

**Next steps for SELRAP:
creating a Project Development Group**

Prepared for SELRAP
by Jonathan Roberts

JRC

22 May 2010

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Executive summary

SELRAP commissioned JRC in February 2010 to draw up the basis for a project development group, following a successful conference in November 2009. The consensus there was that Skipton-Colne must now transform with a specification and design process that will move the project to the rail industry standards set out in the Guide to Railway Investment Projects (GRIP).

SELRAP recognises that its objective requires translation of a voluntary campaigning effort into a series of more focused and specialised taskforces. JRC recommends that the objective of achieving political acceptance and priority, and the major work on project development leading to a finalised business case, need to be undertaken in parallel rather than sequentially. This leads to separate streams of work on project advocacy and project definition.

Project definition requires a focused organisation that has the necessary membership and funding, and is empowered with clear objectives and tasks to create a detailed level of project specification and inclusion in forward budgets. Timescales are tight, if the railway is to have a realistic chance of inclusion within the railway investment budgets for Control Period 5 (2014-19) rather than wait for CP6 (2019-24). This too accelerates the need for early action and commitments. Annex F includes an extensive analysis on factors influencing timescales for railway projects in Northern England.

Recommendations are made in this report on the basis for participation, and potential organisations, and why their membership is relevant. The main partners are seen as: national organisations, railway infrastructure owners and operators, important regional stakeholders, local and regional government bodies, and a presence from the wider communities served by the project. The proposals are the core of this report, and are covered in pages 13-24. Key organisations are summarised in the table overleaf.

Views on membership have been influenced by the potential scope of initial services, which has required JRC to undertake some high level modelling on journey times, to identify to likely early service catchments accessible from Pennine Lancashire. Essentially these are the Leeds, Manchester and Central Lancashire city regions. Annex G provides more details on this process.

There is a primary choice whether to form a project development group which is exclusively focused on Skipton-Colne, or to form a group with a wider remit for development of relevant rail projects in the Pennine Lancashire area. JRC favours the latter approach. Reasons are set out in page 10, with proposed terms of reference and working arrangements in pages 25-26.

A working title for this group is '**Pennine Railways**' – this is used as an example of a marketable name which can help to promote the projects which it oversees. [The name is derived from the successful 'Chiltern Railways' franchise.] Chairmanship should be derived from within the member organisations. It is suggested that Pennine Lancashire might provide a secretariat. As well as a steering committee, there should be a working group to drive delivery of outputs.

The suggested membership illustrates the extent to which actions to improve the transport network for Pennine Lancashire and the neighbouring City Regions require a highly focused and co-ordinated structure, if all major governmental and delivery stakeholders need to align their resources and priorities.

Recommended membership of '**Pennine Railways**' project development group:

National organisations:

Communities & Local Government
Department for Transport
Network Rail
Passenger Focus
Rail Freight Group
Sustrans

Regional and local organisations:

Regional organisations:

Local Government Yorkshire & Humber
4NW (Leaders' Forum for the North West)
North West Development Agency
Northern Rail (as train operating franchise)
Northern Way
Yorkshire Forward
Regional Government Offices (GoNW, GOYH)
SELRAP (as representative community voice)

Local authorities:

Pennine Lancashire MAA authorities:

Lancashire County, Blackburn with Darwen, Burnley, Hyndburn,
Pendle, Ribble Valley, Rossendale

Central Lancashire City Region authorities (other than listed above):

Blackpool, Chorley, Fylde, Preston City, South Ribble, Wyre

Leeds City Region authorities along relevant rail corridors:

Bradford City, Calderdale, Craven, Leeds City, North Yorkshire County

Manchester City Region authorities along relevant rail corridors:

via Todmorden: Calderdale (see above), Manchester City, Rochdale
via Blackburn: Bolton, Salford City

City Region Integrated Transport Authorities and PTEs:

Greater Manchester, West Yorkshire.

Background

SELRAP is the Skipton East Lancashire Rail Action Partnership. Its objective is to campaign for the reinstatement of the railway between Skipton and Colne as part of the national network, to form a TransPennine route linking the towns of Pennine Lancashire with the neighbouring city regions: Leeds, Manchester, Central Lancashire, and Liverpool.

There is a 11¼ mile gap in the rail network between Skipton and Colne. Initial business case studies by JMP Consulting have shown that configurations of service options and track capacity can achieve a Benefit Cost Ratio of 0.64:1 to 2.43:1, with positive policies favouring public transport, but weighted by Treasury's optimism bias. With central assumptions on transport policies, plus optimism bias, the BCR range is 0.34:1 to 1.28:1. The Department for Transport's normal passmark is 2:1 for new infrastructure projects.

There are convergent transport and rail policy decision points within the next three years, which will set the priorities for the next major rail investment period, 2014-19. SELRAP wishes to make strong progress towards realisation of this TransPennine corridor within this timescale.

This desire is underpinned by positive comments made at SELRAP's November 2009 conference which attracted leading stakeholders and national politicians. A shadow transport spokesman said: "The point that the Government needs to clearly understand is the connectivity that this line can give across the city regions". Area regeneration, and investing in sustainable infrastructure as a way out of the recession, were identified as a strong basis for a Skipton-Colne project.

SELRAP recognises that its objective requires translation of a voluntary campaigning effort into a series of more focused and specialised taskforces, with an early priority being the assembly of a project development group which can drive forward detailed specification, design, funding and approval.

JRC was commissioned on 25 February 2010 to conduct a research exercise to advise on the best rôles and relationships of different participants in the next project stages, and to provide leadership on creation of a project structure which takes account of the current multiplicity of organisations, stakeholders and advocates. The consultancy brief is set out at Annex A. A draft report was submitted on 31 March 2010, and the final report on 22 May 2010. The project was funded by 'Colne Connected'.

Project acceptance – the starting point

Most projects follow a basic sequential process, whatever their scale.

Project formulation and in-principle acceptance (low cost)

- A starting idea or need
- Broad options for inputs and outcomes canvassed and discussed among beneficiaries
- Secure in-principle acceptance among participants and any wider communities.

Project development (medium cost)

- Devise the project detail, and validate a business case, including consultation of interested and affected parties
- Achieve board approval or, with governments, political acceptance and priority
- Include in delivery organisations' forward planning budgets.

Project delivery (high cost)

- Acquire any necessary powers and permissions, including addressing sources of objections and concerns
- Final detailed designs for procurement (this may precede some permissions)
- Confirm funding availability and any remaining legal matters
- Go-ahead and (if large scale such as a new railway) procure contractors through the Official Journal of the European Union (OJEU)
- Project construction with scheme completion in due course.

SELRAP's ideas and initiatives have achieved that first step of wide acceptance, across the Pennines and beyond. The current project has wide public support and stakeholder interest in principle across the Northern Way economic region.

SELRAP has achieved a remarkable 1400 [plus] members, supporters, affiliated groups and supporting organisations – this is a highly successful rail campaign with strong momentum. (see link: www.selrap.org.uk)

National front-bench political spokespeople and rail industry leaders attended and spoke at an autumn 2009 conference at Skipton.

The consensus at the conference was that Skipton-Colne must now transform with a specification and design process that will move the project to the rail industry standards set out in the Guide to Railway Investment Projects (GRIP).

Project development

The project now needs to move to this next stage, project development, supported by a focused organisation that has the membership and funding, and is empowered with clear objectives and tasks to create a detailed level of project definition and inclusion in forward budgets.

In the case of Skipton-Colne and related Pennine Lancashire, North Yorkshire and West Yorkshire projects, the objective of achieving political acceptance and priority, and the major work on project development leading to a finalised business case, need to be undertaken in parallel rather than sequentially^{1 2}.

It is 'chicken and egg', because in-principle political interest in a scheme does not guarantee the next steps. A detailed project will represent a committing stage for the main participants. Yet the detailed work on project development is likely to cost around £0.5m³. This needs early positive participation by key partners in the Pennines and beyond to enable the studies to be afforded in the first instance.

The timescales faced by the project are also tight, if it is to have a realistic chance of inclusion within the railway investment budgets for Control Period 5 (2014-19) rather than wait for CP6 (2019-24). This too accelerates the need for early action and commitments.

The combined task facing SELRAP is therefore to stimulate into existence a project development group (PDG) made up of key participants who can steer, share, observe and in

¹ The Leeds City Region includes the West Yorkshire authorities including Metro PTE, North Yorkshire County Council, and Craven and Harrogate Districts. The Leeds City Region Transport Vision supports the reopening of the Skipton to Colne Railway as a strategic route linking to the Central Lancashire City Region.

² Other planned initiatives in North Yorkshire will increase the worth of Skipton-Colne, including improved public transport access to the Yorkshire Dales National Park. Each year, North Yorkshire is host to 26 million visitors. Of these, 6 million visit the Craven (Skipton & Dales) area, and it is estimated that their total spend in the region exceeds £240m (equivalent to £40 per person), supporting 4,800 jobs. 11% (350,000) arrive by rail. Based on this data, the current economic benefit of rail access to the Dales is £14 million yearly. Skipton-Colne would increase this benefit, by enabling access from the Central Lancashire City Region and potentially from Greater Manchester and Liverpool. Similarly a proposed rail project to link the Embsay and Grassington lines to Skipton with leisure passenger services would increase the market potential for Skipton-Colne.

³ A firm costing will require a detailed brief for design and analysis to competing firms. There will need to be engineering and business case studies, both for Skipton-Colne and for other initial sections of line where it may be desired to run through trains to/from Skipton-Colne. This would point to the Leeds-Aire Valley-Skipton line, which itself requires additional hourly capacity to accommodate commuting flows, and to the link via Todmorden Curve to Greater Manchester. For Skipton-Colne, a ballpark estimate for an engineering study was put at £0.2-0.3m by one international projects firm contacted by JRC. The range was partly dependent on the scale of environmental mitigation requiring study and recommended mitigation, which could be extensive. For an business case study, a range of £0.1-0.2m has been suggested to JRC by a leading analytical consultancy, the higher estimate allowing for extensive O&D surveys, roadside interviews and large scale journey pattern modelling.

some cases fund the required work. Essentially the members need to have ownership of the next round of work streams and outcomes, and be the parents of the final project specification.

Unless the potential regional members such as Leeds City Region themselves take a new co-franchising role in any future Northern railway franchise, the PDG will not be the main delivery organisation for eventual acquisition of powers and construction. Nevertheless the PDG can be the stakeholder and partner steering group which oversees transport industry and local government delivery work on the project.

How should membership be determined?

The Government's Sub National Review and the Framework for Regeneration highlight the opportunities for regional self-improvement supported by central government.

Within this philosophy, the PDG should include the key decision making and funding bodies in the catchment of the SELRAP railway projects. This will include:

- national organisations which will be involved with the proposals, their prioritisation and their delivery
- railway infrastructure owners and operators directly involved
- important regional stakeholders who can themselves benefit from the project and may be willing to contribute to it
- local and regional government bodies for the areas where the benefits of the railway project are distributed
- a presence from the wider communities served by the railway project – this could include SELRAP itself as a collective organisation which is the 'supporters group' and custodian of the original concept.

It will be appropriate to include private sector developers in the PDG where they are willing to consider being funding partners in the project.

Project definition

Regional and local Project Development Group members should be defined in the context of the potential specific requirements of this project. A view about initial services, and an awareness of foreseeable project issues, may influence participation.

Currently there is no clear project definition other than the principle of reopening Skipton to Colne as more than a local shuttle, with various expressed preferences for linkages between Pennine Lancashire and Leeds, Manchester and Preston - a TransPennine capability accessing city regions.

JRC has adopted JMP Consulting's business case assessment, that through rail freight should not be considered as a primary flow at this stage for Skipton-Colne, though it may be a beneficial flow in due course so passive provision should be considered.

This is a need for an immediate high level assessment of passenger service options, and how the project benefits might be distributed among major stakeholders, to inform the most relevant PDG membership.

Subsequent detailed phases of service options will lead to design specification and a refined business case for initial services, as part of the primary tasks leading towards a GRIP standard. However that work is outside the scope of this report.

Present rail services in Pennine Lancashire

There are two main rail services, which have hourly core frequencies:

- the 'North TransPennine' service calling at main stations between York, Leeds, Bradford, Halifax, Burnley, Accrington, Blackburn, Preston and Blackpool North
- the local 'East Lancs' community rail service between Colne, Nelson, Brierfield and Burnley then all stations to Preston and Blackpool South.

The community railway runs to a cost-minimization objective rather than an accessibility criterion. It even misses hourly connections at Blackburn for Manchester – a rail journey time of 2-2½ hours is not unusual for a crow's flight distance of 26 miles between Colne and Manchester.

Hence the starting point for improved railway services in Pennine Lancashire is not just the 'missing link' between Skipton and Colne, but also the current quality and quantity of 'East Lancs' services.

SELRAP itself contrasts the basic 'East Lancs' service with the high frequency Aire Valley electric services from Skipton to Bradford and Leeds, which have passenger flows at least 10 times greater and end-to-end journey times of under 45 minutes.

If it is worth re-instating Skipton-Colne to achieve regional benefits, then an improved 'East Lancs' will also be worth attention at the same time and may contribute additional benefits to the Skipton-Colne project (and vice versa). The Pennine Lancs MAA (see Annex B) also proposes additional projects which are supported by SELRAP, eg Manchester-Todmorden-Burnley-Accrington rail service.

There is a primary choice whether to form a PDG which is exclusively focused on Skipton-Colne, or to form a group with a wider remit for development of all relevant rail projects in the Pennine Lancashire area.

After consideration, JRC favours the latter approach. This is because:

- operational elements and benefits of different schemes, and permutations of those schemes, will overlap and affect project choices, timescales and business cases
- it would be less administrative resource for Pennine Lancashire and other stakeholders to attend and support one group of processes rather than several
- the wider area regeneration and growth objectives are not affiliated solely to one project
- an integrated package should have better overall benefits and value for money than single schemes.

It is recommended that a Project Development Group should:

- take account of the Pennine Lancashire MAA proposals, neighbouring City Region strategies, and other relevant social, economic, environmental, accessibility and transport factors
- oversee project development on proposals for railway re-instatement including Skipton-Colne, the Pennine Lancashire MAA rail schemes, and initiatives on existing railways in East Lancashire
- finalise a first and subsequent Pennine Lancashire rail packages which are fit for purpose, value for money, deliverable and which provide timely intervention through transport projects to support the desired regional objectives and outcomes
- identify budget options to fund the finalised rail packages.

Provisionally, a working title for this group is '**Pennine Railways**' – this is used as an example of a marketable name which can help to promote the projects which it oversees. [The name is derived from the successful 'Chiltern Railways' franchise.]

High level assessment of effective rail services

JMP has already modelled a range of local train services from Skipton to various East and Central Lancashire destinations, and to Manchester via Blackburn. There was no modelled option for direct trains between Pennine Lancashire and the Leeds city region.

For the railway to provide strong benefits, services will need to be relevant and attractive to use in comparison with other options. Although there are areas of low car ownership in Pennine Lancashire (for whom a better railway service will be an accessibility and regeneration benefit), it is the comparative rail vs car journey time which gives a ‘front-line’ comparison in a geography where trunk roads provide a highly competitive journey time for many point to point journeys for much of the day.

Rail is of course better at bypassing peak-time congestion, though trains can be crowded. Interchange facilities, service frequency and fares levels will also influence the attractiveness of the rail service.

To be guided about a notional baseline for initial services, JRC has undertaken initial high-level analysis of existing and potential car and rail journey times on main centre to centre flows between Pennine Lancashire and the city region destinations, and along the ‘East Lancs’ line (see Annex G).

Output from this modelling shows:

- inter-urban rail will be significantly faster than the off-peak car driving time between Leeds and Pennine Lancashire, providing that there are through train services between Leeds, Keighley, Skipton, Colne, Nelson, Brierfield and Burnley
- car journey times need only be 20% slower in peaks than off-peak, for rail to be directly competitive in catchment to catchment times for many principal journey pairs (eg, between principal stations in the Aire Valley, Pennine Lancashire and Central Lancashire)
- through rail journey times from Leeds are similar via either Halifax or Skipton, to Burnley and towns to the west – so a higher frequency via Halifax is also a service option for parts of Pennine Lancashire and to Blackburn and Preston, though not for the Skipton-Colne-Nelson-Brierfield section
- Barnoldswick and Earby benefit from a fast direct rail link via Skipton to the Aire Valley and Leeds, and also to East Lancashire destinations via Colne ⁴
- through trains to Bradford, from Burnley and west, are faster via Halifax rather than Skipton – and rail journey times to Bradford can be competitive with car journey times from principal and local communities west of Burnley

⁴ An Earby & Barnoldswick Parkway station was assumed for this modelling, located on the B6383 and accessible also from Foulridge.

- improvement of the East Lancs rail service to Blackburn and Preston is most competitive with car when it is a limited stop service calling at the main centres – (a separate analysis of local train services might show a case for higher frequency)
- accessing the Manchester city region is a slow journey on rail via Blackburn, even if there is a direct service – a limited stop Manchester-Rochdale-Todmorden curve-Burnley service would be more competitive
- rail access to the Liverpool city region is effective in peak times from main East Lancashire stations
- there are additional benefits between locations such as Wigan and the Aire Valley where origin and destination are not linked directly by motorway.

JRC has used these initial high level findings when weighting the potential options for PDG membership.

Proposed Project Development Group membership

A 'long list' of PDG membership is set out below, and the rationale stated for inclusion of each of the organisations. This membership is seen as a 'steering panel'. Experience suggests there are benefits in also constituting a smaller working group, selected from members who will have the strongest interests in project development, and potentially attended by officers rather than elected representatives.

National organisations:

- **Department for Transport (DfT):**

- DfT is the sponsor government department for transport policies and funding
- DfT sets the high level outputs for railways and other transport modes, awards train operating franchises, and oversees railway spending and franchise performance, with the Treasury also in the background
- It evaluates proposals from regional and local government (such as Local Transport Plans) and from railway undertakings
- At present there is a high level review of railway costs being undertaken in association with the ORR, and reporting to Treasury
- DfT is also starting to prepare for High Level Output Statement 2 (HLOS2) which is due in 2012, to define the government's requirements for transport during the transport expenditure period 2014-19. This will be accompanied by a Statement of Funding Available (SOFA).

- **Communities and Local Government (CLG):**

- CLG is the sponsor department for city regions and multi-area agreements, and for coordinating strategy and funding for delivery organisations
- It oversees community empowerment and development including regeneration and growth objectives, and supervises and funds English local government and key agencies such as the Homes & Communities Agency.

- **Other departments** are not included, as their representation and delivery interests are covered at regional or local level (eg, RDAs).

- **Network Rail:**

- The national railway network owner (under licence from the Office of Rail Regulation), resourcing almost all national railway projects and maintaining the principal infrastructure and investment strategies and programmes
- Custodian of the GRIP (Guide to Railway Investment Projects) standards to manage projects from concept to development, authorisation and delivery

- Network Rail is currently in Control Period 4 (2009-14) and is preparing for CP5 (2014-19), and for any major financial changes that may arise with a new government after the Spring 2010 General Election
- It is updating the Northern Route Utilisation Strategy (see Annex C) to assess the next 30 years' foreseeable demands on the Northern England rail network.
- **Northern Rail:**
 - The train operator for local and regional rail services in Northern England including all services within the scope of this report.
 - Northern Rail (a combination of the NedRail and Serco businesses) holds its franchise until 11 September 2013, which in turn implies a start by mid-2012 on a new franchise specification leading to an Invitation to Tender (ITT)
 - Passenger volume has grown sharply against original expectations, particularly for commuting to city regions whose economies have grown rapidly. Northern Rail wishes to continue this successful trend, but is constrained by shortage of additional rolling stock
 - A new Government from Spring 2010 might review the basis of the railway franchises in Northern England, as there is extensive geographical and local government (and PTE) administrative overlap between Northern Rail and TransPennine Express (the Northern inter-urban express franchise). TPE's franchise currently runs until 31 January 2012. Any franchise change would increase the scope for service re-specification across the Pennines.
- **Passenger Focus:**
 - The statutory watchdog for rail and bus services in most of Britain excluding the London region. Rail has been a long-standing responsibility. Passenger Focus was recently given oversight of bus services in the Transport Act 2008.
 - Passenger Focus has undertaken assessment of user and stakeholder requirements in support of recent franchising proposals, and reports to DfT with this research.
- Inclusion of the **Highways Agency** was considered and not proposed:
 - Highways Agency undertakes the management, maintenance and capacity improvements on the trunk road network in England. It has a framework agreement for co-operation with Network Rail.
 - Rail improvements across the Pennines may assist the Highways Agency to manage traffic volumes better on its trunk network, which include the M65 (to junction 10), M66 and M62
 - The Highways Agency does not now oversee the A56 and A65/A629 roads which have been designated county highways
 - Any intervention on these roads, and alterations to allow re-instatement of the Skipton-Colne railway across the A65 Skipton bypass and Vivary Way in Colne, will

require liaison with county authorities whose membership is proposed below

- Overall, commentary and input from the Highways Agency can be secured without that organisation needing to be a direct member of the PDG.
- **Rail Freight Group:**
 - This is the trade association and collective body for the rail freight industry.
 - The network of TransPennine lines embraced under 'Pennine Railways' does cumulatively justify RFG involvement in guidance for project specification, even if some sections such as Skipton-Colne may only require passive provision for freight at this stage.
- **Sustrans:**
 - This is the cycleway organisation involved with creating a national sustainable cycle route network across Britain.
 - Skipton-Colne is a former double track line, and has a strong potential as a combined rail and cycle route. Sustrans' inclusion would ensure that the design of a rail link takes full account of cyclists' requirements and standards.
 - It is not foreseen that a short term Skipton-Colne railway investment would require double track, the maximum requirement might be an intermediate passing loop. A combined rail and cycle route may be more able to leverage additional regional and national recognition and funding, compared to a single mode project.

High level regional organisations:

- **Northern Way:**
 - This is the influential marketing and project promotional group for the three Regional Development Agencies in Northern England. Its attendance is desirable as well as direct representation by the specific RDAs for the North West and Yorkshire & Humber (below). However it might delegate its watching brief and interest to those RDAs.
- **North West Development Agency (NWDA):**
 - The statutory inwards investment and resource support agency sponsored by the Business Innovation and Skills department, tasked with improving the economy in the North West government region, and overseeing the Regional Economic, Spatial and Transport strategies
 - NWDA covers a diverse catchment ranging from the Lake District to Pennine Lancashire to the Manchester, Liverpool and Central Lancashire City Regions, and supporting initiatives such as Manchester City Region and the Pennine Lancashire MAA
 - It oversees the Regional Funding Allocation for transport projects, which is awarded by regional members to priority projects of their choosing – this is additional to core

- funding to bodies such as Network Rail, Highways Agency and local transport authorities. Currently the RFA is over-programmed with no financial slack. NWDA supported the Manchester City Region authorities when they needed to recast their transport priorities after the unsuccessful referendum on congestion charging
- NWDA provides administrative support to...
 - ... **4NW** (the Leaders' Forum for the North West local authorities) which should also be invited to attend:
 - Political coalescence around the TransPennine projects covered in this report is an important step in their project development process.
 - **Yorkshire Forward:**
 - The RDA for Yorkshire and Humber, working with the Leeds City Region initiative and elsewhere in the catchment to improve the region's economy, and overseeing the Regional Economic, Spatial and Transport strategies
 - Board Members have a significant role on RDAs, for example Heidi Mottram (the former MD of Northern Rail and now at Northumbrian Water), is a board member of Yorkshire Forward
 - Yorkshire Forward inherited the lead responsibility on regional transport planning from the former Yorkshire & Humber Assembly, and, as with the NWDA, oversees programming for its Regional Funding Allocation.
 - **Local Government Yorkshire & Humber:**
 - This includes the Leaders Forum for the region, and includes the Regional Transport Advisory Board which is hosted under the Yorkshire Forward auspices.
 - **Regional Government Offices:**
 - The **Government Offices for the North West** and for **Yorkshire and The Humber** work for 12 government departments, guiding, delivering and monitoring progress of government objectives in the regions
 - A cross-cutting project such as Pennine Lancashire MAA and its linkage with neighbouring city regions is a significant challenge for all partners, and merits the involvement of the government regional offices.
 - **Integrated Transport Authorities (ITAs) and Passenger Transport Executives (PTEs):**
 - **West Yorkshire**, including Leeds, and **Greater Manchester** are two of the City Region destinations proposed by the Pennine Lancashire MAA and SELRAP
 - The local transport in these City Regions is managed or facilitated by the PTEs, and overseen by elected local authority members on the ITAs. The national PTE Group organisation is also based at West Yorkshire PTE.
 - Any rail services between Pennine Lancs and these City Regions will be a direct interest to these transport authorities.

- **SELRAP**

- SELRAP is the custodian of the concept of improved rail links for Pennine Lancashire and has 400 members who are the supporting stakeholder and community interests across the TransPennine territory. SELRAP can provide a representative community voice and also report and liaise with the PDG on its project advocacy work.

East Lancashire railway catchment:

- **The Pennine Lancashire Multi-Area Agreement (MAA) authorities**, supported by Lancashire Economic Partnership, with potential representation from PLLACE (the Pennine Lancashire Leaders And Chief Executives group):

- Member councils in PLLACE include:
 - **Lancashire County Council**
 - **Blackburn with Darwen Borough** (unitary)and district councils:
 - **Burnley Borough**
 - **Hyndburn Borough**
 - **Pendle Borough**
 - **Ribble Valley Borough**
 - **Rossendale Borough.**
- PLLACE's objectives are within a regeneration, skilling-up and growth agenda: *“to provide a confident, dynamic and growing economy, characterised by a thriving higher value business base, supported by a responsive education and training system; an area with fast and reliable transport links to employment opportunities underpinned by a revitalised housing market and cohesive communities”*
- Improved transport is a means to this end. Poor connectivity is the main constraint to greater interaction between the economies of Pennine Lancashire and the Manchester and Leeds city regions. Annex B sets out PLLACE's Transformation Agenda objectives for transport
- The maps overleaf show the relationship between Pennine Lancashire and the railway projects.

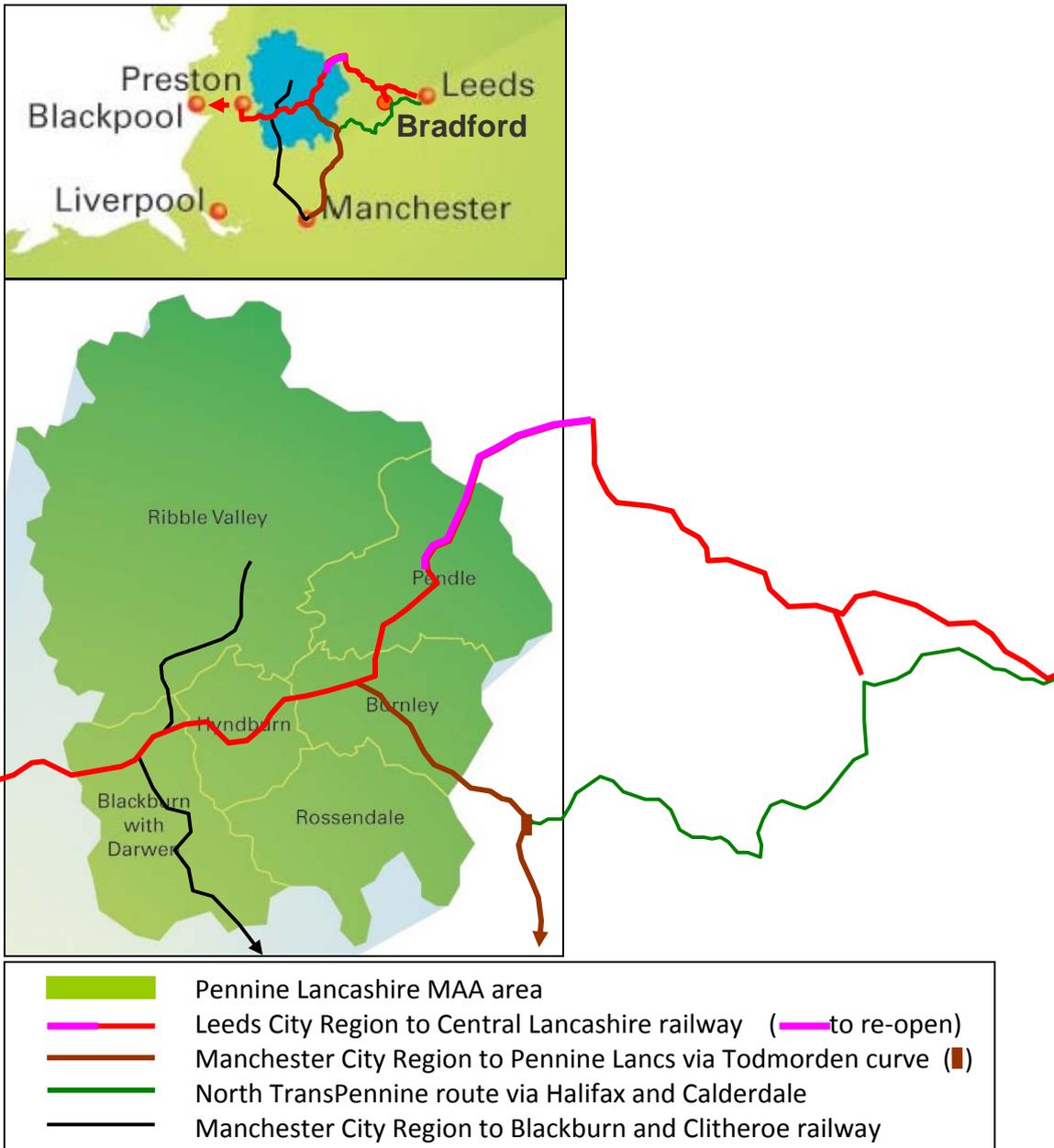
- The rest of the **Central Lancashire City Region:**

- Other councils served by East Lancs and North TransPennine services to the west of the Pennine Lancashire MAA are:
 - **Blackpool Borough**
 - **Chorley Borough** (the line passes through its area without a station)
 - **Fylde Borough**
 - **Preston City**
 - **South Ribble Borough**
 - **Wyre Borough**
- Of these councils, the primary centres are the City of Preston which has a growing

economy and is at the heart of the Central Lancashire city region, and Blackpool as the principal resort destination

- Preston is also the main interchange with West Coast main line rail services to national destinations.

Pennine Lancashire Multi-Area Agreement in the context of railway proposals



Manchester City Region catchment:

- The principal local authorities along the proposed Burnley-Manchester rail corridor:
 - **PLLACE** and **Burnley Borough** are included above
 - Key authorities on this corridor are:
 - **Calderdale** (in West Yorkshire & Leeds City Region)
 - **Manchester City**
 - **Rochdale**
 - PLLACE supports development of a direct Burnley-Todmorden-Rochdale-Manchester rail service (see Annex B), and this is also a SELRAP objective
 - It might eventually permit a direct Skipton-Colne-Nelson-Burnley-Manchester service
 - If funding members also wanted to use the PDG to support development of the Manchester-Blackburn-Clitheroe service, as identified by PLLACE in Annex B, then two further councils to include would be:
 - **Bolton**
 - **Salford City**
 - The map overleaf shows the northern extent of a 60 minute off-peak drive time from Manchester Victoria. Pennine Lancashire is well within the economic potential of Manchester City Region
 - As identified by the Pennine Lancs MAA, rail services from Manchester into Pennine Lancs need considerable improvement, to be an attractive mechanism for economic recovery and growth.

Manchester City Region northern catchment

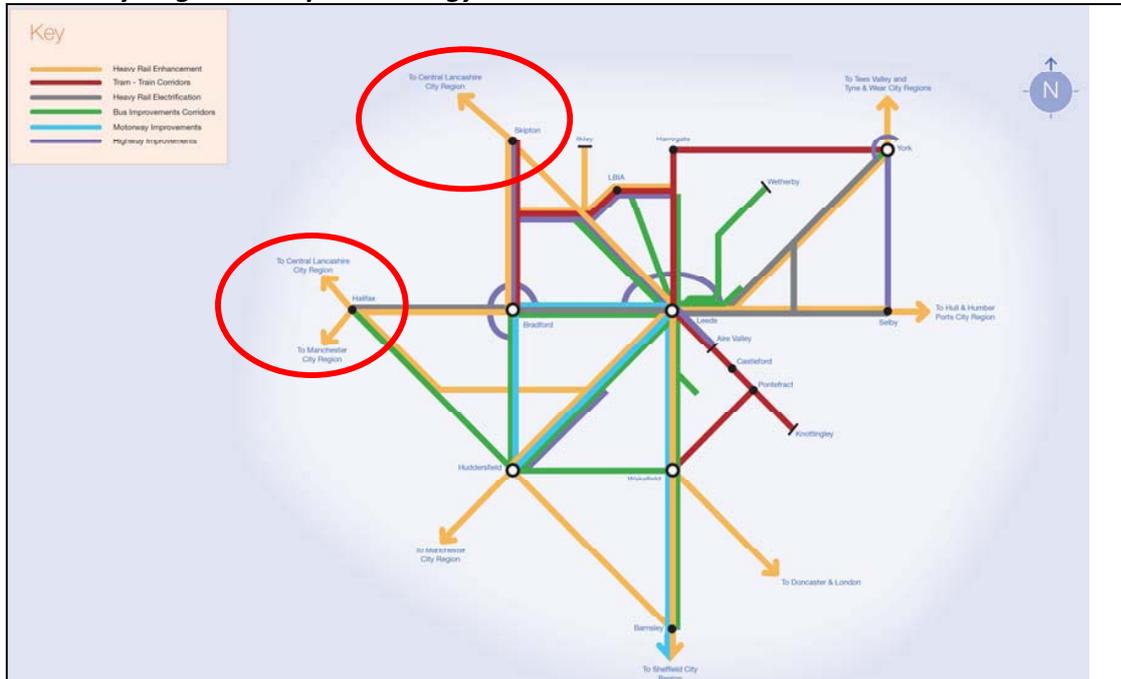


Leeds City Region Partnership catchment:

- The relevant councils are:
 - **Bradford City**
 - **Calderdale** (for services via Todmorden and Halifax)
 - **Craven District**
 - **Leeds City**
 - **North Yorkshire County**
- The Leeds City Region transport vision is:
 - *“to enable the city region to function as a single economic space by providing a high quality transport system that will:*
 - *connect all the core centres within the city region to each other;*
 - *connect the population to the core centres, to employment sites, education, training, retail and leisure facilities within the city region ;*

- *connect the core centres to other city regions in the UK - most importantly Sheffield, Manchester and London;*
 - *connect the core centres to international airports and ports serving the city region ; and*
 - *provide choice and ensure that the growth in car use is minimised”.*
 - *“Delivering the Vision will support the wider objectives of the city region for the economy, health, education, social inclusion initiatives and the environment by:*
 - *meeting the movement needs of the city region , its residents, its workers, and its visitors;*
 - *supporting growth and delivering agglomeration and other wider economic benefits;*
 - *facilitating sustainable development; and*
 - *making best use of the transport assets of the city region”.*
- Figure 7 in the City Region’s transport vision (see diagram overleaf, link: <http://www.leedsinitiative.org/assets/0/544/546/552/558/B190C262-2BD9-4FCE-9757-C21E90C5DC7A.pdf>) shows the intended heavy rail linkage between Leeds and Central Lancashire city regions via both Skipton and Halifax. This strategic support for Skipton-Colne reopening is underpinned by proposed improvements to the Airedale Line capacity.
 - The effective catchment of the Leeds City Region already extends into Lancashire – the map overleaf illustrates a 60 minute off-peak driving time from Central Leeds.
 - Creation of a direct railway service via Skipton-Colne between Pennine Lancashire to Leeds will, as noted above, be faster than off-peak car, and even more competitive in peak times.
 - There is also scope to improve services via Halifax and Calderdale, to access Bradford as well as Leeds.

Leeds City Region transport strategy



Leeds City Region catchments



Other partners

This concludes the suggested list for governmental, transport and regional and local authority partners in the Project Development Group. It is extensive, with up to 40 members.

The suggested membership illustrates the extent to which actions to improve the transport network for Pennine Lancashire and the neighbouring City Regions require a highly focused and co-ordinated structure, if all major governmental and delivery stakeholders need to align their resources and priorities.

Looking at the Skipton-Colne project separately, as part of a Leeds City Region to Central Lancashire railway, could on its own still require participation from up to 30 authorities.

It is not suggested that other partners join the PDG at 'steering panel' level. A working group will be required from among this membership, from those will have the strongest interest in project development.

More appropriate is that any additional membership is confined to any specific major funding contributors not identified here. For example developers may seek partnership as part of area development schemes where community infrastructure levies such as S106 and S278 are required.

Supporting organisations and interested stakeholders

It is necessary to distinguish the process of project development (the task of the PDG), from that of project support and advocacy, but to recognise where they overlap.

Project development is a functional task of assimilation of information, optioneering, valuing inputs and outputs, deciding whether there is a sufficiently strong business case to move to the next stage of the project, and eventually deciding that it is ready to head to the delivery phase, meanwhile ensuring that there is forward funding (or a reasonable chance of that) built into relevant budgets.

Support and advocacy is essentially the championing of the case, knocking on doors and opening them, helping with political and media audiences, and all the time pressing the priority of benefits achieved, timescales and release of funding.

Until now, the functions have wholly overlapped for Skipton-Colne, as activities have focused on in-principle acceptance and outline inclusion of the project in strategies for Pennine Lancashire and elsewhere.

In other parts of Britain, there have been various rail schemes who have had a single or few directing minds and promoters, such as:

- Waverley Line (Transport Scotland for powers and funding, supported by Borders Region)
- London Overground and East London Line Extension (Transport for London for development and funding)
- Marylebone-Oxford (Chiltern Railways as franchise holder and project developer, Network Rail for funding to be recovered from franchise payments).

In Northern England, Manchester Hub is a current example of a project with multiple ownership across the Pennines by many government bodies and stakeholders. In that case, Network Rail has been the specific vehicle through which project development has been channelled and will be funded.

It is also noteworthy that Manchester Hub has also seen widespread support and advocacy by many of those organisations who have been backing the project development process. Too much emphasis can be made of the historic Lancashire-Yorkshire boundary. Schemes such as the Manchester Hub and the campaign for a high-speed TransPennine line between Leeds and Manchester have benefited from advocates *throughout* the North.

Skipton-Colne and the schemes included within the Pennine Lancashire MAA, also require multiple ownership of the projects through a project development process, because of the cross-boundary, TransPennine context. There is no single directing mind or promoter.

Within this, SELRAP and its allies can continue to provide a strong co-ordinating role for support and advocacy, and indeed expand their role with the wider range of Pennine Lancashire schemes, in the same way as East London Line Group has provided an effective channel for dialogue and lobbying for complex London-based schemes (see Annex D for this examples).

This also raises the need to seek high profile project champions, to heighten the visibility and urgency of the proposed schemes.

Engagement with the wider community and stakeholders will be undertaken by both the project development group, with consultation, and by the project advocacy process.

As an example of key stakeholders who can themselves be constructive in consultation and influential in advocacy, we have listed in Annex E some examples of large scale public employers, further and higher education bodies, sporting establishments and others based in Preston and Pennine Lancashire. The potential range of consultees and advocates across a 60 mile by 35 mile area will be truly enormous.

Project Development Group operating & reporting structure, and launch process

A Project Development Group will require:

- A Constitution with terms of reference to provide a framework for working procedures.
- Objectives to achieve – the proposal on page 9 lists four objectives:
 - take account of the Pennine Lancashire MAA proposals, neighbouring City Region strategies, and other relevant social, economic, environmental, accessibility and transport factors
 - oversee project development on proposals for railway re-instatement including Skipton-Colne, the Pennine Lancashire MAA rail schemes, and initiatives on existing railways in East Lancashire
 - finalise a first and subsequent Pennine Lancashire rail packages which are fit for purpose, value for money, deliverable and which provide timely intervention through transport projects to support the desired regional objectives and outcomes
 - identify budget options to fund the finalised rail packages.
- Agreement on chairing and secretariat. Since the Pennine Lancashire is the hub of these rail schemes, it could be PLLACE or a borough within Pennine Lancs which provides a secretariat.
- Basis for membership of each organisation, whether observer or executive role.
- Agreement on funding the organisation (possibly budget allocations from members), employment of any specialist advisers or full or part-time officers (or their secondment), and on the basis for procuring suppliers such as technical and engineering consultants.
- Extent of public scrutiny, openness of meetings (eg Part 2 agendas where necessary), media and reportage processes.
- Basis for funding project development work if this is not all within the purview of Network Rail.
- A provisional timetable to be agreed against which actions will be undertaken – this should take account of external deadlines for inputs to transport policy and budget formulation. See Annex F for some current timing issues for decision making in Britain and in Northern England on transport and rail planning.

Finally there is the method of securing and launching the process of a Project Development Group. This needs:

- Informal soundings and briefing among potential members.
- Subject to responses, PLLACE to convene a high-level meeting of all potential members, to be chaired by a highly respected regional personality.
- An agenda and presentations to be developed which focus on a shared process to drive forward the complementary Pennine Lancashire and neighbouring City Region agendas.
- Agreements in principle on:
 - working together as a steering group and working group
 - organisational matters
 - priorities for funding or otherwise allocating among members the project development work, and indicative timescales for delivery
 - definition of benefits to be assessed in scheme development:
 - the Department for Transport (DfT) has recently amended its New Approaches to Transport Appraisal process, and has published its proposals on Delivering a Sustainable Transport Strategy
 - this type of railway project will also be founded on wider sub-regional and city region priorities, for example:
 - emerging requirements for low carbon use and climate change
 - green investment objectives
 - high-level transport and spatial strategies from Eddington, Stern, Leitch, and Barker
 - economic growth, regeneration, accessibility, skilling and training objectives .
 - regional initiatives such as multi-area agreements, consolidation of city regions and other factors.

Annex A: Consultancy brief for JRC Ltd

- 1.1 SELRAP proposes to engage Jonathan Roberts of JRC Ltd to provide advice and guidance to help take the Skipton-Colne railway project towards Network Rail's GRIP investment stages (GRIP = Guide for Railway Investment Projects).
- 1.2 SELRAP is a high-profile volunteer lobbying organisation which has achieved national recognition politically and among local authorities, partnerships, communities and businesses.
- 1.3 To secure entry to railway investment options during Network Rail's Control Period 5 (2014-19), the scheme needs now to move towards project ownership, specific project definition and design, through a review and collaborative exercise with local and regional partners and the rail industry.
- 1.4 This work needs to be substantially under way and an initial business case validated to within a few options (GRIP level 3), if the project is to feature potentially in a new Northern or TransPennine franchise from 2012/13. It also needs to be embedded in Forerunner City Region plans for Leeds and Manchester, and for the Central Lancashire City Region, and in regional funding allocations.
- 1.5 Jonathan Roberts has achieved national recognition for the successful lobbying work that he has led on London's East London Line Extensions, now nearing completion as a £1 billion project creating an outer circle railway for the capital city. He has been the transport and policy adviser to the group of London Local Authorities who created the ELL Group in 1992 which has been the backbone of stakeholder support for that project. ELLG has worked alongside the various project promoters (London Underground, Railtrack, Network Rail, Strategic Rail Authority, and latterly Transport for London).
- 1.6 Jonathan is similarly advising the West Anglia Routes Group (WARG) on lobbying for investment objectives (new trains, station upgrading and four-tracking) with local authorities and project partners who attend WARG as observers and are leading on project specification (Department for Transport, Transport for London, Network Rail, BAA, East of England Development Agency).
- 1.7 SELRAP is therefore requesting start-up funding to engage Jonathan Roberts for a two-day professional research project, to advise on the best rôles and relationships of different participants in next project stages, and to provide leadership on creation of a project structure which takes account of the current multiplicity of organisations, stakeholders and advocates.

Annex B: Pennine Lancashire Leaders And Chief Executives group Transformation Agenda objectives for transport

link here:

http://www.lancashire-ep.org.uk/index.php?option=com_docman&task=doc_download&gid=120&Itemid=84

4.1.2 Transport

Context/Evidence

Local

Despite Pennine Lancashire's close proximity to two of the North's most economically successful City Regions (Manchester and Leeds) the area has not been able to share in their success. A recent Centre for Cities (2008) report, *City Links*, found that poor commuter transport networks and weak trade links were stopping wealth from spilling over into Pennine Lancashire. Indeed, just 2.6% and 3.6% of resident employees in Burnley and Blackburn commute to Manchester. Research carried out by Ekosgen (2008), *Economic Relationship between Pennine Lancashire and Greater Manchester*, found that poor connectivity is the main constraint to greater interaction between the economies of Pennine Lancashire and Greater Manchester. The infrequency of trains reduces the likelihood of many people commuting. Given the scale of the labour market, the numbers commuting in to the City of Manchester (just over 2000) are very low. With a forecast growth of over 90,000 jobs, improving accessibility will need to be a major priority. While road connectivity with northern Greater Manchester and Manchester City centre are adequate, increasing congestion and issues over sustainable development make increasing car borne commuting counter productive.

There is a need to link transport planning more effectively to the economic and housing growth policies of the area. The format of the LTP3 (2011-2016+) may change with local authorities being asked to develop an Integrated Transport Strategy with a corresponding implementation plan. The current LTP system focuses government objectives at a local level and is not conducive to strategic planning across functioning economic areas. As such we are developing an Integrated Transport Strategy and Implementation Plan for Pennine Lancashire, within a wider Lancashire context, as well as developing complementary LTP3 submissions.

Pennine Lancashire partners are working together to develop a rapid bus transport through Pennine Lancashire. Pennine Reach is a proposed dynamic, new bus service designed to improve the public transport network between a number of Pennine towns.

The scheme is being jointly promoted by the local highways authorities of Lancashire County Council and Blackburn with Darwen Borough Council, the scheme is identified as a priority in RFA1.

The Lancashire and Cumbria Route Utilisation Strategy (Network Rail, 2008) acknowledges both the Clitheroe-Manchester and Todmorden Curve schemes as potential projects providing a robust case can be made and third party funding secured. Both schemes are prioritised within the Pennine Lancashire Economic Strategy Delivery Plan, and the NWDA recognise the importance of the schemes in the wider economic renewal of the area. The Benefit Cost Ratio currently used to prioritise schemes does not take into account the wider economic, environmental and social benefits.

National

The government commissioned *Eddington Transport Study* (2006, p5) acknowledged there is “clear evidence that a comprehensive and high-performing transport system is an important enabler of sustained economic prosperity”. This is consistent with the local evidence highlighted above, and reiterates the importance that must be placed on improving transport links in order to boost the economy and housing market. Eddington also recommended a sophisticated policy mix to unlock the economic potential of areas. This included:

- Ensuring transport planning at all levels draws on a comprehensive assessment of all the impacts of transport policies – economic, environmental and social.
- Targeting new infrastructure investment with smaller projects to unlock pinch points potentially offering very high returns.
- Adapting the delivery chain to meet changing demands: this includes rigorously prioritising those policies which offer the highest returns for each pound of resources. (DfT, 2007).

In November 2007 the Government published its Local Transport Bill. The Bill will allow areas to put forward proposals to set up PTAs, enabling benefits of a joint approach to the management of public transport, as well as more effective engagement with Highways Agency, Network Rail and bus operators and the potential to deliver economies of scale with regards bus service procurement.

The Stern Review on the economics of climate change highlighted the economic consequences of failing to tackle the problem of carbon emissions. In response to Stern and Eddington the Government published *Towards a Sustainable Transport System – Supporting Economic Growth in a Low Carbon World* (DfT, 2008). The Government’s agenda is summarised in five broad goals:

Goal 1: Competitiveness and productivity

Goal 2: Climate change

Goal 3: Safety, security and health

Goal 4: Quality of life

Goal 5: Equality of Opportunity

Through the MAA process we hope there would be an acknowledgement of these broad goals in relation to the two priority schemes detailed below.

Government Action – DFT/Network Rail

Government Action 4: DFT and Pennine Lancashire partners to engage Network Rail for them to become ‘scheme promoter’ of the Clitheroe-Manchester rail improvement scheme in control period 4 (2009-14).

There is currently an hourly rail service between Manchester (Victoria), Bolton, Blackburn and Clitheroe, with additional services in peaks to create a half-hourly service between Blackburn and Manchester during these times. Significant service enhancements are restricted by infrastructure constraints related to signalling capacity (especially between Blackburn and Clitheroe), platform lengths, line speed restrictions and/or single track operation (between Blackburn and Bolton). (Faber Maunsell, 2007).

The North West Route Utilisation Strategy (RUS) identifies Blackburn (Clitheroe) into Manchester as one of two lines currently experiencing the most severe crowding. The North West RUS and Lancashire and Cumbria RUS recommend that train and platform lengthening is required on the Manchester – Clitheroe services. In addition the Lancashire and Cumbria RUS also recommends that the additional peak services between Manchester and Blackburn should all be extended as far as Clitheroe, and although the case for an half-hourly service through the day between Manchester and Blackburn had not yet been made, it recommends that the Rail Industry work with outside parties to establish the additional cost, and level of support the service would require to be operated. Early indications suggest that the total scheme would cost approximately £8m.

Pennine Lancashire Action 4: Following discussions with Network Rail - Blackburn with Darwen Borough Council, Lancashire County Council and the NWDA are jointly commissioning research to identify and model the infrastructure required to allow a half hourly service to run reliably between Manchester Victoria and Blackburn. The findings of this research will be available in October 2008, and will put forward the case for capital and service improvements to become operational in control period 4 (2009-14). On the delivery of this report we expect a constructive dialogue to take place between Pennine Lancashire partners and Network Rail supported by the DfT. Pennine Lancashire Multi Area Agreement Draft8.1

Economic Impact: An additional £6.7m GVA per annum can be achieved by 2016.

Government Action 5: Secure DFT/Network Rail support to reinstate a Direct Rail Route from Manchester to Burnley and Accrington via Todmorden in control period 4 (2009-14). (Todmorden Curve)

Pennine Lancashire Action 5: Partners in Pennine Lancashire, together with key stakeholders from West Yorkshire and Greater Manchester, have already carried out some initial feasibility work. This work estimates that a rail link, via a re-instated Todmorden Curve could be achieved for less than £5m. This would provide a potential 38 minute journey between Burnley and Manchester and 49 minutes to Accrington, benefiting approx 170,000 residents. Improved station facilities and car parking at Burnley and improvements to Rose Grove station would allow interchange for Pendle commuters shaving 40 minutes off the current journey time.

PL partners are working with METRO and GMPTE to secure the extension of the Manchester Rochdale service to Todmorden which makes an incremental increase in service to Burnley and Accrington more viable with a view to it becoming operational in control period 4 (2009-14).

Economic Impact: An additional £8.4m GVA per annum can be achieved by 2018.

4.3.1. Transport

Context/Evidence as 4.1.2

Future Joint Priority 1: Recognise the Rawtenstall-Bury rail line upgrade and park and ride facility as a Pennine Lancashire priority.

Rationale: The Department for Transport approved a first stage bid by *Greater Manchester Future Transport* (AGMA and GMPTE) made under the TIF for a major investment in public transport to invest up to £2.8 billion to transform the transport system in Greater Manchester. It would be funded by a combination of Government Grant and income from a limited peak time only congestion charge. A charge would only be introduced after the vast bulk of the investment in public transport was in place - 2013 at the earliest. Formal consultation with the public and business community will take place through the summer before AGMA takes a final decision on whether to proceed with the plans in the autumn (2008).

It is intended that all towns within Greater Manchester would benefit from the TIF funded investment, and a wide range of potential road, rail and bus schemes are being subjected to technical and feasibility studies to determine their potential for inclusion within the final investment programme. One scheme being considered is the possibility of collaborating with, and using the infrastructure of the East Lancashire Railway (ELR) to provide a commuter rail service which would connect Rawtenstall, Ramsbottom, Bury and other stations on the ELR line to Manchester, either via conventional (heavy) rail services, or by extensions and adaptations to the Bury Metrolink service.

A project steering group has been established to seek feasibility and technical reports on the ELR project. The project group includes representatives from GMPTE, the East Lancashire Light Railway Company, and Rochdale, Bury, Rossendale and Lancashire County Councils.

Next Steps: The infrastructure feasibility study for the scheme was completed in July 2008 (Faber Maunsell). The demand feasibility study will be completed in October 2008. A review of both studies will be undertaken to ascertain the viability of the scheme by the end of 2008. Should the viability be proven, the scheme will be included within the Association of Greater Manchester Authorities (AGMA) Local Transport Plan.

Economic Impact: An additional £3.9m GVA per annum can be achieved by 2014

Joint Priority 2: We seek support from Government to provide an additional lane on sections of the motorway that have either reached full capacity or will reach capacity when major strategic sites come to fruition and provide or fund improvements to specific motorway entrance and exit points to aid the flow of traffic (Junctions 5 & 9).

Rationale: The M65 motorway is a vital link between the main Pennine Lancashire towns and the rest of the City Region. Initially it was designed with the option of including a third lane at a later date. Evidence suggests that sections of the existing infrastructure would be unable to cope with the additional jobs that we will create on delivery of the Pennine Lancashire Economic Strategy.

Economic Impact: An additional £2.5m GVA per annum can be achieved by 2018.

Joint Priority 3: DfT to work with Pennine Lancashire on developing options to take forward the A56 Bypass scheme.

Rationale: Various road improvements have been made in recent years (and more are planned) to the highway network in North and West Yorkshire adjacent to Pennine Lancashire. Essentially, east of the A56/A59 junction at Elslack/Broughton there are good highway links into North Yorkshire (towards Teeside) and West Yorkshire (towards Humberside). The DETR "New Deal for Trunk Roads" report identified further improvements to this network east of Skipton. The missing link between Pennine Lancashire and the above is from the termination of the M65 at Colne, the A56 Villages Bypass will complete the network.

For a number of years traffic congestion in the North Valley area of Colne has been increasing. After passing through the North Valley area as the A6068, the A56 heads in a north-easterly direction through the communities of Foulridge, Kelbrook, Sough and

Earby, before crossing into North Yorkshire where it passes through Thornton-in-Craven, eventually joining with the A59 at Broughton, west of Skipton. Traffic flows of around 25,000 vehicles per day have been observed on A6068 in the North Valley area of Colne, and include approximately 2,300 heavy goods vehicles. On the A56 north of Colne, there is a traffic flow of 16,000 per day containing over 1,000 heavy goods vehicles. Traffic flows on the A56 decrease further north with flows at Thornton-in-Craven being 9,500 vehicles per day. Langroyd Road in Colne, although not a classified road, is carrying over 8,000 vehicles per day between A6068 and A56. The most severe problems are experienced where traffic flows are heaviest, along North Valley Road in Colne, where signal-controlled junctions and right turning movements interrupt traffic flows and result in congestion and delays. There is also deterioration in air quality as a result of standing traffic.

The A56 is of single carriageway standard throughout, much of it poorly aligned with significant lengths subject to a speed restriction of 40mph or less. The significant volume of heavy goods vehicles and other traffic using the route has a considerable environmental impact upon local communities.

The North West RPG recognised the A56 between Colne and the North Yorkshire boundary as being a route of regional significance. The RPG Panel also acknowledged its “inter-regional significance role”. This is echoed in the new Regional Spatial Strategy. The Yorkshire and Humberside RPG calls for better cross-Pennine linkages with the North West region. It has been assessed by the NATA appraisal as having a benefit/cost ratio of 3:4.

The benefits of constructing the ‘missing link’ A56 Villages Bypass include: regeneration (the economy); reducing congestion; environment (improving air quality and the general quality of life in the villages along the A56 corridor); safety (accident reduction); and accessibility (benefit to pedestrians and cyclists). The missing road link would be a wide single carriageway with a parallel footway/cycleway/bridleway.

Next Steps: The Joint Lancashire Structure Plan and the Pendle Local Plan both protect a transport corridor along the line of the former Colne to Skipton railway line. The A56 Villages Bypass Scheme has been ranked (by Lancashire County Council’s Scrutiny Panel) as third priority major road scheme in its Local Transport Plan. The intention is that a scheme is developed in this 2006–11 Plan for implementation in the 2011–2016 Plan. Recent work by various transport consultants has shown that a business case might be made for reinstating the above-mentioned railway. (This is acknowledged in the Lancashire and Cumbria Route Utilisation Strategy 2008.) The County Council is therefore evaluating alternative routes for the road scheme, avoiding the railway formation. It is likely that the bypass would now commence/terminate at a new junction on the M65 between Nelson (Junction 13) and Colne (Junction 14). The estimated revised cost is in the region of £60m.

Economic Impact: An additional £12.8m GVA per annum can be achieved by 2014.

Joint Priority 4: Colne to Skipton Rail Reinstatement

The Lancashire and Cumbria RUS acknowledges that the potential for the reinstatement in Control Period 6 and beyond (2019-2029), noting that “In a scenario of high modeshift from road to rail, additional sources of investment funds could become available, in which case the route between Colne and Skipton could be a candidate for addition to the network. As long as doing so is affordable, the alignment should be protected for future railway use.”

Annex C: Network Rail website statement - Second Generation Northern Route Utilisation Strategy

link here:

<http://www.networkrail.co.uk/browse%20documents/rus%20documents/route%20utilisation%20strategies/rus%20generation%202/northern/northern%20rus%20scope.pdf>

Context: RUS Generation 2

The current programme of 19 Route Utilisation Strategies (RUSs) is scheduled to be completed by 2010. Network Rails is obliged under its Network Licence to maintain established RUSs to ensure that the recommended strategy remains valid and fit for purpose. A number of factors can effect RUS recommendations over time, including changed Government policy, economic circumstance and Franchise change and remapping. The existing RUS programme commenced in December 2004 and in July 2007 the publication of the Government White Paper Delivering a Sustainable Railway required Network Rail to consider the 30 year planning horizon in its development of Route Utilisation Strategies. A number of the earlier RUS recommendations therefore need to be reappraised to consider this longer term planning framework. Equally a number of assumptions made in early recommendations have changed in the light of the economic situation. The publication of the High Level Output Statement and Network Rails delivery plan in 2008/9 have also changed the way in which a number of recommendations will be delivered.

Network Rail therefore proposes to address these changes through a second generation of Route Utilisation Strategies. These strategies will adopt a more strategic viewpoint than undertaken in the established RUSs and through analysis of the changes that have occurred identify the strategic gaps that require further appraisal.

The strategies will not seek to confine themselves to a particular geographic area and will also not reappraise the recommendations made in established RUSs where these remain valid. This second generation of RUS will begin with three identified workstreams that will consider strategic gaps in, London & South East, the North of England and Scotland. The RUS Process will continue to involve consultation with stakeholders and comments on these documents are welcome via the email addresses which are in the folders below, along with the scoping documents when finalised.

Contents

1. Background
2. Purpose of the Northern RUS
3. Method
4. Dimensions
5. Planning Framework and Gap Definition Process
6. Consultation Process
1. Background

1.1 Network Rail is nearing the completion of its first generation of Route Utilisation Strategies (RUSs). The programme commenced in 2004, and will be substantially completed by the Autumn of 2010.

1.2 The purpose of RUSs is to achieve the route utilisation objective, as defined in Condition 1 of Network Rail's Network Licence: namely, the effective and efficient use and development of the capacity available, consistent with funding that is, or is reasonably likely to become, available during the period of the route utilisation strategy, and with the licence holder's performance of the duty (this is the 'general duty' relating to stewardship of the network, which is also defined in Licence Condition 1).

1.3 Whilst RUSs are intended to be live documents which are reviewed in the light of significantly altered circumstances, it is not proposed that they will be re-opened as a matter of course. The next generation of RUSs, of which this forms part, will only revisit existing established RUSs if, through changed circumstances, they no longer fulfil the route utilisation objective.

2. Purpose of the Northern RUS

2.1 The development of a RUS for Northern England is required for a number of reasons, resulting from several changes in circumstances since the earlier RUSs were established:

- Following publication of the Transport White Paper in 2007, all subsequent RUSs were expected to look towards a 30-year planning horizon. Many of the early RUSs in the programme (e.g. North West RUS) looked at a much shorter horizon, typically 10-15 years. For consistency, therefore, these earlier RUSs will need to have their planning horizons extended.
- The Northern RUS will assume a 2014 baseline and will update industry passenger demand forecasting where appropriate and use freight demand forecasts from the Strategic Freight Network process.
- In December 2008, with the introduction of new West Coast Main Line timetable, there was a significant change to the quantum of services to the North West and the earlier RUS recommendations were conditional on the outcome of plans for service changes at this time and as such should now be reviewed.

- Manchester Hub – Network Rail is in the process of completing a study to identify the value for money rail enhancements on the radial routes that converge on Manchester which can deliver economic benefit for implementation between 2014 and 2029. The Manchester Hub study is due to report in January 2010 and will form one of the inputs to the Northern RUS, which will extend the work to cover the period to 2039.
- The Inter City Express Project (IEP) – It is anticipated that deployment on the East Coast Main Line will commence in 2015.
- Similarly in the freight sector, funding has been made available for a number of projects, principally involving capacity enhancement schemes and gauge clearance for 9' 6" containers on conventional wagons. Whilst the Freight RUS examined the impact of these schemes, the conclusions of the earlier RUSs will need to be re-validated in the light of these developments. In addition, the Freight RUS only looked at a planning horizon to 2014. This RUS will evaluate the effects of anticipated future growth to 2039.
- In January 2009, the Government announced the creation of a new company, High Speed 2, to consider the case for new high speed rail services from London to the West Midlands and Scotland, with recommendations due to be presented at the end of the year. Should such a high-speed line be built, it would have a significant effect on long-distance travel patterns on the West Coast, East Coast and Midland Main Lines and to and from the North of England.

2.2 The outputs and recommendations of this RUS will be used to inform development of the HLOS for CP5 and subsequent control periods. In the medium-long term it will help to inform the Department for Transport's (DfT's) franchise specifications when these routes are re-franchised at various times during the period covered by the RUS.

2.3 This RUS will also take cognisance of the conclusions of the Network RUS, where available, on:

- Scenarios and Long Distance Forecasts
- Stations
- Rolling Stock and Depots
- Electrification Strategy

3. Method

3.1 Because the Northern RUS is building on the work of existing RUSs, it will adopt a slightly different process from previous studies. In broad terms this RUS will:

- Produce a 2014 passenger demand baseline by updating the existing industry demand forecasts for the north of England. Having done this, forecast underlying passenger growth for Control Periods 5, 6 and beyond where appropriate. It is likely that this will involve the production of demand scenarios rather than one central forecast given that the majority of the timeframe is more than 10 years into the future;

- Produce a 2014 baseline for freight and utilise the Strategic Freight Network demand forecasts for 2019 and 2030;
- Identify gaps via the process outlined in section 5;
- Prepare and cost alternative options for bridging the gaps using appropriate criteria, modelling and analytical tools;
- Publish a draft strategy for consultation with stakeholders and interested parties before publishing the final RUS;
- Contribute to the DaSTS process;
- Publish for ORR review.

3.2 The RUS process will be directed by a Stakeholder Management Group (SMG) comprising representatives from:

- Network Rail
- DfT
- TOCs
- FOCs
- ATOC
- PTEs
- Passenger Focus
- ORR (as observers)

3.3 The SMG will also establish a number of sub-groups, probably constituted around individual gaps to be addressed. The members of the sub-groups and the issues it considers will be delegated by the issues it considers will be delegated by the SMG.

4. Dimensions

4.1 Timing

4.1.1 The study will commence in June 2009. We presently expect to publish the draft conclusions in September 2010, with the final conclusions being presented for ORR review in Spring 2011.

4.1.2 The study will cover a 30-year time horizon from 2009. As mentioned in Section 2, one of the primary purposes of this RUS will be to inform the HLOS for CP5, which covers the period 2014-2019. However, because of the long lead times for major railway enhancement projects, it will also be necessary to consider strategy for subsequent control periods.

4.1.3 The RUS will consider as baseline all schemes to be implemented following the ORR determination for CP4.

4.2 Geographic Coverage

4.2.1 The geographic scope of the RUS, and the train service groups to be considered, will be determined solely by reference to the gaps to be addressed.

5. Planning Framework and Gap Definition Process

5.1 The gaps in the Northern RUS will be defined by examining the outputs of the various studies and planning documents that include work on the north of England. The gap definition process will be as follows:

- Examine the output of the Network Rail planning documents listed in sections 5.2 and 5.3;
- Review the gaps and option recommendations of these planning documents for any significant changes in the light of further work, scheme changes etc;
- Identify further stakeholder aspirations;
- Identify a list of new or amended gaps.

5.2 Output from the following Network Rail RUSs (where available) will be used:

- Freight (March 2007)
- North West (July 2007)
- East Coast Main Line (February 2008)
- Lancashire & Cumbria (October 2008)
- Merseyside (March 2009)
- Yorkshire & Humber (July 2009)
- East Midlands RUS (due for publication Feb 2010)
- West Coast Main Line (in preparation)
- Network (in preparation)

5.3 Output from the following industry studies (where available) will be used:

- Manchester Hub Study
- Strategic Freight Network
- Cross boundary workstream
- DfT's National Network output
- Freight Routes to the North Study

5.4 Other planning documents to be taken into consideration are:

- The DfT's Regional Planning Assessments
- PTE Rail Strategies
- Northern Way outputs
- Regional Strategies (e.g. North West RS2010)
- Local Transport Plans

5.5 The Northern RUS will also update the planning horizons of the following RUSs:

- North West
- East Coast Main Line

6. Consultation Process

6.1 RUS Stakeholder Groups

In addition to the Stakeholder Management Group (see paragraph 3.2), there will also be discussions with groups of wider stakeholders, who would include:

- Local Authorities (County/Unitary Councils)
- Regional Development Agencies
- Rail Freight Group
- Regional Transport Forums
- User Groups (via Passenger Focus)
- Other key funders

6.2 Consultation

6.2.1 Informal consultation will be an ongoing process throughout the development of the RUS. Having developed options that may be considered for inclusion in the final RUS, a formal consultation document will be published. The industry SMG will agree the consultation period prior to publication.

6.2.2 During the formal consultation period, one-to-one meetings with stakeholders may be appropriate to provide support during the development of formal responses. This will help to ensure that the reasons for specific proposals are understood by stakeholders and will provide a further opportunity to obtain views on the RUS proposals.

6.3 Publication of the Conclusion

Having considered all responses to the formal consultation document, the final RUS document will be published, incorporating the recommendations for consideration by funders. The document will address the issues raised during the consultation period and provide an explanation of the conclusions.

Annex D: East London Line Group - summary of advocacy work undertaken, 1991 to now

Based on ELLG submission to London Transport Awards 2010 for Transport Partnership/Project of the Year (the campaign's work reached the shortlist)

The mission, accepted almost two decades ago, seemed simple and straightforward: "To seek and actively solicit for the construction of the extension of the East London Line." Little did members of the East London Line Group realise the challenges and complexities ahead.

The project's first stage opens shortly. It's taken two inquiries, three major fights to keep the line open and the project alive, close liaison with five project sponsors, constant consistent briefing with local, London and national stakeholders and elected members, and a major struggle for approval for over £1 billion of public funds.

The North London Line's City Branch closed in 1986. In 2010, new London Overground trains will serve its local stations, put Hackney on the tube map and join up with the East London Line, then head through the Brunels' Thames tunnel to Crystal Palace and West Croydon.

A remark from then Transport Minister Roger Freeman, had promoted the Group's creation, when visiting Bishopsgate ex-Goods Depot: "If you want this transport project you're going to have to lobby for it".

Site developers were excited by the City-fringe location but identified a lack of transport. Other players saw a project vital for local regeneration and accessibility. So private and public sector representatives founded the East London Line Group, coalescing around the Corporation of London and Hackney and Lewisham Boroughs. Tower Hamlets has provided the Group's Secretariat throughout.

The Group's first Chairman was Sir Alan (now Lord) Sheppard, from Grand Metropolitan. They and London & Edinburgh Trust had outline permission for Bishopsgate site redevelopment. Conditions required the East London Line extension before the site could be fully occupied.

Sir Alan was succeeded by Tony Hawkhead (now Groundwork UK's Chief Executive), then Richard Simmons of Dalston City Partnership (now CABE's Chief Executive). Archie Galloway OBE, a senior Corporation of London councilman, has chaired for the past decade. He now represents Bishopsgate Ward!

The ELL extensions almost never happened. It has taken sponsorship by five different administrations to win through. London Underground's 1990 brochure said the line could open

by 1994 subject to funding and approval... That became the year of its northern extension inquiry. Railtrack (and later Network Rail) took over in 1999, reshaping the proposal into a cross-London mainline and securing powers southwards in 2001. Later in 2001 it was gifted to the Strategic Railway Authority, who are credited with piloting the scheme through legal challenges about Bishopsgate. Finally it transferred to Transport for London's London Rail directorate, who crystallised the orbital development strategy and successfully secured funding and project delivery.

The Group has continued as it began: multi-agency, cross-party, and independent, a north, east and south London coalition united by a clear cause. London Boroughs throughout the original line and northern and southern extensions work with regeneration partnerships, Canary Wharf Group and business alliances. London TravelWatch, Assembly Members and Transport for London observe Group meetings.

Its membership, contacts and appointed consultancy advisers have built support among elected members of Boroughs, the London Assembly, and Parliament. The most visible activity has been promotions at key moments in the project's evolution, with many thoughtful memoranda, submissions and evidence to inquiries and decision makers. Media and stakeholder events have launched the main publications.

Examples include:

- June 1999 'First for the New Millennium' stimulated funding after 1997's grant of legal powers
- July 2002 'Joining Up London's Communities' boosted support and countered legal challenges arising after enabling works started in 2001
- In September 2003 'Going for Gold' highlighted its role in London's 2012 Olympic Games' bid, and the Games were an important reason for Phase 1 go-ahead in 2004
- July 2007 'Connecting South London' advocated Phase 2 extensions to Clapham Junction, which were authorised in February 2009.

Much lobby group activity is inevitably unseen and unrecorded. Caroline Pidgeon, the Greater London Authority's Transport Committee Chair, addressed the Group's June 2009 AGM: "The East London Line Group is a stalwart supporters club for this important project, with, by 2012, a pedigree of over 20 years' campaigning to its name. It has a reputation among London and local stakeholders as a trustworthy, respected and effective campaigning group, founded on its local authority, business and partnering membership. It has lobbied tirelessly and effectively for a difficult cause: a transport route which isn't radial and so doesn't fit easily to London's operational and political geography. In making its case, the Group has also motivated many stakeholders, to do our bit also to help the vision become reality. The Group's success is down to the quality of the advocacy, the able officers, and the effective, distinguished chairs."

Peter Field, TfL's Director of Rail Development, observed in February 2009:

"the Group had enjoyed major success over the last few years... the achievements now totalled over £1 billion of infrastructure improvements for London and the East London Line... ELLG had

maintained a clear distinction in its approach to the project, by avoiding short term political criticism and instead focusing on the big issues... the progress achieved was a credit to the Group's approach."

As the Group's mission nears its successful outcomes, we reflect on our rôles as advocate and honest broker. If building transport infrastructure projects is the goal, our experience points to the primacy of building working relationships based on trust and respect. Progress with sustainable transport relies as much on the people sustaining the outcome as on the visible project. Integrated transport depends on connecting different agencies as much as connecting different modes.

Annex E: Examples of stakeholders in Central and Pennine Lancashire

Local authorities and main partnerships are listed in the Project Development Group.

Main learning institutions within the catchment:

- Further and higher educational institutions including:
 - **UCLan (the University of Central Lancashire)**, campuses at Preston and Burnley)
 - **Blackburn College** (linked to East Lancashire Institute of Higher Education)
 - **Accrington & Rossendale College**
 - **Lancashire Education Business Partnership.**
- Schools and sixth form colleges:
 - Depending on the outcome of the 2010 General Election, schools may be de-linked from local authority control, but local education centres will be important beneficiaries of improved transport communications (eg **Nelson & Colne College**).

Major organisations in the Central Lancashire and Pennine Lancashire health economy including:

- **Royal Preston Hospital** (part of Lancashire Teaching Hospitals Foundation Trust)
- **East Lancashire Hospitals NHS Trust** (incl hospitals at Blackburn, Burnley, Nelson)
- **Central Lancashire Primary Care Trust (PCT)** (incl Preston, South Ribble, Chorley)
- **Blackburn with Darwen PCT**
- **East Lancashire PCT** (incl Hyndburn, Burnley, Pendle).

Significant leisure businesses:

- **Blackpool Pleasure Beach**
- football, rugby and cricket are also major travel generators, including:
 - **Preston North End**
 - **Blackburn Rovers**
 - **Accrington Stanley**
 - **Burnley FC**
 - **Nelson FC**
 - members of the **North West Counties Football League** (eg Colne FC)
 - **Blackburn RUFC**
 - **Blackburn Knights.**

Large private sector employers

Town and parish councils

Community associations

Local and sub-regional planning and regeneration organisations (eg Groundwork Pennine Lancashire)

Local and regional media

Line user groups

Regional and local representatives of national campaigning organisations (eg Campaign for Better Transport, Civic Trust, CPRE, Friends of the Earth, Railfuture)

The list goes on...

Annex F: Timescales to be met by Skipton-Colne and other schemes in Pennine Lancashire

A rapid sequence of official decisions on transport investment is expected over the next few years. Rail infrastructure spending is currently within Network Rail's Control Period 4 (2009-14). The five year Control Periods began with Railtrack in 1994.

Early work is already under way on defining CP5 (2014-19), with outline views on CP6 and later. The government's 2007 White Paper 'Delivering a Sustainable Railway' requires Network Rail to consider the 30 year planning horizon in its development of Route Utilisation Strategies (RUSes) – see Annex C which sets out the basis for the second generation Northern RUS.

Separately there are government-led timescales for national budgets, drafting of new Local Transport Plans and national transport strategies. Existing railway franchises have termination dates. While franchises are extendable for a limited period, the end of a franchise generally represent the opportunity for government and stakeholders to redefine the basis for the new franchise, a process which starts more than a year before the termination date.

It should be noted that current official thinking is for the following sequence of dates for 'Pennine Railways' projects (see Annex B for details):

CP4 (2009-14)

- Manchester City Region-Blackburn-Clitheroe railway improvement
- Manchester City Region-Todmorden curve-Burnley-Accrington
- (AGMA proposal) Manchester City Region-Bury-Rawtenstall reopening to scheduled services

CP6/7 (2019-29)

- Skipton-Colne (as set out in Network Rail's Lancashire and Cumbria RUS).

SELRAP believes that Skipton-Colne should be accelerated to CP5 (2014-19) because of its importance for joining the economies of Pennine Lancashire and the Leeds City Region. The 2019-29 period is considerably beyond the timescale of initial opportunities to support wider accessibility, regeneration and economic growth objectives already identified by Pennine Lancashire and the city regions.

This case for an accelerated scheme will need to be developed quickly and advocated strongly, to slot within CP5. CP5 is likely to face overbidding, and risks financial capping because of the national financial situation. An unbudgeted project could also be added to Network Rail's Regulated Asset Base within a Control Period subject to a stringent validation procedure and third party funding. However this would require a very strong case to be made.

The timetable set out in the following pages cannot be precise, but illustrates the sequence of

events that may take place in the next few years, based on previous instances. The implication for Pennine Lancashire and SELRAP is shown alongside, and demonstrates the need to get up to speed on 'Pennine Railways' projects as a high priority.

While investment in rail infrastructure during 2009-14 (Network Rail's Control Period 4) has been agreed by the rail regulator (the Office of Rail Regulation), work begins in 2010 on defining the next five-year investments for 2014-19.

This work will include modelling of options in the lead-in to the Government's 2012 High Level Output Statement – what it wants from the railway system – and a statement of funding available (SOFA).

This will be supported by Network Rail's assessment of project priorities and spending strategy for 2014-19, which in turn will be subject to ORR's review of Network Rail's proposals for costs, charges and outputs for 2014-19.

An important element will be the ORR's view on what it is proper for Network Rail to include within its regulated asset base as viable projects which achieve a rate of return on their investment, and what projects might be acceptable if they receive a contribution from third parties towards their investment or running costs.

All this is against the backcloth of:

- Continuing public scrutiny of Network Rail's cost base.
- The review of railway costs put in hand by the Treasury/DfT/ORR in December 2009.
- Public spending reductions (more cuts are expected in any post-election Budget).
- Concerns about the economy's ability to afford all preferred infrastructure, even if schemes have high internal and regional value.

A project development group needs to be capable of:

- Defining a tight and manageable scheme which offers high added value.
- Managing a critical path sequence to take the scheme through the GRIP process and pass affordability tests.
- Energising stakeholders to give the project high priority in regional policies and delivery timescales.
- Working initially with several options for funding mechanisms, including third party contributions, before funding is finalised for the project.
- Identify and leverage potential sources of funding.

Skipton-Colne re-opening has not yet been allocated any provisional investment in national and regional government budgets, nor in Network Rail's budget. This will not be considered until the project passes stages in the GRIP process.

Indicative date	Event	Implication for Skipton-Colne and other schemes
2010		
End March 2010	Scoping study completed on DfT-ORR review of ways to improve value for money in the railway sector	Watch this closely
April 2010	End of DfT consultation on longer franchise periods for TOCs. DfT minded to support 10-year franchises with option on longer period if Value for Money high	More scope for TOC investment if longer term, but also harder to secure further changes or initiatives once contracts signed off
May 2010	General election – new Government	Manifesto commitments to regional development and rail schemes
Later 2010	National budget review – further financial constraints May to be linked to scheduled Comprehensive Spending Review (last CSR was 2007). Regional Funding Allocations likely to be reviewed critically	Impact on rail and local authority expenditure programmes
Later 2010	Main study completed on DfT-ORR review of ways to improve value for money in the railway sector	Re-appraisal of public value for money of railway services and projects. Future schemes might require higher passmark but costs of schemes might be pegged. Input to HLOS 2012 and SOFA and rail industry best practice
During 2010	New Government's rules of engagement with rail industry, and how it plans to reallocate decision making between DfT / Network Rail / ORR / rail operating businesses / other stakeholders and who holds responsibility for what investments. Potentially a greater role for city regions with proposals by one or more political parties for City Region Mayors (similar to London) with more devolved powers	Potentially freedom for TOC owners offer greater private sector investment within longer franchises, but with tighter monitoring and performance criteria
During 2010	Network Rail's second generation Northern RUS study underway, draft conclusions published in September 2010	Stakeholders need to convince Network Rail before summer 2010 about any strategic gaps that need to be addressed in the RUS work and substantive changes in regional demand (and related data), and the extent to which projects to address gaps may be funded in following financial periods
During 2010	Drafting and finalisation of Local Transport Plans for 2011-16+ by counties and joint transport planning bodies. Decision on funding taken by Government Offices and DfT by late 2010, likely to be at Pre-Budget Report (November-December 2010)	'Pennine Railways' schemes need to be included in relevant LTPs: for Lancashire, North Yorkshire, Greater Manchester, West Yorkshire and for Unitary councils (including Preston and Blackburn with Darwen)

Indicative date	Event	Implication for Skipton-Colne and other schemes
Autumn 2010	Decision likely to be taken on whether to seek a new franchise structure in Northern England, where there is considerable overlap between Northern Rail/TransPennine Express/local authorities and PTEs/ITAs. Schemes such as Manchester Hub and 'Pennine Railways' could benefit from integrated franchise management and planning. Decision needs to be taken by late 2010 as otherwise formal preparations are needed from this date for TransPennine re-franchising in time for January 2012 termination date	'Pennine Railways' interests need to take a view on whatever form of new franchise in Northern England is best for the emerging shape of rail services, and lobby for that in summer and autumn 2010
2011		
April 2011	Start of first local authority financial year under new 3 year CSR – emphasis on better delivery and budgetary efficiency – implications for scale of support for investment projects	
Spring 2011	Northern RUS published	Implications for prioritisation of current schemes. Input to HLOS 2012 and SOFA and CP5
During 2011	Schemes and business cases being finalised for validation and inclusion in CP5. Network Rail undertaking its own modelling work to assist Government development of its HLOS and SOFA for 2012 (see below)	'Pennine Railways' scheme design intended for CP5 must be completed to GRIP4 – costed single option – by then. Schemes requiring powers will need to have powers acquisition programmed for period between 2011 and 2014
During 2011	Possibly a Parliamentary Bill to create City Region Mayors	Powers of Mayors would need to include transport strategy and budgets, to be effective
2012		
2012	Work on powers acquisition for 'Pennine Railways' schemes	Sources of funding for the main projects need to be determined in 2012 and 2013
2012-2013	Consultation and implementation of first round of City Region Mayors if these are taken forward. If so, Leeds and Manchester which are forerunner city regions could be early candidates	Powers of Mayors would need to include transport strategy and budgets, to be effective. 'Pennine Railways' would need to discuss projects with the new Mayors
31 January 2012	Termination of current TransPennine Express franchise. Might be extended to co-incide with termination of Northern Rail franchise, if Government desired to re-specify franchises in Northern England on a different geographical or administrative basis	Any new TransPennine franchise from 1 February 2012 would indirectly affect 'Pennine Railways' schemes because of impact on line capacity in City Region areas
Mid-late 2012, subsequent work to end 2012	DfT's High Level Output Statement (HLOS) and Statement of Funding Available (SOFA). Paralleled by Network Rail finalisation on main spending programme, efficiency target and costing structure intended for CP%, leading to start of formal quinquennial ORR review of Network Rail programme	Sets the parameters for CP5 and future rail project and service delivery

Indicative date	Event	Implication for Skipton-Colne and other schemes
Spring 2012, to end 2012	Start of work on specification and consultation on new Northern Rail franchise or revised Northern England franchise (if TransPennine also included in new structure)	'Pennine Railways' needs to ensure that the new franchise reference case and any costed options include the full range of new rail projects sought for the catchment within the ITT specification. Input to DfT and to franchise bidders
2013		
2013	Continuation assessment and debate between Network Rail and ORR on best use of NR funds during CP5. ORR 'determination' reached in Autumn 2013	Continuation lobbying to ensure 'Pennine Railways' schemes are retained in CP5 and not reduced or discarded
Mid-Late 2013	Possible further Comprehensive Spending Review – final validation at government level of funding volume for Network Rail's CP5 (2014-19)	
2013	Continuing work on powers acquisition for 'Pennine Railways' schemes	
Early 2013	ITT bids on new Northern franchise, to be decided by spring 2013 in time for new franchise holder to manage preparation and transition processes	'Pennine Railway's input as stakeholder into final ITT and to help new franchise holder prepare for operation
11 September 2013	Termination of current Northern Rail franchise (NedRail and Serco)	New operator begins on 12 September 2013 with contractual arrangements included costed commitment to various new projects
2014		
April 2014	Start of Network Rail CP5	
2014-15	Possible further General Election following 2010 Election	

Railway franchising timescales

Northern Rail is the local and regional rail franchise in Northern England, including Pennine Lancashire. This operator is a combination of NedRail and Serco. The franchise was awarded from 12 December 2004, with a nine year period until 11 September 2013. Passenger volume has grown sharply against original expectations, particularly for commuting to city regions whose economies have grown rapidly.

The other main rail franchise in Northern England is TransPennine Express, a combination of First Group and Keolis (French Railways' consultancy subsidiary). This does not operate through Pennine Lancashire – 'North TransPennine' is run by Northern Rail. The TPE franchise was awarded from 1 February 2004, and runs until 31 January 2012.

Under European procurement rules, either or both franchises might by agreement be extended for 1-2 years, if the Department for Transport were minded to do this.

Although it is not stated government policy, there are various reasons why there might be a change in franchising structure for Northern England's rail services:

- A high level of overlap between Northern Rail and TransPennine Express on the busiest rail corridors.
- Significant input from Passenger Transport Executives in the northern city regions (5 of the 6 PTEs are in Northern England).
- A desire to reduce the railway's duplication of overhead administrative costs.
- Shared economic strategies and a desire to simplify means of delivering outputs and outcomes across the north, within the Northern Way economic region.

The new Government in position after the Spring 2010 General Election will be able to take a view on this and other franchising issues. There are a large number of variables for the Government to address, which include:

- Affordability of franchise reference case specifications defined by the DfT in the Invitation to Tender (and what these should include).
- The service grant-aid required - and available – in a tight spending period.
- The contractual period awarded for franchises (the potential for longer franchises is currently under review – the present Government has indicated an interest a minimum of 10 years, the EU limit is 22 years if it is not a concession).
- Extent of private sector willingness to commit to additional projects and investment above the reference bid in the Invitation to Tender, possibly in the form of additional 'Service Level Commitments'.
- Preparatory modelling by Network Rail within its Route Utilisation Strategies on infrastructure and train capacity changes needed to support regional travel trends (subject to these changes being funded or standing a reasonable chance of funding – otherwise they are unfunded aspirations).

For Skipton-Colne, and for Pennine Lancashire as a whole including the existing rail services, it is important to prepare for the administrative run-in to a new local franchise, whatever form it takes.

The timescales used by DfT for current franchise bids are generally over one year in duration:

- Initial high level consultation on primary elements of a reference case ITT with major stakeholders (this was under way before Christmas 2009 for the Greater Anglia franchise which is re-let from 1 April 2011).
- If there are any major projects likely to be included, these will also have been underway for (often) some years previously, and will need to have been firmed up to a level of detail and business case validation so that output specifications and indicative timescales can be

included from the start of discussions^{5 6}.

- Wide public and stakeholder consultation on the draft reference case ITT (to conclude for Greater Anglia by April 2010), in parallel with a pre-qualification procedure for prospective bidders.
- Finalisation of the reference case ITT by DfT (and by any other partners who may be joint clients, eg Welsh Assembly Government in the case of the Wales and Borders franchise), plus confirmation of additional options for bidders also to price. (Greater Anglia's ITT publication is in early summer 2010, and ITT publication in early summer 2010, after which bidders return their priced tenders in late summer 2010, followed by evaluation and any competitive dialogue eg best and final offers - BAFO).
- Government decides on preferred franchise tender, and announces this (normally) at least 3-4 months before hand-over to allow for an orderly transition to the new operator⁷.
- Lastly, there is final contractual sign-off on detailed schedules.

'Pennine Railways' priorities

- Initial service specification and business case work on Skipton-Colne should be concluded by spring 2011 (sooner if possible), so that it can be included in national level inputs for HLOS 2012 and ORR 2012-13 review ahead of CP5 (2014-19) – otherwise the project risks exclusion on grounds of affordability before CP6⁸
- Complementary work on the case for lower cost schemes, to upgrade the existing 'North TransPennine' and 'East Lancs' services and address other Pennine Lancashire initiatives should be undertaken by autumn 2011, to feed into a new Northern franchise initial specification which will be required by spring 2012
- Both strands of work to include any overlap and integration needed with the top priority northern investment scheme for CP5 already announced in February 2010 – the Manchester Hub project
- HLOS 2012 may not be published until summer or autumn 2012
- By summer 2011, preparatory work needs to be under way on the new TransPennine Express franchise if it is intended to retain this in some form
- If it were intended to revise the shape of rail franchising in northern England, then this date also represents the start of consideration of new options and major related projects, ahead of the normative date for start of refranchising Northern Rail which is around

⁵ For the Greater Anglia franchise, discussions on additional investment in the West Anglia main line have been underway since Network Rail's 2005-07 work on the Greater Anglia Route Utilisation Strategy

⁶ Note that Network Rail already has a review of the Northern Route Utilisation Strategy under way – see Annex C

⁷ Even if the incumbent is re-appointed, the agreement is likely to include new terms and new delivery requirements, so it is NOT the same operation except in name.

⁸ Network Rail has already endorsed the Manchester Hub scheme and its associated investment as a top priority for CP5 (2014-19)

spring/summer 2012

- Following the basic Northern Rail refranchising timetable, pre-consultation stakeholder discussions could be in summer 2012, public consultation during the autumn, an ITT at the start of 2013 or the end of 2012, tenders returned in the first months of 2013 and award to a preferred bidder in May/June 2013 for start in September 2013. Of course dates could change!

Annex G: Rail and road journey time analysis

Regional and local Project Development Group members should be defined in the context of the potential specific requirements of this project. A view about initial services, and an awareness of foreseeable project issues, may influence participation.

JRC has adopted JMP Consulting's business case assessment, that through rail freight should not be considered as a primary flow at this stage for Skipton-Colne, though it may be a beneficial flow in due course so passive provision should be considered.

This is a need for an immediate high level assessment of passenger service options, and how the project benefits might be distributed among major stakeholders, to inform the most relevant PDG membership.

JMP has already modelled a range of local services from Skipton to various East and Central Lancashire destinations, and to Manchester via Blackburn. There was no modelled option for direct trains between Pennine Lancashire and the Leeds City Region.

Initial ideas of services have been overtaken by events and by the November 2009 conference attended by stakeholders, national politicians and senior rail industry representatives. SELRAP is now addressing project specification in the context of the Pennine Lancashire Multi-Area Agreement (MAA) and the new City Regions' agendas.

A critical factor is that Pennine Lancashire is reaching out to achieve a resilient and growing economy by addressing deprivation, economic challenges and access to employment and training skills. Improved transport connectivity to neighbouring city regions is important for this programme.

For the railway to provide strong benefits, services will need to be relevant and attractive to use in comparison with other options. Although there are areas of low car ownership in Pennine Lancashire (for whom a better railway service will be an accessibility and regeneration benefit), it is the comparative rail vs car journey time which gives a 'front-line' comparison in a geography where trunk roads provide a highly competitive journey time for many point to point journeys for much of the day.

To be guided about a notional baseline for initial services, JRC has undertaken initial high-level analysis of existing and potential car and rail journey times on main centre to centre flows between Pennine Lancashire and the city region destinations, and along the 'East Lancs' line. This used high level data, derived from:

- 2009-10, 1969-70 and 1964-65 railway timetables.
- The data from earlier years is used as an indicator of station to station journey times where

services currently do not exist, and if speed limits were restored to higher standards on lines which are now speed restricted (eg Rose Grove to Colne).

- Autoroute Express 2006 vehicle journey time modelling programme, which, on low speed settings, represents typical off-peak uncongested point-to-point journey times while observing speed limits.
- Rail times are for station to station without assumptions on rail frequency, fares, interchange arrangements and the stations' distance from the centres of catchments – poor scores on these could reduce rail's attractiveness.
- Vehicle times are also station to station, and with omission of car running costs, parking location and costs, and peak-time congestion – poor scores on these could reduce car attractiveness. Vehicle times are capable of adjustment to show the change in comparative road journey times caused by peak time road congestion.
- The stated time is therefore a comparison between direct rail and car journey times at peak and off-peak times.
- Vehicle journey times were assessed between:
 - all stations along a Leeds/Bradford-Skipton-Preston corridor (the quickest road journey may of course be via M66/M62 rather than A65/A629/A6068 (orA56)/M65)
 - selected stations between Central Manchester and Pennine Lancashire via Todmorden and via Bolton
 - selected Aire Valley and East Lancashire stations and main intermediate stations to Central Liverpool.
- Rail journey times were assessed for the same station to station journeys, with variable options for
 - (main stations only) Leeds/Bradford to Burnley and west via Skipton-Colne or via Halifax (North TransPennine service)
 - fast or stopping service along the Aire Valley and/or west of Burnley to Blackburn and Preston
 - options to reach Central Manchester via Blackburn/Bolton or Todmorden curve/Rochdale
 - if via Todmorden curve from Skipton-Burnley Central stations, whether a direct curve is also created near Gannow Junction, or trains reverse at Gannow
 - a limited stop rail service to Liverpool was modelled via Blackburn, Farington Old Curve, Wigan and St Helens.
- Time differences, rail vs road, highlighted the relative effectiveness of each mode in the peak and off-peak.

Output from this modelling shows:

- inter-urban rail will be significantly faster than the off-peak car driving time between Leeds and Pennine Lancashire, providing that there are through train services between Leeds, Keighley, Skipton, Colne, Nelson, Brierfield and Burnley
- car journey times need only be 20% slower in peaks than off-peak, for rail to be directly competitive in catchment to catchment times for many principal journey pairs (eg, between principal stations in the Aire Valley, Pennine Lancashire and Central Lancashire)
- through rail journey times from Leeds are similar via either Halifax or Skipton, to Burnley and towns to the west – so a higher frequency via Halifax is also a service option for parts of Pennine Lancashire and to Blackburn and Preston, though not for the Skipton-Colne-Nelson-Brierfield section
- Barnoldswick and Earby benefit from a fast direct rail link via Skipton to the Aire Valley and Leeds, and also to East Lancashire destinations via Colne⁹
- through trains to Bradford, from Burnley and west, are faster via Halifax rather than Skipton – and rail journey times to Bradford can be competitive with car journey times from principal and local communities west of Burnley
- improvement of the East Lancs rail service to Blackburn and Preston is most competitive with car when it is a limited stop service calling at the main centres – (a separate analysis of local train services might show a case for higher frequency)
- accessing the Manchester city region is a slow journey on rail via Blackburn, even if there is a direct service – a limited stop Manchester-Rochdale-Todmorden curve-Burnley service would be more competitive
- rail access to the Liverpool city region is effective in peak times from main East Lancashire stations
- there are additional benefits between locations such as Wigan and the Aire Valley where origin and destination are not linked directly by motorway.

JRC has used these initial high level findings when weighting the potential options for PDG membership.

⁹ An Earby & Barnoldswick Parkway station was assumed for this modelling, located on the B6383 and accessible also from Foulridge.