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Title: Transport Committee – Future of Transport Regulatory Review Consultation

Executive Summary

At its Annual Meeting on 1 May 2013, the Assembly agreed to delegate a general authority to Chairs of all ordinary committees and sub-committees to respond on the relevant committee or sub-committee's behalf, following consultation with the lead Members of the party Groups on the committee or sub-committee, where it is consulted on issues by organisations and there is insufficient time to consider the consultation at a committee meeting.

Following consultation with the Deputy Chair and party Group Lead members, the Chair of the Committee, Navin Shah AM, agreed a response to the Department of Transport's Future of transport regulatory review: call for evidence on micromobility vehicles, flexible bus services and mobility as a service.

Decision

That the Chair, in consultation with the Deputy Chair and party Group Lead Members, agree a response to the Department of Transport's Future of transport regulatory review: call for evidence on micromobility vehicles, flexible bus services and mobility as a service.

Assembly Member

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature



Date 14.5.20

Printed Name

Navin Shah AM (Chair, Transport Committee)

Decision by an Assembly Member under Delegated Authority

Notes:

1. *The Lead Officer should prepare this form for signature by relevant Members of the Assembly to record any instance where the Member proposes to take action under a specific delegated authority. The purpose of the form is to record the advice received from officers, and the decision made.*
2. **The ‘background’ section (below) should be used to include an indication as to whether the information contained in / referred to in this Form should be considered as exempt under the Freedom of Information Act 2000 (FoIA), or the Environmental Information Regulations 2004 (EIR). If so, the specimen Annexe (attached below) should be used. If this form does deal with exempt information, you must submit both parts of this form for approval together.**

Background and proposed next steps:

At its Annual Meeting on 1 May 2013, the Assembly agreed to delegate a general authority to Chairs of all ordinary committees and sub-committees to respond on the relevant committee or sub-committee’s behalf, following consultation with the lead Members of the party Groups on the committee or sub-committee, where it is consulted on issues by organisations and there is insufficient time to consider the consultation at a committee meeting.

On 16 March 2020, the Department for Transport launched a Future of transport regulatory review: call for evidence on micromobility vehicles, flexible bus services and mobility as a service. The deadline for submissions was 22 May 2020. The final meeting of the Transport Committee in the 2019-20 Assembly year took place on 12 March 2020 and is not due to meet again before the deadline for this consultation has passed.

Following consultation with the Deputy Chair and party Group Lead members, the Chair of the Committee, Navin Shah AM, agreed a response to this consultation from the Committee under the general delegation agreed by the Assembly at its Annual Meeting. The submission will be reported back to the Committee’s first meeting of the 2020/21 year.

Confirmation that appropriate delegated authority exists for this decision

Signed by Committee
Services



Date
21/4/20

Print Name: Laura Pelling

Tel: 5526

Financial implications

NOT REQUIRED

Signed by Finance

N/A

Date

Print Name

N/A

Tel:

Legal implications

The Chair of the Transport Committee has the power to make the decision set out in this report.

Signed by Legal



Date 21/04/2020

Print Name

Emma Strain, Monitoring Officer

Tel: X 4399

Additional information should be provided supported by background papers. These could include for example the business case, a project report or the results of procurement evaluation.

Supporting detail/List of Consultees: Caroline Pidgeon MBE AM (Deputy Chair), Keith Prince AM, David Kurten AM, Caroline Russell AM

Public Access to Information

Information in this form (Part 1) is subject to the FoIA, or the EIR and will be made available on the GLA Website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** this form (Part 1) will either be published within one working day after it has been approved or on the defer date.

Part 1 – Deferral

Is the publication of Part 1 of this approval to be deferred? No

Part 2 – Sensitive information

Only the facts or advice that would be exempt from disclosure under FoIA or EIR should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form - No

Lead Officer/Author

Signed



Date 1.5.20

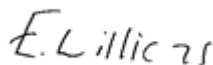
Print Name

**Haley Bowcock
Policy Advisor**

Tel: x. 4880

Job Title

Countersigned by
Director



Date 22.04.2020

Print Name

Ed Williams

Tel: x. 4399

Section 1 – Respondent Details (officers will complete)	
Section 2 - Micromobility	
2.1	<p>Do you think micromobility vehicles should be permitted on the road?</p> <p>Yes, all types; Yes, but only some; No; Don't know</p> <p>Please explain why.</p>
<p>Don't know.</p> <p>The London Assembly Transport Committee (the Committee) believes that micromobility vehicles should be allowed on the roads only if strong, clear and consistent regulation is put in place beforehand to ensure that the safety risks of this form of transport are managed.</p>	
2.2	<p>If you can, please provide evidence to demonstrate the potential:</p> <ul style="list-style-type: none"> - Benefits of micromobility vehicle use on roads - Risks of micromobility vehicle use on roads
<p>Benefits</p> <p>As the Committee heard during its investigation, <i>Transport Now and in the Future</i>,¹ micromobility vehicles have the potential to improve the way that people move around London. If they replace journeys that would otherwise be made in cars, they could contribute to taking cars off the road and help to realise the associated benefits such as improved air quality and reduced congestion. Micromobility vehicles could provide particular benefits for first and last mile journeys; connecting public transport to users' journey start and end points.</p> <p>Risks</p> <p>As the Committee heard in <i>Transport Now and in the Future</i>,² the main risks of micromobility relate to safety: safety of the user, safety of other road users and safety of people on the pavement. Risk to users' safety must be mitigated by adequate regulations to govern speed and visibility of vehicles (through, for example, front and back lights and reflectors). Risks to all road users must be considered when regulating on which roads micromobility vehicles are permitted, and the maximum speed of vehicles. For the safety of people using pavements and pedestrian areas, the types of micromobility vehicles being considered by this call for evidence should not be permitted on pavements or pedestrian areas.³ It is also vital that shared micromobility schemes are provided with adequate parking space and users are incentivised to leave these vehicles in places that do not obstruct pavements or roads: vehicles left on the pavement can have particularly negative consequences for older people and disabled people, such as those using a wheelchair or visually impaired people. As the Committee heard in its investigation, <i>From Step-Free to Stress-Free: Accessible and inclusive transport in London</i>,⁴ careless abandonment of dockless bikes can eventually make blind and partially sighted people unwilling to leave their homes for fear of collisions or serious harm. There is the potential for this problem to grow if numbers and types of micromobility vehicles proliferate without adequate regulation.</p> <p>The Committee also heard in <i>Transport Now and in the Future</i>⁵ about potential risks created by confusing regulatory differences between different jurisdictions. In London, for example, boroughs are individually responsible for the regulation of dockless bikes. This has resulted in different rules between boroughs and a lack of consistency for bike scheme providers and the people that use them. Harmonised regulation for micromobility vehicles across cities, and indeed across the country,</p>	

¹ London Assembly Transport Committee, [Transport Now and in the Future](#), 2020.

² Ibid.

³ Careful consideration will need to be given to pavements designated for shared use— see response to question 2.4.

⁴ London Assembly Transport Committee, [From Step-Free to Stress-Free: Accessible and inclusive transport in London](#), 2020.

⁵ London Assembly Transport Committee, [Transport Now and in the Future](#), 2020.

could help to improve users' understanding of the regulation and adherence to it, and therefore safety.

There is also a risk that micromobility vehicles may replace active travel (walking and cycling) and the health benefits this can bring. It is essential that this risk is minimised.

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| 2.4 | <p>2.4a. In your opinion, which of the following micromobility vehicles should be permitted, if any, on roads, only lower speed roads, and/or cycle lanes and cycle tracks?</p> <p>Response options for each = on roads; on lower speed roads; on cycle lanes and cycle tracks</p> <ul style="list-style-type: none">- All types- Electric scooters- Electric skateboards- Self-balancing vehicles- Electrically assisted cycle trailer- Segway- Other (please specify below) <p>2.4b. Please explain your choices for using micromobility vehicles (or not) on roads and/or only lower speed roads, providing evidence where possible.</p> <p>2.4c. Please explain your choices for using micromobility vehicles (or not) on cycle lanes and tracks, providing evidence where possible.</p> <p>2.4d. What impact do you think the use of micromobility vehicles on cycle lines and cycle tracks would have on micromobility vehicle users or other road users?</p> |
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The Committee has not heard evidence to determine exactly which types of micromobility vehicles should be permitted on different categories of roads or cycle lanes and cycle tracks. The Committee is clear, however, that none of the micromobility vehicles listed should be used on pavements due to risks to pedestrians.

Pavements already designated for shared use with cycle facilities need careful consideration. Some of these shared use pavements are designed as a safety measure to avoid dangerous junctions. The importance of improving the quality of cycle infrastructure as a whole, and considering the safety of all road and pavement users, is further highlighted if micromobility vehicles are to be introduced. The Committee's investigation into accessible and inclusive transport in London drew particular attention to the negative impact that poorly designed shared space can have on disabled and older people.⁶

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| 2.5 | <p>Mobility scooters and pedestrian operated street cleaning vehicles are already permitted on the footway. Should any other micromobility vehicles be permitted to use the pavement or pedestrian areas?</p> <p>Yes;No;Don't know</p> <p>Please provide evidence. If you selected 'Yes', which types of devices should be permitted</p> |
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⁶ London Assembly Transport Committee, [From Step-Free to Stress-Free: Accessible and inclusive transport in London](#), 2020.

	and in what circumstances?
No.	
<p>However, careful consideration will be required for pavements already designated for shared use – see response to question 2.4.</p>	
Section 3 – Buses, taxis and private hire vehicles	
3.1	<p>Should an updated regulatory framework for flexible bus services allow for each category of service to be regulated differently?</p> <p>Yes; No; Don't know</p> <p>If you selected 'Yes', please explain how you think each category of service should be regulated differently.</p>
Don't know	
<p>As the Committee has outlined in its investigative work on the topic,⁷ demand-responsive buses could help give people a public transport service tailored to their needs, particularly through increased service capacity in underserved areas, such as outer and suburban areas of London. Regardless of how the different categories of flexible bus services are regulated, the Committee believes it is vital that the overall regulatory framework ensures that service is prioritised for areas with less dense public transport coverage, and ensures accessibility for older and disabled passengers.</p> <p>In its investigation, <i>Raising the Bar: Taxi and private hire services in London</i>,⁸ the Committee outlined that there is now a variety of services operating in between taxi and private hire services providing door-to-door journeys for individuals or small groups, and high-capacity public buses following fixed routes. As such, regardless of how the different categories of flexible bus services identified in the consultation are regulated, the Committee believes it is vital that any updated regulatory framework addresses the convergence of private hire and bus services.</p>	
3.12a	What areas of the bus, taxi and private hire vehicle (PHV) framework should we consider in future stages of the Future of Transport Regulatory Review?
Autonomous buses	
<p>Later stages of the Future Transport Regulatory Review should consider the potential for autonomous buses. The Committee would support work towards autonomous buses as an alternative to private connected and autonomous vehicles (e.g., driverless cars). It is crucial however that safety concerns, customer service issues and the impact on the bus driver workforce are considered well in advance of their introduction. The Committee has previously stated that public buses should remain staffed, even if they are driven autonomously, with on-board staff providing customer service to passengers.⁹</p>	

⁷ See London Assembly Transport Committee, [Future Transport: How is London responding to technological innovation?](#), 2018, and London Assembly Transport Committee, [Response to the Mayor's Draft Transport Strategy](#), 2017.

⁸ London Assembly Transport Committee, [Raising the Bar: Taxi and private hire services in London](#), 2019.

⁹ London Assembly Transport Committee, [Future Transport: How is London responding to technological innovation?](#), 2018.

High-volume operators

As the Committee has previously explored in relation to high-volume operators in London,¹⁰ later stages of the review could also consider whether high-volume operator licences are based on the number of journeys undertaken, and their proportional impact on enforcement and administration, rather than fleet size.

Ridesharing

The Committee has previously highlighted that new regulation and/or legislation may be required to fully mitigate the risks and promote the benefits associated with ridesharing.¹¹ A later stage of the review may be well placed to do this.

Bus route tendering

The flexibility of bus tendering processes may warrant consideration in later stages of the review. As the Committee has previously considered in its work on the London bus network, a more flexible approach to tendering and the frequency with which routes are tendered may be required to allow for more responsive approach to route design.¹²

COVID-19 considerations

The COVID-19 pandemic provides important context when considering future changes to transport regulation. It is becoming clear, for instance, that there will be an ongoing need to enable physical distancing as people travel, at least in the near term. The Committee has not yet formed a view on the impacts of COVID-19 on transport, but it would expect those impacts to be considered should any further changes to transport regulation be made.

3.12b	How else, in your view, can the Government support innovation in the bus, taxi and PHV sectors?
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The Government should consider the potential development and impact of autonomous bus technology, and support innovation in this area whilst taking into account the essential considerations of safety, customer service issues and the impact on the bus driver workforce.

Section 4 – Mobility as a Service

4.1	In your opinion, in the development of Mobility as a Service platforms, what should be the role of: <ul style="list-style-type: none">- Local authorities- Central government- Other transport authorities
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As set out in its investigation *Future Transport: How is London responding to technological innovation?*,¹³ the Committee believes that in London, Transport for London (TfL) should continue to make its data open for use by app developers. To continue to protect public benefit, and to help support local, regional and national transport planning, TfL should seek to enter reciprocal agreements whereby data produced by apps powered by underlying TfL data is shared with TfL. This should be a requirement for existing apps using TfL data and new apps seeking to do so.

As identified in the Committee's report *Accessible and Inclusive Transport in London*, it is crucial that training for staff operating mobility as a service is standardised and consistent.¹⁴ This may involve central government setting national minimum standards, which local authorities could then adapt to local circumstances as required.

¹⁰ London Assembly Transport Committee, [Raising the Bar: Taxi and private hire services in London](#), 2019.

¹¹ Ibid.

¹² London Assembly Transport Committee, [London's Bus Network](#), 2017.

¹³ London Assembly Transport Committee, [Future Transport: How is London responding to technological innovation?](#), 2018.

¹⁴ London Assembly Transport Committee, [From Step-Free to Stress-Free: Accessible and inclusive transport in London](#), 2020.

4.2b	Who should lead these further measures? [measures that are required for the standardisation and interoperability of data, for example the routing, ticketing and timetabling data to deliver Mobility as a Service?]
In London TfL should lead these further measures, in consultation with central government to ensure national consistency.	
Section 5 – Wider Issues (no existing policy to answer any of the questions)	