

Transport for the North Scrutiny Committee

Subject: Integrated Rail Plan

Author: Tim Foster, Head of Policy and Strategy

Sponsor: David Hughes, Strategy and Programme Director

Meeting Date: 26 August 2020

1. Purpose of the Report:

- 1.1 This report updates members on progress towards developing an Integrated Rail Plan for the Midlands and the North. The Committee is asked to note progress and the emerging conclusions, with fuller proposals to be agreed at Board in September.

2. Executive Summary:

- 2.1 The Integrated Rail Plan should represent a coherent, integrated pipeline of rail interventions for the next 30 years that secures the investment needed through HS2, Northern Powerhouse Rail (NPR), Transpennine Route Upgrade (TRU) and other schemes to create a fully integrated, reliable and flexible network for passengers and freight. The National Infrastructure Commission (NIC) is developing options for Government to consider by the end of 2020. Following the initial submission to the NIC's call for evidence, Transport for the North is now working to develop more detailed proposals for the Board to consider and agree in September 2020.
- 2.2 The emerging work has identified the need for an initial, accelerated pipeline of schemes to be completed within the next 10 to 15 years, as well as opportunities to achieve a more integrated design between NPR, HS2 and the conventional rail network that can better meet the needs of the North and its passengers and freight market.
- 2.3 TfN is currently working with partner officers to define those opportunities and undertake an initial assessment of deliverability. Proposals will be presented to the Board in September for consideration before they are presented to the NIC and government. It should be noted that this is very much "work in progress" – the intent is that the very latest position will be updated verbally to the Committee.

3. Consideration:

- 3.1 Following the publication of the HS2 Review on 11 February 2020, the Government announced its intention to develop an Integrated Rail Plan for the North and the Midlands by the end of 2020, bringing together Northern Powerhouse Rail, HS2 Phase 2b and other major rail interventions including TRU.
- 3.2 The Integrated Rail Plan should represent a coherent, integrated pipeline of rail interventions for the next 30 years that secures the investment needed through HS2, NPR, TRU and other schemes to create a fully integrated, reliable and flexible network for passengers and freight. The TfN Board has agreed that the North should play a leading role in its development.
- 3.3 The NIC has been asked by the Government to advise on the appropriate sequencing and delivery of major rail projects in the North and Midlands. The NIC initially conducted a call for evidence to inform a "Rail Needs Assessment" (RNA) which TfN responded to in May. The NIC has said it intends to advise the government on the broad options by the Autumn and has subsequently published the proposed methodology for the RNA.
- 3.4 Following the initial submission to the NIC, TfN is developing more detailed proposals to support statutory advice to government in the autumn on the North's preferred outcome. This will support the development of interventions for both passengers and freight. This paper reports the initial conclusions following discussions with rail officers in partner authorities on the potential for greater integration and acceleration of major rail schemes. This will inform the development of a sequenced pipeline of major rail investment for the North, over the next 30 years, which we will be developing with officers in August and bringing to September 2020 TfN Board for agreement.

4. Emerging conclusions from the TfN work:

- 4.1 In discussions with partner officers, there is a high level of consensus about what investment is required in the rail network across the North for passengers and freight, as well as what economic outcomes can be achieved. There is strong support for the development of a long-term sequenced programme to 2050 for the railway in the North, which should have an appropriate devolved funding settlement that enables its delivery.
- 4.2 As TfN set out in the response to the National Infrastructure Commission, we need:

- A fundamental transformation in the level of capacity on the North's network, to deal with the current bottlenecks on the network, and disentangle the current mix of freight, commuting and regional services on our congested network. It should also include consideration of freight capacity and connectivity, including to the Northern ports, airports and warehousing clusters. It should be closely aligned with road investment, last mile considerations, local connectivity and active travel plans to meet the decarbonisation agenda.
 - That capacity can create the resilience, reliability and flexibility needed to grow the markets for rail in the North sustainably so we can deliver economic transformation by connecting the north's labour markets and separate economies.
 - Together with HS2, NPR creates a powerful interconnected labour market with nearly 10 million people living within 90 minutes of multiple economic centres across the North of England, but only if it's successfully integrated with the North's existing rail network.
- 4.3 From the initial round of analysis and discussions with partners, we now have a complete understanding of the 180 separate schemes or interventions that are needed to deliver the end state rail network capable of meeting that ambitious vision. From the next phase of work, we will present Members with options for how that programme should be accelerated and integrated to ensure it can be efficiently planned and delivered.

Opportunities for accelerated development and delivery

- 4.4 There are very clear opportunities for accelerating a wide range of schemes across the North which could be delivered in the next 10 to 15 years, that either tackle existing long standing problems on the network and can facilitate more efficient delivery of other rail projects, while achieving early outcomes for sustainable economic growth, unlock key freight routes and creating confidence for investors that there is long term plan for the railway that they can align with. The evidence from London and the South East (Crossrail) and the West Midlands (HS2) demonstrates what is possible.
- 4.5 Early delivery of schemes in the Economic Recovery Plan, with additional investment through accelerating elements of NPR, HS2 and the TfN Investment Programme can provide the foundations for a modernised network and allow NPR services to start running in the 2020s, whilst the new line infrastructure (which will take longer to plan and deliver) is constructed.
- 4.6 Opportunities for early delivery will include schemes which are independent of HS2 and NPR, as well as schemes which are part of NPR or inter-dependent with HS2 and NPR. The schemes outlined below, in the main, have both passenger and freight benefits which will

support the Strategic Transport Plan (STP) ambition to see greater degrees of modal shift from road to rail for freight movements, including:

- Development of the Castlefield Corridor as an urgent agreed priority for TfN Board and other local schemes which can urgently alleviate capacity constraints for the wider network.
- First phase of Transpennine Route Upgrade from Leeds to Manchester
- Upgrade of East Coast Mainline as part of the NPR Leeds to Newcastle corridor, including Darlington Station and freight capacity via Leamside and Stillington
- New NPR stations at Barnsley Dearne Valley and Rotherham, and the upgrade of the line from Sheffield to Clayton.
- Acceleration of Hope Valley development for NPR, and ensuring Stockport is 'NPR ready'
- Delivery of the NPR Leeds to Hull Corridor in the mid 2020s.
- Early development of the Leeds to Bradford leg of NPR, including a new, integrated central Bradford station.
- HS2 station upgrades at Preston, offering early benefits to Blackpool and other areas' services.
- Delivery of Crewe Hub and Crewe North Connection, delivering early benefits for East Cheshire, Liverpool City Region the North West and Wales.

4.7 This is not a complete list and more detailed proposals for the sequencing of schemes, and the opportunities for acceleration and integration of schemes are currently being worked through with officers in and will be reported to the Board in September. In developing the initial pipeline, we will consider the delivery implications including the alignment with the Economic Recovery Plan, Network Rail plans and supply chain considerations. TfN will also work with LEPs on the opportunities for freight, skills base and to align with broader economic recovery planning.

4.8 A clear accelerated programme delivered in partnership with Network Rail and others would allow early benefits for partners. Alongside this, TfN, government and partners can complete design and consents work on the remaining new line elements of NPR and Phase 2b that will require parliamentary approvals. This will require very close working with TfN partners to develop and deliver the pipeline and a more refined and sequenced specific approach to consents.

Opportunities for integration with HS2 and the conventional network

4.9 There are also opportunities for greater integration between the major schemes, and with local connectivity opportunities that can ensure efficient delivery of 'once and done' solutions rather than piecemeal upgrades. This should help achieve a more efficient approach to delivery and costs if planned efficiently as a network (as TfN is doing

with NPR). This includes areas for greater integration between NPR and HS2 Phase 2b in places where, as the Board has previously identified, NPR infrastructure and services were designed to fit around a fixed HS2 design.

- 4.10 The emerging consensus is that the design for HS2 Phase 2b is (broadly) the right one, and the delivery of both Western and Eastern legs should now be accelerated by government following the outcome of the Oakervee Review. This is clearly subject to resolving the known issues at Golborne and Piccadilly. There are no equivalent design questions on the Eastern leg that need to be resolved.¹ However on both legs, where a 'fixed' HS2 design has taken primacy over east-west connectivity (for example in the station design at Piccadilly or east of Leeds), a more integrated solution for those parts of the network should be considered.
- 4.11 There is also a case for looking at the phasing including delivering early parts of the Phase 2b network in the North where early delivery can unlock benefits for NPR.
- 4.12 These opportunities to create a single, integrated programme for both passengers and freight include:
- Integration of HS2 Phase 2b delivery with NPR in the Liverpool to Manchester corridor.
 - Electrification of Sheffield station and the Midland Mainline for NPR and HS2 as a single programme of delivery.
 - The corridor between Leeds, York and Selby, including the proposed junction at Garforth and the eastern approaches to Leeds station.
 - The HS2 and NPR stations at Piccadilly, where government has now commissioned HS2 Ltd to cost the proposed combined HS2/NPR underground station proposals.
 - Early integrated solutions at Stockport and other key 'pinchpoints' on the network, where capacity is urgently required but needs to be future proofed to enable early and more efficient NPR and HS2 delivery.

Challenges, risks and opportunities

- 4.13 There is a clear opportunity for the delivery of early and significant benefits – if government can agree the pipeline, the funding and delivery mechanisms through the Integrated Rail Plan and National Infrastructure Plan. There is an urgent need to unblock delivery of major schemes and create a practical deliverable programme for the North that is aligned with partners' wider plans. This is even more urgent in the wake of the current crisis.

¹ Whilst the Oakervee review did raise a number of questions over the specification of the eastern leg, our emerging conclusion is that those issues can be resolved locally and as part of finding better, integrated solutions. This position will be developed further with Eastern partner officers during the next phase of work.

-
- 4.14 In developing an early accelerated pipeline of investment, we will need to be mindful of delivery constraints – particularly in the early years of development and ensure we can develop sustainable industry capability in the supply chain and delivery partners.
- 4.14 This will require a skills pipeline in the north that can build supply chain capability to deliver a long-term pipeline from the mid-2020s and beyond, but also addresses the wider productivity challenge and provide opportunities for young people as part of the economic recovery. Creating higher skills, higher value transferable jobs (for example in energy and engineering) that can properly address structural economic changes that started in the 1980s.
- 4.15 Significant challenges remain, and Members may need to make early choices in September on the immediate priorities ahead of formal scheme development decisions. There will be clear trade-offs and choices between early implementation and achieving the optimal design. Identifying and accelerating some elements of NPR and HS2 could risk delays to later parts of the network not then being delivered at a later stage, particularly if the business case for longer term interventions is weakened by accelerating other parts of the network. We will need to demonstrate and articulate what tangible benefits can be achieved.
- 4.14 We will consider these issues in the work we present to Members in September 2020 and will mitigate this risk by framing each choice clearly in the context of the end state 2050 network. This will support decision making and alleviate the risk of fragmentation in the network. It is essential that the North reaches an agreed view and communicates that to government and the NIC before the NIC finalise their recommendations to government.

5 Next steps:

- 5.1 In September 2020 the Board will see a sequenced programme for rail investment and a clear statement why this is needed. It will be aligned to the NPR programme and Economic Recovery Plan. TfN is currently working with Partners on this proposition to the September Board for agreement and submission to government and the NIC. TfN is also working with LEP members on the specifics of the proposals, and to align with broader economic recovery planning and the skills opportunities. The intent is that the proposals for Board will provide a clear ambitious plan with a constructive offer to government on how it can be delivered and the benefits it will achieve.

6. Conclusion:

- 6.1 This report updates Members on progress towards developing an Integrated Rail Plan for the Midlands and the North. Good progress has been made in identifying the opportunities for acceleration, integration

and more efficient delivery of rail infrastructure in the North of England. In September TfN will present the Board with more detailed proposals for an integrated plan. This is 'work in progress' – the latest position will be updated verbally at the Committee's meeting.

7. Recommendation:

- 7.1 The Committee is asked to note the progress to date, the emerging conclusions and the need to agree proposals at Board in September 2020.

ENDS

Required Considerations:

Equalities:

| | | |
|-------------------------|-----|-----------|
| Age | Yes | No |
| Disability | Yes | No |
| Gender Reassignment | Yes | No |
| Pregnancy and Maternity | Yes | No |
| Race | Yes | No |
| Religion or Belief | Yes | No |
| Sex | Yes | No |
| Sexual Orientation | Yes | No |

| Consideration | Comment | Responsible Officer | Director |
|----------------------|--------------------------------------------------------------------------------|----------------------------|---------------------------------|
| Equalities | A full Impact assessment has not been carried out at this stage of development | Head of Policy | Strategy and Programme Director |

Environment and Sustainability

| | |
|-----|-----------|
| Yes | No |
|-----|-----------|

| Consideration | Comment | Responsible Officer | Director |
|-----------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|----------------------------|----------------------------------|
| Sustainability / Environment – including considerations regarding Active Travel and Wellbeing | A full impact assessment has not been carried out because no formal decisions are required at this stage of development. | Head of Policy | Strategy and Programme Director. |

Legal

| | |
|------------|----|
| Yes | No |
|------------|----|

| Consideration | Comment | Responsible Officer | Director |
|----------------------|-----------------------------------------------------------------------------------------------------|----------------------------|-----------------|
| Legal | TfN's Legal Team has confirmed that there are no new legal implications as a result of this report. | Deborah Dimock | Julie Openshaw |

| | | | |
|--|--|--|--|
| | | | |
|--|--|--|--|

Finance

| | |
|-----|----|
| Yes | No |
|-----|----|

| Consideration | Comment | Responsible Officer | Director |
|----------------------|---------------------------------------------------------------------|----------------------------|-----------------|
| Finance | TfN Finance Team has confirmed there are no financial implications. | Paul Kelly | Iain Craven |

Resource

| | |
|-----|-----------|
| Yes | No |
|-----|-----------|

| Consideration | Comment | Responsible Officer | Director |
|----------------------|--------------------------------------------------------------------------------------------------|----------------------------|--------------------------------|
| Resource | TfN's HR Team has confirmed there are no direct resource implications as a result of this report | Head of HR | Business Capabilities Director |

Risk

| | |
|------------|----|
| Yes | No |
|------------|----|

| Consideration | Comment | Responsible Officer | Director |
|----------------------|--------------------------------------------------------------------------------------|----------------------------|-----------------|
| Risk | A risk assessment has been carried out and the key risks are included in the report. | Haddy Njie | Iain Craven |

Consultation

| | |
|------------|----|
| Yes | No |
|------------|----|

| Consideration | Comment | Responsible Officer | Director |
|----------------------|------------------------------------------------------------------------------------------|----------------------------|----------------------------------|
| Consultation | A suitable consultation has been carried with partner authority officers and the results | Head of policy | Programme and Strategy Director. |

| | | | |
|--|-----------------------------|--|--|
| | are included in the report. | | |
|--|-----------------------------|--|--|