

TRANSPORT AND WORKS ACT 1992
TRANSPORT AND WORKS (INQUIRIES PROCEDURES)
RULES 2004
NETWORK RAIL (HUDDERSFIELD TO WESTTOWN
(DEWSBURY) IMPROVEMENTS) ORDER

NEEDS CASE
PROOF OF EVIDENCE
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The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order 5 October 2021

Proof of Evidence – Needs Case

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CONTENTS

- 1. INTRODUCTION 5**
 - 1.1 The Order 5
 - 1.2 Qualifications and experience 5
 - 1.3 Role on the project 5
 - 1.4 Statement of Matters 6
- 2. SCOPE OF EVIDENCE 7**
- 3. SCHEME INTRODUCTION 8**
 - 3.1 Scheme Context 8
 - 3.2 Purpose of the Scheme 9
 - 3.4 Need for the Scheme 11
 - 3.5 Covid Impact 16
 - 3.6 Environment Requirements 18
- 4. BENEFITS OF THE SCHEME & TRU 19**
- 5. REGULATORY & POLICY BACKGROUND 23**
- 6. THE BUSINESS CASE 26**
 - 6.2 Strategic Context 26
 - 6.3 Rebalancing the Economy 28
 - 6.4 TRU Benefit Cost Ratio 30
 - 6.5 Summary 30
- 7. EARLY SCHEME DEVELOPMENT 31**
 - 7.2 Strategic Alternatives 31
 - 7.3 Future Rail Schemes 31
 - 7.4 Non-infrastructure alternatives 32
- 8. CONSULTATION 33**
 - 8.2 Public consultation Phase 1: August 2019 to October 2019 33
 - 8.3 Public Consultation Phase 2: March 2020 to April 2020 35
 - 8.4 Adaptations Made to Phase 2 Public Consultation Due To COVID-19 36

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order 5 October 2021

Proof of Evidence – Needs Case

- 8.5 Changes following Consultation 36
- 8.6 Public Information Events: October 2020 38
- 8.7 Consultation Summary 38
- 9. RESPONSE TO OBJECTIONS 40**
 - 9.1 Yorkshire Children’s Centre (YCC) (OBJ/14) 40
 - 9.2 Hargreaves (GB) Ltd (Newlay Asphalt Ltd, Newlay Readymix Ltd), Newlay Concrete Ltd, Dewsbury Sand & Gravel Ltd and Wakefield Sand & Gravel Ltd) (OBJ/18) 41
 - 9.3 HD1 Developments (OBJ/23) 42
 - 9.4 Dr Reddy’s (OBJ/26) 43
 - 9.5 Taurus Investment Limited (OBJ/34) 43
 - 9.6 West Yorkshire Combined Authority (OBJ/40) 44
 - 9.7 Mrs Newton (OBJ/44) 46
- 10. CONCLUSION 48**
- 11. WITNESS DECLARATION 49**
 - 11.1 Statement of declaration 49
- Appendix 1: Letter from Department for Transport dated 22 September 2021 50

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order 5 October 2021

Proof of Evidence – Needs Case

Abbreviation	Definition
The Order	Network Rail (Huddersfield to Westtown) Transport and Works Act Order
TWA	Transport and Works Act 1992
RTPI	Royal Town Planning Institute
NIPA	National Infrastructure Planning Association
ECML	East Coast Mainline
WCML	West Coast Mainline
NR	Network Rail Infrastructure Limited
W3 / the scheme	Huddersfield to Westtown (Dewsbury)
DfT	Department for Transport
CPO	Compulsory Purchase Order
TRU	Transpennine Route Upgrade
NTPR	North Transpennine Rail route
TOC	Train Operating Company
TPE	Transpennine Express TOC
GC	Grand Central TOC
LNER	London North Eastern Railway TOC
GRIP	Governance for Railway Investment Projects Network Rail's management and control process for delivering projects on the operational railway and is mandatory for all significant projects
CP	Control Periods Network Rail receives funding in five-year blocks, known as Control Periods
GVA	Gross Value Added
ORR	Office of Rail and Road
PPM	Public Performance Measure
RNEP	Rail Network's Enhancement Pipeline
SoFA	Statement of Funds Available
NIS	National Infrastructure Strategy
TfN	Transport for the North
NIC	National Infrastructure Commission
OECD	Organisation for Economic Co-operation and Development

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order 5 October 2021

Proof of Evidence – Needs Case

Abbreviation	Definition
ONS	Office of National Statistics
BCR	Benefit Cost Ratio
TAG	Transport Appraisal Guidance
OBC	Outline Business Case
NPR	Northern Powerhouse Rail
HS2	High Speed Rail 2
POS	Public Open Space
PoE	Proof of Evidence
YCC	Yorkshire Children's Centre
the Combined Authority	West Yorkshire Combined Authority
SMEs	Small Medium sized Enterprises
the Strategy	Network Rail's Decarbonisation Strategy

1. INTRODUCTION

1.1 The Order

1.1.1 On 31 March 2020, Network Rail Infrastructure Limited (Network Rail) applied to the Secretary of State for Transport for the Network Rail (Huddersfield to Westtown) Order (the Order). The application was made under sections 1 and 5 of the Transport and Works Act 1992 (the TWA).

1.1.2 The purpose of the Order is to give Network Rail the necessary powers to construct, operate and maintain an improved railway, including the upgrade and reconstruction of the existing railway, railway electrification works and associated works on the Transpennine line between Huddersfield and Westtown (Dewsbury). The Order also authorises the construction of station improvement works at Huddersfield and works for the construction or reconstruction of stations at Deighton, Mirfield and Ravensthorpe (“the Scheme”).

1.2 Qualifications and experience

1.2.1 My name is David Vernon. I am a Partner at Carter Jonas, responsible for Infrastructure Sponsorship, Consents and Stakeholder Management. My academic qualifications include a BA Honours degree in Town & Country Planning (Newcastle University) and a Postgraduate Diploma in Town Planning (Newcastle University). I am a chartered member of the Royal Town Planning Institute (RTPI) and member of the National Infrastructure Planning Association (NIPA).

1.2.2 I have worked within the rail industry since 2013 starting as a Consents Manager on the East Coast Main Line (ECML) for Network Rail (NR), responsible for delivering third party consents for railway infrastructure projects, receiving a promotion to assume the position of Sponsor for ECML in June 2015 with a specific focus on enhancement projects requiring third party consents. I worked as a direct employee of NR until August 2017, since when I have been retained as a contractor to NR for third party enhancement schemes.

1.3 Role on the project

1.3.1 My current role is as an NR Senior Sponsor for the Transpennine Route Upgrade (TRU), with responsibility for the securing of all necessary consents and authorities for project W3 to be delivered. I provide the direct link with the NR client, the Department for Transport (DfT).

1.4 Statement of Matters

1.4.1 The Statement of Matters was received from the Inspector on 10 August 2021. Within my proof of evidence, the following Matter will be dealt with solely in my proof of evidence:

Matter 1 – Aims and Objectives; and need

1.4.2 The following Matter will be dealt with by this proof, read in combination with Mr Graham Thomas (NR/PoE/GT/2.2) and Mr Mike Pedley (NR/PoE/MP/3.2)

Matter 2 – Main Alternatives

1.4.3 The following Matter will be dealt with by this proof, read in combination with Mr Tony Rivero (NR/PoE/TR/4.2) and Mr Jim Pearson (NR/PoE/JP/8.2)

Matter 9 – Policy Compliance

1.4.4 The following Matter will be dealt with by this proof, read in combination with Mr Nigel Billingsley (NR/PoE/NB/5.2)

Matter 10 – Compelling Case for CPO

2. SCOPE OF EVIDENCE

2.1.1 This Proof of Evidence is presented in the following sections:

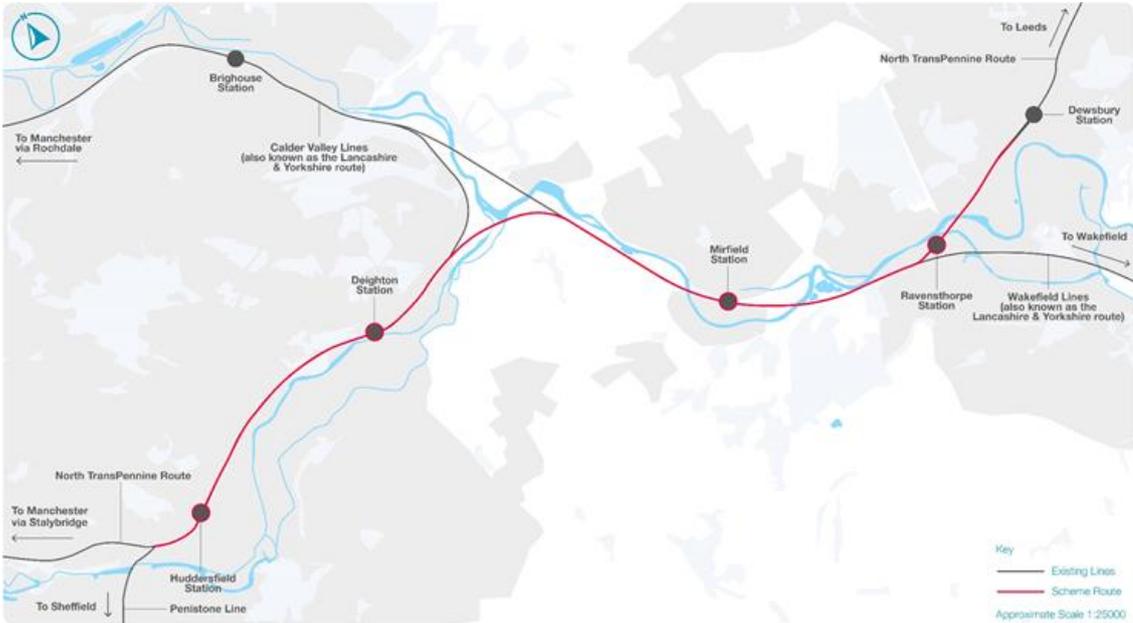
- Introduction
- Scheme Introduction
- Benefits of the Scheme & TRU
- Regulatory & Policy Background
- The Business Case
- Early Scheme Development
- Consultation
- Response to Objections
- Conclusion

3. SCHEME INTRODUCTION

3.1 Scheme Context

- 3.1.1 Transport plays a vital role in enabling a modern trading economy, and rail has a particular advantage in connecting cities, both to each other and to their markets. The North Transpennine rail route (NTPR) – the subject of the TRU - is the key East-West artery across the Northern economy. It forms the most direct existing rail link between Manchester and Leeds but is also used as a “spine” to link a wider set of economic centres such as Newcastle and Hull in the East, and Liverpool in the West. As well as linking city centres, the line also joins these to smaller towns and commuting areas, and key sites such as Manchester Airport and university and research centres (including in smaller hubs like York and Huddersfield).
- 3.1.2 The first two-line section of the route, between Huddersfield and Stalybridge, was opened in 1849, with a four-track route completed in 1894 between Stalybridge and Leeds. Historically there was a long period of dis-investment in the route, starting in the 1960s and going through to the 1980s, during a time when demand for passenger and freight traffic on the route was declining, in line with structural economic change. Infrastructure capacity was removed over the years to reduce operating and renewal costs, especially through reducing previously prevalent sections of four-tracking to two tracks as the mix of slow freight and fast passenger traffic it segregated reduced. During this period in the Scheme area, four tracks were reduced to two tracks, which has contributed to some of the present-day issues.
- 3.1.3 Today, there are three passenger rail operators using the Scheme’s section of two track railway, carrying around 50 million passengers per annum between them, Transpennine Express (TPE), Northern Rail, and Grand Central (GC). TPE provide fast and frequent inter-city services across the North of England and Scotland. Northern Rail provides key local and commuter services into Manchester and Leeds and other local centres, and GC provide a daily service direct to London from Mirfield. The same route also supports freight services, with around five a day in each direction currently using the route. There are publicly stated aspirations from the East Coast passenger operator London North Eastern Railway (LNER) to run London services to and from Huddersfield in the future also. These are included as Core Documents NR109-111.

Figure 3-1: Scheme location



3.2 Purpose of the Scheme

- 3.2.1 The purpose of the Scheme is to increase capacity, enhance performance and reliability of rail services on the Transpennine route, and improve journey times between both Huddersfield and Westtown (Dewsbury) and Manchester, Leeds and York.
- 3.2.2 The Scheme is a core part of a wider programme of works known as the TRU. TRU is a series of railway upgrade projects between Manchester, Huddersfield, Leeds and York with the objective being to improve journey times and capacity between key destinations on the Transpennine route, improve overall reliability and resilience on the Transpennine route and provide environmental benefits through modal shift to rail and the part electrification of the Transpennine route.
- 3.2.3 The Scheme will be constructed on land which consists of both operation railway land and land outside of Network Rail’s ownership. The current operational railway generally consists of a two-track railway, albeit historically four tracking was provided through the majority of the Scheme area, therefore for the most part the railway corridor is sufficiently wide to accommodate the proposed works.

3.3 Scheme Constraints

- 3.3.1 Once the requirement for the Scheme was established a significant amount of work started to ensure that the correct design options were taken forward, based on a full understanding of the constraints, and what would be required to deliver the benefits and deliver value for the taxpayer.

3.3.2 The Scheme Route acts as a key constraint on the capacity and reliability of the whole Transpennine route, often creating the ‘bottleneck’ for services both local and express. Five key constraints had to be addressed through the design, these were:

- *Track Capacity:* The Scheme Route is almost entirely two tracks, with one track in the up direction (toward Manchester), and one track in the down direction (to Leeds).
- *Huddersfield Station:* Currently has three through platforms, with all other stations in the Scheme Route platforming both up and down lines. With only three through platforms the station in its current layout presents a significant capacity constraint to regulate services and manage the network efficiently.
- *Line Speeds:* There are speed limits in place at various locations across the Scheme Route, with slower speed limits of 75mph (rather than 100mph) in the Heaton Lodge area, and between the existing Ravensthorpe Station and Dewsbury Station.
- *Conflicting train movements:* There are conflicting train moves within the Scheme Route where the Wakefield lines joins the Transpennine route at Ravensthorpe.
- *Reliability:* The Scheme Route is typically where performance and reliability issues for Transpennine route services are regularly encountered. There can be up to four different types of service that use the Scheme Route at any given point in a day.

3.3.3 As a result of the above constraints being identified, through GRIP2 design, and GRIP3 optioneering, it was determined that the following high-level interventions were required to deliver the requirements:

- Increase in number of tracks to allow for separation of express ‘fast’ and local ‘slow’ lines and freight traffic. Not required throughout the Scheme area, but enough to facilitate the proposed train service and enhance reliability.
- Increase in number of platforms at Huddersfield station and flexibility to manage services. Location constrained to Huddersfield due to its strategic location on the route, served by express services, and bounded by the tunnels to the west, and Huddersfield viaduct and the town centre to the east.
- Increase line speed of fast services across the Scheme to allow 100mph throughout, allowing greater flexibility and capacity when timetable planning. Constrained to areas (such as Heaton Lodge) where 100mph was not already possible via non-infrastructure methods.
- Reduce areas with persistent conflicting train movements that impinge on performance and capacity figures. A problem that would increase with the

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order 5 October 2021

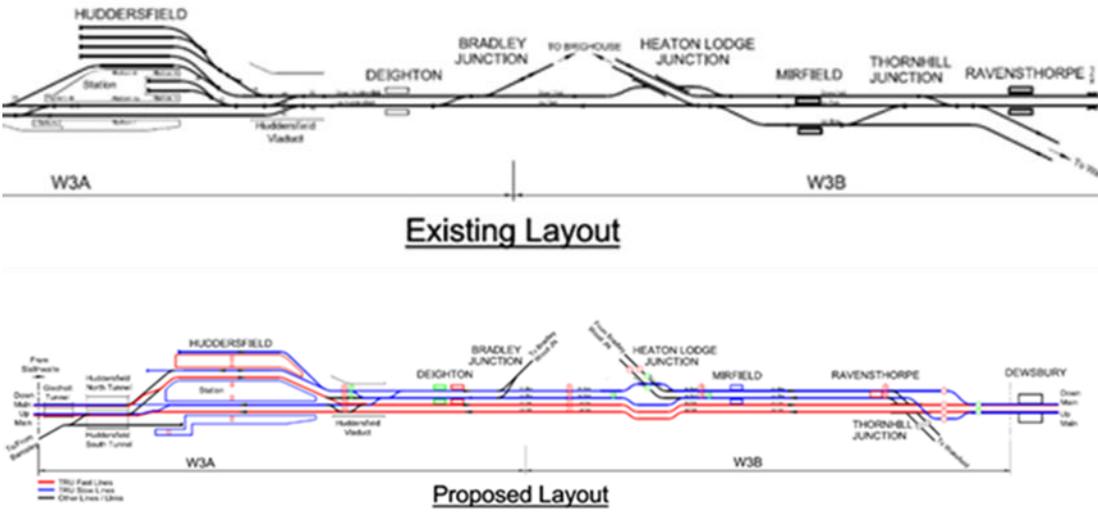
Proof of Evidence – Needs Case

provision of further tracks. A grade separation of the Thornhill Junction is required where the Leeds and Wakefield lines cross.

3.3.4 Other alternative locations for the grade separated junction were considered, such as east of Mirfield station, however, the work required to facilitate additional lines, renewal of Ravensthorpe station, and separate the Wakefield lines and conflict moves into Ravensthorpe would have been similar to a full grade separation in the location, only with significant additional impacts, and cost further to the west. It was deemed a grade separated junction in the vicinity of where the conflict occurs represented the best value for money, and lowest impact.

3.3.5 Figure 3-2 below shows both the existing, and the proposed railway layout following the Scheme

Figure 3-2: Existing and proposed railway layout



3.3.6 What the early work did not distinguish between was what type of grade separation should be constructed (flyover or dive-under). That work was done in GRIP3 and is dealt with in Mr Graham Thomas’ Proof of Evidence (NR/PoE/GT/2.2).

3.4 Need for the Scheme

3.4.1 The NTPR is not currently well-placed to deliver a key enabling role in levelling up the Northern conurbations and making them a more coherent and productive economic entity. Up to the outbreak of the COVID pandemic, demand on the route had doubled to 50 million journeys per year since the mid-1990s, but the historic reduction in the carrying capacity of the infrastructure meant the route has reached the practical limit of its capacity. Pre-COVID, the route

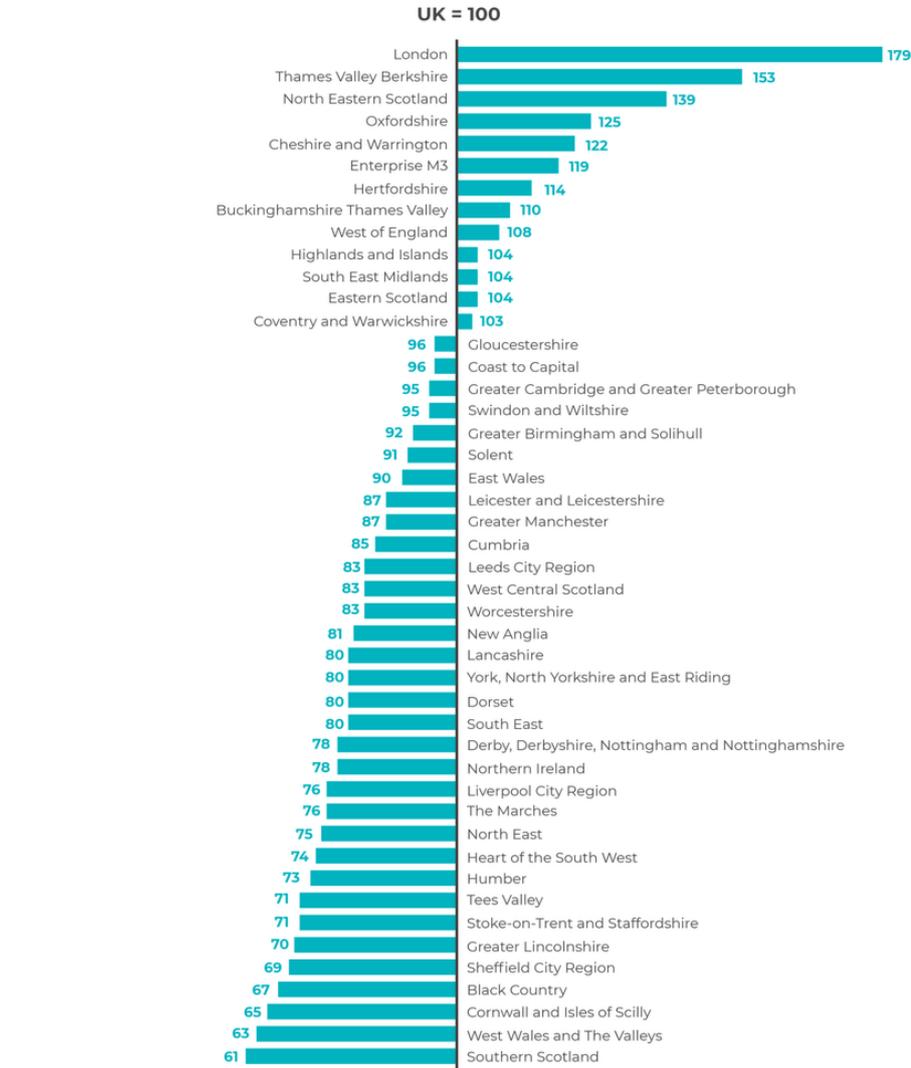
underperformed, and it will form a constraint, rather than an enabler, to building back better the Northern economy.

- 3.4.2 Overall productivity in the North trails behind the UK average. For the last 30 years, the North's economic value per person, measured as Gross Value Added (GVA) has been consistently around 15% below the average for the rest of the UK. Pre-COVID data showed that the gap had widened further, with the GVA per person in the North 18% below the UK average. The widening gap can be attributed to the North generally experiencing slower GVA growth rates over the last decade compared to the UK average, with evidence showing low levels of transport investment being a contributing factor to the low levels of growth. Figure 3-3 below shows regional GVA statistics from 2017 (source: Office of National Statistics). Further information can be read in section 6 of this proof of evidence.¹

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<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/labourproductivity/articles/regionalandsubregionalproductivityintheuk/february2019>

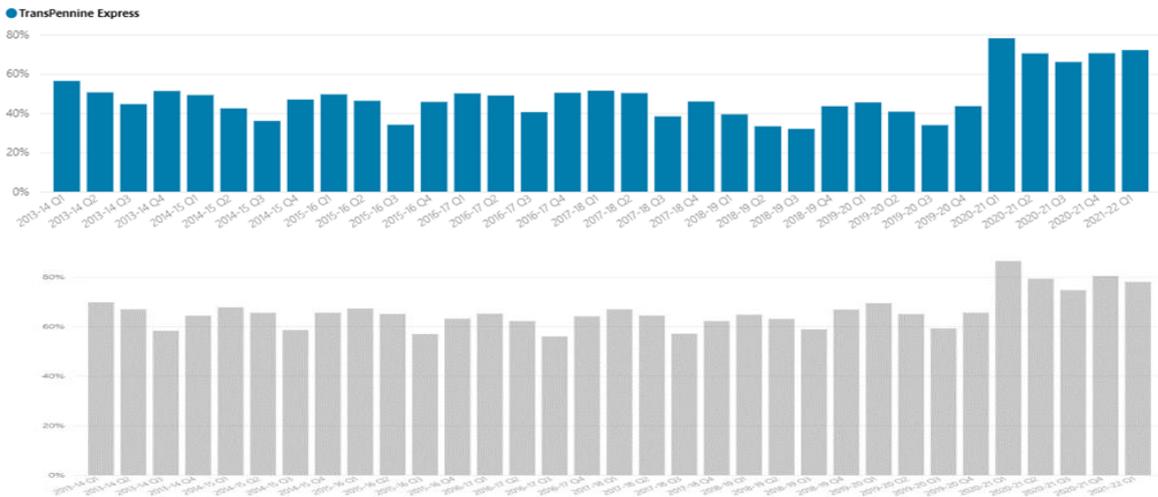
Figure 3-3: Regional GVA stats 2017



Source: ONS

3.4.3 Punctuality on the NTPR was very poor pre-COVID, with only 38% of trains On Time (making station calls within a minute of the scheduled time). This compares with other major rail lines, such as East Coast Mainline (ECML) and West Coast Mainline (WCML) that had On Time performance scores of 57% & 65% pre-Covid (2018-2019). Figure 3-4 below shows the performance of train operator Transpennine Express (TPE) both before and during Covid as well as the national performance of operators over the same period.

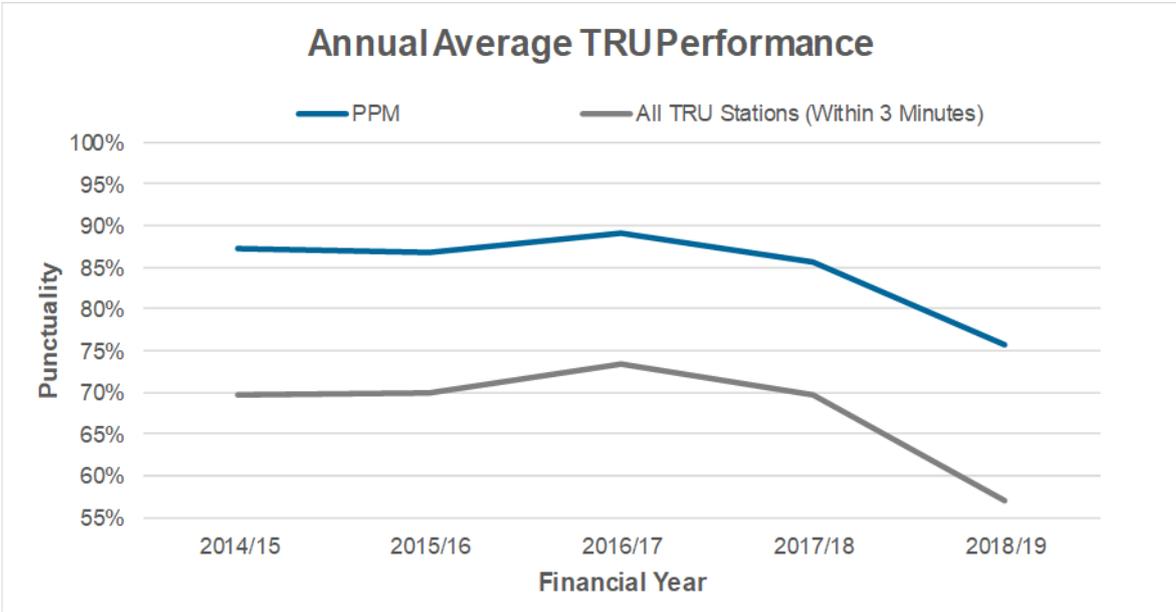
Figure 3-4: On Time performance of TPE and national statistics



3.4.4 The poor performance of TPE and the NTPR is a combination of factors, including train detection, points, lineside failures, signalling and train malfunctions. Within the Scheme area specifically, the primary reason behind performance and delay impacts has been due to track and train detection issues, with this accounting for over 70% of the incidents that occur. The absence of infrastructure capacity (passing sections and separate fast and slow lines) to regulate the large mix of service types on the route (slow freights, local passenger trains and fast expresses) with the potential to mitigate delays being the main reason. The impacts are often then knocked on further across the network and can quickly spread from the TRU route across the North and into Scotland.

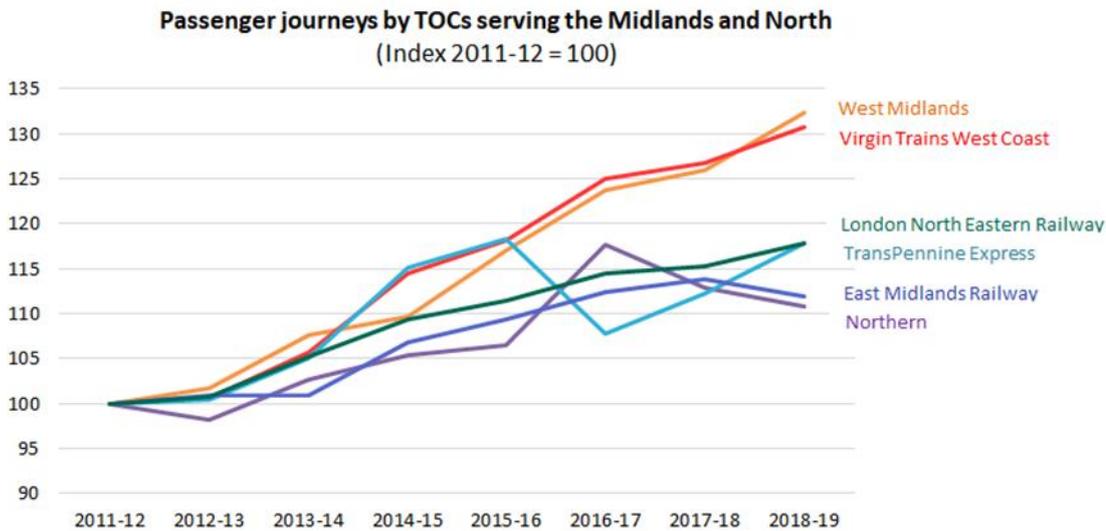
3.4.5 Although the provision of new, longer rolling stock has started to mitigate peak time overcrowding on the trains that run now, there is no room for additional passenger services to serve a recovering and growing economy, and journeys are relatively slow for the distances involved (less than 60mph on average for the fastest trains).

Figure 3-5: Average performance on the NTPR



3.4.6 The once significant decline in rail passenger numbers from the mid-20th Century began to reverse in the mid-1990s, and growth since then has led to a doubling of passenger journeys to 50 million per annum by early 2020. In the years before the COVID-19 pandemic struck, growth was indeed proportionately greater in the North than in other regions, albeit from a low aggregate base. Office of Rail and Road (ORR) data for the period pre-COVID show that rail travel entirely within the North grew at an annual rate of over 6% compared with just over 4% at a national level. In addition, growth in longer-distance passenger services was higher than for other services. The TransPennine Express (TPE) franchise grew at rates comparable with the main West Coast and East Coast operators during the 2010s as shown in Figure 3-6 below.

Figure 3-6: Passenger journeys by Train Operating Company



3.4.7 Whilst TPE have continued to grow, the Northern reduction in services mirrors the performance issues (3-5) that the NTPR has faced in recent years, and the capacity issues the limited infrastructure and constrained locations present. Increasing the capacity, and thereby improving the resilience and reliability for both ‘express’ and ‘local’ services, is the critical need to enable continued growth of the NTPR and its associated routes.

3.4.8 The amount of investment historically of the NTPR has not matched that of the East Coast Mainline, or West Coast Mainline. Nevertheless, in offering much improved rail services and enhancing their daily lives, rail investment on the Manchester-Leeds-York corridor can contribute strongly to the “levelling up” agenda – both in terms of facilitating post-COVID economic recovery and growth but in offering citizens in the North a brighter economic future.

3.5 Covid Impact

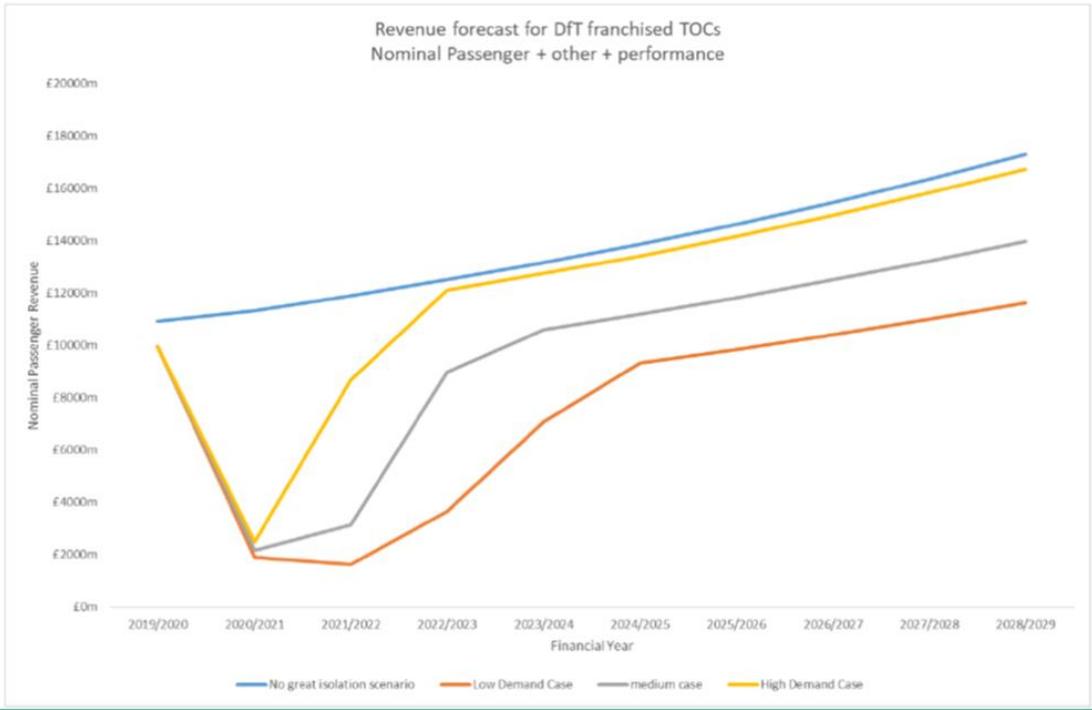
3.5.1 At the start of 2020, the COVID-19 pandemic struck, with social and economic restrictions applying from the latter part of March 2020 to the present day. This had a major impact on demand for rail travel. Nationally, passenger rail ticket sales fell to just 4% of the level the previous year (2019), recovering to just over 30% by September 2020², although declining again with the second lockdown in November 2020. Rail use in the North seems to have held up better than the national average: the lowest level of patronage recorded in Greater Manchester has been around 20% of pre-COVID levels (Source: Transport for Greater

² Covid and Rail Demand Forecasting - Uncertainty and its Consequences, DfT Rail Analysis, November 2020

Manchester). This is thought to reflect the socio-economic mix and lower scope for homeworking in Northern populations compared with, say, London.

3.5.2 Over the longer term, once the immediate crisis has subsided, there is uncertainty regarding any impact on long-term travel demand, and within that, the demand for rail services. DfT’s latest scenarios suggest late-2020s demand growth could be between 68% (worst case) and 97% (best case) of pre-COVID forecasts (see Figure 3-7 below). At the strategic level however, the scenario analysis indicates that, even in the low demand (red) case, demand is likely to have come back to at least the levels seen in 2018/19 by the end of this decade (and may have grown further). Moreover, it is known that, even at static 2018/19 levels of demand, the Scheme route has real and chronic problems that need early investment to rectify existing issues and secure the required improvements in services and performance. That is the most cautious interpretation and prediction. The more rounded conclusion from the figure below is that some level of overall growth in demand this decade is still to be expected, reinforcing the need to invest in the Order route now from a transport management perspective.

Figure 3-7: Scenarios for post-COVID revenue rebound relative to “no COVID” forecast (blue) (National scenarios) Source: DfT Rail Analysis



3.5.3 Following discussions with the Department for Transport (DfT), and Network Rail, it is anticipated, and to be planned for, that rail passenger numbers and demand will return to pre COVID-19 levels under the medium-demand scenario

and continue their original growth trajectory once the crisis of the pandemic is passed.

- 3.5.4 As a result, it is highly likely the use of the TRU route will have surpassed pre-Covid levels before the TRU Programme, including W3, is completed and operational in 2028.

3.6 Environment Requirements

- 3.6.1 Other need comes from a government commitment in the National Infrastructure Strategy (HM Treasury, 2020) to ‘Put the UK on the path to meeting its net zero emissions target by 2050: bold action is needed to transform the UK’s infrastructure to meet Net Zero and climate change commitments. The government will continue to decarbonise the UK’s power, heat and transport networks – which together account for over two-thirds of UK emissions - and take steps to adapt to the risks posed by climate change’
- 3.6.2 The NTPR is currently a diesel-operated railway. In the context of the UK’s Net Zero by 2050 carbon neutrality legal obligation, DfT’s Transport Decarbonisation Plan and Network Rail’s Traction Decarbonisation Network Strategy, design of TRU has been informed by an aspiration to electrify as much of the route for traction purposes as possible. Alongside mode shift encouraged by more reliable and frequent passenger trains, TRU aims to make a strong contribution to the Net Zero agenda, as the largest rail enhancement in the current portfolio. In addition, facilitating a move from diesel to electric traction will bring improvements to local air quality through a reduction in oxides of nitrogen and particulate emissions, especially in the main urban areas served by the route.
- 3.6.3 As part of the Scheme, the line from Huddersfield through to Westtown will be electrified, helping to contribute to local and the national climate targets highlighted above.

4. BENEFITS OF THE SCHEME & TRU

4.1 The Scheme

- 4.1.1 Through the provision of a four-track railway throughout the majority of its route, the Scheme will provide the capability to segregate both freight and passenger trains (slow and fast). This will allow services between Huddersfield and Dewsbury, in both the up and down directions, to operate without having to use the same lines therefore reducing a key conflict on the Transpennine route.
- 4.1.2 The Scheme route will provide a key location within NTPR where services can be managed so to limit any detrimental impacts on the performance of train services. By having dedicated fast and slow lines for the Transpennine route through the Scheme section, freight and regional services can then be separated more regularly and easily. This will then allow for more services (and types of services) to be operated on the individual lines. Also, should a train suffer a reliability issue within the Scheme route currently this can leave only one track to operate bidirectionally. By increasing the number of tracks through this Scheme this will provide more flexibility to move different services between the up and down lines.
- 4.1.3 Currently the Scheme route has various speed limits. Whilst these speed limits will remain on the slow lines, the Scheme through the provision of a four-track railway with dedicated segregated fast line provision, will allow for faster line speeds on the fast lines (100mph throughout). This will improve journey times across the Scheme route and will increase the flexibility to timetable more train paths on the Scheme route and the wider Transpennine route.
- 4.1.4 The Scheme will also deliver four fully accessible, and compliant with modern standards stations (at Huddersfield, Deighton, Mirfield and Ravensthorpe), with step-free access, drop-off arrangements, and blue badge parking made available at all these stations. These facilities were previously only available at Huddersfield Station. The addition of two dedicated ‘fast lines’ on the Scheme route, will mean that the local urban services serving Deighton, Mirfield and Ravensthorpe stations (using the ‘slow lines’) will have more operational capacity on those ‘slow lines’ and less interaction with fast inter-regional express services. This will improve the performance and reliability of these local urban services as they will not be impacted by potentially delayed or prioritised fast inter-regional services operating on the dedicated ‘fast lines’.
- 4.1.5 The new grade separation to be provided by the Scheme at Ravensthorpe will remove a key conflicting train movement currently performed by trains accessing/exiting the Wakefield lines in this location. With the works as planned, the fast (express) services will not cross the slow lines in this location. The

relocation of Ravensthorpe Station will also enable services on the Wakefield lines to stop at the relocated Ravensthorpe Station.

- 4.1.6 The Scheme will provide more resilience to the Transpennine route in times of perturbation, by increasing the number of tracks available in both the up and down directions. In addition, the Scheme's provision of increased platform capacity at Huddersfield Station (coupled with track layout improvements at the station) will increase the number of platforms available at Huddersfield Station and so allow for more train crossing moves to the west of the station. This is critical in managing increased numbers of services through the Scheme route, ensuring their performance requirements are met, and journey times are achieved. The delivery of the Scheme will allow for the ability to platform a train in either direction at a number of platforms at Huddersfield Station to ensure there are fewer bottlenecks and less requirement to 'queue' at the station.
- 4.1.7 The Scheme will also deliver new track, and electrification equipment, which will be more reliable than the older rail assets which currently exist on the Scheme route so improving the reliability of the Scheme route and the train services operating on it.
- 4.1.8 This Scheme will deliver a fully electrified section of the Transpennine route, with train fleet changes being made to allow bi-modal trains (able to run on diesel and electric) to make use of the benefits of an electrified section. This accords with Network Rail's Decarbonisation Strategy ("the Strategy") that seeks electrification of routes, and areas, where appropriate. TRU was identified specifically in the Strategy and so the Scheme route being electrified supports that aim. Electrification also assists with journey time and performance by allowing trains to accelerate faster, and brake more efficiently.
- 4.1.9 The Scheme is required as its key purpose is to address the current capacity and performance issues experienced on the Scheme route which existed before the pandemic and will continue to exist if not addressed. The Scheme route has suffered from a lack of investment in the past, and the Scheme is required not only to address that lack of investment, but also to support wider regional development and connectivity improvements between the cities of the North.

4.2 The Programme

- 4.2.1 TRU is a series of projects between Manchester, Huddersfield, Leeds and York with the objective being to improve journey times and capacity between key destinations on the Transpennine route, improve overall reliability and resilience on the Transpennine route, and provide environmental benefits from modal shift to rail and the part electrification of the Transpennine route. The Scheme is a key component of TRU, the delivery of which will assist in the delivery of the

remaining components and realisation of the full benefits of TRU. TRU aims to deliver:

- An improved journey time for Leeds – Manchester Victoria of 42 mins (This Scheme delivers on this journey time improvement aim through the provision of dedicated fast lines, increased fast line running speeds of 100mph and electrification throughout the extent of the Scheme route).
- An improved journey time for York to Manchester Victoria of 67 mins. (This Scheme delivers on this this journey time improvement aim through the provision of dedicated fast lines, increased fast line running speeds of 100mph and electrification throughout the extent of the Scheme route).
- Capability to operate 8 ‘express services’ an hour on the route. (This Scheme delivers on this capacity improvement aim by removing the existing bottleneck through the provision of a four-track railway throughout the Scheme route, removing conflicting train movements at Ravensthorpe through the provision of a grade separated junction and improving train movement capacity at Huddersfield Station through the provision of additional platform capacity and track layouts).
- Capability to operate 4 ‘local services’ an hour on the route. (This Scheme delivers on this capacity improvement aim by removing the existing bottleneck through the provision of a four-track railway throughout the Scheme route so allowing for the relocation of the ‘express’ services to the new dedicated fast lines. It also delivers on this capacity improvement aim by improving the capacity of local stations at Deighton, Mirfield and Ravensthorpe).
- Public Performance Measure (PPM) of the Transpennine Route to be 92.5% or higher each period. (The Scheme delivers on this reliability aim by removing the existing bottleneck through the provision of a four-track railway and the electrification of the railway throughout the Scheme route, removing conflicting train movements at Ravensthorpe and providing upgraded modern railway equipment throughout the Scheme route).
- Freight paths/rights to be retained as existing. (This Scheme delivers on this freight capacity aim by removing the existing bottleneck through the provision of a four-track railway throughout the Scheme route so allowing for the relocation of the ‘express’ services to the new dedicated fast lines which allows for freight to run on the slow lines with the ‘stopper’ services); and
- A contribution to Network Rail’s Decarbonisation Strategy and climate policy. (This Scheme contributes to Network Rail’s strategy and policy by delivering the electrification of the railway throughout the Scheme route)

4.2.2 The Scheme is essential to achieving the overall TRU aims stated above. The current crossing at grade at Ravensthorpe, the two-track railway along the route of the Scheme, station capacity issues at Huddersfield, and line speed restrictions all need to be addressed, in order to realise the significant benefits

of the TRU Programme. The lack of available diversion routes, and historical performance issues encountered in this location, mean that the Scheme is critical to the success of TRU and the levelling up ambition.

- 4.2.3 A point further emphasised by the funding required to deliver the TRU Programme. £3bn is allocated for a route of 122km. Circa £1.5bn is allocated to the 13km covered by the Scheme. 50% of the funding is being spent on a section of track that is less than 10% of the overall NTPR, such is the importance of the improvements required in this location.

5. REGULATORY & POLICY BACKGROUND

5.1.1 Network Rail is regulated by the ORR. As the operator and owner of the national rail infrastructure, Network Rail has a key role to play in railway safety and improving railway performance and efficiency.

5.1.2 The ORR conducts a five-yearly, control period, review which sets Network Rail's funding and what Network Rail must achieve within the relevant control period in accordance with, but not exclusive to, the government's Rail Network's Enhancement Pipeline (RNEP), 2018. The RNEP sets four priorities for investment summarised as:

- Keeping people and goods moving smoothly and safely
- Delivering the benefits from committed programmes and projects already underway
- Offering new and better journeys and opportunities for the future
- Changing the way the rail sector works for the better

5.1.3 The RNEP sets out the rationale behind creating a rolling programme of investment which focusses on delivering real benefits for passengers, freight users and the economy. The Pipeline was updated in the Autumn of 2019.

5.1.4 The approach applied to all rail enhancements within England and Wales which are in receipt of funding from central government (i.e., from the Department for Transport). This was set out in the Statement of Funds Available (SoFA), which was published in October 2017.

5.1.5 The Transpennine Route Upgrade was listed as a Scheme in Stage 3 - Decision to Design with the stated planned railway output of deliver improved performance, capacity and journey time between Manchester and York.

5.1.6 Projects listed in this table have progressed through to the final development stage and will be either working towards or have completed an Outline Business Case. In April 2020, the Transpennine Route Upgrade was awarded Outline Business Case (£3bn) and provided funding to take TRU Programme projects through design and delivery.

5.1.7 Further funding has been received from DfT and HM Treasury since the Outline Business Case was awarded in April 2020, with the government having committed over £1.4bn thus far on TRU, with projects on TRU already progressing into delivery, with works on the TRU Programme having physically started in August 2021 with the commencement of project W1 and works in the western section of TRU,

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

5.1.8 Project W3 has already received £161m to date, with a further £264m recently approved by Government for W3 to be taken into project delivery. The secured funding of £425m ensures that the Scheme will be ready to build should the Order application be made. The commitment from government at this stage, both to TRU, and importantly to W3 is set out in a letter from the Department to Network Rail, appended to my proof at Appendix 1, with the DfT stating;

5.1.9 *‘Project W3 (Huddersfield to Westtown (Dewsbury)) is the single most critical part of TRU without which it will not be possible to run the train services and timetable defined for TRU. The timely delivery of Project W3 will be essential to the realisation of the overall TRU benefits, both for passengers and freight services, in the coming decade.’*

5.1.10 There is a suite of transport and railway policy and guidance documentation of relevance to the Scheme. Each details the importance of the railway in growing the economy and the realisation of the socio-economic benefits a growing and efficient railway can bring. My proof of evidence deals with the national guidance which includes:

Rail

- Rail Network Enhancement Pipeline (RNEP) – Department for Transport (2018) + (Autumn 2019 update)
- Williams-Shapps Plan for Rail – HM Government (2021)

Transport

- Union Connectivity Review – HM Government (2021)
- National Infrastructure Strategy – HM Government (2020)
- Transport Investment Strategy – HM Government (2017)
- National Policy Statement for National Networks – HM Government (2014)

Economics and Sustainability

- Build Back Better: our plan for growth – HM Government (2021)
- 10 Point Plan for Decarbonisation – HM Government (2020)

5.1.11 In the 2017 document A Strategic Vision for Rail, DfT, November 2017³, this sets out the Government’s vision for the rail industry:

- A more reliable railway

³ A Strategic Vision for-Rail (DfT) <https://www.gov.uk/government/publications/a-strategic-vision-for-rail>

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

- An expanded network, forging new links between places to encourage economic growth
- A better deal for passengers, improving the customer experience
- A modern workforce with improved skills, training and diversity to deliver a better rail offer
- A productive and innovative sector to deliver ambitions of the railway and UK economy

5.1.12 The Scheme, in combination with the TRU, will help to deliver on all five of the aims above. The Scheme facilitates an increase in capacity of the railway through the addition of tracks and improvements at stations. This will also improve the quality of the service for passengers by increasing choice, and greatly improving upon the reliability and resilience of the service. The increase in the number, frequency, and reliability of train paths will enable more passengers to use this sustainable mode of travel, along with the electrification of the line, thereby helping to fulfil rail's environmental potential and further deliver the ambitions for UK economy, and overall, create a far better deal for passengers than exists today.

6. THE BUSINESS CASE

6.1.1 The Scheme does not have an individual business case as its benefits are linked with the delivery of the TRU Programme in combination. Therefore, the business case used to establish the cost benefit ratio of the works relates to all components of TRU and not just the Scheme.

6.2 Strategic Context

6.2.1 The Government is committed to “levelling up” communities and their opportunities, recognising that the UK is by some measures the most geographically unequal developed economy in the world. Levelling-up calls for multi-faceted public interventions but investment in infrastructure plays a key part in this agenda, as well as building back better, faster and greener post COVID-19. A key pillar of the recently published National Infrastructure Strategy⁴ (NIS) is “Levelling up the whole of the UK” to leave no community or business behind (NIS, Chapter 2). The NIS signals a step-change of investment in transport infrastructure in the North

6.2.2 The NIS makes clear government’s commitment to improving connectivity between northern cities to promote growth. Separately, the National Infrastructure Commission has provided a Rail Needs Assessment in which it prioritises East-West links, notably the Manchester-Leeds corridor. This clearly lends significant strategic weight to upgrading the North Transpennine Route.

6.2.3 The NIS, 2020, states that:

“A well-designed public-transport network is fundamental to the operation of any city. London is the only city in Europe where you can access more local services by public transport than by car. But the story is different in regional cities, where access to those same services by public transport lags behind continental peers. This is why the government will invest in the North, Midlands and South West to help rebalance the UK economy”

6.2.4 Further government commitment to the role that rail infrastructure and services has to play in the wider economic regeneration of the north is evidenced in section 4 above and the numerous published government documents, such as the Strategic Vision for Rail where objectives 1 and 2 of the Vision are to create a ‘*more reliable railway*’ and an ‘*expanded network*’, with the then Secretary of State for Transport stating:

⁴ HM Treasury, November 2020, available at

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/938049/NIS_final_web_single_page.pdf

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

‘Our investments will meet demand for more capacity on the network, adding new links, restoring lost capacity and connections, and supporting the Government’s Industrial and Housing Strategies.’

6.2.5 The Transport Investment Strategy further supports in paragraph 1.25 stating the government are *‘committed to transport investment playing its part in building the Northern Powerhouse and Midlands Engine and supporting every part of Britain to reach its potential. Reducing congestion and strengthening connectivity are both crucial for increasing local productivity and creating places in which people want to live and work,’* and goes on to state in para 1.29 that:

‘Targeted investment can help less prosperous regions realise these benefits, unlocking economic potential and supporting a more balanced growth around the country’.

6.2.6 TRU, and the Scheme works represent an example of such targeted investment.

6.2.7 Adopting the government’s aim and objectives for the rebalancing of the economy and the role that rail investment has to play in the economic future of the country, Transport for the North (TfN) reiterates the importance of rail in their Long-Term Rail Strategy, 2018, with paragraph 2.3 stating

‘A high-quality railway network will be an enabler of higher productivity and economic growth throughout the North of England, providing a community resource which supports the natural and built environment and ultimately delivers an improved quality of life, allowing places and communities across the North to prosper.’ And para 2.10 adding, *‘Improvements to connectivity will support a sustainable transformation of the North’s economic performance and quality of life. For the rail network, this will require an improvement in train services to provide better connections and increase service frequency while ensuring there is capacity to react to changing requirements’.*

6.2.8 The Long-Term Rail Strategy specifically identifies the east-west rail corridors as poor performing and an inhibitor to growth. Paragraph 3.49 states that:

‘Improved east-west rail connectivity would support greater agglomeration, productivity and efficiency across the North of England, and enable cities in the North to develop stronger economic links and function more like other major global economic regions’ and also recognises the role that rail franchises can, have played in realising rail benefits, such as investment in new rolling stock, but concludes in 3.53 that *‘the full benefits of this investment cannot be realised without sustained improvements to enable journey time reductions and further frequency increases, particularly on key east-west corridors’* and recognises the

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

importance of the Transpennine Route Upgrade, as a project designed to do just that, with para 3.56 stating that:

‘TRU would help build towards the Northern Powerhouse Rail programme, being developed by TfN and the DfT, working collaboratively with northern Partners.’

6.2.9 It is clear from both a national and regional context, the investment proposed for TRU, and for the Scheme is fully supported. The Policy framework is considered further in the Statement of Case (Section 5.3), and further review of local policies can be read in Mr. Rivero’s Proof of Evidence (NR/PoE/TR/4.2)

6.3 Rebalancing the Economy

6.3.1 The government shares the National Infrastructure Commission’s (NIC) view on the importance of strong regional cities: the vital organs of the UK economy. Cities drive economic growth through agglomeration effects; they encourage specialisation, drive competition and spread ideas and innovation faster than other places. London is one of the most productive cities in the world, and many other UK regional cities can also play a similarly important role in the UK economy.

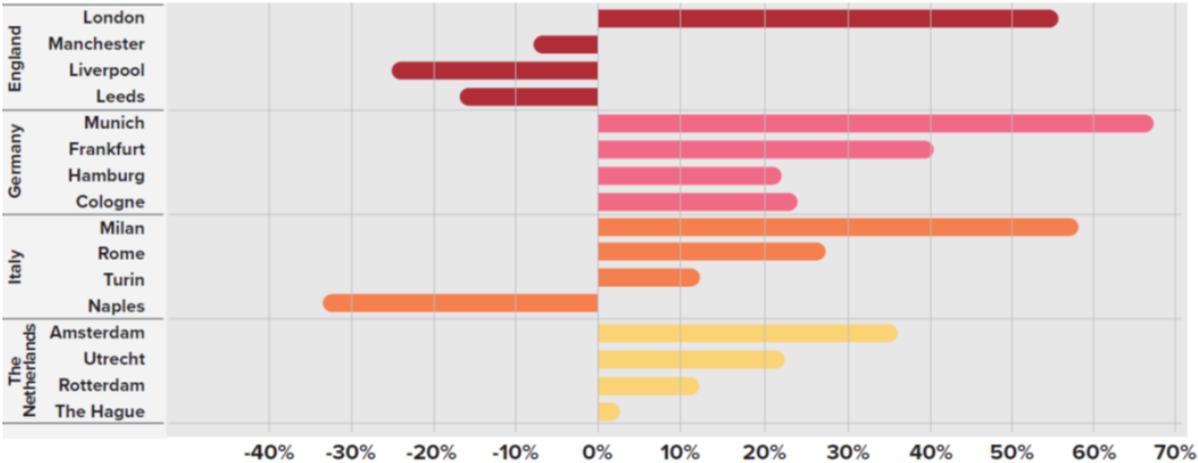
6.3.2 However, the NIC have noted that many of the UK’s largest cities have below average productivity (GVA per head) relative to their size and population, in part due to high congestion and poor local transport links. The chart below indicates the GVA per head differences between key cities in the North and London, and also between cities in selected other countries. In fact, the UK has the widest regional GVA per head disparity amongst the OECD countries.

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

Figure 6-1: Productivity across England

Productivity in selected major cities in England and comparable countries.
Calculated using GDP per capita in the metropolitan area as share of the national value



Source: National Infrastructure Commission calculations using OECD Statistics. Functional Urban Areas and National level, 2018 (except France where latest urban productivity data is 2016). Productivity in English cities has been calculated as a percentage of the UK average

- 6.3.3 The difference in Gross Value Added per head between the North and London & the South East has been widening. It was 63% in 2006 but 73% in 2017. In aggregate terms, the Northern economy was 9% bigger than that of London in 1997 but is now 19% smaller. (Source of all figures: ONS)
- 6.3.4 Transport has a vital role to play in providing greater connectivity to improve regional productivity and incomes, not to mention better daily life experience for citizens. As well as increasing trade and agglomeration, better transport can also link jobseekers to jobs which, along with complementary investment in skills, can increase employment opportunities and help spread the benefits of a growing economy.
- 6.3.5 Rail transport has a particular advantage because it can efficiently and sustainably take large numbers of people and freight swiftly right into the heart of major economic centres, effectively increasing the connection between wealth-generating areas, their markets, and areas that supply supporting inputs (especially labour) and services. This is the essence of agglomeration. In practical terms, rail can support connectivity and productivity through providing fast, frequent, attractive and reliable services which are efficient in terms of the use of resources such as transport corridors and labour.
- 6.3.6 Investment in the North’s key east-west rail artery linking the main cities can therefore make a significant contribution to the government’s strategic Levelling Up agenda, alongside complementary programmes to promote core local

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

government services, skills and education, employment, regeneration, environmental renewal and attractive places to live and work.

6.4 TRU Benefit Cost Ratio

6.4.1 TRU is expected to incur an initial capital spend of £2.75bn followed by ongoing operating costs for Network Rail of £241m for maintenance over its lifetime, and £86m per annum for the TOC's operating costs. It is estimated TRU will generate an additional £721m revenue. The economic appraisal sets out the estimated benefits of the TRU Programme, with the current capital cost of £2.75bn. It has a Net Present Value (NPV) of £417 million and a Benefit Cost Ratio (BCR) of 1.44, representing a low-medium value for money option, in accordance with the DfT's value for money assessment guidance and Transport Appraisal Guidance (TAG). It still remains though, that for every £1 invested, the TRU programme will return £1.44 to the economy, and contribute to the 'levelling up' agenda.

6.4.2 To reiterate the government commitment to TRU and infrastructure spending in the north, the letter attached at Appendix 1 further restates that position.

6.5 Summary

6.5.1 The NTPR can be, and has been identified as, a catalyst for "levelling up" economic opportunity and travel experience in the North but is currently a brake on these key government ambitions.

6.5.2 The route has not seen significant infrastructure investment for many years, and key sections had capacity reduced from four tracks to two tracks between the 1960s and 1980s, in response to falling demand. In the last 25 years, demand trends have reversed, with a doubling of passenger journeys to 50m per annum. Train services have increased in response, but the line is at capacity, with journeys unreliable, crowded and slow.

6.5.3 Government has authorised the progression of TRU and the Scheme through detailed design and into early delivery, with over £1.4bn already committed to TRU, which the Scheme is an integral part of. The DfT continue to reiterate the importance of the Scheme as a key component of the TRU programme; the delivery of which is needed now to address both existing and chronic deficiencies and under investment in Transpennine rail transport; and to realise the Government's economic policies for the North of England.

7. EARLY SCHEME DEVELOPMENT

7.1.1 The NTPR route is the key East-West artery across the Northern economy, forming the most direct existing rail link between Manchester and Leeds, but also used as a “spine” to link a wider set of economic centres such as Newcastle and Hull in the East, and Liverpool in the West. As well as linking city centres, the line also joins these centres to actual and potential commuting areas and key sites such as Manchester Airport, and university and research centres at numerous sites across the North. The route also supports freight flows across the North as one of the most direct East-West corridors. It complements the M62 as the other key modal choice for crossing the Pennines between urban West Yorkshire and Manchester. Both crossings are heavily in demand.

7.1.2 The rail line has comparative advantage in providing links into city centres but unfortunately, the NTPR is not currently well-placed to deliver its key enabling role in connecting the Northern conurbations. This presents a missed opportunity in terms of levelling up economic growth and a more sustainable balance between road and rail use, but it also presents more immediate problems on a day-to-day basis, as the NTPR is at capacity and performs poorly.

7.2 Strategic Alternatives

7.2.1 As 7.1.1 and 7.1.2 above highlight, the key problem to solve for government is the capacity on the key East to West arterial routes, serving specific conurbations across the North. The remit of TRU is to address the performance issues related to the existing service, increase the capacity on the NTPR, and to decrease journey times. There are no high-level strategic alternatives that would deliver these benefits without investing directly in the infrastructure.

7.2.2 As mentioned, the M62 cross-Pennine motorway is the only other major piece of infrastructure, but that too has only recently undergone a full modernisation and capacity increase scheme and is already at capacity and other Transpennine road schemes, away from the M62 such as the Transpennine Tunnel, would not be of sufficient scale to provide a feasible alternative to rail travel or deliverable in the coming years.

7.2.3 As a result of the requirements, and lack of feasible strategic options, it was deemed that improvements to the existing NTPR were the only option available.

7.3 Future Rail Schemes

7.3.1 The Scheme and the TRU programme of works are the first major rail infrastructure projects in the North of England in the last twenty years (since the West Coast Mainline upgrade). Both are being delivered by Network Rail, within

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

the funding and governance mechanisms already set out, with necessary funding approved to date. There are a number of other rail schemes that may potentially be delivered through NPR or High-Speed Rail 2 (HS2 Phases 2a & 2b) programmes, but these are yet to receive the appropriate authorisations and over 10 years from being realised. NPR is yet to publicise routes to be developed through detailed design, and HS2 is part of a far larger decision and consents to progress the full scope to delivery.

- 7.3.2 Both NPR and HS2 are significant future projects, that whilst similar in scale, are tasked with delivering different outcomes to TRU, if they are taken forward. HS2 is a long-distance high speed, north to south scheme. NPR is an interregional, local commuter service, selection of projects. TRU is required to deliver the West-East arterial route, which then links to both the north-south high-speed services, and the increased local commuter services. Both NPR and HS2 are seen as complementary to TRU rather than instead of, due to TRU being delivered within the next eight years and forming part of the baseline for both future major rail schemes.

7.4 Non-infrastructure alternatives

- 7.4.1 The rail industry has been responding to recent problems referred to above, through a range of initiatives, especially to reduce crowding and improve passenger experience. On the NTPR specifically, TPE has invested heavily in new rolling stock: the “Nova” trains. As well as providing an enhanced passenger environment, and the ability for some “bi-mode” stock to use electric traction where available (beyond Manchester and York), the key benefit of this investment is a significant increase in seating capacity, with the typical train lengthened from 3 to 5 cars, and those cars having a higher seating density.
- 7.4.2 The introduction of new rolling stock and an improved timetable in December 2019 have increased the nominal seats per hour across the Pennines on fast trains from 900 to circa 1600, an improvement of 80%. These improvements are a positive step towards relieving recent overcrowding on the route, at least for the faster trains. However, challenges remain around performance, reliability, and capacity for both local and express services, which can only be resolved through additional and significant infrastructure investment.

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

8. CONSULTATION

- 8.1.1 Network Rail has consulted widely on this Scheme including formal consultation under the TWA Applications Rules.
- 8.1.2 Public consultation took a two-stage approach for the general consultation exercise, with Phase 1 consultation in August to October 2019, consisting of physical events across the Order, and Phase 2, taking place in March to April 2020. Due to the global pandemic (Covid-19) phase 2 was a combination of physical and online only events.
- 8.1.3 Due to the limited ability to hold physical events in Spring 2020, Network Rail did a round of public information events in October 2020 that were Covid-19 secure, in-person, events.
- 8.1.4 Once formal consultation began it was iterative with key stakeholders, as described in the Consultation Report (NR7) submitted with the Order.
- 8.1.5 Network Rail places great emphasis on ensuring that, so far as reasonably practicable, its transport investment priorities and measures also meet the requirements of aspirations of those affected by the proposals. Its commitment to engagement is described in the Approach to Community Consultation (AtCC), an appendix to the Consultation Report (NR7).
- 8.1.6 During the consultation process meetings have been held with Kirklees Local Authority, Historic England, the relevant utility companies, West Yorkshire Combined Authority, Transport for the North, the Rail industry, Natural England, Canals & Rivers Trust, and relevant Town Councils, landowners and local residents.
- 8.1.7 Meeting stakeholder requirements and aspirations was carefully considered against Scheme requirements. In addition, as with all development proposals, consultation illustrated that different stakeholders could have conflicting requirements.

8.2 Public consultation Phase 1: August 2019 to October 2019

- 8.2.1 Phase 1 consultation commenced in August 2019 and its purpose was to explain to landowners the potential impacts the Scheme may have on land and property, and in some cases, to understand the operation of businesses affected by the design proposals and how these types of matters could be taken into consideration when developing the design. Through the consultation Network Rail worked to minimise impacts on land interests where possible.
- 8.2.2 Formal public consultation took place between 9 September and 25 October 2019. This comprised of nine public events between Huddersfield and

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

Ravensthorpe over a two-week period in September 2019, concentrating on the affected station locations.

8.2.3 To inform the local community and widely promote the Phase 1 public consultation events, a programme was put in place starting on 20 August 2019 as follows:

- A5 double sided flyer was sent to 28,254 lineside neighbours 1km either side of the line from Huddersfield to Westtown, inviting them to attend a public consultation event.
- The postage area identified was included in Network Rail's Approach to Community Consultation (August 2019) and was agreed with the Council.
- Posters put up in stations (Huddersfield, Deighton, Mirfield and Ravensthorpe) and venues where the events were held.
- Leafleting at Huddersfield, Deighton, Mirfield and Ravensthorpe station over four days, one week prior to the events.
- Half page press advertisement placed in both The Examiner - Huddersfield (once a week for four weeks starting 22 August – 9 September 2019) and Dewsbury Reporter (once every two weeks 23 August 2019 and 2 September 2019).
- Four weeks of radio advertisement on Pulse 1 / Pulse 2, on air from Thursday 22 August – Wednesday 18 September 2019.
- A press release was issued to local media prior to the events which was covered in The Examiner – Huddersfield and Yorkshire Post.
- A number of tweets informing followers of the public consultation events were posted on @TheGNRP Twitter page; and
- Information on the Scheme and public consultation events was made available on the Network Rail website:
www.networkrail.co.uk/TranspennineEngagement

8.2.4 Feedback received during Phase 1 public consultation and Network Rail's position to the issues raised is set out in detail in Order submission document NR07 Consultation Report at in the tables at Appendices 5 & 7.

8.2.5 A key element to the Phase 1 consultation, and included as a direct feedback request, and discussed with key stakeholders, directly impacted by the proposals, was the form of grade separation to be taken forward at Ravensthorpe. Plans were produced and displayed showing indicative alignments and potential impacts of both fly-over, and dive-under options. These were presented at the public consultation events, and at meetings with stakeholders.

8.3 Public Consultation Phase 2: March 2020 to April 2020

8.3.1 This phase of consultation commenced in March 2020 and shared the emerging plans of the Scheme as the design had developed in the six months since Phase 1 consultation.

8.3.2 Public consultation took place between 16 March and 30 April 2020. The consultation deadline was extended following the change to the consultation events due to COVID-19 and government guidance released on Monday 16 March 2020, ensuring that all consultees had enough time to provide their feedback.

8.3.3 The key Scheme updates to which consultees were invited to share their feedback are as follows:

- The redevelopment of Deighton Station – leaving it in its current location versus rebuilding it 400 metres to the west.
- Colne Bridge Road is formed of two arches, both are currently not large enough to allow for the proposed railway to pass through – this requires replacement of the bridge. At Phase 2 public consultation, two options were being developed.
- To support the new, longer platforms and track at Huddersfield Station, the proposal is to replace the John William Street Bridge to support the current existing walls of the Huddersfield viaduct. Three options were being developed at Phase 2 public consultation.
- The redevelopment of Ravensthorpe Station and comments on the proposals to move it 300 metres to the west.

8.3.4 Due to COVID-19 and the national lockdown, Network Rail's Phase 2 public consultation for the Scheme was amended. This was in order to still meet the requirements of the public consultation, while following the government advice provided.

8.3.5 To inform the local community and widely promote the Phase 2 public consultation events, a programme was put in place starting on 24 February 2020, as follows:

- A5 double sided flyer was sent to 28,254 lineside neighbours 1km either side of the line from Huddersfield to Westtown, inviting them to attend a public consultation event.
- The postage area identified was included in Network Rail's AtCC (March 2020) and was agreed with the Council.
- Posters put up in stations (Huddersfield, Deighton, Mirfield and Ravensthorpe) and venues where the events were held.

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

- Leafleting at Huddersfield, Mirfield and Ravensthorpe station over four days, one week prior to the events (Deighton was due to take place the following week, however this was unable to take place due to COVID-19 and the national lockdown).
- Half page press advertisement placed in both The Examiner - Huddersfield (once a week for four weeks starting 24 February 2020 – 16 March 2020) and Dewsbury Reporter (once every two weeks 24 February 2020 and 9 March 2020).
- Four weeks of radio advertisement on Pulse 1 / Pulse 2, on air from 24 February 2020 – 16 March 2020.
- A press release was issued to local media prior to the events which was covered in The Examiner – Huddersfield.
- Tweets informing followers of the public consultation events were posted on @TheGNRP Twitter page; and
- Information on the Scheme and public consultation events was made available on the Network Rail website:
www.networkrail.co.uk/TranspennineEngagement

8.4 Adaptations Made to Phase 2 Public Consultation Due To COVID-19

8.4.1 Due to COVID-19 and the government guidance released on Monday 16 March 2020, the decision was made to cancel the face-to-face public consultation events and move the consultation online to virtual.

8.4.2 The public were still able to contact the Scheme project team ‘virtually’ throughout the event timings to ask any questions and provide feedback online. The public were able to submit their questions via:

- Network Rail 24-Hour Helpline; and
- Email: TranspennineEngagement@networkrail.co.uk

8.4.3 Responses were provided to questions from the public and stakeholders via email or phone. Due to the change from face-to-face events to online consultation, the decision was made to extend the feedback deadline from 10 April 2020 until 30 April 2020.

8.4.4 Feedback received during Phase 2 consultation and Network Rail’s position to the issues raised is set out in detail in Order submission document NR07 Consultation Report at in the table at Appendix 9b.

8.5 Changes following Consultation

8.5.1 A number of issues were discussed through consultation, both through physical consultation events, but also ongoing engagement with stakeholders. The

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

Scheme as promoted represents a number of changes that were taken onboard following consultation and the feedback NR, and I received. Examples include:

- 8.5.2 Deighton Station – two options existed for the reconstruction of Deighton station. Option A – to leave in current location and rebuild, requiring compulsory acquisition of three residential properties or option B – relocate the station 400m to the west of the existing. Feedback in this location was clear from stakeholder organisations and the rail industry that the existing location represented the most optimal location for safety and connectivity reasons. The general public response, as well as affected residential property owners were also clear that Option A represented the best location, but preferred Option B as it did not require compulsory purchase of properties. This message was taken on board and a design solution arrived at that allowed the retention of the current station location, without the requirement for compulsory acquisition of residential properties. All property owners and organisations local to Deighton station are comfortable with NR’s approach.
- 8.5.3 Ravensthorpe grade separation – whilst public consultation and stakeholder engagement formed an element of the option choice for the grade separation (for further details please see Mr Thomas’ Proof of Evidence (NR/PoE/GT/2.2), the results following phase 1 showed a preference from the public for the flyover, with mixed responses from surrounding stakeholders and landowners, dependent upon their local operations.
- 8.5.4 Infilling of structure MDL1/10 Occupation – at the time of Phase 1 consultation the proposal was to block and fill in an existing railway arch that provided access to a residential property from the north of the railway. Options had been investigated to retain the access to the north, but for numerous engineering and financial reasons, it was deemed not value for money for the taxpayer, and disproportionate to the impact, to retain the access, with compulsory acquisition of the residential property proposed. From personal discussions with the property owner and gaining an understanding of the site constraints and opportunities that may exist, a second option was explored following the consultation, and other third-party landowners were engaged with to identify whether a new access could be formed, allowing the infilling works to progress, but a new access to be formed to the residential property. These plans were presented at Phase 2 public consultation, with further minor amendments following consultation, that have enabled us to reach agreement with all affected parties and avoid any residential property purchase in this location.
- 8.5.5 Public Open Space (POS) Ravensthorpe – as a result of POS requirements for the Scheme, an area in Ravensthorpe has been identified (for more information please refer to Mr Pearson’s PoE (NR/PoE/JP/8.2). The area and defined shape of the POS was taken forward in the public information events and intended to

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

be submitted as part of the Scheme. A late change in land ownership, post October 2020, led to new owners of the site with different requirements. Through early and detailed discussions with the landowner (Dewsbury Riverside Land), it was possible to amend the shape of the POS in advance of the Order submission, to an area more acceptable to the landowner, whilst retaining the principles and benefits of the POS location.

- 8.5.6 The above represents the more significant changes resulting from consultation. However, more minor amendments have been identified and taken forward following detailed engagement with landowners and stakeholders through the discussions on all land plots required, either permanently or temporarily, as a result of the Scheme

8.6 Public Information Events: October 2020

- 8.6.1 Following the changes from face to face to virtual public consultation for Phase 2, Network Rail held a final phase of events in October 2020. This gave the public and stakeholders a final opportunity to see how the proposals had developed before submission of the Order, especially those who were unable to view the plans online.

- 8.6.2 No feedback was requested by Network Rail at the public information events.

8.7 Consultation Summary

- 8.7.1 Dialogue with affected and interested parties has continued since consultation closed and following submission of the Order. Mr Nigel Billingsley provides detail on the discussions Network Rail has had with affected landowners and stakeholders (NR/PoE/NB/5.2), but I am confident we have had a high level of consultation and engagement for the Scheme.

- 8.7.2 With regard to consultation, a considerable amount of work has been done and effort made, to take comments on board and feed them into the design of the Scheme, such that I am satisfied that consultation and engagement has been successful and in line with current best practice. I personally have been engaging with external stakeholders since the public launch of the project in August 2019, and it has been an ongoing process, with defined periods of consultation as outlined above, but also an iterative process where valuable conversations have taken place throughout the project's pre-application process. I have had meetings with over 150 different affected landowners, stakeholders, and organisations, and continue to do so.

- 8.7.3 A significant number of concerns and issues have been addressed both pre submission of the Order, and also in the period up to the publication of my Proof of Evidence. It is a testament to the level of engagement that has occurred, and

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

continues to happen, that the number of formal objections to a scheme of this size is relatively low. I am fully committed to working with all parties to allay concerns and work through issues, to further reduce those objections, both up to, and beyond the Public Inquiry. NR is an organisation that takes pride in its treatment of 'lineside neighbours' and is judged on its performance by government. Where practical and reasonable to do so, NR aims to address all concerns.

- 8.7.4 A small number of objections claim that adequate consultation has not been carried out, and thus the submission is not in accordance with the Rules set out. Given the level of engagement the project has had, both through the formal consultation process as set out in this section, and the ongoing liaison that has been had with all landowners and stakeholders, and evidenced in Mr Billingsley's Proof of Evidence, I am confident in the process that Network Rail has undertaken, and the feedback and comments that have led to successful design changes and resulted in the optimal submission we have.
- 8.7.5 In a time of unprecedented challenge to public engagement, I am satisfied that Network Rail have dedicated the time, effort, and resources to carrying out effective and inclusive consultation, and given the presence of a global pandemic for a large proportion of the pre-application time, have achieved a significant amount with stakeholders, landowners, and the community.
- 8.7.6 From discussions with stakeholders and the general public since the submission of the Order, I am confident that all parties involved were able to provide feedback regarding the design and potential impacts of our plans, and understood where their comments could, and have, made a difference.

9. RESPONSE TO OBJECTIONS

9.1 Yorkshire Children’s Centre (YCC) (OBJ/14)

9.1.1 YCC have questioned whether the Scheme as promoted uses optimal design and is an appropriate use of public funds, stating:

‘West Yorkshire Combined Authority (“the Combined Authority”) and the Local Authority have ringfenced £10 million to fund the station connection from St Georges Quarter, construction of a park and ride/transport hub, external staircase, and lift. The relationship between Network Rail, the Combined Authority and the local authority is unclear and ill-defined drawing into doubt whether the scheme as proposed represents optimal design and appropriate use of public funds. Consent of the Order should not be granted for a scheme which precludes future comprehensive design of the site, a part of which will achieve a desirable aim of bringing the Warehouse back into a viable use.’

9.1.2 I can confirm the Scheme as proposed does not preclude the future use of the site to the north of Huddersfield station, or any redevelopment proposals that wish to be pursued by other parties. As highlighted in Mr Pedley’s Proof of Evidence (NR/PoE/MP/3.2), the current surface car park area to the north is required to deliver the significant improvement works to Huddersfield station, and there will be a significant period of time that site will be occupied. Both Mr. Rivero, and Mr. Billingsley will explain in their proof of evidence’s as to why development has not happened thus far on the site, but how future development could be progressed, much the same situation as exists today. I can confirm that should proposals come forward in the future for a second station entrance on the northern side of the station, the current subway has been designed in order to facilitate a new access should it be required. This represented the most appropriate use of public funds. TRU is not remitted to deliver a new station entrance at Huddersfield but have left the opportunity for one as part of the designs, should all stakeholders involved in the site to the north agree a way forward.

9.1.3 I am confident that we have the optimal design, and it is certainly an appropriate use of public funds to allow for future options and feed into any future redevelopment plans.

9.1.4 YCC also assert that Network Rail has failed to demonstrate funding for the Scheme, stating:

‘The scheme will result in the St Georges Quarter redevelopment being deferred for at least five-year giving rise to significant loss of to the economy. Network Rail has failed to demonstrate adequate source or timing of funding to deliver the scheme, and, in any event, Network Rail is required to demonstrate both

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

that full funding is available for the scheme and also that the scheme can be delivered.'

9.1.5 Funding for TRU and for this Scheme has been sought and secured, as per Order Submission document NR05: Funding Statement. All monies are not yet secured for full delivery, as per efficient control infrastructure spend, but commitments are explicit and public from both the government and NR to fully fund the TRU Programme and this Scheme.

9.2 Hargreaves (GB) Ltd (Newlay Asphalt Ltd, Newlay Readymix Ltd), Newlay Concrete Ltd, Dewsbury Sand & Gravel Ltd and Wakefield Sand & Gravel Ltd) (OBJ/18)

9.2.1 Objector 18 claim that there has been a lack of consultation & engagement, specifically on the dive under vs fly over issue, which has a direct impact on their landholding and business.

9.2.2 As explained in Section 8 of my proof of evidence, there has been extensive engagement and consultation on the project since August 2019. Phase 1 consultation focussed on the flyover vs diveunder question, and a community consultation event was held in Ravensthorpe itself. I personally met with the owners of the concrete works in October 2019 to explain the proposals and ask for feedback regarding options. No formal feedback to the consultation was received. Additionally, all correspondence linked to the Scheme and the consultation, as stated in the process set out in Section 8 of my proof, including event invitations, project information, and land information letters have been sent. This is also covered by Mr Nigel Billingsley Proof of Evidence (NR/PoE/NB/5.2)

9.2.3 Objector 18 also raise concerns linked to a loss of jobs as a result of land acquisition and impact on their existing business. It is my understanding, and as explained in both Mr. Pedley's and Mr. Thomas' Proofs of Evidence that the concrete site can be reconfigured so that all existing uses can be accommodated on the existing site, ensuring that all impacts are temporary during reconfiguration and construction with a view to avoiding any job losses.

9.2.4 The Scheme will represent the largest capital infrastructure spend in the local area for a generation and given the significant amount of civil engineering work required to deliver the Scheme and the benefits that derive from that, I expect, subject to commercial arrangements and appropriate use of public funds, there will be significant benefits to local businesses, particularly in this instance, with a concrete works being located next to the area of largest engineering interventions.

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

9.3 HD1 Developments (OBJ/23)

9.3.1 HD1 have questioned whether the Scheme as promoted has used the optimal design and is an appropriate use of public funds, stating:

‘The Combined Authority and Local Authority have ringfenced £10 million to fund the station connection from St Georges Quarter, construction of a park and ride/transport hub, external staircase, and lift. The relationship between Network Rail, the Combined Authority and the local authority is unclear and ill-defined drawing into doubt whether the scheme as proposed represents optimal design and appropriate use of public funds. Consent of the Order should not be granted for a scheme which precludes future comprehensive design of the site, a part of which will achieve a desirable aim of bringing the Warehouse back into a viable use.’

9.3.2 I can confirm the Scheme as proposed does not preclude the future use of the site to the north of Huddersfield station, or any redevelopment proposals that wish to be pursued by other parties. As highlighted in Mr Pedley’s Proof of Evidence (NR/PoE/MP/3.2), the current surface car park area to the north is required to deliver the significant improvement works to Huddersfield station, and there will be a significant period of time that site will be occupied. Both Mr. Rivero, and Mr. Billingsley will explain in their proof’s as to why development has not happened thus far on the site, but how future development could be progressed, much the same situation as exists today.

9.3.3 I can confirm that should proposals come forward in the future for a second station entrance on the northern side of the station, the current subway has been designed to facilitate a new access should it be required. This represented the most appropriate use of public funds. TRU is not remitted to deliver a new station entrance at Huddersfield but have left the opportunity for one as part of the designs, should all stakeholders involved in the site to the north agree a way forward.

9.3.4 I am confident that we have the optimal design, and it is certainly an appropriate use of public funds to allow for future options and feed into any future redevelopment plans.

9.3.5 HD1 also assert that Network Rail has failed to demonstrate funding for the Scheme, stating:

‘The scheme will result in the St Georges Quarter redevelopment being deferred for at least five-year giving rise to significant loss of to the economy. Network Rail has failed to demonstrate adequate source or timing of funding to deliver the scheme, and, in any event, Network Rail is required to demonstrate both

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

that full funding is available for the scheme and also that the scheme can be delivered.'

- 9.3.6 Funding for TRU and for this Scheme has been sought and secured, as per Order Submission document NR05: Funding Statement. All monies are not yet secured for full delivery, as per efficient control infrastructure spend, but commitments are explicit and public from both the government and NR to fully fund the TRU Programme and this Scheme.
- 9.3.7 HD1 also assert that The Scheme will give rise to loss of amenity to the community & local economy. I would conclude that given the above statements regarding the future development potential for the site, and the Scheme not preventing that from coming forwards, allied to the fact that the area to the north is private land and operates as a paid surface car park, the Scheme and its temporary impacts on this site will not give rise to a loss of amenity or impact to the local economy.

9.4 Dr Reddy's (OBJ/26)

- 9.4.1 Objector 26 claims that the consultation was inadequate, and they were not meaningfully engaged with prior to submission of the Order. As highlighted in section 8 of my proof of evidence, I am satisfied with the consultation NR undertook for the Scheme. Mr Billingsley will comment on landowner specifics, but I am happy that all landowners impacted, either temporarily, or permanently, were, and continue to be, involved at the appropriate points in the TWA process.

9.5 Taurus Investment Limited (OBJ/34)

- 9.5.1 Objector 34 states that there is a lack of compelling case in the public interest for the Scheme, alongside querying the extent to which funding is available for the Scheme.
- 9.5.2 As stated previously, funding for TRU and for this Scheme has been sought and secured, as per Order Submission document NR05: Funding Statement. All monies are not yet secured for full delivery, as per efficient control infrastructure spend, but commitments are explicit and public from both the government and NR to fully fund the TRU Programme and this Scheme. With regard the justification for the Scheme and providing the compelling case. Detail in this proof of evidence and the strategic need, as well as the significant benefits for the local area and wider north this project will deliver, as per the Order submission document NR04: Statement of Aims, provides the compelling case in the public interest.

9.6 West Yorkshire Combined Authority (OBJ/40)

- 9.6.1 The Combined Authority raise a concern in their objection that the scope of TRU and the Scheme are not sufficient, and the works proposed as part of NPR would alter the scope and level of services designed to be used as part of the TRU programme. NR are remitted by government to deliver infrastructure to allow the agreed train service specification to operate, and the benefits the project delivers to be realised. The TRU programme, and the Scheme deliver on this requirement. NPR is a collection of future rail projects across the north, from Nottingham to the south up to the Scottish borders, Significant work is still required by government, the rail industry, and stakeholders, to determine the most appropriate projects to take forward, and have funding agreed to do so. TRU and the Scheme have a defined remit, agreed funding, and timescales for delivery given to NR. TRU is a present-day project, and has progressed from strategic feasibility, into full delivery.
- 9.6.2 There is an ongoing dialogue with government and the rail industry and stakeholders to further shape the rail services and rolling stock that will use the NTPR once the projects are completed, but the capacity and resilience has to be built into the network in order for that to happen.
- 9.6.3 Again, as stated previously, funding for TRU and for this Scheme has been sought and secured, as per Order Submission document NR05: Funding Statement. All monies are not yet secured for full delivery, as per efficient control of infrastructure spend, but commitments are explicit and public from both the government and NR, to fully fund the TRU Programme and this Scheme.
- 9.6.4 As highlighted in the Environmental Statement, Traffic Assessment, and Mr Graham Foulkes' Proof of Evidence (NR/PoE/GF/7.2) and Mr Jim Pearson's Proof of Evidence (NR/PoE/JP/8.2), there will be highway disruption whilst the works are taking place. Those proofs will explain the detail, but I can confirm that there are already working groups established, including the Combined Authority, where both rail passenger disruption is discussed, and strategies agreed, and highway/public transport disruption. Allied to this is a Senior Leaders Working Group where the Combined Authority and leaders from the impacted local authorities (Kirklees, Leeds, Bradford, Calderdale & Wakefield) meet quarterly with senior representatives from NR to resolve any issues the regular working groups could not. In the same forum with senior leaders, NR are working with stakeholders to maximise the large number of opportunities for skills and employment that TRU will bring. These potential benefits are laid out below.

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

9.6.5 While delivering these much-needed improvements, we're committed to supporting local apprenticeships, work experience, employment, and local businesses.

Apprenticeships and work experience

- We will employ over 1,000 apprentices on the TRU programme. There is a commitment to support apprentice schemes and local employment as far as possible.
- We are committed to providing adult work experience placement days, per equivalent 10 full time positions on the programme. The purpose of these placements will be to:
 - Reduce unemployment and underemployment through preemployment, transitionships, and returnships
 - Support candidates to upskill or diversify their skills, and
 - Support the programme in attracting the most diverse talent from the local community.
- Young persons' work placement days will support young people in education or who are seeking to gain experience in the industry. We commit to a minimum of one days' work experience per equivalent 10 full time positions on the programme, targeting ages of 14-25 years.

Employment

- The TRU programme has a target of 80% employment from within a 40-mile radius of the core Transpennine route, and 65% employment from within a 25-mile radius.
- All external jobs will be advertised through local job centres, further/higher education institutes and employment support networks local to the scheme.
- Analysis showed that improving the generalised journey time from Huddersfield, Mirfield, Dewsbury and Batley into Leeds will have the largest impact on labour supply and reducing deprivation by providing access to employment.

Local Businesses

- Where goods and/or services are being procured at a value less than £5,000 and are outside of a framework agreement, all opportunities shall be identified to procure from local businesses, Small Medium sized Enterprises (SMEs) and social enterprises, within a 25-mile radius of the

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

TRU programme. This will benefit the local economy in the area surrounding the scheme.

- Temporary employment creation and the presence of on-site workers would also create a level of induced socio-economic impact through the expenditure of direct employees in the local area.
- The scheme will directly (and indirectly) connect businesses to each other and to employees. This will support the efficient movement of goods and services and support activity clustering and labour market access, raising business productivity.
- Once in place, the improvements will have a beneficial effect overall on access to local businesses along the Transpennine route and the local economy in terms of encouraging new development opportunities and jobs that could be generated directly and indirectly by TRU.

9.6.9 The Combined Authority also raise queries about scope outside of the Scheme area, but linked to TRU, with capacity at Leeds Station as an issue that needs addressing. As highlighted in the Statement of Aims submitted as part of the Order, the Scheme is just one of the projects that forms part of the TRU Programme and will solve a key bottleneck on the NTPR. Constraints exist in other locations along the NTPR, and projects are in place to resolve those issues so that the programme benefits can be realised. Again, the Combined Authority are already involved in the forums that discuss the other projects, and their interdependencies to deliver the remitted benefits of TRU.

9.7 Mrs Newton (OBJ/44)

9.7.1 Mrs Newton raises a concern around the needs case for the Scheme, given the present issues surrounding Covid-19 and a return to issues experienced on the railway prior to March 2020, and whether the project can still be justified.

9.7.2 In my Proof of Evidence at section 3.5 I detail the rationale for the business case, and passenger number predictions following the global pandemic. As can be seen in that section, and Section 6 relating to the business case, progressing with the Scheme and the TRU programme is still a key priority for government and is certainly justified. As such, the Scheme has secured the necessary funding to continue.

9.7.3 The objection also highlights an issue that was consulted upon in phase 1 consultation, and the requirement to infill structure MDL1/10/Occupation. Under this structure, Mrs Newton took access to the property, with no other means of access. As I articulate in Section x, the feedback from my meetings with Mrs Newton led to a fundamental design change to the Scheme. Additional land and rights will be taken in the Order to ensure secured access to the property can

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

be maintained at all times, and this was a direct result of continued engagement with Mrs Newton, and surrounding landowners and stakeholders.

9.7.4 I am satisfied that since the date of Mrs Newton's objection, and prior to it, NR have worked through the access issue, and as part of the Scheme now are promoting an acceptable solution. I am also satisfied that I have already addressed in my Proof of Evidence, the need for the Scheme, even in light of the ongoing pandemic issues the country is facing.

10. CONCLUSION

10.1.1 My Proof of Evidence has demonstrated that there is a clear and overwhelming needs case for the Scheme, and that it will deliver significant benefits to the railway users on the North Transpennine Route, providing a key east-west artery, better connecting the North of England with the rest of the UK.

10.1.2 The Scheme is critical in unlocking the wider benefits of the TRU Programme and increasing train capacity, performance, and capacity on the NTPR and connecting routes, and assisting in the government's 'levelling up' agenda, whilst still providing a positive return for every £1 invested in the project. I feel my proof of evidence provides the compelling needs case to approve the Order application.

10.1.3 My colleagues will demonstrate that Network Rail has conducted the appropriate level of assessment on alternative options and in all cases found them either not to deliver the required outputs or to deliver a lesser benefit overall than will be delivered by the Scheme.

10.1.4 The outputs the Scheme will deliver have secured the Scheme's status as a committed scheme and the funding with which Network Rail can deliver the infrastructure and release the associated benefits.

10.1.5 I urge the inspector to consider this together with the balance of criteria and consultation with which Network Rail has made.

10.1.6 In conclusion, I have demonstrated that the Scheme is the only one which will deliver the operational and public benefits in the required timescales at an affordable price.

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

11. WITNESS DECLARATION

11.1 Statement of declaration

11.1.1 This Proof of Evidence includes all facts which I regard as being relevant to the opinions which I have expressed, and the Inquiry's attention has been drawn to any matter which would affect the validity of that opinion.

11.1.2 I believe the facts which I have stated in this Proof of Evidence are true and that the opinions expressed are correct, and I understand my duty to the Inquiry to help it with matters within my expertise and I believe I have complied with that duty.

The Network Rail (Huddersfield to Westtown (Dewsbury) Improvements) Order

Proof of Evidence – Needs Case

**APPENDIX 1: LETTER FROM DEPARTMENT FOR TRANSPORT
DATED 22 SEPTEMBER 2021**



Department
for Transport

Russ MacMillan
DIRECTOR
RAIL INFRASTRUCTURE NORTH
DEPARTMENT FOR TRANSPORT

Web Site: www.dft.gov.uk

WEDNESDAY, 22 SEPTEMBER 2021

Neil Holm
Director, Transpennine Route Upgrade
Network Rail

Dear Neil,

Transpennine Route Upgrade – Funding Position

I write to confirm the Department's position with respect to the TransPennine Route Upgrade (TRU) programme.

It is a key contributor to the Government's policy objectives on 'levelling up' the UK's economy and decarbonisation. TRU will deliver more seats, faster journeys, reduced noise and contribute towards government's plans for achieving net zero transport emissions. The Government is committed to bringing these benefits to the North. TRU will bring together key Northern cities and facilitate significant regional socioeconomic benefits. Project W3 (Huddersfield to Westtown (Dewsbury)) is the single most critical part of TRU without which it will not be possible to run the train services and timetable defined for TRU. The timely delivery of Project W3 will be essential to the realisation of the overall TRU benefits, for both passengers and freight services, in the coming decade.

As of September 2021, Network Rail has received authority to commit over £1.4bn to develop, design and deliver the TRU programme. Further significant funding is forecasted, prioritised, and budgeted within the rail upgrade programme for the remainder of the current funding control period which runs to FY23/24 which will ensure that Network Rail can maintain pace and deliver this ambitious programme. As is normal for rail upgrade programmes, further funding will then be unlocked when the next scheduled Programme Business Case is reviewed in 2023.

The Government has already signalled its commitment to Project W3 through its investment of £161m to date, and a further £264m of funding has just been agreed with Minister's to progress Project W3 into delivery. It is essential that Project W3 construction works commence in May 2023 as planned to avoid injecting significant risk into the overall delivery schedule and cost for the integrated TRU programme.

The Department remains committed to delivering TRU, including the full delivery of the W3 project as part of its wider rail upgrade (RNEP) portfolio and governance structures. We are therefore supportive of Network Rail's TWAO application for the W3 project, and would encourage you to work as quickly and efficiently as possible to deliver Project W3 and transform this important route for millions of passenger journeys.

Yours sincerely,

Russ MacMillan
Senior Responsible Owner for TRU