

Mayor of London

MAYORAL REQUIREMENTS FOR THE LONDON RAIL NETWORK

(DIRECTIONS AND GUIDANCE TO THE STRATEGIC RAIL AUTHORITY IN RELATION TO THE PROVISION OF RAILWAY SERVICES FOR GREATER LONDON - JANUARY 2003)

1. Introduction

- 1.1 Under section 196 of the *Greater London Authority Act 1999*, as amended by the *Transport Act 2000* (the *GLA Act 1999*), the Mayor may give directions and guidance to the Strategic Rail Authority (the 'Authority') in relation to the provision of railway services for Greater London.
- 1.2 The Directions and Guidance are set out below and are drafted in the recognition that the National Rail network (NRN) is a crucial component of the Capital's transport system and has a vital part to play in delivery of the *Mayor's Transport Strategy*, and also in supporting the achievement of the objectives of the Mayor's *London Plan* (the Spatial Development Strategy) and *Economic Development Strategy*.
- 1.3 The *Mayor's Transport Strategy* sets out the need to increase the capacity, reliability, quality and integration of London's transport system to provide the world class system the capital needs. Key elements include:
 - better integrating the National Rail system with London's other transport systems to facilitate commuting, reduce overcrowding, increase safety and move towards a London-wide high frequency 'turn-up-and-go' service;
 - substantially increasing the overall capacity of the transport system through major new rail schemes;
 - providing integrated, simple and affordable public transport fares, improving key interchanges, enhancing safety and security across all means of travel, and providing much better information and waiting environments.
- 1.4 The Mayor is seeking a greater contribution from London NRN services to meet the needs of people moving to, from and within London. The Directions and Guidance represent the framework within which Transport for London's partnership with the Authority is to be developed and sets out the high level strategy for the two parties to work together in taking forward the Mayoral requirements for National Rail services for London.
- 1.5 The Mayor published his Transport Strategy in July 2001, under section 142 of the GLA Act 1999. This formed the first stage of the Mayor's guidance to the SRA (see paragraph 1.24 of the Transport Strategy). Section 144 (1) (c) of the GLA Act 1999 also provides that any body in exercising its statutory functions in relation to Greater London shall have regard to the *Mayor's Transport Strategy*. The SRA exercises its functions in relation to the provision of rail services in Greater London, and so is

required to have regard to the *Mayor's Transport Strategy* as described in the *GLA Act 1999*.

- 1.6 The Mayor's Transport Strategy provides the framework for Directions and Guidance to the SRA. This document describes in further detail the working arrangements and specific actions and initiatives expected of the Authority to enable the objectives, policies and proposals for rail within the *Mayor's Transport Strategy* to be achieved. The Mayor may review and reissue the Directions and Guidance from time to time.
- 1.7 In all the areas of the Directions and Guidance, the Authority should work with TfL to develop an acceptable and reasonable balance between National Rail suburban rail services designed to meet the specific needs of London and longer distance and freight services, where they compete for scarce resources or funds, subject to the detailed provisions set out in section 196 of the *GLA Act 1999*. Such balance must recognise the importance of efficient transport in the London and South East region to the UK economy as a whole. This should also take account of the fact that the contribution of national rail to local travel in London and the South East is far greater than in any other UK metropolitan area with 70% of all national rail journeys in Great Britain commencing or terminating in the London area.
- 1.8 Whilst it is recognised that the Mayor's powers of direction to the SRA relate only to the passenger rail network, the Authority should note that the Mayor's Transport Strategy supports the increase of rail freight capacity to meet London's freight transport needs in a sustainable way; and the development of London by-pass routes for rail freight with neither an origin nor destination within London, to assist effective utilisation of scarce track capacity on the London network.
- 1.9 The Mayor's requirements of the Authority are specified in two forms:
 - a) Directions - those specific actions the Mayor expects the SRA to carry out with regard to London in exercising its duties and functions.
 - b) Guidance – the framework of objectives for London that the Mayor expects the SRA to have due regard to when exercising its duties and functions.
- 1.10 The order of the individual requirements in either the Directions or the Guidance does not indicate precedence.

2. Directions

General

- 2.1 The Authority shall have due regard to the *Mayor's Transport Strategy*¹, the *London Plan* (the Spatial Development Strategy) and other relevant Mayoral strategies² when exercising its duties and functions. It should consult with the Mayor and TfL in advance of public consultation on matters concerning renewal of franchises, strategies to improve performance and the strategic development of rail services to, from and within London. The Mayor also requires that the Authority, in exercising its duties and functions in respect of passenger railway services, to from and within London in so far as its powers allow pays due regard to the principles that there should be equality of opportunity for all people, the need to promote improvements in the health of Londoners, and to aim to achieve sustainable development.
- 2.2 In exercising its duties and functions the Authority shall have due regard to the general transport duty of the Mayor under the *GLA Act 1999* to develop and implement policies for the promotion and encouragement of safe integrated, efficient and economic transport facilities to, from and within Greater London.
- 2.3 The Authority shall co-operate with TfL in respect of functions relating to the co-ordination of passenger transport services to, from and within Greater London provided by TfL or its subsidiaries or provided under franchise arrangements as set out in the provisions of section 175 of the *GLA Act 1999*.
- 2.4 In consulting on the general level of provision of services for the carriage of passengers by rail to, from and within London, in line with the provisions of section 197 of the *GLA Act 1999*, the Authority shall consult with TfL.
- 2.5 The Authority shall work with TfL towards ensuring consistency of policies for London in line with the *Directions and Guidance from the Secretary of State* to the Authority in working towards achieving the targets of the *Government's 10-year Plan*. The Authority will be expected to develop its policies for London's rail network in consultation with TfL to work towards the following outcomes identified in the Ten Year Plan:

¹ The policies and proposals for national rail services within the Mayor's Transport Strategy are principally defined within section 4E. Complementary objectives for national rail are contained in sections 4A, (balanced transport network), 4B (fares), 4C (Underground), 4K (freight), 4L (International) 4O (Access) 4P (Integration) and 4Q (major projects) of the Strategy.

² The strategies, some of which are currently in draft form, include:

- Mayor's Air Quality Strategy
- Mayor's Draft Municipal Waste Management Strategy – Public consultation draft
- Connecting with Nature: The Mayor's Biodiversity Strategy for London
- Mayor Draft Ambient Noise Strategy – Assembly and Functional Bodies consultation draft
- Mayor's Economic Development Strategy
- Mayor's Draft Culture Strategy
- Mayor's Draft Energy Strategy – Public consultation draft

- 2.5.1 Reduction of road congestion in urban areas and improvements in environmental targets of air quality, reduction in greenhouse gas and carbon dioxide emissions.
- 2.5.2 An increase in passenger journeys in London consistent with achieving the national target of 50% growth in passenger kilometres.
- 2.5.3 Reducing overcrowding in London to meet SRA standards by 2010.
- 2.5.4 More frequent services on commuter lines in London.
- 2.5.5 Increased reliability and punctuality of rail services in London.
- 2.5.6 Better integration of information for customers.
- 2.5.7 Improved levels of customer satisfaction with the quality of services and stations serving London.

Partnership on Rail Services and Projects

- 2.6 The Authority shall work with TfL to produce and jointly agree a partnership agreement (to be known as the *London Rail Partnership Agreement*) detailing a set of co-operative working arrangements between the parties. The main objective of the agreement will be to ensure that appropriate dialogue exists between the two parties to facilitate the improvement and development of national rail services in, to and from London in line with the objectives of the *Mayor's Transport Strategy*, the *London Plan*, the *SRA's Strategic Plan* and as set out in these Directions and Guidance. The agreement between the parties should act as the protocol for future working arrangements between them regarding the development of a strategy for London's rail network. It should also set out the arrangements for joint funding of capital works and operating support where applicable and the procedures for consulting TfL on the franchising process for commuter rail services within London. It should include a process for consultation and co-operation on matters dealing with the strategic planning for London's commuter railways (the suburban rail network in Greater London). It should be regularly reviewed and revised as required. The method of co-operative working shall also include such arrangements to carry out the necessary exchange of information to facilitate the objectives of the partnership agreement, subject to appropriate confidentiality agreements.
- 2.7 The Authority shall ensure that such co-operative working arrangements provide TfL with the opportunity to make strategic input to the process of determining the services and infrastructure in London that the Authority wishes to fund when carrying out its duties and functions regarding investment objectives as set out in the *Secretary of State's Directions and Guidance to the Authority*.
- 2.8 The Authority shall work with TfL in developing arrangements for securing progressive improvements in the performance of franchised commuter rail services in London and improved levels of customer satisfaction with the quality of stations and services in London.
- 2.9 The Authority shall consult with the Mayor, TfL and the London Development Agency on the potential for the acquisition of sites in London with possible rail use, and on the sale of any existing railway land that they are advised of, taking due account of the need for sites in London to allow

for the expansion of the transport system and to meet the aims and objectives of the *Mayor's Transport Strategy*, the *London Plan*, and the *Economic Development Strategy*.

- 2.10 The Authority shall cooperate with the Mayor and TfL by providing such information as is reasonably necessary to support TfL's annual review dealing with the strategic assessment of transport plans for London, development of the *Rail Plan for London*, which will set out an analysis of London's needs for the national rail network and the production of Mayoral Strategy performance indicator information.
- 2.11 The Authority shall work in partnership with TfL by establishing appropriate joint-working arrangements or co-operative ventures to ensure that the major London rail projects (e.g. Crossrail Lines 1 and 2, East London Line extension, Thameslink 2000) are progressed as early as possible (commensurate with the necessary authorisation process, affordability, value for money and the *Secretary of State's Directions and Guidance to the Authority*) and that they are developed to take full account of the needs of London and the objectives of the *London Plan*.
- 2.12 The Authority shall work with TfL to ensure that it and franchise holders develop policies and proposals to mitigate the effect of disruption to transport services during maintenance and renewal of the network and the construction of major rail projects affecting passenger journeys and the carriage of freight to, from and within London.

Integration and Regeneration

- 2.13 The Mayor and TfL have an objective to improve integration of public transport in London and the aim must be to develop improved co-operative working to achieve cohesive strategic direction over all modes of public transport serving the Capital. The Mayor requires the Authority to work with TfL, through the terms of the *London Rail Partnership Agreement* on the development of arrangements between the parties to facilitate improvements in the integration of local rail transport in London with other modes. The aim should be that any institutional barriers which could hinder the introduction of improved integration of transport are removed, or their effects ameliorated in order to ensure that the workings of both organisations are designed to support the aims of the Government and Mayor in order to better integrate transport provision in the Capital.
- 2.14 The Authority shall work with TfL to ensure that it and franchise holders play a positive role in developing London-based schemes which support the Government's integrated transport policy and broader sustainable development objectives. The aim should be to provide better and safer interchange at stations by local public transport, by car, cycle and on foot and for passengers with disabilities. The Authority must ensure that national rail schemes that they sponsor or support have due regard to the *Intermodal Transport Interchange for London, Best Practice Guidelines* produced by TfL, ATOC and Railtrack.

- 2.15 The Authority shall work with TfL and London Underground to develop improved interchanges and integrated solutions for rail services in London. The Authority should work with TfL to deliver the objectives of TfL's Interchange Plan and encourage co-operation between operators and promote arrangements which facilitate the making of journeys which involve the use of services provided by more than one passenger service operator in an easy and accessible form.
- 2.16 In paying due regard to the Mayor's relevant strategies, as set out in paragraph 2.1, the Authority should, in particular, take account of the following environmental objectives and promote, with franchise holders and other industry parties, development of the national rail network in London in a way which assists their achievement. These objectives include:
- 2.16.1 the objectives of the *Mayor's Energy Strategy and Air Quality Strategy* of reducing the emission of air pollutants, greenhouse gases and carbon dioxide emissions from diesel trains, sources of electricity, transport operations and their buildings;
 - 2.16.2 the *Mayor's London Plan* objectives to promote high quality urban design and a clean, attractive public realm (particularly in respect of national rail infrastructure, stations and their interfaces) and the objectives of the Mayor's Capital Standards Initiative;
 - 2.16.3 the *Mayor's Biodiversity Strategy* objective of promoting and protecting London's biodiversity in ecologically sensitive ways;
 - 2.16.4 the *Mayor's Ambient Noise Strategy* objective of promoting effective noise management on rail networks in London, especially through maintaining and improving track quality.

Fares

- 2.17 In consulting the Mayor on the general level and structure of fares to be charged for the carriage of passengers by railway on services to, from and within London, in line with the provisions of section 197 of the *GLA Act 1999*, the Authority shall also consult with TfL.
- 2.18 Recognising the primacy of the Secretary of State's Directions and Guidance to the SRA the Authority shall work towards developing a partnership with TfL on fares and ticketing in London which recognises and balances:
- 2.18.1 the Mayor's integrated transport policy objectives as set out in the Transport Strategy and these Directions and Guidance;
 - 2.18.2 the SRA's strategies, objectives national duties and contractual needs; and
 - 2.18.3 the rights and commercial requirements of the Operators.

2.19 As part of this partnership with TfL, the Authority shall seek to consider and where appropriate develop and introduce a system of fare setting and regulation for London that will:

2.19.1 enable fares and ticketing on London's suburban network to be made simpler, and more transparent, having due regard to the need for customers to receive value for money and to explore alternative methods of funding where revenue levels impede these aims being achieved (recognising the need to take account of the results of relevant appraisal criteria, and the link between pricing and its effect on network use including possible overcrowding);

2.19.2 keep under review the current system of fares regulation on London's suburban network and its present link with performance; and

2.19.3 provide a consistent fare setting framework for Tube and National Rail services on London's suburban network.

2.20 The Authority shall work with TfL to:

2.20.1 develop and promote the extension of London-wide multi-modal travel schemes such as the Travelcard and any new variants of this; and

2.20.2 facilitate the extension of new technology (e.g. Smartcard-based zonal stored value ticketing) to National Rail services within London, and where appropriate outside London on its suburban network.

2.21 The Authority shall work with TfL to promote ticketing integration on national network services and link with other forms of public transport in London in order to contribute towards the objectives of the Mayor's Transport strategy and the Government's integrated transport policy. This should include progression of the Government's aim of promoting network benefits and improved interavailability of tickets.

3 Guidance

Rail services and projects

3.1 The Authority should aim to develop franchises to provide improved service frequencies on the London suburban network in line with the Mayor's 'Metro' and Orbirail objectives³ and consistent with the Government's objective to provide more services on commuter lines.

³ The objectives for Metro services are to develop frequencies to a level consistent with a 'turn up and go' service. This is defined as a minimum level of four trains per hour on individual routes with the objective of achieving 6 tph on trunk sections where two or more routes merge, together with agreed standards for stations and information provision. The Mayor recognises the need to take account of relative demand between individual routes and competing requirements for capacity on the trunk sections where they merge.

- 3.2 The Authority should implement improvements and infrastructure development in order to increase capacity on congested parts of the network and to support the objectives set out in the *London Plan*. Planning for development of infrastructure should take account of the long-lead times for implementation and the need to take account of the long life span of railway assets.
- 3.3 The Authority should develop franchises that will promote the improvement of service frequencies at weekends to levels common with those on weekday off-peak, prioritised in accordance with demand. The Authority should specify that franchise holders should work towards providing a consistent level of Bank Holiday services between all London suburban operations prioritised in accordance with likely demand and taking into account value for money and provision of other public transport services.
- 3.4 Recognising the development of London's 24-hour economy, the Authority should develop franchises to promote improvements in the frequency of late night and early morning services and that extend the period of service provision, having due regard to the need for access to the infrastructure to carry out maintenance and safety activities, likely demand and taking into account value for money in selecting services to be improved. The Authority should also develop plans to assess opportunities for increasing the number of all-night services on key corridors within the London area.
- 3.5 The Authority should develop a policy requiring franchisees to provide better connections into and from low frequency services and between first/last trains on connecting routes.
- 3.6 The Authority should develop franchise agreements in London to reduce the level of train cancellations, reduce overcrowding and improve punctuality. Performance should be reviewed with TfL on an annual basis.
- 3.7 The Authority should monitor resource provision to ensure that franchisees have robust plans to provide sufficient rolling stock and traincrew to operate London suburban services to the planned specification and within the tolerances set out in the Passengers in Excess of Capacity (PIXC) standards. The Authority should plan to ensure that additional rolling stock is available to train operators to accommodate increased demand as a result of growth on London's suburban services. This objective should have due regard to the need for long-term planning relating to the sourcing and acceptance of rolling stock on the network.

Access, Security and Standards

- 3.8 The Authority should work in partnership with TfL and Local Authorities to develop a programme for improved access to stations using appropriate standards (e.g. *SRA Code of Practice for access to stations and trains for*

disabled people). The objective should be to progress an integrated programme of accessibility works on national network stations within London to develop a network of accessible stations similar in concept to the programme being progressed on the Underground. The objective should be to ensure that as far as practicably possible disabled people wishing to use national rail services enjoy the same quality and level of service provision as able-bodied passengers, having due regard to the level of accessible public transport provided by other modes on parallel corridors. The programme should include the development of safe routes to stations (taking into account the needs of women including those set out in the DETR's '*Women and Public Transport Checklist*'). The Authority should also aim to require franchise holders to simplify and reduce the restrictions on the carriage of cycles on trains where capacity is available.

- 3.9 Subject to affordability and value for money considerations the Authority should work with TfL towards developing and implementing ongoing incremental improvements to station facilities across the London rail network to be guided by a set of minimum standards for Metro branded stations, agreed between the Authority and TfL.
- 3.10 The Authority should work with TfL and industry partners to develop a programme to introduce an initial network of accessible stations in London, improved interchanges and trains fully accessible to disabled people including those with visual, hearing and mobility impairments. The objective should be to work towards a plan to achieving a significant improvement in accessibility on the national rail network in London commensurate with the provisions of the *Disability Discrimination Act*. The Authority should work with TfL and representative organisations to develop a programme to achieve this.
- 3.11 The Mayor considers provision of a secure travelling environment and a high level of customer security are essential elements of improving public transport provision in London. The Authority should therefore work with TfL to set objectives for franchise holders in London to upgrade stations to meet the accreditation criteria as set out in the nationally agreed secure stations scheme⁴. The Authority should also develop plans to work with TfL, to improve security across the whole journey by jointly reviewing the need for improved security standards to be set out within franchise terms and conditions and other methods of improving security such as increasing the number of visible staff at stations and on trains, improving the coverage of security guards, and installation and active use of CCTV.

Fares

- 3.12 The Authority should ensure that franchise agreements continue to require operators in London to retail a comprehensive range of TfL ticketing products.

⁴ The accreditation criteria cover Station Design, Station Management, and the management of crime and passenger perceptions.

- 3.13 The Authority should work with TfL to promote and introduce ticket selling, validation and back-office systems on national rail that facilitate inter-operation with TfL's Smartcard ticketing system and that integrate with other ticketing standards established by TfL.

Information and Marketing

- 3.14 The Authority should work with TfL, ATOC and the train operators to develop a unified and consistently applied brand for London's suburban rail services which meet agreed Metro standards and promote the operation of the railway as a single network able to deliver the Government's objectives regarding network benefits.
- 3.15 The Authority should work with TfL and the operators to improve on and off-system information and publicity with a greater emphasis on integration with other modes and other operators' services and on the provision of a timely information cascade to passengers, especially during disruption.

Integration and Regeneration

- 3.16 The Authority should work in partnership with the Mayor, TfL and the LDA in implementing the objectives of the *Mayor's Transport Strategy* to achieve better integrated public transport for London, specifically by co-operating in taking forward schemes which support the objectives of the *London Plan*, the proposals set out in the TfL Interchange Plan and by taking account of the objectives of the Mayor's statutory and non-statutory strategies for London. The Authority should consult with the Mayor, TfL and the LDA in considering land disposals to examine the scope for promoting developments adjacent to or over railway land, which will meet the development objectives of the *London Plan*.
- 3.17 The Authority should aim to work with TfL and the Underground, to encourage train operators and other industry partners to assist in the preparation and implementation of the Mayor's framework for considering proposals for park and ride schemes in London.
- 3.18 The Authority should encourage franchise holders to promote the use of public transport for journeys to and from rail stations (e.g. by provision of integrated public transport information) and co-operate with other schemes to reduce the volume of car journeys to and from stations (e.g. by promotion of initiatives such as car pooling).
- 3.19 The Authority should aim to work with the Mayor, TfL and the LDA to identify and develop service and station improvements that support economic, social and environmental development, regeneration areas and the vitality of town centres in line with the policies set out in the *Mayor's London Plan (Spatial Development Strategy)*, *Economic Development Strategy* and other relevant policies and guidance.

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Mayor of London
January 2003**