

Report to: Transport Committee

Date: 15 March 2019

Subject: **Rail Matters Affecting West Yorkshire**

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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 the Committee on rail matters affecting West Yorkshire.

2. Information

Rail Operations Performance Update

2.1 Rail performance figures for the period April 2018 to January 2019 are set out at **Appendix 1**.

2.2 Northern's PPM (industry performance measure) for Period 11 (6 January – 2 February 2019) was 86.7%. Whilst this is down on the same period last year when the PPM was 90.5% it is the highest PPM for Northern since April last year. Trains with less capacity than specified stayed at more or less the same level as the previous period at 5.2%. The level of significant lateness and cancellations has continued to fall and was at 2.2% in this period.

2.3 TransPennine Express's PPM for Period 11 was 86.1%, again slightly down on the same period last year where their PPM was 88.1%. This too is the highest PPM for TransPennine Express since April last year. The level of

trains without the required capacity has gone up slightly from last period to 0.81%. The level of significant lateness and cancellations has continued to fall and was at 5.2% in this period.

- 2.4 Following the performance issues of last year the need for additional performance data has been strengthened. Transport for the North is proposing an alternative approach to performance monitoring which better reflect the impact on passengers, particular by bringing emphasis to the importance of performance in peak periods. A presentation was given to the Rail North Committee on the 7 February 2019, which presented work in progress, the result of which appear to be encouraging. More information will be presented at a later stage, in future performance reporting is likely to adopt this proposed model.

West Yorkshire Combined Authority Train Operators' Forum

- 2.5 Current performance and actions being taken to improve passenger confidence, were an early focus of the inaugural meeting of the Train Operators Forum on 30 January 2019. The meeting set out to discuss the key issues and priorities in the coming year ahead. Northern, TransPennine Express, Network Rail and Transport Focus attended and explained their plans for 2019. These include:
- Northern's current focus is on restoring performance on the Calder Valley line and ensuring available capacity is provided where needed;
 - Both operators outlined plans to introduce new trains and offered assurances that the necessary workforce training would be in place; and
 - The importance of planning and communication of the disruption which may arise around new infrastructure projects was discussed.
- 2.6 Cllrs Groves and Firth stressed the need for better communication and engagement with the travelling public as being key to restoring passenger confidence.
- 2.7 Following the meeting, one of the train operators confirmed that they had found the meeting very useful.
- 2.8 The Managing Directors of Northern and TransPennine Express were invited to update the Combined Authority on plans to restore confidence in rail services at its public meeting on 14 February 2019. This provided an opportunity Network Rail were invited but did not attend.

Transport Focus Rail Passenger Survey Autumn 2018

- 2.9 Transport Focus is the independent transport user watchdog. In Spring and Summer each year it undertakes the National Rail Passenger Survey (NPRS). The results for Autumn 2018 were published on 29 January 2019 and show a sharp decline in passenger satisfaction;
- Overall satisfaction with journeys on Northern was 72%, down 11% on the previous year's results. Commuter satisfaction was lower still at 56%;

- Overall satisfaction with journeys on TransPennine Express was 73%, down 12% on the previous year's results. Commuter satisfaction was 58%; and
- Passengers expressed their greatest dissatisfaction with how the TOCs dealt with delays. Only 20% of Northern and 22% of TransPennine commuters were satisfied with this aspect of the service.

Forthcoming Rail Service Changes

2.10 The usual spring change to rail timetables will take place on Sunday 19 May 2019, when a number of alterations to services will take place, in some cases significant. A fuller, line by line breakdown will be forwarded to Committee members once timetables are confirmed. The principal points for each line, based on information available so far (timetables have not yet been confirmed) are:

Harrogate line	Weekday daytime increase between Leeds & Harrogate from 2 trains per hour (tph) to 3tph: new hourly train stopping only at Leeds, Horsforth, Hornbeam Park and Harrogate. No improvement to evening services. The planned LNER Harrogate – Leeds – London KGX train every other hour will not be introduced until later – possibly December 2019.
Wharfedale (Ilkely) line	No significant changes
Airedale (Skipton and Leeds – Bradford FS) line	No significant changes to local services. One additional early-morning train Leeds to Lancaster, returning in the late morning. Some changes to other trains' times on the Lancaster and Carlisle routes.
Calder Valley line	Hourly Leeds – Bradford – Manchester Victoria train is extended to run in most hours on to Warrington and Chester, but not on Sundays. York – Preston trains are extended to Blackpool, as before May 2018. December 2018's loss of east Leeds – Bradford / Halifax links remains, and from May will apply on Sundays as well as weekdays. Changes to hourly clockface service pattern towards Leeds (eastbound) mean uneven services from Halifax and Bradford (half-hour gaps). Sunday service Leeds – Bradford – Manchester remains only 1tph, but clockface patterns change. Low Moor still only receives 1tph daily. Later last trains from Leeds to most destinations (including Bradford and Halifax), though concerns at some Sunday exceptions (Low Moor, Brighouse, Sowerby Bridge, Mytholmroyd) have been raised. No major changes expected to Grand Central Bradford – London services
Huddersfield line (via Dewsbury and Huddersfield – Wakefield)	No major changes to TPE services expected (but limited information received). Issue with AM-peak services at Cottingley to be clarified. Northern weekdays-only Leeds – Dewsbury – Brighouse – Calder Valley service largely unchanged.

	Huddersfield – Wakefield Kirkgate weekdays-only service is extended to Normanton and Castleford, with earlier first and later last trains.
Penistone line (Huddersfield – Barnsley – Sheffield)	No significant changes
Hallam line (Leeds – Wakefield Kirkgate – Barnsley – Sheffield)	No significant changes
Wakefield West Riding line (Leeds – Wakefield Westgate – Doncaster / Sheffield)	No significant changes to Northern services on weekdays. However currently poor Sunday services (irregular but roughly every 2 hours) become hourly to both Doncaster and Sheffield with better spacing (giving 2tph between Leeds and Fitzwilliam). No significant changes to LNER services expected, but “missing” Leeds to London trains (11:45 and 17:45) should be reinstated, possibly earlier than May, linked to the introduction of the first Hitachi “Azuma” trains. No changes are expected to Cross-Country trains towards Sheffield and Birmingham (but limited information received).
Pontefract line (Leeds – Knottingley – Goole via Wakefield or Castleford)	No significant changes
Dearne Valley line (York – Pontefract – Sheffield)	Weekday service increases from 2 trains per day to 3, but times remain poor so the service remains of limited practical use such as to commute into York or Rotherham / Meadowhall / Sheffield. Issue raised with Northern. Sunday service remains nominal at 2 trains per day.
York and Selby lines	No major changes to TPE services expected (but limited information received), but first new trains should appear (on Liverpool – Leeds – York – Scarborough services) by the timetable change, adding capacity. Weekday standard Northern (stopping) services to York and Selby largely unchanged, but some apparent <i>loss</i> of peak trains: clarification sought from Northern. Sunday Northern services switch to pattern similar to weekdays: <ul style="list-style-type: none"> • Increase to 1tph regular service Leeds – Selby stopping • 1tph Leeds – York stopping all stations except Church Fenton • 1tph Blackpool – Leeds – York stopping only at Church Fenton (see comments under Calder Valley line) No changes are expected to Cross-Country trains towards York and Newcastle/Scotland (but limited information received).

2.11 In summary, the May 2019 timetable change can be seen on Northern as an incremental step towards delivering the improvements planned for December 2017 and December 2019. While they represent significant progress, shortfalls remain:

- Weekday service frequencies on Harrogate, Calder Valley and Wakefield West Riding lines have not yet reached committed levels;

- First and last trains on several routes (especially on Sundays) fall short of commitments, especially on Calder Valley, Hallam and Pontefract lines;
- Some evening and Sunday services remain below committed levels, such as on the Harrogate and Calder Valley lines; and
- Through linkages, especially from Bradford to Manchester Airport, Liverpool, Nottingham and Hull, have not yet been provided (though some were only planned to be operated from December 2019).

- 2.12 In general, these “gaps” are in line with expectations given the known infrastructure constraints especially around Leeds and Manchester, though others, such as in evening or Sunday services as well as first and last trains, are disappointing. Also disappointing is that improvements to journey times have yet to be delivered on several routes; notably, on the Calder Valley Network Rail has recently invested around £150m and delivered significant line speed improvements, despite which some journey times are no faster than they were in the early 1980s. The Combined Authority is continuing to bring pressure to bear to maximise what can be delivered on current infrastructure, to understand what further measures are required to deliver these services in full – and to obtain a commitment to carrying these out.
- 2.13 The Combined Authority has asked to be able to have a closer role in planning the next timetable change, in December 2019, in order to help ensure that the best decisions are made as to what services are operated given known infrastructure constraints, and that issues we have identified with existing timetables are addressed wherever possible. The Rail Operators’ Forum lends itself to this role.

Richard George commission and findings

- 2.14 Richard George was appointed by the Department for Transport in late summer to work with Transport for the North (TfN) and across rail industry bodies in the north. The appointment came in response to a letter sent by the Chairman of Transport for the North on 2 August to Chris Grayling, Secretary of State for Transport. This letter called for a single person to oversee both infrastructure and train operations with the objective of restoring reliability, working closely alongside Transport for the North.
- 2.15 Richard is an independent railway expert and not aligned to any of the train operating companies or their owning groups, nor to Network Rail, the Department for Transport, or Transport for the North.
- 2.16 Since his appointment, Richard has been working with industry (train operators and Network Rail) to develop a comprehensive understanding of the way the network has been performing, the operational difficulties it has been facing, and associated governance and decision-making processes. Richard has presented to the Rail North Committee on a number of occasions to share his findings as his work has progressed. He has also worked with Councillor Blake to inform the Rail North Review that she is undertaking with the Rail Minister, now Andrew Jones.

- 2.17 Richard presented an update to the public session of the TfN Board on 7 February 2019. A copy of his presentation is available on the TfN website (Item 9, **Appendix 1**). In summary, Richard notes the following issues:
- The railway in the North of England is now much busier than it has been for decades; in consequence, it requires much greater operating discipline to operate reliably. This will require some culture-change, as well as greater co-ordination between different parts of the railway where operations are critical.
 - There are significant capacity issues around the network, and these will become worse. This extends to issues such as depots and stabling (places to store trains when not in passenger service) which have not yet been addressed, where inadequate capacity is creating operating problems.
 - Some of the industry structures and governance arrangements are not helping. The industry is inter-connected, and this becomes increasingly evident as the network becomes busier.
 - There are no 'quick fixes' – many of the identified issues will require long term effort.
- 2.18 The recommendations from Richard and his team, which the industry has accepted, include:
- Planning no additional trains on already congested corridors – the Castlefield corridor in central Manchester, and also between Leeds and York until work is undertaken to create more capacity.
 - A more systematic approach to planning for timetable changes, including performance modelling and decision making processes. Also to include much earlier planning at key locations, such as Leeds station workings.
 - A programme of training to improve train dispatch (getting trains away on time) across many key stations, and a 'one team' approach across different railway bodies responsible for day to day operations at Manchester Piccadilly.
 - The development of robust contingency planning for introduction of new trains.
 - The need for a plan for depot and stabling investment.
- 2.19 Noting that train performance has significantly stabilised since the December 2018 timetable change, a risk Richard raised was that presented by the wide-scale introduction of new trains during 2019, both in terms of when they will be introduced, and also the technical and operational issues their introduction could cause. New trains tend to be inherently unreliable in their early months of operation, and their introduction requires careful and detailed management. The train operators committed to circulate a detailed roll-out programme for their new trains.
- 2.20 The focus is now on ensuring that the May 2019 timetable change takes place seamlessly, together with establishing a clear position and publishing (by May 2019) when all new service promises of the last few years will be met and/or which will not be met.

2.21 Many of the issues raised by Richard's work (particularly structural and governance) will be considered and addressed through the Rail North Review (Blake / Jones), and also wider national Williams Review. The re-structuring of Network Rail is also a response to many of the issues identified.

Trans-Pennine Route Upgrade (TRU)

2.22 An announcement from the Secretary of State was due in April 2018 but is still awaited, for what appears to be described as a "first phase" of TRU, to be implemented within the rail industry's Control Period 6 (CP6, i.e. 2019-24).

2.23 Details of the scope of works covered by this "first phase", and of what level of commitment would be given to subsequent phases, are not clear. However, it has been acknowledged by TfN that Phase 1 is likely to include:

- Electrification between Manchester Victoria and Stalybridge, between Leeds and Huddersfield and Colton Junction to Church Fenton (near York);
- Four tracking and grade separation between Huddersfield and Ravensthorpe;
- Capacity works at Stalybridge and Huddersfield stations;
- Easing the curves and raising speed restrictions at Miles Platting and Morley;
- Widespread asset renewal and some line speed improvements that will help deliver journey time reductions and improved performance;
- Digital signalling and 'traffic management' between Cottingley (Leeds) and Stalybridge to enable improved performance, recovery from delays and potentially more capacity

2.24 While a figure of £2.9bn has come into the public domain in relation to Government's proposed spending on TRU allocated within CP6, but spent within CP6 and CP7, DfT have not confirmed how much of this relates to actual enhancements as opposed to renewals that would be required on the route anyway, nor the proportion of the budget that relates to contingencies and optimism bias, nor the price basis (present-day cash value or prices as at a different year) to which the quoted £2.9bn figure relates. Therefore it is considered that the figure should be treated with caution.

2.25 The Combined Authority has supported TfN's proposed TRU configuration, which analysis suggests could support either a mix of fast, semi-fast and local services, or at least two trains per on all local services (operating with optimised clockface frequency and connections) alongside at least 4tph of fast intercity trains (as a step towards delivering 6tph either under TRU or through Northern Powerhouse Rail), plus an hourly freight path. The full benefits need

four-tracking (Huddersfield to Ravensthorpe) as suggested by Network Rail's work, plus full electrification from York to both Manchester stations.

- 2.26 From the limited information that is now in the public domain regarding this "Phase One" of TRU, it appears that it would be unlikely to deliver the above outcomes: it may deliver only limited journey-time benefits and modest additional capacity for local services, and may be unlikely to achieve the performance target as set out in the Client Development Remit for the scheme. Phase One appears only to include partial electrification of sections of the route (and does not include Huddersfield to Stalybridge, Leeds to Church Fenton Micklefield to Selby), and also to contain no new provision for freight (either paths or gauge-clearance for large containers), and the major northern ports have voiced concerns.
- 2.27 A failure to deliver the full scheme could therefore lead to unacceptable trade-offs having to be made between local and inter-regional rail services. This could have implications for the new stations programme.
- 2.28 It is suggested that the Combined Authority should seek an unequivocal commitment from DfT to the ultimate delivery of the full TRU scheme, and would agree with TfN that their TRU configuration should be prioritised for development through business case and technical design stages. The content of the first phase of works, to be carried out in CP6, should then be guided by the most efficient and logical steps towards delivering the full TRU scheme, rather than being a self-contained scheme. The Secretary of State should also give a commitment that any contingency allowances that are released as "Phase One" works continue (i.e. that prove not to be required) can be spent on increased programme scope, i.e. buying more of what TfN want and delivering more of TRU within CP6.
- 2.29 Given the scale of work anticipated for TRU, it is envisaged that Transport and Works Act Order (TWAO) will be required for some elements of work which cannot be accommodated within the existing railway boundary. TWAO enables various types of consent and approval, and generally take a minimum of three years, but could take longer. It is envisaged that public consultations will be carried out by Network Rail in spring 2019 and later part of 2019. Information events will also be held before a TWAO submission is made.
- 2.30 There are opportunities to align TRU schemes with schemes that are led and funded by the Combined Authority and district partners to maximise benefits to the local areas and communities. We will work closely with the TRU team to maximise those synergies.

Northern Powerhouse Rail Update

- 2.31 On 7th February 2019, the Transport for the North Board agreed to move forward and submit proposals to invest up to £39 billion in a modern rail network for the North. The Strategic Outline Business Case (SOBC) for Northern Powerhouse Rail has now been submitted to Government. It outlines how the investment could increase the capacity, speed and resilience of the

North's rail network. In doing so, passengers will experience faster and far more reliable journeys between the North's economies, as well as its largest international airport.

2.32 With options including significant upgrades and new railway lines, work to implement the transformational network could start as early as 2024. In approving the case, the North's leaders issued clear, statutory advice to Government to:

- Signal full commitment to Northern Powerhouse Rail, ensuring long-term capital investment is assigned in the next Spending Review;
- Commit long-term development funding to ensure Northern Powerhouse Rail develops toward detailed consent stage by the early 2020s, enabling first phase construction from 2024;
- Consider a significantly strengthened role for Transport for the North in design and implementation of HS2 Phase 2b, TransPennine Route Upgrade and the Network Rail renewals programme in the North, ensuring all rail investment can be designed and delivered cohesively; and
- Recognise the critical role of Northern Powerhouse Rail in regeneration and growth, working with the North's 11 Local Enterprise Partnerships (NP11) to refresh the Northern Powerhouse Strategy and provide funding to develop Northern Powerhouse Rail Growth Strategies.

2.33 The SOBC, which remains confidential whilst being considered by Government, outlines several concepts that will form the basis of further detailed development over the next 18 months, funded by an additional £37 million allocated in last autumn's Budget. It features high-level concepts aimed at fully integrating with HS2 including:

- A new line linking Leeds and Manchester via Bradford, including the option for a Bradford city centre station;
- A new twin-track line linking Liverpool to HS2 and onwards to Manchester and other Northern cities, via Warrington and Manchester Airport;
- Significant upgrades and integration with HS2 linking Leeds and Sheffield;
- Significant upgrades between Sheffield, Leeds and Hull;
- Significant upgrades of the Hope Valley corridor between Manchester and Sheffield;
- Significant upgrades between Newcastle and Leeds; and
- Hub concepts for Northern Powerhouse Rail stations.

2.34 The Combined Authority will continue to work with Transport for the North, the Department for Transport, rail industry and district partners, in pursuit of our ambitions for NPR.

Rail North Partnership and Williams Reviews

2.35 The Rail North Partnership Review undertaken by Cllr Judith Blake and the Minister for Rail Andrew Jones was considered by the Transport for the North Board on 7 February 2018 and is expected to be published in early April 2019. The report seeks to strengthen the devolved arrangements for managing the

Northern and TransPennine rail franchises and to ensure that customers are placed at the heart of decision making. In particular the review will seek to enable a more meaningful role for Northern political leaders in shaping and directing the North's rail service.

- 2.36 As reported previously to members the Secretary of State has initiated a major review of the UK rail industry, led by Keith Williams. Roger Marsh has been appointed to the expert challenge panel. A call for evidence has now been made, with an overall deadline of 31 May 2019. Initial views were sought during the 'listening' phase of the Review, with a deadline of 18 January 2019. An initial submission from the Combined Authority was submitted in consultation (through email correspondence) with Local Authorities and Transport Committee Members, the executive summary of which is attached as **Appendix 2**.
- 2.37 There is an opportunity to submit further evidence, including later on during the review in response to specific questions. A further report on this subject will be brought for the Committee's consideration as and when appropriate during 2019.
- 2.38 The Rail North Partnership Review will also make recommendations into the Williams Review identifying the benefits of devolving key decisions about the region's railways to the North.
- 2.39 As an input to the Williams Review, the Rail Delivery Group recently published proposals to overhaul the country's rail fares system. More information can be found on the following website:
https://www.raildeliverygroup.com/files/Publications/2019-02_easier_fares_for_all.pdf

Network Rail restructuring

- 2.40 Network Rail announced details of its restructuring on 12 February 2019. Thirteen 'routes' will be created (an increase from the current eight); each of these 'routes' which will have responsibility for delivery of its own operations, maintenance and renewals, together with responsibility for day to day delivery of train performance working closely with train operators. West Yorkshire and York will fall within the North East Route. It is proposed for the East Coast Mainline to be covered by its own 'route', but details of this are still being considered.
- 2.41 The routes will be supported by five new 'regions' each led by a managing director. West Yorkshire and York are within the new Eastern Region. Previously centralised functions will be devolved to these regions and routes, with the objective of making decision making closer to operations and also more locally accountable.
- 2.42 The principle of this move is welcome. The Regions are based on a radial geography from London, which has some merit in terms of the structure of the national rail network. However, this means that we will rely on close working

between the North East Route in the Eastern Region and the LNW North Route in the London North Western Region to ensure a coherent approach is taken to cross-Pennine routes.

- 2.43 Network Rail intends to have the basics of the new structure in operation from June 2019. Further details will be presented to Transport Committee once known. More information, including maps of the new geography, is available on the Network Rail website here:

www.networkrail.co.uk/puttingpassengersfirst

3. Financial Implications

- 3.1 There are no financial implications directly arising from this report.

4. Legal Implications

- 4.1 There are no legal implications directly arising from this report.

5. Staffing Implications

- 5.1 There are no staffing implications directly arising from this report.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 That the Committee notes that the performance of the railway in West Yorkshire up to and including the end of Period 11 (2 February 2019) has shown an improvement since the December timetable change but has still not reached a satisfactory level.
- 7.2 That the Committee notes the progress being made on other rail matters affecting West Yorkshire as presented in the report.
- 7.3 That the Committee endorses the positions adopted in progressing the Combined Authority's ambitions for the railway, and that further communications work be undertaken in pursuit of them.

8. Background Documents

Richard George Update report. **Appendix 1** to Item 9 – Transport for the North Board meeting, 7 February 2019. Available via:

www.transportfornorth.com/meetings

9. Appendices

Appendix 1 Rail operator performance

Appendix 2 Executive summary of the Combined Authority Williams
Review response