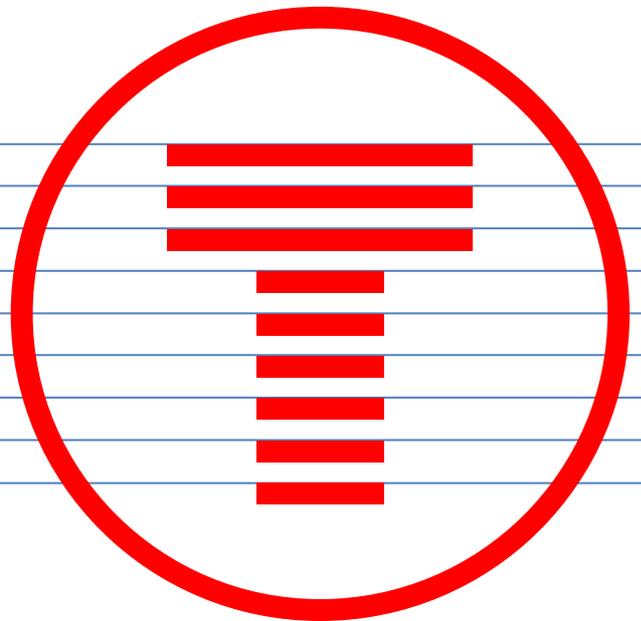




TRAFNIDIAETH CYMRU
TRANSPORT FOR WALES

Summary of consultation undertaken

9 October 2018



Audience Public

Confidentiality Public

Version 1

Date 09 October 2018



Mae Trafnidiaeth Cymru yn eiddo i
Lywodraeth Cymru
Transport for Wales is owned by the
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TRANSPORT AND WORKS ACT 1992

THE TRANSPORT AND WORKS (APPLICATIONS AND OBJECTIONS PROCEDURE) (ENGLAND AND WALES) RULES 2006

Cardiff and Valleys Railways (Transfer) Order

REPORT SUMMARISING CONSULTATION UNDERTAKEN

1. Introduction

- 1.1 The Cardiff and Valleys Railways (Transfer) Order is promoted by Keolis Amey Wales Cymru Limited (referred to as “the Company”), which is the company that has been appointed by the Welsh Ministers as the operator, and development partner for the railway lines linking Cardiff with the Rhondda, Cynon, Taff and Rhymney valleys (“the core Valley lines”).
- 1.2 The Order provides for Network Rail Infrastructure Limited and to Transport for Wales (“TfW”) to agree a scheme transferring Network Rail’s undertaking in relation to the core Valley lines, together with certain statutory provisions and other rights and liabilities relating to the core Valley lines. The Order also provides for the onward transfer of that undertaking from TfW to the Company. The precise extent of the railway lines that are to be transferred will be set out in the transfer scheme. The core Valley lines which may be included in the scheme are the following lines:
- the Cardiff and Merthyr Line between Cardiff Queen Street and Merthyr Tydfil, including the Aberdare Branch Line between Abercynon and Aberdare;



- the Cardiff and Rhymney Line between Cardiff Queen Street and Rhymney;
- the Cardiff Bay Line, or Butetown Branch Line, between Cardiff Bay and Cardiff Queen Street;
- the Cardiff City Line, or Radyr Branch Line, between Cardiff Central and Radyr;
- the Cardiff Railway, or Coryton Line, between Cardiff Queen Street and Coryton;
- the Rhondda Line, or Treherbert Branch Line, between Pontypridd and Treherbert;
- the South Wales Main Line between Cardiff Central and Cardiff East Junction; and
- a number of freight and disused lines that branch off those lines.

1.3 The Order is necessary because the existing powers and statutory powers and obligations relating to the railways cannot be transferred from Network Rail Infrastructure Limited to TfW and the Company without the statutory authority that the Order would provide. The Order would not authorise the acquisition of land or the construction of works.

1.4 The transfer will enable the promoter to act as TfW's operations and development partner in bringing forward Welsh Government's South Wales Metro proposals and as such achieve the primary aim of the transfer as set out in the Core Statement of Aims, which is to enhance Wales' social and economic prospects and:

- Reduce overall journey times by providing faster and more frequent services and better interchanges between modes.
- Encourage more people to travel by train than by private vehicles, by offering new and improved passenger services.
- Improve accessibility and compliance with the Equalities Act 2010 by coordinating services and improving station design.



- Reduce transport’s contribution to climate change, reducing emissions through lower road vehicle use.

2. Consultation history

- 2.1 Sections 3 to 5 of this report summarise the history of the consultation process at key stages in the development of the project.
- 2.2 As the promoter of the Order was only selected as the operator and development partner for the Wales and Borders franchise in June 2018, the consultation set out in this report was carried out by Welsh Government or by Transport for Wales.
- 2.3 The consultation consists of three stages:
- Setting the Direction for Wales and the Borders Rail, general consultation on the aspirations for the new franchise, carried out between January and March 2016;
 - More specific consultation on the Design of Wales and Borders Rail Service including Metro, carried out between February and May 2017; and
 - Specific consultation on the proposed Order with stakeholders, carried out between November 2017 and September 2018.

3. Setting the Direction for Wales and the Borders Rail (2016)

- 3.1 A consultation was undertaken by Welsh Government between 22 January and 18 March 2016. The consultation was to inform stakeholders of the Welsh Government’s ambitions for rail up to the period 2030, and to provide an opportunity for stakeholders to contribute views on what should be prioritised for delivery by the Wales and Borders franchise.
- 3.2 A consultation document ‘Setting the direction for the Wales and the Borders Rail’ was published on the Welsh Government’s website on 22 January 2016.
- 3.3 The consultation focused on establishing the quality standards passengers wished to see as part of the next rail service, and in particular the consultation document set out details in relation to and sought views on:



- a number of overarching outcomes, which the Welsh Government identified as being desirable aims of the rail services operating in the Wales and Borders area
- the top 5 priority improvements for rail passengers identified by Transport Focus
- the range and frequency of services currently operated
- the destinations outside of Wales that should be considered for inclusion in the next Wales and Borders franchise
- whether better use could be made of existing train capacity and what would be considered an acceptable limit for standing times on rail journeys
- the standards for performance the Welsh Government should consider setting when awarding a franchise for rail services
- how arrangements for dealing with disruption could be improved upon and how they should be prioritised
- how cost improvements in service provision could be met, and whether the Welsh Government’s approach would provide the best value for money
- the preference for paper-based tickets and alternatives
- the desirability of a combined ticket for public transport in Wales
- desirable characteristics of rolling stock and the prioritisation of desirable features, and what additional quality improvements to rolling stock should be prioritised for commuter routes, rural routes, and long distance routes separately
- the adequacy of the catering provision
- the adequacy of station facilities
- where stakeholders would like to see investment in station buildings



- the information the Welsh Government should consider requiring an operator to publish
- additional requirements in respect of the Welsh language
- measures to strengthen community rail activity
- organisations the Welsh Government consider requiring the franchise operator to co-operate with, and in what ways
- what the operator of the franchise could do to improve safety and security
- whether there are other matters in respect of sustainable development which it will be important for the Wales and Borders franchise operator to be required or encouraged to focus on
- steps the Welsh Government should consider taking to eliminate unlawful discrimination, harassment and victimisation on the railways

3.4 More than 200 organisations and interested parties were alerted to the consultation. A template response form was provided as part of the consultation document. The consultation document supplemented a range of other engagement activities.

3.5 The results of the consultation were published in a Summary of Responses document (**Annex B**). 190 consultation responses were received. Of these, 138 completed the template response form provided. The majority of responses were received from individuals (80 of the 190). Responses were received from the following groups:

Bus Operators	1	Political	6
Business Representatives	7	Professional Bodies	2
Commissioners/Ombudsman	1	Public Transport Service	1
Community Councils/Groups	4	Public Transport User Groups	24



Environment Groups	2	Rail Community and Campaign Groups	5
Equality Groups	4	Rail Industry	17
Individuals	80	Tourism	1
Local Authority (England)	8	Trade Unions	5
Local Authority (Wales)	21	University/Education	1

3.6 Full details of the responses to the consultation are set out in **Annex B**. The respondents highlighted areas where they felt the existing service could be improved – particularly around ticket pricing, the availability of seats, service frequency, information on delayed services, and the need for a more timely service. Additional destinations were also identified as desirable.

3.7 In respect of the franchise, respondents made various suggestions including:

- that franchised rail services should be enabled to operate in a fully commercial environment
- that greater influence should be sought over services with a Welsh interest provided by other operators
- that the Welsh Government’s ambitions to secure an operator who runs services on a not for dividend basis was desirable but also that the benefits of a competitive, commercial rail market should not be discounted and that the bidding process should encourage both not-for-dividend and fully commercial operators to submit bids with the best being chosen on merit
- that there should be improvements to financial transparency within the franchise, including the levels of subsidy/premiums, profits extracted, ticket prices, executive salaries



- that a requirement to support, fund and grow Community Rail Partnerships across the network could be embedded into the franchise agreement
- various performance measures by which the franchisee should be assessed

3.8 The Summary of Responses document noted that TfW, then a newly formed arms-length company of the Welsh Government, would be taking responsibility for procuring the next Wales and Borders franchise, and that TfW would be asked to ensure that the views expressed during the consultation were considered fully as it developed arrangements for the next franchise.

3.9 The comments received from the consultation informed Welsh Government's thinking in developing arrangements for the rail services and station operations for the next Wales and Borders Rail Service. TfW held an engagement event in July 2016 to present and discuss the outcome of the consultation with stakeholders, which helped shape the scheme further. Based on the outcomes of this consultation and engagement, the Welsh Government developed its 'Policy Priorities for Wales and Borders Rail Service and Metro Operator and Development Partner Procurement', which was provided to potential bidders at the start of the procurement process, with the expectation that bids were aligned with these priorities, subject to competitive dialogue.

4. Design of Wales and Borders Rail Service including Metro (2017)

4.1 A second consultation was undertaken by TfW on behalf of the Welsh Government and the Department for Transport between 28 February and 23 May 2017 ('Design of Wales and Borders Rail Service Including Metro'). The consultation was to inform stakeholders of the progress made towards the Welsh Government's ambitions for rail and to provide an opportunity to receive views on the high level direction for the new Wales and Borders Rail Service including delivery of the South Wales Metro.



- 4.2 This consultation formed part of a wider engagement exercise, which included a series of stakeholder events to seek views at:
- 20th March – Gateway Centre, Shrewsbury
 - 21st March – Venue Cymru, Llandudno
 - 28th March – Coleg y Cymoedd, Nantgarw
 - 29th March – Ivy Bush Hotel, Carmarthen
 - 3rd April – Marine Hotel, Aberystwyth
- 4.3 An online advertising campaign targeted passengers and non-passengers, and TfW worked with Business Wales to target the business community. Additionally, Participation Cymru was commissioned to gather views from community groups in North and South Wales. During this time, Transport Focus also undertook their own independent research that also informed proposals.
- 4.4 An e-newsletter including a link to the consultation was sent to over 170 stakeholder groups on our database and an Easy Read version and young people’s version was published.
- 4.5 The scope of the consultation included the future Wales and Borders Rail Service and South Wales Metro. Stakeholders were invited to rate how important certain aspects were to them, to assist in determining the sort of rail service that was desirable. Specifically, the consultation document sought views on:
- How best space on trains could be used
 - The availability of staff on services
 - Desirable station facilities
 - Community involvement in local stations
 - Service frequency and capacity
 - Integration between different modes of travel
 - Cross-border services and management



- Fares and ticketing
- Information provision
- Managing construction works in relation to the Metro

4.6 As well as a template response form, respondents were invited to respond by completing an online form.

4.7 The results of the consultation were published in a Summary of Responses document (**Annex C**). A high number of responses to the consultation was received:

- Over 1,300 people responded to the consultation either through the document template or by submitting a free-form response
- 128 people attended the 5 consultation events
- 8 focus groups with community groups were organised by Participation Cymru
- 61 comments were received via social media channels Twitter and Facebook
- 22 responses were received to the Easy Read version
- 17 responses were received to the young person's version, 7 of which were on behalf of a class

4.8 Respondents made varied suggestions as to improvements to the rail services, particularly around on-board and station facilities, and the frequency and capacity of services. The results of the consultation are fully detailed in **Annex C**.

4.9 The information from the consultation was used to inform the ongoing procurement process and assist in discussions with the four bidders at that time.



5. Stakeholder consultation

- 5.1 The statutory requirement for giving notice of the application for the Order is as set out in rule 13(3) of the Transport and Works (Applications and Objections Procedure) (England and Wales) Rules 2006, which requires the applicant to serve a copy of the application and copies of the relevant documents on those set out in the applicable categories of Schedule 5 to the Rules. Rule 14(4) requires the applicant to notify those set out in the applicable categories of Schedule 6. Rule 10(2)(d) requires this report to confirm that the applicant has consulted all of those in the relevant categories of Schedules 5 and 6, or, if it has not, explain why not.
- 5.2 As the Order does not authorise any works, only the transfer of parts of Network Rail's undertaking to Transport for Wales, few of the categories set out in Schedules 5 and 6 apply. As set out at **Annex A**, the only relevant stakeholders to be notified are Network Rail Infrastructure Limited, as the beneficiary of the functions conferred by the various statutory provisions which may be transferred under the Order.
- 5.3 TfW has been in detailed discussions with Network Rail about the scope of the transfer for several years. In particular, it commenced discussions on the terms of the draft Order in November 2017. These discussions continued on an ongoing basis until September 2018, and the draft Order is in a form that has been agreed by Network Rail.
- 5.4 In addition, on 10 August 2018, TfW set out details of the application for the Order and sought feedback from the local authorities in whose areas the affected railways are located
- City of Cardiff Council
 - Caerphilly County Borough Council
 - Rhondda Cynon Taf County Borough Council
 - Merthyr Tydfil County Borough Council
- 5.5 City of Cardiff Council responded on 15 August 2018 requesting further details of the Order, the powers that are being applied for, the procedures and



associated timescales and any relevant information that is being used to inform the preparation of the Order. The Council also asked for sight of relevant documentation. TfW responded to the Council setting out the additional information requested, and provided copies of the draft Order, Explanatory Memorandum and a plan showing the Core Valley Lines, along with relevant extracts of the business case which outlined the rationale for the South Wales Metro.

- 5.6 Caerphilly County Borough Council responded to the consultation letter on 29 August 2018 noting that it *“welcomes the transfer and the resultant improvement to core valley line services and longer term South Wales metro developments”* and that *“the Authority looks forward to working collaboratively with Transport for Wales and Keolis Amey so that any planned transport infrastructure is delivered as efficiently and effectively as possible to realise mutual benefits.”*



Annex A

The Transport and Works (Applications and Objections Procedure) (England and Wales) Rules 2006

Schedule 5: Those to be Served With a Copy of The Application and Documents

(1) Authority sought for—	(2) Documents to be deposited with—
1. Works affecting the foreshore below mean high water spring tides, or tidal waters, or the bed of, or the subsoil beneath, tidal waters.	Not Applicable
2. Works affecting the banks or the bed of, or the subsoil beneath, a river.	Not Applicable
3. Works affecting the banks or the bed of, or the subsoil beneath, an inland waterway comprised in the undertaking of the Canals and Rivers Trust or any of the reservoirs, feeders, sluices, locks, lifts, drains and other works comprised in or serving the undertaking.	Not Applicable
4. Works affecting the banks or the bed of, or the subsoil beneath, a canal or inland navigation not comprised in the undertaking of the Canals and Rivers Trust or any of the reservoirs, feeders, sluices, locks, lifts, drains and other works comprised in or serving such canal or inland navigation.	Not Applicable
5. Works causing or likely to cause an obstruction to the passage of fish in a river.	Not Applicable



<p>(1)</p> <p>Authority sought for—</p>	<p>(2)</p> <p>Documents to be deposited with—</p>
<p>6. Works involving tunnelling or excavation deeper than 3 metres below the surface of the land, other than for piling or making soil tests.</p>	<p>Not Applicable</p>
<p>7. Works affecting an area under the control of a harbour authority as defined in section 57(1) of the Harbours Act 1964.</p>	<p>Not Applicable</p>
<p>8. Works affecting a site protected under the Protection of Wrecks Act 1973.</p>	<p>Not Applicable</p>
<p>9. Works affecting, or involving the stopping- up or diversion of, a street, or affecting a proposed highway.</p> <p>The construction of a transport system involving the placing of equipment in or over a street.</p>	<p>Not Applicable</p>
<p>10. The stopping-up or diversion of a footpath, a bridleway, a byway or a cycle track.</p>	<p>Not Applicable</p>
<p>11. The construction of a transport system involving the placing of equipment in or over a street.</p>	<p>Not Applicable</p>
<p>12. Works affecting land in, on or over which is installed the apparatus, equipment or street furniture of a statutory undertaker.</p>	<p>Not Applicable</p>



<p style="text-align: center;">(1)</p> <p style="text-align: center;">Authority sought for—</p>	<p style="text-align: center;">(2)</p> <p style="text-align: center;">Documents to be deposited with—</p>
<p>13. Works in an area of coal working notified to the local planning authority by the British Coal Corporation or the Coal Authority.</p>	<p>Not Applicable</p>
<p>14. Works affecting:</p> <ul style="list-style-type: none"> (i) a building listed under Part 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990; (ii) an ancient monument scheduled under the Ancient Monuments and Archaeological Areas Act 1979; or (iii) any archaeological site. 	<p>Not Applicable</p>
<p>15. Works affecting:</p> <ul style="list-style-type: none"> (i) a conservation area designated under Part 2 of the Planning (Listed Buildings and Conservation Areas) Act 1990; or (ii) an area of archaeological importance designated under section 33 of the Ancient Monuments and Archaeological Areas Act 1979. 	<p>Not Applicable</p>
<p>16. Works affecting a garden or other land of historic interest registered pursuant to section 8C of the Historic Buildings and Ancient Monuments Act 1953.</p>	<p>Not Applicable</p>



<p style="text-align: center;">(1)</p> <p style="text-align: center;">Authority sought for—</p>	<p style="text-align: center;">(2)</p> <p style="text-align: center;">Documents to be deposited with—</p>
<p>17. Works affecting:</p> <ul style="list-style-type: none"> (i) a site of special scientific interest of which notification has been given or has effect as if given under section 28(1) of the Wildlife and Countryside Act 1981; (ii) an area within 2 kilometres of such a site of special scientific interest and of which notification has been given to the local planning authority; or (iii) land declared to be a national nature reserve under section 35 of the Wildlife and Countryside Act 1981; or a marine nature reserve designated under section 36 of that Act. 	<p>Not Applicable</p>
<p>18. Works affecting a National Park or an Area of Outstanding Natural Beauty.</p>	<p>Not Applicable</p>
<p>19. Works which are either:</p> <ul style="list-style-type: none"> (i) within 3 kilometres of Windsor Castle, Windsor Great Park or Windsor Home Park; or (ii) within 800 metres of any other royal palace or royal park and which are likely to affect the amenity or security of that palace or park. 	<p>Not Applicable</p>



<p style="text-align: center;">(1)</p> <p style="text-align: center;">Authority sought for—</p>	<p style="text-align: center;">(2)</p> <p style="text-align: center;">Documents to be deposited with—</p>
<p>20. Works which are within 250 metres of land which:</p> <ul style="list-style-type: none"> (i) is, or has been within 30 years immediately prior to the date of the application, used for the deposit of refuse or waste ; or (ii) has been notified to the local planning authority by the waste regulation or disposal authority for the relevant area. 	<p>Not Applicable</p>
<p>21. The carrying-out of an operation requiring hazardous substances consent under the Planning (Hazardous Substances) Act 1990.</p>	<p>Not Applicable.</p>
<p>22. Works not in accordance with a development plan and which either—</p> <ul style="list-style-type: none"> (i) involve the loss of not less than 20 hectares of agricultural land of grades 1, 2 and 3a (in aggregate); or (ii) taken with the other associated works cumulatively involve the loss of not less than 20 hectares of such land. 	<p>Not Applicable</p>
<p>23.</p> <ul style="list-style-type: none"> (i) Works which would affect the operation of any existing railway passenger or tramway services provided under statutory powers; or 	<p>Not Applicable</p>



<p style="text-align: center;">(1)</p> <p style="text-align: center;">Authority sought for—</p>	<p style="text-align: center;">(2)</p> <p style="text-align: center;">Documents to be deposited with—</p>
<p>(ii) the construction of a new railway for the provision of public passenger transport, or of a new tramway.</p>	
<p>24. Works to construct, alter or demolish a transport system or to carry out works ancillary to its operation or works consequential upon its abandonment or demolition.</p>	<p>Not Applicable</p>
<p>25. Works to construct new railways to which any regulatory provisions in the Railways Act 1993 would apply or provisions to amend existing powers in relation to railways subject to such regulation.</p>	<p>Not Applicable</p>
<p>26. The right for a person providing transport services to use a transport system belonging to another.</p>	<p>Not Applicable</p>
<p>27. Works affecting land in which there is a Crown interest.</p>	<p>Not Applicable</p>
<p>28. Works to be carried out in Greater London.</p>	<p>Not Applicable</p>



Schedule 6: Those to be Served With Notice of Application

(1) Authority sought for—	(2) Those to be served—
1. Works affecting the foreshore below mean high water spring tides, tidal waters or the bed of, or subsoil beneath, tidal waters (except where the land affected by the works falls within category 17 of Schedule 5 to these Rules).	Not Applicable
2. Works affecting the banks or the bed of, or the subsoil beneath, a river.	Not Applicable
3. Works affecting the banks or the bed of, or the subsoil beneath, an inland waterway, a canal or inland navigation, or any of the reservoirs, feeders, sluices, locks, lifts, drains and other works comprised in or serving that inland waterway, canal or inland navigation.	Not Applicable
4. Works affecting an area under the control of a harbour authority as defined in section 57(1) of the Harbours Act 1964.	Not Applicable
5. Works which would, or would apart from the making of an order, require an environmental permit for the discharge of water.	Not Applicable
6. Works likely to affect the volume or character of traffic entering or leaving— (i) a special road or trunk road; (ii) any other classified road.	Not Applicable
7. The construction of a transport system involving the placing of equipment in or over a street (except a level crossing).	Not Applicable



(1) Authority sought for—	(2) Those to be served—
8. Works affecting any land on which there is a theatre as defined in section 5 of the Theatres Trust Act 1976.	Not Applicable
9. The modification, exclusion, amendment, repeal or revocation of a provision of an Act of Parliament or statutory instrument conferring protection or benefit upon any person (whether in his capacity as the owner of designated land or otherwise) specifically named therein.	9. The person upon whom such protection or benefit is conferred, or the person currently entitled to that protection or benefit. Network Rail Infrastructure Limited
10. The compulsory purchase of ecclesiastical property (as defined in section 12(3) of the Acquisition of Land Act 1981).	Not Applicable
11. Works in Greater London or a metropolitan county.	Not Applicable
12. The right to monitor, survey or investigate land (including any right to make trial holes in land).	Not Applicable
13. Works or traffic management measures that would affect services provided by a universal service provider in connection with the provision of a universal postal service and relating to the delivery or collection of letters.	Not Applicable
14. Works in an area of coal working notified to the local planning authority by the British Coal Corporation or the Coal Authority.	Not Applicable
15. Works for which an environmental impact assessment is required.	Not Applicable



(1) Authority sought for—	(2) Those to be served—
16. The compulsory acquisition of land, or the right to use land, or the carrying out of protective works to buildings.	Not Applicable

Number: WG29296



Welsh Government
Consultation – Summary of responses

Setting the Direction for Wales and the Borders Rail

12 July 2016

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.
This document is also available in Welsh.

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Introduction

Our vision is to see a vibrant and dynamic economy supported by an effective integrated transport network. We believe that this will enhance the social and economic prospects of people in the Wales and Borders area, connecting communities to business and leisure in an affordable and sustainable way.

Rail services will be an important part of delivering this vision. The Welsh Government manages the current Wales and Borders rail franchise jointly with the UK Government's Department for Transport. It is expected that from early 2017, responsibility for rail franchising will be transferred from the Secretary of State for Transport to the Welsh Ministers. This will enable the Welsh Government to ensure that the needs of passengers in the Wales and Borders area are met.

The new franchise will aim to deliver considerable service improvements across Wales and the Borders, including in the Metro scheme areas in south and north Wales. The Metro concept seeks to transform public transport services by making them faster, more frequent and integrated.

In preparation for the award of the next Wales and Borders franchise, our strategic approach for rail services is being developed. Our policy consultation - Setting the Direction for Wales and Borders Rail - was published earlier this year as part of our ongoing commitment to engage with all concerned. This report provides a summary of the responses received.

Background to the Consultation

As part of our ongoing engagement with passengers, industry and wider stakeholder groups, our consultation document “Setting the direction for the Wales and Borders Franchise” was published on the Welsh Government’s website on 22 January 2016. More than 200 organisations and interested parties were alerted to the consultation launch. The consultation document supplemented a range of other engagement activities with a wide range of stakeholders which is ongoing.

The consultation ended on 18 March and 190 consultation responses had been received. Of these responses, 138 completed the template provided and 52 provided their views in a commentary or letter format.

Who responded?

Respondents were asked to specify any group they were responding on behalf of. A breakdown of what was specified is provided below:

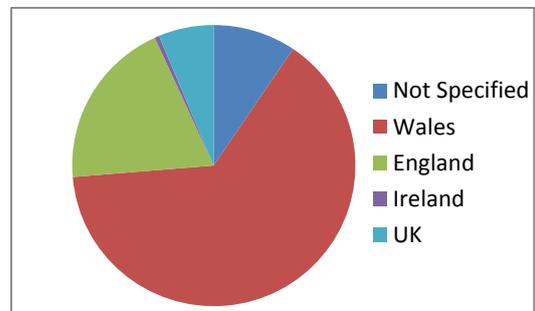
Bus Operators	1	Political	6
Business Representatives	7	Professional Bodies	2
Commissioners / Ombudsman	1	Public Transport Service	1
Community Councils/ Groups	4	Public Transport User Groups	24
Environment Groups	2	Rail Community and Campaign Groups	5
Equality Groups	4	Rail Industry	17
Individuals	80	Tourism	1
Local Authority (England)	8	Trade Unions	5
Local Authority (Wales)	21	University/Education	1

Where did responses come from?

People responded from a range of locations across the UK.

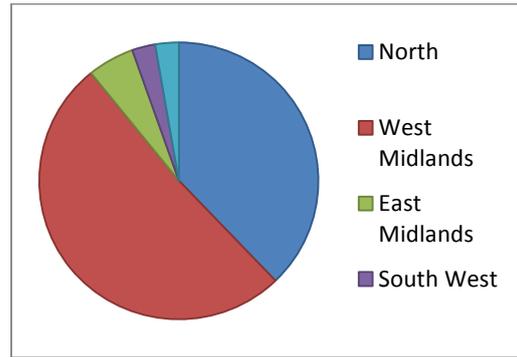
There were:

- 122 responses from Wales,
- 37 from England
- 1 from the Republic of Ireland
- 12 from UK-wide organisations
- 18 who did not specify a location



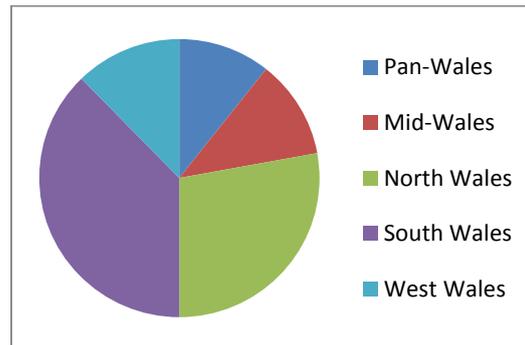
From the English regions, there were:

- 14 from the North
- 19 from West Midlands
- 2 from East Midlands
- 1 from South West
- 1 from London



From the Welsh regions, there were:

- 13 from organisations representing the whole of Wales
- 14 from Mid-Wales
- 15 from West Wales
- 34 from North Wales
- 46 from South Wales



Responses to the Consultation

Outcomes

In our consultation document, we presented a number of high level outcomes for rail which the Welsh Government is seeking to achieve by 2030. These included:

- Reduced overall journey times by providing faster and more frequent services, and better interchanges between modes
- Increased people using public transport through the provision of new and improved passenger services
- Reduced operating and maintenance costs by making greater efficiencies, and by greater use of services
- Having the capacity to meet demand during peak periods and special events
- Improved accessibility and compliance with the Equalities Act 2010 by coordinating services and improving station design
- Reduced emissions through lower road vehicle use
- Direct services between main residential areas and economic centres
- Improved service quality by providing newer vehicles and better integration between services
- Improved punctuality

82% of respondents who expressed a view agreed with the presented outcomes, but many felt the outcomes presented could be improved upon, suggesting that the outcomes should be more ambitious, measurable and specific. Amendments suggested included:

- Improved reliability
- Maintenance of direct cross border services
- Protection for railway jobs
- Improved accessibility at stations
- Consistent fares structure
- More attractive facilities
- Reinvestment of profits

Respondents from England suggested that the Welsh Government should consider the needs of rail passengers in England relying on Wales and Borders services, seeking assurance that their interests will be safeguarded

Those not agreeing with the presented outcomes suggested the development of key priorities - such as increased people using public transport, direct services between main residential and economic centres and improved service quality. Alternatively, a focus on the components of trains, stations and customers was thought to be valuable.

Other suggestions included:

- Enabling franchised rail services to operate in a fully commercial environment
- Ensuring the potential for freight activity is reflected
- Providing better clarity through higher level objectives, and ensuring incentives are in place for the operator to pursue growth of the network.

Passenger Satisfaction and Priorities for Improvement

Respondents were asked to consider passenger priorities for improvement in Wales and if they agreed with the list prioritised provided by Transport Focus in its 2014 publication '*Rail Passengers Priorities for Improvement*'¹: The top five in that list were:

1. Price of train tickets offers better value for money
2. Passengers always able to get a seat on the train
3. Trains sufficiently frequent at the times I wish to travel
4. Train company keeps passengers informed about delays
5. More trains arrive on time than happens now

55% of respondents who expressed a view agreed with the stated priorities set out in the consultation document based on the research undertaken by Transport Focus, and told us that priorities outside of the top 5 are important and should be given consideration - especially those around information, reliability, toilet facilities and cleanliness. They also suggested the individual priorities should not be considered in isolation, but rather as a package to improve the overall experience.

A range of Individuals, public transport user groups and local authorities in both England and Wales told us that they felt Transport Focus data were mostly taken from commuters and further consideration would be needed to establish a set of priorities which better reflected the entire Wales and Borders network. It was also

¹ [Transport Focus – Rail Passengers Priorities for Improvement – October 2014](#)

suggested that the priorities for improvement need to be tailored to meet the needs of passengers using different service types (i.e. commuter, rural and longer distance).

Concern was expressed that priorities were too focused on current passengers it was important to understand what could be done to encourage current non-rail users to use rail services in the future. Disability groups suggested that the priorities of disabled passengers are likely to differ significantly.

115 respondents identified what they considered to be the top priority in their response and of these 40% agreed that the highest priority should be value for money train tickets. No overall consensus among the remainder, although Welsh local authorities highlighted the good work which has been undertaken at a local level to capture passenger interests (e.g. the Cambrian Rail Surveys 2013 and 2015).

Rail Services

Range and Frequency

Respondents were asked to consider the existing level of service within the Wales and Borders franchise and to comment on changes thought appropriate. There was a general consensus that the frequency of rail services provided as part of the next franchise as a whole should be improved, including the provision of Sunday services.

It was also suggested that the current service offering, including cross border services, should be considered the minimum for the next franchise and that the focus should be to build upon these.

Further, we were told that the passenger growth figures included within Network Rail's Welsh Route Study - and reflected in the consultation document - were conservative and care should be taken not to be overly reliant on these projections as previously there had been a significant difference between projected and actual growth figures.

Many respondents offered a range of specific suggestions to improve services in their area, as follows:

North Wales

There was a consensus that in North Wales improvements to rail services between Wales and major cities in north-west England is a priority, including improvements in connectivity to International Airports such as those in Manchester and Liverpool. It was also suggested that services need to be tailored to recognise the rapidly growing tourism market in North Wales, particularly Sunday services in the summer months.

It was also stated that existing rail infrastructure in North Wales is a barrier to growth in rail patronage. Public transport user groups told us that poor reliability on the Wrexham-Bidston line in particular was a major disincentive to rail travel.

Furthermore, local authorities and business groups said that both the current journey times and insufficient service frequency were impacting on the competitiveness of rail as a mode of transport when compared to car travel.

Mid and West Wales

For Mid and West Wales, we were told that frequency improvements are the highest priority. The majority of respondents felt that improvements to Sunday services are needed to reflect the growth in tourism in these areas. Additionally, user groups and local authorities suggested that there is a demonstrable demand for hourly Cambrian line services 7 days a week.

Other suggested improvements included more services from Aberystwyth to Shrewsbury and Birmingham, including connections to Birmingham International Airport, and infrastructure developments to allow rail travel from South to Mid Wales (through re-opening the Carmarthen/Aberystwyth Line) and from West to North Wales.

South Wales

Respondents from South Wales cited the need for improved frequency, particularly for Valley Lines services. Many recognised and supported the south Wales Metro as a solution and stated that the current frequencies are insufficient for metro-style services.

A local authority suggested that future services should be designed to meet predicted growth as a minimum and be able to adapt to additional demand without significant taxpayer cost. It was also suggested that greater influence should be sought over services with a Welsh interest provided by other operators, such as the Great Western franchise.

North of England

For those in the North of England, many considered the priority to be improving the reliability and frequency of Wrexham to Bidston services, including the desire for a regular half hourly service.

Frequency improvements between North Wales and North West England were also recommended, with city to city links maintained and journey times improved where possible. It was suggested that particular effort be paid to improve service frequency and capacity into Manchester from North Wales and Crewe.

West and East Midlands

Respondents from the West and East Midlands stated the importance of the Wales and Borders franchise in linking Welsh regions with Chester, Manchester, Crewe and Birmingham. A public transport user group emphasised the particular need for the franchise to maintain and build upon these connections.

Many respondents recognised the popularity of services from England to Aberystwyth for tourism and suggested that adequate service frequency and capacity should be provided to serve the increase in passengers.

Concern was expressed around service provision on the Marches line, and some considered service connectivity at Shrewsbury to be poor.

Additional Destinations

We asked if there are any additional destinations outside of Wales which should be served by the franchise.

Respondents from South Wales, the south of England and the Marches area felt in particular that there should be services from South Wales to Bristol and Bath delivered through the next Wales and Borders franchise. Also, respondents from most regions told us that direct services between North and South Wales to Liverpool should be included. There was also a clear consensus that, where services operate to major cities, they should connect to the airports where possible.

Some respondents suggested that services to London should be considered within the next franchise. A number of those from Mid Wales agreed there was a service gap between Aberystwyth and London, with no direct services currently in operation.

The top five additional destinations to be served from Wales by the next Wales and Borders franchise were identified by respondents expressing a view as follows:



In addition, many respondents emphasised the importance of maintaining direct cross border services between Wales and major urban centres in England. Most suggested that these services should continue to be provided as part of the Wales and Borders franchise, with only a few suggesting that the rail provider was less important than the direct connectivity being maintained.

14% of respondents expressing a preference felt that the franchise should not expand its range of services any wider, and should instead focus on delivering within its current boundaries.

Capacity

We asked if better use could be made of existing train capacity, particularly where services are subject to overcrowding. Respondents told us that overcrowding is one of the principle barriers to encouraging further growth on the rail network, and addressing this should be a priority both within the current franchise and for the next.

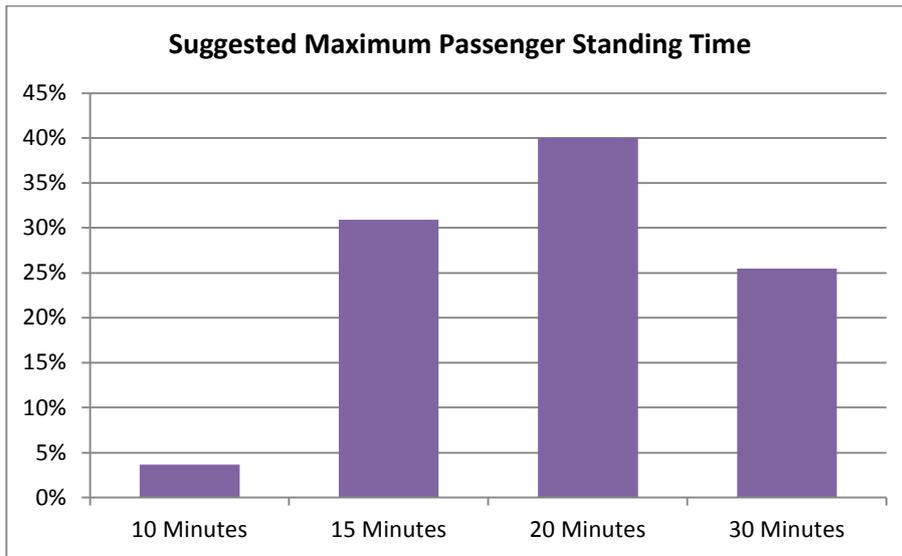
There was consensus that the most effective solution to capacity issues would be to acquire more rolling stock, operate larger train sets and increase the length of platforms at stations. A public transport user group suggested that new and existing rolling stock should be designed to achieve flexibility by way of adding or removing carriages as required to meet passenger demand.

Additionally, it was suggested that network capacity issues could be addressed through promoting an increase in the joining and splitting of trains throughout the network, with practical examples cited from recent English franchises.

The limited availability of rolling stock throughout British rail network was a common theme expressed by respondents. Many urged the Welsh Government to publish its rolling stock strategy to ensure enough time was allowed for designing and securing stock for the next franchise.

Given the current levels of overcrowding, particularly on commuter services at peak travel times, people were also asked for their views on the acceptable limit for time spent standing on a rail journey. Many of those who responded to this question felt that standing on trains should be a last resort and that the next franchise should adopt a principle of no standing. 15% told us that standing was not acceptable. However, it was accepted that on occasions standing for a short journey on commuter services during peak time travel will be unavoidable. A number of respondents suggested that passengers should be compensated if they are unable to occupy a seat, particularly on rural and long distance services. It was also suggested that this is particularly relevant for older or disabled persons where priority seating is not available

Where it is likely that passengers would be required to stand, rolling stock should be designed to maximise comfort and safety for those standing. The maximum length of time it is acceptable for people to stand was, among those expressing a view, thought to be as follows:



Performance Standards

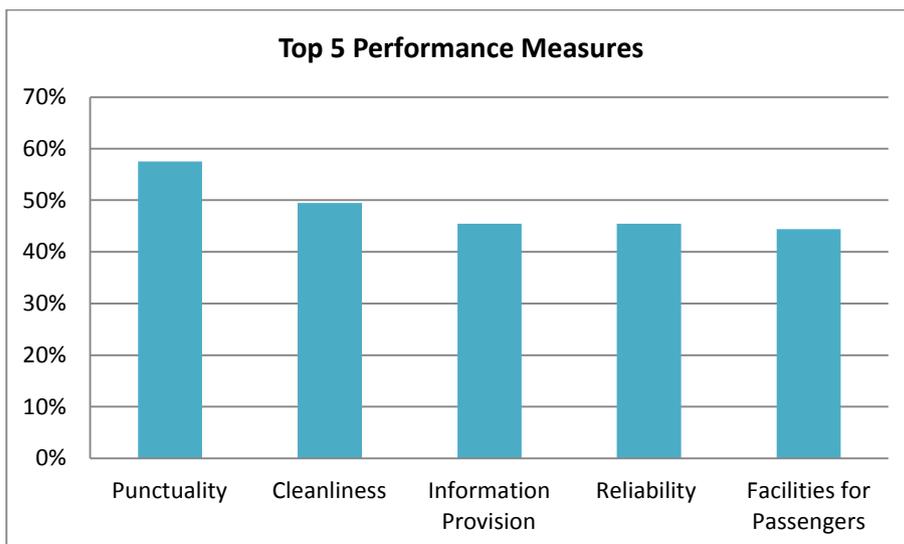
In the consultation document we said we were considering which performance standards should be set for the next franchise, and provided the following examples:

- Punctuality and Reliability
- Cleanliness of the trains and stations
- Customer Service
- Information Provision (including during disruption)
- Facilities for Passengers

We asked respondents whether or not they agree with the performance standards presented and if any additional standards should be considered. 99 respondents expressing a view suggested that a range of performance measures should be considered, and of these the top five measures of performance were identified as:

- Punctuality - 58%
- Cleanliness – 49%
- Information Provision – 45%
- Reliability – 45%
- Facilities for Passengers - 44%

This is illustrated below:



A large proportion of respondents agreed that punctuality and reliability are central to franchise performance. Many commented that the current standard of measuring punctuality, based on the overall journey from end to end, is ineffective and does not adequately reflect the passenger experience during the journey. It was suggested that punctuality standards should be set and measured on a stop by stop basis.

A rail industry representative warned that setting unrealistically high standards would be counter productive, as this would be likely to increase expenditure whilst only achieving marginal improvement. It was also suggested that care must be taken to ensure that performance standards are achievable, measureable and add value

An English local authority advised that performance standards should be realistic and built around the reliability of services for passengers, but must take account of issues attributable to infrastructure and - therefore - targets should not penalise operators for issues outside of their control.

Disruption

In the consultation document we recognised the significant impact disruption has on passenger confidence and satisfaction, and asked for views on how arrangements for dealing with disruption could be improved upon and prioritised.

The majority of respondents agreed with our view that the next franchise operator should be required to

- Minimise Disruption on Services
- Put systems in place to keep passengers informed at stations and on trains of any unplanned disruption, including the expected impact of passengers travel plans
- Make alternative arrangements available for passengers to continue their journey and, if not possible, clearly explain the passenger's rights to compensation; and

- Communicate planned service disruptions with sufficient time to enable alternative travel plans.

In its response, Transport Focus told us that its National Rail Passenger Satisfaction survey revealed that 'how the train operator handles delays' was the most significant driver of passenger dissatisfaction within the current Wales and Borders franchise - particularly in relation to information provision during delays. It recommended the following 3 core principles that the next operator should adopt to meet passenger expectations, particularly during extreme weather disruption:

- Provide timely, accurate information so passengers can make informed decisions about their journeys
- Be transparent – help passengers understand why timetable changes and service suspensions have been made
- Demonstrate that train companies and Network Rail are doing their best on behalf of passengers despite the disruption

These key principles were reflected in the wider consultation responses, with the majority of respondents expressing a view particularly wishing to see:

- well publicised minimum standards for communication of unplanned and planned service disruption, including through multiple methods communication;
- a practical approach for holding connecting services when there are delays;
- the benefits of social media utilised to keep passengers informed;
- a consistent minimum timeframe for operators to provide advanced notice of planned maintenance which is clearly displayed at stations and, where possible, on trains;
- stronger contingency planning, arranged with local bus and coach operators, to ensure rapid response to train failures;
- pro-active publicity to educate passengers on how to effectively check information sources - such as websites, help points or relevant phone numbers;
- investment in staff training and awareness of promoting a friendly, welcoming and well trained workforce who are able to provide meaningful information during periods of disruption; and
- empowered station managers who are able to make individual travel arrangements for those stranded, such as taxi hire.

Fares and Ticketing

Service Costs

We asked how cost improvements in service provision could be met, and outlined the Welsh Government's approach to providing value for money through improved operational efficiencies and increased revenue from additional passengers.

Some respondents felt that the current fares were too expensive and that regulated fares should increase by no more than the rate of inflation. They told us Additional costs incurred by improving rail services should be met by operational efficiencies, increased patronage and revenue protection measures – and, if needed, additional public funding.

It was recommended that decisions are taken early about the balance of revenue and taxpayer subsidy to meet franchise costs. It was also suggested that additional consideration is given to the role of rolling stock leasing companies and the money being extracted by them. The recent approaches to funding and securing rolling stock as part of the Northern, Transpennine and ScotRail franchises were provided as an example for Welsh Government to consider.

Many respondents agreed with the Welsh Government's ambitions to secure an operator who runs services on a not-for-dividend basis. It was, however, suggested that the benefits of a competitive, commercial rail market should not be discounted and that the bidding process should encourage both not-for-dividend and fully commercial operators to submit bids with the best being chosen on merit.

Trade Unions told us that they were supportive of eliminating profits which are extracted from the rail industry via shareholder dividends and suggested that all taxpayer subsidy paid to an operator should go towards funding services, with public accountability. The Trade Unions argued that operational efficiencies should not be achieved through further reductions in staffing that could undermine passenger confidence to travel and safety.

The majority of respondents commenting in this area supported the continuation of the existing concessionary fares scheme, although some concerns and suggestions were expressed - including:

- Ensuring concessionary fares reflect the areas and towns being served, and are offered for cross-border services as well as within Wales
- Considering concessionary offers for Welsh university students/young people
- Ensuring disabled concessions accounted for mental health, including dementia, as well as those who provide care

Ticket Type

99 respondents expressed a view on which ticket type they would like to have available and 88% of these told us that paper-based ticketing was either preferred or should be kept in some capacity alongside digital ticketing. Many respondents recognised the benefits and added convenience which alternative ticket options can provide, and suggested these should supplement the existing paper-ticketing system.

Respondents told us the most effective alternatives to paper tickets were currently contactless debit/credit card payment, smart cards and mobile ticketing. Many considered that the biggest benefit for convenience would be to enable the purchasing and printing of rail tickets at home. A public transport user group told us that this was particularly needed for passengers using rural stations where there are often no ticket machine or staffed office facilities. However, many agreed that smart ticketing options should work across network and operator boundaries as the current paper-tickets do.

Transport focus told us that many passengers are currently confused by the complexity of the fares system. It was suggested that focus should be placed on:

- clearly printing restrictions on tickets to remove confusion over validity;

- displaying outward and return ticket restrictions on ticket machines prior to purchase;
- making it impossible to buy an advance ticket at a higher price than the walk up fare available for the same train; and
- enabling passengers to purchase the most appropriate ticket for their intended journey, regardless of whether the purchase is made at a ticket office, online, at a ticket machine or using any other method.

The final point in particular was supported by other respondents who said that not all passengers were able to purchase advance tickets at the cheaper rates, particularly in rural areas where the station itself is unstaffed and ordering online would require the posting of tickets to a remote location. Many respondents told us that ticket purchasing mechanisms should enable all passengers to purchase the cheapest ticket irrespective of the method through which they make this purchase.

It was also suggested that tickets should be made available which ensure that those who travel semi-regularly, such as part time workers, are not disadvantaged compared to regular travellers who have access to discounts through season tickets.

Integrated Ticketing

We asked respondents to consider if they felt a combined ticket useable on multiple forms of public transport should be a priority for the next rail franchise.

89% of those who responded to this question told us that it was important, with comments including:

- A smart card solution should be one consistent, network-wide product
- Integrated ticketing will drive up public demand, but must be accepted by cross border operators
- Multi-modal tickets would benefit tourism, particularly for the leisure market for North Wales and in areas with a limited rail network such as in rural areas.
- Tickets need to be reasonably priced and simple. It was suggested that certain tickets, such as the rover, were too complex and not well publicised.

11% of respondents expressing a view told us that it should not be a priority and some suggested that - although combined ticketing is attractive - it would be likely to involve significant time, energy and financial investment which could be better directed elsewhere. Others said focus should be placed on full transport integration, with ticketing integration to follow.

Many respondents pointed towards examples of good practice, with the majority stating that the Transport for London 'Oyster' card should be considered as a basis. Other suggestions made included Manchester's Rover ticket, Nottingham's Kangaroo Card and Merseytravel's Trio ticket.

Catering

We asked if the current catering provision was adequate for longer journeys and, if not, what improvements should be made. 76 respondents expressed their view, and

64% of these told us that the catering currently provided is adequate, though many felt improvements could be made - including:

- Maintaining the current level of catering as a minimum and seeking to make improvements where feasible
- Testing and improving the current offer through market research
- Ensuring availability of catering is well publicised on board and at stations, and where advertised ensure it is provided.

The remaining 36% told us the catering provided was not adequate and suggested:

- All services which last over 2 hours should have catering provision on board.
- Reliability is an issue and often a catering service is advertised, but not delivered
- Reducing the cost of catering on board, as it was felt to be prohibitively expensive
- Improving the offer for those with dietary requirements - including vegetarian, gluten-free and nut-free options

A public transport user group told us that, for rural passengers, retail opportunities are relatively few and therefore it was imperative that longer distance services have catering trolleys as a basic franchise requirement.

Although opinion differed on whether the current level of catering provided at stations and on trains was adequate, respondents from both sides agreed on a number of points to improve the current offering, including:

- Encouraging the use of vacant station buildings for local businesses and catering, potentially through offering cheaper rents.
- Using locally sourced produce to provide support to local business and the economy. One person suggested that, where catering is not provided, local businesses should be encouraged and allowed to hop and off trains to sell their goods.

Many respondents told us that, because the majority of on-board catering on Wales and Borders services is provided by an at-seat trolley service, overcrowding has a major impact on the availability of catering.

Rolling Stock

In considering rolling stock across the Wales and Borders network as a whole, the majority of respondents agreed that significant improvements to quality and reliability are needed. Particular emphasis was given to replacing the Class 14X 'pacer' diesel multiple units.

A public transport user group advised that rolling stock should be acquired which improves interoperability with other trains on the network.. A rail campaign group from Liverpool told us that stock should be tailored to the route type, ensuring commuter trains reflect an appropriate seating, provision for comfortable standing and cycle storage racks. Long distance services should prioritise toilets, catering facilities and air conditioning/climate control.

Disability groups told us that they would like to see the provision of accurate, clear and reliable audio/visual information on board. Along with free Wi-Fi and charging points, they suggested that train design should be standardised in respect of toilet layouts signage and emergency buttons etc. This would enable disabled passengers to travel more independently. It was also suggested that priority seating should be situated to allow sufficient space for assistance dogs.

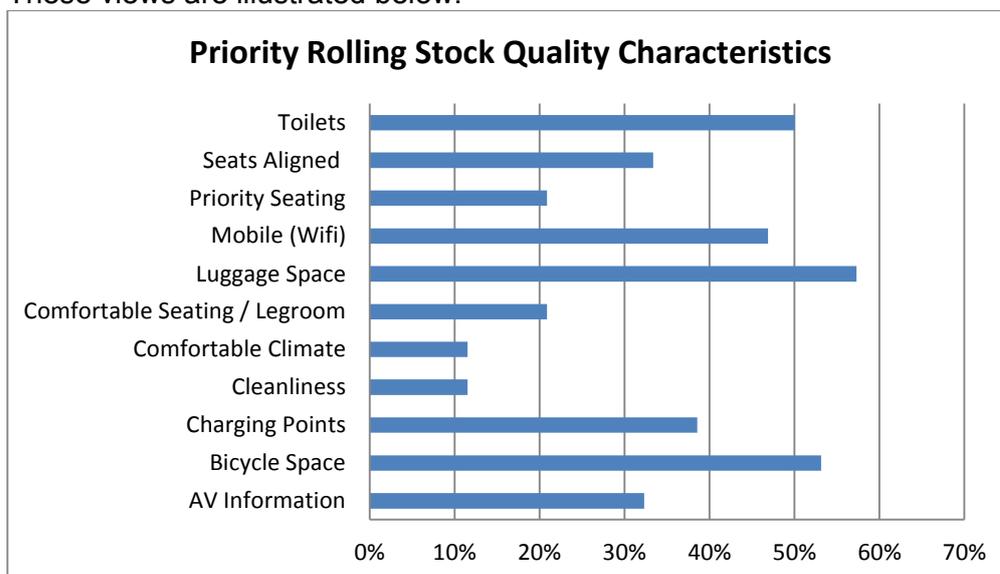
A business group in North Wales said that rolling stock quality improvements are needed, but suggested that the focus needs to be on the whole journey experience from buying a ticket to reaching the destination. It also suggested that a rolling stock strategy is needed which reflects the positive developments in other rail franchises.

In its response, the Rail Delivery Group suggested that prescriptive requirements for rolling stock in the next franchise could reduce the flexibility of bidding operators and deter innovative solutions.

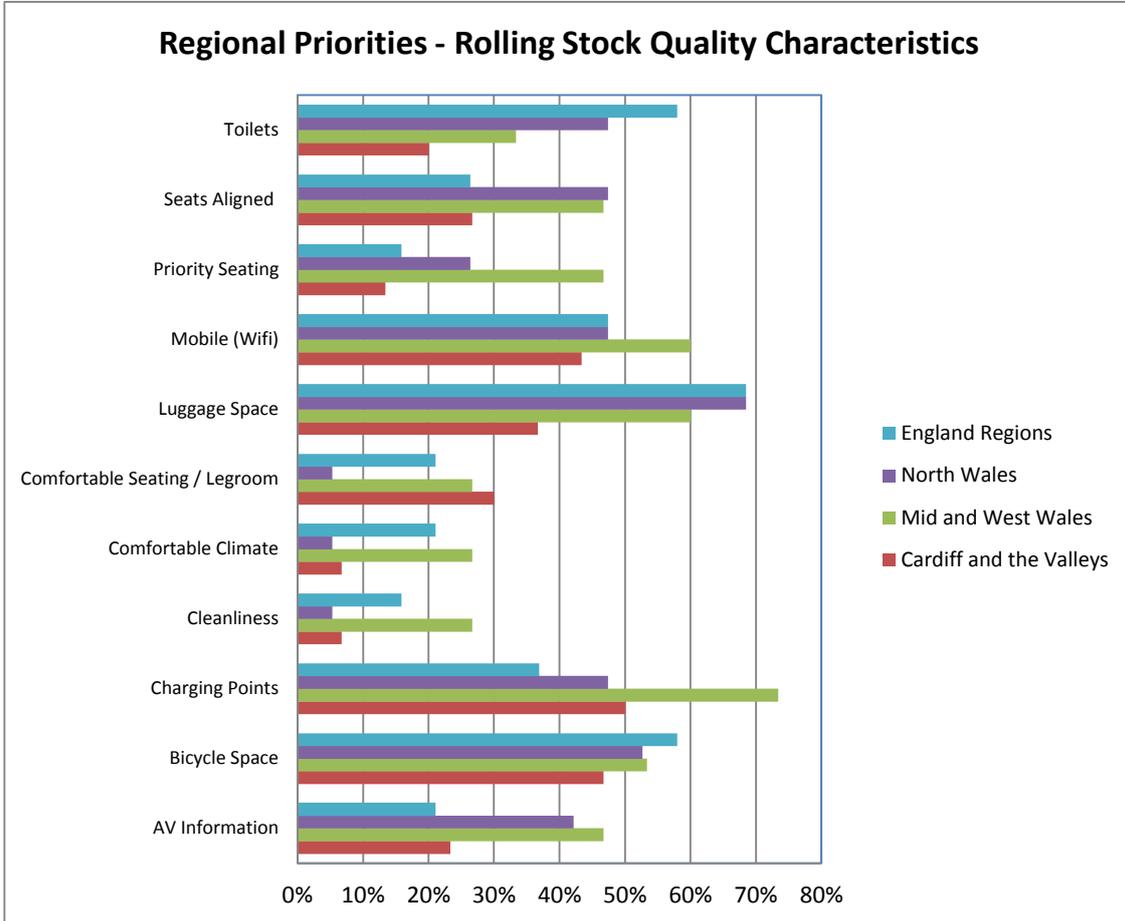
Respondents were asked directly what they considered to be the most important rolling stock quality characteristics. 96 respondents expressed a preference, and of these:

- 57% wanted adequate space for luggage
- 53% wanted adequate space for bicycles
- 50% mentioned toilet provision
- 47% supported free Wi-Fi
- 39% wanted to see charging points at seats
- 33% said seats should be aligned with windows
- 21% wanted improvements to the seating area, including more comfortable seats and increased legroom
- 21% thought priority seating should be included
- 11% said cleanliness should be a priority
- 11% wished to see improvements to the climate within the train, including better heating/cooling, lighting etc.

These views are illustrated below.



Many respondents agreed that rolling stock within the franchise should be tailored to the area and type of service being delivered, and the priorities of respondents differed based on how and where they used Wales and Borders services:



Station Improvements and Investments

We asked the public to consider

- a. Which station facilities were most in need of improvement and where; and
- b. Where investment should be made in station buildings and how the Welsh Government could encourage this.

Many respondents offered suggestions for station improvements across the Wales and Borders network as a whole, with 120 respondents offering suggestions on specific improvements to be made across the network. Of these suggestions, the top priorities for improvement were identified as:

- Waiting rooms and covered seating - 41%
- Accessibility - 27%
- Toilets – 26%
- Improved Parking - 22%
- CCTV – 20%

- Bicycle Storage – 16%
- Catering / Vending / Shops – 14%
- Staffing - 13%
- TVM / Ticket Offices – 13%
- Lighting – 6%

Other suggested priority areas for improvements at stations included free Wi-Fi, improvement to platform or other area seating, and implementing a parcel pickup scheme.

It was also recommended that a minimum standard for stations be set for the whole network, and an assessment carried out to assess current stations against this standard. A further suggestion was to assess disabled access problems at stations, including physical barriers such as stairs and a lack of lifts, gaps between train and platform as well as instances of poor assistance at unstaffed stations.

Five respondents also referred to the Rail Delivery Group's Vision for Stations as a useful basis for station improvement considerations.

Other priority improvements were considered to be

- Accurate and reliable audio-visual information at stations (covering routine service information, details of any upcoming planned disruption, details of how to claim compensation, details of onward transport and a map of local area etc), customer help points which are working, regularly tested and clearly signposted.
- Toilets and catering facilities which are well maintained clearly signed and well lit.

Many respondents offered suggestions on specific station improvements which could be made on the Wales and Borders network, and some of these have been captured in Appendix A.

We also asked respondents to consider where they would like to see investment in station buildings, and what the Welsh Government could do to encourage this. Those expressing a view told us that the priority should be encouraging the use of currently vacant station buildings, not only for rail purposes but also for community benefits. Suggestions for ways in which this could be achieved included:

- Reducing rents for station buildings, as this was perceived to be the biggest barrier to enabling local business and community use.
- Encourage private companies to use vacant station buildings
- A community based approach, which would be particularly beneficial in rural areas

Other suggestions for station investment included supporting and continuing the access for all program, targeting investment to make stations more accessible for older and disabled people.

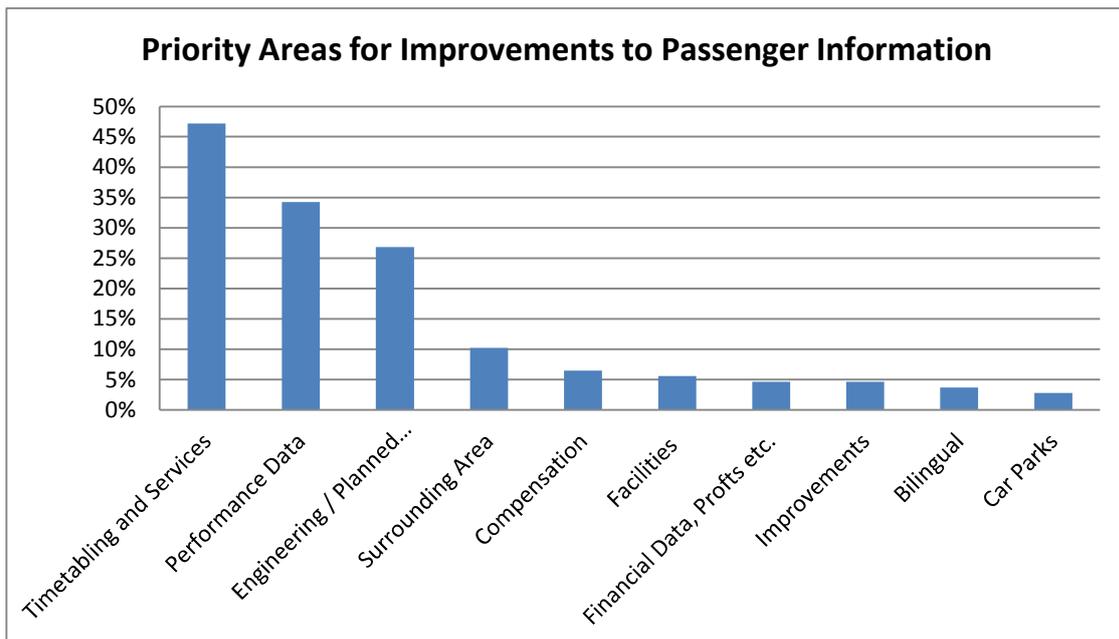
Engagement

Passenger Information

We asked what information should be published by the next franchise operator and in what format(s). Of those who responded to this question, a large proportion told us that the 3 biggest priorities for improvements to passenger information are

- I. Timetabling and Services - 47%
- II. Performance Data - 34%
- III. Planned Disruption - 27%

The full range of views expressed in this area is illustrated, as follows:



Timetabling and Service Information

Many respondents wished to see improvements made to the availability of printed timetables, especially at stations with limited staff presence. It was also suggested that timetables should be simplified and easier to read, and it was stated that the small print used in timetables is unsuitable for visually impaired passengers.

Some respondents suggested that the consultation arrangements for timetable changes were not currently meaningful enough and that future arrangements should reach out to a wider range of passengers, groups and stakeholders. It was recommended that the Welsh Government becomes more involved in this process.

It was suggested that timetabling information should be made available as widely as possible - including online, in printed poster/leaflet formats at stations and on-board. One individual pointed towards an example of good practice in Switzerland, whereby visual on-board information displays show arrival times for upcoming stations and, on approach, display connections available at that station for both rail and buses.

Performance Data and Planned Disruption

Respondents told us that passengers wish to see transparency on performance data, including whether targets are being met, and that this information should

include statistics on punctuality, reliability, overcrowding, service cancellations and cleanliness. It was suggested that this information should be widely available and published online and at stations.

There was significant support for improvements to information provision during disruption, including advanced notice of planned engineering works available at stations and on-board trains for those making regular use of a service. It was also recommended that details of alternative services should be published alongside this information to enable passengers to best plan their journeys.

Respondents also told us of other areas where they would like to see improvements to information provision. These included:

- Better publicity for compensation arrangements and complaints procedures, clearly signposted at station and available in accessible formats
- Details on the surrounding area at stations, including maps of local towns, onward transport options and advertising for activities in the area.
- Improvements to financial transparency within the franchise, including the levels of subsidy/premiums, profits extracted, ticket prices, executive salaries
- Detail on passenger facilities available both on trains and at stations - such as cafes, shops, toilets, on-board catering, sheltered waiting rooms, ticket offices, ticket machines etc.
- Better publicity of car parks - including their availability, capacity and costs

Publication Format

We also asked respondents to consider in what formats information should be made available. Many respondents agreed that information made available should be publicised as widely as possible and in accessible formats.

More specifically, a public transport user group suggested that passengers should be able to opt-in to route-specific email notifications which would be particularly useful for regular users and season ticket holders during incidents of disruption. Similarly, an individual suggested this approach could be adopted for SMS text notifications.

A local authority suggested a smartphone app could be developed which includes all publicised data, and could also accommodate mobile ticketing and provide alerts for service disruption.

A disability group told us that it is essential for accurate, clear, reliable and accessible information to be provided. They offered a number of solutions, including providing audio-visual announcements on all trains and at all stations. It was also recommended that accessibility audits are undertaken on the train operator's website to ensure it is accessible by those with sight loss using screen reading software.

Some respondents recommended external examples of good practice. Disability groups referred to the RNIB's good practice guide on the passenger experience as a useful resource to draw upon for the next franchise. An English local authority suggested the publication requirements from the Northern franchise should be considered.

Welsh Language

We asked respondents to consider a list of requirements in relation to the Welsh language standards which could be imposed on the next Wales and Borders operator, and asked if additional requirements should be included.

80 respondents offered a view on whether there should be additional requirements to those listed, and 70% of these told us there should not be - with the remaining 30% suggesting a range of additions, including:

- Developing alternative/additional service boards to display Welsh language services concurrently rather than switching between English/Welsh on a single board
- Enable franchise staff to develop their Welsh language skills through training free of cost to them, and encourage staff on trains and at stations to highlight their ability to use Welsh
- Ensuring a native speaker conducts station announcements to ensure pronunciation is correct
- Stipulate that all communication methods between the next operator and users are available in Welsh and English
- Take steps to encourage and supporting teaching basic Welsh phrases to visitors.

Other respondents said that it should be recognised that a small proportion of the population speaks only Welsh and that many rail users (including indigenous ones) speak no Welsh at all, and on that basis

- A balanced approach to using English and Welsh should be considered against existing overload of broadcasted messages on stations.
- Additional Welsh language requirements could apply only in areas where the population is predominantly Welsh speaking
- The policy of prioritising Welsh announcements ahead of English could be reviewed, especially at English stations.

Community Rail

In recognition of the vital links Community Rail Partnerships (CRPs) serve between communities and the rail industry, we outlined arrangements which could be put in place to better support CRPs and the work they do. We asked respondents to consider arrangements and if there was anything further we could do to support community rail.

CRPs told us that their main concern is consistency of funding, and that the Welsh Government should issue a clear and unambiguous policy direction for community rail - including a commitment to provide financial support, along similar lines to England and Scotland. It was suggested that one way this could be achieved would be embedding a requirement to support, fund and grow CRPs across the network into the franchise agreement. The suggestion to support CRPs through the franchise agreement was also reflected in many other responses - including those from local authorities, user groups, and the wider rail industry.

Of those who offered a view, the majority of respondents supported engagement with community groups - including both CRPs and rail user groups. Many endorsed

the arrangements listed within our consultation document, and suggestions for us to consider included:

- Encouraging and enabling collaboration among community groups, local authorities and businesses
- Reinstating the South West Wales CRP and encouraging new ones to develop
- Developing a Wales strategy for community rail
- Consider designated parts of the Wales and Borders network as 'Community Railways' with a view to reducing infrastructure costs on rural rail routes

Co-operation

We asked which organisations the next Wales and Borders franchise operator should be required to co-operate with, and in what ways. Respondents identified a range of interested parties which could be categorised into 5 overall groups:

- Rail Industry
- Bus and other Transport Operators
- Local Authorities
- Business and Tourism
- Representative Groups

Rail Industry

For the rail industry, respondents told us that the next operator should co-operate with other franchise operators with which it interfaces - primarily in relation to timetabling, route development and providing integrated ticketing. We were also told that close relationships should be encouraged between the operator and Network Rail in relation to infrastructure and Transport Focus with regards to passenger interests.

Bus Operators and other transport

Many respondents suggested that the next operator should have a duty to co-operate with bus operators to improve inter-connectivity, explore intermodal ticketing arrangements and provide alternative transport arrangements during periods of disruption. It was also suggested that the operator should co-operate with ferry and taxi companies, as well as airports for similar purposes where applicable.

Local Authorities

The majority of respondents told us that the next franchise operator should have a close working relationship with local authorities in both England and Wales, and transport bodies such as Merseytravel and Transport for the North. The suggested benefits of doing so included:

- Aligning improvements to transport services with local economic and development plans
- Improvements to local transport planning and infrastructure, such as upgrading railheads to accommodate transfer to buses
- More robust event planning
- Ensuring local and regional passenger interests are accounted for

Business and Tourism

Respondents told us of the potential benefits to be yielded as a result of encouraging co-operation between the next franchise operator in relation to businesses, tourism and events, including improvements to planning and enabling additional capacity in respect of major events. It was also suggested that the franchise operator would benefit from increased awareness of newly developing and growing markets, particularly in relation to tourism and large employers which could in turn increase the number of passengers using the rail service.

Representative Groups

A wide range of representative groups and bodies were identified for the next franchise operator to engage with - including trade unions, rail user groups, community rail partnerships, community groups, universities/schools and third sector organisations. Respondents told us that regular dialogue with these groups would enable the operator to better reflect the unique perspective and priorities of those represented.

In considering how to deliver a collaborative approach, a rail Industry representative said that prospective operators should clearly state their stakeholder engagement plans when bidding for the franchise. An English local authority pointed to good practice undertaken through the Great Western franchise, whereby regional development managers have been appointed to facilitate wider engagement with interested parties.

Safety and Security

We asked what the next franchise operator could do to improve safety and security, and the perception of safety and security. 91 respondents expressed a view and told us that the main priority areas for improvement were:

CCTV – 63%

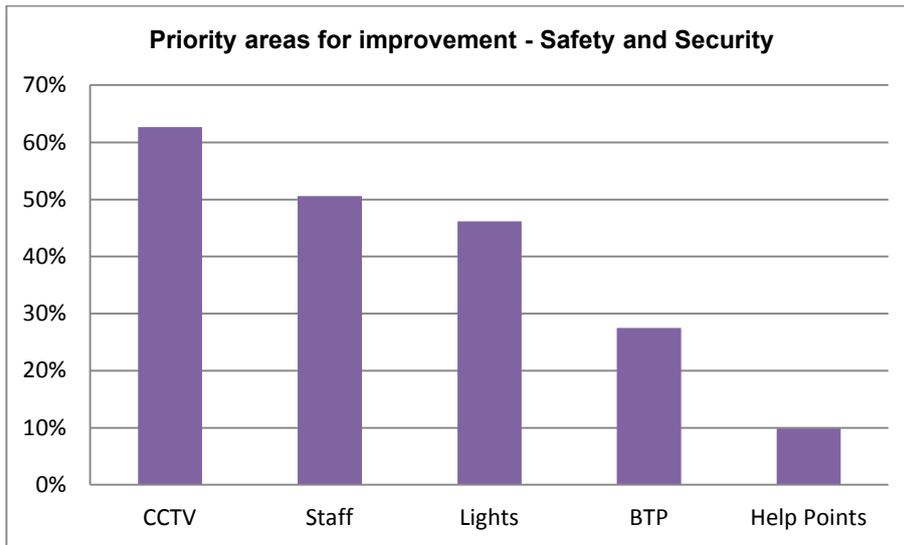
Lighting – 51%

Staffing – 46%

British Transport Police presence – 27%

Help points – 10%

This was reinforced by the responses on station improvements, whereby improvements to CCTV, staffing and lighting were identified within the top ten priorities



Respondents told us that CCTV should be:

- monitored, well signed and widely available
- at all stations in the Wales and Borders franchise, or otherwise priorities for those stations which are currently rarely or not staffed.
- capture the whole station area, including car parks,
- In a high enough definition to identify individuals

Respondents also told us that ensuring stations are well lit at night was crucial to create a safe and secure environment, and emphasised the importance of lighting extending across the whole station area - including car parks. It was suggested that a minimum standard of lighting be set for the next franchise operator to adopt.

A large proportion of respondents said that increasing staff presence would improve safety and security, with priority directed towards interchange stations in the first instance. It was also suggested that staff should be more visible, especially on all trains at night, and should actively patrol the train and station

Concern was expressed around the proportion of working help points and it was suggested that help points must be operational, prominent and well signed with particular priority given to stations which are not staffed.

Other suggestions included:

- Ensuring customer services call centres are staffed throughout operations, recognising that contact is most needed during the early morning and late evening periods
- Encouraging the use of station buildings for community and/or commercial use to increase presence, especially where stations are unstaffed.
- Banning alcoholic drinks on late night trains, not allowing intoxicated passengers on-board and stopping the sale of alcohol on trains.

An English local authority told us that an effective example of improvements to safety and security on the railways could be found in Liverpool's 'Travel safe' partnership,

where Merseytravel, Merseyside police, the British Transport Police and others lead in reassuring the travelling public and reducing crime / anti-social behaviour on the network.

Sustainability

In our consultation document, we identified a number of areas we considered to be important in relation to sustainability - particularly around environmental impact, workforce development and socio-economic impact. We asked respondents if there were any other matters which the next franchise operator should be focused towards. Many respondents supported the listed areas and agreed that the next operator should be incentivised to adopt and support these areas. However, a number of additional suggestions were provided to apply to the next franchise holder, including

- Adopting the national well-being goals and sustainability principle set out within the Well-being of Future Generations Act (Wales) 2015.
- Adopting paper free technology and enhance their recycling arrangements
- Appointing an independent advisory committee to advise on realistic sustainability goals
- Implementing electrification throughout the Wales and Borders network - particularly on the South Wales Main Line, South Wales Valley Lines and North Wales Coast Main Line
- Promoting sustainable travel choices and active travel – including secure cycle storage at stations, encouraging cycle hire facilities and participating in local active travel mapping
- Encouraging and enabling community groups to work with the operator on stations and lines
- Exploring opportunities for sustainable power generation, including solar panels and wind turbines

It was recognised that the rail network is also utilised by freight operating companies and it was suggested that the Welsh Government should consider the significant environmental and sustainability benefits of moving goods by rail instead of road.

Equality of opportunity

As part of the consultation exercise, we were interested to hear views about how the Wales and Borders franchise operator can help the Welsh Government fulfil its objectives to advance equality of opportunity, and the elimination of unlawful discrimination and harassment.

Many respondents were supportive of extending the public sector duties under the Equality Act 2010 to the next franchise operator through contractual arrangements. It was also suggested that the operator should be incentivised to pro-actively support equality of opportunity through performance measures and indicators within the specification. Additionally, it was suggested that the new franchise operator should

be required to put in place an equality and diversity policy, including engagement plans with equality groups, and should consider appointing equality champions.

Some respondents told us that training should be made available to staff and that consideration should be given to mandatory equality training, including externally accredited training especially for customer facing staff. Some respondents suggested that more could be done to raise awareness of equality issues - with more publicity on discrimination, harassment and victimisation - and what services are provided on the railway to address this. It was suggested that one way in which this could be achieved would be through adverts on trains and at stations.

Disability groups told us that improvements to accessibility should also be built into the contractual arrangements. It was suggested that operators should be encouraged to develop a solution which enables disabled travellers to 'turn up and go', as currently many disabled passengers have to pre-book support in order to use the railway with confidence.

Next Steps

We wish to thank everyone who took the time to provide us with their views during this consultation. We welcome the significant volume and range of comments provided which will inform our thinking when developing arrangements for rail services and station operations under the next Wales and Borders franchise.

Transport for Wales, a newly formed arms-length company of the Welsh Government, will be taking responsibility for procuring the next Wales and Borders franchise. The Cabinet Secretary for Economy and Infrastructure will be asking Transport for Wales to ensure that the views expressed during this consultation are considered fully as it develops arrangements for the next franchise. Transport for Wales is developing a programme of engagement activities which will – among a range of other activities - include a further three-month consultation on proposals for the next franchise.

Appendix A – Examples of suggested specific station improvements

North Wales

- **Harlech** - Improvements to waiting area/shelter
- **Tywn** – Improvements to seats and shelters on the southbound platform
- **Ruabon** – introduce step free access to station
- **Chirk** – improve lighting
- **Wrexham General** – Develop as a hub, encourage commercial and community development at station buildings, particularly at former waiting room
- New station at **Deeside Industrial Park**
- Pursue **Shotton Interchange** as a choice for funders within Network Rail's Welsh Route Study.

Mid and West Wales

- **Welshpool** – extended shelter, improved access for disabled passengers
- **Caersws** – car parking provision
- **Machynlleth** – car parking extension
- **Dovey Junction** – car parking provision, better shelter provision and extension of electronic signs
- Reopen **Bow Street & Carno** Stations
- **Aberystwyth** – better on platform catering, extension of canopy to cover an area for 4 car trains and additional car parking

South Wales

- **Pontypool** - ticket machines, and park and ride provision
- **Cardiff Central** – Improvements to toilets, waiting rooms and safety of floor covering
- **Ebbw Vale** – Indoor waiting room
- **Severn Tunnel Junction** – improvements to parking capacity and passenger shelter at platform 4
- **Treforest** – Car parking capacity improvements
- **Pontyclun** – Car parking capacity improvements
- **Fishguard** – Ticket machines, improvements to waiting area
- **Newport Station** – Canopies covering full access area at platforms 1, 2 and 3
- **Monmouth station** – Improvements to waiting facilities
- Additional station at **Magor, Llanwern** and east side of **Cardiff** - Castleton, St Mellons or Rumney.

England

- **Shrewsbury** – Develop as a key interchange, improvements needed to waiting area, refreshment facilities, toilets, platform gates and pedestrian access
- **Chester** - develop station as a gateway, including improvements to toilet facilities platform surfaces and car parking.
- **Ludlow** – Provide a covered Waiting Area

- **Leominster** – reopen café and add public toilets, improve waiting facilities and car parking capacity
- **Whitchurch** – Improve accessibility, including Introduced step free access to platform 2



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FOR WALES

DESIGN OF WALES AND BORDERS RAIL SERVICE INCLUDING METRO

Summary of responses

Date of issue: 18 July 2017

INTRODUCTION

The Welsh Government's vision is for a high-quality, safe, affordable, accessible and sustainable public transport system of which the people of Wales can be proud. We believe that creating an effective, integrated transport network will enhance the social and economic prospects for the whole of Wales, connecting people, communities and businesses to jobs, facilities, services and markets in an affordable and sustainable way.

Transport for Wales is a wholly owned, not-for-profit company established by the Welsh Government in 2015 to provide support and expertise to the Welsh Government in connection to public transport projects in Wales. We are currently undertaking the procurement process for the next Wales and Border Rail Service including the South Wales Metro on behalf of the Welsh Government.

We published our consultation **Design of Wales and Borders Rail Service including Metro** on behalf of the Welsh Government and the Department for Transport in February this year to gather views on the sort of rail service people want. This report provides a summary the responses received. It is an overall summary and does not include individual responses.

1. BACKGROUND TO THE CONSULTATION

Transport for Wales (TfW) published a consultation document on behalf of the Welsh Government and Department for Transport on 28th February 2017. It was made available on the Welsh Government website with a link from the Department for Transport's website. The consultation was designed to allow respondents to prioritise which aspects of a potential new rail service is important to them. The views received will help TfW to advise the Welsh Government of the sort of rail service passengers wish to see delivered over the lifetime of the service and to implement the improvements that will help encourage more people to use it in the future.

We have undertaken a wide-reaching engagement campaign to gather views from people across Wales and the Borders region including:

- An e-newsletter including a link to the consultation was sent to over 170 stakeholder groups on our database
- An Easy Read version was developed
- A young people's version was published
- We held 5 consultation events across Wales and the Borders in Shrewsbury, Llandudno, Nantgarw, Carmarthen and Aberystwyth
- An online advertising campaign targeted passengers and non-passengers
- We worked with Business Wales to target the business community
- We commissioned Participation Cymru to gather views from community groups in North and South Wales

During this time, Transport Focus also undertook their own independent research that will also inform our approach. A copy of their research is available from their website www.transportfocus.org.uk.

Who responded?

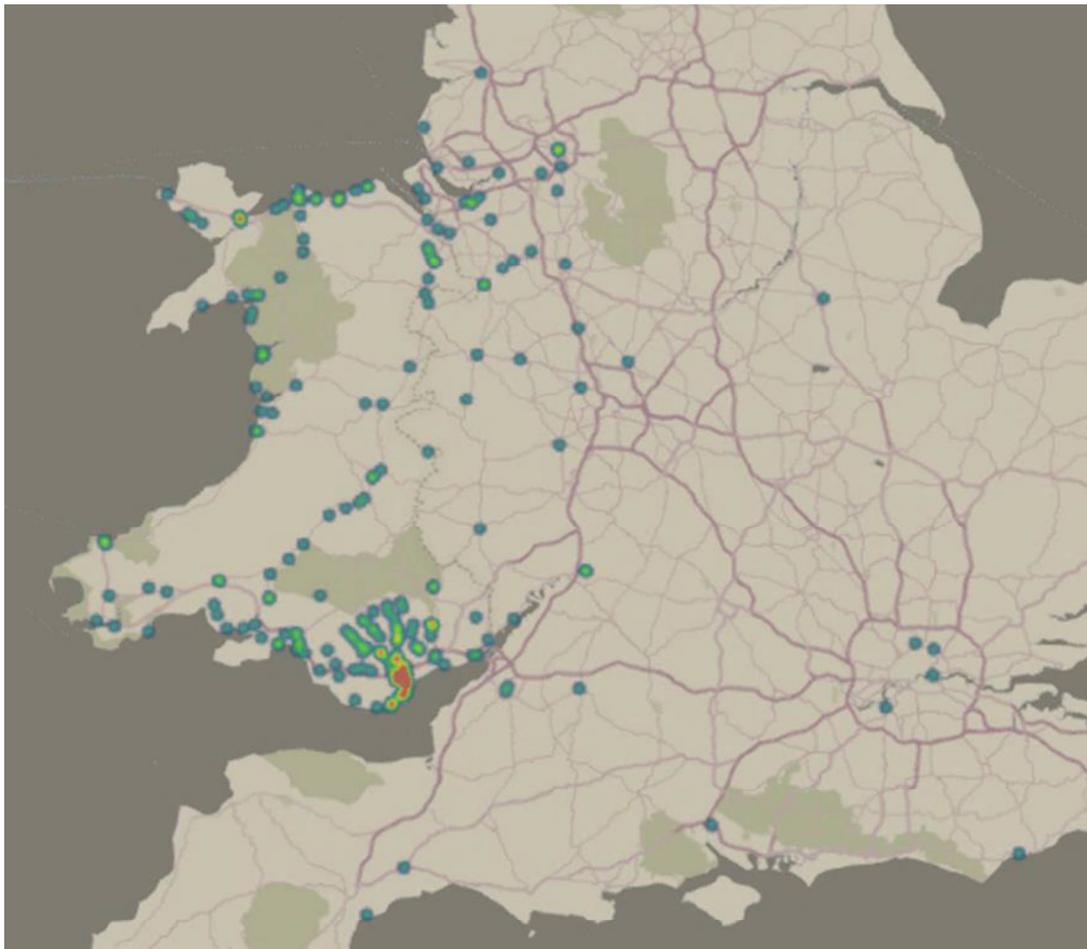
We received a high number of responses to the consultation with a wide range of views and ideas that will help us develop a rail service that meets the needs of the people of Wales and the borders. Responses were received through a variety of routes including:

- Over 1,300 people responded to the consultation either through the document template or by submitting a free-form response
- 128 people attended the 5 consultation events hosted by Transport for Wales
- 8 focus groups with community groups organised on our behalf by Participation Cymru
- 61 comments were received via our social media channels Twitter and Facebook
- 22 responses were received to the Easy Read version

- 17 responses were received to the young people's version, 7 of which were on behalf of a class

Where did the respondents come from?

The map below shows the geographic spread of responses received. The analysis is based on location of respondents using the first part of their post code and their nearest station.



2. RESPONSES TO THE CONSULTATION

Trains to meet passengers' needs

In this section, we asked questions about the train layout and on-board services. Figure 1 below shows how respondents prioritised the various attributes. More luggage space was the highest priority for those responding to the consultation. Sufficient legroom was also a priority for those responding to the consultation. Many also thought that aligning seats with windows was also important, particularly for the more scenic lines that attract visitors. Other priorities that were raised at the consultation events and the focus groups included clean and accessible toilet facilities and reasonably priced food and drink. Fewer people rated business class facilities as a high priority.

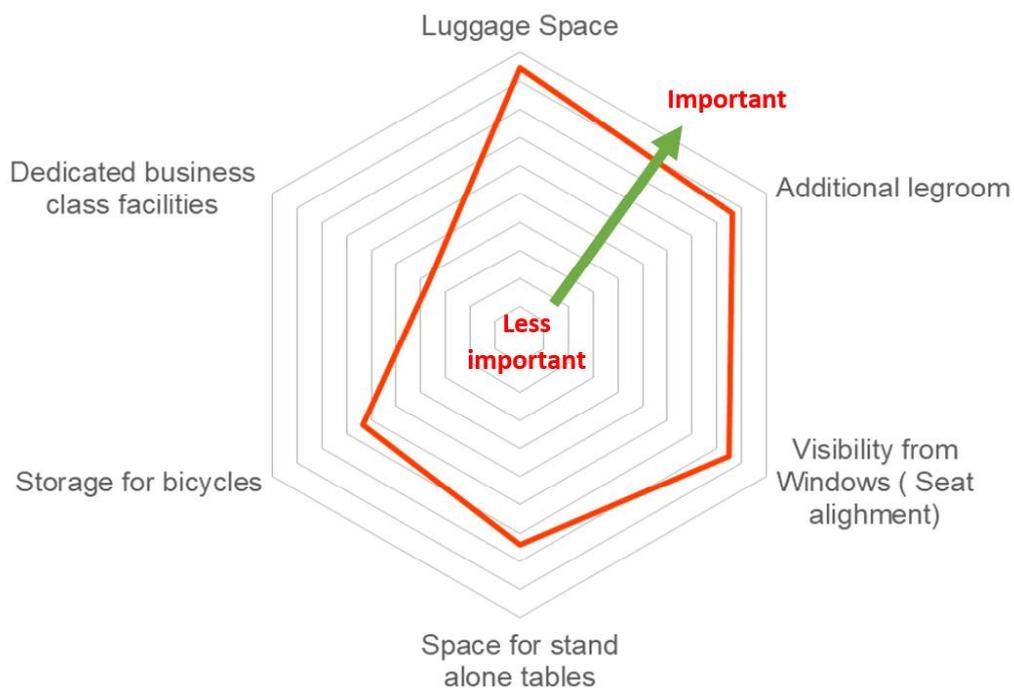


Figure 1 – Using space effectively

We received a high number of suggestions on how we could maximise space for passengers whilst accommodating cyclists with their bikes, particularly at peak times. These suggestions have been grouped into themes in figure 2 below. The most popular suggestions were dedicated carriages designed specifically to carry cyclists, many also suggested that better carriage design with more flexible seating would provide adequate space.

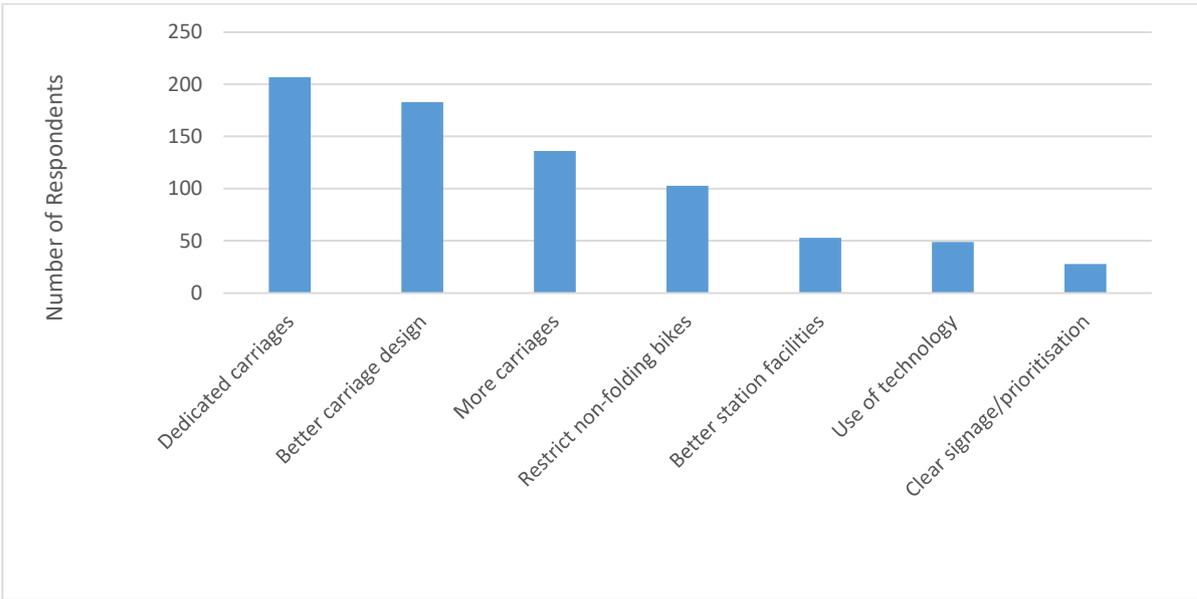


Figure 2 – Accommodating cyclists with their bikes

We asked how important it is to have a second member of staff on the train. Figure 3 below shows how people responded to this question, both in terms of the Wales and Borders and Metro areas. Over 90% of respondents said that a second member of staff was either quite important or essential in the Wales and Borders region and Metro but in slightly different proportions.

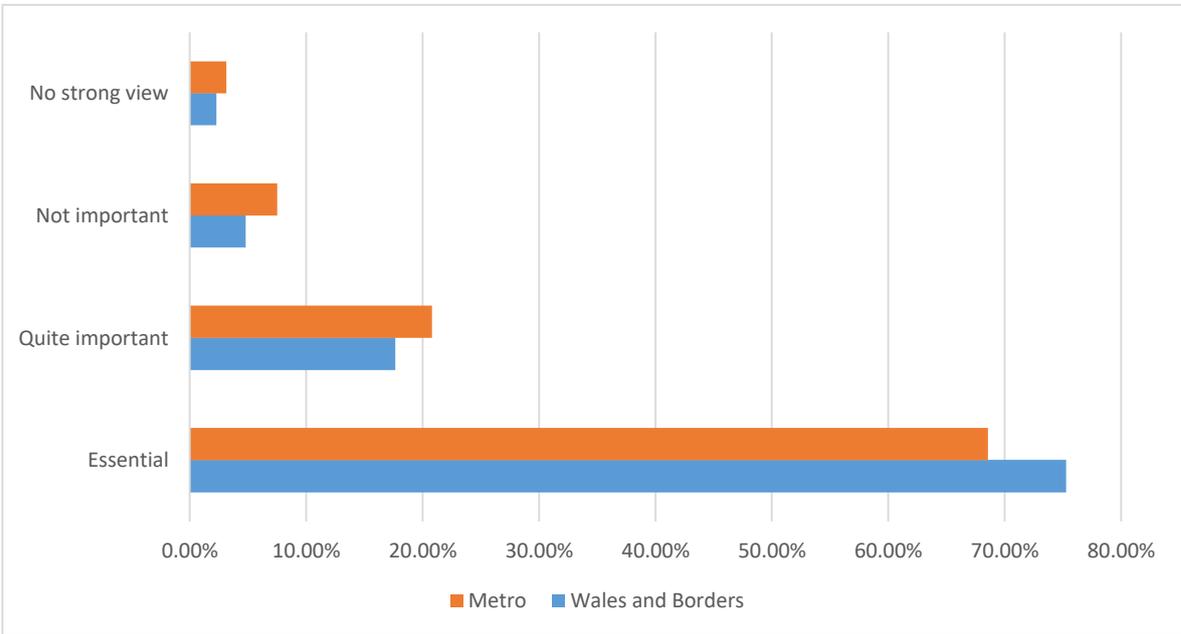


Figure 3 – How important a second member of staff is considered to be.

We asked what respondents thought the role of the second member of staff should be. Figure 4 below shows how many respondents said each thing. The groupings are based on the language used by respondents. Health, safety and security were seen to be the most important role for the second person. Delegates at the events also

mentioned safety, dealing with anti-social behaviour and revenue protection as the most important tasks for the second member of staff.

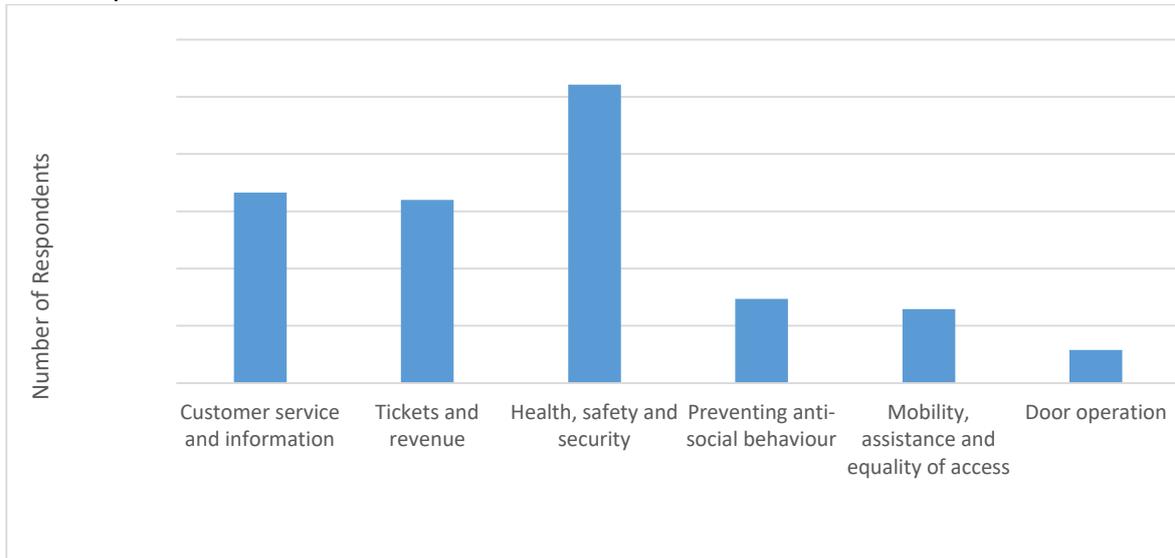


Figure 4 – Role of the second member of staff

Stations for passengers and the community

In this section, we wanted to understand how respondents would prioritise the introduction of any new facilities and services into stations. In larger stations, as shown in figure 5 below, toilets, station staff and covered waiting areas were considered as most important. In smaller stations and in stations in the Metro area, covered waiting areas and CCTV were considered the most important facilities, as shown in figure 6 below.

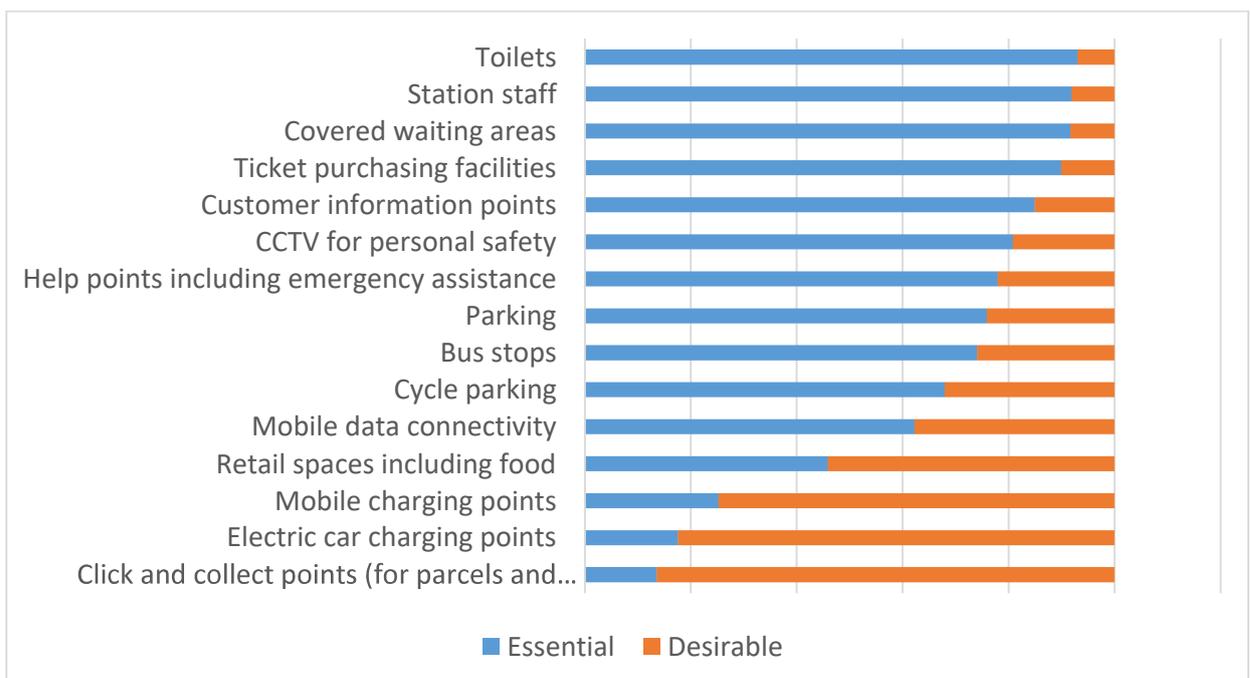


Figure 5 – Priorities at larger stations

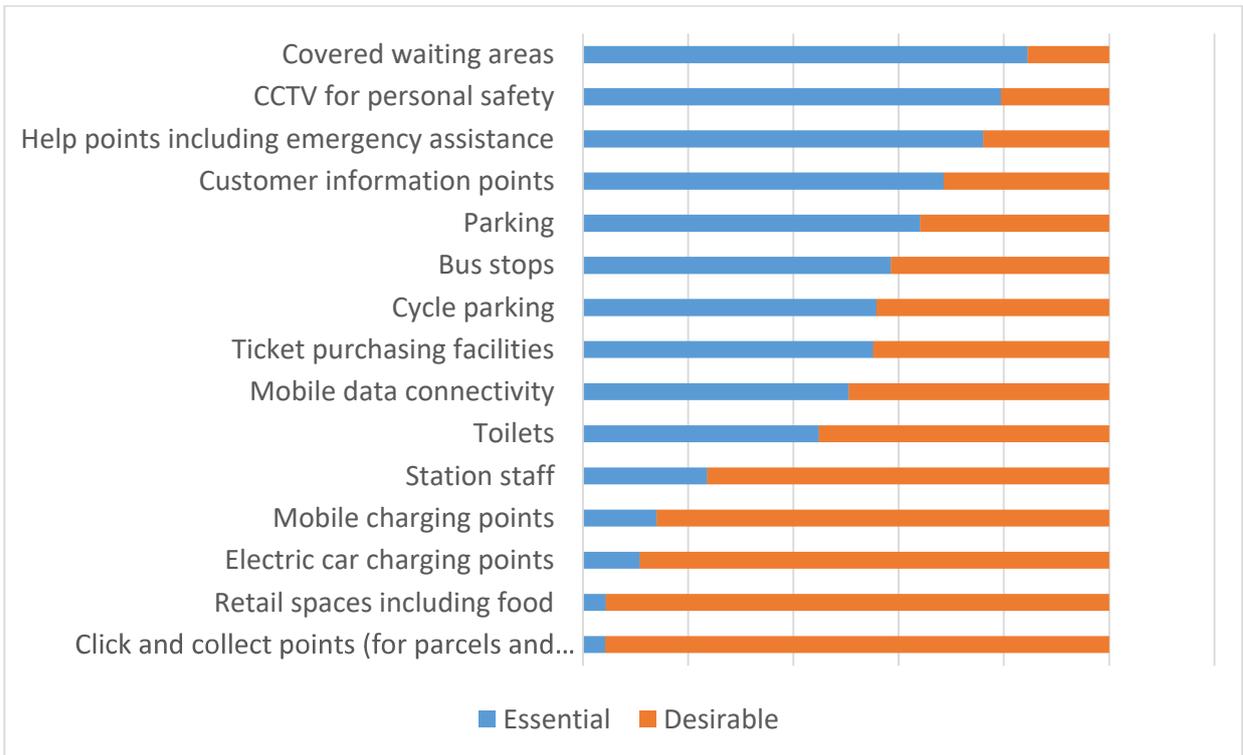


Figure 6 – Priorities at smaller stations and Metro area stations

We received many suggestions on how the community can get involved in their local station. Station adoption by volunteer groups (schools, community councils etc.) was a popular idea among respondents. Many suggested that the local community could maintain flower beds, local information points and retail facilities including cafes, crèches and bike hire schemes. Others suggested that civic facilities such as libraries and council hubs could be situated at stations. Some respondents thought that responsibility should sit with the rail operator to provide paid jobs to the local community. Another consideration noted was the need for community groups to be motivated enough to be involved

We asked respondents if they would be prepared to pay for parking if this resulted in improved facilities. As shown in figure 7 below, over 60% of people responded that they would be prepared to pay for parking. Discussion at the events centred around making parking free for those using the train by offsetting parking charges against the price of the ticket.

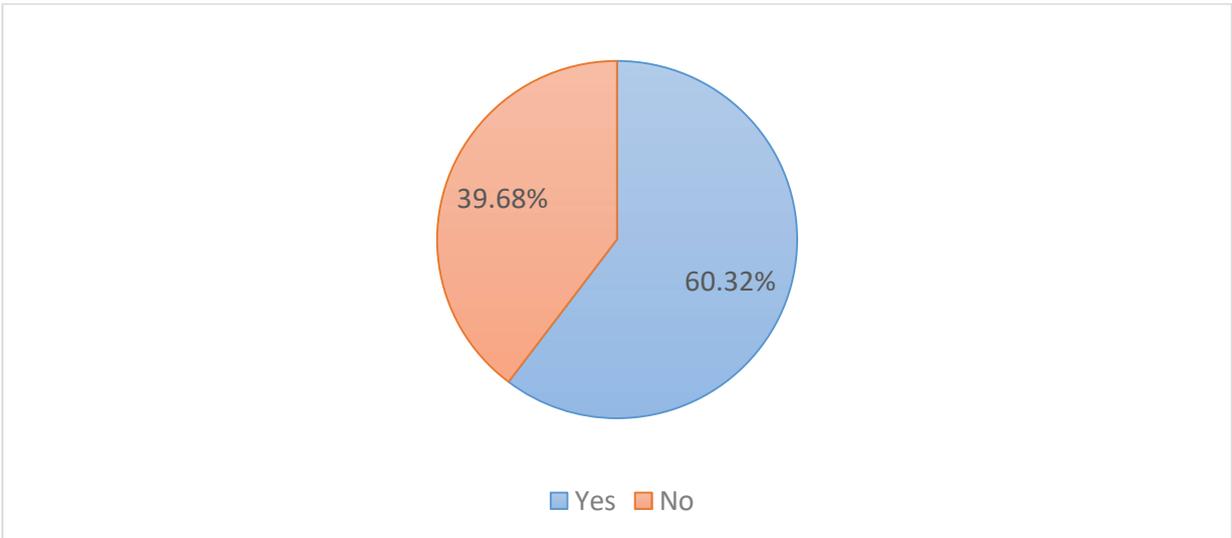


Figure 7 – Those who would be prepared to pay for parking

Better services

In considering how network capacity could be used more efficiently, we asked what would be of most value to those responding. Figure 8 below shows that respondents both in the Wales and Borders and Metro area thought that more frequent services at both peak and off-peak times were needed. A later last train was a more popular option than an earlier first train. Much of the feedback at the events highlighted the need for a full Sunday service, which is not reflected in the data captured through the main consultation document.

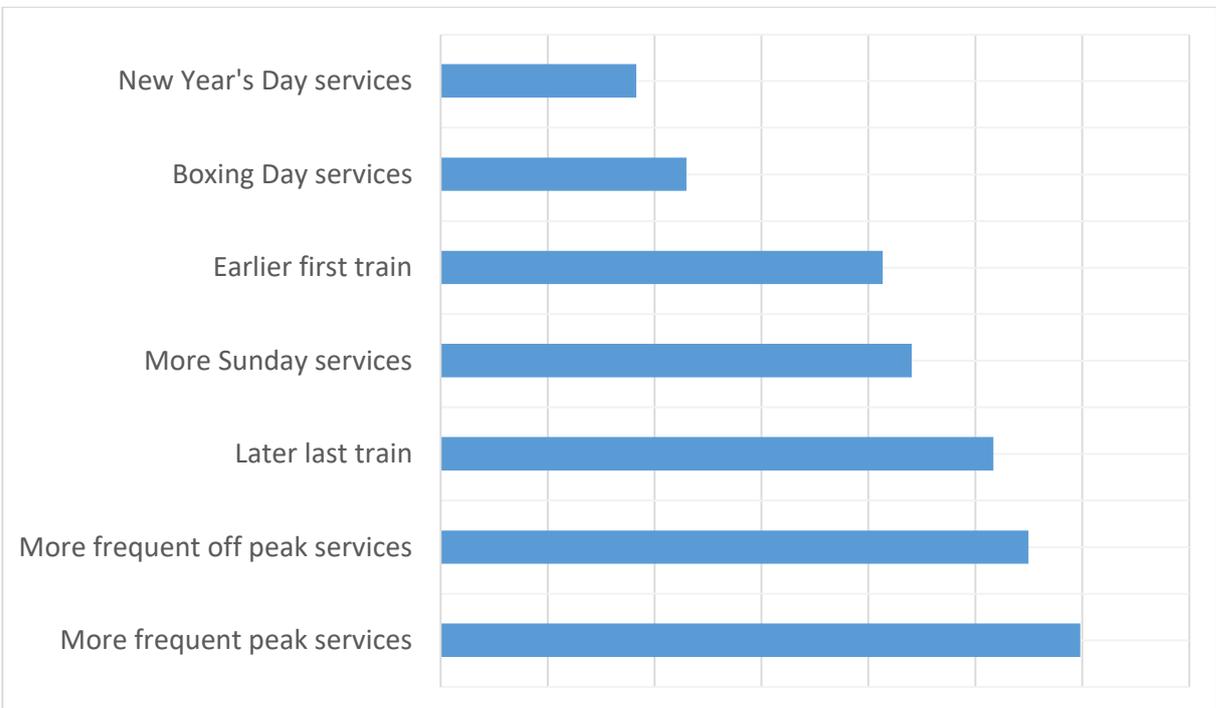


Figure 8 – Priorities for using network capacity

We asked what was the priority in terms of improving services. More reliable services were considered to be the most important aspect of service improvement in both the Wales and Borders and South Wales Metro areas. Figure 9 shows how the different items were rated. More reliable services were rated as most important.

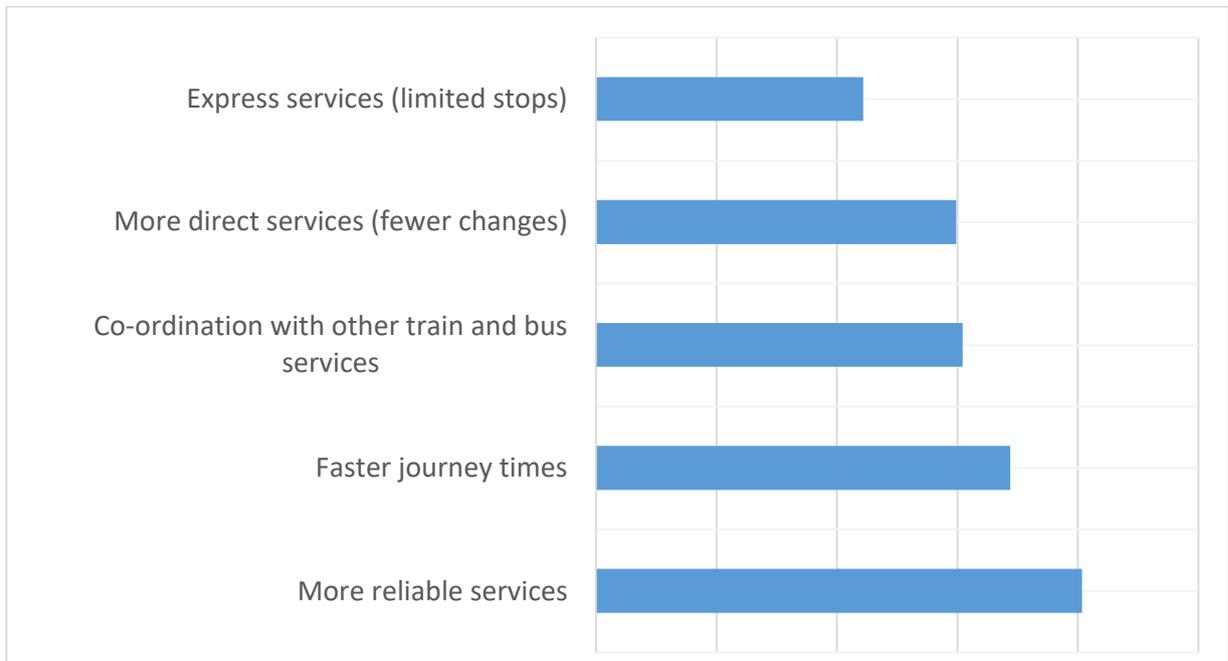


Figure 9 – Priority for improvements in Wales and Borders and Metro

We asked what difficulties people face in changing trains or changing from train to bus and we received a large number of responses.

The main difficulty outlined by respondents was the coordination between modes of transport, including timetabling, ticketing and availability of information. Respondents also noted difficulty making connections due to service disruptions and/or the distance between connecting modes of transport. These issues were further compounded for those that already face barriers to their mobility and/or those with pushchairs.

Cross border services: Services and stations in England

We asked questions about the future of the service in stations in England. Figure 10 below shows that 75% of respondents disagreed that consideration should be given to transferring the three largest stations, Hereford, Shrewsbury and Chester, to another service. 88% agreed that the smaller stations should remain with the Wales and Borders Service as shown in figure 11 below.

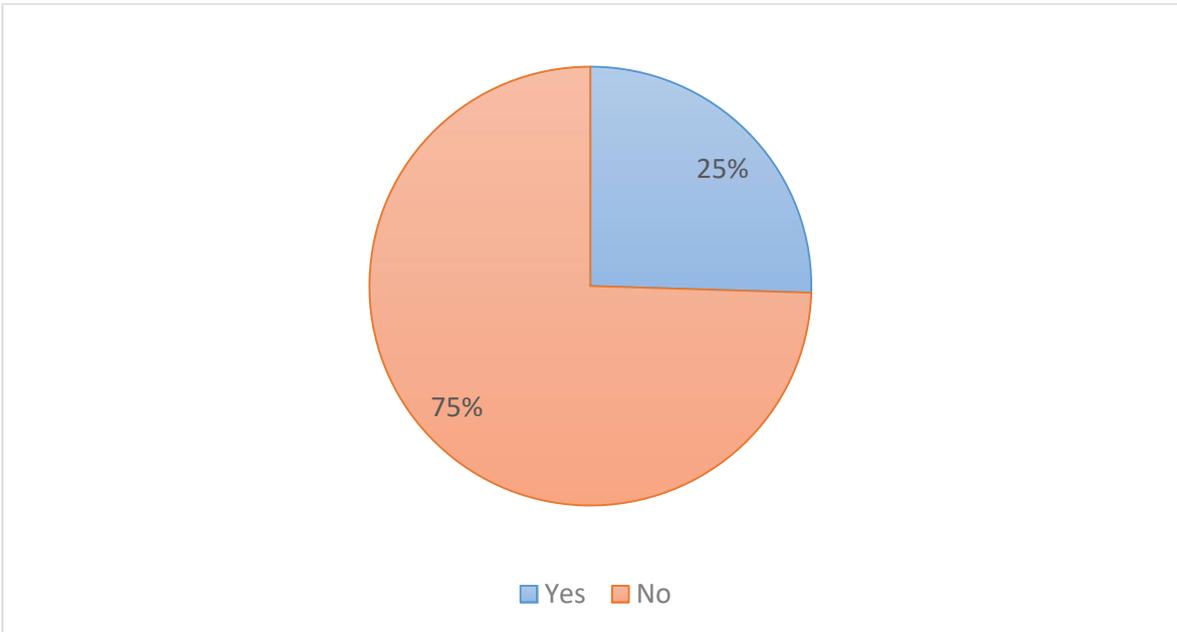


Figure 10 – Should the three largest stations be transferred to another service?

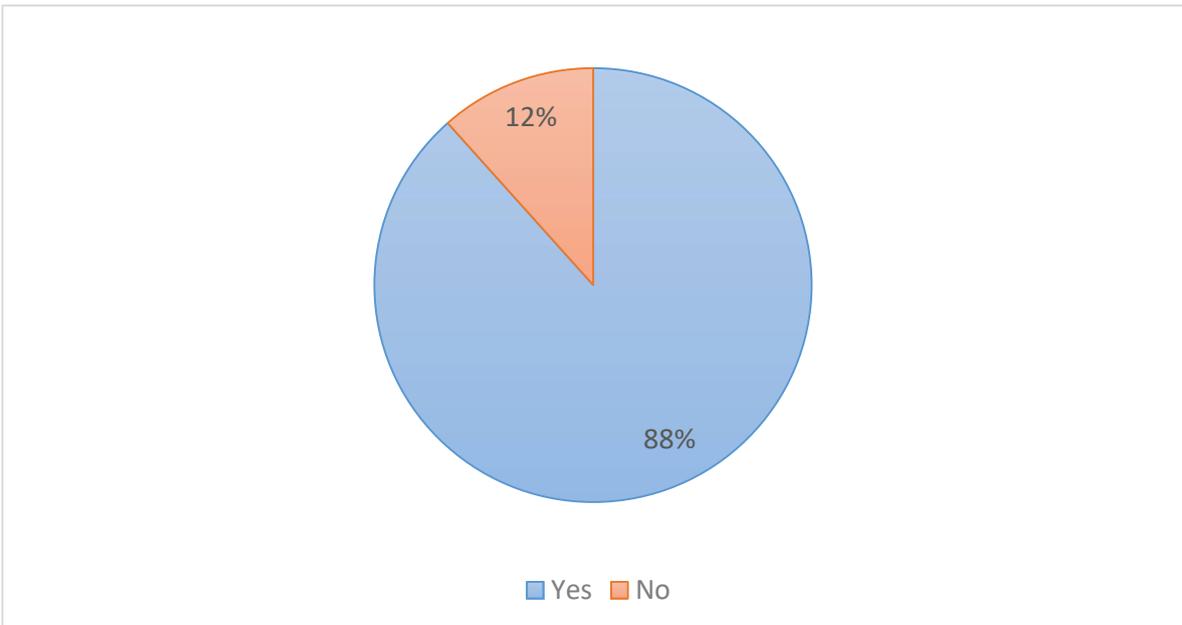


Figure 11 – Should smaller stations along the border stay with the Wales and Borders Rail Service?

Fares and tickets to facilitate train travel

We wanted to know how we should improve ticketing to make it easier for people to travel. Figure 12 below shows the ticket options respondents think would encourage more journeys by train. A higher proportion of respondents thought that a simpler fare structure would be of highest priority in encouraging more people to use the trains. This was also echoed at the consultation events.

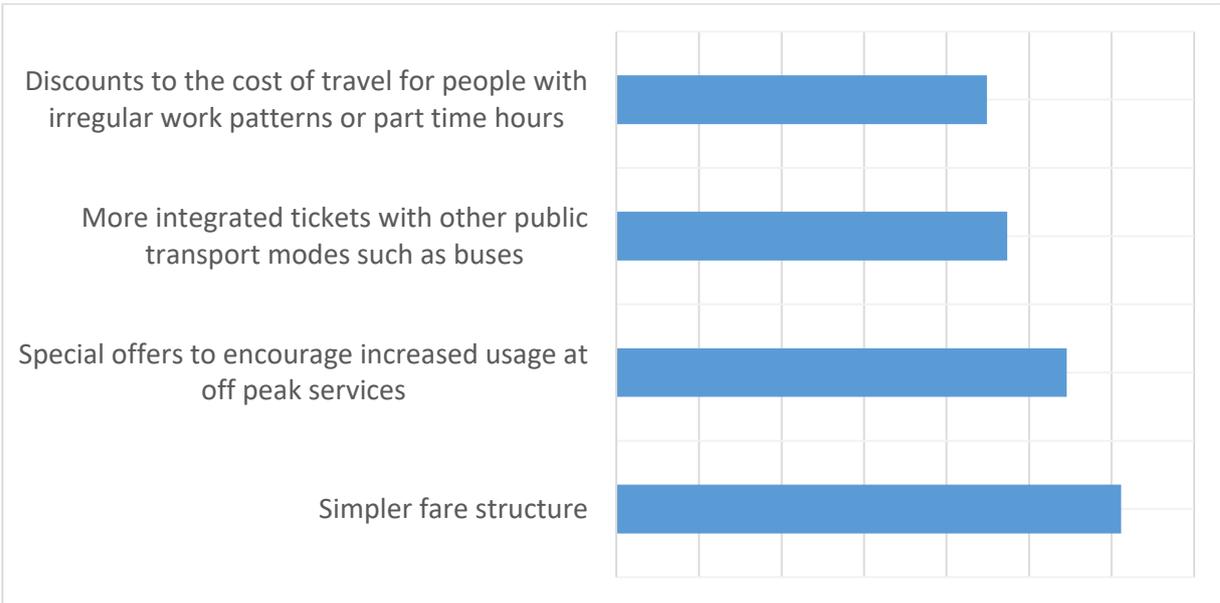


Figure 12 – Encouraging journeys by train

We also asked for suggestions for other tickets offer that should be considered. We received many ideas including 10-journey tickets and discounted season tickets for part time workers and those working night shifts.

Providing better information

We asked how people would prefer to receive information. A website was consistently rated as the best place to get information. However, the provision of hard copy information and informed staff at stations were also considered important, this was especially the case at the events. Figure 13 below shows how people responded.

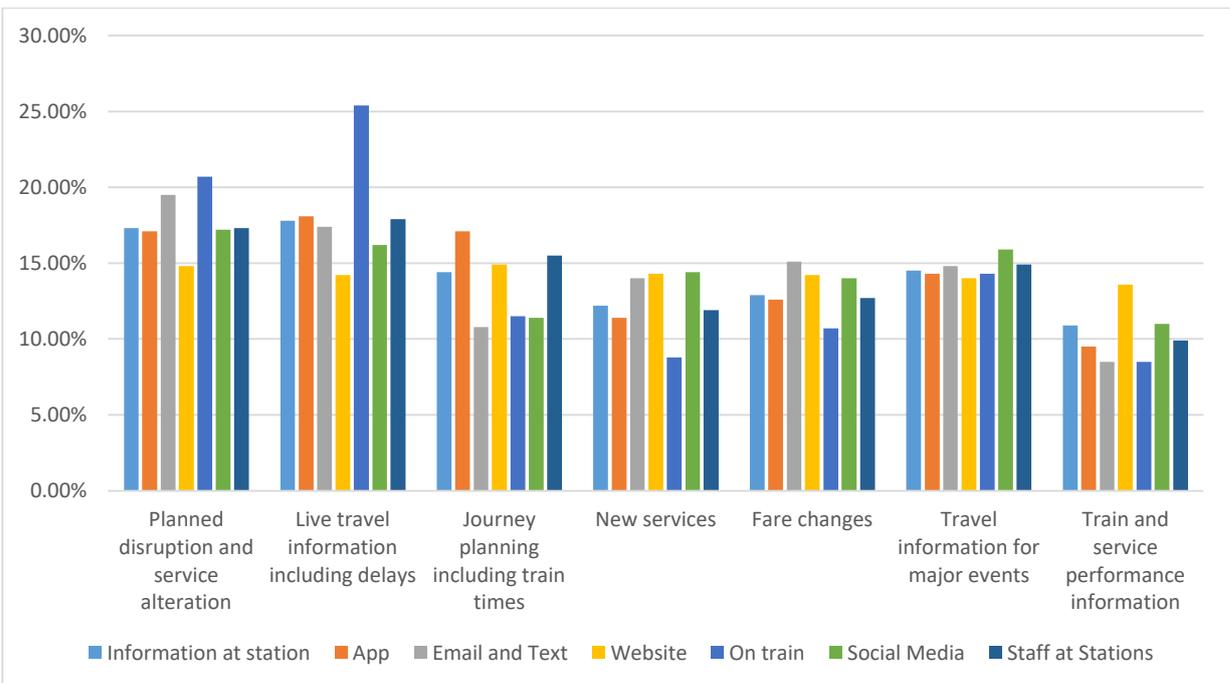


Figure 13 – Preferred methods of communication

SOUTH WALES METRO

The following only includes a summary analysis of the responses in relation to questions we specifically asked about the South Wales Metro area.

We set out a number of statements in relation to maximising space for passengers through the consultation. Respondents were asked to agree or disagree with each statement. Figure 14 below shows how people responded.

A large majority of respondents disagreed with the statement that toilets are not required on trains. Most also disagreed that toilets aren't required on trains if there are more at stations. Access to clean, toilet facilities on trains and at stations were also discussed at all consultation events and focus groups. There was also a clear consensus amongst respondents that there should be level access to trains.

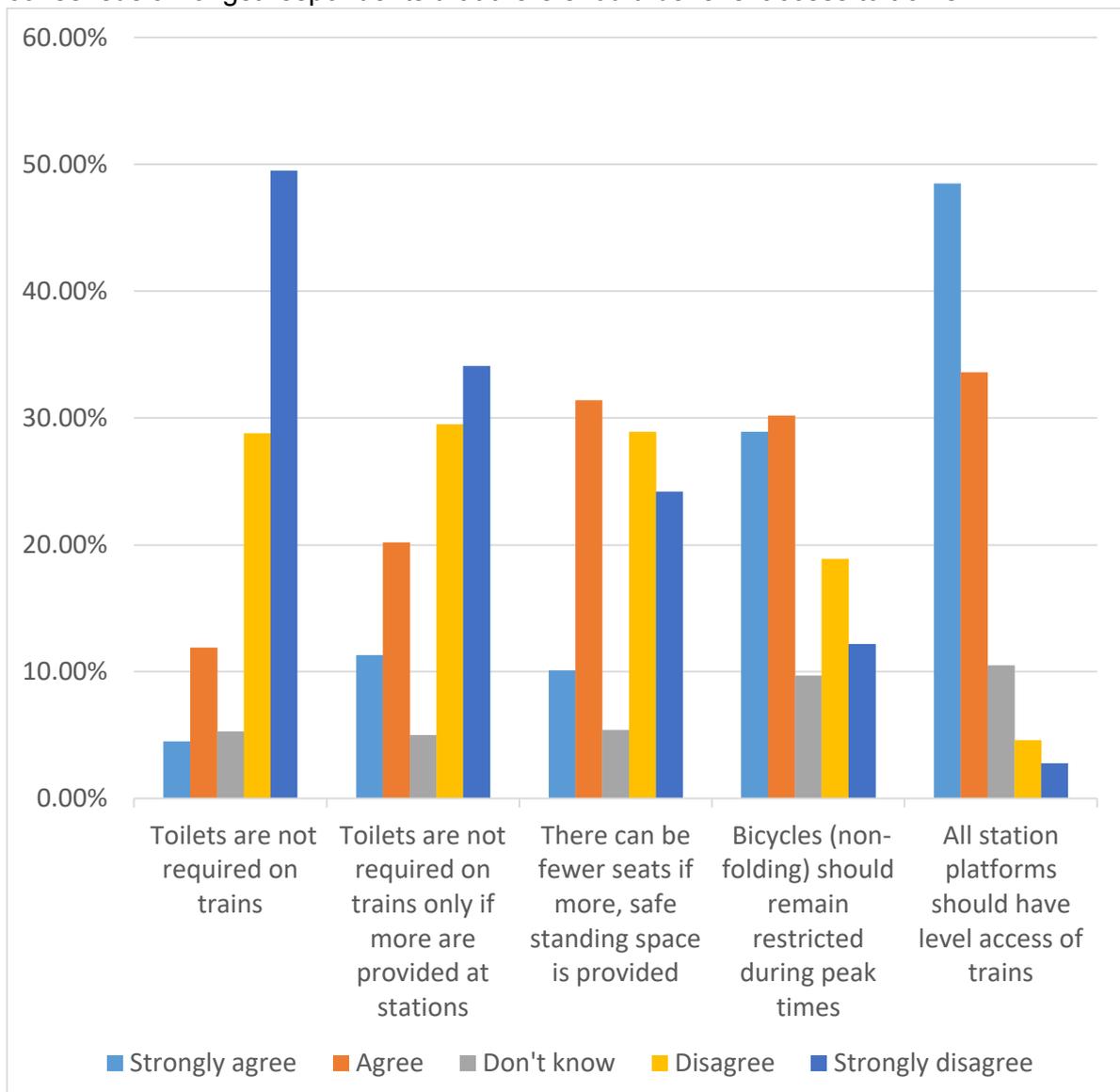


Figure 14 – Priorities for the Metro area

Freight

We asked about the decline in the amount of freight using the railway and whether the capacity should be dedicated to passenger trains even if this meant that it was no longer able to be used by freight. A slight majority felt that the spare capacity should be dedicated to passenger trains. Figure 15 below shows the response.

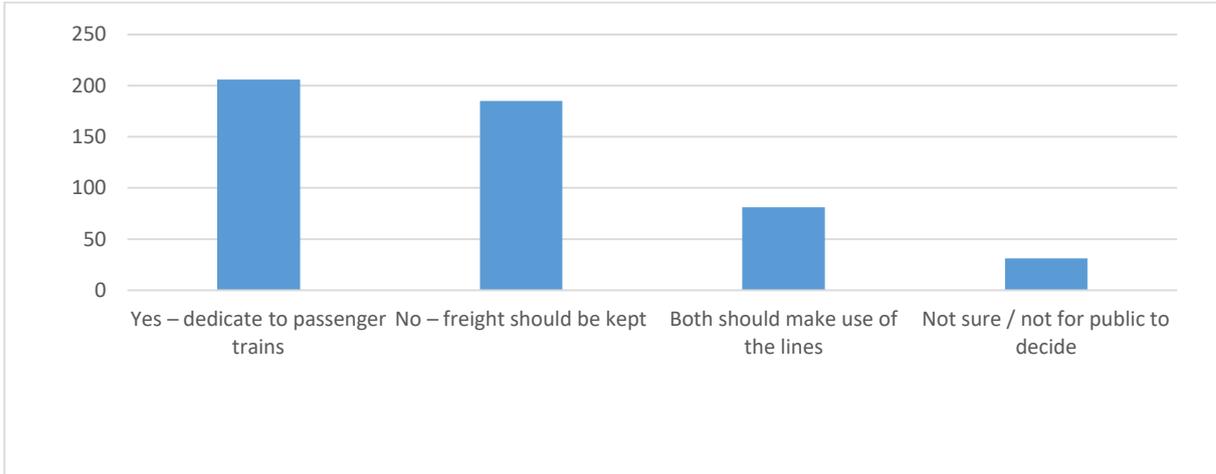


Figure 15 – Use of capacity for freight

Construction

We asked about how construction works for the Metro should be managed. The responses, in figure 16 below, show a near even split between a blocked closure period, meaning the shortest construction period and limiting work to evenings and weekends, which would result in the longest construction period.

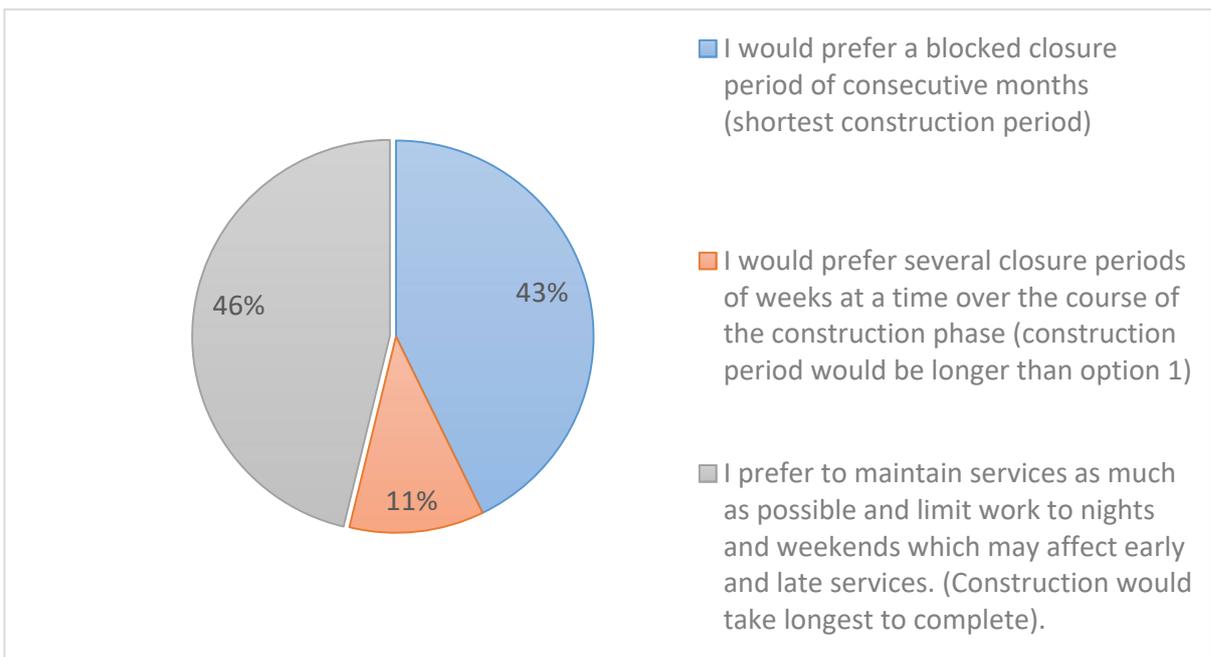


Figure 16 – Managing Metro construction

Following this, we asked about the forms of communications that would be most useful in the case of planned disruption and urgent work. Unfortunately, a technical issue with this question meant that data wasn't captured correctly in the online survey. However, in considering the paper based responses, discussions at the events and focus groups we can make the assumption that preferences would be in line with those shown in the graph in figure 13 on page 12. Many respondents find online methods of communication including websites and social media useful, however some people are not able to access these services and rely on hard copy information and staff at station to provide up-to-date.

GENERAL COMMENTS

We received many comments and views on other areas which are included below.

Accessibility

There was an overall feel from individual and organisations responding that people, especially older people and those with disabilities, need to feel confident that the support and facilities they need to travel are in place throughout their journey.

At the events, there was considerable discussion around the accessibility of stations for those in wheelchairs and accessible information provision for those with sensory loss. In the Metro area, comments were received on ensuring that the Metro is fully accessible to ensure that a 'turn up and go' service is available to all. Below are examples of the comments received.

I am disabled and have missed connections when the train suddenly pulls in to a different platform than the one announced. I am unable to drag my suitcases up a flight of stairs, along an overhead connection way and down the next flight of stairs and have to wait for the lift to take me up and down."

"There is too much reliance on tannoy announcements, for example why a train is delayed, deaf people do not get clear access to this information".

"[I have] social anxiety so for me, minimal crowding on trains, clear signage at stations and access to toilets are important."

"Area needed for guide dogs."

"[Staff] should also be trained in Deaf Awareness and Disability Awareness so people can be treated with respect."

We received a high number of comments about accessibility on trains, particularly around there being sufficient space for wheelchairs and other mobility aids, bikes and pushchairs.

More wheelchair spaces. Have you ever tried travelling by train with a couple of friends who also use a wheelchair? It's impossible.

Welsh language

Welsh language provision through the whole service was a priority, with bilingual information and announcements available at stations and on board the train.

Welsh and local culture. Correctly pronouncing the Welsh place names, providing tourist information and availability of Welsh produce at stations were all suggestions on how to promote local culture.

"Tickets should be bilingual with the Welsh names first."

"[Welsh language is important] for both Welsh speaking customers and in respect of providing tourists with the all important 'sense of place' when visiting our region by rail."

"It is irritating to book trains to Welsh stations from an English station to be met with constant laughing at Welsh names and the "oh I can't pronounce that" attitude.... If a company serves an area they should train the staff to respect the area, and pronounce the place names or confusion ensues."

Comments regarding station facilities:

"Opportunity to use Welsh"

"Signs in English and Welsh"

"The use of the Welsh language needs to be improved"

Next steps

Thank you to everyone who took part in the consultation. The high numbers of responses mean that we have a real understanding of what people want and expect from the next rail service. The information you gave us is already informing the procurement process in ongoing discussions with the four bidders. There will be more engagement opportunities, further information about these will be provided in due course. We will be updating our website as the project progresses and follow us on Twitter for the latest updates (@transport_wales) or if you would like to be added to our email list to receive regular newsletters, please email contact@transportfor.wales.

