



**Department for Transport Consultation on
Proposals for the Mayor of London's Rail
Powers beyond the London Boundary**

A response by London TravelWatch

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Executive Summary

- (i) London TravelWatch believes the proposals to extend the Mayor's rail powers beyond the GLA boundary will help integrate rail services better as well as helping to integrate rail with other public transport modes.
- (ii) London TravelWatch agrees that the Mayor should be able to propose additions or reductions as appropriate to services which in part run outside the GLA boundary.
- (iii) Integrated fares and ticketing is supported by London TravelWatch and we believe the Mayor's powers should have some links to the national Ticketing and Settlement Agreement. Rail services to stations beyond the boundary should also be included to have an appropriately integrated fares system.
- (iv) London TravelWatch believes the Mayor should be able to pay for enhancements to stations outside the GLA boundary, and in particular TfL ought to be able to carry out its own high standard of improvements to such stations. Good cooperation is also required from Network Rail.
- (v) London TravelWatch agrees with most of the DfT's proposed boundary stations, but believes that all stations within the GLA area must be included.
- (vi) On the South Eastern route, London TravelWatch requests that Sevenoaks be the boundary for both its routes.
- (vii) On the South Central route, London TravelWatch believes all GLA stations must be included. Therefore Oxted and Redhill (or Reigate) should be included in the area and be the boundary stations on these routes.
- (viii) Where a town has two stations, with one proposed to be outside the boundary, London TravelWatch believes it is practical and fundamental in terms of avoiding fare anomalies to have both stations within the boundary.
- (ix) On the Chiltern route, London TravelWatch prefers High Wycombe as the boundary station and also asks DfT to consider Aylesbury as a boundary for both Chiltern routes.
- (x) If Crossrail is developed, London TravelWatch believes the whole scheme should come within the Mayor's powers.
- (xi) London TravelWatch believes that airports are vital to the future success of London and we believe that there is a strong case for services to London Luton Airport, London Stansted Airport and London Gatwick Airport (plus intermediate stations from London) to be included in the Mayor's powers. We think this is a special issue which needs to be considered (as explained in the main body of the report).
- (xii) London TravelWatch believes the Mayor should be able to propose or buy additional stops on outer suburban services, and also have power over longer distance services originating beyond the South East and East of England regions.
- (xiii) London TravelWatch believes that the best governance arrangements lie with the local transport authorities rather than at a regional level.
- (xiv) London TravelWatch questions whether an appeal mechanism is necessary as at present local authorities and regional assemblies do not have rights of appeal against DfT's decisions.

- (xv) London TravelWatch requests that we and Passenger Focus are consulted on any changes the Mayor wished to make.
- (xvi) London TravelWatch believes that our remit should at least include all stations and lines covered by the Mayor's powers in respect of the national rail network.

London TravelWatch's approach to the Mayor's Rail Powers consultation

1. London TravelWatch has evaluated the consultation document by setting up a member's task force to consider the proposals. Transport for London (TfL) Rail, the Mayor's Office, the Association of Train Operating Companies (ATOC) and Hertfordshire County Council were seen and presented their views on the consultation, to help inform our own response. Less formal discussions have also taken place with a number of relevant organisations.
2. Our remit covers the whole of London and extends into the Home Counties, so we are already involved in services and funding outside the Greater London Authority (GLA) boundary. It may make sense for our own remit to match the Mayor's proposed boundary area where it goes further than our current boundary; however this paper does not fully explore the issues that will need to be taken into account before any changes to our boundary are formally considered.
3. The main body of the response seeks to comment on the specific issues and questions raised in the consultation document. Our response is based on the following key areas:
 - Boundary
 - Management of the rail service
 - Relationship with local authorities
 - Governance

Response to the consultation document

1. London TravelWatch agrees that it would be advantageous for the Mayor of London to have some powers over National Rail services beyond the GLA boundary. There is no logic in terms of railway provision of the current GLA boundary, so to include routes and stations outside it is sensible. London TravelWatch welcomes this proposal in the expectation that it will help to integrate rail services for passengers, as well as integrating rail with other forms of public transport. London TravelWatch believes that giving the Mayor the wider powers currently under consideration would also recognise the importance to London of the large numbers of people who travel to London by rail everyday.

The Mayor's Proposed Powers

Mechanism for proposing changes to services

2. London TravelWatch believes that as the Mayor already has powers over other forms of public transport in London, it is appropriate for him to have powers over rail in London and outside the GLA area as well. It has already been agreed the Mayor will have powers over part of the national rail network outside London with the Silverlink Metro services due to be transferred to TfL in November 2007.

Should the Mayor be able to propose and buy additions to services which in part run outside the GLA boundary?

3. Yes, because the boundary makes little sense in passenger usage or railway operating terms and any coherent strategy for the development of the system must embrace adjoining areas.

Should the Mayor be able to propose reductions to services which in part run outside the GLA boundary, and share with the relevant local authority the benefit from the savings made?

4. If the Mayor is able to propose additions, it is logical he should also be able to propose reductions. London TravelWatch believes "saving sharing" should be treated with caution because if the network is to be treated as an integral whole, the benefit should be applied wherever it will deliver the greatest benefit, which may not be in the area of the same local authority. We believe it would be inequitable for local authorities to receive any savings directly as they do not fund the rail services.

Fares, Zones and Ticketing Technology

5. London TravelWatch supports the principle of integrated fares and ticketing. The Mayor's powers should include links to the national Ticketing and Settlement Agreement (TSA) and he should be able to specify booking office hours, the availability of ticketing facilities and staffing levels.

If the Mayor is given the power to determine fares on services within his current jurisdiction, should the services to stations beyond the boundary identified through this consultation exercise also be included?

6. Yes, an integrated fares policy is needed for local journeys across the whole London rail network, which extends well beyond Greater London, and the ultimate destination of the train used is irrelevant.

Payment for other enhancements such as station improvements

Should the Mayor be able to pay for enhancements to stations outside the GLA boundary?

7. Yes, as the purpose of this exercise is to remove inappropriate and unnecessary boundary effects. London TravelWatch's view is that TfL's role should not be limited to paying for others to make improvements. There is a good case for TfL having the power to take over, upgrade and manage all the stations in its area directly, bringing them up to a par with those on the Underground.
8. The Mayor's powers also need to include a duty on Network Rail to cooperate with the Mayor.

Network and services over which the Mayor's powers should extend

What should comprise the network for the Mayor's powers outside London? Should the proposed preferred list of boundary stations be adopted, or should the indicated alternative option be considered?

9. The following section details London TravelWatch's view on where we think the boundary stations ought to be. We believe that the DfT's suggested boundary stations do not have a consistent logic across the National Rail network. We also believe that all stations within the GLA area must be within the area of the Mayor's powers. We are surprised that the consultation document excludes some of these stations. A table showing our proposed boundary stations is included in the Appendix.

Proposed routes

South Eastern route: DfT preferred boundary stations: Dartford, Sevenoaks via Swanley and Orpington (or other option Sevenoaks)

10. London TravelWatch agrees with the Dartford proposal, but we want to see Sevenoaks station as the boundary for both routes of its service. It would be confusing for users of Sevenoaks station to have one route in the boundary and one route outside, particularly with possible fare anomalies in the future. With the Orpington proposal, Chelsfield and Knockholt would be excluded; they are both within the GLA boundary. The Mayor may also want to develop these stations and Dunton Green in the future as park and ride facilities with their good access to the M25, in pursuit of objectives within London.

South Central route: DfT preferred boundary stations: Caterham, Tattenham Corner, Epsom Downs and Epsom

11. London TravelWatch believes that Caterham, Tattenham Corner and Epsom Downs are practical boundaries, being terminal stations on their respective branches. Epsom is also the terminus of many metro services from London. However, this leaves certain stations within the GLA area excluded from the proposal: Coulsdon South, Sanderstead and Riddlesdown. Upper Warlingham is outside the GLA area, but within zone 6. We believe that the boundary should include the routes up to Oxted and Redhill (or possibly Reigate). This would give a more coherent boundary area with fewer anomalies. (But see paragraph 21.)

South Western route: DfT preferred boundary stations: Hampton Court, Shepperton and Windsor & Eton Riverside

12. London TravelWatch agrees that these boundary stations are practical, being the terminal station on their respective branches. It is unclear from the consultation document whether Epsom via Worcester Park is included but we believe it must be to maintain a consistent boundary with the Southern service.

Great Western route: DfT preferred boundary station: Slough

13. London TravelWatch accepts Slough as an appropriate boundary station on the main line, but would wish the Windsor & Eton Central branch to be included as well. This proposal is more practical in that it will avoid a town having one station within the Mayor's powers and one station outside, which would possibly create fare difficulties in the future.

Chiltern route: DfT preferred boundary station: West Ruislip (or other option High Wycombe)

14. London TravelWatch would prefer the boundary station of High Wycombe, as there are high passenger numbers beyond West Ruislip. A preferable suggestion is for the boundary to be at Aylesbury station for both routes (i.e. via High Wycombe and Amersham) as it is a major growth area, although this is some 23 miles beyond the GLA boundary. If the service is extended beyond Aylesbury to a new parkway station then that should be the boundary.

Thameslink route: DfT preferred boundary stations: St Albans, Welwyn Garden City and Hertford North

15. London TravelWatch agrees that these boundary stations are appropriate. (But see paragraph 21.)

West Anglia route: DfT preferred boundary station: Cheshunt (or other option Hertford East)

16. London TravelWatch would prefer the boundary station to be Hertford East, so that the town has both its stations within the Mayor's powers. This will avoid any future fare anomalies. (But see paragraph 21.)

Great Eastern route: DfT preferred boundary station: Shenfield

17. London TravelWatch supports Shenfield as the boundary station.

LTS route: DfT preferred boundary station: Grays

18. We agree Grays is a practical boundary station and believe the Upminster – Grays route must be included.
19. The consultation document does not include the routes where there are existing TfL and National Rail operating and ticketing agreements (the Chiltern route to Amersham, the Watford Junction line to Harrow and Wealdstone and the c2c route to Upminster). This information could be included for the sake of completeness and to avoid confusion.
20. If Crossrail is developed, London TravelWatch believes the whole scheme should come within the Mayor's powers.

21. London TravelWatch believes there is a strong case for services to London Luton, London Stansted and London Gatwick Airports to be included in the Mayor's powers. There is a need to meet the requirements of airport passengers and reduce the conflict with other rail passengers. For this proposal to work, the boundary would need to be extended to these stations and ideally to include all the intermediate stations from London (and for terminating reasons to go up to Luton station). London TravelWatch asks DfT to look at this option. The airports are vital to the future success of London and it would be appropriate for the Mayor to be involved in transport to them.
22. London TravelWatch is concerned as to how non-regulated services to Heathrow (Heathrow Express) will fit into the DfT's proposals.

Proposals for changes to the stopping pattern of services

23. There will be a balance to be had over additional stops versus longer journey times. London TravelWatch believes that some additional stops at places such as Stratford, Clapham Junction, Slough and Watford Junction before the main London termini are important for interchange, so passengers do not always have to travel into central London to connect with other, longer distance services.
24. London TravelWatch believes it is more beneficial for the Mayor to have power over stops on longer distance services in order to be able to influence changes for the benefit of London.

Should the Mayor be able to propose, and, if appropriate, buy additional stops within London on "outer suburban" services?

25. Yes, where additional stops would enable the railway to meet the needs of London better.

Should "inter city" services originating beyond the South East and East of England regions be excluded from such powers?

26. No. The definition of "inter city" is becoming increasingly flexible. Whether stops would be feasible or useful has to be decided on a route-by-route basis. There are some routes where it would appear to make sense, such as stopping some Anglia trains at Stratford or some Great Western trains at Slough. It is less likely that inner London stops on Midland Mainline or the East Coast Mainline would make much sense.

Governance

Additional seats on the TfL Board

27. There has been a suggestion that London TravelWatch be considered for appointment to the TfL Board. Whilst we could provide some expertise and gain a useful insight, we feel that by doing so we would compromise our independent status as a passenger watchdog. London TravelWatch also has a frequent dialogue with TfL Rail at which we discuss passenger issues.

Additional Governance Arrangements

28. London TravelWatch agrees that close liaison with local authorities is important, as well as with the train operating companies to create an open and honest working relationship.

Governance Options

Which option offers the best governance arrangements?

29. London TravelWatch favours Option A as we believe that it is better and more practical for decisions to be made on a local level, rather than on too wider level as with the regional assemblies.

Appeals Process

Are the proposed appeals arrangements satisfactory?

30. London TravelWatch believes that if these powers are awarded to TfL, it must have the freedom and authority to exercise them as it thinks best. Local authorities (or regional assemblies) do not have rights of appeal against DfT's decisions at present, and if these powers pass to TfL, London TravelWatch questions whether an appeal mechanism is necessary.

Other Issues

31. London TravelWatch is concerned that the consultation document does not focus a great deal on the actual passengers of the rail services and we request that we are consulted, along with Passenger Focus, on any changes the Mayor wished to make.
32. London TravelWatch's remit does not in all cases go as far as the proposed boundary for the Mayor's powers, but we believe this must change in the future so that the London TravelWatch area covers at least the whole of the area of Mayoral influence.

Appendix

London TravelWatch's proposals for cross boundary rail routes for Mayor's London Rail Powers (excluding Airport Proposals)

TOC and Route	GLA Boundary Station	Zone 6 Station	London TravelWatch Proposed London Rail Boundary	Distance GLA (Z6) Boundary		Comments
				Stations	Miles	
SE Dartford	Slade Green	Same	Dartford	1	2	
SE Dartford	Barnhurst	Same	Dartford	1	2	
SE Dartford	Crayford	Same	Dartford	1	3	
SE Sevenoaks via Swanley	St Mary Cray	Same	Sevenoaks	6	13	
SE Sevenoaks via Orpington opt 1	Knockholt	Same	Sevenoaks	2	6	
Sth Caterham	Kenley	Caterham*	Caterham	3 (0)	3	
Sth Tattenham Corner	Woodmansterne	Tattenham Corner*	Tattenham Corner	4 (0)	6	
Sth Epsom Downs	Belmont	Epsom Downs*	Epsom Downs	2 (0)	3	
Oxted	Riddlesdown	Upper Warlingham*	Oxted	3 (2)	5	Trains can terminate here
Redhill	Coulsdon South	Same	Redhill	2	6	Trains do terminate here
Sth Epsom	Cheam	Same	Epsom	2	3	
SW Epsom	Worcester Park	Stoneleigh	Epsom	3 (2)	3	
SW Hampton Court	Surbiton	Hampton Court	Hampton Court	2 (0)	3	
SW Shepperton	Hampton	Same	Shepperton	4	6	
SW Windsor	Feltham	Same	Windsor	6	9	
GWR Slough	West Drayton	Same	Slough	3	5	
Chiltern	West Ruislip	Same	High Wycombe	6	15	Alternative boundary Aylesbury
FCC St Albans	Elstree	Same	St Albans	2	8	
FCC Welwyn Garden City	Hadley Wood	Same	Welwyn Garden City	5	10	
FCC Hertford North	Crews Hill	Same	Hertford North	3	8	
WA Hertford East opt 2	Enfield Lock	Same	Hertford East	7	12	
GE Shenfield	Harold Wood	Same	Shenfield	2	5	
C2C Grays	Upminster	Upminster	Grays	3	7	
C2C Grays	Barking	Rainham	Grays	2	7	
Other						
SLK Watford	Hatch End	Same	Watford Junction	5	4	Franchise transferred to TfL

* Zone 6 extended January 200