

Submissions to the call
for evidence from
organisations

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Dear Mr Berry

In responding to your consultation exercise at <https://www.london.gov.uk/mayor-assembly/london-assembly/investigations/how-would-you-run-your-own-railway>, I must firstly apologise for slightly missing the 1st July deadline, but nonetheless I hope that these views can still be taken into consideration by the Transport Committee.

The recent extension of London Overground's reach into former Greater Anglia territory, raises an intriguing possibility – why not incorporate the Watford Junction to St Albans Abbey branch into the LO network?

This 6.5-mile, single track, A.C. electrified branch with 5 intermediate stations fits comfortably into the 'metro' genre, yet suffers from a significantly less-than-convenient 45min frequency (hourly on Sundays), archaic over-staffing, significant ticketless travel, downtrodden 25-year old rolling stock (which has never seen an interior overhaul), a service that finishes far too early in the evening, and several stations which are fearful places to be after dark. All of this suppresses demand for the service and puts people off from using it – just as the pre-London Overground network did.

Regular users look enviously across the tracks at Watford Junction to the transformation of what is now the London Overground network, remembering how it used to suffer from very similar ailments, yet the 'Abbey Line' serves as a living reminder.

Apart from the step change in quality and revenue that Overground-style investment would surely bring, there are also prizes to be had in terms of operating efficiency. The existing Train Operator, London Midland, has to run the branch using a small sub-fleet of 100mph Class 321s (soon to be replaced by 319s). This itself is an inherent inefficiency, but it is compounded further by the fact that they are maintained at Northampton, some 50 miles away. Beeching would surely have balked at the idea of a 100-mile round trip to maintain just one unit for such a small stretch of railway. Allow us the use of some dual-voltage, 75mph Class 378s and those 321s/319s could go off to standardise or strengthen another fleet elsewhere.

Following the announcement of Crossrail's feasibility study into a WCML link last year, the advent of HS2 at Euston, the great success of London Overground and the arrival of the Croxley Rail link in 2018, Watford Junction's status as a major outer-London transport hub is suddenly coming to the fore again. The 'Watford Interchange Hub' project looks set to become one of Hertfordshire County Council's top investment priorities with the releasing of its revised Rail Strategy later this year. Significant funding has also been allocated by the Hertfordshire Local Enterprise Partnership (LEP) for the upgrading of facilities and access arrangements at several stations in Hertfordshire, which we understand to include Watford Junction.

Furthermore, Network Rail have had the foresight to install last Christmas an upgraded 'mainline-standard' connection which would allow regular signalling of passenger trains on and off the St Albans branch if so required. This connection 'faces' Willesden depot, a mere 12 miles away and on the same side of the tracks, where of course the 378s are already maintained. To operate a higher frequency service on the single-track Abbey Line would require further infrastructure enhancements, namely a new passing loop and additional signalling, but in comparison to the cost of other railway mega-projects such as Crossrail and HS2, this is small fry.

Though physically separated from the LO network, it is nonetheless our view that the Abbey Line urgently requires upgrading in order to make it both the local people carrier of choice on the congested Watford to St Albans corridor, and a mass-transit feeder service fit for the 21st century. It

is without doubt that upgrading the branch in line with the LO model and absorbing it into the network would be welcomed very strongly by passengers. Think also of the benefits to TfL from serving St Albans – one of the UK's most affluent dormitory towns - in direct competition with Govia Thameslink Railway.

Would you therefore please consider in your current exercise the feasibility / business case for transferring the Abbey Line to the London Overground network post-2017 (when the London Midland franchise is due for renewal).

Kind regards

Dave Horton
General Secretary
Abbey Flyer Users' Group (ABFLY)

Tel: [REDACTED] (evenings)
Mob: [REDACTED]

www.abfly.org.uk



ASLEF's Evidence for the London Assembly Transport Committee - The Case for Rail Devolution in London

1. The Associated Society of Locomotive Engineers and Firemen (ASLEF) is the UK's largest train drivers' union representing approximately 20,000 members in train operating companies and freight companies as well as London Underground and light rail systems.
2. ASLEF is pleased to have this opportunity to submit evidence to the London Assembly Transport Committee on rail devolution. ASLEF understands and supports the idea of local authorities, bodies and people having more of a say over how their transport system functions and operates. Communications between national decision makers and local authorities as well as Local Transport Authorities are essential. However the British railway must always be considered a national entity.
3. One of the biggest drivers of inefficiency and high costs in running the rail network in Britain is the network's fragmentation. This was something highlighted in the McNulty Report. McNulty explains that fragmentation has led to a lack of leadership in the industry. The report also suggests that fragmentation is the first barrier to efficiency. Unfortunately, the report then goes on to suggest greater fragmentation. ASLEF clearly opposes any further fragmentation.
4. For this reason, the union is cautious when devolution is discussed within the current framework of the UK rail network. This is not to say that ASLEF opposes devolution of power and responsibility for rail to regional representative bodies. When looking at European railway models, it is

clear that strong regional involvement is the norm and highly beneficial. However these are all in the context of a unified train operator. This system is highly successful.

5. ASLEF and the other rail unions; RMT, TSSA and Unite have published a research paper, “Rebuilding Rail”, which points out that from the European evidence, three overarching generalisations emerge. Firstly, bodies with geographical remits are best placed to define, represent and negotiate the needs of passengers within their catchment area as well as ensuring integration with other modes of transport.
6. In addition these bodies are far more likely to succeed in achieving their aspiration when they have financial strength. Whether this is in terms of money raised from within their catchment area or simply from the national budget. This is the case in France and Spain when dealing with a single national operator, or in Germany where the context is a single national operator competing against other operators.
7. Finally it should be noted that European rules allow these types of relationships without the need for a competitive tender process.
‘Competent authorities may decide to make direct awards (i.e. without tender) of public service contracts where they concern transport by rail’.
8. It is therefore clear that devolved powers to regional authorities with financial clout are a success story and one that should be repeated in the UK. The key difference however is that the examples of France, Spain and Germany all have a single national rail operator. Local bodies are therefore not dealing with an already deeply fragmented system and a whole rail franchise is not their sole responsibility.
9. ASLEF therefore supports a decentralised railway, however not within the context of the current franchise system. Devolution should not lead to

further fragmentation. The best way to maximise the benefits of decentralisation is to give local authorities influence over a single train operator.

10. There are lessons to be learnt by the alternative type of contract used by TfL on its London Overground services. One of the many problems created by the franchise system is that rather than creating competition or leading to quality provision for passengers it simply leads to line specific monopolies. As long as people have little option other than to take a specific rail service to commute to work, the Train Operating Company (TOC) will continue to get the passengers' fares. The key difference with London Overground's contract is that TfL keeps fares revenue and takes revenue risk. The management contract means TfL sets specifications and performance targets and pays the provider, LOROL, according to these targets being met.
11. The benefit of this is that providers have more incentive to improve performance. Traditional franchises have less interest in meeting performance targets as their profit generally relies on people buying tickets, not on the quality of service. As previously mentioned, passengers often have little alternative than to use these services. A Campaign for Better Transport Report, sponsored by ASLEF, found evidence that it is this type of contract that has led to improved passenger satisfaction on LOROL. London Overground's expansion in taking on new services (such as the recent addition of Greater Anglia services to Enfield Town, Cheshunt, Chingford, Gidea Park and Shenfield) is likely to have positive results.
12. The "Going Local" report states, "London Overground and Merseyrail... have lessons to teach on performance management and indicators, such as revenue protection, station management, accessibility and other aspects of service quality. These lessons will be particularly useful given

Richard Brown's recommendation to incorporate service quality measurement in the letting and monitoring of franchises. However, London Overground and Merseyrail also teach that indicators and priorities can and should vary, depending on local circumstances, and the voice of local authorities should be sought and heeded on this, even for contracts or franchises being let and managed by DfT. Many of our interviewees said that getting a rail contract well designed in the first place was critical to its success, and as we have seen good management of franchises is also important in promoting good performance and shared objectives."

13. One significant problem with rail devolution is the fact that rail is pan-regional. London commuter services will frequently begin or end outside the GLA area and transport those who have no vote for the London Mayor or the London Assembly. This already happens to some extent with TfL's boundaries going beyond Greater London. However it is important that democratic accountability is considered when devolving rail. This was the problem with the previously mooted proposals to bring parts of South Eastern into TfL's jurisdiction.
14. The first question posed by the committee is, "What are the key problems with National Rail services in London that need to be addressed?" ASLEF fears that devolution alone will come nowhere near to solving the problems of high costs, high fares, high subsidies and overcrowding that blight our system. We have record demands for rail use, yet capacity has failed to keep up. The only way to deal with these issues is wholesale change to the structure of the railway. Private companies have continued to take money out of the industry. ROSCOs make enormous profits by leasing out rolling stock that is becoming increasingly old and unfit for propose. TOCs and Network Rail spend millions of pounds arguing about who is responsible for delays. Meanwhile, last year, only three operators (publically owned East Coast and busy commuter services South West Trains and First Capital Connect) returned any money to the DfT.

15. The union would, however, raise concerns over TfL's continued failings in regard to good industrial relations. Therefore any proposals to devolve services to TfL should also examine ways to ensure they improve how they deal with recognised unions and their staff. Devolution can only work in an environment where staff feel valued and listened to.
16. ASLEF supports devolution in principle and accepts that the more decisions that can be made locally, the more responsive operators can be. Perhaps the biggest lesson to be learnt from London Overground's success, however, is that contracts that link profit with performance targets and passenger satisfaction are more likely to improve services than simply handing over all ticket revenue to a monopoly with little incentive to make passengers' journeys better.
17. However to fully deal with the daily problems of high fares, high subsidies and restricted capacity we must invest, stop allowing money to leave the industry through profit, and end fragmentation. For a truly devolved and decentralised railway, changes must coincide with the creation of a publicly owned unified passenger operator. Then the problems of fragmentation will be alleviated and the benefits of regional input would be able to come to the fore for both London, and Britain's other major cities.

Mick Whelan
General Secretary
ASLEF
77 St John Street
London
EC1M 4NN



Valerie Shawcross CBE AM
Chair of the Transport Committee
London Assembly
City Hall
The Queen's Walk
London SE 2AA

Julian Drury
Managing Director
NXET Trains Limited
2nd Floor
Cutlers Court
115 Houndsditch
London EC3A 7BR

17 June 2015

Tel: [REDACTED]
E-mail: [REDACTED]

Dear Valerie,

RAIL SERVICES IN LONDON

Thank you for your letter of 14th May informing us about the Committee's investigation into devolution of rail services in Greater London to the Mayor.

As you will know we were awarded a 15-year franchise last year to operate the EssexThameside network and our new franchise started on 9th November.

c2c is the most punctual operator in the country, and we have also been the UK's most punctual operator continuously for the last three years, since December 2011. Our current Public Performance Measure Moving Annual Average (MAA) is 97.1%, meaning 97.1% of all the trains we have operated over the last year have arrived with PPM. However in the new c2c franchise we are not just content with traditional PPM. We consider absolute Right Time punctuality to be the right test, and that is clearly what people now want. All our performance plans are geared towards achieving the Right Time metric. Our Right Time MAA result over the whole of the past year is 84.8%, putting us in 2nd place in the country. Our aim is to get to 1st place this year, giving customers in Essex and East London the best train service in the country by every measure.


And for the future we have committed in the new franchise to achieving a 90% Right Time target by 2018.

On information to customers when things go wrong we are focused in the same way. Over the last year 94.7% of all our major customer advice messages during significant incidents are issued within the 20 minutes benchmark compared with the national industry target of 75%. In April 2015 we achieved 100%. Our Twitter service, which we staff 24/7/363 was rated by the independent Commute London tweet analytics service as the most positively tweeted about TOC in the country last week, and we have been either 1st place or 2nd place for this each week since 1st January.

We were also most positively tweeted about TOC for the whole of the last quarter of 2014, exceeding even long-distance operators.

On your further questions about transfer of national rail operations to the Mayor, we have just started a new franchise which runs for 15 years so this does not apply to us. In this context it is not relevant to our situation, so we do not have any submission to make.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Julian', with a long horizontal flourish extending to the right.

Julian Drury
Managing Director

Marylebone Station
Great Central House
Melcombe Place
London NW1 6JJ

Telephone: [REDACTED]

E-mail: [REDACTED]

Rob Brighouse
Managing Director

24 June 2015

Valerie Shawcross CBE AM
Chair of the Transport Committee
London Assembly
City Hall
The Queen's Walk
London
SE1 2AA

Dear Valerie,

Rail Services in London

Thank you for your letter dated 14th May 2015 concerning rail services in London. You raised five specific questions and my response below addresses these on a question by question basis.

1. Sustained and future improvements

Chiltern Railways has the highest level of on time performance of any franchised rail operator. Our PPM averages around 95%, and we recorded the highest Overall Satisfaction score of any franchise operator in the Autumn 2014 Passenger Focus National Rail Passenger Survey.

We achieve these results by working closely with our local Network Rail team, to ensure a sharp focus on all aspects of our mutual activities which affect performance. We write our own timetables which helps to ensure that there is a close correlation between pathing, resourcing and operation.

Since the beginning of privatisation, we have sponsored multiple infrastructure improvement schemes, such that today we have a modern, reliable and well invested railway infrastructure to meet the needs of our customers.

Within Chiltern, we continually take steps both to improve the reliability of our own trains and to satisfy customer needs – both existing and potential customers. Whenever we make plans or execute projects – as we frequently do – they are carefully tested for financial, operational and delivery robustness and shaped to meet market needs.

2. Changes to the franchise system

Our Franchise Agreement with the Department for Transport contains a number of unique features which underlie our strong performance position:

- a. It runs for 20 years. So we have the temporal space to hone plans and identify the need for investment, without the upheaval caused by franchise end / bid / remapping issues
- b. It requires us to deliver outputs, without specifying too much detail about inputs. For instance, it specifies a PPM MAA Performance Target of 93.75%, and an NRPS Overall Satisfaction score of 91%. This enables the Chiltern Railways Executive Team to set plans and resource levels to achieve these targets, but retain a free hand to determine exactly what action is needed to deliver them

- c. It allocates to us revenue risk for the full 20 year term, whilst keeping us in the usual regulated fare regime. So we are incentivised to pursue initiatives to raise yield and grow volume, which generally only occur if the product and service we offer to passengers meets their needs and satisfies them
- d. The geography of the franchise means that we operate in competition, both with other rail operators and other modes of transport. This competition gives customers choice and helps drive innovation, investment and continual improvements – all of which benefit the customer not only on our route but also on competing routes and modes.
- e. It requires peak period overcrowding not to exceed certain PIXC limits. This puts the onus on us to plan and invest where necessary to avoid excessive overcrowding. This has caused us to pursue numerous initiatives to extend platforms and take additional trains on lease. How exactly we do this is up to us, as long as we achieve the target.

This mixture of targets and incentives, in the context of the long Franchise Term, is in my view one of the key enablers for the good performance levels we deliver.

3. Infrastructure management and development

Our experience is that we can get the best out of Network Rail by maintaining separate roles, but by working closely together in all the areas where we have common interest. On Chiltern, we have consciously not formed a formal deep alliance (as, in my view, this dilutes focus), but have adopted an alliance style approach to relationship and delivery of outputs. This yields results when individuals trust and respect each other, and both parties understand their role and the needs of the other party. None of this needs formal changes to the way infrastructure is managed: but it does need time to be invested in relationships. Our Performance & Safety Executive Meetings are attended by Network Rail and we challenge and discuss issues openly with one another.

4. TfL proposal to take over suburban routes

I was the Bid Director and Mobilisation Director for London Overground Rail Operations Ltd (LOROL) and subsequently Deputy Managing Director of LOROL. As such, I have a unique insight into the commonalities and differences between the Concession and franchise models – both have their strengths when used in appropriate circumstances. Also, a number of my Chiltern Railways colleagues have similar experiences.

LOROL illustrates clearly the improvements which can be delivered to the advantage of passengers, when an under invested operation is devolved to TfL specification, and TfL then invest in improvement. It works well when TfL is in a position to invest, and when TfL's detailed specification prescriptions are well judged. It leaves the operator in the position of delivering the specification – which is different to the Chiltern Railways' model where we determine our own specification tailored to fit within the minimum service levels and output targets set in the Franchise Agreement.

Hence, I am of the view that there is more than one model which can be used to deliver successful customer focussed outcomes and whilst the proposition that TfL takes over suburban rail routes in London does have the potential to work well where the routes which it takes over are operationally discrete (as has been the case on the Great Eastern locals and West Anglia inners), the same can not be said where there is considerable interdependency between local and longer distance services. Indeed, I am of the view that splitting responsibility for such routes would be both problematical and sub-optimal from a customer perspective.

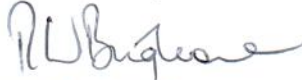
This is particularly true on Chiltern Railways due to it being a two-track railway all the way into London. Hence, for this reason and those stated above, I am not supportive of TfL taking over specification of Chiltern Railways services within Greater London between London Marylebone and West Ruislip.

5. Other models

Our owning group Arriva has experience of operating rail, light rail and bus services all over Europe, where successful instances of numerous different models of devolution and specification can be seen in action. I would be happy to put you in touch with Arriva colleagues if you would like more detailed discussions or, even, see one of these successful operations in action.

I trust this reply is helpful and I would be happy to meet with you to expand upon these points should you so wish.

Yours sincerely



Rob Brighouse
Managing Director

cc. Richard Berry (by email: richard.berry@london.gov.uk)

Clapham Transport User Group Submission to London Assembly Transport Committee Investigation 'How Would You Run Your Railway'?

Further Devolution of Rail Services to TfL

The Clapham Transport Users Group is a stakeholder advocate body representing the concerns of transport users (both commuters and others) in the Lambeth area of Clapham encompassing all public transport modes. We are providing a response to the Committee investigation soliciting ideas for how London's rail system should run. Our theme is the expansion of TfL across suburban rail and beyond.

The Clapham area is served by both London Underground and London Overground networks – the latter until recently having been part of National Rail. As such, we are in a position to offer relevant observations of the benefit and need for suburban rail to be transferred to TfL. This submission sets out the broad case for devolution of rail services whilst citing Clapham as an example and examining how broader devolution could work

Suburban Rail – The Missing Piece

London's suburban rail services (those which mainly serve Greater London stations) remain the last part of the capital's transport provision remaining outside the control of the Mayor of London.

This conspicuous anomaly dates back to 1933 when London Transport (the main forerunner of TfL) was created; the 'Big Four' railway companies running the national networks argued that it would not be operationally feasible to separate their suburban ('Metro') services from their longer distance trains. This began the 'Tale of Two Systems' whereby London Transport ran Tube services (mostly above ground) and all other rail in London was in the hands of the Big Four.

The impact was a lack of cohesion and identity: the railway companies saw their core customers as being those in the Home Counties with little concern over the needs of London commuters.

Steadily there was a neglect of the London networks – a process which accelerated with the advent of British Railways in 1948. The BR era in London was characterised by decline in station staffing and station care, a decline underpinned as much as anything else by the lack of a dedicated brand or identity. Though the BR double arrow logo is seen as iconic, beyond this there was no effort to build a strong brand on the fleet of trains or stations: BR being synonymous with drab blue and grey carriages and mediocre design nationwide. BR did not identify with London nor conversely did London commuters feel that the suburban network was 'their' railway with an accordingly lack of real publicity or map information.

The contrast with London Transport was striking: London Transport under the influence of figures such as Frank Pick pioneering transport design excellence and cohesion across the network of Tubes, Trams, TrolleyBuses and buses, unified by the London Transport roundel, front-design, architecture and Tube map.

The Two Claphams

Nowhere illustrated this gulf in standards better than the contrast between Clapham North Underground station and Clapham High Street nearby. Clapham North was (and is) staffed, brightly lit with maps and posters to entice travellers.

Clapham High Street in its BR-days had been neglected and unstaffed, typifying the anonymity of the 'phantom network' that was London suburban rail: indeed Clapham High Street in the 1980s did not even possess station signs, leading to the well-deserved (if dubious) accolade of Britain's 'grottiest railway station' from the Daily Telegraph in 1989.

Station neglect and poor quality map information demonstrated a London suburban railway lacking identity or pride, presenting at best a very grudging acknowledgement of the importance of commuting rather than seeing how transport builds communities and is an intrinsic part of London's character.

Whilst the creation of Network South East represented a bolder belated attempt by British Rail to stamp a powerful pan-London/South East brand on its services, this was not undertaken consistently; shiny station signs often being obliterated by graffiti and shabby rolling stock. It is notable that whilst advocates of nationalisation cite London Overground as the way forward, few seriously call for the return of British Rail

Privatisation And After

Privatisation led to the split in the Network South East networks into several divisions which were tendered out as private rail franchises. This has led to stronger identity and brands which are superior to the blandness of British Rail such as Southern Trains (with its homage both to Southern Railway and the old London Country bus network). Yet in London for several years at least this simply reinforced the gap in standards between rail franchises investing heavily in their Home Counties stations and trains and the neglect of London services where stations were covered in graffiti creating a menacing and hostile atmosphere which discouraged many (especially women) from using unstaffed stations. This created a dismal spiral of decline: neglected and vandalized stations led to fewer numbers using the services which in turn lowered fare revenue leading to railway companies claiming there was no business case for investing in the stations.

In Clapham the result was that Clapham North Tube was severely congested yet Clapham High Street – with services to key centres Victoria and London Bridge was underused. Station neglect played a major hand in failing to tap into a generic strong market – a huge failure for a railway company.

Rising concerns about the dismal state of London's unstaffed inner city stations was being raised by users groups such as ours and the notable Gospel Oak-Barking Users Group. The 2004 Evening Standard Safer Stations campaign highlighted dramatically the gulf in standards between Home Counties stations and suburban London networks.

Under Ken Livingstone the bluff of rail companies (that suburban networks did not merit the same care and attention as other networks) was called and the case advanced that TfL should begin taking over London-specific services as franchises became due. London Overground was born.

London Overground – Completing the Jigsaw?

From the outset TfL recognised the need that core station care was essential to attracting passengers, buttressed by station staffing. Alongside new rolling stock the Overground effect was a dramatic surge in ridership on the former Silverlink (North London Line) network.

For Clapham London Overground represented the expansion of a former Tube line – the East London Line - with multiple branches to Clapham Junction, West Croydon, Crystal Palace, New Cross and up to Hoxton, Shoreditch High Street and Highbury & Islington. This has placed many areas like Peckham literally on the London Tube map which is seen by many as defining an area's accessibility, so attracting investment (particularly in Hoxton and Peckham). For Clapham High Street the effect was a doubling in service frequency, station staffing, vastly superior information and new links to Docklands, the City and North London. The major change has been that many more women are using Clapham High Street, especially at night.

This has not been totally without controversy: the arrival of the London Overground coincided with the axing of the South London Line to Victoria and London Bridge, creating a significant loss of direct links to Victoria (which we feel TfL should resolve). There is a need for TfL as it expands to also be more accountable to local residents and passengers and not regard statutory relations with councils as a substitute for local engagement (though there has been excellent work done at TfL to remedy this by Jo Field and David McNeil). There is also not quite the integrated liaison between London Overground and London Underground that is needed.

TfL can be prone to over rigidity in thinking whereby frequency is seen as more important than the destination of a train. For example, there is four trains per hour to Clapham Junction (which does not offer convenient interchange for services to Victoria as Southern Trains service are at the other end of the station), whereas we would be better served if this was supplemented by 2 trains an hour to Victoria and possibly direct Overground services from Clapham High Street onto the West London Line, bypassing Clapham Junction. Direct services, even if of a lower frequency, can provide better connectivity than a nominally 'higher' but far less convenient service to an interchange at Clapham Junction. We would like to see TfL more creative and imaginative in its planning to match its excellence in design and operations.

If the issues over greater accountability and governance can be examined then it should be full speed ahead for TfL expanding. However, the question is whether London Overground is the right brand for TfL?

Is the Future Orange?

The orange TfL Overground has created a parallel identity to the Tube, surfacing on Tube maps. Yet the Overground network is small, consisting largely of self-contained orbital links. If TfL gains control over denser radial networks (eg the Southeastern Metro network) then it will be impossible to maintain the current Tube map whilst showing a large Overground network. The time will come to re-think London Overground. Should there be a broad brand of 'London Rail' with network or line-specific sub-branding (eg a 'London Rail' train serving the 'Dartford Line')?

With Crossrail it is notable that TfL have a holding brand of TfL Rail – a clear sign that TfL heavy rail services will not exclusively be part of one 'Overground' network. We take the

view that the sub-branding of either a line by line or 'cluster' network will be as important as the overview identity.

In 1979 London Transport divided its bus network in several 'districts': perhaps a similar arrangement could be created for the various London suburban networks with cluster/line identity within each network.

For the sake of argument: you could have a hypothetical 'Transport South East' network with a dedicated roundel and dedicated fleet. Inside each train would be the 'TSE' network but with line colours for the specific services (eg Dartford line would cover Victoria/London Bridge to Dartford trains with a light blue colour). These line colours could be reflected in enamel line diagrams at stations. The future will not be orange, but therefore a rainbow of different colours: one 'headline' colour for the major network, and another for the lines/clusters within that network.

How Far Should TfL Expand?

Of course, many of these 'suburban London networks' go outside of Greater London: this has led to friction with opponents in the Home Counties seeing 'their' services being 'taken over' by the Mayor.

We do not consider the 'democratic deficit' argument to be viable: current services are centrally-designed and therefore are no more under the 'control' of eg Kent County Council than an expansion of TfL would be. Clearly TfL should have a clear vision of London suburban rail effectively meaning services which largely serve London but terminate just outside (eg Epsom, Dartford, Watford Junction). Those out of London stations should have Oyster compatibility but need not revert to TfL control unless local residents desire it. There is no reason for Dartford Station to run by TfL when it hosts longer distance services but could host London Overground Victoria/London Bridge-Dartford trains.

Whither TfL?

As ever, London's history has anomalies and if the lack of London-control of suburban rail in the capital is one, the dominance in the Home Counties of bus services by London Transport is another. Indeed many areas far out of London such as Windsor and Tunbridge Wells are steeped in London Transport history with decades of green RT and Routemasters providing local services. The Metropolitan Line reached deep into Buckinghamshire whilst the District Line served Windsor and Southend at various times.

This raises an important point: that where London Transport did go far beyond London, it adapted its identity to suit local perceptions; there was nothing more traditional than hopping on a green London bus. Those Home Counties satellite towns which did not become part of Greater London were imbued with a greater sense of identity as Surrey/Sussex towns by local councils keen to promote civic pride and hence do not perceive themselves as de facto 'London' towns.

TfL may consider expanding to take on rail networks which go far beyond the outskirts of London but in doing so should consider promoting the TfL logo not as an icon of London per se but transport excellence; effectively creating a rail version of the green London Transport bus: 'London Country Rail' in joint-partnership with relevant County Councils in Kent/Surrey etc. Because the success of TfL/London Transport was in developing an adaptable identity that could vary from its London template. A willingness to adapt TfL Rail to mean 'London Country Rail' could mean running services far out to Oxted or Tonbridge and possibly

beyond. Hence 'London Country Rail' could be an umbrella brand for services that are neither long distance nor 'Metro', which serve important London areas but are substantively Home Counties orientated (Waterloo-Reading, Waterloo-Windsor, Fenchurch Street-Grays, Charing Cross-Gillingham). .

This must be accompanied by better transparency within TfL and greater stakeholder engagement; passenger representatives should sit on the TfL Board.

But for our more immediate purposes we support the coherence of a pan-London transport authority integrated the suburban rail systems into one vision that is also flexible enough to see matters through local lenses.

Effectively this is because identity means:

- commitment to Londoners,
- safety and care (in station design and staffing),
- a railway that Londoners can take pride in and cultural ownership of,
- excellent information that enables people to plan journeys quickly and get moving

Still more fundamentally: there is nothing more powerful than idea whose time has come.

Here are the view of Ealing Council on this.

1. What are the key problems with National Rail services in London that need to be addressed?
I would suggest reliability, high fares, crowding and capacity, poor passenger information, delayed upgrades and network disruption are the main issues.
2. What would devolution mean for passengers, in terms of fares, reliability, crowding, information, and so on? Key issues would include:
 - Fares – these could potentially be reduced because as train operators have little control over revenues that are driven largely by macroeconomic factors, they will accept revenue risk only at a price. In London, this additional cost to the public sector would be reduced if TfL took the revenue risk instead. For devolved services, TfL favours using gross cost contracts, in which it absorbs the revenue risk for the inner-suburban services. This is the same model as used for TfL's existing transport services, including London Overground, and so TfL can absorb the revenue risk because it manages other forms of public transport so would have scope to adjust its allocation of funds between modes and types of expenditure if fares income were to fall.
 - Extra Investment and improved performance– the above savings could be therefore invested in improving customer service quality and providing incentives to improve reliability. The example of the TfL-managed London Overground suggests that, in London, passengers would benefit from a package of improvements including increased service frequency, station deep cleans, improved security, information and cycle parking.
 - Increased accountability - Devolution would increase the level of democratic accountability compared to the current system, where roles and responsibilities are diffuse and accountability is unclear. The line of democratic accountability that exists currently through ministers to parliament means that responsibility for train services is in actual fact remote from users. The current train operating companies are commercial enterprises and have no accountability to local people, except through the national regulatory regime. Therefore giving responsibility for London's inner suburban rail services to the local, directly elected Mayor would increase local democratic control.
3. What are the strengths and weaknesses of different models of rail devolution? The experience in London has been a positive one with the TfL model. For example, the when the former Silverlink franchise was devolved to TfL in 2007 and changed to the London Overground service, TfL has made significant enhancements to the level and quality of services and offers higher standards of customer service. In addition, the integration of the London Overground service into TfL's existing public transport network has improved information, customer service and infrastructure investment and maintenance. This demonstrates the benefits that can be delivered from local management of rail services. Therefore, devolution of separate concessions comprising London-focused inner suburban routes would allow TfL to take revenue risk, reduce the cost of franchising and allow savings to be spent on service improvements. TfL control over the specification and incentivisation of performance and service quality would deliver substantial benefits to passengers with TfL responsible for specifying, funding and managing relevant parts of the London network and DfT transferring the budget for running those services to TfL.

Regards

Nick

THE EAST SURREY TRANSPORT COMMITTEE

Richard Berry,
Transport Committee
London Assembly,
City Hall,
The Queen's Walk,
London SE1 2AA

30th June 2015

Dear Richard

The Mayor has proposed that control of all suburban rail routes in London are devolved to TfL.

East Surrey Transport Committee represents users of the bus and rail network in the South of the boroughs of Croydon and Sutton and in North East Surrey. Our members use the Caterham and Tattenham Corner branches, the East Grinstead/Uckfield line as far as Oxted and the main Brighton Line from East Croydon to Redhill. The majority of the stations in our area are in the outer zones. We would like to make the following comments and suggestions on the Mayor of London taking control of all suburban rail in London.

As not all rail service will fit neatly into the TfL Overground service model. Some stations outside London would be operated by TfL. While some stations within in London will continued to be served only by longer distance outer suburban trains, fast longer distance trains, and some by a mixture of any or all types of service including the underground.

Control of the network can be undertaken in two different ways.

1. It can be as has happened in the case of the existing Overground and Great Eastern lines were complete transfer of the service including operation of route, service, stations and supply and maintenance of the rolling stock was transferred in full to TfL.
2. When it is difficult to separate the service into two clear London and non-London elements control could be undertaken as happened in the previous Southern franchise. In that the existing operator continues to operate the route, service, stations along with supply and maintenance of the rolling stock, but with TfL specifying the service level and frequency and the station facilities, staffing and opening. The difference should be that the fares would be the same with in the TFL designated area regardless of operator.

We would make the comment that whoever operates suburban rail services in London that it is essential that all stations in the GLA area must be treated the same whether the service is operated by TfL Overground, TfL Underground or another National Rail Franchise. This should include minimum levels of service based on usage and need, fares that are set at the same level for travel inside the zones whether by paper ticket or Oyster and to maintain through booking and ticket collection for journeys to the rest of the national rail network.

Secretary : Peter J Appleford

██████████
██████████

Chair : Charles King MBE
email : ██████████
Tel. ██████████

Questions

•What are the key problems with National Rail services in London that need to be addressed?

Ans : Lack of reliability, High fares and lack of flexibility in the fares structure when making cross boundary journeys. The inability to extend fare promotions to stations inside the London area for travel wholly in London.

Although Oyster can be used on National Rail there are many problems with Oyster that do not work in the passengers' interest. At present if there is a problem with an Oystercard or a wrong payment has been made this cannot be rectified at national rail stations only at underground stations, on the phone or on line (this also applies to Overground stations). Resolving these problems cost passengers' time and money.

National Rail franchises prefer to promote their own smartcards which are not compatible with the Oyster system at stations in London outside the main terminals or suitable for use wholly in London.

Not all national rail stations are kept up to scratch in staffing levels or decoration compared to TfL operated stations.

• How does the current system in London compare to those in other world cities?

Ans : It compares very well on service as it has a far more frequent and comprehensive service with much longer operating period than many other cities. However it is much more expensive for passengers who make multiple journeys rather than just single journeys.

A comparison of the London Travelcard price with a number of major European cities

City	Ticket	Cost (£ equivalent)	Cost (euro equivalent)
London	All Day Travelcard	£17.00	€23.08
London	Off-peak Travelcard	£12.00	€16.29
Amsterdam	24hr OV Chipkaart	£5.52	€7.50
Berlin	Zone A&B day ticket	£5.08	€6.90
Paris	Mobilis zone 1-3	£6.85	€9.30
Madrid	Tourist Pass Zone A	£5.89	€8.00
Note : In all these cities there is only one ticket valid all day The comparison was for a ticket that allowed travel to the out zones, but with not with an add on to an airport or tourist attraction outside the city zones			

• What would devolution mean for passengers, in terms of fares, reliability, crowding, information, and so on?

This would depend on how a change of fares regime is implemented. At present within London there are two parallel fares regimes depending whether your journey originates from a National Rail station or an Overground/Underground station. This in theory should give the passengers the opportunity to pick and choose the best option

and cheapest option for travel. However, in practice this often means the passenger is left with the worst and most expensive option when making a journey involving more than one type of operator especially on journeys that cross the fare zone boundaries.

Examples :

1. Inside the London zones only Oyster offers cheap off-peak tickets while paper ticket are priced at the peak fare regardless of what time of day you travel (the exception being the off-peak Travelcard). While outside the zones the National Rail Franchises offer cheap off-peak tickets on trains that arrive in London after 10.00 on both paper tickets and smart card tickets.
2. All National Rail Franchises operating London suburban services offer family and group reductions from outside to London. They also reduced their definition of a group from 10 to 4 a number of years ago and then further reduced it to 3 in 2014. While TfL still maintains a group is 10 or more people. All the Franchises still offer group and family tickets in various forms for Travelcard purchased outside the zones, while TfL withdrew the family Travelcard many years ago. As a result these offers and discounts are not available at National Rail stations within the zones.
3. To compound this TfL raised the price of off-peak Travelcards and the Oyster cap by 34-38% in January 2015, while the National Rail Franchises only raised their off-peak Travelcards originating outside the zones by only 2.5%. This has resulted in the position where outside the zones it has now become cheaper for groups and families to travel to London than it does for GLA residents to travel from inside the zones (see table below).

Cost comparison of cost of One day Off-peak Travelcard for 2 Adults and 2 children from Zone 6 stations compared with stations outside London.

Zone 6 Station	Cost	Notes
Coulsdon South	£36.00	
Cheam	£36.00	
Surbiton	£36.00	
Orpington	£36.00	
Upminster	£36.00	
Enfield	£36.00	
West Drayton	£36.00	
Station outside the Zones		
Epsom	£23.20	<i>Southern only and zones</i>
Iver	£26.00	
Grays	£27.20	
Tibury	£27.20	
Woldingham	£27.60	
Merstham	£28.00	
Redhill	£29.40	

•What are the strengths and weaknesses of the London Overground model for delivering rail services?

Ans :

- The main strengths of TfL Overground and Underground services is that they focus is on travel in and around London. TfL has a direct link to the TfL Underground, DLR, tram and bus services within London.
- The main weakness of the Overground is they are not focused on passengers in the outer zones who want to make local cross boundary local journeys and cannot use Oyster nor are they minded that they are still part of the national rail network.
- The main Strength of National Rail is they are part of the national rail network and you can buy through tickets to and from any national rail station including the special offers and promotions.
- The main weakness is they are more focused on getting passengers to and from London and not within London. They are not allowed to offer promotions and special offers for travel wholly in London.
- Although Oystercards can be purchased and used on national rail services in London there is no way of sorting out problems with Oystercards at these stations. This can only be done at an Underground station on the phone or on line (the same applies to Overground stations).

•Which rail franchises or routes should be the priority focus for the Mayor and TfL in devolution proposals?

Ans : The following are suggested routes for TfL to take direct control of the stations and running of the service. However, all stations in the GLA area should have the same fares and there should not be a National rail terminal supplement on Oyster pay as you go regardless of who runs the service.

However, any of these routes could still be run effectively by the existing national rail operator if TfL specified the service levels on train frequencies and station facilities.

South Eastern Routes :

- London to Dartford and Crayford and Bexley Heath loops.
- London to Swanley.
- London to Hayes and Orpington.

Notes :

1. Dartford should be in zone 6
2. Bromley South should remain a South Eastern station.
3. Chelsfield and Knockholt would continue to be served by National Rail, but should have the same TfL fares and service regime as all other stations in the zones.

Southern Routes :

- London to Caterham and Tattenham Corner.
- London to Epsom and Epsom Downs via Sutton.
- London to Beckenham Junction.

Notes :

1. Epsom should be in zone 6
2. East Croydon and Clapham Junction should remain Southern stations.
3. Coulsdon South, Riddlesdown and Sanderstead, but would continue to be served by National Rail, but should have the same TfL service and fares regime as all other stations in the zones.

South Western Routes

- London to Epsom via Wimbledon.
- London to Chesington South and Hampton Court.
- London to Sheperston
- London to Kingstons and Hounslow Loop

Notes :

1. Epsom and Kempton Park should be in zone 6.
2. Sheperston, Sunbury and Upper Haliford should be in zone 7.
3. Surbiton and Clapham Junction should remain South Western stations.
4. Feltham would continue to be served by National Rail, but should have the same TfL service and fares regime as all other stations in the zones.

Great Western Routes

- London to Slough.
- Ealing to Greenford.
- Heathrow Connect

Notes :

1. Iver and Langley should be in zone 7.
2. Slough would remain a Great Western station and have a similar fares Regime as Shenfield.
3. West Drayton would continue to be served by Great Western trains, would continue to be served by National Rail, but should have the same TfL service and fares regime as all other stations in the zones.
4. The services and zones would be reviewed on the introduction of Crossrail.

Chiltern Routes : No change this is a self-contained diesel route where the Central Line and Metropolitan lines already act as the Suburban and Metro routes.

Notes :

1. Chiltern should be encouraged to improve the inner London frequency.
2. Birmingham and West Midland fast trains should stop at West Ruislip for better interchange with the Central Line for West London to improve journey opportunities in west London.

London Midland Routes : No change the Overground already operates a suburban service in conjunction with the Bakerloo Line from Euston to Watford.

Notes :

1. Watford Junction should be in zone 9 to enable passengers to use London Midland and Southern trains.

Great Northern Routes

- Moorgate to Herford North
- Moorgate to Welwyn Garden City

Greater Anglia

No change these services have just been taken over by TfL.

C2C routes

No change this is a self-contained route where the District line already acts as the Suburban and Metro routes.

Notes :

1. All stations in the zones would continue to be served by C2C National Rail, but should have the same TfL service and fares regime as all other stations in the zones.
2. Grays should be in zone 7

Thameslink routes

No change as Thameslink franchise only starts fully in July 2015 and will continue to undergo transition in 2018 these services should be reviewed after experience of the new services. The services can operate alongside TfL and other franchise services.

Notes :

1. All stations in the zones would continue to be served by Thameslink trains, would continue to be served by National Rail, but should have the same TfL service and fares regime as all other stations in the zones.

•Which How can the Mayor and TfL ensure that the interests of passengers outside London are reflected in any new rail devolution settlement?

Ans : Ensure there is regular dialog between TfL, the GLA and local authorities outside London at both officer and elected member. A regular dialogue between TfL London Travelwatch and user groups in and around London

•How can the Mayor and TfL improve their proposals for the devolution of the South Eastern franchise?

Ans : See South Eastern Section above

Other issues: There are a number of gaps in the existing rail network in London and TfL would be in a better position to fill them. An example of this is there is no direct service from London Bridge or Blackfriars via Herne Hill, Tulse Hill and Crystal Palace to East Croydon.

At a later stage further review of the routes could take place and the TfL area could be further extended to Gravesend, Sevenoaks, Tonbridge, Oxted, Gatwick Airport, Reigate, Guildford, Windsor, Reading and Hertford East.

If you require more information please contact us

Yours Faithfully

Charles King

Charles King. MBE. MA.

Chair : East Surrey Transport Committee

New investigation into National Rail services in London

East Sussex County Council officer response

1 July 2015

Dear Ms Shawcross

Thank you for the opportunity to comment on the investigation being led by the London Transport Committee into the major problems facing rail services in London and the surrounding areas, and how devolution proposals made by the Mayor and Transport for London could help to address these.

This is an officer response to the consultation. I have attached our East Sussex Rail Development Strategy which we suggest you read in conjunction with our response as this sets out a comprehensive picture of the rail network in East Sussex and what our aspirations are for rail service and infrastructure improvements in and affecting the county.

In specific response to your questions I will deal with each of these in turn:

1. *What are the main concerns you have with National Rail services in East Sussex?*

- Insufficient capacity – there are an insufficient number of carriages on East Sussex routes at peak times resulting in overcrowding; specifically on the Uckfield line and East Coastway line.
- Infrequency of services – poor infrastructure on the East Sussex rail network and beyond means an infrequent service operates in the county. There is a need for infrastructure improvements to allow for an improved service, including additional carriages and increased frequency.
- Frequent cancellations on returning stops from London to East Sussex, particularly at rural stations, as well as frequent cancellations of services at Eastbourne.
- Our key priorities for East Sussex, as set out in our Rail Strategy, are:
 - Improvements to the Ashford – Hastings line to enable its use for high speed rail services.
 - Dual tracking and electrification of Uckfield line between Hurst Green and Uckfield.
 - We also support the future reinstatement of the railway line between Lewes and Uckfield.
- Key priorities for improvements outside of but which would benefit East Sussex include:
 - Addressing and resolving capacity constraints on the Brighton Main Line (BML), notably at East Croydon, Clapham Junction, Windmill Hill, Gatwick,

Redhill and Wivelsfield as set out in Network Rail's emerging Sussex Route Study.

2. *In what ways could rail connections between East Sussex and London be improved?*

- Addressing capacity issues in the East Croydon area to enable increased frequency of services – from the Uckfield line and on the BML from connections from the East Coastway.
- Reinstating the railway line between Lewes and Uckfield to provide an alternative route to London south of Uckfield, and providing a different route to London should the BML be closed for emergency, maintenance or repair issues.
- Extend High Speed rail services to Hastings/Bexhill/Eastbourne – providing a faster service to London (recognise people from Eastbourne could travel to London via the BML as well, but extending high speed rail services to Eastbourne would improve access to the continent).

3. *What changes to the way the rail services are governed, particularly the franchise system and accountability mechanisms, do you think could improve services for East Sussex residents?*

- Franchises being longer will give Train Operating Companies (TOCs) greater incentive to invest in railway infrastructure.

4. *Do you support TfL's proposals to take control of suburban rail routes serving London and adding these to the London Overground network? How would your residents be affected by this change?*

We have no comments to make in respect of TfL's proposals to extend their responsibilities of inner suburban rail routes serving London, as it appears from the consultation that these would not be routes into, from, or affecting East Sussex services to London.

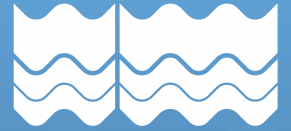
However, should the remit of the consultation change to a wider scope, i.e. from East Sussex routes to London, then we would have significant concerns. These concerns include TfL not necessarily understanding the needs of those who live outside the London boundary, and improvements being prioritised within the London boundary, thus worsening an already poor service in East Sussex.

There would be concerns that rural areas, which have significantly fewer passengers in terms of density of population compared to London, would receive little funding to make improvements should responsibilities be transferred to TfL. There is currently minimal investment made on the East Sussex rail network for infrastructure projects and improvements; where overcrowding is common, carriages are few, parts of the line still require electrification and/or dual tracking, and journey times are slow.

Please note that we raised these concerns in our response to the Rail Decentralisation consultation in 2012.

5. *Are there any alternative models of devolution that could benefit rail passengers in London and the surrounding areas?*

We are not aware of any alternative models of devolution that could benefit rail passengers in London and the surrounding areas.



East Sussex Rail Strategy – ‘Shaping Rail in East Sussex’ and Action Plan

October 2013

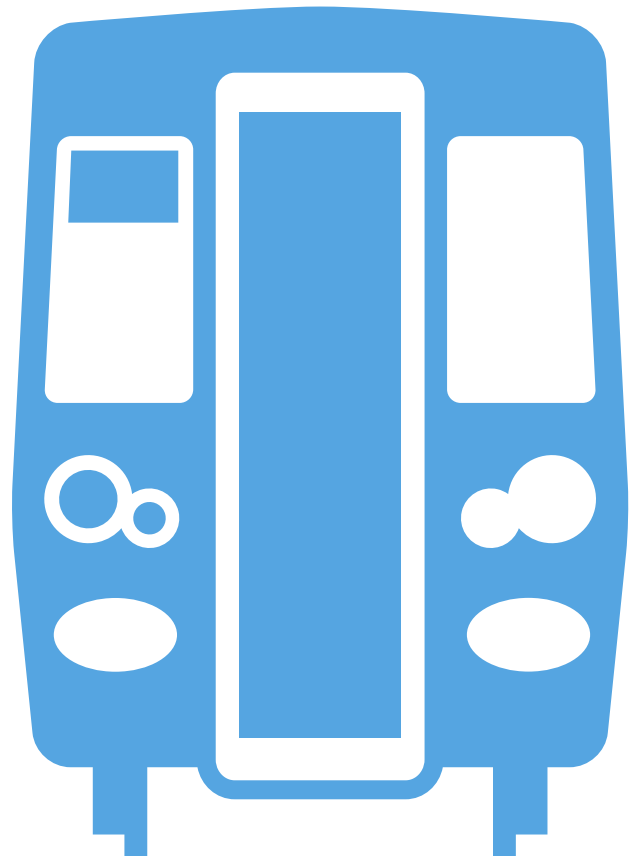


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1. Introduction

- 1.1** Historically, East Sussex had a well connected rail network, linking most towns in the County. However, a number of these railway lines were removed in the 1960's, mainly because of the competing bus services which ran parallel to the railway, improvements to roads and the increased popularity of the car.
- 1.2** Nowadays, East Sussex has a restricted rail network, although it is reasonably well connected to destinations along the coast and to London. However, the lack of overall capacity on the rail network serving the county, the frequency of services and journey times, especially to London, inhibits economic growth in the county.
- 1.3** This Rail Strategy sets out our future vision for rail in East Sussex in terms of the infrastructure and service improvements to address these key issues – capacity, service frequency and journey times – and help deliver the county's key objective of delivering economic growth. It builds on the approach set out in our Local Transport Plan 2011 – 2026 and Economic Development Strategy for Strategic Rail Improvements as well as wider rail improvements which are discussed in more detail later in the Strategy. The Rail Strategy's Action Plan identifies the County Council's immediate priorities for delivery, focusing on how rail can deliver economic growth by improving access to jobs, education and training.



2. East Sussex Rail Network

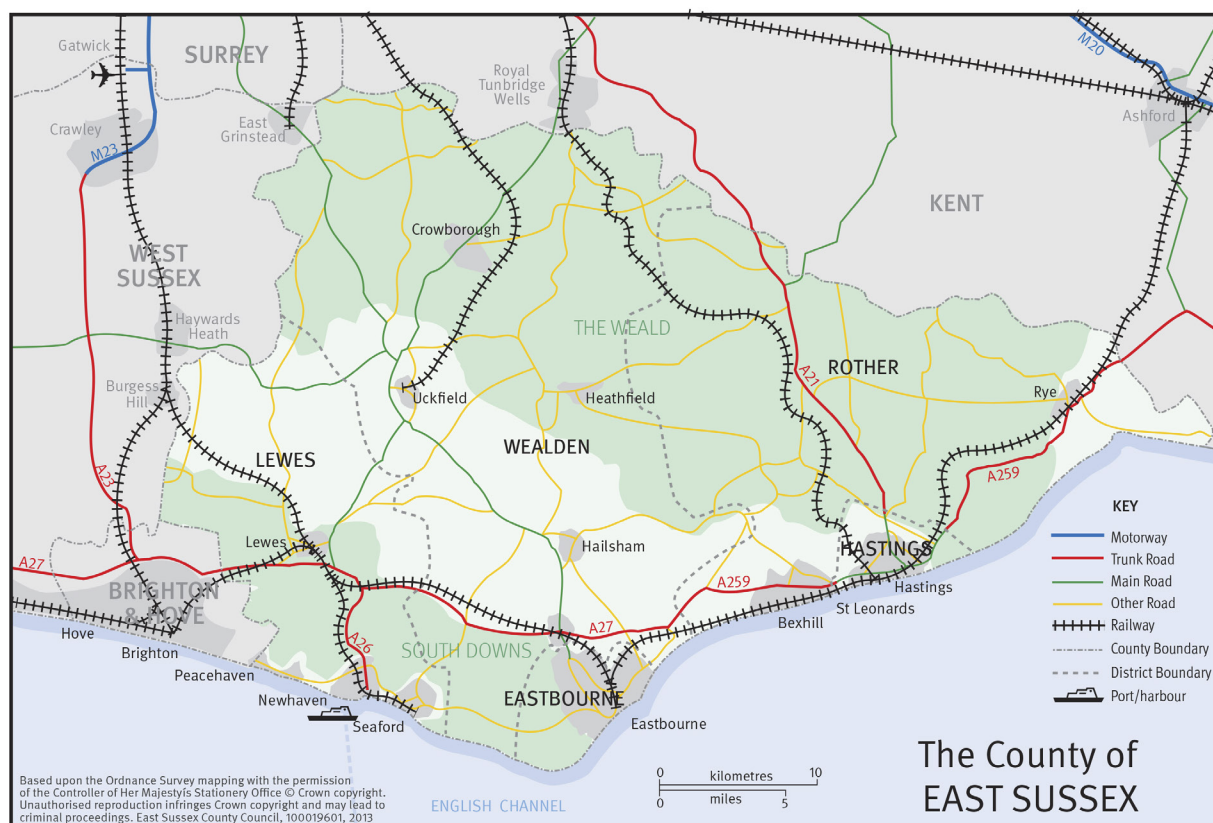


Figure 1: Map of East Sussex and rail routes in the county

- 2.1** There are essentially three main rail routes in East Sussex, as shown on Figure 1. These are:

East Coastway Line (Brighton-Ashford) and Brighton Main Line to London

- 2.2** The main coastal urban areas are linked east-west by the East Coastway rail link between Brighton and Ashford. Within East Sussex, Lewes is the most westerly station and Rye the most easterly.
- 2.3** The East Coastway links with the Brighton Main Line between Lewes and Haywards Heath, providing key links to Gatwick Airport, East Croydon, Clapham Junction and the London termini at Victoria and London Bridge.

- 2.4** The Seaford branch line, which serves Seaford and Newhaven, links onto the East Coastway route at Lewes which has limited direct services to London.

- 2.5** The route provides links to HS1 and services to the continent and forms part of the Trans European (Transport) Network (TEN-T). The route is not electrified between Ore and Ashford. Those living to the west of the East Coastway utilise the Brighton Main Line to get to London, and those further to the east tend to travel on the HS1 service from Ashford.

Hastings-London Line (via Tonbridge)

- 2.6** The Hastings railway line to London via Tunbridge Wells links both urban and rural

locations along the route, connecting directly to the city of London and the termini's of Charing Cross, Waterloo and London Bridge as well to Cannon Street in the peak. Frant is the most northerly East Sussex station on this line.

- 2.7** The line is electrified but has a limited power supply. There are regular 12 car services on the Hastings line, however, the line is at its effective capacity and it is challenging to add more 12 car trains without significant investment in the power supply.

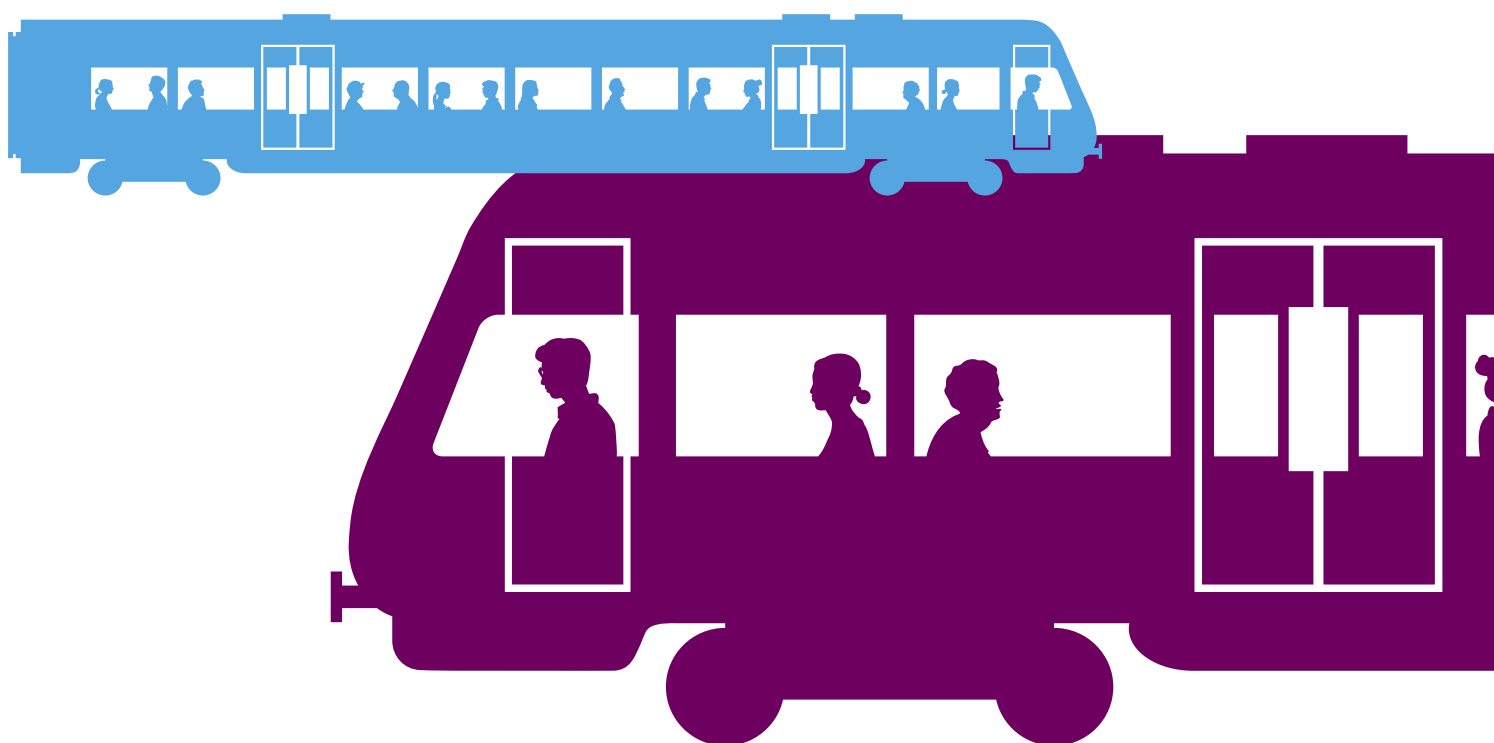
Uckfield-London Line

- 2.8** The Uckfield line provides a direct rail service for urban and rural commuters from the centre of the County to London Bridge via East Croydon, and is a popular commuter route; Eridge is the most northerly East Sussex station on this line. The route is not electrified between Uckfield and Hurst Green and runs one train per hour off peak with additional services in the morning and evening peaks.

Summary

- 2.9** The rail network itself is relatively poor, with little obvious significant investment having taken place for many years. Journey times on the East Sussex rail network are notoriously slow, and there is often overcrowding arising from insufficient rolling stock. There are limited freight movements by rail in East Sussex, but by upgrading the rail network, further opportunities could be achieved. However, this Rail Strategy will only be looking at improvements to passenger rail services.

- 2.10** There have been some positive changes to the rail network, which are highlighted later on in this document, but there are many opportunities for investment which would further improve connectivity and encourage more people to travel by rail. This Strategy identifies the key rail infrastructure and service improvements required in East Sussex to improve the rail passenger experience.



3. Rail Responsibilities

3.1 There are a range of different organisations and groups which have differing responsibilities within the rail industry.

3.2 Some of these responsibilities are statutory whilst others are more because the organisation or group has a keen interest in preserving and improving the rail network for the benefit of passengers (such as Councils and local groups).

3.3 The main groups have been identified below, and are accompanied by a brief synopsis of what their role entails:

Department for Transport (DfT) (Rail)

3.4 The DfT is responsible for the overall strategic and financial responsibility for the railways. It procures rail services (rail franchising) and projects and produces the High Level Output Specification (HLOS) which specifies what the Government wants from the railway – capacity, performance, and safety – accompanied by Statement of Funds Available (SoFA) and a long term strategy.

Office of Rail Regulation (ORR)

3.5 The independent safety and economic regulator for Britain's railways. The ORR regulates how Network Rail manages and operates the rail network, and rewards Network Rail for doing a good job, or enforces compliance if it fails to fulfil its obligations.

Network Rail

3.6 Network Rail owns and operates Britain's rail network. It runs, maintains and develops Britain's rail tracks, signalling, bridges, tunnels, level crossings and viaducts.

Train Operating Companies (TOC)

3.7 The TOCs operate passenger trains on the rail network, and lease and manage stations from Network Rail, apply for franchises to run specific routes from the Department for Transport, and undertake track and station access agreements which require ORR approval.

Passenger Focus

3.8 Passenger Focus undertakes research throughout the year, seeking the views of passengers across the country. It seeks to influence decisions on behalf of passengers and work with the industry, passenger groups and national and local government to secure journey improvements.

Local Enterprise Partnerships and Local Transport Boards

3.9 The South East Local Enterprise Partnership (SE LEP), which covers East Sussex, Essex, Kent, Medway, Southend and Thurrock, brings together key leaders from business, local government, further and higher education, exploring opportunities for enterprise whilst addressing barriers to growth.

3.10 The South East Local Transport Board (SE LTB), which covers the same geographical area, is responsible for how funding is prioritised and allocated to transport schemes via the South East LTB. Both the LEP and LTB have taken a keen interest in rail issues since their formation and have responded from a business / local authority perspective on a range of Government consultations on how improvements to rail could address barriers to growth in their area.

- 3.11** The Coast to Capital LEP and LTB covers Brighton & Hove, West Sussex, the east of Surrey, Croydon and also includes Lewes District.

East Sussex County Council

- 3.12** Although the County Council has no statutory responsibility for rail and has limited ability to influence outcomes, it has significant interest in how it connects people to, from and within East Sussex, and how rail can support economic growth in the county.
- 3.13** The County Council works with the rail industry and rail groups to address issues, and to identify and assess opportunities for improvement. It also contributes and responds to rail consultations and reports regarding rail infrastructure and services affecting the County.

District and Borough Councils

- 3.14** The District and Borough Councils have a keen interest in rail, but have limited ability to influence outcomes. They feed into and respond to key areas of work and rail consultations regarding services and infrastructure improvements affecting the district / borough.

Community Rail Partnership

- 3.15** Community Rail Partnerships work to reconnect the community with the railway. They draw together local authorities, railway companies, Network Rail, Passenger Focus and local communities to improve the facilities and usage of local railways.
- 3.16** In East Sussex, there are three community rail partnership line groups – the Uckfield and East Grinstead line, the Seaford to Brighton line, and the Marshlink (Hastings to Ashford) line.

Commuter groups

- 3.17** Commuter groups work independently and with others to lobby for rail improvements which improve rail services in or affecting a particular area or part of the network. East Sussex benefits from having a passionate and knowledgeable populace, reflected in the range of groups lobbying for and seeking rail improvements to the rail network.



4. Rail Industry Processes and Timescales

- 4.1** There are some key rail industry processes and timescales which can provide suitable opportunities to lobby for rail service and infrastructure improvements which are outlined below:

High Level Output Specification (HLOS)

- 4.2** In 2012 Government published the HLOS which details what it wants the rail industry to deliver in Control Period 5, 2014-2019. Government gives the Office of Rail Regulation (ORR) the HLOS and a statement of funds available (SoFA) to clarify what they want the railway to deliver for the public funds they are prepared to make available. The ORR determines the outputs that Network Rail must deliver to achieve the HLOS, the cost of delivering them, and the implications for the charges payable by train operators to Network Rail for using the railway network.

Long Term Planning Process (LTPP)

- 4.3** The LTPP supersedes Route Utilisation Strategies. It aims to develop the network to meet future demand through market studies, cross-boundary analysis and route studies, and looks at how this can support economic growth.

Strategic Business Plan (SBP)

- 4.4** SBPs are Network Rail's formal response to Government on the HLOS and SoFA. They set out Network Rail's strategy and detail the schemes they think should be taken forward in that control period.

Control Period (CP)

- 4.5** CPs are the 5-year period over which Network Rail decides priorities for rail investment based on the targets, income and costs set by the ORR. CPs start on 1 April and end on 31 March. We are currently in CP4 (2009-2014).

Franchises

- 4.6** The Department for Transport is responsible for the design and procurement of new and replacement rail franchise services on the national rail network. The new franchising programme will deliver no more than 3 to 4 competitions per year, which means some franchises have been extended to accommodate this.
- 4.7** There are currently two train operating companies (TOCs) in East Sussex:
- 1. Southern**
 - Operates the South Central Franchise on the East Coastway (Brighton to Ashford) including the Seaford branch line; East Coastway to Victoria (via the Brighton Mainline) and Uckfield line.
 - The Southern franchise has been extended from September 2013 to July 2015. Thereafter it will be integrated into the new Thameslink, Southern and Great Northern franchise.
 - 2. Southeastern**
 - Operates the Integrated Kent Franchise on the Hastings line to London via Tonbridge.
 - The Southeastern franchise has been extended by 50 months, and will finish in June 2018 as opposed to April 2014.

5. Rail's Role in Supporting Economic Growth in East Sussex

5.1 Rail plays an important role in East Sussex in getting people to work and education, for business as well as for shopping and leisure purposes. East Sussex has seen an increase in rail travel to work between 2001 and 2011, rising from 5.3% of the East Sussex population in employment (aged 16-74) in 2001 to 6.5% in 2011. Lewes has the highest level of commuters at 7.5% (excludes underground, tram and light rail data. Source: ESiF, Mode of Travel to Work data, ONS, QS701EW) This increase in rail use is reflected in trends in ticket sales with some stations, such as Uckfield, Seaford, Hastings and Bexhill experiencing notable growth in ticket sales in recent years.

5.2 The improvement of the rail network and services serving the county is a key element to improving connectivity of the county and delivering our key priority of supporting economic growth, as reflected in the East Sussex Local Transport Plan and Economic Development Strategy, and employment space and housing development as identified within the Borough and District Local Plans.

Local Transport Plan (LTP) 2011 – 2026 (2011)

5.3 The East Sussex Local Transport Plan sets out the overall approach for planning and providing transport infrastructure and services needed to deliver sustainable economic growth and to support additional housing in the county over the period 2011 to 2026. The LTP identifies two main priorities for the county, one of which is to improve economic competitiveness and growth. The LTP highlights that, whilst the County

Council does not have a statutory duty for rail, it has a significant interest in how it connects people to and from East Sussex.

5.4 The LTP identifies that making passenger rail a more attractive option, by improving the connectivity of the county along and to the coast as well as to destinations such as London, will bring benefits to the local economy by:

- Opening up opportunities for new business to locate in the area as well as existing businesses to grow,
- Improving connections to key centres of business in the south east, London and Europe, and
- Widening employment opportunities by reducing journey times and attracting a more skilled labour, whether living in and commuting out, or commuting into the county.

5.5 The LTP identifies a package of interventions, both infrastructure and service improvements, that would need to be delivered by or in partnership with the rail industry that would deliver these benefits and support economic growth in the county. These are highlighted in more detail in Section 6 of the document.

Economic Development Strategy (2012)

5.6 The Economic Development Strategy (EDS) sets out the issues and opportunities for East Sussex for the next 10 years (at least) and puts forward a strategy for economic growth.

5.7 Strategic Priority 3 of the EDS highlights that improved connectivity (rail, road and broadband) is critical for the County Council to take advantage of its privileged

location. The EDS also identifies, in common with the LTP, that improvements to rail services and infrastructure is required to improve both passenger experience and freight opportunities, and that partnership working with the rail industry would help to achieve this.

Future Employment and Housing Development – Borough and District Local Plans

5.8 Local Plans prepared by the District and Borough Councils in East Sussex identify the employment and housing allocation for their respective areas over the next 20 years.

5.9 One of the impacts the construction of additional employment space and

housing will have on East Sussex is to increase rail demand for commuters, either travelling in, within or out of the county, as well as demand to travel for education and social purposes. With many of the existing services suffering from overcrowding, further investment is needed in East Sussex's rail infrastructure to accommodate this expected future demand, supporting the creation of jobs and delivery of housing as well as enabling people to access education and training and travel by rail for leisure journeys.

5.10 The following table identifies projected growth figures for the districts and boroughs in East Sussex as of May 2013:

Authority Local Plan	Status of Plan	Housing Allocation		Employment Allocation
		Total over Plan Period	Per Annum	
Wealden	Adopted	9,440 (2006 -2027)	450	128,695 sqm
Eastbourne	Adopted	5,022 (2006 -2027)	222	55,430 sqm
Lewes	Proposed Submission Draft	4,500 (2010 -2030)	225	74,000 sqm
Hastings	Examination	3,400 (2011 -2028)	200	70,000 sqm
Rother	Examination	5,700 (minimum) (2011 – 2028)	335	100,000 sqm

6. Rail Improvements to Support Economic Growth

- 6.1** The following sets out the rail improvements, both infrastructure and services, that the County Council consider are required to support the economic growth in the county.

East Coastway Line (Brighton-Ashford) and Brighton Main Line to London

Opportunities for Economic Growth: East Coastway (Brighton to Ashford) and East Coastway to Victoria

- 6.2** Bexhill and Hastings are one of the County Council's priority areas for growth, and improvements along the East Coastway route will help to secure investment in coastal communities. Improving this coastal rail service will assist in reducing journey times and improving reliability, increasing frequency of services, and increasing capacity along the route. These improvements will improve accessibility, which in turn will attract businesses and skilled workers to the area, thus contributing to economic growth. It will also encourage more people to move to the area through improved connectivity to key employment areas within or outside of East Sussex.
- 6.3** The Eastbourne / South Wealden and Bexhill / Hastings area will see significant growth as identified in the respective Local Plans. A quantum of over 10,000 homes and 80,00sqm of employment will come forward in Eastbourne / South Wealden in the period up to 2027, whilst 130,000sqm of employment space and over 7,500 homes in Bexhill and Hastings will be delivered by 2030. In the west of the county, over 2,400 new homes (including commitments) will come forward in the town of Lewes and Newhaven.
- 6.4** The total number of jobs requiring access in East Sussex is highest along the East Coastway, with Brighton & Hove having the second highest number of jobs in all districts / unitary authorities. Hastings has the lowest percentage of people commuting into the borough for employment at only 22%, and only 30% out-commute. Eastbourne's out-commuting is similar at only 27%, but 28% of people employed in Eastbourne commute into the borough. Lewes has the highest percentage of in-commuting at 34% and out-commuting is also relatively high at 43% of working residents (ESiF, commuting flows 2001).
- 6.5** Access to the strategic growth locations will also be improved. There will be better access and improved journey time reliability for existing and potential new businesses and improved access opportunities along the coastway, to London (via HS1 and the BML) and the continent – for those currently in or seeking employment, for education, leisure and social purposes.
- 6.6** There are a number of colleges, universities and training facilities at Brighton, Lewes, Newhaven, Eastbourne, Ore and Hastings (includes full and part time students) situated along the East Coastway with a significant number of students and employees using the railway as a means of getting to and from study or work at either the main or satellite campuses. The student population and employment generated by each are:
- University of Sussex (Falmer): student population = 13,000; employment = 2,200 (expected to be 2,700 by 2018)

- University of Brighton (Falmer, Eastbourne and Hastings): student population = 22,000; employment = 2,600
- Sussex Downs College (Lewes and Eastbourne): student population = 15,800; employment = 1,300
- Sussex Coast College (Hastings and Ore): student population = 5,000; employment = 600

6.7 There will also be a benefit to rural locations along the line where there is potential for additional stopping services. The likelihood of an additional hourly service (in part) arising from these

improvements would strengthen the rural economy through improved connectivity.

6.8 Network Rail is currently in the process of undertaking study work looking at rail improvements in the Hastings area, which includes electrification of the line between Ore and Ashford as well as dual tracking along with other potential improvements to rail capacity in the area.

6.9 Our aspirations for improving rail infrastructure and rail services on the East Coastway (Brighton to Ashford) and East Coastway to Victoria are:

East Coastway (Brighton to Ashford) including Seaford branch line	
Infrastructure Improvements	<p>Electrification of the line between Ore and Ashford.</p> <p>Dual tracking of the line between Ore and Appledore.</p> <p>Reinstatement of the Willingdon Chord, or alternative (e.g. new station in the locality north of Hampden Park) – not affecting the additional service level to Eastbourne.</p> <p>New station in the Stone Cross / Polegate locality.</p> <p>Extend High Speed 1 service from Ashford International Station to Eastbourne.</p>
Service Improvements	<p>Additional train per hour (at least) comprising:</p> <ul style="list-style-type: none"> • A fast hourly service stopping at main stations. • An hourly service calling at all stations. <p>Although preference is to retain the direct Brighton – Ashford service, consideration should be given to splitting / joining service at either Hastings or Eastbourne to address capacity issues in the short term.</p> <p>Extend the Lewes-Brighton shuttle to Eastbourne.</p> <p>Provision of additional carriages to relieve overcrowding.</p> <p>Trains should run an hour later on the Marshlink line in both directions.</p> <p>Maintain existing services to smaller stations.</p> <p>Provide a Three Oaks and Winchelsea Sunday service.</p> <p>Introduction Saturday / Sunday services at rural stations where a need has been identified.</p>

East Coastway to Victoria	
Infrastructure Improvements	Signalling improvements to enable faster line speeds, reducing journey times.
Service Improvements	Run Thameslink trains to Eastbourne as originally planned.
	Shorter journey times from Eastbourne to London.
	End the splitting/joining of trains at Haywards Heath – reducing journey times for passengers, whilst retaining existing service levels.
	Reduce journey times on the East Coastway services to London.
	Continue to stop longer distance trains – from London (Victoria) that serve the Sussex coast (including Bexhill) at Gatwick Airport, Croydon and Clapham Junction.
	Maintain direct services to London (Victoria) from stations east of Eastbourne, e.g. Bexhill.

Opportunities for Economic Growth: Brighton Mainline

6.10 Improved connectivity to London via the Brighton Main Line (BML) is an important issue for the County Council. Addressing the rail bottleneck at East Croydon would support the Government's priority, and the South East and Coast to Capital Local Enterprise Partnerships' (LEPs) strategic objectives, of supporting economic growth. It would also encourage more businesses to locate to coastal areas, opening up labour markets, and thereby supporting the creation of jobs within our coastal communities.

6.11 Addressing capacity constraints on the BML will also unlock opportunities for rail improvements elsewhere on the network, including:

- Reduced journey times from the Sussex coast into London,
- Enabling additional rail services to be operated into London from the East

and West Coastway routes and the Uckfield line, as well as improving the business case for the reinstatement of the Lewes-Uckfield line,

- Helping to meet the needs of a high quality Gatwick Express service, as well as the increasing number of commuter passengers travelling along the BML,
- Aiding the delivery of a through Kent-Gatwick rail service, and facilitating the provision of this service on its route between Redhill and Gatwick Airport, and
- Releasing more capacity for additional services on the Brighton Main Line.

6.12 Network Rail is in the process of undertaking a rail study to identify opportunities for addressing capacity constraints on the BML, which we support.

6.13 Our aspirations for improving rail infrastructure and rail services on the BML are:

Brighton Main Line	
Infrastructure Improvements	Removing the bottlenecks Clapham Junction and (addressing platform capacity issues at) East Croydon. Provide relief of conflicts at Windmill Bridge Junction. Realign track geometry at Stoats Nest junction. Grade separation at Keymer junction.
	Implement any other identified infrastructure improvements from BML study currently being undertaken by Network Rail.
Service Improvements	Service access to Gatwick airport should be improved including services to coastal destinations.
	Reconsider how the train paths are allocated to the greatest benefit to passengers.

Uckfield to London Line

Opportunities for Economic Growth

6.14 The Uckfield line is an extremely popular line that suffers from overcrowding in the peak hours. A recent additional early morning train has been introduced which has proved extremely popular. There is a wide catchment area for the Uckfield line due to limited rail infrastructure in the county; people travel from Heathfield and surrounding villages to use the Uckfield line. Development of 1,000 new homes and over 12,000sqm of employment space in Uckfield and 300 new homes in Crowborough will come forward during the life of the adopted Wealden Local Plan Core Strategy.

6.15 Wealden has a high number of business enterprises (7,390 – ESiF, 2012), although this is not surprising given the size of the district compared to other East Sussex districts/boroughs, and the majority of businesses employ up to four members of staff. Wealden has a high number of local business units at 8,160 (2013, ONS UK Business Activity, Size and Location (UKBASL) data via ESiF) and over three-quarters employ less than five people. There were 46,500 jobs in 2012, 43,600 of which were as employees. (ONS Business Register and Employment Survey (BRES) via ESiF).

6.16 In Wealden 46% of all working residents out-commute; this is the highest proportion out of all the districts – 26% of those employed in Wealden commute in for work, and 34% of those employed in Lewes travel into the district. Wealden district has the longest commuting distances with 22% of employed residents travelling over 20km, and Lewes district has the highest proportion of residents travelling between 5km-20km, at 35%.

6.17 Lewes District has 4,255 local business units, 71% of which employ less than five people (2013, UKBASL via ESiF); there were 31,800 jobs in 2012, 29,900 of which were as employees. (BRES via ESiF).

6.18 Improving the Uckfield line to London will contribute to economic growth through improved accessibility (for work, education and social purposes), reducing the number of car journeys – in turn reducing congestion and carbon emissions – and will provide an alternative route to London from the coast (including the BML, Seaford and Newhaven) when engineering works or faults occur on the line.

6.19 Our aspirations for improving rail infrastructure and rail services on the Uckfield to London line are:

Uckfield to London Line	
Infrastructure Improvements	Dual tracking between Uckfield and Hurst Green.
	Electrification between Uckfield and Hurst Green.
	Increase overall rail capacity in the county by reinstating Lewes-Uckfield railway line or as part of providing a new route (BML2) between Brighton and London via Uckfield,
	Reinstate Eridge – Tunbridge Wells railway line to enable Uckfield service to run to Tunbridge Wells,
Service Improvements	Improve early morning commuter services into London to address overcrowding.
	Increase the number of late trains from London to Uckfield.
	Introduce earlier trains on a Sunday morning.
	Provision of additional carriages on the line to address overcrowding issues.
	Additional train services per hour – would be feasible upon dual tracking of the line and addressing capacity constraints north of the line at East Croydon.
	More early morning Uckfield trains,

Hastings – Tonbridge Line

Opportunities for Economic Growth

6.20 Hastings is one East Sussex's priority areas for growth and has seen significant investment in jobs, education and infrastructure in recent years. Over the next 15 years, over 3,400 new homes will be built and 130,000sqm of new employment space will become available as identified in the Hastings Local Plan. In addition, the University of Brighton and Sussex Coast College both have campuses in Hastings town centre, close to the rail station.

6.21 Hastings has the lowest percentage of people commuting into the district for employment, at only 22%, and only 30% out commute (ESiF, commuting flows 2001). Almost 60% of people in Hastings travel less than 5km to get to work (2001 Census,

ESiF), and only one third of households in Hastings have access to a car.

6.22 Upgrading the electricity of this line (or drawing power from rolling stock rather than upgrading the power supply) would enable additional capacity on the line and improve journey time reliability, thus improving the passenger experience. Improvements on this line will improve accessibility, which in turn will attract businesses and skilled workers to the area. They will also encourage more people to move to the area through improved connectivity to key employment areas within or outside of East Sussex. This will strengthen the rural economy through improved connectivity.

6.23 By upgrading the power supply between Hastings and Tunbridge Wells, capacity and access to strategic growth locations will be improved. There will be better access for existing and potential new businesses and improved access opportunities along the coastway, and to London, for those currently in or seeking employment, for education, training, leisure and social purposes.

6.24 Network Rail is currently in the process of undertaking study work looking at rail improvements in the Hastings area, including on the Hastings-London line, which includes consideration of upgrading the electricity supply between Hastings and Tunbridge Wells to enable a 12-car service to operate on a more frequent basis.

Our aspirations for improving rail infrastructure and rail services on the Hastings line (via Tonbridge) are:

Hastings line (via Tonbridge)	
Infrastructure Improvements	Upgrade the power supply south of Tunbridge Wells to enable a regular 12-car service to run to Hastings.
Service Improvements	Reduce journey times on the route.
	Provision of additional trains to London.

Wider Improvements

6.25 In addition, there are a number of wider improvements to the rail network in the county that would complement the infrastructure and service improvements identified for each of the lines above. Our aspirations include:

Wider improvements	
Access to Stations	Work with Network Rail and the TOC's to improve car parking and address local issues on residential roads near stations.
	Increase cycle parking at all stations.
	Improve bus/rail interchange at key stations in the county – Bexhill, Hastings, Eastbourne, Lewes, Polegate, Rye, Uckfield, Crowborough.
	Improve bus links from Hailsham to Polegate rail station to support housing and employment development.
Community Rail Partnerships	Continue to work with Sussex CRP and existing line groups to promote rail usage on these lines (Uckfield, Seaford – Brighton, Marshlink).
	Investigate other opportunities for further line groups in the county.

7. Delivering the Strategy: Rail Strategy Action Plan

Context

- 7.1** Shaping Rail in East Sussex identifies the County Council's aspirations for the rail infrastructure and service improvements the County Council wish to see come to fruition in East Sussex.
- 7.2** Recognising that in order to achieve a greater likelihood of securing investment towards specific rail infrastructure improvements, and a need to focus our efforts, the Rail Strategy Action Plan (RSAP) identifies the County Council's immediate priorities for delivery, focusing on how rail can deliver the County Council and the Local Enterprise Partnership's key priority of economic growth by improving access to jobs, education and training. This reflects how the rail industry is assessing future improvements through the imminent Route Studies which form part of the Long Term Planning Process (LTPP).
- 7.3** In identifying the County Council's priorities a number of factors have been taken into consideration:

Rail Strategy Consultation

- 7.4** A four week consultation was undertaken on the draft strategy. As part of the consultation on the draft strategy, a rail symposium was held with key stakeholders in September to seek their views on the rail priorities for the county that would deliver economic growth and create jobs. Information received on rail infrastructure improvements has fed into the RSAP, and the comments received on rail service improvements will aid future discussions with the rail industry – namely the train operating companies – on improvements which should be made to improve the passenger experience.

Views of Business on Rail Priorities

- 7.5** Businesses were asked by the South East Local Enterprise Partnership (SE LEP) in November 2012 to identify the strategic transport priorities for the road and rail network. From a rail perspective, the businesses who responded identified the need for improving overall transport links between the South Coast and London and increasing rail capacity as important to supporting their growth.
- 7.6** Specific schemes that businesses identified as particularly important were improving rail capacity between Hastings and Ashford, and the electrification and dual tracking of the Uckfield line.

Scheme Appraisal

- 7.7** Rail infrastructure schemes have been assessed and appraised in relation to their contribution towards local and LEP objectives, delivering jobs and housing, their deliverability including risks and acceptability, and their environmental and social impacts.

Our Priorities

Electrification and dual tracking of Ashford – Hastings

- 7.8** From the consultation, business survey and scheme appraisal, the electrification and dual tracking of the Ashford – Hastings line scored most favourably.
- 7.9** The electrification and dual tracking of the Ashford – Hastings line is considered to be critical to economic growth in the county. Reducing journey times, improving frequency of the services, and enabling electrified services to run along the length of the East Coastway, will benefit and make

it more attractive for commuters travelling to key employment and education and training destinations along the route; such as Lewes, Eastbourne, Bexhill, Hastings and Ashford.

7.10 It will help to promote investment in the coastal communities in East Sussex and strengthen the economic advantage of our strategic growth locations, which includes Hastings, Eastbourne and South Wealden, as well as provide an improved link to High Speed services at Ashford International Station and those to the Continent.

7.11 It will also lead to increased patronage and demand on the line, which in the medium / long term help the business case for other improvements identified as aspirations along the East Coastway.

Electrification and dual tracking of Uckfield – Hurst Green

7.12 From the consultation process, improvements to the Uckfield – London line were identified as the second priority in the county.

7.13 We see the electrification and dual tracking of the line between Uckfield and Hurst Green as the immediate priority for delivering economic growth, which will help to promote links from the centre of the county into London. This will increase the capacity along the existing line and help to reduce journey times and improve the frequency of services. As with the Ashford – Hastings line, this would enable the train operating companies to run electric trains across the whole of their network thereby using their rail units on a more efficient basis rather than using the current diesel units. The consequential increase in patronage and demand on the line will help the business case for other aspirations for improvements on the Uckfield – London line to come forward in the future.

Next Steps

7.14 The RSAP will be used to inform Government, the rail industry, LEPs and stakeholders, of the County

Council's priorities for rail infrastructure improvements in East Sussex. It is important to highlight the economic growth benefits which would be achieved from the implementation of the infrastructure priorities identified in the RSAP, i.e. schemes along the East Coastway line and the Uckfield to London line.

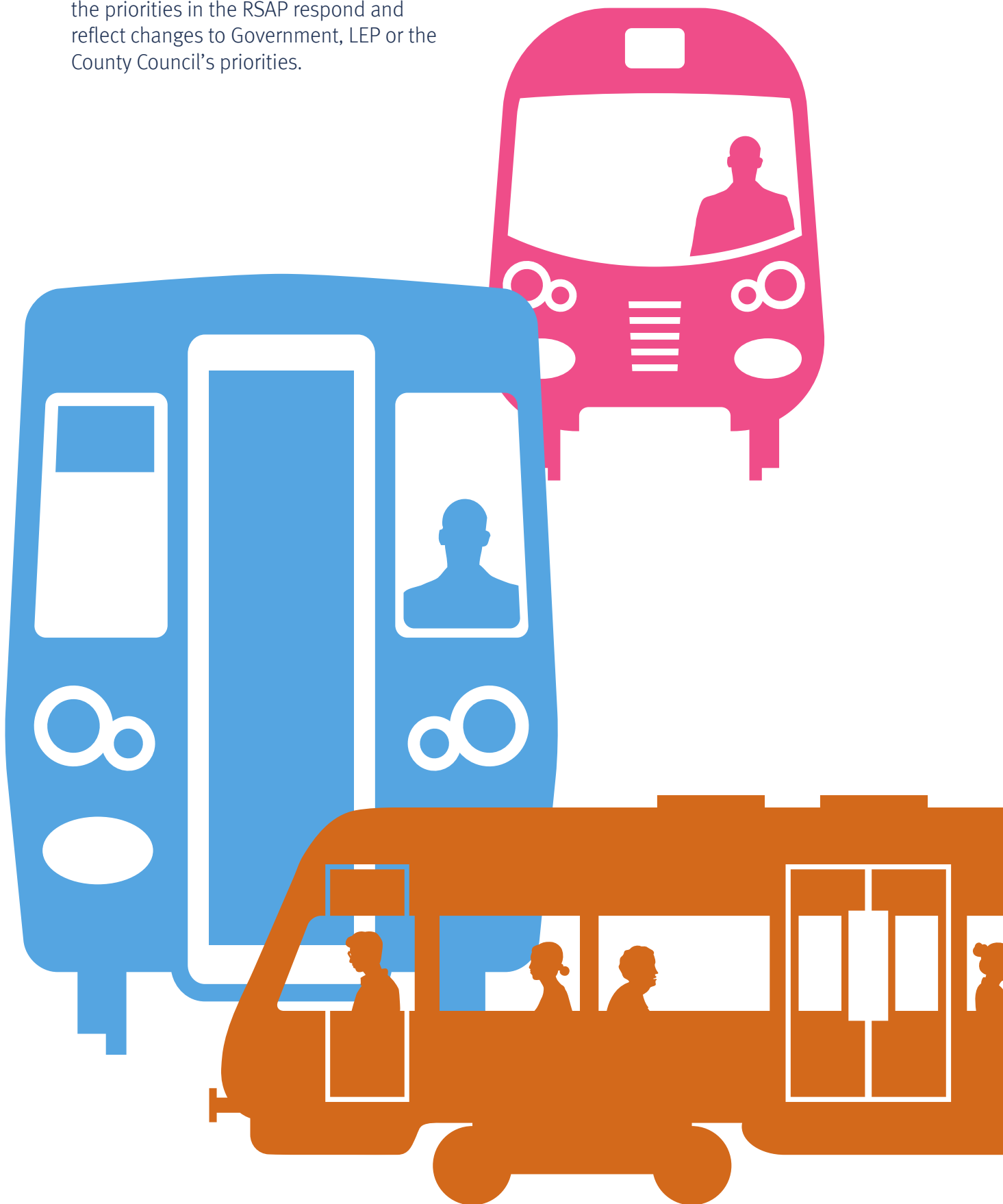
7.15 The priorities identified in the RSAP will be used to focus the County Council's efforts, including working with stakeholders in order to progress these schemes, securing funding, and achieving the inclusion of these projects within the relevant strategies and forward programmes for delivery.

7.16 There are some forthcoming opportunities which the County Council will take advantage of to promote its priorities. These include:

- Network Rail's Long Term Planning Process 'Route Studies'.
- Informing, and liaising with Government on our top priorities for rail investment.
- Presenting a case for investment through the South East and Coast to Capital LEPs.
- Ensuring the South East Plan chapter corresponds with the outcomes of the Rail Strategy and RSAP.
- Continued engagement on the Thameslink franchise with the shortlisted bidders / successful bidder to make them aware of our intentions to progress this project, and to seek support, evidence and funding to secure these improvements in the short term.
- Continued engagement with Southeastern on our aspirations for rail improvements on the Hastings-London line and the connecting rail network.

7.17 As time progresses, policies and the scale / type of development in the county may change, and these factors may influence the viability and need for certain aspirations. For this reason the RSAP will be reviewed on an annual

basis to consider changes to policy, local development etc which may influence the hierarchy of priorities. This will ensure that the priorities in the RSAP respond and reflect changes to Government, LEP or the County Council's priorities.



East Sussex County Council

County Hall

St Anne's Crescent

Lewes BN7 1UE

Phone: 0345 60 80 190

Fax: 01273 481261

Website: eastsussex.gov.uk/contactus

May 2014 • 14-15 085



Richard Berry,
London Assembly,
City Hall,
The Queen's Walk,
London
SE1 2AA

Sent via email to:
transportcommittee@london.gov.uk

Please reply to : Civic Centre
Silver Street
Enfield
Middlesex
EN1 3XD

E-mail : 

Phone : 

Your Ref :

Date : 1 July 2015

Dear Sir

The case for rail devolution in London

Thank you for the opportunity to contribute to the London Assembly's Transport Committee investigation into the devolution of National Rail services in London.

As outlined in previous responses to consultations on the devolution of rail services, Enfield Council supports responsibility for London suburban rail services sitting with London regional government.

This support is based on the devolution of services leading to improved service frequencies and reliability, better quality trains and stations, as well as significant improvements in the overall customer experience.

At the moment Enfield is served by Great Northern and West Anglia services provided by three different operators: Abellio Greater Anglia, Govia and London Overground Rail Operations Limited.

Whilst in general peak services are relatively frequent there are still gaps in the provision, most notably at Angel Road station which is located next to the £1.4bn development site of Meridian Water yet only receives one train per hour, at best. Off peak the service falls away considerably with many stations seeing only two trains per hour which is below the four trains per hour standard set by TfL for suburban rail services in London.

In addition there are relatively poor station environments, including an absence of staff, served by life expired and low capacity rolling stock. All of this significantly impacts on customers as shown in the National Passenger Satisfaction surveys which highlight issues with reliability, rolling stock, stations and, unsurprisingly, value for money across the board.

Against this backdrop Enfield Council has supported the devolution of services to the Mayor of London, in particular on the Great Northern and West Anglia routes. This is because the devolution of other services to form the London Overground network, operated by Transport for London, has seen much needed investment in stations, trains and staff with corresponding improvements in customer experience, frequency and reliability.

The Council is now waiting to see whether this is the case for the West Anglia services from Liverpool Street to Enfield Town and Cheshunt which have been devolved to TfL and became part of the London Overground network on 31 May. Whilst early performance has been poor, the operating company has been set an ambitious plan for implementing improvements, which should see noticeable positive changes in the first year.

With all of this in mind there are a number of reasons why Enfield Council continues to support further devolution of London suburban rail services, in particular on the Great Northern and West Anglia routes:

- The directly elected Mayor of London is ultimately accountable for the provision and quality of services.
- Investment decisions can be made at a regional level which means London specific priorities, for example housing growth, can be taken into account.
- The contract model adopted by TfL removes revenue risk from the operator so that they can focus on delivering clearly specified levels of service, rather than simply generating profit or managing a loss.
- Evidence from the roll out of earlier phases of the London Overground network shows that investment in improving the fundamentals of the service leads to increased usage and promotes modal shift.
- Having one organisation specifying and managing the operation of services means there is greater consistency which is better for customers.
- One tangible benefit is the inclusion of services in the zonal fares system which makes life simpler and often cheaper for passengers.
- There are also less tangible benefits such as the inclusion of services on the world recognised Underground map.

However Enfield Council's support for further devolution is contingent on:

- The London Boroughs, with their locally accountable Councillors, having a direct and ongoing input into the specifying and operation of services.
- High standards of service being maintained and where they are not currently being achieved, for example off peak services to Enfield Town only operating at two trains per hour, the Mayor of London specifying how and when this will be addressed.

- Investment in services also supporting housing growth and regeneration, as well as improved access to employment, particularly in the Upper Lee Valley which is London's largest Opportunity Area.
- Fare increases being minimised and revenue protection being increased.
- Further consideration of the conditions relating to the use of the Freedom Passes and the impact this has on already cash strapped London boroughs.

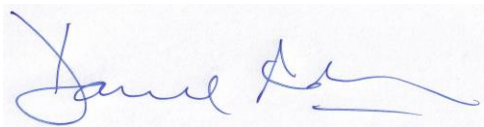
Conclusion

In summary, Enfield supports the principle of rail devolution where it will:

- Bring more of the railway in London under closer democratic control by London's regional and local government.
- Offer best value for passengers and funders.
- Focus investment on the currently neglected inner-suburban services.
- Provide a better customer experience.
- Ensure that the rail services are developed to support economic growth in line with Mayoral and borough priorities.

I hope this clarifies the Council's views about rail decentralisation, but please get in touch if you require any further information.

Yours faithfully



Councillor Daniel Anderson

Cabinet Member for Environment,
London Borough of Enfield

The London Assembly Transport Committee

The Case for Rail Devolution in London

The response of England's Economic Heartland

1. Context

- 1.1. England's Economic Heartland is a Strategic Alliance that covers Oxfordshire, Buckinghamshire and Northamptonshire. It comprises the three County Councils (the Local Transport Authorities) and the three county based Local Enterprise Partnerships.
- 1.2. The Alliance is the partners' response to the need for strategic leadership in order to enable the economic potential of England's Economic Heartland to be realised.
- 1.3. Through the Alliance we are seeking to secure devolution of powers, accountabilities and funding from Government in relation to a number of specific areas - strategic transport and infrastructure planning; business support (including skills funding); and funding certainty.
- 1.4. Our focus on these areas comes from the evidence base associated with our Strategic Economic Plans – plans that were developed in discussion with the district councils, local businesses and residents.

2. An Economic Powerhouse

- 2.1. With a population of 1.9m and an economy valued at £46.6bn the area of Oxfordshire, Buckinghamshire and Northamptonshire is an economic powerhouse that rivals any other outside of London.
- 2.2. The area is at the heart of science and technology innovation in the UK, with a focus on competing in the global market. Our economy complements the opportunities [REDACTED] Northern Powerhouse: both are central to the UK economy being [REDACTED] prosperous major economy.
- 2.3. The economic potential of the area is set out in the Strategic Economic Plans: the potential exists to grow our economy by 20%, so that by 2020 it will generate an additional £9bn per annum for the UK economy: a further increase in our net return to the UK Exchequer.
- 2.4. Our economic success comes not from having a single dominant city, rather it comes from our network of innovators and entrepreneurs working in clusters that are inter-connected both physically and digitally. The productivity of our businesses and workforce is 30% higher than traditional city-regions: investment in new jobs generates 40% higher rate of return.



**Economic Heart
of England**

Buckinghamshire Oxfordshire Northamptonshire



Buckinghamshire
53
The Local Enterprise Partnership
producing a vision of growth



OXFORDSHIRE
COUNTY COUNCIL
www.oxfordshire.gov.uk



OxLEP
Oxfordshire Local Enterprise Partnership



Northamptonshire
County Council



nep
Northamptonshire
Enterprise Partnership

2.5. Our ability to compete successfully in global markets is dependent upon connectivity: our competition when it comes to retaining business and attracting inward investment is global not elsewhere in the UK. Local connectivity enables collaborative working by our network of innovators and entrepreneurs: the foundation of our science and innovation clusters. National and international connectivity enables those clusters to continue to be globally competitive.

2.6. Improvements in transport and digital connectivity is consistently identified as the top priority by our business community, regardless of location and business sector.

3. Rail Services – An Integral Element of the Transport System outside London

3.1. Our priority is to ensure that proposals for the development of individual transport networks is consistent with the need to create a transport system that is truly integrated and end-user focused.

3.2. Any proposal to change the current model of accountabilities and responsibilities for rail services will be judged in this context.

3.3. Rail services across England's Economic Heartland serve a number of markets – services providing access to (and –increasingly – from) London, longer-distance inter-regional services, and services meeting local needs.

3.4. The Heartland area is already benefiting from significant investment in both rail infrastructure and services – the electrification of the Great Western Main the introduction of Crossrail services in late 2018, and the construction of the Western Rail Approach to Heathrow. These investments will give rise to significant improvements in terms of access for businesses and individuals across the wider Thames Valley, up to and indeed beyond Oxford.

3.5. Improvements to the rail network (both infrastructure and services) across the wider Thames Valley must take into account not only the economic potential of England's Economic Heartland, they must be planned so as to enable the realisation of an integrated transport system that is end-user focused.

3.6. The realisation of a transport system requires informed judgement to be made as to the appropriate balance of priorities across all transport modes. Where such [REDACTED] need to be made these must have democratic accountability.

3.7. If the Government were minded to consider further devolution of powers on rail services to the Mayor (and TfL) there would have to be provision made to provide a similar level of devolved accountability to democratically accountable bodies outside of London. Failure to do this would create a democratic deficit for the services included in any devolution deal.

4. Rail Services – Changing Travel Patterns

4.1. It is appreciated that a key driver for the Mayor (and TfL) seeking further devolution of rail services is the continuing growth in demand for services. Implicit in this argument is a presumption that devolution of powers to London is the most effective way to managing future pressures.



**Economic Heart
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The Local Enterprise
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(Buckinghamshire, Oxfordshire & Northamptonshire)



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- 4.2. However, this assumes that future travel patterns will be broadly reflect current patterns. This ignores the potential of new infrastructure to affect a fundamental shift in travel patterns.
- 4.3. The re-opening of the western section of East-West Rail linking Didcot, Oxford, Milton Keynes and Bedford in 2019 is a case in point. Originally promoted as a regional scheme, this project (under construction) is now a scheme of national significance. Upon its re-opening it will overnight create a highly attractive alternative for rail travel across the Heartland area and beyond. Equally important it will create an alternative for rail travellers' that avoids having to travel via London.
- 4.4. Providing an orbital rail alternative to the current patter of radial routes into/out of London will in itself provide a measure of relief to existing rail services. In the medium to long term the re-opening of the East-West rail corridor offers potential as a corridor for growth for businesses seeking a high level of accessibility. This may in turn provide further relief to radial services into/out of London.
- 4.5. Such considerations serve to reinforce the critical importance of ensuring that any devolution of rail services to the Mayor/TfL provides an equivalent level of devolution to democratically accountable bodies representing the area immediately adjacent to London. Failure to do so is likely to reinforce existing travel patterns and miss the opportunity created by committed investment to spread the pressure more widely.
- 4.6. The re-opening of the East-West Rail line will create a new franchising opportunity, one that may have broader implications for rail services provided under the current franchising arrangements. Securing a stronger role in the franchising of future rail services is an area in which the Strategic Alliance is seeking as part of a devolution deal with Government. We would expect this ambition to be taken into consideration by Government when considering the potential to devolve further power on rail services within London.

5. Rail Services – Longer Term Planning

- 5.1. A key driver for establishing the Strategic Alliance that is England's Economic Heartland is the recognition of the need for stronger leadership on strategic transport planning
[REDACTED]
- 5.2. The question of how best to utilise the capacity on the West Coast Main Line following the opening of HS2 is an example of where a strategic approach is essential. The economic potential of the northern part of the Heartland area is in part linked to the connectivity provided by services on the West Coast Main Line. Ensuring that future allocation of capacity on this corridor takes into account the economic opportunities is a matter on which the Alliance will have a strategic view.
- 5.3. Any consideration of the devolution of responsibilities in respect of the longer-term planning of rail services must make provision for ensuring that the views of areas adjoining London are given equal weight to the Mayor. The Strategic Alliance provides the opportunity for a single strategic view to be put forward having being arrived at through a forum that is democratically accountable.



**Economic Heart
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6. Rail Services – Accommodating the needs of the Logistics Industry

- 6.1. England's Economic Heartland is physically at the heart of the transport corridors along which the overwhelming majority of the UK's imported goods flow. Our road and rail corridors provide connections from all of the South Coast ports through to the distribution centres in the East Midlands, and from there onward distribution to the rest of the UK
- 6.2. Such is the complexity of the rail network in the wider South East that ensuring adequate provision for rail freight movements is maintained should be viewed as a UK priority.
- 6.3. Any proposal to devolve greater accountability for rail services to London should therefore include safeguards that ensure the needs of rail freight are protected,

7. Future Engagement

- 7.1. England's Economic Heartland has been established in response to the need for stronger strategic leadership when it comes to strategic transport planning and its delivery. It provides a forum in which the views of this economic powerhouse can be identified by means of a single conversation. It provides a forum that has democratic accountability in determining transport priorities. It provides the forum for engaging both with Government and the Mayor in taking forward consideration of the devolution of rail powers in London and across the wider South East.
- 7.2. The Strategic Alliance welcomes the opportunity to begin that conversation at the earliest opportunity as part of its on-going discussion with Government on a Growth Deal for England's Economic Heartland.

Contact Details:

Martin Tugwell
Programme Director

e: [REDACTED]
m: [REDACTED]



**Economic Heart
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Buckinghamshire Oxfordshire Northamptonshire



Buckinghamshire
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29th June 2015

Richard Berry,
London Assembly,
City Hall,
The Queen's Walk,
London
SE1 2AA

Dear Richard,

Response of the London Assembly's Transport Committee investigation into the proposed devolution of National Rail services in London

Enterprise M3 Local Enterprise Partnership fully supports and endorses the joint response to your investigation that I have submitted on behalf of the seven LEPs that cover the Greater Thames Valley. In addition I would like to highlight a couple of further issues of particular local relevance to Enterprise M3. I would ask that the two responses are read in conjunction with one another.

Any devolution of rail services would clearly need to be considered within the context of the proposals for Crossrail 2. As a means of providing further capacity on all routes into Waterloo over the longer term, the LEP strongly supports the Regional proposals for Crossrail 2, and has already engaged directly with the rail industry and TfL to help inform the further development of these proposals.

The LEP believes that the "regional" option would generate considerably greater benefits and connectivity improvements than the "metro" option for the whole area. Therefore we believe that any devolution needs to be based on the regional option. This has the potential to meet a large proportion of the forecast future demand for rail capacity on much of the network – both inner and outer suburban services - running into London Waterloo from the Enterprise M3 area.

As highlighted in the joint response we are concerned about the level of service that would operate from any areas not part of a new devolved service. These could be locations that typically maintain a strong market to and from London. Whilst it is understood that no decision has been made as to the extent over which a decentralised service would operate, if the network identified in the London Connections 2013 diagram is taken as an example, then the LEP would be particularly concerned about how services on the lines to key growth areas such as Aldershot, Basingstoke and Camberley would be treated.

It would be essential that a mechanism be put in place to properly represent the whole area in which services operate, so that London is not given a priority over other areas and services. As also explained in the joint response, this would be of detriment to areas surrounding the capital, which contain a number of major locations for economic growth as well as being essential for a vibrant economy in London itself.

A similar approach would need to be taken in consideration of the utilisation of any additional capacity that becomes available on the South West Main Line in the future. Crossrail has the potential to release some 6 or 7 train paths per hour between Wimbledon and Waterloo and investment by Network Rail outlined in the Wessex Route Study, will also provide a number of strategic improvements that will release capacity. Network Rail is proposing major infrastructure improvements such as the Woking and Basingstoke Flyovers, which will provide a significant increase in capacity along the whole South West Main Line. It is imperative that a holistic view as to the best use of this capacity is taken, so that the benefits it can bring are realised by the whole of the South West Main Line corridor and not focused solely on the needs of London.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Geoff French', with a stylized, cursive script.

Chairman Enterprise M3 LEP

29th June 2015

Richard Berry,
London Assembly,
City Hall,
The Queen's Walk,
London
SE1 2AA

Dear Richard,

Response of the London Assembly's Transport Committee investigation into the proposed devolution of National Rail services in London

The seven Local Enterprise Partnerships that cover the Greater Thames Valley welcome the opportunity to provide input to this investigation by the Committee. We have produced this combined response as we believe there are aspects of the proposal on which the business community have a common view. Individual LEPs will also be submitting comments on issues pertinent to their areas and we would appreciate those responses being read in conjunction with this one.

The principle of more local determination of train services is strongly supported. We believe that the impacts of the devolution of rail powers to London on the Greater Thames Valley fall into two categories: specific impacts around the edges of the potentially devolved London area; and more strategic impacts because of the change in governance. Both aspects are considered in more detail below, after a summary of the important role rail investment must play in realising growth opportunities.

Local Enterprise Partnerships (LEPs) are public/private partnerships set up to support and sustain economic growth at a local level. LEPs operate within a network of existing business support, provided by the private sector, the public sector, and a range of membership and third sector bodies.

LEPs have no direct responsibilities for managing train services and indeed don't have the structure in place to take on such a role, but nevertheless we recognise the importance of the rail network in providing good connectivity between the LEPs' areas, Greater London and other key urban centres, such as Reading, Cambridge and hubs such as Gatwick and Heathrow Airports, enabling access to employment opportunities in and around the LEP areas efficiently and reliably.

The LEPs recognise the benefits of investing in a growing rail network, and see the need for this to be sustained to ensure that the network can cope with the forecast

growth in demand for both passenger and freight movement, requiring the provision of additional capacity.

Greater local involvement in the management of local rail services would enable them to be more closely aligned to the needs of employers and businesses. Throughout the Greater Thames Valley area significant levels of housing and employment growth are planned, much of it at locations which are in close proximity to the rail network. LEPs can help to prioritise major scheme investment in the rail network – such as re-opening of stations, new and reopened rail lines and considering how to target any improvements to train services more effectively. Engagement and involvement of LEPs would help to target investment in better bus/rail interchanges where this would have significant economic and regeneration benefits.

Services that extend just beyond London into the Greater Thames Valley are an important part of our rail network. These include intercity routes serving many destinations throughout the country as well as the London hinterland which provides a significant percentage of London's workforce. If not managed carefully there is a danger that greater powers for London could lead to the marginalisation of services into and beyond the Greater Thames Valley, if their needs are not represented alongside those of London. This could affect service frequencies, journey times, rolling stock availability and train pathing.

Given the scarcity of rolling stock and the congested nature of our rail infrastructure, investment in new resources will play a particularly important part in improving rail services. This makes the ability to shape rail strategy vital. Strategically, the devolution of rail powers to London alone could lead to an approach to the development of the rail network that fails to realise the opportunities presented by areas like the Greater Thames Valley. It could lead to a focus on London-radial-routes, preventing us from capitalising on alternative geographies of rail development. For instance, the huge potential that could be unlocked by planning services around the Swindon/Reading – Oxford – Milton Keynes - Bedford – Aylesbury geography that East West Rail will open up.

Both specific and strategic impacts point to the fact that, for any devolution of rail powers to London to be successful, effective provision would have to be made for surrounding areas to meet their needs too. Any devolution to London would have to include mechanisms for effective cooperation with surrounding authorities and LEPs to ensure benefits outside of the devolved London area were properly represented. Furthermore, the devolution of appropriate powers to surrounding areas needs to be explored: to allow opportunities such as east-west connectivity to be maximised and allow these areas to develop to their full potential.

A crucial element of effective local control is also having sufficient resources, both budget and staff, to deliver improved outcomes for both the passenger and tax payer. Without such resources, and the power or influence to carry out functions locally that are currently exercised centrally, there is a very real danger that devolved responsibility would not, in practice, equate to devolved influence or control and could actually lead to a worsening of service quality.

In summary, the principle of more local determination of train service patterns is supported and we, therefore, welcome devolution of passenger rail franchising as a means of improving rail services and enhancing local accountability. However, it is imperative that whatever form any devolution takes, a mechanism is put in place to properly represent the whole area in which services operate. This should include exploring further devolution of powers to areas outside of London, which must be supported by an appropriate 'deal' on resources. Otherwise there is a concern that London, especially Central London, could always be given priority over other areas and services. This would be of detriment to areas surrounding the capital, which are a major location for economic growth as well as being essential for a vibrant economy in London itself.

Thank you for this opportunity to respond to this consultation. We hope that you are able to take the views expressed above into account when deciding on how best to take forward any future proposals for rail devolution.

Yours sincerely

A handwritten signature in dark ink, appearing to read 'Geoff French', with a stylized, cursive script.

Chairman Enterprise M3 LEP

On behalf of:

Buckinghamshire Thames Valley Local Enterprise Partnership
Coast to Capital Local Enterprise Partnership
Enterprise M3 Local Enterprise Partnership
Hertfordshire Local Enterprise Partnership
Oxfordshire Local Enterprise Partnership
Thames Valley Berkshire Local Enterprise Partnership
Solent Local Enterprise Partnership

Dear Richard

Thank you for Ms Shawcross's letter of 14 May regarding rail services in London. As you are no doubt aware the planned changes to the Great Western franchise, co-terminus with Crossrail means that our future role as an operator of services within Greater London will be limited, and our role will be restricted to the operation of some stops at Ealing Broadway, Hayes and Harlington, Southall (evenings only) and Greenford Branch services.

You are also no doubt aware that the Great Western mainline is currently being modernised with resignalling and electrification work from London to Bristol, Swansea, Oxford and Newbury. As well as improving the reliability of services the newly electrified railway also offers the opportunity for both brand new long distance trains and a mix of brand new and almost new electric trains for the London and Thames Valley suburban fleet.

These will start to come into service in 2017 and will be fully deployed by the end of 2018. These services will be used to provide the Ealing Broadway, Hayes and Harlington and Southall calls that remain within our franchise.

The Greenford Branch line is not currently due to be electrified. We will therefore continue to operate our diesel turbo stock on this route. These trains have undergone a refresh and we have increased capacity for standard class customers by removing a number of first class seats.

As the branch line will be serviced by diesel trains, the service between West Ealing and Greenford will in future be provided through a regular shuttle service. This is due to start in May 2016 with connections to London services from West Ealing.

I am grateful to the Committee for the opportunity to comment on how future rail services in London should be managed. We welcome the recently announced review by the Secretary of State for Transport into the Network Rail modernisation programme and the priority given to the Great Western route. We also note the intention to look at how Network Rail is managed and we support this decision.

Given that our role within London will be very limited in future however I think it will probably be best left to others to comment on the involvement of TfL in the operation of further suburban London rail routes, although I would note that this is something that we would be happy to discuss further with TfL in respect of the Greenford Branch.

Best wishes

Mark Hopwood
Managing Director

Mark Hopwood | Managing Director | First Great Western
Milford House | Swindon | Wiltshire | SN1 1HL

e: [REDACTED] | t: [REDACTED] - MD's office



Valerie Shawcross CBE AM
Chair of Transport Committee
London Assembly
City Hall
The Queen's Walk
London
SE1 2AA

30 June 2015

Dear Valerie

Rail services in London

I am responding on behalf of Govia Thameslink Railway (GTR) to your invitation for a written submission to your Committee's investigation into National Rail services in London.

Service performance

In February 2015, Network Rail, GTR and Southern launched a joint improvement plan aimed at improving punctuality and reliability for passengers on Thameslink and Southern. The plan, which recognises the impact on our services of the works at London Bridge, involves a series of actions, including:

- Targeted investment by Network Rail to address latent defects and improve infrastructure reliability on the Brighton Main Line and the Thameslink route avoiding London Bridge
- New train introduction on Brighton to Bedford services, and additional units for Thameslink to help avoid 'short forming'
- Driver resilience programme, stepping up recruitment and enhancing productivity
- Additional operational resource and co-location with Network Rail to reduce delays and their impacts
- Reviews of the timetable and operational plan to ensure resilience at London Bridge
- Measures to improve customer flow and provide better information at London Bridge

We have continued to report on progress in the delivery of this Plan through updates published every four weeks. Since the start of 2015, there has been sustained improvement in performance on both Thameslink and Southern; in Rail Industry Period 2 (3-30 May) our PPM was 86.5% on Southern and 85.8% on Thameslink.

We will continue to deliver the actions set out in our Plan, including a new timetable for the Brighton Main Line in December 2015 which provides more even spacing between services to reduce the knock on impact of delays. From next year, the new Siemens fleet is being introduced on Thameslink and the full delivery of the £6.5billion Thameslink Programme in 2018 will provide more capacity, more journey opportunities, better reliability and more comfortable journeys.

We would be happy to provide you with further briefing on the steps we are taking, with Network Rail, to improve our service performance.

Franchise governance and policy

Your letter asked various questions regarding franchising governance and policy, and the Thameslink, Southern and Great Northern (TSGN) franchise in particular.

The particular arrangements relating to the TSGN franchise around revenue risk were put in place by the Department for Transport in recognition of the level of disruption to service patterns (with uncertain impacts on revenue) that would arise as a consequence of the Thameslink Programme works.

GTR is focused on delivering the plans and requirements set out in our franchise contract. Consequently we do not wish to comment further on the relative merits of different options for structuring franchises. We will work closely with the Department for Transport, Transport for London and other stakeholders, when the need arises, to ensure that any future contractual arrangements are designed to ensure outcomes that are cost effective and beneficial to customers.

Yours sincerely,



Charles Horton
Chief Executive Officer

Valerie Shawcross CBE AM
 Chair of Transport Committee
 London Assembly
 City Hall
 The Queen's Walk
 London
 SE1 2AA

15 July 2015

Dear Valerie

Delay compensation: comparisons between GTR and TfL

Your Committee's first session regarding National Rail services in London featured some discussion about compensation for passengers for delays, an issue we provided information to you about following my appearance before the Committee in March.

In recent weeks there has also been further comment in the media about the issue, with comparisons attempted between the arrangements used by TfL and those of National Rail operators. I thought it may be useful to provide your Committee with a comparison we undertook between the delay compensation policies and mechanisms used by Govia Thameslink Railway and that of TfL. We have taken the time to research this in some detail and have made various enquiries of TfL.

The following table outlines the different policies and mechanisms. It can be seen it varies across the criteria as to which provides for more generosity and ease of use. For example, whilst London Underground (not London Overground) pay out for 15 minute delays, neither London Underground nor London Overground pay out for delays with non-industry causes (e.g. weather, fatalities, passenger ill on a train).

	TfL	Govia Thameslink Railway
Compensation criteria		
Length of delay before claim accepted	15 mins on LU; 30 mins on London Overground	30 mins
Do you pay for outside industry control? (e.g. weather, fatalities, passenger ill on a train).	No	Yes
Do they offer enhanced compensation	No	Yes, where passengers are delayed over 30 mins on 12 occasions in a four week period.
Amount of compensation	Single fare	Minimum of 50% of cost of affected journey

	TfL	Govia Thameslink Railway
Applications		
Do passengers receive notification of their eligibility for compensation?	No.	Not currently. But we will be providing this for facility for holders of 'The Key' smartcard by 2017.
Is compensation paid out automatically?	No. (But provision is made on occasions for this to be provided on a discretionary basis to registered Oyster card holders).	No.
Can you claim online?	Yes	Yes
Can you register an account?	Yes	Yes
Can you submit through other channels?	No - even with a paper ticket you must apply online	Customers can claim online or sending a paper form to the freepost address
How long do passengers have to make claims?	14 days	28 days
Fulfilment		
How compensation is paid	Back to Oyster card, refund into bank account or web credit. Paper tickets are only refunded into bank account	Rail Travel Vouchers (these will be cashable later this year). Web credits (e-vouchers) will be available from later this year.
How long for compensation to be paid	Approx 7 days	Approx 5 days

The particular issue of automatic compensation is one that we are keen to see accurately and fairly represented. As referred to in the table, TfL do, on some occasions, provide automatic compensation to registered Oyster card holders, following abnormal levels of disruption. However, TfL has informed us that this entirely discretionary measure has only been used six times in the last 12 months across their entire network. All of these instances relate to London Underground; none related to London Overground despite them having incidents involving severe disruption (e.g. failed train on 3 March that contributed to the widely reported crowding that evening at London Bridge).

In the discussions my team have had with them, TfL has highlighted both the difficulties involved in identifying affected customers, and the discrimination against paper ticket holders and non-registered Oyster users as reasons why this measure is used sparingly. Unfortunately an impression seems to have been given from various sources that TfL provide automatic compensation following serious delays as a matter of routine.

We recognise that there is dissatisfaction in regard to delay compensation arrangements. GTR is actively engaging with its customers and stakeholders on this issue to look at practical and feasible ways of making things better. In doing so, we are keen to ensure that public comments describing and explaining the different arrangements are factually based, and provide a fair reflection of what happens in the vast majority of cases where London rail and tube passengers are delayed. We would particularly appreciate it if this could be the case with any analysis and recommendations that your Committee makes about passenger compensation in its forthcoming report on National Rail services in London.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'Charles Horton', with a long horizontal line extending to the right.

Charles Horton
Chief Executive Officer

London Assembly Transport Committee Consultation: Rail Services in London Response of Hertfordshire County Council July 2015

With 51% of commuting trips to London from Hertfordshire being by rail, equating to 60 000 people per day, rail connections to London from the county are particularly important. Hertfordshire County Council therefore appreciates the opportunity to provide comments for your investigation into 'National rail services in London' and have responded to your questions below:

1. What are the main concerns you have with National rail services in Hertfordshire?

- Main line capacity into London both now and in the future with significant forecast population, employment and housing growth in the county; a number of lines in the county are forecast to be over capacity by 2031 (Midland Main Line – 133%, West Coast Main Line – 107%, Great Northern – 104%); 18% population growth in Hertfordshire by 2031, equating to an additional 230 000 people, particularly in the Watford area; 15% employment growth by 2031, equating to an additional 80 000 jobs
- Peak time overcrowding on key services
- Low service frequency and slow journey times from some stations
- Poor reliability of some services
- Poor quality of some rolling stock
- Quality of station facilities
- Connectivity to broader range of destinations, directly or with limited need for change

2. In what ways could rail connections between Hertfordshire and London be improved?

In general, addressing the concerns highlighted in question 1 would improve rail connections between Hertfordshire and London, but of particular importance, as highlighted in our 2011 Rail Strategy, and our emerging new Rail Strategy 2015, are the following:

West Anglia Main Line

- Provide sufficient capacity into London (capacity is forecast to be reached by 2031 at 97%; significant housing and population growth in Hertfordshire, Essex and Cambridgeshire by 2031 - +15% in Broxbourne, +26% in East Cambridgeshire; planned growth at Stansted Airport - from 18-45m passengers/year by 2030)
- Improve journey times from Bishops Stortford and Hertford East branch to London (relatively slow compared to stations of similar distance from London – 51 minutes for Hertford East)
- Improve service frequency and capacity from Hertford East branch to London (only 2 trains per hour currently; significant growth forecast at Hertford/Ware)

Hertford Loop

- Improve capacity, frequency and speeds of services into London (forecast overcrowding of 104% by 2031; significant population growth of +18% in East Herts and +15% in Broxbourne by 2031)

East Coast Main Line

- Provide sufficient capacity to London, particularly from Welwyn Garden City (employment growth of +27% in Welwyn Hatfield and +13% in Stevenage; heavy congestion on A1(M))
- Increase service frequencies to London from Hatfield and Potters Bar, which are relatively low compared to other similar size stations (e.g. St Albans 10tph and Hatfield 6tph)

West Coast Main Line

- Provide sufficient capacity to London and improve service frequency to London (overcrowding of up to 107% by 2031, significant growth in the Watford area - population +20% and employment of 16%, road congestion on M1 and M25 motorways)
- Reinstatement of WCML to Brighton Main Line services via the West London Line to Gatwick

Station and train facilities

- Station and train facilities should meet the needs of all passengers
- New/improved rolling stock to provide greater capacity appropriate to length of journey, quicker journey times with quality interiors that are regularly maintained and cleaned
- Oyster or ITSO compliant smart ticketing
- Improved staff presence/security

3. *What changes to the way the rail services are governed, particularly the franchise system and accountability mechanisms, do you think could improve services for your residents?*

There should be a process to give Hertfordshire residents a say in the governance of any devolved services to balance the fact that these matters would fall under the jurisdiction of a mayor democratically accountable to the London electorate

4. *How rail have services for your residents been affected by the extension of the London Overground network in Hertfordshire?*

The County Council has seen significant improvements to the London Overground route to Watford Junction since TfL took over its management, with corresponding passenger satisfaction scores increasing and being well above those for other rail lines in the county. Improvements have included increased service frequencies, improved reliability, greater staff presence/security, higher quality rolling stock, improved maintenance and promotion.

Because of our experience with the Watford Overground services we supported TfL's proposals for inner suburban services on the West Anglia Main Line, between central London and Cheshunt Station, being devolved to TfL control. Indeed we would have preferred devolution of services from London to Hertford East because this would have had a much greater impact for Hertfordshire residents/visitors with the potential of service improvements, Oyster and station enhancements at more stations.

5. *Do you support TfL's proposals to take control of additional suburban rail routes serving London and adding to the London Overground network? How would your residents be affected by this change?*

We would support the devolution of additional suburban rail services if this would provide journey benefits in line with what has been highlighted in the response to question 2 and providing that:

- Existing passenger service levels and facilities would not be compromised
- Any introduction of a zonal system would not lead to higher local fares within Hertfordshire where neighbouring stations fall into different zones.
- Existing arrangements linking bus and rail tickets in Hertfordshire were not jeopardised
- There would be a process to give Hertfordshire residents a say in the governance of any devolved services to balance the fact that these matters would fall under the jurisdiction of a mayor democratically accountable to the London electorate

- Service levels and infrastructure quality would be improved through continued and ideally enhanced investment that comes from a central funding source and/or does not constrain the County Council's existing commitments or priorities
- The devolved service would contribute towards the objectives of the County Council's Rail Strategy

6. *Are there any alternative models of devolution that could benefit rail passengers in London and surrounding areas?*

We have no comments to make in this regard.

From: [REDACTED]
To: [Transport Committee](#)
Subject: RE: How would you run your own railway?
Date: 01 July 2015 16:02:44

Richard Berry,
London Assembly,
City Hall,
The Queen's Walk,
London SE1 2AA

Dear Mr. Berry,

I am the Associate Director for Energy, Transport and Climate Change at the Institute for Public Policy Research (IPPR).

In response to your call for submissions about the devolution of rail in London, I include below a link to our report, published last summer, on how to reform our bus and rail markets. In the report:

- We argue that public sector rail operators should be allowed to compete for franchises as and when they come up, including as part of a joint venture with the private sector.
- We believe this helps ensure that taxpayers and consumers get the best value for money.
- We believe that there is an important role for regional transport bodies like TfL to encourage greater integration of rail with buses and other modes of transport.

http://www.ippr.org/assets/media/publications/pdf/greasing-the-wheels_Aug2014.pdf?noredirect=1

As such, we believe there is a strong case for TfL to take control of all suburban rail routes in London.

Best wishes

Will

Will Straw
Institute for Public Policy Research
Associate Director for Energy, Transport and Climate Change

Direct: +[REDACTED] • Mobile: +[REDACTED]
Reception: +44 (0)20 7470 6100
Twitter: @wdjstraw

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Paul Carter CBE Leader of the Council

Ms Valerie Shawcross CBE AM
Chair of the Transport Committee
London Assembly
City Hall
The Queen's Walk
LONDON
SE1 2AA

County Hall
Maidstone
Kent ME14 1XQ
Tel: 03000 410009

05 June 2015

Dear *Ms Shawcross,*

Proposed transfer of Southeastern Metro rail services to Transport for London

Thank you for your letter of 18 May setting out details of the investigation launched by your committee into National Rail services in London, and in particular requesting Kent County Council's response to questions concerning devolution proposals made by the Mayor of London and Transport for London (TfL).

1. What are the main concerns you have with National Rail services in Kent?

The main concerns we have are level of fares, service reliability and cleanliness of trains. While it is recognised that peak fares and season ticket rates are determined by Government policy, this issue more than any other causes the greatest concern for Kent's rail commuters.

During recent years there has been considerable improvement on the part of Southeastern, with many routes in Kent having a more robust timetable to cope with network delays, and the extension of the High Speed services to form a two-way loop around the east Kent coast. There are still serious problems caused by lack of peak period capacity on Kent's rail network, which will need to be addressed by Network Rail's forthcoming Kent Route Study which will identify the needs of the county's rail network for the period 2019 to 2024.

2. In what ways could rail connections between Kent and London be improved?

Faster journey times, omitting some of the outer London suburban stops, would certainly benefit some routes such as that via Maidstone East. Passengers using the services from Tunbridge Wells, Tonbridge and Sevenoaks suffer from serious overcrowding, and it is difficult to foresee any early solution to this given the full capacity at which the network is operating. There will be one significant improvement to Kent's connections with London from 2018, when the new Thameslink service will commence operation between Maidstone and the core City stations, re-instating a direct link to the City for mid-Kent passengers.

paul.carter@kent.gov.uk

15-0948

3. *What changes to the way the rail services are governed, particularly the franchise system and accountability mechanisms, do you think could improve services for your residents?*

Southeastern offers a very good level of stakeholder engagement, with stakeholder forums and meet the manager sessions, as well as participating in Kent County Council's annual rail summits. The overriding issue that concerns Kent's rail passengers in respect of the governance arrangements is the centralisation of peak fares policy, which removes from the operator any local accountability for commuters' fare levels.

4. *What would be the advantages and disadvantages of TfL's proposals to take control of suburban rail routes serving London and adding these to the London Overground network, particularly those on the current [Southeastern] franchise? How would your residents be affected by this change?*

Kent County Council will represent the interests of Kent's rail passengers in any forthcoming devolution proposals. Rather than respond in terms of advantages and disadvantages, Kent County Council's position can be summarised as follows.

These would be Kent County Council's "red lines" which we would state from the start were non-negotiable:

- While Government policy determines peak and season fares and the franchise operator determines off-peak fares, Kent County Council would insist that any devolution proposal had no detrimental effect on Kent's fares, for example by any re-allocation of DfT subsidy within the existing franchise. The interests of Kent's rail passengers must be protected, and Kent County Council would insist on a guarantee that fares charged in Kent were no higher as a result of devolution.
- The Mayor and TfL can ensure that the interests of passengers using Southeastern services outside London are protected by giving an absolute assurance that the existing paths for Kent's Mainline services would be protected, and that there would be no reduction or diminution of services from Kent by guaranteeing their existing paths as part of the Metro transfer agreement between the DfT, TfL and the new franchisee.
- In particular, extra capacity on peak period Metro services can only be permitted through the lengthening of existing trains rather than through the allocation of additional paths. There must be no negative impact on longer-distance Kent services. The only exception could be the Bromley North line, which is a self-contained branch line which would not affect Mainline capacity.

- In addition to these “red lines”, KCC would also look for advantages for some of Kent’s rail passengers. As part of their existing franchise specification, Southeastern will have introduced Oystercard at Dartford and Swanley before the end of their franchise period. The extension of Oystercard to Gravesend, Dunton Green and Sevenoaks stations, at least in respect of TfL operated Metro services (and potentially in respect of Mainline services with the agreement of the post-2018 TOC) would be one such improvement. There is also scope for some improvement in journey times by the omission of some outer London stops (e.g. St Mary Cray) from longer-distance Kent services. This, and other stations in Greater London such as Bickley, will in any event be served by the new Thameslink service due to start in 2018.

Kent County Council would welcome the opportunity to participate in a joint working party with TfL, to ensure that these “red lines” were preserved in the detailed negotiations which would precede any transfer of Metro Services from the Southeastern franchise to TfL.

5. *Are there any alternative models of devolution that could benefit rail passengers in London and surrounding areas?*

If devolution of suburban rail services in Greater London is to be delivered, then the model proposed is probably the best one. The question would then arise as to what form the remnant of the Southeastern franchise should take. It could of course be offered from June 2018 as a stand-alone franchise providing the High Speed services, and all the Mainline services to Kent and Hastings via Tunbridge Wells; or it could be subsumed into the already large Govia Thameslink Railway (GTR) franchise, which already comprises Great Northern, Thameslink and Southern services.

The most important issue for Kent County Council will not be which form devolution of London Metro services takes, but rather whether this devolution proposal delivers a better service for Kent’s rail passengers with capacity and train paths protected, fares no higher than now, and wider ticket opportunities extended to some Kent stations.

Thank you again for inviting Kent County Council to respond to the London Assembly Transport Committee investigation. Matthew Balfour, Cabinet Member for Environment and Transport, and Stephen Gasche, Principal Transport Planner for Rail, look forward to attending your Committee on 9 June.

Yours sincerely

A handwritten signature in dark ink, appearing to read 'Paul Carter', with a long, sweeping horizontal line extending to the right.

Paul Carter, CBE
Leader of Kent County Council

London Assembly Transport
Committee

Contact: Steve Craddock

Direct line: [REDACTED]

Email: [REDACTED]

Date: 1 July 2015

Dear Sir/Madam,

**LONDON ASSEMBLY TRANSPORT COMMITTEE RAIL DEVOLUTION INVESTIGATION
– LONDON COUNCILS' RESPONSE**

London Councils is committed to fighting for resources for London and getting the best possible deal for London's 33 councils. Part think-tank, part lobbying organisation, and part service provider, London Councils formulates policies, organises campaigns and runs a range of services all designed to make life better for Londoners.

London Councils welcomes this important investigation by the London Assembly. We are keen to see boroughs given more opportunities to influence the rail services operating in their areas. Whilst we consider that devolution could achieve this, we are concerned about the impact that further devolution of services operating to/from stations outside of London will have on Freedom Pass costs.

Yours faithfully,

A handwritten signature in black ink that reads "Julian Bell". The signature is fluid and cursive, with a long horizontal stroke at the bottom.

Cllr Julian Bell

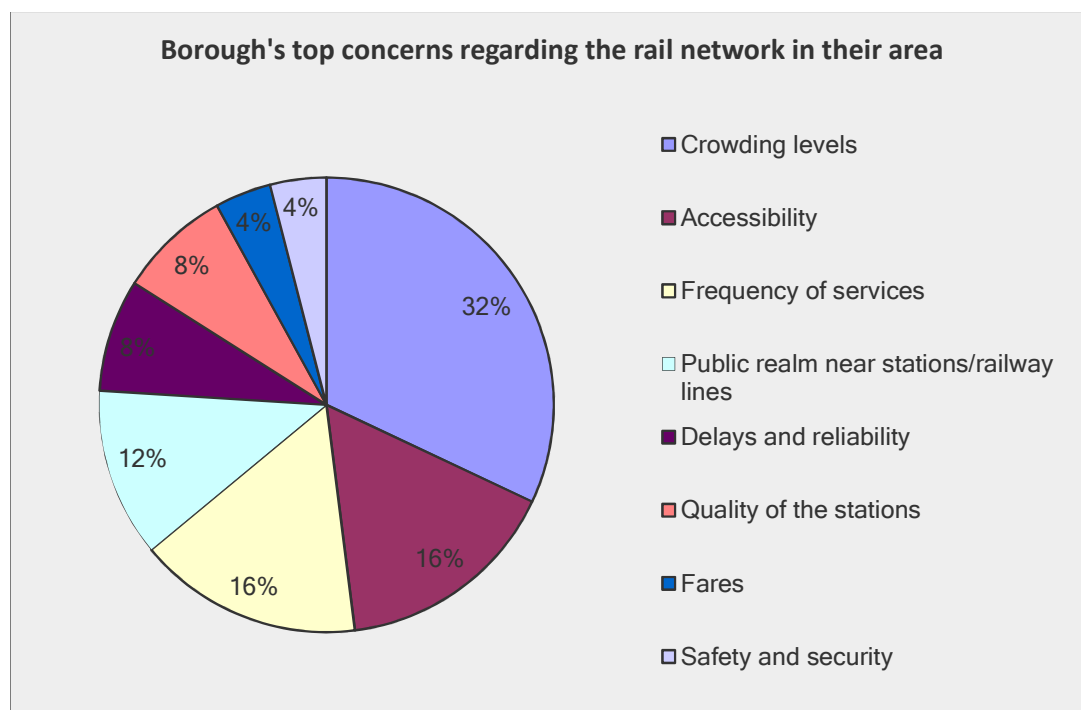
Chair of the London Councils Transport and Environment Committee

London Assembly Transport Committee Rail Devolution Investigation – London Councils’ Response

1. What are the key problems with National Rail services in London that need to be addressed?

London Councils’ Survey

London Councils surveyed borough officers on their top concerns regarding the suburban rail network in their areas in 2014. We received 27 responses from borough officers (from 25 boroughs), which raised the following issues as their top concern:



Campaign for Better Transport

In November 2013, the Campaign for Better Transport published “*The effectiveness of the Rail Network Across Great Britain – A Comparative Analysis*.”¹ To assess effectiveness they use the following measures:

- Rail Usage and Network Growth
- Service Quality and Customer Satisfaction
- Network Accessibility and Development Strategy

¹ http://www.bettertransport.org.uk/files/The_Effectiveness_of_the_Rail_Network_Across_Great_Britain1.pdf

For London the key challenges were identified as:

- London is the area with the most heavily used rail network - with the highest usage per head and where rail has the highest market share. This is followed by the South East and the East of England where the high rail usage is driven by the London commuting market.
- Outside the major hubs, station condition is below average, whilst levels of crowding are higher than anywhere else on the network. These factors (coupled with high fares) lead to levels of customer satisfaction below the national average.
- London ranks in the bottom three for perceived value for money.

National Rail Passenger Survey (Autumn 2014)

The National Rail Passenger Survey (Autumn 2014) highlights additional issues in London and the South East, with low percentages of passengers ranking the following as satisfactory or good:

- The availability of staff (34%)
- How well the company deals with delays (35%)
- Facilities and services at stations (55%).

There are, therefore, a wide range of issues with existing National Rail services that need to be addressed, whether through devolution or otherwise.

2. What changes to the delivery, funding or governance of rail services in London should be considered?

With the exception of the London Overground, which is a franchise let by TfL, the DfT is responsible for letting the franchises for rail services in London.

DfT has published a Rail Franchising Competition Guide (2013), which sets out the process that it will follow when letting a franchise. This recognises that elected representatives of the fare-paying and tax-paying public at local and national level are important stakeholders that should be engaged in the process of designing franchise specifications.

Despite this guidance, the research that London Councils carried out in 2014 suggested that boroughs' experience is that there is little commitment from the DfT to involve them in rail franchising decision making. London Councils believes that, irrespective of whether DfT or TfL is letting the franchise, boroughs should be given the opportunity to be actively engaged throughout this process, including at the final decision making stage. The DfT guidance notes that "Network Rail is consulted on the relevant non-financial aspects of each bid" and that its opinions are then taken into account by the evaluation team. Boroughs should be given the same opportunity to comment on the bids.

In addition to franchising decisions, London's local authorities should continue to be engaged in the process of preparing Route Utilisation Strategies. Greater involvement of boroughs throughout the rail planning process would help to ensure that the views of local residents are taken into account when decisions are made on service patterns, fare structures and station upgrade plans. It could also help to ensure that franchise agreements and rail infrastructure and service plans take better account of plans for how the borough, and its transport network, will develop.

3. How does the current system in London compare to those in other world cities?

London Councils has no comments to make in response to this question

4. What would devolution mean for passengers, in terms of fares, reliability, crowding, information, and so on?

Potential Benefits of Devolution

London Councils welcomes the improvements that the introduction of the London Overground has brought to the suburban rail services that it has taken over. Comparing the National Passenger Survey (Autumn 2007) findings for the Silverlink franchise with those from Autumn 2014 for London Overground shows a marked improvement against a number of metrics, including:

	Silverlink 2007 – percentage satisfied or good	London Overground 2014 – percentage satisfied or good
Overall satisfaction	76%	88%
Overall station environment	59%	71%
Information about train times/platforms	68%	81%
Connections with other forms of public transport	71%	81%
Up keep and repair of the train	44%	93%
Punctuality/reliability	75%	82%
Value for money of the ticket	39%	49%

We note that London Overground Rail Operations Ltd (2013) has identified a five-fold increase in passenger numbers since the start of its concession in 2007, with an increase from 90,000 to 427,000 in 2013. This significant increase will have reduced the number of

people travelling by less sustainable modes of transport and helped London to accommodate recent population growth.

Devolution has also been accompanied by investment in the London Overground network in London, with extensions of lines, refurbishment of stations, new rolling stock and improved staffing levels. In responding to the London Councils survey⁷ in 2014, boroughs that had seen this investment in their areas welcomed it, whilst others were keen to see stations in their areas taken over so that they are upgraded to the London Overground standard. This is seen as one of the key benefits of the London Overground and it should be ensured that funding is available to maintain this level of service and introduce the same standard on lines devolved in the future.

The integration of the London Overground service into TfL's existing public transport network has also improved information for passengers on the travel options that exist on the suburban rail network. This has made parts of London more attractive places to live, work and visit.

Devolution would increase the level of democratic accountability compared to the current system, where roles and responsibilities are diffuse and accountability is unclear. The line of democratic accountability that exists currently through ministers to parliament means that responsibility for train services is remote from users.

TfL should have general responsibility for setting rail fares for travel within the London area, resulting in greater consistency and decisions on fare structures and concessions being taken at a London level.

Impact on Freedom Pass

London Councils broadly supports greater devolution of rail services, as a means of enhancing local accountability. However, this is subject to there not being significant increases in Freedom Pass (London's statutory concessionary travel scheme for older and disabled people) costs.

The GLA Act 1999 requires the travel concessions scheme to operate on services provided by, or on behalf of, TfL. The unintended consequence is that the boroughs are funding travel outside of London, as a result of devolution of suburban rail to places like Watford Junction and Cheshunt. New TfL-run services such as Crossrail between Shenfield and Reading and further devolution to TfL will mean significant cost increases for boroughs.

Regardless of whether TfL is able to secure further devolution of existing suburban rail services, London Councils considers that this issue needs to be addressed before 2018 when Crossrail becomes operational and includes stations outside of London in the TfL network.

London Councils estimates that TfL's existing and planned take over and extension of rail services will cost boroughs an additional £13M by March 2020. By 2017/18, the Greater

Anglia routes to Shenfield and Cheshunt will have increased the annual bill by £1.7M. The addition of the Paddington to Heathrow route in 2018/19 and the opening of Crossrail from Paddington to Abbey Wood is expected to raise the annual cost increase to approximately £4M. In 2019/20, the Crossrail extension to Reading will bring the total additional annual costs to about £6M.

Boroughs have no say on decisions being made by TfL and DfT, despite the financial implications for them.

This issue could either be addressed by a change in legislation to limit the travel concessions scheme to TfL rail services in Greater London only (rather than in and around Greater London) or a commitment from TfL to not recover the cost of carrying Freedom Pass holders outside London from the boroughs..

Protecting direct services

Boroughs, especially those where residents and businesses are heavily reliant on rail services, are also keen to ensure that devolution does not lead to increases in the frequencies of slower 'metro' services at the expense of more direct services that connect London's economic centres with the Central Activities Zone.

5. What opportunities for additional investment and income growth could devolution bring?

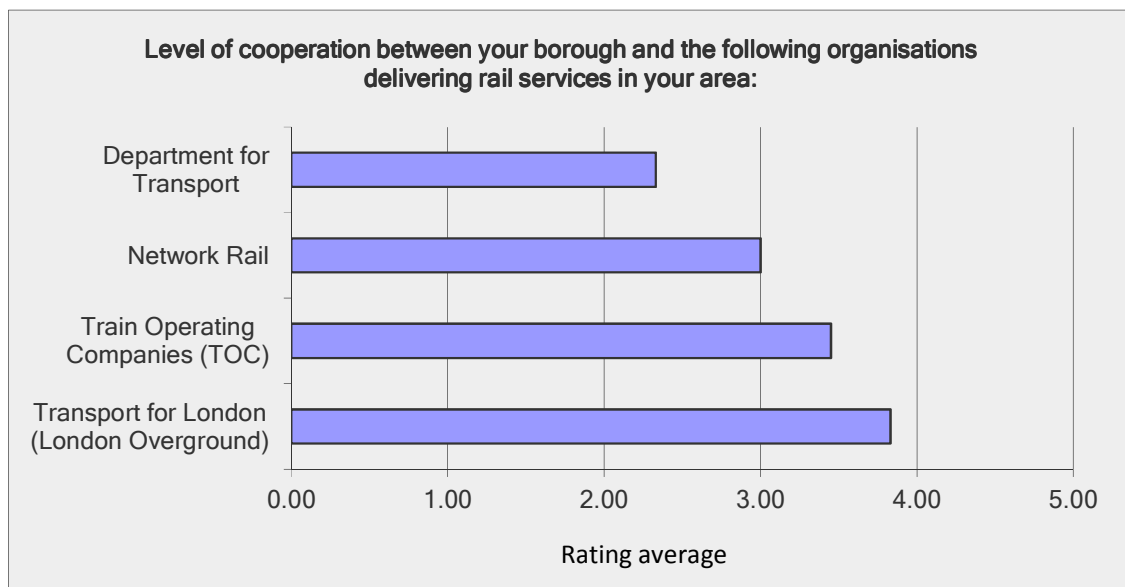
London Councils' survey from 2014 showed that many boroughs have strategies and initiatives for how rail services can be improved included in Transport Strategies, Economic Development Strategies and Local Plans. These strategies are often developed in consultation with local residents and reflect local aspirations. Devolution should ensure that these strategies and plans for the development of the rail network are better integrated and developed collaboratively.

By improving communications and cooperation, devolution would provide the opportunity to better integrate improvements to services and infrastructure into plans for the regeneration of London's Opportunity Areas and other major planned developments.

6. What are the strengths and weaknesses of the London Overground model for delivering rail services?

The integration of the London Overground service into TfL's existing public transport network is considered to have improved information, customer service and infrastructure investment and maintenance (see the response to question 4).

In London Councils' 2014 survey, borough officers reported much better levels of cooperation between themselves and TfL (London Overground) than with Network Rail or DfT.



7. What are the strengths and weaknesses of different models of rail devolution?

London Councils has no comments to make in response to this question.

8. What are the main barriers to further devolution?

We have set out what we consider should be barriers to further devolution in response to question 4, such as increased Freedom Pass costs to boroughs and the need to protect fast/direct services from London's outer economic centres.

9. Which rail franchises or routes should be the priority focus for the Mayor and TfL in devolution proposals?

The DfT has published a rail franchise schedule, which sets out the key milestones for each franchise between 2014 and 2022.

The formal franchising process for the South Eastern franchise is due to begin in November 2016 with an OJEU (Official Journal of the European Union) Notice published and the start of a Pre-Qualification Process. Boroughs and the Mayor/TfL should already have been actively engaged in the process by that point, if the DfT's Rail Franchising Competition Guide (2013) is followed. London Councils' comments on the South Eastern franchise are set out in response to question 11.

The formal franchising process for the South Western franchise is due to begin in September 2017. However, before then the DfT anticipates making a 'Direct Award' to extend the existing franchise agreement. Boroughs should be offered the opportunity to be actively involved in that process to ensure that they are able to influence the basis on which this is made. The South London Partnership will be responding to this consultation with initial

thoughts on the lines that may be able to accommodate additional services as part of the London Overground network.

10. How can the Mayor and TfL ensure that the interests of passengers outside London are reflected in any new rail devolution settlement?

London Councils has no comments to make in response to this question.

11. How can the Mayor and TfL improve their proposals for the devolution of the South Eastern franchise?

London Councils is generally supportive of greater devolution of rail services in London to the Mayor / TfL. However, boroughs are keen to consider detailed proposals for the South Eastern franchise and did not report a preference for a particular operator in recent correspondence with London Councils. Boroughs are, however, keen to see a range of issues with the existing services addressed. These include issues identified in our response to question 1, poor communication of both planned and unplanned events and the need to clarify and strengthen accountabilities over areas of responsibility so that boroughs and other stakeholders are no longer being passed between the franchise operator and Network Rail.

The South Eastern franchise currently includes 'metro' services that run to places outside of London, such as Sevenoaks and Dartford. London Councils would want to see the impact of devolution of these services to TfL (if it proposes to keep similar service patterns) on Freedom Pass costs fully investigated and, if these prove to be significant, either legislation should be changed or TfL should commit to not recovering the cost of carrying Freedom Pass holders outside London from the boroughs.

Greenwich RBC has identified a specific infrastructure/rolling stock issue that it considers should be addressed through the new South Eastern franchise. It would like to see the rolling stock updated with trains that can accommodate selective door opening and highlights the example of 12 car trains on the Greenwich line being unable to stop at Woolwich Dockyard as there are tunnels at either end of the platform which mean that the platform can't be lengthened. We anticipate that other boroughs will also have views on the infrastructure and service patterns in their area that they will want to set out and see addressed at the time that the franchise is being let. As explained above, we consider that boroughs need to be given greater opportunities to influence the decisions taken about the rail services operating in their areas.

12. Could control of rail services also be devolved to other UK cities?

London Councils has no comments to make in response to this question.

London Assembly transport committee scrutiny – the case for rail devolution in London.

London TravelWatch welcomes the Committee's investigation into this issue. We have long been supporters of the principle of devolution of rail franchising to the Mayor and have been pleased with the achievements that the London Overground model of an operating concession has delivered for passengers. Devolution is not a 'cure all' for the shortcomings for the shortcomings of National Rail services in London, but does enable a strategic, long term approach to be taken by integrating such services with the rest of those provided by Transport for London (TfL). London's rapid growth in population and economic activity, and associated increases in congestion and crowding makes such an approach essential; in turn the National Rail network must be used as effectively and efficiently as possible. .

Our response to the Committee's key questions are as follows :

1. What are the key problems with National Rail services in London that need to be addressed?

Our areas of concern are poor performance and customer service, poor value for money for passengers, paucity of services (frequency) and station facilities, and the complexity of the pricing structure for fares and tickets.

Performance and customer service

Passengers using London's National Rail services have been experiencing a long period of poor performance, in terms of reliability and punctuality. This is demonstrated in London TravelWatch's National Rail Performance reports which are available at

http://www.londontravelwatch.org.uk/documents/get_lob?id=3971&field=file . In this current year much of this poor performance can be attributed to problems within the control of the rail industry rather than weather or other outside factors. This has been reported in a special report for our Board that can be found at http://www.londontravelwatch.org.uk/documents/get_lob?id=3948&age=&field=file

In contrast, performance of London Overground, as a TfL procured service, has vastly improved since the start of the concession in 2007 from being one of the worst performing operators (under the previous Silverlink franchise) to one of the best with, very high passenger satisfaction as a result. This improvement should be seen in the context of considerable investment by TfL and others in the concession and the infrastructure that it uses. But many of the challenges the Overground has faced have been very similar to those facing other train operators in that period.

This difference in outcome for passengers is attributable to the different incentives and contracting arrangements that the devolved London Overground concession uses, rather the conventional franchise arrangements. It does this by ensuring that the concessionaire concentrates, and is incentivised to focus, on the delivery and

development of services, with the setting of issues such as fares policy and forward policy being dealt with by TfL centrally, and the commercial risks associated with ticket and other revenue are also borne by TfL rather than the operator.

The concession arrangements also incentivise the operator to manage its supplier of infrastructure (Network Rail) in a pro-active way, by anticipating problems at source and working collaboratively to resolve them. The concessionaire also has strong incentives to manage detailed aspects of service quality of a kind that are often very important to passenger well-being – such as the maintenance of stations and trains backed by objectives that can be measured in a qualitative way. In contrast National Rail franchises place more emphasis on financial performance and on perception based surveys of quality. It is noteworthy that the new TfL Rail concession by MTR Ltd includes financial penalties on the operator, where Network Rail is the cause of delays and disruption. This is a potentially useful innovation in ensuring that the operator effectively manages Network Rail as its supplier.

Standards of customer care and experience vary widely across the different franchised rail operators serving London. This suggests that it is not impossible for the franchising system to deliver passenger improvements; but such improvements are by no means guaranteed.

As a result it is not surprising that complaints about National Rail operators tend to be much higher in volume than for equivalent TfL services. TfL has integrated London Overground into its own customer service operation, and the use of automated refunds on Oyster and contactless cards when services are disrupted or where passengers have made a genuine one-off mistake has significantly reduced the volume of complaints and also improved overall levels of customer care.

TfL has also significantly improved the level of visible first to last train staffing of rail stations through the London Overground concession compared with previous and current levels on national rail franchises. This has increased passenger confidence in using these stations especially at less busy times such as evening and weekends, reduced fare evasion and crime / anti-social behaviour. TfL has also invested in automatic ticket gates, ticket vending machines and closed circuit television.

On the National Rail network within London there is a wide range of staffing levels at stations and on trains. There are examples of unstaffed stations, stations without any ticketing facilities at all and others with limited ticket office opening hours or staff presence. Some operators have in the past been subsidised by TfL to provide enhanced staffing as part of their franchise. A devolution settlement would enable these issues to be addressed in a strategic way, based on priorities set across the capital as a whole.

Accessibility of stations is an issue which passengers want to see more investment and thought put into, even where they personally might not see the benefit. TfL has been successful in securing funding for a significant number of stations on the

London Overground network to become step free from street to platform. This has been complemented by the provision of boarding ramps on a 'turn up and go' basis in addition to the conventional pre-booking service. Other train operators have also been successful in obtaining funding for step-free access, but have only introduced a limited 'turn up and go' boarding ramp service.

Regardless of whether services are devolved or not, there needs to be a commitment from DfT and TfL to further investment in step-free access at stations and towards 'turn up and go' standards for ramp service. In particular there needs to be a focus on smaller stations where works to provide this can be done more easily or cheaply. This would enable the network benefits of such works and previous investment in accessibility to be realised earlier.

Further devolution of responsibility for other rail routes should therefore also produce a similar improvement in passenger experiences.

Poor value for money

London National Rail passengers are amongst the most dissatisfied in the UK in terms of value for money for the price of their ticket. This National Rail Passenger Survey measure is shown in the London TravelWatch National Rail Performance Reports¹ and comparisons are shown with other urban rail networks in the UK and other types of rail service. In the third quarter of 2014-15 only 40% of London rail users were satisfied on this measure, compared to around 60% average of all other urban rail networks in the UK .

London TravelWatch has been concerned for some time that there has been no concerted attempt to address this issue. Accordingly we have commissioned external focus group research on the subject to find out what passenger thought constituted good value for money. This can be found at

http://www.londontravelwatch.org.uk/documents/get_lob?id=3734&field=file.

This research then led TfL Rail to commission from us further funded work on value for money on London Overground. This can be found at

http://www.londontravelwatch.org.uk/documents/get_lob?id=3896&field=file . TfL has committed itself to implementing our recommendations, and using the research to help in the specification for the replacement London Overground concession starting in 2016.

It is worth noting, however, that London Overground already has much higher passenger satisfaction with value for money than other train operators. This is attributable both to the investment that has been put into concession and to the incentives that are contained within the contract and the TfL set fares that are used. In the case of National Rail operators, whilst 'Value for Money' is a question used in the NRPS, we understand that the performance regime for most if not all franchises

¹ http://www.londontravelwatch.org.uk/documents/get_lob?id=3971&field=file

does not include any express requirement to improve passenger satisfaction in this area or contain any penalties should it decline. Consequently, train operators do not generally see the need to address this issue as a top priority.

Paucity of services (frequency)

With a number of notable exceptions, National Rail operator service levels in London generally reflect those that were provided by British Rail prior to privatisation in the late 1990's, or where TfL has previously funded enhanced levels of service e.g. Southern Metro. This reflects the tendency of franchise specifications to preserve current levels of service rather than consider active improvement. A risk averse attitude tends to prevail amongst franchisees, especially those spanning regional or longer distance services as well as Metro style services. In such circumstances, local services, even where they are heavily used, may be seen as unlikely to generate the level of financial return that could be obtained from running more long distance services.

The result is that there are significant areas of London where service frequencies are significantly lower than equivalent lines on London Underground - where frequencies have been regularly enhanced in line with growing demand and population over the same period. Many of these lines do not have particularly good alternative services. So passengers using them are often a captive market.

The table in Annex 1 highlights these lines with less than 4 trains per hour off peak or no evening or weekend service. In a major conurbation such as London, services need to be regular, frequent and comprehensive, with train frequencies allowing passengers to travel on a 'turn up and go' basis throughout the operating day (0600-2400), every day of the week. 'Turn up and go' normally would imply a train at least every fifteen minutes in each direction, with additional services at times of peak demand. Such frequencies allow passengers to travel without the need to refer to a formal timetable to make decisions about their journey choices especially in the evenings and at weekends. They also make it much easier to undertake journeys involving one or more changes en route (which is very common in London), because they remove the risk of being stranded for 29 minutes at the interchange point.

Our research on 'Value for Money' and the 'Travelling Environment' has shown that passengers consider low frequency services to represent poor value for money to them. In terms of personal security and with it willingness to use public transport at evenings and weekends, low frequencies are also a major deterrent to using public transport at off-peak times. Data from London Underground indicates that parallel London Underground lines have increased off-peak usage at a much greater rate than those provided by National Rail operators² over the period between 2003 and 2010, and this trend has continued since then.

² Page 17 http://www.londontravelwatch.org.uk/documents/get_lob?id=3523&field=file

Pricing – fares and tickets

A further major issue for London's passengers is affordability of fares and tickets. Changes to the distribution of London's population means that more people on lower incomes are living in outer London. Travel costs can be a real barrier to their accessing jobs and services which remain concentrated in central London or Docklands. For people on lower incomes there is often a trade off between paying a lower fare by travelling by bus, but with a long journey time or paying the higher rail and or tube fare and enjoying a shorter journey time.

At present there are four separate pay as you go tariffs for Oyster / contactless:- TfL, National Rail, Through National Rail to TfL and TfL West Anglia / Great Eastern. However, even within these tariffs there are variations which are not always obvious e.g. all Oyster / contactless pay as you go journeys entirely on Great Western are charged at the TfL rate rather than the National Rail one.

Availability of travel concessions can also vary depending on which route or operator is used – for example Freedom Pass holders can travel before 0930 on Mondays to Fridays between New Cross Gate and Crystal Palace / West Croydon on London Overground but not on Southern services on the same route.

The transfer of West Anglia and Great Eastern services to TfL control has long had our strong support. But it also highlights and accentuates the growing disparity in the cost of travel between North and South London. South London passengers are largely dependent on National Rail services to access central London termini, but for a journey onward eg to the West End, Kings Cross, Liverpool Street or Canary Wharf they usually need to travel by a TfL mode which then attracts an additional charge of up to £2 per journey on an Oyster / contactless card. Underground, Overground and TfL Rail passengers do not need to pay this surcharge.

A single unified rail and underground fares structure would bring greater clarity and confidence to passengers that they are paying the right fare, and address the issue of disparity between fares charged for journeys from South London as against the North. The Mayor has the ability to address this through their powers to set TfL's fares and to negotiate with train operators to achieve this.

2. What changes to the delivery, funding or governance of rail services in London should be considered?

Services provided by TfL under its concession arrangements are the responsibility of the Mayor for delivery, funding and governance. There are clear arrangements for accountability built into this. National rail services, meanwhile, are provided under franchise agreements by the DfT. These do not have the same local accountability or concern with local needs of an arrangement through TfL on the London Overground model. The rail history and geography of London means that south of the River Thames there are significant areas where most rail services are not under the

influence or control of the Mayor. This leads to major variation in the frameworks governing the services that these areas of London receive compared to those where the Mayor has direct responsibility for services through TfL.

This inequality needs to be addressed. Devolution of responsibility to the Mayor would allow consistent incentives, service standards, fares and accountability to apply throughout London.

In terms of coverage, we think TfL should procure most of the rail services in the London area through its concession arrangements. The key criterion should be intensity of use by passengers with journeys wholly or largely within the capital. This would mean including within the concession model some services that extend beyond the London boundary – as already happens with Overground trains to Watford Junction and Cheshunt in Hertfordshire.

An especially important question here is the governance of the future Thameslink service, where 24 trains per hour will run through the core central London area. There is in our view an overwhelming case for including this within the concession model. There are of course also many passengers would be making journeys from or to areas beyond Greater London, eg from Brighton, Gatwick, Bedford, Luton and Cambridge. But the best way to reflect their interests would be by developing a governance arrangement that would share responsibility for procuring and funding services between the Mayor and the appropriate local authorities outside of London. In the Thameslink example TfL would procure the service but governance would include oversight by the counties and councils of Hertfordshire, Luton, Bedfordshire, Surrey, West and East Sussex, Brighton and Hove, Cambridgeshire and Kent. This would effectively build on the existing Overground arrangements with Hertfordshire County Council.

The alternative, of continuing with a DfT based franchise once the Thameslink construction is complete (and also once Crossrail is in operation, with an important interchange at Farringdon) would in our view be highly unlikely to deliver the kind of integrated, high quality metro service that London's transport users need.

By contrast we recognise that there may be some lines within the capital where the concession approach will not make practical or financial sense. This applies especially to routes with very limited stops within the London boundary, and much larger numbers outside London. A case in point is the Chiltern route, which has only five stations within the London boundary run by the train operator plus three other stations run by London Underground. Here we think the best course may be for TfL to become a co-signatory of a franchise agreement with the DfT.. This would enable TfL to play an active role in the service specification and standards of customer service expected of the successful franchised train operator, in turn providing an element of local accountability. Arrangement on these lines have been used

extensively in other parts of the UK, eg for services in the Passenger Transport Executive areas such as West Yorkshire.

3. How does the current system in London compare to those in other world cities?

London TravelWatch is not able to comment on this question.

4. What would devolution mean for passengers, in terms of fares, reliability, crowding, information and so on?

As noted above, we think devolution on the London Overground model would lay the foundation for a significant improvement in the overall passenger experience.

In terms of fares, there are inevitably revenue constraints on what can be done to reduce absolute levels. But the creation of a single rail tariff for the whole of the capital in place of the existing four tariffs would provide a much fairer deal as between North and South London. It would also provide major simplification, aiding transparency and understanding by passengers of the cost of making journeys and it would consolidate the terms on which concessionary travel is available.

Reliability of metro style services would be subject to detailed and carefully specified concession provisions, with incentives to promote good performance and penalties for poor performance. These would have a much tighter focus on local services, than is possible when these services are part of a larger regional franchise.

As part of any future concession arrangements, we think the newly created incentives on TfL Rail to manage Network Rail as infrastructure provider (by carrying 10 per cent of the liability for any Network Rail performance shortfalls) are worthy of wider consideration. This innovative mechanism should focus attention on the need for the rail operator to work very closely with Network Rail, and to anticipate any problems.

We recognise that one concern that arose from the debate on devolution of the metro services within the Southeastern franchise was that this would diminish reliability of Kent services. We have always considered this fear to be groundless, as there have long been examples of different rail operators sharing stretches of track, and there are plenty of ways to safeguard train paths from outside London. In practice, to the extent that devolution promotes higher reliability of metro services, longer distance routes will actually benefit, as these trains would be less likely to be disrupted by delayed local services.

Our own investigations of problems on Southeastern and Southern has shown that delays and disruptions to long distance services arriving in London have an effect on local services (including those on existing Overground services for example between West Croydon and New Cross Gate), and therefore are in need of more management attention. For example a late running train from Kent to London Victoria

would cause delay to local services at potentially seven locations between the Greater London boundary and London Victoria.

Crowding issues have a relationship both with pricing policy, reliability, co-ordination of services and ongoing effective investment – in all of which the Mayor has or could have the ability to influence, and therefore improve the passenger experience. The long term and integrated perspective that TfL can bring allows planning and demand forecasting, encourages a clear focus on station upgrades and rolling stock requirements, that are expensive and require long term thinking. Pricing policy can be used to redirect use at the busiest times and sections of the network, thereby producing a crowding benefit. Crowding becomes a bigger issue when train services are disrupted, and so providing a more reliable service can reduce the impact and incidence of crowding.

5. What opportunities for additional investment and income growth could devolution bring?

This is not a question that can be answered by London TravelWatch.

6. What are the strengths and weaknesses of the London Overground model for delivering rail services?

This is largely covered under our response to question 2. However, objective measures of performance, incentives to run services reliably, to collect revenue that is due to the concession, and to innovate in customer service (e.g. the introduction of a 'turn up and go' disabled persons assistance service) are some of the strengths of the London Overground model.

The need for London Overground to use the National Rail Conditions of Carriage in line with other operators could be considered a weakness as this means it is difficult to achieve consistency with the Terms and Conditions for TfL that apply to other modes of transport. (See London Assembly report on TfL customer service³).

7. What are the strengths and weaknesses of different models of rail devolution?

This is not a question that can be answered by London TravelWatch from our experience. There are other examples of rail devolution such as franchising by the German 'Länder' authorities (including Berlin and Brandenburg), however we believe these largely tend to follow the London Overground model of service provision. We will however be interested to see any conclusions that emerge from this consultation.

8. What are the main barriers to further devolution?

These can be identified as practical, institutional and misunderstanding of risk.

³ <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/tfl-customer-service-next-steps>

Practical

TfL has been fortunate that the current devolved railway services are largely self-contained in terms of rolling stock and train staff. However, those of other train operators such as Southeastern and South West Trains have much higher levels of integration with services that run well beyond the London area. For example a Southern service from Victoria to London Bridge, may on arrival at London Bridge form a service to Brighton or Horsham. Devolution will mean the separation of rosters of stock and drivers. In the case of the recent takeover of the West Anglia routes, this resulted in the need to lease a further three train sets and recruitment of additional drivers.

Many train operators for operational and staffing reasons are dependent on railway sidings, and use depots some distance from the London area to serve their London 'metro' operations e.g. Southeastern has a large depot and sidings at Gillingham in Kent; Thameslink similarly at Bedford, Three Bridges and Brighton; Southern at Brighton; South West Trains at Fratton near Portsmouth. Often trains and drivers have rosters which include these facilities. There could be costs of relocating staff and stock to locations closer to or within London, and of acquiring of additional stock, and recruiting extra staff to meet the constraints that a new devolved settlement and consequent operational separation would create. Relocating depots and sidings to the London area could also pose practical problems because of the lack of suitable land that could be developed in this area.

One mitigation measure could be for trains and crews to operate with a degree of interchangeability between the concession operator and the adjoining franchisee. This is clearly an option that would need to be explored in more detail. But it really would be an example of 'the tail wagging the dog' if this proved a stumbling block to major reform of the system.

One other, more fundamental way round these issues could be to treat the London boundary with a degree of flexibility, with devolution according to service type and operational requirements rather than political boundaries. As argued above, any accountability and 'democratic deficit' issues could be mitigated by close working between TfL and the surrounding local authorities affected.

An example comes from Southeastern. Devolution of Southeastern services as originally envisaged would cover only those services terminating at Dartford or Sevenoaks. But if followed through, this model would require separation of services that run beyond Dartford. This might then result in some essentially suburban routes to destinations such as Gravesend and Gillingham, via Sidcup and Bexley, still being provided by a franchised operator rather than TfL. Including the Gravesend and

possibly Gillingham routes would reduce the impact of this – and might also be a fairer reflection of the nature of these services⁴.

Institutional

Devolution does require a considerable amount of work on the part of operators, TfL, Network Rail, the DfT and other government departments such as the Treasury. This will involve the disentanglement of staffing, rolling stock, station leases, union agreements, financial arrangements and a range of other services before devolution can take effect. These in themselves could present themselves as a barrier to change, although these processes often used when franchise boundaries are reworked. However, even with the considerable amount of work that this requires and an understanding of the risks financial and practical that are presented, the devolution as has been achieved by TfL for London Overground services has been a worthwhile investment, that has produced benefits for passengers.

Misunderstanding of risks

Previously when the Mayor proposed devolution of Southeastern services there was opposition from politicians and councils in Kent. The basis of this opposition was we think partly based on a misunderstanding of the Mayor's proposals, a lack of experience of dealing with TfL as an institution and a misunderstanding of who would control track access. We are pleased therefore with Kent County Councils' recent decision to support the principle of devolution of responsibility to the Mayor subject to a number of caveats and discussion over the detailed arrangements.

One point that may not have been clear is that the Mayor's proposals would have affected only local stopping services that operate mainly within the London area. Although places such as Sevenoaks and Dartford, both in Kent, would have been included long distance services through these stations would have remained the responsibility of the Southeastern franchise.

There was also a misconception that TfL would be able to block the use of lines in London by longer distance services because priority would be given in timetable planning to increased numbers of local services. This is not possible as long distance services have equal access rights and in any case it is Network Rail (and in the case of a dispute the Office of Rail and Road) who determine which proposals for track access are accepted rather than TfL.

It is important to note, in this context, that Essex and Hertfordshire have had long experience of dealing with TfL because the Central and Metropolitan lines have served these areas for over 50 years. Hertfordshire also has experience of working with the Overground to Watford Junction and, more recently, to Cheshunt.

⁴ We note that Kent County Council would like to extend Oyster / contactless ticketing to Gravesend.

Meanwhile the council is currently working with London Underground to deliver the Croxley link. Other councils however, may have less experience of cross border working with TfL. Building institutional confidence is therefore a significant activity that needs to take place before, during and after the establishment of devolution for services that cross local government boundaries.

9. Which rail franchises or routes should be the priority focus for the Mayor and TfL in devolution proposals?

In London TravelWatch's view Southeastern, South West Trains and Thameslink/Southern/Great Northern local stopping services should be the priority for devolution to the Mayor, working in concert with other local authorities where appropriate. These services offer by far the greatest scope for service improvement and reduction of consumer detriment. We would attach less importance to sectors where local services are provided by operators whose main business is providing longer distance services such as Great Western (which includes the Greenford branch), Chiltern (with stops at Brent, Ealing and Harrow) or Abellio Greater Anglia (the Lea Valley line). In these circumstances, as argued in our response to question 2, a co-signatory agreement might be more appropriate than full devolution.

10. How can the Mayor and TfL ensure that the interests of passengers outside London are reflected in any new rail devolution settlement?

London TravelWatch developed a protocol to address this issue, when previously devolution of Southeastern services was considered before. This is attached, for information, at Annex 2. This was accepted in full by TfL. We have not seen any arguments to change our view that this represents the most sensible way forward.

11. How can the Mayor and TfL improve their proposals for the devolution of the Southeastern franchise?

The Mayor and TfL should take more positive action to engage Southeastern stakeholders both within and without London to understand their concerns and aspirations for the services provided by Southeastern. In particular engagement with political leadership within Kent and East Sussex is an important factor in building consensus on how, where and when services as a whole should and could be developed. This engagement should demonstrate how improvements in reliability and quality of services within London have wider benefits to passengers in Kent and East Sussex. It should also show how TfL and the Mayor have been able to deliver similar benefits where devolved responsibility involving cross-border services has already taken place e.g. Watford and Buckinghamshire (Metropolitan and Euston – Watford DC lines), Hertfordshire and Essex (West Anglia, Central and Great Eastern Main Lines). In particular, we think it would be useful if the Mayor and TfL commissioned an independent economic and social impact study of the recently transferred West Anglia and Great Eastern routes.

12. Could control of rail services also be devolved to other UK cities?

This is not an area within London TravelWatch's remit. But we note that Merseyrail is an existing example of devolved responsibility outside of London within England.

Annex 1

Passenger railway lines in London with less than four trains per hour off-peak

Route / Service description	Operator	Trains per hour (off-peak)	Travelcard zones
Dagenham Dock - Rainham	C2C	2	56
Romford - Upminster	Abellio Greater Anglia (until 30/5/15) London Overground (from 31/5/15)	2 (no late evening or Sunday service)	6
Stratford – Tottenham Hale	Abellio Greater Anglia	2	3
Hackney Downs - Tottenham Hale - Cheshunt	Abellio Greater Anglia	2-3 (but only 1 to Northumberland Park and 0 to Angel Road)	345678
Edmonton Green - Cheshunt	Abellio Greater Anglia (until 30/5/15) London Overground (from 31/5/15)	2	5678
Enfield Town branch	Abellio Greater Anglia (until 30/5/15) London Overground (from 31/5/15)	2	5
Moorgate – Finsbury Park	Great Northern	6 - but no service after 2200 or on Saturdays or Sundays*	12
Alexandra Palace – Crews Hill	Great Northern	3 – reduces to 2 late evenings and Sundays	456
Alexandra Palace – Hadley Wood	Great Northern	3 – reduces to 2 late evenings and Sundays	456
Euston – Watford Junction	London Overground	3 – reduces to 2 late evenings and Sundays	123456789W
Shepherds Bush – Wembley Central	Southern	1	234
Marylebone - Amersham	Chiltern	2	123456789
Marylebone – West Ruislip	Chiltern	Wembley Stadium 2 Sudbury & Harrow Road 0 Sudbury Hill Harrow 1 Northolt Park 1 South Ruislip 1 West Ruislip 1 Very restricted evening and weekend services	1234 1234 1234 12345 123456 123456
Paddington - Greenford	Great Western	2 – no late evening or Sunday service**	1234
West Ealing -Hanwell – Southall – Heathrow Airport	Heathrow Connect	2***	4

Hounslow loop	South West Trains	4 – but reduces to 2 late evenings and only 1 on Sundays ****	345
Strawberry Hill to Fulwell	South West Trains	4 am peak trains to Waterloo and 3 pm peak trains from Waterloo	6
Shepperton branch	South West Trains	2 – but reduces to 1 late evening and Sundays	6
Hampton Court branch	South West Trains	2 – but reduces to 1 late evening and Sundays****	6
Chessington branch	South West Trains	2 – but reduces to 1 late evening and Sundays	456
Wimbledon loop	Thameslink	2 – no late evening or early Sunday service	345
Epsom Downs branch	Southern	1 – no late evening or Sunday service	56
Tattenham Corner branch	Southern	2	6
South Croydon – Upper Warlingham	Southern	2	56
Tulse Hill – West Norwood	Southern	2	3
Crystal Palace – Beckenham Junction	Southern	2 – but no Sunday service	345
Balham – West Norwood	Southern	4 – but reduces to 2 on Sundays	3
Streatham – Streatham Common	Southern	2	3
Crystal Palace – Norwood Junction	Southern	2	34
London Bridge – Sydenham – Crystal Palace / Norwood Junction	Southern	4 – 2 to Crystal Palace, 2 to Norwood Junction. No Sunday service to Crystal Palace	1234
Victoria - Orpington	Southeastern	4 – but reduces to 2 late evenings and Sundays	123456
Catford loop	Thameslink	2	123456
Victoria - Lewisham	Southeastern	2 – but no Sunday service	12
Surrey Quays – Clapham Junction	London Overground	4 – but reduces to 2 late evenings	2
London Bridge – Hayes (Kent)	Southeastern	4 – but reduces to 2 Sundays	12345
Lewisham - Dartford	Southeastern	All routes 4 per hour except Sundays when reduces to 2	23456
Hither Green - Orpington	Southeastern	4 – but reduces to 2 Sundays	123456
Bromley North branch	Southeastern	3 – but reduces to 2 late evening and no Sunday service	4
Orpington - Knockholt	Southeastern	2	6

Note

* = Service will be introduced late evenings and weekends December 2015

** = service to Acton Main Line replaced with Crossrail in 2018, Greenford branch reduces to West Ealing – Greenford shuttle in 2016

*** = slightly enhanced Sunday service to be introduced December 2015

**** = slightly enhanced evening service to be introduced December 2015

In addition there are a number of other infrequently used passenger lines in the London area including

1. Forest Gate to Woodgrange Park (used by occasional c2c trains from Liverpool Street and Stratford to Barking). 2. Coppermill North Junction to Seven Sisters via South Tottenham (used by one Saturday morning London Overground). 3. Wandsworth Road to Battersea Park (used by one London Overground train in each direction Mondays to Fridays). 4. Tulse Hill to Streatham Hill (used by one Southern train each day Monday to Friday). 5. Beckenham Junction to New Beckenham (used by one Southeastern train per day Monday to Friday).

Essential passenger safeguards to ensure successful and fair devolution of rail services

London TravelWatch is seeking these to make sure that the interests of all passengers, regardless of where they are travelling to or from, are taken into account in any agreement to devolve more responsibility for train services to the Mayor of London through Transport for London (TfL).

1. **Guaranteed even handedness in track access** between continuing Department for Transport franchises and any devolved concession operations so as to ensure that the needs of all passengers are catered for equitably.
2. **Guaranteed interavailability of ordinary tickets over common routes** irrespective of operator.
3. **A commitment to work together with other operators in providing seamless information to passengers**, especially during times of disruption and at interchanges between services provided by franchisees and the concessionaire.
4. **A commitment to an operational agreement to work together in the best interests of all passengers**, sharing resources at times of disruption and where separate provision is not justified, to maximise efficiency.
5. **Separation of the formulae for setting fares** between franchises and concessions, to ensure that political or commercial decisions in either do not have unintended negative or anomalous consequences for the other.
6. **A commitment to regular and meaningful consultation** by all parties with London TravelWatch and Passenger Focus on all issues affecting passengers. This should be inclusive from the tender design stage by TfL through to day to day operation by the concessionaire, and should at a minimum be comparable to that currently required of train operating companies under the existing franchise arrangements and licensing regime.
7. **A commitment to regular and meaningful dialogue with passengers and user groups on issues affecting them.**
8. **A commitment to work with local authorities**, both inside and outside London, to ensure a better whole journey experience, by means of improved interchanges and through ticketing schemes with local public transport operators.
9. **A commitment to transparency of data**, on items such as delay attribution and service performance.

Valerie Shawcross CBE AMCity Hall
The Queen's Walk
More London
London SE1 2AA**Our ref:** MGLA180515-5859**Date:** 06 JUL 2015

Dear Val

Re: Transport Committee investigation into rail services in London

Thank you for your letters of 15 May to Sir Peter Hendy CBE and me regarding rail services in London, and for your letter of 5 June to Mike Brown MVO about London Overground finances and usage. Please find enclosed a combined response to all three letters.

I warmly welcome the Committee's efforts on this important issue and the attention you have given it. As identified in your previous investigations, there is considerable variation in the experience passengers have when using the railways – many lines suffer from crowding; reliability continues to be an issue; and customer service differs widely between different rail operators. Our principal aim must be ensure that all passengers receive the same high level of service, regardless of where they are travelling to, and I am pursuing this aim with the Secretary of State for Transport and Network Rail.

A further issue is the multiple fares tariffs that exist, and I am also pressing for standardised fares between Transport for London (TfL) and National Rail across London's transport zones. The current situation where fares from neighbouring stations can differ frustrates passengers, and many customers pay more than they need to, especially if their journeys require them to use more than one operator.

Demand for travel is expected to rise by 50 per cent in the next 25 years. In addition to new lines such as Crossrail and Crossrail 2, we need longer trains and more frequent services on existing routes to get the best out of the infrastructure we already have. This is why the capital's rail network must operate more effectively as a single entity, with turn up and go services, modern and spacious trains, stations we can be proud of and integrated customer information.

I firmly believe that the way to achieve this is through more local and regional input into the provision of train services. For example, locally managed and accountable contracts, incentivise the delivery of reliable services and excellent customer service. London Overground is a shining example of what can be achieved through this model – ridership is up, delays are down and customers have gone from being among the least satisfied in the UK to among the most. Fare evasion is almost eradicated.

MAYOR OF LONDON

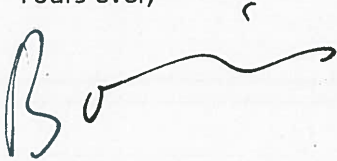
The success of London Overground can be replicated, and provides a blueprint for other parts of the rail network. South London is a top priority – the railways have broad geographical coverage, but relatively low service frequencies, with only two trains per hour in some places. I want to see the creation of a South London Metro with more reliable trains, shorter waiting times, better interchanges and increased capacity – as London Overground has done elsewhere – to help close this north-south gap. The network would be simple and easy to understand, with consistent stopping patterns and clear, identifiable routes.

This approach is not without challenges and certainly can't be achieved by any one organisation alone. This is why we must work collaboratively across both the public and private sectors. As existing franchises for rail services expire, more emphasis should be put on greater local and regional involvement in specifying and managing services, and on ensuring that the contracts awarded respond to the particular needs and character of the areas they serve.

I understand that Isabel Dedring, my Deputy Mayor for Transport, and Mike Brown MVO, MD of London Underground and London Rail at TfL, will be attending the Transport Committee meeting on 8 July. I hope the meeting goes well and look forward to receiving your recommendations in due course.

Thank you again for your work on this.

Yours ever,

A handwritten signature in blue ink, appearing to be 'Boris Johnson', with a stylized flourish at the end.

Boris Johnson
Mayor of London

Enc.

London Assembly Transport Committee inquiry into rail services in London

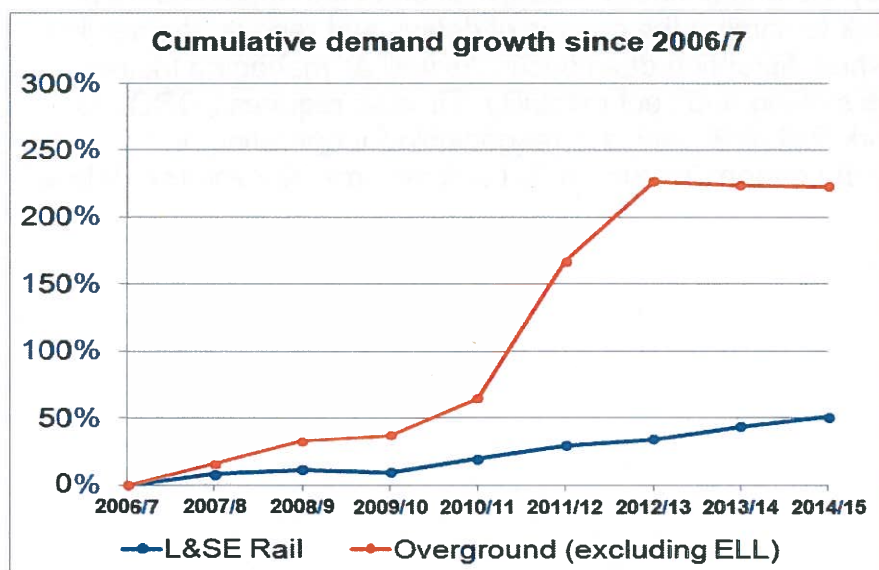
PART 1: answers to questions posed in letters to the Mayor and Sir Peter Hendy (date - 15 May 2015)

1) How has the performance of the London Overground demonstrated the potential for devolution to improve rail services in London?

Performance against a wide range of measures has improved dramatically since London Overground was launched in December 2007. The graphs below exclude the East London Line* (ELL) which was new to the network in 2010 and show a like for like comparison with the pre devolution franchise in the year before transfer to London Overground. TfL does not believe this is a one-off, and the model is applicable more widely. The trend of improvement began well before the benefits of capital investment began to be felt (whose associated timetable changes occurred in 2010 and 2011).

Passenger demand on the existing Overground network has increased by over 200% since transfer compared with 50% growth in London and South East Rail services as a whole. Increased demand has been driven by a combination of factors including higher service frequency, performance, new trains and enhanced stations and better reliability. Additionally, improved staffing and security, and a more integrated and readily understandable network has made London Overground increasingly attractive to customers.

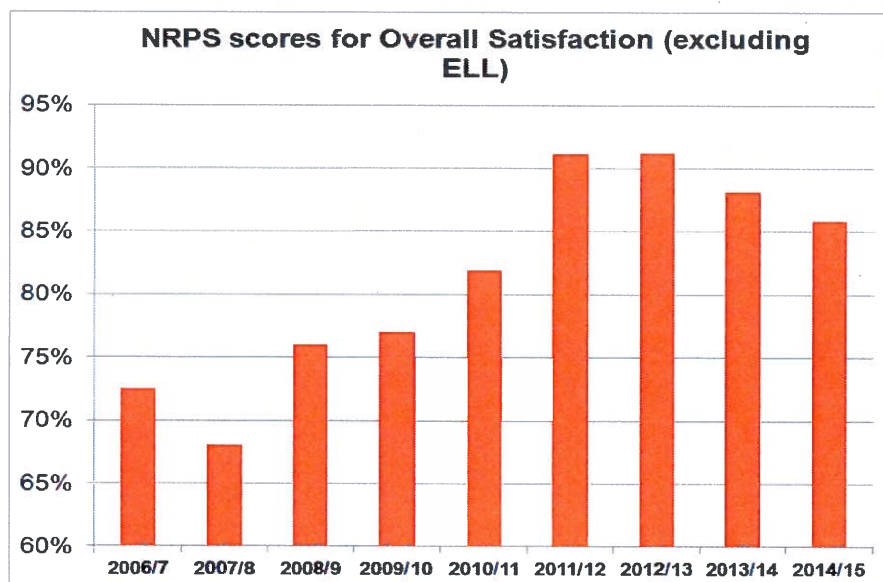
In recent years engineering works to introduce 5-car trains have constrained growth in demand at weekends, whereas weekday demand has continued to grow.



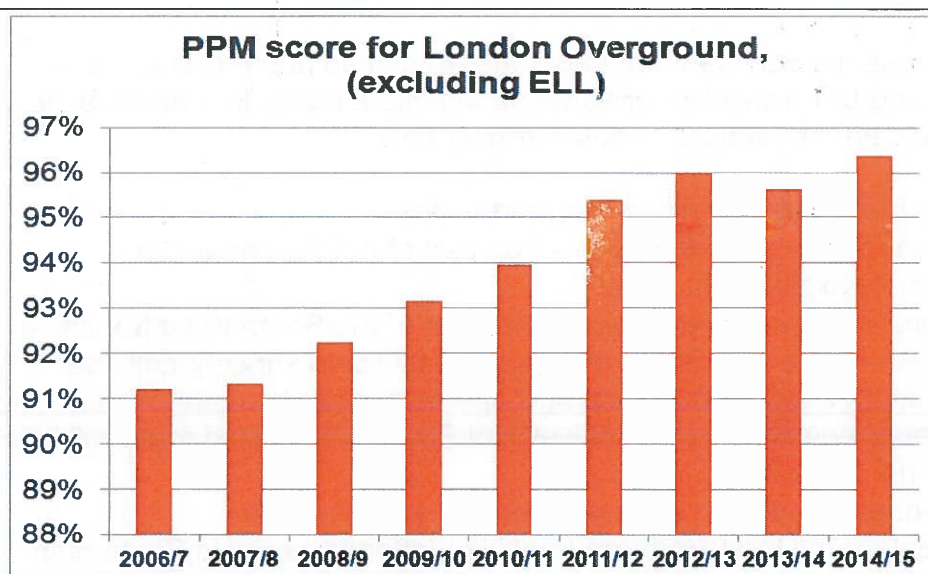
*The East London Line (ELL) operates services between Highbury & Islington and New Cross, Crystal Palace, West Croydon and Clapham Junction.

National Rail Passenger Survey scores for customer satisfaction are measured by Transport Focus for the whole of the rail industry. They show an increase for

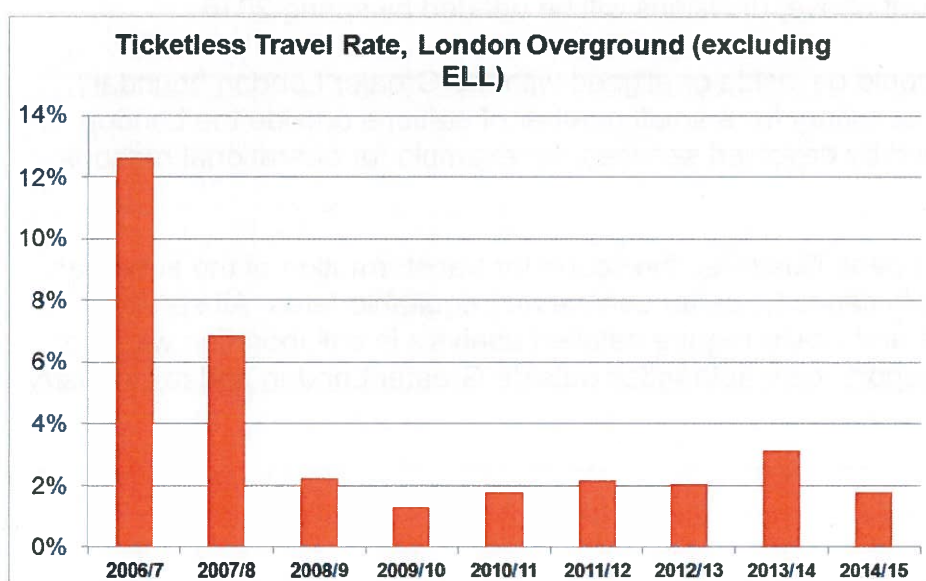
London Overground of around 20 percentage points. From reaching a peak in 2012/13, satisfaction has decline slightly in the last two years. Increased crowding is one of the main drivers of the decline and this is currently being addressed by train lengthening, the planned introduction of new 4-car trains on Gospel Oak – Barking following electrification in 2017 and higher frequency services on the North and East London Lines.



Public Performance Measure or PPM is the industry's measure of operational reliability. Performance has increased from 91% to 96%, one of the highest rates in the country. That means the proportion of scheduled train journeys that arrive at their final destination more than five minutes late has fallen from 9% to 4%, a reduction of more than half. Improved performance has been driven by a close focus on day to day operational issues by TfL and financial incentivisation of the appointed train operator (LOROL) to work to combat the causes of delays and recover the service as quickly as possible when disruption does occur. As well as managing factors within its control such as staffing and fleet reliability, TfL also requires LOROL to work closely with Network Rail (NR), which is responsible for operating and maintaining the majority of London Overground's track network, to minimise delays attributable to NR.



Ticketless travel fell from around 12% to below 2% as a result of better gating, staffing and revenue protection incentivised by TfL's revenue protection regime. As revenue accrues to TfL, this has been an additional source of funds for enhancements.



2) What plans do the Mayor and TfL have to make further proposals to the government for devolving rail services?

Recent years have seen good progress in modernising parts of the rail network; but now is the time to move forward with plans to build a fully integrated network in which railway services work as one to provide a seamless experience for customers.

No single organisation, working alone, can affect the level of change needed. The whole of the rail industry and all levels of government – from local to national – will need to be involved. The experience of London Overground shows that a stronger role for local and regional government in specifying, procuring and managing passenger train operations can bring benefits for customers.

The best time to change the way train operators are appointed and managed is at the expiry of an existing DfT franchise, or some period into a newly let franchise, so that current franchises are not subject to costly renegotiation.

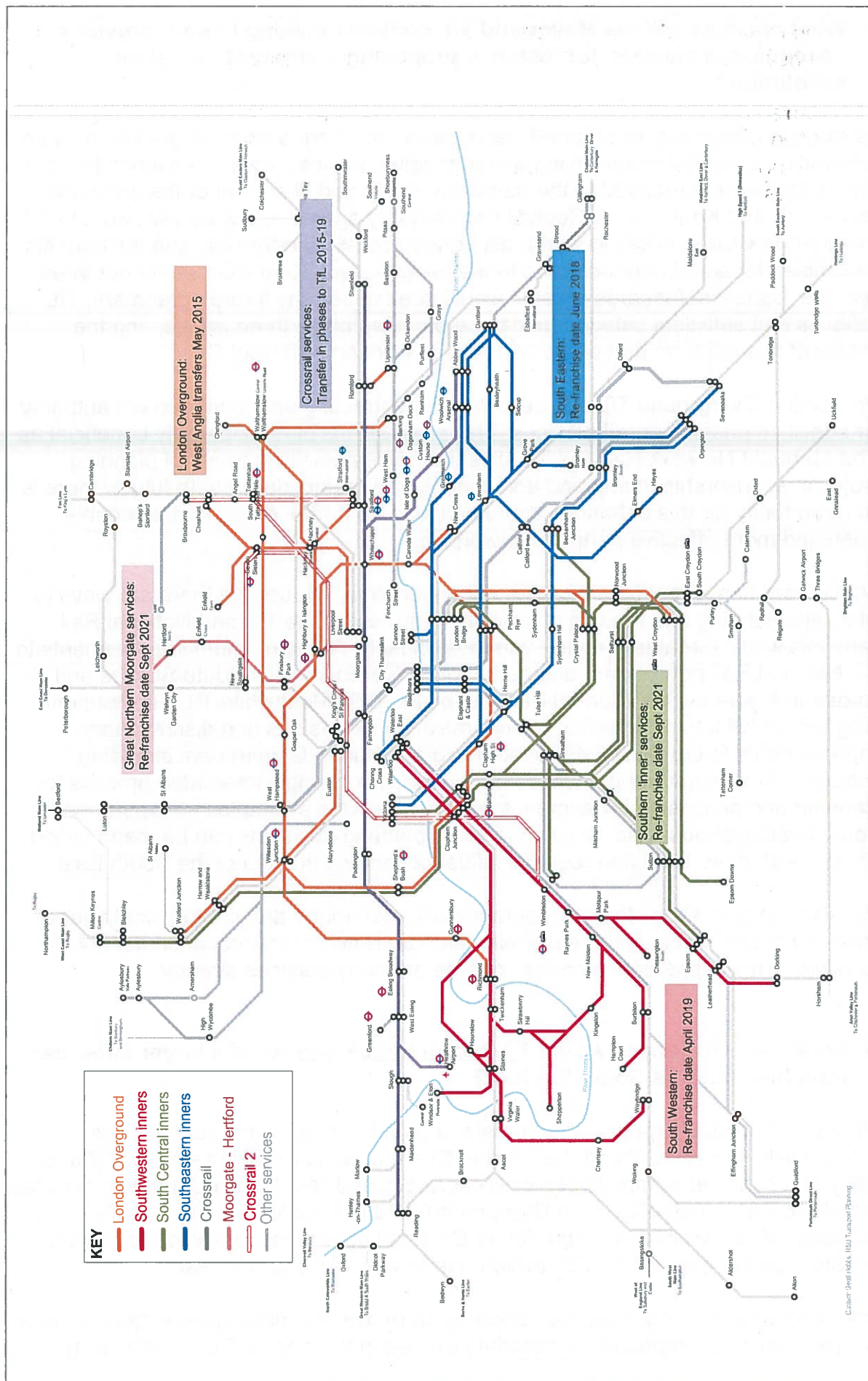
TfL has provisionally identified the following opportunities:

- Inner suburban routes currently operated as part of the Southeastern franchise, after its expiry in June 2018
- Inner suburban routes currently operated as part of the South West franchise, after its expiry in April 2019. Some of these routes would subsequently be incorporated into the proposed Crossrail 2 line across central London in a manner similar to how the devolved Liverpool Street – Shenfield route will be incorporated into Crossrail 1
- Some inner suburban routes currently operated as part of the Thameslink/Southern/Great Northern franchise, after its expiry in September 2021

TfL welcomes discussions with the Department for Transport, local authorities outside London and other stakeholders on the best arrangements to put in place to achieve the necessary improvements. A planning lead time in excess of two years is required for new franchises or concessions, meaning that to take advantage of the first opportunity set out above, decisions will be needed by spring 2016..

In some cases this could be inside or aligned with the Greater London boundary, although it may be necessary for a small number of stations outside the London boundary to be served by devolved services, for example for operational reasons.

The map on the next page illustrates the scope for transformation of the suburban rail network, with more capacity, better service and equitable fares. All services shown are indicative and would require detailed analysis in collaboration with the Department for Transport, local authorities outside Greater London and rail industry partners.



3) What changes will the Mayor and TfL consider making to your previous devolution proposals, for instance proposing a different model for devolution?

As existing franchises for other rail services expire, there should be greater local and regional involvement in specifying and managing services, and on ensuring that the contracts awarded respond to the particular needs and character of the areas they serve.. TfL and Kent County Council have already agreed to initiate joint work to consider how rail services in southeast London could be reformed, and the benefits maximised for both Londoners and those living in Kent. Kent CC has set out three 'red line' issues; safeguards which it would seek under any future agreement. TfL believes that sufficient safeguards can be provided on all three issues, and the details of this will form part of the partnership working with Kent CC.

On London Overground TfL has become the contracting and management authority for specified passenger rail services. This process has been especially beneficial as it has brought Network Rail and TfL closer organisationally in terms of planning projects, sponsorship, command and control, and project delivery. In future, there is an opportunity for this enhanced coordination to be further deepened, to enable close and more effective partnership working.

With regard to network infrastructure enhancements, TfL believe there are ways to integrate planning and funding of capital investment of the TfL and National Rail networks within Greater London even more closely. At the moment improvements to the National Rail network are planned through Network Rail's Route Studies and funded in 5-year cycles (Control Periods) by the DfT. Meanwhile TfL's investment programme (which includes Tube modernisation/extensions and discretionary improvements to London Overground) is agreed during Government spending reviews. These separate processes mean there is no single integrated process for planning and prioritising investment to address London's complex transport needs. Consideration should also be given to how spending decisions can be made joined up, and with more local and regional influence, across the rest of the South East.

TfL also believes even closer cooperation over command and control, contingency procedures and plans, and the planning and delivering of maintenance activities is possible. This happens to a greater degree on many services already.

4) What new challenges would TfL face if it took control of a larger suburban franchise such as South Eastern?

TfL has substantial experience of transferring and managing rail concessions successfully. It has managed the London Overground concession since 2007 and has just taken over responsibility for West Anglia and Romford to Upminster services (which now form part of London Overground) and Liverpool Street to Shenfield services (which will be part of the future Crossrail operation). Devolved rail services to date together account for 200 million passenger journeys per year.

The Southeastern inner suburban services carry over 90 million passenger journeys per year, so would represent a material increase in the size of TfL's concession

operations, although on a scale comparable to existing services. The evidence shows that on balance, small and medium sized train operators tend to have higher PPM and Customer Satisfaction scores than large ones, so inner suburban services in southeast London would be procured as a separate concession rather than combining them with one of the existing operations. It could be branded London Overground.

In terms of practical steps, a statutory instrument would need to be laid before Parliament. Amended agreements and contracts would be required between the incumbent operator, and new operator, TfL, and Network Rail, as would approval from the Office and Rail and Road. Business transfer agreements include the transfer of staff under the TUPE regulations, separation of the pension scheme, necessary licences, insurances, leases, and property changes. Key contracts would need to be transferred to the new operator and additional resources secured such as additional rolling stock and drivers if required. This process has recently been followed as part of the transfer of West Anglia services to TfL and the necessary steps and timescales are well understood.

Once those services were locally managed, the inner suburban routes in southeast London would have immediate challenges similar to those that were found with the existing London Overground network: in particular improving station and train ambience and security, and service quality and improving reliability. Expectations will be high as a result of the improvements that have taken place on London Overground.

Where infrastructure is shared with other train operators, TfL would need to work with that operator and Network Rail to put in place the necessary operational agreements and procedures. TfL has experience of this as London Overground shares routes with Southern on the East and West London lines and with freight on the North London line and Gospel Oak – Barking line.

In the longer term, the biggest challenge is to make sure the railway's capacity increases to meet the needs of a growing London. More information about TfL's proposals for this is provided in the answer to question 5, immediately below.

5) What specific improvements to services could TfL deliver if it gained control of additional rail franchises?

Rail services, both in the Capital and the rest of the South East, should be more responsive to customers' needs. The operators of London Overground and TfL Rail are both appointed under locally managed and accountable contracts, which incentivise the delivery of reliable services and excellent customer service every day.

TfL would seek to make improvements similar to those already achieved on London Overground. Reliability is the most important single factor to improving customer satisfaction but there is currently a limited incentive for franchise operators to improve punctuality of inner suburban services. Reliability would improve through TfL's close focus on operational performance. The appointed train operator would be subject to a performance incentive regime that ensures the operator focuses on

minimising delays. This model of contract has been shown to deliver enhanced performance on London Overground, with delays cut by more than half.

Paying for travel should also be simpler and more integrated. Within London, a fare from A to B should be the same no matter what train service somebody is travelling on. Fares would be simplified and brought into the integrated TfL fares tariff, meaning lower fares for some passengers. With the transfer of Liverpool Street inner suburban services to TfL in May 2015 fares fell for around 80 per cent of journeys, by up to 40 per cent.

Getting customer service right relies on both people and technology. On a busy, intensively used transport network, staffing from first train until last is essential. TfL would require its operator to meet or exceed specific score levels at every station and on every route in its mystery shopper and customer satisfaction surveys. In contrast the current DfT franchise model stipulates average scores that must be achieved, which means underperformance in some locations can be masked by good performance elsewhere. In addition, specific measures that TfL would introduce to improve the quality of customer service and information include:

- Station staffing at all times when trains are running
- Deep-cleaned and refurbished stations, with more help points and modern CCTV, providing a more pleasant travel environment and reducing the fear of crime and antisocial behaviour
- Introduction of Oyster and contactless payment at stations that do not already have this (i.e. outside the London boundary)
- Integrating the services into TfL's range of static and real-time information products, including making data feeds freely available so that developers can produce applications for mobile devices
- A turn-up-and-go service for wheelchair users, meaning no-need to book journeys in advance
- Installation of more gatelines to prevent ticketless travel and antisocial behaviour

TfL would identify opportunities to increase capacity and enable the growth projected in the London Plan. In the short term there may be spare track capacity to operate extra services on some routes in at least some off-peak periods. Where rolling stock layout is poorly suited to inner suburban services, an interim train refurbishment and reconfiguration of seating layouts might be used to increase capacity. Train lengthening may also be considered, and indeed there are existing plans for this on some routes.

Beyond this, TfL is working with Network Rail through its Route Study process to develop a programme of infrastructure enhancements that would enable faster and more frequent services across the south London inner suburban rail network, and complement plans for improved capacity on longer distance services.

TfL sees a need for a heavy rail network that is closer to a metro in character – areas south of the river could particularly benefit from this. The creation of a South London Metro would bring rapid, urban metro-style services to this area – as London Overground has done elsewhere – and help close the north-south

gap. The network would be simple and easy to understand, with consistent stopping patterns and clear, identifiable routes.

New metro-style, high-performance trains with better acceleration and braking would speed up journeys, while three doors each side per vehicle rather than two, and more standing space, would allow faster boarding and alighting. More staff, with better training, would encourage faster boarding and alighting at stations. Improvements to track and signalling, particularly at junctions would enable trains to run closer together, at faster speeds, and with simpler service patterns. New interchanges would also be developed to link different lines and open up journey opportunities.

6) What opportunities for additional investment and income growth could devolution bring?

London is growing with a population of 10 million forecast by 2030 and public transport faces a challenge in meeting the associated rise in demand. Tube services have limited coverage in South London, but the inner suburban railways in the area have excellent geographical coverage. However, because of the way they have developed over time, services are often infrequent and slow and timetables complex.

TfL has plans to increase the capacity of its own services where possible, but the scope for further increases is finite and 'Peak Tube' – the time by which all feasible extra capacity on the existing Tube network will have been achieved – is approaching, in the 2030s. It is therefore essential that London also makes best use of the capacity offered by the inner suburban rail infrastructure. TfL has identified investment opportunities that will allow best use to be made of the infrastructure, delivering simpler, higher frequency services on some routes, as set out in the answer to question 5 immediately above.

Locally managed and accountable contracts would enable TfL to coordinate service planning, enhancement sponsorship and service specification. Enhancements and service quality improvements would increase passenger volumes and therefore revenue. The additional revenue would make a contribution to customer improvements including all-day station staffing, integrated information, improved station and train travel environment, and station gating.

A gating programme would itself bring in additional revenue to allow for further reinvestment, and the operator would be incentivised to make sure revenue loss is minimised just as is the case on existing London Overground services.

The contractual structure currently used by DfT means that service quality enhancements and revenue protection schemes are usually left to the train operator, and that incentives to make such changes during a seven year franchise are low. In determining whether a project is value for money, TfL is able to take into account the full economic benefits of an enhancement and not just the financial benefits, unlike a franchise operator.

Under current industry funding processes, more substantial investment – for example to create a South London Metro as discussed in the previous answer –

would require government funding through either TfL's grant or the National Rail 5-year control period process. However devolution of more tax and borrowing powers to London, as proposed by the London Finance Commission, would enable London to raise some or all of the funds required for schemes of this type itself.

7) How will the Mayor and TfL seek to ensure that the interests of rail passengers outside London are not adversely affected by devolution?

As stated in response to Question 3, emphasis should be put on greater local and regional involvement in specifying and managing services, and on ensuring that the contracts awarded respond to the particular needs and character of the areas they serve. TfL welcomes discussions with the Department for Transport, local authorities outside London and other stakeholders on how best to achieve this.

TfL recognises that cross boundary services are important to ensure high quality transport links between London and nearby areas with which it has close economic and social ties. TfL already successfully operates a number of services extending outside of the London boundary, including:

- London Underground's Metropolitan and Central lines to Buckinghamshire, Hertfordshire and Essex
- London Overground services to Hertfordshire
- Suburban services out of Liverpool Street to Essex, and in future to Berkshire
- Dozens of bus routes in all directions around the Capital

Under statute, TfL's Board includes two members whose remit is to represent the interests of users of these services. TfL will explore with neighbouring local authorities ways in which additional governance structures can be created, if necessary, that enable further representation for passengers' interests. Additionally, a future order from the Secretary of State could contain binding stipulations that require TfL not to treat rail services it operates outside the GLA boundary differently from those within it. TfL would welcome such conditions.

It is important to distinguish between passengers using devolved services that extend outside the Greater London boundary, as discussed above, and passengers travelling from further afield on non-devolved services into central London on tracks shared with devolved services.

In the latter case, the interests of passengers using non-devolved services would be safeguarded because those services would continue to be specified by the DfT and run by a Train Operator accountable to the DfT. There would be no mechanism by which TfL could influence the routes, stopping patterns, timings or other operational attributes of those services, just as there is no such mechanism today.

Where devolved and non-devolved services share tracks then effective coordination between different operators is necessary – both in service planning, and in minute-by-minute management of trains on the network. That role is undertaken by Network Rail, in accordance with its 'Network Code', which in turn is regulated by the Office of Road and Rail, which is accountable to the DfT.

TfL believes there is spare track capacity at off peak times on some routes that could be used to increase the frequency of inner suburban services. There are few, if any, such opportunities at peak times without significant infrastructure and/or timetable changes. TfL recognises the importance of longer distance services to London and its economy, and therefore would not seek to run more inner suburban trains when it would be at the expense of capacity for longer distance services. If TfL did request Network Rail for such a reallocation of capacity, the terms of the Network Code mean it would be refused.

Devolved and non-devolved services do already successfully operate alongside each other on the same tracks in many areas. They include:

- London Underground's Metropolitan line and Chiltern Railways sharing tracks in northwest London, Hertfordshire and Buckinghamshire
- London Overground sharing tracks with Southern Railways in southeast and west London
- Crossrail (currently operated as TfL Rail) sharing tracks with some passenger and freight services in east London and Essex, and in future in west London and Berkshire
- London Overground sharing tracks with freight services on a number of routes

Outside London and the South East, devolved and non-devolved services also share tracks in Wales, Scotland and the North West.

PART 2: answers to questions posed in the letter to Mike Brown dated 5 June 2015

1) A breakdown of the rail figures shown in Table 13 of TfL's 2014 Business Plan showing the various incomes and costs for each rail operation separately.

Rail income, operating and capital plan

London Rail (£m)	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
Fares Income								
DLR	140	157	174	190	197	179	196	1,234
London Overground	155	208	232	255	290	320	344	1,804
Trams	24	25	27	30	33	36	40	216
EAL	6	8	10	11	13	14	15	76
Crossrail		68	85	92	252	600	740	1,837
Rail Fares Income	326	467	528	577	785	1,149	1,336	5,167
Other Operating Income								
DLR	1	3	3	4	4	4	4	23
London Overground	9	17	11	11	12	12	13	84
Trams	0	0	0	0	0	0	0	3
EAL	4	4	4	4	4	4	4	26
Crossrail		3	3	3	10	25	30	74
Rail Other Operating Income	14	27	22	22	29	45	51	210
Operating Expenditure (net of third party contributions)								
DLR	(134)	(135)	(129)	(137)	(141)	(139)	(142)	(958)
London Overground	(220)	(274)	(297)	(311)	(346)	(359)	(372)	(2,179)
Trams	(31)	(34)	(35)	(35)	(36)	(38)	(40)	(248)
EAL	(6)	(7)	(7)	(7)	(8)	(8)	(8)	(50)
HQ	(5)	(7)	(3)	(3)	(3)	(3)	(3)	(28)
Crossrail	(8)	(94)	(129)	(135)	(266)	(418)	(454)	(1,503)
Rail Operating Expenditure	(405)	(549)	(600)	(628)	(800)	(965)	(1,019)	(4,966)
Net Capital Expenditure								
DLR	(32)	(35)	(36)	(59)	(48)	(36)	(59)	(305)
London Overground	(74)	(72)	(63)	(5)	(3)	(9)	(9)	(234)
Trams	(23)	(27)	(13)	(10)	(5)	(5)	(4)	(85)
EAL	(1)	0	(0)	(1)	(0)	(0)	(1)	(4)
Crossrail	(99)	(154)	(88)	(301)	(331)	(114)	(69)	(1,155)
Rail Net Capital Expenditure	(229)	(288)	(199)	(375)	(386)	(164)	(142)	(1,783)
Net Service Expenditure								
DLR	(25)	(10)	13	(3)	12	7	(1)	(5)
London Overground	(130)	(121)	(117)	(50)	(47)	(36)	(24)	(525)
Trams	(30)	(35)	(20)	(15)	(8)	(5)	(3)	(115)
EAL	3	5	6	7	8	10	10	48
HQ	(5)	(7)	(3)	(3)	(3)	(3)	(3)	(28)
Crossrail	(107)	(177)	(128)	(340)	(335)	93	247	(748)
Rail Net Service Expenditure	(293)	(343)	(249)	(404)	(373)	65	225	(1,372)

2) A brief summary explaining the level of financial support that TfL receives through its overall annual government grant for the purpose of running London Overground and the extent to which this covers TfL's net service expenditure on the London Overground. Please include details of the

financial implications of taking over the West Anglia Inner route.

TfL receives a grant from the DfT for running services on the lines, which formed the original Overground network and transferred to TfL from Silverlink Metro in 2007. Figures are shown in the table below. Note that figures in this table refer to all current Overground services (i.e. inclusive of West Anglia Inners):

London Overground (£m)	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
Net Service Expenditure	(130)	(121)	(117)	(50)	(47)	(36)	(24)	(525)
Grant	28	29	30	31	32	33	34	218
Further funding required	(102)	(92)	(87)	(19)	(15)	(3)	10	(307)

For West Anglia Inners, the financial information provided from Abellio Greater Anglia indicated that revenues exceeded costs, based on the existing service proposition. A one-off transfer sum of £6.3m has been agreed to be paid by TfL to DfT to accommodate this view. The figures shown in the table below include the improvements being made to both the facilities (stations, trains and depot) and the service proposition (i.e. all stations staffed on the main line). Note that 'London Overground' in this table refers to all Overground services except West Anglia Inners.

London Overground (£m)	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
Net Service Expenditure								
London Overground	(121)	(91)	(105)	(42)	(41)	(29)	(16)	(447)
West Anglia	(9)	(29)	(12)	(7)	(7)	(7)	(7)	(78)
Net Service Expenditure	(130)	(121)	(117)	(50)	(47)	(36)	(24)	(525)

3) Forecast ridership levels on the London Overground, and specifically the West Anglia Inner route, between 2015/16 and 2020/21.

Note that 'London Overground' in the table below refers to all Overground services except West Anglia Inners.

London Overground (m)	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
Ridership								
London Overground	139	146	151	160	177	188	194	1,154
West Anglia		20	26	26	27	28	29	156
Overground Ridership	139	166	176	186	204	216	223	1,310

4) A summary of the business case in support of the transfer of West Anglia Inner services to TfL, which produced a benefit cost ratio of 1.7:1 in favour (TfL Finance and Policy Committee agenda paper, 25 November 2014).

The benefit cost ratio of 1.7:1 quoted in the Finance and Policy Committee paper can be broken down into the following elements:

- The transfer itself, and the changes made at the time of transfer. These include: one-off transfer and mobilisation costs; extra station staffing; fares and freedom pass changes; reduced concession premium; train refresh; revenue protection; and reliability improvements
- The programme of station enhancements, to be delivered over two years

- The new trains, to be introduced from 2018

	Customer and social benefits £m	Net fares revenue £m	Capital cost £m	Operating cost £m	BCR
Transfer	32.9	5.7	(0.0)	(63.0)	0.57:1
Station enhancements	109.9	32.2	(29.0)	(58.7)	1.98:1
New trains	66.0	16.0	(0.0)	(26.0)	6.6:1
Total	208.7	53.9	(29.0)	(147.7)	1.70:1

5) [With regard to TfL investment in West Anglia Inner services,] A list of the enhancements TfL will carry out in relation to a) stations, b) rolling stock, c) other facilities in each of 2015/15, 2016/17 and 2017/18 and their associated costs.

The information is provided in the table, with figures in £millions.

WA Enhancements	2014/15	2015/16	2016/17	2017/18	Total
Station gating	1	1	0		2
Ticket machine replacement		2			2
Station cosmetics/ambience*	1	12	8		21
Station deep clean		1			1
Train refurbishment **		3			3
Train reliability		1			1
Total WA Enhancements	2	19	8		29

* Cosmetics/ambience includes lighting, WiFi, electronic service update boards, drainage, shelters, painting, seating, staff accommodation, signage and rebranding

** New trains will be delivered in 2018/19

6) Planned staffing levels at stations on the West Anglia Inner route and their forecast costs in each of 2015/16, 2016/17 and 2017/18 as well as the details of how these staffing levels compare to those in 2014/15 when Abellio operated the service.

Prior to the transfer to TfL, larger stations were typically staffed for most of the day, but will now see staff hours extended from 15 minutes before the first until fifteen minutes after the last train. Smaller stations typically were staffed only for one morning shift but will now see at least one staff member from 15 minutes before the first until fifteen minutes after the last train. Detailed figures are provided in the table.

WA Stations	2014/15	2015/16	2016/17	2017/18
Station staffing	Abellio	Overground		
Staff numbers	84	170	170	170
Staff budget (£m)	3	5	6	6

7) Analysis of the financial impact of TfL's decision to lower fares including details of how much more revenue TfL would have expected to receive had it kept fares at previous levels and how the new fares policy is expected to affect ridership levels.

TfL estimates that the cost to TfL of adopting PAYG fares and concession terms

mirroring those on TfL's other rail services including LU, DLR and LOROL will be some £5m per year. This includes the effect of increased ridership resulting from the lower fares and worth some £2m per year.

The ridership forecasts provided in response to question 3 incorporate the effect of the new fares along with the benefits of improved revenue protection and station gating as well as improved station infrastructure including better Oyster retailing.

PART 3: answers to questions posed in the general 'call for views and information' published on the London Assembly website

1) What are the key problems with National Rail services in London that need to be addressed?

There is considerable variation in the experience passengers have when using the railways. Services on some routes are relatively fast, frequent and reliable, and score highly on customer satisfaction measures. Others fall short of those standards. TfL has identified three main opportunities for improvement:

First, National Rail services use a different fares tariff than all other rail services (Underground, Overground, DLR) in the Capital, and many customers pay more than they need to. A single integrated fares tariff would ensure that the cost of a journey is clear and predictable and could result in lower fares.

Second, the level of customer service (including factors such as staffing levels, information provision, station and train environment, and security) could be improved in some areas. Where these are lower they contribute to a poorer experience for passengers, and in some cases may discourage people from travelling by rail – either limiting their employment and social opportunities, or increasing private car travel. A consistent level of customer service across the transport network would, in particular, encourage more multi-modal and multi-operator journeys.

Third, more capacity is needed on the National Rail network. Services do not always make the best use of infrastructure that already exists. There is dense coverage in many areas of London, however services are often infrequent (not 'turn-up-and-go') particularly during off-peak times, and train speeds (and therefore journey times) can be relatively low. These characteristics reflect the particular circumstances of London's National Rail network, including no automatic train operation, a large number of flat junctions, and legacy rolling stock with relatively poor acceleration and braking. However those factors could be overcome with targeted investment, and there is an opportunity to significantly improve frequency and journey times as a result. TfL's proposals for a South London Metro are outlined in the answer to question 5 in part one of this attachment.

Because south London is much more reliant on National Rail services compared to north London (which is more dependent on the Tube) all three of these areas for improvement combine to form a north-south gap in transport provision in the Capital. That is one reason why car usage is 10 per cent higher in south London, while public transport usage is 20 per cent lower. With London's population expected to grow to 10m by 2030, more housing and jobs – enabled by transport – are required. Many of the Opportunity Areas earmarked for development are in south London, but without improved rail services they will fail to meet their full potential.

The map shows how rail lines with a consistent service every 10 minutes or better throughout the day cover much of north London, but have sparser coverage in south London.

2) What changes to the delivery, funding or governance of rail services in London should be considered?

TfL's preferred concession model addresses the situation outlined in the answer to question 1 by separating the inner suburban routes under a different contract, and paying the operator to deliver a specified level of service, with financial incentives for good performance. Variations in fares revenue are managed by TfL, which has a range of different income streams and is better placed to manage the risks this poses.

TfL believes that the current franchise model used for the majority of National Rail services in the Capital restricts services from meeting their full potential. This is not because of any inherent problem with contracting services to third party operators, but because of the commercial structure in which operators have to work. The combination of 'stopping' suburban services and 'fast' longer distance services in the same franchises also means train operating companies have to serve very different markets, with different requirements. Longer distance services attract higher fares and are therefore more important to a train operator which is reliant on fares revenue to fund its operations. Meanwhile suburban services which attract the lower fare levels compared to longer-distance services are at risk of relative neglect. Locally managed and accountable contracts would enable greater integration in terms of customer service standards (for example all-day station staffing); a single fares tariff; and consistent real time information, as discussed in previous answers. Suggestions regarding the way that planning and prioritisation of funding for infrastructure enhancements could be improved are also discussed in previous answers.

3) How does the current system in London compare to those in other world cities?

In other world cities there is often a greater degree of coordination across the rail services operating in and around the area of the conurbation.

For example in New York, responsibility for transport is with the Metropolitan Transportation Authority (MTA), a public-benefit corporation whose board comprises representatives from New York City and some surrounding counties in New York State. MTA includes buses and the New York Subway, as well as the Metro-North, Long Island and Staten Island Railroads, which are commuter railways. The Metro-North Railroad also extends across the boundary into the state of Connecticut.

In Paris the Régie Autonome des Transports Parisiens (English: Autonomous Operator of Parisian Transports; RATP) exists to run and coordinate public transport in the city of Paris and surrounding areas (the administrative city boundary being much more tightly drawn than in London). It runs bus, tram and Metro services, and also parts of the RER, which is a network of fast, frequent commuter railways extending out from the French Capital.

Elsewhere in mainland France the other 20 regions are responsible for specifying and procuring local rail services within their territories, and a similar system exists for Germany's 16 states.

4) What would devolution mean for passengers, in terms of fares, reliability, crowding, information, and so on?

Please see the response to question 5 in part one of this attachment.

5) What opportunities for additional investment and income growth could devolution bring?

Please see the response to question 6 in part one of this attachment.

6) What are the strengths and weaknesses of the London Overground model for delivering rail services?

A key strength of the London Overground model is that it enables a close fit between the Mayor's Transport Strategy and service provision. The model incentivises the operator to deliver higher quality services on an urban network where commercial incentives through the fare box are inadequate on their own.

This is because TfL proposes a gross cost contract under which it takes passenger revenue risk, leaving the operator to focus on delivering good operational performance and service quality, as these are the factors that determine its revenue and its ability to make an adequate profit. A key advantage of this is potential lower bids from operators at the time of procurement, as the concession owner does not need to include a premium for revenue risk within its bid yet the leverage exists to provide quality during the period of the concession.

The concession model of contract also increases service flexibility during the concession period. It is easier to adapt services to meet changes in demand and economic growth when changes to the concession contract only affect the operator's costs and not its revenue. Operating costs tend to be easier to forecast than passenger revenue, making negotiation easier and enabling service change where desirable and value for money.

, Although operating costs are higher for London Overground compared to its predecessor, costs per passenger journey are actually lower because higher service quality has increased demand and therefore revenue.

7) What are the strengths and weaknesses of different models of rail devolution?

TfL and the Mayor believe that in order to achieve a modern, high-performing rail network, locally managed and accountable contracts are needed, such as the London Overground model, which incentivise the delivery of reliable services and excellent customer service.. This also means that the remaining DfT franchise can focus on longer distance services where the current model is more appropriate for the operator to take revenue risk.

Before TfL took on the West Anglia services, other models were considered including 'one franchise two specifications' in which a single franchise would be let

but inner services would be specified by TfL and outer services by the DfT. This model creates uncertainty for operators through its potential for conflicting priorities between the two specifiers. Separate TfL concessions was considered to be most appropriate when last examined bilaterally with the DfT.

Rail North is the new partnership between a number of local authorities in the north of England which, with the DfT, will jointly award the new Northern and TransPennine Express franchises. Involving multiple local authorities, this has required innovation in terms of governance and the DfT retains a role. One option would be to set up a similar organisation for the South East, although careful consideration would need to be given to the structure and governance of such an organisation, and whether it would be the best way to meet the objectives of improving rail services for passengers. TfL welcomes discussions with the Department for Transport, local authorities outside London and other stakeholders on the best governance structures for the rail industry

8) What are the main barriers to further devolution?

It is necessary to carefully consider the financial and operational impacts of separating existing franchises into two parts and ensure that the proposed arrangements are sound. TfL believes this is possible, and there is a clear precedent with the inner suburban routes operating to/from Liverpool Street that were recently devolved.

A key element of any proposal will be ensuring that stakeholders outside London have sufficient reassurance that the interests of users from those areas will be safeguarded – whether they are travelling on inner suburban services that have been devolved to TfL, or on longer distance DfT-franchised services that share tracks with devolved services. TfL and Kent County Council have agreed to establish a joint working group to consider how rail services in southeast London could be reformed, and the benefits maximised for both Londoners and those living in Kent. See question 7 in part one of this attachment for further information on this subject.

9) Which rail franchises or routes should be the priority focus for the Mayor and TfL in devolution proposals?

Please see the response to question 2 in part one of this attachment.

10) How can the Mayor and TfL ensure that the interests of passengers outside London are reflected in any new rail devolution settlement?

Please see the response to question 7 in part one of this attachment.

11) How can the Mayor and TfL improve their proposals for the devolution of the South Eastern franchise?

Emphasis for the future should be put on greater local and regional involvement in specifying and managing services. TfL and Kent County Council have agreed to establish a joint working group to consider how rail services in southeast London could be reformed, and the benefits maximised for both Londoners and those living in Kent. The details of the proposal – including the precise geography of the routes

involved – would also be subject to discussion with the DfT, the current operator and other industry partners.

12) Could control of rail services also be devolved to other UK cities?

There is no reason in principle why devolution of rail services should not be suitable for other UK cities or regions. However it would be for local and/or regional authorities to determine whether they believe devolution would be suitable for their own specific circumstances, and if so what model it should take.

A variety of devolution models already exist. Devolved rail services operate in and around the city of Liverpool and in Scotland. The Welsh rail franchise is awarded jointly by the Welsh Assembly Government (WAG) and DfT but is expected to move to WAG in the future. Rail North is the new partnership between a number of local authorities in the north of England which, with the DfT, will jointly award the new Northern and TransPennine Express franchises.

From: [REDACTED]
To: [Transport Committee](#)
Cc: [REDACTED]
Subject: Consultation : The Case for Rail Devolution in London
Date: 30 June 2015 20:24:15
Attachments: [image001.png](#)

For the attention of Richard Berry,

The Thameslink service runs through our designated Neighbourhood Forum Area and our comments relate solely to that service.

While we have actually seen a deterioration in service since Govia took over the franchise from First Capital Connect, we believe that most of the issues have resulted from lack of investment in previous years.

We are pleased to see the planned investment in new rolling stock, signals and track updates and of course the culmination of the Thameslink Project and the massive changes at London Bridge. With all these changes necessary to deliver a robust, reliable and more frequent service we see little point in again changing the franchisee.

We accept that the service from Luton to Sutton & from St Albans to Sutton together with the more occasional link through to Sevenoaks, could well be considered to be a "Metro" service!

On the other hand the service from Bedford to Brighton is clearly a National service.

More than 2.5 Million Passenger Journeys per annum are recorded at Mill Hill Broadway Station which is currently ungated and the large housing developments in Mill Hill, Colindale, Graham Park will see this significantly grow in the next few years. We would like to see at least one of the fast trains from Bedford to Brighton, per hour stopping at Mill Hill Broadway Station, (which already has 12 Car Platforms) thus offering a through service to Gatwick & stations to Brighton. With the advent of Crossrail from Farringdon local residents will have access to East-West routes across London including Heathrow, and passenger volumes will increase further.

We believe that the time to review the current franchise would be in 2019 when all of the promised improvements will have been implemented. If the service remains unreliable then the operator should indeed be changed to one with a significantly better record of performance. At that time decisions would have to be made as to whether the "Thameslink" Route be split into a Metro Service and a National Service (Brighton to Bedford) and the franchise given to 2 operators, or retained as one combined entity. Of course if the level of service fails to show the right signs of improvement as the various measures are implemented then an early review of the franchise (perhaps as early as 2016) would be appropriate. We have seen the improvements in operation of the Overground line since TFL became the managing agents, but the current threatened Tube strikes make us very nervous of putting more "eggs in the same basket", when currently, for many, Thameslink provides an alternative to using the Tube for journeys into and out of Central London!

While writing please be aware that there is an urgent need to provide Step-Free access at Mill Hill Broadway Station where there are 39 steps up to the Platform. With more than 1500 Blue Badge holders and more than 5000 residents over 60 in close proximity of the station, the lack of Step-Free access means the station is "not fit for

purpose". We believe this issue can best be solved by developing a multi-storey car park on the existing surface car park on the Bunns Lane side of the station. This car park is owned & operated by Barnet Council and they are seriously looking at this as a possible development scheme. As such the multi-storey car park could then provide a bridge across the railway and lifts down to platforms. This station in combination with the M1 motorway bridge presents a real eyesore to everybody arriving or departing Mill Hill and currently this is seriously impacting our economy as investors are not keen to develop new facilities in our High Street. It is an area of very high air & noise pollution and these matters must be addressed in any redesign of the complex. The bus interchange under the M1 also needs to be redesigned which TFL will clearly need to be consulted on, and hopefully hybrid buses will soon be in operation to reduce the air pollution..

Kind regards

John H Gillett

Chairman, Mill Hill - Neighbourhood Forum

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Val Shawcross CBA AM
Chair of the Transport Committee
London Assembly
City Hall
The Queen's Walk
London SE1 2AA

2nd Floor
Cottons Centre
Tooley Street
London Bridge
SE1 2QG

14 July 2015

Dear Val,

Rail services in London

Thank you for inviting Network Rail to make a written submission to the London Assembly Transport Committee's investigation in to National Rail services in London.

We welcome the Committee's investigation and its focus on improving London's rail services for passengers by examining proposals from the Mayor and TfL to devolve control of inner suburban rail services to London.

It is vital that proposals for further devolution continue to recognise the valuable role rail plays in driving and supporting economic growth at national, regional *and* local levels. How the rail network is planned, specified, organised, managed, and regulated needs to reflect these considerations and achieve a balance at a network level between competing demands.

We support the Mayor and TfL's ambition to raise standards of service and improve stations. In London we have observed that there may be a range of approaches to achieve improvements in the station environment (cleaning, lighting, staff and CCTV). On 31 May we transferred 24 stations to LOROL and a further 12 stations, to TfL Rail. Outside of the Mayor's devolution proposals, the industry has already recognised that the current split of responsibilities between infrastructure manager and operator in relation to stations does not maximise value and deliver the best service for passengers, and we are looking at options for reform.

We also appreciate that the Mayor and TfL will be keen to have a more direct role in franchising in order to have greater influence over the contracts' outputs, and confidence that their aspirations will be both planned for and enforced. This level of engagement could, for example, be achieved through co-signatory status with DfT on

London franchises. Greater levels of specification could be achieved within a framework in which Network Rail maintains overall control of the integrated timetable, and in which the Track Access Agreement with the TfL concession is regulated by ORR.

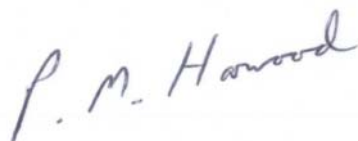
National engagement in the London planning and franchising process would mitigate the devolution risk of creating scenarios where local priorities could result in the degradation of longer distance services where there is no extra capacity. For example, we have identified local proposals on some key multi-user routes that could make it more difficult to change and enhance longer distance services – for example, local proposals for the West Anglia Main Line could affect services to Cambridge and Stansted and local proposals for south east London could impact services to Kent and through London Bridge.

We believe that for the Mayor's devolution proposals to succeed:

- clear processes are needed to establish the access available to be specified - at any level,
- the requirements of wider network services and local arrangements need to be taken into account in determining effective and efficient capacity allocation,
- the economic, social, and operational benefits of a network must not be lost through over-specification, especially on key routes,
- specification should be output based rather than input based,
- specification bodies, however formed, need to be able to make clear decisions when determining funding priorities, and
- there needs to be fair and equal regulation across the entire railway.

With this understanding, we would like to address each of your specific questions in turn (Annex 1), and I would be happy to meet with you to discuss in greater detail.

Yours sincerely,

A handwritten signature in blue ink that reads "P. M. Harwood". The signature is written in a cursive, flowing style.

Paul Harwood
Strategy and Planning Director, South

1. Please outline the steps Network Rail has taken to ensure there is a sustained improvement in service performance in London, and your plans for future improvement.

Train punctuality, which had suffered in recent years as congestion increased, has stabilised and is showing early signs of improvement. More people now arrive at their destinations on time than ever before. Our railway is the safest in Europe and passenger satisfaction remains among the highest of any major network. Despite the many improvements in reliability, safety and efficiency in the last few years, we have a long way to go. Our focus is on accelerating the pace of improvement while dealing with the daily pressures of increasing congestion, delivering better punctuality and looking for ways to reduce costs further.

Passenger train performance continues to be a challenge as the impact of increasing congestion and disruption caused by some of our biggest projects has taken its toll. Services in England and Wales missed the public performance measure by 1.4 percentage points, mainly because of a lower level of performance in London and the south east. However, there were outstanding results in some areas, especially on our London North Eastern route and the main line into London King's Cross.

Early in 2015, Phil Hufton joined us from Transport for London to become the new managing director of Network Operations. He is driving through a programme of structured continuous improvement, with a relentless focus on getting the fundamental essentials of train performance right.

While ever-increasing passenger growth is to be welcomed, it has presented challenges in terms of delivering both an effective service and improvements in efficiency. The impact of congestion on a network that is already almost full has had a major effect on train punctuality. This challenge, coupled with the impact of major project work, has proved more difficult to manage than we expected during 2014/15.

At the time of publication of this response, the ORR is investigating whether Network Rail did, or is doing, everything that we reasonably can to meet our licence conditions in relations to achieving our operational performance targets for Control Period 5.

Structured continuous improvement

Our key objective for 2015/16 is to drive structured continuous improvement throughout the business with a clear, unerring focus on getting the basics right and using innovation and technology to help unlock efficiencies and further improvements.

We will place considerable emphasis on structured continuous improvement and roll out these principles throughout Network Operations within Network Rail. We will also adopt best practice and benchmarking throughout our work, although the individual routes will continue to lead on their business accountabilities.

We have decided to take forward fewer initiatives than in 2014/15, to allow us to focus on those that will add the most value to the business. For example, safety and the safe work leader programme will be at the top of the list – our people and customers have the right to continue to work and travel in a safe environment.

In the first few months of 2015/16, this focus has helped deliver a halt to the slow decline in train punctuality seen over the past few years and the early shoots of improvement are starting to come through.

Key initiatives we are developing to support structured continuous improvement

Over the last year we have delivered a five per cent improvement in the reliability of our assets which are now more reliable than at any time in their history.

During CP5 we need to eliminate and/or mitigate the consequences of equipment failure, moving progressively from a 'respond and recover' regime to a 'predict and prevent' approach. To achieve this, we are increasing our understanding of how and at what rate assets degrade enabling us to take the right decisions at the right time.

Our move to reliability-centred maintenance will involve introducing a range of tools designed to address cost, risk and performance, and embedding a culture where maintenance decisions are based on quality analysis.

Incident management

We are developing a more integrated approach to incident management across the network, involving industry specialists to help ensure that we have the right people at the right locations with plant, equipment and spares on site. Command, control and communications will be at the core of the new approach.

Managing incidents in this way will reduce the time it takes to get our teams to site and the time taken to fix problems. We will be able to deal with incidents, and their consequences, more quickly, leading to overall improvements in performance.

Disruption caused by project work

As we rebuild the railway we inevitably cause disruption, even though we try to minimise it. Work on our major projects, such as at London Bridge, reduce capacity,

which in turn impacts on recovery and the network's resilience. Despite this, in 2014/15, we handed back 98 per cent of all possessions on time or early, which was in line with our 2013/14 performance in this area.

2. *What changes to the way the rail services are governed, particularly the franchise system and accountability mechanisms, could help improve performance?*

In broad terms, Network Rail supports initiatives to devolve decisions on funding and outputs. Bringing local knowledge and priorities into play can clearly add value to the process.

We would support a range of local stakeholders having an increased role in reviewing and helping set franchise specifications based on such factors as current and expected future economic growth, local/regional priorities, available funding, and local rail demand.

In addition, government could formalise responsibilities with sub-national bodies for increments and decrements to train service provision—with incremental funding available for any such enhancements. An approach such as this could create a more route-specific focus for service provision.

3. *What changes to the way rail infrastructure is managed and developed could help improve performance?*

Network Rail introduced devolution in recognition of the importance of effective communication, coordination and cooperation at route level with our customers.

Network Rail's devolution is underpinned by system operation that provides the network benefits of capacity allocation including timetabling, and open and independent access arrangements (including contract management). This allows long term planning and development of the network to meet both local and national needs. In maintaining a network-wide planning perspective it also supports the need to achieve efficient whole-life, whole-system costs including balancing effective capacity management and future infrastructure.

Similarly, reforms of the Long Term Planning Process (LTPP) have been developed to allow extensive input into route and market studies by a range of stakeholders and funders – particularly at local level. The LTPP continues and builds upon the good practice established by the Route Utilisation Strategy (RUS) process which was already based on significant local engagement and consultation for local and national planning.

Again, these reforms incorporate a system-wide view. They allow the industry to respond flexibly to the challenges posed by the anticipated levels of growth, both in different markets and the cross-boundary issues that devolution brings. The LTPP plans the long-term capability of the rail network and identifies the best value for money options to deliver for growing numbers of passengers and businesses.

Our general approach to the concept of devolution is therefore, one that welcomes the goal of enabling local stakeholders to have an increased role in reviewing and helping set franchise specifications based on:

- current and future growth in local rail demand,
- local/regional priorities,
- available funding,
- effective use of the network.

The closer both policy makers and industry can get to the ultimate customers and funders of the railway, the better. We welcome shared decision making between central and local government to allow decisions at all levels to be informed by local knowledge and priorities that fit within a wider national strategic framework.

Devolution, if undertaken appropriately and with flexibility, has the potential to improve the existing process of implementing a specified service based on predisposed service level commitments. Any reforms need to be about enabling investment to deliver what local funders want. Local priorities need to be balanced with the fact that the railway is a network and needs to be ultimately planned and managed as such.

4. What are the advantages and disadvantages of TfL's proposals to take over suburban rail routes serving London and adding these to the London Overground network?

We welcome proposals to increase investment in rail services within the capital. We do note some risks to successfully turning this investment into positive benefits for passengers. In summary, the main points we noted in response to the Mayor's Rail Vision were:

- retaining the current economies of scale for assets and industry processes e.g. Depots and Maintenance facilities or Operational Planning
- retaining flexibility of operation of train fleets where stock is currently used across different service groups
- retaining operational flexibility against the background of additional complexity due to separate franchises.

5. Are there any alternative models of devolution that could benefit rail passengers in London?

Arrangements in Scotland, with the Northern Rail franchise, or with Community Rail Partnerships, all offer examples as to how a decentralised approach can enable initiatives that improve service provision, station facilities and the environment.

We consider that a more collaborative approach to station investment would also result from a greater local perspective. Such an approach could help to establish a shared vision for the station development and/or wider regeneration schemes that can integrate rail with the wider community.

However, ultimately, it is vital this is output-based and we must remain able to optimise at a network level how to deliver these outputs efficiently and effectively. It would benefit no one to have sub-national bodies specifying inputs without regard to the wider circumstances. The railway is a network, and decisions must be taken within that context. This includes core functions like train planning which are undertaken at network level, and core responsibilities such as safety.

*Network Rail
July 2015*



Response

The case for rail devolution in London

Submission to the London Assembly
Transport Committee

June 2015

Pedro Abrantes
Senior Economist

pteg Support Unit
Wellington House
40-50 Wellington Street
Leeds – LS1 2DE
0113 251 7445
info@pteg.net

1. Introduction

- 1.1. **pteg** represents the six English Passenger Transport Executives¹ (PTEs) in England, which, between them, serve more than eleven million people in Tyne and Wear, West Yorkshire, South Yorkshire, Greater Manchester, Merseyside and the West Midlands. Nottingham City Council, Transport for London (TfL), the West England Partnership and Strathclyde Partnership for Transport (SPT) are associate members of **pteg**. The PTEs plan, procure, provide and promote public transport in some of Britain's largest city regions, with the aim of delivering integrated public transport networks accessible to all.
- 1.2. Since their inception, the PTEs have invested significantly in their local rail networks. In contrast, central government funding has not kept up with the pace of growth in city centre economies and rail demand. As a result, some train services in the Midlands and the North of England now have some of the highest levels of crowding and some of the oldest and least reliable rolling stock in the country.
- 1.3. Against this background, **pteg** has long campaigned for greater devolution of rail powers as a means of achieving higher levels of investment and of ensuring that available funding is spent in the most effective ways to support city region economies. Despite a number of challenges along the way, we are now making good progress towards devolution of franchising powers in the North and in the West Midlands, building on the successful examples of Merseyside, London and Scotland.
- 1.4. This is therefore a good time to take stock and we welcome the opportunity to contribute to this investigation by the London Assembly.

2. Response

Regional rail boom

- 2.1. Rail services have been a major success story in supporting the growth of city region economies, reflected in the exceptional growth in patronage since privatisation – ORR figures show that rail demand across the city regions has grown more than five-fold since 1995/6. There are now almost 300 million rail journeys being made each year into the six English PTE areas from their wider regions².
- 2.2. The upward trend in demand is likely to continue over the long term, with Network Rail's Regional and Urban Market Study forecasting more than a doubling of demand into key regional centres by 2043.

The investment gap

- 2.3. Despite the strong growth in demand, regional rail networks have long suffered from a lack of investment. For example, in 2004, the current Northern franchise was awarded on a no-growth assumption, with an ageing train fleet and no plans to invest in either new capacity or

¹ Some PTEs have been abolished with their functions transferred onto successor bodies, such as Combined Authorities. In this response, we take PTEs to mean both single purpose metropolitan transport authorities and their successor bodies where relevant.

² Source: ORR National Rail Trends, Table 15.X. Latest available figure is 293 million rail journeys, for 2013/14. This figure includes all journeys made within the West Midlands, South Yorkshire, West Yorkshire, Merseyside, Greater Manchester and Tyne and Wear or between these areas and their respective Government Office region.

in fleet improvements. Similar issues have arisen in the case of the Trans-Pennine Express and London Midland franchises. This has created a situation where commuter services into Leeds, Manchester and Birmingham have some of the highest loadings anywhere in the country. For example, DfT statistics show that 45% of afternoon peak services out of Leeds and 43% of services out of Manchester have standing room only on departure.

- 2.4. KPMG estimate that overcrowding on local services could have already lost the Leeds and Manchester economies around 20,000 new jobs, worth £500m in annual Gross Value Added.
- 2.5. The lack of investment is also clear on the infrastructure side. Between 2009 and 2014 (Control Period 4 or CP4), the regions of the North and the Midlands attracted little more than £10 of rail infrastructure investment per head of population, compared to over £200 in London and the South East and over £150 in Scotland. Transport for London and Transport Scotland both have a significant say in the development of their rail networks.
- 2.6. Despite significant investment in the Northern Hub and electrification, the prospects are not much better for CP5 (2014-2019), with the North and the Midlands expected to receive little more than a quarter of the investment per head as Scotland and London and the South East.

The case for devolution

- 2.7. The mismatch between government investment and the pace of rail demand growth in the city regions has been of significant concern to **pteg** and this has prompted us to look at alternative governance, procurement and funding models. In 2010, **pteg** commissioned consultants Atkins to look at the case for greater devolution of rail powers to PTEs and to set out options for implementing this in practice³. The findings from the report remain relevant today and are recommended reading.
- 2.8. Based on experience from the UK (London, Scotland, Wales and Merseyside) and Europe, the report shows that devolution delivers better outcomes for passengers:
 - rail is given greater priority, with stronger incentives and influence on network and service operators to acknowledge local priorities, maximise performance and deliver a better service for passengers;
 - investment levels rise, for example, in terms of rolling stock, new or enhanced stations or promotion of re-opened or upgraded lines to cater for, or foster, increased passenger demand;
 - operational performance rises, level of service improves, feeding into higher customer satisfaction; and
 - decision making is more fully integrated across modes and policy objectives, including capital investment, integrated fares and ticketing and branding
- 2.9. It is clear from our own experience that local stakeholders are more attuned to local needs and that they can make more effective investment decisions in response to changing economic circumstances. They can also help leverage new sources of funding and make sure that selected investment projects provide the best possible returns, with the proceeds being re-invested back into the network thereby creating a virtuous circle.

³ Atkins (2010), Enhancing the PTE Role on Rail in the City Regions, report to pteg. Available from: <http://www.pteg.net/resources/types/reports/enhancing-pte-role-rail-city-regions>

- 2.10. Devolution of responsibilities for local rail services also offers scope for achieving efficiency gains as local transport authorities are better placed (and incentivised) than officials in Whitehall to identify opportunities to deliver more effective rail services.
- 2.11. For example, we feel that whilst running old, unreliable and uncomfortable trains may look like the cheap option in the short term, targeted investment in modern trains and electrification can actually deliver greater economic benefits and financial savings in the long run, by reducing operating costs and growing revenue.
- 2.12. Not surprisingly, available evidence suggests that devolution of franchising powers can make a big difference to passengers' experience and perceptions. Both in the case of Merseyrail and London Overground, services that were near the bottom of the passenger satisfaction league table under central government control are now consistently at the top of the ranking. Remote control from Whitehall has been replaced with local accountability – making those services both more responsive to what passengers want and the needs of the local economies.

Looking ahead

- 2.13. Over the past two years, PTEs have been making good headway towards devolution of powers over rail franchising and investment. Rail North, the new client body responsible for the Northern and Trans-Pennine franchises due to be awarded later this year, has now been formally established as a partnership between DfT, PTEs and other Local Transport Authorities (LTAs) in the North of England, supported by a team to be based in Leeds. It is expected that the current arrangements will serve to help Rail North quickly develop its capacity and capability in rail franchising. It is Rail North's ultimate aim that, following this transition period, rail powers will be fully devolved to local stakeholders in the North of England.
- 2.14. A similar proposition is being developed in the Midlands under the banner West Midlands Rail (WMR). At present, WMR is a partnership of the local PTE (Centro) and a number of neighbouring LTAs. The initial objective is to move towards a formal partnership arrangement with the DfT, similar to Rail North, which would award and manage the next London Midland franchise, due to begin in 2017. In time, the intention is for the Inter-City and West Midlands commuting services currently operated by London Midland to be split into two separate franchises, with WMR taking over as the single client for the local network.
- 2.15. More detailed information, including a redacted version of the partnership agreement between Rail North authorities and the DfT, can be found on the Rail North and West Midlands Rail websites, www.railnorth.org and www.westmidlandsrail.com. We are also attaching a document prepared by Rail North which provides further details on its governance arrangements.
- 2.16. On the infrastructure side, LTAs in the North of England are being given the opportunity to influence future funding levels and investment priorities across all transport modes, under the Transport for the North initiative. A similar discussion with government has also begun in the Midlands, under the name Midlands Connect. The long term strategies developed by Rail North and West Midlands Rail will form key inputs into these processes.
- 2.17. While there is still a way to go until all PTEs have a similar degree of devolved rail powers as those which Merseytravel and TfL already have in the case of Merseyrail and the Overground network, the move towards greater devolution has already borne fruits. One key

achievement in the case of Rail North has been the acceptance by the Secretary of State that the existing fleet of Pacer trains will be entirely replaced in the short term. Rail North has also been able to obtain commitments from DfT with respect to improvements to stations, operating performance, community rail funding and overall service quality. A number of other improvements stipulated in the Invitation to Tender for the next Northern franchise include:

- A significant increase in peak train capacity, in line with forecast demand growth;
- Complete refurbishment of existing fleet to modern quality standards;
- Additional weekend and evening services.

2.18. On the other hand, both RN and WMR have arguably gone further than London in establishing and gaining acceptance for cross-boundary governance structures. While it may yet take some time for these emerging governance arrangements to settle down, recent progress is very encouraging and may well lead to a lasting legacy for the future governance of devolved rail networks.

2.19. Over the years, we have benefitted significantly from exchanges with colleagues in other parts of the country, notably in London. We hope to continue to share our own experience, as this agenda develops in the Midlands, the North of England and elsewhere.

A. Annex

Rail North (2015), Northern and TransPennine Rail Franchises.



Northern and TransPennine Rail Franchises:
February 2015

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1. Executive Summary

To create a world class railway for the whole of the North, recognised by passengers and businesses as serving their needs, that supports economic growth and is both more effective and more efficient.

- 1.1 Rail North Limited brings together Local Transport Authorities (LTAs) across the North of England into one cohesive and proactive body, which represents the regional and local economic, transport and strategic objectives for the rail industry. Furthermore, it has enabled Local Authorities to develop their understanding of rail industry processes and to provide their local experience and expertise to influence franchising outcomes as they never have before.
- 1.2 Rail North and the Department for Transport (DfT) have been proactively working together towards a plan for devolution of rail services since early 2012. In this period much has been accomplished including:
 - the creation of Rail North Ltd and establishment of its Long Term Rail Strategy (LTRS);
 - the foundations for a collaborative partnership between Rail North Ltd and DfT which will manage the Northern and TransPennine franchises from 2016; and
 - the publication by DfT of the Invitations to Tender (ITTs) for the Northern and TransPennine franchises following the Partnership work undertaken by Rail North and DfT, which has provided a stronger link between Local Authorities, Communities and their rail network.
- 1.3 There have been many achievements in the production of the ITTs, which has seen Rail North representatives not just participating in specification development work but leading on some fronts, such as work associated with rolling stock.
- 1.4 Rail North has taken an approach, applying local, economic and geographical knowledge, to the re-franchising process to create positive and growth-led franchises; in contrast to the previous 'no growth' approach of the previous franchise letting processes, particularly for Northern. This has led to the inclusion of a number of Rail North's requirements from its LTRS including:
 - Requirement for capacity to meet demand
 - High requirements on franchisees to focus on quality for customers
 - Inclusion of station investment
- 1.5 In the future Rail North and DfT will work together under a Partnership Agreement, moving towards Rail North's plans for future devolution of rail services, planning and investment.

2. Background

- 2.1 Recent evidence of economic growth in the North of England led to various discussions between Local Authorities, Stakeholders and government on the need to improve the rail infrastructure in the North of England to allow the greatest benefits to be realised. Evidence shows the importance of rail in supporting this economic growth.
- 2.2 Committed Infrastructure improvements by Network Rail, including the Northern Hub and electrification schemes, coupled with the re-franchising of Northern and TransPennine means that this is a period of significant opportunity for the North of England rail network.
- 2.3 Rail North's strategic case for devolution is based on meeting future growth and the need for reinvestment in enhancements and capacity to mitigate issues such as crowding¹. Recent work for Rail North suggested the increased regional economic performance through addressing rail overcrowding could be as much as £0.9bn per annum², but that rail is currently under performing in the North of England in contrast to where rail services and investment has been devolved elsewhere.
- 2.4 In March 2012, DfT began a 16-week consultation³, closing on 28 June 2012, seeking views from stakeholders on the principle of decentralisation, what responsibilities could be devolved and how it might be carried out.
- 2.5 The key points from the consultation responses are:
 - 70% of responses expressed support for the principle of decentralisation and for it taking place in certain areas under certain circumstances;
 - There is no one-size-fits-all model of decentralisation that could be applied in all areas of England; and
 - Concern was expressed about a number of key issues:
 - democratic accountability across boundaries;
 - the level of risk and funding that is to be transferred by central government;
 - balancing the interests of all rail users in any devolved arrangement: freight, long-distance and operators of non-devolved services; and
 - the scope of genuine power and influence that a devolved authority might have with respect to other key stakeholders such as Network Rail and train operating companies.
- 2.6 A number of LTAs expressed an interest to DfT about discussing devolution of rail services in the North of England and a commitment to develop a Long Term Rail Strategy. This group saw that the coherent approach the North had taken to making the case for the full Northern Hub improvements had led to clear priorities and a powerful proposition; they sought to mirror this best practice. The initial propositions ultimately led to the creation of Rail North which is formed from LTAs across the North of England.

¹ Rail North (September 2013) *Rail Devolution for the North of England*

² KPMG (2009) *Value for Money from tackling overcrowding on Northern city rail services*, unpublished

³ The Department for Transport (March 2012) *Rail Decentralisation: Devolving decision-making on passenger rail services in England*

- 2.7 In February 2013, Rail North met to discuss the development of a strategy for the North of England. Following this and extensive discussions with DfT about Rail North, a proposition and business case was produced and presented to the Secretary of State in October 2013. This case was used to underpin the joint working of DfT and Rail North in the quasi-partnership whilst delivering the re-franchising of Northern and TransPennine.

3. Rail North Vision and Objectives

- 3.1 Rail North strives to deliver stronger North of England prosperity in line with its vision:

To create a world class railway for the whole of the North, recognised by passengers and businesses as serving their needs, that supports economic growth and is both more effective and more efficient.

- 3.2 Alongside this vision sit three over-arching objectives for devolved rail services in the North of England:

- 3.3 Rail North considered previous examples of devolution, in Merseyside, London and Scotland and their methods, which helped to secure significant improvements and generated additional benefits. This aided Rail North in shaping the three objectives which underpin its approach and formed the basis of interaction with DfT.
- 3.4 The proposition created by Rail North illustrates its belief that a devolved franchise can deliver better services to users through: closer and more focused management of the franchise; a closer connection to investment and communities; and providing opportunity to lever additional investment through flexibility of revenue.

4. Rail North's Long Term Rail Strategy (LTRS)

- 4.1 Alongside the development of this proposition Rail North has developed tangible objectives and targets for the development of rail in the next 20 years to support economic growth. The LTRS brings together LTAs across the North of England, the rail industry and wider stakeholders, including Local Enterprise Partnerships (LEPs), who support its recommendations.
- 4.2 The development work started in August 2012 and the strategy has now been endorsed by the Leaders of the Rail North Authorities. It informs the business plan for Rail North, and provides a key steer on what Rail North envisages the new Northern and TransPennine Express franchises should deliver; particularly around the growth of the economy and the important role rail can play in its development. The LTRS is supported by three over-arching objectives:
- Supporting sustainable economic growth;
 - Enhancing service quality, improving the appeal of rail and, by encouraging more rail use, reducing the environmental impacts and carbon emissions; and
 - Improving efficiency, reducing the cost per passenger and per tonne of freight carried.
- 4.3 In line with the above objectives Rail North has set out the four 'Cs' which are the key themes of the Strategy; they are summarised below:

Connectivity	Capacity	Coherence	Cost effectiveness
<ul style="list-style-type: none">• Targeted improvements to journey times• Improved frequencies• Faster end-to-end journeys	<ul style="list-style-type: none">• On trains to tackle overcrowding• On track to meet additional demand for passenger and freight	<ul style="list-style-type: none">• A more coherent and user friendly network• Defined categories of train services• Simpler fares	<ul style="list-style-type: none">• Lower running costs for freight and passenger services• A more efficient network

- 4.4 This LTRS acts as a tool to influence not just the current franchises but other franchises which do and will interact with the North of England. Furthermore, the content of investment propositions can be used to influence the Rail Industry Planning Process and future rounds of the High Level Output Specification (HLOS) to ensure the best possible outcomes are specified and committed for the North of England in line with the LTRS.

5. Partnership Principles: January 2014

- 5.1 In November 2013, the Secretary of State for Transport confirmed his support for the principle of devolution of decision-making on rail services across the North of England. Initially DfT and Rail North would work in partnership to further the proposals from Rail North, including the LTRS, their business case and structure for decision-making in the North. Secretary of State, Rt. Hon. Patrick McLoughlin MP stated that this partnership would cover the Northern and TransPennine re-franchised services, to be jointly designed

and managed. Furthermore, a Joint Rail North/DfT Officials Group would develop the detail of the partnership for their approval in early 2014.

- 5.2 In January 2014, the Secretary of State and Rail North Leaders agreed the objectives and principles of their Partnership. The shared objectives that will underpin the partnership include:
- Growing the railway to maximise the benefits of infrastructure investment and linking this to railway efficiencies;
 - Having a platform for determining investment priorities within the Partnership;
 - Risk and reward sharing between members of the Partnership, including the potential for revenue or profit-sharing mechanisms that could allow reinvestment into rail services ; and
 - A partnership structure that allows the balance of risk to change over time.
- 5.3 The principles of joint working during the design and procurement of projects, and letting of the franchises will include:
- Full and open disclosure between DfT and Rail North (subject to any confidentiality obligations which apply and the need for confidentiality agreements);
 - Collaborative design of franchises, recognising the Secretary of State's responsibilities including securing affordability and value for money;
 - Remaining consistent with the Government's response to the Brown Review of Rail Franchising;
 - Joint decisions on the arrangements for a single integrated partnership structure to manage the franchises; and
 - A common programme and oversight structure.
- 5.4 It was set out that the Joint Officials Group would oversee the development of the Partnership; both during the re-franchising process, with support from other joint groups containing Rail North and DfT representatives, delivering specification, commercial and the programme, and the partnership post the letting of the Northern and TransPennine franchises.
- 5.5 Following the commencement of the Franchises there would be a formal integrated partnership structure with substantial decision making authority between Rail North and DfT. This Partnership will take on substantive franchise management responsibilities at the point at which the new franchise contracts come into force, as a step towards full devolution.
- 5.6 Work has progressed between Rail North and DfT, throughout 2014 and early 2015, in line with the objectives and principles of the Partnership.

6. Rail North's Project Team and establishing Rail North Limited

6.1 Three main workstreams were initiated by Rail North at the same time in early 2014.

6.2 Rail North Ltd engages with all of its constituent LTAs at Partner Engagement Meetings, which are held regularly. These meetings ensure that local Officers are fully briefed on developments within Rail North Ltd and they have the opportunity to partake in discussions relevant to ongoing work. A weekly update email is also circulated to all Partner Authorities.

6.3 The Rail North Project Steering Group is made up of senior officers from representative Passenger Transport Executives (PTEs), Combined Authorities (CAs) and LTAs across the geographic regions of the Rail North Ltd Members. This group makes decisions on the development of the Rail North / DfT Partnership, Rail North Governance arrangements, and specification work being undertaken jointly by Rail North and DfT on the Northern and TransPennine franchises.

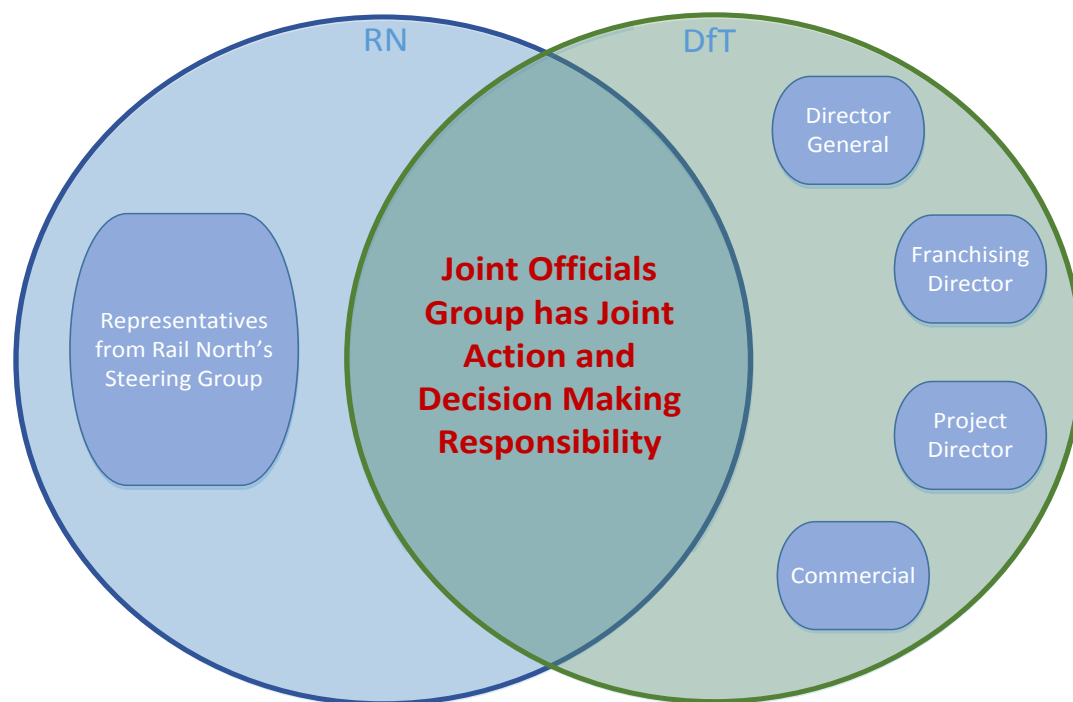
6.4 The Rail North Project Management Group has a more technical role and has worked closely with DfT on the development on the ITTs for the two franchises. Like the Steering Group, it is formed of representatives from various PTEs, CAs and LTAs across the North of England.

6.5 These inclusive working arrangements between the PTEs, CAs and LTAs of the North of England have ensured that, unlike in previous franchising rounds, the knowledge and experience of representatives from all LTAs in the North of England have contributed to work undertaken to determine the future of rail services in the North of England.

6.6 The clear structure of escalation within the project team has ensured that a clear and unified North of England position has been presented to DfT and to other stakeholders; to the extent that there have been any differences of view within the Rail North project team, an appropriate escalation procedure, which all Local Authorities are signed up to, has been followed and a resolution agreed.

7. Collaborative Structure of Initial Rail North and DfT Partnership

- 7.1 The strong partnership between Rail North and DfT is evident at all levels; from meetings between Leaders of the Rail North Authorities and the Secretary of State, steering the strategy of the Partnership, through to the regular meetings at Task Group level where joint work between Rail North and DfT has been undertaken to develop specifications and ITTs for both franchises.
- 7.2 This cohesion is fortified at the Joint Officials Group (JOG), shown in the diagram below. Senior Rail North officers meet with senior DfT officials including the Director General, Rail Executive and the Rail Franchising Director, to discuss various topics at a strategic level. Topics typically include the Rail North / DfT Partnership, the Northern and TransPennine re-franchising process, and the strategic aspirations of both parties in relation to rail services in the North of England. Akin to the strong escalation process within Rail North, JOG allows resolution of strategic Partnership issues. This monthly meeting has been vital in ensuring the strength of Rail North and DfT's relationship and the swift progression of matters associated with developing the Rail North proposition.



- 7.3 Appendix 2 is a diagram of the forums where the formal joint working between Rail North and DfT is undertaken. It highlights key forums but is not an exhaustive list of co-operation as many informal sessions have occurred through the development phase to ensure full disclosure to all parties involved.
- 7.4 In addition to the forums in Appendix 2 there is a Rail North team 'embedded' within DfT which work alongside the DfT franchise teams and other Rail North Ltd representatives involved in the procurement processes; these teams are privy to confidential information provided by DfT under the confidence, trust and strength of their relationship.
- 7.5 The joint working at every level has allowed Rail North to be more than just an important Stakeholder and to have a vital influence in the decision making process associated with the re-franchising of Northern and TransPennine. This has been clear to the extent that

Rail North Ltd representatives have been invited by DfT to join their internal approvals and governance meetings. Furthermore, DfT representatives have presented the progression of the re-franchising process to Rail North Leaders on various occasions.

- 7.6 The priorities, evidence and local knowledge of Rail North and its representative Authorities were factored into the specification process to create a transformation in rail services for the North of England; one that will promote the economy across the North of England and deliver significant improvements in rail services.

8. External Communications and Stakeholder Engagement

- 8.1 In respect of External Communications, Rail North and DfT have worked together to promote joint work, such as the Consultations into the new Northern and TransPennine franchises, and the announcement of the new Partnership arrangements. Typically, this involves Rail North adding a comment to a DfT-prepared release which reflects the views of both organisations.
- 8.2 Rail North then disseminates this release to its Partner Authorities, who can then prepare a local response if they are asked for one. Rail North also adds the release to its own news items on its website, although the format may be changed slightly to fit the site.
- 8.3 Rail North also helps answer Parliamentary Questions and Freedom of Information requests that are sent to DfT, mainly in relation to Rail North's structure and governance.
- 8.4 Rail North has worked in conjunction with Freshwater PA, Network Rail and PTEG to organise an All Party Parliamentary Rail in the North Group (APPG). This group of Members of Parliament (MPs) met frequently to brief Parliamentarians across the North of England on various matters concerning the Rail Industry. The current franchisees have also attended the meetings to brief the MPs on various issues on their network. This has provided great benefit to Rail North and to the franchising process as it has informed MPs across the North of England of our objectives and principles.
- 8.5 Rail North also engages a wide variety of industry and other stakeholders through meetings, attendance at key events and other means. A series of briefings are planned during early 2015 with the intention of briefing the business community through Local Enterprise Partnerships. An update will be provided at these in relation to establishing Rail North Limited, the Rail North Partnership with DfT and the work undertaken to develop the Northern and TransPennine franchise specifications.

9. Commercial Management

9.1 Procurement Process

- 9.1.1 DfT published prospectuses for the Northern and TransPennine franchises in June 2014 alongside a joint OJEU notice relating to both franchises and Pre-Qualification documentation.
- 9.1.2 The Pre-Qualification Questionnaire (PQQ) formed part of this pack and asked various technical and non-technical questions, answered by prospective bidders, which were reviewed and evaluated to establish if those organisations who responded were suitable to operate the franchises.
- 9.1.3 PQQ responses were evaluated by Rail North and DfT representatives. Rail North was heavily involved in this process and provided resource including evaluators and a Consensus Chair, who acts to manage the teams of evaluators and to ensure the evaluation is fair, reasonable and unbiased; there were three Consensus Chairs in total.
- 9.1.4 This involvement gave Rail North significant visibility of the Pre-Qualification submissions and evaluation process. It raised the profile and credibility of Rail North and successfully resulted in DfT announcing shortlisted bidders for both franchises in August 2014.
- 9.1.5 It is intended that Rail North will continue to have involvement in the Procurement Process including evaluation of bid submissions.

9.2 Franchise Affordability

- 9.2.1 Rail North has involved their senior finance officers in the DfT financial process of developing an estimate of the budget to be provided over the next franchise period and the emerging position on franchise affordability and Value for Money cases for both franchises.
- 9.2.2 Rail North has worked closely with DfT's finance experts and advisors throughout the re-franchising process. This has also been important for collaboration as from the commencement of the new franchise period the management will be through the Partnership of Rail North and DfT. Rail North continually pushed for a funding envelope that is adequate to fully support the North's economic growth agenda and a transformation in Rail in the North of England.

10. Project Management

- 10.1 Rail North has tracked the progression of the re-franchising process alongside DfT's Project Managers with regular meetings to co-ordinate works. The team embedded within DfT have ensured that any updates on this progression are shared, with DfT, Management Group and Steering Group, in a timely manner.
- 10.2 The co-ordination between Rail North and DfT in relation to planning has ensured each is aware of the others approvals and escalation processes; this has developed a strong trust in the working relationship whereby DfT have presented to the Rail North leaders on the updates of the re-franchising process and Rail North have been present at stages of DfT's internal approvals process.

11. Joint Rail North and DfT Consultation for Northern and TransPennine

- 11.1 DfT and Rail North worked jointly to develop the format and the content of the Stakeholder Consultation document for the Northern and TransPennine franchises. Rail North provided experience of the key issues which were important to the rail passengers in the North of England. This experience was then used to shape the content of the document and the questions asked.
- 11.2 Following the work undertaken by Rail North in the production of the Consultation Document, the Rail North Leaders' Forum on 28 May 2014 agreed a joint Rail North / DfT approach to the Stakeholder consultation exercise for the Northern and TransPennine rail franchises. Consequently, the stakeholder consultation document was published on Monday 9 June 2014 as a joint DfT / Rail North publication. This was followed by briefing sessions on the Consultations, jointly held by Rail North and DfT, across the North of England.
- 11.3 The consultation document asked for views, from stakeholders and members of the public, on a variety of specification matters affecting the public with the information to be provided to shortlisted bidders for the next Northern and TransPennine franchises. The closing date for consultation responses was Monday 18 August 2014.
- 11.4 There was an excellent response to the consultation with the overall total number of respondents reaching 21,516. All of Rail North's Partner Authorities responded to the consultation, either individually or as part of a group, alongside 31 other Local Authorities, largely from across the North of England.
- 11.5 Rail North and DfT shared the responsibility for analysing the responses and ensuring these were considered as part of the specification development work. Some of the key themes which were picked up in the responses included:
 - Improving the quality of rolling stock with early withdrawal and replacement of the pacer fleet on the Northern Network as a key priority;
 - Inadequate protection of revenue and a large amount of ticketless travel;
 - Support for fares increases as long as they are linked to specific and tangible improvements in service quality;
 - Earlier and later services, improved Sunday services to better match passenger requirements and the need for direct links to Manchester Airport;
 - Specification of options should be used to ensure quality, frequency and connectivity are maintained or improved;
 - Strong support for the Community Rail Partnerships with further funding for the groups to improve station quality and safety, and station adoptions; and
 - Integration on different modes, not just physically but also in ticketing, timetabling and information.
- 11.6 Rail North and the DfT have undertaken a thorough review process to ensure that every suggestion submitted as part of the Consultation process has been reviewed by the specification teams and considered as a potential specification option.
- 11.7 This consultation process was the first of its kind, not just because it was carried out jointly by Rail North and DfT, but also because of the format of the consultation. This consultation is the first to be advertised and to use a format like SurveyMonkey; it took an evidence based approach to questioning and asked respondents to provide evidence to corroborate their responses. This allowed an understanding of the reasoning for specification options beyond the economic case and ensured the full and wider benefits were understood in more detail.

12. Progression from Aspirations to ITT

12.1 Rail North Specification Working Group

- 12.1.1 The Rail North Specification Working Group includes LTA Officers from across the North of England, including representatives covering geographic 'quadrants'. The group began work in 2013, meeting monthly, and has carried out the bulk of the technical work involved in allowing Rail North to develop its positions on all critical aspects of franchise specification. Where additional evidence has been required, consultants' reports have been procured. This technical work has allowed specific evidence and knowledge from the North of England Authorities to inform the franchise specification process.
- 12.1.2 These positions, fed into Rail North's Management Group, formed the starting-point for a wide range specification options focused on priority specification areas which have fed in to the work being undertaken in partnership with DfT to develop the specification and ITTs.
- 12.1.3 As the franchise specification process has continued through the DfT and Rail North Joint Work, the Group has continued to meet regularly as a Technical Liaison Group, in order to ensure that partner authorities continue to be aware of the technical issues being dealt with by the DfT/Rail North partnership, and that the partnership's work continues to reflect partner authorities' views. This has allowed more involvement by LTAs in the franchise specification process than ever before.

12.2 Train Service Requirements

- 12.2.1 Previously there has been a lack of connection between the evolution of train services and changes in the economic and demographic structures in the North of England; this has led to many inconsistencies including journey time, frequency, capacity and off-peak service levels. The strategic and economic arguments for optimising existing services will not always be fully realised under government's HLOS and therefore, Rail North has agreed aspirations by which they will work to bridge the gap to meet demand and ensure full benefits are realised across the North of England.
- 12.2.2 Those requirements for the Train Service Requirements are:
 - Adequate Capacity;
 - Preserving services and developing services to meet demand, including faster journey times; and
 - Rolling Stock Quality.
- 12.2.3 A comprehensive matrix of service options was developed with input from all Northern LTAs over the last two years. An initial review of the train service options was undertaken and all the options in this Rail North detailed service options matrix have been appraised, with the exception of those options that:
 - Require infrastructure investment beyond that in the Network Rail Control Period 5 Delivery Plan for 2014 to 2019;
 - Would be more appropriate as part of another franchise; and
 - Have relatively high operating costs, compared with revenue.

- 12.2.4 A list of options reflecting LTA aspirations was taken forward for option appraisal testing. The piece of work by the Rail North authorities to develop this list was vital to ensure that all have had input to the franchise specification and this input has been invaluable in shaping the final ITTs. In mind of this fundamental foundation of Rail North, the project team are providing feedback to all the local authorities that fed information into this process on how Rail North progressed their requirements in preparing the Train Service Requirements.
- 12.2.5 Further work will be undertaken on the options that were not evaluated on the basis that they require infrastructure investment beyond that in the Network Rail Control Period 5 Delivery Plan for 2014 to 2019 as part of developing a joint investment plan, as part of the Partnership proposals between Rail North and DfT. This work will also feed into the update of the LTRS planned during 2015.

Included in ITT for Northern and TransPennine
Both franchises are committed to generally maintaining or increasing the frequency of all services on their networks. This includes enhanced weekend and evening services on many routes.
Bidders are encouraged to provide additional services, to those specified, according to demand and to work with local initiatives to encourage economic growth through new routes and stations.

12.3 Remapping

- 12.3.1 Various remapping proposals were considered as part of the Consultation process for the Northern and TransPennine franchises. Extensive work was undertaken to consider the social, financial and economic impacts for remapping each of the lines. Rail North Leaders have asserted the need to maintain the existing service quality level on services that are transferring from TransPennine to Northern; Consultation responses also highlighted this as a key concern. The conclusions of work has resulted in the following:
- The **Cleethorpes to Manchester Airport line** is an important service for the economy of the South Humber area and the proposal to remap this to the Northern franchise would have significant impact to the local economy; therefore, this service is to remain a **direct TransPennine service**.
 - **Windermere to Oxenholme** will be remapped to Northern from the start of the franchises providing **4 trains per day** to Manchester Airport. There is also committed funding for **electrification of the Windermere branch**.
 - Effective from the start of the franchises, **Barrow-in-Furness to Manchester** will be remapped to Northern and an **additional through service to Manchester Airport will operate from December 2017**. This will mean that per day there will be **8 trains operating each way**.
 - **Blackpool to Manchester** will also be remapped from the start of the franchise to Northern, providing longer electrified trains from March 2017 to both Liverpool and Manchester.

- **Cleethorpes/Grimsby to Barton-on-Humber** will be transferred to **East Midlands Trains** franchise when it is re-let in 2017.
- A decision on the remapping of **Scarborough to York** will be deferred until there is a clearer schedule and output for the electrification plans.
- **Liverpool to Norwich** is not currently being remapped; however, the TransPennine bidders will be asked to work with stakeholders and the public to develop an acceptable proposal for all parties to this remapping suggestion.
- **From 2017 the TransPennine service from Liverpool to Manchester will run through Newton-le-Willows instead of Warrington Central**; this will allow for a regular two trains-per-hour to Leeds. Northern will operate a replacement service to Warrington Bank Quay and Central Manchester to allow a direct service to Leeds to continue, originating from Liverpool Lime Street.

12.4 Rolling Stock

12.4.1 Rail North's requirements for Rolling Stock were outlined in the LTRS and are summarised below:

- Provide additional trains with adequate quality and capacity to meet the demand of passenger expectation and usage;
- Provision of electric rolling stock to operate on newly electrified lines;
- Replacement of pacers; and
- Refurbishment of existing trains.

12.4.2 Rail North developed a strategy on Rolling Stock; the key conclusions of that strategy work are:

- There is a need for a substantial volume of additional rolling stock vehicles to meet the growth in capacity and connectivity aspirations set out in the LTRS. A substantial volume of rolling stock vehicles would be required with roughly 50% increase for connectivity and 70% increase for capacity
- There is a very strong economic case to deliver additional rolling stock and improve rolling stock quality with a possible benefit to cost ratio of 8:1, although additional financial support will be required; and
- There are future opportunities to procure new rolling stock in a more cost effective way as Rail North can access finance at about 30% cheaper than the commercial rate.

12.4.3 Research undertaken by Passenger Focus in 2012 identified improvements to Rolling Stock quality and capacity as the most important priority for passengers. DfT's standard policy is to not intervene in the Rolling Stock market.

12.4.4 Prior to the commencement of work on the Northern and TransPennine franchises, Rail North, with assistance from Grant Thornton and SDG, explored Rolling Stock and potential avenues for funding through their Rolling Stock Project Board. The aim of which was to ensure a step-change in the Rolling Stock quality. Due to Rail North's previous work, it was decided that Rail North would take the lead on the Fleet/Rolling Stock work with involvement from DfT.

- 12.4.5 Rail North led on work by the Rolling Stock Task Group, developing reports on capacity requirements and demand forecasting for the Northern and TransPennine franchises. These reports showed a strong growth in demand throughout the franchise term and without specification it was likely that severe overcrowding would increase across the two networks. Another factor which Rail North Partner Authorities felt strongly should form part of the specification, and was mirrored by DfT, was the removal of Pacers from the Northern franchise.

Included in ITT for Northern and TransPennine
<p>TPE –</p> <ul style="list-style-type: none"> • Operate modern, comfortable and reliable rolling stock to meet strict National Rail Passenger Survey (NRPS) targets. The facilities must meet the standards of a long-distance inter-city service; including Wi-Fi, tables for 90% of seating, adequate luggage space and air conditioning. • Must have sufficient rolling stock, suitable to meet needs of passengers and to meet high standards of cleanliness. <p>Northern –</p> <ul style="list-style-type: none"> • 120 new build vehicles will be required to be procured by the new franchisee for use on non-electrified routes. • There will be required of the franchisee a transformation of existing Northern rolling stock such that it will be comparable to new or nearly-new stock. It provides facilities as such would be reasonably expected for a medium or short term journey. • Pacers will be completely phased out by 2020.

12.5 Capacity

- 12.5.1 The current franchise for Northern was let on a no-growth basis which has led to gaps in demand and capacity, where peak loadings exceed the capacity of the rolling stock on many routes and crowding on the TransPennine and Northern network is severe. The capacity requirements for the new franchises have been assessed on a route by route basis with extensive input by Rail North.
- 12.5.2 The forecast demand data used by Rail North indicated that a growth in demand required intervention, for both train services and rolling stock. Rail North's position was to focus on the worst overcrowding across the two networks. A capacity monitoring regime, that penalised failure to provide planned capacity, has been developed for both franchises.

Included in ITT for Northern and TransPennine
Capacity to meet Rail Executive standards by 2019, which state that passengers should not be required to stand for more than 20 minutes once boarded, and meet demand whilst providing reasonable standards of comfort for passengers.

12.6 Performance

- 12.6.1 Performance is subject to rail industry targets identified in the HLOS and regulated by the Office of Rail Regulation (ORR). Public Performance Measure is the national mechanism for Performance; this measures the number of trains reaching their final destination 'on time'. On time is defined as within five minutes for regional, London and South East trains, and within ten minutes for long distance trains.
- 12.6.2 Rail North's position is that operators should be incentivised to address the causes of delays, and to mitigate against future delays by addressing the poorest performing services. Rail North and DfT evaluated performance measurement benchmarks to establish which best incentivised the franchisee to continuously improve against the performance targets.

Included in ITT for Northern and TransPennine
Performance benchmarks are set out in the franchise agreement for both franchises; they are ambitious and focus on how the franchisees will manage the effect of infrastructure improvements to the performance of the networks.

12.7 Fares

- 12.7.1 DfT's National Fares Policy is that regulated fares can rise annually by RPI+1% with a maximum flex on any individual fare of 2%. This was revised in January 2014 and continued in January 2015 to RPI+0% with a flex on an individual fare of 0%. Rail North's requirements on Fares from the LTRS are summarised below:
- Limit or eliminate moves to increase fares as a means to reduce subsidy;
 - Identify where the propositions in the LTRS on fares simplification can be implemented;
 - Delivery at the earliest opportunity of SMART across the North of England;
 - Secure commitments of participation in existing and new ticketing schemes across the North of England; and
 - Ensure improved Revenue Protection features as a priority in the new Northern franchise.
- 12.7.2 The Fares Task Group was led by Rail North, which ensured options which align with Rail North's requirements were included in the option testing. This led to a detailed analysis and a broad spectrum of options on Fares policy, Ticketing, Revenue Protection and Multi-modal ticketing. During this period of option testing it became apparent that there are constraints, including national fares policy, timescales and resourcing, which prevent the restructuring of the existing fares baskets.
- 12.7.3 With this in mind Rail North and DfT jointly considered how to overcome these constraints to achieve the requirements of DfT and Rail North.

Included in ITT for Northern and TransPennine
The ITTs are intended to create a consistent approach to fares across the North of England allowing passengers to have more confidence that a similar quality and distance journey will equally have a similar fare.

12.8 Stations

- 12.8.1 Across the North of England there is substantial variation in the levels of quality and facilities at stations; these are often found to be inconsistent with the demand levels at the stations and with the functions they serve. Rail North identified a need to preserve work carried out by local authorities and Community Rail Partnerships (CRPs) while achieving better prioritisation, planning and delivery; they also sought a greater role in the allocation of funds.
- 12.8.2 Rail North Partners gave information to compile a comprehensive matrix of present-day station facilities across the North of England. Rail North then developed a set of deliverable and consistent target minimum standards, known as Station Quality Standards (SQS), for station facilities by reference to the stations' usage levels and functions. Comparing these standards to the present-day station facilities matrix allowed Rail North to develop a clear set of priorities for upgrading station facilities. With these priorities in mind it would then be possible for local authorities and CRPs to enhance the scope of works through additional funds and community involvement.
- 12.8.3 In addition, it was important to Rail North to ensure that the smaller and medium sized stations are effectively maintained as well as the larger stations. The specification teams worked to analyse approaches which would ensure that stations were kept in acceptable condition, and were maintained in a cost-effective and sustainable manner with regard to the long life of most station assets.

Included in ITT for Northern and TransPennine
Stations Improvement Fund of at least £30m and will be categorised for investment to small, medium and large stations. There is also funding available through the Customer and Communities Improvement Fund (CCIF). For Northern this will be set at £2.3m from the 4 th year of the franchise. For TPE it is set at £700,000 per year from the start of the franchise to ensure investment is continued through the full length of the franchise.

12.9 Marketing and Branding

- 12.9.1 The previous position taken by DfT on branding is for the operator to have discretion; this has increased the variation of application of branding and marketing to the franchise assets and collateral. Rail North favoured long-term branding which would increase cost efficiency and enable a trust in the brand to be established in Rail in the North.

Included in ITT for Northern and TransPennine
Franchisees are expected to work with local stakeholders on initiatives to encourage growth of patronage and to develop a strong identity within the market place to limit de-branding at the end of the franchise term.

12.10 Customer Experience / Service Quality

- 12.10.1 The Northern franchise involves a large portfolio of stations of varying sizes and usage levels together with an extensive mixed fleet of rolling stock. Rail North is keen to ensure that the franchisee deploys effective facilities and fleet management arrangements to maintain a positive experience for the customers using the trains and stations. An efficient quality assurance regime is a key component in ensuring stations and trains are provided to an acceptable customer service standard.
- 12.10.2 Most rail franchises base quality assurance on feedback from customers responding to the National Passenger Survey. Rail North felt strongly that, given the scale and complexity of the Northern franchise, a structured approach to quality assurance was necessary. The current and previous Northern franchises involved an inspection based regime and there is expertise in managing these arrangements amongst the Rail North partners.
- 12.10.3 Rail North desired a Service Quality Regime which was transparent, efficient and Value for Money; Rail North and DfT colleagues have worked closely to devise a service quality regime for inclusion in the new franchise which it is hoped will be both efficient and effective. This will involve periodic inspections of trains and stations to ensure they are meeting standards of cleanliness and maintenance together with aspects of customer service such as accurate information and signage.

Included in ITT for Northern and TransPennine
Both franchisees will be required to provide free Wi-Fi on every train, where train-to-internet coverage is available, by the end of 2019. There will also be improvement targets for customer satisfaction levels placed on both franchisees as well as stringent NRPS targets.
For Northern a service quality regime will be in place, providing a financial incentive for the new franchisee to ensure that the train fleet is maintained in excellent condition, and to a high standard of cleanliness, throughout the operating day.

12.11 Community Rail

- 12.11.1 The Community Rail Development Strategy (CDRS) was the basis for the 18 CRPs across the North of England. It was assumed that the role of the CRPs would continue for the next franchise but the security of their funding was a major concern for Rail North. Rail North also wanted to develop how the CRDS would flow through and be recognised by the devolved organisation of the partnership.
- 12.11.2 The work on Community Rail took three distinct paths:
- Rail North provided representation on the National Community Rail Steering Group, which is a DfT chaired body; Rail North worked with ACoRP and DfT to understand how Community Rail could be represented through the Partnership. This work led to Community Rail forming part of the proposition to Government for Devolution in 2012 and the Memorandum of Understanding for the Rail North and DfT Partnership to begin in 2016; and

- Joint work on the re-franchising of Northern and TransPennine to ensure that Community Rail has been given prominence in the new franchises and that both franchises will make a substantial and long-term commitment to Community Rail.

Included in ITT for Northern and TransPennine
Northern will be required to financially commit to £500,000 per annum for the CRPs on its network which will go towards various areas; including, marketing, development of stations as community hubs and working with volunteers.
TPE is required to engage with CRP initiatives and to be proactive with CRPs who connect with the lines on which they operate.

13. Securing a Transformation in Rail Services in the North of England

- 13.1 Rail North and DfT have worked together at every level allowing Rail North and its Partners to influence the outcomes of the Northern and TransPennine franchises. Transparency and sharing of information, alongside an open and honest relationship, has ensured development of ITTs that reflect a transformation in rail services. Specification options were reviewed jointly by Rail North and DfT at frequent Joint Workshops, involving senior Rail North officers, to shape and determine final specification.
- 13.2 Throughout the whole process Rail North has strived to ensure its Partners, Stakeholders and local community are kept as informed as possible and provided opportunity for them to contribute to ongoing work. This has ensured their knowledge and experience has fed through into the ITTs. Rail North's engagement with its Leaders and local MPs, through the APPGs, has strengthened the political engagement with government leaders on the development of the rail network in the North of England to support the forecast economic growth.

14. Franchise Agreement

- 14.1 The franchise agreements for Northern and TransPennine will be between the Secretary of State and the Train Operating Company; there will no longer be PTE and CA Cosignatories for Northern. The Partnership Agreement between Rail North and DfT will set up a single management body consisting of staff from Rail North and from DfT to manage both franchises.

15. Lessons Learned

- 15.1 Reflecting on this period of joint working Rail North have selected some key principles which have helped to create a strong working relationship between Rail North and DfT and within the Rail North community. Rail North intends to take these forward as principles for Rail North Limited and its Partnership with DfT. These comprise:



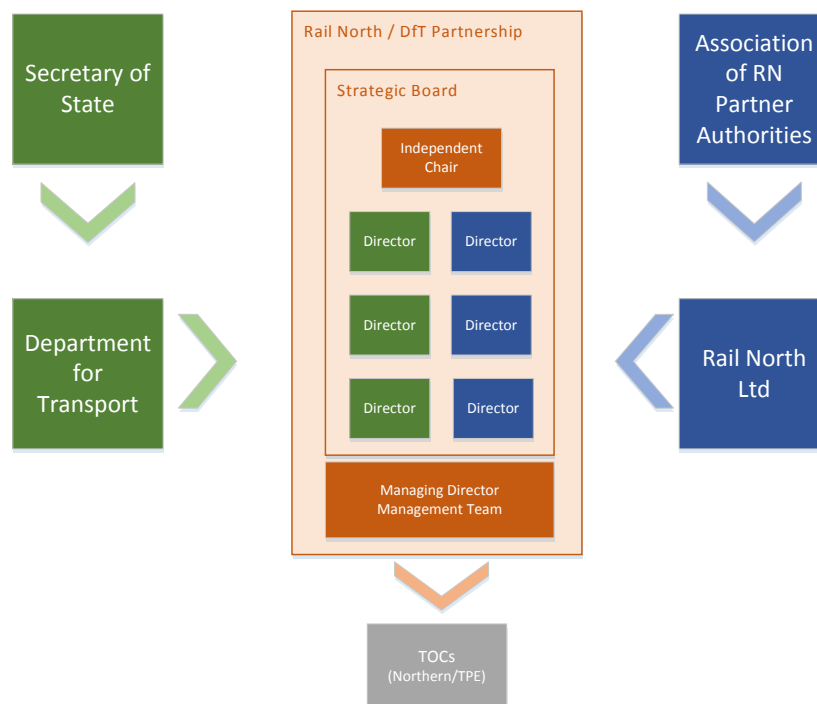
- 15.2 Below and overleaf are some case studies which demonstrate these principles in action:

16. Look Ahead: The Rail North/DfT Partnership

- 16.1 In the previous Northern Franchise, Combined Authorities and Passenger Transport Executives co-signed the franchise agreement between DfT and the franchisee.



- 16.2 In October 2014, Rail North and DfT entered into a Memorandum of Understanding concerning how the new Northern and TransPennine franchises will be managed by both bodies in partnership. The Rail North Partnership will comprise a small team of Rail North and DfT staff who will ensure the franchisees comply with the terms of the franchise. During 2015, the Rail North Partnership team will be assembled and based in the North in readiness for the award of the new franchises in late 2015 and their commencement early in 2016.
- 16.3 The Rail North Partnership will comprise a Strategic Board made up of senior officers from Rail North member authorities and DfT with an independent chair. The Strategic Board will oversee a Management Team comprised of DfT and Rail North officers engaged in the process of franchise management.



- 16.4 The Partnership will also manage the process of altering or enhancing the services and facilities provided under the franchises; such as additional rolling stock, increased frequency and new stations. Where Transport Authorities are seeking to fund or sponsor changes, the Partnership will lead on negotiations with the franchisees and the process of implementation. The Partnership will be the link between Rail North and the national processes for investment and the setting of regulated train fares.

- 16.5 The Memorandum of Understanding sets out a process whereby the capacity and capability of Rail North to oversee the local rail network is developed during the period of the forthcoming franchises. If Rail North can demonstrate the capacity and capability to manage subsequent franchises, then the power to do so will be devolved from central government to Rail North. The Rail North/DfT Partnership is therefore a transitional arrangement from the current position whereby the process of franchise management is carried out from London to a position where the local rail network is wholly managed in the North.
- 16.6 It is Rail North's ultimate aim that after this transition period it will have devolved powers and operate as shown below.

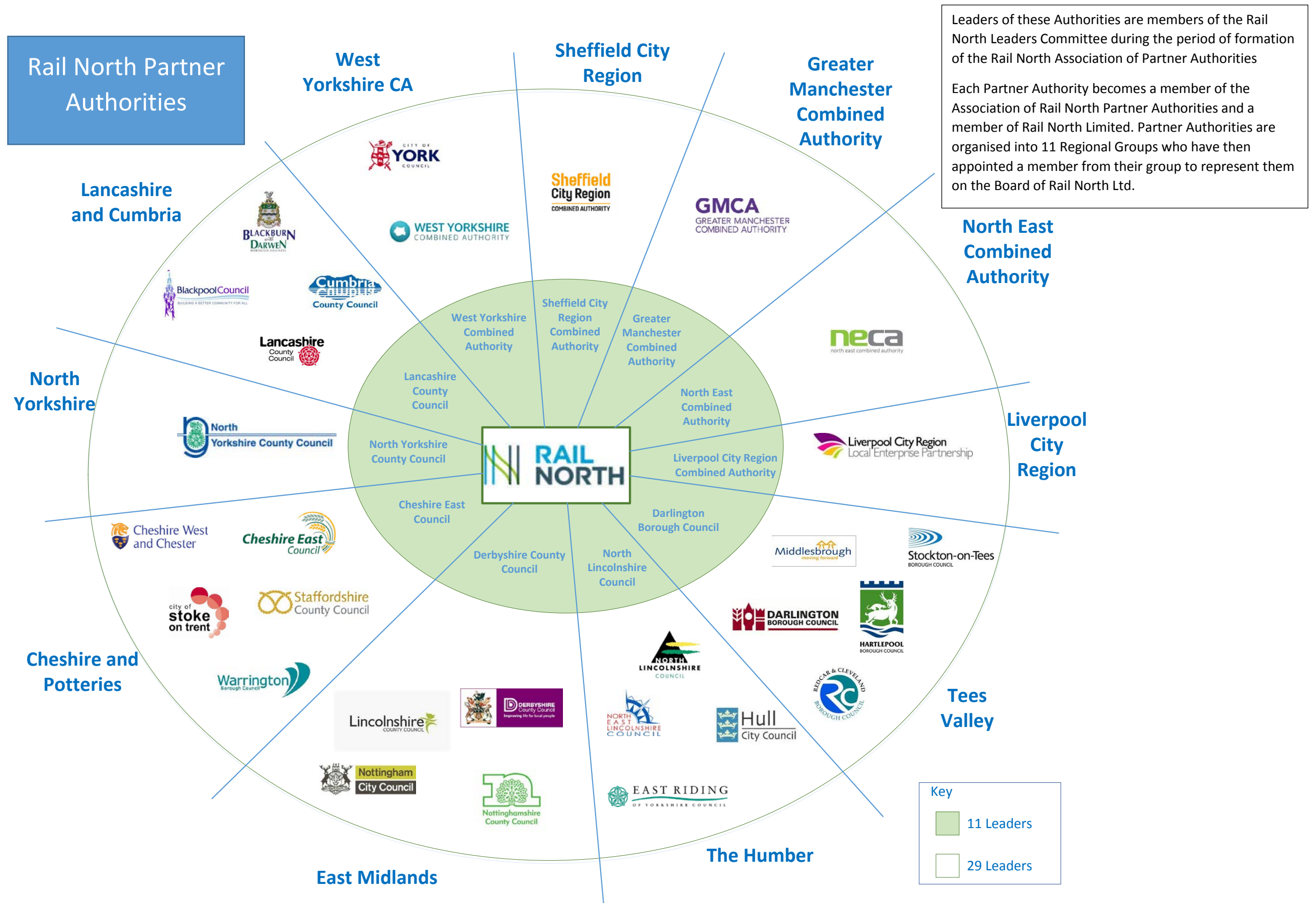


17. Look Ahead: The Association of Rail North Partner Authorities and Rail North Limited

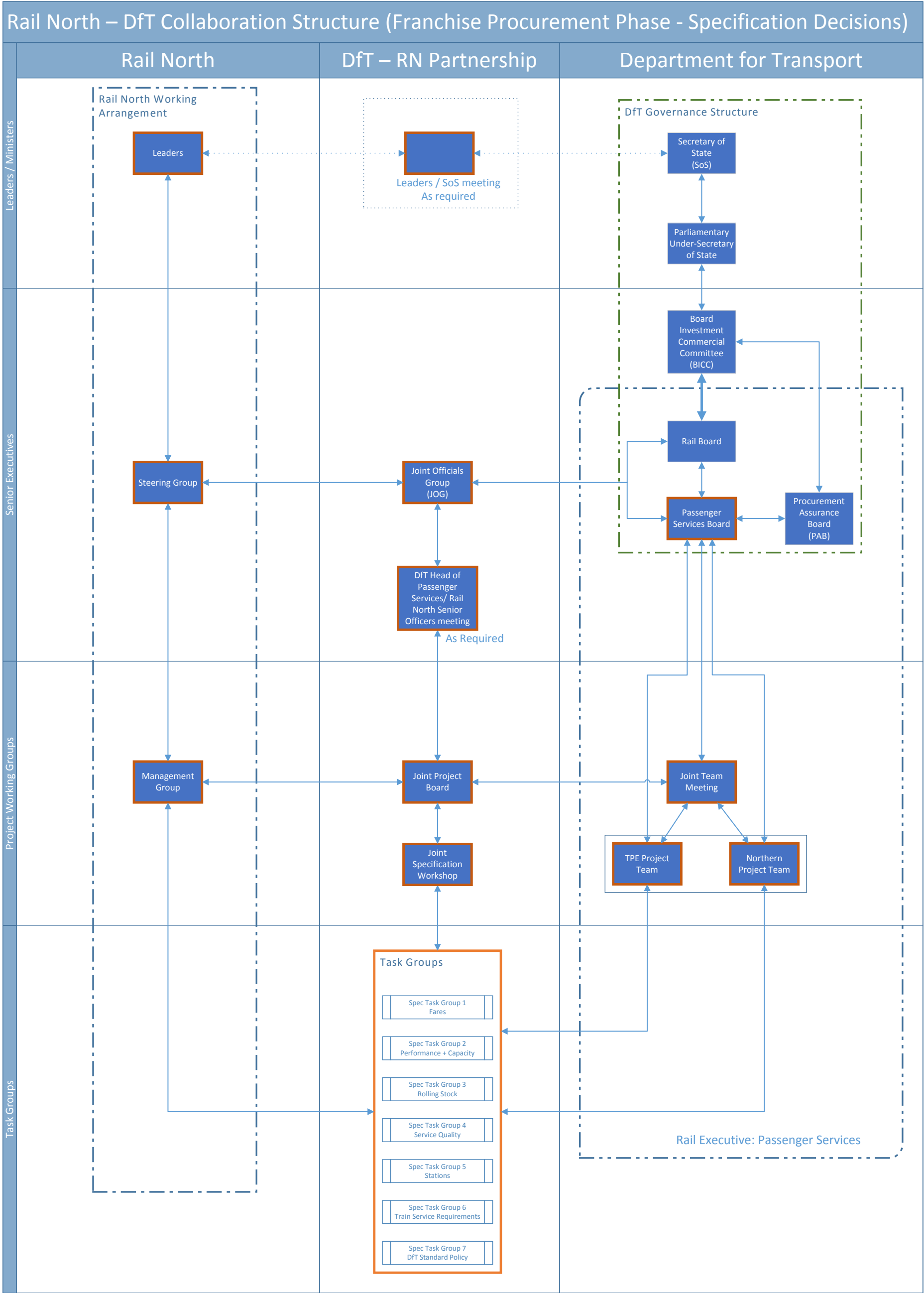
- 17.1 Rail North will continue its work within the three workstreams established in early 2014, as set out in Appendix 3. Those workstreams comprise; the finalisation of Rail North governance arrangements, the Rail North/DfT Partnership and the re-franchising of Northern and TransPennine.
- 17.2 Rail North will continue to work jointly with DfT on the re-franchising of Northern and TransPennine and the creation of the Rail North / DfT Partnership throughout 2015. It is expected that all processes will have taken place for there to be appointment into key Partnership roles by the time the franchises are awarded and a functional Partnership will be in place for franchise commencement.
- 17.3 The Association of Rail North Partner Authorities and Rail North Ltd will continue to liaise with their local authorities and communities to progress Rail North's aims and objectives and to feed information into the Partnership with DfT. A review of LTRS is also planned during 2015.

18. Summary

- 18.1 Following the agreement of Partnership principles with the Secretary of State in January 2014, Rail North has continued work to ensure the best possible foundations are set for the North of England's future rail network.
- 18.2 The publication of the ITTs for the next Northern and TransPennine franchises reflect that work and the continuing involvement of Rail North in the re-franchising process. This, alongside further development of the Rail North/DfT Partnership, the Association of Rail North Partner Authorities and Rail North Limited will cement a future for rail in the North of England that will support the growing economy and truly contribute to a transformation in rail service provision.



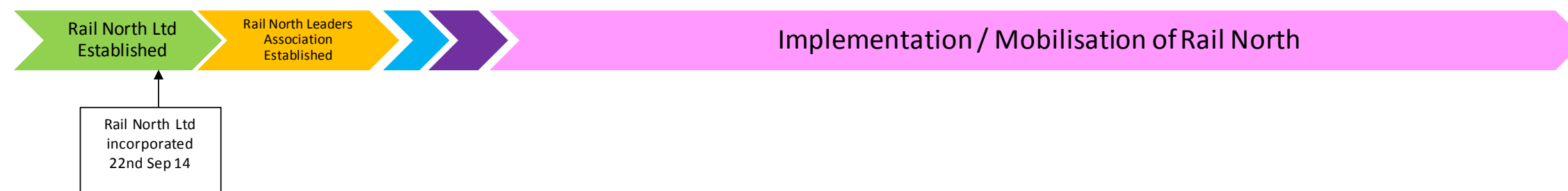
Key: Orange highlights Rail North confirmed attendance.



Key Programme Dates



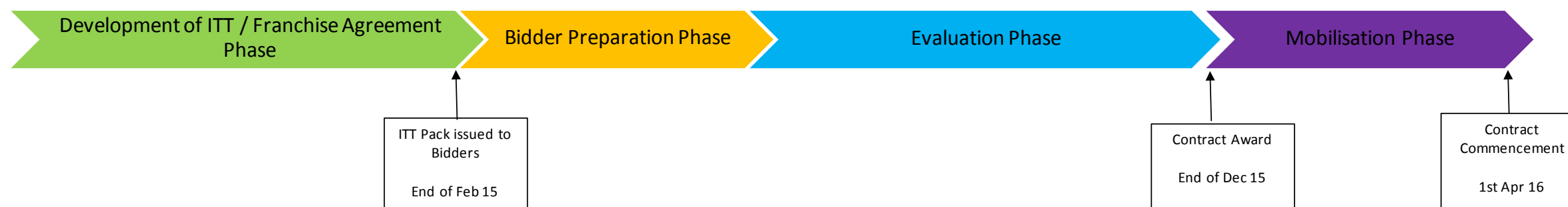
Rail North Governance



Rail North / DfT Partnership



Re-franchising



Richard Berry
GLA
City Hall, The Queens Walk,
London,
SE1 2AA

Environmental Services

David Cuthell, MCIWM, Env. MCMI,
Chief Environmental Services Officer

Lynton House, 255-259 High Road,
Ilford, Essex. IG1 1NY

Please ask for [REDACTED]
Direct line [REDACTED]
E-mail [REDACTED]

Our ref Gla/rail/1
Your ref
Date 24th June
2015

Dear Mr. Berry,

London Borough of Redbridge Response to the GLA's Request for Comments on The Case for Rail Devolution in London

The London Borough of Redbridge would like to offer the following officer level comments to the GLA in reply to "The Case for Rail Devolution in London" Consultation.

- Redbridge accepts that rail in London has a vital role to play in the capital and welcomes this call for views by the GLA. However, the GLA has not defined exactly which rail services are under consideration. Therefore, for the purposes of this consultation response we feel that rail devolution should consider those services which mostly start and end within the Greater London boundary only and that any rail service would be operated or managed by TfL ;
- If the success which TfL have made in managing the Overground network can be replicated this would be welcomed and supported by the Borough. It is suggested that all suburban rail service within Greater London be brought under the TfL umbrella and managed in a similar way. Continuity of branding and pricing structures, i.e. Oyster fares, would achieve greater consistency throughout the London region;
- The occasion of franchise renewals offers the most practicable opportunity to expedite devolution of relevant suburban services to TfL. Where such renewals are still many years away, TfL should examine with DfT potential mechanisms of instigating full or gradual TfL influence over the London suburban services element (including fares structure) of such franchises.
- Many suburban lines, particularly those operating out of south London hubs such as Waterloo, are running at or above capacity in the AM peak. If all responsibility for rail

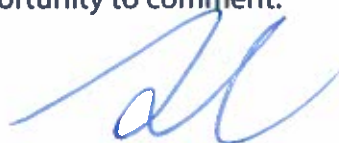
If you require this information in Large Print, Braille or Audio, please contact the above person.

stations and rolling stock were given over to the GLA it might be possible to co-ordinate a better response to overcrowding issues. For example, the former Eurostar platforms at Waterloo which could offer congestion relief would probably come back into operating service much quicker if one authority had overall control of both services and station infrastructure.

- Co-ordinating and planning new routes could be programmed via TfL/ GLA guidance as has happened with Crossrail and Crossrail 2 and this should be considered.
- It would be pertinent within devolution considerations to review special treatment being given to make rail transport access to/ from London to those of London's major airports which lie outside the London boundary cheaper. This would help reduce pressure on key road arteries within the London area and encourage sustainable work journeys to be undertaken by many London-based staff who work at such airports. It is suggested that special consideration should be given to ways of enabling Oyster fare pricing to be applied by TfL to the slower services originating within London serving London's major airports outside the London boundary such as Stansted, Luton and Gatwick. (It is acknowledged that express services between central London termini and these airports will always attract premium fares outside the Oyster range.)

Thank you for the opportunity to comment.

Yours sincerely



Scott Wilding
Team Leader Transportation Strategy

REIGATE, REDHILL AND DISTRICT RAIL USERS' ASSOCIATION
(Earlswood, Horley, Merstham, Nutfield, Redhill, Reigate & Salfords Stations)

Chair: Stephen Trigg
Committee Secretary: Michael Fife

30th June 2015

Richard Berry,
London Assembly,
City Hall,
The Queen's Walk,
London SE1 2AA
Via Email to transportcommittee@london.gov.uk

Dear Sirs / Madams

The Redhill route has historically been a neglected backwater along the Brighton main line, because trains come off the fast lines to serve Redhill we tend to get a frustrating and relatively limited service. Additionally the fare structure around the route has long been unfair and as increases each year have been inflationary the gaps and unfairness between fares has increased.

Redhill route consists of Merstham, Redhill, Reigate, Earlswood, Salfords and Horley stations, the first stations outside the current TfL area of the Brighton main line. Train along the route also call at Coulsdon South but as this is a TfL Zone 6 station its issues are very different from the rest of the line so RRDRUA does not cover this station. The Key issues along the route: -

Fares The fares being charged to users at Redhill route stations are unfair, firstly London Fares are more expensive than stations further out from London than Redhill and significantly more expensive than other stations equidistant from London as Redhill

Secondly Fares just inside London from Redhill route are up to 50% cheaper than fares from Redhill because Redhill is just the wrong side of the TFL Zone boundary. It means that Redhill route customers are effectively subsidising customers inside London who get Zonal fares much cheaper than at Redhill

Table below shows differences on annual tickets

Train Fares Comparison (Annual All-zone Travelcard)

From	Fare (£)	Redhill Difference		Horley Difference	
Redhill	3,432				
Horley	3,952				
<u>Next Station into London</u>					
Coulsdon South (TfL)	2,344	-1,088	47%	-1,608	69%
<u>Stations Equidistant to London with similar services</u>					
Oxted	3,004	-428	15%	-948	32%
Dorking (Direct)	3,096	-336	11%	-856	28%
Dorking (via Redhill)	3,324	-108	4%	-628	19%
Leatherhead	2,840	-592	21%	-1,112	40%
<u>Stations Further out with similar availability of services</u>					
East Grinstead	3,364	-68	3%	-588	18%
Three Bridges (FCC)	3,240	-192	6%	-712	22%
Gatwick Airport (FCC)	3,240	-192	6%	-712	22%

Service In January 2015 Southern cut 4 out of 9 peak trains because Network Rail reduced the capacity of trains into London Bridge. These were the main cuts in service and inflicted on the Redhill Route because it's hard to time trains out of the Redhill Route into the main line onto the BML.

Changes to London Bridge Services AM peak from 6:30 to 9:00					
Redhill to London Bridge Service Pattern in 2012			Planned Service in Jan 2015		
Departure	London Bridge	Notes	Departure	London Bridge	
06:33	25m 06:58		06:33	27m 07:00	plus 2 mins
06:43	34m 07:17		06:43	41m 07:24	plus 7 mins
06:56	27m 07:23	TRAIN CUT			
07:15	37m 07:52		07:15	41m 07:56	plus 4 mins
07:40	37m 08:17		07:40	44m 08:24	plus 7 mins
07:51	28m 08:19	TRAIN CUT			
08:02	36m 08:38	TRAIN CUT			
08:30	36m 09:06	TRAIN CUT			
08:40	36m 09:16		08:40	40m 09:20	plus 4 mins
	9 Trains			5 Trains	

Trains from Reigate to London Bridge were cut by 50% in the peak as well and many of these trains also call at Salfords, Earlswood and Merstham too.

These cuts were particularly hard for working Parents from Salfords, Reigate, Earlswood, Redhill and Merstham as the 7:51 was the main train after the nursery's opened for them to get to London Bridge as the 7:40 is just too early so they have been forced to go to East Croydon and change – adding 30-40 minutes to their previous journey times.

Punctuality Southern and Thameslink are unable to achieve any punctuality or reliability at Redhill

As an example the 7:23 Redhill to Victoria is cancelled once every 10 days, then it is short formed 2 or 3 times per week causing extreme overcrowding.

We call it the least reliable train but then the 8:11 Thameslink is often short formed too, plus it's average arrival time is 11 minutes late – not bad for a 37 minute journey – 30% late but not enough for delay repay.

Our punctuality is made worse by the continued prioritising of the Gatwick Express – a premium service used by a few rich businessman. It stops no-where which means our local trains (already very overloaded) are full of airport passengers from Clapham Junction and East Croydon, plus many from Victoria preferring a cheaper fare. This means seats are full of suitcases and we have to stand on our 35-45 minute journeys. We believe the premium should be removed and it should at least stop at Clapham Junction where scores of passengers transfer from SWT and Overground routes.

What makes the poor situation worse is that our passenger representatives are London TravelWatch, a TfL funded organisation, which although they do talk to us occasionally really are not that interested in our issues and we have received no real assistance in either fighting the train cuts or assisting with the unfair fares.

Mayor's proposals could help improve services for rail users. Key questions we will ask include;

- What are the key problems with National Rail services in London that need to be addressed?

We see (as Rail users just outside the London envelope) the key issues as unfair pricing, lack of and unpunctual services. Much of the issues surround Network Rail's mismanagement and regular failures to infrastructure plus the restrictive timetabling rules they place over the Train Operating companies.

There is a very big issue with the TfL boundary where passengers just outside have to pay significantly more yet the same passengers are part of the success of London for inferior travel options. It feels like we are subsidising London tax payers significantly and cannot be allowed to continue. The lack of Oyster Zonal system means we have to pay both for a ticket to London and then Oyster fares. This is wrong

- What changes to the delivery, funding or governance of rail services in London should be considered?

The model of rail franchises does not work well in London because of the sheer cost of the infrastructure and improvements. Private companies do not have the scale of investment available for massive public contracts without huge returns. Commuter Rail services are about getting people to work efficiently and least stressfully as possible to enable the greater benefits from their work into the community. The TfL model of management contracts is significantly better,

- How does the current system in London compare to those in other world cities?

The various metro and suburban networks in the world mostly struggle with passenger loads and timetabling huge numbers of services during peak hours. London's services struggle because they were amongst the first to be built in an illogically shaped city. It needs big changes like London Bridge and Crossrail to make it work better. Removing the flat crossings in South London will improve reliability as will unblocking Clapham Junction

- What would devolution mean for passengers, in terms of fares, reliability, crowding, information, and so on?

From our point of view we need to see a fairer fare structure preferably with Zonal fares based around Oyster to get simpler ticketing, faster more reliable trains (Our services used to take 28 minutes now around 46 minutes) and better information.

However it wouldn't mean guaranteed improvements unless a budget came with devolution but direct control should assist quicker planning changes to improve services and better targeting of investment. However for us based just outside London it would bring concern about the control being by those who we do not vote for, or that the local services will swallow up all the capacity meaning restrictions for us. I think we would welcome it provided proper safeguards are put in place

- What opportunities for additional investment and income growth could devolution bring?

The localisation of investment decisions would enable better returns and better targeted improvements than looking at national issues. Thus the current system prioritises the Gatwick Express with empty trains over crowded commuter trains as the decision makers cannot see the local issues.

- What are the strengths and weaknesses of the London Overground model for delivering rail services?

The London Overground was an initial success but is rapidly becoming a failure. The short trains that don't run often enough on lines where usage has soared because of the initial success is poor. Personally as a regular user of the Clapham to West Brompton line I am regularly forced to travel compressed tightly to my fellow passengers, that is providing I can get on trains then waiting 15 minutes for the next one which is just as badly overloaded. The new 5 coach trains have hardly dented the situation and it is a relief seeing Southern running the odd 8 coach train.

The model is good where a "private company" manages the line to a strict set of rules rather than a franchise where the incumbent also has to make money for themselves often at the

expense of a passenger. However there must be ability to flex the rules to improve services where situations like the West London Line occur.

- Which rail franchises or routes should be the priority focus for the Mayor and TfL in devolution proposals?

Looking at the London Based Franchises the key franchise should be the Southern metro services, as the metro area trains run on separate tracks to the longer distance trains (i.e. from both London Bridge and London Victoria there are segregated slow lines and fast lines where TfL could take over the slow lines similar to the Crossrail tracks either side of London.

The South Eastern franchise does not have such obvious split but does have set routes that TfL could run. SWT also has lines that take both Fast and Slow trains so would be hard to split apart in the same way. Although the Windsor side could work as a separate unit, if TfL was willing to run trains to Reading.

The Moorgate lines would also make a sensible acquisition for TfL

- What are the main barriers to further devolution?

Political issues of the expansion into areas where TfL does not have a political remit. If a station like Reigate which has 1.7 million passengers per annum cannot get more than one off-peak service per hour under the current system and just two peak trains to London, then having a TfL principal where such a station would need at least 4 per hour turn up and go would be an easy sell of the benefits of TfL

- How can the Mayor and TfL ensure that the interests of passengers outside London are reflected in any new rail devolution settlement?

This is of vital importance as Rail Passengers outside the TfL is that they feel they have control, they get a reasonable deal and there services aren't turned into all station slows doubling journey times.

It is important that the successful Oyster scheme is expanded to reasonable station and with fair fares. Extending Oyster and leaving the current unfair fares would inflame very vocal opinion against the London Assembly.

- How can the Mayor and TfL improve their proposals for the devolution of the South Eastern franchise?

The Mayor and TfL should look very carefully at the lines they can put their model on, but they should also look to help commuters who contribute significantly to the growth of London by bringing them properly into the Oyster zones and with similar price levels as other Oyster users from within London

Oyster is a successful product and would be very popular way of extending TfL's reach.

If a station like Reigate which has 1.7 million passengers per annum cannot currently get more than one off-peak service per hour and just two peak trains to London, but under TfL principals where such a station would need at least 4 per hour turn up and go would be an easy sell of the benefits of TfL

Apologies this is a very rough answer to the questions posed as we only received notification of the consultations existence on Friday 26th June and being an organisation of volunteers it has been hard to discover our member's preferences and respond that quickly.

We would be more than happy to meet with you to discuss further the issues and to understand how we could assist each other,

Yours Faithfully

Stephen Trigg
Chairman – Reigate, Redhill and District Rail Users Association



National Union of Rail, Maritime & Transport Workers

Rail Devolution in London

Consultation Response

The RMT is the largest of the rail unions and the only union that represents all grades of rail workers. We organise 80,000 workers who are employed across all sectors of the transport industry, rail, maritime, bus and road transport, with the exception of aviation. We negotiate on behalf of our members with over 150 employers.

We welcome the Committee's investigation into the future of rail in London. The huge growth in population and economic activity, and associated increases in congestion, pollution and overcrowding makes it essential that all modal forms of transport are integrated and working as effectively and efficiently as possible in the capital. Devolution is no panacea for the failures of a discredited franchised system but it self evidently has the potential for a strategic, long term approach to be taken by integrating suburban railways into the rest of those provided by Transport for London (TfL) and to also introduce a higher level of accountability and responsiveness.

RMT would however opposed devolution if meant funding was devolved to make a choice between rail and other services and we would also opposed any devolution that may threaten the break up of the currently unified and publicly owned Network Rail.

Question 1:

What are the key problems with National Rail services in London that need to be addressed?

Twenty years of privatisation has left London's National rail network fractured, hugely overcrowded and unable to deliver a quality, value for money service to long suffering passengers. Victorian in shape and size with stations, as well as trains at full capacity, it also has an over-complicated fares-setting policy which is likely to get ever more confusing under the existing franchises. The inability to articulate a coherent and transparent vision for all London is a barrier to investment, innovation and full integration with the Tube, bus, tram, Overground and Docklands Light Railway networks. This has been comprehensively evidenced over the last few years by the work of London TravelWatch and is well known to the committee.

Question 2:

What changes to the delivery, funding or governance of rail services in London should be considered?

It is true that in London the highest performing, most popular and integrated rail services are operated as part of Transport for London's (TfL's) London Overground network under democratically accountable oversight. Other rail services run by separate Train Operating Companies (TOCs) under the Government's discredited franchise system means that whole tranches of London suffer from less frequent trains and lower levels of customer service than their passengers have a right to expect. However it is not clear whether London Overground's performance is as a result of the model itself or other factors such as it being a "new" railway" and the significant levels of investment.

The way train services are contracted by TfL is significantly different to the franchise model used by the Department for Transport. TfL's contracts are gross-cost concessions, where TfL take the risks over revenue from tickets and set more detailed terms for the services on offer, including station standards and service frequencies. TfL does not make a profit with two thirds of all income is spent on running costs and the rest re-invested to run and improve services in the future.

However before we simply embrace the existing TfL model as the best way forward, let us reflect on the fact that the real success story in London is London Underground. The disastrous experiment with privatisation has thankfully ended and we currently have a world class public sector company that runs the Tube completely on behalf of passengers. A public sector company that has consistently improved as a result of being in public ownership.

London Underground	2013/14	2012/13	2011/12	2010/11	2009/10
Passenger journeys (millions)	1,265	1,229	1,171	1,107	1,065
Kilometres operated (millions)	76.2	76.0	72.4	68.9	69.4
Percentage of schedule operated	97.5%	97.6%	97.0%	95.6%	96.6%
Excess journey time	5.2	5.3	5.8	6.5	6.4

(Mins weighted)

Customer satisfaction (score)	83.0	83.0	80.0	79.0	79.0
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London Overground Rail Operations Ltd (LOROL) who currently run the Overground service is actually owned by the public. Not the public in Great Britain however as it is a joint venture owned by the German Government's Deutsche Bahn and Hong Kong public authorities MTR Corporation. It operates as a commercial profit making organisation. A gross profit has been recorded during its existence of just under £130 million to the end of 2014. Over a £100 million of that was then paid out in 'administration expenses' although it is unclear from the accounts as to what this actually reflects. After other expenses a total of £7 million net profit has been recorded in the accounts over the life of the contract. Dividends totalling just over £13 million have also been paid out.

RMT believes that whatever the exact figures are, all profits and dividends are money that a GB public sector company, run on the 'not for profit model' of London Underground, could reinvest in services in London for future generations.

That would be completely in line with current TFL adverts seen on the Tube and not re-invested either in German railways or Hong Kong transport systems.

"We don't make a profit because we reinvest all our income to run and improve your services."

TFL should take renewed legal advice to see what options it may have for running rail services in the public sector or encouraging Not for Dividend bids. If this is not possible it should lobby for these powers as part of the wider devolution settlement. It should be noted that the Scottish Government is receiving new powers to allow it to operate rail services in the public sector and the Crossrail Act allowed TFL the option of running Crossrail services directly.

Question 3:

How does the current system in London compare to those in other world cities?

Good public transport systems around the world are easy and convenient to use, fast, safe, clean and affordable. The overall key feature is that they integrate multiple technologies, such as metro rail, light rail, Tube, Tram, Bus Rapid Transit, basic bus services and cycling. A common ticket or fare card serves all the systems, making it easy for passengers to transfer from one mode to the other. Passenger information systems enable users to know when the next service is due and to understand the routes easily, and high frequency of service reduces the hassle of a long wait for the next bus or train. London still has some way to go before being such a system.

Question 4:

What would devolution mean for passengers, in terms of fares, reliability, crowding, information, and so on?

Who knows? There is no one model, different degrees of devolution and important issues to do with funding that remain unanswered.

One scenario would see a common brand for the many rail services in London, stressing their role as part of an interconnected network as opposed to disparate lines that neither work with each other or other modal forms of transport. A common fare structure that is transparent, simple to use and aims to provide the cheapest possible price would undoubtedly be of benefit to passengers. One integrated system aligned with other services would deliver better planning opportunities.

Based on passenger satisfaction scores, the most successful operations in the last 20 years have been relatively small franchises like Merseyrail and Chiltern where management has a clear focus on its operation and, in most cases, a degree of long-term stability.

There is also, in the case of Merseyrail and in London with LOROL, a close relationship with the public body managing the contract, in both cases a devolved authority (Merseytravel and TfL).

The lesson is that rail managers deliver best when they have stability, a close and positive relationship with the public body which funds the service and a manageable sized business operation.

There are countless examples from continental Europe that reinforce that lesson, not least in Germany and France.

Franchising, however you structure it, is a fundamentally unsuitable way to deliver rail services and it is tainted by the profits from rail franchises going to private or foreign state-owned shareholders, not into improved rail services or benefits to passengers.

Question 5:

What opportunities for additional investment and income growth could devolution bring?

Question 6:

What are the strengths and weaknesses of the London Overground model for delivering rail services?

The London Overground model clearly has implications for the future of franchising and contracting for rail services generally.

RMT essentially believes it should all be brought back under public ownership in recognition that rail is a public service and that there is a strong role for central and local government to ensure that people are able to afford and access quality services. However in the absence of the above approach we believe it is essential that the following criteria for deciding the shape and nature of future rail contracts is taken on board by the client involved in letting any contracts:

- 1) All services should be detailed and highly specified
- 2) Timetables should be strategically planned by accountable public bodies that facilitates more transparent decisions on priorities between different types of rail services (local, long distance, freight etc.) and other modal forms of transport. Local authorities' involvement can bring potentially large benefits for passengers, staff and wider communities.
- 3) All of the above depends on funding not being immediately cut once the responsibilities are devolved and whether or not the money is ring-fenced.
- 4) Lessons must be learnt from London Overground on revenue protection, station management, safety, accessibility and other aspects of service quality. This is important as RMT believes that incorporating service quality measurement in the letting and monitoring of concessions can and should vary, depending on local circumstances, and the voice of unions and passengers should be sought and heeded on this (this equally applies to franchises being let and managed under the discredited DfT model).
- 5) A weakness of London Overground is that it outsources much of its staffing including station and train staffing. The experience of London Underground demonstrates it is far more efficient and passenger friendly to have staff in-house.

The long term success of any public service also has to be about trust and confidence: trust by the public in the service, for example on reliability, cleanliness, safety, staffing, capacity, fares and changes to timetables; trust by train operators in the contracting authority, and vice versa; and trust by the workforce in terms of being treated as valued partners, for example when introducing modernisation or new work patterns.

We believe that such an approach has to be fully at the heart of delivering continued growth in quality rail modal share relative to private transport, so as to both reduce congestion and help the economy and the environment by cutting carbon emissions.

Question 7:

What are the strengths and weaknesses of different models of rail devolution?

There is no single measure of the effectiveness of a rail system. A vibrant network will have high passenger usage, show strong growth and have a high market share of all trips made in the region. However, a successful network must also ensure it delivers high levels of passenger satisfaction, has the appropriate capacity to meet that demand, has robust service infrastructure and operates an appropriate, modern and accessible fleet. Moreover, the service must offer good value for money, and the leaders and staff of the network must have a clear vision for the future, with the appropriate governance structures and strategic plans to support growth within a public service ethos.

Question 8:**What are the main barriers to further devolution?**

The biggest obstacle facing the type of devolution favoured by the RMT (and many others) is the need for legislative agreement for TfL to be able to run a public sector operator in the capital.

London will soon have less devolved powers than those proposed for Scotland and the option to be able to run services directly should be sought from government, even if at this stage the option is not progressed.

The interests of train operating companies to be able to extract the profits from the system will also be a strong lobby in deciding future arrangements.

Question 9:**Which rail franchises or routes should be the priority focus for the Mayor and TfL in devolution proposals?**

We have no particular view on this other than there has to be real concern for those passengers who are currently receiving extremely poor services and unacceptable levels of detriment. This is currently evident on the services provided by TSGN, Southeastern and South West Trains local stopping services into London.

Question 10:**How can the Mayor and TfL ensure that the interests of passengers outside London are reflected in any new rail devolution settlement?**

Concern has been expressed that TfL will improve services for London at the expense of long distance services. This is a potential risk but long distance trains are still vital to the London economy and cannot be ignored. Non London residents who work in the capital, tourists and business meetings are all essential elements of London's success and must be considered in any future planning for devolution. The protocol previously accepted by TfL to ensure all essential passenger interests are taken into account, regardless of where they are travelling from or to, would seem to be an appropriate starting point as well as reconstituting the TfL board.

Question 11:**How can the Mayor and TfL improve their proposals for the devolution of the South Eastern franchise?**

RMT noted the comments made at the recent London Assembly Transport committee hearing on devolution, which heard evidence from Stephen Gasche (Principal Rail Transport Planner, Kent County Council) that "We think we can get the best for Kent's rail passengers as well as meeting TfL's needs to get the best for London's suburban passengers from south east London. It can be a win-win". This is a positive development to what is an issue of obvious serious concern for passengers on the route. Their concerns and aspirations must be carefully canvassed along with all interested parties including staff, but by working transparently and closely together we anticipate that progress can be made. RMT as well as TfL, Kent and Surrey councils will also be watching carefully the impact of the recently transferred West Anglia and Great Eastern routes to TfL as this will have a direct bearing on the future of Southeastern at the end of their current franchise.

Question 12:**Could control of rail services also be devolved to other UK cities?**

National Union of Rail, Maritime and Transport Workers
39 Chalton Street
London NW1 1JD

29 June 2015

**Brief from Sevenoaks Rail Travellers Association to Members of the
GLA Transport Committee
24th June 2015**

EXTENDING TFL SERVICES AND OYSTER CARD TO SEVENOAKS

Transport for London is considering seeking the 'devolution' by the DfT of SER metro services including those to Sevenoaks via Dunton Green. Sevenoaks Rail Travellers Association have already had an initial and positive meeting with TfL officials on this issue; this note summarises our findings.

Background

TfL bid for the devolution of South Eastern metro services including those starting at Sevenoaks in 2013. As the London TravelWatch paper to the GLA makes clear this failed due to objections from Kent County Council and a number of misunderstandings. These have now been addressed.

In 2013 SRTA supported the devolution of South Eastern metro services. We saw the benefits of payment by Oyster card, zonal fares which are potentially lower, improved service reliability, manned stations, a more efficient and quality focused franchising model, lower fare evasion, and the greater scope for longer term capacity enhancement as well worth having, and sustainable. Some have already materialised on the lines where devolution went ahead.

At the time it appeared to us that these gains could be achieved without damaging long distance services on the West Kent mainline – and it was likely that operational improvements in the metro area would lead to more reliable timekeeping for the longer distance trains too. The Mayor was then willing to make binding commitments to protect the paths for longer distance services.

Current Position

As SRTA understands the position now, TfL remains willing to renew its bid for the devolution of the South Eastern metro services on very similar terms to those offered in 2013. We support it now for the same reasons as we did then, and are delighted that Kent County Council and Sevenoaks Town Council – among others – now support it too.

This means – in the short term – that we would like to see the current South Eastern franchise split into the metro services and the mainline services, with metro being devolved to TfL, and the mainline franchise being organised by DfT both in consultation with KCC and other interested parties.

This split will need a number of safeguards built into it:

- that the mainline services are safeguarded, in terms of speed and number of paths (TfL accepted this in writing in 2013)
- that the areas of Kent affected (mainly Sevenoaks and Dunton Green) should be consulted on any changes to services, and the longer distance services and links to them be safeguarded

- that tickets from Sevenoaks to London remain interoperable across the different routes and services available as today.

We note that the London Travelwatch paper includes these required safeguards in Appendix 2, as well as a number of others such as seamless information, and transparency of service data, which we support. These are common issues to protect passengers, which we expect TfL and DfT to support as well.

Issues under local discussion

Discussion in the local media, and an online petition, have focussed attention on bringing Oyster cards to Sevenoaks as a more efficient payment system with the potential for zonal fares and for smart ticketing to help those people who travel less than five days a week. In some of these discussions the issue of Oyster has been separated from devolution of services to TfL

There appear to us to be two main options:

(1) extend the Oyster ticket system alone This is what is being done at Swanley by end 2016, and there are powers in the Franchise Agreement with Southeastern for the DfT to add Sevenoaks, provided that DfT pay all the costs. The Oyster card scheme allows special, higher, fares from non-TfL stations outside London like Watford Junction and that is almost certainly what would happen at Sevenoaks with fares still being set by SER. It is what will happen at Dartford and Swanley.

(2) devolving the South-East London Metro services to TfL with a consequential extension of the Oyster ticket system including those to Sevenoaks via Dunton Green. TfL suggested this in 2013 for the current Southeastern Franchise (Kent County Council blocked it then). TfL are keen to try again to take over the services from 2018 - for which key decisions have to be made this year. In 2013 TfL got agreement to take over the Hertford line this year; take over includes not only full integration in the Oyster system but also manned stations, higher quality services (TfL Overground consistently come out among the best rail services in customer surveys) and eventually new rolling stock. Sevenoaks has missed all this.

SRTA strongly favour option 2. Option 1 will deliver very limited benefits since responsibility for all services and fares would remain with SER. Anything less, than devolved services would not generate the operating savings that underpin the savings for customers through zonal fares and smart ticketing which we expect from the change.

Unlike Southeastern, who are making little real change to services, TfL's policy is to improve quality and frequency, and so to increase passenger numbers. As a result the operating cost per journey on TfL Overground has fallen since 1995 - whereas a season ticket from Sevenoaks to London has doubled in that time.

TfL have indicated that under devolution Dunton Green would be likely to become a 'zone 9' station similar to Brentwood, and this would provide some fare

savings for commuters and off peak from Dunton Green, and possibly, via competitive pressures, at Sevenoaks

A longer term issue is the availability of Oyster cards on the Thameslink slow service along the Darent Valley between Swanley and Sevenoaks. Tickets between London and Sevenoaks are currently valid on these services and it would seem anomalous that Oyster cards will be available as far as Swanley and could be accepted from 2018 at Sevenoaks on London trains via Orpington but not via Bat & Ball and Otford.

Two objections have been raised locally which we regard as unfounded.

Some have claimed that as TfL report to the London Mayor, there could be a “democratic deficit”. In fact Sevenoaks and Dunton Green are already part of the “London Rail Area” and represented by London Travelwatch, and TfL has two board members who represent the interests of TfL users living outside London. In addition the majority of Sevenoaks rail travellers work, study or shop in London so it is in the Mayor’s own interests to give them good travel. By contrast KCC took the decision to block TfL services in 2013 without reference to Sevenoaks views, and our rail services are essentially designed by the franchisee subject to DfT approval without any practical accountability to local stakeholders.

Tonbridge and other stakeholder groups claim that TfL could only improve Metro services by cutting Mainline services. In fact TfL’s offer of a binding assurance that they would maintain the current number of “paths” between Sevenoaks and Orpington needed for Mainline services would have resolved the issue.

SRTA believes that more paths could be created by investment in signalling which Network Rail and Southeastern have repeatedly failed to make; if TfL were prepared to invest with other parties then it would be only right for their fare-payers to take a share of additional capacity.

Summary

SRTA’s assessment is that devolution of South Eastern metro rail services, with the right safeguards, would benefit Sevenoaks Town and District, and other areas of Kent, as well as the metro service users within the GLA area who are your primary concern. We need to ensure that the savings and the quality improvements are shared, and deliver a cheaper service as TfL has already done for communities in Essex and Hertfordshire.

Tony Clayton, Chairman

Roger Johnson, Vice Chairman

Andrew Stott, Secretary

Sevenoaks Rail Travellers Association



Valerie Shawcross CBE AM,
Chair GLA Transport Committee
London Assembly,
City Hall,
The Queen's Walk,
London
SE1 2AA

30 June 2015

Dear Val,

Re: Consultation Response - The case for rail devolution in London

Thank you for the opportunity to respond to the case for rail devolution in London and trust you will find our response below supportive and helpful in your committee's examination of the issues.

The South London Partnership represents the Boroughs of Croydon, Kingston upon Thames, Merton, Richmond upon Thames and Sutton (and through our South London Transport Strategy Board with TfL also engages Wandsworth and Bromley) in developing a vision and implementing a transport strategy for the sub-region. We are strong advocates for South London on all transport, planning, economy and business matters.

In this letter we wish to formally respond to the consultation currently being undertaken by the Assembly's Transport Committee on "The case for rail devolution in London".

We have closely followed the recent debate on the management, governance and operations of national railways in London. Our Rail Group has members from Boroughs, Transport for London, the Train Operating Companies and Network Rail and has successfully worked in partnership for many years to secure improvements to our rail network in South London.

This close working of key rail stakeholders is essential as you will be aware that unlike any of London's other sub-regions we are significantly more dependent on rail services, reflecting the limited Underground and Overground services in South London. We have key mainline routes into central London, giving some of our key interchanges frequent fast services, but at the expense of our local stopping services having to work around the longer distance routes.

Our communities have suffered the consequences of underinvestment for many years and therefore we welcome the investment now coming through with Thameslink and hopefully Crossrail 2 in the future.

However we believe overall that our economic performance and the quality of life for residents has been damaged by overcrowded services, unreliability, and low frequencies and poor quality rolling stock – leading to a perception that rail is not effectively meeting our travel needs, individually and collectively. With the growth of our population in South London and across the South East generally these pressures will not abate without significant investment and a rethinking of the way our railways are managed for the benefit of users, not operators, is required.

We are working to maintain the momentum in South London through developing a coordinated approach to growth as expressed by the establishment of the joint Growth Board and the ability of our transport networks to respond to our growth objective is therefore also a key objective in our wider economic plans.

We therefore welcome the opportunity to respond, reflecting the aspirations and objectives of the South London Partnership.

In our response we will comment on all Questions where it is relevant to our sub region. We understand that our Boroughs and partner organisations will also consider many of these matters in more detail in their individual responses to the consultation.

Central to our response is our strong support for the GLA and TfL for the devolution of national rail services to the Mayor. Any delay in addressing the future rail capacity issues in London will have severe impacts on the UK, the South East of England and indeed the South London economy. We believe devolution of rail powers to London is an essential first step in achieving a step change in the quality, capacity and efficiency of the key transport in South London.

In 2012 we supported the Mayor's publication of the 'Rail Vision for London' and we welcome the recent extension of Overground services to serve Enfield Town and Chingford, for maintaining momentum on the programme to achieve incremental devolution. The devolution of some Southeastern services was not achieved this year, but the plans should be reconsidered for further development, testing and negotiation (with the full involvement of the South London Partnership).

Our responses to the questions raised in the consultation document are set out in the section below.

Key questions

1. What are the key problems with National Rail services in London that need to be addressed?

The railways experience of residents, businesses and visitors to South London are consistent with the wider experience across London and the South east, but because of our higher reliance on rail services such concerns are even more acute. We recognise that the train operators, TfL and Network Rail have invested in a number of routes, rolling stock and infrastructure improvements, but much still much remains to be done.

We are well aware that our rail services are subject to poor reliability, with most trains also over capacity at peak times – unsurprisingly with another 3.4% growth in passenger kilometres and 4.3% passenger journeys in the last 12 months in the London and the South East, yet very little new capacity being provided. In south London we face competition with mainline services from the south Coast for paths and priority, which impact further on the ability to run inner suburban routes reliably, even on low service frequencies. Passengers in excess of capacity (PiXC), the best indicator of overcrowding, has increased to 5% of all peak trains into Waterloo, 4% into Victoria and 5% into London Bridge in 2013 – this is where 28% standing into Waterloo for example is already deemed acceptable. The quality of rolling stock has substantially improved in recent years, but is unable to cope with the overcrowding. Station infrastructure is being improved in some locations, notably at London Bridge, but also through the Access for All programme across the region, but not consistently and comprehensively across our sub region.

We also need to recognise that enhanced rail services are required to meet the needs of our residents and visitors for non-peak travel, where services are less frequent and are a less attractive alternative to the car for retail, leisure and tourism trips.

2. What changes to the delivery, funding or governance of rail services in London should be considered?

With the acceptance of rail devolution to create the Overground in 2007 and more recent Government consideration of devolving rail planning, funding, management and operational powers to Combined Authorities, such as Manchester, this is the right time to reassess fully the pros and cons of further rail devolution in London.

As devolution would be an extension of the existing successful Overground concession model this is supported in principle by the South London Partnership for future application in our sub region, recognising other models of vertical integration (Island Line), private/public partnership, Directly Operated Railways (East Coast Mainline) and alternative franchise models (MerseyRail) should be assessed also. The Partnership also recognises that changing the train operator will not in itself address the shortage of track capacity which leads to the current competition with main line services.

We believe the next best franchise option is for TfL and DfT to jointly procure future London only franchises, while we recognise that may require breaking up existing

franchise regions, could become overly bureaucratic and still leave DfT in effective control.

We will be particularly supportive of a system of governance, funding and delivery that gives South London Boroughs and stakeholders a formal role in setting objectives and agreeing plans for investment on our railways. We are pleased to say that we have had a positive experience of liaising with LOROL as well as all the other rail operators to date on our Rail Group and we would want to see such relationships formalised and continue.

3. How does the current system in London compare to those in other world cities?

We have no comment or view on this matter.

4. What would devolution mean for passengers, in terms of fares, reliability, crowding, information, and so on?

We would expect, on the evidence of the conversion of Silverlink and other services to Overground standards, that frequencies will improve to a minimum of a Metro style 4 services per hour (and higher if and when the train paths are available), with in the medium term 24 hour operation being offered on weekends. We would expect that sufficient passenger capacity would be provided, with longer modern train sets, alongside the necessary frequency improvements. We would expect that reliability will be better provided TfL are prepared to provide the additional funding to enhance the network and improve staff remuneration to reduce current staff shortages, with a more integrated, locally managed railway and that fares and ticketing systems can be further brought into line with TFL.

However we also recognise that to date Overground has perhaps been successful as it has operated on a relatively small scale, on relatively self-contained routes and that any significant increase in its responsibilities would need to be matched with both operator and TfL rail management resource. An unintended consequence of our support for rail devolution to the Mayor could be the possibility that if insufficient funding follows the transfer of powers we could see a lower level of investment resulting in "Overground Lite" – a branded train service which offers fewer of the quality improvements provide on the earlier conversions.

5. What opportunities for additional investment and income growth could devolution bring?

We recognise that funding for railways nationally and through the Treasury grant to TfL are under extreme pressure to meet austerity targets. Therefore we understand that conversion to Overground service standards may be more difficult to achieve, taking longer to implement and therefore delaying the benefits. On balance we believe more regional control involving the London political bodies and transport agencies will deliver sufficient efficiencies, and selected infrastructure enhancement,

while focussing on core objectives of increase frequency, capacity and reliability, will be better than the status quo.

6. What are the strengths and weaknesses of the London Overground model for delivering rail services?

We have considered both strengths and weaknesses:

Strengths

- Devolution and the operation of an Overground type service offers local control and improved governance, making service planning and delivery more dynamic and responsive to users
- Once devolved the services should be less affected by national political pressures
- Any profit from fares is retained for future investment and is therefore not lost to the London economy
- The concession model works better than a normal rail franchise in terms of ensuring quality standards and transparency on costs, income and profit

Weaknesses

- We are concerned that as a smaller railway concession the Overground operation has less funding flexibility, unable to draw funding from a larger transport operation, and share rolling stock with other services on the route
- While removing national influences to a degree there is more chance of local political interference
- The Overground model is still dependent on the concession operator, contractors and Network Rail to deliver the service
- Our Boroughs could be negatively impacted if devolved rail services develop significant traffic outside the GLA boundary, resulting in additional Freedom Pass costs and potentially making areas outside the GLA boundary more attractive for investment, employment and residential growth
- Overground trains are designed for maximum capacity and minimum seating, and this may be less popular on outer suburban services where passengers currently are used to relatively comfortable seating and may be making longer journeys if travelling to central London.

In particular we note that on the conversions to date TfL have the advantages of running relatively low-frequency Overground services with simple service patterns compared to the much more complex operations of South West Trains, South Eastern and Thameslink/Southern suburban services. In response to a later question we consider in practical terms how the Overground model could be applied to the complex pattern of services in South London.

7. What are the strengths and weaknesses of different models of rail devolution?

We have no comment or view on this matter.

8. What are the main barriers to further devolution?

We see the main barriers as the attitudes of users, communities and local authorities outside of London to significant change in the operation of suburban and cross boundary rail services.

The recent experience of the Mayor seeking to devolve South Eastern rail services operating from Kent is indicative of the barriers to achieving sensible cross boundary solution around the GLA boundary. Similar difficulties may arise when proposals for services from Hampshire, East Sussex, Surrey and West Sussex are developed, even where services may be devolved from just over the local authority boundary.

Our community concerns could be about the potential loss of direct local services and connections if more Metro services are introduced, where the higher frequencies are achieved through interchange on hub and spoke model, rather than direct services to central London termini. The recent consultation about the future of Hayes line highlighted such local concerns in our sub region, as the reduction of through running services on Thameslink trains in the future. While on balance we would wish to see a base level of higher frequency Metro style services we recognise the loss of through services, particularly from our mid-sized district centres may be an issue.

We would also expect the existing train operators to be uncooperative if they see a fragmentation of networks and a loss of efficiency, resulting in operating losses (or even lower profits).

A key issue will be whether there is a political will, not just from the Mayor but in national government, to make this happen. A potential concern will be over future funding – it is possible to imagine a future government underfunding the devolved railways and placing full responsibility on a new Mayor, so in our view the future GLA/TfL leadership may need to be cautious on budgets and investment plans. Devolution without adequate funding, secure over time, is not a good outcome. We would not wish to replace a relatively poorly performing national rail offer with an underfunded and potentially worse regionally managed network.

9. Which rail franchises or routes should be the priority focus for the Mayor and TfL in devolution proposals?

In principle we support the devolution of inner and outer suburban routes that are wholly contained within GLA boundary or travel just outside London, that have low service frequencies and have had low levels of investment in recent years. We therefore may have routes in South London which meet the geographical requirements but have benefited from investment (for example on some South West Train inner suburban services, but not on South Eastern), and/or already operate at a Metro type frequency of 4 trains per hour. This is not to say that with future

economic growth, for example in Kingston, they will not benefit from increases to 6 or more departures per hour, which is more likely with a devolved and directly controlled concession operation.

We have assessed all existing routes in South London which may meet the criteria and therefore may be appropriate for devolution. We have not undertaken the detailed technical, operational or financial review as this has been a first principles assessment (and the higher level of business case development must fall to TfL) but we believe there is a strong case for considering operation of an Overground style concession on a number of our routes.

Below we consider all of the routes that might be considered for devolution, with commentary on the key benefits and risks.

Ideally, an Overground route should be segregated from freight and other passenger services, and this should apply both en route and at terminal stations. There should be sufficient track and platform capacity for a 4 trains per hour service to operate reliably and punctually throughout the day, the interval between trains should be as even as possible, and actual departure times should be as consistent as possible. The routes of the Overground network in its current form more or less meet these criteria.

Route	Comments
Hounslow loop to Waterloo	<p>Already has 4tph on weekdays.</p> <p>Able to share “Windsor” platforms at Waterloo with other prospective Overground services (see below).</p> <p>Shared with Waterloo - Weybridge services which should become Overground to ensure consistent offer to public</p>
Kingston loop to Waterloo	<p>Already offering 4 trains per hour (except for Teddington – Twickenham which has 2 trains per hour).</p> <p>Able to share “Windsor” platforms at Waterloo with other prospective Overground services.</p>
Chessington South to Waterloo	<p>Currently offering 2 trains per hour.</p> <p>Capacity for additional trains confined to Chessington – Raynes Park section, so these would be only a shuttle service and would require an additional turn-back siding and bi-directional signalling</p>

	at Raynes Park.
Hampton Court to Waterloo	<p>Currently offering 2 trains per hour.</p> <p>Capacity for additional trains confined to Hampton Court – Surbiton section, so these would be only a shuttle service and would require an additional turn-back siding and bi-directional signalling at Surbiton.</p>
Shepperton to Waterloo	<p>Currently offering 4 trains per hour during peak periods when capacity is most fully utilised. Should be feasible to extend this frequency throughout the day.</p> <p>Able to share “Windsor” platforms at Waterloo with other prospective Overground services.</p>
Wimbledon loop and Epsom Downs route	<p>Wimbledon Loop services are fully integrated with the Thameslink network, including services now secured north of the Thames. Conversion to Overground could allow an increase of frequency and bring quality improvements, but more work is required to understand the balance of benefits.</p> <p>The Epsom Downs spur is single track and therefore more frequent Overground operation would require either full track reinstatement or passing loops. However it gives the opportunity for extended Overground services from West Croydon to Sutton and Belmont, also opportunities to enhance services to the proposed Life Sciences cluster at the former Sutton Hospital site.</p>
Victoria to Crystal Palace to London Bridge	Entirely within London, a variety of services already providing 4tph
Tattenham Corner to Victoria/London Bridge	None of these services offers much scope for Overground operation. The approaches to the London termini lack capacity for additional services and there is no realistic prospect of segregated platform capacity at Victoria
Caterham to Victoria/London Bridge	

	or London Bridge.
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For South London a key issue is how Crossrail 2 proposals will impact on our preferred conversions. We would wish to ensure that if we secure Overground status from routes in south west London it does not prevent future inclusion in Crossrail 2 extension option development beyond Wimbledon. We believe that early conversion to Overground type services is a logical precursor of inclusion in the Crossrail 2 scheme and therefore would wish to see both approaches developed to improve rails services beyond Wimbledon.

10. How can the Mayor and TfL ensure that the interests of passengers outside London are reflected in any new rail devolution settlement?

We wish to maintain the balance between:

- longer distance mainline services, which provide capacity and frequency at key interchanges in our metropolitan centres which benefits South London passengers, and
- the operational requirements of ensuring stopping paths for inner and outer suburban railways to serve our communities at smaller stations

11. How can the Mayor and TfL improve their proposals for the devolution of the South Eastern franchise?

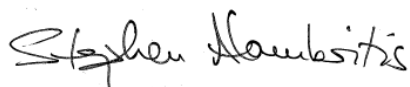
We would suggest a focus on services within GLA boundary or just outside, and in particular identify a compromise that will be accepted by Kent local authorities, recognising that a cost sharing model may need to be agreed.

12. Could control of rail services also be devolved to other UK cities?

We have no comment or view on this matter.

I thank you on behalf of the partnership for the opportunity to respond to the consultation on the case for rail devolution in London and trust you will give our comments full and meaningful consideration.

Yours sincerely



Cllr Stephen Alambritis

Chair of the South London Partnership Joint Committee

CC:

Richard Berry Scrutiny Manager, Transport Committee

Bruce McDonald (Chief Executive RB Kingston and Chair of SL Transport Strategy Board)

Nathan Elvery (Chief Executive of Croydon Council, Chair of SLP CEs' Group)

Ian Smith (Director, South London Partnership)

Val Shawcross AM
Chairman
Greater London Assembly
Queens Walk
London SE1A 2AA

11 June 2015

Dear Val

Re: GLA Transport Committee 9 June

Thank you for giving Southeastern the opportunity to appear before the committee last week.

It was a relatively short session and particularly in light of your concerns over Southeastern not listening to its passengers, we would like to give more detail about what we are doing to improve their journey experience with us.

Can we say at the outset that we do listen to our passengers through a variety of channels including meet the manager sessions, rail user group meetings, surveys and feedback from complaints and enquiries submitted to our customer relations team. And as a result a variety of measures have been implemented including extending the Dartford Victoria service, additional stops at Denmark Hill, employing additional staff, deep cleaning trains and stations, putting the twitter team "in house" and available to respond to passengers 24/7, introducing "Baby on Board" badges and priority seating cards and scrapping the £10 administration fee on ticket refunds.

Many of these are over and above our service level commitments to the Department for Transport and equate to £3m in additional investment.

I'll outline these and other improvements in more detail later in this letter.

These and other changes are focused around the top five priorities identified by Transport Focus in their October 2014 report into passenger priorities for the UK's rail industry.

These are:

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

1. Price of train ticket offers better value for money

Advance fares for leisure travellers, were successfully rolled out in May.

We have signed a Deed of Amendment with the Department for the introduction of smartcards on our network by January 2017 and we are working hard with TfL to accelerate the extension of Oyster PAYG to Dartford and Swanley, and, along with CPAY, as a means of payment between Stratford International and St Pancras.



In May, we presented our response to the Department's RfP for Wi-Fi on Southeastern services and have sought DfT support for early mobilisation of the Wi-Fi project, which would enable the first fitted unit to enter service within 9 months of signature.

We have continued our "surprise and delight" campaign, aimed at thanking our passengers for travelling with us in a range of thoughtful and unexpected ways, including free Easter eggs, free coffees, and a book giveaway. These initiatives continue to generate positive feedback on social media, particularly on Twitter.

'The human side of @Se_Railway, made me smile',

'Wow! Thanks @Se_Railway! Happy Friday to you too!'

For the Easter break, we ran value for money campaigns such as 'kids for a quid', 2 for 1 offers and 20% off for Off Peak travel. We have also run various competitions giving passengers the opportunity to win tickets to attractions in Kent and London.

Looking forward, we will be rolling out our commuter benefit scheme from June, which will give regular exclusive offers to Gold Card holders.

2. Passengers always able to get a seat on the train

We made a number of changes to our timetable in March to ease crowding on our busiest services, however despite having more units in traffic than ever before, as you are aware, capacity remains a major issue for our passengers and stakeholders.

Passenger numbers have increased by around 30% since Southeastern took over in 2006 and we have had no new rolling stock on our network since 2009. (Those introduced in 2009 are the high speed trains serving St. Pancras from Kent and we appreciate that these do not directly benefit commuters in the Greater London area).

I'm not sure if you are aware of this but we have the second highest number of passengers standing into London. Aside from those of our trains in maintenance, (which is now the fewest it has ever been), all trains are currently deployed in passenger service and the only way any individual train can be lengthened is by taking units off a more lightly used service; an avenue which we have now exhausted.

As explained, we submitted a report to DfT in February which showed the severity of the current overcrowding problem, and how this will get progressively worse, such that by the end of the current Franchise this will undoubtedly be *the* defining issue for Southeastern. Analysis has shown that the only possible short term solution is for the redeployment of Class 319 trains as they are released off contract from GTR as part of the overall Thameslink Programme.

We are working closely with both GTR and DfT to present a costed proposal to DfT that would allow a decision to be made in terms of funding and timescales. We also remain convinced of the necessity, in addition to the 319s described above, for DfT to exercise the Priced Option present in our Franchise Agreement which would see



a further 25 Class 377 units for use by Southeastern sub-leased from GTR, albeit to commence service in late 2017.

The timescales required for enhancements to stabling facilities for these initiatives mean that decisions on these issues will need to be made soon so as not to import delays where units are potentially spare, but not able to operate in traffic as there is nowhere to place them when not in service.

We would welcome any support you are able to provide in securing much-needed additional capacity for our passengers, and representations to the Rail Minister would be welcome and we would be happy to take you through the issues should you wish



We understand our passengers' frustration at overcrowding on their services and in the absence of extra units, we have tried to help people find more lightly loaded trains by launching a traffic light system on our website in March, which has identified which Peak trains are busiest and which may have some seat availability.

However, we appreciate that many of our passengers may not be able to alter their travel plans due to work or domestic commitments, so, whilst this facility is worthwhile, it can never be anything other than a very partial mitigation. (www.southeasternrailway.co.uk/your-journey/how-busy-is-your-train)

3. Trains sufficiently frequent at the times I wish to travel

Following the introduction of the January 15 timetable, our biggest timetable change for five years, we conducted market research using a specialist agency to identify what worked well and what lessons we could learn for the next significant timetable change in August 16. Research showed that Southeastern's actions had a significant impact on awareness of the London Bridge project and associated changes for passengers, with posters and announcements rated the most effective communication tools.

To further enhance our timetable, we made changes in March and May in response to passenger feedback and to cater for increased seasonal traffic to the Kent coast.

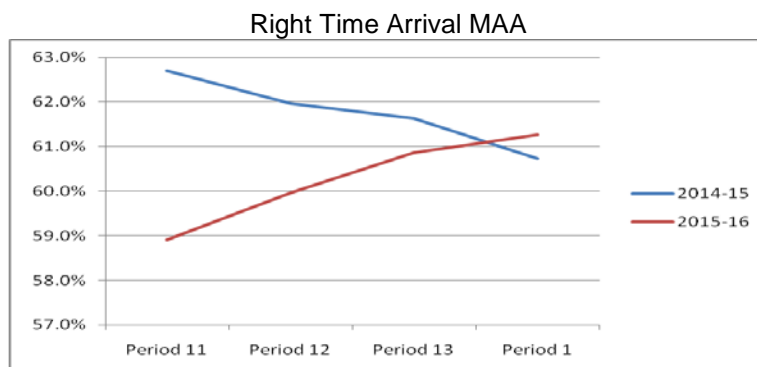
These included moving carriages from less busy trains to those most in need of extra space to ease crowding; 14 trains were lengthened and seven stops were added in response to passenger demand.

We have actively sought feedback from passengers and stakeholders to inform changes and recently made available on our website the draft August 16 timetable inviting comments.

4. More trains arrive on time than happens now

We are now seeing, on average, over 90 percent of our 2,000 daily services running on time and performance across our network is the best it has been for two years. Southeastern has continued to work hard with colleagues at Network Rail to identify performance risks and minimise disruption for our passengers, through developing robust timetables and a comprehensive Joint Performance Improvement Plan. We have prepared a passenger focused version of the JPIP which we published this month.

Performance since the start of the year has improved both in terms of PPM and Right Time arrival at stations, with both showing year on year increases, even with the challenges presented by the Thameslink works. The graph below shows the improvement in Right Time arrival MAA across periods 1511-1601, as a year on year comparison. The Right Time MAA has increased by 3% since January 2015, from 58.3% to 61.3% at the end of Period 1.



Over the same period, our PPM MAA has increased by 1.3% from 88.1% to 89.4%.

At the committee Caroline Pidgeon AM cited performance figures for Southeastern metro services which we did not recognise and may have been for another operator?

The table below shows the PPM figures for our metro routes, beginning with those from the turn of the year on the left. While there is still a long way to go before we, or our passengers will be satisfied, I hope you'll agree that the trend is in the right direction.

London to Dartford via Bexleyheath	88.0%	88.5%	91.0%	92.5%	90.5%	91.5%
London to Orpington via Bromley South	86.0%	88.6%	90.5%	92.0%	94.2%	94.3%
London to Hayes	85.0%	87.0%	89.0%	91.0%	91.3%	91.5%
London to Orpington and Sevenoaks via Grove Park	88.0%	90.0%	90.5%	91.4%	93.6%	93.7%
London to Sevenoaks via Catford	85.0%	n/a	n/a	n/a	n/a	n/a
London to Dartford via Sidcup	84.5%	85.5%	88.0%	91.0%	90.4%	91.1%
London to Dartford and Gillingham via Charlton & Lewisham	85.0%	88.0%	85.0%	90.0%	90.9%	91.6%

5. Train company keeps passengers informed about delays

We have now completed the installation of 21 new operational information screens, against a franchise commitment of 20.

We continue to deliver the enhancement of passenger information systems, not only ahead of schedule but over and above our franchise commitment, with an additional 19 stations.

To further improve information via our CIS and PA systems, from June we will be upgrading sound systems at 11 stations and 8 of these locations will receive mobile microphones for real time information to be communicated to passengers.

Our programme to provide front line staff with tablets is progressing well, with 539 issued to date and the remaining 836 on target to be rolled out in June and July.

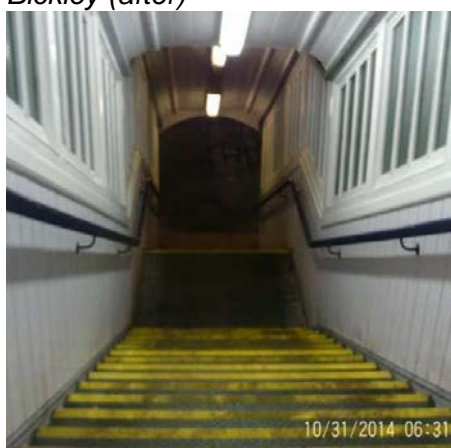
We look forward to receiving the latest set of results for the National Rail Passenger Survey later this month and based on the results we will develop action plans to continue to improve in the areas which are most important to our passengers.

6 Improvements to train and station environment

Over the next three years, Southeastern is investing over £70million in improving the passenger experience, including better information for passengers, improving the interior and cleanliness of trains and refreshing the look of stations. £5.7million will be invested in trains and stations by 31 October 2016 delivering an enhancement to the travelling environment for our customers.

We are well over half way through our station deep clean programme, with over 100 stations complete to date. We believe the impact of these deep cleans is starting to show in our customer satisfaction survey results and passenger feedback.

Bickley (before)
Bickley (after)





Our station improvements programme started in May, having conducted asset condition surveys at stations to identify the required works, with 3 stations now complete and a further 4 underway.

Over and above our committed obligations, one third of our entire train fleet is undergoing a major mid-life refresh to make carriages lighter, brighter and more comfortable for passengers.

Also as a direct result of passenger feedback, we have launched a project to relocate heating thermostats onboard to improve temperature regulation and circulated a notice to our drivers informing them that heating should be switched off onboard during the peak on 465 units.

Both the station and the rolling stock cleaning projects were promoted to passengers through a “spring clean” campaign which we launched in May.

We will launch our “improvements” campaign in June to promote the improvement works at stations, better information systems and communication channels.

Additional funding has also been secured for new lifts at 4 of our stations and further station enhancements, such as waiting shelters at 3 more locations. A bid for SCPF funding was also submitted to the Department last month for much needed car parking provision at 7 of our stations.

7 Further passenger benefits

In addition to the above improvements, we have made changes to our policy on charging customers an administration fee, meaning we will no longer charge an administration fee in a number of areas we formerly did.

From June we will be introducing Priority Seating cards and the roll out of visible signage identifying seats for those who require priority seating has already begun. Customers meeting the criteria will be issued with a card free of charge, which they can show to fellow passengers to allow them to easily obtain a seat without having to explain their need for it.

Our 'Priority Seats' are being made more visible by using additional prominent signage, which has already been placed on most of our 375, 376 and 395 units. Signage will be added to 465/466 units after they have been upgraded to incorporate wheelchair spaces and accessible toilets.



In May, we launched our Baby on Board badges to make travelling by train easier for pregnant passengers.

The Baby on Board badge is free on request and aims to help other passengers spot expectant mothers more easily so they can offer their seat.

Last month, we also ran a project to improve customer understanding of the types of tickets which are available from TVMs and those which are not. We have attached clear guidance stickers on all Southeastern TVMs and created a new screensaver which also presents this information clearly.



Also at stations, we have started installing energy-saving LED lights following a successful trial at Chatham. Our plan is to install these at 11 stations and 5 depots to create a safe, well-lit environment for passengers, which is environmentally friendly and delivers financial savings which can be reinvested in improving our network.

Whilst we are starting to see the positive impact of our actions on feedback from customers, stakeholders and in customer satisfaction surveys, we know that the key concern for our passengers remains the issue of overcrowding. As stated previously in the letter, this is a major and worsening problem for the passengers of Southeastern, and can only be addressed through the provision of additional units. We continue to work very closely with the Department to assess options and funding requirements, but believe that without timely action this will become *the* defining problem for the Southeastern Franchise, and one which cannot be left to be resolved in the next Franchise.

Finally, you asked about warm weather preparations for passengers. At stations (and on main line trains) staff have access to supplies of bottled water to hand out to passengers in the event of very hot weather. Our staff will also be handing out complimentary re-usable water bottles. On trains and at stations, there will be announcements advising passengers to carry water with them, and we'll be drawing passengers' attention to our "traffic light" system on our website that flags up the more lightly loaded trains which may offer a more comfortable journey. Announcements on trains will also advise passengers who may feel unwell to alight at the next station where assistance can be given rather than activate the passenger communication cord between stations. Our "baby on board" badges and priority seating cards will, hopefully, assist those more affected by hot weather to find a seat. In our engineering depot the teams will also be focused on ensuring that all windows on the networker fleet are able to be opened and that air conditioning units on the main line trains are in working order



Operationally, very high temperatures can buckle rails and in extreme circumstances Network rail may impose temporary speed restrictions. This will add to journey times and we'll ensure that passengers are informed of the reasons for the delay.

I hope this is helpful and if you would like a meeting with our MD David Statham to discuss any of these issues in more detail, please ask your office to contact his PA, Angela Steel on

[REDACTED]

Yours sincerely

Mike Gibson
Public Affairs Manager



CLLR DAVID HODGE
LEADER

Richard Berry,
London Assembly,
City Hall,
The Queen's Walk,
London SE1 2AA

26 June 2015

Dear Mr Berry

Re: the devolution of national rail services in London

We welcome the opportunity to comment on the London Assembly Transport Committee's investigation into the devolution of rail services in London.

What is of most importance to Surrey County Council is that residents and businesses using inner suburban rail lines receive a good quality, improving rail service. The exact way in which these services are delivered is important but of less significance.

There is potentially merit in Transport for London (TfL) taking control of some inner suburban rail services that include stops in Surrey. We recognise that better integration with the London rail network could bring benefits to Surrey residents and businesses in terms of more frequent services and better connectivity.

In considering the devolution of rail services in London, we would be keen to ensure that service frequencies are protected in Surrey, fares are kept low and the capacity of services is increased.

Should services be devolved we would expect a formal role in overseeing those lines which service the county. Clear and transparent governance is crucial. This will help to ensure that the voice of passengers outside the capital is more clearly heard. It is important that timetables and stopping patterns reflect the needs of all the communities along the line, balancing the needs of communities in Surrey and in London.

The Surrey rail network

Like the London Assembly, the county council has identified several problems with Surrey's rail network. Many services in Surrey are at capacity and suffer from peak time overcrowding. The county has some of the most overcrowded train journeys in England and Wales and some parts of Surrey are poorly served by rail, with poor connections to the capital.

To ensure that the county has the rail infrastructure needed for sustainable economic growth and to identify proposals for improvements that partners in Surrey can plan and deliver, the county has developed a rail strategy.

The Surrey Rail Strategy was published in September 2013 following an extensive consultation process. It sets out the county's rail priorities:

- **Capacity on the South West Main Line**, including the Crossrail 2 scheme;
- **Local orbital rail services** (the North Downs Line);
- **Access to airports** – examined in the Surrey Rail Strategy: Surface Access to Airports study (October 2013).

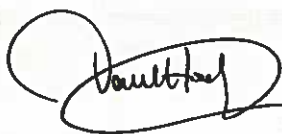
Crossrail 2 is an example of a scheme where close working with TfL will help to secure an optimal solution for Surrey, with the potential for direct services into the county from London and vice versa.

The Surrey Rail Strategy, and the detailed analysis that underpins it, can be found at www.surreycc.gov.uk/surreyrailstrategy.

Since the publication of the rail strategy, Surrey County Council has been working with the rail industry to implement it and deliver an improved rail service for Surrey residents.

We hope that working with TfL as it seeks to ensure a better service for those that live and work in the capital will also help us to deliver our rail priorities and ultimately deliver a better service for Surrey residents.

Yours sincerely

A handwritten signature in black ink, appearing to read 'David Hodge', enclosed within a large, loopy circular flourish.

David Hodge
Leader of Council

Dear Sir/Madam

Having written a book entitled “The Privatisation of British Rail” and other papers, this is an area in which I feel able to provide considerable relevant input. However, I think the most important thing I can say is to warn you not to confuse organisational structure with outcomes, without considering the inputs. For instance, London Overground is generally able to provide a higher level of service across many areas because it is funded to do so through contracts which require higher standards (e.g. staffing levels). TOCs sponsored by the Department for Transport (e.g. Southeastern) could do this, if the franchise required it (and the DfT had the money to pay – or if the London Assembly topped up the funding.). On the other hand, I am not convinced that all the quality provided actually gives value for money – for instance, LOROL’s staffing levels may provide for multiple staff at a station simultaneously, whereas actually the passenger benefit (either from direct assistance or from indirect presence) may only accrue from the first member of staff.

Whilst Southeastern’s services to Hayes and Dartford fall almost entirely within London, so are reasonably “within scope”, I suggest that the real focus of attention on them is because the relative quality of infrastructure, train service, service quality and/or funding in recent years has been lower: I expect that passengers are generally less satisfied than the equivalent services on (for instance, SWT). As noted in the preceding paragraph, this might reasonably suggest that they need greater attention, if not money, but that is not the same thing as saying that they need to be taken over by a different Governmental body.

Lastly, I would query whether the gross cost model adopted by TfL really does provide the commercial incentives to perform, when the vast majority of passenger income is simply passed through by the concessionaire to TfL. In my experience, railways which retain both costs and revenues are most likely to be directly in touch with their customers. So, by all means specify (and fund) higher service levels, but don’t necessarily infer that direct control has to be by the Mayor.

Regards

Nigel

16/06/15

Dr Nigel G Harris
Managing Director
The Railway Consultancy Ltd
1st floor South Tower
Crystal Palace station
London SE19 2AZ. UK
Tel: [REDACTED]
Fax: [REDACTED]
Web: www.railwayconsultancy.com

London Assembly Transport Committee
Via email: transportcommittee@london.gov.uk

John Morton
Hon Secretary
Tonbridge Line Commuters

30 June 2015

The case for rail devolution in London

Tonbridge Line Commuters is the independent watchdog representing users of Tonbridge, Paddock Wood and Hildenborough stations. We welcome the opportunity to respond to the London Assembly's investigation into "the proposed devolution of National Rail services in London".

The "key questions" in the consultation document do not give much scope for submissions which are sceptical about "devolution". Questions such as "what are main barriers to further devolution" and "which rail franchise or routes should be the priority focus for the Mayor and TfL in devolution proposals" are highly biased in favour of devolution. Since answering such leading questions would not allow us to make our case, we instead set out our concerns about the idea of putting further rail services under the control of TfL. We focus in particular on the current Southeastern metro services to Sevenoaks, which we understand TfL wishes to bring under the wing of London Overground alongside other Southeastern Metro services.

Political representation

For Kent passengers the proposal to give London control of rail services operating outside of London feels more like "centralisation" than "devolution". Since the Mayor and the London Assembly are elected by Londoners they are accountable only to Londoners and will therefore rightly favour the needs of Londoners. The Mayor and the Assembly have previously countered this argument by claiming that some political accountability is better than no political accountability. This is manifestly not the case, since the current rail operator (Southeastern) is likely to be neutral in its handling of the needs of groups of passengers from different geographical areas. In contrast, the Mayor and the Assembly must and should always put London first. In short, no representation is better than partial representation of those with conflicting interests.

It is also not true that the current arrangements do not allow for any political accountability. At present the Department for Transport is the authority which lets the Kent franchise, whereas under "devolution" TfL would assume this role for the Southeastern services hived off from the current franchise. As a government department, the Department for Transport is accountable to members of Parliament from across the UK. TfL is only politically accountable to the London Assembly, elected solely by Londoners, despite the vast numbers of non-Londoners that use its services every day.

Competing operators on the same line

Our main concern, however, is of a more practical nature. The part of the railway which TfL wants to take control of is not a self-contained unit. Instead, the infrastructure would be shared between two operators. In particular the section of line between Sevenoaks and Orpington is a two track railway and currently runs at capacity. This give rise to two specific issues.

Firstly, there is the protection of the timetable and train paths. We are uneasy that TfL may seek to “improve” services (and favour passengers within the Greater London area) in two ways:

- Introducing peak time stops at Orpington. The current peak stopping pattern of Tonbridge main line trains is somewhat unusual in that no mainline trains stop at Orpington between 0700 and 0900 and between 1700 and 1830. This service pattern has been in place since at least the 1970s, for the simple reason that it works. Any attempt to stop mainline trains at Orpington during these hours would result in unbearable overcrowding which would have a negative impact on the daily lives of thousands of West Kent commuters. (Currently semi-fast services to and from Tunbridge Wells do stop at Chelsfield in the peak, which has rather lower demand than Orpington and more car parking.)
- Introducing more stops at Knockholt and Dunton Green. Currently three trains each hour serve these stations in each peak hour, and this two track section of line between Orpington and Sevenoaks determines the maximum number of trains able to be operated on the Tonbridge mainline. Even one extra ‘stopping’ train scheduled to serve these stations could well mean the removal of two fast trains over the same section.

It has previously been argued by the Mayor and London Assembly that trains paths for West Kent are subject to legal safeguards which cannot be overruled by TfL. Furthermore, the Mayor has promised to sign up to (unspecified) additional safeguards as a “condition of transfer”. While all this sounds reassuring, past history suggests that caution is needed. When the East London line re-opened as part of London Overground in May 2010 it absorbed a significant number of train paths between Norwood Junction and New Cross Gate, leading to a cut in mainline services to and from Uckfield. The Mayor therefore has a track record of taking train paths in order to improve services for his electors in London.

Secondly, there is the question of what happens during times of disruption. With two operators using the same tracks it is unclear who takes control in the event of the merest disruptive effect. What would happen in the event of a lorry hitting a bridge, a line-side fire, or a train failure, not to mention a few flakes of snow? Whose trains would be given priority, diverted to Victoria, or cancelled? Won't one operator undoubtedly blame the other for any consequent information or other failure? What happens to emergency timetables, when some trains are designated to make extra stops to cover others that may be cancelled, and these are the responsibility of the other operator? Furthermore, who is responsible for the overall operation of a busy station such as Charing Cross, where mainline trains compete for limited platform availability with those to the suburbs? In short, we cannot see how these proposals can work in a high pressure environment near capacity such as the Southeastern mainline.

Conclusion

We see nothing in the proposal for further rail “devolution” that safeguards the interests of long distance passengers, particularly in times of disruption. There is nothing to arbitrate between the needs of metro and mainline passengers when the services operate on the same tracks. Moreover, the loss of train paths on the Uckfield line is evidence of TfL's previous disregard of non-London passengers, which is an inevitable consequence of the Mayor and London Assembly being answerable only to Londoners.

We urge the Transport Committee of the London Assembly to recommend that the Mayor withdraws his proposals for further “devolution” of rail services to TfL, particularly where those services operate outside the London boundary and on the same infrastructure as mainline services.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'J.D. Morton', with a long horizontal flourish extending to the right.

John Morton
Hon Secretary
Tonbridge Line Commuters

Submission to the London Assembly's Transport Committee Call for views and information on rail devolution

1. *Introduction*

Transport Focus welcomes the opportunity to contribute to the Committee's inquiry. [NB. Passenger Focus became Transport Focus on 30 March 2015. In addition to representing rail, bus, coach and tram passengers, Transport Focus now represents users of the Strategic Roads Network (SRN) in England

2. *What are the key problems with National Rail Services in London that need to be addressed*

Transport Focus has recently published research on passengers' priorities for improvement¹. Over 3,500 passengers across the country were asked to rank a series of train and station categories in order of their perceived priority for improvement.

The results can be broken down in a number of ways. For the purposes of this submission we have used the results for the London region compared to the overall findings for Great Britain as a whole.

The table below shows the top ten priorities for improvement.

Passenger Priorities for Improvement (top 10 – in order of priority)	London Total	Great Britain Total	
Price of train tickets offers better value for money	1	1	
Passengers always able to get a seat on the train	2	2	
Trains sufficiently frequent at the times I wish to travel	3	3	
More trains arrive on time than happens now	4	4	
Less frequent major unplanned disruptions to your journey	5	6	
Train company keeps passengers informed about delays	6	5	
Fewer trains cancelled than happens now	7	7	
Accurate and timely information available at stations	8	8	
Journey time is reduced	9	9	
Less disruption due to engineering works	10	13	
Sample size	1658	3559	

¹ Passenger Priorities for Improvement. Passenger Focus. October 2014
<http://www.passengerfocus.org.uk/research/publications/rail-passengers-priorities-for-improvements-october-2014>

As well as getting the rank order of priorities, the research can also be turned into an index score in order to get a sense of relativity between each item – i.e. by how much more, or less, important is one factor compared to another. The table below shows the relative scores for each of the above

Passenger Priorities for Improvement (top 10 – index scores)	London Total	Great Britain Total
Price of train tickets offers better value for money	511	494
Passengers always able to get a seat on the train	329	367
Trains sufficiently frequent at the times I wish to travel	283	264
More trains arrive on time than happens now	205	178
Less frequent major unplanned disruptions to your journey	186	161
Train company keeps passengers informed about delays	185	163
Fewer trains cancelled than happens now	156	136
Accurate and timely information available at stations	131	132
Journey time is reduced	112	105
Less disruption due to engineering works	102	90
Sample size	1658	3559

The priorities are shown as an index averaged on 100. In this case 100 = the average share under the assumption of equal importance of all attributes. The number of points above 100 is equivalent to the ratio of actual preference share to this theoretical average. So for example 150 = 50% more important than average, 300 = three times as important as average, 50 = half as important as average

The results emphasise the importance of what might be termed the ‘core product’ - an affordable, dependable service on which you can get a seat. From the index scores in particular we can see that value for money is not only the top priority for improvement but is around five times as important as the average priority. While clearly linked with the price of tickets we also know from previous research that this is also influenced heavily by train punctuality and the ability to get a seat. Getting a seat and frequency of service are in the second ‘block’ of priorities; with delays and disruption featuring strongly in the third main block of priorities.

All our research emphasises the importance of a punctual, reliable service. Given its significance we have carried out a series of research to understand more about the relationship between passenger satisfaction and performance, mapping satisfaction with punctuality (as measured by the National Rail Passenger Survey, NRPS) against the actual train performance recorded by the train company over the same period.

An initial study was conducted on London commuter services with (the then) National Express East Anglia, with three further studies carried out on Northern Rail regional commuter services (into and from Manchester) and on longer distance journeys with Cross Country and East Coast². In all this covered around 12000 journeys. In each case we established that passengers notice delay well before the 'official' threshold of delay determined by the current PPM³ measure (i.e. up to five minutes for shorter-distance services and 10 minutes for longer-distance).

Key findings included:

- Average lateness experienced by passengers is worse than that recorded for train services. The existing measure of performance is calculated at the final station so it is possible for passengers on-route to be late arriving at their station only for the 'empty' train to arrive on time – in other words the train is on time despite most of the passengers being late. Reporting on performance at key intermediate stations will help to address this.
- On average, passenger satisfaction with punctuality reduces by between two and three percentage points with every minute of delay.
- Commuters (except those travelling long distances) notice lateness after one minute of delay, not just after the five or ten minutes allowed by PPM. Their satisfaction with punctuality falls by an average of five percentage points per minute during the initial period of delay.
- Business and leisure users and long distance commuters tend to change their level of satisfaction with punctuality after a delay of four to six minutes.

The effect of performance on passenger satisfaction can be demonstrated by mapping passenger satisfaction with punctuality from each NRPS wave against the trends for both PPM performance and right-time⁴ performance. The chart below shows the specific relationship for London Overground (LOROL).

² East Anglia:

http://www.passengerfocus.org.uk/media/17fd34c0186edeb89b553f105f99e7a58bcdd0b0/what_passengers_want_towards_a_right_time_east_anglian_railway_mar2010.pdf

Cross Country:

http://www.passengerfocus.org.uk/media/5c2e2a5986cdf704979854edd940319f642b655b/relationship_between_customer_satisfaction_and_performance_crosscountry.pdf

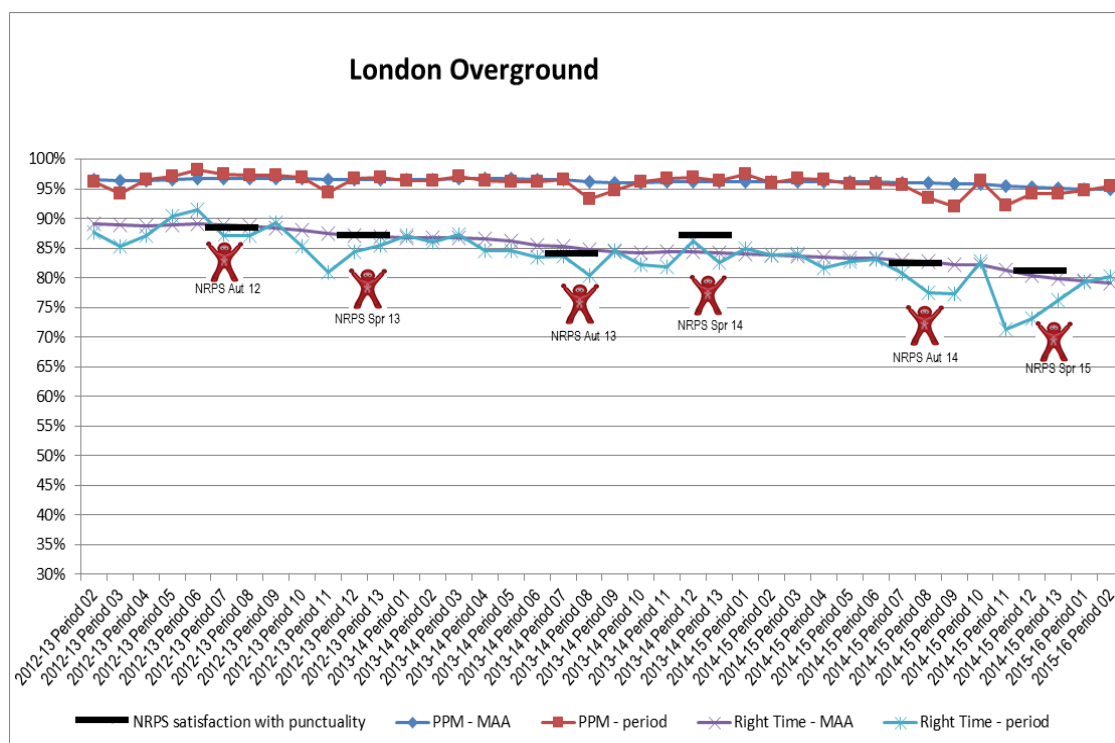
Northern: <http://www.passengerfocus.org.uk/research/publications/relationship-between-customer-satisfaction-and-performance-northern-rail>

East Coast: <http://www.passengerfocus.org.uk/research/publications/examining-the-links-between-customer-satisfaction-and-performance-east-coast>

³ Public Performance Measure - allows the train to arrive at its destination 5 minutes after the scheduled arrival time before it is considered late. This is measured in 4-week periods and by amalgamating periods to create a moving annual average (MAA)

⁴ Defined as arriving within 1 minute of the scheduled arrival time. This is also measured in 4-week periods and by amalgamating periods to create a moving annual average (MAA)

It is very noticeable that levels of passenger satisfaction are tracking right-time performance rather than the official PPM measure of performance. In other words, passengers are very sensitive when it comes to performance and begin to notice delays well before the train is officially classed as being late.



In summary, therefore, passengers want a network that will deliver:

- value for money for the price of tickets
- right-time punctuality
- reliable services
- provision of sufficient capacity, both in terms of frequency of service and sufficient seating on the train
- effective management of any disruption, especially through information to passengers
- accurate information about trains and platforms

We also wish to see far greater transparency of information that is relevant to passenger experience. Giving rail passengers access to performance figures relevant to their services will help them to hold the train company to account and to ask what is being done to improve services in return for the fares they pay. Good management should not feel threatened by this. Indeed the availability of accurate data may actually help them – a particularly bad journey can linger in the memory and distort passengers' perceptions. Accurate, relevant data can help challenge these negative perceptions and focus management attention on areas that need

improving. Hence, we believe there is a case for providing performance data at a disaggregated route level or, ideally, on a train-by-train basis (i.e. the performance of 'my train'.

3 Impact (and models of) devolution

Passengers tend to be more focused on the outputs that matter to them – how punctual their service is, how many seats are available and whether they are kept informed when there are delays - rather than the structures adopted by the industry and government to deliver these.

Transport for London has undoubtedly improved London Overground services. There has been considerable investment in rolling stock, a commitment to staff stations and a big focus on performance. This has been noticed by passengers and is reflected in significant increases in passenger satisfaction. In autumn 2009 overall satisfaction was 77%, in spring 2015 it was 87% (compared with scores for the London and South East sector as a whole of 82% and 78% respectively).

However, high levels of passenger satisfaction can also be achieved through other models. The C2C franchise, which is let on the traditional model, recorded 86% overall satisfaction for spring 2015. This also represents a significant turn-around given its previous reputation as the original 'misery line'. It also reflects investment in performance and in better rolling stock as well as a strong management focus. In another example, the Chiltern franchise benefited from investment in the route/infrastructure in BR days and is also one of the few companies operating on a very long-term franchise basis – it too records consistently high levels of overall satisfaction (90% in spring 2015).

This is in no way intended to denigrate the achievement on London Overground or to cast aspersions on the potential of decentralisation but simply to demonstrate that structure / ownership cannot be the sole factor determining success.

There appear to us to be several key features that need to be taken into account when assessing the different models of devolution:

- *Investment*

Investment is one of the common features in the examples given above. Money spent to make the infrastructure more reliable and on rolling stock to transform the travelling experience is reflected in higher passenger satisfaction. Put simply, there is a passenger dividend from investment.

Hence one of the considerations when reviewing decentralisation proposals must be the ability of relevant parties to raise funds for investment – not just in terms of a one-off injection but sustained investment over time. History has

shown that running/specifying a railway requires deep-pockets and the financial stability to withstand fluctuations in economic conditions.

- *Management*

Investment must also be backed up with good management. From our perspective this means management that puts the passenger at the heart of the process and which has the skills, abilities and experience to deliver improvements. This may include procurement and contract management experience, engineering, railway planning, as well as the technical knowledge required to engage with train companies and Network Rail.

We accept that this is something that it is hard to assess/quantify in advance – it being more of the ‘you recognise it when you see it’ variety. Nonetheless it will be important to take into account the skills, abilities and experience of the people bidding to take on a function whether this be a franchise specification role or of actually running services.

- *Integration*

Devolution proposals will also need to set out the degree of interaction with the rest of the rail network. Passengers value the concept of a national rail network and a seamless delivery of service. Proposals for decentralisation will need to show that it is still easy to make a journey from one region to another – the seamless journey must not acquire any rough edges.

This was an issue recognised during the original debate on rail privatisation where the phrase ‘network benefits’ was coined to describe all the benefits accruing from having a single national provider – e.g. inter-availability of ticketing, national railcards, the ability to purchase a ticket at station A for use at Station Z. There will, for instance, be a continued need to avoid creating a ‘cliff-face’ when it comes to fares (and ticket structures) either side of the London boundary. Any noticeable discrepancies could be counterproductive by encouraging rail-heading.

- *Balancing strategic needs against local needs*

Proposals will also need to establish a mechanism for dealing with the ‘strategic vs local’ issues. In an ideal world there would be sufficient capacity for local and strategic aspirations to be met but with demand already being high - and forecast to continue growing – there will inevitably be clashes. It will be important that decisions on decentralisation clearly specify a mechanism for dealing with disputes. Where you have, for instance, longer-distance and local services sharing a line there must be absolute clarity on who makes the decisions and who is responsible/accountable.

- *Future-proofing: facilitating future enhancements*

One of the benefits of devolution is the potential to better link future services and investment with other local plans, e.g. housing, education, regeneration and economic development. There are clearly strong passenger benefits in doing so.

However, there are also times when a global overview or strategy is required. For example, when planning engineering work to ensure that all key routes are not closed at the same time; or as happened when planning for the 2012 London Olympics.

Another example of particular interest to passengers is the provision of information. Our research on delays and disruption found too many instances of passengers receiving inaccurate or conflicting information. Passengers wanted consistent information irrespective of where they got it and were baffled that staff do not all have the same information. Good industry-wide systems are essential to create a joined-up railway.

It will be important that decentralisation proposals do not inhibit the ability of the industry to act in the general good at such times.

- *Accountability – listening to the passenger*

We believe it is important that the operator and the specifier of a service are accountable to the users of that service. To us this doesn't just mean democratic accountability to elected officials but also more basic actions in terms of how it intends to consult passengers on the design of such things as timetables.

It is important that the specifier and the operator set out how they intend to gather the views of passengers on the services being provided. Traditional 'hard' measures on delays, cancellations and crowding are important but so is the quality of service being provided. On the latter our strong preference is for targets based on what passengers think – the best judge of quality being those who have used the services in question.

At present franchises let by DfT include targets for passenger satisfaction – as measured by the National Passenger Survey (conducted by Transport Focus). Our experience with NRPS confirms the value of benchmarking service quality. Being able to compare performance across operators and sectors as well as over a period of time has real benefit to passengers. There is a genuine reputational effect in doing so – everyone wishes to be the best at something, no one likes to be the worst. You lose this ability if there is no consistency between franchises or service groups over time or if decentralisation results in less transparency.

It is hard to be precise about the impacts of devolution on passengers as much will depend on how any proposals meet/deliver the points above. Therefore we would re-emphasise the importance of focussing on outputs rather than on structures/inputs. What matters is what is delivered to passengers.

Hence we deliberately do not recommend or prefer a particular model of devolution. Rather, we would suggest that each model should be assessed against a 'passenger test' which incorporates three core questions:

- *What benefits will it bring to passengers and how will these improve the delivery of services?*
- *Will it create any disbenefits and what effect will these have on passengers?*
- *Will it inhibit/prevent development of future benefits?*

If they pass these tests and if they make services better they will generate public support.

Transport Focus
3rd Floor,
Fleetbank House,
2-6 Salisbury Square,
London EC4Y 8JX

www.transportfocus.org.uk

June 2015

West Midlands Integrated Transport Authority

London Assembly: Rail Devolution

Consultation Response

July 2015

This response represents the view of the West Midlands Integrated Transport Authority (ITA) and was developed by the ITA Policy & Strategy Team. The Team works with the West Midlands Strategic Transport Officers Group (STOG) which comprises the ITA, the seven West Midlands Metropolitan Authorities of Birmingham, Coventry, Dudley, Sandwell, Solihull, Walsall and Wolverhampton and Centro/PTE.

Listing Officer:

Toby Rackliff
Rail Policy and Strategy Manager
West Midlands Integrated Transport Authority
C/o Council House Extension
6 Margaret Street
Birmingham
B3 3BU
E: [REDACTED]
T: [REDACTED]

The key messages from the West Midlands Metropolitan Area in relation to this consultation are:

The West Midlands welcomes the opportunity to comment on this consultation, which represents a useful contribution to debate surrounding the future devolution of rail services, not just in London but in other major UK city regions.

Whilst this response represents the views of the West Midlands we also support the response submitted by PTEG of which West Midlands ITA is a member through Centro, its delivery agency.

Whilst much of the consultation specifically relates to London, many of the issues raised mirror those experienced in the wider West Midlands region.

West Midlands ITA believes that the London rail devolution model has delivered tangible benefits for passengers in terms of service improvements, new trains, additional capacity, improved stations and higher levels of passenger satisfaction.

West Midlands ITA is seeking to emulate at least some of the successes achieved by the London Overground concession, albeit initially through a significantly different franchising approach in partnership with other local authorities and the Department for Transport (DfT).

As such, we are currently working with the 14 Metropolitan, Shire and Unitary Transport Authorities to establish a distinct West Midlands Rail (WMR) business unit within the successor to the current “London Midland” rail franchise, which would be jointly specified and managed by the WMR authorities and the DfT.

The West Midlands response to the detailed questions contained within the consultation is as follows:

1. What are the key problems with National Rail services in London that need to be addressed?

The key problems appear to mirror those in the West Midlands, namely:

- much of the network is at or approaching capacity and many services are overcrowded
- connectivity between many economic and population centres areas across the region remains poor
- station & rolling stock quality / accessibility and service frequencies which have failed to keep pace with changing customer demands

2. What changes to the delivery, funding or governance of rail services in London should be considered?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

3. How does the current system in London compare to those in other world cities?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

4. What would devolution mean for passengers, in terms of fares, reliability, crowding, information, and so on?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

5. What opportunities for additional investment and income growth could devolution bring?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

6. What are the strengths and weaknesses of the London Overground model for delivering rail services?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

7. What are the strengths and weaknesses of different models of rail devolution?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

8. What are the main barriers to further devolution?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

9. Which rail franchises or routes should be the priority focus for the Mayor and TfL in devolution proposals?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

10. How can the Mayor and TfL ensure that the interests of passengers outside London are reflected in any new rail devolution settlement?

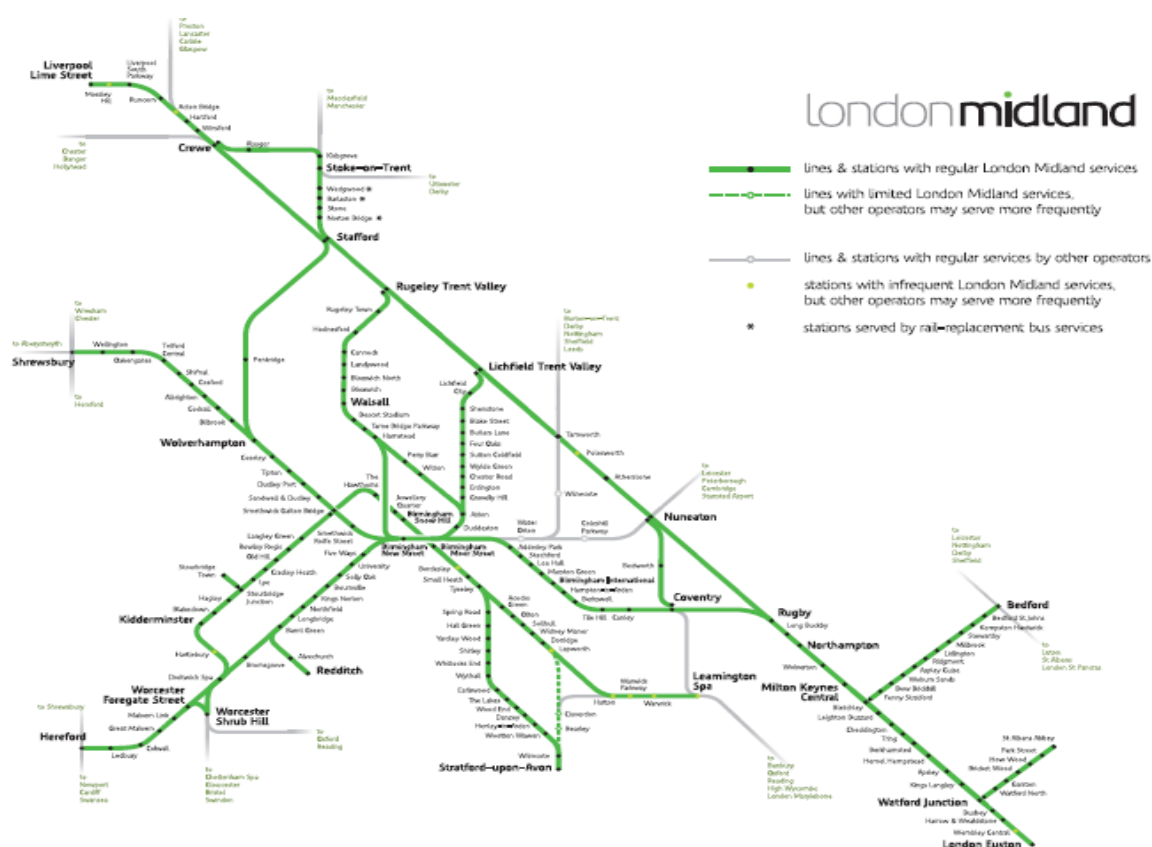
This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

11. How can the Mayor and TfL improve their proposals for the devolution of the South Eastern franchise?

This is not an area in which West Midlands ITA feels that it has sufficient locus or experience to comment in relation to the London context.

12. Could control of rail services also be devolved to other UK cities?

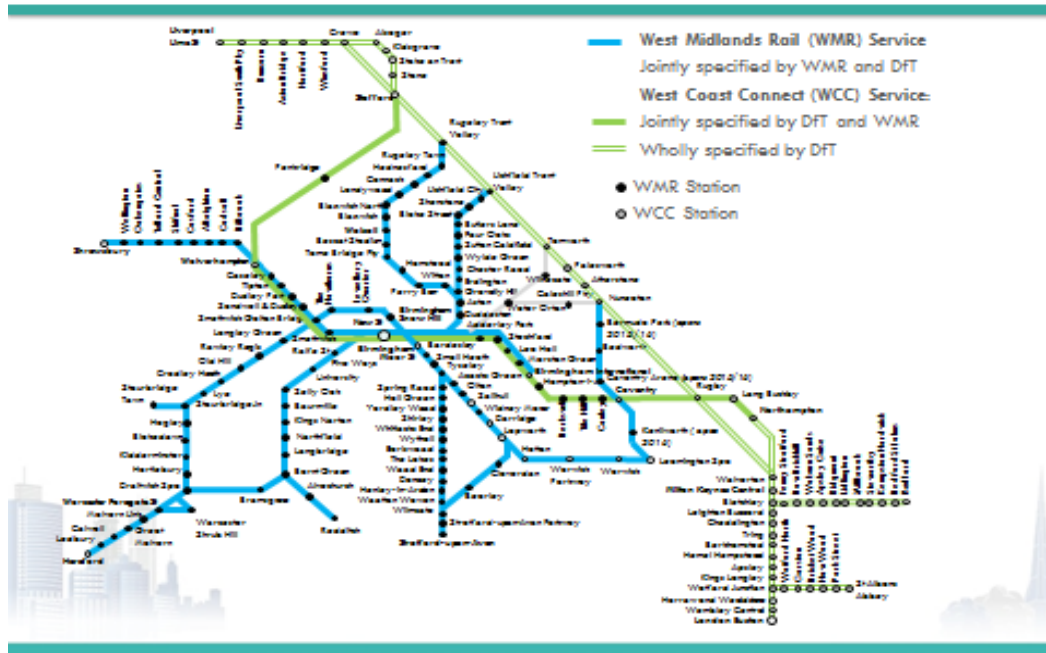
In March 2015, the Secretary of State for Transport approved the start of a process for retendering of the London Midland rail franchise.



This should lead to the creation in 2017 of a distinct West Midlands Business Unit, specified and managed jointly between the Department for Transport and West Midlands Rail (WMR), a partnership of the West Midlands Integrated Transport Authority (ITA) and 14 metropolitan, shire and unitary authorities¹.

¹ Birmingham, Coventry, Dudley, Herefordshire, Northamptonshire, Solihull, Sandwell, Shropshire, Staffordshire, Telford & Wrekin, Walsall, Warwickshire, Wolverhampton, Worcestershire

2017 Proposed Franchise Structure



The West Midlands Rail partner authorities have a clear ambition, as outlined in the 2014 West Midlands’ Rail Vision, to maximise the contribution the local rail network can make in terms of achieving our wider economic, social and environmental objectives and, in particular, support the Midlands’ role as Britain’s **“Engine for Growth”**.

The West Midlands rail network already contributes significantly to the region’s economic, social and environmental wellbeing in that it:

- **is increasingly important in providing access to employment and education**
- **links businesses to suppliers & customers**
- **provides access to retail & leisure facilities**
- **reduces congestion & contributes to a more sustainable, lower carbon economy**

However, there are significant opportunities for the West Midlands rail network to play an even greater role in meeting our regional ambitions for sustainable economic growth and an improved quality of life, especially given that:

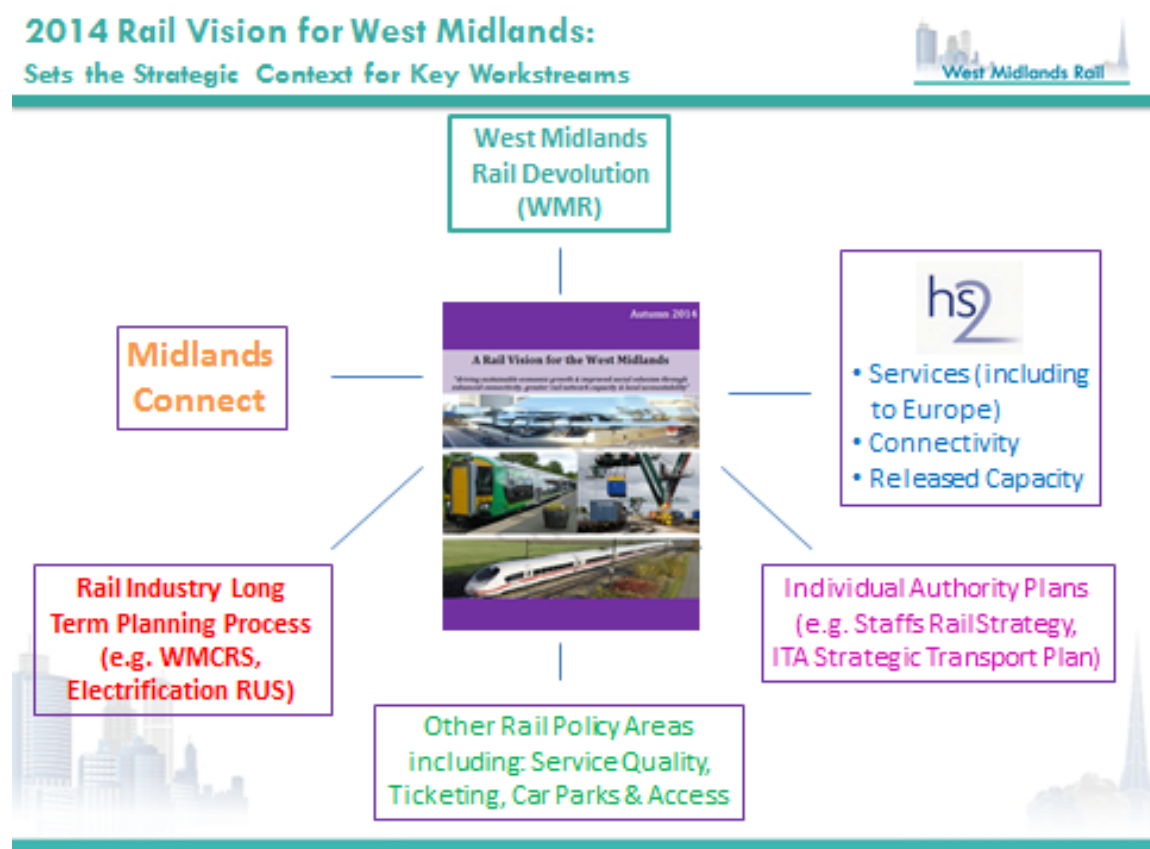
- **much of the network is at or approaching capacity and many services are overcrowded**
- **connectivity between many areas across the West Midlands region or to economic centres in the East Midlands) remains poor**
- **High Speed Rail is coming to the West Midlands in 2026 & we need to be “HS2 Ready”**
- **there is an inconsistency of passenger offer including fare structures, station & rolling stock quality / accessibility and service frequencies which have failed to keep pace with changing customer demands**

The 2014 “**Rail Vision for the West Midlands**” sets out the region’s ambition for a modern, accessible, rail network, which is more responsive to the needs of passengers & businesses and “***supports sustainable economic development, job creation & social cohesion***”. This will be achieved through:

- ***a passenger network that is more closely aligned to regional priorities and objectives***
- ***improved connectivity to areas of economic activity, population centres and national & international hubs including Birmingham Airport***
- ***provision of capacity for growth across all rail freight and passenger sectors***
- ***maximising the benefits of investment such as HS2 and railway electrification***

The West Midlands region is making the case for further investment to support these objectives in the medium to long term through ongoing workstreams such as **Midlands Connect**, the GBS LEP **HS2 Growth Strategy** and the rail industry’s **Long Term Planning Process** for Control Period 6 and beyond.

However, in the more immediate future, a devolved **West Midlands Rail** franchise, with greater local control over the specification and management of local rail service provision, will be key to both unlocking the potential of the existing rail network in the immediate term and to maximising the benefits of that future investment.



West Midlands Rail: Achieving the Outputs

West Midlands Rail Devolution: Delivering the Rail Vision for the West Midlands



To support the objectives, WMR focuses on 5 key outputs the “5Cs”:

- Capacity

providing for increasing rail patronage & facilitating economic growth

- Connectivity

aligning rail services with changing market & economic requirements and improving integration with other transport modes

- Customer-focussed

delivering a high-performing, quality rail service which is accessible to all

- Clarity

providing a coherent, readily understandable and “smart” network of rail services, fares and information

- Cost-effective

delivering an efficient, competitive rail service which provides value for money for both taxpayers and passengers

Achieving the 5 key outputs will require a variety of measures to address current or emerging challenges.

Capacity

West Midlands **rail passenger numbers have doubled from 37m in 2005/6 to 74m in 2012/13²**, the highest rail growth of *any* region in the UK. Rail’s commuter market share has also increased from 17% to over 30% in the last decade and passenger growth is continuing at significantly above industry forecasts and levels of overcrowding, both on peak-services & also on off-peak services, especially those associated with major events.

The key short-term requirement is for additional carriages and longer trains to:

- deliver the DfT’s target of 3,900 additional peak seats by 2019
- meet the **actual** growth in passengers which continues to be over & above industry forecasts
- resource committed schemes e.g. new stations between Coventry and Nuneaton or Walsall – Rugeley Electrification

² ORR - Regional Passenger Journeys 1996-2012

Connectivity

Fast, high-frequency rail services have the potential to shrink the economic geography of the region, improve access to jobs and education and enable the Midlands to continue to fulfil its role as the nation's "***Engine for Growth***".

However, links between some centres are poor (e.g. Black Country to Birmingham Airport & Coventry) whilst historic service patterns, especially in the evening and on Sundays, have failed to keep pace with changing customer demands.

Whilst the base service timetable specification for WMR services should protect existing services, key requirements for connectivity improvements to meet market demand include:

- more frequent / later evening services
- earlier / more frequent Sunday services
- faster journeys on longer regional routes
- more direct & earlier / later services to Birmingham Airport (and future HS2 Interchange Station)
- better connectivity between services (especially where services are infrequent)
- better integration between other modes (bus, car, cycle, pedestrian)

Customer-focussed

Consistency of service provision on a predominantly high subsidy rail network will require a performance and quality-focussed approach with appropriate incentives for the operator.

Particular attention will need to be paid to:

- punctuality & reliability
- stations (including facilities, accessibility, security, cleanliness and upkeep)
- on-train passenger environment (including new requirements such as wifi) & compliance with EU "Persons with Reduced Mobility" legislation
- information provision (before, during & after journey)
- the fares structure and passenger offer
- car parking availability and cost

Clarity

Providing a network that is understandable & easy to use, instils passenger confidence and encourages additional travel. Key requirements for WMR are:

- coherent, strong, consistent branding across the network and other customer interfaces

- clear information, delivered through a variety of channels, which keep pace with technological and communications progress
- simpler fare structure, restrictions & availability of more customer-friendly, Smart ticketing

Cost-effective

Reducing the cost of the railway to both the taxpayer and passenger through initiatives such as:

- more efficient operation of services and station facilities
- moving towards a lower-cost, fully electrified regional network
- investment in modern information and ticketing technologies
- replacement (or extensive re-engineering & refurbishment) of older rolling stock to improve passenger experience & reduce operating costs
- ensuring rail remains competitive with other, less sustainable, modes of transport

Longer Term

However, whilst a correctly specified and managed WMR rail franchise can deliver much of the required improvement in local rail services, it will **not** replace the need for a targeted programme of investment in the rail network infrastructure over the medium to long term.

Summary

West Midlands Rail Devolution: Delivering the Rail Vision for the West Midlands



Summary

- A West Midlands Rail franchise, specified and managed jointly with DfT, represents a huge opportunity to provide a rail network that is more responsive to local requirements and supports the region's role as the nation's "Engine for Growth"
- To be effective WMR needs to help deliver our "5C" outputs
- However, realising the longer term Rail Vision also requires investment in the capacity and capability of the network, the case for which is being made in parallel through initiatives such as:
 - Midlands Connect
 - HS2 Growth Strategy
 - the rail industry's Long Term Planning Process

Further information on the West Midlands Rail proposition is available here:

West Midlands Rail



**Further details and future
updates available at:**

www.westmidlandsrail.com

or e-mail:

contact@westmidlandsrail.com



London Assembly Consultation on Rail Services

Proposed West Sussex County Council response

23 June 2015

The County Council has received an invitation from the London Assembly to contribute to an investigation conducted by its Transport Committee concerning London Rail Services. The investigation forms part of the Committee's consideration of the case for rail devolution in London.

The Assembly has invited the County Council to make a written submission to the investigation to respond to the questions outlined below. The County Council has prepared a response to each relevant question following discussion at a Task and Finish Group of elected members. The final response will be approved by the Cabinet Member for Highways and Transport.

This response has been prepared in advance of the Airport's Commission publishing the findings of its investigation into options for providing additional airport capacity in the south east. The County Council consider that this response may need to be revisited in light of the Commission's findings and the Government's subsequent response due to the importance of rail services in providing surface access to Gatwick Airport.

For further information on the County Council's position on various rail infrastructure and service issues affecting West Sussex, the County Council's response to Network Rail's consultation in 2014 on the draft Sussex Route Study is attached as an appendix.

1. What are the main concerns you have with National Rail services in West Sussex?

The County Council have seven main concerns about rail services in West Sussex:

I. Capacity and reliability of services operating on the Brighton Main Line

Rail services on the Brighton Main Line are already congested in peak hours, although capacity improvements being delivered as part of the Thameslink programme are expected to improve the situation in the short term, particularly on the Thameslink corridor. However, without further interventions beyond those already committed (including the Thameslink programme capacity enhancements), Network Rail forecast that widespread standing will reoccur in the busiest morning peak services from Haywards Heath to London by 2023 and from Hove and Lewes to London by 2043¹.

Additionally, as the London Assembly Transport Committee has found through its own investigations, the reliability of services into London is a particular concern. In fact one of the busiest services to London, the 7:29am from Brighton to London Victoria was late every single day over the course of a year due to poor

¹ Network Rail – Sussex Route Study (2014)

performance of the network.² This is due to the effects of engineering works and passenger demand exceeding the operating capacity of the network during peak periods leading to unreliable journey times for passengers from West Sussex. It is unknown whether the improvements as part of the Thameslink Programme will significantly change passenger behaviour and alleviate current peak hours over-crowding on the Victoria services. This needs monitoring.

Finally, services using the Brighton Main Line appear heavily affected by engineering works. We accept that these are necessary in order to support reliability and enhancements but there is a strong perception amongst residents that works should be managed a lot more efficiently.

II. Slow journey times on the West Coastway and Arun Valley Line

The fastest morning peak journey time between Worthing and London Victoria is 1 hour 32 minutes which is an average speed of 31 miles per hour for an 'as the crow flies distance' of 48 miles. Also, the fastest morning peak journey time between Chichester and Brighton is 45 minutes with an average speed of 37 miles per hour for an 'as the crow flies distance' of 34 miles. These compare to the fastest peak journey time between London Waterloo and Southampton of 1 hour 11 minutes with an average speed of 58mph for a distance of 69 miles.

These slow journey times between main towns on the West Sussex coast and other centres of economic activity are a constraint to future growth. Businesses frequently tell us that poor connectivity is one of the reasons why they prefer to invest in locations with better connections. This contributes to the West Sussex coastal economy underperforming relative to the wider region. In 2008, it was estimated that improving the performance of the Sussex coastal economy to the regional average would add an additional £13bn Gross Value Added to the national economy³.

The County Council recognise that there is a balance to be struck between fast and slow services which play a particularly important role in supporting the needs of smaller rural communities using intermediate stations. Slow journey times from intermediate stations can also be problematic for communities in West Sussex.

III. Frequency of fast services to London on the Arun Valley Line during peak times

Half hourly fast services currently operate between London Victoria and the West Coastway via Arun Valley Line. Whilst the speed of the fastest services along the Arun Valley was improved with significant timetable changes back in 2007, the speed of these services still do not meet the needs of businesses considering investing or locating in West Sussex coastal towns such as Chichester or Bognor Regis due to their desire for fast connections to their customers, particularly in London. Average peak time journey times are over 1hr 30m between Chichester

²

[http://www.theargus.co.uk/news/11716662.Busiest Brighton to London commuter train late every day for a whole YEAR/?ref=mr](http://www.theargus.co.uk/news/11716662.Busiest_Brighton_to_London_commuter_train_late_every_day_for_a_whole_YEAR/?ref=mr)

³ Coastal South East – A Framework for Action (South East England Partnership Board, March 2008)

and London Victoria and well over this in the reverse direction in the morning peak. Such slow services make it difficult to attract certain types of businesses to the coastal towns.

IV. Connectivity to key destinations

Rail services in West Sussex are currently focused on radial routes into London with very few orbital routes. This means there are few direct connections to destinations to the east or west of London and these journeys typically require travelling into London and changing to connecting services. This is a particular problem for travelling from West Sussex to destinations such as Heathrow Airport, Kent and towns in the Thames Valley which provide an important role in supporting the economy by connecting businesses to their customers. The poor rail connectivity to Heathrow is of particular note. The lack of orbital routes also constrains scheduling and resilience in the network.

V. Quality of rolling stock

Rolling stock currently being used on some services in West Sussex is unable to cater for modern requirements. Previous rolling stock cascades have reduced the quality of rolling stock operating in West Sussex and meant that rolling stock is not interoperable which causes problems in times of disruption.

Specifically, Gatwick Express rolling stock is not well suited to air passengers travelling with luggage due to narrow doors and stepped access. Also, some services on West Coastway are operated using 35-year old class 313 train units which lack toilets and air conditioning. The County Council welcomes the planned replacement of the Gatwick Express rolling stock but would not want to see future rolling stock cascades leading to a deterioration in the quality of rolling stock operating on services in West Sussex. It is inappropriate in this day and age to not provide toilets on rail services.

VI. Ticketing

The County Council is aware that the rail ticketing system can be confusing for rail passengers and leave passengers with uncertainty about whether or not they have purchased the lowest price ticket. This has an impact on the passenger perception that rail travel is expensive relative to travelling by car.

VII. The impact of level crossings

The County Council recognise that this issue may be less pertinent for the London Assembly. However, there are over 113 level crossings in West Sussex* which create problems, particularly on the West Coastway and Arun Valley Line. Level crossings create connectivity issues, cause highway congestion and safety issues. Poor road and rail connectivity to West Sussex coastal towns such as Littlehampton, Bognor Regis and Worthing is one of the main constraints to growth in these areas due, in part, to level crossings on key access routes such as the A284 at Wick near Littlehampton, the A286 through Chichester, the A29 at Woodgate near Bognor Regis, and on routes into Worthing.

* 59 road crossings (20 full barrier, 17 half barrier, 22 private user) and 54 public rights of way crossings in West Sussex

2. In what ways could rail connections between West Sussex and London be improved?

The County Council consider that rail services between West Sussex and London could be improved through the following interventions:

I. Capacity enhancements

In the Sussex Route Study, Network Rail have proposed a package of interventions aimed at enhancing capacity, but also addressing performance issues on the Brighton Main Line. These improvements involve providing grade separation at a number of key junctions along the route.

Improvement schemes are proposed for London Victoria, Clapham Junction, Windmill Bridge Junction, East Croydon, Stoats Nest Junction, Gatwick Airport, Haywards Heath, Keymer Junction/Wivelsfield and Hove. These interventions are expected to improve the reliability of services to London by reducing the number of conflicting movements at junctions and also enable six additional train paths to be provided in the morning peak, with potentially two train paths from the West Coastway route via Hove. These improvements have potential to help improve connectivity to Gatwick Airport and support growth in passenger numbers whilst minimising the impact on the highway network. The County Council has welcomed these proposals and would like to see them pursued in Control Period 6, giving priority to those improvements at the London end of the Brighton Main Line as these are expected to have the greatest impact on capacity and reliability.

The County Council also recognises that Brighton Main Line 2 has been promoted and could have a role in improving the capacity and reliability of the Brighton Main Line, particularly in the long term.

II. Journey time improvements

Opportunities should also be explored to improve journey times between London and main towns on the West Sussex coast to support economic growth in these areas. This may include utilising new train paths to operate limited stop services between London and key destinations for future growth in West Sussex such as Burgess Hill, Shoreham, Worthing, Angmering, Chichester and Bognor Regis.

III. On-train wifi

To help increase business productivity, the County Council would also like to see the introduction of on-train wifi on services in West Sussex. This is particularly important for longer distance services as it enables these longer journeys to be used productively for business journeys.

IV. Additional later evening and early morning services

Finally, the County Council would like to see additional later evening and early morning services across, to and from London, Gatwick Airport and the Sussex coast to support the evening leisure market, particularly at weekends and also

early morning and late evening flights from/to Gatwick Airport. These would complement the introduction of night services on London Underground from September 2015 by providing connections to/from locations outside London.

3. What changes to the way rail services are governed, particularly the franchise system and accountability mechanisms, do you think could improve services for your residents?

The County Council, together with other local authorities, would like to participate in the procurement of future rail franchises to operate services through West Sussex by participating in the competitive dialogue process from the outset. This would include discussing the potential to increase the weighting placed on historic performance in the Pre-Qualification Questionnaire stage and influencing the metrics used in the evaluation of the different stages of the procurement process.

The County Council also consider that poor performance of the network and rail operators is related, at least in part, to the lack of local accountability and involvement in investment decision-making. We consider that contract performance monitoring of rail franchise contracts could be more effectively undertaken at the local level.

The County Council is keen to work with other local authorities as one coordinated group to monitor, assess and invoke penalties as per contractual arrangements. The principle of this approach has already been discussed with some neighbouring local authorities who are also supportive of the idea. We believe this would help greatly as rail operators would be held to account for poor quality of services in real time.

4. Do you support Transport for London's (TfL) proposals to take control of suburban rail routes serving London and adding these to the London Overground network? How would your residents be affected by this change?

The County Council is aware that in 2012, the Mayor of London published a Rail Strategy setting out a vision to improve suburban rail services in London, in part through gaining greater control over these services by incorporating them into the London Overground network. At the time of preparing this response, TfL have not outlined specific proposals to take control of services from West Sussex. However, for the purposes of preparing this response, it is assumed that only services starting in Horsham and/or East Grinstead could be incorporated into the London Overground network as these are the only 'suburban' services operating to/from West Sussex.

The County Council consider that, in general, it would be inappropriate to incorporate longer distance services from West Sussex into the London Overground network. The most pressing issue affecting these services is a shortage of capacity. Therefore, the County Council consider that rail franchise operators should be incentivised to ensure adequate capacity is provided to meet the demand for travel.

The County Council is also concerned that proposals to incorporate additional services within the London Overground network would cause fragmentation of

rail services within West Sussex. This conflicts with one of the main objectives behind the creation of the new Thameslink, Southern and Great Northern franchise to improve integration between services previously operated under the separate Southern and Thameslink franchises. The County Council consider that there is potential to improve some selected services in West Sussex through improving service quality but that this should not be at the detriment of integration with onward connections to/from destination in West Sussex.

The County Council consider that proposals which incentivise integration with connections in London, including London Underground, could be to the detriment of integration with less frequent services, services operated by other rail franchises or bus operators outside London. Incentivising rail operators in this way could also lead to operators prioritising service quality over capacity on routes which are already heavily congested as outlined previously. This congestion is expected to be exacerbated as the house price differential between London and locations outside of London continues to increase. Therefore, the County Council consider that TfL's proposals would have a detrimental impact on residents and businesses in West Sussex and the County Council would be likely to oppose such proposals.

5. Are there any alternative models of devolution that could benefit rail passengers in London and surrounding areas?

Please also refer to the response to question 3 above.

Local authorities outside London currently have very limited involvement in arrangements for delivery and investment in rail services. This leads to poor integration with plans for regeneration and growth which could be mutually beneficial and fails to maximise the benefits for rail users of local authority investment programmes.

The County Council consider that there is potential for greater involvement of local authorities in monitoring poor performance of the network and rail operators and investment decision-making. As rail services rarely affect a single local authority, the County Council are keen to work collaboratively as a single coordinated group of local authorities to monitor, assess and invoke penalties in line with contractual arrangements. We believe this would help greatly, as rail operators would be held to account for the poor quality of current services in real time.

As part of this we would work closely with TfL, particularly on the performance of rail operators to ensure poor performing rail franchises are being picked up by London and relevant authorities. This could include establishing a Transport Accountability Commission. The Transport Accountability Commission would not run transport services, nor would it intervene in regulatory arrangements. Instead it would monitor, lobby and represent local authorities during discussions and negotiations with transport operators and DfT.

Appendix

[WSCC response to Network Rail's consultation on the draft Sussex Route Study](#)

Cabinet Member for Highways and Transport**West Sussex County Council response to the Network Rail draft Sussex Area Route Study consultation****Report by Director of Highways and Transport and Director of Strategic Planning and Place****Ref No: HT21
(14/15)****Key Decision:
Yes****Part I or Part II:
Part I****Electoral
Divisions:
All****Executive Summary**

Network Rail is undertaking a consultation to gather views on its draft South East Route: Sussex Area Route Study. This study sets out a 30-year vision for this area of the rail network. It primarily focuses on rail industry Control Period 6 (2019-2024) to inform Government investment decisions for this time frame, but also considers growth in demand for rail travel to 2043.

Consultation responses are being welcomed on any of the ideas and interventions set out in the study. The study will inform future decisions about rail infrastructure and rail service planning as well as the capacity of major stations, rather than specific timetable, service quality and station access issues which are concerns for the rail franchisee.

Key issues highlighted in the County Council response include: support for investment to expand capacity for the Brighton Main Line; a request for further investment in rail infrastructure away from routes to London to support a balanced economy; support for analysis undertaken within the Study into the Arundel Chord scheme and provision of an improved journey times along the West Coastway route; and requests for greater attention to be made to level crossing and car parking issues within the study.

Recommendation

The Cabinet Member for Highways and Transport approves West Sussex County Council's consultation response, contained in Appendix A of the report, for submission to the Network Rail draft South East Route: Sussex Area Route Study.

1. Background and Context

- 1.1 Network Rail is undertaking a consultation to gather views on the draft Sussex Area Route Study. The consultation runs until Tuesday 13 January 2015. Further information and a copy of the draft study can be accessed

from: <http://www.networkrail.co.uk/long-term-planning-process/south-east-route-sussex-area-route-study-draft-for-consultation/>.

- 1.2 The study sets the strategic vision for the future of the Sussex Area Route network focusing on rail industry Control Period 6 (2019-2024) to inform Government investment decisions for this rail industry planning time frame. The study also considers growth in demand over a 30-year timeframe to 2043.
- 1.3 The study will inform strategic decisions about rail infrastructure and rail service planning, as well as the capacity of major stations. The study does not address specific timetable issues, service quality or station access matters which are matters for the new rail franchise operator (Govia Thameslink Railway) to address.
- 1.4 This study is of importance to West Sussex as it includes all of the rail network services operating to or from the County. The study also includes many services across East Sussex, Surrey, west Kent and south Hampshire, and all services on the core routes to and from London Victoria, London Bridge and through the Thameslink Core to London St Pancras International (Fig. 1 Sussex Route Study Geographical Scope, at Appendix B).
- 1.5 The study is relevant to the objectives of the West Sussex Transport Plan 2011-2026, in particular improving connectivity and access to local labour markets and key centres, and delivering transport improvements to support and facilitate sustainable growth.
- 1.6 After the consultation closes in January, Network Rail will consider the responses, before preparing its final report which is expected to be published in summer 2015.
- 1.7 The proposed response to the consultation is included within Appendix A.

2. Consultation

- 2.1 An informal consultation exercise was undertaken inviting comments from key stakeholder groups, including local planning authorities, neighbouring highway authorities, Gatwick Airport Ltd, Coast to Capital Local Enterprise Partnership, which has informed the consultation response. Respondents were asked to consider the strategic issues set out in Section 3.
- 2.2 There was a large amount of support for the intended position on these strategic issues. This informal consultation exercise highlighted the priorities of rail service provision across a number of issues, including capacity, service quality and accessibility, and ranked the overall priorities of rail service provision in supporting economic growth and providing additional capacity.
- 2.3 An early draft of the consultation response was also scrutinised by the Environmental and Community Services Select Committee. The

Committee identified a series of issues which have been incorporated into the proposed response in Appendix A.

- 2.4 The Committee's comments stressed the importance of the response linking to the economic strategy for West Sussex and highlighted issues related to level crossings, car parking at stations, and the need to stress the importance of capacity and reliability of services alongside journey time improvements. Comments also highlighted the potential to use spare capacity on different routes to address capacity issues on the Brighton Main Line.

3. **Proposed response key issues**

The key issues considered in the response are set out below:

- 3.1 *Capacity issues* – the study identifies a set of proposed infrastructure improvements for the Brighton Main Line needed to meet forecast growth in passengers up to 2043. The improvements include capacity enhancements at London Victoria, Clapham Junction, Windmill Bridge Junction, East Croydon, Stoats Nest Junction, Gatwick Airport, Haywards Heath, Keymer Junction/Wivelsfield and Hove costing in the order of £1bn. The proposals will provide additional capacity benefiting West Sussex rail passengers through less congested travelling conditions and improved service reliability. This will support economic growth in West Sussex including continued growth in airport passengers using Gatwick Airport. It is proposed to support the proposals whilst also requesting further information and consultation on the capacity enhancement schemes at the earliest opportunity to provide greater understanding of their implications.
- 3.2 *Meeting future capacity* – the study identifies proposals which will focus investment to alleviate capacity issues on the Brighton Main Line corridor, as this is the where capacity issues are likely to be most prevalent in the future. This may increase the gap between strong economic performance in London and weaker performance outside London where transport connections are poorer. This may fail to support the County Council's aspirations for a more balanced economy across the South East, including regeneration of the West Sussex coastal towns. Therefore, it is proposed to highlight the economic growth aspirations of local stakeholders and request that greater focus and investment is directed towards locations away from London to support economic uplift in these areas. As opportunities to enhance capacity into London will become increasingly expensive, investing in infrastructure which improves connections between locations outside London, may also be more affordable and represent better value for money.
- 3.3 *Arundel Chord* – Network Rail has analysed the costs and operational benefits of an Arundel Chord and concluded the scheme has a low cost-benefit ratio of 0.3 (see Fig. 2 Arundel Chord at Appendix C). The indicative cost estimate for this scheme is £55m. It is proposed to note the conclusions of the analysis, but highlight that economic performance of the West Sussex coastal towns suffers from the slow and unreliable east-west connections provided by the strategic road and rail networks. It

is proposed to support further investigation into opportunities which would reduce journey times between main towns along the West Coastway and Arun Valley lines to enhance economic performance and complement planned investment in the strategic and local highway network in this area.

- 3.4 *Brighton and West Coastway to West Country* – Network Rail have analysed the potential to reduce journey times for some services along the West Coastway by changing stopping patterns alongside some infrastructure improvements. A limited stop service through West Sussex (Brighton-Worthing-Chichester-Havant) is considered which would potentially reduce journey times between Brighton and Chichester from 49 to 35 minutes and between Brighton and Southampton from 1hr 46min to 1hr 25min (as examples). However, this is likely to be accompanied by increases in average journey times between other local centres, including services between Brighton and Portsmouth and other intermediate stations. It is proposed to request further information and dialogue about the implications for all services along the West Coastway corridor, including connectivity with Arun Valley Line services, and investigation into economic and social impacts of this proposal.
- 3.5 *Other strategic issues* – The study does not mention the connectivity, congestion and safety issues associated with level crossings which are a particular problem in some areas of West Sussex. As alleviating these issues typically requires provision of new road bridges on the local highway network, it is proposed to highlight the issues caused by level crossings and request greater collaboration between Network Rail and local highway authorities to identify, develop, fund and implement improvements as opportunities arise. The study also does not highlight the issues associated with car parking at stations throughout the study area.

4. **Resource Implications and Value for Money**

- 4.1 There are no resource implications in making this response other than in terms of officer time in preparing the response which has been identified within existing budgetary plans.
- 4.2 Any significant increase in officer time resulting from dialogue over any of the specific issues raised within the response may impact on other objectives in the service plan, and objectives and dependencies may need to be amended to reflect these changing priorities.

5. **Impact of the proposal**

- 5.1 There are no direct implications for the County Council through responding to this consultation. The future strategy for provision of rail services and infrastructure across the County will impact users of the transport network in and beyond West Sussex.
- 5.2 **Equality Duty.** An Equality Impact Report is not required for this decision as it is a response to a consultation by an external organisation.

However, section 2.1 of this report details informal consultation undertaken with key stakeholders.

- 5.3 **Crime and Disorder Act Implications** – There are no identifiable Crime and Disorder Act implications in making this response.
- 5.4 **Human Rights** – There are no identifiable Human Rights Act implications in making this consultation response.
- 5.5 **Social value** - The future strategy for provision of rail services and infrastructure across the County will impact users of the transport network in and beyond West Sussex.
- 6. **Risk Management Implications**
 - 6.1 There are no identifiable risks to the Council in making this response.

Geoff Mee
Director of Highways and
Transportation

Colin James
Director of Strategic Planning and
Place

Contact: Jamie Dallen, Assistant Planner, 

Appendices

A - West Sussex County Council draft response to the Network Rail draft South East Route: Sussex Area Route Study consultation

B – Fig 1: Sussex Area Route Study Geographical Scope

C – Fig 2: Arundel Chord Diagram

Background Papers

None

Appendix A - Draft West Sussex County Council response to the Network Rail draft South East Route: Sussex Area Route Study consultation

1. Introduction

1.1. West Sussex County Council welcomes the opportunity to respond to the Network Rail draft Sussex Area Route Study consultation. Our response is informed by engagement with key stakeholder groups, including district and borough councils, neighbouring highway authorities, the South Downs National Park Authority and the Coast to Capital Local Enterprise Partnership, and rail user and community organisations. The response is also informed by the Coast to Capital Strategic Economic Plan, our West Sussex Transport Plan 2011-2026, our economic strategy 'Supporting Economic Growth in West Sussex 2012-2020' and emerging local plans across the County.

2. Specific comments on content of the draft Sussex Area Route Study

2.1 Meeting future forecast capacity gaps for Brighton Main Line services to London

2.1.1 The County Council welcomes the detailed analysis undertaken within the study of the forecast demand and capacity gap for peak services into London, and the potential opportunities to improve infrastructure to cater for this demand.

2.1.2 It is understood that without further interventions beyond those already committed (including the Thameslink programme capacity enhancements), widespread standing in the busiest morning peak is predicted on services from Haywards Heath to London by 2023 and from Hove and Lewes to London by 2043. With the full package of proposed interventions, this widespread peak standing is predicated to be reduced to morning peak services north of Croydon by 2023 and north of Gatwick Airport by 2043.

2.1.3 This package of proposed interventions would involve a once in a generation investment in the Brighton Main Line, costing in the region of £1bn. The package is aimed at enhancing capacity, but also addressing performance issues on this complex stretch of rail lines, in particular by providing grade separation (i.e. trains pass under or over) at a number of key junctions along the route. Schemes are proposed for London Victoria, Clapham Junction, Windmill Bridge Junction, East Croydon, Stoats Nest Junction, Gatwick Airport, Haywards Heath, Keymer Junction/Wivelsfield and Hove. These interventions are understood to enable six additional train paths to be provided in the morning peak, with potentially two train paths from the West Coastway route via Hove.

2.1.4 The Council welcomes the proposals to provide additional capacity for the Brighton Main Line into Central London, and is also concerned to ensure that any capacity enhancements also improve performance. The economy of the Coast to Capital Local Enterprise Partnership area was estimated to add £38.9bn of added-value to the UK economy in 2010¹. These capacity improvements along

¹ Coast to Capital Strategic Economic Plan, Coast to Capital LEP, March 2014

the Brighton Main Line are needed to support continued growth in this major part of the UK economy.

2.2 Meeting future demand growth in the long-term and rail infrastructure improvements away from London

2.2.1 Engagement with stakeholders to inform the County Council's response to the consultation has identified a widely held view that the Study is too heavily focused on provision of services into Central London and gives insufficient consideration of the need for regeneration and economic growth away from London. It is the County Council's view that infrastructure and rail service improvements on other parts of the network should be developed to support growth in more peripheral locations such as the Sussex coast.

2.2.2 Whilst the Council welcomes the infrastructure proposals set out in the study, the Council is concerned that the study does not include discussion of the long-term sustainability and value for money of increasing capacity to cater for peak time rail demand associated with employment growth in London. Whilst the study includes some discussion of potential to provide longer trains or additional new lines into Central London, these schemes are likely to be extremely difficult and expensive to provide. A more sustainable solution in the long term could be to support growth outside London.

2.2.3 It is notable that footnote 4 of the draft Study on page 10 states; *"Satisfying the 2023 demand forecast in this instance is defined as reaching a target of less than 85 per cent seat utilisation at the following stations on the BML: Hove, Haywards Heath, Redhill and East Croydon. For 2043 demand the target is less than 100 per cent seat utilisation as to maintain the 2023 target would result in an unrealistic quantum of trains."* This appears to assume a significant change in the level of crowding which passengers will find acceptable in using the Brighton Main Line to travel to London in the long-term, which does not appear to be justified. As crowding will be unequally distributed across services with faster services likely to experience the most acute issues, it is likely that crowding on some services will be unacceptable.

2.2.4 The Council would like to see greater investment in the rail infrastructure away from routes into London to support economic uplift and a more balanced economy across the South East, which would cater for some of this demand growth predicated for travel into Central London. In 2008, it was estimated that improving economic performance of the Sussex Coast so it performs at the regional average would generate an additional £13bn Gross Value Added for the national economy². In terms of rail routes to and from West Sussex to support improvements in the performance of the economy, we would like to see improved connectivity between important centres of economic activity such as between Gatwick Airport and the Thames Valley, Kent and South Hampshire. This should include improving the journey times and capacity of rail services for orbital routes from Gatwick Airport on the North Downs Lines to and from Guildford and Reading and towards Kent, as well as routes along the West

² Coastal South East – A Framework for Action, South East England Partnership Board, March 2008

Sussex Coast to and beyond Brighton and south Hampshire (please see related comments in section 2.6).

2.2.5 The Council also supports investigation of infrastructure improvements on the Arun Valley Line to improve journey times and support economic growth. The fastest pm peak journey time between London Victoria and Chichester is 1 hour 26 minutes in the May-December 2014 timetable, with a journey time of 38 miles per hour for an 'as the crow flies distance' of 54 miles. This compares to a fastest peak journey time speed of 58mph for a 1 hour 11 minutes journey time for 69 miles between London Waterloo and Southampton. The Council would like to see Arun Valley Line speed and bridge infrastructure improvement measures included within the final Study.

2.2.6 The Coast to Capital Strategic Economic Plan (March 2014) identifies five overarching themes for improving transport across the Local Enterprise Partnership area including connectivity, reliability, capacity, quality and resilience. Further investment in other routes away from the Brighton Main Line including the Arun Valley, West Coastway and North Downs routes will support these themes. This investment will also help address economic growth objectives of the West Sussex Transport Plan 2011-2026, in particular improving connectivity and access to local labour markets and key centres, and delivering transport improvements to support and facilitate sustainable growth.

2.3 Infrastructure scheme details

2.3.1 Proposals for capacity enhancement schemes are included for Gatwick Airport, Haywards Heath, and Keymer Junction/Wivelsfield within West Sussex. The Council understands that only initial engineering feasibility assessments have been undertaken at this stage. The County Council requests further consultation on the detail of these schemes in due course.

2.3.2 In particular the County Council notes the proposals for Keymer Junction/Wivelsfield station. It is understood that engineering constraints at Wivelsfield mean that this scheme is likely to involve the need to relocate Wivelsfield station to the north of its current position, potentially allowing redevelopment of the station facilities. The County Council requests further detailed consultation on this scheme with local stakeholders in due course, and on-going dialogue with Network Rail to ensure that this potential scheme can be fully considered and planned for.

2.3.3 The County Council also notes the comments about the timing of the package of schemes in that Gatwick Airport and Haywards Heath are within the Three Bridges resignalling area for Control Period 6 (2019-2024), meaning they would need to be delivered during this period. The Study notes that there may be an opportunity to develop the Keymer Junction and Hove schemes within Control Period 7 (2024-2029) to ease the deliverability of the package of measures, but that additional services south of Haywards Heath could not be provided without this infrastructure. Subject to detailed local consultation about these schemes, the County Council would want to ensure that rail infrastructure improvements to benefit passengers are provided at the earliest opportunity. The County Council requests further dialogue with Network Rail on the timing of these potential schemes and the impacts of delay into Control Period 7,

particularly how this will impact on addressing capacity issues south of Haywards Heath.

2.4 Arundel Chord and use of Horsham-Dorking Line

2.4.1 The County Council welcomes the detailed consideration of the potential of the Arundel Chord scheme and notes the low cost-benefit score of 0.3 for this scheme. The County Council also notes the anticipated costs for the scheme in the order of £55m (the mid-point of the Anticipated Financial Cost (AFC) range of £35-75m) for the preferred double track embankment option S9.

2.4.2 The Study notes that the key factor that reduces the benefits of the scheme is that there are limits in the number of trains that can be handled in the West Coastway facing platforms at Brighton, meaning that it is unlikely that more than 2 trains per hour could be diverted during planned or unplanned disruption. The Study also notes that journey times even with the new chord would be at least an additional 50 minutes for the Brighton market, but less so for markets west of Brighton. The County Council also notes the conclusions of analysis about provision of an additional 1 train per hour service between Brighton and Horsham in the off-peak by extending current London Victoria-Horsham services. The Study notes that such services were found to achieve poorer journey times for journeys between Horsham and Brighton than changing at Three Bridges on existing services, in particular due to the difficulties of finding paths for trains within the current pattern of services between Worthing and Brighton. The County Council would be concerned about changing the pattern of services serving Littlehampton and Bognor Regis to and from Brighton to utilise this infrastructure, because this could mean a reduction in the number of services from Littlehampton and Bognor Regis which may have a detrimental impact on the local economy in these towns which are undergoing regeneration.

2.4.3 Stakeholders have raised the question of whether journey time benefits for stations west of Brighton have been fully considered within the cost-benefit assessment, both for use of the infrastructure as a diversionary route, and for a regular Brighton-Horsham service. The draft study suggests that these have, however this should be clarified within the final Study.

2.4.4 Whilst the County Council welcomes this detailed analysis of the Arundel Chord scheme, it requests that more detailed consideration is given to how investment of this nature could enable other rail infrastructure improvements in West Sussex. As discussed further in Section 2.6, this could include alternative rail infrastructure improvements that will improve journey times between the main towns along the West Coastway and Arun Valley lines.

2.4.5 The potential to use the Horsham-Dorking line as an alternative through route to the Brighton Main Line for services from the Arun Valley Line to central London has been highlighted by stakeholders. Anecdotally, the County Council understands from the rail industry that there is limited capacity for additional train paths at the London end of this route and that this lack of capacity means that journey times via this route would not be as competitive as via the Brighton Main Line. The County Council also notes that this route would divert away from key markets in the Crawley-Gatwick-Croydon area. The County Council would like to see the pros and cons of potential greater use of the Horsham-Dorking

Line for Arun Valley services outlined within the final Study. In particular, the County Council would like to have consideration given to whether there may be opportunities to make greater use of this route through the potential future Crossrail 2 regional scheme which frees up any capacity from the Epsom area.

2.4.6 Furthermore, the suggestion to make increased use of the Arun Valley Line to reduce journey times to and from Littlehampton to support economic growth has also been identified. The County Council welcomes this issue being considered in further detail, however is mindful of the potential impacts there may be on other services on the route.

2.5 Cross-boundary analysis

2.5.1 In view of the comments in Section 2.2 regarding investment in improving rail infrastructure for journeys away from the central London core, the County Council welcomes the cross-boundary analysis undertaken on routes between Gatwick Airport, Guildford and Reading via the North Downs Line, and for the West Coastway route between Brighton, Southampton and the West Country.

2.5.2 The County Council supports the previous First Great Western franchise commitment to extend two North Downs Line services in each hour so they operate to Gatwick Airport which should be enabled by the planned provision of additional platform capacity at Redhill. The investigation of potential journey time benefits savings from conversion of the line to AC electrification alongside the electrification of the Great Western Mainline, and changing stopping patterns of existing services by reducing station stops and introducing a third service each hour is welcomed, as is investigation of potential direct links to Oxford.

2.6 Brighton and West Coastway to West Country

2.6.1 Cross-route study area boundary analysis with the Wessex and Western Route Areas identifies a service level aspiration for improved connectivity between Brighton and Bristol as well as Bournemouth. The Council welcomes this analysis being undertaken as improving journey times by rail along the south coast is a long-held aspiration of the Council. The West Sussex Economic Strategy³ identifies that east-west transport routes along the A27 corridor and journey times are consistently identified as a barrier to business growth. As noted above, in 2008 it was estimated that improving economic performance of the Sussex Coast so it performs at the regional average would generate an additional £13bn Gross Value Added for the national economy⁴.

2.6.2 The study analysis discusses changing the current hourly Brighton-Southampton service to a limited stop service and running this to and from Bristol to make a 1 train per hour fast service. This would require some infrastructure works at Worthing station, and an enhancement of signalling headways between Arundel Junction and Emsworth. A limited stop service through West Sussex (Brighton-Worthing-Chichester-Havant) is considered

³ Supporting Economic Growth in West Sussex: An Economic Strategy for West Sussex 2012-2020, West Sussex County Council.

⁴ Coastal South East – A Framework for Action, South East England Partnership Board, March 2008.

which would potentially reduce journey times between Brighton and Chichester from 49 to 35 minutes and Brighton and Southampton from 1hr 46min to 1hr 25min (as examples). However, there are likely to be increases in average journey times between other local centres, including for services between Brighton and Portsmouth and for other intermediate stations.

2.6.3 The County Council notes that a balance needs to be found if journey time improvements are to be provided by changing service stopping patterns, between journey time improvements and connectivity to/from intermediate stations. However, stations such as Shoreham-by-Sea and Barnham are important as they provide access to key locations for the local economy such as Shoreham Port and via interchange at Barnham, destinations along the Arun Valley, Bognor Regis and Littlehampton lines. The County Council would like to understand the impacts on journey times of including other intermediate stations in the stopping pattern whilst recognising the need to maintain reliability. The Study should provide a rationale for the limited stop service pattern which has been chosen and this should be supported by analysis of the impacts on existing journey patterns, reliability of services and the economic and social impacts of such proposals.

2.6.4 Further issues which need to be clarified are the assumptions about rolling stock for any such service given the fact that the route is not electrified west of Southampton, and use of diesel services would not be an efficient use of rolling stock. East-west connections at Brighton are also an issue requiring consideration in relation to provision of this service.

2.6.4 Further to comments in section 2.4 regarding Arundel Chord, the County Council would like to see a more detailed consideration of how additional infrastructure improvements, including the dynamic loops referenced on page 93 of the study, might enable an additional fast hourly service to be provided, or a reduction in journey times for existing services.

2.6.5 The County Council notes that the comments on journey times for services along the West Coastway route are not well integrated and cross-referenced into the other chapters of the Study, for example comments in section 5.11 of the study: 'Providing sufficient connectivity to passengers: East/West Coastway and Brighton to London journey times'. Indeed it is noteworthy that a conditional output regarding connectivity of passengers along the Sussex Coast through Brighton is not included within the conditional outputs discussed within the study. As noted above, improving journey times for rail services along the West Coastway is a long-term aspiration held by the County Council.

2.6.5 A further constraint to capacity of the railway line along the corridor is also the large number of level crossings along the route which is understood to hold implications for the length of signalling sections and potential journey time reductions on route. However, this issue is not discussed within the Study, and is commented further on in section 2.11 of this response.

2.6.5 The Council welcomes further dialogue with Network Rail about potential improvements to journey times by rail along the West Coastway route. Further detailed information would be needed to understand the implications of any

changes in stopping patterns for all stations, as well as the economic and social impacts of changing the pattern of services along this corridor.

2.7 Other conditional outputs

2.7.1 The Council notes the comments of the market study about the additional conditional outputs identified through the London and South East Market Study. These are:

CO22 - To provide sufficient capacity for the leisure market at weekends and weekday evenings;

CO23 - To provide appropriate connectivity and capacity for tourist attractions outside of the region's large urban centres;

CO24 - To provide access to higher education establishments and other social infrastructure; and

CO25 - To make the rail network more accessible to passengers.

2.7.2 The Study notes that these issues are primarily a consideration for the franchise specifications. It is unfortunate that there is no further discussion of these issues within the draft Study and the particular strategic issues that are relevant to the Sussex Area Route as these are important issues for passengers and stakeholders. Further comments on specific issues are included within the next sections of this response. These include: level crossings; track maintenance and increased access to the network for providing earlier morning and later evening services; car parking; station accessibility; and level crossings.

2.8 Track maintenance and earlier morning/later evening services

2.8.1 The County Council recognises that there are challenges associated with balancing the increasing demand for services to be provided around the clock, against the need to ensure that access is available to the network for maintenance to ensure the provision of a safe and reliable rail network. The County Council believes that the Study should include additional discussion of this issue. In particular, consideration should be given to technology improvements, such as reversible single track running, alongside the wider capacity enhancement schemes discussed in the Study to enable shared maintenance and train running access to the network late at night or early in the morning. Currently double track sections south of Three Bridges and along the Arun Valley Line restrict the potential to run additional later evening or early morning services due to the requirements for maintenance possessions of both running lines.

2.8.2 Access to the rail network at off-peak times is a key issue for a number of different markets, for example the evening leisure market returning from London to the Sussex Coast, for making early morning flight departures from Gatwick Airport and for leisure and tourism access on Sundays. A large number of stations in West Sussex also act as gateway points to the South Downs National Park being within or near to the boundary of the Park. Efforts by partner organisations to promote sustainable travel to visitors to the South Downs National Park can be hindered by the recurrence of engineering works on Sundays. The importance of high quality transport links to the National Park to the economy are demonstrated by the fact that the visitors are estimated to

spend £464.4m each year and support more than 8200 jobs⁵. In terms of Gatwick Airport, access at early mornings/last thing at night is not only important for passengers on flights, but also for staff working shift patterns at the airport.

2.9 Station car parking

2.9.1 The Study makes no reference to station car parking issues. Insufficient car parking capacity at railway stations leads to overspill onto local roads and can contribute to pressure on parking space in residential areas near stations. Conversely, providing too much car parking capacity would encourage the practice of rail heading, and collectively the availability of car parking at stations along individual routes is a strategic issue.

2.9.2 As West Sussex is a predominantly rural county, the County Council would like to see a balanced approach which ensures car parking is sufficient to meet current and future needs, but does not encourage unrestrained growth in car travel and encourages the use of sustainable modes of transport. The County Council recognises the significant investment made in car parking facilities at stations in West Sussex throughout the current Southern rail franchise. The County Council requests that Network Rail and the Train Operating Company work closely with local authorities to continue to develop station facilities including car parks which are shown by robust evidence to meet current and future needs recognising future development plans. This should include development of a strategy of what is needed, the funding required, and a delivery plan.

2.10 Station accessibility

2.10.1 Station accessibility is also a key issue at a number of stations throughout the Sussex Area Route. It would be helpful if the final Study could identify the scale of the problems for stations throughout the Study area, acknowledge the challenges associated with funding solutions and indicate opportunities for finding solutions. This issue is not only a very important one for promoting accessibility to rail services for passengers with mobility impairments, it is also a widespread problem for the many passengers who travel with large amounts of luggage, or with young children and pushchairs, etc.

2.11 Level crossings

2.11.1 Level crossings are not discussed in detail within the Study. There are connectivity, highway congestion and safety issues associated with level crossings which are a particular problem in some areas of West Sussex. The County Council is keen to work closely with Network Rail to identify, develop and fund opportunities to close level crossings along the route where local development opportunities arise and is keen to ensure that all enabling rail industry funding opportunities are explored as closely as possible.

⁵ South Downs Visitor & Tourism Economic Impact Study, Tourism South East, January 2013.

2.12 New station between Horsham and Crawley

2.12.1 The County Council understands that separate proposals have been submitted by developers to Network Rail for new stations at Kilnwood Vale between Ifield and Faygate stations to the west of Crawley, and between Littlehaven and Faygate stations to the north of Horsham. Both proposals are associated with new development. The draft Study does not include reference to the on-going discussions about these new stations, which is only likely to see one new station progressed. Consideration is needed of how stops at these stations would be integrated into slow and fast services along the Arun Valley Line. The County Council believes that reference to discussions about these stations should be included within the final Study.

2.13 Gatwick Station second runway

2.13.1 The Council notes the comments about the potential provision of a second runway at Gatwick Airport, and the implications of this in terms of additional demand along the Brighton Main Line. The Study notes modelling undertaken by Gatwick Airport Limited concerning the additional patronage expected from provision of a second runway. An additional 800 passengers are expected during the morning peak hour. The Study notes that this additional patronage is marginal relative to the level of background demand on the route as a whole, however that this growth will be significant for the station itself. The Council is keen to ensure that major station concourse improvements provided at Gatwick Airport station are comprehensive and meet future needs for an international quality multi-modal interchange at Gatwick, and looks forward to further dialogue with partners on plans for the station in due course.

3. Summary

3.1.1 The County Council is supportive of the significant improvements to rail services across and beyond West Sussex over the last decade, including major investments in new rolling stock, increasing number of services, and investments at stations, which has seen significant increases in rail patronage. We also welcome the further committed improvements in capacity, in particular through the Thameslink programme.

3.1.2 The County Council welcomes the detailed analysis of the Study into the key challenge of meeting future demand for services across the Route Study Area. However, the County Council believes that refocused investment is also needed in services away from routes into Central London to support economic uplift and a rebalanced economy across the South East, in particular given the challenges of continuing to cater for demand into Central London. We hope that these comments are helpful and look forward to continuing to work with the rail industry to improve rail services for passengers.