



Rail Executive

# Transforming the North's Railways

Northern Rail Franchise  
TransPennine Express Rail Franchise

Stakeholder Briefing Document and  
Consultation Response



February 2015

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# Foreword



This government has huge ambitions for the North of England and the railway is key to those plans. More people than ever are using the north's railways, and the demand for travel by rail into our great northern cities is predicted to grow. To make sure that the North's railway is ready for this growth and to allow it to grow still further in future we are investing heavily in infrastructure, with around £1bn being spent by the end of 2019 alone. Together with the Chancellor's ambitious plans for a high speed rail network across the region, we can make the north of England an economic powerhouse.

To deliver on this ambition we need the north's rail franchises, TransPennine Express and Northern, to reflect the needs of passengers and stakeholders and maximise the opportunities these very different railways present. To help us do this, my Department, jointly with Rail North who represent local transport authorities across the north, carried out a consultation between June and August last year (2014). The consultation asked tough questions, some of which were unpopular, but they were the right ones. They were designed to make sure we heard and understood the needs and aspirations of the people that matter most to the railways – the passengers.

The response was overwhelming; over 20,000 people let us know their views and I am grateful to everyone who took the time to respond. Such a huge response shows how much the railway matters to people in the north of England. Passengers, businesses, local communities and their representatives across the north told us that railway services must be revitalised and expanded upon under the new franchises in order to be fit for the twenty-first century. They told us that Pacer trains are outdated and should be removed from the Northern network and we are acting on this. We have listened to all of these views and have set out specifications that I believe will help us achieve our vision for the "northern powerhouse".

The specifications for these franchises are great news for passengers served by these important routes. Our requirements will give passengers more seats, more services and a brand new fleet of modern trains. I want these franchises to be railways the north can be proud of, so the requirements have been developed with a strong local focus through our close working relationship with Rail North. The partnership arrangement we are making with them will see them play a major role in managing the new franchises, from the north of England. Their knowledge and

expertise mean we undoubtedly have better specifications and will have better franchises for the future.

These specifications show our intent; what we want to see for rail in the north of England. The bidders for these franchises will now respond by putting forward their plans. They have the opportunity to do even more and I am confident that the new private sector partners for these franchises will meet that opportunity and deliver franchises for growth; franchises that will transform rail travel in the north of England.

A handwritten signature in black ink, reading "Patrick McLoughlin". The signature is written in a cursive, flowing style.

**THE RT. HON. PATRICK McLOUGHLIN MP**

Secretary of State for Transport

# 1. Introduction

- 1.1** The purpose of this stakeholder briefing document and consultation response is to provide stakeholders with a summary of the consultation process and responses concerning the Northern and TransPennine Express (TPE) franchises, to respond to the views expressed, and to summarise the specifications for the franchises outlined in the Invitations to Tender (ITTs) that have been issued to shortlisted bidders for each franchise on 27 February 2015. It is not intended to replace the ITTs, which in the case of inconsistencies, take precedence.
- 1.2** The Department for Transport's Rail Executive (Rail Executive) and Rail North Limited (Rail North) (together referred to as 'we' in the document, unless otherwise specified) are grateful to all the organisations and individuals who took the time and effort to respond to this consultation, and to those who attended the consultation events. Their valuable comments and suggestions have been considered and used to inform the development of the specification for the Northern and TPE franchises.
- 1.3** TPE and Northern will continue to be separate franchises with differing characteristics. However, as they are both due to commence in April 2016, and there is significant geographical overlap between them, we decided to undertake a single consultation exercise<sup>1</sup> on the new franchises and publish a joint response to the consultation. Further information on the consultation is provided in Chapter 3.
- 1.4** In considering consultation responses and developing the ITTs, we have acted in accordance with the obligations under the Equality Act 2010 and taken account of the Public Contracts (Social Value) Act 2012.

## Rail North

- 1.5** Following a public consultation<sup>2</sup>, the Government has confirmed its commitment to implementing an appropriate form of rail decentralisation where sensible to do so.
- 1.6** In October 2013, Rail North, representing all the local transport authorities in the North of England<sup>3</sup>, submitted a proposal to the Secretary of State for the devolution of services operated by the Northern and TPE franchises.
- 1.7** In November 2013, the Secretary of State and leaders of the Rail North authorities agreed on an initial partnership structure to take forward devolved

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<sup>1</sup> <https://www.gov.uk/government/consultations/future-of-northern-and-transpennine-express-rail-franchises>

<sup>2</sup> <https://www.gov.uk/government/consultations/rail-decentralisation-devolving-decision-making-on-passenger-rail-services-in-england>

<sup>3</sup> <http://www.railnorth.org/faq/rail-north-partners/>

decision making on rail services in the north of England, to help manage the risks associated with a project of this scale.

- 1.8** In January 2014, the Department and Leaders of the Rail North group of around 30 local transport authorities in the North of England agreed and published the principles of a partnership for the procurement and management of the next TPE and Northern franchises. In accordance with those principles, the Department has developed the specification of these franchises in collaboration with Rail North. In addition, Rail North has formalised its governance arrangements through the formation of a local authority Association called the Association of Rail North Partner Authorities, governed by a Leaders' Committee, and a company limited by guarantee called Rail North Limited. The formal processes for local authorities to become members of the Association and company and to appoint directors to that company are well advanced.
- 1.9** In October 2014, the Department entered into a Memorandum of Understanding with Rail North Limited, setting out the principles behind the joint working arrangements for management and development of the two franchises. It is intended that this is followed by a legally binding agreement setting out the detailed terms on which Rail North and the Department will work together to manage and develop the franchises when they are let.
- 1.10** Further information about the Rail North partners can be found in Annex F.

## Our Vision for the Franchises

- 1.11** We are committed to significantly improving the transport system in the north of England to support economic growth and to benefit communities across the region. The Northern and TPE franchises will be a key means of delivering this, alongside the significant investment in infrastructure being delivered by Network Rail.
- 1.12** The communities and travel markets across the north of England are diverse and changing. We are seeking to put in place train operators for the new franchises who understand and respond to that.
- 1.13** We want the next Northern train operator to deliver a transformation in the way this railway serves its markets and communities in the north of England. The new franchise specification creates an opportunity to completely rejuvenate this important part of Britain's railway, to which we are looking to bidders to add and to innovate.
- 1.14** We want the next TPE train operator to position itself clearly as the intercity rail operator for the north, operating fast, high-quality inter-regional services, with a strong focus on serving its customers well.
- 1.15** We want partners for the new franchises that have the vision and capability to deliver on those ambitions. They need long term plans for the franchises that place passengers at the heart of their operations.



## Summary of Benefits

- 1.16** The new train operators will need to successfully deliver transformational improvements for the Northern and TPE franchises. They will be required to deliver services in a cost-effective and efficient manner, whilst ensuring that the overall passenger experience improves through the life of the franchise.

In the new franchises, there will be:

- 120 new-build carriages for use on non-electrified lines on the Northern network.
- The removal of all Pacer trains.
- Full modernisation of existing diesel and electric Northern trains to make them 'as new'.
- Over one-third increase in capacity into the major cities of the North.
- Around 200 more train services on weekdays and Saturdays, both at peak and off-peak times.
- Around 300 more train services on Sundays.
- A £30 million Stations Investment Fund for the Northern franchise
- Free wi-fi on trains.

- 1.17** For the new franchises, we will be specifying in the ITTs our minimum requirements for improvements for passengers, including:
- Better trains – all Pacer trains on Northern will be replaced by 2020, and bidders will need to include at least 120 new build carriages for use on non-electrified routes in their rolling stock plans. There will be full modernisation of remaining diesel and electric Northern trains, ensuring a better on-board experience.
  - Improved service frequencies – more train services on many routes, including earlier, later and additional Sunday services on a number of lines.
  - A new 'Northern regional' service for the Northern franchise – reflecting the needs of passengers travelling longer distances.
  - Free wi-fi to be introduced on all TPE and Northern trains, in line with passengers' expectations of modern trains.
  - Smart ticketing – the operators will be required to co-operate with local smart ticketing schemes, as well as taking forward the 'Smart in the North' scheme being developed by the Department for Transport and other stakeholders (including Transport for the North).

- Phasing out of current fares anomalies – for example, where passengers currently face sharp rises in fares charged from two adjacent stations.
- Investment in Northern stations of all sizes – creating a step change in the quality of station services.

**1.18** As a result of these improvements, we expect to see a variety of positive outcomes, as well as innovative ideas and initiatives from bidders. These include:

- Significant economic benefits for the region – supporting business, tourism and job growth and contributing to the prosperity of the north of England through better connections and faster journeys.
- Reduced crowding – more seats at the busiest times and fewer people having to stand.
- Improved customer service – bringing passenger satisfaction nearer to ‘Best in Class’ levels.
- Customer and community engagement – better communications with passengers and local communities.
- Enhanced connections with other forms of transport – making it easier for passengers to use a mixture of trains and other transport options for their journeys.
- Environmental benefits – encouraging more people to use the railway for their travel needs, rather than private vehicles, and improving environmental performance.

**1.19** When we evaluate the bids we receive for the new franchises, we will be awarding additional credit for ‘quality’ initiatives. While we have not been able to include in the ITT specifications everything that consultation respondents wished to see, encouraging quality in the bids – through the awarding of extra credit – provides an opportunity for bidders to include proposals for desirable extras that will benefit passengers.

**1.20** In addition, long-term investment in the franchises is also encouraged, primarily through the introduction of a residual value mechanism that compensates bidders for the value of an investment that will last into the next franchise. The long-term view is also encouraged through the awarding of quality points for proposals that can reasonably be expected to generate benefits for passengers, or cost savings, that will persist beyond the franchise term.

**1.21** Initiatives that are proposed by the successful bidders will be written into the franchise agreements, ensuring that benefits for passengers and communities will be realised during the course of the new franchises.

## 2. Background

### Introduction

- 2.1** The Northern and TPE franchises primarily cover the whole of the north of England. TPE's services on the West Coast Mainline (WCML) also extend to Glasgow and Edinburgh.
- 2.2** Between them, the two franchises serve a population of 15 million, over a quarter of the population of England, including all the major urban areas in northern England.
- 2.3** The current franchises are operated by
- First/Keolis Transpennine Ltd (a joint venture between First Group plc and Keolis SA, trading as First TransPennine Express)
  - Northern Rail Ltd (a joint venture between Serco Group plc and Abellio, trading as Northern)
- 2.4** On 19 August 2014, the government announced the shortlists for the TPE and Northern franchises of companies who had successfully passed the pre-qualification stage.
- 2.5** The shortlisted bidders for the new TPE franchise are:
- First Trans Pennine Express Limited
  - Keolis Go-Ahead Limited
  - Stagecoach Trans Pennine Express Trains Limited
- 2.6** The shortlisted bidders for the new Northern franchise are:
- Abellio Northern Ltd
  - Arriva Rail North Limited
  - Govia Northern Limited
- 2.7** Shortlisted bidders for the TPE franchise have until 28 May 2015 to submit their bids. For Northern, the deadline is 26 June 2015. Contract award for each franchise is scheduled for late 2015. The new franchises are both scheduled to commence from April 2016.
- 2.8** Northern operates around 2,550 trains every weekday, while TPE operates 335. In general, TPE provides longer distance inter-regional services, with Northern providing complementary local, commuter and rural services that serve a much larger number of stations throughout the region.
- 2.9** TPE also carries large numbers of commuters into cities on some routes, such as Bolton-Manchester, Huddersfield-Leeds and York-Leeds, as well as serving Manchester Airport. Northern services fulfil an important role in providing local connectivity to TPE and other longer distance operators at main stations. Northern also operates a number of longer-distance services



- 2.10** Maps of the individual franchises can be found in Annex H (Northern Franchise) and Annex I (TPE Franchise).

## Investment in the North

- 2.11** Rail Executive is investing heavily in rail in the north of England, with £1 billion being spent on electrification projects and the Northern Hub. This infrastructure work includes the proposed ‘Ordsall Chord’ which, subject to Transport and Works Act Order being authorised, would be constructed in central Manchester in order to enable new service patterns and relieve congestion. The programme of investment will see improved services, increased capacity, and reduced overcrowding across the north of England over the next 5 years. Rail Executive and Rail North have big ambitions for rail travel in the north that will build on this investment and the continued growth in passenger numbers that we are seeing in the area.
- 2.12** Following the commencement of the Northern and TPE franchises, a formal integrated partnership structure currently being developed between Rail Executive and Rail North will take on franchise management. This Partnership will have significant decision making authority and a key focus on managing investment processes that are associated with enhancing the services and facilities provided under the franchises.
- 2.13** The government has emphasised its ambition to deliver a ‘Northern Economic Powerhouse’, bringing the northern cities together by providing modern transport connections, supporting scientific institutions and universities in the region and giving more power to civic government. There is potential for the major cities in the north to capitalise on the opportunities provided by HS2 and bring the benefits to the north more quickly. One North<sup>4</sup> is a strategic proposition for transport in the north that has been led by the five city regions of Leeds, Liverpool, Manchester, Newcastle and Sheffield. One North is the northern cities’ response to the challenge laid down by Sir David Higgins, Chair of HS2 Ltd in his March 2014 report – HS2 Plus<sup>5</sup> – to show how the benefits of high speed rail could be maximised by developing a coherent strategic transport plan, integrating HS2 with the existing rail network.
- 2.14** In his subsequent report in October 2014 – Rebalancing Britain: From HS2 towards a national transport strategy<sup>6</sup> – Sir David welcomed the work of One North and concluded:
- “I strongly recommend, therefore, that the Government and local authorities build on the work of the One North report by agreeing a format and timetable for turning its analysis into a practical plan for the future. I also believe that this would be helped enormously if the major local authorities across the North formed a joint body so that they speak with one voice on how to

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<sup>4</sup> [http://www.manchester.gov.uk/downloads/download/5969/one\\_north](http://www.manchester.gov.uk/downloads/download/5969/one_north)

<sup>5</sup> <https://www.gov.uk/government/collections/hs2-ltd-chairmans-reports>

<sup>6</sup> <https://www.gov.uk/government/collections/hs2-ltd-chairmans-reports>

manage the inevitable trade-offs that will be necessary to achieve the overall goal.”

- 2.15** On 26 October 2014, the Prime Minister and the Chancellor also welcomed Sir David’s recommendation that co-operation on transport issues should be formalised in the north<sup>7</sup>. In response the Chancellor announced the creation of a new body called Transport for the North made up of the main northern city regions. This body is now working together with other authorities and stakeholders across the North and will allow the north to speak with one voice on the big decisions to benefit the region as a whole.
- 2.16** Transport for the North (TfN) will be a unique partnership between central Government and local government, Highways England, Network Rail, and HS2 Ltd, working together to develop a clear plan for the pan-Northern connections that will help to forge a single Northern economic area.
- 2.17** TfN represents the evolution of One North. TfN provides the platform to bring together representatives from the six city regions of West Yorkshire, Liverpool, Manchester, Hull and Humber, North East and Sheffield with Network Rail, Highways Agency, HS2 Ltd and DfT, to plan and prioritise a region-wide transport network.
- 2.18** The current role of TfN is to form a united and long term view on transport priorities needed in the north. This would include the development and review of a pan-northern, multi-modal transport strategy, a co-ordination of stakeholder interests and the ability to actively engage with the Government on scheme implementation arrangements. Investment in the railway network will play a key role in transforming connectivity across the north, with the project looking specifically at ways to maximise and improve passenger and freight train services between areas of economic importance.
- 2.19** As part of the government’s long term economic plan for the north, the Prime Minister and Chancellor have also given their backing to the development of HS3 – a high speed rail link connecting the north’s great cities that could significantly reduce journey times across the region. By combining the strengths of the cities in the north, the government believes that the proposals will help transform the economy of the north of England and play a key role in delivering a Northern Powerhouse.
- 2.20** The government will meet its commitment to publish an interim Northern Transport Strategy in March 2015, which will describe the vision for the transformation of the north’s rail network over time.
- 2.21** We recognise that improving rail services quickly is vital to building economic prosperity across the north. The Northern and TPE franchises will play a key part in delivering the benefits of investment, spurring long-term economic growth and allowing for faster, more reliable journeys across the region. The competition process will encourage bidders to come up with innovative ways to ensure that the franchises effectively serve the needs of passengers and communities. The skills and investment that will be brought by the successful bidders for the franchises will help us to transform the north’s railways.

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<sup>7</sup> <https://www.gov.uk/government/news/pm-and-chancellor-give-green-light-to-develop-hs3>

## 3. Consultation Overview

- 3.1** The Northern and TPE franchise consultation ran from 9 June 2014 to 18 August 2014.
- 3.2** The purpose of the Northern and TPE consultation was to:
- Inform stakeholders of the planned process and timescales for awarding the TPE and Northern franchises;
  - Provide stakeholders with background information about the current TPE and Northern services and the strategic planning and transport context of the new franchises;
  - Advise stakeholders and potential funders of the objectives and expectations for the franchises;
  - Give stakeholders an opportunity to comment on the requirements that might be included in the base case specifications and the options that might be considered;
  - Invite potential funders to formally notify Rail Executive of any changes they may wish to purchase; and
  - Pose the difficult questions that needed to be raised and considered, ask for views and prompt a discussion of key issues.
- 3.3** The consultation was highlighted on the Department for Transport website and publicised via Twitter. Posters advertising the consultation and the consultation events were put up at stations across the north. Rail user groups, unions, Local Authorities (LAs), passenger groups and other stakeholders were contacted directly for their views and the consultation was picked up by local media across the north of England.
- 3.4** Formal consultation events were held in Edinburgh, Preston and York, where stakeholders were able to hear about the suggestions made in the consultation document, ask questions and express their views. Rail Executive and Rail North officials also held joint drop-in events for the wider public at Manchester Piccadilly, Newcastle and Leeds stations, allowing passengers to find out more about the consultation and how to respond.
- 3.5** There were a total of 21,516 responses to the consultation; these were in the form of responses to the set consultation questions, responses that did not answer the set consultation questions and responses that were part of group campaigns co-ordinated by organisations. We received a wide variety of views on the topics that were covered in the consultation, some of which offered support for the proposals that were put forward and some of which expressed firm opposition to them. The total numbers of respondents are shown in Table A (overleaf).

<b>Table A – Consultation Responses</b>	
<b>Type</b>	<b>Number of Respondents</b>
Responses to the set consultation questions, online and through emails and letters	1,020
Responses received in comment form, through emails and letters	590
RMT postcard campaign responses	9,315
Grimsby Telegraph Campaign petition and newspaper coupon responses	6,442
Wythenshawe Station Campaign group petition responses	3,599
Campaign for Better Transport (CBT) email campaign responses	550
<b>TOTAL</b>	<b>21,516</b>

**3.6** 1,020 respondents directly answered the specific questions that were put forward in the consultation, primarily submitting responses online, by letter and by email. A further 550 respondents submitted identical, template responses to the consultation questions by email as part of an organised response co-ordinated by the Campaign for Better Transport. This made a total of 1,570 responses to the set consultation questions.

**3.7** 590 distinct responses were received in the form of comments expressed either by email or letter. These tended not to directly respond to the consultation questions set out in the online survey and did not confine themselves to the specific subject areas that were consulted upon. In addition, three organised campaigns provided large numbers of responses:

- RMT (The National Union of Rail, Maritime and Transport Workers): 9,315 (postcards)
- Grimsby Telegraph: 6,442 (petition signatures and newspaper coupons)
- Wythenshawe Station Campaign group: 3,548 (petition signatures)

**3.8** The RMT postcard campaign raised concerns about passenger service and safety, cuts to funding, fare rises, services, timetable cuts, station staffing and ticket office closures. The Grimsby Telegraph campaign focused on the proposal for remapping the Doncaster to Cleethorpes portion of the Manchester Airport to Cleethorpes service from TPE to Northern, expressing opposition to the possibility of splitting the existing direct service. The Wythenshawe Station Campaign supported the introduction of a half-hourly service through building a new station at Baguley on the Mid Cheshire Line, between Stockport and Altrincham; further information on this can be found in



Annex A, under question OTH1. The full text of each organised campaign response can be found in Annex E of this document.

- 3.9** Having considered the responses to the consultation and the views of the shortlisted bidders for the Northern and TPE franchises, we have finalised our requirements for the franchise, which are issued to bidders as part of the Invitations to Tender (ITTs). Bidders are expected to consider in their bids the proposals and suggestions that respondents have made and, subject to value for money and affordability considerations, have the flexibility to offer enhancements that go beyond our specified requirements. They can expect additional credit in the evaluation process for doing so. Stakeholders wishing to pursue particular aspirations that are not fully met by the specification in the franchise ITTs should therefore engage with the bidders to make their case. Contact details for the bidders can be found in Annex C.
- 3.10** The successful bidders will be required to continue to work with stakeholders throughout the duration of the franchise to facilitate the development and delivery of any changes.

## Top Five Issues

- 3.11** The top five issues that respondents to the consultation survey questions commented on, whether to indicate support or to disagree with the suggestions provided, were as follows:
- Improving the quality of Northern rolling stock – respondents were consistently dissatisfied with the quality of Northern rolling stock and wanted to see significant improvements.
  - The possibility of allowing some reduction in ticket office opening hours if accompanied by widespread access to ticket buying opportunities, including smart ticketing – the majority of individuals who responded supported a reduction and the majority of organisations that responded were not in favour of a reduction.
  - The suggestion of increasing below-average fares in order to improve the frequency, capacity and quality of local services – whilst many respondents indicated that they would be prepared to accept higher fares as long as there was a visible improvement in the quality of service provided, around half of respondents were not in favour of increasing fares.
  - How passengers could be better served and revenue increased through reduced calls at low-use stations, increased frequencies, faster services for longer-distance passengers, improved connections, adjustments for seasonal demand and changes to first and last trains – a range of views were expressed on how services could be improved for passengers in these areas, providing specific suggestions for their local lines.
  - How local communities, local businesses and other organisations can be encouraged to play an active part in the running of rail services, including

at stations – respondents let us know their views and suggestions on how communities and local businesses could be involved in improving local train stations and services.

- 3.12** More information on the views that respondents had on these issues can be found in Annex A.
- 3.13** The top five areas of interest of those respondents who did not respond directly to the questions, but instead provided their own comments and suggestions were as follows:
- Remapping (transferring services from one franchise to another);
  - Increasing service frequency;
  - Maintaining current levels of service;
  - The provision and role of staff on board trains; and
  - Improving trains, particularly replacing the Pacer units.
- 3.14** There were also many comments about crowding on trains, particularly during peak times.

## Top Five Routes of Interest

- 3.15** The top five routes that respondents to the consultation were specifically interested in were as follows:
- Inter-urban north-west express (i.e. current TPE services between Manchester, Bolton, Blackpool, Barrow in Furness and Windermere)
  - South TransPennine (via the Hope Valley), including the East Midlands Liverpool – Norwich service
  - Manchester - Rose Hill/Sheffield
  - North TransPennine
  - Chester - Northwich - Manchester
- 3.16** Further detail about common themes on routes can be found in Annex D.

## Our Response to the Consultation

- 3.17** 21,516 individuals, organisations and local authorities let us know their views on rail in the north through the consultation and we have listened. We have fully considered the views of respondents and we share the ambition for transformational change that was expressed in the broad range of comments we received. In particular, we have listened carefully to those that have said that better trains should not be introduced at the expense of a reduction in services, and to those that argued for the retention of the direct TPE links

between the south Humber area and Manchester Airport. Our proposals in these areas reflect the strength of feeling expressed.

Chapter 4 sets out the specifications for the Northern and TPE franchises, giving information on how the specifications provided to bidders in the ITTs have been shaped by the consultation responses we received.

Summaries of the responses to the consultation questions are provided in Annex A. Charts showing the total number of responses to each of the consultation questions can also be found in Annex A.

**Figure 3.1 – Dandry Mire**



## 4. The Franchise Specifications

- 4.1** We have ambitious plans for the new Northern and TPE franchises. In developing the specifications for the franchises, we have considered the responses that were submitted to the consultation, carried out significant amounts of analysis and option testing and talked to the industry, bidders and stakeholders.
- 4.2** The Secretary of State's objectives for the new franchises are set out in Table B, below.

<b>Table B – Franchise Objectives</b>	
<b>Northern</b>	<b>TPE</b>
Help the economy of the north of England to thrive by offering good quality rail services for travellers across the region, with service levels that are appropriate to demand and provide sufficient passenger capacity, all while working within the affordability constraints on public funding	Help the economy of the north of England to thrive by offering competitive inter-regional rail services between urban centres, providing sufficient passenger capacity and expanding rail's mode share
Realise the benefits from rail investment in the north of England, ensuring the successful delivery of journey time, frequency, reliability and connectivity benefits for passengers	Realise the benefits from rail investment in the north of England, ensuring the successful delivery of journey time, frequency, reliability and connectivity benefits for passengers
Deliver excellence in customer service through all aspects of the passenger journey including consistently high standards of performance and efficiency in the operation of train services	Deliver excellence in customer service through all aspects of the passenger journey including consistently high standards of performance and efficiency in the operation of train services
Secure efficiencies in operation of the franchise through innovative and transformational approaches to operations, retailing and customer service, and at a whole-industry level by working in partnership across the rail industry	Secure whole industry efficiencies and help reduce overall industry costs by working in partnership across the rail industry
Support local communities to help deliver local transport integration, local regeneration and investment at and around stations	Support local communities to help deliver local transport integration, local regeneration and investment at and around stations
Improve social and environmental sustainability to reduce carbon emissions, use resources efficiently and build skills and capability within the business and supply chain	Improve social and environmental sustainability to reduce carbon emissions, use resources efficiently and building skills and capability within the business and the supply chain

## The Scope of the Franchises

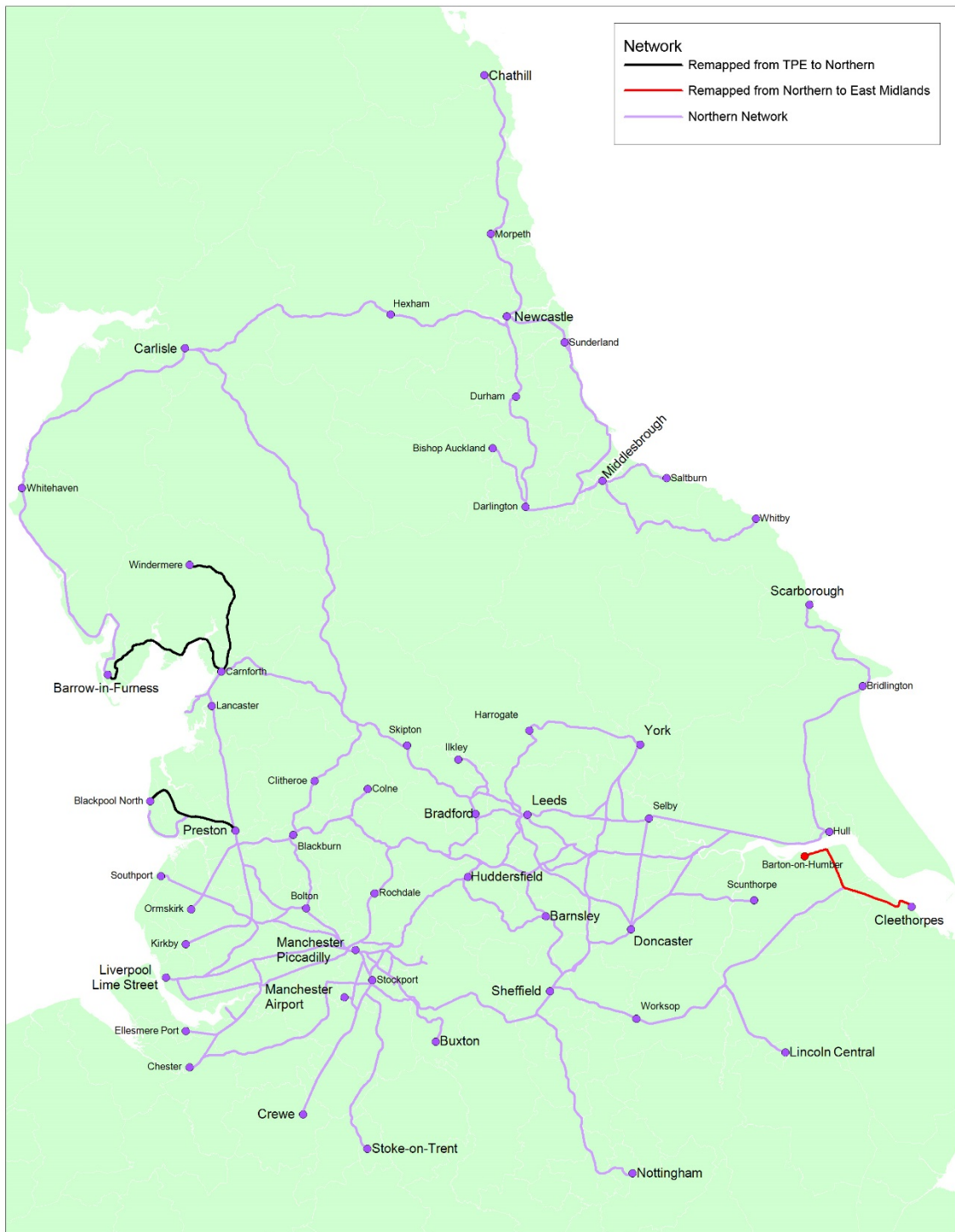
- 4.3** As set out above, our intention is that TPE is clearly positioned as the intercity operator for the north, with the Northern franchise mainly operating local urban and rural services as well as some longer distance regional services. In addition, re-franchising provides an opportunity to recast services to better align with operational changes, such as electrification, and also achieve operational efficiencies.
- 4.4** The consultation therefore sought views on a number of possible proposals to re-allocate services between the Northern, TPE and East Midlands franchises - a process known as 'remapping'. The decisions that have been taken on each of the remapping proposals are explained below.

## Remapping - Decisions

- 4.5** Remapping is the process of transferring some services between franchises. In the consultation, we asked a number of questions about the possibility of remapping some services. We have taken into account all of the responses we received about the remapping proposals and our decisions are explained in this section.

<b>Table C – Summary of Remapping Decisions</b>		
<b>Route</b>	<b>Proposed change</b>	<b>Will it be remapped?</b>
Cleethorpes to Sheffield and Manchester Airport	Terminating the TPE service from Manchester Airport to Cleethorpes at Doncaster; replacement Sheffield to Cleethorpes service operated by Northern	No
Windermere to Oxenholme	Transfer current TPE service to Northern	Yes, at franchise start
Barrow-in-Furness to Manchester	Transfer current TPE service to Northern	Yes, at franchise start
Blackpool to Manchester	Transfer current TPE service to Northern	Yes, at franchise start
Cleethorpes and Grimsby to Barton-on-Humber	Transfer from Northern to East Midlands (if Doncaster - Cleethorpes remains with TPE)	Yes, in 2017
Scarborough to York	Transfer York to Scarborough portion of the TPE Liverpool to Scarborough service to Northern (once North TransPennine electrification is completed)	Decision deferred
Liverpool to Norwich	Transfer to TPE the Liverpool-Nottingham section of the East Midlands Liverpool-Norwich service	Not currently

Figure 4.1 – Map showing routes that are being remapped



## **Cleethorpes to Sheffield and Manchester Airport**

- 4.6** In the consultation, we sought views on the option of terminating the TPE service from Manchester Airport to Cleethorpes at Doncaster, with a replacement Sheffield to Cleethorpes service being operated by Northern; this was put forward for consideration as the majority of passengers from Cleethorpes, Grimsby and Scunthorpe travel only as far as Sheffield, or connect at Doncaster or Sheffield for onward services, rather than travelling over the Pennines.
- 4.7** There was strong opposition to this remapping option in the franchise consultation, with organisations and individuals being concerned about the impact it would have; this included concerns about older passengers, disabled passengers and those with luggage, as well as reduced connectivity and increased journey times. We also received a petition against the proposal from the Grimsby Telegraph, which contained 6,442 signatures.

We have listened to people's views on the remapping proposal and taken into account the importance of the direct service to the economy of the south Humber area, as well as the concerns that were raised about the impact that changing trains would have on passengers. We have also conducted further analysis that shows that although there would be financial savings from remapping, these benefits would not outweigh the negative impacts the change would have on passengers and the local economy. As a result, the direct service from Cleethorpes to Manchester Airport will not be remapped to Northern in the next franchise and will remain a direct TPE service.

## **Windermere to Oxenholme, Barrow-in-Furness to Manchester and Blackpool North to Manchester**

- 4.8** In the consultation we sought views on remapping Windermere, Barrow-in-Furness and Blackpool North services from TPE to Northern.
- 4.9** Many consultation respondents commented that the most important factors to them are that the quality, type and quantity of services should be maintained. With respondents being particularly concerned about a drop in the quality of trains following remapping to Northern, we have been keen to address these concerns as part of our considerations. We recognise that passengers who travel longer distances deserve a train service that reflects this. We are therefore specifying that the trains to be used on these services have to reflect certain minimum quality standards for services of this nature. Further details on this can be found at 4.62.

**4.10** Concerns were also raised by consultation respondents in the region that they would lose out in terms of direct services to Manchester Airport, should the TPE services be remapped to Northern. This will not be the case, as existing service levels will be protected as a minimum, and some service levels will in fact be increasing as a result of the transfer of services to Northern.

Following detailed assessments of the efficiencies that will be gained, as well as the reaffirming of the market focus of each of the franchises, we have decided to proceed with the remapping of these services.

For Barrow-in-Furness, the efficiency savings from remapping will allow the Northern train operator to resource some additional through services from Barrow-in-Furness to Manchester Airport by December 2017. We are specifying an increase in direct services to the Airport, giving eight services each way instead of the existing pattern of five services each way. This is a significant improvement to the direct services currently being provided, enhancing connectivity and bringing benefits to passengers.

For Windermere, we are specifying a minimum requirement of four trains per day between Windermere and Manchester Airport. This will be specified as two services in each direction, providing a better balance than the current pattern of two services in one direction and one in the other direction. The Windermere line will also be benefitting from electrification, the funding for which has now been confirmed.

For Blackpool North, longer electrified trains will run from March 2017 to both Liverpool and Manchester.

We have listened to people's concerns about a possible drop in quality of services upon transfer from TPE to Northern. We are requiring that the services that switch will become high-quality 'Northern regional' services and will be operated by rolling stock appropriate to such longer-distance journeys, including having limits on the amount of 'airline' seating together with requirements for luggage space, power sockets, tables and air conditioning.

Bidders are free to choose how to brand these services and may offer these facilities on other routes with similar characteristics and market them accordingly.



## **Cleethorpes and Grimsby to Barton-on-Humber**

- 4.11** In the consultation document, we sought views on the future franchise responsibility for the route from Cleethorpes and Grimsby to Barton-on-Humber. Since the previous 'remapping' in 2004, this service has been operationally separated from the rest of Northern, making it difficult for the operator to develop the service strategically and for it to handle service disruptions.
- 4.12** We set out the two different options that would resolve these difficulties. The first option was that the issues would be resolved if the main South Humber service between Sheffield and Cleethorpes was transferred to Northern, as a result of the potential splitting of the existing Manchester Airport to Cleethorpes through service. The second option was to transfer the route from Cleethorpes and Grimsby to Barton-on-Humber to the East Midlands franchise.
- 4.13** Consultation respondents presented a wide range of views on this issue. Some did not have a strong opinion on who should operate the route, as long as train services were retained. Many agreed with the proposals to transfer the route to the East Midlands franchise, unless the main Sheffield to Cleethorpes service was going to be operated by Northern as a result of the remapping proposal mentioned above. Others suggested the possibility of transferring responsibility of the route to the TPE franchise instead.

As the suggested remapping of the Sheffield to Cleethorpes portion of the Manchester Airport to Cleethorpes route is not going ahead, we will be proceeding with the second option of transferring the route from Cleethorpes and Grimsby to Barton-on-Humber to the East Midlands franchise. The franchise operates other local and regional services in Lincolnshire, and the route appears to fit better in its portfolio than in TPE's. We expect this to happen when the East Midlands franchise is re-let in 2017.

## **Scarborough to York**

- 4.14** We consulted on whether the York to Scarborough portion of the current TPE service between Liverpool and Scarborough could be remapped to Northern once North Trans-Pennine electrification was implemented. This portion of the service would have then been a standalone, non-electrified route once electrification was completed. Many consultation respondents were in favour of this remapping proposal, suggesting that the Northern operator could run this service as an extension of the existing diesel service between Blackpool North and York, providing extra connectivity between Scarborough and the Calder Valley.

- 4.15** Timescales for elements of major infrastructure schemes that will be delivered some years into a new franchise are naturally less certain, as discussed at 4.31, so a decision on this remapping has now been deferred until there is confirmation of the schedule and outputs for electrification.

### **Liverpool to Norwich**

- 4.16** In the consultation document, we sought views on the proposal for remapping to TPE the Liverpool-Nottingham section of the East Midlands Liverpool-Norwich service. It was suggested that a remapped service should benefit from a single operator across the core of the South TransPennine route, but recognised that the relatively small number of passengers who currently travel across Nottingham on this service would need to change trains.
- 4.17** There were mixed views in the consultation responses. There were many consultation respondents who were concerned about the breaking of the existing East Midlands Liverpool to Norwich through service at Nottingham, and the loss of direct connections between East Anglia and the north-west that would result. There were concerns that it would increase an already substantial journey time for anyone travelling the whole or much of the route, and that the need to change trains would deter passengers from using the train to make the journey, particularly those travelling for business purposes. Further comments were made about the impact on older passengers and those with luggage, as well as the possibility of fare increases due to the loss of single-TOC through fares. Some respondents also suggested that the proportion of passengers travelling through Nottingham might be higher than ticket sales data suggest due to split ticketing.
- 4.18** Some respondents acknowledged that there is a significant capacity problem on the Manchester to Sheffield route. A significant number of responses received related to calls for increased services on this route in particular.

We have not specified the remapping to TPE of the Liverpool – Nottingham portion of the Liverpool – Norwich service at the present time. There remain some strong reasons in support of remapping, however; these include the potential for more consistent service quality, operational cost efficiency and a stronger incentive to further develop the service if this part of the network was managed by one operator. Additionally, Network Rail have proposed to deliver infrastructure improvements that should allow for additional services to operate between Manchester and Sheffield.

We will be asking the successful TPE bidder, after the franchise has been awarded, to work with stakeholders and develop proposals that would achieve the intended benefits of the remapping whilst also addressing the concerns that were raised about the adverse impacts. The Liverpool-Nottingham portion of the East

Midlands Liverpool-Norwich direct service would not be remapped to TPE unless an acceptable solution can be developed that addresses the concerns of the public and stakeholders.

- 4.19** We recognise that there is an ambition for enhanced services between Manchester and Sheffield. Network Rail's consultation process for their proposed infrastructure improvements on this portion of the line will conclude on 28 February 2015<sup>8</sup>. We are not specifying improvements to services on the route at this time, but we will be working with the train operators, Network Rail and the local communities to establish how to make best use of the extra capacity when it becomes available.

### **North TransPennine Service Changes**

- 4.20** As part of timetable changes introduced in May 2014, TPE increased its service between Manchester and Leeds from four trains per hour to five trains per hour. Whilst providing a very valuable increase in passenger capacity, this increase resulted in a significant deterioration in punctuality and reliability on the route – which is only recently starting to recover – with periods of disruption taking considerable time to resolve due to there being little spare capacity on the line. Other factors, such as irregular spacing of signals and significant gradients, also increase the challenge in achieving good performance on the route. We consulted on whether we should specify that TPE services between Manchester and Leeds be increased from five trains per hour to six trains per hour, while also preserving existing Northern stopping services. We are clear that this increase will be needed in the medium term to provide more capacity on the route; the infrastructure enhancements that are planned for the route, including electrification and line speed improvements, will make this possible.
- 4.21** We are also clear there is a need to improve upon today's service pattern to improve punctuality and reliability performance as soon as possible before the electrification infrastructure can be delivered. We cannot be confident that the route can accommodate more trains than it does today without risking a significant further drop in performance. We are therefore requiring bidders to assume that from December 2017, some Northern services will no longer be required to run and calls to the affected stations will be picked up by TPE trains instead, with TPE running six trains per hour. TPE bidders will have some flexibility over how to distribute between their six trains the calls at stations that were previously served by Northern trains, which is different to the proposal that was outlined and is intended to be an interim measure until the required infrastructure is delivered. We expect that some locations will see an improvement in direct services to Manchester and Leeds, and that some locations will see improved service frequencies into the evenings. However, whilst we have aimed to preserve connectivity between key locations, including services to Huddersfield and Dewsbury, it is possible that

<sup>8</sup> <http://www.networkrail.co.uk/improvements/northern-hub/doregrindelford/>

there may be some loss of connectivity between smaller intermediate stations. TPE bidders will be required to consult local stakeholders to understand and address any concerns they may have. Northern will continue to operate some peak additional services, and will remain responsible for the same stations in the area as they do currently.

**Figure 4.2 – North TransPennine Services**



- 4.22** The industry will continue to work with stakeholders over the next couple of years to develop the best possible solution for the route, meaning that the ultimate solution may end up being different to what we have set out in our requirements. We have stated our requirements in a way that will give bidders a clear and consistent set of assumptions upon which to base their bids, as well as ensuring that the future TPE operator has enough high-performance trains to operate the services that will be needed on this route.

### **Liverpool to Manchester**

- 4.23** Whilst the route between Liverpool and Manchester did not form part of the remapping proposals in the Northern and TPE consultation, the consultation document explained that changes will be happening in the new franchises as part of the Northern Hub investment programme. From December 2017, TPE's hourly service that currently operates from Liverpool to Leeds and beyond via Warrington Central and Manchester Piccadilly will be diverted to operate via Newton-le-Willows and Manchester Victoria. This will allow TPE

to operate a regular half-hourly service pattern between Liverpool, Leeds and beyond. It will also avoid the need for TPE trains to weave across the throat of Manchester Piccadilly station, which in turn frees up capacity for the package of additional services we are specifying between central and south Manchester; bringing improvements to Macclesfield, New Mills Newtown and the mid-Cheshire line.

- 4.24** This means that from December 2017, Warrington Central and Birchwood will no longer be served by the current direct TPE services that run to Leeds and beyond, but Northern will operate a replacement service between Liverpool Lime Street, Warrington Central and central Manchester. This will become one of the specified high-quality 'Northern regional' routes described at sections 4.10 and 4.62. Warrington will also benefit from the new Northern service that is to operate between Chester, Warrington Bank Quay and central Manchester, which will extend on to Leeds via the Calder Valley. This service will provide passengers from Warrington with the opportunity of a direct service to Leeds – from Warrington Bank Quay and via the Calder Valley – if they prefer to avoid a change of trains in central Manchester.

### **Stations to be remapped**

- 4.25** As a result of the changes set out above, there will be a number of stations where responsibility for the operation of the station will transfer between franchises. These are listed in Annex C.

## **The Length of the Franchises**

- 4.26** Both franchises are now planned to start on 1 April 2016. We have decided that the TPE franchise will last for seven years with the option of a two year extension.
- 4.27** The Northern franchise will run for nine years with the option of a one year extension.
- 4.28** In both cases, the decision of whether to extend the franchises will be solely at the Secretary of State's discretion.

## **Procuring the Franchises**

- 4.29** The Northern and TPE franchises are being let at the same time. This has allowed us to develop the two franchise specifications to be complementary and focused on meeting the requirements of the markets they each serve. It also means that we have had to put in place additional measures to ensure that the winning bids do not conflict with each other, in terms of the rolling stock or train paths they can use as part of their bids.

- 4.30** We have therefore set out rules in the ITT which place some constraint on bidders in these areas. These have been developed taking on board bidder feedback and are intended to retain as much flexibility as possible to bidders for each franchise given the circumstances.

## Delivering the Benefits of Planned Infrastructure Enhancements

- 4.31** As set out in Section 2.10, a major programme of infrastructure works is planned across the north of England. The franchising process is a key means of delivering the maximum benefit from these works; however, the service changes become more difficult to plan the further into the future the works are expected to take place. This is because the risks arising from different delivery dates or different outputs from those originally assumed have to be borne by either the bidders or Rail Executive.
- 4.32** Timescales for elements of infrastructure programmes that will be delivered further into the future are naturally less certain. The franchise specification therefore seeks to exploit the changes expected in the near term through the bidding process, but those further ahead will be delivered through a change to the franchises once they are in place. The outline of this is as follows:
- April 2016 to December 2017: The successful bidders for the franchises will operate the timetable they inherit, apart from changes related to re-mapping and any other service enhancements they propose for this period in their bids.
  - By December 2017: We expect the franchise operators to be exploiting the improvements made possible by the electrification and enhancement schemes in north-west England, including to Blackpool North, as well as Phase 1 of the Northern Hub, including the proposed 'Ordsall Chord'. The specification requires the Northern operator to provide an increase in capacity at this point, whether this is delivered through longer trains, increased frequencies or extra services. The operator will also need to provide services that are consistent with having additional rolling stock on the newly electrified routes, resulting in the release of diesel trains for use elsewhere within the Northern franchise.
  - By December 2018, the specification requires the TPE operator to provide a substantial increase in capacity. Again, this may be delivered in a variety of ways, such as extra carriages, increased frequencies or extra services.
  - By December 2019, the specification requires the Northern operator to provide a further increase in capacity and train services. This increase would bring services to a level that is intended to eliminate crowding through the provision of additional rolling stock, together with the planned replacement of Pacer trains.
- 4.33** A number of further service changes, including TPE service frequency and journey time improvements, are dependent on the successful delivery by

Network Rail of electrification and other enhancements on the North TransPennine route between Manchester, Leeds and York, and from the proposed capacity enhancement schemes on the Hope Valley route between Manchester and Sheffield. These will be delivered through changes to the Franchise Agreements that will be negotiated during the new franchises when the detailed plans for the delivery of these enhancements are in place.

- 4.34** Through our specification for the next TPE franchise we are seeking to secure a delivery partner who, with Network Rail and other industry partners, will deliver these ambitious improvements as quickly and as cost-effectively as possible, while minimising disruption to passengers during the time that these major enhancement works are carried out. There is also a need for more immediate action to increase capacity on these routes, so we are challenging bidders for the TPE franchise to show how they will deliver a substantial increase in capacity on these routes as quickly as possible.

## Providing Extra Train Services

- 4.35** As part of the ITT issued to shortlisted bidders, we have included a Train Service Requirement (TSR) that sets out our requirements for the minimum level of service to be provided.
- 4.36** Our specification for the TSR generally preserves current services as a minimum and delivers a huge package of improvements, with around 200 additional train services on weekdays and Saturdays and around 300 train extra services on Sundays.

The consultation responses provided a wide range of suggested train service enhancements, which have been carefully considered and analysed to assess their financial impact on the franchise and their economic benefits. In general, where services have demonstrated a positive economic benefit, these have been included in the specifications for the new franchises, even if they are expected to require additional subsidy. This means that for the Northern Franchise in particular a major increase in train services is being specified.

### Services on Weekdays and Saturdays

- 4.37** Many consultation respondents let us know that they wanted to see more train services during the week. We are specifying many additional weekday services in the TSR, particularly during off-peak times. We are also specifying that Saturday service levels should generally be the same as weekday service levels, with the exception of the extra peak time services that carry commuters and those attending educational institutions during the

week. This takes into account the comments we received from respondents stating that Saturdays are busy days for train travel, with passengers using services to go shopping, visit tourist attractions, watch sporting events or travel to work.

**4.38** The improvements that we are specifying for the new franchises on weekdays and Saturdays are summarised below. Most of these are specified by December 2017, with a few not possible until December 2019 because they need more rolling stock than we believe we will be available until then. Bidders will receive extra credit if they can demonstrate credible ways of delivering the enhanced services earlier.

**4.39** North-east / Teesside:

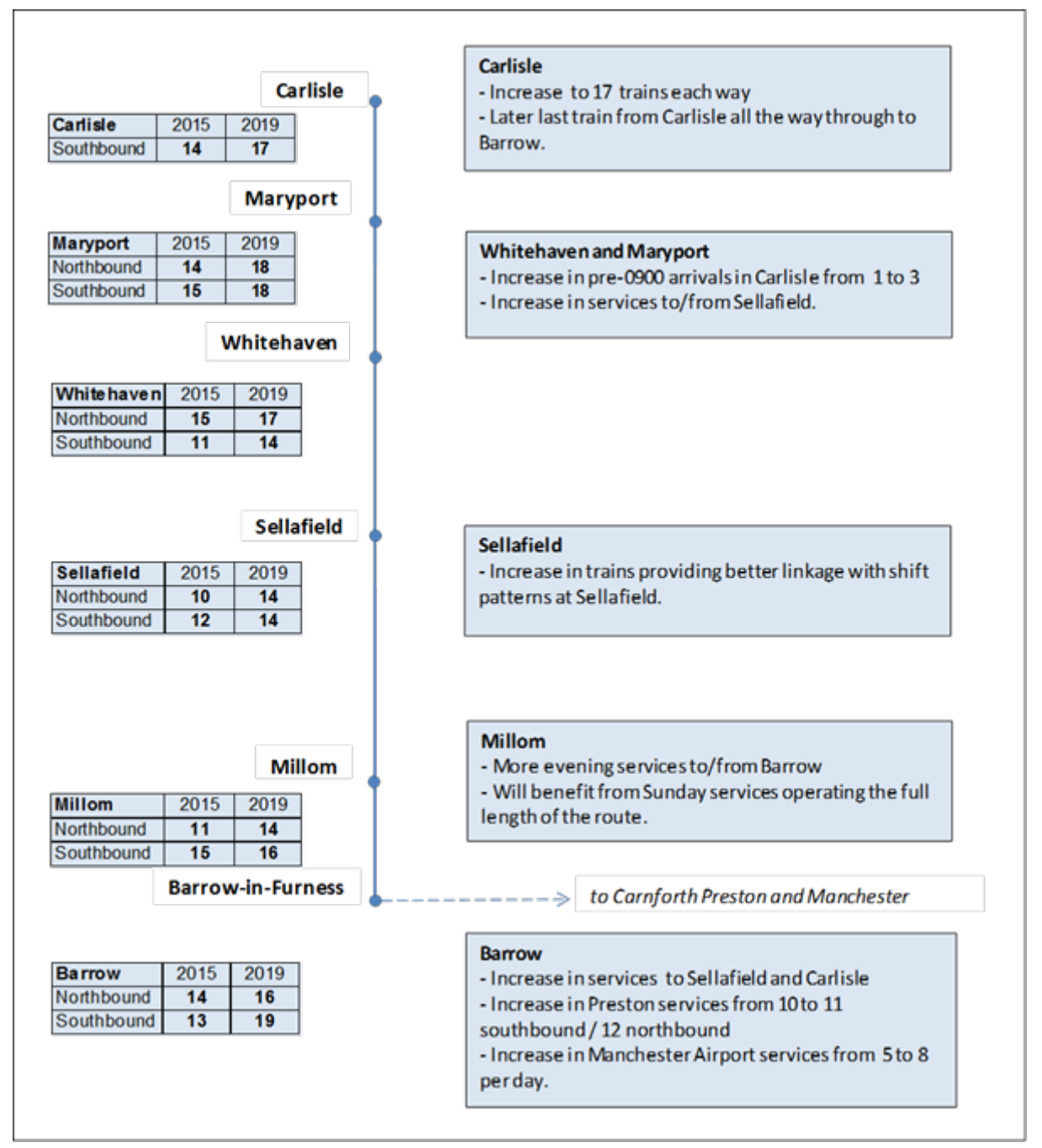
- Newcastle-Carlisle: There is currently one Northern train per hour between Newcastle and Carlisle, and one further Northern train per hour between Newcastle and Hexham. By December 2017, we have specified two trains per hour across the full length of the route, allowing bidders flexibility to propose faster services if appropriate. In order to implement this, we are no longer specifying the shuttle service to the Metrocentre on weekdays.
- Bishop Auckland-Darlington: We have specified an hourly Northern service between these locations by December 2019, providing an increase from the current two-hourly service.
- Middlesbrough-Whitby: We have specified an extra Northern train from Whitby in the morning by December 2019, timed to enable people served by this route to travel to work in Middlesbrough.

**4.40** North-west and Scotland:

- Barrow-Manchester Airport: The TPE service between Barrow and Manchester Airport will be remapped to Northern, becoming a high-quality 'Northern regional' service. The direct service to Manchester Airport will be protected and it will increase to a minimum of eight Northern trains per day each way by December 2017. This is a significant improvement from the current service pattern of five TPE trains per day to Manchester.
- Chester-Manchester (and on to Leeds via the Calder Valley): There will be an extra train every hour between Chester and Manchester, via Warrington Central, by December 2017. This service will continue on to Leeds via the Calder Valley, preserving a direct link between Warrington and Leeds after TPE trains between Liverpool and Manchester are re-routed via Newton-le-Willows.
- Cumbrian Coast: We have specified better services on the Cumbrian coast, with extra trains and re-timed trains that will be better targeted to serve Sellafield shift patterns and other peak passenger flows along the line. Some of this Northern service enhancement will be in place by December 2017, with the rest being in place by December 2019. Further detail on these improvements can be found in Figure 4.2, below.



**Figure 4.2 – Route schematic showing the service enhancements on weekdays and Saturdays on the Cumbrian Coast line**



- Liverpool-Manchester (and on to Leeds) via Newton-le-Willows: There is currently one TPE train per hour on this route. The hourly TPE service that currently runs via Warrington Central will run via Newton-le-Willows by December 2017, increasing the services on the Newton-le-Willows route to two TPE trains per hour; these are likely to run at half-hourly intervals, providing a more regular service pattern than is currently in place.

- Liverpool-Manchester Airport via Warrington Central: As explained in section 4.23, a 'Northern regional' service will be specified to run from Liverpool to Manchester Airport via Warrington Central by December 2017.
- Manchester-Bolton-Blackburn: There is currently one off-peak Northern train per hour on this route. We have specified an increase to two off-peak trains per hour by December 2017.
- Manchester-Glasgow: We are specifying one extra evening train service each way between Manchester and Glasgow by December 2017.
- Manchester-Macclesfield: There is currently one off-peak Northern train per hour on this route. This will increase to two off-peak trains per hour by December 2017.
- Manchester-New Mills Newtown (and Buxton): There is currently one off-peak Northern train per hour on this route. There will be an additional off-peak stopping service every hour between Manchester and New Mills Newtown by December 2017. This extra service provides the opportunity to remove some calls from the existing service between Manchester and Buxton without reducing service frequency at those stations, allowing faster journeys for longer-distance passengers.
- Manchester-Northwich (and Chester): There is currently one off-peak Northern train per hour between Manchester and Chester via Northwich. We have specified one extra train per hour between Manchester and Northwich by December 2017. This additional stopping service provides the opportunity to remove some calls from the existing service between Manchester and Chester without reducing service frequency at those stations, allowing faster journeys between Manchester and Chester.
- Manchester-Wigan: We have specified one extra Northern train per hour on this route by December 2017. This is intended to reduce the impact of TPE services reverting to running via Bolton once the electrification of the line between Manchester, Bolton and Preston – due in December 2016 – is completed.
- Windermere-Manchester Airport: We have specified two Northern trains per day each way on this route by December 2017, providing a more balanced service pattern. There are currently two direct TPE trains to Windermere and one direct TPE train to the Airport.
- Bolton-Stockport: We have specified one extra direct Northern train per hour between the Bolton corridor and Stockport corridor by December 2019, giving a total of two direct trains per hour.

#### 4.41 Yorkshire, the Humber and East Midlands:

- Hull-Bridlington-Scarborough: There are currently nine train services per day between Hull and Scarborough, which generally run about 90 minutes apart. This will increase to twelve trains per day by December 2017, broadly running on an hourly basis.

- Hull-Manchester: Hull will have an enhanced TPE weekday evening service by December 2017, with the last train back from Manchester being at least 90 minutes later than the current last service.
- York-Hull: We have specified a regular hourly Northern service pattern by December 2017. This will be significant improvement upon the current service level, as there is not a train every hour.
- Leeds-Harrogate: There are currently two off-peak Northern trains per hour between Leeds and Harrogate on weekdays. We have specified an increase to four trains per hour on this route in total by December 2017, when combined with the extra train service that will be provided on a two-hourly basis in the new Intercity East Coast franchise. On alternate hours, this will amount to two extra Northern off-peak trains per hour and one extra Northern train per hour respectively.
- Leeds-Pontefract-Knottingley: We have specified one extra off-peak Northern train per hour on this route, as an extension of the existing service between Knottingley and Wakefield, by December 2017.
- Leeds-Settle-Carlisle: We have specified a new Northern service out of Leeds in the afternoon peak, specifically between 1700 and 1759, by December 2019. We are also specifying an additional evening journey from Carlisle back to Leeds by December 2019.
- Manchester-Halifax-Bradford: We have specified one extra Northern train per hour on this route by December 2019, making a total of three services per hour. Bradford will also get a regular direct service to Manchester Airport by Dec 2019.
- Sheffield-Worksop (and Lincoln): There is currently one Northern train per hour between Sheffield and Lincoln. We have specified one extra train per hour between Sheffield and Worksop by December 2019 which will allow faster services between Sheffield and Lincoln by removing calls at smaller intermediate stations.
- Skipton-Lancaster: There are currently five Northern trains per day in each direction between Skipton and Lancaster. We have specified two extra trains per day in each direction by December 2019, making a total of seven trains in each direction.

**4.42** We have made a number of changes to make the first train earlier and the last train later than at present. There are some locations where we would have liked to have gone further in our specifications in relation to this, but we have needed to strike a balance between increasing services and ensuring that Network Rail have enough time to maintain the tracks; these maintenance works can sometimes only be carried out overnight, particularly on busy routes. We require the train operators to successfully work with Network Rail on developing further options for earlier and later first and last trains.

## Sunday Services

**4.43** Many respondents to the consultation said that they wanted to see more train services on Sundays, particularly in areas that either did not have a Sunday service at all or did not have a regular service pattern throughout the day. Respondents often commented that passengers travelling for leisure, tourism or work purposes on Sundays would benefit from better train services.

**4.44** On many routes, we have changed the first train on a Sunday to be earlier than at present and made the last trains later. Some of the additional specific frequency improvements to Sunday train services for the new franchises are summarised below.

**4.45** North-east / Teesside:

- Middlesbrough-Manchester: Middlesbrough will see its TPE service frequency doubled on Sundays by December 2017, giving an hourly service instead of the current two-hourly service. The first direct TPE train from Middlesbrough to Manchester will run more than an hour earlier than today by December 2017.
- Middlesbrough-Nunthorpe: There are currently no Sunday services between these locations for part of the year. We have specified that there will be an hourly Northern service between Middlesbrough and Nunthorpe all year round by December 2017, with these additional services providing improved connectivity with James Cook University Hospital.
- Middlesbrough-Sunderland-Newcastle: There is currently a two-hourly Northern service on this route, with a couple of extra services. By December 2017, this will become an hourly service.
- Morpeth-Newcastle (and MetroCentre): There are currently no Northern services on this route on Sundays. There will be seven Northern services per day by December 2017, serving Newcastle and MetroCentre.
- Whitby-Middlesbrough: There are currently Northern services on Sundays on this route for part of the year only. By December 2017, the route will have Sunday services all year round.
- Bishop Auckland-Darlington: There are currently five Northern trains per day between Bishop Auckland and Darlington. This will increase to eight Northern trains per day by December 2017.

**4.46** North-west and Scotland:

- Barrow-Whitehaven: There are currently no Sunday services on this route. We have specified that Northern train services will operate on the full length of the Cumbrian coast on Sundays by December 2017. This will greatly improve the public transport options available to local residents, as well as making it possible for visitors to make day trips and weekend trips by train.

- Liverpool-Wigan: We have specified one extra Northern train per hour on Sundays on this route by December 2017, making a total of two trains per hour.
- Macclesfield/Stoke Line: There are currently five Northern trains a day on this route on Sundays. We have specified an hourly service all day by December 2017.
- Manchester-Edinburgh: We are specifying one extra Sunday train service each way between Manchester and Edinburgh by December 2017.
- Manchester-Glasgow: We are specifying one extra Sunday train service each way between Manchester and Glasgow by December 2017.
- Manchester-Sheffield: The 'Hope Valley' route between Manchester and Sheffield will have a more frequent TPE Sunday morning service from Manchester by December 2017, with the first TPE train running earlier than the current first train.
- Manchester-Stockport-Chester: There is currently a two-hourly Northern service on this route on Sundays, but this will become an hourly service by December 2017.

#### 4.47 Yorkshire, the Humber and East Midlands:

- Bradford-Skipton and Bradford-Ilkley: There is currently a two-hourly Northern service on each of these routes. We have specified hourly services by December 2017.
- Cleethorpes-Manchester: The last direct Sunday service back to Manchester from Cleethorpes will be an hour later than the current last direct service by December 2017.
- Hull-Bridlington-Scarborough: There are currently six Northern trains per day between Hull and Scarborough. This will increase to twelve trains per day by December 2017.
- Hull-Manchester: Hull will have more direct TPE trains to and from Manchester on a Sunday by December 2017, with the first direct train to Manchester arriving at least 45 minutes earlier than the current first direct train.
- Leeds-Doncaster: The current two-hourly Northern service between these locations will become an hourly service by December 2017.
- Leeds-Harrogate: There is currently one Northern train per hour between these locations on Sundays. We have specified one extra train per hour by December 2017, making a total of two trains per hour.
- Leeds-Moorthorpe-Sheffield: We have specified an hourly Northern service on this route by December 2017, providing an increase from the current two-hourly service.
- Leeds-Selby: There is currently an irregular service pattern between these locations on Sundays. There will be an hourly Northern stopping service between Leeds and Selby by December 2017.

- Sheffield-Penistone-Huddersfield: The current two-hourly Northern service between these locations will become an hourly service by December 2017, going through to Huddersfield.
- Sheffield-Worksop-Lincoln: We have specified significantly enhanced Northern services on this route by December 2017. An hourly service will operate from late morning, compared with the current mid-afternoon start.
- York-Hull: There is currently an irregular service pattern between these locations on Sundays. There will be an hourly Northern stopping service between York and Hull by December 2017.

## Extended Routes

- 4.48** The route extensions that we are specifying for the new franchises will expand the direct services available for passengers. They include:
- Leeds-Manchester (via the Calder Valley): Northern services between Leeds and Manchester (via the Calder Valley) will be extended to Warrington and Chester (one train per hour by December 2017) and Manchester Airport (one train per hour by December 2019).
  - Manchester-Todmorden: The current Northern services between Manchester and Todmorden will be extended to Accrington and Blackburn, using the new 'Todmorden curve'. This improvement is due to begin before the start of the new franchise.

## Boxing Day Services

- 4.49** We are looking to bidders to use their knowledge of the market to develop with Network Rail proposals to introduce services on Boxing Day. As part of the bid evaluation of the franchise competitions, additional credit will be given to bids that include commitments to operate services on Boxing Day.
- 4.50** The successful bidders for each of the franchises will, in any case, be required to submit proposals for Boxing Day services within the first year of their franchise terms.

## Other Future Improvements

- 4.51** Possible future improvements for the new franchises include the following:
- Liverpool/Blackpool-Scotland: There will be an opportunity for TPE bidders to propose to operate new direct services between Liverpool or Blackpool and Scotland.
  - Manchester-Huddersfield-Leeds (North TransPennine route): Electrification of this route, along with line speed improvements, will facilitate significant further service enhancements over and above those that we are currently requiring bidders to plan for. It is anticipated that this will bring more, and faster, services by enabling TPE to operate a regular pattern of six fast and semi-fast services per hour, alongside enhanced local services operated by the Northern franchise. The detail of these

future enhancements will be negotiated with the operators during the franchise term, once the revised capability of the infrastructure following electrification is clear.

- Manchester-Sheffield ('Hope Valley' route): We received many consultation responses from individuals and organisations who wanted to see enhanced services on the 'Hope Valley' route between Manchester and Sheffield, particularly expressing a desire for an hourly service calling at all stations every day of the week. Respondents felt that an hourly stopping service would encourage rail use by commuters, visitors to the Peak District and those travelling for leisure purposes. We recognise and understand this ambition for increased services. Network Rail is currently carrying out a consultation on the proposed infrastructure changes for this route. The train operators for the Northern and TPE franchises will be required to develop proposals for extra services on the line, once the timing and outputs of infrastructure enhancement schemes are clear.
- Manchester-Scotland (via Wigan/Bolton): We expect that once the Manchester-Bolton-Chorley-Preston route is electrified, the TPE Manchester-Scotland services that have been running via Wigan will go back to running via Bolton, as they did previously. Although this would mean that services between Wigan and Manchester will decrease from six trains per hour to five trains per hour after December 2017, we will be asking for Northern to provide an additional Wigan-Manchester service, restoring the sixth train. We are leaving flexibility for Northern bidders to decide whether to route their trains to Barrow and Windermere via Bolton, as is currently the case, or via Wigan; if a route via Wigan was selected, there could then be a seventh service between Wigan and Manchester.
- Whitby – Middlesbrough: We are aware of the proposed development of a potash mine near Whitby and the proposal to increase services on this route should it go ahead. The Northern operator will be required to work with York Potash Limited as funder of the scheme, North Yorkshire County Council and the Esk Valley Railway Development Company to implement such improvements.

**4.52** We received detailed proposals from Nottinghamshire County Council about their ambition for faster services between Nottingham and Leeds and elsewhere, including details of how this could reduce costs and release rolling stock by enabling the service to be run with one less train set and crew. Bidders will be expected to identify and lead the implementation of journey time reduction opportunities in conjunction with Network Rail and other operators, both as part of their submission and during the franchise.

**4.53** Other TSR improvements may be possible in addition to the ones listed above, including those that are dependent on future infrastructure schemes. It will be possible for these and any other service additions to be promoted during the franchise term. Bidders will be encouraged to offer additional services where they believe there is the demand to justify this. Bidders will be able to promote these on an experimental basis to test the market, particularly where a route currently receives only a sporadic or 'parliamentary' service.

**4.54** Bidders will be required to work with the promoters of local initiatives to open routes and stations that have potential to enhance the railway and encourage economic growth. Specific schemes that we currently envisage they will need to help deliver, or continue to serve if they are in place before the franchises start, are:

- the route between Ashington and Newcastle, sponsored by Northumberland County Council (target implementation date December 2019);
- the station at Apperley Bridge, sponsored by West Yorkshire Combined Authority (target date August 2015);
- the station at Kirkstall Forge, sponsored by West Yorkshire Combined Authority (target date October 2015);
- the station at Low Moor, sponsored by West Yorkshire Combined Authority (target date April 2016);
- the station at Ilkeston, sponsored by Nottinghamshire County Council (target date December 2015);
- the station at Warrington West, sponsored by Warrington Borough Council (target date March 2017);

**4.55** The information above provides a summary of enhancements that are contained in the TSR for the franchises. The list of enhanced services is not exhaustive. The full service specification on individual routes can be found in the TSR documents on the DfT website.

## Providing More Space for Passengers

**4.56** Crowding is currently a major issue for TPE and Northern passengers, particularly at peak times and on routes to and from major cities in the region. There is also crowding outside of peak times on TPE, such as on Friday and Sunday evenings. We expect that the number of people using Northern and TPE services will continue to increase during the length of the franchises. Crowding on both franchises was an issue raised by many consultation respondents, who commented on a number of specific routes and services where there are currently crowding issues.

**4.57** For the new Northern and TPE franchises, it is important that there is sufficient capacity for commuters, leisure travellers and tourists, supporting the economy of the north. There are opportunities for additional capacity to be delivered in a variety of ways, including longer trains, increased frequencies or extra services. For the Northern franchise, there could also be opportunities to increase capacity through the reconfiguring of train interiors; this might include more standing room being provided on appropriate routes, as has been introduced on South West trains into London Waterloo.



We will be specifying that the train operators for the new franchises must provide additional capacity to generally bring crowding levels in line with Rail Executive's standards by December 2018 for TPE and December 2019 for Northern. This equates to more than one third extra capacity compared with May 2014. We require franchise operators who will provide sufficient capacity to accommodate their forecast levels of demand on all train services, with reasonable standards of comfort for passengers using the services. Bids for both franchises will be assessed against a benchmark of providing passengers with a reasonable expectation of a seat when they board the train or, in the case of peak services only, within 20 minutes of boarding.

**Figure 4.3 – Providing more space for passengers**



**4.58** We have specified the minimum capacity requirements for peak services into and out of the largest urban centres served by both franchises. The capacity performance regime will more than double the number of trains that we currently monitor for peak capacity. We will be introducing stringent performance metrics from day one of the franchises, with the train operators having new financial incentives to work with all stakeholders and Network Rail to improve performance. There is an added incentive to lessen the number of trains that do not meet planned passenger-carrying capacity by

penalising the franchise operators for any train that does not meet the capacity that was planned for.

**Table D – Additional peak capacity being provided in the morning peak period, 0700-1000**

Location	Northern (seats + standing)	TPE (seats)	Total (capacity)
Leeds	3800	2100	5900
Liverpool	1800	600	2500
Manchester	17200	2200	19400
Sheffield	1900	499	2400
<b>Total</b>	<b>24800</b>	<b>5500</b>	<b>30300</b>

**Table E – Additional peak capacity being provided in the morning peak period, 0700-1000, in percentages**

Location	Northern (seats + standing)	TPE (seats)	Total (capacity)
Leeds	15%	38%	19%
Liverpool	30%	80%	36%
Manchester	49%	44%	49%
Sheffield	33%	61%	36%
<b>Total</b>	<b>34%</b>	<b>45%</b>	<b>36%</b>

## Delivering Better Trains

**4.59** Consultation respondents generally expressed concern at the suggestion of improving the quality of trains at the expense of some lightly-used services. Respondents felt that improving the quality of rolling stock should be a priority but that services should not have to be sacrificed to do so. Although we suggested the possible trade-offs between trains and services in the

consultation, we have decided that there is a strong case for improving rolling stock without reducing service levels.

- 4.60** The specifications we have set out in the ITTs, as well as the focus that we have placed on the quality of service offered for passengers in bids, are intended to bring about transformational improvements in the quality of trains for the franchises.

Accommodating the expected increase in passenger numbers will require additional rolling stock to be introduced to the north of England, both on electrified and non-electrified routes. The introduction of electric trains when electrification works are complete will release diesel trains for use elsewhere, and we are also looking for an increase in diesel trains to meet long-term demand.

## Northern

- 4.61** The majority of respondents to the consultation regarded much of the current Northern rolling stock to be inadequate, especially given the growth in passenger numbers during the last franchise term. This was particularly the case with the 'Pacer' trains, which are the Class 142 and 144 Diesel Multiple Unit (DMU) rail-buses used across the network since the mid-1980s. These rail-buses do not comply with European standards for accessible trains, meaning that they would require adaptation or replacement by 2020 at the latest. We share the views of those who want to see a step-change in the quality of Northern rolling stock, and we have put together an ambitious specification that will result in a visible transformation of the Northern fleet.

We are looking for a complete modernisation of the Northern rolling stock fleet, which will involve replacing Pacer trains completely by 2020 and delivering high-quality modern trains for passengers. Bidders' rolling stock plans must include at least 120 new-build carriages for use on non-electrified routes. The new carriages that will be introduced on the Northern network, along with the release of diesel units following the introduction of electric trains on newly-electrified routes, will enable the replacement of the Pacer units. Existing electric and diesel trains on Northern will receive a complete modernisation to make them 'as new' as soon as practicable after franchise start, with the emphasis that the design of new and existing interiors should feel thoroughly modern and focus on passenger comfort.

- 4.62** We have specified that we will require the new Northern operator to operate a substantively differentiated rolling stock fleet for its longer distance

services as soon as practicable, including the routes that will be remapped from TPE. We have set out the minimum requirements for the fleet, including effective heating, air conditioning and reliable information systems. We expect there to be adequate space for luggage, particularly on routes that serve airports or tourist centres. The minimum requirements also include modern facilities that consultation respondents told us they would like to see in the trains they use, including wi-fi and power sockets.

- 4.63** Bidders will receive extra credit for rolling stock proposals that better meet the needs of scenic and tourist routes.

Ambitious National Rail Passenger Survey (NRPS) benchmarks for passenger satisfaction with rolling stock have been set, demanding a significant improvement on current performance. By the end of the franchise period, we expect passengers to have a similar level of satisfaction as that currently achieved on comparable franchises.

A service quality regime will be in place, providing a financial incentive for the new Northern operator to ensure that the train fleet is maintained in excellent condition, and to a high standard of cleanliness, throughout the operating day.

## TPE

- 4.64** Consultation respondents generally considered TPE rolling stock to be significantly higher in quality than that of Northern. This reflects the fact that TPE has one of the newest fleets of any train operator, with an average age of under 8 years. We require a franchise operator who will maintain and further enhance the quality of rolling stock in order to meet NRPS benchmarks for increasing passenger satisfaction.
- 4.65** We have specified that the franchise operator will continue to provide modern, comfortable and reliable rolling stock. This includes the provision of on-board facilities appropriate to longer-distance inter-city services, in keeping with the focus of the TPE franchise on providing high-quality inter-regional services.
- 4.66** The TPE operator will need to provide sufficient quantity of suitable rolling stock to deliver the services and capacity required in the Train Service Requirement (TSR).

## Providing Better Stations

- 4.67** We will be requiring the successful Northern bidder to make substantial investment in the franchise's small, medium and large stations across the

north of England. They will commit to delivering a £30m Station Improvement Fund invested in additional facilities on Northern stations, which will lead to a step change in the quality of many stations. We are mandating that a proportion of this fund must be targeted at smaller stations, which have generally received less investment in the past.

**4.68** The investment will be used to enhance the following aspects:

- How safe and secure customers feel;
- How informed customers are about rail and other station services, particularly during periods of disruption;
- The choices customers have in terms of ticket and other retail purchases; and
- The provisions made for customers' physical comfort and protection from the elements.

**4.69** The successful bidders for each franchise will need to engage with local communities, asking them about the improvements they would like to see in their stations; this will then allow the train operators to focus on implementing the improvements that matter most in that local area through a Social and Commercial Development Plan. We are also requiring the bidders to identify the stations that have redundant or under-utilised buildings and facilities that have commercial development potential or could be developed for social purposes. These initiatives could serve the needs of customers and local communities, as well as sustaining and enhancing the viability of station-based ticket retailing. Many consultation respondents expressed an ambition for stations to become 'community hubs', providing opportunities for facilities to be developed for retail and social purposes and resulting in an enhanced staff presence throughout most hours of station operation.

Bidders will be required to detail how they will use their dialogue with stakeholders to make customer experience improvements in the latter years of the two franchises, specifically through a Customer and Communities Improvement Fund (CCIF). The Northern CCIF will be set at £2.3million per year and the TPE CCIF will be set at £700,000 per year, from Year 4 of each franchise onwards. The CCIF will ensure that investment continues throughout the lengths of the franchises, rather than only being concentrated in the first few years.

**4.70** On these two franchises we are also implementing a completely new approach to asset management responsibilities, including transferring some responsibilities that currently rest with Network Rail to train operators where they better fit. The operators will also be required to work with Network Rail and relevant local stakeholders to develop a Station Asset Management Plan with a 40 year horizon, which will properly recognise that investment in

stations needs to be appropriately planned over a much longer timescale than the term of an individual franchise.

**Figure 4.4 – Providing better stations**



- 4.71** During the specification stage, we received a proposal from Network Rail to become Station Facility Owner at Manchester Victoria and Manchester Oxford Road instead of Northern. In addition, the Greater Manchester Combined Authority (GMCA) recently submitted a business case to take over total responsibility for all stations in the Greater Manchester area – including those operated by Northern, TPE, Virgin West Coast and Network Rail – such submission being allowed under the recent agreement with government on increased devolution. Because there is insufficient time at this stage to properly evaluate the GMCA proposal, which would break new ground for national rail stations, bidders will base their proposals on the status quo. If either of the Network Rail or GMCA proposals is agreed in due course, it would be considered as a possible in-franchise change.

## Improving the Customer Experience

- 4.72** There is a drive to improve customer service across the rail industry as a whole and the north of England is no exception to this. Improving customer satisfaction will be a key priority for both franchises and we have placed substantial emphasis on improving the customer experience in the franchise competitions.
- 4.73** Overall satisfaction with Northern's services has been below that of comparable regional franchises over the last seven years, as well as being significantly lower than the best franchise in its class. The gap between satisfaction with Northern and that of comparable franchises has increased in recent years, reflecting the age and quality of rolling stock operated on Northern and the inconsistent level of facilities offered at the stations it manages. Overall satisfaction with First TransPennine Express services over the last seven years has been broadly similar to that of comparable long-distance franchises, but it has been slightly below average recently and significantly lower than the best franchise in its class.

**Figure 4.5 – Customer Experience**



- 4.74** Challenging NRPS improvement targets have been set for the new franchises in order to bring customer satisfaction scores more in line with the better performing rail franchises.

- 4.75** There will also be a service quality monitoring regime for the Northern franchise to make sure that the facilities that matter most to passengers – such as those relating to security, cleanliness and information provision – are maintained. The future Northern and TPE operators will both be required to regularly publish information on the franchise’s performance across a range of operational and customer service areas to increase the transparency of the railways in the north.

We view engagement with passengers as being crucial to improving the overall customer experience, including passengers with mobility impairments and other protected characteristics. We have worked closely with Passenger Focus to understand how this can be improved. We are asking bidders to demonstrate a customer-driven culture where dialogue with customers of all backgrounds and abilities drives decisions and operational activity. For example, bidders will be required to provide passengers with the ability to report any issues with stations or trains, and receive updates on the remedial action taken.

- 4.76** Respondents to the consultation expressed a lot of interest in the improvement of the door-to-door journey experience for rail passengers, emphasising the need for effective interchange between different modes of transport and suggesting possible train and station design improvements. Bidders are being asked to expand their horizons beyond the train service they operate by setting out how they will improve the door-to-door journey experience for passengers, in line with the DfT’s door-to-door strategy<sup>9</sup>.
- 4.77** We are also requiring bidders to do much more to improve connectivity and to recognise that the franchises are part of a wider railway and public transport network. Franchise maps will be required to show other operators’ routes and we will encourage bidders to work closely with other train operators, Rail North, local transport authorities and tram, light rail and bus operators to ensure that appropriate connections are provided and promoted and that these connections are suitably adjusted after timetable changes.

Wi-fi will be fitted on every Northern and TPE train, providing free internet access to passengers in places where there is train-to-internet coverage. This will be put in place by the end of 2019 at the latest, but bidders will be encouraged to introduce wi-fi earlier than this where possible.

<sup>9</sup> <https://www.gov.uk/government/publications/door-to-door-strategy>



- 4.78** Things inevitably go wrong from time-to-time on the railways. The successful bidders for each franchise will be required to introduce the improved Delay Repay compensation scheme, which is a system that train companies use to compensate passengers for delays and cancellations. We are looking to bidders to introduce systems and technologies that will make claiming and receiving compensation as simple, quick and fair as possible.
- 4.79** Many consultation respondents expressed a significant amount of concern about fare evasion and the inability to pay the fare on the part of those that want to do so, particularly on the Northern franchise. Some commented that guards are not always able to check tickets along the whole length of the train, due to crowding on the service or the requirement for them to go to the back of the train to operate the train doors at every stop. There were also comments that ticket barriers were needed, especially at larger stations, and various respondents stated that ticket offices and staff at stations were an important factor in helping to reduce fare evasion. Effective collection of fares plays a key part in ensuring fairness for passengers who do pay, as well as contributing to the long-term sustainability of the franchises. As a result of these concerns, we commissioned a comprehensive independent survey of 'ticketless travel' on both franchises, with over 135,000 passengers surveyed over both franchises. These reports are available on the Department's website and show that for Northern, between 6.6% and 11.5% of revenue is 'at risk' of not being collected. The upper end figure equates to approximately £30m a year. For TPE, the report suggests that 4.1% of revenue is 'at risk', equivalent to £8m per year.

Bidders will be required to identify solutions to improve revenue protection by driving down ticketless travel. This includes detailing how they will enable staff to exercise suitable discretion in those cases where the passenger has made a genuine attempt to buy the correct ticket.

### **Customer-Facing Staff**

- 4.80** There was a mix of views on whether the primary role of guards should be the checking of tickets and collection of fares, facilitated by Driver Controlled Operation (DCO), rather than the guard being responsible for operating the train doors. Some felt the introduction of DCO might increase fare evasion, as the guard would not be able to secure the door until the fare was collected, but others supported the use of DCO and felt that it would reduce incidences of guards being unable to check tickets through the whole length of the train.
- 4.81** We recognise that providing face-to-face customer service on board trains and at stations is important for passengers on these franchises. In common with past practice on these franchises and on other competitions, we will not be specifying particular staffing levels or structures as these are matters for

the train operator. However, relying on a guard to open and close doors every time the train stops is an impediment to improving customer service, revenue collection and can adversely affect operational performance. Bidders for the Northern franchise will therefore be expected to gradually introduce Driver Controlled Operation (DCO) on parts of the network, with the driver being responsible for all safety aspects of the train, including operating the train doors. This will free up the second member of staff on board to focus on serving passengers – including by helping those with mobility impairments or other disabilities – selling and checking tickets and providing a sense of security. We expect the second member of staff to be suitably trained and customer-focused. Bidders will only be allowed to plan to operate trains without a second member of staff on board where it can be demonstrated that passengers will still be able to purchase a ticket at the station or on-board the train, that they will still have access to appropriate information about the service and that they will feel no less safe and secure.

- 4.82** Giving responsibility to the driver to operate the doors will improve train dispatch and help to reduce the length of time that trains spend at the stations. The practice of putting drivers in control of door operation has been in safe use on significant parts of the rail network for nearly 30 years and also removes the frustration of trains being delayed or cancelled as a result of no conductor being available, for example because through no fault of their own they have been delayed on another service.
- 4.83** Similarly, we are not specifying station staffing levels, and the requirements for ticket office opening hours remain as the requirements are now (see section 4.92 below). We will, however, be looking for bidders to be innovative in using staff flexibly to maximise the benefit to customers of face-to-face contact, both on stations and on trains, in ways that are most suitable for the local circumstances and the time of day.
- 4.84** We consider that the provision of good quality employment opportunities across the region is an important part of the railway. It should be noted that the large increase in train service levels set out above is likely to lead to an increase in such opportunities.

## Strengthening Community Rail

- 4.85** Community rail has played a big role in the development of many local lines across the north of England that are served by the two franchises. There are 18 Community Rail Partnerships (CRPs) in the north, of which 16 have been formally designated as community rail lines and/or services. In addition, there is the Settle-Carlisle Development Company, which is not a CRP but has developed exemplary partnership models, which we will require the Northern operator to continue to engage with and support.

Community rail has been a great success that we want to continue in the new franchises. To achieve this, we will require that the Northern operator provides substantially increased levels of support of £500,000 a year over the length of the franchise term and the TPE operator continues to engage actively with the partnerships.

We expect both franchises to reflect their important roles within the local community, whether that is done through ensuring that stations are integrated into the urban realm, developing partnerships with local businesses and social enterprises or using redundant buildings at stations.

- 4.86** The ambitions outlined above and the measures described below have been developed in partnership with the Association of Community Rail Partnerships (ACoRP) and using the community rail specialism within Rail North.

#### **Northern**

- 4.87** We will require the new Northern franchise to make a substantial financial contribution to the CRPs across the north of at least £500,000 per annum, which is more than double the current commitment. In addition to this, the new Northern franchise will be required to appoint a manager of suitably senior status to develop community rail in the north of England, and to work with the CRPs. The aim of this specialist capability is to maximise the benefits of community rail, and develop and implement new policies. It will proactively engage with CRPs and station partnerships across its network, and its objectives will include:

- developing timetable specifications;
- marketing;
- the development of stations as community hubs;
- rolling stock development and deployment;
- working with volunteers, particularly at stations; and
- working with CRPs to develop their capabilities.

#### **TPE**

- 4.88** The TPE franchise will no longer directly serve any Community Rail lines, following the remapping of the lines from Lancaster to Barrow-in-Furness and Oxenholme to Windermere to the new Northern franchise. For this reason, the successful bidder will not be required to make a financial contribution towards community rail. Its services will, however, still link up with a number of community rail routes, and we shall require the train

operator to maintain a proactive involvement with those partnerships. Credit will be given to bids that offer additional commitments.

## Simplifying Fares and Improving Ticketing

### Fares

**4.89** In the consultation, we asked for views on increasing below-average fares over time to levels typical on the rest of the network in order to improve local services. From the organisations and individuals who responded, a significant number indicated that they would be prepared to accept a rise in fares, as long as it was linked to tangible and locally-specific improvements in services and the quality of rolling stock; further detail on the responses we received is provided in Annex A. However, a key factor highlighted was the gap in income between the south-east and the north of England, and between rural areas and cities within the north. Some respondents stated that there can be social and economic reasons for keeping some fares low, and that fares should reflect local circumstances.

We have listened to the views that were presented to us. We are requiring bidders to bid on the assumption that the overall permitted annual fare increase for Northern and TPE will be the same as for the rest of the country.

**4.90** There are wide variations in the level of fares across Northern, with historically some fares – mainly within the Passenger Transport Executive (PTE) areas – being comparatively very low, whilst some are quite expensive in relation to the distance travelled. This has led to split ticketing, fare evasion and rail-heading by road to cheaper stations. Our approach will be to encourage bidders to simplify fares and we are proposing to amend some fares regulations to enable this to happen.

We are proposing a small number of technical measures that are will enable bidders to improve the consistency of the pricing for rail journeys. With the current complexity in fare levels it would be difficult to implement smart ticketing and therefore these changes to regulation would allow bidders to work with stakeholders to develop a system of zonal fares across a wider area, along with the 'Smart in the North' programme (see 4.94). All of these objectives are consistent with Rail North's Long Term Strategy.

## Ticketing

- 4.91** The consultation sought views on how best to provide passengers with ticket buying opportunities, recognising that ticket buying habits are changing. Passengers can purchase their rail tickets through a variety of modes, from ticket offices to smart phones. With growing demand for rail travel, many ticket offices will continue to be busy and will remain an important way for passengers to buy their tickets.
- 4.92** We have not specifically included in the ITTs any requirement for bidders to change ticket office hours. Train operators can propose changes to ticket office opening hours following the usual arrangements in the Ticketing and Settlement Agreement, which is separate to the franchising process. Public consultation is a requirement for major changes and train operators would need to consider the broader impacts on passengers' ability to access information and assistance at stations.
- 4.93** Smart ticketing has been identified as one of the key mechanisms that can deliver an improved customer experience. As such, the Department confirmed its plans and commitment to the delivery of smart ticketing on rail in the 'Rail Fares and Ticketing: Next Steps' report<sup>10</sup>, published in October 2013.
- 4.94** We believe that a co-ordinated approach is necessary in order to ensure that smart ticketing on rail is delivered in a way that is successful, well-managed, represents good value for money and safeguards the interoperability of the railway. Moving away from a franchise by franchise approach represents a new strategic direction for delivering smart ticketing, which we calculate can achieve economies of scale and a better integrated system.

We want train operators to bring forward measures that will improve the services they offer for passengers in ticket retailing. The successful bidders for the Northern and TPE franchises will be required to join and cooperate with all local ticketing schemes for multi-operator and multi-modal products in the North of England and Scotland. They will also be required to participate in the 'Smart in the North' smart ticketing scheme, which is currently in the early stages of development by the Department and other stakeholders, including Transport for the North.

- 4.95** In addition to the measures outlined above, Rail Executive's work on ensuring that passengers can easily choose the most suitable ticket for every journey continues. In December 2014, Rail Minister Claire Perry chaired a summit with the rail industry – including train operators – to look at how the industry can ensure passengers get the best possible deal from

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<sup>10</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/249001/fares-ticketing-next-steps.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/249001/fares-ticketing-next-steps.pdf)

station ticket machines. It was made clear at this summit that there is no excuse for poor quality of information, restricted ticket choice or confusing screen directions at ticket machines, and that improvements need to be made as soon as possible across the country.

## Providing Responsible Franchise Management

### Franchise Management

- 4.96** Subject to successful conclusion of the intended partnership agreement, the contracts for the new franchises will be managed jointly by the DfT and Rail North through a formal partnership. This approach will mean that contract management is carried out by a local team, planned to be based in Leeds, utilising local knowledge and benefiting from the input of Local Transport Authorities in the region, as well as drawing on some of Rail Executive's support functions.

### Management Structure

- 4.97** We are looking for the Northern franchise to structure its management in a way that properly reflects the diverse geographic regions and passenger markets that it serves. There should be responsive local management close to the customer and, in particular, there will be a distinct management unit responsible for services in the north-east of England. This was specifically requested by the Local Authorities in the region, to provide a local focus for a distinct service group that is geographically separate from most of the franchise.

### Workforce Development

- 4.98** The railway is great place to work and it is the human element that is crucial to its future success and growth. The franchises – and their sub-contractors – should offer secure, worthwhile jobs and fulfilling career opportunities across the areas that they serve and the expansion and growth we expect in these franchises will assist in this aim.
- 4.99** For both franchises, we require train operators who will lead, structure and manage their organisation and workforce well throughout the franchise terms, including in areas such as staff wellbeing, apprenticeships and training. The successful bidders will need to develop management and leadership skills throughout the organisation, understanding and improving the skills and abilities of staff members.

### Stakeholder Engagement

- 4.100** We require train operators who will work proactively in partnership with industry stakeholders to support wider rail industry strategies, including better strategic planning at industry level and between passenger service and freight operators. Bidders will need to present their strategy for

engagement with all stakeholders, including how they have understood stakeholder priorities for future improvement and how feedback will be acted upon.

## **Environment and Sustainability**

- 4.101** The successful bidders will be required to have regard to the 'Rail Industry Sustainable Development Principles'<sup>[1]</sup> in managing and operating their franchises. This will include taking a long-term, whole railway industry view of the benefits of investing in environmental and socio-economic sustainability.
- 4.102** The train operating companies will need to keep up to date with sustainability best practice in the rail industry and other sectors, reflecting this in their plans and programmes.
- 4.103** To promote more environmentally-friendly behaviour, each franchise will also be required to meet targets for improvements in respect of its carbon emissions, energy consumption, water usage and recycling.

## **Corporate and Social Responsibility**

- 4.104** We want partners for the franchises who can demonstrate good corporate and social responsibility.

## **Complying with Equality Obligations**

- 4.105** We have ensured that the specifications for the franchises were produced in accordance with the equality duty under the Equality Act 2010. Further information on the Equality Act 2010 can be found on the UK government website<sup>11</sup>.
- 4.106** As part of their licensing obligations, train operators must establish and comply with a Disabled People's Protection Policy (DPPP) that sets out how they will protect the interests of disabled users of their trains and stations. Further information on this duty in relation to boarding trains and accessing stations can be found on the Office of Rail Regulation website<sup>12</sup>.

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<sup>[1]</sup> <http://www.rssb.co.uk/Library/improving-industry-performance/2009-report-rail-industry-sustainable-development-principles.pdf>

<sup>11</sup> <https://www.gov.uk/equality-act-2010-guidance>

<sup>12</sup> <http://orr.gov.uk/info-for-passengers/passengers-with-disabilities>

# Annex A – Summary of Consultation Responses

We have endeavoured, in good faith, to produce a summary of the responses to each of the 32 questions asked in the consultation document.

The summaries encapsulate the range of views provided in response to the consultation, reflecting the interests of the broad spectrum of stakeholders consulted.

The total numbers of responses to each of the consultation questions can be found at the end of Annex A.

## **TO1: What are your views on increasing below-average fares over time to levels typical on the rest of the network in order to improve the frequency, capacity and quality of local services? Do you have any evidence to support your views?**

Within the organisations and individuals who responded, there was roughly a 50/50 split between those who supported the suggestion of increasing fares to provide investment into the train service quality and those who opposed this suggestion. The Local Authorities (LAs) presented a range of views, many supporting the possibility of increasing below-average fares as long as they were proportionate to the level of tangible improvements to the service. It was also stressed that the route-specific impacts of fare increases must be carefully considered on a case-by-case basis prior to introduction. Other authorities felt that starting with the premise that trade-offs are needed was wrong, commenting that this starting point lacked ambition. They believed that the focus should be on growing the railway, in line with economic aspirations.

Around 57% of the organisations that responded supported the proposition to increase below-average fares over time to levels typical on the rest of the network in order to improve the frequency, capacity and quality of local services. Around 37% of the organisations supported a rise in fares once some tangible improvements in services and rolling stock have been shown. Around 43% of the organisations that responded did not agree with a fare increase, generally stating that the economy of the area – such as the cost of living, average wages and deprivation levels – should be the strongest factor when considering an increase in fares.



51% of the individual respondents opposed any increase. One of the most common reasons given was that, historically, rail in the north has suffered from a lack of investment and this needs to be corrected. Maintaining ticket affordability is also an important issue. 49% of the individual respondents conditionally agreed with the suggestion of increasing below-average fares – many of the individuals stated that they would support the increase of fares following improvements in quality, that the process of fare rises would need to be gradual over time and that changes should be implemented in partnership with the relevant local authorities to best understand local requirements.

In many of the responses from organisations and individuals, revenue protection was highlighted as an important issue. Many respondents commented that if further measures were put into place to prevent ticketless travel, it could generate significant additional revenue to pay for improved frequency, capacity and quality of local services.

It was suggested that an additional area for improvement in the next franchise would be to devise better fare structures that are fair and reflect the length of travel and the level of crowding on the routes. Many respondents commented that fare anomalies have skewed the perception of travel in the region, as people split journeys in order to obtain cheaper tickets.

Organisations and individuals alike felt that a significant increase in fares might shift demand away from the rail and on to other modes of transport, such as car travel or buses. They stated that this would not be sustainable in the long run and could result in significant congestion on the local road network.

One of the other key factors highlighted was the gap in income between the south and the north, and between rural areas and cities within the north. Some respondents stated that there can be social and economic reasons for keeping some fares low, and that fares should reflect local circumstances.

### **Our Response**

We have listened to the views that were presented to us. We are requiring bidders to bid on the assumption that the overall permitted annual fare increase for Northern and TPE will be the same as for the rest of the country.

Bidders will be required to identify solutions to improve revenue protection by driving down ticketless travel. This includes detailing how they will enable staff to exercise suitable discretion in those cases where the passenger has made a genuine attempt to buy the correct ticket. More information on dealing with fare evasion can be found at 4.79.

We are proposing a small number of technical measures that are will enable bidders to improve the consistency of the pricing for rail journeys. More information on simplifying fare structures can be found at 4.90.

**TO2: What are your views on giving priority to improving the quality of the Northern rolling stock at the expense of some reduction in lightly used services (e.g. fewer calls at low-use stations)? Do you have any evidence to support your views?**

Respondents were consistently dissatisfied with the quality of Northern rolling stock. This was repeatedly raised as a significant issue. There was a split in responses between those who agreed with reducing lightly-used services in order to fund more rolling stock improvements and those who opposed this suggestion.

The majority of LAs wanted a better quality of rolling stock, and many wanted to see 'Pacer' trains replaced as a priority. Where services are lightly used, some LAs suggested that this needs to be understood on a case-by-case basis rather than a blanket rule applied. Other LAs said that the franchise should focus on driving up use of rail.

Many respondents cited early withdrawal and replacement of the Pacer fleet as a key priority for the Northern franchise. They commented that the vast majority of the Northern fleet does not meet the requirements of the Persons of Reduced Mobility Technical Specification for Interoperability (PRM-TSI), and compares poorly with modern buses. Respondents considered that replacing the older trains and upgrading the rest to meet basic standards of comfort, reliability, information, accessibility and cleanliness would increase passenger numbers and support the economy across the north of England.

Most respondents disagreed with the proposed trade-off. They stated the following in support of this opposition:

- Improving rolling stock will increase demand at low-use stations, as the poor quality of trains discourages people from using rail.
- Many of the "lightly used services" are lightly used because they are very low frequency or poor quality. Improved frequencies and quality of services would attract more users and revenue.
- Reductions in service levels would cause station and line closures.
- Such a trade-off might not make a significant difference to the users of the rail services – whilst they would have better capacity trains, these trains would be less frequent, meaning greater demand on the less frequent trains.

As well as better trains, the respondents felt that the north needs more trains, to tackle overcrowding and to increase frequencies. They suggested that the new franchises should include investment in more trains as well as replacing and upgrading existing ones, with mandatory standards for the operator in terms of

maximum passenger numbers on trains and maximum times that passengers should expect to stand, as on the London and south-east commuter network.

### **Our Response**

Most respondents were not in favour of improving rolling stock at the expense of some reduction in lightly used services. We have taken these views into account when reaching our decision to protect the current levels of service as a minimum and not remove any services from the Northern and TPE franchises. We have also specified that the Pacer trains should be replaced.

We share the views of those who want to see a step-change in the quality of Northern trains, and we have put together an ambitious specification that will result in a visible transformation of the Northern fleet. We expect our specifications on rolling stock to contribute to the growth of rail as a mode of transport in the north.

More information on the quality of trains for the new franchises can be found from 4.59 onwards.

**TO3: What are your views on allowing some reduction in the hours ticket offices are open and staffed if this is accompanied by the ability for passengers to have widespread access to ticket buying opportunities (e.g. through new and improved approaches such as smart ticketing, increased advance purchase ticketing or via mobile phones), adequate measures to ensure vulnerable passengers are not disadvantaged and more effective customer service by both station and on-train staff? Do you have any evidence to support your views?**

There were differing views on the reduction of ticket office opening hours, with the majority of organisations opposing a reduction and the majority of individuals being in support of a reduction. The majority of LAs that responded were not in favour of reduced ticket office opening hours, stating that a staffed presence is valued for reasons of safety, accessibility and tourist information.

66% of the organisations that responded did not support the proposals and expressed concerns about reduced staffing at stations. Organisations believed that the ticket offices are not only important for the sale of tickets but for a wealth of other information relating to services.

Amongst individuals, the support for a reduction in ticket office hours was around 60%. Many individuals believed that the purpose of a ticket office should not only be the selling of tickets, stating that stations should become community hubs where retail services are extended. Those who supported some reduction in the ticket office opening hours stated that there was a safety requirement for all passengers at night time, especially those who are vulnerable or have difficulties with accessibility.

There was broad support for the introduction of ITSO compliant, multi-modal smartcards and other new forms of ticketing, with respondents viewing developments in ticketing as being important for the future. They requested that smart ticket methods should offer advance fares and a variety of ticket types, including season tickets, in order to be an effective substitution for ticket offices. There was significant support for the development of multi-modal options, and a suggestion of flexible season tickets for part-time workers. It was suggested that any reduction in ticket office opening hours and staffing levels must be accompanied by a demonstrable improvement in alternative and innovative means of ticket purchasing.

One concern that was raised was the complexity of the fares currently available on ticket machines. Respondents stated that the ticket machines work satisfactorily for local fares, but longer journeys have much more complicated fare structures that the machines struggle to cope with.

A significant proportion of respondents felt that there is currently inadequate protection of revenue and a large amount of ticketless travel that would be compounded by the removal of staff. Many stated that this correlates with a current lack of capacity; the current train operators do not have accurate information about passenger numbers due to ticket sales data being the main source of information. Respondents stated that a considerable amount of revenue is currently being lost and that the use of guards on the train to check tickets could combat this.

Whilst a large number of LAs highlighted the value of staff presence, it was expressed that they were open to a review of resources to ensure that staff are being put to best use, to improve the customer experience and protect revenue.

### **Our Response**

Demand for rail travel is growing. We recognise that many ticket offices will continue to be busy and will remain an important route for passengers to buy their tickets.

We have not specifically included in the ITTs the ability for bidders to propose changes to ticket office hours. Train operators can propose changes to ticket office opening hours following arrangements in the Ticketing and Settlement Agreement, which is separate to the franchising process. Public consultation is a requirement for major changes and train operators would need to consider the broader impacts on passengers' ability to access information and assistance at stations.

More information on ticket office opening hours can be found at 4.92.

We want train operators to bring forward measures that will improve the services they offer for passengers in ticket retailing.

More information on ticketing initiatives can be found at 4.91.

More information on ticket machines can be found at 4.95.

**COM1: How can local communities, local businesses and other organisations be further stimulated to play an active part in the running of Northern and TPE rail services, including at stations?**

Many individuals and organisations suggested the use of station adoption to incentivise the local community to play an active role in its railway, recognising the success of station adoption schemes in increasing patronage. Respondents believed that the new operators must encourage such involvement at other stations, whilst building on the successful station adoption scheme that has been well established by Northern Rail. The Association of Community Rail Partnerships (ACoRP) noted that a number of TOCs co-ordinate station adoption activities internally. They felt that it might be more appropriate to ask CRPs to assume this role, which would justify Community Rail Partnership (CRP) funding in exchange for clear outputs.

A recurring LA response was that the relevant train operator should be required to fund CRPs, with an appropriate level of staff support allocated to this activity. Some LAs also highlighted that issues such as leasing and liability need to be addressed to allow better use of stations. Furthermore, a desire for a set of minimum station standards was expressed, as well as committed, transparent funding to support the necessary uplift of stations.

There were comments on an expanded role for retail in stations. Respondents suggested that this initiative could be linked to local trade, where cafes or small shops are opened in the stations. Whilst the socio-economic benefits of such an expansion were recognised, the main reason given to support these small retail outlets is that safety would be improved if staff are at the station for increased hours.

Adequate committed availability of funding was a factor identified clearly in many organisation responses, being noted as a vital ingredient for further stimulating the role that local communities, local businesses and other organisations can play to enhance a better running of Northern and TPE rail services. There was a suggestion of offering and publicising grant funding streams, possibly involving matching funding from businesses and organisations, to support local schemes for improved facilities at stations.

ACoRP suggested that there may be opportunities for more established station adoption groups to assume – for a fee - wider responsibilities for cleaning, ticket sales, tourist information, refreshments, administration of car parks etc. This would give the relevant Train Operating Company (TOC) the opportunity to improve facilities at more lightly-used stations, as well as providing a level of financial support to these groups that would be closely linked to TOC aspirations.

ACoRP also felt that TOCs need to consider involving businesses, colleges and universities more in station projects and at an earlier stage. They stated that businesses will often see these projects as an opportunity to meet their corporate social responsibility goals or as a means to develop teamwork, whilst colleges and universities are frequently looking for opportunities to give students realistic tasks associated with their studies, particularly for those on art and design and social studies courses.

### **Our Response**

We recognise that there is great potential for the future train operators to further engage with local communities, organisations and stakeholders. The successful bidders for each franchise will need to engage with local communities, asking them about the improvements they would like to see to their services and stations.

Bidders will be required to detail how they will use their dialogue with stakeholders to make customer experience improvements in the latter years of the two franchises, specifically through a Customer and Communities Improvement Fund (CCIF). We are also requiring the bidders to identify the stations that have commercial development potential or could be developed for social purposes, serving the needs of customers and local communities and enhancing the viability of station-based ticket retailing.

More information on local community engagement and the CCIF can be found at 4.69.

## **COM2: What opportunities are there for Community Rail Partnerships to expand their role and range of activities?**

ACoRP advised that their 2007 report 'The Value of Community Rail Partnerships' calculated that a well-run CRP could return £4.60 for every £1 invested. ACoRP felt that this in itself should indicate the value of supporting and developing CRPs. A popular Local Authority view was that bidders should support, work with and fund CRPs.

A key opportunity identified by the responding organisations was expansion of the funding for CRPs. With growing spending cuts and the constrained budgets of LAs, CRPs have increasingly found it challenging to fund their current initiatives and increase their scope as funding is highly unstable. It was stated that CRPs need to be properly funded, as well as given opportunities to develop their lines and stations and to integrate them with the surrounding transport networks.

There were many suggestions for the expansion of the roles and activities that are carried out by CRPs. Organisations and individuals alike commented that stations

could become community hubs, with opportunities for retail and social enterprise. Many individuals commented that CRPs could take advantage of opportunities to re-open station buildings, possibly replacing lost facilities such as post offices, banking facilities and libraries and developing the retail strategy.

Many CRPs feel that they have played a leading role in the promotion of their respective lines. They consider that CRPs have an important role to play in bringing about multi-mode journeys, to develop an 'inclusive' approach to communities and their residents whilst opening up further opportunities for arriving visitors. It was noted that CRPs have also played a notable role on the Northern Rail Cycle Forum.

Many respondents recognised that CRPs, such as the Furness Line CRP, are working to make stations more welcoming to passengers. It was said that this is particularly the case with Northern stations, including improvements to passenger shelters and working with local colleges to commission student art to make stations more attractive.

Various organisations, including ACoRP, commented that there are opportunities for CRPs to be more closely integrated with the planning of local services, including through the possibility of Community Business Units embedded within the franchise. ACoRP stated that this would require a complete commitment from the relevant TOC and Network Rail, as well as a step-change in the way local CRPs operate; they also added that it would be vital for there to be someone within the franchise with clear responsibility for community rail. The organisations believed that if Business Units are to be established, it is essential to have a clearer idea about how the future franchise operators will fund and increase investment in CRPs.

### **Our Response**

Community rail has been a great success that we want to continue in the new franchises. We will require the new Northern franchise to make a substantial financial contribution to the CRPs across the north of at least £500,000 per annum. The TPE franchise will no longer directly serve any Community Rail lines, following the remapping of the lines from Lancaster to Barrow-in-Furness and Oxenholme to Windermere to the new Northern franchise. Its services will, however, still link up with a number of community rail routes, and we shall require the train operator to maintain a proactive involvement with those partnerships, offering credit for bids with further commitments.

More information on community rail can be found at 4.85 onwards.

**TPF1: Are you aware of any proposals for third-party funded changes not already indicated? Please provide details.**

The organisations and individuals who responded named various potential or planned third party funded changes. It should be noted that these are points that the respondents made and may not necessarily happen in the future. The list is not exhaustive and there may be other third-party funded changes that we were not made aware of.

The potential third-party funded changes that were mentioned by respondents included the following:

- First Hull Trains have proposed a partly privately funded scheme to electrify the Hull-Selby-Temple Hirst Junction route for their Hull to London services.
- Furness Line Community Rail Partnership is in discussion with the Morecambe Bay Partnership about funding for visitor hubs.
- Alliance Rail, through its subsidiary Great North Western Railway Company Limited (GNWR), proposes to run new direct train services between London and Blackpool from May 2017, and between London, Huddersfield and Leeds from December 2018. (It should be noted that on 22 December 2014, the Office of Rail Regulation wrote to the parent company, Alliance Rail, advising that it had decided to refuse this application<sup>13</sup>.)
- Friends of the Brigg and Lincoln Lines, in partnership with the Gainsborough Rail and Bus Group, are looking at the local Lincolnshire LEP for funding to rebuild Gainsborough Central.
- New open access services, including proposals from various locations in the north and Scotland to London provide direct links that do not currently exist.
- Subject to their current planning application for a potash mine – in the vicinity of the Esk Valley Line – gaining approval, Sirius Minerals Ltd have indicated that they wish to work with Northern Rail in the provision of additional services to serve their mine's transport needs.
- The Campaign for Better Transport (CBT) provided several suggestions for new or reopened stations and lines that have the support of LAs and LEPs; this included the Skipton-Colne line, Leamside line and proposals for a new station at Horden in the north-east.
- TfGM is committed to funding 3 extra platforms at Salford Central.
- Sellafield Ltd has investigated the sponsorship of additional trains for their workers.
- One individual stated that third party funding is being used to upgrade Burnley Manchester Road and Wakefield Kirkgate stations.

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<sup>13</sup> [http://orr.gov.uk/\\_data/assets/pdf\\_file/0020/16382/great-north-western-railway-company-limited-s18-decision-letter.pdf](http://orr.gov.uk/_data/assets/pdf_file/0020/16382/great-north-western-railway-company-limited-s18-decision-letter.pdf)



- New station and line improvement projects were also identified in Lancashire (Todmorden Curve, Cottam Parkway), Warrington (West Station), Sheffield City Region (Robin Hood Airport Station), West Yorkshire (Kirkstall Forge, Apperley Bridge and Low Moor) and York (Haxby).
- Transport for Greater Manchester and Stockport made reference to Manchester's published tram train proposals that would extend into Derbyshire and Cheshire.

The LAs that responded provided details of walking and cycling initiatives, new station and line improvements, service enhancements and tram train schemes.

Many respondents noted that they did not have sufficient knowledge of the proposed funding already indicated to comment on further changes.

### **Our Response**

We appreciate the responses we received in response to this question, which helped us ensure that we were aware of third-party funded proposals or changes that may happen when the new franchises are in operation.

Our TSR will specify a requirement to call at the new stations being promoted by local authorities at Low Moor, Kirkstall Forge, Apperley Bridge, Warrington West and Ilkeston, once the stations are built. The franchise agreement will require the Northern operator to cooperate with the development of these schemes, to the extent they are not already complete by franchise start. More information on this can be found at 4.51 onwards.

The franchise agreement will also require the Northern operator to fully participate in developing the proposal to reopen the Ashington-Newcastle line.

We are aware of the proposed development of a potash mine near Whitby and the proposal to increase services on this route should it go ahead. The Northern operator will be required to work with York Potash Limited as funder of the scheme, North Yorkshire County Council and the Esk Valley Railway Development Company to implement such improvements.

There are numerous other aspirations for line re-openings, service frequency improvements and new stations across the region and we expect the operator to work with local sponsors to help develop such schemes for further assessment.

**FID1: What factors may impact on demand for travel on the new Northern and TPE franchises? Please provide evidence.**

Respondents identified a number of general factors that may impact on demand for travel, as well as providing a wide range of specific examples in local areas.

Factors identified by respondents as potentially impacting on demand included:

- Business/industrial expansion
- Business relocation to the north
- Housing developments and projected population growth
- Tourism growth
- Wider transportation changes
- Restriction of city centre parking
- Introduction of HS2
- Airport growth
- Hull's year as UK City of Culture in 2017
- Increase in university student numbers
- Expansion of new industrial processes (e.g. fracking)
- Population growth
- New education centres

The LAs that responded to this question also took the opportunity to provide further information on specific factors including:

- Planned/proposed housing developments
- Growth deals
- Enterprise zones / business and innovation corridors
- Town centre investment
- Key regeneration areas
- Emergent industries in the region
- Forecasting model predictions
- New stations

Many of the projects are expected to create thousands of new jobs, attracting people to the area and increasing demand for rail travel. It was highlighted that enhanced connectivity will be required to maximise the impact of the planned development.

A number of authorities included growth forecasts with their responses and emphasised the need for the franchises to be let on a 'with growth' basis.

### **Our Response**

We received many detailed responses to this question, including those from LAs who are planning for growth in their respective areas. We appreciate the responses we received in response to this question, as developments that are expected at the local level formed important considerations for us when specifying the new Northern and TPE franchises and in considering the case for the train service enhancements described in Chapter 4.

### **DTD1: What are your proposals for providing passengers better and safer access to different modes of transport at stations (including bus, tram, cycling and walking?)**

Respondents identified six main themes when responding to this question:

#### Information

Most respondents identified that passengers should be provided with accurate, real-time, accessible and reliable information. They stated that this information should be made available online and in stations, through information boards and staff. Some respondents commented that information for other transport modes should be displayed to improve ease of connectivity. It was also suggested that wi-fi connections at all stations would help to ensure that people could access the relevant information.

#### Ticketing

Respondents suggested that the new franchises should set out how and when passengers will get the same ticketing options as users of the newly agreed Essex Thameside franchise. They felt that this would need to include smartcards, flexible season tickets, carnets, new discounted advanced fares and new discounts for senior and local student travel, as well as better ticketing integration between bus and rail.

Many respondents believed that door-to-door ticketing should be available. Also commented on was the need to make through-tickets easier to understand and buy, with respondents commenting that many are local arrangements that are badly publicised and only available in advance from specific locations.

#### Connections and station design improvements

Many respondents stated that station enhancements were required to encourage multi modal trips and walking and cycling. It was stressed that straightforward

connections are required at all stages of the journey and between different modes. There were further statements that access to rail facilities by foot, cycle and public transport needs to be actively supported in all major development proposals. Co-ordinated timings of services was also highlighted by many as an essential issue.

Respondents highlighted the need for an improvement programme across all stations, managed by Northern Rail, which they felt should form part of the franchising process. They commented that this should establish a timetable for all stations having basic facilities in place, including safe approach access on foot and cycle and improved access to the platforms at all stations.

Some suggested that improvements need to be made on directions and access to the stations from facilities such as, 'Park and Ride' car parks, pedestrian routes, suitably-priced large car parks and cycle routes. Also highlighted was the requirement of safety at all times for these routes, through CCTV and guards.

Respondents felt that cycle racks and/or lockers should be available at all stations. Secure cycle facilities were preferred, particularly at unstaffed stations, where leaving cycles unattended is not popular. Some also commented that cycle hire and cycle repair should be available at all staffed stations and should be actively encouraged by low rents to operators.

There was a suggestion that spare railway-controlled land around stations could be made available for alternative use, such as car repair, tyre changing and better retail use (where stations are centrally situated); this would to encourage businesses to take root at stations, with rents that encourage them to stay.

### Train design

Respondents considered it important that new and existing rolling stock be able to accommodate those with mobility issues, as well as providing appropriate space for cycles. Some felt that the Northern policy of two bicycles per train should be reconsidered and perhaps disregarded, as it may discourage people from using their bicycles to get to and from stations.

There was a suggestion that seats could be removed from trains to create bike spaces and that new rolling stock must specify increased bike capacity. Others suggested that cycle facilities should be separated from seating areas, so that they don't impact on other users.

### Integration

Integrated fares and ticketing, integrated timetables and passenger information were all highlighted by respondents as required improvements for the franchises, relying heavily on the co-operation between the various agencies.

Respondents felt that the scope for increased efficiency and improved journey opportunities is enormous, but that current provision for integration is in most cases inadequate. Some respondents commented that many bus companies see the railway as a direct competitor and do not see it as being in their interests to stop at stations.

### **Our Response**

Those who responded to this question had many suggestions for providing passengers with better and safer access to different modes of transport at stations. We appreciate respondents taking the time to let us know about the areas that are most important to them, as this has allowed us to take passenger and stakeholder priorities into account when developing the specifications for the ITTs.

**Information:** We expect that the future Northern train operator will use the Station Improvement Fund (SIF) to ensure that passengers have better access to information at stations. More information on the SIF can be found at 4.67. Bidders for both franchises are expected to set out their plans for providing useful and timely information for passengers.

**Ticketing:** We want train operators to bring forward measures that will improve the services they offer for passengers in ticket retailing. Smart ticketing has been identified as one of the key mechanisms that can deliver an improved customer experience. More information on ticketing can be found at 4.93 onwards.

**Connections and station design improvements:** Bidders are being asked to expand their horizons beyond the train service they propose, by setting out how they will improve the door-to-door journey experience for rail passengers, taking into account the specific needs of passengers at different stations. More information on improving connections between modes of travel can be found at 4.76 onwards.

**Train design:** We are clear that appropriate rolling stock is needed for the services run by both franchises. More information on delivering better trains can be found at 4.59 onwards.

**Integration:** The successful bidders for the Northern and TPE franchises will be required to join and co-operate with all local ticketing schemes for multi-operator and multi-modal products in the north of England and Scotland. We also expect them to work with each other and other train and public transport operators to provide better information about the range of journey opportunities they can provide as a network. Further information on these issues can be found at 4.77 and 4.94.

## **DTD2: How do you suggest your proposals to improve the door-to-door journey experience might be funded?**

Organisations, individuals and local authorities highlighted a wide variety of specific options for funding door-to-door journey improvements, including:

- Local Sustainable Transport Fund;
- Growth Deals;
- Local Enterprise Partnership (LEP) funding;
- Community Infrastructure Levy and Section 106 planning agreements;
- Small Grants Funds managed by the Association of Community Rail Partnerships;
- Designated Line Community Rail Development Fund;
- Growing Places Fund
- Business Growth Programme Funding
- The National Station Improvement Programme (NSIP); and
- Cycle City Ambition Grant.

Additional suggestions for generating funds were:

- A levy on fares;
- Higher parking charges (possibly discounted for genuine travellers);
- Road fund tax should be hypothecated for transport use;
- European funding;
- For smaller projects, some funding may be available from local councils and businesses;
- Private sector contributions might be available where there are development opportunities or potential commercial activities; and
- A cycle hire and maintenance facility could be a commercial opportunity for a local business.

Some Local Authorities suggested that there should be adequate levels of funding within the franchises themselves to cover matters such as bringing stations up to reasonable standards. The responsibilities of the Train Operating Company (TOC) or station lease holder in funding local improvements was highlighted in a number of responses.

## **Our Response**

We appreciate the responses we received to this question, which helped to ensure that we are aware of the possible funding streams available for local improvements to door-to-door journeys.

The successful bidders for each franchise will need to engage with local communities, asking them about the improvements they would like to see in their stations.

More information on improving door-to-door journeys can be found at 4.76 onwards.

### **TPE1: What are your views on the degree of flexibility proposed for the train service specification for the new TPE franchise? Do you have any evidence to support your views?**

There was broad support for flexibility in the service specification for the new TPE franchise. 46% of organisations agreed with the franchise having flexibility, with a further 27% supporting flexibility subject to additional minimum standards. 36% of individuals agreed with the franchise having flexibility, with a further 36% supporting flexibility subject to additional minimum standards.

23% of organisations thought that current service level should be regarded as the minimum acceptable level, with flexibility only given in deciding where increases in service should be prioritised. This view was supported by 22% of individuals. Respondents commented that they see great potential for passenger growth on TPE routes, and they believed that the franchise operator should be encouraged to bring forward innovative ideas to develop the route and serve additional destinations.

2% of organisations and 7% of individuals disagreed with any form of flexibility for the franchise. Reasons put forward for disagreeing were that the flexibility proposed is generally likely to benefit the company rather than the consumer, or that the respondent would not trust any operator to place the needs of users above those of shareholders.

The majority of LAs supported some form of flexibility but with some conditions on areas such as protecting a minimum service level to destinations, in particular to airports.

Many respondents felt that there is a need for minimum requirements to be present in the specification. Factors that respondents believed should be specified included:

- Rolling stock;
- Capacity;

- Service patterns;
- Frequency;
- Connectivity;
- Service levels for smaller stations; and
- Maximum journey time.

Respondents stated that it is important that the TPE operator works alongside the Northern franchise operator to provide a connected network across the north of England, as many passengers will use Northern trains to access TPE services. Respondents also commented that changes should be preceded by comprehensive studies and modelling to analyse the effects that changes would have.

Other specific requests included the maintenance / specification of:

- Maintaining existing services to Manchester Airport (from, Cumbria, Tameside, York, Manchester, Tees Valley and the south Humber bank);
- New links to Manchester Airport, for example from Hull, Harrogate and Scarborough; and

The importance of delivering the Northern Hub outputs in full and in a timely fashion was also raised in response to this question.

### **Our Response**

We have taken into account the views expressed to us when developing the specification for the TPE franchise.

We are seeking to provide as much flexibility as possible to TPE bidders to innovate and develop the best possible package of service proposals for passengers, whilst also ensuring that our specification preserves the minimum level of service we wish to secure. That minimum level of service is ambitious, as we are requiring a substantial increase in capacity and more trains than are currently in service, with a focus on improving service provision in the early morning and especially later in the evening.

We are providing flexibility for bidders to determine which locations in the east and north-east should be linked with Manchester Airport and which with Liverpool, with the exception of the direct services that are to be maintained between Cleethorpes and Manchester Airport. While we are specifying the minimum numbers of calls to be made at each station, we are leaving flexibility to bidders to decide on calling patterns – such as which trains should call at which intermediate stations – to best suit passenger needs.

We are also providing opportunities for bidders to propose to extend the scope of TPE services, in particular from Manchester Airport to Crewe, from Newcastle on to Edinburgh and new services from Liverpool or Blackpool to Scotland.

More information on the TPE specification can be found in Chapter 4.



**TPE2: Where, if anywhere, would you like to see any changes to first and last trains on the TPE network and why? Do you have any evidence to support this?**

Predominantly, responses to this question focused on requests for enhancing weekend provision in terms of earlier arrival, later departure and increased capacity. Respondents felt that evening and weekend services must be protected and improved on some lines, to provide for increasing flexible working and for non-work journeys.

Earlier weekday arrivals were requested to Leeds from Hull and vice versa. Later weekday evening services were requested from Manchester to Oldham and Manchester to Leeds. Various LAs wished to see earlier trains on Sundays, and later trains on Friday and Sunday evenings. They also made many general comments about weekend services in their areas, particularly regarding increasing the frequency of Sunday services.

Many respondents felt that the last trains out of cities should be later to allow people to attend theatres, cinemas and music events. It was stated that people are currently put off from attending events due to a lack of late trains, or have to leave events early in order to make the last train. There were also comments that later trains from the major urban areas would assist people in getting home after nights out.

The need for rail to serve peak flight departure and arrival times at Manchester Airport was a common comment, particularly as the airport's peaks do not necessarily coincide with traditional rail peak times. Some respondents felt that first trains to the airports should leave earlier. There were suggestions of a 24-hour service from Sheffield to Manchester Airport and a 24-hour service from Manchester Airport-Piccadilly-Scotland.

A few respondents mentioned that the last train between Manchester and Glasgow in either direction is just after 17:00, making it too early for business travellers. It was noted that the Manchester-Edinburgh service had acceptable timings.

There were two general comments made by several respondents:

- There have been several instances of violence and intimidation on last trains. Security could be improved; and
- Demand for last trains is likely to be underestimated as tickets are often not available.

## **Our Response**

We have taken into account the views expressed to us when developing the specification for the TPE franchise. We have made a number of changes to make the first train earlier and the last train later than at present, improving the services available for passengers.

The first direct TPE train from Middlesbrough to Manchester on Sundays will run more than an hour earlier than today.

Hull will have an enhanced TPE weekday evening service, with the last train back from Manchester being at least 90 minutes later than the current last service.

There will be more direct trains to and from Manchester on a Sunday, with the first direct train to Manchester arriving at least 45 minutes earlier than the current first direct train. Hull will also have an earlier first train from Leeds on Sunday mornings.

The 'Hope Valley' route between Manchester and Sheffield will have a more frequent TPE Sunday morning service from Manchester, with the first TPE train running earlier than the current first train. The last direct Sunday service back to Manchester from Cleethorpes will also be an hour later than the current last direct service.

Scotland will see additional TPE evening services in both directions between Manchester and Scotland.

### **TPE3: Where, if anywhere, would you like to see any changes to weekend trains on the TPE network and why? Do you have any evidence to support this?**

The responses to TPE3 often mirrored elements of the responses to TPE2, such as the desire for later trains on Saturday nights to take into account those who are attending leisure events. Some additional issues were also highlighted, including comments that weekend tourist services are needed to connect urban areas to tourist destinations. There was a general feeling that work and leisure patterns are moving towards 24/7 activity and that this should be recognised in the patterns of timetabling. The need to aim for Sunday arrivals in main urban centres by 0900, in line with the Rail North Long Term Rail Strategy standard, was emphasised.

The need for earlier services was highlighted on the following services:

- Hull – Leeds
- Warrington (Cheshire Line)
- Services to Manchester Airport from the south Humber area
- Liverpool – Norwich

The need for later services was highlighted on the following services:

- Manchester Airport – west Yorkshire
- Nottingham – Sheffield – Manchester– Liverpool

Some respondents felt that Sunday service frequency should align more closely with weekday provision, giving the opportunity for an earlier start to workers, visitors and those needing access to London.

Respondents suggested that the Cumbrian Coast line should have a Sunday service, being a significant tourist destination.

The need for additional capacity was specifically highlighted on the Lakes, Furness, Scotland and North TransPennine routes.

### **Our Response**

We have taking into account the views expressed to us when developing the specification for the TPE franchise.

Middlesbrough will see its TPE service frequency doubled on Sundays, giving an hourly service instead of the current two-hourly service, and the first direct Sunday service to Manchester will run more than an hour earlier than today.

Hull will have more direct trains to and from Manchester on a Sunday, with the first direct train to Manchester arriving at least 45 minutes earlier than the current first direct train. Hull will also have an earlier first train from Leeds on Sunday mornings.

The 'Hope Valley' route between Manchester and Sheffield will have a more frequent TPE Sunday morning service from Manchester, with the first TPE train running earlier than the current first train. The last direct Sunday service back to Manchester from Cleethorpes will also be an hour later than the current last direct service.

There are currently no Sunday services between Barrow and Whitehaven. We have specified that Northern train services will operate on the full length of the Cumbrian coast on Sundays by December 2017. This will greatly improve the public transport options available to local residents, as well as making it possible for visitors to make day trips and weekend trips by train.

We understand and support the ambition for increased capacity on the TPE network. Our specification requires the TPE operator to provide over 40% more peak capacity by December 2018.

**NTP1: What factors do you consider should be taken into account in the assessment of the North TransPennine route options, in particular in the balance of crowding, frequency, journey time and connectivity benefits? What evidence do you have in relation to any of these options?**

It was argued by some respondents that the core North TransPennine route service pattern should be 6 fast/semi-fast trains per hour, alongside the stopping services at 2 trains per hour. Some respondents felt that the impact of six trains per hour on the local service would need to be carefully examined, and that fast services should not be implemented at the expense of local services. Another view was that train formation and consistency were more important factors than an increase in service frequency to 6 trains per hour.

There were calls for reducing overcrowding, increasing line speed and offering clock-face services. It was stated that the way in which Northern and TPE services are planned needs to be carefully considered because passengers transfer between each, and some sections of route are paralleled by both franchises.

Some respondents stated that Sunday trains on the North TransPennine route are so overcrowded, it is almost impossible to board sometimes and this discourages people from making the journey. It was suggested that more carriages or more frequent trains could help to resolve this issue.

A small number of LAs suggested that spare capacity should be used for local services rather than fast services.

Specific requests included the following:

- Enhanced connectivity to Blackpool
- 2 fast trains per hour plus 2 stopping trains on the Calder Valley route, not counting the Blackpool and Brighouse services.
- Post electrification, a return –of direct rail services from Bolton to Glasgow and Edinburgh.
- West of Manchester services should operate to a range of destinations, including Chester (hourly), Liverpool (hourly) and Manchester Airport (twice hourly).
- East of Leeds services should link to Hull, York and Newcastle.

### **Our Response**

In developing the TSR for the new franchises, we have taken into account the views expressed to us by respondents to the consultation. The core service to be operated on the North TransPennine route is described in Chapter 4; this generally requires the existing service levels currently provided by TPE and Northern to be delivered mainly by the future TPE operator, with substantially increased capacity. When the route upgrade and electrification scope and timing are confirmed and delivered, further improvements will be possible.

The first direct TPE train from Middlesbrough to Manchester on Sundays will run more than an hour earlier than today. Middlesbrough will also see its TPE service

frequency doubled on Sundays, giving an hourly service instead of the current two-hourly service.

Hull will have an enhanced TPE weekday evening service, with the last train back from Manchester being at least 90 minutes later than the current last service. Hull will have more direct trains to and from Manchester on a Sunday, with the first direct train to Manchester arriving at least 45 minutes earlier than the current first direct train. Hull will also have an earlier Sunday morning train from Leeds.

The 'Hope Valley' route between Manchester and Sheffield will have a more frequent TPE Sunday morning service from Manchester, with the first TPE train running earlier than the current first train. The last direct Sunday service back to Manchester from Cleethorpes will also be an hour later than the current last direct service.

More information on the decisions that have been made on train services can be found in Chapter 4.

**NTP2: Are there other options for any additional North TransPennine services that you would put forward for consideration? What evidence do you have in relation to any of these options?**

Within the responses to this question, some authorities declared their support for a second train per hour between Hull and Manchester, indicating that this would support the economy of the north and that electrification would support this.

There was a general demand for more Manchester services, particularly to and from:

- Leeds;
- Barrow;
- Liverpool; and
- Manchester Airport.

Early implementation of four fast trains per hour between Liverpool and one station in central Manchester, realistically Manchester Victoria, at as close to 15-minute intervals as possible was highlighted as a very high priority for Liverpool.

Some respondents stated that direct connectivity between Warrington and Leeds should to be maintained after electrification works are completed.

There was a suggestion that Newcastle services should have a regular call at Chester-le-Street, as it was felt that this would attract passengers, generate growth and give access to Newcastle quicker than by congested road routes.

The need was highlighted for two services per hour between Scarborough and York, which respondents felt should extend westwards to Leeds and perhaps further.

There were calls for more services to Scotland, with particular suggestions including Newcastle-Edinburgh, Liverpool-Scotland and Hull-Selby-Leeds-Manchester-Carlisle-Glasgow.

A number of new destinations were requested for the TPE network, including Chester, Warrington, Harrogate and the Calder Valley Line.

Some respondents stated that it would be important to ensure the co-ordination of TPE and Northern train services as a complementary offer.

### **Our Response**

We are grateful for the responses we received to this question, which alerted us to the priorities for connectivity and train services, particularly the demand for services to Manchester. In developing the TSR for the new franchises, we have taken into account the views expressed to us by respondents to the consultation.

More information on the decisions that have been made on train services can be found in Chapter 4.

TPE bidders will be allowed to put forward proposals that expand the franchise scope, with new services permitted between Liverpool or Blackpool and Scotland, Newcastle to Edinburgh and Manchester Airport to Crewe.

More information on ensuring the co-ordination of TPE and Northern services as a complementary offer can be found at 4.77 onwards.

**NTP3: Do you consider that the ITT should specify which services should terminate at Liverpool or Manchester Airport on the North TransPennine route, or should the choice of destination be left to bidders' commercial decisions, and what are your reasons? What evidence do you have in relation to any of these options?**

The majority of consultation respondents believed that the ITT should specify which services should terminate at Liverpool or Manchester Airport on the North TransPennine route. It was stated that there should be better connections across the north, particularly to airports, and that services needs to be specified to ensure this happens.

Various respondents felt that timetabling should be based on improving connections as a whole and meeting the needs of those who use, or would like to use, TPE and Northern services, rather than being based on the commercial or short-term operational interests of the train operator.

Some LAs believed that the ITT should specify level of service to both Liverpool and Manchester rather than leaving this to bidders' discretion, however other authorities felt that this should be for the bidders to propose, based on the outcome of the consultation.

A number of LAs stressed the need for direct links from their areas to Manchester Airport (including Hull City Council, East Riding of Yorkshire, York, Rochdale, Tees Valley, the Association of North East Councils, North East Combined Authority, South Lakeland and Bradford). Greater Manchester Combined Authority emphasised the need to maintain strong rail connectivity between the airport and the centre of Manchester.

Another view that was expressed was that the destinations served by North and South TransPennine services should be considered together, as both provide links to Manchester and Liverpool.

### **Our Response**

We have listened to the views that were expressed to us in response to this question. Whilst a lot of people thought we should specify which locations get linked to Manchester Airport and which get linked to Liverpool, there was no broad agreement from respondents on which locations should be linked. Some of the people who thought we should specify a location did not express a particular view on which one, whilst some respondents thought we should provide flexibility to bidders instead of specifying.

We recognise that connections to both Manchester Airport and to Liverpool are valuable to passengers. There are substantial passenger flows from across the Pennines to both of these destinations, but not every location can have trains to the Airport and not every location can have trains to Liverpool. As we were unable to establish a strong consensus in either direction during the consultation, we are leaving the choices of destinations to bidders to decide, taking into account stakeholder views and passenger demand patterns, with the exception of the direct link between Manchester Airport and Cleethorpes.

### **NTP4: What factors do you consider should be taken into account in the assessment of the options for Hull, Middlesbrough and Scarborough services? What evidence do you have in relation to any of these options?**

Many respondents stated the importance of having flexible and direct services through to major cities and airports. They also suggested electrification should not drive the service patterns, and these should be based on demand forecasting and the economic impact of changes. For example, continued provision of direct links from Leeds to Hull, Middlesbrough and Scarborough was felt to be important after the completion of North TransPennine electrification.

There was a suggestion that a new High Speed line between northern cities should be built, and that this line should include Hull and Middlesbrough.

It was stated that the Blackpool-York service being extended to Scarborough would improve Blackpool's connectivity, but that the service would need better rolling stock than is currently in place.

The case was made by some LAs that decisions regarding connections should be made based on those that offer the greatest economic value.

Other LAs highlighted specific connectivity requests, including:

- Provision of a direct Hull-Manchester Airport service.
- Ongoing provision of links from Scarborough and Middlesbrough to Manchester Airport.
- Blackpool-York service extension to Scarborough (supported by better rolling stock).
- Scarborough to York should be twice per hour, and extend westwards to at least Leeds.

### **Our Response**

We are grateful for the views we received on the options for Hull, Middlesbrough and Scarborough services. The TPE specification maintains direct cross-Pennine connections between Manchester and each of these destinations.

Decisions on post-electrification service patterns for Hull, Middlesbrough and Scarborough will now be dealt with during the franchises.

Details of the more immediate service improvements that we have specified for Hull, Middlesbrough and Scarborough can be found in Chapter 4.

The government will publish an interim Northern Transport Strategy in March 2015, which will describe the vision for the transformation of the north's rail network over time.

### **NTP5: Are there other options for Hull, Middlesbrough or Scarborough services that you would put forward for consideration? What evidence do you have in relation to any of these options?**

Those who responded to this question raised a number of options and requirements. These included:

- 2 trains per hour from Hull to Manchester;
- Support for Hull to Sheffield to be a trans-Pennine service, linking to Manchester;
- Electrification of Middlesbrough/Teesport to Northallerton and retention as part of TPE network;
- Electrify the Scarborough – York line and increase frequency;



- Extension of the Blackpool to York service, to Scarborough or Middlesbrough;
- Maintaining a direct Warrington to Leeds link;
- Scarborough trains should be linked to Calder Valley services; and
- Extend electrification to Middlesbrough.

There was a suggestion of a new High Speed line linking Chester, Birkenhead, Liverpool, Manchester, Leeds, Hull, Sheffield, Middlesbrough, Sunderland and Newcastle, whilst also linking in with HS2.

### **Our Response**

We are grateful for the views we received on the options for Hull, Middlesbrough and Scarborough services, which have helped to shape our train service specification in these areas.

We have not managed to make the case for specifying two trains per hour from Hull to Manchester, but it will be possible for bidders to propose this in their bids.

More information on connectivity between Warrington and Leeds can be found at 4.23 onwards.

More information on the service improvements that we have specified for Hull, Middlesbrough and Scarborough can be found in Chapter 4.

### **NTP6: What factors do you consider should be taken into account in the assessment of whether or not to reduce calls at Stalybridge and Garforth? What evidence do you have in relation to this?**

Respondents felt that the number of calls at Stalybridge and Garforth should be based on passenger demand forecasts and the connectivity of other stops along the route.

Overall, there was a very strong support in favour of maintaining and increasing calls at Stalybridge. There was a wider recognition of the importance of Stalybridge as an Interchange with local services. It is considered to be an important station in Tameside with potential for patronage increase, with new housing developments and improved park-and-ride facilities. Some respondents stated that reducing calls may lead to increased road traffic heading into both Manchester and the National Park, and result in a loss of revenue for the rail operators.

Most organisations did not agree with reducing calls at Garforth. The importance of maintaining stopping services at Garforth was highlighted, due to its significant park-and-ride offer and high footfall. One organisation commented that taking passenger numbers into account, there may be a logic to reducing calls at Garforth station, although during the peak hours the calls should be maintained.

Some LAs were opposed to any reduction of Stalybridge calls, whereas others welcomed a reduction of these stops provided that they could be appropriately served by other services. One authority recognised the benefits of calls at these stations, however indicated that journey time improvements from Darlington, Middlesbrough, Thornaby and Yarm to the key destinations were considered to be of greater value.

### **Our Response**

We appreciate that most respondents wanted to see calls at Garforth and Stalybridge maintained, and have taken this into account in our TSR.

We are specifying that the TPE operator will need to provide two trains per hour at Stalybridge.

We have specified that Garforth will have an hourly TPE service for the core part of the day.

**STP1: What factors do you consider should be taken into account in the assessment of the option to specify one additional train per hour on the South TransPennine route, in particular in the balance of crowding, frequency, journey time and connectivity benefits? Please provide any evidence you may have.**

Several factors were identified by organisations and individuals to be considered in assessing the option to specify one additional train per hour on the South TransPennine route. These included:

- Additional rolling stock;
- Existing lack of capacity on the route;
- Impact of additional train on local services; and
- Timing of connections and integration.

The single most common response from individual respondents was that additional trains were not required and that a more suitable option, which would be cheaper and cause less congestion whilst still reducing overcrowding, would be to add carriages to existing trains.

A number of respondents stressed that Liverpool, Manchester, Sheffield and Nottingham need good connections between each other and that centres such as Liverpool, Sheffield, Rotherham, Doncaster, Lincoln, Leicester and Nottingham also need good connections to Manchester.

Strong support was expressed by some LAs for a third train each hour on the South TransPennine route between Sheffield and Manchester, with some expressing a

requirement for it to start in Manchester Airport and extend eastwards to Hull. It was stated that operators need to work together to promote the route between Sheffield and Manchester. Other requirements expressed for this service are as follows:

- Extend eastwards at least as far as Doncaster;
- 3 TPE trains per hour between Sheffield and Manchester should be seen as the minimum acceptable level of provision, that the services must be high quality and that an even spacing of departures and reduced journey times are essential to providing an attractive train service; and
- Services should be routed via Stockport to provide connections with long distance and local services.

One LA enquired whether, in the period before the proposed capacity upgrade on the line between Manchester and Sheffield via the Hope Valley, capacity could be enhanced by running six-car trains and then splitting/joining the trains at Sheffield.

### **Our Response**

We are grateful for the responses we received to this question, which alerted us to the priorities for connectivity and train services on the South TransPennine route, particularly the request for good intercity connections. In developing the TSR for the new franchises, we have taken into account the views expressed to us by respondents to the consultation.

As the exact scope and outputs of the South TransPennine route infrastructure enhancements are not yet finally settled, we are not in a position to specify the future service enhancements in the ITTs. The franchise agreements will, however, require the future Northern and TPE train operators to consult with interested parties and to develop proposals for service enhancements, once the infrastructure plans are more fully developed.

**STP2: What factors do you consider should be taken into account in the assessment of the remapping and South Humber connectivity options? Please provide any evidence you may have.**

Many respondents commented that the economic impact of remapping is the most important factor in considering connectivity options; this is because vital corridors of travel across the north, to major cities and airports, need to be maintained to encourage the economy in the region. Other factors that were highlighted for consideration included:

- Frequency of service;
- Overcrowding;
- Rolling stock;

- Journey time;
- Reliability; and
- Station quality.

Some LAs expressed that they do not support remapping or splitting the Liverpool to Nottingham part of the East Midlands service between Liverpool and Norwich. It was noted that the Liverpool-Norwich service provides important cross-Nottingham links and that the current service has shown significant growth.

Between Sheffield and Manchester and also between Manchester and Liverpool, where there is more than one franchise providing ‘fast’ services, local authorities felt that operators need to work together to promote the corridor. It was felt that the operators also needed to provide a high-quality intercity service with consistent service offer, in terms of fares, seating capacity, catering and first class provision.

Requests were made for:

- Enhanced links to Rotherham, via TPE;
- Enhanced links to Bridlington (through links from Sheffield / Doncaster); and
- Retained direct services to Scunthorpe, Grimsby and Cleethorpes.

A number of LAs expressed strong opposition to the breaking of the Cleethorpes to Manchester Airport service and replacement with a Northern service between Cleethorpes and Sheffield. It was felt that this would have a detrimental effect on the economy and that the Cleethorpes to Doncaster section needs to be part of the strategic rail network, with direct links from the south bank of the Humber to principal cities. It was argued that breaking the direct Cleethorpes to Manchester Airport link is not consistent with achieving the outcomes of the Rail North Long Term Rail Strategy.

### **Our Response**

The strength of feeling that was expressed to us in response to the questions about remapping has been taken into account in the decision-making process.

The current service between Cleethorpes and Manchester Airport will remain a direct service in the new TPE franchise. More information on this decision can be found at 4.6.

The Liverpool-Nottingham portion of the East Midlands Liverpool-Norwich direct service will not be remapped to TPE unless an acceptable solution can be developed that addresses the concerns of the public and stakeholders. More information on this decision can be found at 4.16.

**STP3: In particular, what factors do you think should be taken into account in considering the case for replacing TPE services between Doncaster and Cleethorpes with a service operated by Northern? Please provide any evidence you may have.**

Many respondents commented on the loss of through services to Manchester, Manchester Airport and Sheffield. There was a strong preference for the service to remain a direct service to the Airport, as this is more convenient option. Many respondents felt that splitting the service could discourage people from using the train to make their journey, and that it would cause issues for those with luggage and elderly or disabled passengers.

Comments related to the proposed arrangement included:

- Reduction in quality of the rolling stock if Northern took over;
- There should be flexibility between fast and stopping services on the route;
- A further 'origin/destination' study would be needed before a decision can be made;
- The proposed change would fit well with Northern operating the Barton route;
- The proposed change would significantly improve rail capacity at Doncaster, as trains would not need to cross the mainline;
- Having only one operator on the route would be beneficial;
- Doncaster Station layout should be improved, as changing is difficult there
- A through service to Manchester could be run in peak times only; and
- A seasonal service could be provided.

LAs in particular expressed a concern that remapping part of the current service would result in a loss of the economic benefits that direct connectivity between urban centres brings.

There was a suggestion that if the services between Doncaster and Cleethorpes were transferred to Northern, it should be a 'Northern Express' route offering attractive journey times and trains.

### **Our Response**

The strength of feeling that was expressed to us in response to the questions about remapping has been taken into account in the decision-making process. We received many responses about the possibility of replacing TPE services between Doncaster and Cleethorpes with a service operated by Northern; this included a petition organised by the Grimsby Telegraph, more detail on which can be found in Annex E.

The current service between Cleethorpes and Manchester Airport will remain a direct service in the new TPE franchise. More information on this decision can be found at 4.6.

**STP4: Are there other options that you would put forward for consideration? Please provide any evidence you may have.**

Suggestions from respondents included the following:

- Either to remap the Nottingham–Sheffield–Leeds fast services to TPE or to at least specify them as a TPE-equivalent level of service if they remain part of the Northern Franchise.
- Need to enhance connectivity between Nottingham and Manchester.
- Requirement for a minimum of three trains per hour between Sheffield and Manchester, with all of these offering fast and consistently high-quality intercity services.
- The three services that should run on the South TransPennine route every hour are Hull-Manchester Airport, Cleethorpes-Manchester Airport and the East Midlands Liverpool-Norwich service.
- All fast services between Sheffield and Manchester should stop at Dore and Trolley once the second platform has been provided, in addition to the Northern stopping services.
- Increase the level of service to Rotherham, particularly TPE or ‘Northern Express’ services, to improve connectivity and journey times, in addition to the current all stations local trains.
- Lincoln would benefit from increased levels of service.
- There is an ambition to increase service levels in the south Humber area to half-hourly, with improved access to the East Coast Mainline (ECML) and the east-west corridor, supported by electrification.

**Our Response**

We are grateful for the responses to this question that were presented to us, highlighting addition possibilities for services. We have taken these views into account in developing the TSR for the franchises.

More information on the decisions that have been made on train services can be found in Chapter 4.

**STP5: If the ITT were to specify a third South TransPennine service via Stockport, or remapping of the East Midlands service to TPE, do you consider that it should specify which of these services should terminate at Manchester Airport or Liverpool or should this be left to bidders' commercial decisions, and what are your reasons? Please provide any evidence you may have.**

Respondents provided four main comments to this question, either:

- Expressing a preference for Manchester Airport;
- Expressing a preference for Liverpool;
- Stating that they wanted the location to be specified (but not expressing a personal preference for Liverpool or Manchester); or
- Stating that the decision could be left to bidders.

Some felt strongly that this should be a commercial decision that is left up to the bidders. Others felt that the current pattern of direct services to both Manchester Airport and Liverpool should be evenly retained to benefit the area as a whole, and if not specified, passenger loadings might favour one route over the other.

Some respondents believed that if the bidders were allowed to make decisions on commercial grounds as to where they terminate their services, this might result in them cancelling services to an airport without consulting their passengers.

Respondents provided some alternatives to the options that were provided:

- That services should alternate between Liverpool and Manchester;
- That Preston would be a more suitable destination for a third service;
- That a third service was not a good idea, as there was little spare capacity between Stockport and Manchester; and
- That Stockport needed more services.

The reasons provided for leaving the decision to the bidders, and associated comments, were that:

- The decision should be driven by demand;
- Bidders would have greater local knowledge;
- At least one of each destination should be provided;
- Connections would need to be provided to the other destination; and
- Locals should be consulted.

The reasons provided for the new destination being specified, and associated comments, were that:

- The decision shouldn't be a commercial one, as the operator should be providing a passenger service;

- Airport services need to be specified; and
- It would ensure an integrated service with connectivity.

The reasons provided for preferring Liverpool as the terminus were:

- There are enough services to Manchester Airport already;
- There is a higher demand for Liverpool;
- A link to Warrington would be maintained;
- Trains between Liverpool-Norwich are needed;
- Trains to Manchester Airport need to reverse at Manchester Piccadilly, reducing capacity;
- Liverpool is the end of the line, making it a logical choice; and
- Liverpool needs more direct services, as changing trains is unpopular.

The reasons provided for preferring Manchester Airport as the terminus were:

- A Stockport-Manchester Airport link is needed; and
- There are enough services to Liverpool already.

### **Our Response**

We are grateful for the range of views that were expressed to us in response to this question.

As we are not specifying a third South TransPennine service via Stockport, or remapping the East Midlands service to TPE, this question is not currently applicable to the future TPE franchise. However, these views will be taken into account when we consider how best to use future capacity enhancements on the route.

**NW1: What factors do you consider should be taken into account in the assessment of the north-west remapping options for Blackpool North, Windermere and Barrow-in-Furness services? What evidence do you have in relation to any of these options?**

The comments received from respondents include the following:

- Services to Northern will be perceived by passengers as a downgrade, particularly if direct services to Manchester are broken;
- If the services are to be provided by Northern, better trains are required;
- Barrow services direct through to Manchester must be maintained.



- The Furness Line benefits from a single operator;
- Remapping should not result in changing more trains;
- Blackpool and Windermere are major tourist destinations and would be better served by TPE.

The need to maintain existing direct connectivity from Barrow, Windermere and Blackpool to Manchester and Manchester Airport was considered particularly important by respondents, as these links are very important to the local economies and the substantial tourism markets in Blackpool and the Lake District. If these services were to be transferred to the Northern Franchise, it was stated that maintaining the current quality of service would be very important.

Some authorities stressed that the provision of services by a single operator is desirable, however others indicated that the operation model is less important, with the key focus being on the quality of the service offered. Any remapping should maintain and improve the existing level of service, and should also ensure improved connections.

It was argued that treating the Morecambe to Lancaster line and the Lancaster to Barrow/Sellafield lines as shuttle or feeder lines to the WCML does not reflect their true contribution. It was felt that improvement of the Morecambe-Leeds line, primarily through better trains but preferably by electrification and frequency, could enable efficient business travel from the Morecambe Bay area to the Leeds/Manchester belt.

### **Our Response**

We are grateful for the views we received on the options for Blackpool North, Windermere and Barrow-in-Furness services, which have helped to shape our train service specification in these areas.

These routes will be remapped to Northern in the new franchise, and we have been keen to address the concerns that were raised by respondents who did not support the proposal. Some respondents were concerned about a drop in the quality of trains following remapping to Northern, so we have specified that a 'Northern regional' standard of train will need to be provided for these services. Concerns were also raised by consultation respondents in the region that they would lose out in terms of direct services to Manchester Airport, but this will not be the case – existing service levels will be protected as a minimum, and some service levels will in fact be increasing as a result of the transfer of services to Northern.

More information on this remapping decision can be found at 4.8.

**NW2: What factors do you consider should be taken into account in the assessment of the Barrow and Windermere connectivity options? What evidence do you have in relation to any of these options?**

General factors mentioned by respondents in response to this question included journey times, frequency of service, train capacity and wider journey opportunities. A key local factor is that south Cumbria will experience a significant population growth over the next ten years, stimulated by the growth in employment from manufacturing and tourism. There are no plans to increase road capacity, which offers commercial opportunities for rail operators.

Many respondents stated that as many trains as possible should be direct services, to minimise inconvenience to passengers. Where this was not possible, a key response was that sensible connections are essential, as current connection timings vary considerably. Connectivity should be supported by the highest possible standard passenger information systems for all operators, in order to best inform and facilitate all passenger connection opportunities.

It was noted that of passengers travelling on the line from Barrow, 18% are for Preston and 12% are for Manchester. Whilst the opportunity was highlighted for the branch line to be operated as a self-contained shuttle, the need was stressed for Barrow to keep direct trains to Manchester and Manchester Airport.

One respondent stressed the need for a detailed assessment of passenger demand, such as origins and destinations, to inform and ensure that appropriate service levels are provided.

Respondents highlighted that the Furness Line experiences overcrowding and that several businesses have plans for expansion along the line of route.

There was a suggestion that the operation of more direct services to Barrow and Windermere, from Preston and beyond, could reduce the 'dependency' of these towns on Anglo-Scottish services stopping at Lancaster and Oxenholme respectively. This would then give opportunities to reduce the number of stops, and reduce journey times, on the Manchester-Edinburgh/Glasgow service in a bid to enhance this latter service to 'Inter-City status'

**Our Response**

We understand the desire retain direct services to Manchester Airport that was expressed by respondents. Existing service levels will be protected as a minimum, and some service levels will in fact be increasing as a result of the decision to transfer services on these routes to Northern.

More information on the decisions that have been made on train services can be found at 4.8.

**NW3: What factors do you consider should be taken into account in the assessment of the options for Anglo-Scottish services? What evidence do you have in relation to any of these options?**

Many respondents supported better connectivity and links between Scotland and the major cities and airports in the north. Of the existing services through to Scotland, many LAs commented on a need for greater capacity and better trains to allow for an improved customer experience; this could include better catering, wi-fi and more seats.

It was noted that Anglo-Scottish services are well used and the introduction of an hourly service from May 2014, operated by electric trains, has been very positive. One local authority suggested that the Class 350/4 units are not really suitable for long distance services.

Some respondents stated that the TPE trains that currently operate the Anglo-Scottish services are overcrowded. The increased capacity south of Oxenholme has been countered by the reduction of direct services between Windermere/Barrow-Manchester Airport.

Transport Scotland were in favour of direct services between Liverpool and Scotland. They considered there to be potential for rail market growth, both with the establishment of a direct service and improvements to the passenger offer, journey times and capacity. Transport Scotland also stated that rail industry systems do not record the full extent of rail travel between Scotland and Liverpool due to the practice of split ticketing, meaning that demand for those services is underestimated and is not reflected in rail industry planning.

There was a suggestion for a new High Speed line linking Chester, Birkenhead, Liverpool, Manchester, Leeds, Hull, Sheffield, Middlesbrough, Sunderland and Newcastle, linking in with HS2. It was stated that services from Scotland should then connect with this new line from Newcastle.

**Our Response**

We appreciate that there is a general interest in enhanced services between the north of England and Scotland, both for business and tourism.

In the ITT for the TPE franchise, we are requiring additional services in both directions between Manchester and Scotland. We are specifying one extra evening train service each way between Manchester and Glasgow by December 2017. We are also specifying one extra Sunday train service each way between

Manchester and Edinburgh and one extra Sunday train service each way between Manchester and Glasgow by December 2017.

There will also be an opportunity for TPE bidders to propose to operate new direct services between Liverpool or Blackpool and Scotland.

**NTSR1: Please indicate, with evidence where available, where passengers would be better served, and revenue increased, by:**

- **Reducing the number of calls at low-use stations**

Some respondents supported a reduction of low-use stations from the given options. Others, particularly CRPs, were not in favour of this suggestion due to some areas having only one station which could be considered low-use; there would be minimal benefit from reducing the number of calls.

Several respondents pointed out that as the journey time gains from reducing calls would be marginal, and would not be perceived as a gain by passengers, an alternative solution would be for low-use stations to become request stops.

- **Increasing frequencies on busier sections of routes or at busier times**

**3.18** Opportunities identified by respondents included:

- Upgrading the Lancaster - Morecambe service to at least a regular clock-face timetable;
- Increasing frequencies and capacity on the Cumbrian Coast Line to support the workforce at Sellafield;
- The Furness line is in urgent need of a regular hourly interval service calling at all stations;
- A turn-up-and-go service should be provided at key locations such as Halifax, Bradford and Rochdale due to the volume of passengers;
- Increase the Bentham Line service to a minimum of seven trains each way to ensure that it is possible to commute to Lancaster, Leeds, Bradford and Skipton;
- There should be a half-hourly frequency on the Mid Cheshire Line - the extra service would be a semi fast service calling at principal stations only, complementing the existing all stations stopping service;
- The Preston-Ormskirk service should have an hourly service;
- Increase the frequency of fast trains on the Bradford-Manchester section;
- A much more frequent Leeds-Carlisle service, plus an extra service from Settle to Leeds in the morning, to plug the gap between 0730 and 1028;

- Paths are scarce, and a better solution might be to increase the capacity of existing services; and
- Additional services should be provided when there are special events.

- **Speeding-up the service for longer-distance passengers**

Several respondents indicated that this should not be a priority, with comments including:

- Speeding up long-distance services is not a priority for the passengers themselves, as the key priority is for reliable journeys;
- The priority should be capacity;
- Reliability, resilience of the line, improved infrastructure and frequency of services are far more important factors on the Cumbrian Coast railway;
- Capacity and frequency are more important and should take precedence over journey times.

Other comments included:

- The use of Pacer trains on the Leeds – Morecambe service is discouraging cross-Pennine use.
- York-Blackpool should become fast Leeds-York.
- There should be a speed increase on the new track north of Blackburn, on the Clitheroe-Manchester line. The current 45 mph limit is no longer acceptable.
- The Nottingham-Sheffield-Leeds route would benefit from increases in line speed.
- Speed up the Bentham Line for longer distances by reducing waiting times at Lancaster, Carnforth and Skipton.
- The ‘Hope Valley’ could have an hourly limited-stop service calling at Chinley, via Stockport.
- A faster service for long distance travellers should be achieved by the addition of limited-stop services, rather than reducing the number of stops on existing services. The provision of a limited stop service between Buxton and Manchester, for example, would encourage more road users to switch to rail.
- Improving the trains used for services would allow better acceleration/braking and higher top speeds.
- **Improving connections with other services where there is evident demand**

Comments from respondents included the following:

- The Calder Valley Line currently suffers from ‘containment’ or a limited number of destinations served. Increasing the number of destinations and

having a good interchange would help to grow the market on the Calder Valley service.

- There are too many missed connections at present on the Cumbrian Coast and Tyne Valley lines.
  - There are concerns about connectivity at Carlisle generally, and particularly on connections with the Tyne Valley Line.
  - Improved connections are needed at Preston for Barrow-Liverpool journeys.
  - Leeds trains need to connect at Carnforth to the Barrow Line.
  - A 'Hope Valley' local service could be connected with trains heading north from Sheffield to Hull, improving access to Meadowhall.
  - Blackburn and Bolton are major connectional interchanges on the Clitheroe Line. Recent timetable changes have significantly worsened the opportunity for efficient connections, especially eastwards.
  - Connections at Thornaby, between TPE trains to and from York and the Middlesbrough-Newcastle service, are very poor.
  - One of the New Mills Central turn-backs should be extended to Chinley, and if possible on to Chapel-en-le-Frith Central, to connect with the proposed semi-fast East Midlands trains to/from Sheffield and beyond.
- **Adjusting train services to meet seasonal changes in demand**

Comments from respondents included the following:

- Although planning for seasonal changes is important, special events also cause significant changes in demand.
- The simplest way to adjust services is by lengthening trains. The alternative should be adding services, rather than changing the normal timetable.
- If there is limited rolling stock, carriages could be moved from urban commuter services to leisure services during summer months.
- Bidders should be required to demonstrate flexibility in providing suitable capacity for special events.

Summer season services identified by organisations that could be enhanced were:

- Manchester-Blackpool North;
  - Cumbrian Coast line;
  - Furness line;
  - Settle-Carlisle, especially at weekends; and
  - Weekend shopping services during November and December were also identified, with Manchester and Newcastle being mentioned.
- **Adjusting the time of the first/last train**

One general suggestion made was that the last train out of cities such as Manchester, Sheffield, Leeds, Blackpool and Liverpool to various locations should be later, which would better assist people in attending theatres, cinemas and other leisure activities.

Specific suggestions for earlier first trains included:

- To Sellafield, from both Carlisle and Barrow, to allow workers to arrive earlier;
- Chinley – Manchester, which could be achieved by extending a New Mills service; and
- From the Hope Valley to both Sheffield and Manchester, especially on Sundays, to allow workers to arrive earlier.

Specific suggestions for later last trains included:

- Leeds-Morecambe;
- Newcastle-Carlisle;
- Carlisle-Leeds;
- Sheffield-Nottingham, in both directions;
- Sheffield-Lincoln;
- To the 'Hope Valley', from both Manchester and Sheffield;
- Manchester-Clitheroe;
- Manchester-Buxton; and
- Manchester-Glossop.

A 24-hour service from Bradford to Manchester Airport was also suggested.

### **Our Response**

We are grateful for the information we received from respondents, which gave us a detailed picture of local priorities for changes and improvements. More information on the decisions that have been made on train services can be found at 4.31 onwards.

Reducing the number of calls at low-use stations: We are generally preserving today's service levels as a minimum.

Increasing frequencies on busier sections of routes or at busier times: We have specified additional services on some busier services and at peak times. We have also taking into account views that felt an increase in capacity on existing services might be more beneficial.

Speeding-up the service for longer-distance passengers: We are clear that faster journeys will bring benefits to the local economies and the winning bidders will be required to identify proposals to reduce journey times through timetabling innovations or infrastructure enhancements.

Improving connections with other services where there is evident demand: We have specified additional and enhanced services that will help to ensure better connections with other services and we are requiring the future operators to work together so that connecting services are planned in a passenger-focused way.

Adjusting train services to meet seasonal changes in demand: Proposing additional services in busier seasons will generally be left to the discretion of bidders, taking into account stakeholder views and passenger demand patterns. There are some examples where we are proposing to bring winter service levels more closely into line with the rest of the year; this includes the Whitby branch getting a Sunday service all year round in the new Northern franchise, providing a significant improvement to residents and tourists.

Adjusting the time of the first/last train: We have made a number of changes to make the first train earlier and the last train later than at present.

**NTSR2: Please set out, with evidence where available, any other approaches that might improve route utilisation and make better use of existing resources on the Northern franchise.**

Respondents generally suggested the following approaches:

- Operators must be required and incentivised to provide revenue protection by checking tickets on all trains and at destination stations;
- Ticketing arrangements should be introduced to encourage travel and increase revenue;
- The driver should operate the doors, leaving the guard free for revenue collection and customer relations;
- Guards should be able to operate the doors from any door;
- Electrification is key, and a rolling programme should avoid islands of diesel operation;
- Increasing the speed limit on many lines to 75 mph for lightweight multiple unit trains would reduce journey times;
- Provide information screens and ticket machines at more stations;
- Provide multi-modal tickets;
- Reduce fares at weekends;
- Exploit the tourism market;
- Develop parking facilities and price them to encourage users;
- Make infrastructure changes to make single line working more resilient, e.g. more passing places



- Additional carriages should be provided on existing trains, via additional rolling stock and/or a review of the existing fleet plan;
- Inter-modal tickets and connections (e.g. with trams and buses) should be considered
- Electrification is needed
- More passing loops are needed

Area-specific and line-specific comments included suggestions to:

- Improve connectivity at Darlington with mainline services;
- Improve connections at Lancaster;
- The Dales Card should be provide discounts all year;
- Increase the line speed on the Newcastle-Carlisle route;
- The Carlisle-Barrow service should run as a self-contained service;
- Improve the Carlisle-Barrow service, e.g. better rolling stock, Sunday services;
- Provide extra rolling stock on the Settle-Carlisle line;
- Provide a Barrow-Manchester Airport service;
- Integrate rolling stock and staff rosters on the Barrow and Lancaster-Morecambe services;
- Electrify the Harrogate line;
- Improve the Bentham line, to support rural local communities;
- Reopen Colne-Skipton line;
- Review Newcastle-Berwick stopping patterns;
- Combine the Preston-Ormskirk-Liverpool routes, currently split between Northern and Merseyrail;
- Review Burscough curves near Ormskirk;
- Providing a passing loop on the South Fylde Line would enable route utilisation to be doubled, and re-opening of Wrea Green Station would increase passenger loadings;
- Use the Eccles loop to turn trains round, which would increase capacity at the main Manchester stations;
- Starting services at Dore would provide a cross-city service;
- Provide a passing loop at Ansdell and Fairhaven Station;
- A self-contained network of three routes between Sheffield and Cleethorpes would optimise operation;
- If HS2 comes to Meadowhall, 'Hope Valley' services should extend there; and

- Run scheduled weekday services between Clitheroe and Hellifield.

### **Our Response**

We are grateful for the suggestions we received in response to this question, which have formed part of our considerations for the specifications for the new franchises.

More information on the decisions that have been made on train services can be found in Chapter 4.

### **NTSR3: Please indicate, with evidence where available, where services should be improved on weekends, resources permitting.**

The majority of comments from respondents were in relation to improving services for tourists. The most common suggestion was to improve and provide additional services on the route along the Cumbrian coast and Cumbrian line.

More weekend services to Manchester, in particular morning services, were another a popular suggestion, with poor morning services to Manchester and Manchester Airport being highlighted in several comments.

There were also a significant number of comments suggesting more services on the Carlisle Line, and a suggestion of increase services between Sheffield and Lincoln.

LAs indicated a general, widespread support for increased Sunday provision, with some authorities indicating the need for year-round Sunday provision on routes where the current service is seasonal.

It was stressed that levels of Sunday services vary across the network, with some lines having 2 trains per hour whilst other only have an hourly or two-hourly service. It was argued that the frequency has developed in an ad hoc way and bears no relationship to actual traffic demand. The need to be able to access main centres by 0900, as set out in the Rail North Long Term Rail Strategy, was also stressed.

### **Our Response**

We have recognised the desire for improved weekend services that was expressed to us by consultation respondents. We are specifying that in most cases, Saturday service levels should be the same as weekday service levels, with the exception of the extra peak time services that transport commuters and those attending educational institutions during the week. On many routes, we have changed the first train on a Sunday to be earlier and the last train to be later than

at present, as well as specifying additional frequency improvements to Sunday train services.

By December 2017 onwards, we have specified Northern train services operating on the full length of the Cumbrian coast on Sundays. This will greatly improve the public transport options available to local residents, as well as making it possible for visitors to make day trips and weekend trips by train.

More information on the decisions that have been made on train services can be found in Chapter 4.

**NTSR4: Please indicate, with evidence where available, where weekend services provide poor value for the subsidy required to operate them.**

Many respondents stated that they did not have sufficient knowledge of the subsidy currently given for weekend services, the areas the subsidy covers and how this subsidy is currently used. Many respondents commented that better distribution of the rolling stock would drive and increase in demand.

**3.19** Some of the lines and routes suggested as providing poor value for money included:

- High Peak and Hope Valley line;
- Barrow-Carlisle;
- Barrow-Lancaster;
- Sheffield Midland-Cleethorpes via Brigg;
- Manchester-Stockport;
- Skipton- Carlisle;
- Chester-Manchester;
- Cleethorpes-Manchester;
- Holmes Chapel-Manchester/Crewe;
- Lancaster-Barrow, between 5pm and 8pm;
- Manchester-Rose Hill/Marple;
- Darlington-Newcastle/Chathill; and
- Sheffield-Lincolnshire.

LAs felt that there are no examples where weekend services provide poor value for money. Some authorities commented that insufficient information was available regarding the level of subsidy to answer this question, whereas others felt that such services did not exist within their area. Other LAs highlighted what they felt were the key flaws in the current weekend provision, namely poor frequency and capacity. One authority felt that any provision at a level of less than one train per hour should be regarded as poor value for money.

### **Our Response**

We will be enhancing Sunday services significantly in the new franchises, rather than reducing any that might be perceived as providing poor value for money. There will be around 300 more train services on Sundays, and significant increases to services on Saturdays. We expect that this will help to increase the number of people using rail as their mode of transport at weekends.

More information on the decisions that have been made on train services can be found in Chapter 4.

### **NTSR5: What are your views on retaining the route from Cleethorpes and Grimsby to Barton-on-Humber within the Northern franchise? What evidence do you have to support your views?**

There were a variety of responses to this question, including:

- Transfer the route to the East Midlands franchise;
- Retain with Northern;
- Transfer to TPE;
- Close the line; and
- Both operators should run the line, to provide competition.

Several respondents stated that the service should be run by whoever is operating the adjacent services, taking a 'no fragmentation' approach. This would improve reliability, due to operators being more able to replace faulty trains or unavailable staff.

Comments were received from some LAs that supported the proposals to retain the route from Cleethorpes and Grimsby to Barton-on-Humber within the Northern franchise. One LA stressed that there remains a requirement to maintain a reasonable level of connectivity between services to ensure access to wider destinations, regardless of which franchise operates the service; Northern currently provides train crew through other TOCs via inter-operator agreements. It was argued that having services reliant on another operator's staff may lead to increased

unreliability, particularly at times of disruption or other service interruption such as disputes.

### **Our Response**

As the proposed remapping of the Sheffield to Cleethorpes portion of the Manchester Airport to Cleethorpes route is not going ahead, we will be proceeding with the second option of transferring the route from Cleethorpes and Grimsby to Barton-on-Humber to the East Midlands franchise. The franchise operates other local and regional services in Lincolnshire, and the route appears to fit better in its portfolio. We expect this to happen when the East Midlands franchise is re-let in 2017.

More information on this remapping decision can be found at 4.11 onwards.

### **OTH1: Do you have any other views on the future of the Northern and TPE franchises that you would like to set out?**

Responses to this question were wide ranging, with some respondents re-highlighting previously raised key issues such as quality of rolling stock, the economic benefit of investment in rail and increasing the quality of stations. Responses could generally be divided into the following key areas:

#### Electrification

The topic of electrification was very popular amongst many user groups and CRPs. Respondents felt that every effort should be made to exploit the potential of the electrification programme by inviting bidders to show how it would increase the efficiency of their operations, and to extend the programme to cover routes currently scheduled to remain diesel-powered.

Among the responses expressing support for electrification, specific schemes/requirements identified included:

- Calder Valley;
- Leeds-Harrogate-York;
- Lakes Line;
- Sheffield-Doncaster-Cleethorpes; and
- Manchester-Ormskirk-Preston-Kirkby,

#### Driver Controlled Operation

Responses ranged from full objections to DCO to others supporting it. Some felt that DCO can assist in reducing operational costs, but that this would compromise

customer services and pose a considerable risk to revenue protection. Conversely, other respondents stated that the use of DCO would enable guards to carry out revenue protection functions more effectively, helping to reduce ticketless travel.

There were comments that if the new Northern franchise were to go down the 'pure' DCO route, there would be a significant initial cost in equipping every station on the chosen routes with sighting mirrors and/or monitors and in providing ticket vending machines, all of which would require continuing servicing. There was also a view that mobility impaired passengers should be able to use each and every station, although some are not yet fully Disability Discrimination Act (DDA) compliant.

One authority highlighted that any DCO would have to be handled carefully, and could only work where all stations have barriers and are fully staffed from first to last train.

### Franchise Arrangements / Governance

There was a strong steer from respondents not to let the franchises on a 'no-growth' basis, which was how the previous Northern franchise was let in line with demand forecasts at the time.

Some authorities highlighted that Northern Rail and TPE franchise must work together for a fully integrated rail service in the north, with the need for the franchises to be subject to a proactive service quality regime with meaningful performance measures.

It was suggested that the operators be required to publish their data, to allow apparent discrepancies to be understood and to gain a more rounded understanding of actual patronage.

### New station at Baguley

The Wythenshawe Station Campaign group supported the introduction of a half-hourly service through building a new station at Baguley on the Mid Cheshire Line, between Stockport and Altrincham.

### High Speed 2

The role of the TPE and Northern franchises in providing connectivity to HS2 was expressed and the need for integrated planning. It was stressed that investment in the classic network and development of services needs to occur now, in preparation for HS2.

## **Our Response**

**Electrification:** Further electrification schemes are being considered and prioritised by the Northern Electrification Task Force of MPs, local authority Leaders and Network Rail. The Task Force is due to provide an interim report to the Secretary of State on priorities for future electrification schemes in the north of England in early 2015.

**DCO:** On Northern trains, Driver Controlled Operation (DCO) will gradually be introduced; one aspect of this is that instead of a train guard operating the train doors, as is currently the case on Northern trains, this task is instead carried out by the driver. We expect that the introduction of DCO will have a positive impact on customer service and revenue protection. More information on DCO can be found at 4.75

**Franchise Arrangements / Governance:** More information on our requirements for the new train operators can be found at 4.89 onwards.

**New station at Baguley:** In line with Rail Executive's localism agenda, it is for the Local Transport Authority to sponsor schemes that primarily meet local transport needs. Rail Executive is happy to work with local authorities and provide guidance on how to take schemes forward.

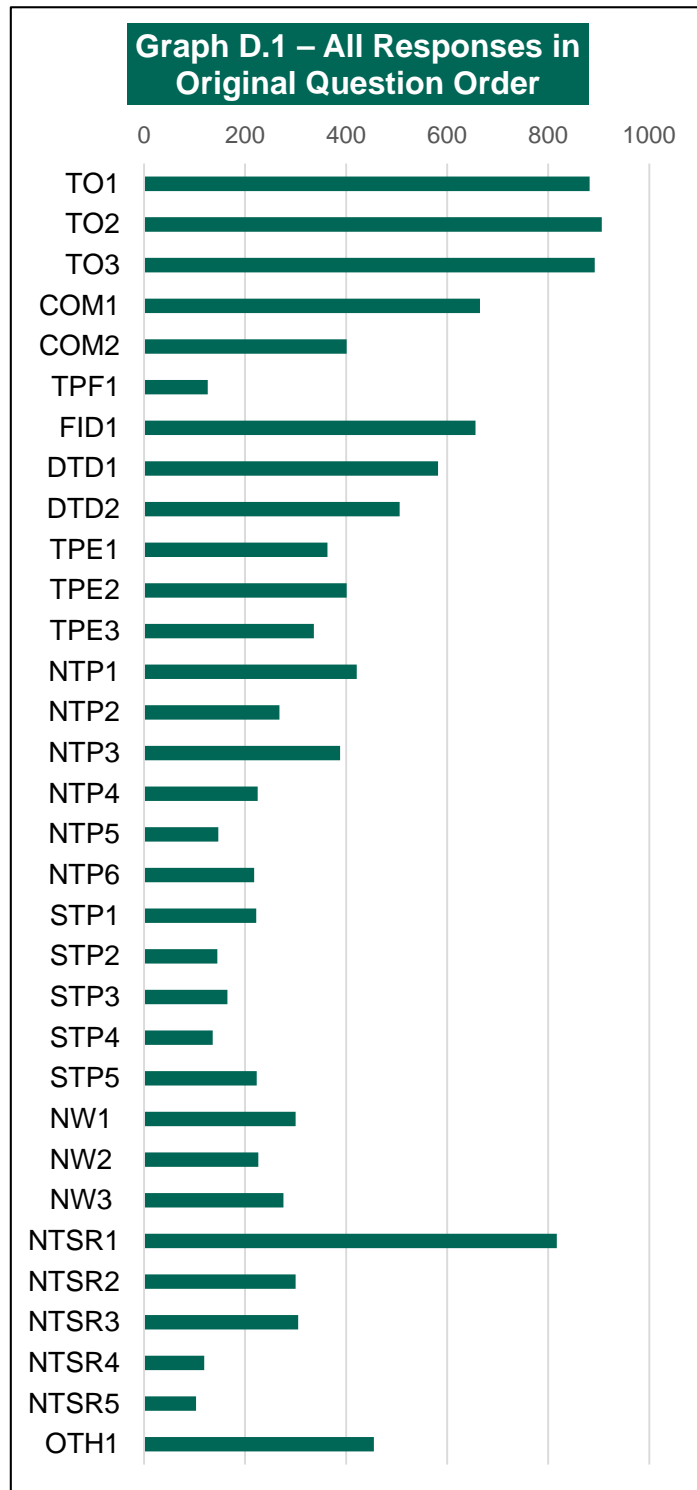
**High Speed 2:** We have noted the responses received regarding HS2. We are clear that there is potential for the major cities in the north to capitalise on the opportunities provided by HS2 and bring the benefits to the north more quickly. More information on investment in the north can be found at 2.11 onwards.

The individuals, organisations and LAs who specifically responded to the consultation questions did not necessarily answer all of the consultation questions.

Table F displays the number of responses to each question in descending order.

Graph D.1 displays the number of responses received in the order that the questions were asked in the consultation document.

Table F – All Responses	
Question	Number of Responses
TO2	906
TO3	892
TO1	882
NTSR1	817
COM1	665
FID1	656
DTD1	582
DTD2	506
OTH1	455
NTP1	421
TPE2	401
COM2	401
NTP3	388
TPE1	363
TPE3	336
NTSR3	305
NW1	300
NTSR2	300
NW3	276
NTP2	268
NW2	226
NTP4	225
STP5	223
STP1	222
NTP6	218
STP3	165
NTP5	147
STP2	145
STP4	136
TPF1	126
NTSR4	119
NTSR5	103





# Annex B – List of Consultation Respondents

**Table G – List of types of consultation respondent**

Type
Airport
Chamber of Commerce
Charity
Councillor
County or Unitary Authority
Cycling Group
Devolved Government
District, Town, or Parish Council
Educational Establishment
Freight Operating Company
Individual
Industry / Trade Association
Infrastructure Manager
Local Enterprise Partnership
Local Business
Local Society
National Business
Newspaper
Other
Parliamentary
Passenger Interest Group
Political Party
Professional Body / Institute
Regulatory Body
Train Operating Company
Trade Union
Watchdog

**Table H – List of consultation respondents**

<b>Organisation Type</b>	<b>Organisation</b>
Airport	Leeds Bradford International Airport
	Manchester Airport Group
Campaign Group (National)	Campaign for Better Transport
	Friends of the Earth
	Scottish Association for Public Transport
	Transform Scotland
Campaign Group (Regional)	20 Miles More
	Bradford Mobility Planning Group
	Hannah Mitchell Foundation
	Transport Activists' Roundtable
	TravelWatch East Midlands
	TravelWatch NorthWest
Chamber of Commerce	Chamber of Commerce
	Dumfries & Galloway Chamber of Commerce
	Harrogate Chamber of Trade & Commerce
	Greater Manchester Chamber of Commerce
	Liverpool & Sefton Chamber of Commerce
	Mid Yorkshire Chamber of Commerce Limited
	Scottish Chamber of Commerce
	Sheffield Chamber of Commerce & Industry
	Suffolk Chamber of Commerce
	West & North Yorkshire Chamber of Commerce
Charity	National Trust
	Involve Yorkshire & Humber Charity
Community Rail	ACoRP
	Cumbrian Coast Community Rail Partnership
	Esk Valley Railway Community Rail Partnership
	Furness Line CRP
	Hereward Community Rail Partnership

	Leeds-Lancaster-Morecambe Community Rail Partnership
	Mid Cheshire CRP
	The Bentham Line Community Rail Partnership
	Mytholmroyd Station Partnership
	The Bishop Line Community Rail
	Settle - Carlisle Railway Development Company Limited
	South Fylde Line Community Rail Partnership
	South East Manchester Community Rail Partnership
	Yorkshire Coast Community Rail Partnership
Cycling Group	CTC North Yorkshire
	Leeds Cycling Campaign
	Northern Rail Cycle Forum
Devolved Government	Scottish Government
	Welsh Assembly Government
Educational Establishment	Furness College of Further Education
	National Association for Environmental Education
	Nottingham Business School
	St.Michael's Environmental Education Centre
Freight Operating Company	Direct Rail Services
	DB Schenker
	Freightliner Group
Healthcare Provider	North East Lincolnshire Clinical Commissioning Group
	Northern Lincolnshire & Goole NHS Foundation Trust
Heritage Rail	Don Valley Railway
	North Yorkshire Moors Railway (NYMR)
	North York Moors Historical Railway Trust
	Northumbria Rail Ltd
Industry Body	Rail Delivery Group
Infrastructure Manager	Network Rail
Local Authority (Combined Authority)	Liverpool City Region Combined Authority
	North East Combined Authority
	Sheffield City Region Combined Authority

	Greater Manchester Combined Authority / Transport for Greater Manchester
	West Yorkshire Combined Authority
Local Authority (Council Group)	Association of North East Councils (ANEC)
	Cheshire & Warrington Local Transport Body
	Local Government Yorkshire and Humber
Local Authority (Metropolitan Council)	Bolton Metropolitan Borough Council
	Calderdale Council
	City of Bradford
	Doncaster Metropolitan Borough Council
	Leeds City Council
	Manchester City Council
	Oldham Council
	Rochdale Borough Council
	Salford City Council
	Stockport Metropolitan Borough Council
	Tameside Metropolitan District Council
	Trafford Council
	Warrington Borough Council
Local Authority (Upper-tier / Unitary)	Blackburn with Darwen Borough Council
	Blackpool Council
	Cheshire East Council
	Cheshire West and Chester Council
	City of Stoke-on-Trent
	City of York Council
	Cumbria County Council
	Darlington Borough Council
	Derbyshire County Council
	East Riding of Yorkshire Council
	Hartlepool Borough Council
	Hull City Council
	Lancashire County Council
	Lincolnshire County Council
	Middlesbrough Council
	Norfolk County Council
	North Yorkshire County Council
	Nottingham City Council
	Nottinghamshire County Council

	Redcar and Cleveland Borough Council
	South Humber: North Lincolnshire Council and N.E. Lincolnshire Council
	Staffordshire County Council
	Stockton-On-Tees Borough Council
	Stoke-on-Trent City Council
	Suffolk County Council
Local Authority (Lower-tier / town council)	Allerdale Borough Council
	Alfreton Town Council
	Ashington Town Council
	Blythe Town Council
	Carlisle City Council
	Copeland Borough Council
	Fenland District Council / Hereward CRP
	Harrogate Borough Council
	Kendal Town Council
	Knutsford Town Council
	Lancaster City Council
	Peterborough City Council
	Poynton Town Council
	Prudhoe Town Council
	Ribble Valley Borough Council
	Rossendale Borough Council
	Scarborough Borough Council
	South Kesteven District Council
	South Lakeland District Council
	St Anne's Town Council
	Suffolk Coastal District Council
	Waveney District Council
	West Lancashire Borough Council
Local Authority (National Park)	Peak District National Park Authority
Local Authority (Parish Council)	Baslow and Bubnell Parish Council
	Belton Parish Council
	Broomhaugh and Riding Parish Council
	Broomley & Stocksfield Parish Council
	Eastoft Parish Council
	Grindleford Parish Council
	Hathersage Parish Council
	Luddington & Haldenby Parish Council
	Outseats Parish Council

	Pegswood Parish Council
	Shelvington Parish Council
	Whicham Parish Council
Local Authority (Scotland)	City of Edinburgh Council
	Lockerbie Community Council
Local Authority (Transport Partnership – Scotland)	South East of Scotland Transport Partnership (SEStran)
	South West of Scotland Transport Partnership (SWESTRANS)
	Strathclyde Partnership for Transport
Local Business	August House Consultants
	Bruntwood
	Centre of Nuclear Excellence
	Cumbria Tourism
	Lancashire & Cumbria Federation of Small Businesses
	North West Business Leadership Team
	NuGeneration Limited
	Peel Holdings Ltd
	Rawwater Engineering Company Limited
	Southport BID (Business Improvement District)
	Tatton Estate
	Winander Leisure Ltd
Local Enterprise Partnership	Cumbria LEP
	Furness Enterprise Partnership
	Humber Local Enterprise Partnership
	Lancashire Enterprise Partnership
	New Anglia: Local Enterprise Partnership for Norfolk and Suffolk
	Tees Valley Unlimited
	York, North Yorkshire and East Riding Local Enterprise Partnership
Local Society	Bolsterstone Community Group
	Grange Over Sands Residents Group
	Lancashire Rail Ramblers
	Lincolnshire Chaplaincy Services
	Lostock Residents' Group
	Octopus Collective
	Pontefract Civil Society
	Sheffield Ramblers
Newspaper	Grimsby Telegraph

Political Party	High Peak Conservatives
Professional Body / Institute	Chartered Institute of Logistics and Transport
Rail User Group	Aire Valley RUG
	Blackpool & Fylde Rail Users' Association
	Campaign for Better Transport (CBT)
	Carnforth Action Group
	Coastliners
	The Dales Integrated Transport Alliance
	Campaign for Rail
	Chinley and Buxworth Transport Partnership
	GRaB (Gainsborough Rail and Bus Users)
	ESTA East Suffolk Travellers Association
	Friends of Davenport Station
	Friends of Dronfield Station
	Friends of Eccles Station
	Friends of Glossop Station
	Friends of Hartlepool station
	Friends of Heaton Chapel Station
	Friends of Littleborough Stations
	Friends of Low Moor Station
	Friends of Mossley Station
	Friends of Reddish South & Denton Stations
	Friends of Rose Hill Station
	Friends of Strine Station
	Friends of the Barton Line
	Friends of The Brigg & Lincoln Lines Rail Group
	Friends of the Lake District
	Friends of the Peak District
	Friends of the Settle-Carlisle Line
	Furness Line Action Group (FLAG)
	Greenfield Rail Action Group
	Halifax & District Rail Action Group
	Harrogate Line Users' Group
	Haydon Bridge TIP (also Haydon Bridge and Haydon Parish Development Trust)
	Hope Valley Railway Users' Group
	Hull & East Riding Rail Users' Association

	Lakes Line Rail User Group (LLRUG)
	Lancaster and Skipton Rail User Group
	Lancaster Morecambe & District RUG
	Lake Line Rail User Group
	Leicester and Northampton Railway Action Committee (LANRAC)
	Lichfield Rail Promotion Group
	Lockerbie Station Liaison Group (LSLG)
	North West Manchester Station Friends Alliance
	Ormskirk, Preston and Southport Travellers' Association (OPSTA)
	Ribble Valley Rail
	Skipton East Lancashire Rail Action Partnership
	South East Northumberland Rail Users Group
	South Humber Rail Users
	Saltburn Line Users Group
	Selby and District Rail Users Group
	Slaithwaite & Marsden Action on Rail Transport
	Stockton-on-Tees Borough Public Transport Users' Forum
	Stockbridge Community Forum
	Support the Oldham Rochdale Manchester lines (STORM)
	The Dales & Bowland Community Interest Company
	Upper Calder Valley Rail
	Upper Calder Valley Renaissance Sustainable Transport Group
	Wythenshawe Station Campaign
Rolling Stock Company	Angel Trains
Transport Consultancy	TAS Partnership
Train Operating Company	CrossCountry
	East Midlands Trains
	Merseyrail
Trade Union	Associated Society of Locomotive Engineers and Firemen (ASLEF)
	Derbyshire NFU



	Keep Our Future Afloat Campaign (KOFAC)
	TSSA - Rail Staff Association
	RMT
Watchdog	Passenger Focus
Other	Scottish Council for Development and Industry

# Annex C – Stations that will be remapped

As a result of the changes there will be from the remapping of routes, there will be a number of stations where responsibility for the operation of the station will transfer between franchises.

A list of the stations that will be remapped can be found in Tables F and G, provided below and overleaf.

<b>Table I – TPE stations that will be remapped</b>	
<b>From TPE to Northern</b>	<b>Date of transfer</b>
Arnside	01-Apr-16
Barrow-in-Furness	01-Apr-16
Birchwood	01-Apr-16
Burneside	01-Apr-16
Carnforth	01-Apr-16
Grange-over-Sands	01-Apr-16
Kendal	01-Apr-16
Staveley	01-Apr-16
Ulverston	01-Apr-16
Warrington Central	01-Apr-16
Windermere	01-Apr-16

**Table J – Northern stations that will be remapped**

<b>From Northern to East Midlands</b>	<b>Date of Transfer</b>
Barrow Haven	Oct-17
Barton-On-Humber	Oct-17
Goxhill	Oct-17
Great Coates	Oct-17
Grimsby Docks	Oct-17
Habrough	Oct-17
Healing	Oct-17
New Clee	Oct-17
New Holland	Oct-17
Stallingborough	Oct-17
Thornton Abbey	Oct-17
Ulceby	Oct-17

# Annex D – Common Themes on Routes

## **Inter-urban north-west express (Manchester, Bolton, Blackpool, Barrow in Furness and Windermere)**

In the consultation we sought views on remapping Windermere, Barrow-in-Furness and Blackpool North services from TPE to Northern. Many consultation respondents commented that the most important factors to them are that the quality, type and quantity of services should be maintained. Respondents were particularly concerned about there being a drop in the quality of trains following remapping to Northern. Concerns were also raised about losing out in terms of direct services to Manchester Airport, should the TPE services be remapped to Northern.

Following detailed assessments of the efficiencies that will be gained, as well as the reaffirming of the market focus of each of the franchises, we have decided to proceed with the remapping of these services between Windermere to Oxenholme, Barrow-in-Furness to Manchester and Blackpool North to Manchester.

We understand the concerns that were raised about a drop in the quality of trains following remapping to Northern, so we have specified that a high-quality ‘Northern regional’ standard of train will need to be provided for these services. Existing service levels will be protected as a minimum, and some service levels will in fact be increasing as a result of the transfer of services to Northern.

More information on the remapping decisions for these services can be found at section 4.8 onwards.

## **South TransPennine (via the Hope Valley) including Liverpool – Norwich**

In the consultation we sought views on terminating the TPE service from Manchester Airport to Cleethorpes at Doncaster, with a replacement Sheffield to Cleethorpes service being operated by Northern. The majority of consultation respondents were not in favour of this proposal, emphasising in their responses the importance to them of having direct services between Cleethorpes and the airport. Respondents expressed concerns about changing changes being difficult for older passengers and disabled passengers, as well as those with luggage. They also felt that the loss of a direct service between these locations would result in more people using cars for their journeys. There was a petition organised by the Grimsby Telegraph, calling for

directed services between the locations to be maintained; further information on this petition is available in Annex E.

We also sought views on the proposal for remapping to TPE the Liverpool-Nottingham section of the East Midlands Liverpool-Norwich service. Many consultation respondents were concerned about the loss of direct connections between East Anglia and the north-west that would result from remapping. There were concerns about increased journey times and passengers being deterred from using rail to make the journey due to having to change trains. Further comments were made about the impact on older passengers and those with luggage, as well as the possibility of fare increases. Some respondents also suggested that the proportion of passengers travelling through Nottingham might be higher than ticket sales data suggest due to split ticketing.

The direct service from Cleethorpes to Manchester Airport will not be remapped to Northern in the next franchise and will remain a direct TPE service. More information on the remapping decision for services between Cleethorpes and Manchester Airport can be found at section 4.6 onwards.

We have not specified the remapping to TPE of the Liverpool – Nottingham portion of the East Midlands Liverpool – Norwich service at the present time. More information on the remapping decision for the Liverpool-Nottingham section of the East Midlands Liverpool-Norwich service can be found at section 4.16 onwards.

### **Manchester - Rose Hill / Sheffield**

Respondents wished to see the new rail franchise of the Hope Valley Railway line include at least an hourly service every day, including Sundays, calling at all stations. They felt that increasing the frequency of services would lead to more people using rail to make their journeys in this area, whether for commuting, tourism or leisure purposes.

We recognise that there is an ambition for enhanced services between Manchester and Sheffield. Network Rail's consultation process for their proposed infrastructure improvements on this portion of the line will conclude on 28 February 2015. We are not specifying improvements to services on the route at this time, but we will be working with the train operators, Network Rail and the local communities to establish how to make best use of the extra capacity when it becomes available. More information can be found at 4.51.

### **North TransPennine**

Respondents commented on maintaining and improving links to major towns and cities, including Manchester, Liverpool, Leeds, York and Middlesbrough. Some

expressed concern about the possibility of TPE services between York to Scarborough being transferred to Northern, due to fears about the quality of trains that would be provided for these services if they were remapped. Respondents also commented that train links along this route are crucial for the economy.

We consulted on whether the York to Scarborough portion of the current TPE service between Liverpool and Scarborough could be remapped to Northern once North Trans-Pennine electrification was implemented. This portion of the service would have then been a standalone, non-electrified route once electrification was completed. Many consultation respondents were in favour of this remapping proposal, suggesting that the Northern operator could run this service as an extension of the existing service between Blackpool North and York, providing extra connectivity between Scarborough and the Calder Valley.

Timescales for elements of major infrastructure schemes that will be delivered some years into a new franchise are naturally less certain, as discussed at 4.20, so a decision on this remapping has now been deferred until there is confirmation of the schedule and outputs for electrification

Information about the decision on whether to remap to Northern the York to Scarborough portion of the current TPE service between Liverpool and Scarborough can be found at 4.14.

Information on the decisions that have been made on train services and links to major towns and cities, including Manchester, Liverpool, Leeds, York and Middlesbrough, can be found in Chapter 4.

### **Chester - Northwich – Manchester**

Respondents expressed a desire for more frequent train services along this route, commenting that the service should be half-hourly on weekdays as it serves two large commuter cities. Respondents also wanted an hourly service on Sundays. The arguments put forward for increasing the service included economic benefits for businesses, reduced crowding and encouraging people to use rail instead of cars.

We have listened to the views that were expressed to us during the consultation. There will be more services between Manchester and Chester in the new franchises.

There is currently one off-peak Northern train per hour between Manchester and Chester via Northwich. We have specified one extra train per hour between Manchester and Northwich by December 2017. This additional stopping service provides the opportunity to remove some calls from the existing service between Manchester and Chester without reducing service frequency at those stations, allowing faster journeys between Manchester and Chester.

There is currently a two-hourly Northern service on the Manchester-Stockport-Chester route on Sundays, but this will become an hourly service by December 2017.

More information on the decisions that have been made on train services can be found in Chapter 4.

# Annex E – Full Text from Organised Campaign Responses

## Grimsby Telegraph campaign:

### **Grimsby Telegraph, newspaper coupon text:**

You may be aware that Cleethorpes, Grimsby and Scunthorpe could lose the direct express rail service to Meadowhall and Manchester Airport. Under new Government proposals, which are currently out to consultation, the current service will cease. Instead there will be a reduced service with passengers having to change at either Doncaster or Sheffield.

The Grimsby Telegraph, supported by the business and tourism community and North East Lincolnshire Council, believes this is a further blow to the already poor investment in rail services in this area and will hamper further growth in many areas.

Please sign this coupon if you agree. Or add your name to our online petition at [www.grimsbytelegraph.co.uk/keepontrack](http://www.grimsbytelegraph.co.uk/keepontrack)

All petitions, coupons and letters received by the Grimsby Telegraph and their supporters will be sent to Patrick McLoughlin, the Secretary of State for Transport and Stephen Hammond, Railways Minister.

## RMT postcard campaign:

### **RMT, postcard text:**

[Front of postcard]  
SAVE YOUR RAILWAY!

Government proposals for rail services in the north will mean cuts to funding, fare rises, services and timetable cuts. Passenger service and safety will be worsened by the introduction of driver only operation, the sacking of train guards/conductors, station de-staffing and ticket office closures.

The government are seeking your views – please send this FREEPOST card to oppose rail cuts and fare rises and we will send it onto the government.



[Back of postcard]

To: Department for Transport

I am opposed to proposals contained in the government consultation for the Northern and TransPennine Express rail franchises.

In particular I want the government to withdraw planned fare rises, service and timetable cuts, driver only operation, the sacking of train guards/ conductors, station de-staffing and ticket office closures.

Please re-think the proposals and protect the interests of passengers and the communities who rely on these rail services.

I look forward to hearing from you.

Wythenshawe Station Campaign Group:

**Wythenshawe Station Campaign Group, petition text:**

To the Northern TPE Consultation Co-Ordinator

The petition of Wythenshawe residents, visitors and workers

Declares that Wythenshawe, a community of 75,000 and many thousands of incoming daily workers, located in south Manchester, has no direct access to the rail commuter service from Chester – Stockport – Manchester which passes through the area and which is the only rail service going east and west of Wythenshawe.

Proposals for a rail halt on Southmoor Road adjacent to the new Metro Airport extension were agreed at a Public Inquiry in 1995 by GMPTA and in 2011 a Baguley Halt was included in the future transport plan by GMCA.

The petitioners believe that such a facility, which is also located in the newly designated Manchester Airport Enterprise Zone, would attract a high footfall from Greater Manchester and Cheshire and also from local people who would be able to access many new jobs and educational opportunities on the east/west corridor. It would reduce the social isolation and help drive the economic regeneration of Wythenshawe and surrounding areas

The Halt and a frequent train service have the support of all Wythenshawe Councillors, the local MP and the Leader and the Chief Executive of Manchester City Council

We have had an earlier e-petition with over 1500 signatures on this matter in 2008 and a 2011 petition of 1000+ signatures from local people

The petitioners, therefore, request that DfT/Rail North insert the requirement for a train to stop at Baguley Halt on the MCL, with a frequency of at least two trains per hour, in the new Franchise Agreement. The petitioners also believe that the new franchisee should make an advance financial contribution to enable the early building of the rail halt at Baguley which we have been advised would cost less than a new tram stop.

And the Petitioners remain etc.

# Annex F – Rail North Partners

## 29 Partner Authorities:

Blackburn with Darwen Borough Council  
Blackpool Borough Council  
Cheshire East Council  
Cheshire West and Chester Council  
City of York Council  
Cumbria County Council  
Darlington Borough Council  
Derbyshire County Council  
East Riding of Yorkshire Council  
Greater Manchester Combined Authority  
Hartlepool Borough Council  
Hull City Council  
Lancashire County Council  
Lincolnshire County Council  
Liverpool City Region Combined Authority (Halton, Knowsley, Liverpool, St Helens, Sefton and Wirral) (Merseytravel)  
Middlesbrough Council  
North East Combined Authority (Durham, Gateshead, Newcastle, North Tyneside, Northumberland, South Tyneside and Sunderland)  
North East Lincolnshire Council  
North Lincolnshire Council  
North Yorkshire County Council  
Nottingham City Council  
Nottinghamshire County Council  
Redcar and Cleveland Borough Council  
Sheffield City Region Combined Authority (Barnsley, Doncaster, Rotherham and Sheffield)  
Staffordshire County Council  
Stockton-on-Tees Borough Council  
Stoke-on-Trent City Council  
Warrington Borough Council  
West Yorkshire Combined Authority

# Annex G – Shortlisted Bidder Contact Details

## Northern

<b>Table K : Northern Franchise - Shortlisted Bidder Contact Details</b>	
<b>Bidding Enterprise</b>	<b>Contact</b>
<b>Abellio Northern Ltd</b>	<p><b>Rebecca McPhee</b>            Bid Director            Abellio UK            1 Ely Place            Second Floor            London            EC1N 6RY  <a href="mailto:rebecca.mcphee@abellio.com">rebecca.mcphee@abellio.com</a></p>
<b>Arriva Rail North Limited</b>	<p><b>Philip Heathcote</b>            Bid Director            Arriva UK Trains Ltd            1 Eversholt Street            London            NW1 2AD  <a href="mailto:heathcotep@arrivatrails.co.uk">heathcotep@arrivatrails.co.uk</a></p>
<b>Govia Northern Limited (Go-Ahead and Keolis)</b>	<p><b>Andy Coulthurst</b>            Bid Director            Govia Northern Ltd            4th Floor            Evergreen Building North            Grafton Place            London            NW1 2DX  <a href="mailto:andy.coulthurst@go-ahead.com">andy.coulthurst@go-ahead.com</a></p>

## TransPennine Express

<b>Table L : TPE Franchise - Shortlisted Bidder Contact Details</b>	
<b>Bidding Enterprise</b>	<b>Contact</b>
<b>First Trans Pennine Express Limited</b>	<p><b>Joost Noordewier</b>            Bid Director            First TransPennine Express Limited            4th Floor            Capital House            25 Chapel Street            London NW1 5DH  <a href="mailto:joost.noordewier@firstgroup.com">joost.noordewier@firstgroup.com</a></p>
<b>Keolis Go-Ahead Limited</b>	<p><b>Colin Lea</b>            Bid Director            Evergreen Building North            160 Euston Road            London            NW1 2DX  <a href="mailto:colin.lea@keolis.co.uk">colin.lea@keolis.co.uk</a></p>
<b>Stagecoach Trans Pennine Express Trains Limited</b>	<p><b>Anthony Hyde</b>            Commercial Director            Stagecoach Rail            Friars Bridge Court            41-45 Blackfriars Road            London            SE1 8NZ  <a href="mailto:ahyde@stagecoachrail.com">ahyde@stagecoachrail.com</a></p>

# Annex H – Northern Franchise Map



# Annex I – TransPennine Express Franchise Map

