
Report to: West Yorkshire Combined Authority

Date: 11 October 2018

Subject: **Rail Performance and Governance Update**

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Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To update members of the Combined Authority on the performance of local rail services following discussion at the meeting of the Combined Authority held on 2 August 2018 attended by Network Rail and train operators Northern and TransPennine Express.
- 1.2 To advise members of the Combined Authority of progress with the reviews into rail performance and governance following the issues emerging in May 2018.
- 1.3 To advise members of the Combined Authority of arrangements proposed to improve engagement between the Authority and the rail industry.

2. Information

Current Rail Performance

- 2.1 The rail industry uses the Public Performance Measure (PPM) which combines figures for punctuality and reliability into a single performance figure. For TransPennine Express (TPE) it covers services arriving at their destination

within 10 minutes of their planned arrival time and for Northern within 5 minutes of their planned arrival time.

- 2.2 Northern (all services) – in the period April to September 2018, Northern averaged 81% PPM in the northern region compared to 91.5% in the previous year. The reasons for the reduction in performance were considered extensively at the last meeting. Whilst there has been a small improvement overall since the withdrawal of the emergency timetable in the North West at the end of July, performance is still well below acceptable.
- 2.3 Northern (West and North Yorkshire) – in the period April to August 2018, Northern averaged 87% PPM in this region compared to 95.7% in the previous year. Since the new timetable an average of 2.6% of trains have been cancelled and 5% of trains have operated in our region with fewer carriages than planned. Whilst overall this performance is better than the average across the north, this masks the fact that some routes such as Calder Valley have experienced a high level of delay and cancellation whereas other routes less so.
- 2.4 TransPennine Express (TPE) - in the period April to September 2018, TPE averaged 73% PPM on its North route (via York, Leeds and Huddersfield) compared to 91% in the previous year. Since the new timetable an average of 16% of trains have been cancelled. Performance in August/ early September showed some signs of improvement following actions taken by Network Rail with regard to signalling and train regulation at Leeds, Manchester on East Coast mainline. However performance is still well below acceptable.
- 2.5 Autumn will bring further risks to rail performance due to the effect of leaf-fall on rail conditions. Train Operators and Network Rail have given assurances that the necessary planning and resources are in place however weather conditions create a variability in this regard. The ongoing industrial action at Northern is currently reducing the level of service operated on Saturdays.
- 2.6 The PPM measure is an average of all rail services and therefore does not fully reflect the impact on affected passengers over a six month period many of whom have experienced difficulties with home and work life as a result of being persistently delayed by commuting difficulties. Whilst the enhancements to delay repay and compensation arrangements explained later in this report are welcomed, passengers continue to be adversely affected by rail delays and cancellations. It is proposed that Cllr Blake, as the Authority's representative on the Transport for the North Rail North Committee, urges further action to restore rail performance to the level required by the respective franchises.

Actions Taken To Mitigate Performance Problems

- 2.7 The following actions have been taken in an attempt to improve performance and reliability of the Northern franchise:-

- Work has taken place to address problems with the signalling and platform allocation (“station workings”) at Leeds, which were causing trains to be delayed.
- Intensive driver route training has been taking place to address the difficulties in the North West and routes across the Pennines
- The emergency timetable in the North West has been lifted with most of the cancellations reinstated.
- Additional rolling stock and workforce resilience measures have been introduced.

2.8 The following actions have been taken in an attempt to improve performance and reliability of the TransPennine Express franchise:-

- The Leeds station workings has also assisted TPE services passing through Leeds
- TransPennine Express have been actively seeking measures to provide additional resilience. Proposals were made to the Transport for the North Rail North Committee in August for the September to December period which required a shortening of peak time trains serving Leeds and Manchester to free up units which would be available to mitigate delays. The Committee were opposed to solutions which could exacerbate peak overcrowding during the autumn period where commuter flows can be at their highest. There is a continued dialogue between TPE, Transport for the North and CA officers to identify short term actions which will assist service resilience without compromising capacity and connectivity.
- New, higher capacity, trains will enter service towards the end of the year which will ease the pressure on rolling stock and will enable further mitigation. Arrangements are being made from the December service change to reinstate the stopping pattern of the local services between Leeds, Huddersfield, Stalybridge and Manchester to a similar pattern to that operating before May. The current Leeds – Manchester stopping service will be split into a Leeds to Huddersfield and a Huddersfield to Manchester service. This will reduce the risk of the trains providing stopping services in West Yorkshire being delayed by congestion in the Manchester area.

2.9 Both franchisees are operating a special compensation scheme for season ticket holders on routes which were badly affected by performance immediately before and in the weeks after the timetable change in May. This provides for between one and four weeks’ value of travel, paid in cash, depending on the route. Eligibility for compensation scheme is now being extended to regular travellers (defined as those who travelled 3 or more days a week, but not on season tickets). It is also planned to extend the timescale for season ticket holders to make claims and that the operators will undertake additional promotion of the scheme to increase awareness. The special

compensation scheme is prescribed by the Department for Transport and administered by the respective Train Operating Companies.

- 2.10 The Department for Transport has also announced an enhanced Delay Repay scheme for all Northern passengers. From December, passengers whose journeys are disrupted by 15-29 minutes will also be able to claim compensation under the Northern Delay Repay scheme – currently only those delayed by 30 minutes or more can claim (Delay Repay does not apply to passengers delayed due to inability to board an overcrowded train). The Department has also clarified that multi modal tickets such as M Card are now eligible for Delay Repay. Previously the train operators considered multi modal tickets to be outside the scheme.
- 2.11 In August TfN wrote to the Secretary of State calling for a single person to oversee both infrastructure and train operations in the North. Richard George has been appointed to this role and will work closely with Transport for the North, the Rail North Partnership, Network Rail and train operators. The appointment will seek to address the structural issues which have been a major cause of the recent impact on passengers. Richard George has served on the boards of FirstGroup rail franchises and is currently global head of rail infrastructure at SNC-Lavalin.

Governance Reviews

- 2.12 At the meeting of the Combined Authority in August, members set out the key points to submit to the review led by Councillor Judith Blake and Rail Minister Jo Johnson into how the devolved franchise management arrangements can be strengthened to prevent the difficulties experienced by passengers since the timetables changed in May. The review is now underway and the Combined Authority's comments have been submitted to it. The Review is expected to report its findings to the Transport for the North Board on 6 December 2018.
- 2.13 The Office of Rail and Road (ORR) published an interim report on 20th September 2018 into the national timetable disruption. Headed by ORR Chair Professor Stephen Glaister, its preliminary findings include:
- Network Rail, Govia Thameslink Railway (GTR), Northern, the Department for Transport (DfT), and the Office of Rail and Road (ORR) all made mistakes, which contributed to the collapse of services, particularly on the GTR and Northern routes.
 - There is an apparent gap in industry responsibility and accountability for managing systemic risks, and that needs to change.
 - The System Operator (SO) function within Network Rail was in the best position to understand and manage the risks, but did not take sufficient action, especially in the critical period of autumn 2017.

- Neither GTR nor Northern were properly aware of or prepared for the problems in delivering the timetable and they did not do enough to provide accurate information to passengers when disruption occurred.
- Both DfT and ORR are responsible for overseeing aspects of the industry, but neither sufficiently questioned assurances they received from the industry about the risk of disruption.

2.14 The Secretary of State has in response launched a major review of the UK rail industry in the light of the failure of several franchises and the problems emerging nationally from the timetable changes. The review will be led by Keith Williams, former British Airways chief executive and deputy chairman of John Lewis Partnership, supported by an expert challenge panel, including Roger Marsh. The full terms of reference and panel membership will be set out when Parliament returns, however the scope will be wide and will focus on:

- Leveraging the commercial model to ensure improved services for passengers and taxpayers, and more effectively balance public and private sector involvement.
- The roles and structures of all parts of the industry, looking at how they can work together more effectively to reduce fragmentation, improve passenger services and increase accountability.
- How the railway can support a fares system that delivers value for money for passengers and taxpayers; and improved industrial relations to maintain performance for passengers.

West Yorkshire Combined Authority Rail Forum

2.15 Emerging from the events of the summer, the Chair of the Transport Committee is to establish a joint forum to enable the Combined Authority members, train operators, Network Rail, Transport for the North and other key bodies to discuss plans and issues affecting local services.

2.16 The Terms of Reference for the forum are attached as Appendix 1. The Combined Authority is recommended to endorse this approach

3. Inclusive Growth Implications

3.1 Whilst there are no implications directly arising from this report the delivery of an effective local rail service is crucial to inclusive growth.

4. Financial Implications

4.1 There are no financial implications directly arising from this report.

5. Legal Implications

5.1 There are no legal implications directly arising from this report.

6. Staffing Implications

- 6.1 Combined Authority staff are assisting with the Blake/Johnson review. The Authority's input is being led by Dave Pearson Director, Transport Services.

7. External Consultees

- 7.1 No external consultations have been undertaken.

8. Recommendations

- 8.1 That the Combined Authority notes the update on the impact on passengers of the May 2018 rail timetable change and that Cllr Blake, as the Authority's representative on the Transport for the North Rail North Committee, raises the Authority's concerns about the impact of prolonged rail disruption and urges further action to restore rail performance to the level required by the respective franchises.
- 8.2 That the Combined Authority endorses the establishment of a West Yorkshire Combined Authority Rail Forum as described in this report.

9. Background Documents

Terms of Reference for the Rail North Partnership (Blake Johnson) Review

Office of Rail and Road: Independent Inquiry Into The Timetable Disruption In May 2018

10. Appendices

Appendix 1 – West Yorkshire Combined Authority's Rail Forum - Terms of Reference