

# Transport for the North Scrutiny Committee Consultation Call Agenda

<b>Date of Meeting</b>	<b>Thursday 02 March 2023</b>
<b>Time of Meeting</b>	<b>11.00 am</b>
<b>Venue</b>	<b>Virtual</b>

## **Filming and broadcast of the meeting**

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<b>Item No.</b>	<b>Agenda Item</b>	<b>Page</b>
<b>1.0</b>	<b>Welcome &amp; Apologies</b>  The Chair to welcome Members and the public to the meeting.  <b>Lead:</b> Chair	
<b>2.0</b>	<b>Declarations of Interest</b>  Members are required to declare any personal, prejudicial or disclosable pecuniary interest they may have relating to items on the agenda and state the nature of such interest.  <b>Lead:</b> Chair	
<b>3.0</b>	<b>Minutes of the Previous Meeting</b>  To note the minutes of the meeting held on the 23 November 2022 (including updates on agreed matters as appropriate).  <b>Lead:</b> Chair	3 - 10
<b>4.0</b>	<b>Budget and Business Plan 2023/24</b>  To consider the 2023/24 Business Plan and budget.  <b>Lead:</b> Martin Tugwell and Paul Kelly	11 - 22
<b>5.0</b>	<b>Draft Strategic Transport Plan 2</b>  To consider the development of TfN's second Strategic Transport Plan.  <b>Lead:</b> Lucy Jacques/Tim Foster	23 - 28
<b>6.0</b>	<b>Road Investment Strategy (RIS)</b>	29 - 52

	To consider the approach to developing TfN's recommendations for investment in the Strategic Road Network.  <b>Lead:</b> Owen Wilson	
<b>7.0</b>	<b>NPR Co-Sponsorship</b>  To provide an update on Northern Powerhouse Rail, specifically the development of the NPR co-sponsorship Memorandum of Understanding.  <b>Lead:</b> David Hoggarth	53 - 70
<b>8.0</b>	<b>Date of Next Meeting</b>  Thursday 1 <sup>st</sup> June 11am	

# **Scrutiny Committee Minutes**

**Wednesday 23 November 2022**

**The Carriageworks Theatre, The Electric Press, 3 Millennium Square, Leeds, LS2 3AD**

**Present:**

<b>Attendee</b>	<b>Local Authority</b>
Cllr Paul Haslam	North Yorkshire;
Cllr David O'Hara	Blackpool;
Cllr Neil Hughes	Cumbria;
Cllr Rhys Furley	Hull;
Cllr Matthew Salter	Lancashire;
Cllr Damian O'Connor	Liverpool City Region;
Cllr Oliver Freeston	North East Lincolnshire;
Cllr John Davison	North Lincolnshire;
Cllr Robert Frost	South Yorkshire Mayoral Combined Authority;
Cllr Steve Parish	Warrington;

**Officers in Attendance:**

<b>Name</b>	<b>Job Title</b>
Gary Rich	Democratic Services Officer
Julie Openshaw	Head of Legal
Lucy Jacques	Interim Head of Policy
Brian Sloan	Research Manager
David Hoggarth	Strategic Rail Director
Tim Foster	Interim Strategy & Programme Director

**Item      Item**  
**No:**

**1      Welcome & Apologies**

- 1.1 The Chair welcomed all in attendance and advised Members that the meeting is being recorded and will be put on the website following the meeting.
- 1.2 Members were informed that this meeting is now the Annual Meeting as a result of the previous meeting being cancelled. He explained that a further meeting will not be needed to be added at this time unless Members feel that it is necessary as constitutionally this is not required.
- 1.3 Apologies were received from Cllrs Shorrock, Hammond and Kaushik.

**2      Declarations of Interest**

- 2.1 There were no declarations of interest.

**3      Minutes of the Previous Meeting**

- 3.1 The minutes of the meeting held on 15 June 2022 were considered and their accuracy as a correct record confirmed. The minutes were passed by Members subject to the correction in spelling of Golborne.

**Resolved:**

That the minutes of the meeting held on 15 June 2022 be approved as a true and accurate record.

**4      Appointment of the Chair and Vice Chairs of the Scrutiny Committee**

- 4.1 The Head of Legal requested nominations for the position of Chair of Scrutiny. Cllr Parish proposed Cllr Haslam and this was seconded by Cllr O'Hara. Members unanimously voted to elect Cllr Haslam as Chair of the Scrutiny Committee.
- 4.2 The Head of Legal informed the Committee that Cllr Kaushik (Majority Party Vice Chair) and Cllr Hughes (Minority Party Vice Chair) wished to continue in their current roles. Both Members stood unopposed.
- 4.3 Cllr Hughes requested that the item on Socially Inclusive Transport which was on the cancelled September agenda be included on the March agenda.

**Resolved:**

- 1) That Cllr Haslam be appointed as Chair of the Transport for the North Scrutiny Committee
- 2) That Cllr Kaushik be appointed as Majority Vice Chair of the Scrutiny Committee
- 3) That Cllr Hughes be appointed as Minority Vice Chair of the Scrutiny Committee

**5      Northern Powerhouse Independent Economic Review (NPIER) Update**

- 5.1 Members received the report and presentation from the Research Manager who highlighted the key points in his presentation.
- 5.2 Cllr Hughes requested clarity on who is leading on Northern Powerhouse as well as asking if a return to the Single Market will make a difference to the productivity gap between the North and South.

The Research Manager explained that delivery of the Northern Powerhouse Independent Economic Review (NPIER) is the sole responsibility of TfN. He explained that TfN are joint commissioners of this work together with the NP11, and TfN are working alongside partners in the North. In response to the broader question as to who owns the Northern Powerhouse agenda the Interim Strategy and Programme Director explained that this is still unknown.

In response to the question on Freedom of Movement the Research Manager stated that as part of the Transformational scenario there would need to be many hundreds of thousands of additional jobs and where those jobs need to come from would require further discussions with partners.

- 5.3 Cllr Furley enquired as to the time span that the data had been collected over.

The Research Manager explained that the data is the latest available. He stated that different indicators have different time spans with the Labour Market data having been gathered in recent months and other data being older. He further explained that the data includes the impact of the pandemic meaning a weaker starting point in terms of productivity.

Cllr Furley further asked if the projection of growth each year will continue to happen even with the current financial situation, allowing the North to eventually match the rest of the country.

The Research Manager explained that the data presented used Cambridge's annual forecast for 2022 which was produced in March as a baseline. He explained that the work presented to the Committee is from the original baseline but this will be updated in the final published work and will reflect the weaknesses and downturn in the current economy.

- 5.4 Cllr Frost asked if the LEPs have been worked with and is the work they are doing been taken into account.

In response the Research Manager stated that the LEPs have been engaged with this programme. He explained that consultants held workshops with the 11 LEPs across the North with officers also in attendance, with the consultants reviewing the Strategic Economic Plans in each area. He stated that TfN intends to publish the Local Area Profiles which includes these plans in order to show the body of evidence that underpins how the scenarios have been developed. In relation to skills, he highlighted the importance of education and skills spending and stated it is about creating growth that is socially inclusive and decarbonises the economy.

- 5.5 Cllr O'Connor highlighted the importance of both care and retail sectors and enquired as to the type of high-end jobs being looked at to attract into the area.

The Research Manager explained that these jobs are in the prime and enabling sectors of the economy, and these perform well in the transformational scenario, amongst these there is jobs growth in the advanced manufacturing and energy sectors as well as investment in land transport.

He also highlighted the importance of the foundational economy (sectors which allow people to live their day to day lives) which includes things such as care and food production.

- 5.6 The Chair started that the report has given the Committee a complete background with regards to the economy across the North of England and requested that all Members receive the final presentation that will be sent to Board. He explained that this will allow Members to contribute some of the important information to their own authorities. He further stated that the North needs someone to take the lead on this together for the North.

**Resolved:**

That the Committee notes the update and the intention to brief TfN Board on the emerging conclusions in December.

## **6 Rail Update**

- 6.1 Members received the report from the Strategic Rail Director who highlighted the key aspects of his report.
- 6.2 Cllr O'Hara enquired about how strong the budget will be for overall plan and whether this will also include the branch lines.

The Strategic Rail Director reassured the Committee that the TfN plan will encompass everything across the North. He explained that currently when budgets and funding are being looked at there has been an emphasis on looking at cost reduction and focusing on the largest passenger flows and revenues. He stated that this is a very narrow view. He further explained that the rail network contributes to the social inclusion policy and is more than just about creating revenue.

- 6.3 Members were informed that some work will be undertaken highlighting the role of rail in the North which will be available shortly. He stated that the Rail North Committee is concerned that there won't be enough money not only to support the existing services but future growth. He said that TfN wants to use its evidence base to argue the case that if there is investment in rail in the North there will be more revenue, which will, in turn, reduce the subsidy and deliver wider benefits.

- 6.4 Cllr Davison raised the issue that the report doesn't take into account the new dynamic of homeworking and this has affected both rail and road. He questioned the capability of Network Rail to deliver any plans due to their lack of signaling staff and engineers.
- 6.5 The Chair stated that he is a believer imperfect action and believes that we're currently stuck in a position of perfect inaction. He highlighted the reference to the 121 short term wins on reliability and suggested that the Committee Members should look at speaking with their MPs and ask them to take a Northern perspective on the railways.
- 6.6 Cllr Hughes hopes that TfN will continue to argue for modal shift. He also raised the issue of Double Devolution and requested further information on this. He stated that he hoped that TfN would continue lobbying for a stronger role and a proper budget.
- 6.7 On this issue of Double Devolution the Strategic Rail Director explained that TfN are able to set up Regional Business Units. He also highlighted TfN's powers to set fares and this can be used locally to integrate fares.
- 6.8 Cllr Salter expressed concern that rail might not recover post covid. On the issue of infrastructure, he stated that the Government needs to focus its investment on infrastructure in the North. He also questioned how involved TfN are in the Training Academy. A request was also made for an update on the current position with regards to Great British Rail (GBR). /In response to Cllr Salter the Strategic Rail Director explained that the current picture with regards to rail is mixed, whilst commuting numbers are low during the early and later parts of the week mid-week commuting numbers are higher with leisure and weekend rail travel back to 100% or more than pre Covid. He stated that going back to where things were pre covid is not the answer and there is now a need to be creative and to adapt to how things have changed.
- Regarding the Training Academy he stated that TfN are involved in this through the Rail North Partnership and are working closely with Northern and are playing a strong co-ordinating role and exploring a funding package for it through the Rail North Partnership. On the issue of GBR the Strategic Rail Director stated that TfN are not clear on the current position and the legislation has been delayed.
- 6.9 Regarding the Training Academy Cllr Furley asked if a variety of jobs would be covered.
- The Strategic Rail Director explained that the focus will initially be on drivers but this can be extended to other areas.
- 6.10 The Chair stated that the Centre of excellence for training is really important. He also highlighted climate change and the need for modal shift and the importance of trains in the decarbonisation agenda.

**Resolved:**

That the report be noted.

**7 Strategic Transport Plan Development**

- 7.1 Members received the report from the Interim Head of Policy who highlighted the key elements of her report and presentation.
- 7.2 The Chair raised the issue of Combined Authorities commitments and stated that North Yorkshire will be required to have an area transport system comparable to Transport for London in 10 years and stated that the timelines of TfN and those of Combined Authorities are not aligned.

The Interim Head of Policy stated that when developing a strategic plan for a multitude of areas then there will be a challenge in marrying these different dates up. She stated that the STP is a long term vision and the 2050 end state has been widely agreed with partners and is considered critical to enabling a plan to be brought forward that is both aspirational but also intentional to set out longer term priorities beyond government political cycles. This is a critical to the argument regarding funding. She explained that as part of the STP2 objectives TfN are looking to set interim milestones for 2030 that complement the long term ambition but more clearly articulate where we need to be in the short – medium term.

The Chair requested that there be a recognition of the earlier dates that Combined Authorities have in order that credibility will not be with local partners. He suggested that within the policy TfN may wish to say that the policy for the Combined Authorities is different. The Interim Head of Policy agreed and explained it will be clear in the document that while STP2 sets the pan regional targets, local and combined authorities own plans and strategies will vary.

- 7.3 Cllr O'Hara asked how much the STP is linked into the development of local transport plans.

The Interim Head of Strategy stated that work has been taking place with officers and partners on this to make sure that these documents complement each other as integration between national, regional and local level is key to delivering the outcomes that everyone wants.

- 7.4 Cllr Davison made a number of points around the practicalities of transitioning away from the car in order to travel from A to B.

The Interim Head of Strategy was confident that Cllr Davison's points could be picked up in the final plan and explained there are a number of workstreams at TfN that explore this in more detail including the emerging work on Clean Mobility Visions, and suggested that the Committee might want to consider whether it should be considered on a future agenda.

- 7.5 Cllr Salter raised the issue of poor public transport in rural areas and provision of transport for younger and older people in rural areas.
- 7.6 The Chair stated that it is important that the permanent population is recognised in the bedrock of the plan. He also highlighted the infrastructure issues particularly those relating to energy should be included as this infrastructure is required in order to support the plans. He also stated that there needs to be a move towards imperfect action on this issue.

**Resolved:**

That the Committee is asked to note the report.

**8 Transport and Health Policy Position**

- 8.1 Members received the report from the Research Manager who highlighted the key points in his report and presentation.
- 8.2 Cllr Hughes stated that there is little mention of the impact that aircraft has on health and asked if it is the intention of TfN to do more work on this area.  
The Research Manager stated that he would take this away.
- 8.3 The Chair stated that he would share this report with Public Health in his Authority as well as the Health Overview and Scrutiny Committee in order to get support for TfN and its ambition as he believes that this should save both lives and money.

**Resolved:**

That the Committee note the report.

**9 Date and Time of Next Meeting**

Thursday 2 March 2023  
11am

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# 2023/24 Budget and Business Planning

Briefing Presentation  
Scrutiny Committee – March 2023

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Agenda Item 4

# TfN: Statutory Sub-national Transport Body

TfN was established with the general functions:

- a) To prepare a transport strategy for its area
- b) To provide advice to the Secretary of State about the exercise of transport functions in relation to its area (whether exercisable by the Secretary of State or others)
- c) To co-ordinate the carrying out of transport functions in relation to its area that are exercisable by different constituent authorities with a view to improving the effectiveness and efficiency in the carrying out of those functions
- d) 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
- e) To make other proposals to the Secretary of State about the role and functions of TfN

# Funding allocation

TfN received confirmation of its core funding allocation on 18 January which included:

- £6.5m for each of the next two years to cover core duties
- £0.7m per year for each of the next two years to cover the introduction of the Centre of Excellence
- Centre of Excellence anticipated to support
  - Development of a Common Analytical Framework
  - Rolling out EVCI tool to other STB's
  - Develop tools to support LTA's on LTP's
  - Improving TfN's policy and TAME teams
  - Supporting authorities on BSIP's
- RNP and NPR Tame funding is anticipated to continue under the existing funding agreements.

# Our Core Strategic Narrative

The key drivers for TfN remain undiminished, namely:

- Realising the **economic potential** of the North – our work on the Northern Powerhouse Independent Economic Review is the first foundation of our work
- Enabling **development that is sustainable** for the long term – our Regional Decarbonisation Strategy provides a second foundation for our work
- Ensuring that transport **solutions enable individuals to realise their potential** – our work on Transport Related Social Exclusion is the third foundation

Explicit within these drivers is the role that investment in the North's transport system (both infrastructure and services) has to play, specifically there is a need for:

- **A Strategy** – an outcome focused long-term strategic plan for the development of the North's transport system
- **An Investment Programme** – ensuring that the North's strategic needs are reflected in the development and delivery of proposals
- **Implementation** – investing in the capacity and capability that sits within TfN and which can help accelerate delivery on the ground

# The New Operating Model

## **What distinguishes TfN:**

- A centre of technical excellence for the North – holding and collating information and analytical tools that are available to all partners
- A source of trusted information – that is available to all our partners (locally, regionally and nationally)
- A strategic thought leader and champion of strategic transport (infrastructure) planning
- An enabler of accelerated delivery – applying our capability and capacity in support of our partners
- A trusted collaborator – working with partners to maximise the leverage of our activity

**A regional centre of excellence that is user centred, place-based, outcome focused**

# Guiding Principles

## Organisational

- Focus on TfN's core role and responsibilities
- Prioritise retaining and building on the investment made in TfN's technical capability and capacity – for the benefit of all partners
- Manage the need for external commissions – use this to supplement skills held within TfN, and/or where an external view is important
- Strengthen work with partners – e.g. Network Rail, National Highways, Transport Focus, etc
- As a smaller, less complex organisation, streamline our support services

## The Voice of the North

- Making the case for the North remains a key activity for TfN
- Harnessing TfN's vision-led, evidence based approach to make the case for investment
- Working with partners, across the North and within Westminster to ensure that the North's priorities are reflected in their programmes

# Business Planning – the steps already taken

- Draft Business Plans submitted in Autumn 2022 on the assumption of a consistent level of core funding and an emerging agenda for a Centre of Excellence.
- Process has involved:
  - A series of checks and challenges with Directors
  - Prioritising investment in resource (capabilities and capacities) held within TfN therefore enabling commissioning requirements to be reduced
  - Capturing areas that could be considered during the year should incremental funding arise
- Identify the **priorities and key deliverables** (following slides)
- Activities to be delivered under the Centre of Excellence will be delivered alongside existing core funded activities
- Board members endorsed prioritised and key deliverables as part of the emerging STP2.

# Priorities and Deliverables - 1

- Finalise and publish the Strategic Transport Plan
- Develop Northern Hydrogen Mobility visualisation tool
- Validate and refine the TRSE tool
- Develop a severance tool related to transport and health policy
- Complete Citizens Panel pilot study
- Collaborate with academic partners
- Distributional Impacts of Transport Decarbonisation Policy
- Continued management of TfN Freight & Logistics working group
- Continued management of TfN Rural Mobility working group
- Embed Centre of Excellence deliverables

## Priorities and Deliverables - 2

- IRP Co-Sponsor Role (ongoing)
  - Co-Sponsor Board – at least 4 meetings a year
  - Programme Boards – engagement with the individual programme boards
  - Stakeholder Forums – TransPennine Route Upgrade
- National Highways (ongoing)
  - Engagement on Route Strategies
  - Preparing input into RIS3
  - Support to National Highways with Business Cases
- Major Road Network/Large Local Majors Schemes – monitor progress of agreed programme: support to partners with Business Cases

# Priorities and Deliverables - 3

- Network Rail (ongoing)
  - Manchester Recovery Task Force (blueprint)
  - Delivery Plans for incremental improvements (ongoing)
- Rail North Partnership
  - Delivery of Rail North Partnership agreement – incl. Business Planning
  - The North's input into Rail Reform
- GBR – Transition Team
  - Prepare the 'Northern Proposition'
  - Engagement in the preparation of the Long Term Rail Plan
- Develop Connected Mobility Strategy

# Questions



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<b>Meeting:</b>	Transport for the North Scrutiny Committee
<b>Subject:</b>	Strategic Transport Plan Development
<b>Author:</b>	Lucy Jacques, Acting Head of Policy and Strategy
<b>Sponsor:</b>	Tim Foster, Interim Strategy and Programme Director
<b>Meeting Date:</b>	Thursday 2 March 2023

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

- 1.1 Development of TfN's second Strategic Transport Plan.

## **2. Recommendations**

- 2.1 It is recommended that the Committee:

- a) Note the proposed overarching narrative for STP2 agreed by TfN Board and set out in Section 4
- b) Review the proposed key priorities and messages set out in Section 5
- c) Note the remaining process to complete and consult on the draft STP set out in Section 6

## **3. Context**

- 3.1 TfN has a statutory duty to produce a Strategic Transport Plan on behalf of the North of England. The first Strategic Transport Plan was adopted by the TfN Board in Feb 2019. In September 2021, the TfN Board agreed that TfN should commence work on a new programme of work to revise and update the Strategic Transport Plan (STP2) and seek adoption of the new plan no later than Spring 2024. The TfN Board has agreed the overall structure and approach to STP2.

- 3.4 The draft Strategic Transport Plan will be presented for sign-off at the TfN Board in March 2023. A statutory consultation will then follow in the summer of 2023, with a post-consultation version of the STP presented to Board for adoption in December 2023. An independent Integrated Sustainability Appraisal (ISA) is also being prepared and will be published alongside the consultation version of the STP.

- 3.2 The executive continues to work closely with partner authorities to ensure that the next STP matches the vision and ambition of the original plan, but also incorporates the very significant work undertaken by TfN since 2019. A series of positions on key issues have been developed over the last two years and agreed with the Board, including:

- a) The TfN Decarbonisation, Freight and Socially Inclusive Transport Strategies.
- b) Policy positions covering topics including international connectivity, rural mobility and spatial planning.
- c) TfN Board positions on critical infrastructure requirements such as Northern Powerhouse Rail and HS2.

## **4. Overarching STP Narrative**

- 4.1 Building on TfN's extensive evidence base and technical work, the Board has agreed an overarching narrative for STP2:

- Restating that unlocking the economic potential of the North should continue to be a priority for the UK

- Investment to improve connectivity is fundamental to realising the North's economic potential, reducing social exclusion, and improving quality of life
- Transformation of the strategic connectivity between the North's cities and towns through the full Northern Powerhouse Rail proposal must be complemented by investment in integrated local transport solutions

This will require the North and its partners to:

- Move at pace to deliver the investment in infrastructure and services that improves connectivity, particularly so as to meet the requirement to achieve net-zero carbon
- Harness the opportunities available in a post-pandemic world to change the way we plan for, develop, and deliver transport infrastructure and services
- Work to align investment in transport with other strategic infrastructure investment to achieve the North's ambition.

4.2 Delivering the outcomes in the draft STP will require longer term system reform, including:

- The simplification of funding streams, thereby removing cost and inertia from the delivery of investment
- Greater flexibility in the application of the funding available, to ensure that it is targeted towards the delivery of outcomes that are place-based and user-centred
- An increase in the total investment made in the North's infrastructure and services.

## 5. STP Structure and Key Messages

5.1 The Board has previously agreed a revised structure for STP2, built around four key elements:

- a) **The Vision** - Setting a clear and ambitious 30-year vision, supported by strategic objectives and metrics
- b) **The Case** - Setting out the Case for Change in terms of the economic, environmental and social challenges/opportunities for the North.
- c) **Policy and Place** – Including a "Policy for Places Framework" that enables the strategic vision and objectives to be applied to the North's communities
- d) **The Impact** - Measuring the impact of the STP2 and setting out how TfN will work with government, local transport authorities and the industry to deliver the North's vision.

5.2 The TfN Board has previously agreed that STP2 will have a single vision for the North's transport network, supported by three strategic ambitions. The Partnership Board reviewed the **draft vision and objectives** in September, following which we have finalised the draft vision as:

*In 2050 the North of England will have become a thriving, socially inclusive region. Our communities, businesses and places will all benefit from sustainable economic growth, improved wellbeing, and access to opportunities for all. This will be achieved through a transformed zero emission, integrated, safe and sustainable transport system, that will enhance connectivity, resilience, and journey times for all users.*

And the three strategic ambitions are proposed as:

- a) Rapid decarbonisation of the transport network by 2045 (as agreed in the TfN Decarbonisation Strategy adopted by the Board in November 2021);
- b) Significantly reducing transport related social exclusion (defined in the Inclusive Transport Strategy agreed by the TfN Board in September); and

- c) Transforming economic performance (as defined by the Northern Powerhouse Independent Economic Review currently being refreshed).
- 5.3 The vision and strategic ambitions for the North are underpinned by a clear set of outcome measures and supporting metrics that will, collectively, guide TfN and partner activities in its implementation. As previously agreed with the Board, the inclusion of clearly defined metrics underpinned by a robust monitoring and evaluation strategy and clear “golden thread” between activities and outcomes represents a major step forward from the previous STP, including:
- a) Including a “right share” metric that will support efforts to reduce car dependency and create the capacity required to accommodate growth on our public transport networks;
  - b) Explicitly recognise the scale of change required in accessibility required to unlock opportunity and reduce social exclusion;
  - c) Put in place a long-term ambition to double the share of freight carried by rail.
  - d) Adopting the “vision zero” approach to eliminating deaths on our major road network by 2050.
- Interim milestones for key metrics will then identify what progress is required over the next 10 years to deliver on the longer-term outcomes.
- 5.4 The **case for change** will build on the original STP, retaining the original vision and scope of the previous version, but incorporating the significant change in context since 2019, the new evidence on inclusive growth and decarbonisation from TfN and the challenges and opportunities emerging from the refresh of the Northern Powerhouse Independent Economic Review (NPIER). The key messages in this section will cover:
- a) The opportunity and challenges to transform the North of England’s economy and society, building on the output from the NPIER and demonstrating the economic, social and environmental benefits to the North, the wider benefits of reducing regional inequality and why an economically stronger North benefits the UK.
  - b) Set out why, given the North’s economic and social geography, improved connectivity is essential for realising that vision. Whilst transport investment can be a catalyst for change, it is not sufficient alone and alignment with investment in other areas of public policy is needed including skills, housing and place making.
  - c) The case for change will be clear about the scale of challenge we face to improve connectivity across five key areas of transport (with strongest focus for TfN on improving connectivity between places and key economic assets), and why the current system is holding back investment.
  - d) The importance of the North’s road network (reflecting the continued importance of the network to communities across the North but with an emphasis on the need to choose how the space available is used in order to meet needs to decarbonise, maintain access for freight and encourage active travel)
  - e) The critical role of the rail network in transforming the overall transport system (recognising the need to move beyond the current crisis and take clear steps to create capacity for passenger and freight growth over a sustained period of investment)
  - f) The need to invest in improving local connectivity (majoring on how this helps address the extent to which our current transport system too often acts as a barrier, how this represents an opportunity to decarbonise transport but highlighting the challenges facing LTAs in terms of funding)

- g) The importance of investing in access to international connectivity (with our ports and airports as key economic assets)
- h) The need to align investment across our transport system to achieve an integrated, affordable and connected offering (building on TfN's work on integrated ticketing programme and smart mobility).

The case for change will use TfN's Future Travel Scenarios (which informed the regional Decarbonisation Strategy) as the basis for planning and preparing for growth in public transport (particularly rail growth).

5.5 The **Policy and Place framework** has been developed to provide a more robust and transparent demonstration of what needs to be true to achieve the outcomes in STP2 across the different geographies of the North. This innovative approach is how we will ensure the high-level vision and objectives of the plan translates into meaningful outcomes and policies for all parts of the North's economy and society. In addition, this section of the STP will also set out:

- a) What connectivity is required between places in the North and between the North and the rest of the UK to deliver the outcomes and objectives of the plan, including the key road, rail and freight connections within TfN's Strategic Development Corridors
- b) Recognise the critical challenges facing the transport network and set out a realistic pathway forward through the next 10 years so we are on track for the long term.
- c) Why building NPR and HS2 in full remains central to achieving the required transformation in strategic connectivity for the North.
- d) The critical need to invest in improved local connectivity and to accelerate devolution in order to enable proper integration of local public transport networks.
- e) The importance of adopting a "whole journey" approach to affordability of travel and mobility.

5.6 Finally, the **Impact** section will set out how TfN will work with Government, the wider transport industry, infrastructure owners and delivery bodies, and partner authorities to implement STP2. The impact section is proposed to cover five key areas where TfN can have most impact, including:

- a) TfN's role in supporting and enabling delivery both as a statutory body and through its formal role with the Rail North Partnership and as co-sponsor of NPR.
- b) How TfN can act as a centre of excellence in strategic transport planning for LTAs, building on the industry leading analytical capability held within TfN and wider expertise in transport planning and business case development.
- c) An revised assessment of the overall level of the funding required (across multiple Parliaments) and the benefits of a long-term multi-modal investment pipeline.
- d) Monitoring and evaluation of progress. How we will monitor and report progress (for example on decarbonisation) against the STP vision and objectives through an annual report and action plan, which is also the opportunity to formalise and strengthen the Board's statutory advice to Government and maintaining a focus on delivery.

5.7 Alongside the draft of the STP, officers are also working with Arup on the Integrated Sustainability Appraisal that will accompany the STP when published for the consultation. The conclusions of the ISA will be available for the Board meeting in March and an update will be provided to the Committee on the 2 March.

## **6. Next steps**

- 6.1 An initial draft of the STP has been shared with officers for input and comment. The Partnership Board has also provided feedback. Further work will be undertaken on the draft Plan and the executive would welcome further input from the Committee prior to submitting the final version to Board for approval.
- 6.2 Subject to the Board's approval, planning is underway for a statutory consultation process to be undertaken in the summer of 2023, which will follow the local elections expected in early May. Alongside the draft STP, we will also publish the draft Independent Sustainability Appraisal and the remainder of the supporting evidence base for the STP, including the outcome of the refresh of the Northern Powerhouse Independent Economic Review.
- 6.3 Following the consultation process, the STP will then be revised and resubmitted to Board for adoption in December 2023.

## **7.0 Corporate Considerations**

### ***Financial Implications***

- 7.1 The financial implications related to the publication of the STP will be captured in the 2023/24 budget that will be approved by the board in March.

### ***Resource Implications***

- 7.2 The necessary resources to prepare the STP2 to the timeline set-out in this report have been identified and agreed, aligned to TfN's Budget & Business Planning Process for FY2022/23.

### ***Legal Implications***

- 7.3 The statutory obligations on TfN under the Local Transport Act 2008 as amended by Cities and Local Government Devolution Act 2016 in preparation of the STP will be kept under review to ensure the STP is legally sound and complies with the legal requirements.

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

- 7.4 This paper does not require a risk assessment. TfN's Corporate Risk Register includes risks associated with STP2.

### ***Environmental Implications***

- 7.5 A full Integrated Sustainability Appraisal (ISA) is being prepared to accompany the preparation of the STP2, supported by external expertise. The ISA2 Report will be consulted upon alongside the draft STP2 during 2023.

- 7.6 The draft STP2's draft Objectives and Policy and Place Framework were subject to iterative rounds of appraisal during December 2022 and January 2023. Overall, the results of the compatibility assessment indicate that the STP2 Objectives provide a firm underpinning to help ensure that the sustainability performance of the plan can be maximised.

- 7.7 TfN plan writers made changes to the draft plan directly due to these early ISA2 assessment outcomes flowing from the iterative assessments in December 2022 and as a result both policies and plan objectives scored stronger across the ISA2 framework within the 2023 assessment.

- 7.8 A further re-assessment of the Draft Plan, as well as a Stage 2 Habitats Regulation Assessment (HRA), is expected to be undertaken during March and early April. The outputs of this later stage of appraisal, as well as the HRA, will inform the main ISA2 report, which will be shared later this year as part of the STP2's consultation in Summer 2023

## **Equality and Diversity**

- 7.9 To accompany the revised STP we will also be undertaking an Equality Impact Assessment as part of the wider Integrated Sustainability Appraisal (ISA). TfN's Transport Related Social Exclusion workstream will allow TfN and its partners to better understand the distribution and causes of TRSE in the North and will form an important part of the evidence base for the revised STP.

## **Consultations**

- 7.10 A consultation has been undertaken with officers in constituent authorities; the statutory consultation planned for the revised STP in Summer 2023 will be undertaken in due course.

## **8.0 Appendices**

- 8.1 None.

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

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

- |          |   |
|----------|---|
| a) ISA   | Independent Sustainability Appraisal            |
| b) NPIER | Northern Powerhouse Independent Economic Review |
| c) STP2  | Second Strategic Transport Plan                 |

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<b>Meeting:</b>	Scrutiny Committee
<b>Subject:</b>	Road Investment Strategy (RIS) Recommendations
<b>Author:</b>	Owen Wilson, Head of Major Roads
<b>Sponsor:</b>	Darren Oldham, Director Rail and Road
<b>Meeting Date:</b>	Thursday 2 March 2023

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## 1. Purpose of the Report:

- 1.1 To outline the approach to developing TfN's recommendations for investment in the Strategic Road Network (SRN) and seek comments from the Scrutiny Committee.

The report seeks specific feedback on:

- Key messages to National Highways and Department for Transport on the RIS Programme.
- The methodology and analytical approach used to develop the recommendations for future RIS investment.

## 2. Recommendations:

- 2.1 The Scrutiny Committee is asked to comment on TfN's approach to preparing recommendations for RIS.

## 3. Main Issues:

### 3.1 Road Investment Strategy (RIS)

The Department for Transport (DfT) has set out six strategic objectives that it expects to underpin the next RIS, these are:

- Improving safety for all;
- Network performance to meet customer needs;
- Improved environmental outcomes;
- Growing the economy;
- Managing and planning the SRN for the future; and
- A technology-enabled and enabling network.

- 3.2 Transport for the North has been working collaboratively with National Highways to provide evidence on the North's requirements for investment in our strategic roads. TfN has provided input into the development of the SRN Initial Report and NH Route Strategy reports. Both documents had been expected to be published and consulted upon in autumn 2022; at time of writing, the reports are still to be published.

- 3.3 Current advice is that National Highways will publish a suite of documents in late February / early March 2023, including the SRN Initial Report, Route Strategy reports and a new strategic document 'Connecting the Country', setting out a long-term vision to 2050, on the role of the SRN.

- 3.4 Funding for new interventions in the RIS3 period is likely to be severely constrained by the limits that apply to public sector funding more generally. Budget pressures are also arising from delay and cost inflation impacting on the current RIS Programme (RIS2).

3.5 For RIS2 schemes in the North still to progress through statutory planning, there is a significant risk that Government will review their funding alongside emerging priorities identified in RIS3. Consideration of RIS2 schemes is not in scope of the work described in this report, however partners' views on RIS2 schemes still within the development stages will be a necessary part of Transport for the North recommendations to Government.

### **Proposed key messages in recommendations on the RIS**

- 3.6 TfN's recent submission to the House of Commons Transport Select Committee included a suggestion that the National Highways Licence should be amended to reflect the statutory role of TfN, and a requirement placed on National Highways to formally seek the views of Transport for the North and to then report on how that advice has been reflected in RIS3.
- 3.7 Early and ongoing engagement, collaboration and transparency in decision making with the key regional and local partners is vitally important; this should as a minimum include TfN, Mayoral and Combined Authorities and Local Transport Authorities.
- 3.8 The SRN operates as part of the wider transport network and there is a need to ensure that the objectives set for RIS3 are grounded in the agreed outcomes for the North as set out in the statutory Strategic Transport Plan.
- 3.8 It takes significant time (10 or more years) for new technologies and major infrastructure to impact at scale. As the Transport for the North evidence base in support of the Strategic Transport Plan highlights, rapid concerted action is required now to reduce carbon emissions and to maximise the efficient use of the existing transport system. Investment on the SRN should therefore first seek to optimise the function of the existing road network as an important community asset, delivering safe and reliable journeys for road users, and making the most of opportunities to reduce carbon emissions, minimise severance, improve air quality and biodiversity.
- 3.9 Alternative options to new road capacity should be thoroughly considered as part of early options appraisal work. This should include appraisal of policies and investment which would reduce the need for travel by car, LGV or HGV, and go beyond a basic assessment of a 'do minimum or business as usual' appraisal of the potential for planned investment in public transport and/or active travel to reduce vehicle trips on the SRN. Collaborative engagement with Transport for the North and with Local Transport Authorities is critical to fully appraising all options to support greater use of more sustainable travel modes.
- 3.10 The DfT is due to publish new Local Transport Plan guidance in 2023. In planning for RIS3 National Highways will need to engage with Local Transport Authorities in considering the role of the SRN in supporting local transport plans and targets, with for example the monitoring and reduction in transport related carbon emissions, a new duty placed on local transport authorities.
- 3.11 To meet policy priorities, transport investment, including through the RIS Programme, must be grounded in the delivery of the strategic objectives and outcomes identified in the Strategic Transport Plan, and not predicated on more easily monetised Benefit Cost Ratio (BCR) calculations, particularly when based on a narrow 'predict and provide' model of how to adapt to traffic growth.
- 3.12 Investment in new road capacity for motorised traffic is still required, particularly to improve safety and resilience but capacity enhancements should only be taken forward where there is compelling evidence that options for reducing traffic levels have been fully considered and increased road capacity is required to deliver economic and social benefits. For example, the dualling of the A66 (A1(M) at

Scotch Corner to junction 40 of the M6 at Penrith) is a primary example of a fundamental strategic need to provide a safer, more reliable, and resilient east-west route connecting Yorkshire and the Northeast to Cumbria and the West Coast of Scotland.

- 3.13 Plans for new road capacity should be accompanied by complementary policies to mitigate for unintended growth in 'induced' traffic. For example, where new road infrastructure is supporting growth in new housing and/or jobs the design of that infrastructure should seek to reduce the need for car-based travel.
- 3.14 There is an opportunity for National Highways to build on lessons gained from the RIS2 Programme, and to work with Transport for the North and local partners to re-scope the approach to identifying and appraising potential solutions. Key to this would be to collaboratively agree a shared view on an integrated 'place-based' strategy, one that encompasses options for complementary policy, technology, and infrastructure interventions.
- 3.15 Government has provided no indication of the funding for the RIS3 period (2025-2030), or how cost inflation experienced in the RIS2 Programme will impact on available funding for new investment in RIS3. It is essential that where there is a need for National Highways and DfT to consider the implications of cost pressures that have consequences for future investment periods, there is an effective mechanism for seeking the formal views of Transport for the North prior to a decision being made. This is particularly important where a reassessment of the scope of proposed works might enable a more efficient approach that represents better value for money once the wider benefits to local communities are considered.

### **Summary of approach to identifying the need for an SRN intervention**

- 3.16 Evidence from the Strategic Development Corridor (SDC) studies, which underpinned the 2019 Investment Programme, plus work on sequencing interventions agreed by Transport for the North Board in 2020 formed the basis of work on identifying locations on the SRN for assessment.
- 3.17 The SDC studies included extensive engagement with Transport for the North partners on the development of strategic objectives, the completion of 'Options Appraisal reports', shortlisting and modelling of proposed transport schemes and completion of Strategic Programme Outline Business Cases<sup>1</sup> for each SDC corridor, available on TfN's website.
- 3.18 Building on the previous work and utilising the following evidence, the analysis is focused on identifying where the SRN is performing poorly and/or where there are substantial issues which need to be addressed by 2033:
- Transport for the North commissioned mobile phone data
  - TfN's Northern Highway Assignment Model (NoHAM),
  - TfN's Development Log (jobs & housing),
  - Transport Related Social Exclusion (TRSE) evidence
  - Nationally available data on air quality, noise and safety
- 3.19 The assessment is based on baseline performance (2018 & 2019 data) and outputs from NoHAM for 2033. See Appendix 2 for an overview of the metrics and data source for each level of service indicator.

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<sup>1</sup> SDC Strategic Programme Outline Business Cases available here: <https://transportforthenorth.com/strategic-development-corridors/#:~:text=The%20corridor%20links%20advanced%20manufacturing,of%20the%20Government's%20Industrial%20Strategy>.

- 3.20 The 2033 assessment has been completed for two future scenarios, TfN's Urban Zero Carbon (UZC) scenario and the National Trip End Matrix (NTEM) scenario published by DfT.<sup>2</sup>
- 3.21 The Transport for the North future scenarios<sup>3</sup> were developed through collaboration with Transport for the North partners and identify four plausible future states based on a plausible mix of policy actions, societal and technological changes. The UZC scenario assumes the most national and local policy activity to reduce traffic levels, resulting in a lower overall road vehicle km growth up to 2050, than the 15% advised by the Climate Change Committee 6<sup>th</sup> Carbon Budget.
- 3.22 Use of the scenarios enables testing for uncertain future circumstances. For example, considering whether policy actions such as greater investment in active travel and public transport, a focus on compact urban rather than dispersed development combined with traffic demand management, mitigate for the need for new road capacity. It is important to note that the assessment of alternate scenarios provides a high-level indication and would need to be looked at in further detail should work on appraising options for specific SRN locations be taken forward.

### **Level of Service**

- 3.23 The assessment reports on 'Levels of Service' looking at environmental, economic and social outcomes, summarised in figure 1.

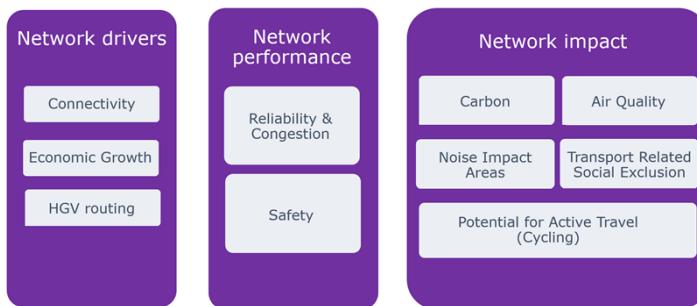


Figure 1 –Level of Service Indicators.

- 3.24 'Level of service' performance has been assessed using baseline evidence and 2033 data measures for the two future states (NTEM and UZC). Relative need for intervention based upon and assessment across all measures, is shown in decreasing order below:
- Substantial number of 'levels of service' measures identified as performing poorly or presenting a substantial issue, across environmental, economic, and social outcome measures;
  - Significant number of 'levels of service' measures identified as performing poorly or presenting a substantial issue, across environmental, economic, and social outcome measures; and
  - Some 'level of service' measures identified as performing poorly or presenting a substantial issue.
- 3.25 The identification of locations requiring an intervention does not replace the need for detailed location specific options appraisal, or pre-judge potential solutions. However, it does point to the need for National Highways to work with Transport

<sup>2</sup> NTEM shows a similar level of traffic growth to TfN's 'Just About Managing' (JAM) scenario.

<sup>3</sup> Transport for the North Transport for the North Future Travel Scenarios report 2020

<https://transportforthenorth.com/future-travel-scenarios/>

for the North and Local Authority partners on identifying options for improving performance of the SRN at those locations.

### **Deliverability and Affordability**

- 3.26 The sequencing work completed in 2020 considered deliverability and affordability of potential road schemes<sup>4</sup>. This has been used to consider the relative deliverability and affordability of potential new road infrastructure, but at this early stage of assessment should not be viewed as a preferred option.
- 3.27 The deliverability and affordability measures have been used to develop an initial view of the earliest likelihood an infrastructure scheme could be delivered. For the Board to reach a considered position on recommending priorities for RIS3 and RIS4 it is essential that Government engages with Transport for the North in sharing information on future funding for the RIS programme.
- 3.28 Recommendations on relative need for an intervention developed through combining evidence on strategic alignment, level of service measures and deliverability have been categorised in relative order of need as Category A, B & C.

### **Not currently in scope**

- 3.29 The level of service measures do not include an assessment of embodied carbon associated with new infrastructure or the potential growth in induced motorised road traffic resulting from road capacity enhancements. Transport for the North has developed the analytical tools to complete a user carbon assessment of a proposed programme or programmes of transport interventions and can undertake this work when the level of RIS funding and therefore potential scale of any programme becomes clearer. An assessment of embodied carbon would need to take place at the options appraisal stage for proposed schemes.
- 3.30 Appraisals of a programme of RIS interventions. This is work Transport for the North could complete, following feedback and agreement on a proposed programme or programmes, and which would include an assessment of the impact on user carbon emissions and the socio-economic distributional impact of benefits. A clear indication of the RIS funding would be required to ensure further work is of most value.
- 3.31 Consideration of RIS2 schemes still to be delivered.

## **4. Corporate Considerations**

### ***Financial Implications***

- 4.1 There are no financial implications from this report.

### ***Resource Implications***

- 4.2 The Major Roads and Strategy Team will continue to engage with DfT and National Highways on the RIS Programme and undertake work to further develop TfN's evidence base underpinning recommendations for the RIS.

### ***Legal Implications***

- 4.3 There are no apparent significant legal implications resulting from this report.

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

- 4.4 A risk assessment is not required for this paper.

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<sup>4</sup> Transport for the North Transport for the North commissioned WSP and Costain to review costs estimates and appraise technical challenges in delivering proposed interventions. The Qualitative Sequencing report provides an explanation of the approach taken, Transport for the North Transport for the North Board July 2020.

### ***Environmental Implications***

- 4.5 This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does not stimulate the need for Strategic Environmental Assessment (SEA) or Environmental Impact Assessment (EIA). All proposed infrastructure developments will be subject to screening for the need for EIA by the relevant development authority as part of the design development and consenting process.
- 4.6 TfN's appraisal of strategic options has included consideration of user carbon, air quality, noise and safety. Further consideration of the impacts of induced traffic and also embodied carbon, are recommended through further appraisal.

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

- 4.7 There are no specific implications.

### ***Consultations***

- 4.8 Executive Board has been consulted on TfN's proposed recommendations for the RIS.

## **5. Background Papers**

- 5.1 Strategic Development Corridor Studies.  
5.2 Qualitative Sequencing Report, July 2020.

## **6. Appendices**

- 6.1 Appendix 1 - Level of service metrics and data sources.  
6.2 Appendix 2 – Slides summarising TfN's approach to considering the needs for an intervention on the SRN.

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

- a) *SRN – Strategic Road Network*
- b) *NoHAM – Northern Highway Assignment Model*
- c) *UZC – Urban Zero Carbon Future Scenario*
- d) *JAM – Just About Managing Future Scenario*
- e) *NTEM – National Trip End Matrix*
- f) *TfN – Transport for the North*
- g) *RIS – Road Investment Strategy*
- h) *DfT – Department for Transport*

## Appendix 1 – Level of Service Measures

### Network drivers

<b>Level of service</b>	<b>Description</b>	<b>Assessment</b>	<b>Baseline TfN</b>
Connectivity	Relative levels of connectivity to jobs by car – ranked.	The number of jobs that can be accessed in a 60-minute round trip (30 minutes to work in the morning peak plus 30 minutes to home in the evening peak)	NoHAM Base model skims and NorMITs TMS jobs
Socio-economic	Relative levels of Transport Related Social Exclusion	Based on ranking of LSOAs using TfN TRSE statistics, based on a combination of IMD and transport accessibility data.	Transport Related Social Exclusion (analysis)
Economic growth	Relative levels of planned housing and jobs growth.	Information available in the forecast housing and employment uncertainty logs for 2030.	N/A
HGV routing	HGV flows – relative role of the road in supporting HGV freight movements.	Identify where there are high levels of HGV traffic, including where on roads that are not typically expected to support high levels of heavy vehicle usage.	Magnitude of HGV in 2018 Base NoH (scaled by absolute vehicle volume).

## Network performance

Level of service	Description	Assessment	Baseline TfN
Journey Time Reliability	Whether there are Journey time reliability issues – weekday peaks periods weekends	Mobile Network Data (2019) Congestion Efficiency - Median AM and PM speeds as a percentage of free-flow speeds (03.00-04.00), constrained to speed limit.  Base NoHAM V/C	Mobile Network Data comparison of AM and PM median speed versus the 'off-peak' free-flow median speed.  Base NoHAM V/C percentage AM and PM.
Safety	There are hotspots on the network with higher-than-average accident rates	STATS-19 Accident Data joined to the model network and an accident rate has been calculated for each level of severity (fatal, serious and slight).	<a href="#">EuroRAP</a> (European Road Assessment Programme).

Network resilience would also be of interest for this pillar but information on this is currently limited.

## Network impact

<b>Level of service</b>	<b>Description</b>	<b>Assessment</b>	<b>Baseline TfN</b>
Carbon	Impact of the network on carbon emissions	Kg CO2 per veh km.  Potential to run NoCarb later for an agreed portfolio of interventions.	Calculate NoHAM line emissions from Baseline Year 12-hour flow.
Air Quality Management Area (AQMA) & NO2 / PM2.5 data	Where AQMA areas are associated with the SRN. Modelled data on NO2 and PM2.5 levels	AQMA & NO2/PM2.5 data mapped against road links.	Outputs generated from national datasets <sup>1</sup>
Noise Impact Areas	Where NIA designated zones are associated with the SRN	Noise Important Areas were mapped and rationalised with road links.	Outputs generated from national datasets
Socio-economic	Relative levels of Transport Related Social Exclusion	Based on ranking of LSOAs using TfN TRSE statistics, based on a combination of IMD and transport accessibility data.	Transport Related Social Exclusion (TRSE) analysis
Potential for Active Travel	Based on % of residents able to access a major employer within 30 mins	Based on % of residents able to access a major employer within 30 mins, using DfT travel time data and data on location of employment	Potential for cycling work



# Road Investment Strategy

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**Owen Wilson**  
Head of Major Roads

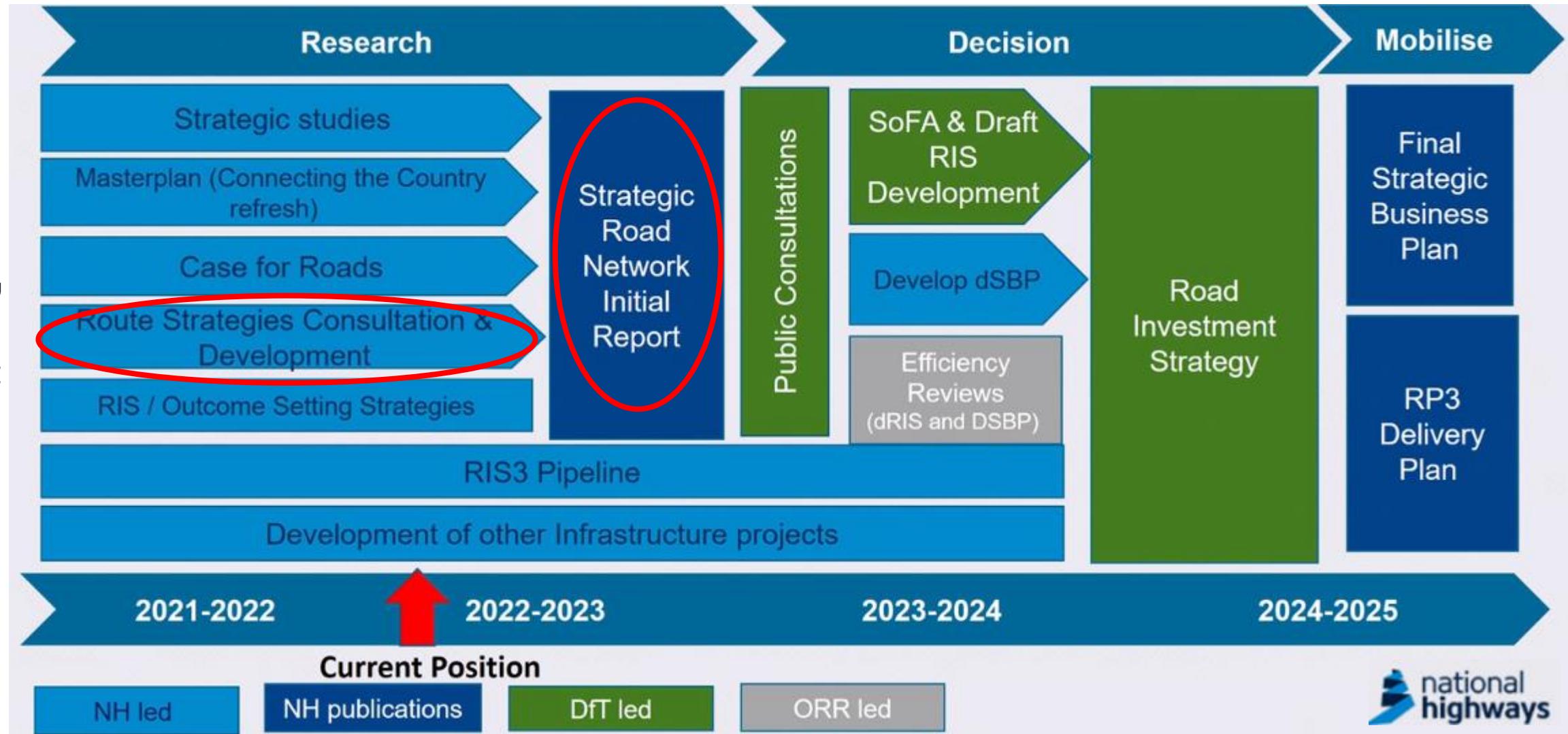


# Road Investment Strategy: Update

- RIS 3 covers investment on the Strategic Road Network, during 2025-2030
- Publication of National Highways Draft Route Strategies & SRN Initial Report – now anticipated Feb / March '23
- Advised that consultation period will be 8 weeks
- TfN input into earlier draft of National Highways' Route Strategies – Apr/May '22
- Engagement with National Highways on considering RIS recommendations
- TfN's process in assessing the need for SRN interventions covered in the following slides.
- Updating Executive Board – 23<sup>rd</sup> February
- Plan to present TfN recommendations in a report to Board 23<sup>rd</sup> March



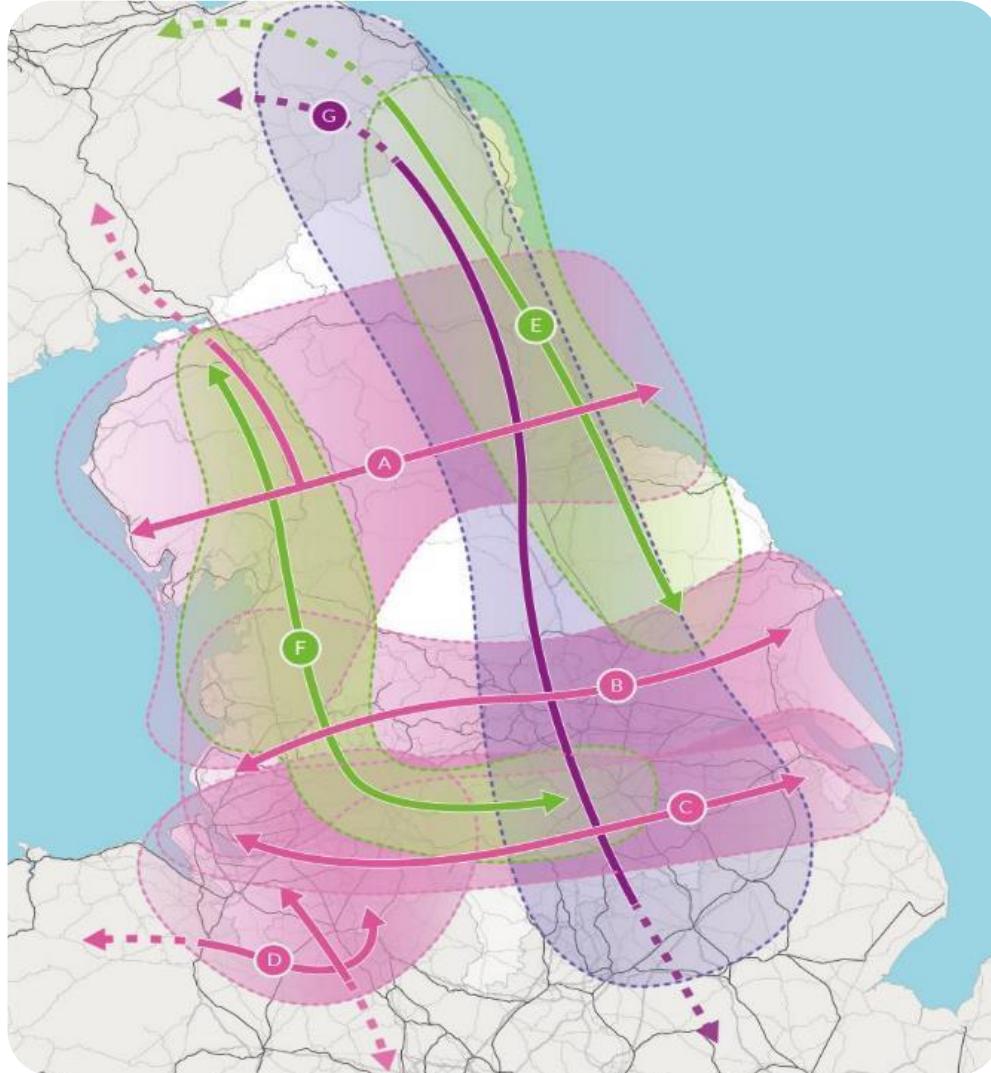
# Reminder: RIS3 Programme timeline



# Recap: Strategic Development Corridors

Reported in STP and Investment Programme 2019

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

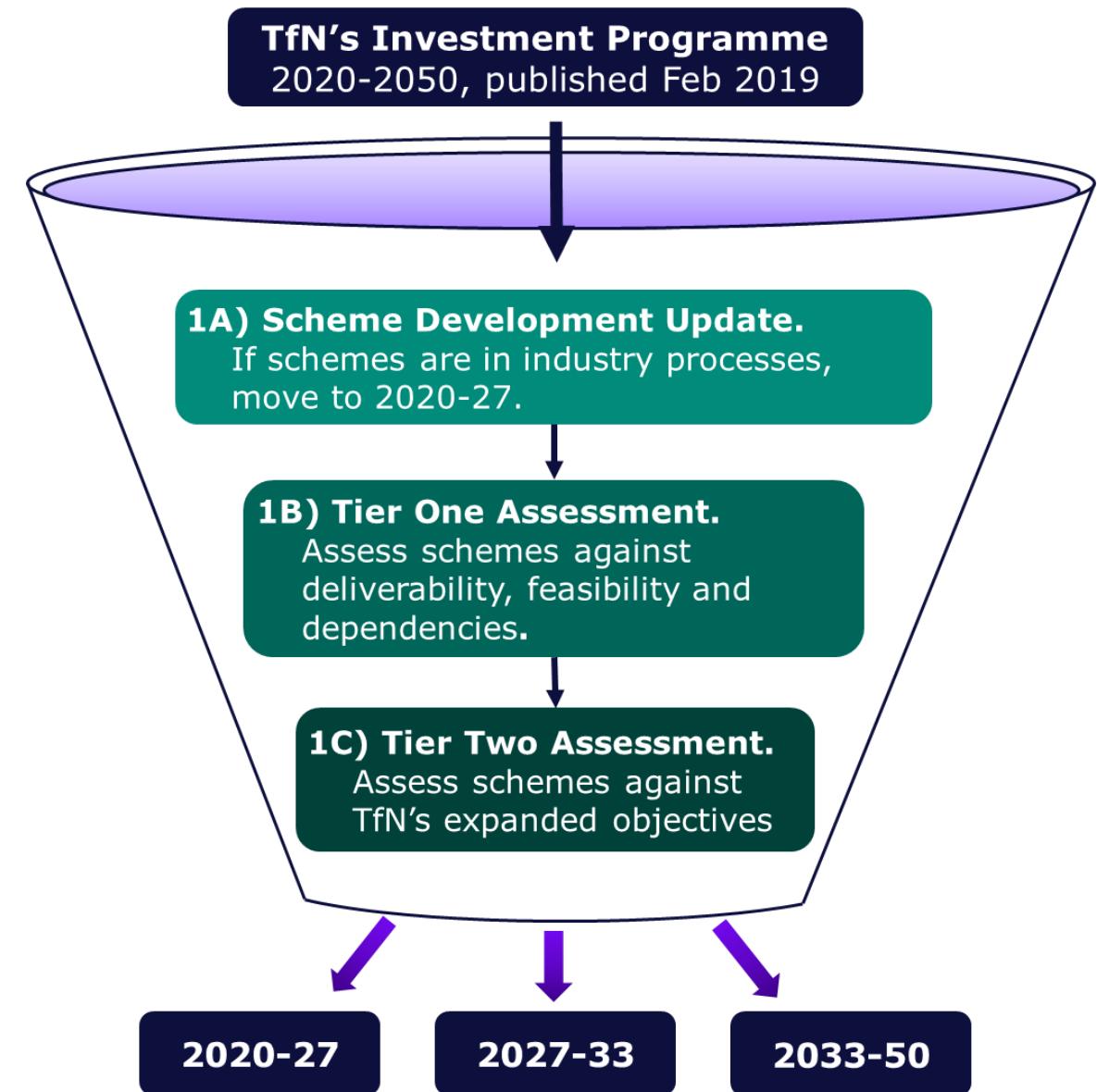


# Recap: Sequencing Interventions

Reported to Scrutiny and TfN Board,  
Summer 2020

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- **Strategy 1**, ambitious public transport focused programme, with significantly accelerated funding in the 2027-2033 period
- **Strategy 2**, accelerated funding in the 2027-2033 period with higher level of investment.
- **Strategy 3**, continuation of current rate of transport funding, with limited or no TfN influence on how funds are split across road and rail investment.



# Analytical Approach: Developing recommendations for RIS3/RIS4

- Review network performance against a set of 'Level of Service' metrics
- Metrics compiled from a range of TfN sources including NoHAM, NorMITs, TRSE, National datasets
- Identify areas of the network that score poorly and assess based on relative need for intervention



*NoHAM – Northern Highway Assignment Model*

*NorMITs – Northern Model Integration Tools*

*TRSE – Transport related social exclusion*

*National datasets – Road safety, air quality, noise.*

*Mobile Device Data commissioned by TfN*

# Network Assessment – Environmental, Economic & Social outcomes

## Network drivers

Connectivity

Economic Growth

HGV routing

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## Network performance

Reliability & Congestion

Safety

## Network impact

Carbon

Air Quality

Noise Impact Areas

Transport Related Social Exclusion

Potential for Active Travel  
(Cycling)

# Level of Service Metrics (1)



## Network Performance

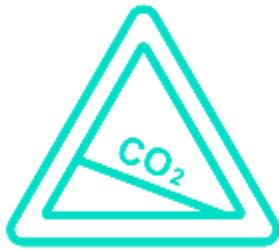
- Journey time reliability – 2019 baseline (Mobile phone data)
- Volume / Capacity - 2018 & 2033 (NoHAM)
- Safety (Safety data sourced from RSF EuroRAP Results 2021)



## Network drivers

- Connectivity (NoHAM – access to employment within 30mins)
- Traffic flow / HGV flow (NoHAM – 12 hr flow)
- Housing & Jobs growth (D-Log – Local Authority data)

# Level of Service Metrics (2)



## Network Impacts (Environmental & social)

- User Carbon emissions (NoHAM – emissions per veh KM)
- Air quality metrics (AQMAs & DEFRA UK model)
- Transport Related Social Exclusion –based on TfN geospatial data
- High level analysis of potential for active travel - based on geospatial data



## Deliverability & Affordability

- Qualitative sequencing assessment (completed in 2020)
- Cost estimates – Costain (completed in 2020)

# Defining the priority areas

- The assessments were completed for a baseline scenario, either 2018 or 2019.
- Areas that repeatedly score poorly, across multiple network measures, provide an initial view of SRN performance
- The analysis was repeated for each of the 2033 future year scenarios; NTEM and UZC. This indicates how each of the baseline priority areas would likely respond in future scenario conditions.



# Assessment of Level of Service



Substantial number of 'levels of service' measures under each of the three pillars, identified as performing poorly or presenting a substantial issue.

Significant number of 'levels of service' measures under each of the three pillars, identified as performing poorly or presenting a substantial issue.

Some 'level of service' measures identified as performing poorly or presenting a substantial issue.

# 'Level of service' findings

- Majority of locations show some 'poor / substantial' impacts across the three pillars: Network Drivers, Network Performance & Network Impacts.
- Mobile phone data indicates that a small number of locations are impacted by poor journey time reliability on both weekday peak periods AND at weekends.
- Around one third of locations show poor journey time reliability on weekday peak periods
- Substantial growth in housing and jobs is planned in proximity to 36 locations



# Need for intervention

Recommendations on relative need for, and potential timescale for an intervention have been developed by combining evidence on strategic alignment, level of service measures and deliverability. They have been categorised as:

- Category A: where evidence indicates interventions are most needed
- Category B: where evidence indicates interventions are required
- Category C: Locations where evidence indicates interventions may be required

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Qualitative assessment of affordability & deliverability.  
Further assessment on these criteria will take place following partner engagement.

# Next Steps

1. 1.2.1 discussions with relevant partner authorities & informal sharing of insights with National Highways (in progress)
2. Review scheme deliverability & affordability within RIS3 and RIS4 periods following partner engagement
3. Develop final recommendations – based on assessment of need for intervention and potential for delivery in RIS3 / RIS4
4. Report with recommendations to TfN Board – 23<sup>rd</sup> March  
(If SRN Initial Report and Route Strategies are published prior to Board, there may be scope for presentation and discussion at Board on an initial response).
5. Ongoing engagement with the Department for Transport, National Highways and Local Partners to influence the RIS programme.

<b>Meeting:</b>	Transport for the North Scrutiny Committee
<b>Subject:</b>	Northern Powerhouse Rail Co-Sponsorship
<b>Author:</b>	Jonathan Brown, Strategic Rail Lead
<b>Sponsor:</b>	Darren Oldham, Rail and Roads Director
<b>Meeting Date:</b>	Thursday 2 March 2023

**1. Purpose of the Report:**

- 1.1 This report provides an update on Northern Powerhouse Rail, specifically the development of the NPR co-sponsorship Memorandum of Understanding which formalises Transport for the North's role on the programme following publication of the Integrated Rail Plan.

**2. Recommendations:**

- 2.1 That the Committee notes that the Board will be asked to endorse the Northern Powerhouse Rail Sponsorship Agreement in March 2023.

**3. Main Issues:**

- 3.1 Northern Powerhouse Rail (NPR) is a major programme to improve rail connectivity between main centres of the North through a combination of new routes and significant upgrades to existing rail routes. Development work on NPR has been jointly led by Transport for the North (TfN) and the Department for Transport (DfT) over a number of years operating as co-clients. The TfN Board agreed its preferred NPR network in early 2021 and provided advice to the Secretary of State for Transport.
- 3.2 The Government published its Integrated Rail Plan (IRP) in November 2021 setting out plans for rail in the North and Midlands. The IRP proposed an NPR network which is less extensive than the TfN preferred network however forms a core which could be developed to a more extensive network over time. This would include connectivity to Bradford and Hull, between Sheffield and Manchester and between Sheffield and Leeds that is linked to HS2 plans which are currently unclear. The draft Strategic Transport Plan stresses the need to fully complete NPR and HS2 as originally planned to achieve maximum benefit to the North. If delivered, the IRP does however represent a significant commitment to the North, and the IRP version of NPR can be added to as funding becomes available in later years. The NPR co-sponsorship Memorandum of Understanding (referred to subsequently as the sponsorship agreement) provides for TfN to conduct work looking at additional corridors and to support this, TfN has employed additional staff who will work alongside DfT colleagues to ensure that the NPR schemes developed are optimised.
- 3.3 The IRP also proposed a change to the role of TfN, with the DfT becoming sole client for NPR and TfN assuming the role of co-sponsor jointly with the DfT. As a result, the DfT became sole client on 1 April 2022 and several posts were transferred from TfN to DfT to support this. The arrangements for co-sponsorship of NPR were agreed by the TfN Board in March 2022. To formalise these, a sponsorship agreement has been jointly developed by TfN and the DfT and is attached as Appendix 1. This agreement has recently been endorsed by Ministers and will be presented to the TfN Board for endorsement in March 2023.
- 3.4 The senior governance is provided by the NPR Sponsor Board. The Board is comprised of three named representatives from each of TfN and DfT, supported

- by Network Rail and HS2 Limited with other supporting attendees. The Sponsor Board is accountable for ensuring that the work is governed effectively and delivers the objectives that meet identified needs. TfN has indicated its intention that its three named attendees will include a senior partner officer representative, mirroring the officer-led Rail North Partnership Board which oversees the Northern and Transpennine Express rail contracts.
- 3.5 The Sponsor Board's direct responsibility is the core NPR network as defined in the IRP, essentially between Liverpool and York via Manchester and Leeds. Delivery of NPR is however reliant on other programmes in particular HS2, Transpennine Route Upgrade and the East Coast Main Line Enhancements Programme. These programmes, referred to as "Dependencies" in the agreement are outside of the co-sponsorship remit with integration managed by the DfT. Whilst this means there is not direct TfN involvement with these programmes, the Sponsor Board does give TfN another avenue to raise issues or concerns alongside the formal role to provide statutory advice to the Secretary of State.
- 3.6 The Sponsor Board meets quarterly and three such meetings have been held to date. These have operated under the model set out in the sponsorship agreement albeit before it has been formally ratified through both TfN and DfT governance. Sponsor Board Papers have been shared with TfN Partner authorities and views fed in, with feedback provided after the meetings. In the last year, the level of partner, and TfN, involvement in NPR has been limited and substantially less than in the co-client period, although the level of engagement is gradually increasing as the NPR programme transitions into delivery. Additionally, TfN has now put in place additional resources (supported by the sponsorship agreement) and will be working with DfT to further increase the level of engagement.
- 3.7 The Board will be asked to endorse the sponsorship agreement to maximise TfN's influence on NPR with the framework of the committed IRP scheme. The sponsor agreement is important in formalising TfN's future role on NPR. It defines way that the Sponsorship process will operate. In effect, the agreement sets out the minimum expectations for the process.
- 4. Corporate Considerations**
- Financial Implications***
- 4.1 There are no financial implications for Transport for the North as a result of this report.
- Resource Implications***
- 4.2 There are no direct resourcing implications as a result of this report.
- Legal Implications***
- 4.3 Transport for the North is a co-sponsor of the NPR Programme and will need to enter into a formal agreement with the DfT for this purpose, which the Board will be asked to endorse in March 2023. The implications of this are covered in the body of the report.
- Risk Management and Key Issues***
- 4.4 There are two risks in relation to NPR Co-sponsorship, which are being managed on TfN's corporate risk register. The sponsorship agreement provides sufficient safeguards for this risk to be managed so that TfN retains influence over the NPR Programme.
- Environmental Implications***
- 4.5 This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does stimulate the need for SEA or EIA. Any infrastructure proposals to improve the capacity and reliability of the system will be subject to

- EIA Screening, conducted by DfT and its delivery partners as part of the consenting process for those projects.
- 4.6 Delivery of NPR will encourage growth of travel by rail services and contribute to environmental targets through reduction in journeys by road.
- 4.7 Any specific environmental issues will be picked up in the development and delivery of individual infrastructure interventions.
- Equality and Diversity***
- 4.8 A full impact assessment has not been carried out because it is not relevant to the type of work referenced however increased access to employment and other opportunities is one of the main benefits of NPR.
- Consultations***
- 4.9 TfN and the DfT have collaborated in developing the sponsorship agreement. The draft agreement has been shared with TfN partners for comment.
- 5. Background Papers**
- 5.1 There are no background papers.
- 6. Appendices**
- 6.1 Appendix 1 - NPR co-sponsorship Memorandum of Understanding

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

a) TfN	<i>Transport for the North</i>
b) DfT	<i>Department for Transport</i>
c) HS2	<i>High Speed 2</i>

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## **Appendix A:** Co-Sponsorship Memorandum of Understanding

### **Northern Powerhouse Rail (NPR) Programme**

#### **Co-Sponsorship Memorandum of Understanding (MoU)**

##### **Agreement between:**

The Secretary of State for Transport, whose primary offices are registered at Great Minster House, 33 Horseferry Road, London, SW1P 4DR (SoS); and

Transport for the North, whose primary offices are registered at 4 Piccadilly Place, Manchester, M1 3BN (TfN).

##### **Part A – Background**

- On 18 November 2021, the Government published its Integrated Rail Plan (IRP), a major rail investment blueprint for the North and Midlands over the subsequent three decades.
- One of the central recommendations of the IRP was a change to the delivery model for Northern Powerhouse Rail (NPR). From the programme's conception in 2015 to March 2022, NPR had operated on a 'co-client' model with co-clients Department for Transport (DfT) and Transport for the North (TfN) assuming joint responsibility for developing the programme and instructing NPR delivery bodies HS2 Ltd & Network Rail.
- This relationship was governed by a Memorandum of Understanding (MoU) which outlined the respective roles and responsibilities of NPR co-clients as well as general working practices. The terms of this MoU formally terminated on 31 March 2022 when the NPR programme transitioned to a new delivery model.
- Under the new delivery model, which became effective on 1 April 2022, a single programme client team has been embedded in DfT that is responsible for instructing NR & HS2 Ltd and is solely accountable to the Secretary of State (SoS) for Transport. TfN has now formally transitioned from NPR programme co-client to co-sponsor.

##### **Part B – Role of Sponsors and Purpose of this document**

- The **Sponsors** have a critical role as part of the governance board of any project, programme or portfolio. The sponsors are accountable for ensuring that the work is governed effectively and delivers the objectives that meet identified needs.

- The purpose of this agreement is to serve as a Memorandum of Understanding (MoU) between NPR co-sponsors DfT and TfN, outlining the roles and responsibilities of both parties as well as presenting guidelines on working arrangements which both parties will make best endeavours to adhere to.
- This document is not legally binding, but both parties agree to operate within the parameters of this agreement. Note that this reflects the current position and will be subject to review as NPR matures and responsibilities change.

### **Part C – Pre-existing agreements:**

- This MoU is consistent with pre-existing Memoranda of Understanding between DfT and TfN. This includes:
  - MoU between the Department for Transport and Transport for the North (dated 31 July 2018): The purpose of this document is to outline the obligations, principles and working arrangements that underpin the relationship between the two parties.
  - Communications MoU (May 2020): The purpose of this document is to set out clear working practices on how both parties will work openly and transparently with respect to media, press and communications.
- The NPR co-Sponsorship MoU is also consistent with TfN's legal constitution as outlined in the Sub-National Transport Regulations 2018 (Transport for the North).

### **Part D – Defining the programme and scope**

#### Defining the programme

- The NPR programme is a complex major rail programme that is comprised of a series of on-line upgrades to existing rail infrastructure and new high-speed lines between Liverpool, York & Newcastle (NPR ‘Core’).
- The NPR ‘core’ network, as defined by the IRP, is comprised of two new high-speed lines from Latchford to High Legh and Manchester Piccadilly to the Standedge Area (henceforth referred to as NPR ‘**New Lines**’) and upgrades to the existing lines between Liverpool and Latchford, Bradford to Leeds and Leeds Hub (henceforth referred to as NPR ‘**Upgrades**’).

- Due to its scale and complexity, NPR has multiple interfaces with other major rail programmes in the North whose completion are required to make a success of the NPR programme (henceforth referred to as “**NPR Dependencies**”). This includes:
  - ❖ **HS2 Phase 2B Western Leg:** A new high-speed line between the West Midlands and Manchester International Airport & Manchester Piccadilly intersecting with NPR new line element at High Legh in Cheshire. The project is being delivered by HS2 Ltd and is sponsored by DfT.
  - ❖ **Transpennine Route Upgrade (TRU):** An upgrade programme on the Diggle line between Manchester and Leeds via Huddersfield that interfaces with the NPR new high-speed line element to the Standedge Area in West Yorkshire. The TRU represents the first phase of the NPR programme and is being delivered by Network Rail and sponsored by DfT.
  - ❖ **East Coast Enhancements Programme:** An upgrade programme on the East Coast Mainline from Colton Junction to Newcastle that will allow more trains to run and delivery quicker journeys across the route. The programme of works is being delivered by Network Rail and sponsored by DfT.

#### Scope of Sponsorship Agreement

- The scope of the NPR Co-Sponsorship MoU is outlined below. Broadly, activities can be grouped into four key areas – (1). NPR ‘New Line’ Project Governance; (2). NPR ‘Upgrade’ Project Governance; (3). Integration; and (4). Analysis.

Sponsorship Agreement – Scope		
Theme	Project	Description
NPR ‘New Lines’	Latchford to High Legh	Section of new high-speed line from Latchford to High Legh where it intersects with HS2 Phase 2B Western Leg
NPR ‘New Lines’	Manchester Piccadilly to the Standedge Area	Section of new high-speed line from Manchester Piccadilly to the Standedge Area where it interfaces with TRU programme
NPR ‘Upgrades’	Liverpool to Latchford	Upgrade of Liverpool Lime Street station, reinstatement of Fiddlers Ferry freight line and reinstatement of Warrington Bank Quay station platforms

NPR 'Upgrades'	Bradford to Leeds	Upgrade and electrification of the Calder Valley Line between Bradford Interchange and Leeds
NPR 'Upgrades'	Leeds Hub	Series of works at Leeds station to assess current and future capacity and develop any necessary interventions
Integration	Monitor integration of Constituent NPR Projects	The NPR sponsorship function will consider any integration challenges that have been escalated by the NPR programme board or raised for consideration by co-sponsors
Analysis	Supporting NPR Analytical Programme	Providing overview and considering strategic issues raised by the ASG

- The role of the NPR co-sponsors will be to check and challenge the outputs of the NPR programme board.

Specifically, this refers to:

- ❖ Project governance of the NPR 'New Lines' and NPR 'Upgrades' elements of the programme. Key activities will include reviewing and giving feedback on issues that have been escalated to the NPR Sponsor Board or considering issues that have been jointly raised by the NPR co-sponsors.
- ❖ Monitoring of integration plans and challenges associated with the wider dependent NPR network (HS2/TRU/ECML) when an issue has been escalated by the NPR programme board. This will mean that TfN has visibility of the key NPR interfaces despite these being delivered through different programmes with different Senior Responsible Owners (SRO's). Pursuant to the terms of reference for the NPR Sponsor Board, TfN reserves the right to be able to proactively raise specific integration issues for consideration.
- Note that as the NPR dependent programmes have unique Senior Responsible Owners (SRO), it will be at the discretion of these programmes to decide what level of project information is made available to TfN. The NPR SRO will commit to working closely with the SROs of the NPR dependent projects to ensure TfN is presented with sufficient information to effectively deliver as NPR programme co-sponsor.

- Another key role of the NPR Sponsorship Function will be to support the analytical programme and business case development. This is explained in detail in Part H (Funding and Financial Matters).

### Future Scope

- Consistent with recommendations presented by the National Infrastructure Commission (NIC) in their Rail Needs Assessment, the IRP is taking an ‘adaptive’ approach to investment, setting-out a core pipeline of investment but recognising that the Government may choose to augment or alter the IRP pipeline in the future subject to clarity on how demand and economic growth will recover post COVID-19.
- Any substantive changes to the scope of the NPR programme resulting from considerations outlined in the bullet above or from a significant change in Government policy will trigger an immediate review of this document subject to terms outlined in Part M (‘Review Points’).

### *HS2 Touchpoints*

- There are multiple touchpoints between the NPR programme and the HS2 Phase 2B Western Leg programme that will require careful management during the subsequent phases of development and construction. This includes Crewe, Manchester Airport and Manchester Piccadilly.
- Clearly, it will be important for TfN to have appropriate visibility of these touchpoints to fulfil its role as NPR programme co-sponsor. As the HS2 Phase 2b: High Speed Rail (Crewe-Manchester) 2022 bill is currently being reviewed by Parliament, it is proposed that the precise working arrangement and the implications for NPR programme scope is ascertained once the bill has received Royal Assent.

### *Former NPR corridors*

- The future of former-NPR corridors including the Manchester to Sheffield and Hull corridors are currently subject to affordability and deliverability of the core IRP pipeline. These corridors will not be considered by the NPR sponsorship function unless separately remitted by the NPR SRO.
- TfN reserves the right to independently evaluate the case for these corridors on the strict condition that this does not draw on resource expenditure from the NPR co-sponsorship funding allocation or Grant Funding Agreement for the Technical Assurance, Modelling and Economics (TAME) analytical team (see part H).
- **Note** that the Leeds to Newcastle NPR corridor is now being considered as part of the ECML enhancements programme and the Sheffield to Leeds NPR corridor is currently being considered as part of the HS2 to Leeds Study.

## **Part E – Partnership Aims and Objectives**

- The purpose of this partnership is to draw on the collective expertise of the DfT as the Department responsible for the English transport network and TfN as the sub-national transport body for the North of England to develop a programme that delivers the strategic objectives of the Integrated Rail Plan (IRP), namely:
  - ❖ (1). Improving transport for users by enhancing capacity and connectivity to meet long-term rail demand and make journeys faster, easier and more reliable;
  - ❖ (2). Growing and levelling up the economy by creating opportunities for skills, employment, agglomeration and regeneration;
  - ❖ (3). Reducing environmental impact by supporting decarbonisation of the rail network and accelerating modal shift for passengers and goods; and
  - ❖ (4). Ensuring value for money for the taxpayer through efficient delivery of rail infrastructure, learning lessons from past projects to ensure that schemes are delivered effectively.
- Other core aims of the partnership will be to ensure that the NPR programme is fully integrated with the wider northern major & local transport network and ensuring that it reflects central and local government policy & strategy in the region.

## **Part F – Programme Responsibilities & Governance**

The broad division of co-sponsor responsibilities is presented in the section below:

*Department for Transport:*

- The Department is the sole NPR programme funder meaning it is responsible for setting the programme budget and providing funding for all resource and capital expenditure.
- The Department is responsible for instructing and holding to account the two delivery bodies HS2 Ltd and Network Rail. This will include leading and managing the infrastructure development programme for the NPR ‘New Lines’ and NPR ‘Upgrades’ projects.
- The Department is responsible for setting the overall policy and strategic direction for the NPR programme and ensuring programme alignment with other central Government Departments.

### *Transport for the North*

- The principal role of TfN will be to act as a critical friend to the Department as NPR programme client and to provide strategic advice on issues that have been escalated to the NPR Sponsor Board.
- As a partner organisation representing the interest of twenty local transport authorities and eleven local enterprise partnerships the North of England, TfN will be responsible for consolidating a regional view on issues that are presented for consideration. Where divergence in opinion occurs, TfN will be able to give an overall perspective to the Department.
- TfN will be responsible for providing advice on the interface between the NPR programme and the local & regional transport network including road, rail and public transport.

### *NPR Sponsor Board*

- The principal forum for co-sponsors to deliberate on the progress of the NPR programme is the NPR Sponsor Board, a quarterly board that is attended by senior representatives from co-sponsors (DfT and TfN) and the two NPR delivery bodies (HS2 Ltd & NR).
- The central function of the NPR Sponsor Board will be to review and provide challenge on issues that have been escalated to the NPR Sponsor Board by the NPR Programme Board or to provide strategic direction on issues that have been jointly agreed for discussion by co-sponsors.
- The broad objectives of the NPR Sponsor Board are to:
  - ❖ Monitor whether the strategic objectives for the NPR programme are being met and advise where there is a need for change.
  - ❖ Provide advice to DfT in respect of progress in delivering overall programme.
  - ❖ Provide comment on the NPR Strategic Outline Business Case (SOBC) and advise whether the strategic objectives are being met.
  - ❖ Engage with, and provide, advice to other major project sponsor boards (or equivalent) in order to support delivery of a whole-network approach.

- The Terms of Reference (ToR) for the Sponsor Board, agreed by SoS for Transport and the TfN Board, can be found in Appendix A.

#### *NPR Programme Board*

- The NPR Programme Board meets on a monthly basis and is attended by Senior leaders from DfT and delivery bodies HS2 Ltd & Network Rail.
- The NPR Programme Board is the principal governing arm of the NPR programme and is responsible for project governance of the NPR ‘New Lines’ and NPR ‘Upgrades’ projects.
- Another core function of the NPR Programme Board is to oversee and manage integration of the wider NPR dependent network. As mentioned in **Part D**, TfN will have visibility of integration of wider issues through issues that have been escalated for consideration by the NPR programme board.
- TfN’s primary interface with the NPR programme will be through the NPR SRO or SoS. TfN will not attend the NPR programme board or receive papers. Note that the NPR Sponsor Board dashboard has been designed to mirror the Programme Board dashboard with the notable omission of sensitive commercial, financial & risk information.

#### **Part G – Joint Working**

- Both parties commit to a frequent dialogue in the intervening period between the quarterly NPR Sponsor Board. This will be essential for ensuring TfN has regular information as to the status of the programme to fulfil its role as co-sponsor. It will also mean that TfN can maintain a regular feedback loop with its partner organisations.
- To effectively manage this process, the Department will designate an official in the NPR team to fulfil the role of Sponsorship Liaison Officer. This officer will be the primary contact for TfN to contact and will essentially manage the relationship between co-sponsors in the intervening period between sponsor boards. Similarly, TfN will designate a dedicated officer who will manage the relationship between NPR, TfN partners, the TfN Board and other TfN governance structures.
- With respect to wider partner involvement, TfN represents the interests of twenty local transport authorities and eleven local enterprise partnerships in the North of England. Although, it will not possible to guarantee partner organisations similar

oversight over the programme as under the co-client model, it will be important to keep them closely engaged in activity and to ensure they are sighted on and offered chance to challenge key decision making.

- In the first instance, this will be managed through materials that are presented to the NPR Sponsor Board.
- As the programme transitions into the next stage of delivery, certain project activities will naturally require stakeholder input so the Department will commit to working closely with TfN on its future stakeholder strategy to ensure that the relevant authorities are involved in this process.
- TfN partner organisations reserve the right to request meetings with the DfT on certain issues through escalation provisions outlined in **Section 1** of the NPR Sponsor Board ToR. Any request for meetings will be communicated by TfN either through the NPR Sponsor Board or in the intervening period between boards.

## **Part H – Funding and Financial Matters**

- Under current arrangements, the NPR programme is wholly funded by the Department for Transport. This means that all programme costs including resource and capital expenditure will flow directly from the Department.

### *TfN co-sponsorship*

- TfN will receive its annual funding settlement from the Department to conduct its statutory duties which includes its role as NPR programme co-sponsor. As outlined in the Memorandum of Understanding between DfT and TfN (see Part C ‘Pre-existing arrangements’), the Department will outline its expectations respect to the NPR programme on an annual basis in its Annual Funding letter to TfN.
- In accordance with Sub-National Transport Regulations 2018 (Transport for the North), future funding decisions may be taken by the constituent TfN partner authorities if all authorities agree on the need for a financial contribution and the amount required.
- Should a meaningful financial contribution be presented to TfN which fundamentally alters the funding arrangement of the NPR programme, this would trigger a review of this Sponsorship Agreement and the role and function of the NPR Sponsor Board.

### *Grant Funding Agreement*

- A Grant Funding Agreement (GFA) (1 April 2022) for work to be undertaken by the Technical Assurance, Modelling and Economics (TAME) analytical team has been agreed between DfT and TfN to support development of the NPR Strategic Outline

Business Case (SOBC) and to provide modelling support on the IRP.

- As outlined in the GFA, a quarterly meeting of the Analytical Steering Group (ASG) will be held to review and manage the forward work programme on behalf of the Sponsor Board. The ASG will be responsible for agreeing the scope, prioritisation and delivery arrangements of the IRP analytical programme.
- If disagreements on scope, prioritisation or delivery timescales were to arise, these will first be escalated for discussion at the NPR Sponsor Board.

### **Part I – Information Sharing**

- TfN will require access to information and data across the NPR programme to effectively fulfil its role as co-sponsor. Regular access to programme information will be essential for TfN to help provide robust challenge.
- TfN will have access to relevant programme board materials as determined by the SRO. This will be provided under the confidentiality provisions of the TfN/DfT partnership agreement and TfN acknowledges that it will be treated as confidential unless the DfT agrees on a case-by-case basis that information need not be treated as confidential.
- With respect to sharing internal documentation, the Department will share materials with TfN to optimise its role as co-sponsor. The Department reserves the right to redact information if it is deemed sensitive.
- It will be equally important for TfN to ensure that information is shared with the Department. Such information may cover a wide range of areas including (but not limited to) communication of regional and local views from TfN's varied stakeholder engagement, ensuring that key internal board decisions are communicated to the Department and forwarding internal publications where there are potential implications for the NPR programme.
- TfN may, where required, share information and data received via the NPR Sponsor Board with its partner member authorities provided that it is treated as confidential by the receiving authority and an appropriate protocol is in place with partner authorities to manage that confidential information.

### **Part J - Confidentiality provisions**

- The Confidentiality Agreement covers information relating to the Northern Powerhouse Rail (NPR) programme which is marked as “*confidential*”, “*official-sensitive*” or expressed to be confidential in any way. It is a requirement of DfT that only those TfN partner organisations which have signed the Confidentiality Agreement or who have signed in a personal capacity will be entitled to receive confidential information covered by the Confidentiality Agreement. The purpose of the Confidentiality Agreement is to protect information in relation to the formulation and development of Government policy.
- Written information which is subject to the Confidentiality Agreement will be clearly marked as such and where information is provided orally a clear statement will be made that the information is subject to the Confidentiality Agreement.
- Information received by TfN partner organisations may be used by officers of their Authority to enable preparation of appropriate advice. Officers may brief Members of their Authority on a need to know basis provided that suitable confidential classifications are clearly identified on the face of written information and/or signposted in any oral briefing.
- For the avoidance of doubt, confidential information may not be shared with any person who is not covered by a Confidentiality Agreement.
- The TfN partner receiving the confidential information is responsible for protecting all information it holds and must be able to justify any decision to share information within the Authority.
- The TfN partner receiving the confidential information will be required to ensure that their Members and Officers follow the guidelines set out below when handling confidential information received from TfN or DfT.
  - a. Confidential information must be protected from improper disclosure when it is received, stored, transmitted or disposed of;
  - b. Access to confidential information must be on a need to know basis;
  - c. Disclosure of confidential information must be limited to the purpose for which it is required;
  - d. Recipients of confidential information must understand and respect that it is given to them in confidence;
  - e. Any decision to disclose confidential information to another Member or Officer must be justified and documented;
  - f. Access to rooms and offices where confidential information is stored must be controlled. Doors must be locked with keys, keypads or accessed by swipe cards. In mixed office environments measures should be in place to prevent oversight of confidential information by unauthorised parties;

- g. Confidential information should be kept in locked storage or filing places;
- h. Unwanted printouts of confidential information should be placed in confidential waste disposal bins. Discs, tapes, and printouts must be filed and locked away when not in use; and
- i. Appropriate precautions should be taken when removing confidential information from the office environment and travelling with it. In particular the information should be sealed in a non-transparent container or bag and kept out of sight while travelling.
- Any request for disclosure of the information made under FOI must be referred to TfN and treated in accordance with the terms of the Confidentiality Agreement.

## **Part K – Communications, Freedom of Information Requests & Environmental Impact Regulations**

- Pursuant to the terms of the Communications Memorandum of Understanding between DfT & TfN, both parties commit to taking a collaborative approach to managing external communications where there is mutual interest.
- As public authorities, DfT and TfN are subject to the law relating to Freedom of Information Act 2000 (FOIA) and Environmental Impact Regulations 2004 (EIR) requests for information under which members of the public are entitled to request and be given information from public authorities (unless they are subject to relevant exemptions/exceptions).
- Both parties are likely to receive requests for information and in cases where forming a decision requires it, and where lawfully possible, will consult with the other party, and take into account any responses and views in determining how to respond to requests received. Each party will however be subject to the relevant law, and as legally required will be entitled to exercise its own unfettered discretion in determining responses to requests.

## **Part L – Conflict Resolution**

- Both parties commit to working collaboratively and constructively to develop the NPR ‘core’ network, as defined by the IRP.
- Both parties agree that any divergence in opinion on the policy framework of the IRP must be handled at a political level so as not to hinder progress on NPR programme development or to obfuscate the aims of the NPR Sponsor Board.
- Should a dispute arise between co-sponsors, both parties agree to working sensitively and discretely to resolve issues at a co-sponsor level, in a manner that

does not bring reputational damage to the NPR programme or to the integrity of respective co-sponsoring organisations.

- Where disputes cannot be resolved at co-sponsor level:
  - ❖ For *Minor Disputes*: Where co-sponsors cannot compromise on an agreed resolution to a specific issue, the Department will commit to submitting advice to Ministers outlining the reason for the dispute and seeking an agreed way forward.
  - ❖ For *Major Disputes*: Should a Ministerial steer or decision be unsatisfactory to TfN, TfN reserves the right to submit statutory advice (in line with its statutory status) from the TfN chair to the SoS for Transport.

#### **Part M – Review points**

- The terms of this MoU will be kept under constant review with formal review points administered every 12-months (from the date of signature).
- Should an event unalterably change the nature of this arrangement, a review of this agreement may be triggered in advance of a formal review point.
- Note that there will be a separate timetable for administering review points of the NPR Sponsor Board.

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