

# LONDON ASSEMBLY

## Broken rails

A rail service fit for  
passengers



**Transport Committee**  
November 2018

# Holding the Mayor to account and investigating issues that matter to Londoners

**LONDON**ASSEMBLY

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The Transport Committee holds the Mayor and Transport for London to account for their work delivering the capital's transport network. The committee examines all aspects of the transport network and presses for improvements on behalf of Londoners.

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# Caroline Pidgeon MBE AM

## Chair of the Transport Committee



Londoners need a rail network they can rely on to get them to the places they need to be, when they need to be there. Across the capital, passengers need rail services that run regularly, and are comfortable and easy to access.

We have seen from our investigation that the rail network is failing passengers because trains are too small, too infrequent and too unreliable; and stations are often difficult to access. Poor rail infrastructure has a direct and negative effect on our quality of life and economic productivity – in a major world city like London, this is simply unacceptable.

During this investigation, we have focused on short-term priorities that will deliver real change for passengers. Our key demand is that Network Rail finally delivers a plan containing strategic, targeted upgrades to London's rail infrastructure. These upgrades should release capacity for more frequent, longer and more reliable train services – the metro-style service we have been promised for years. The Mayor and TfL need to press the Department for Transport and Network Rail to implement these upgrades in order to deliver tangible improvements for London's passengers.

Improvements to the rail network need to be done for-and with-rail passengers. Engagement with long-suffering passengers across the rail sector is poor. We all care about our local stations and the services they provide. Not only the train service, but also facilities for cyclists, pedestrians and passengers with disabilities. Far too often, those in charge of rail services concern themselves with organisational divides. Instead, they should come together to involve passengers and provide them with better services.

On behalf of the committee, I would like to thank all those who contributed to our investigation. This has been a fascinating and timely look at the state of London's rail network. Our challenge now to the Mayor, TfL and Network Rail is to find new and innovative ways of joint working in order to deliver changes that bring real benefits to passengers.

# Summary

Every day, many Londoners rely on trains to get around the city. Too often, these trains are infrequent, unreliable and overcrowded, as well as expensive. London needs a rail network that works first and foremost for passengers. In this report, we look at the changes needed to deliver a better rail network for Londoners.

Current proposals only go some way to addressing London's rail needs. Large-scale projects, such as Crossrail 2, will bring significant benefits to rail passengers, but it will be many years until they are delivered. The Mayor's Transport Strategy offers up a wide range of projects to improve London's rail network. But it is unclear how all these projects will be funded and when they will actually be delivered. Network Rail's plans for the next five years address some of the challenges facing London's rail network, but are limited and again, contingent on funding.

In this report we outline a clear set of priorities which, in the short-term, would improve train journeys for Londoners. We also challenge the Mayor, TfL and Network Rail to find new ways of working to ensure they coordinate to deliver and fund a world-class rail network to serve the capital.

## Improving train journeys for Londoners

The rail network needs many improvements. Here, we focus on the improvements which will help deliver more and bigger trains, better accessibility and better engagement with passengers.

Our key demand is that Network Rail needs to deliver the large number of small-scale interventions required to allow more and bigger trains to run on London's suburban rail network. Many of the interventions needed on London's suburban rail network have been identified. But we now need to see a clear plan to ensure these improvements are delivered.

Stations are the gateway to the rail network. We recommend that the Mayor and TfL produce a Healthy Stations Charter based on the principles of their Healthy Streets Approach. This charter would help to deliver drastic improvements to how stations are accessed by cyclists and pedestrians, including passengers with disabilities.

Changes to the rail network need to be informed by meaningful engagement with passengers. The rail industry needs to revisit how it engages with passengers. Engagement with specific station user groups at each London station would provide an accessible and local means for passengers to engage with the rail industry.

## Delivering a better rail network for Londoners

The second part of our report focuses on how the improvements needed on London's rail network can be delivered. Delivering these recommendations will require a new form of joint working between organisations, which at present simply does not happen in a meaningful way, as well as funding to ensure upgrades can be implemented.

There is currently no single rail strategy for London. We argue that a rail strategy produced jointly by TfL and Network Rail would provide the focus needed for the rail industry to come together to deliver for passengers.

The final issue we focus on is funding. It is clear that more funding is required to ensure significant improvements are made to the accessibility of London's stations. We call on the Department for Transport to reconsider the amount available in the Access for All fund. On funding the rail network more widely, we examine the role of TfL and the options available to increase funding for London's rail network.



# Recommendations

**We need to see significant improvements to London's rail network to deliver more and bigger trains, better accessibility, and to engage passengers. The following recommendations aim to deliver this objective.**

## **Recommendation 1 - Effective small-scale interventions**

Network Rail needs to deliver a plan to enable more frequent and longer trains to run on existing infrastructure across London, using a series of strategic, targeted upgrades. The Mayor and TfL need to press the Department for Transport and Network Rail to deliver these priority projects urgently.

## **Recommendation 2 - Healthy Stations**

The Mayor and TfL should produce a Healthy Stations Charter based on the principles of their Healthy Streets Approach. The aim should be to deliver a drastic improvement in how stations can be accessed by cyclists and pedestrians, including by passengers with disabilities. Every station should be assessed against the Charter in partnership with passengers using that station.

## **Recommendation 3 - A new approach to passenger engagement**

TfL, Network Rail and Train Operating Companies need to recognise that passengers care about their local stations and the services they can access there. For every station in London, regardless of its management, there should be dedicated passenger engagement with a specific station user group for people using that station.

**Delivering these recommendations will require a new form of joint working between organisations, which at present simply does not happen in a meaningful way, as well as funding to ensure upgrades can be implemented. The following recommendations are designed to ensure this happens.**



#### **Recommendation 4 - A single rail strategy for London**

London has no rail strategy. TfL and Network Rail should produce a rail strategy for London that all parties will commit to implementing, which will improve rail services for passengers in London.

#### **Recommendation 5 - Improving accessibility**

The money available for accessibility upgrades, so that everyone can get to the trains they need, is far too small. The Department for Transport needs to reconsider the amount of Access for All funding available and ensure all priority upgrades are delivered in the next five years. The Mayor and TfL should strongly press the Department for Transport to increase funding.

#### **Recommendation 6 - Increase funding for London's rail network**

TfL should consider all options to increase funding for London's rail network. This includes funding Network Rail schemes where necessary, and contributing to projects outside of London's boundaries, such as freight routes, where this will enable the provision of more frequent and bigger trains for passengers in the capital.

# 1. Introduction to London's rail network

## Key findings

- Rail is an essential part of the transport network in London and the southeast. National rail services are too often crowded, unreliable and infrequent. The number of people using rail services is increasing. It is therefore essential that there is continued investment in London's rail network.
- The Mayor's Transport Strategy offers up a wide range of projects to improve London's rail network. But it is unclear how all these projects will be funded and when they will actually be delivered. Network Rail's plans for the next five years address some of the challenges facing London's rail network, but are limited and again, contingent on funding.
- This report outlines a clear set of priorities which, in the short-term, would improve train journeys for Londoners, and challenges the Mayor, TfL and Network Rail to find new ways of working to ensure they coordinate to deliver and fund a world-class rail network to serve the capital.

## The challenges of travelling by train in London

- 1.1 Rail is an important part of London's transport network. Every day, across London and the southeast, people travel by train to work, education and leisure activities across the capital. People also look to the capital's major rail terminals to connect them by rail to the rest of the UK and to Europe.
- 1.2 In many ways, London's rail network is a victim of its own success. Passenger numbers have doubled in London and the southeast in the past 12 years.<sup>1</sup> Every working day, national rail services allow over half a million people to travel into central London.<sup>2</sup> This increase in demand has put a strain on London's rail infrastructure.
- 1.3 The current challenges on the rail network are likely to get worse as overall demand is set to grow even further. Travel to central London on the national rail network in the morning peak is set to rise by at least 50 per cent by 2041. The Mayor's Transport Strategy (MTS) states that, without further action, by 2041, 67 per cent of travel on national rail in the morning peak would be in overcrowded conditions.<sup>3</sup>
- 1.4 The growth in demand and the strain on infrastructure impacts rail passengers. London's rail services are too often crowded and unreliable. Rail passengers reliant on the national rail network also face expensive fares. On top of this, Londoners who rely on national rail services often still contend with a few trains per hour compared to the "turn-up-and-go" service offered across much of the Underground and London Overground networks.
- 1.5 Perhaps it is unsurprising that there has been a decline in passenger satisfaction in recent years. In spring 2018, London and southeast passenger satisfaction showed a decline across a range of measures including satisfaction with train frequency, train reliability and levels of crowding.<sup>4</sup> A multitude of factors will have had an impact on passenger satisfaction including poor weather and industrial action. As well as addressing these more immediate issues, it is also critical that the rail industry invests in continuing to improve London's rail infrastructure so that Londoners get rail services with bigger, more frequent and more reliable trains.

### London and southeast has seen a decline in passenger satisfaction

- 72 per cent of passengers rated train frequency as satisfactory or good – down three per cent from last year.
- 70 per cent of passengers rated train reliability as satisfactory or good – down five per cent from last year.
- 35 per cent of passengers rated how train operators deal with delays as satisfactory or good – down two per cent from last year.
- 68 per cent of passengers rated crowding levels as satisfactory or good – down two per cent from last year.<sup>5</sup>

## Planning for the future

- 1.6 London's rail network is complex. A large number of organisations are involved in delivering rail services, running London's railway stations, and planning and delivering changes to improve the rail network.

### Running London's railways

**Network Rail:** Manages and runs the rail network, through nine devolved business routes. Eight of these route businesses cover a defined geographical area, and one covers freight for the whole country. Six of the nine route businesses incorporate an area of London.<sup>6</sup> The System Operator sits within Network Rail as an impartial and expert function which leads on the long-term planning of the network on behalf of the industry.

**The Department for Transport (DfT):** Sets the strategic direction for the rail industry in England and Wales. DfT funds investment in infrastructure through Network Rail, awards and manages rail franchises and regulates rail fares.

**The Office for Rail and Road (ORR):** The independent safety and economic regulator of the railway.

**Train Operating Companies (TOCs):** The consumer face of the rail industry. TOCs apply to the DfT for franchises to run specific routes, and lease and manage stations from Network Rail.

**Transport for London (TfL):** Runs London Overground and TfL Rail.<sup>7</sup> London Overground was launched in 2007 when TfL took over Silverlink Metro services. Since then, TfL also took over: East London line (2010); South London line (2012); and Romford to Upminster and Lea Valley (2015). A number of different organisations work together to manage the London Overground, but TfL has overall responsibility for delivering the services. TfL manages the franchise for London Overground. Network Rail manages and maintains most of the track and signals that London Overground runs on.

**Rail Delivery Group (RDG):** Is an organisation made up of all the passenger and freight rail companies, as well as Network Rail and HS2. RDG brings together all these organisations into a single team aiming to deliver improvements to the railway.

### Network Rail

1.7 Network Rail sets out plans for the future of the rail network in five-year windows called Control Periods. Network Rail is currently in the process of finalising plans for Control Period 6 (CP6) which will run from 2019 to 2024. Each of Network Rail's devolved routes publishes its own plans for CP6. For London, this means plans for the rail network are covered by the six route businesses that converge on the capital. A lot of the focus in CP6 will be on maintenance and renewals in order to help improve the reliability and efficiency of the railway.<sup>8</sup>

1.8 From 2019, rail enhancements (new projects rather than maintenance and renewals projects) will no longer be agreed as part of the five-year control period planning process. This means there will no longer be a list of committed enhancements projects which will be undertaken during the five-year control period.

**Network Rail has highlighted a number of priority projects which have business cases being developed for funders to consider. These include:**

- The Brighton Main Line: unlocking the bottleneck at East Croydon and working on capacity on the rest of the line.
- West Anglia Line: capacity improvements.
- Digital Railway schemes: increasing capacity and reliability, for example from Moorgate to Finsbury Park.
- Passenger congestion improvements: at Clapham Junction as well as at a number of major London stations and some suburban stations.<sup>9</sup>

1.9 Network Rail's focus on maintenance and renewals is welcomed in terms of improving the reliability of the railway.<sup>10</sup> Equally, some of the proposed Network Rail enhancements were supported by stakeholders. For example, the London Borough of Sutton noted a number of "key infrastructure improvements which will be extremely beneficial to Sutton."<sup>11</sup> TfL also identified a number of projects planned for CP6 "which make a substantial contribution to London's rail needs" including the Brighton Main Line Upgrade and the first phase of the West Anglia Main Line Upgrade.<sup>12</sup>

1.10 Network Rail's plans, though moving in the right direction, are limited. TfL notes that while these projects "move us firmly in the right direction, [...] continued major investment will be needed beyond that to keep pace with

London's growth."<sup>13</sup> Equally, London TravelWatch notes that many of the proposed Network Rail enhancements are as yet "largely unfunded".<sup>14</sup>

### The Mayor and TfL

- 1.11 The Mayor's Transport Strategy (MTS) sets out the rail projects London needs to 2041. Besides the Underground and London Overground, the Mayor has little control over much of London's rail network. The Mayor and TfL are reliant on close working with the DfT and Network Rail in order to ensure the rail projects that London needs are delivered.

#### **The Mayor's plans for London's rail network include:**

- Opening the Elizabeth Line and supporting a potential Government-led extension of the Elizabeth line eastwards from Abbey Wood.
- Continue planning for Crossrail 2.
- Extend the Bakerloo line to Lewisham.
- Deliver a new London Overground 'West London Orbital' line which will connect Hounslow with Cricklewood and Hendon via Old Oak, Neasden and Brent Cross.
- Create a London suburban metro.
- Work with Network Rail to deliver a programme of station capacity improvements.<sup>15</sup>

- 1.12 The MTS presents a positive vision for rail in London. The London Borough of Bromley describes how the MTS "makes a significant contribution to addressing London's rail needs, in both terms of capacity and connectivity".<sup>16</sup> The Crossrail 2 proposals are widely supported,<sup>17</sup> and further projects to increase capacity, such as the West London Orbital line are also welcomed.
- 1.13 It is less clear whether the plans set out in the MTS will be delivered. There are a number of barriers to delivery. For example, the Old Oak and Royal Park Development Corporation (the OPDC) highlighted that many of the proposals and policies in the MTS "could be limited by not having the financial resources" required to deliver them.<sup>18</sup> As well as financial constraints, the Mayor and TfL are highly dependent on the DfT and Network Rail in order to deliver a number of key proposals such as the suburban metro service and station capacity improvements.<sup>19</sup>

“The Mayor’s Transport Strategy makes a bold attempt in the absence of most control and limited influence over many of the levers of change.”

Written evidence from RailFuture

## Changes and opportunities

- 1.14 Future plans for rail in London are set against a backdrop of changes to how the rail industry works together. Since 2014, Network Rail has been moving from a centralised organisation to a devolved structure made up of nine route businesses.<sup>20</sup> As part of this process of reform, more decision-making powers have moved to these route businesses.<sup>21</sup>
- 1.15 Another important area of reform is the closer alignment of track and train. In practice, this means that future franchise contracts will build in incentives for train operators and Network Rail to work closely as one local team.<sup>22</sup>
- 1.16 Further reform is likely. In September 2018, the DfT announced a root and branch review of Britain’s rail industry, led by independent chair Keith Williams.<sup>23</sup> The review will report in 2019. Following this, the Government will publish a White Paper and the implementation of reforms is planned to start in 2020. During the review process, the Government will continue its programme of investment for CP6.<sup>24</sup> This review provides the opportunity to propose new ways of working for the rail industry in London.

## Our investigation

- 1.17 Our investigation focuses on what passengers need from London’s rail network and how this can be delivered.
- 1.18 In the first part of this report we outline a clear set of priorities which, in the short-term, would improve train journeys for Londoners.
- 1.19 A metro-style rail service across London’s suburban network has long been talked about but has yet to be delivered. We look at the impact that bigger trains and more reliable and frequent rail services would have on suburban London. We argue that many of the steps to achieve this ambition have been identified. But now, Network Rail needs to implement a plan of strategic and targeted upgrades in order to deliver on these ambitions. For their part, the Mayor and TfL need to press the DfT and Network Rail to deliver these upgrades.
- 1.20 Another key priority is London’s railway stations. London’s stations should be welcoming and pleasant environments, accessible to all passengers and easy to get to by walking, cycling and public transport. Far too often, this is simply



not the case. We argue that the Mayor should develop a Healthy Stations Charter, informed by the Healthy Streets Approach, and designed to bring about drastic improvements across London's stations.

- 1.21 Changes to the rail network need to be done for and with rail passengers. Our final priority is a new approach to passenger engagement. A station-based approach to passenger engagement would help foster good relations between passengers and train operators. We recommend that for every station in London, regardless of its management, there should be dedicated passenger engagement with a specific user group for people using that station.
- 1.22 In the second part of this report, we focus on how the priorities we have identified can be delivered. We also challenge the Mayor, TfL and Network Rail to find new ways of working to ensure they coordinate to deliver and fund a world-class rail network to serve the capital.

## 2. Improving train journeys for Londoners

### Key findings

- Passengers across suburban London need bigger, more frequent and reliable trains. Many of the small-scale interventions needed, such as signalling upgrades and turn-backs, to run metro-style services across suburban London have been identified. But a step-change is required to deliver these. Network Rail needs to produce a plan to deliver these upgrades across the rail network in order to improve journeys for passengers.
- London's railway stations need to be pleasant and welcoming environments that are accessible to all passengers and easy to get to by cycling, walking and public transport. This is often not the case. The Mayor and TfL should develop a Healthy Stations Charter with the aim of ensuring significant improvements across London's stations.
- A new approach is needed to passenger engagement. Passengers need to easily access information about their local station and railway services, and also have a straightforward way to provide feedback. Having dedicated passenger engagement for every London station would be an innovative way to ensure excellent communication between passengers and the rail industry.

## Making suburban rail services work for Londoners

- 2.1 Many Londoners have to rely on infrequent, crowded and unreliable rail services to travel across the capital. London's suburban rail network needs to modernise in order to deliver metro-style rail services with bigger, more frequent and more reliable trains. There are a large number of small-scale interventions required in order to deliver metro-style rail services across the capital. Many of the changes needed have been identified and some works have begun or been scheduled. But a step-change is required in order to ensure these interventions are delivered in a strategic and targeted programme of works that will bring tangible improvements for passengers across the city.

Metroisation: "making the heavy rail network a bit more like a metro in terms of its simplicity, its frequency, its capacity and its characteristics".  
Geoff Hobbs, Transport for London

### Current challenges on London suburban rail services

- 2.2 In some suburban parts of the capital, Londoners have the choice of only a few trains an hour. Often these services are crowded and at times unreliable. In comparison, other parts of London are served by more frequent London Overground or Underground services.
- 2.3 The impact of poor rail services was a theme picked up throughout our investigation. For example, Niall Bolger, Chief Executive lead for transport at the South London Partnership, described the impact on passengers of only having four trains an hour on the busy national rail line between Kingston and London Waterloo. He described the frustration for commuters, and the impact this had on people using their cars rather than public transport. He also described the potential economic impact for a retail hub, such as Kingston, of having poor transport connections to other parts of London. Some strategically important locations across the capital are not served by good public transport links. For example, the London Cancer Hub, during off-peak hours, is served by only two trains per hour to Belmont Station.<sup>25</sup>
- 2.4 There is widespread support for improvements to the suburban rail network which would allow the running of metro-style services. During the investigation, we heard support for metroisation from a range of stakeholders, including rail passenger groups, London boroughs and rail experts. For example, the London Borough of Sutton wrote:

"further metroisation of suburban rail services would see real benefits in the capital, particularly in the south London sub-region.

This would make a considerable improvement to the quality of life of residents in south London and enable confidence from the development industry to invest in the area, allowing boroughs to make progress in relation to growth and economic ambitions.”<sup>26</sup>

#### Ambitions for a suburban metro rail network

- 2.5 Delivering a suburban metro is a key proposal in the MTS. TfL proposes a metro service on the Great Northern line and in south London’ which would help improve capacity and frequency of services and journey times. The MTS also points to the wider benefits of improving the existing network, including helping to enable the delivery of new homes and jobs in suburban London; and better connecting people to opportunities in central London.<sup>27</sup>
- 2.6 The Mayor proposes TfL should run this suburban metro. The Mayor is seeking devolution from DfT to TfL of local train services in London within the South Eastern, South Western, South Central and Great Northern franchises. The Mayor has made the case that, given TfL’s track record with London Overground, it would be well placed to successfully implement and run a wider suburban metro service. In 2015, the previous Transport Committee published a report supporting the devolution of responsibility for running suburban rail services to the Mayor and TfL. This committee continues to support further devolution, but we believe it is critical that improvements to London’s suburban rail services are prioritised now and regardless of which operators are running the services.

#### **London Overground**

London Overground has widely been considered a success. The Overground was created in 2007 following the consolidation of a number of suburban services into a new service managed by TfL. Notable features of the London Overground service include high frequency trains which provide a “turn-up-and-go” service, and high capacity carriages. Stations are staffed from the first to last train, and many of them have been improved since being taken over by London Overground, particularly in relation to accessibility.

The success of the Overground, certainly in part, is down to the model used to run it. London Overground is run as a concession, as opposed to most rail services in England that are let as franchises by DfT. For the Overground, TfL as the contracting authority specifies all services, sets fares, and manages rolling stock. The concessionaire, currently Arriva Rail London (ARL), is then responsible for the day-to-day running of the trains and stations. ARL delivers the service for a set fee and TfL retains revenue from fares. TfL sets standards in its contract about how the stations and services should be run. The fee paid to ARL is dependent on performance.<sup>28</sup>

2.7 Network Rail also has ambitions to move towards a metro-style service in parts of London. Some of Network Rail's routes have begun to plan the steps towards a metro service. For example, the South East Route has the vision to be "proud to be running the UK's most successful metro-style railway".<sup>29</sup> On the issue of metroisation, Sir Peter Hendy, Chairman of Network Rail, has commented that:

"I predict, and not just in London and the south east, that more and more services in Britain are going to start looking like the tube."<sup>30</sup>

### **The Digital Railway Programme**

Digital railway technology has a key role to play in improving London's rail network. Digital technology will help to increase capacity, reduce delays and improve safety on the network.<sup>31</sup> As such, this technology is an important component for realising the ambition for a metro-style service in London, particularly as it will allow trains to run closer together. Paul Plummer, Chief Executive of the Rail Delivery Group summarised this:

"from a customer or passenger point of view, they should not care how the trains are controlled and signalled, just as they should not care about what sort of power supplier they are using, but the fact is that use of digital technology is the cheapest and most effective way of delivering more frequent services, more capacity and more reliability and maintaining safety that we can do."<sup>32</sup>

Digital Railway is an industry-wide programme led by Network Rail. The principle aim is to accelerate the introduction of modern digital technologies in order to run more rail services on existing infrastructure. The main focus of the programme is to replace traditional "block" signalling (with lineside lights) with digital signalling and greater automation. At the moment, trains are controlled within fixed blocks of track with light signals, meaning that only one train is allowed to run in each physical block of track at any one time. Moving to a digital form of train control would allow trains to run closer together, therefore increasing frequency and capacity without needing to invest in the rest of the infrastructure.<sup>33</sup>

The Digital Railway Strategy, published in May 2018, outlined how the rail industry will use "targeted projects to move to a position where digital train control is the norm".<sup>34</sup> Then, over the next five to ten years businesses cases will be investigated for further deployment on parts of the London rail network.

The Digital Railway Programme is clearly an important development for the rail industry. But, we note with caution that this technology alone will not solve the challenges on London's rail network. Firstly, it is important to recognise that this is complex technology which is challenging to implement, and as such the timelines for moving towards a digital railway are not entirely clear. Secondly, during our investigation we heard concerns from London TravelWatch that Network Rail "appears to be putting all their faith in the digital railway aspirations [...] hoping that digital railway might solve problems and so having no other plans".<sup>35</sup> Stephen Joseph, former director of the Campaign for Better Transport, argued that the only way to "take advantage of the technology coming forward" is to invest in metroisation, "interchanges and joining up the system".<sup>36</sup> In other words, although there is great potential for digital railway in London, this must be coupled with continued investment in infrastructure.

### Effective small-scale interventions

- 2.8 A large range of interventions, many of them relatively small-scale, are required in order to deliver improvements to London's suburban rail network. For south London, the major infrastructure requirement is the Brighton Mainline upgrade, which will unlock capacity across south London, Surrey and Sussex and will also involve remodelling around East Croydon Station.<sup>37</sup> The Brighton Mainline project is a priority for Network Rail for CP6.<sup>38</sup> There are also a range of smaller projects needed in south London, such as putting turn-backs in locations such as Belmont and Cheam, and a range of signalling upgrades.<sup>39</sup> In places, platform lengthening may also have a positive impact. For example, at Victoria work is needed to ensure all platforms can accommodate 10-car trains.<sup>40</sup>
- 2.9 In other areas, unlocking capacity may be more straightforward. For example, Geoff Hobbs, Director of Public Service Transport Planning at TfL, described a possible scheme to digitise signalling on the Moorgate branch which would help increase frequencies on this line.<sup>41</sup>
- 2.10 As well as investment in infrastructure, other changes needed include upgrading rolling stock to introduce carriages which are quicker to board and have greater capacity; and having staff at stations to help people move efficiently on and off trains.
- 2.11 The ambition to develop a suburban metro service is evident, but there is no clear plan for delivering this. TfL commented that aside from the works at Croydon "CP6 does not deliver toward the large 'local' upgrades needed to deliver the London Suburban Metro".<sup>42</sup> TfL has outlined how it would work towards running metro-style services in parts of London. But this would be contingent on services on these lines being devolved from DfT to TfL.

- 2.12 Londoners have waited too long for these improvements – the rail industry needs to find a way forward to ensure these upgrades are delivered. Network Rail must prioritise delivery of strategic, targeted upgrades that together will help ensure more frequent and longer trains across the network. In short, moving towards metro-style services wherever possible. For their part, the Mayor and TfL need to press the Department for Transport and Network Rail to implement these small-scale, immediate projects. This targeted and coordinated approach should bring real benefits to passengers across the suburban rail network.

### **Recommendation 1 - Effective small-scale interventions**

Network Rail needs to deliver a plan to enable more frequent and longer trains to run on existing infrastructure across London, using a series of strategic, targeted upgrades. The Mayor and TfL need to press the Department for Transport and Network Rail to deliver these priority projects urgently.

## **A plan for London's railway stations**

- 2.13 Local railway stations are a familiar part of many people's daily routine as they travel by train across the capital. As a gateway to the railway, these stations should be welcoming pleasant environments, accessible to all passengers and easy to get to by walking, cycling and public transport. For many of London's local railway stations, this is simply not the case.

### **Who runs London's railway stations**

Network Rail owns most of the UK's railway stations, but the vast majority are managed by Train Operating Companies that run the trains. As well as owning stations, Network Rail also directly manages 11 of London's busiest stations.<sup>43</sup>

As with the rest of the rail network, most of stations served by London Overground services are owned by Network Rail but the responsibility for running them is with TfL. TfL has put a large amount of investment into improving station facilities with more shelters, seating and modern passenger information.<sup>44</sup> All stations are also staffed during operating hours.

## **The challenges**

- 2.14 London's railway stations are not always welcoming gateways to the rail network. The area surrounding London's stations can feel unpleasant and poorly integrated into the local area. In our meeting with rail passenger



groups, we discussed how the environment around stations is often not well cared for and that this can make people using the stations, particularly at quieter times of day, feel unsafe.<sup>45</sup>

- 2.15 London's railway stations are often not easy to access on foot, by bike or by public transport. The challenges of moving from one form of transport to another is something London TravelWatch has highlighted in its work on interchanges. Similar issues were raised during this investigation. For example, Stephen Joseph, of the Campaign for Better Transport, highlighted that, particularly in outer London, "there is a need to give more thought to how the railway stations relate to the surrounding areas" and how they can be "accessed easily by foot and by bike".<sup>46</sup> Rail passenger groups voiced concerns that stations are often not clearly connected to other forms of transport.<sup>47</sup> TfL similarly pointed out that at some stations "interchanges to other modes of transport and onward journeys by walking and cycling can be challenging" and that "improvements to wayfinding and cycle parking facilities at National Rail stations" are required.<sup>48</sup> Clearly, more work is needed to make it easier for passengers to move from one form of transport to another.

#### **The growing need for an accessible rail network**

During our investigation we heard about the changes in how and when Londoners are using the rail network. Dr Helena Titheridge highlighted that an ageing population and people working until they are older will mean that accessibility is going to become an increasingly important issue.<sup>49</sup> TfL similarly pointed out that over the coming decades an increasing proportion of rail users are likely to require step-free access and other forms of assistance, including the potential need for more staff to assist customers.<sup>50</sup> Action is urgently needed to avoid more people being shut out of the rail network.

- 2.16 At present, only about half of London's national rail stations are step-free.<sup>51</sup> This means that Londoners using wheelchairs, pushchairs or with other accessibility needs are unable to access large parts of the rail network. Londoners with accessibility needs face a range of challenges when using the rail network. Transport for All outlined a number of these challenges, including a lack of step-free access; different station layouts; and lift and toilet facilities being broken, and this not being clearly communicated.<sup>52</sup>

“Improving accessibility would bring the most benefits to Londoners. Accessibility improvements benefit all users of the network in different ways and at different times, but obviously provide a huge benefit to those with accessibility needs who otherwise could not use the network at all.”

Written evidence from London TravelWatch

### Recognising the importance of railway stations

- 2.17 The rail industry is beginning to recognise the wider roles of railway stations. Rupert Walker, Strategy and Planning Director (South) at Network Rail, highlighted how Network Rail was working with TfL to look at stations in the context of “people’s whole journey”.<sup>53</sup> Similarly, Michèle Dix, Managing Director of Crossrail 2, described how with main station improvements there is now “lots of direct discussion [...] about the ongoing mode of transport for passengers arriving there”.<sup>54</sup>
- 2.18 Some progress has been made on improving step-free access to the rail network. The Mayor and TfL have a strong focus on accessibility, but when it comes to the national rail network, they are heavily reliant on DfT and Network Rail to deliver improvements. Thameslink and the Elizabeth Line (when fully opened) will improve accessibility across the network.<sup>55</sup> We also welcome Network Rail’s “Railway for everyone” study, which will look at how access to the railway can be made easier for everyone through step-free access, and also through looking at “people’s whole journey” and issues such as interchanges.<sup>56</sup> But far too many stations remain inaccessible. We discuss the funding improvements needed for this in chapter three.
- 2.19 Through the Mayor’s Healthy Streets Approach, TfL is beginning to recognise the importance of well-designed stations for encouraging walking, cycling and use of public transport. The Mayor’s Walking Action Plan commits TfL to working with Network Rail, the TOCs and highway authorities to improve signage and access to the streets around central London stations. The Action Plan also commits to delivering trial exemplar “Active Travel Hub” TfL stations by 2019, which will promote walking and active travel. If successful, TfL plans to roll out the “Active Travel Hub” programme to other stations, focusing on zones 2-9, from 2019.<sup>57</sup> More people walking or cycling to and from stations will help TfL achieve the MTS target that, by 2041, all Londoners do at least 20 minutes of active travel per day.<sup>58</sup>

### A Healthy Stations Charter

- 2.20 We welcome the greater focus on railway stations and their potential for improving rail travel and onward travel. But there is more work to be done.

- 2.21 TfL should expand the “Active Travel Hub” trial. Current proposals for the trial focus on TfL-run stations. Working with Network Rail and Train Operating Companies, TfL should consider expanding this trial to cover a range of national rail stations, particularly those in outer London and those that serve as key interchanges. Many of the stations which are more challenging to travel to and from on public transport are based in outer London. A greater focus on outer London stations, non-TfL run stations, and stations that serve as key interchanges would help the Mayor achieve active travel targets.<sup>59</sup>
- 2.22 The Mayor and TfL should produce a Healthy Stations Charter. We welcome TfL’s early steps towards applying the Healthy Streets Approach to the area around stations, but more needs to be done to embed these principles. TfL should develop a Healthy Stations Charter which draws on the Healthy Streets Approach and is informed by TfL’s learning from the “Active Travel Hub” trial. This charter should also draw on TfL’s good practice in relation to London Overground stations, which have seen improvements to station shelters, seating, information provided to passengers and staffing of the stations.

**Every station in London should be assessed against the Charter. This assessment should focus on:**

- how easy it is for the station to be accessed by pedestrians and cyclists
- how accessible the station is for people with disabilities and other passengers with access needs such as people with pushchairs
- how easy it is to interchange from a train to other forms of public transport
- whether the station and the area surrounding it feels welcoming and safe to passengers
- Part of this assessment should involve detailed consultation with passengers who use the station

- 2.23 The purpose of the Healthy Stations Charter should be to deliver drastic improvements to stations. Assessing stations against the Charter should help prioritise stations for improvements and provide a clear set of guidelines to apply when new stations are built, or existing stations are upgraded.<sup>60</sup>

**Recommendation 2 - Healthy Stations**

The Mayor and TfL should produce a Healthy Stations Charter based on the principles of their Healthy Streets Approach. The aim should be to deliver a drastic improvement in how stations can be accessed by cyclists and pedestrians, including by passengers with disabilities. Every station should be assessed against the Charter in partnership with passengers using that station.

## A new approach to passenger engagement

- 2.24 Many Londoners rely on train services to get around the city. When there are improvement works, changes to how accessible a station is, changes to rail services, or short-term delays and disruptions passengers need to know. Passengers also want to be able to give their views on improving their rail services and their local station. With so many different operators running services in London, it is confusing for passengers to know who to communicate with. London's rail industry needs to work together to improve passenger engagement and make it consistent across London.
- 2.25 We heard from rail passenger groups that experiences of engaging with the rail industry can really vary from one operator to the next.<sup>61</sup> Each train operator has their own passenger charter covering topics such as what passengers should expect from the operator; how to feedback to the operator; and how to claim compensation. This can be confusing for passengers, as different processes are likely to be in place depending on what station they use and what rail services they take.
- 2.26 We did also hear about some good examples of passenger engagement. For example, one rail passenger group told us about the good relationship they have built with the operator on their line.<sup>62</sup> The group gives positive feedback to the operator when things go well, but also have good lines of communication when things go wrong. This is the kind of good practice that a new approach to passenger engagement needs to be built upon.
- 2.27 A station-based approach to passenger engagement would help foster good relations between passengers and train operators. Passengers are largely not interested in lines, routes and operators. Passengers care about their local stations and the services they can get from them. For every London station, there should be dedicated passenger engagement with a specific user group based at each station. Each user group should be made up of a range of passengers who use that particular station. This would mean passengers have a clear point of contact to inform them about changes. But this would also allow passengers to easily feed back about their station and rail services and be consulted on relevant changes.

### **Recommendation 3 - A new approach to passenger engagement**

TfL, Network Rail and Train Operating Companies need to recognise that passengers care about their local stations and the services they can access there. For every station in London, regardless of its management, there should be dedicated passenger engagement with a specific station user group for people using that station.

# 3. Delivering a better rail network for London

## Key findings

- There is a strong case for a rail strategy for London that sets a clear vision for the role of rail in London; articulates how the rail network fits with the rest of London's transport; and contributes towards wider priorities for the capital.
- A rail strategy would help reduce fragmentation, encourage closer partnership working, and help identify priorities for investment.
- Funding is one of the main challenges for London's rail network. The rail funding landscape is changing with the introduction of the Rail Network Enhancement Pipeline and the greater role of third-party investment.
- The Mayor and TfL need to consider all options for increasing funding for London's rail network in order to deliver changes that benefit passengers.

## A rail strategy for London

- 3.1 There is a clear case for a rail strategy for London. The rail industry needs to come together to produce a strategy which will ensure London's rail network delivers the improvements that are needed.

"London deserves a modern, affordable and reliable network. However, the lack of coherent vision has been a barrier to greater investment, innovation and integration with the wider transport network."

Written evidence from the Mayor of London

- 3.2 The rail industry's approach to planning is not designed to ensure the development of the rail network meets London's wider priorities. In its evidence to the House of Commons Transport Committee, TfL noted that current processes do not "take account of the wider impact of investment such as housing growth, job creation and income growth".<sup>63</sup> Niall Bolger, of the South London Partnership, suggested that Network Rail "tends to see it as simply a package of interventions within their estate rather than the broader impacts across the communities they serve".<sup>64</sup> Opportunities are being missed to use the rail network to achieve wider priorities for London.
- 3.3 London should have a rail strategy which articulates the kind of rail network that Londoners need, how the rail network will fit with the rest of London's transport network, and how the rail network will contribute towards wider priorities for the capital. A single rail strategy, jointly-owned by TfL and Network Rail and consulted on by key stakeholders, should be at the heart of a new working approach for rail in London.
- 3.4 A rail strategy would help stakeholders move towards a rail network that works for Londoners by:
- reducing fragmentation
  - encouraging closer partnership working
  - helping to identify priorities for investment
- 3.5 A rail strategy would help address the challenge of fragmentation across London's rail network. Network Rail's reforms and devolved route structures have brought decision making closer to local areas. But there are six different devolved routes converging in London, each with separate plans. In its evidence to the House of Commons Transport Committee, TfL noted that:

"from the perspective of London, route devolution within NR risks increasing fragmentation of how rail infrastructure maintenance and enhancements are planned and delivered, making it more

difficult to achieve the objective of an integrated suburban rail network for the capital.”<sup>65</sup>

- 3.6 Similarly, the move towards greater track and train integration is welcome, but again in the case of London due to there being several different routes, there is a risk of fragmentation. A rail strategy would allow the industry to look at London as a whole, as well as London as a commuter terminus for the southeast and as a rail hub to much of the rest of the UK and Europe.
- 3.7 A rail strategy would encourage closer partnership working between stakeholders in London. The capacity to create a rail strategy is already there. Network Rail and TfL already work in close partnership. In its written evidence to us, Network Rail outlined that it is developing a London freight strategy in partnership with TfL.<sup>66</sup> We welcome this strategy as an opportunity to review freight routes in London, but also as a good example of strategic partnership working between Network Rail and TfL. There are of course a number of other key stakeholders who would need to be engaged in the process of producing a rail strategy, including the DfT; the Rail Delivery Group; Train Operating Companies; London Boroughs; County Councils surrounding London; Transport for the South East; passenger groups; and rail unions.
- 3.8 London’s case for government infrastructure funding would be strengthened by having a strategic plan, a clear set of priorities, and a narrative around how rail investment can unlock jobs, housing and growth within and beyond the capital. Prioritisation is an important issue. Throughout this investigation we have heard about a great range of rail projects which would benefit London, but it is not entirely clear which of these are priorities and in what order they need to be delivered. Practically, not all the projects in the MTS and in Network Rail’s plans will secure funding. David Leam, Infrastructure Director of London First, argued:
- “As a city, we are going to have to think about our asks and choosing them. If we are asking for 20 things, we might be heard slightly less favourably than if we have three priorities, say.”<sup>67</sup>
- 3.9 With a move towards greater third-party investment, it will be more important than ever that the links are made between rail and the wider benefits the network can deliver for London. It will also be important that stakeholders in London’s rail industry have a shared set of priorities. A rail strategy could play an important role in producing a clear set of priorities and linking these to wider objectives for London, therefore providing a coherent set of asks to government and third-party funders. The final section of this report looks at funding in more detail.



## Recommendation 4 - A single rail strategy for London

London has no rail strategy. TfL and Network Rail should produce a rail strategy for London that all parties will commit to implementing, which will improve rail services for passengers in London.

### Funding London's rail network

- 3.10 One of the main challenges for improving London's rail network is how enhancements, particularly major infrastructure projects, are funded. London will increasingly need to deliver a large proportion of its major transport investment through funding generated locally. David Leam, of London First, summarised this, saying:

"Looking forward, that will have to continue to be part of the deal in future, both for the members I represent and also, I suspect, for some of the people you represent, whether through the fares they pay or through things like council tax. This is going to be difficult, but we have to accept that if we want continued investment, Londoners and London businesses are going to have to help to do their bit."<sup>68</sup>

### Funding accessibility improvements

- 3.11 In the first part of this report we identified the urgent need to increase the pace of accessibility improvements across London's national rail network. To do this requires adequate funding.
- 3.12 One of the main sources of funding for improving accessibility on the rail network comes from the DfT's Access for All fund. The DfT has committed to provide up to £300 million of funding to extend the programme until at least 2024. It has also committed delivery of Access for All projects which were deferred from CP5.<sup>69</sup> On the Access for All fund, TfL stated "we would like to see a fair share of this funding allocated to stations in London and TfL will be putting forward nominations later this year".<sup>70</sup> Nominations for stations to be funded by Access for All during CP6 close in November 2018. Given the scale of the challenge in London, we would argue that more funding needs to be committed to the Access for All work stream to ensure all work from CP5 is completed, and significant improvements are made to the network during CP6.

## Recommendation 5 - Improving accessibility

The money available for accessibility upgrades, so that everyone can get to the trains they need, is far too small. The Department for Transport needs to reconsider the amount of Access for All funding available and ensure all priority upgrades are delivered in the next five years. The Mayor and TfL should strongly press the Department for Transport to increase funding.

### Funding rail enhancements: a new approach

- 3.13 In recent years, Network Rail has allocated funding to new projects through the five-year cycles of Control Periods. This approach is changing as the Government seeks to attract investment for new rail infrastructure from other sources. CP6 is largely focused on maintenance work, plus some enhancement work delayed from CP5. New infrastructure will now be funded through an approach called the Rail Network Enhancements Pipeline (RNEP). The Government is also looking for greater third-party investment in rail and Market Led Proposals for rail projects. Maintenance and renewals work will continue to be funded through the Control Period process.
- 3.14 The RNEP is a rolling programme of investment which moves away from the rigid five-year cycles of Control Periods.<sup>71</sup> The Government has established a number of principles to help it in its decision making about the RNEP, which includes needing to demonstrate a robust business case, opportunities for private investment, and increasing contestability.<sup>72</sup> The RNEP process and decision making for enhancement funding will sit with the DfT.
- 3.15 A key element of the RNEP is a greater emphasis on enhancements being promoted, funded and/or financed by a range of third parties. Each of Network Rail's routes are seeking new opportunities for engaging third party funding. For example, the South East route is looking to partner with the GLA and TfL on various projects including proposals for a major upgrade of Victoria station.<sup>73</sup> The Government is also looking for Market Led Proposals which do not rely on central government funding, but instead use private financing and generate sufficient revenue to repay financing costs. When operational, these schemes should also generate sufficient revenue to cover the costs of maintaining and operating the asset.<sup>74</sup>

### Heathrow Southern Rail Link

In March 2018, the DfT asked private companies to come forward with ideas to deliver a new southern rail link to Heathrow Airport. Plans are still at the conceptual stage of development, but it is envisaged that this southern rail link could serve Waterloo and Surrey/Hampshire from Heathrow.<sup>75</sup>

This is one of the first projects under wider government plans to invite third parties, such as private sector companies and local authorities, to invest in parts of the rail network.<sup>76</sup> The Government is treating this project as a pathfinder for involving the private sector in the development process of rail projects.<sup>77</sup>

### Opportunities and challenges for London

- 3.16 At this early stage, it is not entirely clear what challenges and opportunities the RNEP presents for London. We heard from Network Rail about the advantages of moving towards the RNEP model of “an incremental approach to decision-making in terms of individual projects”. The RNEP will allow Network Rail to look at where interventions are needed across the whole network, develop business cases to understand the costs and benefits, and deliver at the right point “rather than just in five-yearly increments”. Network Rail also told us that the changes to funding enhancements “supports the initiative to bring third party investment into the railways”.<sup>78</sup>
- 3.17 Initial responses to the RNEP appear to be somewhat lukewarm. For example, Hertfordshire County Council highlighted that “in principle” the RNEP allows schemes to be brought forward “without being restricted to the five-year cycles”, but moving away from five-year cycles may “reduce the opportunities to align the rail programme with other integrating transport schemes”.<sup>79</sup> In its examination of rail infrastructure investment, the House of Commons Transport Committee concluded that it supported the intention behind the RNEP, but “more transparency about the enhancements pipeline decision making process with the Department is needed, particularly if the potential for a substantial increase in third-party investment is to be realised”.<sup>80</sup>

“I have a clear view on this, and that is whatever the game is, London should be playing it. If there is a fund, let us find a way, let us make sure we find a couple of things that we can be putting forward to it.”

David Leam, London First

- 3.18 TfL’s response to the RNEP appears to be similarly uncertain. Geoff Hobbs acknowledged that the RNEP would involve “making decisions in a more

measured way rather than in five-yearly chunks”, but equally, “it is not without some concern that one loses a five-yearly look ahead.” In its written submission, TfL identified a number of potential positives of the RNEP, including “more flexibility in how new projects are progressed”, but also raised concerns about losing “a longer term strategic look”, less certainty about “what will have actually been delivered in five years’ time” and the potential impact on the skills pipeline.<sup>81</sup>

- 3.19 The Mayor and TfL need to look at all options to increase funding for London’s rail network. TfL needs to identify the risks and opportunities the RNEP presents for London. TfL also needs to be alive to the increasing use of third-party funding. TfL should be looking at the opportunities to act as a third-party funder and to attract other third-party funders to invest in projects that will benefit Londoners using the rail network and London more broadly.
- 3.20 The Mayor and TfL need to be more imaginative in their approach to investment decisions. They need to have a clear focus on what investment will best deliver the MTS objectives, regardless of who owns the assets or who runs the services. There are some investments outside of London which could help free up capacity in London. For example, the MTS identifies that an upgrade and electrification of the line between Felixstowe and Nuneaton would allow more freight services to avoid London. The MTS states that TfL will work to “encourage the DfT and Network Rail to upgrade rail freight routes outside of London”.<sup>82</sup> We argue that TfL should consider contributing to projects like these, if they would benefit London. On a smaller scale, TfL could contribute to improvements at stations served by other operators, if the work made it more attractive for people to walk or cycle there. We recognise that TfL is under severe financial pressure, and that this kind of investment may appear unaffordable, or the responsibility of another agency. But if TfL is to deliver the objectives of the MTS, it needs to consider all investment opportunities and make the best use of the resources it has available, working with other bodies where appropriate.

### **Recommendation 6 - Increase funding for London’s rail network**

TfL should consider all options to increase funding for London’s rail network. This includes funding Network Rail schemes where necessary, and contributing to projects outside of London’s boundaries, such as freight routes, where this will enable the provision of more frequent and bigger trains for passengers in the capital.

## Conclusion: a better railway for Londoners

- 3.21 Across London, many passengers have to rely on infrequent, crowded and often unreliable rail services, and too often services are inaccessible to all Londoners. Largescale projects such as Crossrail 2, when delivered, will bring significant benefits to the city. But, here we have focused on what can be delivered in the short-term, which will have a real and positive impact for passengers. We have set out three key priorities:
- Small-scale interventions to improve London's suburban rail network and provide bigger, more frequent and reliable trains.
  - A Healthy Stations Charter which will deliver significant improvements to London's railway stations.
  - A new approach to passenger engagement, centred on London's stations, which ensures positive and timely engagement between passengers and rail providers.
- 3.22 Our challenge to the Mayor, TfL and Network Rail is to deliver on these priorities. A single rail strategy, committed to by all parties, would be an important step forward for London's rail network. Equally, the Mayor and TfL must consider all options to increase rail funding in order to ensure Londoners who rely on the national rail network can expect high-quality services.

# Our approach

At its two public evidence sessions, the committee took oral evidence from the following guests:

- Niall Bolger, Chief Executive of London Borough of Sutton, and Chief Executive Lead for Transport, South London Partnership
- Stephen Joseph, Former Chief Executive Officer, Campaign for Better Transport
- Dr Helena Titheridge, Senior Lecturer, Department for Civil, Environmental and Geomatic Engineering, UCL
- David Leam, Infrastructure Director, London First
- Paul Plummer, Chief Executive, Rail Delivery Group
- Michèle Dix, Managing Director Crossrail 2, Transport for London
- Geoff Hobbs, Director of Public Service Transport Planning, Transport for London
- Rupert Walker, Strategy and Planning Director (South), Network Rail
- Mark Farrow, Director for London Rail, Network Rail

The committee also undertook the following activities during the investigation:

- Site visit to look at Network Rail's Digital Railway technology.
- Round table with rail passenger group: West London Line Group; Crofton Park Transport Users Group; Barking to Gospel Oak Rail User Group; and Transport for All.
- Meeting with Ben Condry, Associate Director of the Railway and Transport Strategy Centre.
- Meeting with Chris Gibb, author of the Gibb Report on Southern Rail.
- Meeting with Ed Butcher, Business Development Manager at HS1 Ltd.

During the investigation, the committee also received written submissions from the following organisations:

- Association for Consultancy and Engineering
- Clapham Transport Users Group (CTUG)
- Crossrail to Ebbsfleet Officer Working Group
- East Surrey Transport Committee
- Heathrow Airport
- Hertfordshire County Council
- HS1 Ltd
- London Borough of Bromley
- London Borough of Enfield
- London Borough of Islington
- London Borough of Redbridge
- London Borough of Sutton
- London TravelWatch
- Love Wimbledon Business Improvement District
- National Union of Rail, Maritime and Transport Workers
- Network Rail
- Old Oak and Park Royal Development Corporation
- Rail Delivery Group
- RailFuture
- The Associated Society of Locomotive Engineers and Firemen (ASLEF)
- Transport for All
- Transport for London

We also received written submission from eleven members of the public.

# References

- <sup>1</sup> Written submission from Network Rail
- <sup>2</sup> Mayor's Transport Strategy, 2018
- <sup>3</sup> Mayor's Transport Strategy, 2018
- <sup>4</sup> Transport Focus, *National Rail Passenger Survey Spring 2018*, 19 June 2018
- <sup>5</sup> Transport Focus, *National Rail Passenger Survey Spring 2018*, 19 June 2018
- <sup>6</sup> The Network Rail route businesses encompassing London: Anglia, London North Eastern and East Midlands, London North Western, Wessex, Western, and South East
- <sup>7</sup> TfL Rail is a temporary franchise operating services from Liverpool Street to Shenfield and London Paddington to Heathrow. TfL Rail will become the Elizabeth Line when work is completed
- <sup>8</sup> Maintenance and renewal expenditure will be 25 per cent higher in CP6, compared to CP5
- <sup>9</sup> Written submission from Network Rail
- <sup>10</sup> See for example evidence submitted by the London Borough of Bromley
- <sup>11</sup> Written Submission from London Borough of Sutton
- <sup>12</sup> Written submission from Transport for London
- <sup>13</sup> Written submission from Transport for London
- <sup>14</sup> Written submission from London TravelWatch
- <sup>15</sup> Mayor's Transport Strategy, 2018
- <sup>16</sup> Written submission from the London Borough of Bromley
- <sup>17</sup> A number of written submission supported Crossrail 2 including: Hertfordshire County Council, London Borough of Sutton, Love Wimbledon Business Improvement District, and London Borough of Enfield
- <sup>18</sup> Written submission from Old Oak and Park Royal Development Corporation
- <sup>19</sup> Written submission from the London Borough of Sutton



- <sup>20</sup> Network Rail's nine routes are: Anglia; Freight (national); London North Eastern and East Midlands; London North Western; Scotland; South East; Wales; Wessex; and Western.
- <sup>21</sup> Department for Transport, *Connecting people: a strategic vision for rail*, November 2017
- <sup>22</sup> Department for Transport, *Connecting people: a strategic vision for rail*, November 2017
- <sup>23</sup> Keith Williams is the former British Airways Chief Executive and Deputy Chairman of John Lewis Partnership
- <sup>24</sup> Department for Transport, 'Government announces 'root and branch' review of rail', 20 September 2018
- <sup>25</sup> Niall Bolger, meeting of the Transport Committee, 13 June 2018
- <sup>26</sup> Written submission from the London Borough of Sutton
- <sup>27</sup> Mayor's Transport Strategy, 2018
- <sup>28</sup> Centre for London, *Turning South London orange: reforming suburban rail to support London's next wave of growth*, 2016
- <sup>29</sup> Written submission from Network Rail
- <sup>30</sup> Sir Peter Hendy CBE, *George Bradshaw Address*, February 2018
- <sup>31</sup> Written submission from Network Rail
- <sup>32</sup> Paul Plummer, meeting of the Transport Committee, 11 July 2018
- <sup>33</sup> Network Rail, *About us: an introduction to Network Rail*
- <sup>34</sup> Written submission from Network Rail
- <sup>35</sup> Written submission from London TravelWatch
- <sup>36</sup> Stephen Joseph, meeting of the Transport Committee, 13 June 2018
- <sup>37</sup> Written submission from Transport for London
- <sup>38</sup> Written submission from Network Rail
- <sup>39</sup> Geoff Hobbs, meeting of the Transport Committee, 11 July 2018
- <sup>40</sup> Rupert Walker, meeting of the Transport Committee, 11 July 2018
- <sup>41</sup> Geoff Hobbs, meeting of the Transport Committee, 11 July 2018
- <sup>42</sup> Written submission from Transport for London
- <sup>43</sup> In London, Network Rail manages: London Cannon Street; London Charing Cross; Clapham Junction; London Euston; London King's Cross; London Bridge;

London Liverpool Street; London Paddington; London St Pancras International; London Victoria; and London Waterloo

<sup>44</sup> Centre for London, *Turning South London orange: reforming suburban rail to support London's next wave of growth*, 2016

<sup>45</sup> Round table meeting with rail passenger groups, 10 July 2018

<sup>46</sup> Stephen Joseph, meeting of the Transport Committee, 13 June 2018

<sup>47</sup> Round table meeting with rail passenger groups, 10 July 2018

<sup>48</sup> Written submission from Transport for London

<sup>49</sup> Dr Helena Titheridge, meeting of the Transport Committee, 13 June 2018

<sup>50</sup> Written submission from Transport for London

<sup>51</sup> Written submission from Transport for London

<sup>52</sup> Transport for All, round table meeting with rail passenger groups, 10 July 2018

<sup>53</sup> Rupert Walker, meeting of the Transport Committee, 11 July 2018

<sup>54</sup> Michèle Dix, meeting of the Transport Committee, 11 July 2018

<sup>55</sup> Geoff Hobbs, meeting of the Transport Committee, 11 July 2018

<sup>56</sup> Rupert Walker, meeting of the Transport Committee, 11 July 2018

<sup>57</sup> Mayor of London, *Walking Action Plan*, July 2018

<sup>58</sup> Mayor's Transport Strategy, policy 2, 2018

<sup>59</sup> Stephen Joseph, suggested to the Committee that TfL should trial applying the Healthy Streets principles to a couple of trial outer London Overground stations

<sup>60</sup> Network Rail have identified a number of stations in London which require improvements including: Denmark Hill, Peckham Rye, Lewisham and New Cross. See Rupert Walker, meeting of the Transport Committee, 11 July 2018

<sup>61</sup> Round table meeting with rail passenger groups, 10 July 2018

<sup>62</sup> Round table meeting with rail passenger groups, 10 July 2018

<sup>63</sup> Written submission from Transport for London to the House of Commons Transport Committee, December 2017

<sup>64</sup> Niall Bolger, meeting of the Transport Committee, 13 June 2018

<sup>65</sup> Written submission from Transport for London to the House of Commons Transport Committee, December 2017

<sup>66</sup> Written submission from Network Rail

- <sup>67</sup> David Leam, meeting of the Transport Committee, 13 June 2018
- <sup>68</sup> David Leam, meeting of the Transport Committee, 13 June 2018
- <sup>69</sup> Department for Transport, *The inclusive transport strategy: achieving equal access for disabled people*, July 2018
- <sup>70</sup> Written submission from Transport for London
- <sup>71</sup> The RNEP does not cover the operations, maintenance and renewals activities carried out by Network Rail, and also does not cover either the HS1 network or planned core HS2 network
- <sup>72</sup> Department for Transport, *The rail network enhancement pipeline*, 20 March 2018
- <sup>73</sup> Network Rail, *South East plans for CP6*
- <sup>74</sup> Department for Transport, *Rail market-led proposals: call for ideas*, March 2018
- <sup>75</sup> Department for Transport, *New Heathrow rail link to lead the way for future transport funding schemes*, 20 March 2018
- <sup>76</sup> Department for Transport, *New Heathrow rail link to lead the way for future transport funding schemes*, 20 March 2018
- <sup>77</sup> Department for Transport, *Southern Rail link to Heathrow Market Sounding Briefing*, May 2018
- <sup>78</sup> Rupert Walker, meeting of the Transport Committee, 11 July 2018
- <sup>79</sup> Written submission from Hertfordshire County Council
- <sup>80</sup> Written submission from Transport for London to the House of Commons Transport Committee, December 2017
- <sup>81</sup> Written submission from Transport for London
- <sup>82</sup> Mayor's Transport Strategy, 2018

# Other formats and languages

If you, or someone you know, needs a copy of this report in large print or braille, or a copy of the summary and main findings in another language, then please call us on: 020 7983 4100 or email: [assembly.translations@london.gov.uk](mailto:assembly.translations@london.gov.uk).

## Chinese

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## Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

## Greek

Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

## Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

## Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

## Hindi

यदि आपको इस दस्तावेज़ का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

## Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

## Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا مذکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

## Arabic

الحصول على ملخص لهذا المستند بلغة،  
فرجاء الاتصال برقم الهاتف أو الاتصال على  
العنوان البريدي أو عنوان البريد  
الإلكتروني أعلاه.

## Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ટપાલ અથવા ઇ-મેઇલ સરનામા પર અમારો સંપર્ક કરો.



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