

Trans-Pennine Routes
Feasibility Study
Scope Document

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1. DOCUMENT PURPOSE AND STATUS

- 1.1 This document sets out the scope of the trans-Pennine routes feasibility study. It has been developed by the Department for Transport in conjunction with the Highways Agency and sets out the scope, timing, and management arrangements of the study.

2. INTRODUCTION

- 2.1 Following the 2013 Spending Review, the Government announced its plans for the biggest ever upgrade of the strategic national roads network. The HM Treasury document, Investing in Britain's Future (July 2013) set out details of the programmes of infrastructure investment, which included the tripling of annual investment on Highways Agency major roads enhancements from today's levels to over £3bn by 2020/21.
- 2.2 As part of that investment programme, the Government announced that it will identify and fund solutions, initially through feasibility studies to look at problems and identify potential solutions to tackle some of the most notorious and long-standing road hot spots in the country. The locations identified were as follows:
 - The A303/A30/A358 corridor
 - The A1 North of Newcastle
 - The A1 Newcastle-Gateshead Western Bypass
 - The A27 Corridor (inc. Arundel and Worthing)
 - Trans-Pennine routes
- 2.3 In addition, the Secretary of State announced on 20th August 2013 that the Department would undertake a further feasibility study on the A47 corridor between Peterborough and Great Yarmouth.
- 2.4 These studies are to be progressed alongside the Highways Agency's Route Based Strategy programme which is considering the current and future performance of the entire network, to inform future investment decisions.

3. BACKGROUND AND STUDY NEED

- 3.1 The primary trans-Pennine road route between the Manchester and Sheffield City regions is the trunk route consisting of the A57, A628, A616 and A61. It is predominantly all purpose single carriageways, with steep gradients and sharp bends, and is particularly affected by inclement weather due to the altitude and exposure of the carriageway (1,450ft at the Woodhead pass, its highest point). The trunk route connects the M67 at Mottram in the south east of the Manchester City Region with the M1 in the north west of the Sheffield City Region. Other routes which offer access to Sheffield across the Peak District National Park and the surrounding area are the A57, A624, A6187 and the A623.

- 3.2 The main direct trans-Pennine rail route between Manchester and Sheffield is that provided by the Hope Valley line with passenger services provided by Northern Rail, East Midlands Trains and Trans-Pennine Express.
- 3.3 The issues of trans-Pennine connectivity have been considered in some detail in previous work, most of which has focussed on the connectivity between Manchester and Leeds and less so on the links between Manchester and Sheffield. Previous studies have concluded that the performance of the links between Manchester and Sheffield is poor in comparison with links between Sheffield and Leeds and between Leeds and Manchester. Many of the previous considerations have reached the conclusion that the given the geographic and environmental constraints, improvements to rail connections would generally provide the best opportunity to improve transport connectivity.
- 3.4 In terms of previous investment proposals, on the strategic road network the Mottram – Hollingworth – Tintwistle Bypass was included in the National Roads Programme in 1990 to provide relief for the villages of Mottram in Longendale, Hollingworth and Tintwistle which are subject to high volumes of traffic from the A628/A57 trans-Pennine route between Sheffield and Manchester. In 1993, the then Secretary of State took the decision to divide the scheme into the Mottram to Tintwistle Bypass and the Glossop Spur, the former to be promoted by the Highways Agency and the latter as a local authority scheme promoted by Tameside Metropolitan Borough Council and Derbyshire County Council.
- 3.5 In July 2008, revised cost estimates for the Mottram to Tintwistle Bypass saw the cost rise from £193m to £270m, with a potential maximum cost of some £315m. This significant increase made the scheme unaffordable at that time and under the then proposed timetable and it was deferred by four years to 2016/17 in the North West Regional Funding Advice programme, with the Glossop Spur consequently also deferred to 2017/18.
- 3.6 These delays led the HA to recommend in March 2009 to the then Secretary of State that they should withdraw from the Public Inquiry. The recommendation was accepted and on 23 July 2009 all draft Orders and Notices were withdrawn and the Public Inquiry cancelled. The scheme was subsequently removed from the HA's programme, to enable local partners to undertake further work to consider the most appropriate transport solutions in the area. In 2010, Tameside MBC led a study group including the HA and other Greater Manchester Authorities to steer the development of an alternative integrated package of options primarily in the Mottram in Longendale area known as the Longendale Integrated Transport Strategy (LITS). The strategy included a range of proposed measures including a new road scheme to bypass the A57 through Mottram. The strategy has an estimated cost of £100m and is currently included in both the Greater Manchester Local Transport Plan and in the Greater Manchester Transport Fund Investment Programme.
- 3.7 The Department for Transport commissioned the National Networks Trans-Pennine Connectivity Study to consider transport challenges between (and beyond) Leeds, Manchester and Sheffield, as part of the DaSTS programme of studies. Direct highways links between Sheffield and Manchester were within the scope of this study as far as understanding the nature and composition of traffic using the available routes, including origins, destinations and journey purpose.

- 3.8 The study found that connectivity between Manchester and Sheffield was particularly limited, constraining economic linkages from the East Midlands, the South Humber Bank and Sheffield to Manchester and Manchester Airport and beyond to Liverpool. However given the environmental constraints on the road network through the Peak District National Park, the study stated that the transport mode with most scope for improvement at that time was rail. The study did not examine potential major highway improvements to the A628 route or any other road routes across the Peak District National Park, including the A57, due to the environmental constraints identified.
- 3.9 Based on earlier work, particularly the work in the DaSTS Trans-Pennine Study and the more recent work by Derbyshire County Council, the focus of this study should be on the HA's Trans-Pennine connections between Manchester and Sheffield. On the road side this would equate to considering the A628, A616 and A61. We may also need to consider the A57, A623 and A6187 on the local authority network. On the rail side the main direct route between Manchester and Sheffield is the Hope Valley Line.
- 3.10 On the rail side the current investment programme includes improvement to the Hope Valley line through the provision of additional rail passenger services and Network Rail is currently leading a consultative Long Term Planning Process to establish the rail industry's investment priorities for the next control period (2019 – 2024). More recently, the Department for Transport announced in December 2013 the establishment of a joint task force to explore where next for electrification in the North. The new taskforce will be made up of experts from Network Rail and the DfT and will involve train operators, local authorities including the Rail North consortium, the supply chain and local Members of Parliament. As part of Network Rail's ongoing work to identify the next generation of schemes that will be electrified as part of the government's continued rail investment, the routes to be examined by the taskforce will include lines between Sheffield and Manchester.

4. STUDY AIMS AND OBJECTIVES

Study Aim

4.1 The aim of the study is:

- To identify the opportunities and understand the case for future investment solutions on trans-Pennine routes that will improve connectivity between Manchester and Sheffield, and that are deliverable, affordable and offer value for money.

Study Objectives

4.2 The specific objectives of the study are to:

- a) Establish the current and potential future performance, and the scale of current connectivity for the identified trans-Pennine routes.
- b) Review previous proposals and current investment plans to identify and assess the case for, deliverability and timing of solutions that could address

existing and future problems on the trans-Pennine routes and improve trans-Pennine connectivity between Manchester and Sheffield.

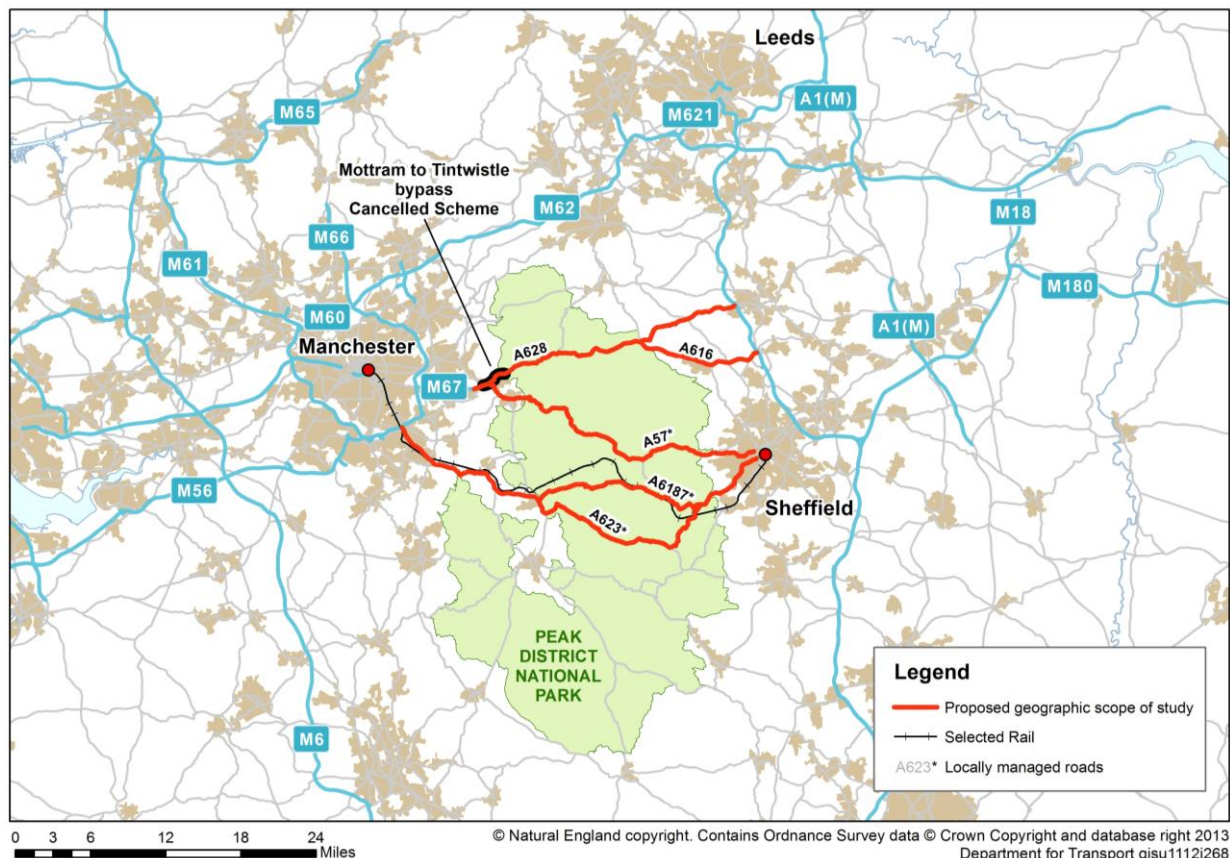
- c) Understand the balance of benefits and impacts from potential individual investment proposals and any additional benefits or impacts from an investment on a corridor or package basis.
- d) Evidence where possible, the wider economic benefits from the transport investment in improvements in trans-Pennine connectivity.

5. GEOGRAPHIC AND MODAL SCOPE

Geographic Scope

5.1 The geographic scope of the study should consider the current trans-Pennine road and rail routes which include the A628, A616 and A61 in terms of the strategic road network, as well as the A57, A624, A6187, A6, A625 and the A623 on the local authority road network. The study should also include the Hope Valley rail line within its geographic scope. A map of the proposed geographical scope of the study is included at Figure 1 below.

Figure 1: Proposed geographic scope of Trans-Pennine Study



Modal Scope

5.2 The modal scope of the study will be predominantly road-based and would need to consider potential investment proposals on both the strategic and local authority road networks. The study would also need to understand the contributions that current rail investments plans would bring to trans-Pennine

connectivity and be aware of and understand further potential proposals that may emerge from the recently announced Department for Transport/Network Rail electrification taskforce.

- 5.3 It is not proposed to consider specific issues or proposals in relation to other parts of the strategic road network in the vicinity, as the case for further future investment will be considered as part of the Highways Agency's South Pennines Route Based Strategy, or within other specific feasibility studies.

6. QUESTIONS TO BE ADDRESSED

- 6.1 There are a number of questions that need to be addressed as part of the study work, and these are set out below.
- e) Given the assessment of current and future performance, and the current levels of connectivity of the trans-Pennine routes, are there specific priority locations/problems that should be addressed?
 - f) Are there viable potential solutions to these problems which are deliverable, affordable and offer value for money, within the timescales of available funding?
 - g) What are the potential timescales for the delivery of identified potential solutions?
 - h) Are there additional benefits or impacts from combinations or packages of potential solutions over and above those for individual solutions?
 - i) Have the potential solutions identified fully considered and optimised the environmental opportunities and mitigation that potential transport investment could bring?
 - j) Is further work/analysis required for Government to be able to make specific investment decisions, and if so what are the timescales of such work?
- 6.2 These questions should be addressed by completing the study objectives.

7. STUDY STAGES

- 7.1 The study will be completed in accordance with WebTAG guidance and in several stages which are set out below.

Stage 1: Review of evidence and identification of problems along the corridor

The study would review any relevant evidence gathered as part of the Highways Agency's phase 1 of the Highways Agency's South Pennines route based strategy, together with evidence from any other relevant study work and analysis related to trans-Pennine connectivity to form a view as to the nature and scale of current and future performance of the relevant routes.

The study would also look to set out details of previous historical work and decisions taken in terms of the approach to investment or management of the trans-Pennine road routes with the aim of reaching agreement on the historical position in relation to previous investment proposals.

The study would also need to establish both the availability of transport modelling and the need to undertake specific transport modelling necessary to provide analysis to evidence answers to some of the questions to be addressed in the study.

Stage 2: Work to finalise the range of proposals that could address the problems along the trans-Pennine routes

Once the problems along the routes have been identified, the study should review previous work, including proposals for the strategic and local authority road networks, and the rail network to identify proposals that could address the problems.

This stage should culminate in the production of an Option Assessment Report (step 8, as set out in [Stage 1: Option Development of the Transport Appraisal Process](#)).

Stage 3: Work to assess the affordability, value for money and deliverability of prioritised proposals

Work should be completed using the Department's transport appraisal guidance to develop or refresh strategic outline business cases for each of the prioritised proposals.

Work should also be completed to consider the benefits and business cases for each of the transport investment proposals as well as the cumulative or additional benefits and impacts from investment in the corridor as a whole.

Due to the time constraints of the study it may not be possible to develop full strategic outline business cases for each of the prioritised proposals. This stage should also document any additional work necessary for Government to be able to make an investment decision in one/all of the proposals. The length of time needed to complete this additional work should also be documented.

8. POTENTIAL OPTIONS TO BE CONSIDERED

- 8.1 The study will need to consider a range of individual potential investment proposals and potentially combinations of investment propositions. However, the study will look to initially build on work done to date on potential proposals, rather than complete a specific fresh process of identification of investment proposals.
- 8.2 The study will need to draw upon a range of completed or recent related work in terms of studies and strategies. The study would therefore take as its starting point, previous proposals developed to improve trans-Pennine connectivity, and any other proposals recommended from other more recent, related study work.

8.3 Below are references to a number of related pieces of work which the study may need to consider. The list is not exhaustive and may be added to in light of discussions/engagement with stakeholders.

- Trans-Pennine Connectivity Study (Derbyshire County Council – August 2012)
- M62 Junctions 18-29 Route Based Strategy (Highways Agency – January 2013)
- Draft Strategic Economic Plan (Sheffield City Region LEP – December 2013)
- Draft Strategic Economic Plan (D2N2 LEP – December 2013)
- Draft Strategic Economic Plan (Greater Manchester LEP – December 2013)
- The Northern Hub project – (Network Rail – www.northernhub.co.uk)

8.4 The study would however not rule out consideration of other investment proposals and would need to capture details of potential investment proposals that emerge from the first phase of the South Pennines Route Based Strategy.

8.5 In considering potential investment options, the study needs to recognise the advice provided within national planning guidance in relation to development proposed within nationally designated areas. The guidance makes clear that great weight should be given to conserving landscape and scenic beauty in nationally designated areas. National Parks, the Broads and Areas of Outstanding Natural Beauty have the highest status of protection in relation to landscape and scenic beauty. Each of these designated areas has specific statutory purposes which help ensure their continued protection and which the Secretary of State has a statutory duty to have regard to in decisions.¹

8.6 Agreement on the finalised or prioritised list of investment proposals would need to be reached as part of the study process.

9. STUDY OUTPUTS AND TIMINGS

9.1 The study will need to consider a range of individual potential investment proposals and potentially combinations of investment propositions.

Stage 1: Review of evidence and identification of problems along the corridor

¹ National Planning Guidance is set out in the National Planning Policy Framework, and the draft National Networks National Policy Statement. The Department's consultation on the National Network National Policy Statement (NNNPS) closed on 26 February 2014 and the Department is currently considering consultation responses and will respond later this year. Should the planning policy adopted in the NNNPS affect the feasibility studies, this will be given due regard within the study work.

A report which summarises the evidence gathered as part of the stage 1 South Pennine RBS and other relevant study work and analysis and sets out the problems/issues along the route(s).

Stage 2: Work to identify the range of proposals that could address the problems along the corridor

Produce an Option Assessment report (step 8, as set out in [Stage 1: Option Development of the Transport Appraisal Process](#)), which will be presented to the project board, which sets out the range of proposals that could address the problems along the corridor.

Stage 3: Work to assess the affordability, value for money and deliverability of prioritised proposals

Where possible, document the appraisal of a small number of better performing options to strategic business case level (or as detailed and robust an appraisal as can be achieved within the timescale).

To also produce a strategic outline business case for addressing all the problems on the corridor(s) and determine whether considering the corridor(s) as a whole produces more benefits than considering each proposals in isolation.

To also document further work necessary to develop proposals to the stage to which Government would be able to take an investment decision if a strategic outline business case could not be reached in the time available.

10. GOVERNANCE ARRANGEMENTS

10.1 In order to manage and oversee the work within the study, the following governance and management arrangements have been established.

Study Project Board

10.2 The day to day control of the study will be undertaken by a Project Board, made up of representatives from the Department for Transport and the Highways Agency and Network Rail.

10.3 The Project Board's role is to:

- Ensure agreement to the scope of the study, aims, timings and outputs of the study, and agree any amendments to the study's activities as the study progresses
- Provide day to day control of the study
- Take decisions as necessary throughout the life of the study and decide which decisions should be escalated or made by others
- Monitor progress against plan and review significant risks and issues

10.4 As the study progresses there may be a need to establish specific technical or working groups to take forward defined activities. Decisions on the establishment and membership of such groups would be for the Project Board to consider.

Study Reference Group

- 10.5 Given the range of stakeholder interest in the study it is proposed to establish a Reference Group. The group will meet at the end of each stage of the study.
- 10.6 The main role of the Reference Group is to ensure stakeholders' views are captured and considered during the study process, particularly at key points in the study's work and at times of the development of key outputs.
- 10.7 The establishment of the Reference Group would allow stakeholder organisations to be aware and feed into the work of the study and allow representation from other organisations.
- 10.8 The current membership of the Reference Group can be found in Annex A. The membership of this group will be kept under review as the study progresses to ensure that it continues to capture stakeholder views throughout the study process.

11. KEY MILESTONES

- 11.1 The following key milestones have been established for the study. These milestones will be kept under review as the study progresses, and may be subject to amendment if required.

Milestone	Completion date
Completion of stage 1 of study – evidence gathering and problem prioritisation	End of March 2014
Completion of stage 2 of study - identify the range of proposals that could address the problems along the corridor	End July 2014
Completion of stage 3 of study - work to assess the affordability, value for money and deliverability of prioritised proposals	Autumn 2014

ANNEX A: MEMBERSHIP OF THE STUDY REFERENCE GROUP

A.1 The membership of the Trans-Pennine Reference Group is as follows:

Local Highway and Planning Authorities:

- Derbyshire County Council
- Tameside Metropolitan Borough Council
- Barnsley Metropolitan Borough Council
- Stockport Metropolitan Borough Council
- Sheffield City Council
- Rotherham District Council
- Manchester City Council
- Greater Manchester Combined Authority
- Transport for Greater Manchester
- Sheffield City Region Combined Authority/ SYPTE
- High Peak Borough Council

Local Enterprise Partnerships:

- Sheffield City Region LEP
- Greater Manchester LEP
- Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2) LEP

Statutory Bodies:

- Natural England
- English Heritage
- Peak District National Park Authority

Other organisations:

- National Trust
- Barnsley and Rotherham Chamber of Commerce
- Greater Manchester Chamber of Commerce
- Sheffield Chamber of Commerce
- Campaign to Protect Rural England

- Friends of the Earth
- Friends of the Peak District
- The Wildlife Trusts
- Travel Watch North West

Members of Parliament:

- Andrew Bingham MP
- Jonathan Reynolds MP
- Angela Smith MP