
Meeting:	Transport for the North Board Chief Executive's Consultation Call
Subject:	The Future of Rail in the North
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Sponsor:	Martin Tugwell, Chief Executive
Meeting Date:	Wednesday 14 December 2022

1. Purpose of the Report:

- 1.1 To provide the Board with the opportunity to review current rail performance issues, consider the importance of continuing to make the case for rail, and consider the opportunities to achieve rail reform in the North.

2. Recommendations:

2.1 The Board is recommended to:

1. Stress the importance of train operators being held accountable against service recovery plans;
2. Support the development of a Rail Academy for the North which will ensure there is a pipeline of trained drivers and operational staff;
3. Restate the critical importance of delivering Northern Powerhouse Rail 'in full' in order to realise the economic potential of the North;
4. Stress the importance of the Government maintaining progress with major projects already in the pipeline, including:
 - Delivery of measures identified by the Manchester Recovery Task Force
 - Transpennine Route Upgrade (TRU)
 - HS2 Western Leg
5. Stress the importance of the Government progressing at pace with the need to:
 - Bring forward plans for a new station serving Bradford, one which makes passive provision for NPR 'in full'
 - Publish the Terms of Reference for Leeds – Sheffield study identified in the Integrated Rail Plan
6. Agree to prepare and publish the case for using the existing rail devolution in the North as the basis for rail reform; and
7. Agree to write to the Rail Minister emphasising the importance of taking into account the impact on revenues, unmet demand and wider economic and social impacts when setting the budgets for Northern and TPE.

3. Main Issues:

Background

- 3.1 A reliable and expanding rail network in the North is essential to today's passengers and businesses. It has also been identified in the statutory Strategic Transport Plan as being essential to unlocking the North's economic potential in a way that is sustainable for the long term. Transport for the North's evidence base shows how today's network needs to be developed and expanded, building

on investment identified in the Government's Integrated Rail Plan and HS2. This includes delivery of NPR 'in full' – i.e. as originally identified by the TfN Board.

3.2 Since Covid, the North has been at the forefront of the growth back in passenger numbers – regularly outstripping growth elsewhere on the network (at the time of writing major stations in the North stood at 91% of pre-covid demand compared to London stations at 71%). Just last month, Northern reported its third highest revenue week ever indicating the strength of the market and the potential for growth in the future. The recovery of rail services in the North – and by extension revenues – is in sharp contrast to other parts of the country.

3.3 However, over the last few months the North has seen unacceptably poor levels of performance on the network with record levels of cancellations particularly on Avanti West Coast and TransPennine Express. This disruption has inconvenienced people's daily lives and routines and impacted businesses across the North. Transport for the North has calculated the impact of delays and cancellations in the North to be around £8m per week (for TPE and Northern) which equates to £0.416 billion a year. The North has been experiencing the current level of unreliability for most of 2022 in a way that would not have been accepted elsewhere in the country.

Tackling Poor Performance

3.4 There are several reasons for the current unreliability, some of which are outside the direct control of the operators, but others are down to them to fix. Rail North Committee has been kept apprised of the issues underpinning the poor performance which include a backlog of driver training following Covid (where training was stopped for a significant period), high levels of sickness which persist in some of the operators, increased numbers of drivers leaving the business and the ongoing and industrial relations issues across the industry including, but not limited to, strikes.

3.5 Rail North Committee met with representatives from the train operators (Avanti, Northern and TPE) on 15 November 2022 to hear about their recovery plans and seek assurances on behalf of the travelling public. There are many interwoven and structural issues driving the current unacceptably poor performance in the North that underline the need to reform the industry. The root cause of many of the current problems is a shortfall of fully qualified and trained drivers available following delays to training during Covid. This has been exacerbated by recent high sickness levels and the lack of overtime working agreements that have historically been used to manage shortfalls on a day-to-day basis. Operators have been recruiting drivers (TPE has more drivers than it has ever had working for the company), but training has a long lead time for a driver to become fully qualified and therefore urgent action is needed.

3.6 The Committee discussed and endorsed actions calling for:

- The train operators in the North being provided by the DfT with the flexibility to put in place short term arrangements that could bring about an immediate improvement – including Rest Day Working Agreements;
- A commitment to progress a Rail Academy for the North which will ensure there is a pipeline of trained drivers to end the reliance on overtime working;
- Operators to be held to account for their service recovery plans and commitments using all available contractual levers;
- Operators providing better information and assistance to passengers where their journeys are disrupted; and

- Devolved funding to tackle small-medium sized network hotspots (identified and prioritised by Transport for the North) that are currently impacting on performance.
- 3.7 Following the Committee meeting, the Transport for the North Chair and the Northern Metro Mayors had meetings with the new Secretary of State to set out the unacceptable impact of poor performance on the people and businesses across the North. It is understood that the North's train operators are to be given a revised mandate enabling them to explore with their unions and staff short-term working arrangements in the way Rail North Committee had set out.
- 3.8 Meanwhile the December timetable change takes place on 11th December. The Rail North Committee at its meeting on 15th November was clear that in respect of the Avanti West Coast Main Line their expectation was that this would see the restoration of the timetable in full. The Committee was also clear that if the timetable was not restored then it would look to this Board to consider what, if any, representation TfN might make to the Department on behalf of the North.
- 3.9 Through the Rail North Partnership TfN has a contractual relationship with DfT in the oversight of the delivery of TPE and Northern. Of the two the performance of TPE is the one that gives greatest cause for concern. This Board may wish to consider what, if any, representation TfN should make, through the Rail North Partnership, in respect of the performance of TPE.

Northern Powerhouse Rail

- 3.10 Delivery of Northern Powerhouse Rail 'in full', High Speed 2 (including the Eastern Leg) and the Transpennine Route Upgrade were all identified as essential infrastructure requirements in order to unlock the economic potential identified by the Northern Powerhouse Independent Economic Review.
- 3.11 The Government's plans for NPR and HS2 (as set out in the Integrated Rail Plan) do not meet the Board's agreed networks, leaving cities such as Bradford and Hull not served by NPR and no plans to improve important corridors such as Manchester to Sheffield. Current plans for HS2 envisage a network from London to Manchester and the East Midlands only. And it is currently unclear how or if Leeds would be served by HS2 or what alternatives to the now withdrawn Golborne Link are under consideration. The Integrated Rail Plan included the concept of an 'adaptive pipeline', a recognition that the proposals set out in the IRP would continue to evolve over time, and that additional investments may be justified in due course.
- 3.12 The current position on NPR, HS2 and TRU is summarised in Appendix 1. Members will recall that at the last meeting of the TfN Board it was agreed that TfN should seek reinstatement on the TRU Programme Board. Discussions with DfT and Network Rail in this regard are on-going, with all parties seeing the added benefit of strengthening the linkage with TfN.
- 3.13 As this meeting will have discussed in relation to the updated Northern Powerhouse Independent Economic Review, the economic gap between the North and South remains a deep concern. The overarching narrative for the refreshed Strategic Transport Plan will emphasise that unlocking the economic potential of the North should continue to be a priority for the UK.
- 3.14 Whilst the implications of the Autumn Statement for transport investment are being worked through it is timely for TfN to:
- Restate that the evidence shows that delivery of Northern Powerhouse Rail in full (as identified by the TfN Board) remains the key long-term transformational investment

- Stress the importance of the Government continuing to commit funds to deliver projects already in the pipeline – such works associated with the Manchester Recovery Task Force, Transpennine Route Upgrade, and HS2 Western Leg
- Stress the importance of the Government progressing at pace with the need to bring forward plans for a new station at Bradford and with publishing the Terms of Reference for the Leeds – Sheffield study

Rail Reform

- 3.15 Many of the rail issues encountered in the North stem from the fragmented way the industry is currently managed. The well documented problems in the North in May 2018 led to the Williams Review and the White Paper published by Government in 2021. This set out ambitious plans, which Transport for the North supported, for the creation of Great British Railways (GBR) to act as the guiding mind for the industry and end the fragmentation.
- 3.16 It has recently been confirmed that the legislation necessary to establish Great British Railways has been delayed. The original plan to establish Great British Railways by April 2024 is now unlikely to happen. Government is looking at elements of the plan that can be delivered without primarily legislation, but there is currently no clarity about what will be implemented and when.
- 3.17 The Rail North Committee discussed and identified a set of actions that could be taken forward in the North to progress Rail Reform without needing to wait for legislation, based on a set of principles:
1. Build on the existing devolved arrangements through the Rail North Partnership;
 2. Include the next stage of 'double devolution' to provide city regions and other local areas with even greater autonomy to deliver fully integrated public transport networks with common fares and local accountability;
 3. The industry structured with a single region for the North with a single North of England train operator (to provide economies of scale but internally structured around locally accountable business units);
 4. A separately identified budget for the North (which the North can prioritise against) with the ability to invest to grow revenue and recycle it in the North;
 5. A statutory role on rail investment, so that Transport for the North (and partners) are involved at every stage of development and delivery of investment projects; and
 6. Transport for the North's statutory Strategic Transport Plan to underpin a growth plan for the North which links the role of the railway with wider economic growth, decarbonisation and social exclusion.
- 3.18 Given the pressing need to address the problems in the North highlighted in this report and the fact that we already have the first stage of devolution in the form of Rail North Partnership, the North is well placed to make progress with rail reform by building on the existing arrangements. The work undertaken to date preparing for GBR enables the North to deliver reforms quickly to the benefit of rail users (both passenger and freight) whilst working within the current financial framework set nationally. Appendix 2 sets out a number of 'quick wins' that could form an 'offer' to government to deliver many of the benefits of rail reform ahead of the legislation. These include:
- Double devolution through Regional Business Units (including Mayoral Combined Authorities);

- Fares and ticketing reform building on existing powers; and
- Transformed stations and ticket retailing in a way that works for the North.

3.19 Appendix 2 also sets out a longer-term proposition for Rail Reform in terms of a new Partnership between Transport for the North and Great British Railways or similar organisation. These include:

- A joint long-term plan for the railway based on Transport for the North's evidence-based and statutory Strategic Transport Plan;
- A clear articulation of both the services and infrastructure required to support the plan;
- A 'profit and loss' account setting out the funding available to allow prioritisation decisions by Northern Leaders; and
- The next step of 'Double Devolution' to empower city regions and other areas to take a greater role in rail as part of wider integrated networks.

Funding

3.20 Fixing the problems and growing the railway in the way set out in this report will require sufficient funding for both rail services (revenue) and infrastructure (capital). Historic under-investment in infrastructure is part of the cause of long-running performance problems across the North (for example congestion hotspots of Central Manchester, the East Coast Main Line North of York and for services passing through Leeds).

3.21 The Board has consistently raised concerns that the planned operational budgets for Northern and TransPennine Express are insufficient to support the strong growth back post-covid or the full restoration of the previous quantum of services. There are further significant risks around inflation (which is not factored into train operator budgets). The impact is likely to be cuts to services rather than the growth needed to support the Strategic Transport Plan and Independent Economic Review.

3.22 The original Northern and TransPennine Express franchises (back in 2016) were let on the basis of 'invest to save'. Investment in new trains and services was designed to encourage more passengers and reduce the subsidy over time. Covid may have re-set the baseline, but the principle of invest to grow (and reduce the cost to Treasury over time) should continue to underpin our approach. The strong bounce-back post-covid shows the underlying strength of the market for rail in the North if the offer is right.

3.23 The situation elsewhere across England is one where revenues are still well below pre-pandemic levels. At present Treasury is only focused on the cost side of rail services. By ignoring the revenue dimension there is the very real likelihood that the impact of inflationary pressures on the rail service budget will be applied equally across the country. Such a situation may see rail services in the north (that are contributing to revenue growth) having to be cut whilst services elsewhere in the country are maintained.

3.24 At a time of financial pressures, it is essential that in determining the budgets for train operators the Government takes account of revenues and costs. Such an approach is essential to ensure that the North is not disproportionately affected. It is recommended that TfN write to the Rail Minister on this issue as a matter of urgency.

3.25 All of TfN's evidence and technical work demonstrates the critical role that growing the rail system has to play in unlocking the North's potential – not just in terms of enabling a more sustainable pattern of travel, but in terms of acting as a

catalyst for private sector investment. We have seen how the area around St Pancras/Kings Cross has regenerated, in part because of the investment in the railways. Likewise, Curzon Street is another example of the catalytic effect for private sector investors that a commitment to rail investment brings. There is a need for the North to actively campaign on the opportunities that rail investment brings to economic growth. Transport for the North has commissioned work on the value of rail across the North of England which will be available shortly as part of a brochure setting out the case for intervention in the North.

4. Corporate Considerations

Financial Implications

4.1 There are no financial implications for Transport for the North as a result of this report. The report highlights the risk that there is insufficient funding for current and future rail services.

Resource Implications

There are no direct resourcing implications as a result of this report.

Legal Implications

Transport for the North's Constitution will be kept under review in case any amendments are required. Contract management of the train operators is undertaken by the Rail North Partnership in accordance with the DfT's contractual mechanisms.

Risk Management and Key Issues

This paper does not require a risk assessment, however, risks relating to the future of rail services are highlighted. A risk has been included on the Transport for the North Corporate Risk Register in relation to the future viability of rail services and Transport for the North's future role.

Environmental Implications

This report does not constitute or influence a plan or programme which sets the framework for future development consents of projects listed in the EIA Directive and therefore does not stimulate the need for SEA or EIA. Any infrastructure proposals to improve the capacity and reliability of the system will be subject (where appropriate) to EIA Screening, conducted by Network Rail as part of the consenting process for those projects.

Equality and Diversity

A full impact assessment has not been carried out because it is not relevant to the type of work referenced.

Consultations

A consultation is not required on the issues covered in this paper.

5. Background Papers

5.1 None

6. Appendices

6.1 Appendix 1: Northern Powerhouse Rail Current Position

6.2 Appendix 2: Rail Reform Quick Wins and Longer-Term Proposition

Glossary of terms, abbreviations and acronyms used (*if applicable*)

Please include any technical abbreviations and acronyms used in the report in this section. (Please see examples below.) This will provide an easy reference point for the reader for any abbreviations and acronyms that are used in the report.

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| a) TPE | TransPennine Express |
| b) NPR | Northern Powerhouse Rail |
| c) RNP | Rail North Partnership |
| d) GBR | Great British Railways |
| e) STP | Strategic Transport Plan |
| f) HS2 | High Speed 2 |
| g) NPIER | Northern Powerhouse Independent Economic Review |
| h) TRU | Transpennine Route Upgrade |

Appendix 1 – Northern Powerhouse Rail Current Position

- 1.1 To provide the level of rail connectivity, capacity and reliability required to support the North's sustainable economic growth, delivery of a number of major rail programmes to complement smaller scale enhancements is important. These include:
- The Transpennine Route Upgrade (TRU), which will provide an electrified and upgraded route between Manchester and York via Huddersfield and Leeds. It will offer faster more reliable journeys, more seats and also capability for container freight trains;
 - High Speed 2 (HS2), which will link the North to the Midlands and London and also to Scotland. It will provide significantly faster journeys with a major uplift in seating capacity; and
 - Northern Powerhouse Rail (NPR), linking the major cities of the North to each other and Manchester Airport through new lines and significant upgrades, providing more frequent and significantly faster journeys, whilst supporting greater economic interaction in the North.
- 1.2 These major programmes are integral to achievement of the emerging Strategic Transport Plan (STP) targets Vision and Objectives and proposed outputs of the draft Rail Connectivity Policy that will support the STP. They are integral parts of the North's rail network and need to be planned as such so that the benefits can be spread to areas not directly served (e.g. through better links to hub stations using the existing network and through released capacity allowing better services elsewhere).
- 1.3 TRU is an essential medium-term programme providing journey times of 41-42 minutes between Manchester and Leeds and 63-66 minutes between Manchester and York. It will provide the capability to double the number of available seats and allowing the market to grow. TRU is an essential first step to the longer term NPR programme, not an alternative to it. TRU also provides some early parts of the NPR network.
- 1.4 Transport for the North has consistently supported HS2 because we believe it will play a key role in achieving our ambitions and improving the quality of life across the North. It will expand the existing rail network, regenerate railway stations and their surrounding areas, and support the delivery of NPR, which will free up much-needed North-South and East-West capacity in a system that is struggling to perform. HS2 and NPR (as well as TRU) also offer important benefits in reduced emissions. They can and should be part of the approach to decarbonisation.
- 1.5 HS2 is also important in providing some of the NPR network. In our view, there is no hierarchy between HS2 and NPR and this should be reflected in terms of train service planning – NPR needs to be able to provide the services that the North needs rather than having to fit around HS2. There is now a clear opportunity to ensure that, alongside the TRU and East Coast Mainline Upgrade, HS2 and NPR deliver a transformation in rail fit for future generations that can be spread across the whole of the North through integrated planning.
- 1.6 Transport for the North's position is that the full HS2 network needs to be delivered to maximise the benefits of HS2 to the North (i.e. both the Western leg but also the Eastern leg from Birmingham to Sheffield, Leeds and the North East). The Eastern leg is important to providing better connectivity for major centres to the Midlands and London and is an integral part of NPR corridors between Sheffield, Leeds and Newcastle. Transport for the North has stressed the

importance of completing the Eastern leg in full. Construction of the Western leg and an NPR route from Manchester to Leeds is not an alternative to the Eastern leg – this does not work in capacity terms. Both the Western and Eastern HS2 legs are needed to fully benefit the North and also avoid unintended economic imbalances.

- 1.7 Both NPR and HS2 are integral parts of the North's rail network that build on from investment along the TRU corridor. It is therefore essential that all are planned as part of the wider rail network and not in isolation to it, because they are all essential components to deliver the rail strategy set out in the Strategic Transport Plan and to achieve its wider goals.
- 1.8 The Board agreed its preferred network for NPR in 2021 and provided statutory advice to the Secretary of State for Transport. The Board's agreed network is:
- A new line to be constructed from Liverpool to Manchester via the centre of Warrington and Manchester Airport;
 - A new line to be constructed from Manchester to Leeds via the centre of Bradford;
 - Significant upgrades and journey time improvements to the Hope Valley route between Manchester and Sheffield;
 - A combination of new lines (including the new station at Leeds), significant upgrades, and new stations at Rotherham and Barnsley Dearne Valley, in order to improve the network between Sheffield and Leeds;
 - Significant upgrades and electrification of the rail lines from Leeds and Sheffield to Hull; and
 - Significant upgrades of the East Coast Main Line from Leeds to Newcastle (via York and Darlington) and restoration of the Leamside Line (providing an alternative route from the ECML south of Durham into Newcastle).
- 1.9 Full delivery of the Transport for the North Preferred NPR network will have significant journey time and capacity benefits as more frequent and longer trains would operate. NPR also has the potential to benefit places not served by it directly; for example, Preston to Hull could be 35-40 minutes faster, and Wakefield to Liverpool 25-30 minutes faster than today.
- 1.10 In addition to rail benefits, delivery of NPR in full supports the creation of an integrated and interconnected Northern economy. NPR has significant wider economic benefits, including:
- A Gross Value Added uplift valued at £3.4 billion per year in 2040, rising to £14.4 billion by 2060;
 - Expanding labour market opportunities, bringing an additional 3.8 million people within 90 minutes of four or more Northern cities;
 - Increasing land value and attracting regeneration to some of our more deprived areas;
 - Over 100,000 more jobs in our urban areas and up to 20,000 additional businesses in the North by 2060;
 - Increasing capacity to cope with forecast growth in demand;
 - Removing up to 20,000 tonnes of CO² per year by 2040 by removing diesel trains from our network and taking 58,000 car trips per day off the road; and
 - More than doubling the number of people able to access Manchester Airport by rail within 90 minutes.

- 1.11 Full completion of the Western leg of HS2 to Manchester, and completion of the Eastern leg of HS2 between Leeds and the junction with NPR at Clayton in South Yorkshire, will also help to enable the full NPR service to operate better. A connection from the Marple line to HS2 in Manchester, in order to enable NPR from Sheffield to Manchester Airport and Liverpool, would perform a similar function. This emphasises the complementarity of HS2 and NPR in providing effective East-West and North-South routes across the North, thereby supporting economic interaction, with TRU providing medium-term benefits whilst the completion of HS2 and NPR is awaited.
- 1.12 The Government's Integrated Rail Plan for the North and Midlands (IRP) published in November 2021 set out its views on the North's future rail network. In summary, it proposed partial new line solutions between Liverpool and Manchester and between Manchester and Leeds, with upgrades elsewhere. It committed to completion of the Transpennine Route Upgrade and suggested this should be seen as Northern Powerhouse Rail Phase 1.
- 1.13 As a result, the IRP Manchester to Leeds corridor would be a new line from Manchester as far as Marsden, then using an upgraded TRU route via Huddersfield. Bradford would not be served by NPR, and the IRP does not propose NPR solutions in the Sheffield to Manchester, Leeds to Hull or Sheffield to Hull corridors.
- 1.14 The IRP proposed that the HS2 network would be London to Manchester, with the Golborne Link connection to the West Coast Main Line south of Wigan, but with the Eastern leg of HS2 curtailed in the East Midlands; trains would reach Sheffield via upgrades to the existing rail network. How HS2 trains reach Leeds, and any improvements between Sheffield and Leeds, are to be subject to further study. A subsequent announcement removed the Golborne Link from the HS2 scheme, with options to connect to Wigan and places north to be subject to further study.
- 1.15 Whilst fairly extensive, the Integrated Rail Plan's NPR and HS2 networks do not fully meet Transport for the North's preferred network in several ways:
- Bradford and Hull are not served by NPR;
 - There are no proposals to improve the Sheffield to Manchester corridor beyond what is already authorised;
 - Liverpool is served by an upgraded freight line via existing stations;
 - The upgrades north of York do not provide the full Transport for the North NPR specification, and do not include reinstatement of the Leamside Line;
 - Major existing capacity issues at Leeds would not be addressed;
 - The Eastern leg of HS2 is curtailed, increasing Sheffield to London journey times and leading to a lack of clarity on how or if Leeds would be served, or how the Leeds to Sheffield NPR corridor would be served;
 - The subsequent Golborne Link announcement creates uncertainty as to how much Wigan and stations in Lancashire and Cumbria will benefit from HS2; and
 - No wider economic assessment of the IRP proposals has been carried out, so it is unclear what the impact of these schemes would be on the North's economy.
- 1.16 The House of Commons Transport Select Committee conducted an inquiry into the Integrated Rail Plan in 2022. The Committee in its report welcomes the scale of the IRP investment although it calls for a thorough re-assessment of the IRP, taking into account wider economic impacts thereby allowing a proper comparison

of costs and benefits to be made. If this comparison finds that alternative NPR options, such as the Board's preferred network perform better, the Committee calls for the IRP to be revisited. The Committee is also concerned about the focus on upgrades and the level of disruption this would cause. The report casts doubt on the focus on journey times, rather than capacity, and whether these reductions are achievable on upgraded routes. Concerns are also expressed on choices on NPR sections, stations and on the curtailment of the Eastern leg of HS2. The Government has yet to respond to the Select Committee's findings.

- 1.17 The previous Prime Minister had stated her commitment to delivering NPR in full and that NPR would serve Bradford, in effect revisiting the IRP. Following the most recent change of Prime Minister in October 2022, it is now clear that the IRP version of HS2 and NPR, or "core Northern Powerhouse Rail network" is that to which the Government is committed, and which was supported in the Autumn 2022 Spending Review, although the Government is assessing options for Bradford with regard to a new station and better connecting Bradford. As a result, the gaps between the core and Transport for the North NPR networks remain.
- 1.18 The Transport for the North-preferred NPR and HS2 networks remain the long-term aim for rail connectivity in the North, supported by full delivery of TRU in the medium term. Together, these form a coherent plan for major rail investment in the North to support sustainable economic growth, underpinning the aims of the Strategic Transport Plan. The improvements proposed in the IRP are a first step to this aim, but do not fully achieve it. Expediting delivery of the non-abortive elements of the IRP proposals is beneficial, and Transport for the North will continue to work with the DfT, Network Rail and Transport for the North's partners to secure the investment needed to deliver the Transport for the North-preferred network.
- 1.19 The Transport for the North STP sets out a 30-year vision to support sustainable growth of the North's economy, and the full NPR and HS2 networks are important to achieve this. They will inevitably be delivered over time and many elements do not require significant capital funding at this time. Transport for the North will therefore seek to work with the Department for Transport to develop the case for the full network, including collating work already done as part of NPR development, so that schemes can be considered for future funding commitment when needed.

Appendix 2 – Outline Rail Reform Proposition

Quick Wins, which can be implemented within existing structures

What	How	Where	When	Why
Regional Business Units	Greater disaggregation within the Rail North Partnership to provide more local input and ownership	North East North West Others TBC (Exploratory discussions happening in the 'East')	In existence since 2016 Proposed from April 2023	Better rail services that meet local needs, for example through input to operator Business Plans, through locally targeted fare revisions, to work with operators to improve performance, to work with operators to plan disruption and to feed in local knowledge.
Pay as You Go (PAYG) ticketing	Payment by contactless card/smart card/phone or other media. Pay per use rather than buying a specific ticket in advance, knowing that the cheapest fare will be charged.	Initially in pilot areas followed by wider rollout.	Government has committed to this across "commuter networks" in the Midlands and North by 2024 Already in operation on some light rail and bus networks in the North.	To provide a better experience for customers with better value. Removes the need for paper or other forms of tickets. Experience from London is that PAYG leads to increased passenger numbers.
Fares reform	Use of existing powers within the Rail North Partnership to set fares	Potentially North of England-wide however likely to be initially deployed in the city regions and surrounding areas to enable pay	From 2023 onwards	More attractive fares that better meet customer need. Greater integration with other modes of travel and other retail offers. Ability for targeted

What	How	Where	When	Why
		as you go ticketing.		variation to address need. Increased passenger numbers and revenue.
Transformed stations and ticket retailing	Programme of improvements to stations in the North including better integration with local services and other forms of travel. Builds on Northern's Stations as a Place initiative	North of England. Build on work underway in Greater Manchester, West Yorkshire and elsewhere. Needs to be appropriate to the local area so the scale of intervention will vary.	From 2023 onwards	Better stations that meet customer needs with management that respond to local priorities and priorities to provide modern and attractive facilities. Stations as places, integrated with surrounding land use planning to encourage rail use. Achieve efficiencies by aligning funding and investment across partners.
Growth plan for rail	Through aligning the Strategic Transport Plan to support growth in rail	North of England	Consultation in 2023, adoption in 2024	Plan for development of rail over the next 30 years integrating short, medium and long term interventions supported by evidence.

Longer Term Areas for development requiring structural or legislative changes

What	How	Where	When	Why
A joint Strategic Transport Plan that establishes the need for transformation of the North's transport system	By developing the Growth Plan for Rail to include agreed outputs for rail over the next 30 years	North of England	Aim to develop for when GBR (or similar) is established	Jointly agreed plan that provides clarity and certainty over how rail will develop in the medium and long terms to meet the needs of the STP.
Through that joint plan, identification of the role and outcomes required of the rail sector in support of realising the North's economic potential	By reviewing and strengthening the Rail North Partnership Agreement	North of England	Flows from the joint plan work	So that rail services can be more effectively integrated with the North's needs as set out in the Strategic Transport Plan
A prioritised pipeline of investment, expressed in terms of outcomes and against which detailed interventions are developed	To agree what outcomes will be delivered over the next 30 years	North of England (and potential elsewhere e.g. East Coast Main Line and West Coast Main Line)	Flows from the joint plan work	Provides greater certainty for authorities in the North, the rail industry and its suppliers on future investments
The principle of 'double devolution,' used to empower City Regions (and other areas) to enable integration of services at the local level	Greater integration at local level, for example fares, between modes, between rail and economic and land use planning	Specific geographic areas or routes. Initially aligned with devolution deals	Following establishment of GBR (or similar)	Allows rail to play a stronger role in supporting local communities and in supporting economic, environmental and social progress in local areas

What	How	Where	When	Why
Decision-making at the regional and local level to be shaped by a 'profit and loss' account for the North that guides strategic choices, investment and service specification	Allows an overall "balance sheet" of capital and revenue spend to be developed, so that the full financial and wider impacts of developing rail can be illustrated	Would be developed initially on a route basis however in a way that could be expanded to later cover the whole of the North of England	Following establishment of GBR	Helps to strengthen the case for spending on rail in the North and shows the impact of subsidy and costs against public support
The above supported by a strategic partnership between Transport for the North and GBR (or similar)	An overall partnership which oversees the wider rail reform proposition and ensures that the principles are embedded	North of England	Following establishment of GBR	Provides clear links to the GBR Board and the Transport for the North Board, including accountability and oversight of progress