

Transport for the North Chief Executive Consultation Call (Board) Agenda

Date of Meeting	Tuesday 27 July 2021
Time of Meeting	11.00 am
Venue	Virtual

Filming and broadcast of the meeting

This meeting is not a formal meeting of the Transport for the North Board but is being held as a Consultation Call by the Interim Chief Executive under the delegated powers of the Chief Executive to take action in consultation with Members of the Board. Following the Consultation Call the Chief Executive will take delegated actions having regard to the consultation.

The Agenda and reports for the Consultation Call are being made available to the public and the Call is being livestreamed on the Transport for the North website to ensure openness and transparency. Members of the Board will attend the Call virtually.

This Consultation Call will replace the Transport for the Board Meeting scheduled for 27 July 2021 but which has been cancelled due to concerns about Covid 19.

Item No.	Agenda Item	Page
1.0	Welcome and Apologies The Chairman to welcome members to the meeting.	
2.0	Declarations of Interest 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.	
3.0	Minutes of the Previous Meeting To note the minutes of the meeting held on 9 June 2021 and to consider any requests for updates on matters contained therein.	3 - 12

4.0	Governance Report Members are asked to consider the report from the Head of Legal Services.	13 - 18
5.0	Budget Revision 1 Members are asked to consider the report from the Finance Director.	19 - 30
6.0	Spending Review Planning Members are asked to consider the report from the Strategy and Programme Director.	31 - 34
7.0	Freight Strategy Members are asked to consider the report from the Strategy and Programme Director.	35 - 116
8.0	Northern Transport Charter Members are asked to consider the report from the Strategy and Programme Director.	117 - 156
9.0	Accessibility at Stations Members are asked to consider the report from the Strategic Rail Director.	157 - 170
10.0	Northern Powerhouse Rail Members are asked to consider the report from the Interim Chief Executive.	171 - 174
11.0	Formal Resignation of the Chairman and Hand Over to the Vice Chair as Acting Chair	Verbal Report

Transport for the North Chief Executive Consultation Call (Board) Minutes

Wednesday 09 June 2021
Virtual

Present:

John Cridland (Chairman)

Attendee

Cllr Lynn Williams
Cllr Craig Browne
Cllr Louise Gittins
Cllr Keith Little
Cllr Gary McMaster
Mayor Andy Burnham

Cllr Daren Hale
Cllr Charles Edwards
Mayor Steve Rotheram
Cllr Stewart Swinburn
Mayor Jamie Driscoll
Mayor Dan Jarvis
Cllr Heather Scott
Cllr Susan Hinchcliffe

Local Authority

Blackpool;
Cheshire East;
Cheshire West & Chester;
Cumbria;
East Riding of Yorkshire;
Greater Manchester Combined
Authority;
Hull;
Lancashire;
Liverpool City Region;
North East Lincolnshire;
North of Tyne Combined Authority;
Sheffield City Region;
Tees Valley;
West Yorkshire Combined Authority;

Local Enterprise Partnership (LEP) Attendees

Annette McDonald
Steve Curl
Mark Rawstron
Mark Roberts
Lucy Winskell
Peter Kennan

Cheshire & Warrington
Cumbria;
Lancashire
Leeds
North East
Sheffield City Region

Partners in Attendance:

Ben Smith
Lorna Pimlott
Alan Shepherd
Graham Botham

Department for Transport
HS2
Highways England
Network Rail

Officers in Attendance:

Name	Job Title
Dawn Madin	Director of Business Capabilities
Gary Rich	Democratic Services Officer
Iain Craven	Finance Director
Julie Openshaw	Head of Legal Services
Tim Wood	Interim Chief Executive
Tim Foster	Interim Strategy & Programme Director
Rosemary Lyon	Legal & Democratic Services Officer
Peter Molyneux	Major Roads Director
David Hoggarth	Strategic Rail Director
Deborah Dimock	Solicitor

Also in Attendance

Mayor Tracy Brabin (Observer)	West Yorkshire Combined Authority
Anit Chandarana	Network Rail

Item No:

1. Welcome and Apologies

- 1.1 The Chairman welcomed Members and apologies were noted. The Chairman placed on record his thanks and the thanks of the Board to Councillor Chris Brewis for all his hard work and dedication to the Board during his time as the Member for Lincolnshire on the Board.
- 1.2 The Chairman asked Members to remind their Officers to update TfN on any changes following their AGMs and this should be done before the meeting on 27 July 2021. Members were also reminded about the Governance Audit consultation which could still be completed.

2. Declarations of Interest

- 2.1 There were no Declarations of Interest.

3. Minutes of the Previous Meeting

- 3.1 The draft minutes of the meetings of the Transport for the North Board held on 24 March and 16 April 2021 were considered. The Chairman explained that as this is not a formal meeting of the Board, the minutes

were for noting only and would be presented for formal approval at the 27 July 2021 meeting.

Resolved:

That the draft minutes of the Transport for the North Board meetings held on 24 March and 16 April 2021 be noted.

4. Governance Report

4.1 The report of the Head of Legal Services was received by Members and taken as read.

Appointment of a new Chair

4.2 Members paid tribute to the Chairman and thanked him for his hard work during his time as Chairman of the Board.

4.3 Members highlighted the importance of this appointment at a crucial time for TfN. Members agreed that Cllr Gittins should become interim Chair of the Board whilst the recruitment process for a new independent Chair was taking place, Members also discussed the possibility of a prominent independent Chair being appointed without the need for a recruitment process.

4.4 In summing up the Chairman explained that Members were keen to appoint an Independent Chair with the General Purposes Committee Members' Working Group considering the recruitment process.

Formal Meetings

4.5 Cllr Gittins highlighted the Government consultation on virtual meetings and suggested that this is something that Transport for the North should contribute to. The Head of Legal Services confirmed that Transport for the North is in the process of responding.

4.6 Regarding the meeting in July Mayor Burnham highlighted the current Government advice with regards to travel in certain areas of the North. He requested that the situation be kept under review before a decision is made. Members agreed with Mayor Burnham and stated that it should only be done if safe to do so.

4.7 Members expressed concern on the impact to democracy if all Members were unable to be present at face to face meetings due to Covid related issues.

Members were keen that arrangements should be put in place enabling those who cannot attend to have their views heard. The possibility of hybrid meetings was also discussed.

- 4.8 Mayor Driscoll suggested the possibility of meetings rotating around the North of England.

The Chairman explained that this had happened in the past but that subsequently Members decided that meetings should take place either side of the Pennines on an alternate basis in order to save on Member travel time. However, he explained if there is an appetite amongst Members to go to different locations in the North then this could be considered.

- 4.9 The Chairman stated that a final decision on the July Board meeting would not be made until the situation had become clearer.

He explained to Members that when the Government ended the ability of statutory bodies who need to meet in public to have virtual meetings this prevented the continuation of the Board being able to meet virtually with Members being able to vote at these meetings as has been done since the start of the pandemic. He expressed the opinion that in the future hybrid meetings would probably be the best way to maintain some of what has been in place, with Members who are unable to be present being able to speak although being unable to participate in any formal votes.

The Chairman stated that the Head of Legal Services has a mandate to find the best solution to allow the greatest number of Board Members to contribute to the fullest effect.

- 4.10 Regarding the General Purposes Committee (GPC) the Chairman commented that this had already been addressed and that the proposal is that the Members' Working Group on the GPC would also pursue the proposals on the Chair roles and whether any changes would be required to the Constitution to facilitate hybrid meetings.

Resolved:

Appointment of Chair

- 1 Members noted the report and advised the Chief Executive that they wished to pursue proposals to recruit and appoint an independent Chair of the Partnership Board through the Members' Working Group on the GPC Members' Working Group.
- 2 As Members wished to recruit an independent person they authorised the Director of Business Capabilities to work with the Members' Working Group on the GPC to draw up recruitment proposals.
- 3 Members noted that a report on this matter will be presented to the TfN Board at a future meeting.

Arrangements for Meetings

- 4 Members received the information and approved further investigation into the options available for a return to in person attendance at Board and Committee Meetings
- 5 Members discussed the options available for different ways of working so as to maximise the use of virtual meetings where possible.
- 6 Members requested that the Members Working Group set up to look at the General Purposes Committee also look at new ways of working following the ending of the virtual meetings provisions and noted that a report will be presented to the Board on any proposed amendments to the Constitution.

Review of the General Purposes Committee

- 7 Members received the information and agree to widen the remit of the Members' Working Group to include other governance issues as mentioned in the report.

5. Financial Outturn 2020/21

- 5.1 The report of the Finance Director was received by Members which was taken as read. Members had no questions on the paper.

Resolved:

That the Board notes the outturn position for 2020/21 and the potential for accommodating slippage from 2020/21 into the revised forecast for 2021/22.

6. Spending Review Planning

- 6.1 The report of the Strategy and Programme Director was received by Members. The Strategy and Programme Director informed Members that further reports on this would be brought to the 27 July 2021 and September 2021 Boards.

He explained that due to timing and uncertainty the report recommends starting now which will also allow for a fuller discussion at the 27 July 2021 Board.

Resolved:

- 1) That the Board note the likely timing of SR21 and the need to commence preparatory work in June.
- 2) That the Board agree the high-level approach outlined in section 4 of the report.

7. Government White Paper - Great British Railways: The Williams-Shapps Plan for Rail

7.1 The Chairman moved this item to the end of the agenda in order that the Chief of Staff from Network Rail could update Members.

7.2 Members received the report from the Strategic Rail Director. The interim Chief Executive then highlighted key areas of the report. He explained that there are points to welcome within it, particularly the creation of a single accountable guiding mind in Great British Railways, commitment to long term 30-year investment plans in rail infrastructure to support the levelling up agenda and recognition that local knowledge must be harnessed to provide the best outcomes. However he stated that further detail is required on devolution and the role of TfN and the fact that all the accountability sits with GB rail.

He explained that a letter has been sent to the Secretary of State making clear that TfN is an established organisation that can act as a statutory body that is representative of and based in the North of England. He further explained that TfN is in a unique position to make the Williams Shapps plan work quickly to the benefit of passengers and businesses.

The interim Chief Executive stated that a briefing for Members would be set up with Sir Peter Hendy or Andrew Haynes in the coming weeks.

The Interim Chief Executive explained that Mr. Anit Chandarana sees a strong role for TfN due the knowledge possessed in the organisation and the fact that TfN speaks with one voice. He highlighted the fact that Network Rail is split into two in the North and that TfN would like to see a single organisation within GB Rail with which TfN can interface. Mr Chandarana welcomed this and confirmed that further discussions will take place.

7.3 Mr. Chandarana stated that there would be a need for interim arrangements as GBR will not be legislated for until 2024. He explained that he envisages strong interaction and collaboration with various organisations as to what the interim arrangements will look like. He explained the Network Rail welcomes the white paper and it's right to bring industry and stakeholders together.

7.4 Members welcomed the report however Cllr Hale believes that there is as an existential threat to TfN in this. He also highlighted the issue of fairer fare prices and wanted to know what the ability would be to influence this.

7.5 Ben Smith stated that the DfT recognises the important and unique role that TfN can play in this providing a pan regional overview and allowing regions to come together and speak with one voice and wants to use knowledge and experience that exists within the Board.

- 7.6 Mayor Burnham stated that he would welcome TfNs involvement on any Advisory Board, however he believes that a plan should be developed for the North where TfN will work with constituent bodies to develop how Members aspirations can fit with running services across the North. He also suggested that there was a case for TfN to run the cross north services.

Resolved:

- 1) That the Board notes the White Paper, and its focus on addressing the problems caused by the past fragmentation of the railway industry;
- 2) That the Board seeks clarity from Government that the existing
- 3) That arrangements and statutory powers of Transport for the North are not proposed to be changed, and can therefore provide a strong building block for Transport for the North's future role;
- 4) That the Board approves the next steps set out in Section 5 of the report
- 5) That the Board agree that the executive team develop a more detailed Transport for the North response to the Williams-Shapps Plan over the next 3 months, taking the form of a case for change towards a more fully-devolved pan-Northern network. This would build on the recommendations in the White Paper and the commitment to local control cited therein and incorporate feedback already obtained from Transport for the North's partners regarding their ideal scenario for how the railway will evolve in the North over the next 30 years.

8. Manchester Recovery Task Force

- 8.1 Members received the report from the Strategic Rail Director. The interim Chief Executive then highlighted key areas of the report. Following which he invited Mr. Richard George to address the Board. The interim Chief Executive explained that Mr. George would be crucial in being able to break the log jams due to his extensive experience of timetabling and the rail network.
- 8.2 Mr. George stated that he is happy to help and highlighted that he believed the position is similar to where things were in 2018. He stated that he will do whatever he can do to help.
- 8.3 Mayor Burnham stated that the approach from TfN has been vindicated and it makes the case for TfN as we wouldn't be in this position if it wasn't for the fact that TfN were able to intervene with May 2022 originally proposed timetable changes being considered following TfNs suggestion. Mayor Burnham was grateful for the support of other Members at the exceptional meeting of NTAC.

He highlighted the necessity to continue to maintain the pressure on this and continue to be tough on what is being requested even though progress has been made. He highlighted the importance of IRP in this.

- 8.4 The interim Chief Executive explained that an agreement has been made with the DfT that TfN can attend NTAC meetings where the Manchester Recovery Task force is being discussed.

He explained that there needs to be an understanding of how the Transpennine Route Upgrade, HS2, and NPR all integrate. He further stated that Manchester needs to be fixed. He stated that the baking in of the TfN analytical work and regional knowledge would help to move things at pace. He explained that all options remain on the table including platforms 15 & 16 at Manchester Piccadilly.

Resolved:

- 1) That the Board notes the report setting out the current position on services and infrastructure in and around Central Manchester.
- 2) That the Board notes the actions taken by Transport for the North and the proposed pathway to a resolution.

9. Northern Powerhouse Rail - Integrated Rail Plan Update and Programme for Strategic Outline Case Submission

- 9.1 Members received the report from Head of NPR Business Case Development. The Interim Chief Executive then highlighted the key areas of the report. He further added that he hopes that the Government will publish the IRP before summer recess as he believes this is vital, as delays in publication will cause delays to the Transpennine Route Upgrade, HS2 and NPR which will in turn will cause delay to growing the economy of Northern England, and the creation of more, better paid jobs for people to access and help support the creation of an extra £14.4 billion GVA each year by 2060 helping Level up the UK .
- 9.2 Members expressed their concerns about the delay in the publication of the IRP and questioned how pressure could be applied to the Government in order to speed things up.
- 9.3 Mayor Burnham highlighted the 30% benefits figure for the TfN preferred network. He believes that this figure reinforces the need for ambition. He questioned whether the same modelling should also be applied to the whole HS2 NPR interface in the North of England. He believed that if this modelling is accepted then it justifies the higher level of spending.
- 9.4 Referring to the March Board, where Members were informed that the Strategic Outline Case would not be submitted, the Chairman reminded Members that the Board made two commitments. They committed to keep the pressure on the Government to publish the Integrated Rail Plan (IRP) as well as committing to continue with the work to produce the evidence to make the strongest possible case. He highlighted that this has produced new encouraging information allowing for the strongest possible case to be made.

- 9.5 The interim Chief Executive explained that the Government are hopeful that the IRP will be before summer recess and requested that Members should continue to push Government on its publication. Members were assured that it was not the DfT who were holding up its publication.

In relation to NORMS he explained that it had not been fully accepted and hoped that it would be by the end of June 2021 but the DfT have not expressed any significant concerns and that this will be approved. He highlighted that three years ago the NPR network had a cost of £80 billion (network) with a BCR of just 0.1, currently the TfN Members preferred network would cost circa £42 billion with a BCR around 1. He stated that the IRP delay has been helpful to this point as it has allowed the completion of the modelling iteration 2 driving the benefits increase. TfN would like to deliver SOC by the end of the year.

Resolved:

- 1) That Members Note progress on implementing the agreed scope of work for FY21/22, model development and the Strategic Outline Case.
- 2) That Members note the plan to review and respond to the IRP.

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Meeting:	Transport for the North Chief Executive Consultation Call (Board)
Subject:	Governance Report
Author:	Deborah Dimock, Julie Openshaw, Gary Rich
Sponsor:	Dawn Madin, Director of Business Capabilities
Meeting Date:	Tuesday, 27 July 2021

1. Purpose of the Report:

1.1 The purpose of this report is:

- a) To advise Members on the interim arrangements for the Chair of the TfN Board and Partnership Board
- b) To provide feedback to the Board on the work of the General Purposes Committee Members' Working Group
- c) To update Members on the recruitment of the new Independent Member of the Audit and Governance Committee
- d) To update members on arrangements for the Annual Meeting and future Board Meetings.

2. Recommendations:

2.1 That Board notes the interim arrangements for the Chair of the Board and Partnership Board.

2.2 That Board notes the work of the Members' Working Group (MWG) and endorses the recommendations of the MWG in relation to the General Purposes Committee:

- That the General Purposes Committee should be established
- That its remit should be as set out in the Constitution
- That its membership should be on the basis of Regional Groups with the addition of a representative nominated by the Local Enterprise Partnership (LEP) Members
- That there should be a provision to enable other Members of the Board to attend and speak at the invitation of the Chair
- That a separate committee should be established to deal with issues of recruitment, performance and discipline relating to the statutory officers.

2.3 That Board authorises the Director of Business Capabilities, in consultation with the Members' Working Group, to agree the Chief Executive's probationary objectives, for agreement with him.

- 2.4 That the Board indicates its support for the proposed amendments to the Constitution to allow remote participation in meetings.
- 2.5 That the Board notes the proposal for the appointment of a new Independent Member of the Audit and Governance Committee.
- 2.6 That the Board endorses the recommendations of the Member' Working Group in relation to the Annual Meeting and future meetings of the Board.

3. General Purposes Committee Working Group

- 3.1 The General Purposes Committee Members' Working Group is made up of Cllrs Louise Gittins, Susan Hinchcliffe and Liam Robinson and the LEP representative Peter Kennan. The Group has now met twice to consider the matters which the Board has requested it to review.
- 3.2 The remit of the Group was initially to carry out a review of the General Purposes Committee and the function and membership of future decision-making structures of Transport for the North and to make recommendations to the Board. This was then extended to include a review of amendments to the Constitution to enable remote participation in Meetings and oversight of the recruitment of the new TfN Chair and the objectives of the new Chief Executive. For this reason, the working group has also since been styled the Governance Members' Working Group.

4. Main Issues:

- 4.1 The Chair of the Transport for the North Board John Cridland has announced his intention to resign from the Board with effect from the July 2021 Board Meeting and there is therefore a need for TfN to make interim arrangements until such time as new Chair can be appointed.
- 4.2 At the Consultation Call on the 9 June 2021 Board Members indicated their support for the Majority Vice Chair Cllr Louise Gittins to take over this role until such time as the appointment of a new Chair can be made. The Constitution provides that when the Chair is absent the role of the Chair is to be filled by one of the two Vice Chairs and Cllr Gittins will now take over the role of the Chair until such time as a formal appointment can be made by the Board at the Annual Meeting in September 2021.
- 4.3 At the Consultation Call in June the Board Members agreed that the same person should be appointed to Chair both the Board and the Partnership Board and that that person should be an Independent Chair and that the details of the recruitment process should be overseen by the General Purposes Committee Members' Working Group. The Members' Working Group has considered the proposals of the Director of Business Capabilities for the appointment of a new

Chair and a full report on the recruitment of the new Chair will be brought to the meeting on 29 September 2021.

4.4 The Members' Working Group also gave consideration to a set of draft probationary objectives for the incoming Chief Executive, for agreement with him. The Members' Working Group recommends to Board that the Director of Business Capabilities, in consultation with the Members' Working Group, be authorised to finalise these, so that they can be agreed with Martin Tugwell.

4.5 The initial remit of the Members' Working Group was:

To carry out a review of the General Purposes Committee and the function and membership of future decision-making structures of Transport for the North and to make recommendations back to the Board.

4.6 The Members' Working Group have carried out this review and at its meeting on 14/07/21 the Members Working Group agreed the following recommendations:

- a) That the General Purposes Committee should be established
- b) That its remit should be as set out in the Constitution
- c) That its membership should be on the basis of Regional Groups with the addition of a representative nominated by the LEP Members
- d) That there should be a provision to enable other Members of the Board to attend and speak at the invitation of the Chair
- e) That a separate committee should be established to deal with issues of recruitment, performance and discipline relating to the statutory officers.

5. Amendment of the Constitution

5.1 Following the expiry of the special measures introduced during the pandemic, all formal Board and Committee Meetings now need to be in person and need to comply with the provisions of the Local Government Act 1972.

5.2 The holding of virtual meetings has reduced the time commitment required by both Members and officers in physically attending meetings due to the lack of travelling time. It is likely that some Members will wish to continue to attend virtually. However the legislation does not allow for remote attendance and there is no provision in the Constitution which would allow Members not present at a meeting to take part virtually. At present, the Transport for the North Constitution requires Members to be present at meetings and does not allow for anyone not present in the meeting to join the meeting virtually or to speak at meetings.

5.3 The MWG considered a proposed amendment to the Constitution which would enable Members not present at the Meeting to participate remotely and to speak with the agreement of the Chair albeit they would not legally be able to vote or to be counted as present for the purposes of quorum.

5.4 At the Board Consultation Call on the 9 June 2021 it was also requested that Members should be able to put forward representations in respect of items on the Agenda when they were unable to be present at the meeting. This was also considered at the meeting and also considered by the MWG and the MWG recommended that the appropriate amendments should be made.

6. Independent Member of the Audit and Governance Committee

6.1 At its meeting in March 2021 the Board approved the appointment of a fourth Independent Member of the Audit and Governance Committee. A public recruitment exercise has now been carried out, and a preferred candidate has been selected. It is intended that a recommendation for appointment of the successful candidate will be put before the next formal Board meeting on 29 September 2021. The Constitution provides that Independent Members of the Audit and Governance Committee shall be co-opted as Members of the Audit and Governance Committee and therefore this decision will require the unanimous agreement of the voting Members of the Board.

7. Arrangements for the Annual Meeting

7.1 The Board Meeting scheduled for 29 September 2021 will be the Annual Meeting and as such will be held as an in-person, face to face meeting in Manchester Town Hall.

7.2 Although the indications from the Government are that all legally imposed Covid restrictions will have been lifted by that date, it is of course open to TfN as the holder of the meeting to set out its own requirements for this meeting and for future physical meetings. If it is the wish of Members to continue to require a level of social distancing within the venue that can be accommodated and arrangements for future meetings can take this into account. Similarly, if the Board Members wish to request Members and officers to wear a mask or other face covering when inside the venue unless they are speaking to the meeting that request can be made. It is however unlikely that a member of the public could be refused admittance to the meeting for not wearing a mask or other face covering once the legal requirement has been lifted. The MWG recommended that a Health and Safety assessment for the venue should be made at the time of the meeting and the measures indicated by the assessment put in place.

7.3 The MWG considered the arrangements to be made for future meetings and endorsed the proposal that public buildings should be used if possible and that a principle should be adopted of at least two

of the four Board Meetings each year being held in a central location with the other two meetings being held around the TfN area if Members expressed a wish for this.

8. Corporate Considerations:

Financial and Resource Implications

8.1 TfN Finance have confirmed there are no financial implications arising from this report.

The TfN HR Team have confirmed that the resourcing considerations are fully set out within the report.

Legal Implications

8.2 The TfN Legal Team has considered the report and the legal implications for TfN are included in the report.

Risk Management and Key Issues

8.3 A risk assessment is not required for this paper.

Environmental Implications

8.4 There are no new environmental implications as a result of this report.

Equality and Diversity

8.5 There are no specific implications.

Consultations

8.6 Members have been consulted on the role and Membership of the General Purposes Committee as set out in the report.

9. Background Papers

9.1 There are no background papers.

10. Appendices

10.1 There are no appendices.

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

LEP – Local Enterprise Partnership
MWG – Members’ Working Group

Meeting:	Transport for the North Chief Executive Consultation Call (Board)
Subject:	Budget Revision 1
Author:	Paul Kelly Financial Controller
Sponsor:	Iain Craven Finance Director
Meeting Date:	Tuesday, 27 July 2021

1. Purpose of the Report:

1.1 This report:

- i) details the financial position of TfN for the quarter to 30 June 2021
- ii) provides a reforecast of the 2021/22 budget, taking into account the latest delivery and programme information
- iii) provides information regarding budget virements, as set out in the 2021/22 Budget report.

2. Executive Summary:

2.1 Over the three-month period to June 2021 (Q1), TfN incurred expenditure of £14.51m, which was £0.70m (5%) below budget. The key elements that make up this variance are set out in section 3.

2.2 The committed (net) Revision 1 Budget will remain at £60.18m.

2.3 The following table summarises the 2021/22 Budget and Revision 1. Whilst there have been movements between the Rail and Operational areas (and within Core funded budget lines) the overall Revision 1 forecast for committed expenditure remains consistent with the original 2021/22 Budget.

	21/22 Revision 1	21/22 Budget	Var.	Var.
	£m	£m	£m	%
Programmes:				
Northern Powerhouse Rail	48.48	48.48	-	-
IPBA	0.89	0.89	-	-
Integrated & Smart Ticketing	1.52	1.52	-	-
	50.90	50.90	-	-
Rail Operations	3.19	3.16	(0.03)	(1%)
Operational Areas	6.10	6.13	0.03	1%
Committed (Net) Budget	60.18	60.18	-	-
NPR Contingency	4.09	18.52	(14.43)	(78%)
Gross Budget	64.27	78.70	(14.43)	(18%)

- 2.4 TfN approved its 2021/22 Budget at the TfN Board meeting on 24 March 2021. The net budget, against which TfN will monitor performance, was set at £60.18m. The addition of NPR contingency of £18.52m produced a gross budget of £78.70m. It was noted in the budget report that the ongoing uncertainties around the Integrated Rail Plan (IRP) for the North and Midlands and the normal departmental approvals required for any commitment, meant that it was not possible to be certain as to the extent of any draw down on these contingent funds. It was expected that this budget would be periodically updated over the course of the year.
- 2.5 Whilst TfN had understood that there was a reasonable possibility that the IRP might be published in July, we learned on 19 July (the day that 27 July Board reports were issued) that it would be delayed into the autumn.
- 2.6 As set out in section 4, the NPR contingency has been reduced by £14.43m from £18.52m to £4.09m, resulting from the impact of the original IRP delay to July. Consequentially, the overall gross budget for the year has been reduced from £78.70m to £64.27m. The impact that the further delay to the IRP will have on the programme (most likely in the form of further reductions in activity and therefore committed and contingency budgets) will be considered and reported once sufficient clarity regarding the IRP has been achieved – at the latest this should be at Budget Revision 2. A further verbal update will be provided at the 27 July Board, although it is unlikely given ongoing uncertainty in relation to the IRP that this will be definitive.
- 2.7 The programme team has produced estimates of the impact of further delays to the IRP. These are dependent on both the timing and the content of the document – the former because that impacts upon the amount of time left in the financial year to act upon its direction, the latter because of the potential time it takes to review the document and agree a course of action based upon its recommendations. Clearly the further the IRP recommendations are from TfN’s proposed network, the more challenging it will be to quickly agree on a downstream work programme. As an indication, and assuming that TfN is allowed by the department in the meantime to proceed with the “no regrets” activities that were included in the original budget, it is estimated that a delay of the IRP until November might result in a c.£5m shortfall against the committed budget.

3. Financial Summary: year-to-date 30 June 2021

- 3.1 The table below summarises the three-month period ending June 2021. As noted in para 2.3, TfN monitors performance against its committed (net) budget.

	21/22 YTD Actual	21/22 YTD Budget	Var. £m	Var. %
	£m	£m	£m	%
Programmes:				
Northern Powerhouse Rail	11.30	11.50	0.20	2%
IPBA	0.21	0.24	0.03	14%
Integrated & Smart Ticketing	0.91	1.12	0.21	23%
	12.41	12.86	0.44	4%
Rail Operations	0.58	0.67	0.09	16%
Operational Areas	1.52	1.68	0.16	10%
	14.51	15.21	0.70	5%

Programme Areas

Northern Powerhouse Rail (NPR)

- 3.2 Year-to-date expenditure of £11.30m is £0.20m (2%) below budget. Ground investigations work is running slightly ahead, offset by marginal shortfalls in a number of areas caused by activity being delayed due to the IRP and vacancies in the TAME team.

Investment Programme Benefits Analysis (IPBA)

- 3.3 Year-to-date expenditure of £0.21m is £0.03m (12%) behind budget. This is considered to be a timing difference, and it is expected that this shortfall will be recovered in the next quarter.

Integrated and Smart Travel (IST)

- 3.4 The year-to-date costs incurred to close down the IST programme are £0.91m, £0.21m (19%) behind budget. Most of the internal costs of closing down the programme have now been recognised, but it is taking longer than expected to obtain final Phase 1 costings from the TOCs. It is likely that the final costs will be marginally below budget, with any savings being passed back to DfT per the grant conditions.

Operations

Rail Operations

- 3.5 Year-to-date expenditure was £0.58m, £0.09m (16%) behind budget. The underspend is driven by vacancies in the RNP and TRU teams, where roles are funded from discrete grant, and the vacant IST role (in the Strategic Rail team), which is funded from core budget. An appointment for the IST role has now been made.

Operational Areas

- 3.6 Year-to-date expenditure was £1.52m, £0.16m (11%) behind budget. However, a sizeable proportion of this underspend was made up of one-off items impacted by the ongoing effects of the pandemic – notably £0.10m for works to TfN offices to make the Manchester and Leeds sites Covid compliant (including additional equipment to support hybrid working of TfN’s geographically dispersed workforce) and £0.02m for conferences - that are already being delivered.

4.0 Budget Revision 1

- 4.1 The table below summarises the reforecast of committed (net) budgets, with contingency separately disclosed. The overall committed budget will be retained at £60.18m.

	21/22 Revision 1	21/22 Budget	Var.	Var.
	£m	£m	£m	%
Programmes:				
Northern Powerhouse Rail	48.48	48.48	-	-
IPBA	0.89	0.89	-	-
Integrated & Smart Ticketing	1.52	1.52	-	-
	50.90	50.90	-	-
Rail Operations	3.19	3.16	(0.03)	(1%)
Operational Areas	6.10	6.13	0.03	1%
Committed (Net) Budget	60.18	60.18	-	-
NPR Contingency	4.09	18.52	(14.43)	(78%)
Gross Budget	64.27	78.70	(14.43)	(18%)

- 4.2 TfN has made good progress on the delivery of its Core funded activity and analysis indicates that the major part of the underspend at the end of Q1 is made up of timing differences. In addition, the newly adopted review process has led to an increased level of virements, which further supports the expectation that the overall delivery of activity over the year will be in line with that set out in the business plan and budget.
- 4.3 Further, whilst the delay to the IRP means that the risk to the programme has significantly increased, discussions with the programme indicate both that there is a significant quantity of work that still needs to be performed, and that there is currently no basis on which to prepare a revised work programme. The original budget will be therefore be retained as a basis for monitoring and control.
- 4.4 Whilst TfN had understood that there was a reasonable possibility that the IRP might be published in July, we learned on 19 July (the day that

27 July Board reports were issued) that it would be delayed into the autumn.

- 4.5 As set out in section 4, the NPR contingency has been reduced by £14.43m from £18.52m to £4.09m, resulting from the impact of the original IRP delay to July. Consequentially, the overall gross budget for the year has been reduced from £78.70m to £64.27m. The impact that the further delay to the IRP will have on the programme (most likely in the form of further reductions in activity and therefore committed and contingency budgets) will be considered and reported once sufficient clarity regarding the IRP has been achieved – at the latest this should be at Budget Revision 2. A further verbal update will be provided at the 27 July Board, although it is unlikely given ongoing uncertainty in relation to the IRP that this will be definitive.

NPR Programme

- 4.5 The overall committed budget of the NPR programme has been retained at £48.48m. The gross total, including contingencies, has been reduced by £14.43m to £4.09m, reflecting the original delay to the announcement of the IRP to July and the impact that this has already had on activity that might have been performed in the second half of the year.

	21/22 Revision 1	21/22 Budget	Var.	Var.
	£m	£m	£m	%
Programme Development	13.23	13.23	-	-
Network Rail Studies	27.60	27.60	-	-
Programme Support	7.65	7.65	-	-
	48.48	48.48	-	-

- 4.6 As noted in the budget report, whilst TfN is allocated funding to deliver the NPR programme, and sets budgets on that basis, the ability to deliver activity is conditional on departmental approvals to commit at a budget line level. This means that TfN's response to IRP delays is managed in tandem with DfT, which controls the level of activity that can be committed in the absence of a clear plan.
- 4.7 The programme is within 2% of its committed budget to date. Whilst the delays to its publication have created significant uncertainty, there is scope to reprofile activity in the remaining periods of 2021/22 as the current profile of committed activity only includes £3.8m of Network Rail expenditure in Q4 – meaning that there is significant capacity in the final quarter to absorb delays from earlier in the year. However, the further delay to the publication of the IRP on 19 July means that the risk that activity will be delayed, with consequential impacts on TfN's ability to utilise its funding allocations, has significantly increased. This is considered further in para 4.10.

- 4.8 Further, whilst the risk to the delivery of the NPR budget has clearly increased significantly, in the absence of any further definite information, there is very limited basis for performing a reforecast. It is therefore proposed that the budget is retained and continues to provide the basis for performance monitoring until such time as greater clarity is achieved regarding government's intentions.
- 4.9 The 2021/22 budget included an NPR contingency of £18.52m. This was held partly to mitigate against cost risks, but in the main was intended to provide resources to allow further work to be developed in year as the programme progressed. The lead in times associated with this work mean that the original delay to the publication of the IRP to July had already resulted in significant reductions in the extent to which the contingency could be deployed prior to the end of the financial year. The contingency sum in Revision 1 has therefore been reduced by £14.43m to £4.09m and, whilst further detailed work will need to be performed, it is likely that the further delay to the IRP means that it will not be possible to set in train any activity that would require the contingency to be deployed prior to the financial year end.
- 4.10 The programme team has produced estimates of the impact of further delays to the IRP. These are dependent on both the timing and the content of the document – the former because that impacts upon the amount of time left in the financial year to act upon its direction, the latter because of the potential time it takes to review the document and agree a course of action based upon its recommendations. Clearly the further the IRP recommendations are from TfN's proposed network, the more challenging it will be to quickly agree on a downstream work programme. As an indication, and assuming that TfN is allowed by the department in the meantime to proceed with the "no regrets" activities that were included in the original budget, it is estimated that a delay of the IRP until November might result in a c.£5m shortfall against the committed budget.

IPBA

- 4.11 The underspend of £0.03m at the end of Q1 is expected to be temporary. Work is progressing on the programme and no changes to the budget are proposed as a result of Revision 1 reforecasting activity.

IST Programme

- 4.12 The IST budget is an estimate that provided budget capacity to complete Phase 1, make arrangements for the various elements of Phase 2, and then close the programme down. Whilst the IST outturn is expected to be lower than the original budget, some uncertainty remains in this regard and the differences are likely to be marginal in the context of the overall budget. The forecast has therefore been kept in line with budget until final costings from the TOCs have been received.

Rail Operations

- 4.13 There has been an increase of £0.03m in Rail Operations – this can be broken down as follows:

	Value £m
Base Budget	3.16
Additional role	0.04
20/21 slippage	0.01
Budget virement	(0.02)
Revision 1	3.19

The base budget was set prior to confirmation of the 2021/22 DfT grant for Rail North Partnership. The table shows the additional grant received and other movements from the original budget.

Operational Areas

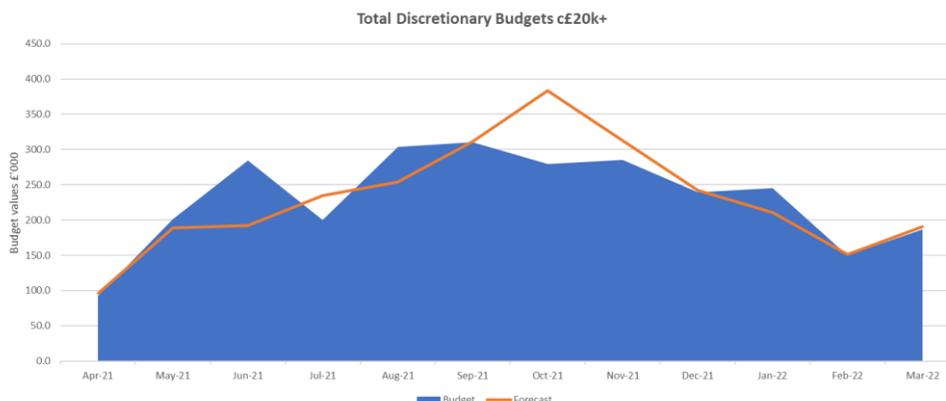
- 4.14 Forecast expenditure in Budget Revision 1, after recharges and budget virement, has decreased by £0.03m.

	21/22 Revision 1	21/22 Budget	Var.	Var.
	£m	£m	£m	%
Leadership	0.29	0.31	0.02	7%
Finance	0.87	1.01	0.13	15%
Business Capabilities	3.08	3.09	0.01	0%
Strategy & Policy	2.50	2.36	(0.13)	(5%)
Major Roads	0.75	0.75	0.00	0%
PMO	0.14	0.14	0.00	-
Total Expenditure	7.64	7.67	0.03	0%
Recharges to NPR	(1.54)	(1.54)	0.00	-
Net Expenditure	6.10	6.13	0.03	1%

- 4.15 The virements (see below) undertaken in Q1 have resulted in an additional £0.14m being added to Revision 1, most of which has not yet been expended. This, alongside the fact that the bulk of the Q1 underspend was generated by timing differences, means that Core budgets will be maintained in line with the original budget.
- 4.16 In addition to these virements there has been slippage from the previous year of c.£0.04m, an amendment to correct the original budget, and a number of minor changes due to minor amendments to activity levels. The result of these adjustments is an overall Revision 1 which is consistent with the Budget for the full year, although the “strategic risk reserve” that previously sat in the finance budget has largely been committed.

4.17 The phasing of Revision 1 has been analysed and is considered to be deliverable. The graph below indicates that, whilst there is a slight peak in October, the profile of discretionary expenditure reported is still very much deliverable over the balance of the 2021/22 financial year.

4.18



Virements

4.19 As indicated in the 2021/22 budget report, TfN has introduced an enhanced monitoring and virement process to provide increased assurance regarding the delivery of the business plan and budget. This process allows the timely redeployment of resources between activities that support the overall delivery of the business.

4.20 The additional activities that have been approved have been reflected in the Revision 1 reforecast and are included in the table:

Description	Value £m
Enhanced NoRMS Preparation	0.025
Bradford local connectivity assessment	0.020
Bradford St James Market assessment	0.015
Network Rail, Rail Demand Information System	0.050
NorMITS Rail Matrix	0.025
	0.135

5. Funding

5.1 The Revision 1 budget of £60.18m (exclusive of contingency) will be resourced as follows.

	21/22 Revision 1	21/22 Budget	Var.	Var.
	£m	£m	£m	%
Core Grant	6.00	6.00	-	-
IST Grant	1.52	1.52	-	-
NPR - TDF Grant	48.48	48.48	-	-
Rail Operations Grants:	1.76	1.65	(0.12)	(7%)
<i>Esk Valley</i>	0.06	0.06	-	-
<i>DfT Grant</i>	0.81	0.69	(0.12)	(15%)
<i>Local Contributions</i>	0.63	0.63	-	0%
<i>Network Rail (TRU)</i>	0.27	0.27	-	-
Total In-Year Grant	57.77	57.65	(0.12)	-
Use of Reserves	2.42	2.54	0.12	-
Total Resource	60.18	60.18	-	-

5.2 The reduction in the contingency amount means that the overall funding envelope for NPR activity has been reduced from £67.00m to £52.57m.

5.3 The decrease in the draw on reserves for 2021/22 of £0.12m (due to higher than anticipated rail grants) combined with the increase in reserves of £0.13m due to actual draw on reserves in 2020/21 being lower than forecast, increases the forecast year-end Core cash reserve to £4.25m.

6. Conclusion:

6.1 This report provides an update on TfN's financial position over the first three months of the year and a reforecast of the 2021/22 budget.

6.2 In accordance with TfN's approach to updating budgets, Budget Revision 1 has been compiled based on latest programme and operational information.

7. Recommendations:

7.1 That Board notes and comments on the contents of this report and approve the Budget Revision 1.

7.2 That Board notes the first quarter budget virements and that these have now been absorbed into this Revision.

8. Corporate Considerations:

Financial Implications

- 8.1 The financial implications have been considered and are included in the report.

Resource Implications

- 8.2 The TfN HR Team have confirmed that the resource implications have been considered and set out within the report.

Legal Implications

- 8.3 The legal implications have been considered and are included in the report.

Risk Management and Key Issues

- 8.4 A risk assessment has been carried out and the key risks are included in the report.

Environmental Implications

- 8.5 A full impact assessment has not been carried out because it is not required for this paper.

Equality and Diversity

- 8.6 A full impact assessment has not been carried out because it is not required for this report.

Consultations

- 8.7 A consultation has not been carried out because it is not required for this report.

9. Background Papers

- 9.1 This report references the 2021/22 Budget report.

10. Appendices

- 10.1 There are no appendices to this report.

Glossary of terms, abbreviations and acronyms used

- | | | |
|----|------|--|
| a) | DfT | Department for Transport |
| b) | NPR | Northern Powerhouse Rail |
| c) | IRP | Integrated Rail Plan |
| d) | IPBA | Investment Programme Benefits Analysis |
| e) | IST | Integrated Smart Travel |

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Meeting:	Transport for the North Chief Executive Consultation Call (Board)
Subject:	Spending Review Planning
Author:	Tim Foster, Strategy and Programme Director
Sponsor:	Tim Wood, Chief Executive
Meeting Date:	Tuesday, 27 July 2021

1. Purpose of the Report:

- 1.1 The government has said that it will hold a spending review (SR21) later this year. The scope and timetable for the spending review are not known at the time of preparing papers for Board.
- 1.2 As in previous years, TfN will be required to submit a bid for funding and the organisation's funding allocation for the next financial year and subsequent financial years will continue be determined by DfT. This therefore means that TfN is required to align its processes with departmental timelines and requirements.
- 1.3 Given the uncertainty around infrastructure investment, the government's fiscal position and the uncertainty over TfN's future role, officers have commenced preparatory work on SR21 planning, using the Northern Transport Charter Member Working Group as an informal sounding board.

2. Recommendations:

- 2.1 Board is asked to note the likely timetable for the spending review, and the likely need to engage with Board members in advance of the Board meeting in September.

3. Main Issues:

- 3.1 At the March Budget Statement, the Chancellor indicated his intention to hold a spending review later in 2021. No further detail on scope or timing is currently available but is expected imminently. If details are published in advance of the 27th July 2021 call, an addendum will be added to this paper.
- 3.2 The 2020 process was announced by the Chancellor on 21 July 2021, with our submission requested by DfT in early September 2021. It is likely the Treasury will announce a similar timetable which leaves limited time to consult with Board members.

- 3.3 In the paper to the June 2021 TfN Consultation Call, TfN recommended a broader approach than was taken to the 2020 spending review, making the broadest possible case for transport investment in the North, alongside the specific financial asks for TfN as a body. A broader approach is an essential part of securing a successful outcome for the North.
- 3.4 TfN will therefore seek to present an overarching financial submission that is based on the delivery of the Strategic Transport Plan and the associated investment pipeline that includes programmes and projects from across the North, including Northern Powerhouse Rail (NPR).
- 3.5 The Board have agreed the following objectives for a successful SR21 outcome:
- Progressing the Northern Infrastructure Pipeline and key infrastructure asks to support the economic recovery, building from the projects identified in the TfN Economic Recovery, including:
 - Continuing to accelerate Northern transport projects already close to delivery where work can start this parliament.
 - Securing commitment to developing core infrastructure to be delivered after 2025 with a strong focus on rail, freight, decarbonisation and local connectivity.
 - Securing commitment to NPR and HS2 and other major schemes if not already confirmed through the Integrated Rail Plan.
 - An agreed approach with DfT (and with government) on opportunities for wider collaboration on transport decisions, building on the collaborative approach we are pursuing on the Manchester rail network.
 - Securing clear commitment in the Levelling Up White Paper to further devolution of transport funding and powers in line with the Northern Transport Charter.
 - Ensuring TfN has sufficient resource to deliver its core mission to on make the case for transformational, sustainable and inclusive pan Northern transport investment. Securing the future of the organisation through a multi-year settlement for TfN would enable us to plan our work with certainty and move to a more efficient operating model.
- 3.6 Officers have continued to make progress against these priorities and develop the spending review submission. Planning specific activities has been challenging given the ongoing uncertainty on the publication of the Integrated Rail Plan, Transport Decarbonisation Strategy and the timetable for the spending review.

- 3.8 The infrastructure spending asks of government are already agreed with the Board through the Economic Recovery Plan and Northern Infrastructure Pipeline. We await confirmation of the Integrated Rail Plan before finalising the key road and rail asks for the submission.
- 3.9 The core component of the spending review submission will need to be determined by the requirements set by HMT and DfT. Once those details are known, TfN officers will develop the more detailed proposals for Board members to consider. Given the likely timing of the Spending Review this is likely to be by correspondence in late August or early September. We will continue to engage with and seek key steers from the member working group on the Northern Transport Charter.
- 3.10 Officers are also developing external communication plans alongside the formal submission. This will be integrated with the communications plan set out in the paper on the Northern Transport Charter.

4. Corporate Considerations:

Financial and Resource Implications

- 4.1 The TfN Finance Team have confirmed the financial implications of the contents of the report will be considered in the CSR submission.
- 4.2 The TfN HR Team have confirmed that the resource implications have been considered and set-out within the report.

Legal Implications

- 4.3 The TfN Legal Team confirm that there are no new legal implications for TfN as a result of this report.

Risk Management and Key Issues

- 4.4 A risk assessment is not required for this paper, however, risks relating to the Spending Review can be found in TfN's Corporate Risk Register.

Environmental Implications

- 4.5 The TfN Strategy Team confirm that no assessment has been undertaken at this stage because it is not required.

Equality and Diversity

- 4.6 The TfN Strategy Team confirm that no assessment has been undertaken at this stage because it is not required.

Consultations

- 4.7 A consultation has been undertaken with the TfN Board and included in this paper.

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 (<i>if applicable</i>)	
a) TfN	Transport for the North
b) DfT	Department for Transport
c) NPR	Northern Powerhouse Rail
d) HMT	Her Majesty's Treasury

Meeting:	Transport for the North Chief Executive Consultation Call (Board)
Subject:	Freight Strategy
Author:	Lucy Hudson, Principal Policy Officer Freight and Logistics
Sponsor:	Tim Foster, Strategy and Programme Director
Meeting Date:	Tuesday , 27 July 2021

1. Purpose of the Report:

- 1.1 To provide members with the draft TfN Freight and Logistics Strategy and next steps, as well as seeking agreement to move to the consultation stage.

2. Recommendations:

- 2.1 It is recommended that the Board agree to move to external consultation stage.

3. Main Issues:

- 3.1 Freight was considered as a holistic part of the Strategic Transport Plan. It was informed by evidence from industry and the TfN 'Enhanced Freight and Logistics Analysis'. Following progress made on developing the business case for Northern Powerhouse Rail, work on the Strategic Development Corridors and the TfN Investment Programme, the next step is to produce a Freight a Logistics Strategy that will enable Board to agree strategic freight priorities for TfN and then be clear with industry and partners on how to take specific projects and programmes forward.
- 3.2 In April 2019, the National Infrastructure Commission published evidence drawn together by Vivid Economics on the Value of Freight. They reported that 'the cost of the UK freight system is equivalent to around 4% of GDP. We estimate that the UK spends up to £80 billion per year on road freight, rail freight and warehousing. Of this, road freight accounts for around £38 billion; rail freight for around £1 billion; and warehousing for £20-38 billion. Labour costs make up around one third of road freight and warehousing costs.'
- 3.3 The freight and logistics sector is therefore a considerable section of the UK economy, and was identified as a key enabling capability in the Northern Powerhouse Independent Economic Review. The sector represents a huge opportunity for the North given that over 33% of

goods enter through the Northern ports and 25% of GB freight starts in the North and the same proportion of journeys end in the North.

Development of the TfN Freight and Logistics Strategy

- 3.4 The TfN Freight and Logistics Strategy has been developed within TfN supported by Atkins and covers road, rail, warehousing, inland waterway and port activity. The draft strategy will clearly articulate the key investments required and how TfN can play its role in supporting a strong and growing freight and logistics sector in the North. In summary, the strategy consists of the following sections:
- Our networks;
 - Our objectives;
 - Road and Rail considerations;
 - Future role of TfN analysis; and
 - Delivery of the Strategy and Recommendations.
- 3.5 There is the opportunity to re-shape the economy of the North to be more productive, efficient, and sustainable while at the same time improving the environment, health and wellbeing of the people living and working in the North. Delivering an efficient multi-modal freight network, that is integrated across all modes, is key to delivering against this and meeting the needs of industry, the economy, other transport users and the environment.
- 3.6 In planning such a network it is clear that interventions on the rail network cannot be considered in isolation of the highway network or vice versa. Rail freight is often dependent on road for distribution from rail heads, while removing freight from the strategic road network has widespread benefits for all users.
- 3.7 Building on studies and analysis undertaken by ourselves and bodies such as DfT, Network Rail, and Highways England, the aim of the Strategy is to undertake an overarching analysis of freight requirements across road, rail, port and inland waterways in the TfN area, identify key constraints or challenges on the existing networks, and provide a list of possible areas of work including developing business cases for interventions and policy solutions that will best support economic growth and decarbonisation. The strategy also sets out the key objectives for consideration within the context of TfN's role and articulates our policy positions in terms of Freight and Logistics.
- 3.8 The three main issues for road and rail are similar: network capacity and capability, terminal availability, and decarbonisation. However, they require different policy and investment responses.
- 3.9 The strategy takes a multimodal approach and considers capacity and capability constraints on the networks by using demand information generated by the modelling and analysis tools developed at TfN. In

terms of road and rail there is consideration of the importance of well-connected terminals, particularly those that feed the main warehousing clusters of, for example Warrington in the North West and Wakefield and Doncaster in the East.

- 3.10 The key driver of the Freight and Logistics Strategy is to accelerate our Investment Programme interventions that would best support the strengthening of the North's economy and accelerate the move to zero carbon in line with the draft TfN Decarbonisation Strategy .
- 3.11 Additionally, it identifies the freight and logistics objectives TfN needs to deliver the strategy effectively which will inform the review and revision of the Strategic Transport Plan and Investment Programme published in 2019.
- 3.12 Set in the context of the Northern Transport Charter ambitions of Championing and Inclusive and Sustainable North, securing a Long-term Northern Funding Settlement, putting the North's rail passengers first and leading Strategic Transport delivery, this first TfN Freight and Logistics Strategy will move the debate forward on supporting the ambitions that will enhance the North's economic strength and ambition.
- 3.13 The work is also closely aligned to TfN's decarbonisation agenda, as well as wider industry plans for the adoption of zero carbon. Gauge clearance and electrification of key rail routes can play a significant role in modal shift of road freight-based containers onto the railway making a positive contribution to decarbonisation of freight by over 76% reduction in emissions from current HGV fuels. Each freight train we currently have on the network contains a mix of both 20- and 40-foot containers. The average number of containers is about 50 per train. Running one train per hour over the Pennines could save over 10,000 lorry journeys a week. That's the equivalent number of lorries that leave the Port of Immingham per day. It's also the same number as the Port of Dover handles. Contrasting the media reporting of both ports suggests the North has a much more freely flowing and easily accessible network.
- 3.14 By 2050 it is anticipated that all HGVs will be either hydrogen fuelled or Electric Vehicles. As we have previously highlighted to the Board, future autonomous vehicles may be less distance and time sensitive – therefore utilising existing road infrastructure more efficiently. The freight strategy considers this future scenario as it may be 'green' road freight and 'green autonomous' road freight will be the most important future consideration. Green vehicles still produce pollution damaging to health, noise and congestion including emitting what is known as embodied carbon – particulates released from the tyres and road surface and other vehicle parts from use. This also needs consideration within the strategy to give a balanced discussion.

- 3.15 Emerging themes from the evidence review show a high degree of consistency. All the analyse confirms recent trends that, despite the decline of coal traffic, there has been strong growth in intermodal and construction traffic over the last two decades. This trend continues in the consistent and strong future demand growth forecast across documents from TfN, Network Rail and Transport for Greater Manchester who have all recently published freight forecasts.
- 3.16 There is strong policy support for rail freight as contributing towards decarbonisation and reducing road-based congestion if more freight was moved by rail. There is also mention that enhanced rail freight activity makes a healthy contribution towards economic efficiency from the Department for Transport, Network Rail and the Rail Freight Group among others. Some benefits would be more pronounced with further electrification. The current electrified network too limited for further electrification of freight services as there would need to be significant industry investment in electric or bi-mode (diesel and electric) engines. There is no suggestion from literature that the market is inefficient.
- 3.17 Most of the reviewed reports concentrate on capacity congestion points and network restrictions over and above lack of electrification for freight on the railway. The evidence of capacity constraints is largely anecdotal, but it is reinforced by slower than historic journey times that make rail less competitive. The analysis that is included in the strategy to support this is based on calculations where trains have to be held for passengers to pass or where there is time where freight trains have to wait to use the allocated path on the network. This shows how suppressed the market really is at key locations but also where the existing capacity will actually support expected growth in the market.
- 3.18 The key recommendations within the Transport for the North Freight and Logistics Strategy are as follows:
1. Continue working on proposed TfN highways schemes and programmes as previously published in the TfN Investment Programme and subsequent studies ensuring the freight dimension is advocated strongly within the Strategic Case. This includes partner led schemes – adding support where required;
 2. To develop policy support levers for the development of new freight warehouse location clusters in the North - particularly (1) where supported by more detailed forecasting of the warehousing market across all modes, (2) where such terminals are rail connected and (3) where such terminals are not on the same rail line as Trafford Park or existing rail terminals to increase the opportunity for modal shift from road haulage to rail;
 3. To ensure High Speed 2 Phase 2b and Northern Powerhouse Rail supports the existing freight traffic and releases capacity and

capability for existing freight and freight growth. This should focus on those route sections where capacity is likely to be constrained which includes the West Coast Mainline north of Golborne, Midland Mainline through Sheffield area, East Coast mainline 2 track section via Durham and the routes across Manchester. Additionally, it should include areas of opportunity. This may require the development of alternative freight priority routes which would need to be examined closely once the Northern Powerhouse Rail routes are agreed to ensure existing rights remain unaffected;

4. Detailed consultation to understand the demand forecasts within the business case for the Trans Pennine Route Upgrade option which includes freight gauge enhancement and that the network capacity for the forecast extra traffic is reserved;
5. Development of a more detailed programme with Network Rail for decarbonisation of rail freight and electrification investment. This work should establish the timings required for investment in electrification to meet the Paris Agreement especially if freight is diverted onto alternative lines so that the level of programme urgency is known;
6. Develop plans for recommended locations for rail connected warehousing working alongside partners and their emerging timescales for Local Plans with particular recognition of any changes to the planning regime soon to be implemented;
7. Remain actively engaged in using and analysing emerging evidence of the effects of Brexit, Covid 19 and other recent economic shocks. Understand and communicate how this affects the movements of freight on an East-West and North-South basis, how demand for and access to ports changes and potential change in uses of freight terminals including distribution centres. This should then be utilised in business case development and the refreshed TfN Strategic Transport Plan; and
8. Develop a suite of policy related interventions relating to air quality, impacts of urban delivery on consolidation/distribution centre locations, detailed understanding of road freight movements including vans, heavy and light good vehicles and Smart Motorways and future uses of infrastructure.

Next Steps

- 3.19 The work on the freight strategy is being overseen by the Strategic Oversight Group comprised of TfN officers and partner officers. The Freight and Logistics Working Group have received the draft Strategy for comment and have shared additional case studies and localised detail for inclusion. There was strong feedback that there needed to be more focus on Decarbonisation and the objectives and recommendations needed to be viewed through the 'zero carbon lens'.

We have amended the draft strategy in light of this strong feedback and held some discussions on a one to one basis where requested.

- 3.20 Following the agreement of the draft Strategy, we envisage that a brief period of public consultation will be required in the autumn of 2021 before the strategy is formally adopted by the Board. We will engage directly with Ports, Freight Operating Companies, Logistics UK, Road Haulage Association, Rail Freight Group, Local Enterprise Partnerships, representative businesses organisations and individual businesses where appropriate. We will also make use of other networks through the Department for Transport, Network Rail and Highways England where possible.
- 3.21 Given the importance of rail to the Strategy there is a clear interdependency with the Integrated Rail Plan. TfN has delayed finalising the strategy with the Board in the expectation of the IRP being published this summer. We now recommend moving to consultation in the autumn, irrespective of whether the IRP has been published, with the recommendations offering sufficient flexibility to respond to the IRP. The strategy sets out TfN's strategic role in securing investment, ensuring enough flexibility to respond to Government policy and advice changes in the future.
- 3.22 Following the approval process, the intention is to further develop the priority areas and secure investment through industry processes. This will provide certainty to partners and industry on TfN's position on freight and logistics investment in the North's transport network. This activity is factored into TfN's business plan.

Conclusion

- 3.23 Delivery of a Freight and Logistics Strategy is an important step in TfN's development. It will demonstrate how TfN understands the needs of the sector and supports making the case for investment in the transport network over and above the needs of the passenger.

4. Corporate Considerations:

Financial and Resource Implications

- 4.1 TfN Finance Team has confirmed there are no financial implications at this current time.

TfN HR Team has confirmed there are no resource implications at this current time.

Legal Implications

- 4.2 Work on the Freight Strategy follows from the Strategic Transport Plan, which is a key function of TfN within the Sub-national Transport Body (Transport for the North) Regulations 2018.

Risk Management and Key Issues

4.3 A risk assessment is not required for this report.

Environmental Implications

4.4 A full impact assessment has not been carried out at the current time because the strategy is not at an advanced enough stage of development.

Equality and Diversity

4.5 A full impact assessment has not been carried out at the current time because the strategy is not at an advanced enough stage of development.

Consultations

4.6 A public consultation has not been carried because the report does not propose any new strategy or service provision at this current time. Planned consultation will commence at an appropriate time.

5. Background Papers

5.1 There are no background papers to this report.

6. Appendices

6.1 The Freight Strategy is included as an appendix.

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

a) TfN	Transport for the North
b) GDP	Gross Domestic Product
c) DfT	Department for Transport
d) IRP	Integrated Rail Plan

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Transport for the North Draft Freight and Logistics Strategy

TfN Board version
July 2021



Executive Summary

The freight and logistics sector represents a key part of the North's economy, both today and in the future. By 2050 it could be worth over £30bn and employ more than 500,000 people, providing the backbone for economic growth across a range of sectors.

The sector represents a huge opportunity for the North given that over 33% of goods enter through the Northern ports and 25% of GB freight starts in the North and the same proportion of journeys end in the North.

We need an efficient multi-modal freight network, that is integrated across all modes, is key to delivering these objectives and meeting the needs of industry, the economy, other transport users and the environment will allow the economy of the North to be more productive, efficient and sustainable while at the same time improving the environment, health and wellbeing.

The aim of this strategy is to undertake an overarching analysis of freight requirements across both road, rail, port and inland waterways in the TfN region, identify key constraints or challenges on the existing networks, and provide a list of possible areas of work including developing business cases for interventions and policy solutions that will best support economic growth and decarbonisation.

The strategy also sets out the key objectives for consideration within the context of TfN's activity and role and articulates key policy positions in terms of Freight and Logistics in our Strategic Transport Plan.

TfN will work with partners, government, delivery bodies and the industry to deliver the following objectives:

- Reduce the number of incidences of unplanned closures of Major Road Network routes leading to severe journey delay. Prioritise measures that tackle journey reliability and congestion, and support less polluting and more energy efficient movement of goods on the transport Network.
- Maximise the utilisation of rail, inland waterways and local distribution hubs to improve efficiency and support the modal shift of goods from road to rail; Improve the multi-modal North-South and East-West connectivity across the North; and optimise efficient flow of goods on the MRN and railway through improved flow of traffic and supported by technology.

- Maximise the economic development opportunities through a range of areas, including the clean growth opportunity flowing out of freeports, clean industrial clusters and the first mile freight that flows out of ports; support the planning and development of well-connected warehousing and consolidation sites, as well as exploring the benefits of regional freight consolidation and distribution networks.

Decarbonisation of the freight network is a fundamental part of our strategy, building on the TfN Decarbonisation Strategy currently out for consultation. Reduce the impact of air pollution and noise from freight movements on the health of local communities; and increase electrification of rail network, and decarbonisation of road haulage through increased share of zero and low emission fuels.

Freight by road accounts for 90% of all tonnage moved in the North including first and last mile deliveries. Continuing to improve the network and decarbonise the fleet is vital in the short – medium term recognising that the electrification of the rail network will take until 2040 at the earliest.

This strategy provides the underpinning rationale for the key road and rail investments included in the TfN Strategic Transport Plan and supporting investment programme. These include port related gauge enhancements and access for the Port of Hull, Immingham, Port Salford, Liverpool and Teesport. Also reference to warehousing development sites such as Parkside. Additionally, there is reference to WCML enhancements and the need for a gauge cleared route along the East West axis across the North.

The highways improvement schemes within the TfN STP are needed to enhance strategic connections across the North, and to improve the capacity, connectivity, resilience and access to major conurbations, economic centres and industry & logistics clusters, international gateways and intermodal terminals across the region to support economic growth and competitiveness of the northern region. These include A1 and M6 connectivity and dualling schemes, port access work both locally to the ports and wider connecting infrastructure such as the A66 and A1079 and river crossings, access to airports such as Carlisle Lake District and Liverpool John Lennon, M62 improvements which currently connect warehouse clusters and improvements that connect the North to other areas such as the A15 into Lincolnshire and the A19.

TfN will work with government, delivery bodies and the industry to ensure that these schemes and programmes are taken forward as part of the Northern Investment Programme, expanding the use TfN's policy and analytical capability in support of this important agenda.

TfN Freight and Logistics Strategy – Draft Consultation Version

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1 Foreword

Global pandemics. Nothing focuses the minds of people more than an emergency. And where does all the loo roll come from.

Strangely, from an outsider's perspective, the unexpected hero of the Covid 19 response was the Freight and Logistics industry. Moving food, medicines, making deliveries, ferrying vaccines and generally enabling lives to be preserved, the Cinderella of the transport world definitely arrived at the ball.

Set against this and other recent economic events now is the ideal time for Transport for the North to set out our stall on Freight and Logistics. How we support the ongoing delivery of our Strategic Transport Plan¹ is critical. Our Board have held the industry in high regard throughout the development of the organisation. Having a single document to detail the sector and our focused activity will help industry and government understand the value that we are adding. We have road, rail, inland waterway, air and coastal assets that all drive economic growth.

The importance of having the right networks that are resilient and accessible to both people and freight is paramount. The impetus to decarbonise has never been so high. The drive to reduce the carbon impacts of freight and logistics runs through this strategy and works hand in glove with the TfN Decarbonisation Strategy.

We call for a strong, resilient electrified rail network and certainty on fuelling infrastructure including hydrogen and battery options on the road network to support the move to greener transport.

We set out the following consultation version of this strategy for the people and businesses of the North to understand where we are as an area and review our set of recommendations that we propose to work to. The industry has never been more important globally and we need to cement the North's role in the sector growth.

Challenge us to push the boundaries and we will work with partners and businesses within the North to underpin change and deliver increased prosperity. Levelling up is crucial to the success of the UK, now more than ever.

¹ <https://transportforthenorth.com/reports/strategic-transport-plan-2019/> Accessed June 2021

2 About the TfN Freight and Logistics Strategy

This is the first pan Northern Freight and Logistics Strategy. It builds on the outputs of our Strategic Transport Plan in developing a multimodal freight strategy for the North of England that can meet the current and future requirements of the North.

The future of the North is rapidly changing. There are widespread demographic changes in population, employment and economic prosperity. Together with the impacts of Brexit, Covid, technological change, future distribution of housing and jobs, changes in our shopping habits and policies on decarbonisation, will all have a profound impact on the future shape and requirements of the freight and logistics industries.

While these impacts present some uncertainty about future requirements, they also present an opportunity to re-shape the economy of the North to be more productive, efficient and sustainable while at the same time improving the environment, health and wellbeing. Delivering an efficient multi-modal freight network, that is integrated across all modes, is key to delivering these objectives and meeting the needs of industry, the economy, other transport users and the environment.

In planning such a network it is clear that interventions on the rail network cannot be considered in isolation of the highway network or vice versa. Rail freight is often dependent on road for distribution from rail heads, while removing freight from the strategic road network has widespread benefits for all users.

Building on studies and analysis undertaken by ourselves and bodies such as DfT, Network Rail, and Highways England, the aim of this Strategy is to undertake an overarching analysis of freight requirements across both road, rail, port and inland waterways in the TfN region, identify key constraints or challenges on the existing networks, and provide a list of possible areas of work including developing business cases for interventions and policy solutions that will best support economic growth and decarbonisation. The strategy also sets out the key objectives for consideration within the context of TfN's activity and role and articulates our policy positions in terms of Freight and Logistics.

This strategy covers road, rail and waterborne freight linking to port and warehousing opportunities. It is based on an examination of existing policy documents, an extensive survey of existing evidence, workshops held with areas of industry, detailed rail capacity modelling and further

analysis. This is particularly relevant where the modelling cannot address the issues raised in existing evidence.

The three main issues for road and rail are similar: network capacity and capability, terminal availability and decarbonisation. However, they require different policy and investment responses.

While most of the responsibility for policy implementation lies with national and local government, TfN operates at a geographical and institutional level that allows us to facilitate a regional approach to assessing measures and research.

TfN is also uniquely placed to assist our partners in the development of business cases using our advanced data and modelling analysis skill set. We have already shared modelling tools with other sub national transport bodies. This is possible because once the way of working something out is set out in code, it is easy to swap the data sources in and out to apply the code to different areas. This is the way we can help our partners to obtain enhanced evidence, data platforms and intelligence to inform bespoke local and regional strategies in future. This can in turn support national policies to take account of spatial and social variation.

3 Why a strategy now?

The North is a place of economic opportunity, renowned for its natural beauty, heritage, culture and innovation. Transport for the North's ground-breaking piece of economic research the 'Northern Powerhouse Independent Economic Review²' published in 2016 identified Freight and Logistics as a key enabling sector to underpin the growth of the North's economy. The freight and logistics sector is a key part of the North's economy, both today and in the future. By 2050 it could be worth over £30bn and employ more than 500,000 people.

The North has particular strengths in freight, logistics and warehousing. Reflecting its unique geography, the North is well served by seaports. Immingham – with bulk handling, Roll-On Roll-Off and Lift-On Lift-Off capability – is the largest seaport in the UK by tonnage. The North of England also accounts for a substantial proportion of British freight transport, in particular rail, with 56% of total rail freight lifted to, from or within the region.

² <https://www.transportfornorth.com/wp-content/uploads/Northern-Powerhouse-Independent-Economic-Review-Executive-Summary.pdf> Accessed June 2021

Combined, the North's logistics assets have the potential to provide increasingly important capacity for the UK, especially in the context of growing levels of trade entering the UK via ports.

Future investment in the North's transport network must be considered within the context of the UK's productivity challenge, the long-term opportunities for a more inclusive and balanced UK and Northern economy, and critically the need for rapid and concerted action on reducing transport carbon emissions.

Decarbonisation has become a global priority. As science and political will converged, greater importance of reducing carbon emissions has been placed on all areas of society, not just the freight and logistics sector. When the STP was published decarbonisation had emerged as a key area of activity. Now TfN has grown and developed as an organisation, and with significant Member support, decarbonisation is now a key strategic priority and the TfN Decarbonisation Strategy³ and Freight and Logistics Strategy have been developed together to ensure consistency.

There remains a role for Government to be clear on the ways in which the transport sector achieves decarbonisation. We need to capitalise on a rolling programme of electrification, the innovative work on hydrogen fuelling in the North East, the growth in offshore wind on the East and West Coasts.

Freight was considered as an integral part of the Strategic Transport Plan published in February 2019. It was informed by evidence from industry and the TfN 'Enhanced Freight and Logistics Analysis'⁴. Following progress made on developing the business case for Northern Powerhouse Rail⁵, work on the Strategic Development Corridors⁶ and the TfN Investment Programme⁷, the next step is to produce a Freight Strategy that will enable Board to agree strategic freight priorities for TfN and then be clear with industry and partners on how to take freight projects and programmes forward.

This freight and logistics strategy has a multimodal focus which means it considers road, rail, maritime and inland waterways networks. The nature and profile of the activity at TfN has meant that rail does take up a large proportion of this freight and logistics strategy. This is because work on the Northern Powerhouse Rail business case, the Rail North Partnership

³ <https://transportforthenorth.com/decarbonisation/> Accessed June 2021

⁴ <https://transportforthenorth.com/wp-content/uploads/Freight-and-Logistics-Enhanced-Analysis-Report.pdf>
Accessed June 2021

⁵ <https://transportforthenorth.com/northern-powerhouse-rail/> Accessed June 2021

⁶ <https://transportforthenorth.com/strategic-development-corridors/> Accessed June 2021

⁷ <https://transportforthenorth.com/investment-programme/> Accessed June 2021

and Strategic Rail at TfN is significant. Additionally, the rail freight operators have a well-established set of rights to access the rail network. This means that there has to be a significant understanding of freight on the railway and how programmes of investment impact on this and how we build and sustain the relationships needed to secure the success of the programmes we are championing in the North. The main rail benefit comes from the opportunity that modal shift from road to rail presents in terms of decarbonisation.

Fully integrating the recommendations of the Williams Shapps Plan for Rail⁸ published in May 2021 is key to securing the modal mix we are striving for. The value of freight services and the access they have to the rail network has been clearly identified.

Great British Railways will have statutory duty to promote rail freight and sets out how the government will work with the market to secure investments in the network. In turn, this will offer certainty to the freight market so that investments in engines and rolling stock can be planned at the right place at the right time. The example of securing investment at Ely will enable North to gain benefits too, so our approach to rail investment will always need to be seen in a national context. This is an example where both TfN and Transport for the South East have both recognised the need for investment and have supported this through the Strategic Freight Network Steering Group on behalf of the Sub National Transport Bodies.

We will work with GBR and Government when it sets a growth target for rail freight and embeds freight firmly into strategic decision making. This is a huge step forward but does not diminish our aspirations for sustainable decarbonised road freight growth.

Freight by road accounts for 90% of all tonnage moved in the North including first and last mile deliveries. Continuing to improve the network and decarbonise the fleet is vital in the short – medium term as we recognise that mass electrification of rail won't happen until 2040 at the earliest. There will be an urgent need for the Freight and Logistics industry to liaise closely with both local and regional planners to plan network changes that will accommodate the shift to decarbonised streets. This has happened successfully in cities such as Rotterdam and Amsterdam. Consistent education over more than 30 years and planned changes to road layouts over time have enabled greater and safer cycle usage and integration in the cities.

In summary, the strategy consists of the following sections:

⁸ [Great British Railways: Williams-Shapps plan for rail - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97822/gbr-williams-shapps-plan-for-rail.pdf) Accessed June 2021

- Our networks;
- Our objectives;
- Road and Rail considerations;
- Future role of TfN analysis; and
- Delivery of the Strategy and Recommendations.

3.1 Key objectives

The key objective of the Freight and Logistics Strategy is to accelerate our Investment Programme interventions that would best support the strengthening of the North's economy. Additionally, to set out how we can accelerate the move to zero carbon that is within TfN's gift. We have already published a consultation version of our Decarbonisation Strategy which sets out the trajectory towards zero carbon.

Additionally, to identify the policy positions TfN needs to develop to deliver the strategy effectively which will inform the review and revision of the Strategic Transport Plan and Investment Programme published in 2019.

Set in the context of the Northern Transport Charter ambitions of Championing and Inclusive and Sustainable North, securing a Long-term Northern Funding Settlement, putting the North's rail passengers first and leading Strategic Transport delivery this strategy will move the debate forward on supporting the ambitions that will enhance the North's economic strength and ambition.

3.2 Freeports

The 2021 Budget announced the locations of eight freeports in England. The Freeports of Humber, Liverpool City Region and Teesside are in the TfN area. The benefits of the other freeport arrangements further south will be felt within the North as the other freeport areas play a significant role in the economy of the North by trade activity.

Where the ports of the North have not been awarded freeport status, we will continue to champion the infrastructure needs and any development opportunities that sits within TfN's remit to do. The Government's approach to Freeports is that they generate opportunity for economic growth. We do not want to see the decline of other port activity if companies are indeed swayed to move to such a port by the tax and other economic benefits freeports offer. This is an issue we will watch with great interest.

3.3 Importance of the freight and logistics sector in the North

In 2016 Transport for the North published the ground-breaking Northern Powerhouse Economic Review. The review identified that the GVA in the North was 25% below the national average which is a significant gap in productivity. This meant that there was an opportunity to articulate the need for investment in the North in a different way – to maximise the productivity of the whole of the UK which would contribute a stronger economic offer for UK PLC.

The prime economic sectors of advanced manufacturing, health innovation, energy and digital were identified as key to the North's success. To support these sectors, Freight and Logistics was identified as an enabling sector alongside finance and professional services and education. This identification of freight as a key enabler was the catalyst for the work on freight and logistics at TfN and the networks and investment needed in the North to close the productivity gap.

The review also identified that it was not the lack of diversity of sector activity in the North but that the difference in productivity within each sector that matters more. There was also a lack of business to business sharing and development of expertise. Whilst this is not fixed easily, as relationships develop across TfN programmes we ourselves can be a catalyst to help change this position.

The freight and logistics sector activity in the North is significant. With high levels of major port and warehousing activity and the clear desire articulated by Members to see the networks strengthened to support the growth of these areas, TfN invested heavily in understanding the pan Northern impact of the sector. This gave freight and logistics prominence in strategy development and the publication of the Enhanced Freight and Logistics Analysis supported the development of the Strategic Transport Plan.

Northern Powerhouse Independent Economic Review

The 2016 Northern Powerhouse Independent Economic Review (NPIER) identified freight as one of the North's key enabling capabilities, playing a vital role in delivering transformational economic growth across the region. This transformational growth will deliver an additional £100 billion in GVA and an extra 850,000 jobs in the North by 2050.

The past experience in the logistics sector has been growth at a slightly faster rate than in the wider economy. The sectoral composition of the North in a transformational growth scenario implies trends that both reduce and boost the demand for logistics: lesser importance on heavy freight imports and exports (and for the future a greater reliance on more sustainable modes, notably rail and water-borne) and supply chain imports associated with those sectors; greater importance of imports of consumer goods and high-value (including air) freight.

Under the transformational scenario, the net effect of these changes are assumed to keep the logistics sector's growth above that of the Northern economy, whilst productivity growth within logistics in the North is assumed to be at a similar or slightly faster rate than in the UK economy as a whole.

Following on from the publication of STP and Investment Programme in 2019, freight requirements have been a key consideration within TfN's Strategic Development Corridors and subsequent work on the Investment Programme Benefits Analysis.

Given its high profile nature and the additional importance of decarbonisation and how the themes interact, it is timely to see this strategy published and ensure the sector itself, Northern Leaders and Government clearly understands and appreciates the Northern priorities we identify and wish to see delivered.

In April 2019, the National Infrastructure Commission published evidence drawn together by Vivid Economics on the Value of Freight⁹. They reported that 'the cost of the UK freight system is equivalent to around 4% of GDP. We estimate that the UK spends up to £80 billion per year on road freight, rail freight and warehousing. Of this, road freight accounts for around £38 billion; rail freight for around £1 billion; and warehousing for £20-38 billion. Labour costs make up around one third of road freight and warehousing costs.'

⁹ <https://nic.org.uk/studies-reports/uk-freight/the-value-of-freight/> Accessed June 2021

The sector represents a huge opportunity for the North given that over 33% of goods enter through the Northern ports and 25% of GB freight starts in the North and the same proportion of journeys end in the North. However, there is some evidence that constraints in the freight network, nationally, cause inefficiencies. These include a shortage of warehouse capacity (especially rail connected warehousing), the inability of rail to carry containers east-west across the Pennines or elsewhere in the North and the disproportionate reliance on the ports in the South (even when roll on roll off traffic is excluded). This is because the North's rail network cannot fit the containers on it as the tunnels and bridges are not big enough in places. This is known as 'gauge clearance' and the North would like to see the largest gauge, W12 being delivered on the network where possible.

By taking a multimodal approach, and using demand information generated by the modelling and analysis tools developed at TfN, we can consider capacity constraints on the whole network. In terms of road and rail there will be consideration of the importance of well-connected terminals that feed the warehousing clusters of, for example, Warrington in the North West and Wakefield and Doncaster in the East all of which are constantly evolving and securing new business.

3.4 TfN Future Travel Scenarios Background

TfN's Future Travel Scenarios (published December 2020)¹⁰ apply a comprehensive consideration of the economic, environmental, social, spatial and technological future uncertainties which will influence how people, businesses and goods interact with the transport network in the future.

The Future Travel Scenarios places a greater on factors that are external to TfN's direct control, acting as 'reference cases' with which we can test the performance of TfN strategies and policies in pursuing our vision and objectives. The factors explored during this work are categorised as:

1. Growth in the population and economy;
2. Spatial planning policy and economic distribution;
3. National policy on environment and sustainability;
4. Technological change and advancement; and
5. Social and behavioural change.

Our approach opens up these factors and their complex interactions with travel demand and land-use, with the aim of inserting them into the heart

¹⁰ <https://transportfornorth.com/future-travel-scenarios/>

of our long-term planning and decision making. This enhanced understanding provides a mechanism which with to ensure we are robust, resilient and agile to wide-ranging and cross-sector uncertainties, and we can approach future uncertainty with confidence.

The Future Travel Scenarios were developed in partnership with Local Authority partners, national delivery partners and academic experts and informed by local strategies and priorities.

Our Future Travel Scenarios will form an integral part of TfN's decision-making processes. In conjunction with our Analytical Framework and Appraisal Framework, they will be used to test and refine TfN transport strategies, policies and programmes so that we support transport interventions, solutions and policy measures that meet our objectives across a range of futures.

Our four TfN future travel scenarios are summarised below:

Just About Managing - What if society continues to develop in line with existing trends?

- This scenario sees a state of inertia, although this should not be taken as neutral. It sees a future where people do not alter their behaviours much from today, or give up certain luxuries, although there is a gradual continued trend towards virtual interaction. Economic growth continues at a moderate rate, but it is largely consumption-led and unequal, lacking agility and vulnerable to shocks. This scenario is led by markets, without much increase in political direction, with its biggest driver being economic.

Digitally Distributed - What if society achieves our transformational growth outcomes by using technological solutions to create connection and agglomeration across towns and cities?

- This scenario sees a future where digital and technological advances accelerate, transforming how we work, travel and live. In general, we embrace these technological changes and the move towards a distributed, service-based transport system. Long-term climate change targets are met, but there is slow progress in the short-term due to a general preference for individualised mobility over traditional public transport. This scenario is led by technology, with the biggest drivers being technical advances and a willingness to embrace mobility-as-a-service and shared mobility in the long-term.

Prioritised Places - What if society becomes more focused on place, place-making and community than growth or connectivity?

- This scenario sees a significant shift in political and economic direction to ensure that no place is left behind. Every area, including cities, towns and rural and coastal areas, has a bespoke local economic strategy, supported by investment in local assets, specialisms and economic and social infrastructure. Community, localism and place-making across the North is applied to build a sense of local identity to improve local economies. There is a focus on work-life balance and social equity within and between places. This scenario is led by a change in priorities, with its biggest driver being the push for a fairer redistribution of economic prosperity.

Urban Zero Carbon - What if society achieves transformational growth outcomes by using policy intervention to maximise energy-efficient city growth?

- This scenario sees a significant shift in public attitudes towards action on climate change, and strong national Government response to meet it. There is a boost to economic productivity to levels consistent with the NPIER, primarily through a combination of urban agglomeration and place-making. Transport users demand and embrace publicly available transit and active travel options, as there is a blurring of the line between 'public' and 'private' with increasing shared mobility systems online. This scenario is led by attitudes to climate action and urban place-making, with the biggest drivers being strong Government policy and trends of urban densification.

TfN's Future Travel Scenarios Report¹¹ provides a comprehensive overview of the process undertaken to develop the new Future Travel Scenarios. It also delves into the contextual factors underlying each scenario, resulting stats and figures, and explores the expected implications of each future state.

¹¹ [TfN Future Scenarios Report FULL FINAL V2.pdf \(transportforthenorth.com\)](#) Accessed June 2021

4 The North's Freight and Logistics network

The North of England's transport network is extensive and encompasses rail, road, inland waterways, sea and air infrastructure in addition to a significant volume of warehousing, particularly around Liverpool, Manchester and Leeds.

The transport infrastructure supports a Northern population of over 15.5 million people¹², and prior to the impact of Covid-19 7.4 million jobs¹³, covering over 38,000 square kilometres of land¹⁴. The North of England contributes over £364 billion GVA towards the UK economy¹⁵.

Freight accounts for 9% of the country's GDP and supports every industry with access to goods and services. In the UK, a total of c1.65 billion tonnes of freight are lifted by all modes per annum. Over a third of freight tonnes lifted comes from the Northern Ports covering both international and domestic traffic.

The North boasts a wealth of freight assets that grant the North a strong multimodal freight capability. These include:

- Eleven major ports (three with provisional Freeport status) in addition to other smaller ports located on the Tyne, Tees, Humber and Mersey as well as in Lancashire, Cumbria and Northumberland;
- Seven international airports including Liverpool John Lennon, Leeds-Bradford, Doncaster-Sheffield, Humberside, Durham Tees Valley and Newcastle in addition to the major international airport at Manchester;
- Three Strategic Rail Freight Interchanges (SRFIs – distribution centres with intermodal terminals) at Ditton, Wakefield and Selby with more emerging;
- Five further Intermodal Terminals at Trafford Park, Leeds, Garston, Doncaster and Widnes;
- A Strategic Road Network focused on the M62/M60/M56 and A66/69 East-West corridors and the M6 and M1/A1 North-South corridors;
- A strategic rail network principally comprising of the West Coast Main Line, East Coast Main Line and Midland Main Lines that connect the North of England to the South and the Transpennine routes; and

¹² Office for National Statistics (2021), 'Estimates of the population for the UK, England and Wales, Scotland and Northern Ireland: Mid-2020: 2021 local authority boundaries'. [Accessible [here](#)]

¹³ Labour Force Survey (Jan-Mar 2020), May 2021, ONS [Accessible [here](#)]. The most recent data (Jan-Mar 2021) indicates that employment across the North is around 7.2 million.

¹⁴ Office for National Statistics (2021), 'Estimates of the population for the UK, England and Wales, Scotland and Northern Ireland: Mid-2020: 2021 local authority boundaries'. [Accessible [here](#)]

¹⁵ Office for National Statistics (2021), 'Regional Gross Value Added (balanced) by industry: all ITL regions' [Accessible [here](#)]

- A significant amount of distribution centre capacity.

Despite these assets being available, many are not being fully utilised due to a number of reasons such as lack of joined up infrastructure or attractive alternative logistics solutions. Gaps in connectivity prevail that urgently require investment; 80% of road freight in the North is domestic traffic, most of which is short haul (making it difficult to justify the use of rail on commercial or efficiency grounds), which places a heavy burden on the strategic road network.

4.1 The North's Road Freight Network

The Strategic Road Network (SRN) in the North of England covers many of the region's large economic centres. North-South routes are provided through the M6 between Carlisle and Rugby, providing a vital link through the west of the region, and the A1 (M) between Newcastle close to Doncaster through the east of the region. The M1 links Leeds to London and provides a key route into and out of the North.

East-West routes are provided primarily through the M62 as the central corridor between Liverpool in the west and close to Hull in the east.

Additional routes include:

- M56 between Manchester and the Welsh Border near Chester
- M58 between the M6 at Wigan to the north of Liverpool close to the Port;
- M57 links the M58 and M62 and provides an eastern bypass to Liverpool;
- M53 links Liverpool to the M56 via the Wirral;
- M60 forming the Manchester Ring Road;
- M65 between Preston and Colne;
- M18 links the M1 near Rotherham to the M62 to the west of Goole;
- M180 connects the M18 north of Doncaster to the A180 west of Grimsby and Immingham;
- A628/A616 is the main strategic freight route between South Yorkshire and Greater Manchester;
- A69 links Carlisle and Newcastle; and
- A66 provides a strategic route between Penrith (M6) to Scotch Corner on the A1 (M).

MRN map to be added

4.2 Road issues

The key considerations for the network include capacity to fit all the forecast growth on the network and any constraints this then highlights. The reliability and resilience of the network is also challenging with the ability to recover from planned and unplanned events critical to the economic success of the North as a whole.

Key areas of the highway network where constraints are forecast to impact road freight include the East West Trans-Pennine movement on the M62, A66 from Tees Valley to Penrith – particularly vulnerable to weather conditions and the subject of a major programme of investment led by Highways England. North-South connections on the M1 around Sheffield, A1 West of Doncaster, A1 Newcastle - Gateshead Western Bypass, the M6 in Cheshire and Warrington and the A19 in the Tees Valley and North East. The particular pinch point occurs at the Tees crossing which requires investment and has a clearly articulated and well understood Business Case.

Other areas of investment with significant freight benefits include access to 'constrained' ports for example the A5036 to the Port of Liverpool and A63 to the Port of Hull, both schemes within the Highway England RIS2 Programme; road and rail access to Parkside in St Helens and schemes being considered within the RIS3 Pipeline, for example A1 Doncaster – Darrington and M1/M62 Lofthouse interchange. . In terms of freight connectivity, the access to and from Intermodal Terminals for example at Trafford Park, Leeds, Garston, Doncaster iPort Rail and Widnes and International Airports particularly Manchester and Newcastle also requires attention. Most of these areas are particular examples where a pan-Northern view on the investments needed are helpful in developing business cases for investment.

Linked to the topic of decarbonisation are the concerns around air quality in major urban centres. Clean Air Zones (CAZ) with targeted actions to improve air quality and reduce significant levels of air pollution have been proposed in Greater Manchester, Leeds, Bradford, Newcastle and Sheffield. There is a push to consider different ways of making deliveries in urban areas using e cargo bikes and zero emission vehicles as an example. This can be difficult as the road infrastructure needs to meet the needs of all vehicles. Where cities across Europe have embraced the benefits of more localised deliveries, it is built upon decades of policy change and spatial planning policy development that delivers infrastructure to maximise the benefits to the zero carbon road user rather than the petrol or diesel vehicle. It is also worth clarifying that there will always be a role for lorries and rail services to bring goods into city centres to restock shops and other establishments. One lorry can

carry the equivalent of 20 van loads so bigger lorries can indeed be better in some circumstances.

Road will remain the main modal choice for freight due to the existing popularity of the network, ease of access, lack of rail capacity and the long timescales and high costs associated with creating new rail capacity. Having said this, we would expect that after 2040 a greater percentage share of freight will be carried by our rail network. Reflecting this, TfN's Decarbonisation Strategy has targeted rail traction decarbonisation in the North by 2040 (in line with Network Rail's Traction Network Decarbonisation Strategy).

Our Decarbonisation target of near zero emissions by 2045 means that the road fleet needs to be decarbonised by then too. The route to decarbonising our road freight vehicles is still unsure, although is likely to be a mix of hydrogen and battery electric solutions. TfN's Decarbonisation Strategy has laid out a number of recommendations to expedite the decarbonisation of our road freight, including the testing and trialling of new vehicle and refuelling technologies in the North, data democratisation (i.e. making fuel/driving efficiency data available to all) and the aggregation of zero emission vehicle orders to prove a market for vehicle manufacturers in the North.

4.3 The North's Rail Freight Network

The North of England has an extensive rail network ranging from faster main lines to rural branch lines and freight-only lines into and out of ports for example.

The main north-south rail routes include:

- West Coast Main Line (WCML) from Scotland / Liverpool and Manchester to London Euston through the North of England via Crewe;
- East Coast Main Line (ECML) from Scotland / Newcastle / Leeds / Middlesbrough / Hull / York / Darlington to London Kings Cross through the North of England via Doncaster; and
- Midland Main Line (MML) from Sheffield to London St Pancras.

There are also a number of other routes throughout the North of England which are used for the movement of freight. There are others which have the capability but lack capacity or space needed to fit additional trains on. The current routes used include:

- Diggle Route from Manchester to Leeds via Stalybridge and Huddersfield;
- Calder Valley Route from Manchester to Leeds via Rochdale, Halifax and Bradford;
- Hope Valley Route from Manchester to Sheffield via Marple and Chinley
- Leeds to Carnforth via Wennington;
- Leeds to Carlisle via Settle and Appleby;
- Blackburn, Hellifield, to Carlisle via Settle and Appleby;
- Chat Moss Route from Liverpool to Manchester via St Helens and Newton-le-Willows;
- CLC route from Liverpool to Manchester via Warrington;
- Cumbrian Coast Line from Carlisle to Barrow-In-Furness and Lancaster via Workington and Whitehaven;
- Durham Coast Line from Newcastle to Middlesbrough via Sunderland and Hartlepool;
- Tees Valley Line from Saltburn via Darlington to Middlesbrough and Redcar; and
- Cleethorpes line from Cleethorpes to the Doncaster via Grimsby, Immingham and Scunthorpe.

4.4 Rail issues

Network capacity is the key issue for rail. It is a challenge in terms of the capacity of the network to accommodate either more trains reliably or flexibility around where the trains travel to or from and in terms of gauge which drives the ability to handle intermodal traffic both on the existing network and for new journeys. Robust timetables are also needed for freight certainty so the network works as a whole system rather than disjointed.

Evidence gathered for this report suggests that just less than half freight paths are used in total, however that is not the case on routes or at times where capacity is constrained, for example, on the Castlefield corridor in Manchester. There is little or no spare capacity over the four key freight bottlenecks identified by the network capacity modelling for this report - other than at night. These include the WCML north of Golborne, ECML two track section through Durham, Midland Mainline through Sheffield and

across Manchester. The work has showed that rail freight end to end train times already suffer from significant additional time in order to be squeezed onto the network.

Manchester

There is a particular problem in the Manchester area, where all the former main freight lines that avoided the city centre have been closed. That has left most freight trains having to go through the city centre, either through Victoria or along the Castlefield corridor through Piccadilly and Oxford Road which is the only route to the Trafford Park freight terminal. However, the whole network in central Manchester is severely congested which causes extremely high levels of delays to train services, giving Manchester 20% of the locations with the worst train delays in Britain. As a result, Network Rail has formally designated the Castlefield corridor as 'Congested Infrastructure', one of only 3 locations in Britain to have been so designated.

TfN is working with DfT and Network Rail to identify what enhancements are needed to rail infrastructure in and around Manchester to enable services to operate reliably and to cater for future growth. That work is focussed on passenger services, though freight services would also benefit from any reduction in delays on the network. In addition, TfN is working on a Network Gaps Delivery Plan to set out priorities for new or re-instated sections of line in the North, as part of which consideration is being given to possibilities in south Manchester that could enable freight trains to access Trafford Park without having to go through central Manchester.

4.5 The North's Freeports

The 2021 Budget announced the locations of eight freeports in England. The Freeports of Humber, Liverpool City Region and Teesside are in the TfN area. The benefits of the other freeport arrangements will be felt within the North as the other freeport areas play a significant role in the economy of the North by trade activity.

The eight locations are:

- East Midlands Airport;
- Felixstowe & Harwich;
- Humber;
- Liverpool City Region;
- Plymouth and South Devon;

- Solent;
- Teesside; and
- Thames.

As more clarity on the arrangements emerge TfN will support the delivery of initiatives where this sits within the remits we have agreed with Government. The current Freeport policy has three objectives set out below:

- establish Freeports as national hubs for global trade and investment across the UK;
- promote regeneration and job creation; and
- create hotbeds for innovation.

The policy areas above are reliant on good transport links to enable their delivery so we will continue to articulate the priorities set out within our STP and associated Investment Programme to aid delivery.

A range of benefits will be available to freeports in the following policy areas:

- Customs
- Tax. This includes measures on:
 - Stamp Duty Land Tax (SDLT) Relief
 - Enhanced Structures and Buildings Allowance
 - Enhanced Capital Allowances
 - Employer National Insurance Contributions Relief
 - Business rates
- Planning
- Regeneration and infrastructure: successful bidders will be able to access a share of £175 million of seed capital funding, depending on the submission of an outline business case (OBC).¹⁹
- Innovation

Now the successful freeport areas have been announced by the Government, the identified locations will draw together an Outline Business Case for the regeneration funding available in line with the Green Book. Transport for the North commits to add value and support to this process where this sits within our role.

4.6 The North's Port network

Short Sea Shipping (SSS) is the maritime transport of goods over relatively short distances on routes, such as Liverpool to Dublin and Immingham to Rotterdam, whereas Deep Sea Shipping (DSS) refers to the maritime transport of goods on intercontinental routes, crossing oceans.

The primary driver for growth in terms of shipping is intermodal container freight on both SSS and DSS routes. This is reflected in the 2050 forecast although the more predominant intermodal flows are focused on the southern ports, such as London Gateway, Southampton and Felixstowe, where extensive facilities for handling large container vessels have been created.

The Port of Liverpool has however invested over £400 million in the creation of a new deep-water container terminal that will enable two 13,500 TEU vessels to call at one time and hopes to attract regular container ship calls to boost the port's intermodal throughput.

SSS transports the larger volume of cargo into the Northern ports with imports exceeding exports. DSS tend to be focused on large vessels making one call in the UK on global loop routes. Currently some of intermodal freight brought into Europe by DSS services is fed into ports such as Rotterdam with smaller feeder vessels and SSS services transporting it as both accompanied and un-accompanied freight to the Northern ports. The intermodal freight that is transported via the southern UK ports generally travels to and from the North of England by rail into and out of intermodal terminals such as Trafford Park in Manchester for onward "last mile" distribution by road.

The Humber ports dominate the shipping volumes mainly because there are three significant ports (Hull, Immingham and Grimsby) located on the Humber Estuary. The majority of the freight handled by the Humber ports arrives via SSS routes. There is however also significant DSS services into and out of the Humber.

The Mersey ports are evenly balanced between SSS and DSS with aspirations of future growth in DSS services via the new container berth known as "Liverpool 2". Liverpool has developed a strong network of short sea shipping routes and is a major short sea shipping hub for the Irish Sea area with ro-ro ferry services to the Isle of Man, Dublin and Belfast (key operators including Stena Line, Seatruck Ferries, P&O Ferries and Isle of Man Steam Packet) and lo-lo container feeder services to Dublin, Belfast, Cork and Glasgow and from English Channel Ports (including Southampton, Rotterdam, Antwerp and Le Havre) for example. These feeder services to the English Channel Ports connect Liverpool to deep sea container services to the Far East, India, Africa and South America. Peel Ports also operate the innovative container ship service from the Port of Liverpool along the Manchester Ship Canal.

The Tees ports handle mainly SSS services and primarily import freight with Tyne & Wear ports handling smaller mixed volumes. Lancashire ports

handle only SSS services and the ports in Cumbria handle a small amount of SSS services.

4.7 The North's Port surface access

The landside facilities for the distribution of goods to and from the Northern Ports is imperative to increasing their attractiveness and ensuring freight is moved efficiently across the network.

Many of the Northern Ports are located in urban areas such as Liverpool within the city itself and therefore any increase in vehicle flows in particular on the local road network will have a negative impact on air quality with resulting congestion impacting on the operational cost of transport.

Many of the ports feature both road and rail access, however, often routes to join the major transport networks are slow and unreliable. Again, this reduces the competitiveness of the Northern ports.

Providing infrastructure to allow freight to be transported to and from the ports effectively is imperative. A good example of where the North falls short in this regard currently is the Biomass traffic that is brought into the UK through the Port of Liverpool for onward transport by rail to the Drax site at Selby. The route that trains take between the two points is not direct and often takes a considerable amount of time at low speeds due to capacity concerns (related to train weight and pathing constraints) on the east-west routes between Liverpool and Yorkshire. Delivery of a gauge cleared route for full sized containers by rail on standard wagons and capable of carrying longer heavier trains is what we are looking to see delivered on the TransPennine Route Upgrade on an East West basis. Delivery of the programme would save over 170 miles for a return road journey which will benefit the environment as well as the freight industry.

The Port of Hull's rail connection has recently been upgraded to W10 gauge clearance to enable the movement of containers by rail to and from the port. Immingham, Teesport and Liverpool (restricted train lengths) also have the ability to handle containers by rail.

Similarly the gauge cleared route from Immingham to the East Coast Mainline along the South Humber rail line has been delivered. This was jointly funded by the Humber LEP, North Lincolnshire Council and Network Rail – a very successful project working across many partners. ABP are working closely with their customers to attract trade activity into the area and a significant draw for companies is the ability to put containers onto the railway. The challenge is accommodating additional freight capacity onto the East Coast Mainline in a timely and sustainable manner.

4.8 Drax Case Study

At present four out of eight turbines at Drax currently burn biomass and take an average of 38 trains per week with the majority of routes coming from Immingham. This is because the route to Immingham is available and the port has good storage and train loading capacity. Liverpool developed a biomass handling facility to improve the resilience of supply should the alternative ports Drax uses flood. With the facility available at Liverpool there is a desire to load more at there and move it by rail to Drax. The routing issues and journey times mean that the wagons needed are unavailable. This is because of the length of time they would be in use for each leg of the journey.

At present, very few of these trains run via Diggle, mainly on nights, as there are no paths. They run via the longer and slower Calder Valley route through Cheshire on their trip from Liverpool. They take seven hours or so for the 100 miles total trip by road.

When turbine units 5 and 6 come on line, the demand for more biomass trains will increase too and they will be sourced from the most efficient loading and unloading port facility as well as where the freight company can source the best paths to maximise both the driver's time as well as the asset. When units 7 and 8 come on then one could expect a very significant increase on/pressure on the railway. Whilst the demand for intermodal paths grows the Rail Freight Group have suggested that the available hourly Diggle freight path could be used for Biomass in the initial absence of containers. Therefore, there is a desire to see the Diggle route being able to accommodate 2600 tonne trains hauled by two Class 66 and all able to fit on the tracks and infrastructure at the same time.

4.9 The North's Inland Waterway Network

There is a network of inland waterways within the North of England. The major waterways concerned with the movement of freight are the Manchester Ship Canal and the Aire Calder Navigation which also includes the River Humber and River Ouse.

The Manchester Ship Canal stretches from the Mersey at Liverpool up towards Salford in Manchester. Ships and barges regularly use the Manchester Ship Canal to transport goods to and from ports at Runcorn, Warrington, Irlam and Salford.

There are proposals for new and enhanced port terminals along the Manchester Ship Canal such as Port Wirral (Eastham / Ellesmere Port Docks), Port Cheshire (Bridgewater Paper Mills), Port Ince (Protos Energy Park), Port Weston, Port Runcorn, Port Warrington, Port Irlam and Port Salford.

There are challenges in terms of infrastructure on the route with key crossings being closed to vehicles as ships pass through the canal. This can often lead to localised congestion.

The Aire and Calder Navigation is accessed from the Humber Estuary and River Ouse at Goole and runs west towards Leeds. There are numerous barges in use on the canal that transfer bulk goods from the Ports on the Humber such as Immingham and Grimsby.

Development is underway on the Aire and Calder Navigation, focused around providing more space for the deliveries of bulk materials related to construction, however there are infrastructure constraints on the canal in terms on bridge heights for example, which limit the size of vessels that can use it. The opportunities this presents the owners and managers of the waterways are being explored. The Humber Ports and the Canals and Rivers Trust (CRT) are continuing to investigate the potential to increase traffic on the Aire and Calder Navigation to generate more freight to and from the Humber.

4.10 The North's Multimodal Freight Flows

The North's freight traffic is carried by road, rail, maritime and air. Inland waterway and air carry very small percentages of overall volumes in the north. TfN recognises that there are opportunities as outlined above.

The key transport infrastructure in the north of England is presented in Figure 1

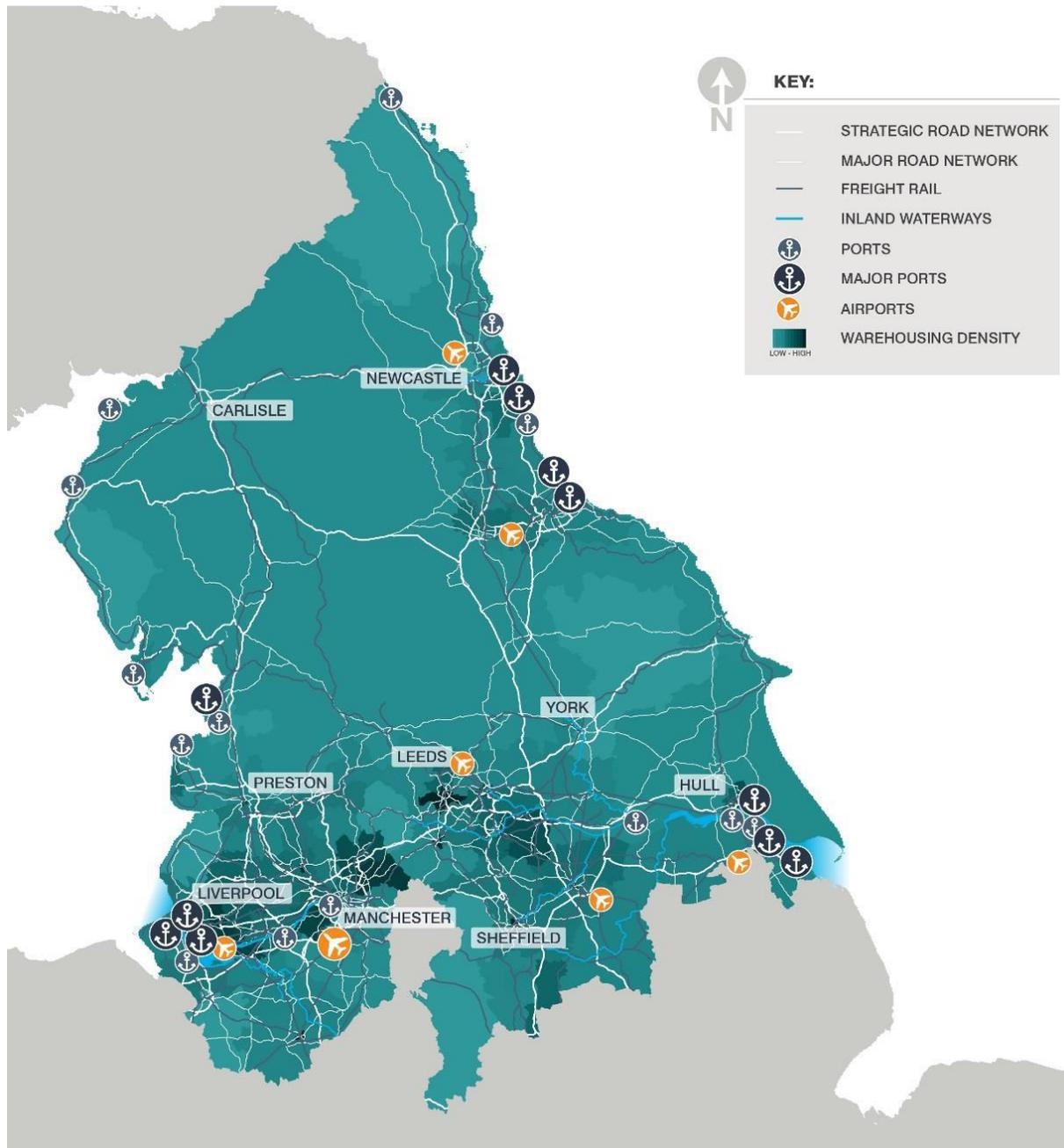


Figure 1: Key Transport Infrastructure - North of England

The UK handles large volumes of imports and exports at various seaports. There are three major port clusters in the North of England: Liverpool, Hull and Immingham, and Tyne and Wear. These ports generate traffic to/from inland terminals and warehouses within the North and beyond. These tend to handle short-sea traffic. In addition, large volumes of freight destined for the North comes the major deep-sea ports in southern England: Felixstowe, Southampton and London Gateway.

The other generators of freight traffic are inland distribution centres, terminals and warehouses. These are scattered across the country for

onward distribution to end customers (e.g. retailers, households, or business users of commodities such as construction sites and factories). In the North, areas of high warehousing density are usually urban clusters, particularly around Manchester, Liverpool, Leeds and the wider Yorkshire region.

Main commodity groups carried by road and rail freight include:

- Intermodal Container
- Construction
- Metals
- Automotive
- Petroleum
- Foodstuffs and household delivery

Freight flows in the North of England can be divided into two main directions, north-south and east-west

Key flows	Main rail routes	Main road routes
North-South	WCML (Crewe – Carlisle)	M6
	ECML (Doncaster – Newcastle)	A1 (M) (especially York and Newcastle)
	MML (south of Sheffield)	M1 (south of Sheffield)
East-West	North Transpennine Line (via Diggle)	M62 (between Liverpool and Hull)
	Calder Valley Line (via Rochdale)	A69 (between Carlisle and Newcastle)
	Copy Pit Line (via Burnley)	A66 (between Penrith and Scotch Corner)
	Hope Valley Line (via Edale)	

All the listed north-south routes are very busy across both road and rail, carrying both traffic to/from or within the North and significant Anglo-Scottish traffic (much of which through the North). The WCML and M6 both carry very high freight volumes south of Warrington.

For east-west traffic, there is currently relatively little rail traffic. There is at present no gauge-cleared route suitable for container traffic. The small number of trains that run are for Construction Aggregates and Biomass.

The busiest east-west road corridor for freight is the M62. The A69 and A66 carry lower volumes but HGVs and LGVs account for a large percentage of overall traffic on these routes. The A616 and A628 which provides a route to Manchester known more popularly as Woodhead can be affected on multiple occasions throughout the winter. Due to the Pennines topography, these are the only main east-west routes with a lack of suitable alternatives and are susceptible to disruptions. The beast from the East in early 2018 brought extreme temperatures and heavy snowfall to the UK. At one point it was not possible to travel on an East West basis by road due to snow, accidents and closures. Although an extreme event that isn't traditionally planned for in the UK climate, it is worth noting and provides a sobering reminder of the importance of resilient and reliable connectivity. One of the hardest hit industries was the logistics industry as it tried its hardest to

The choice of road versus rail for freight is typically driven by cost. This cost evaluation needs to take account of both haulage costs and indirect costs such as the construction of terminals. Using rail typically involves building a rail terminal which is often larger and more costly than the road equivalent, and where that is the case, the operator will need to include these (extra) capital costs in their calculations.

Road haulage does have typically high economic costs in terms of pollution, highway damage, congestion and noise. The actual body that pay for these costs ends up being the Highway Authority and not the haulier. In rail terms there are less costs absorbed by Councils and more absorbed by the freight operator. This is why the Freight Facilities Grants run by DfT were popular.

Historically bulk cargoes such as construction materials and coal for power stations have been the main commodities of rail. Coal has declined with the shift in power generation to renewables and the earlier "dash for gas". Until recently, other heavy industries had not filled the gap left by coal. In part that is because there is less heavy industry in the UK economy but also because of the gradual shift in power generation. Where offshore wind has grown, the infrastructure required is port side and near the shore.

This in effect removes coal's primary need for rail freight. Construction materials continue to be moved across the UK with the importance of the Peak District quarries increasing. With the limit of lorry movements restricted by the Peak District National Park, the train loads of aggregates have almost doubled. Where a c2400 tonne of aggregates left the Peaks to Wembley twice a week, now 1 train of c4000 tonnes works now. This is a huge argument for the attraction of modal shift and also highlights the

industry's held belief that moving more on bigger trains is possible – even on paths that were designed for much lighter trains.

However, increasingly with the rise in volume of consumer goods and specialised manufacturing (in the UK and globally) and with more rail-served warehousing sites, with terminals are built across the country, the total volume and the proportion of intermodal containers and fast-moving consumer goods travelling by rail has also risen. This trend is expected to continue.

Within any one commodity group the comparison of road versus rail costs will vary by journey:

Distance: Because road costs per extra kilometre are higher than rail costs per extra kilometre, rail is typically more viable (higher mode share) over longer distances than over short distances.

Cargo quantities: Rail is normally not well-suited to small cargo volumes because it takes some time to build up enough freight to warrant running a train. This leads to infrequent and large deliveries (often inconvenient for the customer), and can lead to under-utilised railway assets.

Rail-connected: If there are rail terminals at both the cargo generator and the cargo consumer, then this removes the need for a local road haul between cargo generator/consumer and rail terminals – thus significantly reducing the costs of using rail

It is often difficult to define mode share by commodity because commodity definitions between modes are often difficult to harmonise.

4.11 Future Freight Growth

The growth of freight in the future is heavily attributed to the increasing number of national distribution centres (NDC) and regional distribution centres (RDC) in line with the growth in online retailing and the move towards next-day delivery of a wide variety of goods. In 2050, more NDCs are forecast within Central England, which are predicted to supply RDCs in both the North of England and in Scotland. This also results in longer length of haul by road freight, reflected by an increase in the domestic average length of haul from 93 km in 2016 to 130 km in 2050¹⁶.

Tyneside and Tees Valley in the North East have seen a significant take up of logistics and distribution space, although this has not been on the same vast scale as the major established UK logistics parks in the Midlands, South East and North West of England. These northern key logistics hubs are often based on historical geographies, some of which

¹⁶ Enhanced Freight and Logistics Analysis Report, TfN, January 2018

have connections with ports and airports (such as Newcastle International Airport and associated pharmaceutical industry) while others have developed independently.

There are several key logistics centres that serve a wide variety of commodities that are moved around, to, from, within the northern trans Pennines, including fast-moving consumer goods (FMCG), construction and support for the energy supply chain. Across the Northern trans Pennines freight is mainly moved on the road network since there are no significant intermodal locations in this region, as well as the absence of gauge clearance and capacity on rail.

In the West and Wales region, covering the areas of the Liverpool City Region, the Manchester City Region, Cheshire and North Wales, there has been significant growth in recent years in energy, health innovation and advanced manufacturing industries. The recent investment in a deep-water container terminal, Liverpool2 also reflects the aspiration of the region to increase its freight potential.

Along the Southern Pennines corridor there is a significant business and industrial presence, with a strong advanced manufacturing clustered in Sheffield, to add to Manchester's and Liverpool's specialised materials and manufacturing centres.

GB Railfreight Case Study

GB Railfreight investigated route planning for W10 gauge. The new University of Hull software for timetable planning was used. This was developed by the Liverpool to Humber Optimisation of Freight Transport (LHOFT¹⁷) project. GB Railfreight inputted a request for a W10-gauge flow from Immingham to Trafford Park and it showed the most direct route was via Diggle and that would be the route you'd choose to be best commercially was properly gauge-cleared and had the capacity during the day. The next best option that is currently W10 gauge-cleared is the route crossing across Lichfield to Burton to Chesterfield which is far further.

The Diggle route is 117 miles and the Lichfield to Burton to Chesterfield route is 205 miles. That is an additional 176 miles for the journey there and back using the second route. Both legs would be loaded with containers as this is what the Ports and operators need and want as the market is there. That means that there would be an additional 'variable track access charge' ie 'a bill' for the extra 176 miles of journey. That doesn't include the additional driver hours it would take or the fuel the train would use either.

¹⁷[LHOFT \(hull.ac.uk\)](http://LHOFT(hull.ac.uk)) Accessed June 2021

This example clearly shows why Transport for the North and our freight industry colleagues have repeatedly called for improvements in the Diggle route through the TransPennine Route Upgrade. There is demand from operators to run the trains fully loaded and they have said that they would make this sort of flow work. There are currently very limited examples of companies showcasing and demonstrating that they would be able to make it work because Diggle is not gauge-cleared and doesn't have the capacity available to showcase the opportunity. This is also why all the modelling shows no container flows – because they are currently impossible to run. This is why the economics for this flow just do not work at the present time and needs investment in the full TransPennine Route Upgrade as soon as possible.

5 Defining our freight and logistics objectives

TfN's Strategic Transport Plan sets out the importance of moving goods across the North and freight is fully embedded into the TfN Investment Programme published alongside the STP. This section defines the proposed objectives of a multimodal freight strategy that can meet both the current and future needs of the North of England. These freight specific objectives build on the wider objectives of TfN, DfT, local authorities, Highways England, Network Rail and other key delivery partners. The objectives are presented to be modally agnostic, and are therefore equally relevant to road, rail and waterborne freight.

5.1 TfN's strategic transport objectives

The Strategic Transport Plan (STP) sets out the evidence on how improved transport connectivity will deliver greater prosperity and a better quality of life for citizens in the North of England.

The STP sets out TfN's vision:

"A thriving North of England, where world class transport supports sustainable economic growth, excellent quality of life and improved opportunities for all."

Supporting this vision are four pan-Northern transport objectives, which inform the development of the STP and TfN's work programmes:

- Increasing efficiency, reliability and resilience on the transport system;
- Transforming economic performance;
- Improving inclusivity, health and access for opportunities for all; and
- Promoting and supporting the built and natural environment.

These objectives align closely with the five foundations of productivity set out in the Government's Industrial Strategy as well as helping achieve Governments commitments to 'levelling up' and 'building back better'..

To realise the benefits of agglomeration and economic mass, the North requires faster, more efficient, reliable and sustainable journeys on the road and rail networks. Yet these existing networks have a number of challenges.

Over the last two decades, the North's railway has experienced substantial growth in passenger numbers despite a legacy of underinvestment. Much of that growth has been accommodated within pre-existing capacity, but this is no longer possible on many routes, and

most of the North's key rail hubs are now at capacity. The North's rail network lacks sufficient capacity for growth and is severely constrained by on-train congestion, low journey speeds and poor punctuality. Evidence for this can be found in the increasing difficulty of securing new or competitive paths for freight.

During the initial phases of the Covid 19 lockdown, rail passenger numbers fell sharply as people who were not key workers remained at home. The number of passenger trains that ran on the network reduced to reflect this and freight services increased. The main area of more efficient running was the ability to run longer trains because the freight trains didn't have to repeatedly wait for passenger services to pass in shorter loops that cannot hold trains that are 775m long. This increased the number of containers that were able to move key supplies of food, medical and personal protective equipment to various rail connected destinations. Also, trains could move at higher speeds because they could maintain a faster speed for longer. Large heavy freight trains take a similar amount of time to stop as any passenger or lighter freight service. But they do take longer to accelerate meaning vital time maintaining speed is beneficial instead of starting and stopping.

Where there are established freight services planned into the timetable, it was much easier to achieve the improvements quickly to respond to the needs of customers during the pandemic. The problems are more concentrated for newer freight flows rather than those which have been allocated for many years as the timetables they fit within are much more congested than many years ago.

Covid 19 presented network opportunities for the rail and freight operating companies. As we reported to the Rail North Committee from the Rail North Partnership, prior to Covid 19, Northern Rail's on-time train performance levels were 54.2% of all trains arriving on time and grew to over 77% during the pandemic. Similarly, TransPennine Express had only 37.5% of trains arriving on time and rose to 72% during the pandemic. This is mainly due to a less congested network because the as recent increases in service levels have already led to small declines in performance. Further increases following the 3rd lockdown could also lead to a decrease as the volume of trains on the network, the increase in passengers travelling and an increase in dwell time reduces the timeliness of services.

Similarly, East-West road connectivity is also a significant barrier for future growth in the North, and a key constraint to agglomeration and transforming the North's economy. Currently the M62 is the only motorway standard East-West road link across the Pennines between Derby in the Midlands and Edinburgh in Scotland. Road capacity across the Pennines is hindered by the absence of a gauge cleared route for rail

container traffic which therefore has to use road even though intermodal is now the largest and fastest area of rail traffic growth. The flows could make their way through Midlands or Scotland to achieve rail market growth but the fuel and handling costs would be extremely high making the journeys too expensive. Other major arteries, including the M1, M6, M56 and A1 (South Yorkshire) corridors, are also already heavily congested and are acting as major barriers to transforming the North's economy.

A key priority of TfN's Strategic Transport Plan is to support economic growth that is inclusive and sustainable. This means investing in strategic transport improvements that ensure that all areas of opportunity are connected, and that communities are not disconnected and further isolated. It also means protecting and renewing the high-quality natural environment in the North, which is already an asset and a reason why many people and businesses chose to live in and visit the North.

TfN's ambition is to push harder and faster towards zero emissions from its surface transport network than current Government policies and proposals. To this end, TfN are publishing a Decarbonisation Strategy alongside the Freight and Logistics Strategy. Both documents will be subjected to consultation.

This freight and logistics strategy reflects the objectives of TfN's Decarbonisation Strategy, firstly in achieving close to zero emissions from our surface transport system by 2045, and secondly in optimising the social and economic benefits from clean growth opportunities in the North.

It is clear from the suite of pre agreed TfN policy documents that Northern leaders believe rail should be encouraged to deliver TfN policy objectives on the economy, transport efficiency, and health, inclusivity and decarbonisation. Capacity and gauge clearance for Trans-Pennine freight and rail electrification are specially mentioned.

6 Proposed TfN Freight objectives

The following objectives are outlined for delivery across TfN, partners, Government, other sub national transport bodies and the private sector. They are set out to show how varied the sector is and it is important to note that no single organisation could deliver the whole suite on their own. TfN's role will be to coordinate activity and encourage partners to work together.

TfN pan-Northern Transport Objectives	(Proposed) Freight Objectives
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<p>Increasing efficiency, reliability, integration, and resilience in the transport system</p>	<p>Reduce the number of incidences of unplanned closures of Major Road Network routes leading to severe journey delay;</p> <p>Prioritise measures that tackle journey reliability and congestion, and support less polluting and more energy efficient movement of goods on the transport Network;</p> <p>Maximise the utilisation of rail, inland waterways and local distribution hubs to improve efficiency and support the modal shift of goods from road to rail;</p> <p>Improve the multi-modal North-South and East-West connectivity across the North; and</p>
<p>Transforming economic performance</p>	<p>Optimise efficient flow of goods on the MRN and railway through improved flow of traffic and supported by technology;</p> <p>Increase freight data availability through developing accessible tools;</p> <p>Maximising the clean growth opportunity flowing out of freeports, clean industrial clusters and the first mile freight that flows out of ports.</p> <p>Work with partners within the new planning remit to support the planning and development of well connected warehousing and consolidation sites;</p> <p>Work with Partners and the private sector to explore the benefits of regional freight consolidation and distribution networks.</p>

Improving inclusivity, health, and access to opportunities for all	Reduce the impact of air pollution and noise from freight movements on the health of local communities; and Support our partners at a national and local level in delivering safer roads and railways.
Promoting and enhancing the built, historic, and natural environment	Reduce carbon emissions and other Green House Gas emissions in the freight and logistics sector; Increase electrification of rail network, and decarbonisation of road haulage through increased share of zero and low emission fuels.

It should be noted that there are objectives outlined above which are mutually beneficial to each other but some mean that trade offs will be required. As we progress with applying the strategy these will be continually debated, recognising changes in national or regional priorities.

6.1 Supporting the delivery of the Long-Term Rail Strategy

The Long-Term Rail Strategy¹⁸ (LTRS) formed a significant part of the evidence that informed the Strategic Transport Plan when an updated draft was released in January 2018. There was significant engagement on the content with partners and the private sector when it was drafted and forms the basis for our Strategic Rail activity.

The LTRS sets out a complementary, compelling and tangible set of Conditional Outputs required to realise the TfN Vision. It includes deliverables which support the achievement of the objectives, but which are subject to further assessment of deliverability, affordability and value for money.

Through the Conditional Outputs, it is intended to deliver:

- A step-change in connectivity;
- Provision of capacity within the infrastructure and train services to cater for growth;
- A rail network which customers will find easy to access and use;
- A railway which supports the communities it serves; and

¹⁸ [Long-Term-Rail-Strategy_TfN.pdf \(transportforthenorth.com\)](#) Accessed June 2021

- Enhanced cost-effectiveness of running the railway.

These changes can be summarised around five key themes summarised below:

Connectivity:

- Reduce journey times between the North's economic and freight centres, and between these centres and international gateways.
- Reduce journey times between the North's economic and freight centres and key centres across the UK

Capacity:

Provide the infrastructure capacity and capability to increase the permissible speed, weight, gauge and length of freight trains to cater for proven existing demand and for evidenced future demand.

Customer:

- Increase the Right-Time punctuality of passenger and freight services in the North.
- Decrease the percentage of cancelled passenger and freight services in the North

Communities:

- Improve air quality and reduce CO2 and other harmful emissions both on and about the railway estate and in wider society through modal shift to rail.

Cost Effectiveness:

- Reduce the cost per passenger mile and per freight tonne km of services in the North.
- Grow the net revenue generated by the North's passenger and freight railway whilst delivering high-quality services and inclusivity

6.2 TfN's Long Term Rail Strategy Desirable Minimum standards for Freight

The 'Desirable Minimum Standards' were agreed as part of the first LTRS and stayed in place in January 2018. There were three that related to freight and logistics. It should be recognised that the standards were agreed to be ambitious and delivered by 2050. The contents of this strategy set out how the action we take as TfN can enhance delivery of the standards. They are set out below for reference:

5) The North's rail network to accommodate the evolving needs of the freight market – supporting longer and heavier trains, increased path availability and additional gauge clearance

11) The five major ports in the North (Hull, the Humber Ports, Liverpool, Teesport, and Tyne) to be served by rail with gauge clearance allowing the latest generation of intermodal containers to be carried on standard wagons and weight capability enabling trains to operate unrestricted at the highest speed appropriate for the load

12) Improve the average speed of freight services in the North by 50% over the next 10 years (by 2028)

7 Existing Evidence

A review was carried out of the available strategies and plans for the UK as well as for the North specifically. This includes documents from Network Rail, Highways England, Department for Transport and other partners including Local Authorities. The benefit of closely analysing the available documents are that they show a consulted view of the freight and transport world that TfN can review progress against as well as providing with an initial list of interventions and programmes that either have been delivered or require delivering.

7.1 Key rail emerging themes

Several themes emerged from the rail literature review and industry consultation. These range from macroeconomic narrative to issues relating to policy areas (e.g. balance of freight and passenger markets in rail planning and policy development, and the dynamics between freight and the planning system), to identification of specific network locations needing intervention. A summary of themes is provided below:

- Despite the decline of coal traffic in the last decade, there has been strong growth in intermodal and construction (including aggregates) traffic in the last two decades. There is consistently strong future demand growth forecasts across documents from TfN and Network Rail.
- There is strong policy support for rail freight contributing towards decarbonisation and the net zero agenda as well as reducing congestion on the roads especially on the North/South and East/West key freight corridors.

- Rail freight is also recognised as a contributory factor towards overall economic efficiency, as evidenced by documents by DfT, NR, Rail Freight Group and others. Some benefits would be more pronounced with further electrification of the rail network – the current electrified network is too limited for widespread adoption of electric rail freight
- There is no suggestion from the evidence that has been reviewed that the market is inefficient – i.e. no concerns that freight enhancements could disproportionately benefit a single operator due to current market dominance
- The evidence suggests that the largest constraint is rail network capacity congestion and network pinch points over and above lack of electrification for freight. Evidence of capacity constraints tend to be largely anecdotal, but this is usually evidenced by slower than historic / theoretically optimal journey times as is apparent in Working Train Timetables (WTTs). Research undertaken for this strategy shows that the current freight trains could be 23% faster if the network operated without holding freight trains in certain places either in loops or behind other services. This is making rail less competitive.

Common themes in the north include:

- The dual lack of quality TransPennine freight paths and routes with sufficient gauge clearance for intermodal traffic – this is thought to be the main contributing factor to the lack of penetration of northern ports (Liverpool, Humber, Tyne, Tees). Provision of a gauge cleared TransPennine rail route is the simplest means to take road freight traffic off M62, widely documented from a range of TfN and TfGM documents and onto rail.
- Restricted availability and quality of paths for accessing Trafford Park and other inter-modal termini included in the TfGM Rail Strategy discuss options for additional rail linked terminal capacity on top of Trafford Park as well as options for improving existing rail network to Trafford Park
- Overall lack of data sharing between freight and logistics companies means it is more complex to evidence the benefits investment in infrastructure brings, meaning business cases still rely on passenger information to build in benefits
- Key locations for congestion are on the West Coast and East Coast Main Lines such as Winwick Junction and around Doncaster
- As we previously referenced in the Enhanced Freight and Logistics Analysis, there is continued emphasis of the importance of additional rail-connected warehousing and distribution sites that minimise the distance and impact of onward 'last-mile' distribution by road, and the importance of the planning system to support the development of such facilities.

7.2 Recent and Forecast Growth Trends

There are several common themes in terms of recent commodity trends. Documents by Network Rail, TfN, TfGM and the RFG all mention the following three broad trends:

- Decline of coal traffic
- Growth of intermodal container traffic, especially from Felixstowe, Southampton and London Gateway
- Growth of construction traffic, namely aggregates from quarries.

Most freight forecasts have adopted a similar methodology – using the Great Britain Freight Model (GBFM) developed by MDST, with varying input assumptions. While forecasts vary, they all predict ongoing growth in intermodal and construction traffic, and other commodities staying relatively constant.

7.3 Key emerging Road themes

The common road themes for the North include:

- The strength of the north relies on its potential to increase multi-modality with prospect of a shift from road to rail being one of the priorities in the agenda.
- The North's eleven ports can play an equally important role in the intermodal domain, and expand their market share dependent on the accessibility constraints both on the road and rail sphere being resolved.
- Impact of Brexit on southern ports might open an opportunity to increase the activity on Northern ports, which may result in additional pressure in the road network.
- Congestion and reliability are the main issues experienced by road freight in the Northern road network, particularly in the East-West connection due to limited capacity of the current infrastructure.
- The freight market in the North is heavily dominated by road with 87% of the tonne kilometres transported.
- Freight market in the North is expected to grow by over 30% until 2050 across all modes.
- There has been considerable recent growth in light goods traffic, driven by increases in online delivery. Cleaner, well integrated and more efficient last mile freight movements are a priority, particularly in urban areas.
- There are very few road enhancement schemes with a primary objective of supporting freight – the business case for most road enhancements is driven by time savings of individuals. This is unlike

some rail enhancements which in some cases can be almost exclusively driven by the needs of freight.

7.4 Network Congestion - Road

The key issue for road freight is network congestion. On all highway routes road freight is a minority user even though over 90% of the North's freight is moved on the road network. However, there is no existing appetite for building freight only highways or converting existing highways to freight only.

Road enhancement schemes are considered as part of a wider business case that is usually dominated by non-freight road traffic benefits. The highway schemes are for all different vehicles and are not solely proposed as freight schemes. However, TfN included some schemes within the initial Investment Programme that were freight schemes. Now there has been amendments to the Green Book process, the building of business cases is more heavily focused on developing the 'strategic' case for investment. This helps freight and logistics schemes increase their chance of securing public funding.

Key areas of the highway network where constraints are forecast to impact road freight include:

East West Trans-Pennine movement on:

- M62
- A66 from Tees Valley to Penrith – particularly vulnerable to weather conditions

North-South connection through:

- M1 around Sheffield
- A1 east of Doncaster
- A1 Newcastle - Gateshead Western Bypass
- A19 in the Tees Valley and North East – particular pinch point at Tees crossing
- M6 in Cheshire and Warrington

Access to 'constrained' ports:

- A5036 to the Port of Liverpool
- A63 to the Port of Hull

Freight connectivity

- Access to and from Intermodal Terminals (at Trafford Park, Leeds, Garston, Doncaster iPort Rail and Widnes) and International Airports (particularly Manchester and Newcastle)

River and estuary crossings

- Connectivity between major distribution centres and sensitive industrial clusters

Major Road Network:

- Air quality interventions in major urban centres
- Growth of last-mile distribution including to all newly allocated Freeports

7.5 Warehousing and Highway terminal issues:

One issue that has become an issue of greater importance is the requirement for warehousing. There is a shortage of freight warehousing caused by changes to the type of goods being carried and logistics operations more generally. This means that there is less demand for bulk industrial goods to be moved by road and more demand for more local distribution centres. These will house things like food shopping and items people order more frequently to reduce the journey times between the warehouse and the person who has bought the item. This is causing increasing levels of warehouses being rented. Without increasing the availability of this warehousing economic activity risks moving to locations where the rental price and locations are right but the journeys the delivery vans make will be longer.

When we consider the proliferation of Amazon warehouses over the last 10 years, the company has invested over £23 billion¹⁹ in UK markets in warehouse and fulfilment centres. This has caused significant changes to the road use around those areas, something that Amazon has noticed. As future plans are developed, we are aware of initial testing of rail connections to some Amazon sites and also the growth in the electrification of their fleet of delivery vehicles. Amazon procure sites with utmost secrecy – even with those that are making assessments of viability on their behalf. We will continue to watch and learn about the impact such large companies have on areas within the North and use this knowledge to recommend the shape of future growth to the best of our ability.

However, if TfN were to support investment in new warehousing through policy and other interventions as a stand-alone initiative this would risk only entrenching existing highway freight modal dominance.

¹⁹ [About our Fulfilment Centres \(aboutamazon.co.uk\)](https://www.aboutamazon.co.uk) Accessed June 2021

Therefore, we will work with local authorities in support of greater logistics warehousing but also seek that such warehousing should (by default) be also rail connected where possible and appropriate for the nature of the business. This will be a challenge for the market but, as has been seen in recent developments at iPort Doncaster and with Kraft-Heinz there is a market led appetite for modal shift to and from warehousing locations. This policy recommendation will be reviewed once the future of the Planning regime is published by Government.



UK Intermodal Terminals

Rail Network Capacity:

Network capacity is also the key issue for rail. It is a challenge in terms of the capacity of the network to accommodate either more trains reliably or flexibility around where the trains travel to or from and in terms of gauge which drives the ability to handle intermodal traffic both on the existing network and for new journeys.

The DfT Rail Freight Strategy²⁰ from 2016 and current and emerging thinking from both Network Rail and TfN, emphasises the need to use the existing freight paths efficiently. There are existing market incentives for operators to do so, for example to ensure that trains are loaded towards the maximum loading of goods or containers and maximum lengths on the routes they travel on. This is unlikely to create the extra paths that will be required to accommodate the unsuppressed demand that underpins DfT's and Network Rail's own rail freight forecasts.

There is also a concern in the rail freight industry, which has been expressed at recent Network Rail workshops, that efficient paths may become a euphemism for "less" freight paths with freed capacity being reserved for passenger traffic. There is much debate about freight operators having capacity that they do not use. The argument for this from freight operators is that they need the flexibility to enable them to serve different locations on different days and at different times to meet their customer needs, building as much flex as they can. This helps grow the rail market in the longer term so journeys can have a little flex on the rail – a right which haulage companies simply have.

While evidence gathered for this report by counting trains on a sample of running days suggests that less than half freight paths are used, that is not the case on routes where capacity is constrained. For example, the area around Manchester. There is little or no spare capacity over the four key freight bottlenecks identified by the network capacity modelling for this report. These include the West Coast mainline north of Golborne, East Coast mainline two track section through Durham, Midland Mainline through Sheffield and across Manchester. The work has showed that rail freight end to end train times already suffer from significant additional time in order to squeeze onto the network.

For new rail freight journeys, achieving a timetable slot on the network is currently challenging. **19%** of the end-to-end journey time for the average freight train journey is made up of congestion-related delays. If you removed the delays, then journeys would be 23% faster for all the

²⁰

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/552492/rail-freight-strategy.pdf Accessed June 2021

existing services. Even doing this on the existing network (with no enhancements and investments) decreases average journey cost by nearly 8%. This cost reduction increases the attractiveness and therefore the demand for rail freight by **6.4%** nationally. This does not include the demand for routes where the infrastructure is not capable of carrying intermodal traffic, this is just for the existing market today.

This means that new journey opportunities for rail freight are more expensive and marginalised. The ultimate impact in the current climate is for shipping companies to use road transport over rail freight as it is free at the point of access onto the network and all key routes are provided through the MRN.

Government is investing heavily in rail with High Speed 2 (HS2) and building the case for Northern Powerhouse Rail which is comparatively more than road investment on a cost per tonne/passenger basis. In addition, to help rebalance the British economy, HS2 is often referenced as having freight capacity benefits. HS2 have stated: "By putting direct inter-city passenger services on dedicated high-speed lines, Britain's new high-speed railway, High Speed 2, will create more capacity on the existing railway for Britain's growing rail freight sector. As a result of enabling more freight by rail, HS2 will help deliver more of what Britain needs in a more sustainable way, as it will assist in removing thousands of lorries off our roads, reduce carbon emissions and make our motorways safer." ([Freightmas and HS2 | High Speed 2](#)).

HS2 will reduce journey times between the North and London. It will also, once the full network is built, reduce the demand of intercity trains for paths on the West Coast, East Coast and Midland mainlines which will free capacity for freight on parts of those lines.

Gauge enhancements

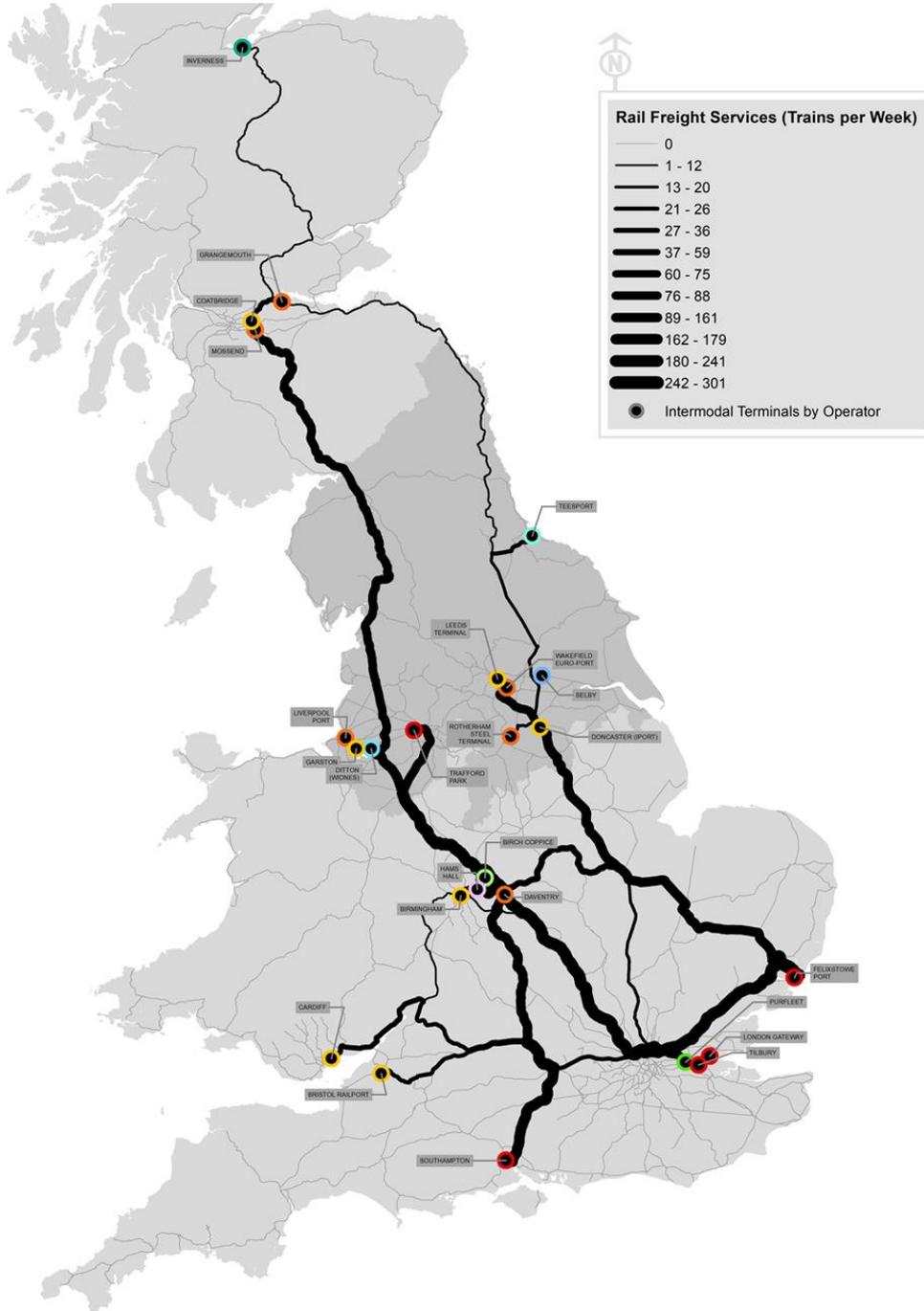
Capacity for rail is usually expressed in terms of train frequency but for freight gauge clearance is also an issue. This means how tall and wide the bridges and tunnels are and whether certain containers can safely travel under and through them. The North suffers from the fact that intermodal container services cannot physically fit across the Pennines on an east-west basis because the tunnels are too small. This means that ports and industries in the east cannot use rail for container traffic needing to move to/from the west and visa-versa.

The ports in the West and in the East face different markets Liverpool is strong in the North America market and Hull and Immingham in the

Shortsea European market and are served by different shipping services. These Northern ports are less able to serve their natural hinterland. Teesport has developed a regular container service to Doncaster by rail despite fierce road competition. This service benefits TeesPort, Doncaster and the communities on the A1. An additional service from TeesPort to the North-West should be economic to operate by rail because of the longer distance and the opportunity to spread TeesPort's rail investment costs over more traffic. However, no such service operates over this route because the trains would have to run via Litchfield. The extra distance makes rail uncompetitive. Container traffic flow on this route is likely therefore to be road based or enter/leave Britain via another east coast port. This impacts on the efficiency of the economy of the North as well its environment.

Network Rail is testing two technical solutions – one requires a smaller level of investment in infrastructure but the use of “low liner” wagons. Some stakeholders oppose the use of “low liner” wagons (1) because of their lower carrying capacity both per wagon and over a given length because of the extra space required to accommodate the shape of the wagon and (2) because such wagons would need to be built and are thought by some stakeholders to be more expensive to maintain.

The balance of approach needs to be carefully considered. Given the levelling up agenda our position is clear – that we seek assurance that we will have a fully gauge cleared route to allow freight to move on an East West basis connecting our major Freeport complexes. Understanding the alternatives is necessary but given that Southern routes have had the investment, and growth has then been seen, it is critical that the North receives the same opportunity.



UK Intermodal Rail Services per week (2 way)

Highway and rail connected terminals

The North has few rail fed connected terminals – particularly west of the Pennines. The dominant position of Trafford Park is both evidence of the desire for rail terminals in the North-West and the lack of alternatives. This makes capacity issues all the greater as Trafford Park sits close to Manchester city centre on some of the busiest rail lines in the North.

Alternative terminals on different lines may reduce the network capacity impact of intermodal freight through Manchester.

This concern about the lack of terminals is not a new issue as there is a policy position within the STP for TfN to work with Partners and the private sector to explore the benefits of regional freight consolidation and distribution networks, and network of construction consolidation centres.

TfN recommends that we could play a role in determining the best locations to develop warehousing – particularly where the opportunity for rail connection exists. If agreed by partners this could form evidence for the generation of new Local Plans once the planning policy arrangements are released by Government.

Decarbonisation:

One of the other key issues for freight is decarbonisation. Whilst the current emissions for freight do not form the largest emitter of the transport sector, they are never the less significant and the proportions will alter as other areas decarbonise.

Highway freight decarbonisation:

Central government has yet to set out a single strategy on how road freight will decarbonise. The expectation is that a combination of technology shifts, grants and taxes will encourage highway freight users to shift to electric or hydrogen vehicles. Freight is generally expressed as part of a wider approach to highways despite the obvious higher scale of the technical challenge of decarbonising freight vehicles. However, the current quickest and simplest way of decarbonising road freight is to send more by rail which even with diesel traction is 76% lower in terms of carbon emissions per tonne km. It is worth bearing in mind that rail is not yet carbon neutral either with significant distances of electrification to take place to help that to happen. Overall, it will be for the road freight sector to decarbonise and design the ability for each decarbonised vehicle to be able to carry loads that diesel vehicles can.

Rail freight decarbonisation:

NPR and other initiatives supported by TfN seek for more of the rail network in the North to be electrified. Network Rail has issued an interim programme business case for its Traction Decarbonisation Network Strategy. However, there is no certainty of funding for electrification of the wider network – and the routes used most by freight traffic (excepting sections of the Midland Mainline) tend to be lower priorities than routes

used by frequent passenger services. Network capacity issues may also drive freight onto alternative routes to the West and East Coast mainline that currently have a still less pressing case for electrification investment.

It has been suggested that hydrogen or battery operation may allow freight to be decarbonised without investment in network electrification equipment and supply. However, the power required of freight locomotives is very much larger than for passenger vehicles, and no technical solution has been proposed that will not compromise the performance of freight – thus making rail freight both less capable and more expensive.

TfN will continue to work with Network Rail and DfT to ensure certainty around the investment in electrification of the rail network. That will help industry understand the plans and timelines so they can respond with providing investment in their rolling stock that matches the delivery of the electrification work. This will offer some security so the freight operators can plan to invest in the appropriate engines that match the infrastructure.

8 Decarbonisation and electrification of freight

According to the latest DfT Transport Statistics Great Britain 2020²¹, GHG emissions resulting from freight movement, which include HGVs, vans and domestic shipping account for 37% of total domestic transport emissions. Van movements have seen a particular intensification, with a doubling of van traffic since 1990 increasing van emissions by 67% comparing to 1990s levels.

With GHG emissions related to congestion as well as vehicle traffic, areas which are already constrained or showing signs of congestion, such as those identified in the Enhanced Freight and Logistics Analysis Report, including the M62, M6 and A1(M) will produce increased emissions of GHG unless interventions are undertaken.

8.1 Decarbonisation targets

In July 2018 the DfT published The Road to Zero²² strategy setting out a commitment to end the sale of new conventional petrol and diesel cars and vans by 2040 and laying out steps to decarbonise road transport including freight with the aim of achieving almost every van and car to be zero emission.

In June 2019 the UK Government made the legally binding commitment to achieve net zero greenhouse gas (GHG) emissions by 2050 and in April 2021 stated their intention to align with the Climate Change Committee's sixth carbon budget, including a 78% reduction in whole economy emissions by 2035. In 2020, DfT has brought the date to end the sale of petrol and diesel cars and vans forward to 2030, or earlier if a faster transition appears feasible.

As a starting point to developing the policy that will form the Transport Decarbonisation Plan, DfT has published in 2020 the 'Decarbonising transport: setting the challenge'²³ which set the direction of travel, at a high level, in terms of the focus of policies and priority areas likely to be included in the governments Transport Decarbonisation Strategy.

²¹ Transport Statistics Great Britain: 2020 summary, Department for Transport (DfT), published on 17 December 2020

²² The Road to Zero, Department for Transport (DfT), July 2018, ([The Road to Zero \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk))

²³ Decarbonising transport: setting the challenge, Department for Transport (DfT), March 2020, ([Decarbonising Transport: Setting the Challenge \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk))

Within its Strategic Transport Plan (STP), TfN committed to the development of a Northern Decarbonisation Pathway to 2050, to support meeting the national net zero pathway. TfN's response to DfT's 'Decarbonising transport: setting the challenge' was one of the first steps that TfN undertook to support developing the coordinated National Transport decarbonisation Plan. In this response TfN identified key messages and recommendations to be considered by the government:

- The need for a quantified national pathway to net zero for transport by 2050, and a clear functional policy framework.
- The need for certainty on the role of national and local government, as well as STBs and the private sector.
- The need for a clear decision on road user charging for all roads.
- The need to develop an inclusive decarbonised transport solution for those living in dispersed communities.
- That government should utilise the evidence base being prepared by TfN and other STBs.
- That the North is awarded an equitable share of any funding for the trialling and development of emerging technologies.

Following this first examination of the decarbonisation challenges, TfN has developed the TfN's Decarbonisation Strategy, which sets TfN's decarbonisation trajectory, estimates the future baseline emissions under each Future Travel Scenario²⁴ and explores the likely level of policy commitment required to bridge the gap between the forecast emissions under the Future Travel Scenarios and the required emissions under the Decarbonisation Trajectory (known as Policy Gap). The result of this analysis forms TfN's Decarbonisation Pathways and provides the focus for related policy recommendations and TfN's priority decarbonisation actions to 2025.

The measures cover both passenger and freight movement and fall under three broad themes:

- 1.** Zero Emissions Vehicles and a shift towards smaller cars
- 2.** Demand management
- 3.** Improvements to conventional vehicle efficiency

Under each theme, TfN has prepared a package of policies and actions, including specifically in relation to freight, that can support addressing the policy gaps at different levels of responsibility: nationally, by the Government, locally, by TfN Partners and regionally by TfN.

8.2 Decarbonisation challenges

²⁴ Further detail on what the future travel scenarios consist presented in Chapter 5, section 'Future scenarios and uncertainty'

The NIC report²⁵ emphasises the importance of regulatory certainty and consistency in driving positive innovative changes in the freight and logistics sector. A regulatory framework that sets out policies that consider and encourage technological advancements is fundamental to achieving the net-zero pathway. Uncertainty on future freight regulations, such as the type of alternative fuels technology to adopt, creates significant challenges for both freight industry and planning of infrastructure.

While the technology for zero emissions cars is well advanced, there is more uncertainty about the optimal technology for zero emissions HGVs. This provides a significant challenge for meeting sales targets for zero emissions HGVs that TfN has set out for the next 25 years, presented in the table below.

Table 1: TfN’s Decarbonisation Strategy pathway

		2025	2030	2035	2040	2045
ZEV share of sales	Cars	55%	100%	100%	100%	100%
	Vans	40%	100%	100%	100%	100%
	HGVs	26%	44%	72%	100%	100%
Rail decarbonisation	Co2 reduction on baseline	0%	25%	75%	100%	100%

Hydrogen powered delivery vehicles which emit no tailpipe GHG nor any other harmful exhaust gases, are likely to have a crucial role in achieving the carbon targets. However, there are several barriers and challenges, ranging from providing adequate refuelling infrastructure to funding support, production technology and cost. Technology trial projects would provide essential evidence for the feasibility of different HGV technologies. With the support of robust strategies that promote the adoption of alternative fuelled freight vehicles (decarbonisation strategies, funding, aligned strategic transport plans) and by gathering evidence through demonstrators there is an opportunity to raise the confidence of HGVs fleet owners and leverage regional partnerships in the North to purchase zero emission HGVs in bulk.

Within the North, many Local Authorities have already taken action to drive the change towards alternative fuel with EV Charging initiatives to reduce carbon emissions; however most of the initiatives are focused on private vehicle users since there is still a lot of uncertainty about the optimal technology for zero emission HGVs.

²⁵ Future of Freight – Interim Report, National Infrastructure Commission (NIC), December 2018

A priority activity identified within TfN's Decarbonisation Strategy is to undertake or facilitate a pan-northern hydrogen transport refuelling strategy, to provide a 'look-ahead' of what an effective hydrogen refuelling network for the north could look like, servicing both HGVs and rail. Taking into account factors related to the supply and transport of hydrogen, as well as the spatial requirements of refuelling facilities, the study would provide an important part of the evidence base upon which both policy makers and freight operators can begin to make future investment decisions.

Although freight operators are already strongly incentivised towards efficiency, some opportunities for improvement, particularly in relation to reducing vehicle mileage and increasing vehicle efficiency are missed due to barriers in terms of information sharing between operators. Data democratisation measures, would ensure that all freight operators both large and small would again be able to make operational and investment decision based on robust and current evidence.

Last mile freight deliveries using active modes can also contribute to achieving the national net zero goal. Utilisation of cargo and e-cargo-bikes can help deliver low or zero carbon delivery networks, alongside demand management measures such as promoting and incentivising the use of green shipping options by both shippers and consumers.

Freight consolidation at different stages of the transport chain, from the procurement to the last-mile delivery, also gives an opportunity to reduce carbon emissions. By optimising the parcels transported in each vehicle and using the vehicle capacity more efficiently it is possible to reduce the number of goods vehicles trips which leads to a reduction in carbon emissions and congestion, by potentially removing a number of vehicles from the road network. Micro-consolidation centres can also make the use of cargo and e-cargo bikes more effective.

9 Road freight interventions and measures

Potential road freight interventions range from road freight policies focused on air quality, decarbonisation, safety and efficiency to physical improvements of the road network infrastructure. This section examines each of these areas and pulls where appropriate on a number of the undertakings within TfN's Decarbonisation Strategy to ensure that both strategies are completely aligned.

9.1 Potential detailed road freight policies and measures:

- A thorough assessment is recommended to be undertaken on air quality across the TfN region to measure the adverse impact that the increasing number of freight movements is likely to have on the northern population;
- Work with local authorities to facilitate innovative urban delivery trials focused on the use of active and electric modes to deliver parcels in the urban environment (cargo-bikes, e-cargo bikes, portering);
- Work with local authorities to assess the opportunity of introducing consolidation centres (ranging from micro to regional consolidation centres) to reduce the number of freight trips in urban centres, where air quality and congestion is particularly challenging;
- Assessment of current HGV parking provision and provide suitable parking sites to meet the current and future demand (ensuring future proof solutions in line with alternative fuels uptake);
- Introduction of Smart and connected road networks that link Major Road Network routes and distribution centres and warehouses (complementing the highways' improvement measures proposed in the Road Investment Programme) to monitor traffic levels, improve incident management, provide better customer information and increase journey time reliability;
- Examine the potential of introducing HGV only lanes on strategic road corridors; and
- Detailed data collection of freight movements at corridor level but also in urban centres.
- Working with and influencing government to support information democratisation schemes that make the latest information on the best efficiency schemes and technology advice available to everyone.
- Work with local authority partners and Highways England to facilitate large ZEV truck trials in high traffic corridors in the North.
- Support partners to aggregate large orders of ZEV vans and trucks across the North, to signal to manufacturers that the regional demand is present.
- Exploring the potential for our partners (ports, local authorities and delivery authorities) to work together to deliver effective 'port to port' multi-modal, hydrogen and/or electric refuelling corridors across our region.
- Research on appropriate place-based low carbon, urban freight (last-mile) solutions in the North.
- Supporting a pan-northern hydrogen transport refuelling study, providing a 'look-ahead' as to what an effective refuelling network would look like, to be used as evidence by policy makers and freight operators in their investment decisions.

- Engaging with emerging hydrogen partnerships in the North to support the development of a viable business case for hydrogen for first mile freight applications and provide confidence to the supply chain.
- Developing a regional ZEV charging framework, including coverage of the Major Road Network and interaction with local needs and networks. This includes consideration of the needs of cars, vans and HGVs.
- Increasing awareness of fuel-efficient driving styles.

9.2 Road freight decarbonisation

TfN's decarbonisation strategy states that:

1. In order to shift towards Zero Emission Vehicles (ZEV) TfN should invest in Technology demonstration projects to provide evidence for the feasibility of different HGV technologies and the necessary infrastructure to support them. Specific measures include:
 - Develop a pan-northern, low-carbon charging infrastructure plan, to ensure effective consideration of longer, trans-boundary road trips; including consideration of a charge point procurement framework for use by partners and the identification of optimal locations for high-power charging hubs across the North, with input from local authorities and the Distribution Network Operators (DNOs);
 - Work with local authority partners and Highways England to facilitate large ZEV truck trials in high traffic corridors in the North; and
 - Work with local authorities and freight stakeholders to help aggregate large orders of ZEV vans and trucks across the North.
2. TfN will work with the government to support information democratisation schemes that make the latest information on the best efficiency schemes and technology, available to everyone.
3. Through TfN's policy positions and communication and engagement activities, TfN can work with partners to increase public awareness of fuel efficient driving styles and the associated environmental and financial benefits.
4. Undertake or support a pan-northern hydrogen transport refuelling study. Provide confidence to users about the future path of the technology, in particularly with regards to priority application, e.g. hard to electrify rail services and long-haul HGVs.
5. Developing and supporting partnerships to consider port-to-port, multi-modal, zero carbon freight corridors, optimising the economic

benefits that our freeports and clean maritime clusters can generate for our region.

9.3 Physical solutions to the enhance the road of the infrastructure

The list of major schemes identified in TfN's Road Investment programme consists of highways improvement schemes to enhance strategic connections across the North, and to improve the capacity, connectivity, resilience and access to major conurbations, economic centres and industry & logistics clusters, international gateways and intermodal terminals across the region to support economic growth and competitiveness of the northern region. These include A1 and M6 connectivity and dualling schemes, port access work both locally to the ports and wider connecting infrastructure such as the A66 and A1079 and river crossings, access to airports such as Carlisle Lake District and Liverpool John Lennon, M62 improvements which currently connect warehouse clusters and improvements that connect the North to other areas such as the A15 into Lincolnshire and the A19.

The schemes proposed in TfN's Road Investment Programme provide a significant contribution to addressing the network issues identified in the TfN Strategic Development Corridor studies. The suite of schemes aims to improve the East-West and North-South transport connectivity, particularly in terms of journey time reliability and capacity, vital to link relatively closely located northern economic clusters.

10 Key rail interventions

10.1 Network locations recommended for further analysis

Like road, there are a number of rail freight investment schemes and programmes highlighted within the TfN Investment Programme. These include port related gauge enhancements and access for the Port of Hull, Port Salford, Liverpool and Teesport. Also reference to warehousing development sites such as Parkside. Additionally, there is reference to WCML enhancements and the need for a gauge cleared route along the East West axis across the North.

The need to understand the Castlefield corridor and the northern section of the East Coast mainline including the need for potential line re-openings to reduce congestion.

Further work to address the needs for the schemes and programmes highlighted above is referenced within the recommendations of the Strategy and will form a key part of the required work we undertake across TfN as we progress.

11 Freight Future Scenarios

The strategy so far has been developed using suites of existing evidence and analysis. We have ambitious plans to grow and improve the modelling and analysis capability within TfN to support and develop the way we build business cases.

The following sections detail how we will mobilise the activity. Using TfN's Future Travel Scenarios as a starting point, we have undertaken further work to produce forecasts of freight movements associated with potential changes in future land-use, economic growth and different policy outcomes.

11.1 Evidence of Freight Future Scenarios

TfN commissioned MDS Transmodal (MDST) to undertake a freight future scenarios study in 2020. The study takes the land use and qualitative definitions of individual scenarios specified by TfN and applies them within the Great Britain Freight Model (GBFM) to provide quantitative assessments of the distribution of economic activity, economic growth, road network performance and technological take-up.

The freight measure options that are used to structure the assumptions of the four future scenarios include:

- Carbon pricing, which reflects a policy environment that encourages the use of "greener" transport and leads to differential increases in fuel costs across modes;
- Road pricing, which leads to increased road costs, varying by road type;
- Autonomous vehicles, which leads to differential rates of uptake through time across modes generating mode specific reductions in vehicle operating costs;
- Warehousing, which defines whether or not new warehousing location is increasingly concentrated around railheads in the future
- Brexit impact, means additional costs of trading with the EU on customs checks, cabotage and drivers' wages; and

- Larger ships, showing the trend towards larger vessels especially on longer sea crossings.

Population growth differs by area type to reflect different spatial planning measures seen across our 4 TfN Future Travel Scenarios. Scenario Prioritised Places has the highest growth in rural area, indicating a fair redistribution of economic activities across all types of areas. The assumptions made for employment, GVA and population growth are all specified by TfN and consistent with the car future travel scenarios assumptions.

Table 2 provides a summary of freight measure assumptions made for each future scenario.

Table 2 Summary of Freight Future Scenarios Model Assumptions

Scenario/input	Just about managing (JAM)	Prioritised places (PP)	Digitally distributed (DD)	Urban Zero Carbon (Uzc)
Population	As provided by TfN			
Employment	As provided by TfN			
GVA/head	As provided by TfN			
Labour cost	As implied by TfN's GVA / head nationally			
Fuel	WebTAG			
Carbon pricing	zero	zero	£1/litre eq.	£1/litre eq.
Road pricing	zero	Non-user costs added to user costs	zero	Non-user costs added to user costs
Autonomous vehicles	moderate	low	high	moderate
Land use	Neutral	Rail based	Neutral	Rail based
Road network performance	Base year HGV distance and time skims retained for future scenarios			
Brexit	Extra £100 on all driver-accompanied HGV ferry services			
Larger ships	Larger ships on longer crossings			

Key findings from the study are:

- Road is likely to continue to be the most heavily used freight mode in the UK, however, all four freight future scenarios have shown a certain degree of mode shift from road to rail comparing to the current baseline situation. Just About Managing sees a future that is

led by markets without much increase in political direction, economic growth continues at a moderate rate. It therefore has the least mode shift among all freight future scenarios.

- Digitally Distributed is driven by technical advances and has a high uptake of autonomous vehicles. Freight takes advantage of lower road operating costs and therefore has the second least mode shift from road to rail.
- Urban Zero Carbon is led by attitudes to climate action and urban place-making, it shows sees Government policy in embracing publicly available transit and active modes. It therefore shows the highest mode shift to rail. Table 3 provides a summary of key observations from the freight scenarios modelling work. In comparison to a 5.9% rail Tonnes KMs mode share in 2018, Just About Managing (JAM), Prioritised Places (PP), Digitally Distributed (DD) and Urban Zero Carbon (UZC) have a rail mode share of 6.2%, 12.7%, 7.7% and 14.8% respectively for year 2050.

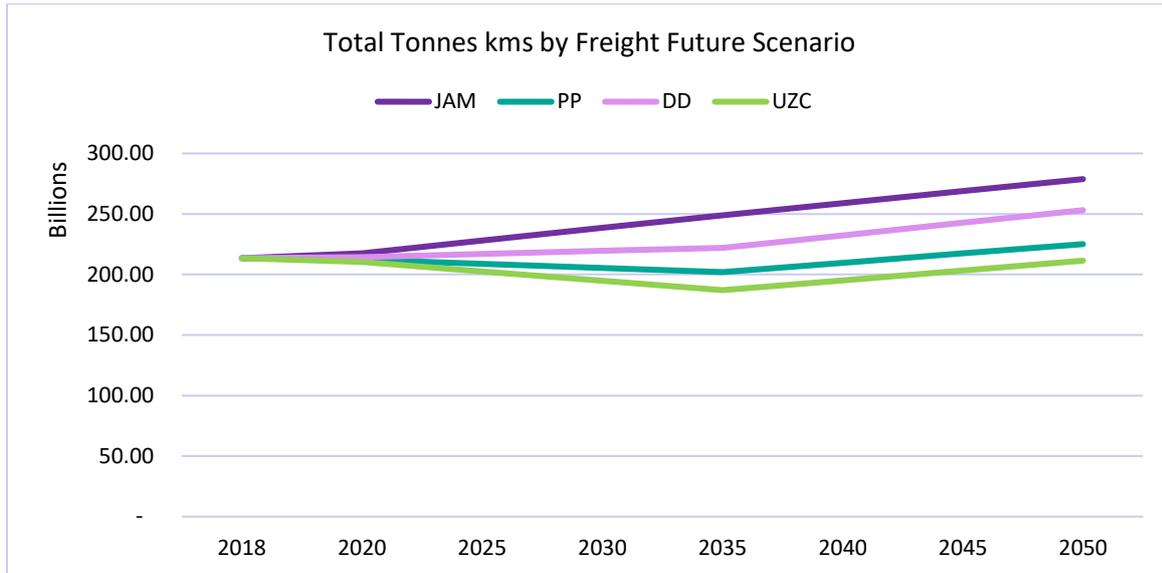
Table 3 Freight Future Scenarios Modelling Output Summary, Year 2050

	Population	Road Pricing and Land Use	Autonomous Vehicles	HGC PCUs	HGV PCU kms	Tonnes	Tonnes kms	Rail Modal Split
2018		-	-	-	-	-	-	5.9%
JAM	+	Neutral	Moderate	● 7.4%	● 33.7%	● 6.1%	● 31.1%	6.2%
PP	+	Non-user costs added to user costs and rail based land use	Low	● 9.4%	● 11.7%	● 7.1%	● 13.7%	12.7%
DD	++	Neutral	High	● 8.7%	● 23.1%	● 6.7%	● 20.8%	7.7%
UZC	++	Non-user costs added to user costs and rail based land use	Moderate	● 10.5%	● 5.9%	● 7.6%	● 9.4%	14.8%

2018 - 2050 output analysis

- Scenario UZC has the most significant reduction in HGV PCU KMs comparing to scenario JAM (a decrease of 27.8%). This is a result of having the highest road costs as a measure of decarbonisation policies which come to the fore. The high road freight costs have led to longer distance freight demand switching from road to rail, it has also encouraged relatively rapid growth of shorter distance hauls.
- Total tonnes KMs shown in Figure 2 refer to all road freight including domestic road, European and non-European inland freight through ports. Scenario JAM shows the highest tonnes KMs with steady growth from 2018. Although scenarios DD and UZC have assumed the highest population growth which means more goods movements in these scenarios, carbon pricing has dampened down the freight traffic in a greater scale and therefore led to lower tonnes KMs comparing to scenario JAM.

Figure 2 Total Road Freight Tonnes KMs for All Freight Future Scenarios



- Table 4 provides a summary of rail freight tonnes demand by commodity category. It shows a significant growth in intermodal rail freight demand particularly in scenario UZC. This is due to several assumptions favouring rail over road in this scenario.
- Likewise, there is a large growth in construction materials demand in scenario UZC. This is also due to the rail-favouring assumptions made for this scenario, and an assumed growth in the market as the market sees an increase in the use of “super-quarries” carrying aggregates over long distances by rail, at the expense of local quarries typically served by road.
- Catering for this rail freight demand would take a large investment in terminals and wagons, and would require sufficient capacity to be available on the network.

Table 4 Rail freight tonnes demand by commodity category (Annual million tonnes)

	2016/7	2035 1_JAM	2035 2_PP	2035 3_DD	2035 4_UZC	2050 1_JAM	2050 2_PP	2050 3_DD	2050 4_UZC
Intermodal	19.07	28.67	71.66	35.09	84.84	39.16	98.69	46.59	115.17
ESI Coal	6.28								
Biomass	6.47	7.52	7.56	7.75	7.74	7.52	7.61	8.10	8.05
Waste	1.23	1.23	1.22	1.25	1.25	1.23	1.22	1.28	1.29

Construction materials	23.55	22.19	41.97	31.99	42.01	35.41	58.16	41.25	60.52
Spoil (construction)	0.74	0.44	1.30	1.06	1.30	1.12	1.66	1.35	1.69
Petroleum	4.71	4.71	5.30	5.04	5.42	4.92	5.42	5.27	5.64
Chemicals	0.90	0.88	1.05	0.98	1.09	0.94	1.10	1.05	1.17
Industrial Minerals	1.34	1.18	1.85	1.56	1.87	1.48	1.92	1.71	1.97
Metals	7.44	6.94	9.86	7.84	10.08	7.99	10.09	8.64	10.57
Automotive	0.45	0.48	0.55	0.52	0.59	0.50	0.55	0.53	0.60
Iron Ore	4.26	4.26	4.28	4.39	4.39	4.26	4.30	4.59	4.58
Coal Other	1.95	1.95	1.96	2.00	1.99	1.95	1.96	2.06	2.05
Other	0.33	0.41	0.68	0.43	0.72	0.43	0.68	0.45	0.74
Empty returns for containers carrying bulks	0.41	0.42	0.44	0.43	0.46	0.42	0.44	0.44	0.47
Engineering	6.66	6.66	6.65	6.71	6.71	6.66	6.65	6.78	6.78
Grand Total	85.79	87.92	156.34	107.04	170.46	113.98	200.44	130.09	221.30

- Taking M62 corridor as an example, Table 5 shows a summary of road and rail tonnes KMs for each freight future scenario. With limited rail freight network and facilities, rail freight mode share is dramatically low. There is also no opportunity for a greater mode shift from road to rail. It implies that without adequate rail infrastructure in place, there would be relatively limited space for the exogenous policy interference to take effect for the purpose of encouraging modal shift from road to rail.

Table 5 Road and Rail Freight Demand for Future Scenarios – M62 Corridor

	Tonnes_km road	Tonnes_km rail	Rail modal split
2018	8,168,354,747	41,336,675	0.50%
2035 JAM	8,372,585,961	56,554,386	0.67%

2035 PP	9,208,706,338	149,326,691	1.60%
2035 DD	8,515,862,272	58,151,472	0.68%
2035 UZC	9,329,308,134	177,979,248	1.87%
2050 JAM	8,402,562,014	60,600,598	0.72%
2050 PP	9,532,439,376	245,551,796	2.51%
2050 DD	8,622,432,842	63,378,171	0.73%
2050 UZC	9,807,220,365	295,309,568	2.92%

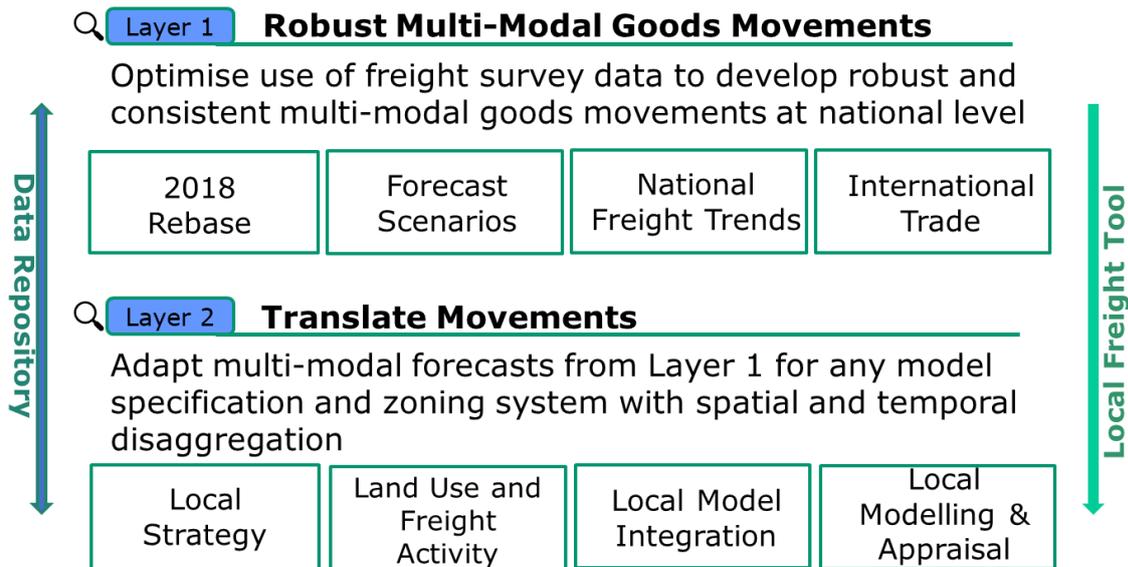
12 TfN Freight Modelling and Analysis

12.1 Freight Analysis Strategy

Over the past years, TfN worked on developing the freight modelling and analysis evidence to support TfN's Strategic Transport Plan and Northern Transport Charter. The focus has been to improve the quality of freight data and models, assess the multi-modal freight impacts and the freight factors external to the transport investment.

TfN has been creating an environment for local freight planning, modelling and appraisal, as well as building robust and consistent freight analysis for the North. TfN's Technical Assurance, Modelling and Economics (TAME) team has identified a two-layer freight modelling and analysis strategy as shown in Figure 3.

Figure 3 TfN Freight Modelling and Analysis Strategy



Layer 1 focuses on developing robust multi-modal annual movements. This layer maps a strong foundation for the local freight analysis for the North. Layer 2 undertakes freight analysis at the regional and below regional level. The freight data and models are integrated with the other TfN Analytical Framework models in this layer to support TfN Investment Programme studies and freight analysis requirements in the North.

12.2 TfN Freight Models

TfN is developing its freight modelling and appraisal capacity and aims to build a holistic freight analysis eco-system to support TfN investment programmes and freight strategy studies. TfN also has the objective of supporting freight analysis requirements from Local Authority Partners and the other stakeholders, promoting efficiency and collaboration across public sector activities.

The models enable the multi-modal freight assessment across road, rail and maritime, allowing more focused temporal, spatial and logistical advances to be made. Table 6 lists the freight models that are used in TfN.

Table 6 TfN Freight Models

Model Name	Owner	Model Description
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Great Britain Freight Model (GBFM)	MDS Transmodal	<ul style="list-style-type: none"> • Strategic four-stage freight model • Multi-modal (rail, road and water) freight choice model • Inclusion of domestic, European and non-European route choice and demand integration • Capable of comprehensive forecasting scenario testing
Local Freight Tool	Transport for the North (TfN)	<ul style="list-style-type: none"> • Annual tonnes to local freight traffic conversion by GV vehicle type and road type with spatial and temporal refinement • A dedicated van modelling tool (NLGV) • Dealing with misalignment of forecasting demand between different models • Flexibility of zoning and cost conversion
Freight Meta-Model	Transport for the North (TfN)	<ul style="list-style-type: none"> • Interpolation of freight forecasting demand for a range of policy query / dimensions • Current policy dimensions include unified change in road cost, population and employment growth and warehousing growth • Current development to take account of potential spatial variations
TfN Freight Data Repository (prototype stage)	Transport for the North (TfN)	<ul style="list-style-type: none"> • Open-source multi-modal freight data collection • Modelled data visualisation demonstrating more detailed spatial granularity • Online and offline data requests

In July 2020, TfN commissioned MDS Transmodal (MDST) to deliver a 2018 version of the GBFM model. The model adopted the most up to date input data for road, rail and maritime and focused on improving the accuracy of the output data and the robustness of the conversion process used in the model. This new model version has been installed on a TfN server.

The Local Freight Tool and Freight Meta-Model build an interface to translate the mainline GB freight activities and annual freight demand into a format that can be used for the local freight policy analysis. The Local Freight Tool focuses on improving the spatial and temporal accuracy of the annual tonnage to local freight traffic conversion process. The Freight

Meta-Model is a policy scenario testing tool, which interpolates freight forecasting demand for a series of policy dimensions.

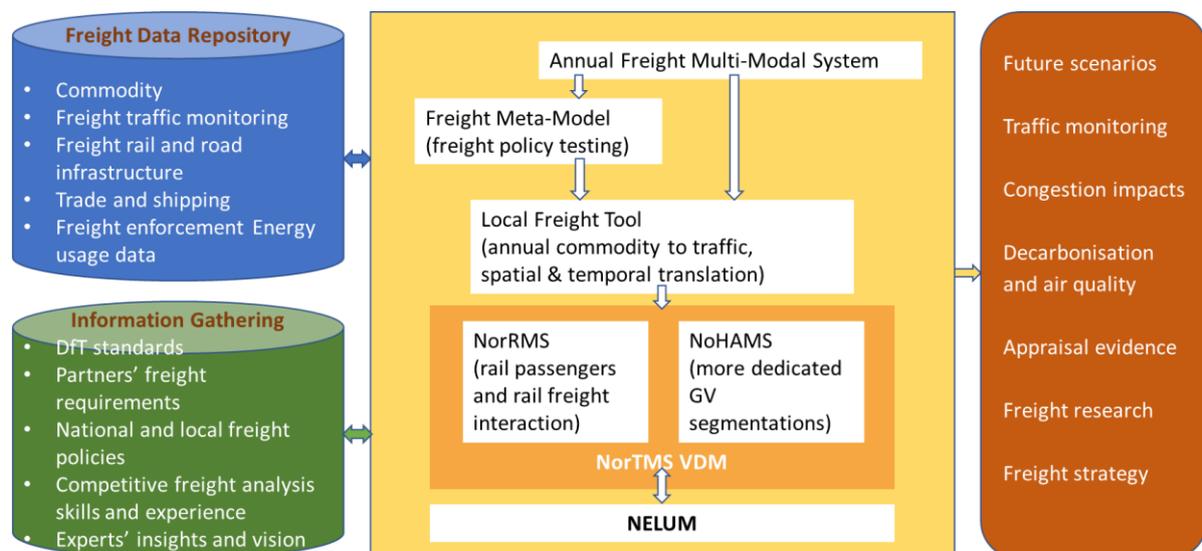
The Freight Data Repository is a collection of structural freight data that is presented in a data monitoring and maintenance system. During the development discovery stage, TfN has identified a number of key freight data challenges, including:

- The general lack of detailed freight data, both in terms of the specific origins / destinations, freight routes taken, position in the supply-chain and commodities carried;
- Data 'patchiness' and the lack of depth/inconsistency of data across regions, modes and sectors;
- Over reliance on small sample/data set sizes to accurately represent the wider freight system (and deficiencies in accuracy / relevance as result of this in existing key data sets); and
- The lack of consistent data models and standards; and the ability to usefully link data sets between different sectors and freight transport modes.

The Freight Data Repository aims to tackle the freight data challenges, deliver a convenient approach for users to easily search, query and download open source data. The Freight Data Repository also maintains the freight demand and traffic data produced using TfN models. The modelled data provides more disaggregated segmentations in terms of vehicle type, area type, spatial distribution and time profile.

Figure 4 provides a high-level overview of TfN freight analysis operating model.

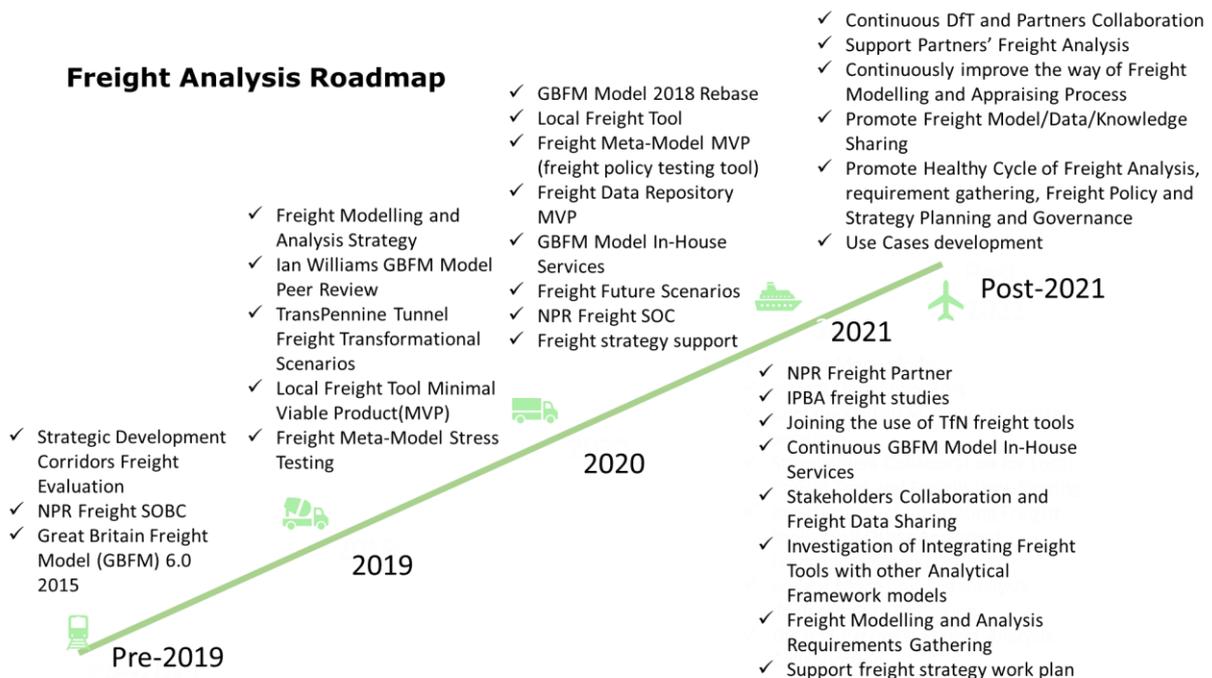
Figure 4 TfN Freight Analysis Operating Model



12.3 TfN Freight Analysis

TfN is working collaboratively with internal and external stakeholders and delivers evidence base to support freight economic and environmental studies. Figure 5 provides a summary of TfN modelling and analysis activities. In the coming year, TfN will continuously upgrade its freight models and promote its freight analysis on a wider spectrum. TfN will focus on the freight analysis pipeline being identified through TfN Freight Strategy and work closely with partners to deliver multi-modal freight business cases.

Figure 5 TfN Freight Modelling and Analysis Activities



13 How will we deliver this Freight and Logistics Strategy?

Currently, as was the position when we launched the Strategic Transport Plan in 2019, the role of TfN is to provide Statutory advice to government on key investments in infrastructure related to the North. This strategy sits very much within the spirit of that. However, work on the Northern Transport Charter by the Board outlines the vision that would enable TfN to have a greater role in decision making and funding allocation.

In the current climate TfN will continue to be active in the right places to support the development of Freight and Logistics programmes of work that will benefit the North. This involves working closely with the Department for Transport's teams and helping them join up activity where possible. This involves the data and analysis activity, ports and maritime, freight grants and the Future of Freight.

We also work closely with Network Rail on securing investment in freight schemes that benefit the North. This also includes supporting schemes that provide better access to the North through improving the network that sits outside our boundary. A key example of this is work at Ely will help improve journey times of flows from Felixstowe to the North West, vastly improving the viability of the journeys made.

This is a crucial point, the freight and logistics outlook for the North is significantly different to that of passengers. There are journeys that travel through the North, those that start, those that end and those that stay within the North. All these journeys need to be carefully considered so that the experience of freight operators is coherent, smooth and reliable to ensure we maximise investment opportunities for the area.

The team working on setting up Great British Railways has pleasingly already contacted areas of TfN, including for Freight. As the organisation is set up and develops, we expect to play a leading role in securing investment for the North of England to ensure the new organisation's name lives up to its ambition.

Work progressing on the Investment Programme Benefits Analysis puts TfN in a sound and powerful position to understand the benefits of how the Investment Programme can be delivered and broadly the best sequence the activity should be done in. There are rail and road schemes within that work that are stand alone freight schemes.

Work planned by the TAME team at TfN includes looking at how best to appraise a freight scheme using the new tools and understanding we have developed. This will allow stronger Strategic Cases to be developed in line with the Government's recently reviewed Green Book. It will also help

those projects where freight benefits as well as passengers and will be able to better articulate these. All adding value to the development of stronger business cases that will help drive the Levelling Up ambition that Government has for the North.

13.1 Recommendations and Governance

The key recommendations presented to Board to approve for the Transport for the North Freight and Logistics Strategy are set out below. They will be discussed and approved for consultation by TfN Board. Then there will be opportunity for the people active in the sector to contribute further through the consultation.

Whilst the consultation is progressed, TfN will begin work on the freight analysis and strengthening business cases as this is a key priority and has already been agreed within the TfN Business Plan for this year.

It must be noted that these recommendations remain draft until approved as a final version by TfN Board in Autumn 2021. Once agreed, they will be turned into an action plan that will be monitored by the TfN Strategic Oversight Group, supported by the TfN Freight and Logistics Working Group as required.

The proposed Freight and Logistics Strategy recommendations are:

1. Continue working on proposed TfN highways schemes and programmes as previously published in the TfN Investment Programme and subsequent studies ensuring the freight dimension is advocated strongly within the Strategic and Economic Case. TfN is continuing to improve methods for appraising user and non-user benefits that freight brings to the economy. This includes partner led schemes – adding support where required;
2. To develop policy levers that support the development of new freight warehouse location clusters in the North. Particularly,
 - a. where there is more detailed forecasting of the warehousing market across all modes showing opportunity for the North;
 - b. where such terminals are rail connected; and
 - c. where such terminals are not on the same rail line as Trafford Park or existing rail terminals to increase the opportunity for modal shift from road haulage to rail;

3. To ensure Northern Powerhouse Rail supports the existing freight traffic and enhances capacity and capability for existing freight and freight growth. This should focus on those route sections where capacity is likely to be constrained which includes the West Coast Mainline north of Golborne, Midland Mainline through Sheffield area, East Coast mainline 2 track section via Durham and the routes across Manchester. Additionally, it should include areas of opportunity. This may require the development of alternative freight priority routes which would need to be examined closely with industry once the Northern Powerhouse Rail routes are agreed to ensure existing rights remain unaffected;
4. To undertake detailed consultation to understand the demand forecasts within the business case for the Trans Pennine Route Upgrade option which includes freight gauge enhancement and that the network capacity for the forecast extra traffic is reserved;
5. To support the developing approach to decarbonising rail freight as outlined in TfN's Decarbonisation Strategy. This includes working with Network Rail, freight operating companies and train operating companies to ensure:
 - a. we understand the need for incremental electrification of freight;
 - b. influence government to fund a core network for electrification (inc. freight paths and the need to electrify node to node (e.g. into ports);
 - c. there is sufficient capacity to allow freight traffic to run directly from origin to destination and with minimum dwell times in loops and on the network, reducing emissions from existing diesel trains; and
 - d. that there is ongoing and successful development of alternative low carbon technology for freight locomotives with support from national government.
6. TfN's Decarbonisation Strategy has a key action to facilitate and develop partnerships to achieve port to port zero-carbon multimodal corridors. We aim to capitalise on two areas: firstly the freeport status of a number of our ports and the tax and customs benefits the status brings to the ports and their hinterlands, secondly, the potential to both produce and use green fuels in these locations for fuel intensive industry clusters but also for the first mile freight that flows out of and into our ports including HGVs, rail and maritime. We will liaise with industry to develop the best model for this with initial discussions with the Northern Ports and existing clean growth partnerships.

7. Underpinned by detailed analysis from the TAME activity, develop a suite of policy related interventions relating to air quality, impacts of urban delivery on consolidation/distribution centre locations, detailed understanding of road freight movements including vans, heavy and light good vehicles and Smart Motorways, micro-consolidation, green shipping options, freight efficiency and use of e-cargo bikes and future uses of infrastructure. This will support and further the Northern element of the DfT's Future of Freight work.
8. Work across the TAME and Strategy Teams at TfN with the Department for Transport in developing the Data Discovery project. This will encourage data democratisation which will lead onto increased levels of freight efficiency, reduced emissions and will enable partners to access more freight data that will strengthen and enhance business cases that include a freight and logistics element.
9. Develop plans for recommended locations for rail connected warehousing working alongside partners and their emerging timescales for Local Plans with particular recognition of any changes to the planning regime soon to be implemented;
10. Remain actively engaged in using and analysing emerging evidence of the effects of Brexit, Covid 19 and other recent economic shocks. Understand and communicate how this affects the movements of freight on an East-West and North-South basis, how demand for and access to ports changes and potential change in uses of freight terminals including distribution centres. This should then be utilised in business case development and the refreshed TfN Strategic Transport Plan.

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Meeting: Transport for the North Chief Executive Consultation Call (Board)

Subject: Northern Transport Charter

Author: Lucy Jacques, Acting Head of Policy and Strategy

Sponsor: Tim Foster, Strategy and Programme Director

Meeting Date: Tuesday, 27 July 2021

1. Purpose of the Report:

1.1 The Northern Transport Charter (NTC) was adopted by TfN Board in September 2020 following extensive work by a member led working group supported by officers. The NTC sets out a roadmap toward further, long-term devolution around four areas:

- Putting passengers at the heart of the railways
- Leading Northern strategic scheme planning and delivery
- Managing a long-term Northern funding settlement
- Championing an inclusive and sustainable North

1.2 Post adoption, the NTC sits alongside the statutory STP as the agreed 'blueprint' for how TfN can evolve as a body and the members aspirations for further devolution of powers and funding to TfN.

1.3 The 21/22 business plan identifies a number of activities that will further contribute to developing and embedding the NTC in our day-to-day activities with our current powers and resources. These were identified as those most likely to demonstrate tangible progress under current powers and funding arrangements.

1.4 KPI 20 defines the key activities we need to achieve to measure our success as follows. *Progress the advanced prioritisation mechanisms set out in the Northern Transport Charter, including analytical tools to allow prioritisation on a wider basis (economic, social, and decarbonisation) and independent assurance arrangements by March 2022.*

1.5 In the short term TfN is focusing on the activities which will add value and accelerate investment in transport schemes, focus on delivering evidence and analysis and embedding that within our own decision making processes, whilst influencing national government and delivery bodies to ensure that the North is fairly represented in investment decision making.

1.6 Development of detailed proposals to support these activities is overseen by the new NTC Members Working Group, which is made up of a delegation of TfN members and officers and met for the first time on 3rd June 2021.

1.7 This report provides members with an overview on the Charter development plans for financial year 21/22 and seeks Board approval to progress to the next stages of development as outlined in the TfN Business Plan.

2. Priority activities for 2021/22

2.1 Fundamentally there are three key elements to the proposed NTC development in FY 21/22.

1. **Demonstrate capability** selling our successes, developing delivery plans and demonstrating strengthened decision making.
2. **Telling the NTC story** increase awareness of the NTC and look to use opportunities to seek further endorsement of the Charter's aspirations.
3. **Defined activities** including further scoping, developing and piloting innovative approaches to support TfN, our partners and government make decisions differently

3. Demonstrating TfN capability

3.1 The NTC MWG have been clear that we need to build confidence in TfN's capability across decision making, prioritisation and evidence development. Key to this will be to draw together the examples of demonstrable progress across a number of TfN workstreams to demonstrate both achievement and capability building in the organisation. This will include collating case studies of where TfN has added real tangible value both to partners and national government to support us in telling the NTC story.

3.2 In addition to focusing on TfN's past successes there are also a number of current and planned activities that will enable TfN to demonstrate tangible progress as an organisation including the current focus on decarbonisation and freight, the work on Northern Powerhouse Rail, and our ground breaking analytical work. In responding to the Williams Shapps Plan for Rail, we have outlined the key capabilities and added value of TfN, generating a positive response from government. The key opportunities to demonstrate progress are set out in Annex 3 of this report.

4. Telling the NTC Story

4.1 Central to the NTC is how we tell a compelling story to partners, government and the public about what TfN does, how we add value but also our future aspirations and ambitions for the North. As such a

detailed Communications & Engagement plan has been worked up to support this work (Annex 2), the plan outlines a key aim of the work this year will be to increase awareness of the NTC and look to use opportunities to seek further endorsement of the Charter's aspirations.

- 4.2 In line with this the aims of the Engagement activity to support the NTC will therefore be to:
- Increase awareness of the Northern Transport Charter via TfN's external and internal channels, Member/partner engagement, and events, therefore encouraging people to attend the real/virtual events.
 - Organise a series of well-attended virtual/real events, interventions, and meetings that garner agreement to NTC objectives.
 - Execute well-planned interventions that grabbed the attention of key target groups and elicit support for NTC aspirations.
- 4.3 The "TfN Story" on the Northern Transport Charter will also inform and shape TfN's SR21 submission with a strong focus on recognising TfN's successes, capabilities and strengths. Should members approve the approach, delivery of the comms plan will get underway immediately working with members and their communications leads.

5. Defined Activities

- 5.1 At the heart of the NTC is how we champion an inclusive and sustainable North. Central to members thinking has been an ambition to make decisions differently to ensure any transport investment delivers the outcomes the North wants. Fundamental to doing this is the need to build evidence and agree a mechanism to prioritise and sequence our investment programme by weighting economic, social and environmental outcomes dependent on what TfN board deems the most important at any particular point of time.
- 5.2 In order for TfN Board to make those decisions there needs to be an evidence led process, informed by experts to ensure credibility but also supported by public participation, to ensure that any decisions made about future transport investment are influenced by those who will be directly impacted. Decisions need to reflect the views of the North's diverse population and much more can be done to ensure we consider the needs of different socio-economic groups.
- 5.3 To support the further development of our thinking and to embed the ethos of the NTC into TfN business as usual there are a number of activities identified as business plan priorities, we are now looking to progress throughout the next financial year including:

- **Developing and piloting a Citizens Assembly and Panel**, to engage the public in a more proactive way in the decision-making process.
- **Establishing an Independent Advisory Group**, drawing on external experts to provide bespoke advice to board on complex matters, providing additional robustness and credibility to the decision-making process.
- **Developing a Northern Appraisal Framework**, building on TfN's ground breaking analytical tools and evidence base to create an appraisal system that works for the North, which is consistent with and capable of undertaking appraisal against government's objectives but can also assess schemes and programmes against the TfN Board's objectives and preferred weighting of different outcomes.

Develop and Pilot Citizens Assembly and Panel

- 5.4 A Citizens' Assembly and/or Panel was one of the key proposals outlined in the NTC and identified in the business plan as an 2021/22 activity. Underpinning these processes is the concept of inclusivity: the panel should be open to all, regardless of political opinion, age, ethnicity or any other protected characteristic. Inclusivity aligns with many of TfN's aims and objectives. Through its collaborative and people focused approach, a citizens' assembly could support these ambitions.
- 5.5 As a first step, TfN commissioned Arup to undertake some initial scoping research to review existing examples and approaches and outline the key considerations for TfN. That review found there are largely two different approaches that exists for this type of deliberate decision making with the public, Citizens Assemblies and Citizens Panels, the main differences in these approaches are defined below.
- 5.6 Citizens Assemblies
- This approach uses the citizens to make policy recommendations to an authority through an intensive, deliberative process.
 - Activities often take place in person but can happen virtually.
 - Defined outputs such as policy recommendations are produced, and the commissioning authority is committed to responding to the outputs.
 - To ensure legitimacy, assemblies should be demographically representative.
 - They may also require oversight from stakeholders and expert advisors to ensure an unbiased process.
 - Assemblies of this type tend to be of between 25-150 people, so it is possible for them to come to a consensus.
 - They are time limited.
 - This approach is suitable for solving specific challenges, such as how to decarbonise the economy and forming rail passengers' priorities.

- Northern examples of this include Leeds Climate Commission and the North of Tyne Climate Assembly.

5.7 Citizens Panels

- This approach uses a panel as a standing body for consultation, learning and engagement purposes. Once convened, the panel can be asked to discuss a variety of issues.
- Activities take place mainly online and in a variety of forms.
- Outputs are not defined and the authority is not bound to respond to any recommendations. The outputs and workings of the panel can evolve over time to suit the needs of the authority.
- Such panels can be run less formally, with cheaper recruitment methods used.
- Panels of this type tend to be of 1,000 people plus, so as large a range of experiences can be gathered as possible.
- This approach is suitable for gaining input and oversight from the public, contributing to wider engagement strategies and strengthening understanding of lived experiences.
- An existing Northern example of this approach exists at Cheshire West & Chester Council.

5.8 There is merit in exploring both options as they both provide such different outputs and could be used to support TfN officers and boards in different ways. A panel could help shape the work programmes for the year ahead, as an online platform is more responsive and allows informal engagement for TfN officers to shape future activity. Whereas an assembly could support Board or Rail North Committee by providing a considered view from the citizens assembly as part of deliberate decision making. The assembly should be non-partisan and non-political but allow a litmus test of the views of citizens and customers of the transport network.

5.9 The research also emphasises the need for careful implementation and testing of these approaches before they are fully implemented within TfN. So, following completion of the initial scoping stage, we now propose to move onto the next stage to design and commission an appropriate pilot which we'll work with the NTC MWG to develop and implement this financial year.

5.10 By piloting a TfN Citizens Assembly and panel we will be testing how we can to empower citizens to play a proactive role in the TfN decision making process with the end output of the activity providing qualitative insight to inform policy recommendations, consequently providing an additional level of credibility to support Board decisions.

Establish an Independent Assurance / Advisory Group

5.11 Included as part of the proposed NTC governance structure and would see a more formal process put in place to convene independent expert

advice to support TfN Board on specific issues, this was included as another business plan priority for this financial year.

- 5.12 Initial scoping and informal conversations with the NTC MWG has found that this Independent Advisory Group would be best served as a research oversight group, working independently away from TfN and its authorities and giving academics and industry experts opportunity to review our work and make recommendations. TfN has already utilised these mechanisms before both to inform officer thinking through the Future Travel Scenarios but also to provide direct advice to Board as required (for example Richard George's review of the Manchester Piccadilly station options in 2020). We envisage that both approaches (proactive and reactive) could be used over time depending on the specifics of the decision.
- 5.13 A practical example of where this might be most useful this financial year would be to explore governments recent commitment to include aviation and shipping emissions in the UK transport decarbonisation target. The Board will need to consider how this could be reflected in the TfN Strategy currently out for consultation. Given the sensitive nature of this topic and the technical complexity of the issues and governance, it would be prudent to draw on external experts to provide additional advice to Board & TfN officers before we finalise our Decarbonisation Strategy. If members agree, we would develop this as a pilot and work with the MWG on embedding the approach into TfN.

Developing a Northern Appraisal Framework

- 5.14 As identified in paragraph 1.4 above this is a key performance indicator for TfN and partners this financial year, in addition to the KPI itself the business plan also outlines our commitment to:
- Develop and adopt our innovative analytical tools to target investments that, as well as supporting economic growth, address the need to deliver environmental, social and health benefits; as well as to
 - Take forward a developed Northern Investment Programme to lead strategic planning for the North, underpinned by compelling evidence.
- 5.15 TfN has now built the "**Northern Appraisal Framework**" envisaged in the NTC, and this is being applied in both Northern Powerhouse Rail and in the assessment of the TfN Investment Programme currently underway. The TfN tools and models fully represent the economic and environmental benefits from investing in the North's economy including mechanisms to better represent social and distributional impacts of transport investment. This is fundamental to the NTC's core focus of establishing a new and different way of making decisions to deliver better outcomes, improve investment decision making. It is aligned with the revised Treasury Green Book that puts strategic

objectives at the heart of decision making and place greater emphasis on wider evidence within appraisal.

- 5.16 Realising TfN's vision involves balancing a range of different outcomes, for example maximising economic growth, maximising inclusivity and minimising carbon. Scenario analysis is one way of highlighting the trade-offs that external forces may drive between such competing objectives and allow the development of strategies that successfully balance these trade-offs.
- 5.17 As a next step we are proposing to test weighted outcomes as part of the assessment of the TfN Investment Programme currently underway, which would provide additional illustrative scenarios that will help us consider how we may wish to prioritise and sequence the investment programme if required. It is intended this would be done alongside the IPBA assessment we are already planning to complete before the end of 2021/2 financial year.
- 5.18 A Northern Appraisal Framework using multi criteria analysis and weighted criteria in line with the Northern Transport Charter, would represent a significant step forward in evidence-based decision making and create a credible alternative to the approach currently taken by government. If successful it would add to the case for devolution and significantly strengthen our ability to sequence and prioritise investment decision making.
- 5.19 The weighting of outcomes requires significant member input and so we are proposing to facilitate a workshop with member working group to review and identify different options for weightings we can then test and present back for further consideration.

6. Conclusion

- 6.1 In summary the defined outputs of the NTC development plan for this financial year will:
- Pilot Citizens Assembly & Panel approaches to test what difference they might make to decision making
 - Establish an Independent Advisory Group to support Board in further exploring a specific complex topic such as Aviation to inform the final Decarbonisation Strategy
 - Further develop the Northern Appraisal Framework based on TfN's Analytical Framework that will enable further sequencing and prioritisation of the TfN Investment Programme following the completion of the Investment Programme .

7. Recommendations

- 7.1 Members are asked to sign off the Comms & Engagement plan outlined in Appendix 2 to support the activities outlined in paragraph 4 regarding 'Telling the NTC story'.

- 7.2 Members are asked to consider the proposals in paragraph 5 and agree the high-level activities in paragraph 5.3 which will allow us to deliver at pace against KPI 20 in the Business plan.

8. Corporate Considerations:

Financial and Resource Implications

- 8.1 The activities required in the year to March 2022 are included in the 2021/22 budget.

The TfN HR Team have confirmed there are no direct resource implications as a result of this report.

Legal Implications

- 8.2 The TfN Legal Team has confirmed that there are no new legal implications for TfN as a result of this report.

Risk Management and Key Issues

- 8.3 A risk assessment is not required for the purpose of this report.

Environmental Implications

- 8.4 Not applicable at this point.

Equality and Diversity

- 8.5 Not applicable at this point.

Consultations

- 8.6 Not applicable at this point.

8. Appendices

- 9.1 Appendix 1 – Final Designed Northern Transport Charter, September 2020
- 9.2 Appendix 2 – Draft NTC Comms & Engagement Plan, July 2021
- 9.3 Appendix 3 – Summary of NTC commitments in TfN Business Plan, FY 21-22

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

- | | | |
|----|------|---------------------------------------|
| a) | NTC | Northern Transport Charter |
| b) | STP | Strategic Transport Plan |
| c) | TfN | Transport for the North |
| d) | KPI | Key Performance Indicator |
| e) | MWG | Members Working Group |
| f) | IPBA | Investment Programme Benefit Analysis |

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Northern Transport Charter

September 2020



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Intro



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Transport for the North (TfN) is a statutory body of elected leaders and senior business representatives from across the North of England. Our primary aim as an organisation is the pursuit of greater economic prosperity and well-being for those who live and work in the North.

Poor transport infrastructure is holding back the North's economic potential. Connecting the key economic areas of the North will drive growth, improve access to jobs and ensure the North is a great place in which to invest and live.

TfN's current statutory powers are derived from the Local Transport Act 2008, amended by the Cities and Local Government Devolution Act 2016. These powers allow us to:

- > Act as 'one voice' for the North, clearly providing statutory advice on the pan-Northern priorities to the Secretary of State for Transport;
- > Co-ordinate and deliver smart ticketing systems across the North;
- > Become a statutory partner in rail investment decisions through the Rail North Partnership;
- > Oversee (jointly with the Department for Transport) franchised rail services covering Northern and TransPennine Express franchises;
- > Promote highways improvements of Northern significance, with the agreement of Government and relevant local transport and highway authorities;
- > Prioritise investment on the transport network.

The TfN Board has never seen these powers as a steady state situation, but rather as something to be reviewed and updated. The legislation establishing TfN envisaged this, including a general function: 'if TfN considers that a transport function in relation to its area would more effectively and efficiently be carried out by TfN, to make proposals to the Secretary of State for the transfer of that function to TfN'. Accordingly, in 2019, the TfN Board established a Members Working Group (MWG) with the objective of developing evidence-based recommendations on future priorities for TfN, focusing, in particular, on the case for the devolution of further powers or responsibilities from Central Government.

The recommendations developed under the auspices of the MWG were agreed by the TfN Board at its July 2020 meeting. The purpose of this document is to provide a summary of those recommendations, which, taken together, constitute what we term the Northern Transport Charter (NTC).

The NTC sets out a road map towards further long-term devolution to the North of transport related powers. These proposals are grouped around four key ambitions:

- > Championing an inclusive and sustainable North;
- > A long-term Northern funding settlement;
- > Leading strategic transport delivery;
- > Putting rail passengers first.

Intro

At its heart, the NTC sets out evidence-based arguments for devolution to the regional level of long-term strategic transport investment funding and decision-making powers. It is not in itself primarily an argument for increased investment, but rather makes the case for reallocating control of existing funding streams to the regional level.

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This reallocation is sought not as an end in itself, but as a means to enable TfN to develop in a direction that enables the organisation to deliver on its primary objective – securing a better quality of life for people living and working in the North of England.

It is recognised that the transition to the devolved structures envisaged in the NTC proposals would, in all likelihood, be a lengthy one, requiring significant adjustment to existing industry processes. The NTC sets out an agreed pan-Northern, cross-party, direction of travel for TfN over the decade, and some initial thinking on how this transition might work in practice. It also acknowledges that it would require a step change in TfN's decision making and delivery capabilities. But the guiding principle is that it is the people living and working in North of England, as represented by the region's business and political leaders, who are best placed to know what is in the best long-term interests of the North.

“ The guiding principle is that it is the people living and working in North of England, as represented by the region's business and political leaders, who are best placed to know what is in the best long-term interests of the North.



Key Challenges

Development of the NTC has been shaped by two significant challenges facing all of those involved in infrastructure planning and delivery.

First, that of climate change. The Government's commitment to net zero emissions by 2050 is one of the most ambitious in the world and places a great emphasis on the need for transport to move towards this goal and to develop its future programmes with this in mind.

Second, ensuring that future growth is both inclusive and sustainable. The TfN Board has been clear that the Strategic Transport Plan must support opportunities for everyone in the North, town and village, urban and rural, coast and country.

These challenges can be best addressed by more devolved decision-making to account for local circumstances and, perhaps more importantly, a move away from the dominance of economics and cost-benefit analysis when making investment decisions, a practice that has seen the North lose out on transport investment for far too long.

Additionally, it is now clear that the impact of the Coronavirus (COVID-19) pandemic will result in the sharpest economic slowdown in living memory. As and when social distancing restrictions start to be lifted, there will be an urgent need to stimulate economic activity, boosting business confidence and supporting jobs.

Using the evidence from work on the Investment Programme, TfN is well placed to support national government with the accelerated delivery of transport infrastructure and other investment to support a green recovery. The proposals outlined within the Northern Transport Charter could support the Government to ensure economic stimulus, providing the foundations for the long-term advancement of a sustainable economy, including levelling up of economic disparity across the UK.



Mission Statement



At the start of the process of working up this Charter, a Mission Statement was agreed by TfN members. It was agreed that:

Our primary aim as an organisation is the pursuit of greater economic prosperity and well-being for all those who live and work in the North of England.

Therefore, over the next decade the North of England should have a defined range of powers and shared responsibilities that provide greater levers to help deliver on this primary objective.

Under this remit, TfN will seek the best economic and transport functions to devolve to a pan-Northern level under the administration of Transport for the North, at the direction of the TfN Board.

These 'pan-Northern powers' will relate to our role as a Sub-National Transport Body in the first instance; but they will also seek supplementary powers in relation to supporting

economic prosperity, and well-being across the region.

The organisation will not seek those functions that are currently retained by Constituent Authorities, Department for Transport or Her Majesty's Treasury, which neither party would not wish to relinquish; and we would seek to build a consensus around a package of measures that can meet broad agreement by TfN Board who between them represent the 15 million people who live across the North of England.

Furthermore, as TfN represents the ambitions of the people of the north via the political representation of our Board, our governance structures should always remain under review to respond to the development of the organisation, guided by the general principle that it is the people living and working in North of England who are best placed to know what is in the best interests of the North.

All of these powers and responsibilities sought will be to allow TfN to develop as an organisation, while also achieving our primary objective - to secure a better quality of life for the people living and working in the North of England.

The terms of reference agreed for the Members Working Group (MWG) charged with development of these NTC proposals were agreed as follows:

"To consider the key challenges and priorities facing the future development of Transport for the North; and then produce an interim summary report that will be submitted to the TfN Board in 2019, which sets out the agreed remit for a final report; if consensus on the remit is secured, then a final report to be produced for agreement by TfN Board 2020; this report will contain recommendations on the future priorities of TfN, including further devolutionary powers or responsibilities to be sought from central government."



Northern Transport Charter

The MWG is responsible for:

Scope – reviewing the current powers and responsibilities of TfN, and recommending evidence-based proposals to the present structure and priorities for TfN over the next decade that enable the North of England to become a fairer, more equitable part of the UK; considering the role of TfN within the current settlement and how we can make it more open and effective; further improving the accountability of TfN; and helping TfN be at the heart of rebalancing the UK economy towards a fairer and economically inclusive north.

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Engagement – seeking the views of TfN Members and key stakeholders across a wide and diverse range of interested individuals and organisations from across the North of England.

Output – to hold a member-led workshop on Wednesday 5th June 2019 to agree a Mission Statement that sets out the the approach and scope of the final report; compile an interim summary report to the TfN Board on in 2019; and producing a final report to the TfN Members' Board in 2020 that recommends an evidence- based package of measures to go forward as the strategic approach for TfN over the next decade; this final report will be the official statutory advice of TfN to government regarding a new devolutionary settlement for the North of England.



Following the initial meetings of the MWG, TfN Board agreed in September 2019 that the cornerstone of this Charter should be four objectives, or ambitions, for the future of TfN, all of which are essential if the outcomes of the Strategic Transport Plan are to be realised.

These ambitions are as follows:

Championing an Inclusive and Sustainable North

LongTerm Northern Funding Settlement

Leading Strategic Transport Delivery

Putting the North's Rail Passengers First

The remainder of this document summarises the positions developed against each of these four ambitions, as endorsed by the TfN Board at its meetings in March and July 2020¹.

¹The relevant TfN Board papers are included as appendices, and are cross referenced throughout this summary document.

Championing an Inclusive and Sustainable North²

What's next?

TfN has now developed a clear roadmap for developing an inclusive and sustainable growth framework. The roadmap aims to outline what is proportional and feasible for TfN to do now with our current resources and sphere of influence, while also identifying what can only be delivered with further funding and devolved powers.

In the short term, TfN will focus on the activities which will add value and accelerate investment in transport schemes, focus on delivering evidence and analysis and embedding that within our own decision-making processes, whilst influencing national government and delivery bodies to ensure that the North is fairly represented in investment decision making. We will continue to work collaboratively with organisations across the North to deliver on shared objectives.

Immediate priorities for TfN

Over the next five years, new analysis and changes to the appraisal system can refocus TfN's programmes and help make the case for transport investment while also influencing reform of government and industry processes. The organisation has developed strong analytical tools that can fully represent the economic, social and environmental benefits from investing in the North's economy. In many areas, TfN is now at the leading edge of the debate and in a strong position to influence national government thinking and practice.

We will therefore:

- > Complete the work on the TfN Analytical Framework in 2020/21 and fully embed that analysis to support investment in the North. And we will develop new measures including wellbeing and embed them into our governance and decision-making processes.

- > Complete the work on the TfN Analytical Framework in 2020/21 and fully embed that analysis to support investment in the North. And we will develop new measures including wellbeing and embed them into our governance and decision-making processes.
- > Influence the current review of the Green Book to fully reflect the levelling up agenda and encourage better decision making in government on national infrastructure projects.
- > Consider endorsing the recommendations of the 2070 Commission on regional growth and continue to support the work of the Commission.
- > Build the evidence base to support informed decisions at national and local level on what's required to achieve rapid decarbonisation and when, meeting the STP commitment to scope and develop a decarbonisation pathway.
- > Develop an environmental policy toolkit to outline environmental principles and standards which all transport infrastructure schemes in the North would need to consider.
- > Finalise our work on future scenarios and carbon neutral pathways to inform the strategic direction of TfN in the wake of the current crisis, and to take early decisions on the approach to specific focused carbon objectives.
- > Local growth strategies, so that transport proposals are fully integrated with wider place-based development including housing, skills and spatial plans.
- > Explore opportunities for more inclusive policy making, including the use of citizens panels working with other pan-Northern bodies.

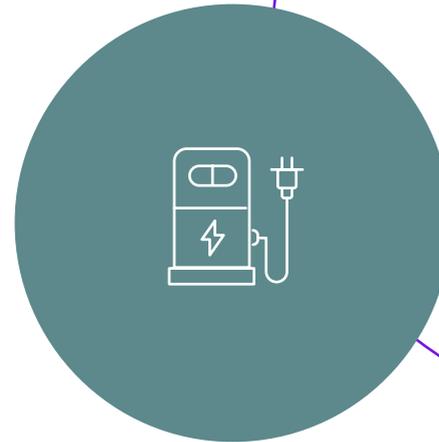


Championing an Inclusive and Sustainable North²

Taken together these activities will collectively ensure that TfN takes significant steps towards a genuinely inclusive and sustainable strategy under current powers. We will also consider what else TfN needs to do to align the investment programme with other policy areas at local, Northern and national level, within the scope of existing powers and resources, particularly in support of wider economic recovery planning in the North.

In addition to this and as agreed by TfN Board in March 2020, work is ongoing to develop a TfN decarbonisation strategy which will provide clear and agreed policy positions as well as set a clear target trajectory to achieve net zero. It will also identify the role TfN can play in supporting this wider political agenda.

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² The TfN Board papers which include detail related to this NTC 'ambition' are included at Appendix 3.

Leading Strategic Transport Delivery³

The Strategic Transport Plan and Investment Programme is the first time that the North has come together to set out a 30-year programme of transport investment required to support transformational economic growth and greater opportunities for all.

That plan has been refined with recent decisions being taken on the initial priorities in the period 2027-2033. In addition, in response to the COVID-19 pandemic, an economic recovery plan with a pipeline of shorter-term investment that could be accelerated was developed and approved by TfN Board and submitted to government.

But the process from the point of publication does not provide a clear line of sight as to how schemes are then incorporated into the programmes of delivery partners (Network Rail and Highways England). Key decisions on scheme delivery and programming are still taken remotely from the North. The TfN Board has limited visibility of, and influence

over, delivery partners' programmes.

Without TfN making the link between the schemes identified in the Investment Programme and the social and economic opportunities locally, the anticipated outcomes of the investment may not be realised. Opportunities for complementary local investment and tying in with local spatial and development may also be lost.

It is also about securing better value for money. Establishing a pipeline of investment that allows industry to invest in equipment and training will help reduce unit costs and improve value for money. One example being electrification on the railways, where stop start investment, twinned with cost inflation, has been the historic norm and the construction industry believes significant savings can be secured by planning the work better over time.

Progress can be made in the short term by more frequent reporting of accurate/up-to-date information



on scheme progress direct to TfN from delivery partners, and TfN should be an "intelligent client" with representation on decision-making bodies of the delivery partners.

In the medium to longer term, powers should be devolved to TfN necessary to develop and own a **Northern transport infrastructure pipeline** with a clear set of objectives. This would involve setting priorities from the investment programme, overseeing early viability assessment of projects, and decision making as projects are taken through a Northern business case process.

It is acknowledged that this would require a step change in TfN's decision making and delivery capabilities. Accordingly, the NTC proposals agreed by the TfN Board set out proposals for a single decision making / governance structure. In conceptual terms, the approach developed could be described as having many 'industry standard' features, such as:

- > Key decisions on what is in the investment programme and prioritisation retained by TfN Board.
- > A sub-committee of the Board to oversee business cases decision making.
- > Both the board and the sub-committee to be supported by an independent assurance group of experts.
- > That an Executive committee of officials have delegated powers over smaller projects and/or interim stages of the business case process.

³ The TfN Board papers relating to this NTC 'ambition' are included at Appendices 2 and 3.

Leading Strategic Transport Delivery³

This was developed as a starting point to allow agreement of broad principles. The aim throughout has been to learn from other existing processes, but to really focus on making the right decision on a timely basis at the right level.

The logical and easiest first step of devolution in this area would be to allocate development funding, or a client role where that development funding is being spent by Network rail or Highways England, to TfN which would then allow the processes and governance structure to be developed and proven.

Greater detail, such as precise levels of delegation, would still need to be developed further with members and their officers.

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Long Term Northern Funding Settlement⁴

Introduction

In 2018 TfN adopted a Funding Framework that included an aspiration for a devolved budget that would cover road and rail. This was in response to what is seen to be decades of underinvestment in the North as well as a recognition that currently the North has little influence over the delivery of its strategic transport priorities. This approach would allow the North to implement ambitious policy measures and interventions to enable an exciting, prosperous and sustainable legacy for current and future generations living in the North.

TfN has undertaken work on a number of Strategic Development Corridors (SDCs) with the objective of identifying those interventions, on road and rail, that when viewed collectively, contribute to TfN's stated objective of promoting sustainable, inclusive and transformational economic growth in the North. Only a small proportion of the schemes within the SDCs (and the TfN Investment Programme) have

a committed funding stream – the remainder will require funding approvals at some point in the future. A 'project-by-project' approach means that there is a continued level of uncertainty over the delivery of each scheme, with knock-on consequences for the improvements that can be achieved within the SDCs. This approach also requires local scheme promoters to develop them at risk, despite them being identified as strategically important by TfN Members.

The competitive one-off funding rounds that are a feature of the funding of transport infrastructure also put TfN's constituent authorities in competition with each other for funding, which belies the co-operative approach taken in our Strategic Transport Plan and undermines the entire basis for the SDC approach, which recognises transport as a system, rather than a collection of individual infrastructure assets.

A core objective of the NTC is to work towards a situation where the North has a single allocation/budget for

⁴The TfN Board papers relating to this NTC 'ambition' are included at Appendices 2 and 3.



strategic transport schemes that it manages. In essence, the North agrees a 'deal' with Government for a five year plus funding settlement against a clear set of outcomes. Government agrees a package of interventions with the North, based on a programme-level appraisal of value for money, driven from TfN's Analytical Framework to support transformational economic growth, and gives the North the ability to manage the delivery of the programme.

Due to their scale and national significance, large individual schemes, such as NPR, would be excluded from this approach. Local transport schemes (non-MRN road, road maintenance, active travel, bus priority and road safety schemes) are also excluded from this approach as it is assumed that these will continue to be developed through future iterations of the LGF and/or devolution settlements.

Fiscal powers for a purpose

TfN is not seeking devolution of fiscal powers as an end in itself,

but rather to ensure that it has the level of control necessary to ensure delivery of its Investment Programme set out in the Strategic Transport Plan. Discussion within the Members Working Group identified the concept that TfN would not seek additional funding streams if that results in significant risk of budgetary consolidation and funding reductions.

TfN has not sought so far to identify specific central government revenue streams that can be hypothecated to it and used to fund its proposals. Instead it has identified the quantum of transport related revenue flows that could be earmarked for transport and compared this to what its plans require. This indicates that the STP is deliverable within the context of a reasonable expectation of what funding might be made available. This view is consistent with the NIC's National Infrastructure Assessment – TfN is therefore not making undue financial demands on central government – the proposals included within the STP are ambitious yet realistic.

Long Term Northern Funding Settlement⁴

Towards a Northern Budget

The current Government has a stated commitment to addressing regional imbalances. TfN's view is that "levelling up" the UK economy will require both a broad range of policy approaches and, as set out most recently by the 2070 Commission, significant levels of resources to be allocated over an extended period. At a macro level, the implications of rebalancing and "levelling up" are such that the North will need ongoing investment in economic infrastructure, which is at the upper end of whatever fiscal targets are adopted by central Government.

The NTC proposals argue that TfN can play a key role in the delivery of the rebalancing agenda, which is consistent with its remit to deliver inclusive and sustainable economic growth across the North. Key to this is a long-term Northern funding settlement that will enable TfN's Members, acting through the TfN Board, to make investment decisions in relation to infrastructure investment based on Northern priorities.

Challenges

It is recognised that there are a number of challenges that will need to be acknowledged and addressed if we are to proceed to this level of devolved responsibility in the medium-term.

These challenges can be summarised as follow:

- 1 The need to build capacity and capability within TfN to deliver investment funding and demonstrate a track record of delivery to partners and government.
- 2 Establishing an agreed baseline of funding for northern transport investment, and regularly agreeing a minimum level of future funding going forward that TfN should be targeting, such as that highlighted in the STP and Investment Programme.

- 3 The need to embed appropriate decision-making structures with regard to the investment pipeline.
- 4 Transitional arrangements from current industry processes to the proposed Northern Budget.

These challenges can be addressed over time, recognising that TfN and its partners need to continue to develop proposals at the same time as they engage with industry processes.

Summary

The proposal for a funding settlement can therefore be summarised as follows:

- 1 TfN receives a budget which, based on the work that it has done to date on the Investment Programme, it uses to develop a pipeline of projects through to a state of readiness that would allow them to be funded.

- 2 TfN would become responsible for the development of a specified number of projects (identified through the sequencing work on the SDCs).
- 3 This funding would be used principally to engage national agencies, partners, or other consultants, to do work on our behalf (subject to baselining to avoid displacement of existing agency budgets).
- 4 As projects are developed this would allow a fundable pipeline of investment to be formed with funding being drawn down as required from an annual allocation.
- 5 That a mechanism or formula be established to maintain an agreed funding envelope.



Putting the North's Rail Passengers First⁵

The draft NTC adopted by the TfN Board in September 2019 outlined two key actions as being fundamental to delivery of this ambition, namely:

- Page 140
- 1 Greater accountability of the railway in the North to the people of the North; and
 - 2 Progressive decentralisation of decision-making that allows flexibility for local and regional areas to determine the best way of delivering services to their communities.

These actions reflected the core findings of the Blake-Jones Review, undertaken in 2018 to consider the arrangements in place for the Northern and TPE franchise arrangements, and specifically whether these had been a contributory factor in the May 2018 timetable crisis.

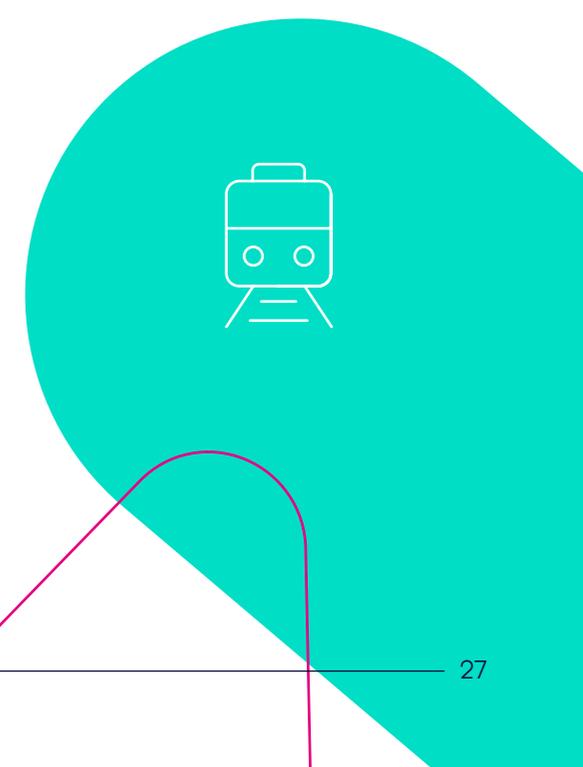
Much has happened over the last year; in particular, the Northern rail franchise failed and was replaced by the DOHL (operator of last resort) arrangements, since then the COVID-19 pandemic has radically changed the public transport landscape. In the meantime, the Government's response to the Williams Review is still awaited.

However, none of these events changes or diminishes the key principles agreed by TfN's Board for a passenger led railway. In these circumstances, TfN's focus has been on taking forward the implementation of the Blake-Jones Review and continuing to engage and work with the industry so that TfN is ready to participate in ongoing wider railway reform. TfN's view is that full implementation of the Blake-Jones recommendations creates an environment conducive to further rail devolution.

The structure of the rail industry is self-evidently in a state of flux. TfN's view is that three critical elements must be at the core of any future arrangements:

- 1 **Accountability to the public.** In the North we need Network Rail, Train Operators and other industry organisations to act and behave in a way that demonstrates this accountability to the people and communities of the North. In time, we would want this to occur through formal devolved powers. In the meantime, we advocate changes to Board structures and governance regimes that include more regionally diverse representation.
- 2 **De-centralisation.** All developments should be aiming to decentralise decision-making as far as possible. A decentralised system promotes mutual co-operation through mutual (rather than hierarchical) dependency.

- 3 **Transparency.** Trust has been eroded between many industry parties and stakeholders because so much information has been considered confidential. This must change and more business must be conducted in an open and information-sharing environment.



Putting the North's Rail Passengers First⁵

In advancing the case for further devolution of control of rail services, TfN is mindful of the need to ensure appropriate arrangements are in place for the management of financial risks. The Northern and TPE franchises before the COVID-19 pandemic cost the public purse around £350m net per annum. This is a higher level of subsidy than that anticipated when the franchises were let. The impact of the pandemic could easily double the level of financial support required this financial year. Further devolution plans that involve the transfer of this order of operational financial risk to the North must come with appropriate provision for contingency support.

Finally, it is important to note that some rail devolution is, of course, already successfully working for Nexus and Merseyrail. In Greater Manchester, the transfer of railway infrastructure was the basis for the Metrolink network. In the North East there is specific provision for a North East Rail Management Unit within the TfN constitution to specifically consider rail matters in the North East. These authorities have ambitions to develop the scope and extent of their devolved networks on the back of these successful existing models. TfN is supportive of flexibility in the way in which further rail devolution occurs.

⁵ The Rail North Committee papers relating to this NTC 'ambition' are included at Appendix 4.

⁶ The TfN Board papers relating to this is included in Appendix 1.



Conclusion

The development of the NTC has demonstrated the TfN Board's firm view that it is the people living and working in North of England, as represented by the region's business and political leaders, who are best placed to know what is in the best long-term interests of the North. And best placed to make the tough decisions and trade-offs that are necessary in investment decision making.

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Following the September 2020 Board Meeting, TfN wrote to the Secretary of State for Transport summarising the core NTC proposals – the devolution to the regional level of long-term strategic transport investment funding and decision-making powers as a means of securing a better quality of life for people living and working in the North of England.

While discussions take place with the Department for Transport, TfN has identified a number of 'next steps' that can be progressed in the short to medium term in order to take forward important aspects of the NTC proposals. These include:

- Developing a trajectory and agreeing a target date for the North's transport network to deliver an absolute zero carbon network;
- Further developing an appraisal system that will target investments that support transformational economic growth, environmental and social benefits;
- Taking forward developing a pipeline of strategic transport projects across the North, building on the TfN Investment Programme and Economic Recovery Plan proposals.

Ultimately, however, TfN's long-term role in the control and management of both operational rail and long-term investment planning and prioritisation is something which will be determined by Central Government in the context of its broader devolution agenda.



Appendices

This summary document reflects the content of the following TfN Board submissions, which are referenced through the document, attached as appendices and a summary of which can be found below.

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Appendix Number	Papers	Governance Cycle
1	September 2019 TfN Board, Item 5 a) Board Cover paper b) Northern Transport Charter Draft Summary	Approved at Sept 2019 TfN Board
2	March 2020 TfN Board, Item 13 a) Board cover paper b) Northern Transport Charter Revised Summary, c) Devolved Budget Paper, d) Decision Making and Governance Model Paper	Approved at 12th March 2020 TfN Board
3	July 2020 TfN Board, Item 12 a) Board cover paper b) Final Devolved Northern Budget paper c) Final Decision Making and Governance Model Paper d) Sustainable and Inclusive North Paper	Endorsed 29th July TfN Board
4	July 2020 Rail North Committee papers, Items 5 & 6 a) Blake Jones and Williams Reviews paper b) Rail Reform and Devolution paper	Endorsed 14th July Rail North Committee

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NTC Communication & Engagement Strategy

Introduction

Over the past 2 years, TfN has developed the Northern Transport Charter (NTC) which sets out the medium-long terms aspirations for the organisation and the region over the decade.

The next 12 months present opportunities to gain wider stakeholder support for these aspirations. This plan outlines the activities and approach that can best make use of these opportunities as well as maintain a drumbeat of support for this existing workstream.

Overview

The NTC has already been approved by TfN Board and has already been through a significant amount of consultation with partners. However, there hasn't been a significant engagement with many northern interested groups, including MPs, senior government officials and agencies.

The purpose of the strategy is therefore not to amend the NTC but to raise the level of awareness of it among certain stakeholder groups and look to use opportunities to seek further endorsement (and hopefully adoption) of the Charter's aspirations.

This paper sets out the campaign strategy that TfN should adopt towards achieving the aims of the NTC. It essentially advocates a Members' led campaign in the first instance through a number of channels, including virtual/real events, media relations, website and social media, internal messaging.

But it also relies on a targeted engagement approach that creates an osmosis effect that influences senior Westminster based stakeholders and influencers, pulling them closer to TfN objectives while raising the prestige and influence of the organisation.

Aims

In line with the purpose and remit, the aims of the Engagement activity will therefore be to:

- Increase awareness of the Northern Transport Charter via TfN's external and internal channels, Member/partner engagement, and events, therefore encouraging people to attend the real/virtual events.
- Organise a series of well-attended virtual/real events, interventions, and meetings that garner agreement to NTC objectives.
- Execute well-planned interventions that grabbed the attention of key target groups and elicit support for NTC aspirations.

Objectives

The key objective is to have the NTC implemented, however it is recognised that given the current context this might be an unrealistic short-term target. Therefore, more realistic strategic objectives will be to run well-targeted campaigns around specific events, publications and key-moments in the political cycle over the course of the next 10 months ensure:

- The NTC messages and aims reach all the necessary stakeholders to relevant engagement levels.
- There are high levels of support obtains positive support and endorsement, and provides a sound footing for activity in the next Business Plan.

Engagement and Communications

Overall Approach:

The activity is planned to commence across four phases:

- **Phase 1** – *Design and Approve*
- **Phase 2** – *Educate and Inform*
- **Phase 3** – *Influence and Change*
- **Phase 4** – *Review and Reset*

Design and Approve

This is the process by which TfN officers and TfN Members, at the Members Working Group (MWG) meetings, will design and decide the approach for the work going forward across the year, setting the remit of the work and strategic objectives. This will involve evidence gathering and proposal drawn up by TfN Officers for consultation with the MWG, and conclude in approval by the TfN Board.

Educate and Inform

There will begin a period of public promotion and explanation of the NTC. Promotion of the NTC will begin with a website landing page for the document on TfN's website and supportive content such as Insight, social media posts, and internal comms activities across TfN channels. Ongoing promotion will also involve Member-led events in their areas that target the local population via a mixture of online and in person events and interventions. These will be based on geographical spread of the North East, North West, Yorkshire and Humber nomenclature. This Phase will culminate in the TfN's Annual Conference on 6th September 2021.

Influence and Change

This Phase will dovetail with Phase 2, but the emphasis will be looking to influence policymakers and change the opinions and policy towards NTC objectives. This will involve a mixture of events, such as TfN’s Annual Conference, but carry on through to the Party conference season via fringe events and meetings and will involve the use of Transport Across the North APPG (TANPG). The latter will hold events at Parliament and seek to obtain debates in the Chamber, and meetings with Ministers to make the case for NTC objectives.

This Phase will seek to influence events such as the Comprehensive Spending Review (CSR), expected between in the autumn between mid-October to mid-November - and will therefore align with TfN’s CSR campaign. It will also further seek to inform the DfT’s allocation of funding set out at the CSR expect to be announced by the end of December/start of January.

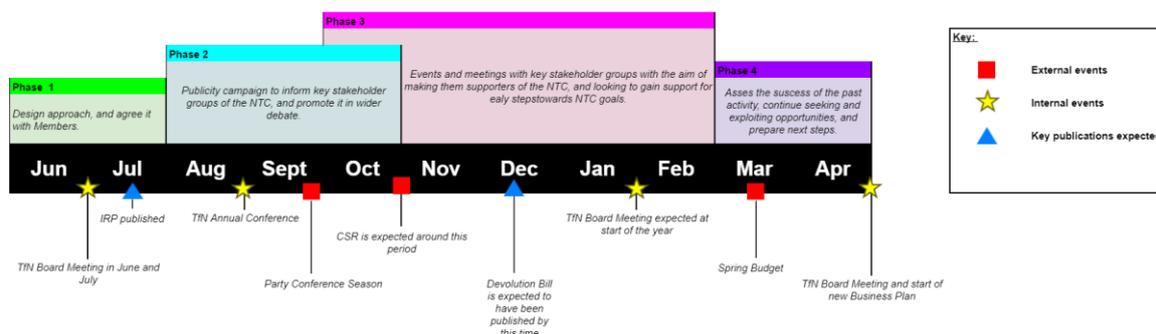
But it will also look to target the publication of the Integrated Rail Plan (IRP) the Devolution Bill (DB), and their subsequent passages through Parliament in first half of 2022.

Review and Reset

The process of appraising this strategy will be ongoing throughout; nonetheless, towards the end of the February next year an assessment against the KPIs and the relevant metrics by which the success of the campaign will be decided will begin. The aim will be to look to learn from best practice over previous 10 months and help to inform the Business Plan for the next FY and how NTC objectives can be further advanced in that period.

Timeline:

The period of activity will be from June 2020 up to April 2021 when there will be a new Business Plan in place at TfN. Therefore, the phases set out above will be laid out across this period as show below:



Audiences:

There is a large audiences pool that will be engaged through the delivery of this plan; however, there are different audience that will need to be reached in different ways and to differing levels, based upon their level of interest and level of influence.

Therefore, as a result they will be targeted in different ways to ensure that the most effective methods of communication are employed.

These audiences will include but are not limited to:

- Members and partners – Delivery partners, LEP representatives and Local/Combined Authority representatives
- Regional and trade media
- General public
- Stakeholders (including businesses and relevant stakeholder groups, such as climate change and transport interest groups)
- MPs/Peers including advocates identified through the political advocacy programme
- TfN Employees

Internally to TfN colleagues

- Ensure all colleagues, including OBT, are familiar with the key messages of the strategy and feel comfortable communicating them with the public/partners to encourage them to submit their responses.
- Encourage colleagues to share details of the NTC via their own channels/relationships.

Internally to Members and partners

- Ensure Members and partners are fully briefed and encouraged to promote the NTC through their networks to encourage participation.
- Help with the organising of Member-led events and initiatives for promotion in their localities.
- Aim to involved Members as message carriers at Westminster-based events and meetings that target key groups.

Externally to stakeholders:

- To ensure that stakeholders (including the business community, media and Westminster politicians) are aware of the NTC and its progression, including its aims, time, date and location, through regular updates.
- Encourage enthusiasm amongst stakeholders of the objectives of the NTC and its significance to their North.
- Encourage stakeholders to promote the NTC through their networks emphasising its relevance and importance to their industry and the North.

- Ensure each NTC event runs smoothly with no/minor disruption.
- Ensure content is informative and engaging and stakeholders find the sessions useful.

Externally to the public

- Ensure the NTC events (e.g. #TfNTalks) are promoted in good time ahead of schedule through a range of communications channels to ensure maximum reach.
- Ensure information around the NTC is easily accessible on TfN digital channels.
- Ensure information around the NTC is communicated in clear, concise and, where possible, non-technical language and tone.
- Achieve local and national press interest in the NTC, and different initiatives and events.
- Ensure content is informative and engaging and stakeholders find the sessions useful.

Stakeholder Analysis

There will be a full stakeholder list assembled for campaign activity. These stakeholders will be assessed based upon their level of interest and influence towards the objective of this campaign, based on the below:

Targeting

The many stakeholder groups that make up our target audience are asses in the below manner:

Target Groups by Tier (T)	
T1	Senior members of the government, and senior civil servants at relevant government departments (HMT, DfT, MHCLG), and their close advisers and associates.
T2	The 158 Northern MPs who will be able to act as advocates for TfN to help influence policymakers and raise the level of awareness at Westminster.
T3	Opinion formers such as journalists, think tanks, high-profile business and civic figures.
T4	Northern based third sector groups, service users, general public, business community who have low direct influence, and low constant interest levels.

Engaging

The level of engagement that the different Tiers of stakeholders receive and rise to is equally important, their level of engagement will be assessed as below:

Levels (L) of engagement	
L1	Aware: They are receiving TfN campaign collateral, but it is not yet clear whether they are also engaging with our communications.

L2	Inquisitive: They are acknowledging our communications and agreeing to set up meetings or asking for more information.
L3	Active: They are attending our events, privately supportive or open to our arguments, and not ruling out publicly supporting our objectives and/or using our messages – ultimately they’re actively involved in the campaign.

Key messages

See supplementary document.

Communication methods

The broad communications and engagement plan tactics and approach are highlighted as follows:

Media:

- Tailored, where applicable, local press releases announcing NTC launch and including reference to NTC events.
- Interview opportunities to be offered with Members, and TfN CEO and Chair.
- Op-ed/guest articles in appropriate regional and trade, and national websites and press.
- Further releases as reminders during NTC activity period of special events.
- Looking to provide NTC takes on relevant news stories, and providing NTC spokespeople for externally organised debates and seminars.
- NTC update and further supporting evidence, and summary CSR report to be issued via press release and media launch event.
- Key NTC intervention around TfN’s Annual Conference, and collateral for the Party Conference Season and the TANPG Parliamentary events.
- Joint letters with business community and other key stakeholders supporting the NTC.

Members/Partners:

- Member support to be arranged via direct contact with our LTA comms partners – to harness their involvement by offers such as: comments in press releases, Insight articles, sharing on their own channels, taking part in media opportunities, sharing of infographics and NTC content on social platforms.
- Member communications to take place before, during and after the NTC to support discussions at government level meetings – including through Member Digests, direct briefings as appropriate, 1-on-1s.

Key stakeholders:

- All Points North – updates before, during and after the NTC period with an emphasis on encouraging stakeholders to promote the NTC through their networks and submit their responses.
- Email invitations (relevant stakeholder groups, MPs and Peers, businesses, council leaders and portfolio holders) – general information linking people to the NTC website to encourage sharing of strategy and NTC website through their networks, including social media
- Targeted roundtables with key stakeholder groups.
- Requesting 1-on-1 meetings with snr Tier 1 stakeholders and TfN officers and Members.

External/events:

- Real/virtual events with a place-based approach eg. North West, Yorkshire and the Humber, and North East – depending on Covid restrictions.
- Drop-in sessions hosted at Party Conferences and TfN Annual Conference, from a either in person or virtual exhibition portal (depending on Covid restrictions) through which respondents can also provide their feedback and ask questions.
- Transport Across the North APPG at least 2 sessions with parliamentarians, including an invitation to the relevant Minister(s); there will be one ahead of the CSR and one following it; with the aim to obtain a debate in the Chamber on the NTC at some point in this period.
- #TfNTalks webinar(X3), including an invitation to the relevant Minister, which aim to inform and educate about different aspects of the NTC.
- 'TfN Podcast' episodes (X3) over the next 10 months with relevant contributors explaining the NTC and providing updates on the campaign.

Internal:

- TeamTalks briefing during Phase 2 prior to the CSR to promote it to colleagues and answer any questions so they can encourage their connections to take part.
- Full details of NTC to be shared in bulletins and on intranet.
- Updates at appropriate stages to be shared in bulletin.

Digital and social:

- Dedicated page on the TfN website including details about the NTC and link to the document.
- Regular sharing of information on TfN's social media channels – just before launch, on the week of launch, around each event, and at appropriate milestones.

- Frequently commissioned Insight pieces from TfN Members, and relevant representatives on the TfN Partnership Board, and relevant TfN officers to ensure a steady drumbeat of online activity over the next 10 months.

Budget

It is proposed that the activity prior to end of April 2022 will be funded through the existing SECT budget during 21/22. It is expected that the Strategy business plan and budget will make an allocation for costs associated with running the NTC C&M activity – for example procurement of an agency and further design work if required – with comms requirements, dependent on the scope, explored through the SECT business plan and budget.

Key Performance Indicators (KPIs)

Member endorsement of NTC goals and approach	KPI 1	To ensure that by the end July all TfN Board Members agree with goals of the NTC campaign.
Secure parliamentarians in support of the NTC	KPI 2	To secure the support of the majority of northern MPs for the NTC and to have had contact or involvement with them over this 10-month period.
Compile market research on external perceptions of TfN	KPI 3	Commission market research on external views of TfN. The content of this work to be consulted with core TfN Board Members by the end of the first year, and used to help promote “asks”, if possible.
Increased media and social media footprint	KPI 4	There should be large increase in the NTC’s social media reach, with CSR related content generated and published online building on current levels of interactions and views.
National News cycle Recognition	KPI 5	Over the course of the 10-month period, to have held an event or constructed an intervention that has allowed the NTC to achieve coverage in national media platforms from broadcast to print media.
The holding of events, both regionally and in London	KPI 6	Organise the majority of the event outlined above to a decent standard, garnering positive feedback.

Dependencies and risks

Below is a brief overview of some, although not all, the main risks to the strategy and suggested mitigations.

Dependency/Risk	Mitigation
The timeline shifts	SECT, in regular contact with Strategy to stay abreast of any shifts in timing. campaigns initiatives to be developed in advance so ready to use when needed.
Criticism for not holding a NTC event at a specific location	Response: Due to social distancing/lockdown rules and/or the ongoing risks associated with in-person events, TfN decided to proceed with a hybrid approach of real and virtual events to ensure the NTC workstream could continue. Work with LTA comms partners on approach to avoid potential criticism in local areas.
Low turnout at events	Ensure all events are promoted in good time via a number of channels as outlined in this plan.
External criticism/reputational risk on content of the strategy	Careful management and comms protocols in place – supporting FAQs and briefing documents available.

Evaluation

The overall aim of this plan is to raise the awareness and support for the NTC; therefore, the main evaluation will look at achieving the target number of engagements and supporters over the course of the C&M activity period. This can be evidenced by how many of our Tier 1 stakeholders are at engagement Level 3.

Further evaluation measures to show that the various elements of the plan have been rolled out successfully:

Internal

- Feedback from OBT
- Intranet and internal forum discussion platforms.
- Understanding and awareness of NTC inside TfN and Partner organisations.

External

- Local media response and evaluation of overall coverage
- Key stakeholder feedback – anecdotal, documented and via social media
- Feedback from partners – anecdotal and documented
- Digital metrics such as click through rates from All Points North, website stats and blogs, social media statistics, Google trends etc.

Transport for the North Board

Item 9, Appendix 3

TfN Business Plan 2021/22 text on key NTC activities

“As the first full year since the Charter’s adoption, 2021/22 will see us embed the objectives within our programmes and services. Initially, this will focus on activities that add value and accelerate investment, while at the same time building the capability and evidence for increased pan-Northern devolved powers over time.

Our activities will include:

- Co-managing, with DfT, the North’s two train operating contracts with a focus on rebuilding passenger numbers over time and improving reliability.
- Providing evidence-based statutory advice on rail investment and passenger services in the North, including the difficult trade-offs required to deliver reliable train services through central Manchester.
- Responding to the Williams Review and further developing an enhanced role for TfN in overseeing and inputting into the operation of the North’s railways.
- Providing statutory advice on the approach to prioritise roads investment for the next Roads Investment Strategy (RIS3).
- Consulting on and adopting a Decarbonisation Strategy for the North, championing a sustainable future for our region that delivers a zero-carbon network.
- Developing and adopting our innovative analytical tools to target investments that, as well as supporting economic growth, address the need to deliver environmental, social and health benefits.
- Taking forward a developed Northern Investment Programme to lead strategic planning for the North, underpinned by compelling evidence.
- Developing how an Investment Committee would work, including what would be retained as Board investment decisions and which steps in the investment process could be delegated.
- Forming an Independent Advisory Group, initially in shadow form to support Board decision-making.
- Continuing to co-sponsor transformational investment programmes for the North of England, including Northern Powerhouse Rail.
- Making a submission to the Spending Review to secure a multi-year funding settlement for TfN that supports future ambitions.
- Scoping out the methodology and possible areas or questions for a Citizen’s Assembly to support decision-making on key strategic issues.

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Meeting:	Transport for the North Chief Executive Consultation Call (Board)
Subject:	Accessibility at Stations
Author:	David Worsley Head of Rail Specification and Delivery
Sponsor:	David Hoggarth Strategic Rail Director
Meeting Date:	Tuesday, 27 July 2021

1. Purpose of the Report:

1.1 The objective of this report is to:

- 1) To set out the position on station accessibility – there are still a large proportion of stations in the North without good accessibility; and
- 2) To set out an approach to securing greater funding and investment in the North.

The work proposed includes not only the longstanding issue of step-free access for Persons with Reduced Mobility (PRMs), but a wider definition of accessibility which includes the need for clear customer information systems (CIS) and audible public address (PA) announcements.

1.2 The paper also describes the work which has already been undertaken as part of the Long Term Rail Strategy Thematic Delivery Plan for stations. This project will provide one of three routes for addressing accessibility, so the report also explains how TfN's partners and DfT's ongoing "Access for All" programme can complete the approach. Strategic Rail are seeking the Board's agreement to pursue these three complementary workstreams as described.

2. Executive Summary:

2.1 Improvements to stations were stipulated as part of the two Northern franchise agreements that were awarded in December 2015.¹ The £60 million which was invested (in over 400 stations) included some accessibility-related infrastructure, such as improved waiting rooms, customer information systems, and CCTV.² However, the overall status of accessibility at stations across the North remains very unsatisfactory; of 543 stations at which Northern or TransPennine

¹ Rail Executive & Rail North, *Transforming the North's Railways: Stakeholder Briefing Document and Consultation Response*, Feb. 2015, pp. 44-46

² <https://media.northernrailway.co.uk/news/northern-better-stations-are-gathering-pace-in-liverpool-and-cheshire>

Express services call, only 287 (53%) provided step-free access to all areas of the station, whilst at 46 stations (8%) there is no step-free access at all. Information is still being gathered on other aspects of accessibility, such as clarity of public address announcements and tactile paving.

- 2.2 Analysis undertaken by Arup has identified the likely value for money that could be generated by investing in typical stations facilities enhancements at representative stations in the North, and suggested some ways in which the business cases for such investments can be strengthened. Arup also researched existing standards, policies and guidance, collating information from 26 documents in total; this enabled a combined view of what is regarded as basic, good and excellent practice regarding station facilities in four subject areas (sustainability, connectivity, accessibility and inclusivity).
- 2.3 An important conclusion from Arup's work was that there is an opportunity to accelerate the progress of improving accessibility by packaging station facilities enhancements which can often generate very high value for money (e.g. cycle parking, relocated bus stops, free wi-fi and workspaces) alongside more expensive accessibility improvements (e.g. step-free access, accessible changing and toilets); these enhancements could in combination create a project which would generate high value for money, and thus be suitable to seek funding from DfT's Rail Network Enhancement Pipeline.
- 2.4 In addition to the RNEP, two other routes to funding station accessibility are envisaged. Firstly, TfN's partners (mainly Local Transport Authorities) will be able to progress other stations projects where a high level of local knowledge is required (e.g. of walking and cycling routes, or multimodal integration) in order to build the strongest possible business case. In these scenarios, TfN will be able to provide support and strengthen partners' business cases by offering access to and advice about our Analytical Framework and modelling tools. Secondly, for stations at which it is difficult to build a strong economic case for change (such as low footfall), funding for accessibility can still be sought on regulatory and social inclusion grounds through DfT's "Access for All" programme.
- 2.5 In order to boost the accessibility and attractiveness of stations (and thereby rail travel in general) it is therefore recommended that a three-pronged approach to securing investment is adopted, using the Rail Network Enhancements Pipeline, Local Transport Authorities and the Access for All Fund. Use of TfN's appraisal framework will enable stations to be allocated to each method, by identifying those where facilities investments will generate the strongest economic case.

3. Consideration:

Background

3.1 There has been a consensus of opinion that accessibility at stations across the North is relatively poor, perhaps because many stations in the North have experienced low footfall in the past and it has been harder to make the economic case for improvements. The TfN Strategic Rail team are currently working with Rail North Partnership in order to obtain full details of what facilities Northern and TPE provide at their stations. Additionally, Merseyrail are currently reviewing accessibility at their stations in the context of the provision of new rolling stock and the potential that they may be able to implement level boarding (i.e. alignment between the top of the platform, bottom of the train doors and the floor of the carriages³).

3.2 Northern have published some information about step-free access at 543 stations at which their services call.⁴ They rated the stations in the following categories:

- Red: This station has steps and does not have level access to any area.
- Amber: This station has level access to some parts of the station but steps to others.
- Green: This station has level access to all areas.

In total, 287 stations (53%) were classed as Green, 210 were classed as Amber (39%) and 46 stations (8%) were classed as Red. Almost half of stations in the North were therefore sub-standard just from the point of view of level access. Appendix C lists the stations with the highest numbers of passengers in the Red and Amber categories. Many stations in the North are also unstaffed, meaning assistance for Persons with Reduced Mobility or passengers experiencing other impairments is not readily available.

3.3 It is recognised that not all disabilities are visible, and the needs of Persons with Reduced Mobility and wheelchair users are only part of the overall issue of accessibility. Other impairments which can be ameliorated by good facilities include reduced vision and hearing abilities, anxiety, and cognitive and learning disabilities. Improved customer information (CIS) and public address (PA) systems can help with these issues, as can good station wayfinding which extends into the station environs. The use of a consistent tone, accent and volume during public announcements would also mitigate the risk that a passenger may comprehend one announcement but then fail to pick up on a subsequent one (which may rescind or contradict the first).

³ It should be noted that Northern use rolling stock which have 9 different floor heights, so implementing level boarding at their stations would be challenging.

⁴ Northern Trains Limited, *Our Step Free Network*, June 2017, p. 1

- 3.4 It should also be noted that there is a wider accessibility agenda focussed on issues such as access to the internet, mobile phone applications and bank accounts. Trends towards making access to the railway dependent on these characteristics would potentially increase social exclusion. Many passengers are also confused by the plethora of different organisations (and thus uniforms) which are involved in the railway industry, thus making it difficult to know who to ask for advice, and subjecting passengers with specific accessibility needs to a variety of policies with regards to meeting them. In order to identify and understand these issues more fully, TfN Strategic Rail has been working with Disability Rights UK, and following their advice we intend to liaise with Transport Focus and incorporate their research.

Stations Strategy

- 3.5 The first route through which it will be possible to address accessibility issues is Strategic Rail's Stations Strategy, which is currently in development. The Stations Strategy comprises part of the Long Term Rail Strategy (LTRS), being one of the Thematic Delivery Plans which are intended to realise the objectives of the LTRS. This workstream has built upon the recommendations made in the May 2018 report *Long Term Rail Strategy: Stations in the North of England* by Steer Davies Gleave. SDG suggested that future development of a TfN stations policy should focus on 7 key areas, namely: Design Standards; Innovation and Technology; Information; Partnerships; Long-Term Sustainability; Safety and Security; and, Sharing Best Practice.
- 3.6 The emerging Stations Strategy was originally intended to cover only design standards, long-term sustainability and safety/security from this list. However, the report as developed has addressed topics from all areas, including the ability to share best practice by distributing an analytical tool to our partners which will help them to identify promising station interventions.
- 3.7 The first stage of the work was a consultancy commission (undertaken by Arup) intended to:
- Collate existing policy and standards documents (26 in total) regarding what facilities constitute the minimum, desirable and best practice at small and medium-sized stations (i.e. Categories C to F in the standard classification);
 - Undertake hypothetical cost-benefit analyses on implementing sets of enhancements at two selected stations (and nearby stations in a "cluster") in order to identify which interventions typically have the strongest economic case (i.e. value for money); and
 - Develop any general conclusions that can be observed in the research.

The two stations which were chosen as case studies were Whitehaven (as an example of a station at the centre of an isolated line remote

from major cities) and Castleford (as part of a cluster of towns in a metropolitan area).

- 3.8 The combined lists of what constituted basic, good and excellent provision for accessibility were as follows:
- Basic: The minimum legal requirements for accessibility are met; The station and its surroundings provide a safe and secure environment for all users at all times of day.
 - Good: Staff are trained to be aware of the needs of varied user groups; Adequate information is provided to aid the journeys of all users; Infrastructure for accessibility exceeds the minimum legal requirements and meets a relevant code of guidance; Accessible infrastructure (e.g. subways or lifts) is pleasant and convenient to use.
 - Excellent: The station is exploring and utilising new technologies to ensure it is as accessible as possible; The station contributes to a seamless, barrier-free journey for all users; All aspects of station design are optimised for accessibility (e.g. signage is both internally consistent and consistent between stations).
- 3.9 The principal conclusions reached in the research included the following:
- The value for money provided by different types of stations facilities enhancements varies widely, mainly because the cost of interventions often varies more than the benefits. For example, technological interventions (customer information systems, wi-fi in waiting rooms, dedicated workspaces) can benefit a lot of passengers at modest cost, as can intermodal improvements such as cycle parking and the relocation of bus stops. Improvements in station access and accessibility also provide wide benefits, but can sometimes require significant engineering work.
 - The implication of this observation is that packages of interventions at some stations will generate good value for money (VfM) if different types of enhancement are grouped together (e.g. access improvements with low VfM can be combined with very high VfM technology interventions to generate high VfM overall). The challenge is to identify which stations these are.
 - A stronger case for station facilities enhancements can be generated if a group of stations with a significant number of trips between them (a cluster) can receive investment at the same time. Facilities which benefit boarders at one station can benefit alighters who have travelled there from other stations, thereby encouraging trips within the cluster and generating synergy between the investments. Arup's research suggests that an isolated line such as the Cumbria Coast is more likely to enjoy this effect, as a higher proportion of journeys go to nearby similar stations, whereas most passengers from Castleford and its adjacent towns are travelling to Leeds.

- 3.10 The next steps to be taken in this workstream should reflect the wider aspirations that TfN have for stations across the North. It is therefore proposed that the conclusions from Arup's research inform a project in which TfN's analytical tools (i.e. NoRMS, the Northern Rail Modelling System) are combined with the train operating companies' data regarding station facilities, in order to identify the priority stations at which facilities improvements will have the strongest economic case. A system will be devised to automatically assess all stations across the North with respect to all possible facilities enhancements. This would identify those stations at which a package of different types of intervention (including provision of accessibility) would provide the best value for money. TfN could then press for these schemes to be included in DfT's Rail Network Enhancements Pipeline.

Local Transport Authorities

- 3.11 TfN's Analytical Framework includes data for how passengers access the stations and from where their journeys ultimately originate. However, in many cases this is based on generic models; local partners will often have much better information regarding where passengers live and work (and how they travel to stations) based on surveys. TfN's partners also often have vital experience of working on accessibility issues and policies.⁵
- 3.12 For those stations at which local knowledge will be required in order to develop a strong business case (e.g. because knowledge of walking/cycling routes and intermodal connections is needed) TfN will make its analytical tools and expertise available to partners in order to strengthen their project development processes. Enhancing station facility business cases which are being developed by TfN's partners thus provides a second route to addressing accessibility issues.

Access for All Programme

- 3.13 For the remaining stations, at which the capital investment required will make generating a strong economic case difficult, it is proposed that TfN and its partners seek additional funding for the Access for All and Mid-Tier programmes, which are intended to improve accessibility across the network on the basis of the number of beneficiaries (weighted by the proportion of Persons with Reduced Mobility in the area) rather than any value for money metric. This could be done by developing a Strategic Case for accessibility in the North, which would illustrate how great the shortfall in provision currently is when compared to other regions.
- 3.14 It has been estimated that there are over 250 stations at which improvements are still needed; however, in Control Period 6 only 15

⁵ e.g. TfGM, *Accessible Travel Policy: Our Commitment to Providing Assistance to Passengers at Horwich Parkway Rail Station*, March 2021; Merseyrail, *Accessible Travel Policy*, March 2021; Northern Trains Limited, *Making Rail Accessible: Helping Older and Disabled Passengers*, March 2016

stations in the North (listed in Appendix A) were included in the full Access for All (AfA) programme, equivalent to 3 per year. This funding is generally used to create an obstacle-free, accessible route from the station entrance to the platforms. This can include providing lifts and/or ramps, as well as associated works and refurbishment along the route.

- 3.15 Alongside the AfA programme, the Mid-Tier programme has allocated £20 million for small-scale accessibility enhancements such as tactile paving, handrails and Harrington Humps (which increase platform heights). The maximum grant is £1m per bidder, and match funding is required. In CP6, 124 stations were successful, of which 92 were in the TfN area (see Appendix B); the disproportionately high allocation to the North is perhaps indicative that many of our stations were below standard compared to other regions. The Mid-Tier programme could be useful to bring stations up to full Equality Act standard (i.e. covering modifications to public address and customer information services), but would be insufficient to fund the major investment required in making all stations step-free.

4. Conclusion:

- 4.1 Although accessibility was a recurrent theme of TfN's *Strategic Transport Plan* of February 2019, the current status of physical accessibility to stations in the North is a long way from satisfactory, with almost half of stations not providing step-free access to all areas. Local Transport Authorities have striven to improve the situation, but a comprehensive pan-Northern plan is now needed. Some accessibility-related issues could be ameliorated through "quick wins", and Strategic Rail are working with groups such as Disability Rights UK to identify these. Some of the observations made in the Government's recent White Paper, *Great British Railways: The Williams-Shapps Plan for Rail*, are also helpful; for example, standardisation of accessibility policies and even the appearance of facilities across the network will make journeys more attractive for many passengers. However, rectifying some problems will require significant investment.
- 4.2 At the present rate of progress it could take many decades for acceptable accessibility to be provided at all of the North's stations using the "Access for All" route. There are 256 stations at which Northern and TPE call at which we know step-free access alone is inadequate, and the "Access for All" fund has been addressing approximately 3 of these ever year; it would thus take the rest of this century to complete the task. It is therefore proposed that a three-pronged approach be adopted, in order to deploy as much potential funding and use as many business case routes as possible; this will include schemes led by TfN and funded through the Rail Network Enhancements Pipeline, schemes led by local authorities with support from TfN's appraisal experts, and continued use of "Access for All" funding.

- 4.3 The Strategic Rail team are now in a position to develop a business case for more investment in accessibility in the North. The Strategic Case will cite the relative under-provision of accessibility at our region's stations and the slow pace of the current delivery routes, drawing on information provided by stakeholders and partners regarding accessibility issues in their areas. Meanwhile, the Economic Case can deploy TfN's Analytical Framework to identify the stations facilities interventions which will provide the best value for money.

5. Recommendation:

- 5.1 It is recommended that the CEO Consultative Mtg with TfN Members agree to the next stages in the workstreams described above, namely:
- That Strategic Rail work with Technical Assurance, Modelling & Economics (TAME) to assess the potential for stations enhancements at all Category C to F stations in the North, in order to allocate them to one of the three potential routes to implementation;
 - For those stations for which a strong economic case is identified for a package of accessibility and facilities enhancements, TfN Strategic Rail will commit resources to developing business cases for submission to the Rail Network Enhancements Pipeline;
 - For stations with an intermediate economic case, TfN Strategic Rail will work with Local Transport Authorities and other partners in order to identify solutions which will strengthen the business case for packages of interventions by harnessing local knowledge. TfN's resources (such as assistance from TAME and the models in our Analytical Framework) can be used to complement appraisal undertaken by our partners and help them to develop successful business cases for stations improvements;
 - For stations with a poor economic case, the case for accessibility improvements will continue to be made on social inclusion and regulatory grounds, with funding being sought from the Access for All programme and Mid-Tier fund;
 - The above workstreams will be defined and co-ordinated through the development of an overall Strategic Outline Business Case for investment in accessibility in the North's railway stations; and
 - TfN will use its influence through Rail North Partnership to progress the standardisation of items such as station branding, accessibility policies, staff training on accessibility issues, and public announcements. Some initiatives in these areas could be started relatively quickly.

6. Corporate Considerations:

Financial and Resource Implications

- 6.1 TfN Finance Team has confirmed there are no financial implications.

TfN HR Team has confirmed there are no direct resource implications.

Legal Implications

- 6.2 The legal implications have been considered and are referred to in the report. As a public authority, TfN is bound by the public sector equality duty at S149 of the Equality Act 2010 which obliges it in the exercise of its functions to have due regard to the need to eliminate discrimination described in the Act and to advance equality of opportunity between persons who share a relevant protected characteristic and those who do not. The measures outlined in this report are designed to support TfN's compliance with that duty.

Risk Management and Key Issues

- 6.3 A risk assessment has been carried out and the main risk is outlined in para 3.3 of the report.

Environmental Implications

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

Equality and Diversity

- 6.5 The access requirements for individuals with disabilities has been considered in the report.

Consultations

- 6.6 A consultation has not been carried out because it is not required for this report.

7. Background Papers

- 7.1 There are no background papers to this report.

8. Appendices

- 8.1 Appendix A: Stations in the North in Control Period 6 Access for All
- 8.2 Appendix B: Stations in the North in Control Period 6 Mid-Tier
- 8.3 Appendix C: Stations with high footfall (2019-20) and sub-standard accessibility

Appendix A: Stations in the North in Control Period 6 Access for All

1.	Birkenhead Park	6.	Flint	11.	Menston
2.	Bridlington	7.	Handforth	12.	Selby
3.	Broad Green	8.	Hillside	13.	Shotton
4.	Chorley	9.	Hunt's Cross	14.	St. Michaels
5.	Daisy Hill	10.	Irlam	15.	Todmorden

Appendix B: Stations in the North in Control Period 6 Mid-Tier

1.	Billingham	32.	Hall Road	63.	Romiley
2.	Accrington	33.	Hamilton Square	64.	Rose Hill
3.	Ainsdale	34.	Heald Green	65.	Ryder Brow
4.	Aintree	35.	Heaton Chapel	66.	Sandhills
5.	Altrincham Interchange	36.	Hightown	67.	Seaforth & Litherland
6.	Aughton Park	37.	Hillside	68.	Southport
7.	Bache	38.	Hooton	69.	Town Green
8.	Bank Hall	39.	Hoylake	70.	Trafford Park
9.	Bebington	40.	Humphrey Park	71.	Wallasey Grove Road
10.	Belle Vue	41.	Hunts Cross	72.	Wallasey Village
11.	Bidston	42.	James Street	73.	Walton
12.	Birkdale	43.	Kearsley	74.	Waterloo
13.	Birkenhead Central	44.	Kirkby	75.	West Kirby
14.	Birkenhead North	45.	Kirkdale	76.	Westhoughton
15.	Birkenhead Park	46.	Leasowe	77.	Barnetby
16.	Blundellsands & Crosby	47.	Liverpool Central	78.	Darnall
17.	Bolton	48.	Liverpool South Parkway	79.	Darton
18.	Bootle New Strand	49.	Lostock North	80.	Dodworth
19.	Bramhall	50.	Maghull	81.	Elsecar
20.	Bredbury	51.	Middlewood	82.	Horton-in-Ribblesdale
21.	Broad Green	52.	Moorfields	83.	Hull Paragon
22.	Bromborough Rake	53.	Moorside	84.	Kiveton Bridge
23.	Bromley Cross	54.	Moses Gate	85.	Kiveton Park
24.	Brunswick	55.	New Brighton	86.	Malton
25.	Chassen Road	56.	Old Roan	87.	Penistone
26.	Davenport	57.	Ormskirk	88.	Pontefract Monkhill
27.	Ellesmere Port	58.	Orrell Park	89.	Silkstone Common
28.	Fairfield	59.	Overpool	90.	Thirsk
29.	Farnworth	60.	Prescot	91.	Thorne South
30.	Fazakerley	61.	Rice Lane	92.	Woodhouse
31.	Formby	62.	Rock Ferry		

Appendix C: Stations with high footfall (2019-20) and sub-standard accessibility

Rank	Red		Amber	
1	Hunts Cross	1,827,454	Newcastle	8,815,096
2	Newton-le-Willows	973,070	Manchester Oxford Road	6,366,296
3	Levenshulme	541,642	Darlington	2,387,932
4	Walkden	374,288	Carlisle	2,224,702
5	Davenport	349,314	Dewsbury	1,622,478
6	Hindley	340,104	Wilmslow	1,561,422
7	Daisy Hill	309,608	Salford Crescent	1,441,774
8	Kirkham & Wesham	307,970	Guiseley	1,231,618
9	Handforth	290,828	Skipton	1,212,320
10	Frodsham	259,628	Salford Central	1,028,446
11	Flowery Field	253,172	Cheadle Hulme	908,988
12	Bredbury	239,204	Heaton Chapel	827,926
13	Hall-I'-Th'-Wood	214,064	Hebden Bridge	812,902
14	Eccles (Manchester)	197,418	Steeton & Silsden	756,114
15	Swinton (Manchester)	142,280	Hazel Grove	729,850
16	Chinley	129,220	Northallerton	712,450
17	Ashburys	128,958	Burley Park	686,932
18	Patricroft	117,362	Selby	674,836
19	Ramsgreave & Wilpshire	111,452	Menston	659,092
20	Hattersley	110,646	Oxenholme Lake District	657,916
21	Brinnington	109,278	Todmorden	648,482
22	Godley	107,788	Garforth	629,206
23	Orrell	96,894	Penrith (North Lakes)	610,308
24	Meols Cop	95,552	Thornaby	585,452
25	Billingham	91,504	Poulton-le-Fylde	547,252
26	Rose Grove	73,584	Retford	541,674
27	Mill Hill (Lancashire)	72,962	Wakefield Kirkgate	511,034
28	West Allerton	55,072	Marple	498,468
29	Honley	52,192	Bridlington	484,342
30	North Road (Darlington)	46,138	Broad Green	482,604
31	Langho	45,706	Mirfield	447,428

32	Fairfield	43,316	Knaresborough	439,486
33	Staveley (Cumbria)	43,164	Greenfield	432,830
34	Moorside	35,122	Urmston	413,118
35	Ryder Brow	32,794	Sowerby Bridge	409,938
36	Ince (Manchester)	27,928	Scunthorpe	396,638
37	Squires Gate	23,964	Romiley	394,352
38	Manors	17,346	Morley	389,404
39	Egton	13,206	Earlestown	382,616
40	Parton	9,134	Headingley	377,432
41	Belle Vue	8,624	Hexham	372,090
42	Ardwick	1,520	Ashton-under-Lyne	362,246
43	Reddish South	158	Irlam	359,522
44	Denton	92	Malton	348,866
45	Stanlow & Thornton	82	Batley	341,800
46			Mills Hill (Manchester)	338,650
47			Congleton	333,510
48			Atherton	329,668
49			Mossley (Manchester)	327,738
50			Ulverston	323,280

Glossary of terms, abbreviations and acronyms used

a)	AfA	Access for All
b)	CCTV	Closed circuit television
c)	CIS	Customer information system
d)	DfT	Department for Transport
e)	LTRS	<i>Long Term Rail Strategy</i> (published Jan. 2018 by TfN)
f)	NoRMS	Northern Rail Modelling System
g)	NPR	Northern Powerhouse Rail
h)	NTC	Northern Transport Charter
i)	NTL	Northern Trains Limited
j)	PA	Public address
k)	PRM	Person with reduced mobility
l)	RNEP	Rail Network Enhancement Pipeline
m)	STP	<i>Strategic Transport Plan</i> (published Feb. 2019 by TfN)
n)	TAME	Technical Assurance, Modelling & Economics (part of TfN)
o)	TfN	Transport for the North
p)	TPE	TransPennine Express
q)	VfM	Value for money (as part of DfT business case process)

Meeting: Transport for the North Chief Executive Consultation Call (Board)

Subject: Northern Powerhouse Rail - Integrated Rail Plan Delay

Author: Louise Heywood, Head of NPR Business Case Development

Sponsor: Tim Wood, Northern Powerhouse Rail Director

Meeting Date: Tuesday, 27 July 2021

1. Purpose of the Report:

- 1.1 This report provides an update for members on the implications of a further delay to the publication of the Government's Integrated Rail Plan (IRP) on the Northern Powerhouse Rail (NPR) programme.

2. Recommendations:

- 2.1 Transport for the North Board members are asked to:
- **Note** that the IRP will not be published prior to parliamentary recess (starting 22 July) and will now be delayed until September 2021 at the earliest.
 - **Note** that the Strategic Outline Case for NPR is now unlikely to be completed within the FY21/22 and could take 6-12 months from publication of the IRP.
 - **Note** that we will continue to make progress on implementing the agreed scope of work for FY21/22 and model development, but a review of the future work programme may be likely.
 - **Note** we will work across Transport for the North to understand the implications for the key deliverables and performance indicators set in our 21/22 Business Plan.

3. Main Issues:

- 3.1 Last winter, the Department for Transport requested the completion and submission of the Strategic Outline Case (SOC) for Northern Powerhouse Rail be delayed until after the Integrated Rail Plan has been published. It was due to be submitted in March 2021. At that time, the DfT indicated that the submission of a business case that is consistent with the government's policy and funding framework set out in the IRP would improve overall programme delivery and "allow more rapid alignment around single route options than envisaged in current plans – which assume a further twelve months work in some cases before detailed design work can begin."

3.2 The TfN Board agreed to the request and sought assurances that it would be appropriately consulted and involved in the development of the Integrated Rail Plan as it relates to the North.

3.3 The IRP, first expected by the end of 2020, will now not be published prior to the parliamentary summer recess, commencing on 22 July 2021. Publication will therefore be delayed until at least after 6 September 2021. Confirmed House of Commons recess dates, and by inference the windows for publication, to the end of the year are shown below:

	House rises	House returns
Summer	22 July	6 September
Conference	23 September	18 October
November	9 November	15 November
Christmas	16 December	4 January

3.4 Given the need for a government spending review this year, it is possible that the IRP could be considered as part of that review and could be published toward the end of the calendar year.

3.5 The scenario planning undertaken for the NPR SOC timetable for different possible IRP outcomes indicate that it will take 6-12 months to complete the SOC, dependent on the scale of difference to the base assumptions, networks and phasing already considered. It should be noted that to achieve these timescales would necessitate abridged processes and rapid mobilisation after the IRP is published. In the worst possible case, the SOC would be complete within 18 months of IRP publication.

3.6 Consequently, the earliest possible SOC – based on the earliest possible IRP after summer recess and the most minimal changes to modelling and the SOC drafting - would now be submitted 12 months later than previously programmed (March 2022), but potentially much later. This would in turn result in delays to the programme and start of construction, meaning that the potential gains in the programme to be made by rephasing the SOC will be outstripped by the continued delays to the IRP, delaying the step-change in connectivity, delivering transformational, clean, economic growth across the North of England brought about by Northern Powerhouse Rail.

3.7 We will continue to pursue the current agreed work programme of infrastructure design and development, and model development. Furthermore, we will look to work with co-clients to mitigate the delays to the programme as far as possible.

3.8 In January 2021, confirmation was received from the Department for Transport (DfT) that £75m had been allocated to the Northern

Powerhouse Rail programme. £8m of this amount was ringfenced for HS2. Of the remaining £67m, the TfN budget report in March 2021 included a committed allocation of £48.5m, with the balance of £18.5m constituting programme contingency. These sums are subject to detailed departmental commitment and drawdown processes. Budget revision 1 was prepared on the assumption IRP could be delivered in July and therefore the contingency sum was reduced by £14.43m to £4.09m to recognise the delay to date. It was also further acknowledged that there was a risk of further delay and the budget may be subsequently reduced further.

- 3.9 With the delays to the IRP, a review of the scope and timing of the programme is likely, and the budget implications will be summarised in budget revision 2.
- 3.10 Working with colleagues across Transport for the North, and with co-clients on the forward work programme, we will review the impact of a delayed IRP to our ability to achieve the key performance indicators and objectives set in the 2021/22 Business Plan and report at a later meeting.
- 3.11 The programme team has produced estimates of the impact of further delays to the IRP. These are dependent on both the timing and the content of the document – the former because that impacts upon the amount of time left in the financial year to act upon its direction, the latter because of the potential time it takes to review the document and agree a course of action based upon its recommendations. Clearly the further the IRP recommendations are from TfN’s proposed network, the more challenging it will be to quickly agree on a downstream work programme. As an indication, it is estimated that a delay of the IRP until November might result in a c.£10m shortfall against the committed budget, dependent on exact timing and substance.

4. Corporate Considerations:

Financial and Resource Implications

- 4.1 The financial implications are identified within the report. It is acknowledged that further work will be required for the next budget revision.

The resourcing implications of this further delay will need to be worked through, considered and addressed as part of the work re-programming highlighted and be reported to a future meeting as necessary.

Legal Implications

- 4.2 Legal implications are covered within the report.

Risk Management and Key Issues

- 4.3 The report has outlined the key risk(s) relating to the paper. Risk assessments continue to take place and additional risks can be found in the risk register.

Environmental Implications

- 4.4 A full impact assessment has not been carried out at this stage of development.

Equality and Diversity

- 4.5 A full impact assessment has not been carried out at this stage of development.

Consultations

- 4.6 A suitable consultation has been carried out with Transport for the North partners.

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

a) NPR	Northern Powerhouse Rail
b) IRP	Integrated Rail Plan
c) SOC	Strategic Outline Case
d) DfT	Department for Transport