

Essex Thameside Franchise Consultation



January 2010

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Executive summary

The new Essex Thameside franchise is due to commence on 29 May 2011 and will continue the existing operations currently operated by National Express Group through its subsidiary, c2c.

Expressions of interest are now being sought, and shortlisted applicants will receive the Invitation to Tender planned to be issued in summer 2010. The winning bidder will be announced in early 2011.

By December 2011 all routes to London Fenchurch Street are expected to be capable of operating as 12-car trains (compared with today's maximum 8-car via Rainham and Ockendon) after Network Rail has completed a programme of platform lengthening. In the long term, this project will significantly increase the carrying capacity of the network into central London as longer trains are introduced.

The new franchise will provide important transport facilities during the period of the Olympic and Paralympic Games, especially at West Ham 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 has provided 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 proposed specification for this franchise will ask bidders to consider improving security, ticket retailing, passenger information and the journey to and from the station. It also proposes 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 respondent's views on any issues that may affect equality of opportunity in these areas.

We have already met with a number of stakeholder groups during the formulation of the proposed 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 new Essex Thameside franchise is due to commence on 29 May 2011 and will operate services in East London and parts of South Essex. The franchise provides train services on the London, Tilbury and Southend Railway line from Fenchurch Street in the City of London to Shoeburyness in Essex, along the entire length of the northern Thames Gateway area, including Basildon, Chafford Hundred, Tilbury and Southend-on-Sea.

The current franchise, one of the first three to be let in the UK, began in May 1996 for a term of 15 years and is due to expire on 29 May 2011. It was initially awarded to Prism Rail in December 1995 but was re-tendered in March 1996 and finally awarded on 26 May 1996. Prism Rail was purchased by National Express in September 2000 and the franchise was rebranded from LTS Rail to c2c in 2002.

Each weekday 354 train services are run on the route, with a further 279 services on a Saturday and 160 on a Sunday, carrying over 31 million passenger journeys per year. The existing franchisee is the best performing train operator in London and the South East in terms of the reliability and punctuality of services.

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 Essex Thameside. 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 Essex Thameside franchise;

- provide stakeholders with 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.

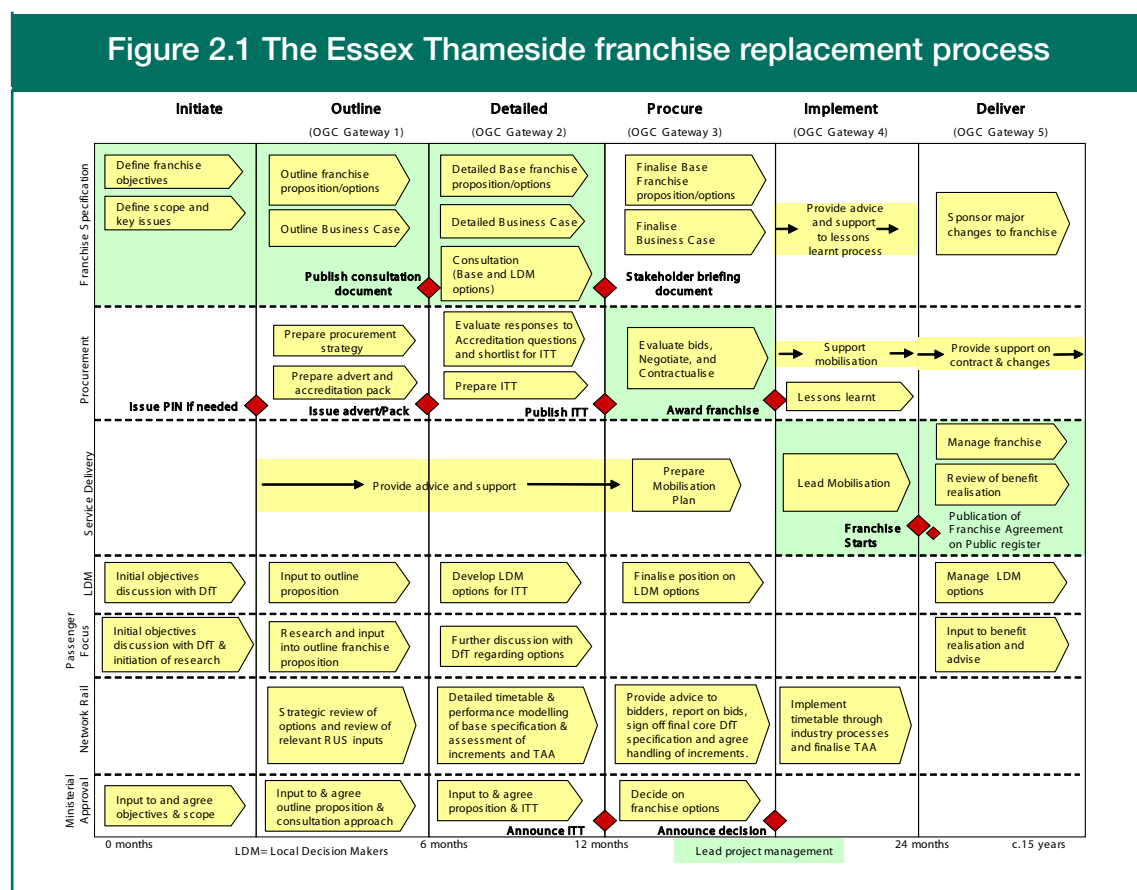
Stakeholders should also be aware of a number of other relevant studies and documents that are considering or have recently considered this area of the rail network and that have impacted upon the proposals set out within this consultation. These are:

- 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.
- Government Office for the East of England's *East of England Plan* published in May 2008.
- 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 *Transport 2025: Transport Challenges for a Growing City* document and *A Rail Strategy for London's Future 2025* document published in November 2006.
- 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.
- Communities and Local Government's *Thames Gateway Delivery Plan* published in November 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 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.



The Department is now commencing the Detailed Specification Stage, which will be informed by stakeholder comments arising from this consultation.

The Department's initial view of the base case specification is described 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 early 2011. The new franchise is expected to start on 29 May 2011.

3. The Essex Thameside franchise

This section describes the operations that currently make up the new Essex Thameside Franchise. (Figure A1.1 in Appendix 1 provides a map of the franchise area.)

Current franchise

The Essex Thameside franchise provides train services on the London, Tilbury and Southend Railway line from Fenchurch Street in the City of London to Shoeburyness in Essex, along the entire length of the northern Thames Gateway area. The main route from Fenchurch Street to Shoeburyness via Basildon is 40 miles (64 kilometres) long, and the fastest timetabled journey time is 58 minutes. The line currently has a maximum speed limit of 75 mph (121 km/h), although the Class 357 Electrostar trains that run on it are capable of a maximum speed of 100 mph (160 km/h). Before July 2002, it traded under the name LTS Rail.

The franchisee is Station Facility Owner (SFO) at the following 24 stations:

- Limehouse
- Barking
- Dagenham Dock
- Rainham
- Purfleet
- Grays
- Upminster
- Ockendon
- Chafford Hundred
- Tilbury Town
- East Tilbury
- Stanford Le Hope

- West Horndon
- Laindon
- Basildon
- Pitsea
- Benfleet
- Leigh-on-Sea
- Chalkwell
- Westcliff
- Southend Central
- Southend East
- Thorpe Bay
- Shoeburyness.

And also operates train services calling at the following four stations:

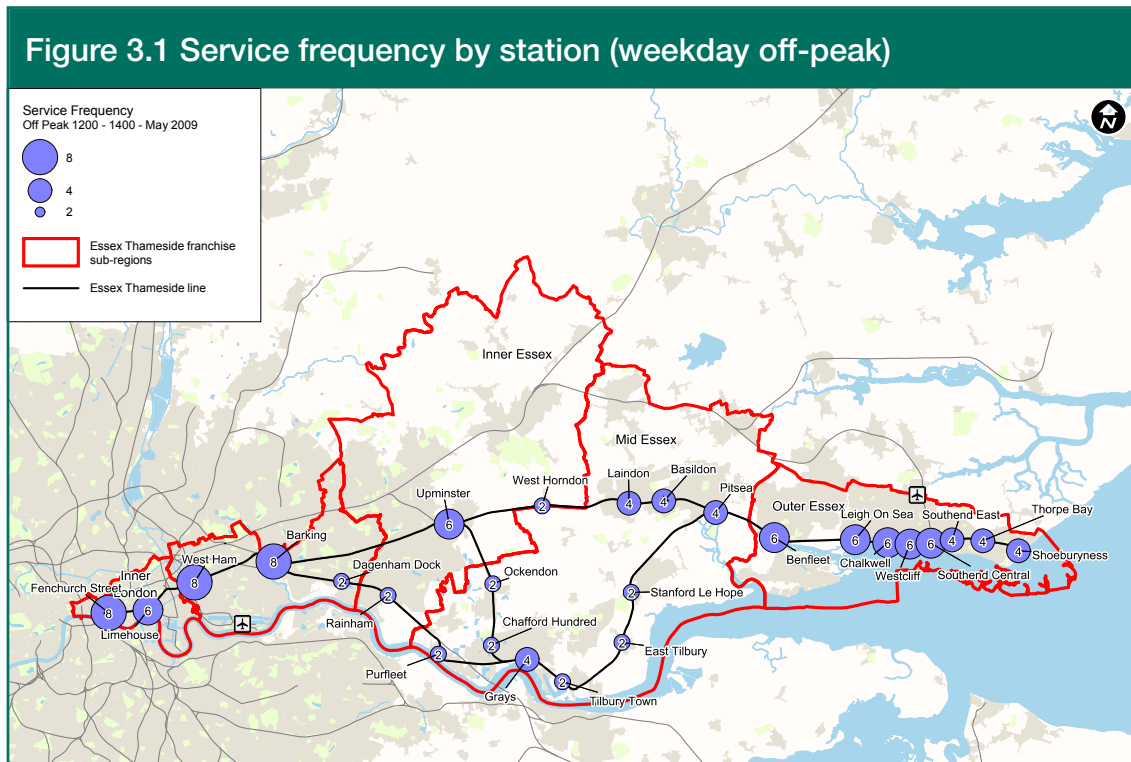
- Fenchurch Street
- West Ham
- Liverpool Street
- Stratford.

These stations serve communities in the following local authorities:

- City of London Corporation
- London Borough of Tower Hamlets
- London Borough of Newham
- London Borough of Barking and Dagenham
- London Borough of Havering
- Brentwood Borough Council
- Thurrock Borough Council
- Basildon Borough Council
- Castle Point Borough Council
- Southend on Sea Borough Council
- Essex County Council.

The High Level Output Specification (HLOS) identified the need for additional carrying capacity on services into London by strengthening some peak services to

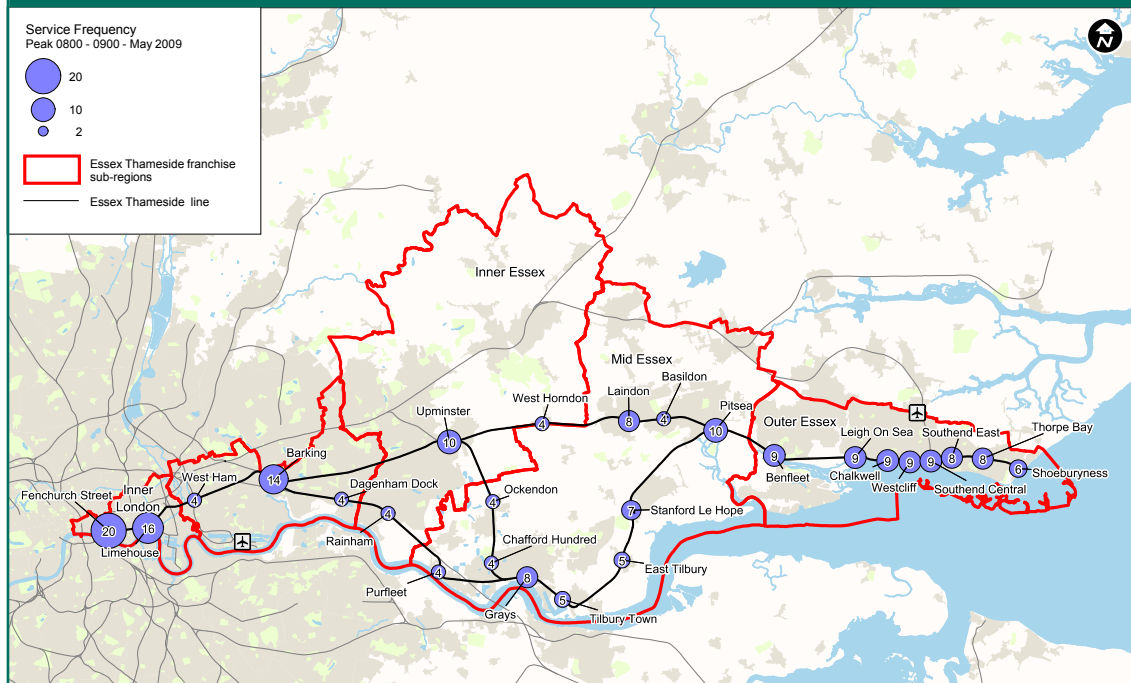
a maximum of 12 cars. This was in line with the Greater Anglia RUS, published in December 2007, which outlined a number of developments intended for the Thameside route. In Control Period 4 (CP4), this includes minor infrastructure works and additional rolling stock to allow some peak-service trains to be extended to 12-car formation. The infrastructure works cover platform extensions on the Tilbury loop and Ockendon branch, along with Pitsea on the main line.



The following off-peak services from London Fenchurch Street are currently operated (Figure 3.1):

- 4 tph to Shoeburyness via Laindon of which 2 tph do not stop at Limehouse, West Horndon and Pitsea.
- 2 tph to Grays via Rainham.
- 2 tph to Southend Central via Ockendon.

The above off-peak pattern is augmented and amended in the peaks to a total maximum of 20 trains per (high peak) hour into London Fenchurch Street.

Figure 3.2 Service frequency by station (peak)

Arriving in the morning high peak hour (08:00–08:59) there are 12 trains originating between Shoeburyness and stations to West Horndon, of which four start from Laindon (Figure 3.2). Eight services originate on the Tilbury loop, of which four run via Ockendon and provide additional capacity from Upminster towards London, and four run via Rainham. Some of these services start short at Grays.

During the morning peak, four services are run in 12-car formation, and during the evening peak six services are of 12-car length.

London Liverpool Street station is used as an alternative London terminus when necessary because of engineering work, and some evening services are currently operated from there to maintain driver knowledge. Services from London Liverpool Street all call at Stratford before continuing on to Barking.

The performance on the franchise has been consistently strong, with c2c's Public Performance Measure (PPM) measured in Moving Annual Average (MAA) improving from 94.8% to 96.0% over the last year. The spring 2009 National Passenger Survey (NPS) conducted by Passenger Focus showed that 'Overall Satisfaction' had risen to 91% compared with 87% in spring 2008. Both of these measures are consistently amongst the highest for any Train Operating Company (TOC) on the rail network.

Interchange exists with Transport for London (TfL) services in East London at Upminster (District Line), Barking (District Line, Hammersmith and City Line), West Ham (District Line, Jubilee Line, Hammersmith and City Line) and at Limehouse (Docklands Light Railway). West Ham station will also have additional interchange with the extended Docklands Light Railway from the summer of 2010 to Stratford

International. Further interchange exists with London Overground services to Gospel Oak at Barking and National Express East Anglia services to Romford at Upminster.

Currently 12-car operation is possible on the main line via Laindon, where platform lengths permit such operation, whereas on the Tilbury loop the maximum train length is 8-car. Within the current franchise, 12-car services are provided on the main line using 'train captains' in addition to drivers, with no provision yet made for 12-car Driver Only Operation (DOO) services. All other services are capable of DOO.

The majority of the network is double track, electrified at 25 kV AC, except between London Fenchurch Street and Christian Street Junction, (approximately 1.5 km from the London terminus), which is quadruple track, and the Ockendon branch between Upminster and West Thurrock Junction (near Grays), which is single track with a passing loop at Ockendon. The whole route is signalled with three or four aspect colour light signalling controlled from the Integrated Electronic Control Centre at Upminster. As part of the Olympic preparation works, signalling in the West Ham area is due to be upgraded by Network Rail in time to facilitate additional stops at West Ham from the timetable date change in December 2011.

The central part of Essex Thameside route has significant freight use, in particular the Tilbury loop, which provides access to a number of important freight terminals in the area.

On 29 November 1992, Tilbury Riverside railway station was closed. It used to be located south of a triangular junction on the railway between Tilbury Town and East Tilbury. Many years prior to closure, the station was only served by a limited service because increased car ownership, coupled with the nearby Dartford Crossing, caused a decline in use of the passenger ferry linking Tilbury to Gravesend. The old station site is now an indoor car park for the Tilbury passenger terminal.

The ferry terminal can now be reached by a shuttle bus service from Tilbury Town station that is provided by Thurrock Borough Council on behalf of c2c. The bus service runs approximately every 30 minutes between about 5.30 am and 7 pm from Monday to Saturday, in line with a similar service pattern on the ferry. There are 28 bus services in each direction on Monday to Friday, and 27 on a Saturday, with no Sunday service. In recent times, Thurrock Borough Council has taken the opportunity to build in some local enhancements by including stops at Calcutta Road, Civic Square and Brennan Road.

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.

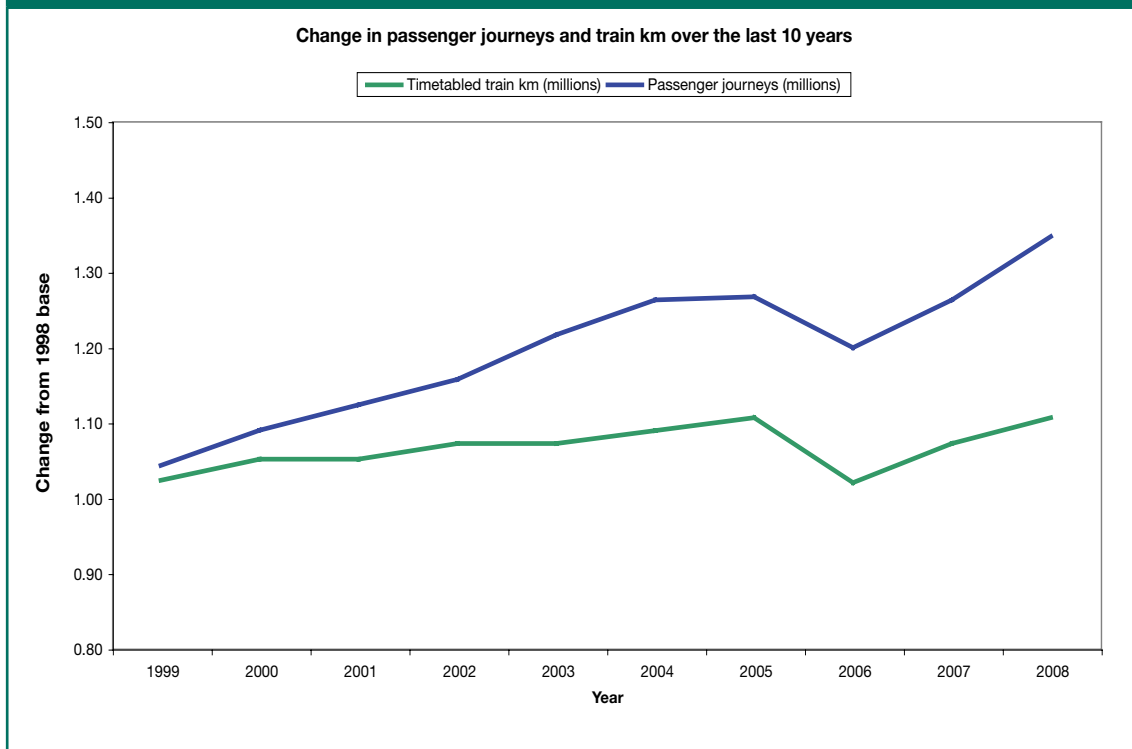
Prior to the issue of the Invitation to Tender (ITT), the Department will prepare a revised set of forecasts to take account of recent changes in the base levels of passenger demand and the forecasts of the variables that might influence future demand.

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

In 2008/09 Essex Thameside collected over £102 million in revenue and was responsible for over 31 million passenger journeys.

In recent years business has grown significantly. The franchise has seen revenue compound annual growth of over 8% per annum since 2005/6, helped by strong economic growth and improvements in performance following the introduction of a new fleet of rolling stock. Passenger growth has been on a continuous increase since 1999, except for 2006, when a number of strikes disrupted services and demand (see Figure 3.3).

Figure 3.3 Passenger growth on Essex Thameside since 1999



Despite strong growth the current operator, c2c, has accommodated this demand without an increase in the overall PIXC (Passengers In Excess of Capacity) measure. Details of the 2008 PIXC results can be seen in Table 3.1. In 2007 the overall PIXC score for c2c was 1.7%, compared to 1.8% in 1999 and 2.2% in 2004, even though the overall demand has increased by nearly 21% between 1999 and 2007. This has been achieved by matching available rolling stock to those routes that are most crowded. In spite of this, crowding remains a problem on some peak period services, especially those that arrive in central London between 08:00 and 08:59, and the 2008 PIXC results have seen an increase to 3.0% in the high peak hour and 2.7% in the AM peak. A key aim of the new franchise will be to address this problem. Train operators provide data on passenger numbers to the Department for Transport (DfT) and the current data will be given to bidders, who will be expected to use this to assess future train service patterns.

Table 3.1 Passengers in excess of capacity (PIXC) statistics for Essex Thameside

Year	AM PIXC (%)	PM PIXC (%)
1998	1.0	0.0
1999	1.8	0.3
2000	1.6	0.7
2001	0.3	0.4
2002	0.9	0.2
2003	1.3	0.5
2004	2.2	0.8
2005	0.8	0.1
2006	0.8	0.2
2007	1.7	0.0
2008	2.7	0.3

It should be noted that the franchise compares favourably to the London and South East average (as can be seen in Figures 3.4 and 3.5). However, this should be considered alongside the knowledge that an allowance is made for standing for journeys under 20 minutes. As this franchise involves heavy commuter flows with the London area, this accounts for a significant proportion of passenger journeys. Indeed, the most crowded sections on the route into London Fenchurch Street are the sections before Limehouse and West Ham. This is due to customers transferring on to Underground and DLR services at these stations, reducing loads on the final section into London Fenchurch Street. The critical load on the route often occurs at Barking, West Ham or Limehouse.

Figure 3.4 AM PIXC on Essex Thameside and London & South East since 1998

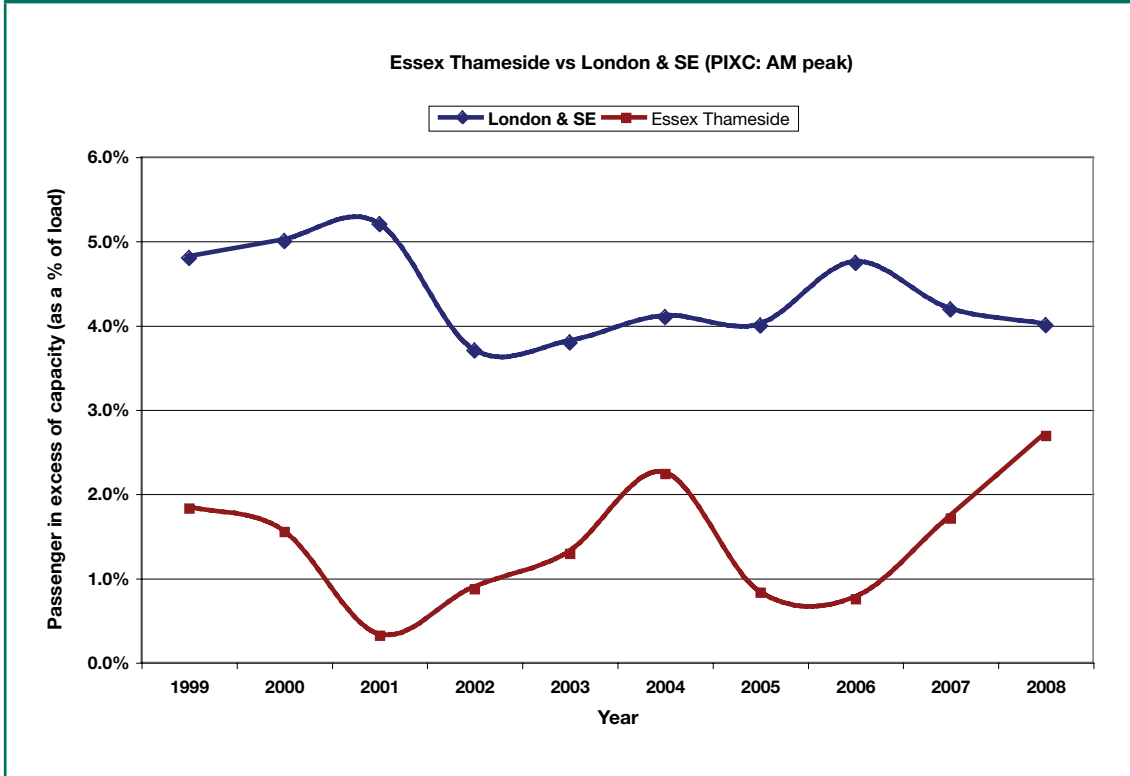
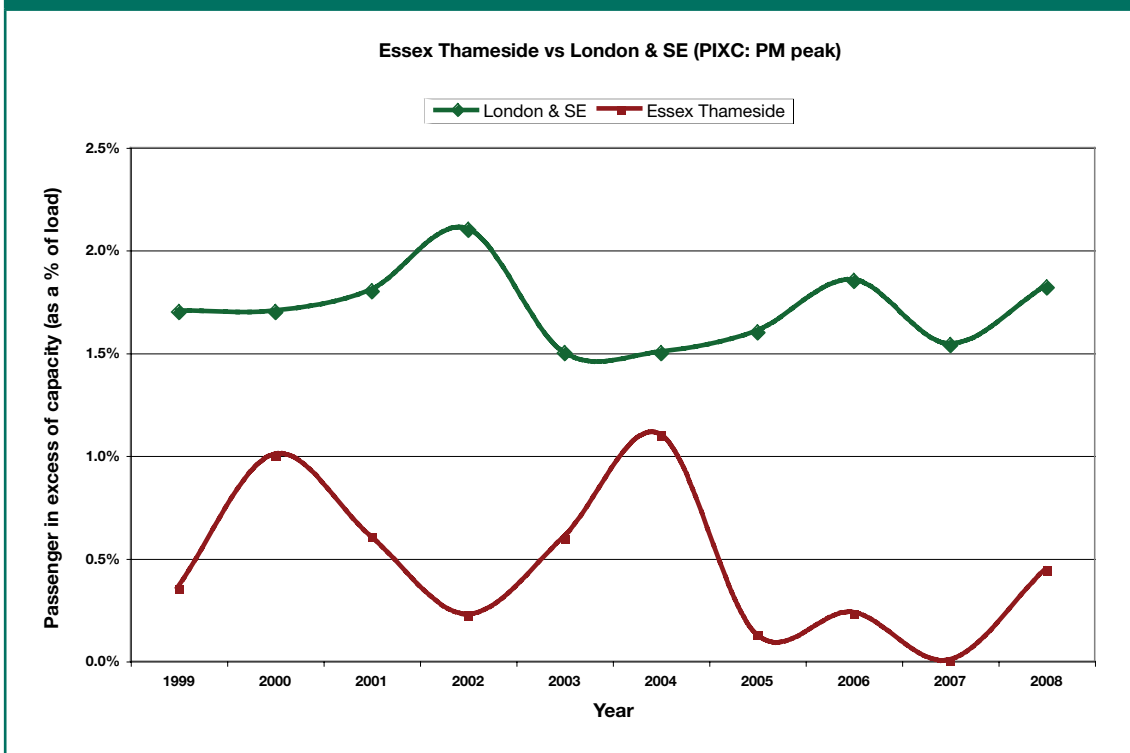


Figure 3.5 PM PIXC on Essex Thameside and London & South East since 1998



Thames Gateway population growth

The franchise region covers an area planned to provide some of the highest levels of housing development in the country. This area, the Thames Gateway, extends from the Docklands in East London to Southend-on-Sea. This population growth is likely to increase demand for rail travel.

The Thames Gateway is the United Kingdom's largest regeneration area. The London Thames Gateway (LTG) is home to around 500,000 people. It incorporates land along the riverside of seven East London Boroughs, including Barking (additional 11,000 homes) and Rainham (additional 6000 homes). The London Plan proposes that, over the next two decades, almost half of the capital's new homes will be built in these seven boroughs.

The Thames Gateway in South Essex covers broadly the area from Basildon to as far as Southend. It spans five districts (Basildon, Castle Point, Rochford, Southend-on-Sea and Thurrock). Between 2001 and 2016, around 31,575 new homes have been planned to be built and around 42,500 jobs created in South Essex.

These developments will have major impacts on the adequacy of public transport in the area.

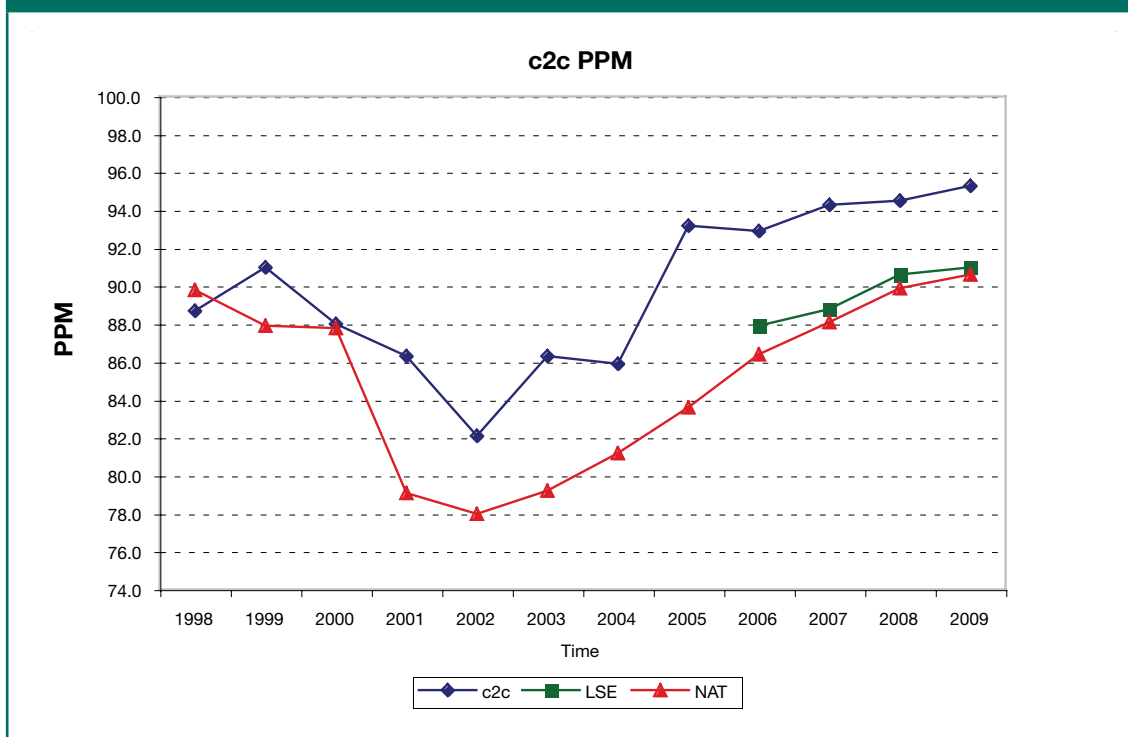
Reliability and performance

Table 3.2 and Figure 3.6 detail performance by c2c since 1998 (LSE figures have only been recorded since 2006). The impact of the accident at Hatfield in 2000 can be clearly seen, together with the improvements in performance in recent years through the introduction of new rolling stock between 1999 and 2001. In line with the experience seen elsewhere, performance has recovered significantly, with the Public Performance Measure (PPM) for c2c now above pre-Hatfield levels. The current levels of 96.0% are the best of any operator. Performance has been consistently high, and it will be important that high levels of performance are maintained in the new franchise.

Table 3.2 Historic performance measures for c2c (MAA)

Rail year	c2c PPM (%)
1998	88.7
1999	91.0
2000	88.0
2001	86.3
2002	82.1
2003	86.3
2004	85.9
2005	93.2
2006	92.9
2007	94.3
2008	94.5
2009	95.3

Figure 3.6 Historic performance measures for c2c (MAA)



Rolling stock and depots

In the last decade, the franchise has benefited from the delivery of 296 new carriages. These 74 new trains have transformed the quality of service offered to passengers, have allowed new services to be operated and helped generate increased levels of demand.

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

Table 3.3 Essex Thameside franchise rolling stock

Unit class	Traction	Year built	Seating Type	Seats/Capacity	Units and formation
357/0 Electrostar	Electric Multiple Unit	1999	High density (2+3)	282/406	46 x 4 car
357/2 Electrostar	Electric Multiple Unit	2002	High density (2+3)	282/406	28 x 4 car

The 74 class 357s are equipped for DOO but ‘train captains’ are still used for the trains that operate as 12-car. The units are not equipped with Selective Door Opening (SDO). They are capable of 100 mph running, but the infrastructure and service pattern constrain operation to 75 mph.

The franchisee already operates regenerative braking technology across the entire franchise area. Bidders will be required to continue and extend regenerative braking to any new build rolling stock introduced to the franchise.

East Ham is the only maintenance depot located within the franchise boundary, and all of the Class 357 units are allocated here for maintenance. It is a large depot, with ten covered pitted roads of 12-car length and one shorter road. All maintenance and servicing activities on the Class 357 fleet are performed at East Ham, and some heavy maintenance.

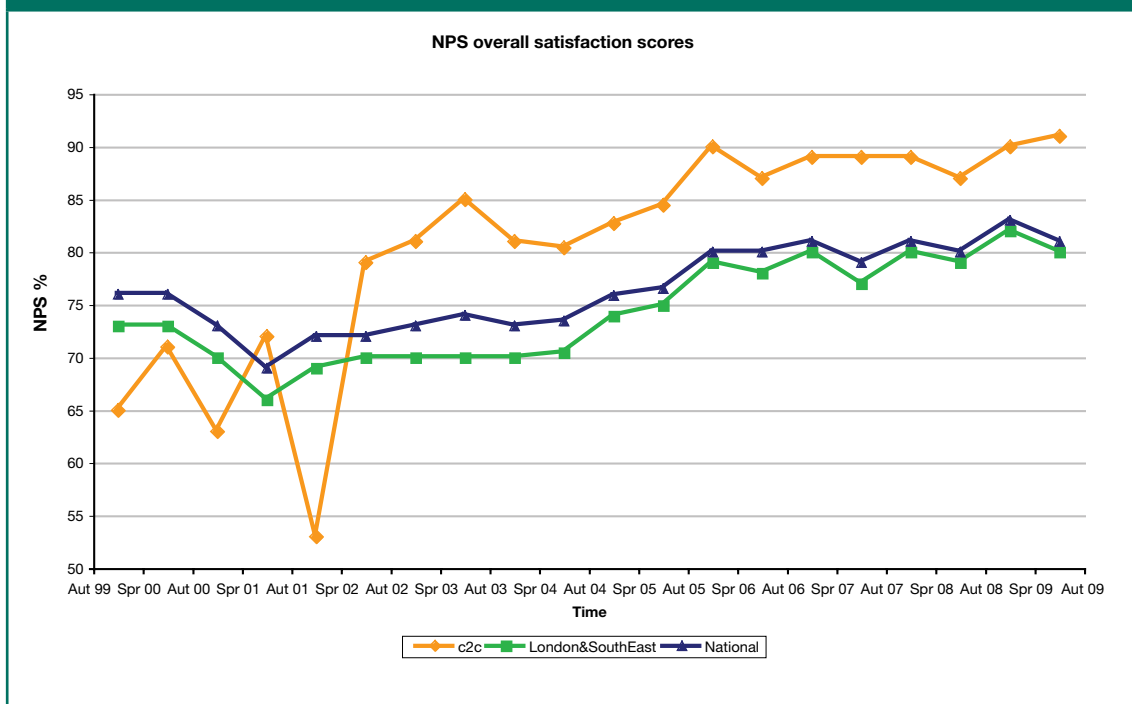
Berthing takes place within and outwith the maintenance shed at East Ham, with 23 units berthed within the shed overnight and an additional 9 lane sidings. There is further availability for stabling at Shoeburyness with 31 lane sidings, although only 28 are currently used berthing 50 class 357 units overnight.

Ilford Heavy Maintenance Depot is a Bombardier-owned site outwith the franchise boundary. For the Class 357 fleet, Ilford is used for tyre turning, bogie overhauls, corrosion repairs, painting and other heavy repairs beyond the scope of East Ham. One unit is typically at Ilford for heavy maintenance each day.

Service quality

In recent years the current operator has improved the overall customer satisfaction as measured by the National Passenger Survey (NPS) (see Figure 3.7). The major dip in autumn 2001 was due to significant reliability issues with the new class 357 fleet when first introduced. All units were taken back out of service causing significant disruption to passengers. There has been a steadily improving trend ever since and overall NPS now over 91% is above the London and South East average.

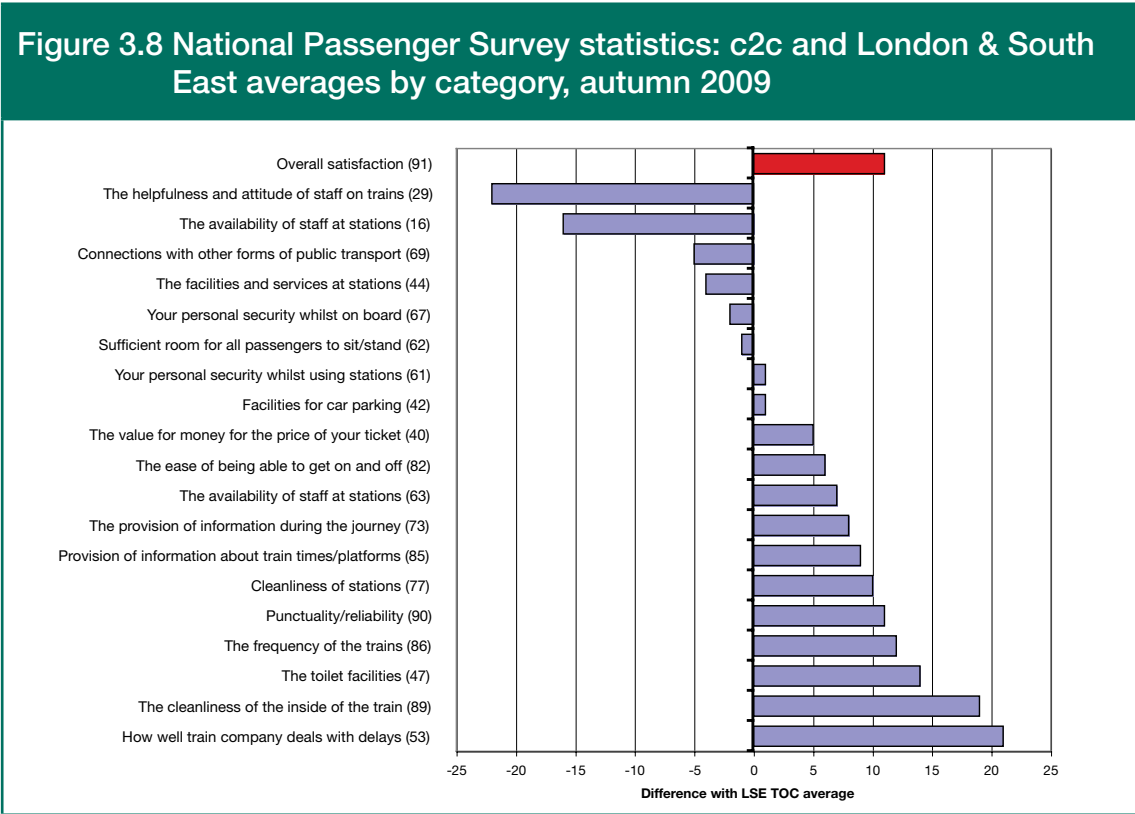
Figure 3.7 NPS statistics: c2c, London & South East and national averages



Whilst these scores are good, areas for improvement can be identified within the individual attributes measured by NPS (see Figure 3.8).

A particular area of concern relates to staffing availability at stations and staff attitude and helpfulness on trains. All but 10 daily services are conducted as DOO operation, so passengers rarely observe staff on a train. It therefore becomes even more important to provide quick and accurate communication in times of disruption to keep passengers well informed.

Despite staff coverage at stations at both ticket offices and on gate lines, passenger perception of availability of staff is still low.



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. Initial feasibility work, combined with 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, including potential Thames Gateway proposals.
- To achieve sustainable value for money of the franchise within the constraints of the overall franchise budget.
- 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 (before 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 Essex Thameside 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 Essex Thameside franchise in order to contribute towards national performance targets.
- To ensure alignment of the Essex Thameside 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 Essex Thameside 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 of the market and contract design. These include 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 Essex Thameside. 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.

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 Essex Thameside franchise.

High Level Output Specification (HLOS) – longer trains

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

Table 6.1 HLOS peak demand to be accommodated by end of CP4

London terminus	Peak three hours			High-peak hour		
	Forecast demand in 2008/09	Extra demand to be met by 2013/14	Maximum average load factor at end CP4 (%)	Forecast demand in 2008/09	Extra demand to be met by 2013/14	Maximum average load factor at end CP4 (%)
Fenchurch Street	26,000	2,500	67	13,900	1,600	76

Network Rail has published its proposals to provide this additional capacity as part of the Greater Anglia Route Utilisation Strategy and this envisages 12-car services being provided on the following corridors from December 2011:

- London Fenchurch Street via Laindon.
- London Fenchurch Street via Ockendon.
- London Fenchurch Street via Rainham.

It should be noted that the 8-car bay platform at Grays is not planned to be extended to accept 12-car formations.

Twelve-car operations are already available on the main line via Laindon. Whilst all routes will be capable of operating these services, full length trains are not envisaged to operate at all times of day and will be used mainly for peak services.

The Invitation to Tender will include the HLOS intervention for extra capacity into London Fenchurch Street.

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.

Lengthening of platforms across the franchise area will lead to some minor disruption whilst work is carried out. This 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.

West Ham resignalling project

The Network Rail Discretionary Fund (NRDF) is being used to progress this scheme, which has been designed to improve the number of peak trains able to stop at West Ham station, to allow interchange onto the District Line, Jubilee Line and Hammersmith and City Line. From the summer of 2010, further interchange will be available from West Ham on to the Docklands Light Railway to Stratford and City Airport. This scheme was also an aspiration of the Olympic Delivery Authority (ODA) to facilitate handling the greater flows envisaged at the Olympic Park during and especially at the end of each competitive day.

The intention during the period of the Olympics will be to increase the dwell time at West Ham up to 3 minutes after 21:30.

When complete, this scheme will allow more trains to stop at West Ham during the peak hour. The current intention is for this work to be undertaken and completed by May 2011 to allow changes to the timetable from December 2011.

Other schemes

The Department is aware of only one other scheme that is currently included in the Network Rail Strategic Business Plan which will impact on the Essex Thameside 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.

The London 2012 Olympic and Paralympic Games

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 West Ham, where the Olympic Park can be accessed by a 15 minute walk over the ‘Greenway’.

Leigh on Sea will provide access to the Olympic mountain bike competition, which will be held at Hadleigh Farm in Essex.

The franchisee will be required to work closely with the ODA, TfL and relevant local authorities, both to 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. Pitsea is currently benefiting from the Access for All Scheme, with works planned to be completed by June 2011. This scheme, which aims to improve access to national rail stations, is planned to deliver improvements at Laindon, Limehouse and Tilbury Town between 2012 and 2015.

The winning bidder will be expected to co-operate with and reasonably assist the implementation of the Programme. Further information can be found at the Department’s website at 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, which 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 Basildon,

Chafford Hundred, Limehouse, Ockendon, Shoeburyness and Southend East. Chalkwell and Upminster are also proposed for improvement.

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.

Barking station enhancement

A recent review of station standards conducted by Station Champions Chris Green and Sir Peter Hall highlighted Barking station as a key interchange station that would benefit from investment in improved facilities. A copy of the findings of this review can be found on the DfT website at www.dft.gov.uk/pgr/rail/passenger/stations/betterrailstations. The Department will be reviewing the recommendations of this report, entitled ***Better Rail Stations***, and considering the forthcoming consultation responses to it in order to develop its understanding on what appropriate methodologies may be available to facilitate such enhancements.

There is huge local enthusiasm for a renovation plan to improve Barking station and enable it to handle the extra traffic from additional housing planned in local developments, including Barking Reach, through the Barking Station Interchange Master Plan.

The Government has agreed with Network Rail that it will make up to £50 million available in the near future for funding improvements and, together with developer and local contributions and refranchising obligations, will enable an early start to be made on stations such as Barking. The investment will be subject to a satisfactory business case and the prospect of an adequate financial return. Bidders will be expected to have considered this in their proposals to make enhancements at this station.

Community rail partnerships

Within the Essex Thameside area there is scope to develop a number of community rail initiatives that are designed to support and develop the local rail network and create links between the community, businesses and the railway, including seeking ways to improve facilities on stations through local station sponsoring.

The Department expects the bidders for the new Essex Thameside franchise to demonstrate a commitment to work with any partnerships that develop over time and to indicate how they propose to work with communities over the life of the franchise.

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

Peoples 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 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 Essex Thameside franchise.

Since mid-2009, the Department has met regularly with Passenger Focus, and these discussions will continue. Passenger Focus has also conducted specific research about customer expectations for the franchise, generating responses from over 1,000 passengers on both the main line and Tilbury loop routes. These findings, together with information from the regular National Passenger Survey (NPS) and other research into passenger views and priorities, have been 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.

The Passenger Focus report identifies 52 recommendations. However, in summary, its priorities for the franchise can be summarised as:

- improving punctuality and reliability, moving towards a Right Time railway;
- delivering additional peak capacity to reduce crowding;
- improving aspects of the current c2c 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.

With further recommendations proposed on the following:

- introduction of a Passenger Charter;
- meeting the needs of disabled passengers;
- improving accessibility to stations;
- improving the environment on trains and at stations.

The full list of recommendations for the franchise and the analysis underpinning them is set out within the Passenger Focus submission to the Secretary of State. This document and summary reports of the route-based research are available on the Passenger Focus website (www.passengerfocus.org.uk).

The Department will continue to work with Passenger Focus in considering how best to reflect some of these recommendations in a cost-effective, affordable and practical manner, as the detailed franchise specification is developed. In general, the Department is supportive of the main elements of the report; especially those elements that seek to improve service quality, passenger information and link improvements to contracted NPS results.

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 Greater London Authority (GLA).

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.

Of the 24 stations the Essex Thameside franchisee will manage and become Station Facility Owner for, five sit within the boundaries of GLA. These are Limehouse, Barking, Dagenham Dock, Rainham and Upminster. A further four stations served by the franchise sit within the GLA. These are:

- Fenchurch Street and Liverpool Street, both of which are managed by Network Rail.
- Stratford, which is managed by National Express East Anglia; and
- West Ham, which is managed by London Underground.

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 proposed by Passenger Focus are to be tackled.

This specification has been developed after detailed discussions with Network Rail, Transport for London and Passenger Focus and after considering the responses made to the Department following the initial pre-consultation briefing event last September.

Importantly, the Department does not propose to make wholesale changes to the existing timetable. This section 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.

A summary of the main changes is contained in Table 9.2.

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

The main route from London Fenchurch Street to Shoeburyness via Basildon is 40 miles (64 km) long, and the fastest timetabled journey time is 58 minutes. The line currently has a maximum speed limit of 75 mph (120 km/h), although the Class 357 Electrostar trains which run on it are capable of a maximum speed of 100 mph (160 km/h).

The majority of the network is double track, electrified at 25kV AC, except between London Fenchurch Street and Christian Street Junction (approximately 1.5 km from the London terminus), which is quadruple track, and the Ockendon branch between Upminster and West Thurrock Junction (near Grays), which is single track with a passing loop at Ockendon. The whole route is signalled with three or four aspect colour light signalling controlled from the Integrated Electronic Control Centre at Upminster. Signalling in the West Ham area is due to be upgraded by Network Rail by May 2011 as part of the Olympic preparation works.

Currently 12-car operation is possible on the main line via Laindon, where platform lengths permit such operation (except for Pitsea), whereas on the Tilbury loop 8-car trains are the maximum train length. Within the current franchise, 12-car services are provided using ‘train captains’, with no provision yet made for 12-car Driver Only Operation (DOO) services. All 4- and 8-car services are capable of DOO operation.

The following off-peak services from London Fenchurch Street are currently operated:

- 4 tph to Shoeburyness via Basildon of which 2 tph do not stop at Limehouse, West Horndon or Pitsea.
- 2 tph to Grays via Rainham.
- 2 tph to Southend Central via Ockendon.

The above off-peak pattern is augmented and amended in the peaks to a total maximum of 20 trains per (high peak) hour into London Fenchurch Street. Arriving in the morning high peak hour (08:00–08:59) there are 12 trains originating between Shoeburyness and stations to West Horndon, of which four start from Laindon. Eight services originate on the Tilbury loop, of which four run via Ockendon and provide additional capacity from Upminster towards London, and four run via Rainham. Some of these services start short at Grays.

London Liverpool Street station is used as an alternative London terminus when necessary because of engineering work, and some evening services are currently operated from there to maintain driver knowledge. Services from London Liverpool Street all call at Stratford before continuing on to Barking.

The Tilbury Riverside bus service is currently provided by Thurrock Borough Council on behalf of c2c. It provides a link between Tilbury Town station and the ferry terminal at Tilbury Riverside. The service runs approximately every 30 minutes between about 5.30 am and 7 pm from Monday to Saturday. There are 28 services in each direction on Monday to Friday, and 27 on a Saturday, with no Sunday service. In recent times, Thurrock Borough Council has taken the opportunity to build in some local enhancements by including stops at Calcutta Road, Civic Square and Brennan Road.

Service level commitments

It is proposed that the new franchise will provide a similar service pattern from London Fenchurch Street as is currently operated.

The train service that the successful bidder will be required to deliver will be contractualised in the Franchise Agreement through a Service Level Commitment (SLC) (see Table 9.1). It is envisaged that there will be a Track Access Agreement for the length of the franchise that will support the delivery of the SLC.

SLC1

The timetable that will be in force when the franchise commences in May 2011 will be described as SLC1.

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

SLC2 will detail some changes, such as the additional stops planned at West Ham, and possibly additional services on the Tilbury loop, although this should not be a substantial timetable revision.

SLC2 will run from the timetable change date in December 2011 and will continue unaltered until the start of the 16-day Olympic Games period of 2012.

Enhancements in terms of capacity and frequency of off-peak service will be required during the period of the Olympic Games. This will be treated as SLC2a, with the franchise returning to SLC2 after the end of the Olympic period. It is not envisaged that additional services or capacity will be required for the period of the Paralympic Games.

Other SLC matters

While the introduction of any additional rolling stock during the franchise will facilitate the delivery of additional capacity, it should not affect the fundamentals of the timetable or SLCs (Table 9.1).

Table 9.1 Service level commitment dates

Service level commitment	Duration
SLC 1	May 2011 to December 2011
SLC 2	December 2011 to franchise end
SLC 2a	July – August 2012*

* Exact date subject to further detailed work by ODA

During the course 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 peak period there will be a number of 12-car trains increasing capacity of some trains by 50% compared with today.

Essex Thameside Main Line

This service comprises the commuter trains that run from Shoeburyness to London Fenchurch Street.

It is proposed that SLC1 will require the operation, unaltered, of the timetable inherited at the beginning of the franchise.

SLC2 service will be similar to SLC1 and will see minor changes, including additional stops at West Ham.

Further peak capacity is expected to be provided during SLC2, possibly by the extension to 12 cars of some additional peak services upon the introduction of additional rolling stock to meet HLOS capacity enhancement requirements.

Ockendon Branch Line

This service comprises the commuter trains that run via Ockendon and Chafford Hundred to London Fenchurch Street.

It is proposed that SLC1 will require the operation, unaltered, of the timetable inherited at the beginning of the franchise.

SLC2 service will be similar to SLC1 and will not see any fundamental changes.

Changes were considered to the off-peak service pattern on the Ockendon Branch Line with a view to providing a four trains per hour service to all stations. However, analysis confirms this will not be operationally possible without the construction of a significant amount of new infrastructure.

Further peak capacity is expected to be provided during SLC2, possibly by the extension to 12 cars of some peak services.

Tilbury loop

This service comprises the commuter trains that run via Rainham and Dagenham Dock to London Fenchurch Street.

It is proposed that SLC1 will require the operation, unaltered, of the timetable inherited at the beginning of the franchise.

The current service specification does not fulfil the TfL aspiration to serve all routes with a four trains per hour (tph) off-peak service, therefore the case for an increase in frequency is being considered. However off peak demand level on this route is currently low.

SLC2 may see some additional services following discussions with TfL and Network Rail. Further peak capacity is expected to be provided during SLC2, possibly by the extension to 12 cars of some peak services.

Weekend service patterns, especially first and last times of operation on Sundays are also being considered.

Tilbury Riverside bus service

The Tilbury Riverside bus service between Tilbury Town station and Tilbury Riverside is infrequently used. The service is paid for by the franchisee and operated by a private bus service provider, via a contract with Thurrock Council. A recent survey conducted over a week in April 2009 suggests that, on average, about two passengers use each bus in either direction. However, the total patronage includes residents using the bus for local trips (e.g. shopping or recreation) and not just instances where passengers are using the bus to access rail services. The survey suggests that the total daily patronage by passengers using the bus to access rail services could be as low as eight passengers per day.

The Department is considering whether this service continues to provide a valuable and cost-effective link between Tilbury Town station and Tilbury Riverside and welcomes respondents' thoughts on this matter.

Services at evenings and weekends

In response to increasing demand, the Department may ask bidders to consider the specification of a more consistent first/last train time service pattern across all three routes. This could involve extending the off-peak service pattern later in the evening to provide a minimum four trains per hour on most routes until around 00:30 on Monday to Saturday. The Department has also started discussions with Network Rail about whether it is possible to provide last services operating around 01:00, or later where practical.

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.

Services on public holidays

The franchise currently provides services on Bank Holidays at a Sunday service frequency. The second May Bank Holiday service is enhanced because of the Southend Festival of the Air show, as is the service on the Sunday that precedes it.

Bidders will be required to assess what the appropriate Bank Holiday service specification should be and whether a skeleton level of service should be provided on Boxing Day.

The franchise currently runs some later New Year's Eve services, with last services departing London Fenchurch Street via Rainham, Ockendon and Laindon between 01:45 and 02:15. Bidders will be required to assess whether all three routes should have a last service departing after 02:00.

The Department will ask bidders to assess the case for further improvements to these frequencies.

Respondents are encouraged to consider the appropriate first and last train times and service frequencies proposed for the franchise and comment as to whether they are appropriate.

Reliability and performance

In recent years the reliability of Essex Thameside services has improved so that by the end of 2008 the current operator was achieving Public Performance Measure (PPM) scores of over 95%.

The specification will expect this improving trend to continue and for Essex Thameside 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.

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

A summary of proposed service specification changes is provided in Table 9.2.

Table 9.2 Summary of possible service specification changes

Routes	SLC1 (May 2011 – Dec. 2011)	SLC2 (Dec. 2011 – franchise end)	SLC2a (July – Sep. 2012)
Essex Thameside Main Line	As today	Additional stops at West Ham Possible later Saturday service	Additional service pattern in off peak Temporary late night services
Ockendon Branch Line	As today	Possible later Saturday service	
Tilbury loop	As today	Possible off-peak 4 tph Dagenham Dock, Rainham, Purfleet Possible later Saturday service Possible earlier and later Sunday services	
Tilbury Riverside bus	As today	Subject to consultation	

Bidders, as always, will be encouraged to come up with alternative measures that may deliver better performance, capacity or journey times. Where these involve timetable changes, this will be consulted upon separately.

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 comment on and 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 being consulted upon, can be found on the DfT website (www.dft.gov.uk/pgr/rail/passenger/stations/beterrailstations) 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 enhancements proposed 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.

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 5,000 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 2,800 car parking spaces exist on the franchise, of which approximately 60 are for disabled users. Six stations have no provision for car parking spaces – these are Barking, Basildon, Chalkwell, East Tilbury, Limehouse and Tilbury Town. The Department believes that a case may exist for around 400 additional car parking spaces across the franchise.

Subject to the successful completion of a number of pilot studies, including one taking place in Southend (involving both Southend Central and Southend Victoria stations), the Department proposes to extend the trials of Station Travel Plans. An additional seven Station Travel Plans are proposed across the franchise area. Some of these plans should 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 these, 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 around 600 additional secure cycle parking spaces are provided across the franchise area. These will be in addition to approximately 400 cycle spaces that already exist on the franchise. Some of these additional spaces may be provided before the new franchise commences through the £14 million funding of cycle improvements announced by the Department on 28 September 2009. All stations except Basildon, East Tilbury, Limehouse and Thorpe Bay currently have some cycle space provision, although only 15 of the 20 are covered by CCTV. 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.

It should further be noted that the research conducted by Passenger Focus highlights toilets as being the most important facilities to have at stations.

It will be for bidders to consider what appropriate enhancements should be made at stations.

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*.

All stations within the Essex Thameside franchise area 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 the current level of accreditation throughout the franchise term.

The majority of the rolling stock that operates on this franchise has on-train CCTV coverage. We will consider extending the level of coverage to all rolling stock.

Of the 18 car parks operated by Essex Thameside, five have been awarded the Park Mark award, and the specification may require this level of coverage to increase to cover all station car parks.

All stations operated have Help Points, and this level of coverage will be required to continue.

Bidders will also be expected to outline plans for other security enhancements, such as extensions to CCTV coverage, 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. As part of the Oyster PAYG agreement, it was agreed that four stations on the franchise outside the GLA boundary would also accept Oyster PAYG. These stations are Purfleet, Ockendon, Chafford Hundred and Grays. 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), with the exception of these four stations outside the GLA, where Oyster PAYG is accepted and the train operator will retain the rights to set fares. We would not expect Oyster PAYG to be extended beyond these stations.

In addition, the Department will ask bidders to consider retailing some Oyster products from stations within the Travelcard boundary and at those stations outside the boundary where Oyster is accepted. However this will be dependent 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.

In recent years new ticket machines have been provided across the franchise, and their use has increased significantly. Currently the franchise has 52 Ticket Vending Machines (TVMs), with at least one situated at each station it operates. 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 all stations but one, Southend East, have ticket gates, while Purfleet does not have gates on one of its platforms. The interchanges with TfL services are generally not gated. The base specification will seek proposals to minimise revenue loss across the Essex Thameside area. In addition to improving revenue protection, these initiatives could increase staff visibility and help improve security and reduce vandalism. Improving staff visibility was a key finding from the 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 train 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, would also increase access to information for passengers.

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

Improving service quality

The improvements 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. These 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) to keep customers informed.

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.

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.

The franchisee and Network Rail already operate regenerative braking technology across the entire franchise area. Bidders will be required to continue and extend regenerative braking to any new build rolling stock introduced to the franchise.

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 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 Department. 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 Department's requirements for increments/decrements can be made available on request.

The Department 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 Essex Thameside franchise.

Beam Park station

The Department is aware of the aspiration for a new station held by the London Development Agency for Beam Park, on the Tilbury loop between Rainham and Dagenham Dock stations. 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. Bidders will be required to comment on how they would approach such a process.

Freight

At London Gateway, a new deep-water port is proposed which will be of national importance to the future of the UK port and logistics industry and will necessitate additional access for freight. Currently there exist between 22 and 28 freight paths per day in each direction (varies by day of the week). Latest forecasts suggest that up to 65 paths per day in each direction could be required by 2030.

Freight operators are significant users of the central part of Essex Thameside's route network, in particular the Tilbury loop, which provides access to a number of important freight terminals:

- Tilbury Container Terminal.
- Thames Haven and future London Gateway Port.
- Ripple Lane interchange sidings for Channel Tunnel traffic.
- Aggregates (Dagenham and Purfleet).
- Automotive (Dagenham and Purfleet).
- Ministry of Defence Terminal at Shoeburyness.

Freight traffic is forecast to grow, particularly in respect of aggregates, associated with the development of the Thames Gateway area, and the intermodal flows to and from London Gateway Port, which has been approved for development. Currently, all freight trains enter and leave the Essex Thameside network via the connection from Barking to the Gospel Oak line and to the Great Eastern Main Line at Forest Gate. To accommodate the forecast growth, the Greater Anglia RUS proposed upgrading of the Gospel Oak – Barking route, as well as the gauge and capacity enhancements to provide a resignalled route gauge cleared for high cube intermodal services, have recently been completed.

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. This extension will facilitate interchange between Essex Thameside and the DLR at West Ham, in addition to the existing interchange at Limehouse.

The proposed DLR extension from Gallion's Reach to Dagenham Dock via Barking Riverside would connect the Barking Reach area with the Docklands. Construction was not expected to start until 2013, and the earliest expected completion date was 2017 under the original plans. However, this project is currently on hold following a review of TfL priorities. Should the project go ahead in the future, it would allow a further interchange between the Essex Thameside franchise and DLR at Dagenham Dock.

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 London Paddington and London Liverpool Street during peak periods by creating a direct link from northeast to southeast London and on into Essex.

Crossrail services are due to start operating in 2017, and there will be no direct interchange between Crossrail stations and those on Essex Thameside.

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 it 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.

Thameslink Programme

The Thameslink programme will provide enhanced capacity across London from December 2011. The closest Thameslink station is Blackfriars, which is four stops away on the Circle/District Line from London Fenchurch Street/Tower Hill, and is likely to be the extent of any interaction.

Southend Airport

Southend Airport Ltd is constructing a new railway station in Rochford that it 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.

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 increase 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 goods trains of full height. Eight new passenger trains are due to be introduced from 2010. Currently the c2c services that run to London Liverpool Street via Stratford utilise the east end of this line.

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.

District Line

TfL will be conducting improvement to the trains and signalling system on the District Line until 2018. When completed, it is due to deliver a 24% increase in capacity. Eighty new 7-car air-conditioned trains will be introduced from 2013, with all trains in service by 2015.

Bidders will be required to co-operate with managing any disruption associated with the enhancements on the eastern end of the District Line.

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.

Bidders will be required to work co-operatively with Network Rail in order to ensure an efficient changeover to the GSM-R system.

Exact plans for the infrastructure availability of GSM-R on the Essex Thameside route are still being finalised. The Department is considering whether bidders will be required to include a price for the supply and installation of GSM-R to the Essex Thameside 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.

11. Consultation

Consultees are requested to comment on aspects of the proposed DfT base specification as noted in Section 9. 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 4, 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, 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 which 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.

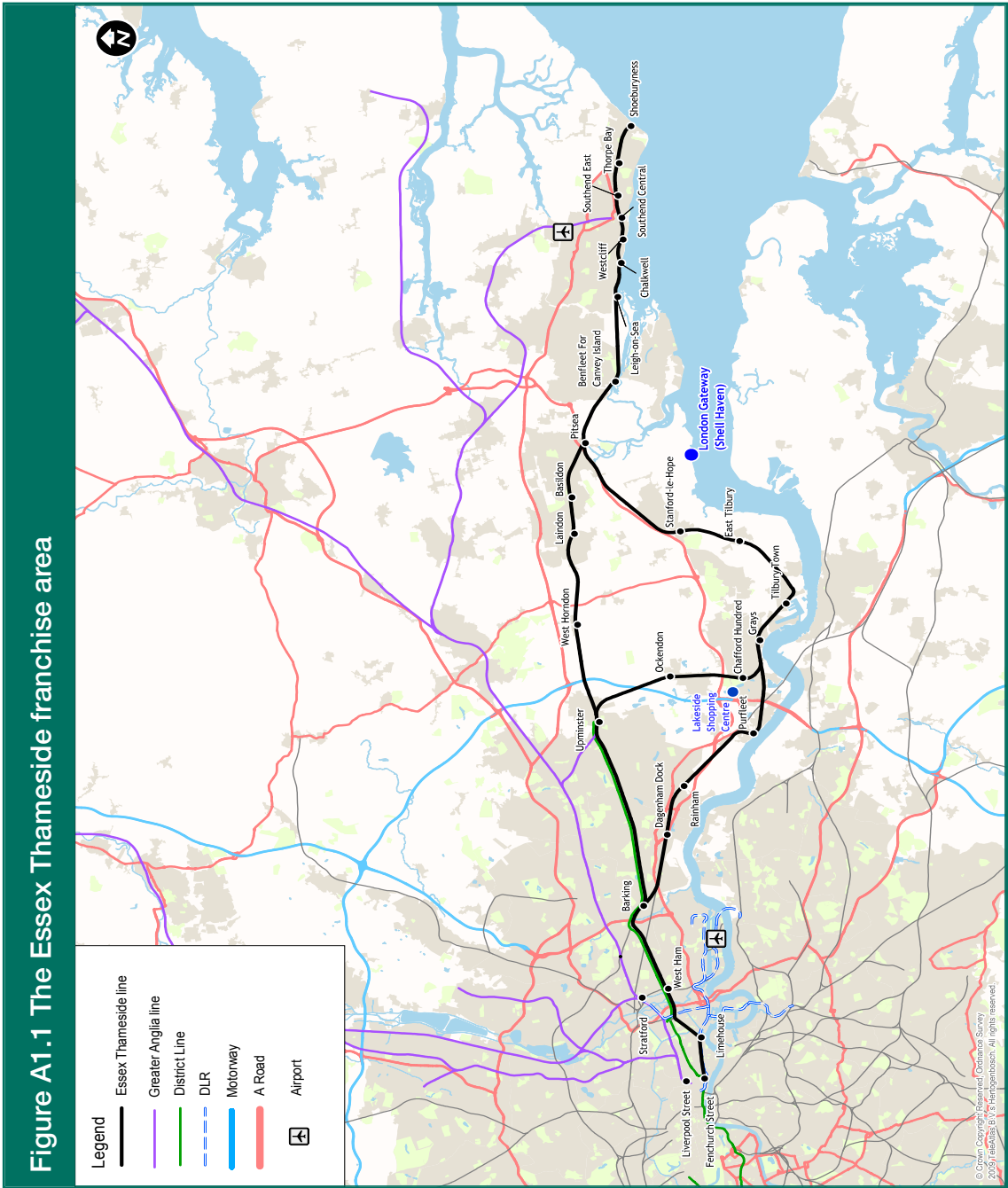
Responses to this consultation should be sent to:

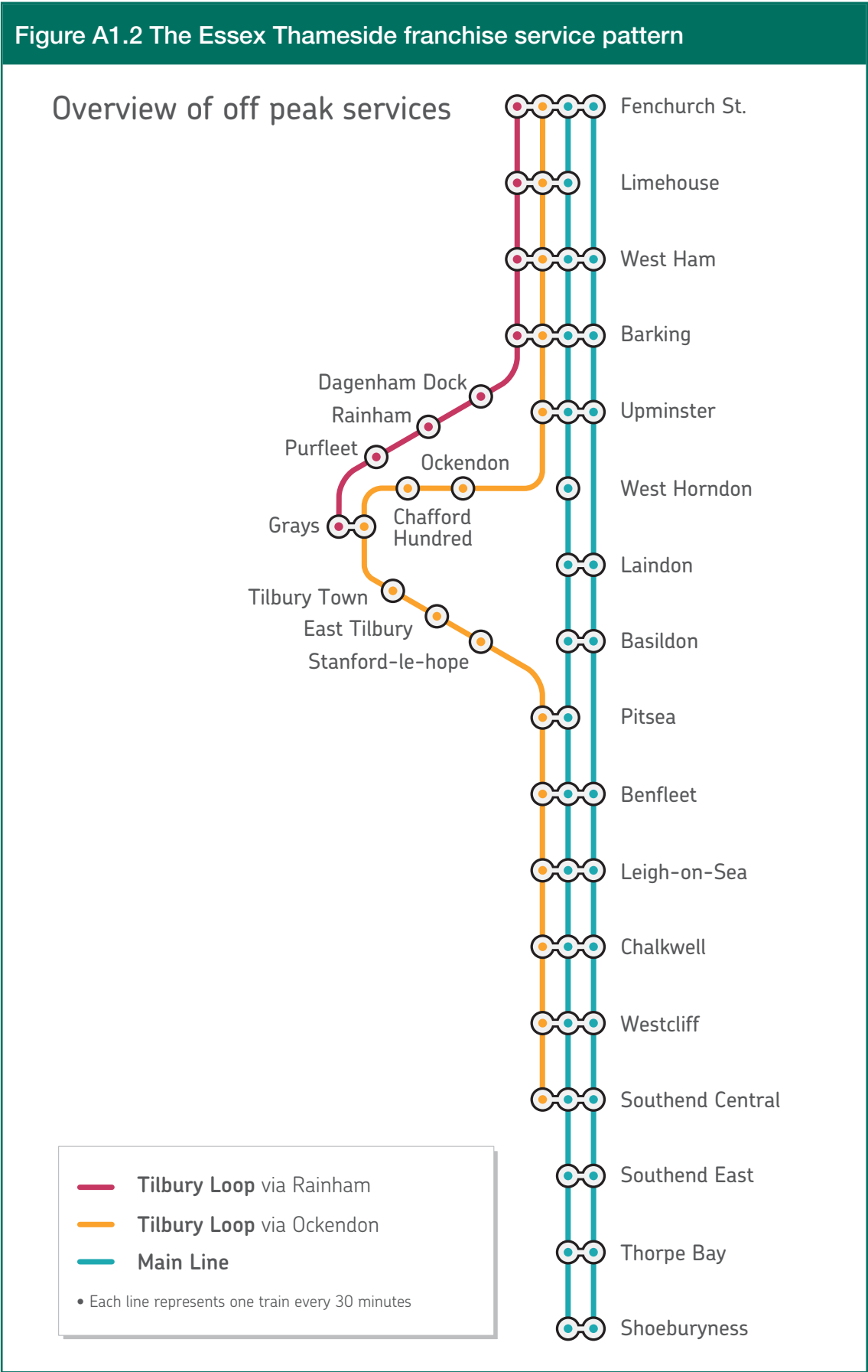
Essex Thameside Franchise Consultation Manager
Department for Transport
Zone 5/26
Great Minster House
76 Marsham Street
London SW1P 4DR

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

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

Appendix 1: Maps





Appendix 2: List of formal consultees within the proposed service area

Association of Train Operating Companies

BAR-UK

British Transport Police

Corporation of London

Development Agencies – East of England and London

Disabled Persons Transport Advisory Committee

East of England Regional Assembly

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 3: Glossary of terms

A4A	Access for All
BTP	British Transport Police
CCTV	Closed circuit television
CIS	Customer Information System
CO2	Carbon dioxide
DDA	Disability Discrimination Act
DOO	Driver Only Operation
DfT	Department for Transport
DLR	Docklands Light Railway
GLA	Greater London Authority
HLOS	High Level Output Specification
ITSO	ITSO (Smartcard system)
ITT	Invitation to Tender
MAA	Moving Annual Average
NPS	National Passenger Survey
NR	Network Rail
NRDF	Network Rail Discretionary Fund
NRES	National Rail Enquiry Service
NSIP	National Stations Investment Programme

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 TSI 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 4: 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
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