under development, but members have reiterated their priorities as being:
- Greater emphasis on East-West connectivity;
  - Resolving local station calls (to maintain connectivity); and
  - Retaining the existing 2 trains per day to/from Bradford.
- 3.7 Transport for the North commissioned Atkins to support our input to this work including to review the opportunity to deliver 7 trains per hour north of Northallerton, including 2 x Transpennine Express (TPE) trains. Atkins are working through this with Network Rail and a verbal update will be provided at the meeting.

#### Infrastructure Development

- 3.8 Given the network constraints on running more services north of York, Transport for the North and North East Leaders therefore wished to take a proactive approach to progressing work to explore the infrastructure requirements required to accommodate both the increased North-services and existing East-West services.
- 3.9 This led to Network Rail being commissioned by Transport North East, with financial support from both Transport for the North and Network Rail themselves, to develop a Strategic Outline Business Case (SOBC) for the 7th path between Northallerton and Newcastle.
- 3.10 This work has recently commenced and was anticipated as taking 6 – 9 months to complete. However, the remit is now being reviewed following the publication of the IRP which refers to 7 or 8 trains per hour being explored.

- 3.11 The IRP proposes:
- improvements at York;
  - extending the current 4-track railway to end just north of Northallerton, rather than just south of the station;
  - an additional through platform on the eastern side of Darlington station, with bays to reduce the number of local services that cross in front of fast trains, which is consistent with the existing proposals being developed by Network Rail with Tees Valley Combined Authority;
  - upgrading the Stillington route to allow more freight use, and restoring a 3rd track north of Chester-Le-Street and a former chord at Bensham to enable a greater degree of segregation between freight and fast passenger trains; and
  - lengthening some of the bay platforms at Newcastle to enable NPR trains to terminate in the station.

3.12 It is understood that Network Rail has been asked to take these proposals forward for development and delivery. Transport for the North, Transport North East and the other regional stakeholders will work with Network Rail to support the development of these proposals and to understand what service output enhancements they could support.

3.13 The IRP states the view that the case for re-opening the Leamside Line would be best considered as part of any future city region settlement on the basis of available evidence and value for money analysis. Further dialogue is required with partners on consideration as to how to take forward both ECML improvements and the Leamside Line reopening to maximise the benefits for the traveling public and the regional economies. Transport for the North Board agreed a response to the IRP at its meeting on 25 November 2021 and a letter and advice has been sent to the Secretary of State.

#### East Coast Main Line North Railmap

3.14 Transport for the North are proposing that a 'Railmap' is developed on the same principle of the Railmap successfully developed by the Manchester Recovery Task Force, that clearly links the infrastructure changes necessary to the required passenger and freight service outputs. The Railmap would show how services could be developed over time in line with infrastructure enhancements.

#### **Leeds Area Capacity**

3.15 Leeds Station is a major hub for West Yorkshire and the wider city region, being at the heart of the commuter network for West Yorkshire, supporting services to Bradford, Wakefield, Dewsbury, Huddersfield and Halifax. It is also the focal point for connections to other regional centres such as Hull. Pre-Covid it was the 4<sup>th</sup> busiest railway station in the UK outside of London and 2<sup>nd</sup> busiest in the north of England, handling over 30 million passenger entries and exits per year.

3.16 Current and future congestion make Leeds and the surrounding network a major constraint for future growth. In the year to January 2020 over 1.1m delay minutes were caused by incidents at Leeds station and the reaction to these on services in the immediate area being exacerbated by train congestion. This made Leeds the 3<sup>rd</sup> worst hotspot in Britain for reactionary delay and in combination with Whitehall Junction immediately to the west the Leeds area is one of the worst locations for such delays.

- 3.17 Due to its central location in the North and status as a through-station for TransPennine, CrossCountry and some LNER services, the impact of delays at Leeds can be felt throughout the country.
- 3.18 A number of separate industry workstreams have examined the medium and long-term requirements for the Leeds station area covering projects and programmes delivered by Network Rail, studies led by the West Yorkshire Combined Authority (WYCA) and Transport for the North's NPR programme, in addition to workstreams related to High Speed 2. These include:
- The Leeds Existing Station Programme (LESP) of improvements to the station concourse, facilities, footbridges, environs and pedestrian routes;
  - The Leeds Area Improvement Programme (LAIP) of capacity increases, which is also examining options to deliver regular through services between London and Bradford;
  - West Yorkshire Combined Authority's Leeds Station Capacity Study;
  - Transport for the North's work on potential schemes to deliver the required reliability and capacity at the congested west end of the station and approaches to it, developed in the context of TransPennine Route Upgrade; and
  - Leeds City Council's workstreams related to High Speed 2.
- 3.19 The West Yorkshire Combined Authority (WYCA) are also developing a Connectivity Infrastructure Plan, setting out what is required to deliver sustainable and inclusive growth, quality of life and decarbonisation. Within this, the Rail Strategy has analysed the future role that rail must play, and identifies the changes needed on the railway to allow this to happen. This includes enabling continued growth in rail use through modal shift, sustainable growth and future mobility, alongside delivering consistent standards of connectivity.
- 3.20 Rail capacity analysis carried out by consultant Steer for WYCA produced similar results to work already undertaken by Network Rail for their *Leeds Area Strategic Advice* of April 2020, which identified interventions on the approaches to Leeds Station that would be required in phases between now and 2043. There is also much commonality with work done by Transport for the North under its role in Northern Powerhouse Rail and TransPennine Route Upgrade.
- 3.21 All parties who have analysed the issues agree that capacity constraints at Leeds have been pressing for up to a decade and are still likely to become severe during the 2030s, even considering the interventions currently under development to cover the period up to around 2026.
- 3.22 At the North East Programme Board on 15 September 2021 Transport for the North identified that the mechanism for ensuring these different workstreams were brought together. Agreement was secured that WYCA be asked to present their rail strategy to the Board with emphasis on Leeds western approaches, Five Towns services and the interface with their mass transit proposals.
- 3.23 Transport for the North and WYCA jointly presented to the November North East Programme Board, identifying the actions required by the industry in partnership to develop an agreed long-term solution to deliver the rail capacity required at Leeds.

- 3.24 As a result, the Board agreed to mandate the rail industry to undertake the development of the case for the required interventions to increase capacity at Leeds, that:
- Builds on existing knowledge, but where necessary generates alternative solutions to those already put forward;
  - Is adapted to the situation regarding land availability;
  - Takes into account the IRP; and
  - Has regard to a desired “end state” for the area’s rail capability and capacity in the 2040s, including a robust and logical phasing strategy between now and then.
- 3.25 At this meeting, it was envisaged that Transport for the North and WYCA would collaborate with Network Rail on devising future solutions for rail infrastructure in the Leeds area.
- 3.26 The government’s *Integrated Rail Plan for the North and Midlands* published on 18 November 2021 indicated that DfT acknowledges that Leeds is a critical node in the national network and acknowledged that the Leeds area requires a major piece of long-term strategic development work, with work on Leeds Station capacity and the study of route options to take HS2 to Leeds to be led by Network Rail.
- 3.27 It is therefore proposed that Transport for the North now engages with and supports this work, ensuring it takes account of and complements the work undertaken by WYCA as appropriate and also addresses the connectivity issues related to Bradford, following the consensus at Transport for the North Board on 24 November 2021 that the IRP does not sufficiently address Bradford’s connectivity challenges.
- 3.28 This includes offering assistance from Transport for the North’s Technical Assurance, Modelling & Economics (TAME) team in order to use their analytical tools and emerging Appraisal Framework to help Network Rail develop a strong business case for investment in the Leeds area.

### **The Rail Network Enhancements Pipeline (RNEP)**

- 3.29 Whilst the Integrated Rail Plan was published on 18 November 2021, at the date of this report the anticipated update of the DfT’s Rail Network Enhancements Pipeline for the north had not been published.
- 3.30 When published, Transport for the North will conduct an analysis of the implications of the revised RNEP on Transport for the North and partner investment priorities in the north (including capacity increases in and around Sheffield and capacity and connectivity increases in the Hull area).
- 3.31 If the RNEP update is published before the 15 December 2021, a verbal update will be given at the Rail North Committee meeting.

### **Next Steps**

- 3.32 Further discussion with partners on how to take forward the 7<sup>th</sup> path business case work and role of the Leamside Line alongside the ECML improvements proposed in the IRP.
- 3.33 Further dialogue with DfT and Network Rail on the proposal to develop a ‘railmap’ for the ECML linking infrastructure and service enhancements.

- 3.34 Engage with Network Rail and other partners on the long-term strategic development work on Leeds Station capacity and the study of route options to take HS2 to Leeds to be led by Network Rail.
- 3.35 Proactively work with Bradford Council and WYCA to support the delivery of improved connectivity and specifically additional Bradford-London services.
- 3.36 Conduct an analysis of the implications of the revised RNEP when published and provide a further update to Members.

#### **4. Corporate Considerations**

##### ***Financial Implications***

- 4.1 The utilisation of the modelling function and input into schemes is not anticipated to have financial implications over and above those captured within the latest budget revision for 2021/22. Any financial implications in future years will be captured by the 2022/23 budget and business planning process.

##### ***Resource Implications***

- 4.2 There are no direct resourcing implications as a result of this report.

##### ***Legal Implications***

- 4.3 There are no obvious legal implications arising other than raised within the report.

##### ***Risk Management and Key Issues***

- 4.4 This paper does not require a risk assessment, however, risks relating to the December 2022 timetable are being identified, managed and monitored through the Rail North Partnership.

##### ***Environmental Implications***

- 4.5 This report does not constitute a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does not stimulate the need for SEA or EIA. All proposed infrastructure developments will be subject to screening for the need for EIA by the relevant development authority as part of the design development and consenting process.

##### ***Equality and Diversity***

- 4.6 A full impact assessment has not been carried out because it is not relevant to the type of work referenced.

##### ***Consultations***

- 4.7 No consultation has been carried out this review.

#### **5. Background Papers**

- 5.1 There are no background papers to this report.

#### **6. Appendices**

- 6.1 There are no appendices to this report.

## **Glossary of terms, abbreviations and acronyms used**

a)	<i>RNEP</i>	<i>Rail Network Enhancements Pipeline</i>
b)	<i>DfT</i>	<i>the Department for Transport</i>
c)	<i>IRP</i>	<i>Integrated Rail Plan for the North and Midlands</i>
d)	<i>ECML</i>	<i>East Coast Main Line</i>
e)	<i>NPR</i>	<i>Northern Powerhouse Rail</i>
f)	<i>TPE</i>	<i>TransPennine Express</i>
g)	<i>SOBC</i>	<i>Strategic Outline Business Case</i>
h)	<i>WYCA</i>	<i>West Yorkshire Combined Authority</i>

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## Agenda Item 9

By virtue of Section 100A(2) of the Local Government Act 1972 |(likelihood that confidential information would be disclosed in b

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