Greater Anglia Franchise Consultation

January 2010
Greater Anglia Franchise Consultation
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Executive summary

The new Greater Anglia franchise is due to commence on 1 April 2011 and will continue the existing operations currently operated by National Express Group through its subsidiary, National Express East Anglia.

Expressions of interest are now being sought from the market, and shortlisted applicants will receive the Invitation to Tender planned to be issued in summer 2010. It is expected that the winning bidder will be announced in late 2010.

There are a number of planned enhancements to the franchise area, including the lengthening of platforms at certain stations to allow 12 car train operation on key routes following the introduction of additional rolling stock. This will significantly increase the carrying capacity of the network into central London.

The new franchise will provide important transport facilities during the period of the Olympic and Paralympic Games, especially at Stratford for access to the Olympic Park.

The 2007 Rail White Paper Delivering a Sustainable Railway set out an ambitious programme aimed at improving the quality of service to passengers. It also gave Passenger Focus an enhanced role within the specification process, emphasising the importance the Department places on passenger needs within the overall franchising process. Passenger Focus will provide the Secretary of State with advice on key issues that the new franchise should seek to address. We are grateful to Passenger Focus for its input and will continue discussions with it as the specification develops.

The specification for this franchise will ask bidders to consider how additional capacity could be delivered, will set out assumptions on the transfer of services to Crossrail and will consider elements aimed at improving security, ticket retailing, passenger information and the journey to and from the station. It may also ask bidders to consider how the rolling stock fleet should be managed and propose improvements to the environmental impact of the franchise.

This consultation should be viewed against the background of the Government’s Railways for All strategy, which will improve accessibility of all aspects of rail travel for disabled people.
We have considered whether the potential changes are likely to have any impact (adverse or differential) on race, disability or gender equality. It is not anticipated that any such impacts will occur. However, the Department takes its responsibilities under the various equality duties extremely seriously and would welcome respondents’ views on any issues that may affect equality of opportunity in these areas.

We will meet with a number of stakeholder groups during the formulation of the base specification.

This consultation document sets out the options for a specification that shortlisted bidders may be asked to price, and seeks views from stakeholders on this possible specification. The final specification will reflect emerging value for money and affordability requirements. It also seeks any proposed increments or decrements that stakeholders would like to see considered as priced options.

The closing date for consultation responses is 19 April 2010.
1. Introduction

The Greater Anglia franchise provides local, suburban and express train services from London Liverpool Street to north and east Greater London, Essex, Hertfordshire, Cambridgeshire, Suffolk and Norfolk. Greater Anglia combined train services previously operated by Anglia Railways, First Great Eastern and the West Anglia part of the WAGN operation, including the Stansted Express in April 2004. The extent of the franchise area is represented in the map produced in Appendix 1.

The franchise has a fleet of 266 trains, operates 1,800 services each weekday and calls at 174 stations, of which it manages 167. Appendix 2 lists the stations that the Greater Anglia franchise serves and the administrative area in which each station lies.

The current franchise was awarded to National Express Group and started in April 2004 for a period of 7 years (to 2011) with a three-year extension (to 2014) dependent upon the satisfaction of certain criteria. Initially branded ‘One’, the franchise was re-branded ‘National Express East Anglia’ in February 2008. The contracted average annual premium was £58.4 million.

As part of the current franchise, the operator was required to, and has complied with, amongst other obligations, to undertake the following:

- refurbish rolling stock;
- develop an integrated control centre;
- commitment to staffing numbers and staff training;
- improve station facilities and environment including spending £1m p.a.;
- improve ticketing equipment and introduce direct debit season ticket scheme;
- issue staff with PDAs;
- improve Customer Information Systems (CIS) and replace station PA systems;
- co-operate in the development of the network, including:
  - planning of Chesterton station;
  - planning infrastructure enhancements at Stansted Airport and Stratford;
work with Norfolk County Council and EEDA to operate 2 evening services from Norwich to Sheringham.

- work with key stakeholders, including Network Rail and Transport for London;
- achieve Public Performance Measure (PPM) target of 88.6%;
- conduct ‘Meet the Manager’ sessions.

Each weekday 1,800 train services are run on the route, with a further 1,500 services on a Saturday and 1,020 on a Sunday, carrying over 112 million passenger journeys for the 2008/09 year.

The Department is considering the appropriate length of the franchise and these views are set out in the document *The Future of Franchising*, which has been published by DfT in January 2010. This document also considers risk-sharing arrangements and measures designed to deliver better quality for passengers.

Currently the Department considers that a core franchise term of at least 10 years would be appropriate for Greater Anglia. The contract may include provisions that would allow the Department to terminate the contract earlier if the franchisee failed to deliver good quality for passengers.

We will consider, during procurement, whether a longer franchise term would deliver significant investment and passenger benefits at an appropriate cost to the taxpayer.

The aim of this document is to:

- inform stakeholders of the process for awarding the Greater Anglia franchise;
- give stakeholders background information on the relevant operations provided and detail the strategic planning and transport context for the franchise;
- provide information on the impact of major projects on the franchise;
- detail the role of Passenger Focus and Transport for London in developing this specification;
- advise stakeholders of the objectives and expectations for the franchise;
- inform stakeholders of the proposed DfT base service specification and potential options; and
- give stakeholders the opportunity to comment on the proposed DfT base franchise specification and formally notify the Department of any specific increments or decrements to the base specification they may wish to purchase.

Stakeholders should also be aware of a number of other relevant studies and documents that have recently considered this area of the rail network and have informed the proposals set out within this consultation. These are:
The Department for Transport’s Rail White Paper *Delivering a Sustainable Railway* published in July 2007 should be considered, in that this sets out the long-term strategic context for the railway;

The Department for Transport’s *Eastern Regional Planning Assessment for the Railway* published in February 2006;


Network Rail’s *Greater Anglia Route Utilisation Strategy* which was published in December 2007;

Network Rail’s *Strategic Business Plan* published in October 2007 and subsequent updates published in April 2008, alongside Network Rail’s *CP4 Delivery Plan* 2009 published in March 2009;

Network Rail’s *Cross London Route Utilisation Strategy* which was published in August 2006;

Network Rail’s *Freight Route Utilisation Strategy*, which was published in March 2007;


Transport for London’s *Rail Freight Strategy*, which was published in August 2007;

Greater London Assembly *Alterations to the London Plan* published in February 2008;

Mayor of London’s draft *Transport Strategy* published in October 2009;

Olympic Delivery Authority’s *Transport Plan for the London 2012 Olympic and Paralympic Games* published in October 2007;

Chris Green and Sir Peter Hall’s *Better Rail Stations* published in November 2009.
2. Process and timescales

Figure 2.1 illustrates the franchise replacement process that the Department for Transport undertakes when procuring an operator to run a franchise. The process normally takes around two years from project initiation to the start of the new franchise, and includes important inputs from Passenger Focus, Network Rail and other key stakeholders.

Following the statement by the Secretary of State announcing on 13 November 2009 the termination of the National Express East Coast (NXEC) franchise, a further statement was made on 26 November stating that National Express East Anglia (NXEA) had been notified that their franchise will terminate on 31 March 2011, without the extension to 2014 that would otherwise have happened. This is in consequence of the default of fellow National Express Group subsidiary National Express East Coast and necessitates a replacement process of less than two years.

**Figure 2.1 The Greater Anglia franchise replacement process**

<table>
<thead>
<tr>
<th>Initiate (OGC Gateway 1)</th>
<th>Outline (OGC Gateway 1)</th>
<th>Detailed (OGC Gateway 2)</th>
<th>Procure (OGC Gateway 3)</th>
<th>Implement (OGC Gateway 4)</th>
<th>Deliver (OGC Gateway 5)</th>
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</thead>
<tbody>
<tr>
<td>Outline franchise objectives</td>
<td>Outline franchise proposition/options</td>
<td>Detailed business proposition/options</td>
<td>Finalise base franchise proposition/options</td>
<td>Provide advice and support to lessen base process</td>
<td>Span or major changes to franchise</td>
</tr>
<tr>
<td>Outline scope and key driver</td>
<td>Outline Business Case</td>
<td>Detailed Business Case</td>
<td>Finalise business case</td>
<td>Support mobilisation</td>
<td>Less one least</td>
</tr>
<tr>
<td>Publish consultation document</td>
<td>Prepare and submit consultation pack</td>
<td>Evaluate responses to consultation questions and charters for ITT</td>
<td>Prepare ITT</td>
<td>Provide support on contract &amp; changes</td>
<td></td>
</tr>
<tr>
<td>Overview</td>
<td>Program procurement strategy</td>
<td>Finalise base franchise proposition/options</td>
<td>Finalise business case</td>
<td>Manage franchise</td>
<td></td>
</tr>
<tr>
<td>Frame of reference</td>
<td>Evaluate bids, negotiate, and contract</td>
<td>Stakeholder briefing document</td>
<td>Implement franchise</td>
<td>Review of benefits realised</td>
<td></td>
</tr>
<tr>
<td>Issue PIPs</td>
<td></td>
<td></td>
<td></td>
<td>Publication of Franchise Agreement for Public reference</td>
<td></td>
</tr>
</tbody>
</table>

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The Department’s initial view of the base case specification is described later in Section 9 of this consultation document and includes some options described as considerations or aspirations of stakeholders or enhancements that the Department may seek.

The range of options to increase or reduce aspects of the initial base case specification will be evaluated to identify changes that would improve value for money for the taxpayer or address other franchise objectives within the affordability constraints of the Department.

For each option assessed, a Detailed Business Case will be developed to set out the justification, Benefit–Cost Ratio (BCR) and Value for Money (VfM) of the proposed specification in terms of economic and financial impact, compared to the impact of re-specifying the existing service.

Respondents are also invited to suggest alternative options that would reduce the net cost to the taxpayer.

Respondents should consider the Department’s current thinking on franchise policy as set out in the document *The Future of Franchising* which will be published in January 2010, alongside this consultation.

Based on this information, the Department may choose to enhance, reduce or retain the current level of services.

Together with comments received from respondents, this evaluation will feed into the final specification, which will be issued in the Invitation to Tender (ITT). The specification may also be modified to reflect other emerging information.

Further details may be found in the Franchise Replacement Process Manual on the Department’s website.

A particular requirement prior to the release of an ITT intended for summer 2010 is to determine whether there are any increments and/or decrements that stakeholders would like to be included. If any emerge that satisfy the criteria contained in Section 10, these will be included as priced options within the ITT.

Over the coming months, the ITT document will be compiled. This document will provide the basis upon which bidders must submit their bids and needs to reflect accurately what the Department wishes to procure from the market including elements that it may buy if affordable. Importantly, it will set out the basis upon which the bids will be judged.

It is expected that the bids will be returned in autumn 2010, with the successful bidder being announced in late 2010. The new franchise is expected to start on 1 April 2011.
3. The Greater Anglia franchise

This section describes the operations and characteristics that make up the existing Greater Anglia Franchise.

Overview

The Greater Anglia franchise provides local, suburban and express train services from London Liverpool Street to north and east Greater London, Essex, Hertfordshire, Cambridgeshire, Suffolk and Norfolk. Greater Anglia combined train services previously operated by Anglia Railways, First Great Eastern and the West Anglia part of the WAGN (West Anglia and Great Northern) operation, including the Stansted Express in April 2004.

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Infrastructure

The network of routes radiating from London Liverpool Street is based on two main lines: the ‘Great Eastern’ (GE) route to Norwich via Colchester, Ipswich and Stowmarket, and the ‘West Anglia’ (WA) route to Cambridge and King’s Lynn via Broxbourne and Bishop’s Stortford.

The GE route is four-track as far as Shenfield (20 miles) but the WA route is only four-track as far as Hackney Downs (three miles). Otherwise the network is predominantly two-track, but there are several single-track branches, including the lines to Braintree, Southminster and Sudbury, and the East Suffolk, Felixstowe Town and Cromer branches.
The GE main line to Norwich and all branches south of Ipswich (except the Sudbury line) are electrified with 25 kV AC overhead line equipment (OLE). Most of the equipment between London Liverpool Street and Colchester/Southend dates from the late 1950s. A programme of extensive renewal is being undertaken on the London Liverpool Street to Chelmsford/Southend section, with a view to completing work by 2012.

On the WA main line, the main line and southern branches are also electrified with 25 kV AC overhead line equipment (OLE). The oldest section of OLE (dating from the 1960s) is between London Liverpool Street and Bishop’s Stortford, with the remainder dating from the 1980s. The power supply limitations between Cambridge and King’s Lynn currently restrict services north of Cambridge.

Within the franchise, most routes on the GE route permit Driver Only Operation (DOO) south of Colchester (although not all allow 12-car operation), while none exists to the north. On the WA route, DOO is possible on the entire route, although some limitations exist on 12-car operation.

By December 2011 the following routes are expected to be capable of operating 12-car trains after Network Rail has completed a programme of platform lengthening at selected stations that, in the long term, will significantly increase the carrying capacity of the network into central London. On some routes, e.g. Braintree, Selective Door Opening (SDO) operates.

- InterCity services from London Liverpool Street to Norwich.
- Mainline services from London Liverpool Street to Chelmsford and Colchester.
- London Liverpool Street to Clacton.
- Shenfield to Southend Victoria and Southminster.
- Braintree branch.
- Stansted Express: London Liverpool Street to Stansted Airport.
- London Liverpool Street to Cambridge.

**Current services**

The franchise comprises a range of service types, including InterCity operations, airport links, rural branches and other services. A graphical representation is shown in Appendix 1. They may be grouped as follows:

- InterCity
- Great Eastern Outers
- Great Eastern Inners
- Stansted Express
- West Anglia Outers
- West Anglia Inners
- Cross Country and rural lines.
The following off peak services are currently operated.

**InterCity**
- InterCity services from London Liverpool Street to Norwich (2 tph).

**Great Eastern Outers**
- Mainline services from London Liverpool Street to Chelmsford and Colchester (3 tph – plus some calls in London Liverpool Street – Norwich InterCity services).
- Mainline services from London Liverpool Street to Clacton-on-Sea (1 tph).
- Mainline services from London Liverpool Street to Ipswich (1 tph continuing alternately to Peterborough and to Lowestoft) (in addition to 2 tph InterCity service).
- Sunshine Coast Line (Colchester–Clacton-on-Sea and Walton-on-the-Naze) (1 tph).
- London Liverpool Street to Southend via Shenfield (Shenfield–Southend Victoria) (3 tph).
- Crouch Valley Line (Shenfield–Wickford–Southminster) (1 tph).
- Braintree Branch Line (Witham–Braintree) (1 tph).

**Great Eastern Inners**
- ‘Shenfield Metro’ service London Liverpool Street–Shenfield (6 tph).
- Upminster Branch Line (Romford–Upminster) (2 tph).

**West Anglia Outers**
- London Liverpool Street to Cambridge semi-fast (2 tph) (some peak services extended to Ely and King’s Lynn).
- Hourly service Stratford to Stansted.

**West Anglia Inners**
- Lea Valley Lines from London Liverpool Street to Chingford (4 tph).
- Lea Valley Lines from London Liverpool Street to Enfield (2 tph).
- Lea Valley Lines from London Liverpool Street to Cheshunt (2 tph).
- London Liverpool Street to Hertford East (2 tph).

**Stansted Express**
- Stansted Express services from London Liverpool Street to Stansted Airport (4 tph).
**Cross Country and rural lines**

- Bittern Line (Norwich–Cromer–Sheringham) (1 tph).
- Breckland Line (Norwich-Ely (continuing to Cambridge) (1 tph).
- East Suffolk Line (Ipswich–Lowestoft continuing to London Liverpool Street) (1 train every 2 hours).
- Ipswich to Peterborough Line (via Bury St Edmunds and Ely) (1 train every 2 hours).
- Ipswich to Cambridge Line (Ipswich–Bury St. Edmunds-Newmarket–Cambridge) (1 tph).
- Wherry Lines (Norwich–Great Yarmouth/Lowestoft) (1 tph).
- Mayflower Line (Manningtree–Harwich) (1 tph).
- Gainsborough Line (Marks Tey–Sudbury) (1 tph).
- Felixstowe Branch Line (Ipswich–Felixstowe) (1 tph).

The above off-peak pattern is augmented and amended in the peaks to a total maximum of 59 trains in the high peak hour (0800–0859) into London Liverpool Street:

- 12 Great Eastern Outers and InterCity (Norwich/Ipswich/Colchester/Clacton).
- 27 Great Eastern Inners (Southend/Southminster/Shenfield/Gidea Park).
- 10 West Anglia Outers and Stansted Express (King’s Lynn/Cambridge/Stansted/Hertford East).
- 10 West Anglia Inners (Lea Valley Lines).

Competition exists with other TOCs along the route at:

- Southend to London (competition with c2c services running to London Fenchurch Street).
- Cambridge to London (competition with First Capital Connect services running to London King’s Cross).
- Ely and Cambridge to Stansted (competition with CrossCountry services).
- Norwich to Ely and Ely to Peterborough (competition with East Midlands and CrossCountry services).
Interchange exists with TfL services in North and East London at:

- Tottenham Hale (Victoria Line).
- Seven Sisters (Victoria Line).
- Walthamstow Central (Victoria Line).
- Upminster (District Line).
- Stratford (Central Line, Jubilee Line, London Overground, Docklands Light Railway).
- London Liverpool Street (Circle Line, Central Line, Metropolitan Line, Hammersmith and City Line).

Interchange also exists with other train operators services at:

- Upminster (c2c).
- Stratford (SouthEastern).
- Peterborough (East Midlands, CrossCountry, East Coast, Grand Central, Hull Trains).
- Ely (East Midlands, CrossCountry, First Capital Connect).
- March (East Midlands, CrossCountry).
- Cambridge (CrossCountry, First Capital Connect).
- Stansted Airport (CrossCountry).
- Norwich (East Midlands).
- Wymondham (East Midlands).
- Attleborough (East Midlands).
- Thetford (East Midlands).
- King’s Lynn (First Capital Connect).
- Downham Market (First Capital Connect).

High Level Output Specification (HLOS)

The High Level Output Specification (HLOS) identified the need for additional capacity on peak services into London. This was reinforced in the Greater Anglia RUS, published in December 2007, which outlined a number of developments intended for the route. In Network Rail’s Control Period 4 (2009 to 2014) there is funding for some infrastructure works (mostly platform lengthening), complemented by additional rolling stock that has been ordered by the incumbent franchisee.
Demand, revenue and crowding

The specification of a franchise is underpinned by demand forecasts developed in accordance with DfT guidelines using a forecasting framework based on that used in standard rail industry models (*Passenger Demand Forecasting Handbook*, version 4.1 [PDFH4.1]). This allows a number of exogenous drivers to be modelled, as well as the forecast impacts of service quality and fare changes. The Department is currently considering the adoption of the variables contained in PDFH version 5.0 and may choose to adopt some of these changes during this franchising process.

Prior to the issue of the Invitation to Tender (ITT), the Department will prepare a revised set of forecasts to take account of recent changes in the base levels of passenger demand, and the forecasts of the variables that might influence future demand.

The Department’s forecasts will be used to assess the robustness of the bids submitted during the evaluation process.

In 2008/09 Greater Anglia collected over £500 million in revenue and was responsible for 112.8 million passenger journeys.

Figure 3.1 shows the change in timetabled train kilometres and passenger journeys since 2004–05. It shows that there has been an upward trend in timetabled train kilometres since the start of the current franchise. The increase in demand over the past five years has been significantly affected by the dip in journeys that occurred during 2005–06; this was a result of the London bombings of that year, and demand has only recently returned to the levels at the start of the franchise, despite a good initial bounce.

Train operators provide data on passenger numbers to the Department for Transport (DfT). The current data will be given to bidders who will be expected to use this to assess future train service patterns. This also allows the monitoring of train crowding levels. In the past, the DfT monitored crowding for London
commuter services under a regime known as Passengers in Excess of Capacity (PiXC). The PiXC measure considers the planned capacity of each service arriving into London and the actual number of passengers on the service at its most crowded point on the journey into London.

PiXC applies to weekday commuter trains arriving in London between 07:00 and 09:59, and those departing between 16:00 and 18:59. The measure is derived from the number of passengers travelling in excess of capacity on all services, divided by the total number of people travelling, expressed as a percentage. Capacity is deemed to be the number of standard class seats on the train for journeys of more than 20 minutes. For journeys of 20 minutes or less, an allowance for standing room is also made. The allowance for standing varies with the type of rolling stock but, for modern sliding door stock, it is typically approximately 35% of the number of seats.

Table 3.1 demonstrates that crowding levels in the AM peak period have become quite acute for the Greater Anglia franchise since 2006.

<table>
<thead>
<tr>
<th>Year</th>
<th>AM PiXC (%)</th>
<th>PM PiXC (%)</th>
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<tbody>
<tr>
<td>2004</td>
<td>2.35</td>
<td>2.25</td>
</tr>
<tr>
<td>2005</td>
<td>3.85</td>
<td>0.96</td>
</tr>
<tr>
<td>2006</td>
<td>4.77</td>
<td>2.88</td>
</tr>
<tr>
<td>2007</td>
<td>5.26</td>
<td>2.00</td>
</tr>
<tr>
<td>2008</td>
<td>4.76</td>
<td>2.40</td>
</tr>
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</table>

Figures 3.2 and 3.3 show that, in the past couple of years, the Greater Anglia level of crowding, as measured by the PiXC metric, is worse than the London and South East average for both AM and PM peak periods. The provision of new rolling stock through the HLOS process will seek to alleviate this over the coming years.
Figure 3.2 AM PIXC on Greater Anglia and London & South East since 2004

Figure 3.3 PM PIXC on Greater Anglia and London & South East since 2004
Population and employment growth

The franchise area extending across the north and east of London, Essex, Hertfordshire, Cambridgeshire, Suffolk and Norfolk contains land that will see development over the period of the next franchise.

The Stratford area of east London will host the 2012 Olympics, and there has been significant investment in the infrastructure and development of housing and employment opportunities as a result. Transport links have been improved, and therefore the opportunity to use rail as an access mode has been significantly enhanced. In particular, it is expected that, despite the recent downturn in the economy, Canary Wharf will continue to develop in its importance.

The Mayor of London recently issued a draft strategy that included plans for the transport and economic development for the capital.

Across the wider East of England region, growth in population and employment is expected to be significant. The corridor extending north and east from London towards Stansted and Cambridge was originally identified as a Growth Area in the Sustainable Communities report of 2003; this has now been extended to include Peterborough and Stevenage.

Outside of this corridor, there are locations that have been identified as New Growth Points and these include the Haven Ports, Thetford and Norwich. Other areas also continue to become increasingly important as development areas, such as Colchester, Ipswich and Chelmsford. These developments will impact on the demand and requirements for public transport.

Stansted Airport

Stansted Airport is a major generator of demand for the Greater Anglia franchise. It is also a volatile market, with the national and global economy playing a key role in the demand for rail travel to and from the airport.

The Stansted Express service provides links to and from the airport and London Liverpool Street, with trains also calling at selected stations en route. During the peak periods, these services play an important role in supplementing the commuter services to and from other West Anglia Outer stations such as King’s Lynn and Cambridge and the larger intermediate stations such as Bishop’s Stortford and Broxbourne.

Reliability and performance

Table 3.2 details performance by NXEA since 2005. Two sets of data are provided because the franchise includes the Norwich InterCity trains that are categorised for performance monitoring as long-distance trains. This means that a train can be up to 10 minutes later than its scheduled arrival time at its destination before it is regarded as ‘late’ in the Public Performance Measure (PPM) metric. For all other
services, the threshold for lateness is up to 5 minutes after the scheduled arrival time.

### Table 3.2 Historic performance measures for NXEA (MAA)

<table>
<thead>
<tr>
<th>Rail year</th>
<th>NXEA LSE PPM (%)</th>
<th>NXEA long distance PPM (%)</th>
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<tbody>
<tr>
<td>2005</td>
<td>89.0</td>
<td>84.8</td>
</tr>
<tr>
<td>2006</td>
<td>87.0</td>
<td>80.9</td>
</tr>
<tr>
<td>2007</td>
<td>87.3</td>
<td>82.7</td>
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<tr>
<td>2008</td>
<td>90.7</td>
<td>86.8</td>
</tr>
<tr>
<td>2009</td>
<td>90.8</td>
<td>86.2</td>
</tr>
</tbody>
</table>

The data show that relative to the London and South East average, NXEA has performed at or near this mark over the past four years. By contrast, the long-distance services from Norwich have been much less reliable than the national long-distance average, a gap that does not appear to have closed in the past couple of years.

### Figure 3.4 Historic performance measures for NXEA (MAA)

As Figure 3.4 shows, in the last 13 periods NXEA’s PPM Moving Annual Average (MAA) to 14 November 2009 has moved to 91.4%, up 1% on the previous year.

The spring 2009 National Passenger Survey (NPS) conducted by Passenger Focus saw ‘Overall Satisfaction’ up to 76% compared with 75% in spring 2008.
Both this measure and PPM are consistently below the average for Train Operating Companies (TOCs) on the national rail network, and the average of London and South East TOCs.

The Greater Anglia route has significant freight use providing access to eighteen freight terminals forwarding or receiving traffic, including the Port of Felixstowe.

**Rolling stock and depots**

The current fleet size in the Greater Anglia franchise comprises 1,119 passenger carrying vehicles; it also includes 15 Class 90 electric locomotives and 15 MK3 Driving Brake Vans.

The passenger carrying vehicles are mostly multiple units, 55 being diesel and 944 electric. The remaining 120 vehicles are loco-hauled MK3 coaches.

Table 3.3 details the rolling stock that the franchisee currently operates. The capacity figure includes seats and spaces for standing passengers.

<table>
<thead>
<tr>
<th>Unit class</th>
<th>Traction</th>
<th>Year built</th>
<th>Seats/Capacity</th>
<th>Units and formation</th>
</tr>
</thead>
<tbody>
<tr>
<td>153 Sprinter</td>
<td>Diesel Multiple Unit</td>
<td>1987/88</td>
<td>67/98</td>
<td>5 x 1 car</td>
</tr>
<tr>
<td>156 Sprinter</td>
<td>Diesel Multiple Unit</td>
<td>1987/89</td>
<td>150/212</td>
<td>9 x 2 car</td>
</tr>
<tr>
<td>170 Turbostar</td>
<td>Diesel Multiple Unit</td>
<td>1999/2002</td>
<td>159/275</td>
<td>8 x 3 car</td>
</tr>
<tr>
<td>170 Turbostar</td>
<td>Diesel Multiple Unit</td>
<td>1999/2002</td>
<td>119/205</td>
<td>4 x 2 car</td>
</tr>
<tr>
<td>315</td>
<td>Electric Multiple Unit</td>
<td>1980</td>
<td>318/432</td>
<td>61 x 4 car</td>
</tr>
<tr>
<td>317/5</td>
<td>Electric Multiple Unit</td>
<td>1981/1987</td>
<td>291/412</td>
<td>15 x 4 car</td>
</tr>
<tr>
<td>317/6</td>
<td>Electric Multiple Unit</td>
<td>1981/1987</td>
<td>254/402</td>
<td>24 x 4 car</td>
</tr>
<tr>
<td>317/7</td>
<td>Electric Multiple Unit</td>
<td>1981/1987</td>
<td>174/337</td>
<td>9 x 4 car</td>
</tr>
<tr>
<td>317/8</td>
<td>Electric Multiple Unit</td>
<td>1981/1987</td>
<td>263/384</td>
<td>12 x 4 car</td>
</tr>
<tr>
<td>321/3 O</td>
<td>Electric Multiple Unit</td>
<td>1986/1988</td>
<td>307/425</td>
<td>20 x 4 car</td>
</tr>
<tr>
<td>321/3 N</td>
<td>Electric Multiple Unit</td>
<td>1986/1988</td>
<td>308/425</td>
<td>46 x 4 car</td>
</tr>
</tbody>
</table>
Table 3.3 Greater Anglia franchise rolling stock (continued)

<table>
<thead>
<tr>
<th>Unit class</th>
<th>Traction</th>
<th>Year built</th>
<th>Seats/Capacity</th>
<th>Units and formation</th>
</tr>
</thead>
<tbody>
<tr>
<td>321/4</td>
<td>Electric Multiple Unit</td>
<td>1986/1988</td>
<td>307/425</td>
<td>11 x 4 car</td>
</tr>
<tr>
<td>360 Desiro</td>
<td>Electric Multiple Unit</td>
<td>2000/2003</td>
<td>288/386</td>
<td>21 x 4 car</td>
</tr>
<tr>
<td>90</td>
<td>Electric Locomotive</td>
<td>1987/1990</td>
<td>0/0</td>
<td>15 x 1 car</td>
</tr>
<tr>
<td>Mark 3</td>
<td>Driving Brake Van</td>
<td>1988</td>
<td>0/0</td>
<td>15 x 1 car</td>
</tr>
<tr>
<td>Mark 3</td>
<td>Passenger Coach</td>
<td>1975/1988</td>
<td>Various</td>
<td>120 x 1 car</td>
</tr>
<tr>
<td>322</td>
<td>Electric Multiple Unit (currently on sub-lease to First Scot rail)</td>
<td>1988/1990</td>
<td>251/379</td>
<td>5 x 4 car</td>
</tr>
</tbody>
</table>

Diesel Multiple Units (DMUs)

This is a relatively small fleet based around Norwich and Cambridge, predominantly for rural services from these cities. See Table 3.4.

Table 3.4 Greater Anglia franchise DMU rolling stock

<table>
<thead>
<tr>
<th>Class</th>
<th>Units</th>
<th>Formation</th>
<th>Cars</th>
<th>Seats per unit</th>
<th>Capacity per unit</th>
<th>Total seats</th>
<th>Total capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>153 Sprinter</td>
<td>5</td>
<td>1-car</td>
<td>5</td>
<td>67</td>
<td>98</td>
<td>335</td>
<td>490</td>
</tr>
<tr>
<td>156 Sprinter</td>
<td>9</td>
<td>2-car</td>
<td>18</td>
<td>150</td>
<td>212</td>
<td>1,350</td>
<td>1,908</td>
</tr>
<tr>
<td>170 Turbostar</td>
<td>8</td>
<td>3-car</td>
<td>24</td>
<td>159</td>
<td>275</td>
<td>1,272</td>
<td>2,200</td>
</tr>
<tr>
<td>170 Turbostar</td>
<td>4</td>
<td>2-car</td>
<td>8</td>
<td>119</td>
<td>205</td>
<td>476</td>
<td>820</td>
</tr>
<tr>
<td>Total</td>
<td>26</td>
<td>55</td>
<td></td>
<td></td>
<td></td>
<td>3,433</td>
<td>5,418</td>
</tr>
</tbody>
</table>

The more modern Class 170 units are used on through services from Liverpool Street to Lowestoft and Peterborough via Ipswich and Ely. Other Class 170s are used on the hourly service between Cambridge and Norwich.

The older trains – the 5 Class 153 single car units and the 9 Class 156 2-car Sprinter units – are used on local services:

- to Great Yarmouth, Lowestoft and Sheringham from Norwich;
- to Felixstowe and Cambridge via Bury St Edmunds from Ipswich; and
- to Sudbury from Marks Tey.
These older units were all built in the late 1980s and, without life extension works, would be expected to be withdrawn before 31 December 2019. The single car Class 153s pose some particular problems in respect of life extension, but solutions proposed elsewhere could see these vehicles marshalled in between Class 156 driving cars to avoid undue expense on the single cars. However this could lead to some loss of flexibility and over-provision on some of the less used routes.

**Electric Multiple Units (EMUs)**

This larger fleet is dominated by mid-generation ex-BR Class 315, 317 and 321 4-car units operating on services out of Liverpool Street to Essex, Hertfordshire, Cambridgeshire, Suffolk and Norfolk. See Table 3.5.

<table>
<thead>
<tr>
<th>Class</th>
<th>Units</th>
<th>Formation</th>
<th>Cars</th>
<th>Seats per unit</th>
<th>Capacity per unit</th>
<th>Total seats</th>
<th>Total capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>315</td>
<td>61</td>
<td>4-car</td>
<td>244</td>
<td>318</td>
<td>432</td>
<td>19,398</td>
<td>26,352</td>
</tr>
<tr>
<td>317/5</td>
<td>15</td>
<td>4-car</td>
<td>60</td>
<td>291</td>
<td>412</td>
<td>4,365</td>
<td>6,180</td>
</tr>
<tr>
<td>317/6</td>
<td>24</td>
<td>4-car</td>
<td>96</td>
<td>254</td>
<td>402</td>
<td>6,096</td>
<td>9,648</td>
</tr>
<tr>
<td>317/7</td>
<td>9</td>
<td>4-car</td>
<td>36</td>
<td>174</td>
<td>337</td>
<td>1,566</td>
<td>3,033</td>
</tr>
<tr>
<td>317/8</td>
<td>12</td>
<td>4-car</td>
<td>48</td>
<td>263</td>
<td>384</td>
<td>3,156</td>
<td>4,608</td>
</tr>
<tr>
<td>321/3</td>
<td>20</td>
<td>4-car</td>
<td>80</td>
<td>307</td>
<td>425</td>
<td>6,140</td>
<td>8,500</td>
</tr>
<tr>
<td>321/3</td>
<td>46</td>
<td>4-car</td>
<td>184</td>
<td>308</td>
<td>425</td>
<td>14,168</td>
<td>19,550</td>
</tr>
<tr>
<td>321/4</td>
<td>11</td>
<td>4-car</td>
<td>44</td>
<td>307</td>
<td>425</td>
<td>3,377</td>
<td>4,675</td>
</tr>
<tr>
<td>360</td>
<td>21</td>
<td>4-car</td>
<td>84</td>
<td>288</td>
<td>386</td>
<td>6,048</td>
<td>8,106</td>
</tr>
<tr>
<td>Total</td>
<td>219</td>
<td></td>
<td>876</td>
<td></td>
<td></td>
<td>64,314</td>
<td>90,652</td>
</tr>
</tbody>
</table>

The 61 x 4-car Class 315 units are used on inner suburban services to Gidea Park and Shenfield on the GE Main Line, and to Chingford, Enfield Town, Hertford East and Stansted Airport on West Anglia routes. The majority of units used on services to Shenfield should be replaced by new Crossrail units in around 2016/17, though a small number may be required for residual peak hour services to Liverpool Street. These units built in the late 1970s will be 35 years old by the mid-2010s.

The 60 x 4-car Class 317 units are predominantly used on West Anglia services as far out as Cambridge and Kings Lynn. Those operating Stansted Express services (21 x 4-car) will be replaced by 2012 by new Class 379 Electrostar units and be displaced to augment other services into London.

There are currently 77 x 4-car Class 321 units in service used on Great Eastern services to Southend Victoria, Chelmsford, Braintree, Colchester, Clacton and Ipswich. A further 17 x 4-car units are currently being added to the fleet to deliver additional HLOS capacity. These units, built by British Rail in the late 1980s, have
The Greater Anglia franchise

had a variety of refreshment over the years, including the fitment of Passenger Information Systems (PIS), but would require further life extension to continue in service beyond 2020.

The most modern vehicles in the current fleet are the 21 x 4-car Class 360 units dating from 2002. These air-conditioned trains were delivered during the first franchise and operate longer-distance outer suburban services to Colchester, Clacton and Ipswich.

Currently on order are 30 x 4-car Class 379s for delivery in 2011/12. These units will replace the Class 317s on Stansted Express services and provide additional capacity for these services and other services to Cambridge.

**Class 90 locos and MKIII coaches**

These are used on the former InterCity routes from London Liverpool Street to Norwich and Harwich, with limited summer Saturday extensions¹ to Great Yarmouth. The passenger vehicles and locomotives were refurbished prior to their reallocation onto the route in 2005/6 but are not fully compliant with the recent PRM TSI regulations associated with accessibility of rail vehicles for persons with reduced mobility, and in particular the passenger coaches have non-powered outward opening doors.

The locomotives used were built in the late 1980s for British Rail’s InterCity and Freight sectors and also were extensively refurbished prior to their transfer to this route in the mid-2000s. However, even after this refurbishment their reliability remains mediocre, though this is not helped by the stop–start nature of many of the Norwich Main Line calling patterns, which are not optimal for a mainline locomotive.

There have been a number of proposals over the years to replace the loco hauled sets with new rolling stock, the latest contained within the Greater Anglia RUS. New rolling stock could result in better performance and reliability, greater capacity (as all vehicles would be furnishable) and would be more accessible. This would also allow off-peak train formations to be better matched to demand.

**Other rolling stock**

The 5 x 4-car Class 322 EMUs that are currently sub-leased to First ScotRail are expected to be released from this current arrangement in 2010/11 upon the delivery of new Class 380 units to ScotRail.

There is a current agreement between NXEA and Direct Rail Services (DRS) for the latter to provide rescue and recovery arrangements for loco hauled services between London and Norwich. As a consequence, a Class 47 diesel locomotive is provided suitably crewed at a point between these two locations for this purpose.

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¹ Hauled by hired diesel locomotives between Norwich and Great Yarmouth.
Depots and maintenance facilities

The franchise has a number of such facilities. The major maintenance facility for EMUs is located at Ilford in East London, whereas the locos and coaches for the Norwich main line and DMUs are maintained at Crown Point in Norwich. Trains are also stabled at the following main locations:

- Orient Way (Temple Mills) – loco hauled and EMUs.
- Gidea Park (East London) – EMUs.
- Southend Victoria – EMUs.
- Colchester – loco hauled and EMUs.
- Ipswich – DMUs.
- Cambridge – EMUs and DMUs.
- Chingford – EMUs.

PRM TSI compliance

On 1 July 2008, a new European standard for the accessibility of heavy rail vehicles, the Technical Specification for Interoperability for Persons with Reduced Mobility (PRM TSI), came into force. The PRM TSI applies to all trains used on the interoperable rail system, which comprises the major lines of the mainline rail system in the UK. The PRM TSI also covers the accessibility of railway stations and other infrastructure. All heavy rail vehicles must be made accessible by 1 January 2020. The only trains that are either fully or approaching compliance are the newest vehicles in the fleet (i.e. the 21 x 4-car Class 360 EMUs).

The remainder of the mid-life EMUs (which make up the bulk of the fleet) have varying degrees of compliance, though all of those with toilets (Classes 153, 156, 317 and 321) will almost certainly require the fitment of a compliant toilet. As mentioned above, much of the Class 315 fleet should be replaced by new Crossrail trains in the late 2010s, though the units that remain beyond 2019 will have to have some work to achieve compliance. However, as these trains do not currently have toilets, the expense of making these compliant would be avoided.

Service quality

The Overall Satisfaction NPS from the spring 2009 survey is now 76%, some 4% below the London and South East average and 5% below the national average (see Figure 3.5). This gives it the second worst score of any TOC.

Areas for improvement can be identified within the individual attributes measured by NPS (see Figure 3.6).

A particular area of concern relates to standards on trains. Passenger perception of train cleanliness, train capacity, the helpfulness of staff and information provided during disruption is lower when compared to the London and South East Average.
Figure 3.5 NPS statistics: NXEA, London & South East and national averages

![NPS overall satisfaction scores graph]

Figure 3.6 National Passenger Survey statistics: NXEA and London & South East averages by category, spring 2009

![National Passenger Survey – NXEA average compared with LSE average (spring 2009) chart]
4. Objectives for the franchise

A key starting point for the development of the franchise specification, and associated business case, is the establishment of clear objectives for each franchise. The outputs of the 2007 Rail White Paper and subsequent review of the current franchise identified ten key objectives that should be used to shape the franchise specification. These were subsequently endorsed by the Secretary of State.

The objectives are:

- To develop services to accommodate current and anticipated future growth in passenger demand and achieve sustainable value for money within the constraints of the overall franchise budget.
- To effectively manage the process of change that the Crossrail project will involve, including communications to passengers.
- To realise the benefits to passengers of providing additional capacity through the implementation of schemes to achieve the output metrics specified in HLOS.
- To seek to benchmark and improve the overall environmental performance of the franchise including by reducing its carbon footprint.
- To seek to improve alignment of services and service quality with stakeholder aspirations; to facilitate any locally sponsored increments and decrements, and specifically implement the results of any agreed enhancements developed through the specification process in conjunction with stakeholders.
- To improve overall customer satisfaction; specifically in the areas of service quality (both on train and at station), ticket purchasing and retailing (including smartcards) and information (pre and during the journey).
- To deliver the agreed outputs of the Olympic Service Delivery Plan and provide a successful service throughout the Olympic and Paralympic Games.
- To seek to improve accessibility to all Greater Anglia services and stations; including car parking, cycling provision, access for disabled passengers, and improved passenger security.
- To improve and maintain the operational performance of the Greater Anglia franchise in order to contribute towards national performance targets.
- To ensure alignment of the Greater Anglia specification with the specification of other Train Operating Companies across the network.
5. Franchise length

The Department is considering a number of options for the duration of the Greater Anglia franchise. The Department’s current thinking on the issues around franchise length is set out in the document *The Future of Franchising* which will be published in January 2010.

As set out in that document, length has to be considered alongside other key features such as contract design, risk-sharing arrangements and measures designed to deliver better quality for passengers.

Currently the Department considers that a core franchise term of at least 10 years would be appropriate for Greater Anglia. The contract may include provisions that would allow the Department to terminate the contract earlier if the franchisee failed to deliver an agreed level of performance for passengers.

We will consider during procurement whether a longer franchise term would deliver significant investment and passenger benefits at an appropriate cost to the taxpayer. This could be through for example, significant innovation and investment in rolling stock and stations.

Our conclusions on the contract term and the design of any breakpoints or extensions will be published when the Invitation to Tender is issued.

Respondents are encouraged to consider the appropriate length of franchise and comment as to whether the proposed length is appropriate.
6. Major schemes and other initiatives

The following may be delivered during the life of the Greater Anglia franchise.

High Level Output Specification (HLOS) – longer trains

The HLOS requires enhancements to the capacity of services into London Liverpool Street, as published in the 2007 White Paper (see Table 6.1).

<table>
<thead>
<tr>
<th>London Terminus</th>
<th>Peak three hours</th>
<th>High-peak hour</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Forecast demand in 2008/09</td>
<td>Extra demand to be met by 2013/14</td>
</tr>
<tr>
<td>Liverpool Street</td>
<td>74,300</td>
<td>10,600</td>
</tr>
</tbody>
</table>

Network Rail has published its proposals to provide this additional capacity as part of its Business Plan. This includes the lengthening of platforms across the franchise area to accommodate longer trains, which is likely to lead to some minor disruption whilst work is being carried out. By 31 December 2011 Network Rail is due to have extended platforms at Broxbourne, Cheshunt, Harlow Mill, Sawbridgeworth and Stansted Mountfitchet stations. In addition, work is being carried out on the island platform at Cambridge. On the Great Eastern part of the franchise, it is proposed to install passing loops at North Fambridge (May 2011) and Beccles (December 2011).

To create this capacity enhancement as per the HLOS proposals, the rolling stock fleet will be increased by 188 vehicles, with the addition of a further 17 4-car Class 321 trains and a new build of 30 4-car Class 379 Electrostars.

Bidders will be required to detail how they would provide and utilise the additional capacity and to assess the demand requirements for optimal introduction of this additional rolling stock to deliver HLOS.
The platform lengthening work is currently planned to commence during the existing franchise period, with completion taking place during the first year of the new franchise. Bidders will be asked to clearly define how they will manage this and other disruptions, how they plan to provide detailed, up-to-date and easy to understand information to passengers and how they will ensure that replacement bus services, where required, are of a high quality, accessible and well managed.

Respondents are encouraged to consider the best methodologies for managing disruption and suggest appropriate mitigations.

The Department is aware of a scheme that is currently included in the Network Rail Strategic Business Plan which will impact on the Greater Anglia franchise. This CP4 enhancement scheme is to provide enhanced overhead line (OHL) traction power supply throughout East Anglia. The main interfaces are with the AC traction power supply enhancements on West Anglia and Great Eastern routes associated with additional trains and train lengthening projects. Bidders will need to include this committed scheme within their plans for the franchise area.

Other schemes

The London 2012 Olympic and Paralympic Games

The Department and the Olympic Delivery Authority (ODA) wishes to ensure reliable and accessible transport for 500,000 spectators daily from across the UK and overseas, as well as 50,000 athletes, officials and media during the summer of 2012.

Three stations – Stratford Regional Station, Stratford International Station and West Ham Station – have been identified as key access points to the Olympic Park and classified as Gateway stations.

The franchise will provide important transport facilities during the period of the Olympic and Paralympic Games, especially at Stratford, where the Olympic Park can be accessed.

Cheshunt station will provide access to the Olympic white water canoe slalom competition, which will be held at the Broxbourne White Water Canoe Centre in Hertfordshire.

The franchisee will be expected to work closely with the ODA, TfL and relevant local authorities to both finalise and deliver the public transport requirements for the period of both events.

Between now and the publication of the ITT the Department will be consulting with the ODA to develop a detailed specification for the Olympic period for inclusion within the base specification of the ITT. Bidders will be required to co-operate with the ODA to ensure any future changes to requirements are efficiently managed.
Access for All (A4A) and National Stations Investment Programme (NSIP)

A number of stations within the franchise area will see improvements under the schemes highlighted above.

The Access for All Scheme, which aims to improve access to national rail stations, is planned to deliver improvements at Audley End, Brentwood, Chadwell Heath and Ipswich by the end of 2011 and at Ilford and Walthamstow Central between 2012 and 2015.

The winning bidder will be expected to co-operate with and reasonably assist implementation of the Programme. Further information can be found at the Department’s website (www.dft.gov.uk/transportforyou/access/rail/railstations).

The Department will also expect bidders to give consideration to opportunities that may exist to benefit passengers by using the Small Schemes Programme, a £7 million per year fund available on a match funded basis.

A number of stations have also been identified as candidates for funding from the National Stations Improvement Programme, the £150 million fund to improve approximately 150 medium-sized stations that was announced in the 2007 Rail White Paper. Bidders will be required to co-operate in the implementation of works at stations designated for improvement under this fund, such as:

- Billericay
- Bishop’s Stortford
- Brentwood
- Bush Hill Park
- Cambridge
- Colchester
- Forest Gate
- Gidea Park
- Harold Wood
- Ilford
- Rayleigh
- Romford
- Seven Sisters
- Shenfield
- Southend Victoria
- Waltham Cross
- Wickford
- Wood Street.

Respondents are encouraged to consider which locations may be desirable for future consideration for improvement under these schemes and how such schemes may be funded.

Community rail partnerships

There are a number of active community rail partnerships across the Greater Anglia operation. These have been successful in attracting external investment and support for local services. They include the pioneering Bittern Line Partnership, which has contributed to significant improvements on the Norwich – Sheringham Line.
The existing partnerships are:

- **Bittern Line Partnership**: Norwich–Sheringham – route designated as a community rail line.
- **Wherry Lines Partnership**: Norwich–Great Yarmouth/Lowestoft – route designated as a community rail service.
- **East Suffolk Line Partnership**: Lowestoft–Ipswich.
- **Essex and South Suffolk Partnership** which covers a number of lines:
  - ‘The Gainsborough Line’, Marks Tey to Sudbury route designated as a community rail line.
  - The ‘Sunshine Coast Line’, Colchester to Clacton/Walton.

The Department expects the bidders for the new Greater Anglia franchise to demonstrate a commitment to work with the existing partnerships (and potentially new partnerships). Some community rail activities can be applied more widely on the network, for example station adoption, which has been successfully implemented at many stations across the Greater Anglia operation. Bidders may be asked to state their approach to this aspect of the operation.

**Disability Discrimination Act 1995 and minor works fund**

The Department will expect bidders to detail their proposals to ensure compliance with equalities and discrimination legislation, including the production of a Disabled People’s Protection Policy (DPPP), which sets out the policy for accessibility and service levels that disabled people should expect. In particular, bidders will be requested to describe in detail their compliance strategies applicable to services stations and trains. They will also need to detail how they will consult with relevant groups to ensure that the reasonable needs of all passengers are identified and addressed, both within existing facilities and where enhancements are planned. Bidders will also need to outline their plans for staff awareness training and detail their procedures for the sale of tickets, including the provision of a free assisted persons’ helpline.

Bidders will be aware of the end date, 1 January 2020, by which time all trains must be accessible to persons with reduced mobility. As the end date of this franchise is yet to be determined, it is envisaged that bidders will be expected to work with rolling stock leasing companies to identify (in their bid) opportunities during the franchise for corrective work to take place to enable applicable fleets to operate past 2019.
Previous franchises have contained a requirement for bidders to have a minor works fund to carry out minor works at stations, including accessibility and mobility improvements. The Department will continue to expect such a fund to be provided.

The Department has conducted a screening level assessment of the impact that this franchise will have on the promotion of equality and is satisfied that, at this stage, a full Equality Impact Assessment is not required. Details of the screening level assessment can be obtained on request.
7. Passenger Focus submission to the Secretary of State

The 2007 White Paper *Delivering a Sustainable Railway* proposed that Passenger Focus should be given a new role within the franchise specification process. This new role involves Passenger Focus providing independent advice to the Secretary of State, based on research and consultation with wider stakeholders on the key issues that the new franchise should consider.

Within the South Central franchise replacement process, a positive relationship was developed between the Department and Passenger Focus, and it is proposed to build on the processes developed in the same way within the Greater Anglia franchise.

The Department has met regularly with Passenger Focus, and these discussions will continue. Passenger Focus is also conducting specific research about customer expectations for the franchise, generating responses from a cross-section of passengers across all routes. These findings, together with information from the regular National Passenger Survey (NPS) and other research into passenger views and priorities, will be used as the framework for a detailed submission on what passengers want from the new franchise.

Passenger Focus research will be provided to all bidders to assist the shaping of their proposals for the new franchise.

Passenger Focus suggests some of its priorities for the franchise could be:

- improving punctuality and reliability, moving towards a Right Time railway;
- delivering additional peak capacity to reduce crowding;
- improving aspects of the current Greater Anglia timetable;
- increasing passenger satisfaction with value for money;
- making ticket purchase easier for passengers;
- improving transparency and trust in the fares system;
- improving the management of service disruption and provision of passenger information;
- increasing passenger satisfaction with personal security when using the railway.
The full list of recommendations for the franchise and the analysis underpinning them will be set out within the Passenger Focus submission to the Secretary of State. This document and summary reports of the route-based research will be available on the Passenger Focus website in due course (www.passengerfocus.org.uk).

The Department will continue to work with Passenger Focus in considering how best to reflect some of their recommendations in a cost-effective, affordable and practical manner, as the detailed franchise specification is developed.
8. The role of Transport for London within the new franchise

Transport for London (TfL) has a statutory role in the planning of public transport in London, and it is essential that, as far as practical, all public transport operators work together to provide a seamless travel experience to the passenger. In recent years TfL has funded a number of heavy rail improvements in the London area.

The Department has worked closely with TfL in developing this outline specification and will continue to do so as the Invitation to Tender is developed.

TfL is also able to specify a number of increments or decrements to the Department’s base specification. Where these require additional funding, TfL will be required to provide this, but where savings are made TfL will keep these savings. Over the coming months the Department will continue to work with TfL as we consider these issues further and, should TfL agree to sponsor increments, these increments will be incorporated into the ITT either as part of the base specification or as priced options.

The Greater Anglia franchisee will manage and become Station Facility Owner for 167 stations, 40 of which lie within the boundaries of the Greater London Authority (GLA). London Liverpool Street is managed by Network Rail, and the other key station within the GLA is Stratford Regional, which is currently managed by the franchisee.

The new franchise contract will be let by the Department for Transport, and the Department will be ultimately responsible for managing the entire franchise. If TfL chooses to specifically sponsor enhancements to the franchise, the Department will, to enable any particular London issues to be discussed and addressed, and to ensure delivery of the key elements of the franchise specified by TfL, allow TfL to participate at an operational meeting between the Department and the successful bidder.
9. The proposed DfT base specification

This section sets out the proposed DfT base specification. It contains details of how the franchise objectives are addressed through the specification, and how a number of the issues raised by Passenger Focus may be tackled. This section also looks at the main train service issues that the franchise seeks to address, and then details the service quality and environmental proposals the Department is intending to include within the specification.

The base specification may be subject to changes as outlined in Section 2. This may involve the Department choosing to enhance, reduce or retain the current level of services. The final specification will reflect emerging value for money and affordability requirements.

**Train services**

This specification has been developed after initial discussions with Network Rail, the Olympic Delivery Authority, Transport for London and Passenger Focus. Because timescales are compressed we have been unable, on this occasion, to stage the customary wider pre-consultation briefing events.

A number of priorities have been identified following discussions with stakeholders, and we recognise the importance of further consultation in better understanding the market and the services that are operated. This consultation will therefore be valuable for informing both the DfT and bidders.

Details of the current train service can be found in Section 3 of this document.

**Rolling stock**

Other than the investment in the Class 360 fleet, and the arrival of the Electrostar Class 379 rolling stock in 2011, the Greater Anglia franchise has not seen significant new build rolling stock. The Class 315s had a refresh in 2006, but much of the fleet (more than 900 vehicles) will require life extension works and refurbishment to enable compliance with the PRM TSI regulations.

The Department recognises that the rolling stock within the franchise represents one of the main challenges for the bidders in this franchise competition.
The current fleet of Class 360 units incorporates regenerative braking, and the new build of Class 379 Electrostars will have regenerative braking as a standard feature. As part of any refresh and life extension works of the older EMU fleet suggested by bidders, the Department is keen for bidders to seek opportunities to incorporate regenerative braking into any proposed modification programme subject to value for money and affordability.

Bidders will be required to develop proposals that will replace or refresh the rolling stock so that it will extend the life of the fleet for at least four years after the end of the franchise.

**HLOS**

The initial HLOS solution purchased by the Department will see the franchise take on 17 additional Class 321 4-car units. The incumbent operator has also secured the order of 30 new build 4-car Class 379 EMUs for the Stansted Express services, which will allow the cascade of a number of older Class 317 units to strengthen other services on the West Anglia route and Great Eastern metro. Bombardier will build these class 379 Electrostar trains in Derby. All 30 4-car sets are due to be in service by August 2011.

While the introduction of additional rolling stock during the franchise will facilitate the delivery of additional capacity, it should not affect the fundamentals of the timetable or SLCs.

During the early years of the franchise, Network Rail will be upgrading the power supply and lengthening some platforms to enable the operation of additional 12-car trains in the peaks. By the end of the franchise, there will be a number of 12-car trains operating in the peak period that will increase capacity of some trains by 50% compared with today.

**Service level commitments**

It is proposed that the new franchise will operate a similar service pattern to that which applies in the December 2009 – May 2010 timetable.

The detailed requirement will be contractualised in the Franchise Agreement through a Service Level Commitment (SLC). It is envisaged that there will be a Track Access Agreement in place between Network Rail and the operator for the length of the franchise to support the delivery of the SLC.

**SLC1**

The timetable that is in force when the franchise commences in April 2011 will be described as SLC1, and will be based upon the December 2010 timetable. Improvements to the capacity have recently been implemented with the lengthening of a number of trains in the December 2009 timetable change.
It is expected that December 2010 will see further changes to the timetable. The details are still being developed and will not be finalised until the early part of 2010, but in summary they are expected to include the following additions:

- an additional AM peak Gidea Park – Liverpool Street service;
- lengthening of a number of services and the reallocation of rolling stock to provide additional capacity where it is most needed on the Great Eastern, InterCity and rural services.

We will require bidders to review the efficient allocation and deployment of the available rolling stock to ensure that capacity is matched to the demand, thereby addressing existing crowding issues and providing improvements to the passenger experience where they can demonstrate improved value for money. This may involve changes to the SLC.

**SLC2**

The Department expects there to be a number of further changes to the timetable in December 2011 as a result of the addition of the Class 379 Electrostar rolling stock. The intention is that the new stock will replace the Class 317 trains that currently serve Stansted Airport; these Class 317 sets will cascade to strengthen units on the Great Eastern Main Line, and may enable the operation of additional services and provide additional capacity.

**SLC3**

It is expected that some services between Liverpool Street and Shenfield will transfer to the Crossrail operator on a date that is yet to be determined, but is likely to be between April 2013 and April 2016. The detailed service commitments required of the Greater Anglia franchisee after the transfer out of the Crossrail services will necessitate the implementation of a replacement SLC, which will become SLC3.

The scope of the services that may transfer to the Crossrail operator is still under discussion. These may include the through services from Shenfield to the west of Liverpool Street, the additional peak services from Shenfield terminating at Liverpool Street and the Romford–Upminster shuttle.

In addition to the service changes, consideration will be given to the operation of the stations and which operator might more naturally act as the Station Facility Owner (SFO) for those stations. This will be considered further as the franchise specification is developed.

**Summary of SLC changes**

For each of the service groups, the following changes may occur during the course of the new franchise:
**InterCity**
Stakeholders have expressed concerns over the current levels of crowding on peak services between London, Ipswich and Norwich together with poor journey times in comparison to other long distance services from London. The Department would expect to include a requirement for bidders to present proposals within their bids to address these two key issues.

**Great Eastern Outers**
The additional rolling stock that will be available for the franchise as a result of the HLOS process will enable significant additional capacity to be provided, although the through services from London Liverpool Street to Peterborough and Lowestoft will truncate at Ipswich.

**Great Eastern Inners**
The Shenfield GE ‘E’ Line services are expected to transfer to the Crossrail operator, and consideration will be given to whether any additional services might also be operated outside the Greater Anglia franchise at a point in the future, likely to be between 2013 and 2016.

**West Anglia Outers**
This route will benefit from the improved rolling stock that will become available as part of the tranche of new Class 379 Electrostars from 2011. Additional capacity will be provided, and the route may also be further enhanced if the proposed upgrade of the West Anglia Main Line moves forward towards a preferred solution.

**West Anglia Inners**
Bidders may be asked to investigate proposals to enhance the capacity on the route.

**Stansted Express**
Additional capacity and more modern rolling stock with the introduction of the Class 379 Electrostars will enhance the service to Stansted Airport and the intermediate stations that it serves. This is expected to take place from mid-2011.

**Cross Country and rural lines**
East – West services have an important economic role in linking East Anglia to the Midlands and northern England. Bidders will therefore be asked to assess the opportunities to develop these routes to ensure that appropriate capacity is provided to satisfy demand and that journey opportunities reflect market needs. The HLOS rolling stock enhancements may provide the opportunity to cascade stock to best suit the characteristics of these routes.
**Other SLC changes**

No other SLC changes are envisaged at this stage, although the situation may alter as we go through the forthcoming consultation and specification phases. We are aware of stakeholder aspirations to improve journey times between Norwich and London, and we have put in hand some detailed work with Network Rail to establish the feasibility of such journey time reductions.

SLC2 will be either suspended or amended for the duration of the 16 day Olympic and 12 day Paralympic Games in 2012. Enhancements in terms of capacity and frequency of services will be required during the Olympic period. This will be treated effectively as ‘SLC2a’, with the franchise returning to SLC2 after the end of the Games period.

Consideration may be given to the stopping of additional trains at Stratford Regional station once the infrastructure improvements associated with the 2012 Olympic and Paralympic Games are completed. Such an interchange would provide greater connectivity between places such as Norwich, Stowmarket on InterCity routes and Great Eastern outer routes with Canary Wharf.

The current service specification does not fulfil the TfL aspiration to serve all stations within the GLA with a four trains per hour (tph) off-peak service, therefore the case for an increase in frequency may be considered.

Bidders, as always, will be encouraged to propose measures to deliver better performance, capacity or journey times. Should these measures involve timetable changes, bidders will be expected to carry out consultation with stakeholders.

**Reliability and performance**

In recent years the overall reliability of Greater Anglia franchise services has improved so that by the end of 2008–09 the current operator was achieving Public Performance Measure (PPM) scores of nearly 91% (excluding the long-distance operations).

It is proposed that the specification will require the new franchisee to continue to provide its contribution to the overall London and the South East PPM score of 93% by 2014 as set out in the 2007 White Paper. Alongside this, bidders will need to demonstrate how they would provide a reduction in ‘significant lateness and cancellations’. London and South East operators as a whole are expected to deliver a 21% decline in delays of more than 30 minutes or cancellations.

Bidders will be expected to set out clearly how they propose to improve the performance and reliability of the long-distance services that are currently achieving a PPM score of 86% against a national average of more than 90%.

In line with recent franchise replacements, a single compensation policy based on delays to individual journeys will apply for all passengers.
Services on public holidays

It is proposed that bidders should decide whether Bank Holiday services should be designated as Saturday service patterns, as has been the case in recent franchises. Bidders will be asked to develop proposals for the level of service they plan to operate on Boxing Day. Bidders will also be required to consider their intentions for operating services on New Year’s Eve to enable those wishing to travel back from the capital after midnight to do so by rail.

Special events across the Greater Anglia area

A number of special events take place across the franchise area, some of which are detailed in Table 9. Bidders will be required to consider whether any additional levels of service should be provided.

<table>
<thead>
<tr>
<th>Event</th>
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<tbody>
<tr>
<td>Southend Airshow</td>
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<td>Cromer Crustaceans</td>
<td>May</td>
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<tr>
<td>Norfolk and Norwich Festival</td>
<td>May</td>
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<tr>
<td>Strawberry Fair (Cambridge)</td>
<td>June</td>
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<tr>
<td>Ip-Art Festival (Ipswich)</td>
<td>June/July</td>
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<td>Kelvedon Free Music Festival</td>
<td>July</td>
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<tr>
<td>London to Cambridge bike ride</td>
<td>July</td>
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<tr>
<td>Lowestoft Airshow</td>
<td>July</td>
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<tr>
<td>Latitude Festival</td>
<td>July</td>
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<tr>
<td>Cambridge Folk Festival</td>
<td>July</td>
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<tr>
<td>Stratford/Southend Cycle race</td>
<td>July</td>
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<td>Worstead Festival</td>
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<td>Clacton Airshow</td>
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<td>V Festival</td>
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<td>Harwich Power Boats</td>
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<td>West Runton Tea Party</td>
<td>August</td>
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<td>Chappel Beer Festival</td>
<td>September</td>
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<td>Bury Christmas Fayre</td>
<td>November</td>
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<tr>
<td>Santa Train (Southminster line)</td>
<td>December</td>
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</tbody>
</table>

First and last trains

We shall be reviewing the appropriateness of the times of first and last trains, particularly into London early in the morning, and out from London late in the evening.
Services at evenings and weekends

The Department will be reviewing the current arrangements for service in the evenings and at weekends. A key consideration is Network Rail’s requirements for engineering access to the network in order to maintain a safe and reliable railway. One feasible outcome is that it may be possible to run later services on Friday and Saturday evenings, when demand levels tend to be higher, while providing the appropriate level of service on other evenings.

Sunday is now a major day for working, shopping and other leisure activities, and as a result there is a widespread aspiration to enhance service frequencies on Sundays.

The Department continues to assess the case for further improvements to these frequencies and whether any additional services should be included within the specification.

Respondents are asked to highlight any areas of particular concern so that the Department can ensure that proposed mitigation measures are acceptable.

Respondents are also encouraged to consider the levels of service on weekday evenings, Bank Holidays and weekends.

It should be noted that, as with all timetable changes, the operator will be required to consult fully with interested parties nearer the timetable change date.

Delivering improvements for passengers

The Department will consider a number of elements within the franchise specification aimed at improving the overall quality of service delivered to passengers. Bidders will be encouraged to enhance the level of provision over and above the minimum that is specified and will be free to propose alternative approaches to those noted below.

Better railway stations

Stations ought to be attractive gateways to the railway system, as well as being modern, user-friendly interchanges with other forms of transport.

A recent review entitled Better Rail Stations by Station Champions Chris Green and Sir Peter Hall highlighted a proposed set of minimum standards for each category of station. A key recommendation is an aspiration to achieve an 80% station satisfaction score. A copy of the findings of this review, which is currently
The proposed DfT base specification being consulted upon, can be found on the DfT website (www.dft.gov.uk/pgr/rail/passenger/stations/betterrailstations) along with the Government’s response. The Department will be reviewing the recommendations and forthcoming consultation responses particularly in respect of minimum station standards, and bidders will be encouraged to facilitate any proposed enhancements in as cost-effective a manner as possible.

The Government has agreed with Network Rail that it will make up to £50 million available in the near future for funding improvements. This, together with developer and local contributions and refranchising obligations, will enable an early start to be made on the ten key stations highlighted in the report. The investment will be subject to a satisfactory business case and the prospect of an adequate financial return.

None of these ten key stations were in the Greater Anglia area, though Colchester and Shenfield were listed in the report as stations requiring upgrades. It will be for bidders to consider what appropriate enhancements should be made at stations across the franchise.

Better access to stations is an important element in improving the door-to-door journey, of which rail is just one element. This was particularly highlighted in the Better Rail Stations report which suggested a desire for an additional 10,000 car parking spaces and an additional 5000 cycle spaces per annum across the National Rail Network. Car parking is seen as a constraint in many locations because of limited capacity, and bidders will be encouraged to develop proposals to enhance provision across the franchise area. Currently nearly 11,000 car parking spaces exist on the franchise, of which approximately 200 (2%) are for disabled users. A significant number of stations have no provision for car parking spaces. The Department believes that a case exists for providing significant additional car parking spaces across the franchise.

Subject to the successful completion of a number of pilot studies, including ones taking place in Southend (involving both Southend Central and Southend Victoria stations) and Colchester, the Department proposes to extend the trials of Station Travel Plans. Some of these plans could be geographically based and encompass more than one station because of their proximity to one another. Station Travel Plans are intended to highlight ways in which access to stations by all modes can be improved for both current users and those at present not travelling by train because of the lack of convenient access.

Station Travel Plans are designed to bring together all the stakeholders with an interest in a rail station (rail industry, local authorities, passenger groups, bus and taxi operators, cyclists and others) to develop and agree common objectives and a co-ordinated approach to delivering them.

The operator will be required to work with local authorities to develop such plans, although it will be up to local authorities to decide which stations they believe are important and whether station access is a local priority. It is expected that, where
significant car and cycle parking enhancements are proposed, a Station Travel Plan will also be developed.

Within London, Station Travel Plans will need to be co-ordinated with the TfL Strategic Urban Realm Planning Study (SURPS) Programme to ensure no unnecessary duplication takes place.

The Department also proposes that significant additional secure cycle parking spaces are provided across the franchise area to supplement the 107 stations that currently have some form of cycle parking facilities. It will be for bidders to decide upon the locations of these additional secure spaces in consultation with stakeholders. These facilities will need to be developed in line with overall DfT cycle policy and approaches developed by the Cycle–Rail Integration Task Force.

**Security and safety**

Improvements in station and on-train security are an important element in improving the overall passenger perception of the railway, which in turn helps attract new passengers.

Passenger Focus has highlighted security as an area of particular concern to passengers and has produced a publication on this subject entitled *Passenger Perceptions of Personal Security on the Railways*.

Within the Greater Anglia franchise area, 39 stations are currently covered by Secure Station Accreditation (SSA). The scheme represents a national standard for passenger safety and security on Britain’s railway stations and ensures stations that have received accreditation meet minimum security standards.

Bidders will be required to maintain at minimum the current level of accreditation throughout the franchise term, and the Department is considering what level of accreditation would be appropriate by the end of the franchise term.

Most of the EMU rolling stock that operates on this franchise has on-train CCTV coverage, though the London Midland Class 321s planned to be cascaded as part of HLOS do not. Bidders will be expected to maintain this level of coverage and extend CCTV coverage to any new build rolling stock introduced to the franchise. They should also consider whether a case exists if they are life-extending older rolling stock.

Of the 107 car parks at stations operated by Greater Anglia, 33 stations have car parks awarded the Park Mark award, and the specification would expect this level of coverage to increase over the franchise length.

87 stations operated have Help Points, with a further 18 being fitted as part of the Access for All programme during 2009–10. The Department is considering what level of coverage would be appropriate by the end of the franchise term.
Bidders will also be expected to outline plans for other security enhancements, such as extensions to CCTV coverage and improved working with the British Transport Police (BTP), and identify opportunities to secure external funding.

Respondents are asked to highlight any areas of particular concern so that the Department can consider these.

**Fares, ticketing and revenue protection**

It is assumed that regulated fares will comply with DfT fares policy throughout the franchise term. Unregulated fares will continue to be set by the franchisee.

The new franchise is expected to be innovative in the use of new technology in order to achieve increased revenue, make access to the network easier and more attractive, both to current and potential passengers, and to make efficient use of capacity.

In particular, and in line with recent franchise replacements, bidders will be asked to incorporate Smartcards and other technology to review retailing strategy and offer new products.

In implementing these new approaches, the franchisee would be expected to actively participate in establishing a common industry approach to the developments so that any changes to the current retailing and ticketing arrangements retain the spirit of the current Network Benefits, providing a single, national passenger-facing framework.

It is proposed that operators will remain free to alter unregulated fares as they see fit, although the Department will publish the assumptions upon which the winning bid has been made.

Zonal single and return fares were introduced in London in 2007. Bidders will also be free to propose other fare simplification measures. Bidders should also continue to operate the zonal fares and pricing structure schemes currently in force on the franchise outside London.

The Department would welcome proposals as to how fares on this franchise could be made easier to understand.

Embracing new technology on a consistent network basis will cut queues and speed up the overall journey for passengers. In London, the Oyster Smartcard is already accepted for season tickets, and Oyster Pay As You Go (PAYG) is now valid on all national rail services in London. The new franchise will require continued acceptance of Oyster PAYG.
Oyster PAYG fares for national rail services within the Travelcard zones are set on a collective basis between train operators (except for those that are set by TfL under the terms of the Through Ticketing (Non-Travelcard) Agreement). The Department is aware of the interest in TfL for the extension of Oyster PAYG just beyond the current boundary to include stations out to Cheshunt and Shenfield. This is an issue that we would propose to investigate further as part of this replacement process.

In addition, the Department proposes that the operator of the franchise will be required to retail some Oyster products from stations within the Travelcard boundary. However, this will depend on an acceptable commercial agreement being reached with TfL.

In line with other recent franchises, the Department will also require the operator to develop and to roll out Smartmedia products across the franchise area. These will be based on the ITSO standard and, subject to TfL completing the required upgrade of its equipment, will allow ITSO products to be used on Underground and bus services in London. Integration of these products with other modes of transport outside London will also be encouraged.

Some ticket machines have been provided across the franchise, and their use has increased significantly. Currently the franchise has 97 stations with Ticket Vending Machines (TVMs) with the level of TVM coverage being significantly below that seen on some other franchises. The base specification may seek further enhancements to ticket machine availability. Bidders will be expected to consider locations for additional ticket machines in their bids. Bidders will also be asked to suggest enhancements to the current functionality of ticket machines to increase the range of tickets available.

Research by Passenger Focus has indicated that ticket retailing is an area of concern for passengers, with transparency and trust in the fares structure a key area of concern. On TVMs at time of purchase, display of any applicable restrictions and full acceptance of rail card discounts, plus increased functionality to accept zonal extensions, would be desirable.

The Department proposes that information about the three key walk-up fares from each station should be available via a poster displayed at each station.

Proposals to introduce new retailing methods to reduce time taken to purchase tickets, such as print at home and internet based sales, will also be encouraged.
Currently 13 stations served by the franchise have ticket gates. These are:

- Liverpool Street
- Stratford
- Ilford
- Romford
- Shenfield
- Southend Victoria
- Chelmsford
- Colchester
- Ipswich
- Norwich
- Seven Sisters
- Harlow Town
- Cambridge.

The base specification will seek proposals to minimise revenue loss across the Greater Anglia franchise area. Bidders will be required to demonstrate the case for gating of stations if this is considered an appropriate solution to address the problem, recognising the wider issues associated with such infrastructure. In addition to improving revenue protection, initiatives could increase staff visibility and help improve security and reduce vandalism. Improving staff visibility is a key finding from Passenger Focus research.

The Department is considering whether a Ticketless Travel monitoring regime should be implemented as part of the franchise to ensure that all appropriate efforts are made to collect revenue.

Respondents are asked to highlight views on minimising revenue loss across the franchise.

**Passenger information**

Research by Passenger Focus has highlighted that the provision of timely and accurate information is a vital priority for passengers, and this is especially true during periods of disruption. In recent years considerable improvements to information provision have been made with the introduction of real-time information at stations and improved access via mobile phones and the internet. The National Rail Enquiry Service (NRES) now provides a large amount of high-quality information on all aspects of the rail journey.

The specification will seek proposals from bidders that fully utilise existing channels of communication, such as real-time information both at station and on trains to provide accurate and up-to-date information, especially when things go wrong.

The specification will seek proposals to modernise and enhance the provision of on-station passenger information where it is currently limited, including through the use of multi-modal display boards to improve onward journey information.

Bidders will also be encouraged to propose new ways in which they will communicate with their passengers. They will also be encouraged to highlight
ways in which issues raised by Passenger Focus can be addressed, including the adoption of industry-standard good practice.

Other initiatives, if proposed, such as an enhanced level of staffing at stations, could also increase access to information for passengers.

Operators will be required to link rail-journey information on their websites with Transport Direct website services to allow door-to-door journey planning.

**Improving service quality**

The measures proposed above are all aimed at improving overall service quality. However, the operator will also be required to improve other aspects of the rail journey not covered elsewhere, such as the quality and cleanliness of stations and trains.

Bidders will be required to specify how they will improve NPS scores, including the setting of disaggregated annual targets on trains, stations and customer service and information. Should these targets not be met, bidders will be expected to set improvement plans with a corresponding capped financial level of expenditure to facilitate the improvement. Bidders will also be required to monitor levels of service quality and ensure stations and trains are clean and maintained to a high standard. The Department will require these targets and corresponding NPS scores to be displayed at all relevant stations.

Respondents are asked to consider the appropriateness of the measures proposed for inclusion within this section of the specification. Respondents are also asked to highlight any issues that may have been omitted, so that these can be considered further. The Department would also appreciate information on any locations where particular issues need to be addressed.

**Managing change; keeping passengers informed**

Bidders will be required to outline their approach to dealing with disruption, especially how they will work with other operators, including TfL modes, to minimise disruption during planned engineering works.

The Department will require bidders to provide detailed and robust plans on managing such disruption. Theses plans will detail how bidders propose to keep customers informed about planned engineering works and any timetable changes, including using new or existing communication channels, such as Passenger Information Systems (PIS).

Bidders will also be required to set out how frequent, high-quality, accessible and well-managed rail replacement services are to be provided during such periods of disruption and will also need to demonstrate how they will plan for such changes.
Catering

Bidders will be required to propose a minimum standard of catering provision for InterCity services.

Improving the environmental performance of the railway

Although rail is a relatively clean and efficient means of transport, as with all modes it must play its part in reducing its environmental impacts and contribute to Government's broader sustainable development objectives. In addition, with over 5 million people living near the railway, all train operators have an important role to play in managing their activities to reduce noise and disturbance to their line-side neighbours.

Consequently, the Department will expect bidders for this franchise to set out plans for measuring and reducing the environmental impact of their rail activities. In particular, the Department will require bidders to set targets for improving the environmental performance of the franchise, including traction and non-traction CO2 emissions, waste generation, recycling, water consumption and other environmental impacts. Bidders will be required to monitor and publish annually the overall environmental performance of the franchise.

The specification is likely to require a reduction in non-traction electricity consumption within the life of the franchise. Bidders will be expected to continue and extend regenerative braking to any new build rolling stock introduced to the franchise and should consider whether a case exists if they are life-extending older rolling stock. The Department will expect bidders to assess the value of regenerative braking to the older rolling stock in the knowledge that it is technically feasible to introduce this technology throughout the AC overhead line network.

The Department will expect bidders to develop and implement a sustainable procurement policy to reduce the environmental impact of goods and services procured to support their franchise operation.

Respondents are asked to consider what environmental key performance indicators (KPIs) should be set within the franchise specification and whether it is appropriate to require bidders to set their own binding targets within their bids.
10. Additional proposals and schemes promoted by third parties

The only schemes which are currently included within the base specification for the franchise are those schemes that are funded within the High Level Output Specification. Network Rail’s Enhancement Plan for Control Period 4 (2009–2014) has now been agreed by the Office of Rail Regulation (ORR), and the Department has assumed that the outputs specified within the High Level Output Specification and detailed within Network Rail Strategic Business Plan will be delivered, as required by the ORR.

In addition to the base case specification, bidders may be asked to submit proposals for a number of priced options. These options, usually promoted by local authorities, might involve additional services or in certain circumstances a reduction in the level of service proposed by the DfT. These increments or decrements will be schemes that:

- stakeholders have requested be included and that the DfT believes demonstrate good value for money and can be funded by the partners concerned for the franchise period; and/or
- require infrastructure investment to facilitate the aspiration that has a good chance of being delivered within the franchise period.

Any proposed increments or decrements must:

- comply with the objectives of the franchise;
- be operationally robust;
- demonstrate value for money; and
- be funded by stakeholders (for which the stakeholder will need to provide written guarantees).

Respondents who wish to pursue increments or decrements should make these clear in their response to this consultation. Further information on the DfT requirements for increments/decrements can be made available on request.

The DfT is aware of a number of other schemes that are being considered for delivery within the life of the new franchise. If these are delivered, standard industry processes would be used to progress them.
Bidders will be encouraged to work with third-party promoters to develop the feasibility of these projects, and respondents to this consultation are encouraged to highlight other schemes that they believe have a case for inclusion within the franchise.

**Investment options**

The Department is also considering ways in which bidders may propose additional options that will build on the long-term value of the franchise whilst also delivering the objectives set out for the Greater Anglia franchise.

**Freight**

The area is a significant generator of rail freight, and there are key factors influencing this:

- an economy that draws aggregates for construction into the area;
- raw materials from several terminals for supply to production sites (sand, petroleum products and furnace feed); and, most importantly;
- the Port of Felixstowe, which generates high volumes of deep-sea intermodal business. There are plans for significant expansion at Felixstowe and a new port at Bathside Bay, Harwich, for which planning permission has been granted.

In the Greater Anglia area in total there are 18 freight terminals forwarding or receiving traffic, including the Port of Felixstowe. Four of these terminals are located along the Great Eastern Main Line (GEML). Additionally, at Ipswich there is a key yard used for locomotive changes and recessing purposes. Network Rail has a large infrastructure materials logistics terminal at Whitemoor near March.

The Greater Anglia Route Utilisation Strategy (RUS), published in December 2007, stated that 26 freight paths exist per day in each direction on the GEML between Ipswich and Forest Gate. The current industry forecasts suggest that an additional two freight paths per day in each direction are required by 2030 on the GEML between Ipswich and Forest Gate. Most of the forecast growth from the Port of Felixstowe will have to be accommodated on the cross-country route between Ipswich and Peterborough via Ely. Currently there are eight intermodal paths per day in each direction via the cross-country route, with industry forecasts suggesting an additional 26 paths per day in each direction required by 2030 between Ipswich and Peterborough.

To accommodate some of the forecast growth on the cross-country route, gauge clearance to W10 and capacity enhancements are being carried out between 2009 and 2014, with significant funding provided by the Department for Transport through the Transport Innovation Fund (Productivity).
**DLR extension**

Until early 2010, construction is taking place on the DLR to allow additional capacity to cope with expected passenger growth from 62 million in 2007 to 80 million a year by 2010. Improvements include a network extension to Stratford International and delivery of 55 new carriages to enable three-car operation on most of the system.

**Crossrail**

Crossrail is a new east–west railway linking Maidenhead and Heathrow in the west via tunnels under Central London to Shenfield and Abbey Wood in the east. It will add significant capacity to London’s rail network through the provision of up to 24 high-capacity, 10-coach trains an hour in each direction in the central section between Paddington and Liverpool Street during peak periods.

Crossrail services are due to start operating in 2017. It is planned that some of the services currently operating on the Great Eastern ‘E’ (electric) lines will be subsumed within the new Crossrail service pattern, as will some services currently operating on the Great Western.

Bidders will be required to co-operate with managing any disruption associated in the construction of Crossrail.

**East London Transit**

East London Transit, a modern bus service, will connect Dagenham Dock to Ilford via Barking town centre when the service opens in early 2010. It will provide a fast, frequent service helping to improve access to employment, leisure and retail opportunities, with buses operating at a frequency of up to 10 buses every hour along the route. The Transit will also see the construction of a new bus terminus at Dagenham Dock station, making it easier for users to change from the Transit to rail services. A second phase is planned for completion in 2013, which will provide access to the Barking riverside development.

**West Anglia Main Line upgrade**

The Department has been developing a business case, in consultation with the rail industry, to identify opportunities to enhance the West Anglia Main Line through journey time and capacity improvements. The project seeks to improve the West Anglia rail corridor, taking account of the needs of all users of the railway, including inner and outer commuters and air travellers to Stansted Airport. Key stakeholders involved in the scheme include:

- Network Rail.
- TfL; and
- BAA.
Southend Airport station

Southend Airport Ltd is constructing a railway station in Rochford that the company hopes to open during 2010. The station will be on the Shenfield to Southend line of the Greater Anglia franchise. A car park containing approximately 300 spaces for short stay and rail passenger usage is planned to be constructed, with a further car park of 200 spaces being constructed further away from the airport building on the east side of the railway line. At the time of drafting of this document, commercial terms have not been agreed to allow Greater Anglia services to call at the airport station.

Chesterton station

Cambridgeshire County Council is sponsoring the provision of a new station in the Chesterton area north of Cambridge. The station will have extensive car parking and is planned to be served by the Cambridgeshire Guided Busway. The scheme has been included in the Regional Funding Advice to Government for delivery by 2014. A major scheme business case for the scheme has been submitted to the DfT, and Cambridgeshire County Council proposes to seek Programme Entry for the scheme shortly. The new operator will be required to co-operate with the Council, Network Rail, relevant local authorities and other relevant stakeholders in the development of plans for Chesterton station.

Beaulieu Park

The Department is aware of the new station aspiration by Beaulieu Park working in a joint venture with London & Quadrant to create a sustainable community on 850 acres approximately 3 miles from Chelmsford. The Department does not believe that the project has reached a sufficient level of feasibility and development to be included as a committed scheme at this stage. If a satisfactory business case and funding package to cover both the capital costs and likely additional subsidy incurred by the operation of this new station, can be developed during the life of the franchise, existing industry processes such as the change mechanism that exists within all franchise agreements, can be used to facilitate delivery, and bidders will be required to comment on how they would approach such a process.

SnOasis

This is the name of a development at Great Blakenham, near Ipswich, which will incorporate an indoor winter sports complex and family activity holidays. The Department is aware of the new station aspiration. However, the Department does not believe that it has reached a sufficient level of feasibility and development to be included as a committed scheme at this stage. If a satisfactory business case and funding package to cover both the capital costs and likely additional subsidy incurred by the operation of this new station can be developed during the life of the franchise, existing industry processes (such as the change mechanism that exists within all franchise agreements) can be used to facilitate delivery, and bidders will be required to comment on how they would approach such a process.
Beccles loop
This is a jointly funded scheme being developed between Network Rail and Suffolk County Council to provide a passing loop at Beccles that would enable the provision of an hourly service. The scheme would be done in conjunction with, but separate to, the resignalling work. Network Rail has identified funding from the Network Rail Discretionary Fund.

North Fambridge loop
The North Fambridge loop is a proposed scheme that lengthens the existing loop so that it can accommodate 12-car trains. In so doing, it will enable trains of this length to pass, thereby facilitating a timetable with 12-car operation.

Southend Central car parking
Renaissance Southend has an aspiration to combine the two existing car parking facilities in Southend town centre at Clarence Road and Alexandra Street with the Southend Central station car park, possibly by the construction of a multi-storey car park for use by both rail passengers and town centre visitors.

Gospel Oak – Barking
The Gospel Oak to Barking line is receiving significant investment to improve capacity, allowing an increase from six to eight trains per hour, although half of these are for freight. The line is heavily used by freight services and has recently had W10 gauge clearance works carried out to allow intermodal freight trains to convey 9’ 6” high containers on standard wagons on the route.

Eight new passenger DMUs are due to be introduced from 2010.

Jubilee Line
TfL has been conducting improvement to the tracks and signalling system on the Jubilee Line, and this work was originally due for completion in December 2009. However, this is now likely to be delayed. When completed, it is due to deliver a 33% increase in capacity through the ability to run additional trains and reduce journey time by 22%. The works also include the modernisation of all stations on the route by 2012.

Stratford Regional station enhancement
A major upgrade to Stratford Regional station is being progressed as part of the investment in transport infrastructure associated with the 2012 Olympic and Paralympic Games. The improvements include:
Additional proposals and schemes promoted by third parties

- lifts to all platforms;
- re-opening a disused subway to create additional access to platforms, making it easier to change between rail, Tube and Docklands Light Railway services;
- a new westbound Central line platform;
- widening of platforms; and
- a new station entrance.

Stratford is one of the busiest interchanges outside central London, and the improvement will create a legacy for passengers and the local community. It will significantly increase capacity during peak periods to accommodate growing demand, including the additional spectators expected to use the station during the Games.

The Hackney Interchange concept

The London Borough of Hackney is assessing the sponsorship of a range of improvements to Hackney Downs station, termed Hackney Interchange, namely:

- a walkway and lifts between the eastbound platform at Hackney Central and platforms 1 and 4 at Hackney Downs;
- reuse of the Hackney Downs disused ticket hall;
- gating Hackney Downs;
- installation of lifts to all Hackney Downs platforms from the ticket hall to give a step-free route from the street.

London Borough of Hackney and TfL have worked on developing the interchange project for some years, and have paid Network Rail to develop designs. This could significantly reduce interchange time between the two stations. The Department notes that the ticket gating for the two stations would need to be considered in the design of the scheme in order to ensure that revenue protection arrangements are incorporated.

Global System for Mobile Communications (GSM-R)

Network Rail is replacing the existing legacy radio systems with GSM-R and will use the Network Change process to administer the replacement of all train radios across national fleets. This is to reflect the fact that the frequencies at which some of the current radio systems operate will no longer be available from 2012 and that GSM-R will become the single voice radio system for the UK rail network.

Exact plans for the infrastructure availability of GSM-R on the Greater Anglia route are still being finalised, although this route is likely to be more immediately affected by the hand-back of frequencies in 2012.
The successful bidder will be required to work co-operatively with Network Rail in order to ensure an efficient changeover to the GSM-R system.

The Department is considering whether bidders will be required to include a price for the supply and installation of GSM-R to the Greater Anglia rolling stock fleet, including:

- fitment costs;
- those costs associated with the training of staff in the use and maintenance of the GSM-R equipment;
- costs associated with any approvals; and
- costs associated with the removal/making good of the legacy radio systems.

Alternatively, should the changeover to GSM-R have already begun prior to the new franchise commencing, the Department will consider asking bidders to honour any on-going Network Change operational commitments and costs.

Respondents are asked to highlight any other third-party schemes that are likely to be delivered during the life of the next franchise. Local authorities are also asked to highlight any increments or decrements that they would like to propose as part of the franchise specification.
Consultees are requested to comment on aspects of the proposed DfT base specification as noted in Section 9. The DfT would also welcome formal notification of any specific increments or decrements to the base specification that stakeholders wish to pursue as part of the franchise.

The consultation criteria

This consultation is being conducted in line with the Government’s Code of Practice on Consultation. The criteria are listed at Appendix 5, while a full version of the Code of Practice on Consultation is available on the Better Regulation Executive website at:

www.berr.gov.uk/files/file47158.pdf

If you consider that this consultation does not comply with the criteria or have comments about the consultation process, please contact:

Giada Covallero
Consultation Co-ordinator
Department for Transport
Zone 2/25
Great Minster House
London SW1P 4DR

Email address: consultation@dft.gsi.gov.uk

Impact Assessment

The Department has conducted a screening level assessment of the impact this franchise will have on the promotion of equality and is satisfied that, at this stage, a full Equality Impact Assessment is not required. Details of the screening level assessment can be obtained from the DfT on request.

Action following consultation

Following the consultation period, the DfT will consider responses, undertake such further analysis as might be necessary and, if appropriate, include it within the ITT as part of the Base Specification or as a priced option.
The Department will produce a summary of the outcome of the consultation process as a Stakeholder Briefing Document and will publish this alongside an ITT that is proposed to be made available in summer 2010.

**Invitations to consultees**

A list of bodies formally consulted is set out in Appendix 2.

Rail User Groups should send comments in the first instance to the Department for Transport and also provide copies to Passenger Focus or London TravelWatch as appropriate.

Members of the general public may wish to make their views known to their local district, county, unitary authority or London borough. Copies of comments can also be made available to Passenger Focus or London TravelWatch.

When responding, please state whether you are responding as an individual or representing the views of an organisation. If responding on behalf of a larger organisation, please make it clear who the organisation represents and, where applicable, how the views of members were assembled.

**Freedom of Information**

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information, we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department will process your personal data in accordance with the DPA, and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

It should be noted that not every submission made by members of the general public will receive a response.
This document can be made available in appropriate accessible formats on request.

Responses to this consultation should be sent to:

Greater Anglia Franchise Consultation Manager
Department for Transport
Zone 5/26
Great Minster House
76 Marsham Street
London SW1P 4DR

Or by email to: greateranglia@dft.gsi.gov.uk

The deadline for responses is 19 April 2010; earlier replies will be very welcome.
Appendix 1: Maps

Figure A1.1 The Greater Anglia franchise area
Figure A1.2 The Greater Anglia franchise service pattern (Greater Eastern services)

GREAT EASTERN LINE OF ROUTE

Current trains per hour to Liverpool Street from selected stations

Arrivals at Liverpool St 08:00 - 08:59 (peak)
Arrivals at Liverpool St 11:00 - 11:59 (off peak)

- Intercity
- Great Eastern Inners
- Great Eastern Outers
- Rural
- West Anglia Line of Route
Figure A1.3 The Greater Anglia franchise service pattern (West Anglia services)

**WEST ANGLIA LINE OF ROUTE**

Current trains per hour
to Liverpool Street from selected stations

Arrivals at Liverpool St 08:00 - 08:59 (peak)
Arrivals at Liverpool St 11:00 - 11:59 (off peak)

- **Stansted Express**
- **West Anglia Inners**
- **West Anglia Outers**
- **Rural**
- **Great Eastern Line of Route**

Greater Anglia Franchise Consultation
Appendix 2: Greater Anglia franchisee stations

The franchisee is Station Facility Owner (SFO) at 167 stations (see Table A2.1).

In addition, the Greater Anglia franchisee operates train services that call at the following eight stations:

- Downham Market
- King’s Lynn
- Littleport
- London Liverpool Street (Major Station managed by Network Rail)
- Peterborough
- Upminster
- Waterbeach
- Watlington.

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Appendix 3: List of formal consultees within the proposed service area

Association of Train Operating Companies
BAA Stansted Airport
BAR-UK
British Transport Police
Corporation of London
Development Agencies – East of England and London
Disabled Persons Transport Advisory Committee
Equality and Human Rights Commission
Freight Transport Association
Government Offices for East of England and London
Greater London Authority
Local Government Association
Local, County And Unitary Authorities (within the franchise area)
London Assembly
London Boroughs (within the franchise area)
London TravelWatch
London Underground
Mayor of London’s Office
Members of Parliament (within the franchise area)
National Rail Contractors Group
Network Rail
Office of Rail Regulation
Olympic Delivery Authority
Passenger Focus
Rail Freight Group
Renaissancesouthend
Rolling Stock Leasing Companies
Transport for London
## Appendix 4: Glossary of terms

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<tr>
<td>BTP</td>
<td>British Transport Police</td>
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<tr>
<td>CCTV</td>
<td>Closed circuit television</td>
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<td>CIS</td>
<td>Customer Information System</td>
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<td>CO2</td>
<td>Carbon dioxide</td>
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<td>DDA</td>
<td>Disability Discrimination Act</td>
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<td>DOO</td>
<td>Driver Only Operation</td>
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<td>DfT</td>
<td>Department for Transport</td>
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<td>DLR</td>
<td>Docklands Light Railway</td>
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<td>GLA</td>
<td>Greater London Authority</td>
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<td>HLOS</td>
<td>High Level Output Specification</td>
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<td>ITSO</td>
<td>ITSO (Smartcard system)</td>
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<td>Invitation to Tender</td>
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<td>MAA</td>
<td>Moving Annual Average</td>
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<td>National Passenger Survey</td>
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<td>Network Rail Discretionary Fund</td>
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<td>National Rail Enquiry Service</td>
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<td>NSIP</td>
<td>National Stations Investment Programme</td>
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ODA  Olympic Delivery Authority
OHL  Overhead lines
ORR  Office of Rail Regulation
PAYG  Pay As You Go
PIS  Passenger Information System
PIXC  Passengers In Excess Of Capacity
PPM  Public Performance Measure
PRM  Persons with Restricted Mobility European Legislation
RPI  Retail Price Index
RUS  Route Utilisation Strategy
SDO  Selective Door Operation
SFO  Station Facility Owner
SLC  Service Level Commitment
SSA  Station Security Accreditation
SURPS  Strategic Urban Realm Planning Study
TAA  Track Access Agreement
TfL  Transport for London
tph  Trains per hour
TOC  Train Operating Company
Appendix 5: Code of Practice on Consultation

The Government has adopted a Code of Practice on consultations. The Code sets out the approach Government will take to running a formal, written public consultation exercise. While most UK Departments and Agencies have adopted the Code, it does not have legal force, and cannot prevail over statutory or other mandatory external requirements (e.g. under European Community Law).

The Code contains seven criteria. They should be reproduced in all consultation documents. Deviation from the code will at times be unavoidable, but the Government aims to explain the reasons for deviations and what measures will be used to make the exercise as effective as possible in the circumstances.

The seven consultation criteria

1 **When to consult:** Formal consultation should take place at a stage when there is scope to influence the policy outcome.

2 **Duration of consultation exercises:** Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.

3 **Clarity of scope and impact:** Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals.

4 **Accessibility of consultation exercises:** Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.

5 **The burden of consultation:** Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees’ buy-in to the process is to be obtained.

6 **Responsiveness of consultation exercises:** Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation.

7 **Capacity to consult:** Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.
If you consider that this consultation does not comply with the criteria or have comments about the consultation process please contact:

Giada Covallero  
Consultation Co-ordinator  
Department for Transport  
Zone 2/25 Great Minster House  
76 Marsham Street  
London, SW1P 4DR

Email: consultation@dft.gsi.gov.uk