

Cross Country Passenger Rail Franchise Public Consultation

Connecting Britain's Cities



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1. What is this document for?

This consultation document asks for your views on ideas to improve train services on the Cross Country rail network. Those services are provided by the current train operator through a franchise agreement with the government which is up for renewal towards the end of 2019. Responses to this consultation will help the government design the next franchise.

To that end, we, the Department for Transport, would like to hear your views on the service now, and your thoughts on how to improve it in the years to come. The ideas discussed in this document, and the questions asked, are intended to be thought provoking, and to inspire innovative responses.

Please note that no decisions have been taken on any options for the next franchise. This consultation is simply a way for us to gather your views to inform the choice of options.

Your responses to this consultation will inform the minimum specification issued in our Invitation to Tender (ITT) to bidders for the next franchise. Bidders can then meet with passengers and other stakeholders to understand their requirements, and will be encouraged and incentivised to submit bids that go beyond that minimum specification in their bids to us.

You can respond to the consultation questions using a response form available online or on request. Section 9, below, has the details. The closing date for responses is 30 August 2018.

Throughout this consultation you will see a number of questions in boxes looking like this. These questions relate to the response form that comes with this document.

2. Secretary of State's foreword



I am pleased to publish this consultation document on the future of the Cross Country passenger rail franchise. The franchise is coming up for renewal in 2019 and this is your opportunity to tell us how we can provide a better service in the next one.

Strategic vision for rail

Last November, in "Connecting People: a strategic vision for rail", I set out the conditions that will secure a new era for rail travel in Britain:

- Across the country we are now fixing the operational divide between track and train so that both organisations share one imperative: putting the passenger first.
- We are creating innovative new public-private partnerships for the delivery of vital rail services and infrastructure.
- We are exploring plans to open up new lines and connect hitherto poorly served communities and business areas.
- And we are investing in digital technology, introducing state of the art smartcards, Wi-Fi and improving redress for passengers when things go wrong.

In March this year, I published plans for the innovative West Coast Partnership which will revolutionise high speed travel between our major cities. I also set out plans for the integration of track and train on our railways and plans for the transition to the operation of HS2 as it opens after 2026.

Now we want to hear your views on how we can transform the travelling experience on Cross Country.

The Cross Country franchise

Stretching from Scotland to Cornwall, Manchester to the south coast of England, and Wales to Stansted Airport, the Cross Country franchise serves seven out of the ten major cities in Great Britain, helping grow the economy, by linking markets and people across the country. The franchise has seen continued growth with passenger numbers increasing year on year to 40 million in 2017/18.

That is not to say that the Cross Country franchise doesn't have its challenges. While passenger numbers have increased, the size of the train fleet has stayed largely the same so some of the busiest routes on the network suffer from crowding. **Resolving crowding is my primary objective** for the next franchise, and I want to see a growing and successful franchise that delivers this.

In future, Cross Country has potential to refine its current routes and serve new markets. Crossrail, HS2, East West Rail and, Northern Powerhouse Rail will have an impact on the opportunities to serve or connect to new destinations and run additional trains on the current network.

For this to happen, Cross Country needs to build on its stable foundations. We know from Transport Focus research that passenger priorities are value for money, getting a seat on the train and Wi-Fi. In order to be a truly modern service, we will encourage the next operator to think beyond these basic requirements.

Conclusion

I have already set out our plans to bring the operation of track and train together on a day-today operational basis around the country, with the creation of new alliances between Network Rail and the train operators on South Eastern and Midland Main Line, and the strengthening of the existing alliance arrangements on South Western, Southern and West Coast Main Line. I have also set out our plans for a new partnership between the public and private sectors to operate the East Coast Main Line.

Now I want to give passengers the chance to shape the transformation of the Cross Country franchise. We are asking genuinely thought-provoking questions around Cross Country's three key themes: crowding, the shape of the network, and the customer experience. Your answers will help us specify improvements in the next franchise. This is your opportunity to shape your train journeys for years to come.

The Rt Hon Chris Grayling MP, Secretary of State for Transport.



Welcome to Birmingham New Street Station VHE

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3. The current Cross Country franchise

Introduction

The Cross Country franchise is the most extensive rail franchise in Great Britain. It serves seven of Britain's ten biggest cities, many university towns and airports, and operates through seven of the eight Network Rail routes. The current franchise does not manage any stations, and does not directly maintain its own trains.

It is a much used and growing rail service. The franchise offers approximately 300 services each weekday and currently carries 40 million passengers each year; an increase of over 28% from 2010/11.

All trains serve Birmingham New Street, and the core routes currently covered by Cross Country with an hourly daytime service are set out below (although some trains operate beyond these, for example, to Glasgow, Aberdeen, Penzance and Paignton):

Long distance service (operated by Voyager and High Speed Train fleets)

Edinburgh to Plymouth

Long distance services (operated by Voyager fleet)

Bournemouth to Manchester Bristol to Manchester Reading to Newcastle

Long Distance Services (operated by a Class 170 Train fleet)

Birmingham to Stansted Airport Nottingham to Cardiff

Local (Stopping services operated by the Class 170 Train fleet)

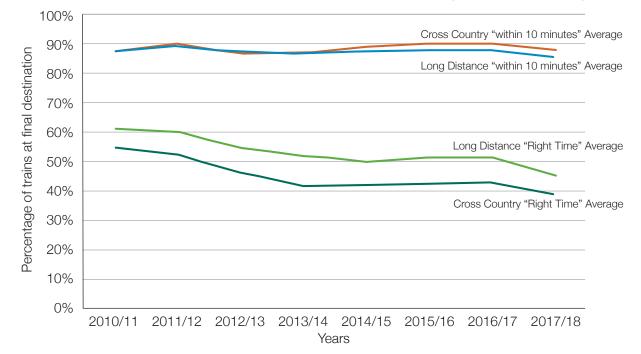
Birmingham to Nottingham Birmingham to Leicester

Our analysis shows that the majority of passengers are leisure travellers (64%), followed by commuters (23%) and business users (13%). The current franchise is operated by Arriva CrossCountry (AXC), owned by Arriva UK Trains. AXC has operated the service since 2007. The current franchise is due to expire in late 2019 and can be extended by up to one year.

Performance of the franchise

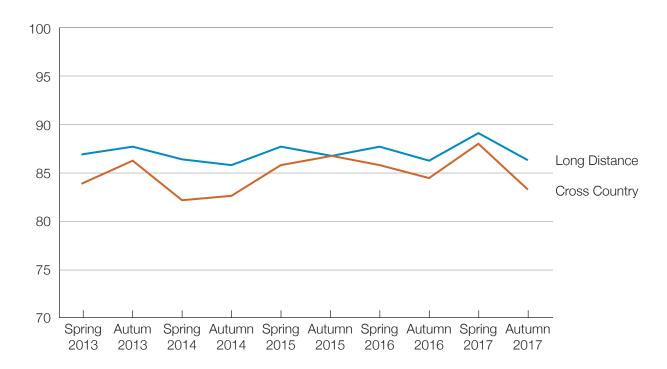
The punctuality and reliability of long distance train services is assessed against a Public Performance Measure ("PPM") which shows the percentage of trains that arrive at their terminating station within 10 minutes of their timetabled arrival time. The performance of Cross Country is shown in the chart below. It has been fairly stable, and is above the average for long distance operators.

Also shown is "Right Time", which measures the percentage of trains arriving at their terminating station early or within 59 seconds of their timetabled arrival time. This shows that Cross Country's performance is below the average for long distance operators.



Cross Country Operational Performance compared to Long Distance Averages

Transport Focus, the independent passenger watchdog, carries out network-wide passenger satisfaction surveys twice a year to produce the National Rail Passenger Survey. The chart below, based on all surveys undertaken each year, shows the proportion of passengers expressing satisfaction with their train journeys on the Cross Country franchise, noting that it has performed below the average of all long distance operators.



Transport Focus research shows that Cross Country passengers are dissatisfied with on-board crowding, comfort and cleanliness. They also have issues with a lack of luggage space, inconsistent catering provision and the low availability of staff at stations.

The box below lists some key facts about the franchise.

40.1 million
64% leisure 13% business 23% commuter
92 diesel trains Class 220/221 Voyagers, Class 43 HSTs and Class 170 Turbostars
121
None
1,823 full-time
£529.9 million
£471.4 million standard class £43.1 million first class £25.9 million season tickets
87.7% (2017-18 average)
83% (Autumn 2017)

Key facts about Cross Country

* Farebox revenue total does not equate to the sum of the split by ticket type due to other items, such as claims and refunds

¹ Arriva CrossCountry's Management Accounts

² Industry standard mapping of ticket sales data

³ Arriva CrossCountry

⁴ Periodic Management Accounts year ending 2017-18

⁵ https://www.networkrail.co.uk/who-we-are/how-we-work/performance/public-performance-measure/

⁶ National Rail Passenger Survey – Autumn 2017



Note: This map of the current Cross Country network shows the year-round services, and not the additional summer ones. Also note that the train service from Bath Spa (one per day) is not shown, and not all stations served are shown.

4. Recent improvements to the service

The current Cross Country franchise was let in 2007 having been re-designed with some routes removed, notably to Brighton and along the West Coast mainline, north of Crewe. This enabled the introduction, for the first time, of a direct hourly service between Manchester and Bristol, as well as a boost to the number of trains available for the core routes, where crowding had become acute. In addition, the franchise took over some local and regional services from Birmingham which, at the time, were felt not to fit well with other franchises.

As part of its successful bid, Arriva delivered a significant increase in capacity, including the introduction of five High Speed Trains. It also introduced at-seat catering on most trains, invested in rolling stock improvements, provided on-board Wi-Fi on its Voyager fleet and introduced innovative fares ideas.

A 2016 Direct Award to AXC, which extended the franchise to 2019, included the following improvements for passengers:

- shorter journey times from Birmingham to Manchester, with a typical reduction of nine minutes on a weekday and 12 minutes at weekends.
- £20 million investment to upgrade the High Speed Train fleet for improved accessibility.
- extra services calling at Morpeth.
- free Wi-Fi, and 4G for faster download speeds.
- customer services open 24/7, and a new mobile app to buy tickets and check live running times.
- challenging targets on punctuality and service reliability to improve the passenger experience.
- the waiving of a £10 'change of travel' fee for Advance tickets.
- £340,000 per year of funding for community rail partnerships across the Cross Country network.

In 2016, AXC consulted passengers on amending some services towards the edge of the network and using the trains released to lengthen some crowded trains. Views were mixed and, in the end, the planned changes were re-worked. AXC and the Department reached agreement that from December 2018, the operator will simply introduce six extra return trips each day between Bristol and Exeter.

One other future change to note is that the Cross Country franchise will call at least one train an hour each way at Worcestershire Parkway once it opens.

5. Challenges facing Cross Country

There are a number of challenges facing train services on the Cross Country network. Many of these are faced by other Train Operating Companies (TOCs) but some are unique to this franchise.

a. Crowding and capacity

Cross Country does a good job serving multiple markets very efficiently, with the same train often conveying passengers travelling very different distances and for distinct purposes (e.g. commuters and long distance leisure passengers). However a core issue is the level of crowding currently experienced by many passengers.

Crowding on Cross Country trains tends to happen in the peak periods, on Friday afternoons and on Sundays. Crowding on long distance trains particularly occurs in the afternoon where there is an overlap between long-distance business and leisure journeys and shorter-distance journeys by commuters and returning shoppers, and on Sundays when travel tends to be compressed into the afternoon.

The geographical spread of crowding on Cross Country services is unusual for a long-distance train operator. Typically for long distance operators, there is a gradual increase in demand and crowding as the train gets close to London or the major city at the other end of the route. On Cross Country, however, there is crowding around a series of cities and hub stations, and crowding can be evident (in both directions in each peak) for some distance along the relatively long routes.

In addition, there are often high numbers of passengers boarding and alighting at intermediate stations (which can be relatively short distances apart). In combination with crowding, this 'churn' can cause delays and discomfort as passengers queue to get on or off, and seek available seats or space to store their luggage. The lack of available seats also causes issues for passengers without seat reservations, or who may need to move seats to accommodate other passengers *en route*.

Data provided by AXC shows the following route sections are most heavily loaded with passengers standing at peak times: Birmingham to York (via Leeds and Doncaster), Birmingham to Stansted Airport, Birmingham to Reading, and Exeter to Bristol. In addition, there are other route sections that will be unable to accommodate growth over the course of the next franchise if no action is taken to reduce crowding: Manchester to Birmingham, Glasgow to Edinburgh and Reading to Southampton. We know there are other problems with crowding and we look forward to hearing your views on those as well.

In addition, the 'local' services operated by Cross Country, such as Leicester to Birmingham New Street, suffer peak time crowding which has not been possible to alleviate due to the shortage of suitable trains.

The Department is aware of the issues surrounding crowding on Cross Country, and this is our priority for passengers in the next franchise.

b. Markets served and competition

Cross Country has the largest geographical spread of all British passenger franchises. Its trains serve destinations from Cornwall, the South Coast, the Midlands and South Wales to the north of England and central and north east Scotland. There is competition from other TOCs through route sharing. Cross Country also competes with road transport (motorways closely follow the network) and domestic airlines. All routes call or terminate at Birmingham New Street and Cross Country interacts with all freight operating companies and all but three TOCs.

We seek your views on potential changes to the current services on Cross Country, and welcome your ideas on any potential new markets to be served.

c. Passenger experience

Transport Focus research shows that Cross Country passengers are most dissatisfied with on-board crowding. There are also issues with a lack of luggage space, inconsistent catering provision (often a direct consequence of crowding), the comfort and cleanliness of trains, and low staff availability at stations. Although Cross Country does not manage any stations, one in two passengers use Cross Country to connect with other services so we recognise that improving the interchange experience for passengers is important.

Although the PPM measure (within 10 minutes) of punctuality on this franchise has been steady, Right Time performance (i.e. trains arriving no later than 59 seconds of their scheduled time) is the lowest of all franchised operators, which reflects the long distances the trains cover and the greater risk of suffering network disruption. Cross Country is only responsible for approximately 10% of all delays caused to its trains, with Network Rail and other passenger and freight operators causing the other 90%. We recognise that Right Time performance needs to be addressed in the next franchise.

In addition, we note that the current fleet of Cross Country Voyager trains are susceptible to delays or cancellations when unusually high tides are combined with strong onshore winds in the Dawlish area, due to sea water affecting electrical equipment located on the roof of these trains. When this happens, Voyager trains terminate at Exeter or Bristol. The Department recognises the frustration this causes passengers who have to join already busy trains to travel further west and we will be asking what bidders might do to resolve or reduce the impact of this in the next franchise.

Another frustration is the disruption caused by weekend engineering works when demand for Cross Country services can be at its highest. This can be compounded if there are no diversionary routes and passengers have to take rail replacement buses. We will look to the new operator to consider how the use of diversionary routes can be improved to minimise disruption to passengers' journeys.

d. Fares and ticketing

Cross Country currently offers a range of tickets to its passengers, and these can also be purchased online via the franchise's website and app. One of the current issues facing the franchise is the use of 'split ticketing' where a combination of fares on longer journeys, often set by many operators can result in a lower overall fare that same through fares.

Another issue is that it is possible to reserve a seat on long-distance Cross Country trains up to ten minutes before the train departs from the passenger's boarding station. This means passengers have increased flexibility and access to cheaper, advance fares and reserved seats on the day of travel. However, this can lead to incidents of passengers who are already on the train in an unreserved seat, having to give up that seat part way through their journey if it is subsequently reserved.



6. Options for improvement

Cross Country is a good franchise which is generally well run and we want to improve on the quality of service and performance it already achieves. We want the next operator to make real improvements throughout the duration of the franchise, within the constraints that exist. In particular, we would like to see the operator focus on resolving crowding and making improvements to the 'end-to-end' passenger experience. This includes the purchasing and collecting of tickets, the on-board experience, connectivity with other trains and reaching the passenger's final destination.

In preparing for the new franchise, we have undertaken a number of activities:

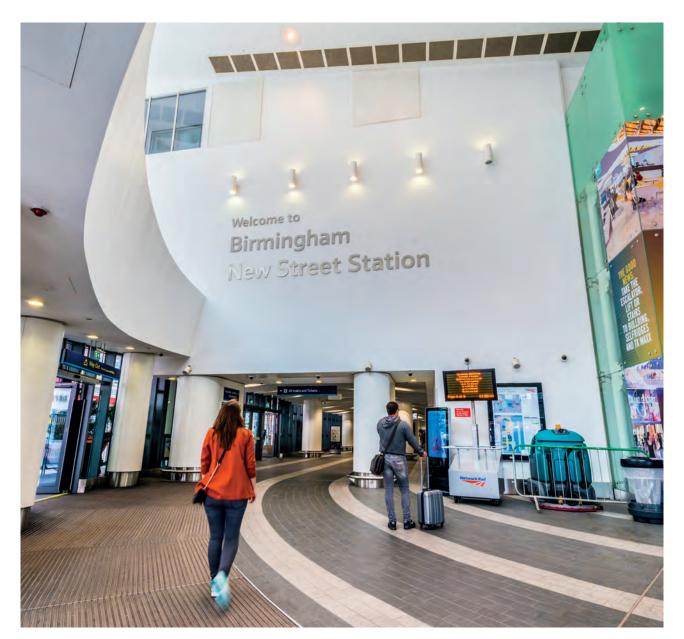
- A review of the existing franchise and assessment of the opportunities and challenges presented in the next one.
- Work with Transport Focus to understand the improvements passengers want, and why some passengers do not use Cross Country.
- Meetings with passenger groups and other key stakeholders to ensure their priorities are reflected in our plans. In September and October 2017, we held stakeholder workshops across the country to hear their initial thoughts on the priorities for the next franchise.
- Close working with Network Rail to identify the impacts of its current infrastructure programme.

We have already outlined the main challenges on the Cross Country network. We have been working to bring together the different components to achieve a solution that will result in an improved experience for passengers. Transport Focus research shows that the passengers' top ten priorities for improvement for the Cross Country franchise are:

- Price of train ticket offers better value for money;
- Passengers able to get a seat on the train;
- Wi-Fi available on the train;
- More trains arrive on time than happens now;
- Trains sufficiently frequent at the times I wish to travel;
- Inside of train is maintained and cleaned to a high standard;
- Less frequent major unplanned disruptions to your journey;

- Fewer trains cancelled than happens now;
- Well-maintained, clean toilet facilities on every train;
- Train company keeps passengers informed about delays; and
- Journey time is reduced.

Taking account of these priorities, we have considered possible changes to improve the next franchise and would now like to hear your views on them.



7. Ideas for the next franchise

This section discusses issues on the Cross Country network and potential ideas for addressing them. **Please remember that this is a consultation document and no decisions have been taken.** Some of the suggestions in this document are designed to inspire debate and to generate ideas that haven't already been considered. We are keen to hear from all users of the service, and would appreciate your views on the service now, as well as your thoughts on how to improve it in the years to come.

We have also included Cross Country usage data in an Annex. This shows: station usage; if the station is an interchange to other operators' services; other operators serving those stations, and frequency of service. Whilst it may not necessarily reflect an individual's views of their journey, this data is given to respondents to enable them to make a more informed response.

To reduce crowding on current train services for Cross Country passengers

Issues and ideas for your response

We know there are services which suffer from crowding now, and this will only worsen as demand increases. Options to resolve this problem may include:

(1) Introducing longer trains, where this is affordable and value for money. This could potentially be achieved by the operator: What are the particular services, routes, and times of day where you think crowding on Cross Country services needs to be addressed most urgently?

(please use the Annex to help inform your response) Please provide specific instances where these may be applicable.

- Redefining the network where other operators are increasing services to allow the use of the existing fleet where demand is highest (see the section on 'Extremities of the Network');
- Cascading trains from elsewhere on the national network, if they are suitable and available; or
- Leasing new trains.
- (2) Reducing the number of passengers using long distance Cross Country trains for short distance travel into and out of the main conurbations. Reducing the number of short distance passengers, where there are suitable alternatives, could be potentially achieved by:

- Altering the Cross Country calls at certain stations close to the main conurbations, either completely or just in the peak hours in the peak direction (see next bullet point). Although this might speed-up journeys, the problem is that many of the towns also have passengers wanting to use the Cross Country network for longer distance journeys who would then be inconvenienced;
- Continuing to call at such stations, but allowing the operator to restrict calls to 'set down' or 'pick up' only. In that way, a train heading away from a major city in the afternoon would not be advertised as calling at the next town but would do so only to set down passengers. At most stations, however, it is difficult to prevent passengers knowing about such calls and boarding

Which of the following potential measures do you think could overcome crowding caused by short distance commuters using long distance Cross Country trains, assuming that suitable alternative services are available?

- a. Removing calls from towns closest to the conurbation centre either completely or just at peak times
- b. Retaining calls at such stations but restricting them to pick up/set down only
- c. Removing the validity of local multi-modal tickets on long distance trains
- d. Other (please suggest). (please use the Annex to help inform your response) Please provide specific instances where these may be applicable.

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anyway, and therefore difficult to enforce. Successful examples of this practice nowadays are very few (e.g. between London Euston and Watford Junction) but there may be limited applicability for this approach on Cross Country although it does have revenue implications.

• Removing the validity of local multi-modal tickets on Cross Country trains (either generally or just at peak times in the peak direction). Again this would be difficult to enforce either at the departure station or on board the train given the limited time that there is before the first calling point out of a city.

To improve the service pattern and network to offer journeys that better meet your needs

Issues and ideas for your response

We understand the importance of Cross Country in moving people around the country, and connecting them to the services of other train operators. Our initial and informal feedback from stakeholders exposed a number of themes including a desire to see Cross Country focus exclusively on being a long distance high speed, high quality intercity operator, connecting major cities. Proposals included providing a longer operating day, removing local services from the franchise, speeding-up longer distance trains and serving additional destinations beyond the current network. However, it must be recognised that the scope for substantial change may be limited because of the constraints of the rail network. The Cross Country network crosses many other routes and requires slots at very busy stations

(which are limited), so even where bidders are given flexibility, there may only be one practical solution to delivering a robust timetable.

Train service patterns on the existing network

- Much of the core service pattern on most Cross Country routes is hourly, or even half hourly where routes overlap, but beyond this core, particularly in Cornwall, Torbay and north of Edinburgh, it is often a lot less frequent. Whilst there are constraints in increasing frequency, this is a possibility that could be explored.
- We are aware that first and last journeys do not always fit with passengers' plans. For example, last trains on some routes may not always suit people returning from the theatre, late night shopping, or sports or music events. There is also the question of whether Sunday services correctly reflect the changing travel patterns and lifestyles of today.
- Additionally, stakeholders have suggested that some places may benefit from extra trains at certain times of the year to cope with extra demand for services.

Please rank the following in order of priority for improvement for your future Cross Country services:

- a. More frequent weekday services
- b. More frequent weekend services
- c. More additional summer only services
- d. Earlier times of first trains
- e. Later times of last trains
- f. Earlier Sunday morning services Please show which routes and stations you would like to see the changes and why?

Routes covered by the Cross Country network

A new franchise offers the opportunity to review the shape of the network, including whether services should be moved to other franchises, a process known as re-mapping. The Department's policy is there must be a strong case to re-map services, because of the disruption and costs of change it brings. Other options include expanding or changing services on the current network. Specific issues are set out below:

Current local services

The majority of Cross Country routes are long distance intercity or regional routes. However, Birmingham to Leicester and Birmingham to Nottingham are local, stopping services, primarily used by commuters and leisure travellers. It has been suggested by stakeholders that Cross Country should be a long distance operator with the focus on providing good quality long distance and inter-regional services. Separating out and transferring these local services to another franchise would allow Cross Country to focus on its longer distance routes whilst putting these services in a franchise which operates similar services. The benefits of doing so would be considered alongside the costs and disruption for the companies and staff involved. As part of the consultation for the East Midlands franchise, we consulted on whether these routes could be transferred to that franchise. In response, West Midlands Rail - the devolved body for rail in that area - and some other stakeholders made an alternative case for these services to become part of the West Midlands Trains franchise, given that the focus of journeys on this route is orientated towards Birmingham, and there could also be synergies made with other services across Birmingham. The Department is beginning

If it were possible, would you agree with transferring these local routes to the West Midlands franchise?

- Birmingham to Nottingham
- Birmingham to Leicester
 - Please give your reasons.

Would you like to see any other routes or stations transferred to or from the Cross Country franchise.

Yes/No?

If so, which routes and why?

exploratory talks with relevant TOCs on operational feasibility, but in the meantime we would welcome the views of stakeholders about such a transfer. It should be noted we are not proposing to transfer the Birmingham to Stansted and Cardiff to Nottingham services to another operator as part of this remapping.

East Coast services north of York

The section of two-track railway on the East Coast Main Line between Northallerton and Newcastle is very constrained. It carries long distance and local passenger services and freight trains, all of which have different speed profiles. Cross Country currently operates two trains per hour over this section, one from the South West to Scotland and the other from the South Coast and Reading to Newcastle. North of York the two trains per hour operate within ten minutes of each other, due to the difference in journey times via Leeds and via Doncaster, although this may change in the near future.

If the network was unable to cope with all the service enhancement aspirations north of Northallerton on the East Coast mainline, would a:

• curtailment of one of the existing Cross Country services be acceptable (with the resources redeployed to enhance other existing or new routes?):

Yes/No and why?

If yes, what should happen to the Cross Country service?

If no, what should happen instead?

There are service enhancements planned for other franchises which may impact on Cross Country. TransPennine Express is planning two trains per hour from Manchester via York to Newcastle, one of which will continue to Edinburgh, and Virgin East Coast is planning to extend the current stopping Kings Cross to York service to Newcastle each hour making three trains per hour in total. If these enhancements happen, it may not be possible to accommodate them alongside the current Cross Country services. Whilst the rail industry has processes in place to resolve the relative priorities, the Department and regional stakeholders are considering the choices that might have to be made. Consequently, this consultation would like views on whether it is appropriate to curtail or divert one of the current Cross Country services serving Newcastle further south (for example at Leeds or Doncaster or York), and if that is not acceptable what the priority should be if the capacity constraints materialise. (There will still be one Cross Country train per hour going north from York to Newcastle and Edinburgh and we expect this would continue to Glasgow in every second hour as today.)

Extremities of the network

As mentioned above, one of the unique (and positive) features of Cross Country is that it joins up the furthest reaches of Britain. However, this means some trains spend quite a long time serving the extremities of the network, sometimes with relatively few passengers.

Some stakeholders have proposed that Cross Country could concentrate its resources on the centre of the network, Should bidders be given flexibility to make limited changes to the extremities to the network so that benefits such as reduced crowding in the centre of the network can be provided?

Yes Yes, but only if alternatives are provided No?

therefore allowing its fleet to be redeployed to reduce overcrowding, thereby benefitting many more passengers than those inconvenienced by such a change. Because we recognise that 'being on the Cross Country network' is valued itself, **we are not proposing to remove services from anywhere completely** (apart from potentially the once-daily services to Guildford, Bath, Patchway and Filton Abbey Wood). However it may be appropriate to consider trade-offs of a reduction in some Cross Country services to stations on the periphery of the network where improvements are to be offered by other operators instead. Possible examples include:

- West of Plymouth to Penzance: Great Western Railway (GWR) are enhancing service provision by introducing two trains per hour between Plymouth and Penzance from December 2018. This enhancement gives passengers west of Plymouth better journeys and connections. Cross Country services are early in the day eastbound and at the end of the day westbound, and some could potentially be covered by a longer operating day by GWR. (Note that we are not proposing any changes to the Summer Saturday-only services to Newquay).
- From Exeter/Newton Abbot to Paignton: GWR is introducing an improved two trains per hour service from Exeter to Paignton in December 2018 with better journey times and connections. Although there was a strong response to a 2016 consultation which proposed a suggested significant cut, a marginal reduction from Torbay may allow a much more regular half hourly Cross Country service from Exeter northbound for passengers to connect into, improving overall connectivity.

- North of Edinburgh to Aberdeen: There are limited services currently to and from Dundee and Aberdeen, with the Dundee service, in particular, providing commuter capacity. It may be possible to reach agreement with Transport Scotland to provide alternative services as their franchise develops in the coming years.
- Southampton to Bournemouth: South Western Railway (SWR) runs a frequent service between Southampton and Bournemouth and is proposing extra services on this section, subject to agreement through industry processes.
- Guildford: One train each way per day serves Guildford. The local operator GWR provides two trains per hour between Guildford and Reading which connect into Cross Country services throughout the day.
- Bath: Cross Country has extended one train a day to start from Bath early in the morning. The local operator GWR

Do you agree that the current level of Cross Country services to the following routes are the minimum that must be specified for:

- West of Plymouth to Penzance?
- From Exeter/Newton Abbot to Paignton?
- North of Edinburgh to Aberdeen?
- Southampton to Bournemouth?
- Guildford?
- Bath?
- Cardiff to Bristol Temple Meads?

Do you agree that the changes to the following routes would be acceptable if a similar or improved service was provided by another operator:

- West of Plymouth to Penzance?
- From Exeter/Newton Abbot to Paignton?
- North of Edinburgh to Aberdeen?
- Southampton to Bournemouth?
- Guildford?
- Bath?
- Cardiff to Bristol Temple Meads?

provides three fast trains per hour between Bath and Bristol and one to two stopping services per hour, which connect into Cross Country services throughout the day.

• Cardiff to Bristol Temple Meads service: Cross Country operates a service from Cardiff to Manchester once a day that currently detours via Bristol Temple Meads and therefore takes a lot longer than either using the Wales and Borders route via Shrewsbury or simply leaving Cardiff later and picking up the same train at Bristol Parkway. It does, though, plug a gap in the standard service pattern between Cardiff and Bristol Temple Meads, and provides an important early morning service from Cardiff, Newport, Severn Tunnel Junction and Patchway to Filton Abbey Wood and Bristol. If this (and the corresponding return service) can be covered by GWR we would look to withdraw it from Cross Country.

Flexibility in calling patterns

The Cross Country franchise currently operates to a very detailed and highly specified Service Level Commitment which represents the way train requirements were expressed for franchises ten years ago. Over the years, the current operator has subsequently added calls beyond those specified by the Department, for example, Do you think the Department's minimum specification should preserve exactly today's pattern of services and station calls rather than offer an opportunity to change?

Yes/No

doubling calls at Macclesfield in May 2018. This has enabled the franchise to increase revenue and offer journey opportunities with only a marginal time penalty in each case.

Taken together, however, these may have increased end-to-end journey times (or foregone an opportunity to speed services up). The Department believes that it would be potentially unhelpful to 'lock in' the current pattern of services and station calls as the future minimum specification, and instead wants to give the maximum flexibility to bidders to serve Cross Country's passengers. There are two ways of doing this:

- Giving flexibility to bidders by not specifying some of the current station calls that the current operator has chosen to offer, or giving bidders the flexibility of reducing overall within certain limits.
- Giving flexibility by specifying a Train Service Requirement (TSR) such that although the number of calls per day at any one station might stay as now, bidders can choose where the services from that station go to once the train reaches the hub of network in Birmingham. So the TSR would specify the number of calls at each station to and from Birmingham but not beyond.

Should bidders have some flexibility to make fewer calls at some stations, for example if that enabled them to accelerate services?

Yes/No

If yes, please give examples where this might be justified.

9

To take a hypothetical example: all Plymouth trains are currently specified to head to Leeds and Scotland but, in future, some or all of them could go to Manchester or Nottingham if it were operationally possible and commercially beneficial. Equally, some Edinburgh trains could be routed to Reading and the South Coast instead of all going to

the south west. However as noted above, in today's constrained network there may be limited scope for such changes (e.g. only at the beginning or end of the day).

These two options could be used together.

Should the minimum specification have the number of trains from each station to Birmingham but give bidders the flexibility to decide where trains go after Birmingham? Note that if the Department did specify any changes it would review whether other operators should be required to make additional calls to maintain overall connectivity and capacity.

Expanding the network

There could also be the potential for new stations and routes to be served by direct Cross Country trains instead of passengers connecting onto other services.

Are there stations or routes beyond the geography of the current Cross Country network that should receive calls that they currently do not receive?

Please give specific cases and any supporting evidence.

Stations

There could be additional stations within the current geographic scope of the Cross Country network, such as Cambridge North, or on new routes beyond where Cross Country currently operates (see below).

Are there stations within the geography of the current Cross Country network that should receive calls that they currently do not receive?

Please give specific cases and any supporting evidence.

Routes

Stakeholders have mentioned extensions

to Liverpool, Bradford and Swansea as potential new routes amongst many others. Operational or capacity constraints may ultimately preclude new routes but we are interested in hearing about candidates from you. Whilst the Department might not specify such new destinations, bidders are often keen to expand the size of the network and can ask the Department to include such new destinations in their bids. In the case of new destinations in Wales and Scotland, we would require bidders to demonstrate the support of the Welsh and Scottish Governments.

To improve and simplify fares and ticketing

Issues and ideas for your response

Ticket buying habits are changing, with people increasingly purchasing at home rather than buying from station ticket offices. We want operators to:

- Provide passengers with widespread and easy access to the full range of tickets; and
- Ensure passengers have all the information they need to select and purchase the most appropriate ticket for their journey.

The next operator will be expected to work with partners to introduce more modern ways for people to pay for their journeys and prove their entitlement to travel, such as 'pay as you go' credit.

Passengers feel advanced fares provide good value for money but less so for walk-up fares, particularly when these are bought for long distance travel during the operator's peak restriction time period.

Cross Country has innovated with the introduction of APOD (Advance Purchase on the Day) which gives passengers access to cheaper, advance fares up to 10 minutes before departure (rather than having to book the day before). This is an undoubted benefit which some other What changes would you like to see to the way Cross Country currently sells and provides tickets?

What changes would you like to see to the current Cross Country fares structure?

What changes would you like to see to the Advanced Purchase on the Day (APOD) system?

operators have adopted. However, passengers who are on the train already, in an unreserved seat, may have to give up the seat if someone has an APOD ticket. We expect the next operator to consider how APOD can be improved in the next franchise to meet the expectations of all passengers, for example could APOD tickets be sold without a seat reservation?

To improve access, information and making connections

Issues and ideas for your response

We wish to see an improvement in the passenger experience on the whole doorto-door journey. Therefore we would like you views on:

- journey planning;
- the provision of information before, during, and after the journey;
- communication during disruption;
- dealing with complaints; and
- the provision of compensation when things go wrong.

What additional information would be useful to you when planning your journeys or making connections onto other services?

How would you like it communicated to you?

How could the way in which Cross Country deals with your complaints and provides compensation to you be improved?

At the moment, Cross Country does not manage any stations, and we do not anticipate this changing in future. All-thesame, we believe bidders should consider improving the experience of passengers door-to-door.

What more could be done to improve access and provide facilities for those with disabilities or additional needs?

We also believe it is important for train services to be accessible to all passengers, particularly those with additional needs. We would like bidders to consider:

- identifying solutions to improve access or interchange for people with accessibility needs;
- improving passenger assistance systems; and
- offering better connections with other forms of transport, such as buses, trams, taxis and air travel.
- Transport Focus research shows that passengers want staff to be available and visible on the network, for example to assist elderly vulnerable or disabled passengers, and provide information. This is particularly important to Cross Country passengers where connectivity onto other services is prevalent, and there are many passengers who travel in

How do you believe Cross Country staff could be more effective in providing the service and assistance that passengers need on a modern railway network?

there are many passengers who travel infrequently and with luggage.

We want passengers to be better informed, and will encourage bidders to propose

improvements to passenger information. This may involve introducing new methods of communication, including live train service updates and information from smart technology to enable the planning of complete journeys. This could include information about the levels of crowding and the facilities available on board.

What comment, if any do you have on improving the overall passenger experience before and after the journey?

To improve the on-board experience

Issues and ideas for your response

Cross Country operates:

- a fleet of Voyager trains (four or five coaches); and
- five High Speed Train sets (eight coaches),

...which are both used for long distance intercity services, and

 Class 170 Turbostar units (two or three coaches) on the regional and local services to Leicester, Stansted, Nottingham and Cardiff.

As stated earlier, an aspect of the negative customer experience is the 'churn' of passengers. As we have seen, one of the things Cross Country does very efficiently is serve multiple markets with the same train. But this means that people settling down for a 200 mile journey can be disrupted by others getting on and off around them several times during that

Please rank your priority for improvement to the carriage layouts for **regional/local trains** on Cross Country:

- a. extra room for luggage
- b. cycle storage
- c. more seats
- d. greater leg-room
- e. more table seats as opposed to 'airline' seats
- f. seats that align with windows
- g. more comfortable room for short distance standing

journey. This contrasts with the other intercity TOCs which operate with London at one end and a major city at the other, where a larger percentage of passengers stay to the final destination.

One potential approach to reducing this discomfort could be for the operator to develop ideas to 'segregate' passengers better, perhaps according to the distance they are travelling. This could be as simple as having a more intelligent allocation of reservations to seats, or could involve compulsory reservations in certain carriages. This might develop into a scenario whereby more luggage space or different seating configurations are offered for longer distance passengers.

We are considering, therefore, whether to encourage bidders to develop proposals to meet the needs of particular groups of passengers in these ways.

What other comments or suggestions do you have about the on-board experience?

Please rank your priority for improvement to the carriage layouts for **long distance inter-city trains** on Cross Country:

- a. extra room for luggage
- b. cycle storage
- c. more seats
- d. greater leg-room
- e. more table seats as opposed to 'airline' seats
- f. seats that align with windows
- g. more comfortable room for short distance standing

Please provide any further information on where and when these facilities are most required.

Which initiatives would you suggest to try to reduce the disturbance caused by the 'churn' of passengers alighting and boarding at frequent station calls?

Stakeholder engagement and **Community Rail Partnerships**

As a truly national operator with the largest geographical reach of any franchise, Cross Country has very many stakeholders that it has to liaise with and great distances to cover to do this effectively. Following feedback from stakeholders, the Direct Award in 2016 provided funding to employ dedicated stakeholder managers to improve engagement, and this needs to be built upon in the next franchise.

There are a number of Community Rail lines that interact with the Cross Country franchise. Since the Direct Award, the current operator has provided active support for them, including the Tyne Valley Line, the Settle and Carlisle Line, the Hope Valley Line, the Lymington Line, the North Staffordshire Line and the Devon and Cornwall Community Rail Partnerships amongst others. The Department strongly supports the objective of Community Rail to increase passenger use and public awareness of the opportunities offered by local lines

Are there any improvements to the level of stakeholder engagement by Cross Country that you would like to see?

And how could stakeholder engagement be improved?

Does Cross Country provide a sufficient level of support to relevant Community Rail partnerships in your experience?

Has this improved in the last vear/18 months?

Please provide ideas on what more you feel the franchise could do to help the relevant Community Rail Partnerships?

across the country, and has sought to promote an increase in community rail activities.

As a minimum we propose to maintain the current funding available for community rail activities.

8. Our vision for the future

As well as addressing the known challenges, we want the operator to continuously improve the passenger experience over the life of the next franchise. With this in mind, we would like to see bidders' ideas for bringing the following aims to fruition.

Greater partnership between the train operator and Network Rail

We want to see greater alignment between the next operator and Network Rail throughout the Cross Country network. The diagram shows the Network Rail routes, and how Cross Country interacts with most of them. We want a bidder which is able to successfully work with all of these routes to deliver a modern, innovative, reliable, and passenger-focused railway.



Greater engagement between the train operator and all stakeholders

We want the next operator to engage fully with its users, and place them at the heart of its business. For a national operator such as Cross Country this will mean exploring and considering how the service can continue to improve in regions, and the longer end-to end routes. This will involve engagement with organisations with devolved power such as West Midlands Rail, Transport Scotland, Welsh Government, and Transport for the North.

Investing in people working on the franchise

Staff in the Cross Country franchise do a very good job every day of the week. We want this quality to be preserved and developed. We want to ensure that people working on the franchise have the information, training and tools they need to communicate effectively with passengers, and to create an environment people are proud and enthusiastic to work in.

Social responsibility

Delivering safe, secure, and sustainable transport is a core priority for the Department. We expect all aspects of the franchise to be safe, secure and sustainable for all passengers and for people working on the network, including meeting equality obligations.

HS2

The government's investment in High Speed 2 (HS2) will bring new capacity to the network and improve connectivity between the south and north of England. This much needed investment will create opportunities and new markets for the next Cross Country franchise, and the passengers that use it. We expect bidders to work with HS2 Ltd to ensure the preparation of works to complete HS2 are delivered with a minimal disruption to passengers as well as pro-actively feed into the planning that will re-shape the future Cross Country network once these new lines are delivered.

Do you have any other views on how the future Cross Country franchise could be improved that have not been captured in the questions above?

9. Responding to the consultation

The deadline for consultation responses is 30 August 2018 (the consultation runs for 12 weeks from 7 June 2018).

To respond, please:

- 1. Complete the online response form at <u>https://www.gov.uk/government/collections/</u> <u>rail-franchising#cross-country-franchise;</u> or
- 2. Download a response form from <u>https://www.gov.uk/government/collections/rail-</u> <u>franchising#cross-country-franchise</u>, complete and return to the Consultation Team by email or post; or
- 3. Request a form from the Team and complete and return to them.

There is a full response form, with all the questions included in this document, and an abridged one, with a subset of questions aimed at passengers (this can be completed without reference to the consultation document).

You can contact the Consultation Team at:

crosscountry@dft.gov.uk;

or

Cross Country Consultation Team Floor 4/16 Department for Transport, Great Minster House, 33 Horseferry Road London, SW1P 4DR.

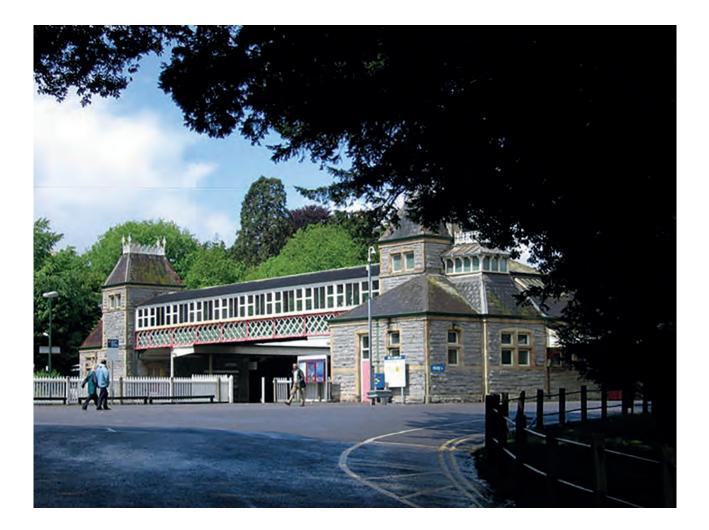
Please contact the Team if you would like alternative formats (Braille, audio CD, etc.). When we are looking at responses, and writing the ITT, we will have regard to the public sector equality duty created by the Equality Act 2010, which requires that public bodies have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. For more information please see <u>www.gov.uk/guidance/equality-act-2010-guidance</u>.

We are running this consultation in line with the government consultation principles (see www.gov.uk/government/publications/consultation-principles-guidance). If you have any comments about the process, and its fit with the principles, please contact the Consultation Team.

10. What next after the consultation?

Once the consultation ends, the Consultation Team will read and analyse responses, and draw out themes and summarise findings. The analysis and findings will then be used to inform the ITT.

A summary of responses will be given to bidders in a "Stakeholder Briefing Document" to be published alongside the ITT. The document will be published at <u>https://www.gov.uk/government/collections/rail-franchising#cross-country-franchise</u>. Copies will also be available on request from the Consultation Team using the above contact details.



11. Confidentiality and data protection

The Department for Transport (DfT) is carrying out this consultation to seek feedback on the current franchise and input on priorities for the next Cross Country Rail Franchise. The consultation is being carried out in the public interest to inform the development of the next franchise. DfT is the data controller for your personal information.

When responding to this consultation you may share personal data with us such as postal, email or IP addresses. Any such data will only be stored for the duration of the consultation exercise and deleted at the end of the consultation. Until that point, your information will be stored securely.

Sharing Personal Data

We have contracted Mott MacDonald to analyse the responses we receive to the consultation. DfT will also share your consultation response with its technical advisors and with bidders for the Cross Country Rail Franchise, to inform the development of their bids. However, no personal data (such as names and contact details) will be shared with these third parties.

Further information

DfT's privacy policy has more information about your rights in relation to your personal data, how to complain and how to contact the Data Protection Officer.

You can view it at <u>https://www.gov.uk/government/organisations/department-for-transport/</u> <u>about/personal-information-charter</u>.



ANNEX – Usage Data

Please note that this table is included to enable respondents to make a more informed response to the consultation. No decisions have been made, the data is being provided to aid respondents.

Station Cross Country journeys (thousands, per annum)		Interchange?	Other TOCs serving the station	Typical winter weekday off- peak Cross Country service in each direction – where two figures given this means a different number in each direction (tph = trains per hour)
Aberdeen	98	Y	SR, EC	2 trains per day
Alnmouth	144	N	EC	7–8 trains per day
Arbroath	14	N	SR, EC	2 trains per day
Ashchurch	30	N	GW	4 trains per day
Attenborough	14	N	EM	4 trains per day
Audley End	135	Y	GA	Hourly
Banbury	1,354	Y	CH, GW	2tph
Basingstoke	Basingstoke 1,709		SW, GW	1–2tph
Bath Spa	Bath Spa 16		GW	1 train per day (northbound only)
Beeston	281	Y	EM	Hourly
Berwick-upon- Tweed			EC	Every 2 hours
Birmingham 1,151 International		N	WM, WC, AW	Hourly
Birmingham New Street			WM, WC, AW	12tph
Bodmin 26 Parkway		N	GW	4 trains per day
Bournemouth	Bournemouth 608 Y		SW	Hourly
Bristol Parkway	1,211	Y	GW	2tph
Bristol Temple 2,951 Y Meads		Y	GW, SW	2tph
Brockenhurst	217	Y	SW	Hourly

Station	Cross Country journeys (thousands, per annum)	Interchange?	Other TOCs serving the station	Typical winter weekday off- peak Cross Country service in each direction – where two figures given this means a different number in each direction (tph = trains per hour)
Bromsgrove	132	Ν	WM	None (specified calls to be withdrawn before franchise starts)
Burton-on-Trent	837	N	-	3tph
Caldicot	17	N	AW	2–3 trains per day
Camborne	36	N	GW	4 trains per day
Cambridge	1,381	Y	GA, GN	Hourly
Cardiff Central	661	Y	GW, AW	Hourly
Cheltenham Spa	1,973	Y	GW, AW	3tph
Chepstow	124	N	AW	Every 2 hours
Chesterfield	641	Y	EM, NT	Hourly
Chester-Le- Street	16	N	NT	1 train per day (southbound only)
Coleshill Parkway	302	N	-	2tph
Congleton	21	N	NT	1 train per day
Coventry	1,612	Y	WM, WC	Hourly
Crewe 74		Y	NT, WM, WC, EM, AW	1–3 trains per day
Cupar	15	N	SR	2–3 trains per day
Darlington	742	Y	EC, TP, NT	2tph
Dawlish	36	N	GW	2–3 trains per day
Derby	2,636	Y	EM	4tph
Doncaster	713	Y	EC, TP, NT, EM	Hourly
Dunbar	231	N	EC, SR	Every two hours
Dundee	68	N	SR, EC	3 trains per day
Durham	1,087	N	EC, TP	2tph

Station Cross Country journeys (thousands, per annum)		Interchange?	Other TOCs serving the station	Typical winter weekday off- peak Cross Country service in each direction – where two figures given this means a different number in each direction (tph = trains per hour)
Edinburgh	1,770	Y	Hourly	
Ely	549	Y	GN, EM, GA	Hourly
Exeter St Davids	1,256	Y	GW, SW	Hourly
Filton Abbey Wood	13	N	GW	1 train per day
Glasgow Central	795	Y	SR, WC, TP	Every 2 hours
Gloucester	421	N	GW, AW	Hourly
Guildford	Guildford 35		SW, SN, GW	1 train per day
Hayle	11	N	GW	2 trains per day
Haymarket	177	Y	SR, EC, WC, TP	Every 2 hours
Hinckley	337	N	-	Hourly
Inverkeithing	82	Y	SR, EC	2–3 trains per day
Kirkcaldy	56	N	SR, EC	1–3 trains per day
Ladybank	7	N	SR	2–3 trains per day
Leamington Spa	1,421	Y	CH, WM	2tph
Leeds	2,729	Y	NT, TP, EC	Hourly
Leicester	2,105	Y	EM	2tph
Leuchars	33	N	SR, EC	2–3 trains per day
Liskeard	45	Y	GW	4 trains per day
Long Eaton	308	Y	EM	Hourly
Lostwithiel	8	N	GW	2 trains per day
Lydney Data combined with Chepstow		Ν	AW	6–7 trains per day

Station	Cross Country journeys (thousands, per annum)	Interchange?	Other TOCs serving the station	Typical winter weekday off- peak Cross Country service in each direction – where two figures given this means a different number in each direction (tph = trains per hour)
Macclesfield	576	N	NT, WC	2tph (from May18 – was hourly)
Manchester Piccadilly	2,917	Y	NT, TP, WC, EM, AW	2tph
Manea	Data combined with March	Ν	GA	2 trains per day
March	297	N	EM, GA	Hourly
Markinch	24	N	SR	2–3 trains per day
Melton Mowbray	257	N	EM	Hourly
Montrose	15	N	SR, EC	2 trains per day
Morpeth	144	N	NT, EC	5 trains per day
Motherwell	471	Y	SR, WC	Every 2 hours
Narborough	398	N	-	Hourly
Newcastle	2,517	Y	NT, TP, EC, SR	2tph
Newport	396	Y	GW, AW	Hourly
Newquay	Newquay 8 (summer only)		GW	3 trains per day on Saturdays only (summer only)
Newton Abbot	479	Y	GW	Hourly
Nottingham	1,497	Y	EM	2tph
Nuneaton	869	Y	WM, WC	2tph
Oakham	209	N	EM	Hourly
Oxford	2,395	Y	GW, CH	2tph
Paignton	67	N	GW	4 trains per day
Par	25	Y	GW	4 trains per day
Patchway	6	N	GW	1 train per day
Penzance	66	N	GW	4 trains per day
Peterborough 1,151		Y	GN, EM, GA	Hourly

Station	Cross Country journeys (thousands, per annum)	Interchange?	Other TOCs serving the station	Typical winter weekday off- peak Cross Country service in each direction – where two figures given this means a different number in each direction (tph = trains per hour)		
Plymouth	817	Y	GW	Hourly		
Reading	3,308	Y	GW, SW	2tph		
Redruth	46	N	GW	4 trains per day		
Severn Tunnel Jn	24	Y	AW	3–4 trains per day		
Sheffield	2,782	Y	NT, TP	2tph		
South Wigston	77	N	-	Every 2 hours		
Southampton Airport Parkway	409	Y	SW	1–2tph		
Southampton Central	1,294	Y	SW, SN, GW	1–2tph		
Spondon	8	N	EM	4 trains per day		
St Austell	57	N	GW	4 trains per day		
St Erth	29	Y	GW	4 trains per day		
Stafford	1,327	Y	WM, WC	2tph		
Stamford	345	N	-	Hourly		
Stansted Airport	tansted Airport 742		GA	Hourly		
Stockport	Stockport 917		NT, TP, WC, EM, AW	2tph		
Stoke on Trent	Stoke on Trent 1,263		WM, WC, EM	2tph		
Stonehaven	37	N	SR, EC	2 trains per day		
Tamworth	1,045	Y	-	3tph		
Taunton	706	N	GW	Hourly		
Teignmouth	45	N	GW	2–3 trains per day		
Tiverton Parkway	235	N	GW	1–2tph		
Torquay	61	N	GW	3–4 trains per day		
Totnes	284	N	GW	Hourly		

Station	Cross Country journeys (thousands, per annum)	Interchange?	Other TOCs serving the station	Typical winter weekday off- peak Cross Country service in each direction – where two figures given this means a different number in each direction (tph = trains per hour)		
Truro	141	Y	GW	4 trains per day		
University	481	Y	WM	Hourly		
Wakefield Westgate	613	Y	EC, NT	Hourly		
Water Orton	57	N	-	Every 2 hours		
Weston super Mare			GW	1–2 trains per day		
Whittlesea	hittlesea 7 N		GA	2–3 trains per day		
Willington	34	N	-	Every 2 hours		
Wilmslow	Wilmslow 51		NT, WC, AW	1–2 trains per day		
Wilnecote	117	N	-	Hourly		
Winchester	900	N	SW	1–2tph		
Wolverhampton 1,416		Y	WM, AW, WC	2tph		
Worcestershire Parkway			GW (when station opens)	Hourly (anticipated service at new station)		
York	2,276	Y	NT, TP, EC	2tph		

Notes:

Source of journeys data: rail industry ticket sales for the year to September 2017, allocated to Cross Country Stations repeated where they appear in more than one group. Train operating company (TOC) codes.

AW	Arriva Trains Wales	СН	Chiltern Railways	EC	Virgin Trains East Coast	EM	East Midlands Trains	GA	Greater Anglia
GN	Great Northern	GW	Great Western Railway	NT	Northern Rail	SN	Southern	SR	Scot Rail
SW	South Western Railway	TP	TransPennine Express	WC	InterCity West Coast	WM	West Midlands Railway/ London Northwestern Railway		