

AGENDA

Meeting **Transport Committee**

Date **Wednesday 14 January 2015**

Time **10.00 am**

Place **Chamber, City Hall, The Queen's
Walk, London, SE1 2AA**

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Members of the Committee

Caroline Pidgeon MBE AM (Chair)

Valerie Shawcross CBE AM (Deputy Chair)

Victoria Borwick AM

Tom Copley AM

Darren Johnson AM

Steve O'Connell AM

Dr Onkar Sahota AM

Navin Shah AM

Richard Tracey AM

A meeting of the Committee has been called by the Chair of the Committee to deal with the business listed below.

Mark Roberts, Executive Director of Secretariat
Tuesday 6 January 2015

Further Information

If you have questions, would like further information about the meeting or require special facilities please contact: Dale Langford, Principal Committee Manager; Telephone: 020 7983 4415; Email: dale.langford@london.gov.uk; Minicom: 020 7983 4458

For media enquiries please contact Alison Bell, External Relations Manager; Telephone: 020 7983 4228; email: alison.bell@london.gov.uk. If you have any questions about individual items please contact the author whose details are at the end of the report.

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Certificate Number: FS 80233

**Agenda
Transport Committee
Wednesday 14 January 2015**

1 Apologies for Absence and Chair's Announcements

To receive any apologies for absence and any announcements from the Chair.

2 Declarations of Interests (Pages 1 - 4)

The Committee is recommended to:

- (a) Note the offices held by Assembly Members, as set out in the table at Agenda Item 2, as disclosable pecuniary interests;**
- (b) Note the declaration by any Member(s) of any disclosable pecuniary interests in specific items listed on the agenda and the necessary action taken by the Member(s) regarding withdrawal following such declaration(s); and**
- (c) Note the declaration by any Member(s) of any other interests deemed to be relevant (including any interests arising from gifts and hospitality received which are not at the time of the meeting reflected on the Authority's register of gifts and hospitality, and noting also the advice from the GLA's Monitoring Officer set out at Agenda Item 2) and to note any necessary action taken by the Member(s) following such declaration(s).**

3 Minutes (Pages 5 - 50)

The Committee is recommended to confirm the minutes of the meeting of the Transport Committee held on 10 December 2014 to be signed by the Chair as a correct record.

The appendix to the minutes set out on pages 9 to 50 is attached for Members and officers only but is available from the following area of the GLA's website: www.london.gov.uk/mayor-assembly/london-assembly/transport

4 Summary List of Actions (Pages 51 - 56)

Report of the Executive Director of Secretariat
Contact Dale Langford, dale.langford@london.gov.uk, 020 7983 4415

The Committee is recommended to note the completed and outstanding actions arising from previous meetings of the Committee.

5 Crossrail (Pages 57 - 58)

Report of the Executive Director of Secretariat

Contact: Richard Berry, richard.berry@london.gov.uk, 020 7983 4199

The Committee is recommended to note the report, put questions to representatives of Crossrail Ltd about the Crossrail project and note the discussion.

6 Crossrail 2 (Pages 59 - 62)

Report of the Executive Director of Secretariat

Contact: Lucy Brant, lucy.brant@london.gov.uk, 020 7983 5727

The Committee is recommended to note the report, put questions on Crossrail 2 to invited guests and note the discussion.

7 Taxi and Private Hire Services in London (Pages 63 - 136)

Report of the Executive Director of Secretariat

Contact: Lucy Brant, lucy.brant@london.gov.uk, 020 7983 5727

The Committee is recommended to note the report, *Future proof - Taxi and Private Hire Services in London*, as agreed by the Chair under delegated authority, in consultation with party Group Lead Members.

The appendix to this report set out on pages 69 to 136 is attached for Members and officers only but is available from the following area of the GLA's website: www.london.gov.uk/mayor-assembly/london-assembly/transport

8 Transport Committee Work Programme (Pages 137 - 162)

Report of the Executive Director of Secretariat

Contact: Richard Berry, richard.berry@london.gov.uk, 020 7983 4199

The Committee is recommended to:

- (a) Note its work programme, as set out in the report;**
- (b) Delegate authority to the Chair to agree, in consultation with party Group Lead Members:**
 - (i) A letter to the Mayor on cycling in London, following up the Committee's meeting on 10 December 2014;**
 - (ii) A response to Network Rail's consultations on the draft Wessex Route Study and Western Route Study;**

- (iii) **The final report of the rapporteurship on TfL's customer services;**
 - (iv) **A letter to the Stagecoach Group regarding overcrowding on South West Trains services; and**
- (c) **Note:**
 - (i) **The letter from the Mayor in response to the Committee's letter on the future of the Tube, as set out at Appendix 1;**
 - (ii) **The Committee's response to the Transport for London consultation on the proposed extension of the Bakerloo line, as set out at Appendix 2;**
 - (iii) **The letter from Sir Peter Hendy CBE updating the Committee on actions in response to its report on bus services, and attached feasibility report on measuring bus loading, as set out at Appendix 3.**

9 Date of Next Meeting

The next meeting of the Committee is scheduled for Wednesday 25 February 2015 at 10.00am in the Chamber, City Hall.

10 Any Other Business the Chair Considers Urgent

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Subject: Declarations of Interests

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 14 January 2015

This report will be considered in public

1. Summary

- 1.1 This report sets out details of offices held by Assembly Members for noting as disclosable pecuniary interests and requires additional relevant declarations relating to disclosable pecuniary interests, and gifts and hospitality to be made.

2. Recommendations

- 2.1 **That the list of offices held by Assembly Members, as set out in the table below, be noted as disclosable pecuniary interests¹;**
- 2.2 **That the declaration by any Member(s) of any disclosable pecuniary interests in specific items listed on the agenda and the necessary action taken by the Member(s) regarding withdrawal following such declaration(s) be noted; and**
- 2.3 **That the declaration by any Member(s) of any other interests deemed to be relevant (including any interests arising from gifts and hospitality received which are not at the time of the meeting reflected on the Authority's register of gifts and hospitality, and noting also the advice from the GLA's Monitoring Officer set out at below) and any necessary action taken by the Member(s) following such declaration(s) be noted.**

3. Issues for Consideration

- 3.1 Relevant offices held by Assembly Members are listed in the table overleaf:

¹ The Monitoring Officer advises that: Paragraph 10 of the Code of Conduct will only preclude a Member from participating in any matter to be considered or being considered at, for example, a meeting of the Assembly, where the Member has a direct Disclosable Pecuniary Interest in that particular matter. The effect of this is that the 'matter to be considered, or being considered' must be about the Member's interest. So, by way of example, if an Assembly Member is also a councillor of London Borough X, that Assembly Member will be precluded from participating in an Assembly meeting where the Assembly is to consider a matter about the Member's role / employment as a councillor of London Borough X; the Member will not be precluded from participating in a meeting where the Assembly is to consider a matter about an activity or decision of London Borough X.

Member	Interest
Tony Arbour AM	Member, LFEPA; Member, LB Richmond
Jennette Arnold OBE AM	Committee of the Regions
Gareth Bacon AM	Member, LFEPA; Member, LB Bexley
John Biggs AM	
Andrew Boff AM	Congress of Local and Regional Authorities (Council of Europe)
Victoria Borwick AM	Member, Royal Borough of Kensington & Chelsea; Deputy Mayor
James Cleverly AM	Chairman of LFEPA; Chairman of the London Local Resilience Forum; substitute member, Local Government Association Fire Services Management Committee
Tom Copley AM	
Andrew Dismore AM	Member, LFEPA
Len Duvall AM	
Roger Evans AM	Committee of the Regions; Trust for London (Trustee)
Nicky Gavron AM	
Darren Johnson AM	Member, LFEPA
Jenny Jones AM	Member, House of Lords
Stephen Knight AM	Member, LFEPA; Member, LB Richmond
Kit Malthouse AM	Deputy Mayor for Business and Enterprise; Deputy Chair, London Enterprise Panel; Chair, Hydrogen London; Chairman, London & Partners; Board Member, TheCityUK
Joanne McCartney AM	
Steve O'Connell AM	Member, LB Croydon; MOPAC Non-Executive Adviser for Neighbourhoods
Caroline Pidgeon MBE AM	
Murad Qureshi AM	Congress of Local and Regional Authorities (Council of Europe)
Dr Onkar Sahota AM	
Navin Shah AM	
Valerie Shawcross CBE AM	Member, LFEPA
Richard Tracey AM	Chairman of the London Waste and Recycling Board; Mayor's Ambassador for River Transport
Fiona Twycross AM	Member, LFEPA

[Note: LB - London Borough; LFEPA - London Fire and Emergency Planning Authority; MOPAC – Mayor's Office for Policing and Crime]

3.2 Paragraph 10 of the GLA's Code of Conduct, which reflects the relevant provisions of the Localism Act 2011, provides that:

- where an Assembly Member has a Disclosable Pecuniary Interest in any matter to be considered or being considered or at
 - (i) a meeting of the Assembly and any of its committees or sub-committees; or
 - (ii) any formal meeting held by the Mayor in connection with the exercise of the Authority's functions
- they must disclose that interest to the meeting (or, if it is a sensitive interest, disclose the fact that they have a sensitive interest to the meeting); and

- must not (i) participate, or participate any further, in any discussion of the matter at the meeting; or (ii) participate in any vote, or further vote, taken on the matter at the meeting

UNLESS

- they have obtained a dispensation from the GLA's Monitoring Officer (in accordance with section 2 of the Procedure for registration and declarations of interests, gifts and hospitality – Appendix 5 to the Code).

- 3.3 Failure to comply with the above requirements, without reasonable excuse, is a criminal offence; as is knowingly or recklessly providing information about your interests that is false or misleading.
- 3.4 In addition, the Monitoring Officer has advised Assembly Members to continue to apply the test that was previously applied to help determine whether a pecuniary / prejudicial interest was arising - namely, that Members rely on a reasonable estimation of whether a member of the public, with knowledge of the relevant facts, could, with justification, regard the matter as so significant that it would be likely to prejudice the Member's judgement of the public interest.
- 3.5 Members should then exercise their judgement as to whether or not, in view of their interests and the interests of others close to them, they should participate in any given discussions and/or decisions business of within and by the GLA. It remains the responsibility of individual Members to make further declarations about their actual or apparent interests at formal meetings noting also that a Member's failure to disclose relevant interest(s) has become a potential criminal offence.
- 3.6 Members are also required, where considering a matter which relates to or is likely to affect a person from whom they have received a gift or hospitality with an estimated value of at least £25 within the previous three years or from the date of election to the London Assembly, whichever is the later, to disclose the existence and nature of that interest at any meeting of the Authority which they attend at which that business is considered.
- 3.7 The obligation to declare any gift or hospitality at a meeting is discharged, subject to the proviso set out below, by registering gifts and hospitality received on the Authority's on-line database. The on-line database may be viewed here:
<http://www.london.gov.uk/mayor-assembly/gifts-and-hospitality>.
- 3.8 If any gift or hospitality received by a Member is not set out on the on-line database at the time of the meeting, and under consideration is a matter which relates to or is likely to affect a person from whom a Member has received a gift or hospitality with an estimated value of at least £25, Members are asked to disclose these at the meeting, either at the declarations of interest agenda item or when the interest becomes apparent.
- 3.9 It is for Members to decide, in light of the particular circumstances, whether their receipt of a gift or hospitality, could, on a reasonable estimation of a member of the public with knowledge of the relevant facts, with justification, be regarded as so significant that it would be likely to prejudice the Member's judgement of the public interest. Where receipt of a gift or hospitality could be so regarded, the Member must exercise their judgement as to whether or not, they should participate in any given discussions and/or decisions business of within and by the GLA.

4. Legal Implications

- 4.1 The legal implications are as set out in the body of this report.

5. Financial Implications

5.1 There are no financial implications arising directly from this report.

Local Government (Access to Information) Act 1985
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List of Background Papers: None

Contact Officer: Dale Langford, Principal Committee Manager

Telephone: 020 7983 4415

E-mail: Dale.Langford@london.gov.uk

MINUTES

Meeting: Transport Committee

Date: Wednesday 10 December 2014

Time: 10.00 am

Place: Chamber, City Hall, The Queen's Walk, London, SE1 2AA

Copies of the minutes may be found at:

<http://www.london.gov.uk/mayor-assembly/london-assembly/transport>

Present:

Caroline Pidgeon MBE AM (Chair)
Valerie Shawcross CBE AM (Deputy Chair)
Victoria Borwick AM
Tom Copley AM
Darren Johnson AM
Steve O'Connell AM
Dr Onkar Sahota AM
Navin Shah AM
Richard Tracey AM

1 Apologies for Absence and Chair's Announcements (Item 1)

1.1 There were no apologies for absence.

2 Declarations of Interests (Item 2)

2.1 **Resolved:**

That the list of Assembly Members' appointments, as set out in the tables at Agenda Item 2, be noted as disclosable pecuniary interests.

3 Minutes (Item 3)

3.1 Resolved:

That the minutes of the meeting of the Transport Committee held on 12 November 2014 be signed by the Chair as a correct record.

4 Summary List of Actions (Item 4)

4.1 The Committee received the report of the Executive Director of Secretariat.

4.2 Resolved:

That the outstanding actions arising from previous meetings of the Committee be noted.

4.3 In accordance with Standing Order 2.2D, the Chair took Agenda Items 5 to 7 in a different order from that set out on the agenda.

5 London TravelWatch Performance Monitoring Report (Item 6)

5.1 The Committee received the report of the Executive Director of Secretariat.

5.2 Resolved:

That the financial outturn position of London TravelWatch as at 30 September 2014 and the performance against the agreed objectives of London TravelWatch be noted.

6 Transport Committee Work Programme (Item 7)

6.1 The Committee received the report of the Executive Director of Secretariat.

6.2 Resolved:

(a) That the work programme for 2014/15 be noted;

(b) That authority be delegated to the Chair to agree, in consultation with party Group Lead Members, the Committee's report on taxi and private hire services and a response to Network Rail's consultation on the draft Anglia Route study; and

(c) That the following correspondence also be noted:

- (i) The letter from the Transport Commissioner following up the Committee's response on the Safer Lorries Scheme consultation;**
- (ii) The response to the Chiltern Railways consultation on the proposed changes to its draft timetable; and**
- (iii) The letter from London City Airport following up the Committee's joint response with the Environment Committee on the London Airspace Management Programme consultation.**

7 Cycling in London (Item 5)

7.1 The Committee received the report of the Executive Director of Secretariat as background to putting questions on cycling in London to the following invited guests:

- Andrew Gilligan, Mayor's Cycling Commissioner;
- Councillor Julian Bell, Chair of Transport and Environment Committee, London Councils;
- Iain Simmons, Assistant Director City Transportation, City of London Corporation;
- Michael Welbank MBE, Chair, Planning and Transportation Committee, City of London Corporation;
- Dr Rachel Aldred, Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, London Cycling Campaign;
- Chris Boardman MBE, former Olympic Cycling Champion and Policy Adviser, British Cycling; and
- Joe Irvin, Chief Executive, Living Streets.

7.2 A transcript of the discussion is attached at **Appendix 1**.

7.3 During the course of the discussion, the Committee requested from the Mayor's Cycling Commissioner details of the sum of money Transport for London (TfL) was committing for Mini-Hollands, Quiet Ways, and other cycling programmes, in each borough following the letters sent to boroughs by TfL in October 2014.

7.4 The Chair asked officers to circulate to the Committee the timeline of junction improvement projects set out in London's Road Modernisation Plan.

7.5 **Resolved:**

That the report and discussion with invited guests on cycling in London be noted.

8 Date of Next Meeting (Item 8)

- 8.1 The next meeting of the Committee was scheduled for Wednesday 14 January 2015 at 10.00am in the Chamber, City Hall.

9 Any Other Business the Chair Considers Urgent (Item 9)

- 9.1 There was no other business.

10 Close of Meeting

- 10.1 The meeting ended at 12.35pm.

Chair

Date

Contact Officer: Dale Langford, Principal Committee Manager; Telephone: 020 7983 4415;
Email: dale.langford@london.gov.uk; Minicom: 020 7983 4458

Transport Committee – 10 December 2014**Transcript of Item 5 – Cycling in London**

Caroline Pidgeon MBE AM (Chair): Our main item on the agenda today is for us to look at cycling in London and to look at how the Mayor's Vision for Cycling is being delivered and what progress is being made.

We have a fantastic panel before us today. I am really delighted. We have Andrew Gilligan here before us again, who is the Mayor's Cycling Commissioner. Councillor Julian Bell is the newish Chair of the Transport and Environment Committee (TEC) at London Councils. We worked closely with your predecessor and so we look forward to working with you, Julian. We have Iain Simmons here today, who is the Assistant Director City Transportation at the City of London Corporation. With you we have Michael Welbank, who is the Chair of the Planning and Transportation Committee at the City of London Corporation. We have Dr Rachel Aldred, who is a Senior Transport Lecturer at the University of Westminster and also Chair of the Policy Forum at the London Cycling Campaign (LCC) and doing some great work there. We are very honoured to have Chris Boardman before us today, who is a former Olympic cycling champion and Policy Advisor for British Cycling. Then Joe Irvin is the new Chief Executive at Living Streets, whom we also work closely with. You are very welcome today. We are delighted to have you here to talk about this really important issue for us.

I am going to kick off the questioning and first of all I want to focus on the East-West Superhighway, which has had a lot of media coverage and a lot of interest. There was a huge number; 20,000 responses to the public consultation. I am sure that is probably unprecedented at Transport for London (TfL). I will perhaps start with Andrew and will bring others in on the importance, you think, of this East-West Superhighway to the actual overall success of the Mayor's Cycling Vision.

Andrew Gilligan (Mayor's Cycling Commissioner): It is the centrepiece of the entire programme and without it quite a lot of the routes in central London and in London as a whole will not work. One of the key problems with cycling in central London is the gap in cyclable roads presented by the City. That is just a function of the fact that all the east-west roads in the City of London are main roads. There are no low-traffic side streets that are usable by cyclists and anyone wanting to pass through the City east-west has to use a main road. This will for the first time give those people - who are in very substantial numbers, particularly given the growth of cycling and the gentrification of east London - a safe route through the City.

As you know, it will run for 18 miles. It will link the existing Cycle Superhighway 3 from Barking and Canary Wharf to the Tower. At the moment, it simply stops dead at a rather nasty gyratory. It will take you right through that on a segregated track, along Upper and Lower Thames Streets to the Victoria Embankment and Parliament Square and then out to the west. It is a hugely important route.

Caroline Pidgeon MBE AM (Chair): Brilliant. I wonder whether Rachel from the LCC, as an academic, in your point of view, how important do you think it is. Obviously, the statement - and the draft is out at the moment - shows a lot of segregation in it as well.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Yes. Symbolically, these routes are so important because they will be very visible in the heart of London as well as having the practical function that Andrew [Gilligan] mentioned. The evidence is very clear now that people are not going to cycle in large numbers unless we have these kinds of routes and unless we have the

high-quality segregation that TfL has proposed. These routes from a transport planning perspective really mark a big step forward. If these routes do not go ahead, we will be moving backwards in terms of cycle. If these routes go ahead, we are on the way to London becoming a cyclable city and so it is as important as that, yes.

Caroline Pidgeon MBE AM (Chair): Fantastic. Chris, from British Cycling's point of view, is it like a game-changer having something so strategic through central London?

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): We are drowning in evidence. The Get Britain Cycling report made it utterly clear that people are not going to change. This is not for cyclists. That is what we need to be clear about. This is for people who do not cycle now and we want them to. This is for normal people in normal clothes doing normal things. They will not take that up. All the surveys that we have done have said they will not take that up unless they have space to do so and unless they feel safe. It does not matter if the statistics say it is safe. It does not look it; it does not feel it. This is absolutely critical.

It is more than just London, which is why I am here. This is about setting a precedent for the rest of the country. The commitment that has been shown to measurable targets is absolutely fantastic and we are very much behind it.

For the first time, we are going to see cycling infrastructure that is properly joined up all the way through from the start to the finish of the journey. The other thing we often do not do is we have chunks of infrastructure and this is actually going to make it a pathway all the way through the city and so it is fascinating --

Caroline Pidgeon MBE AM (Chair): Do you see it as London leading the way on this?

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): London is very much leading the way and this is the biggest cycling initiative in this country, possibly ever, with a proper long-term commitment, meaningful sums of money and targets that we can measure and hold each other and the city accountable for, and that is proper leadership. If it should happen anywhere in this country, it has to be in London. When we can measure the effect of that and the positive impact - not just for people who ride bikes but for pollution, congestion and all the other things - then it will be very hard for anybody who does not want to not to implement that on a wider scale around the country.

Caroline Pidgeon MBE AM (Chair): Thank you for that. I know the City of London has had some concerns about aspects of the East-West Superhighway. I do not know whether maybe, Michael, as Chair, you might like to comment on what your concerns are with it.

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London Corporation): Thank you. We support the segregated cycle route through London.

Caroline Pidgeon MBE AM (Chair): Fantastic.

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London Corporation): Yes, we do. I want to make that absolutely clear. We have always expressed that support.

What we have concerns about is the particular design that has been presented because it has raised some concerns in relation to pedestrians and the increased dangers and the reduced level of safety in certain places.

These concerns we have listed, some 13 concerns, and our disappointment has been with TfL. Although we have had several series of meetings with them or our officers have, these have resulted in very little done to address those concerns. It has become quite serious because we have a responsibility for the thousands of people who walk along our streets. It is not that we are anti-cyclists. We are for cyclists. However, we are also for the safety of all road users and we believe that some of the concerns we expressed disadvantage other users of those spaces.

In fact, in my view, it has become quite serious because although we have put down our concerns in a first response to TfL on 12 November 2014, progress has been nil. In fact, we have been told, "It is now fixed", or words to that effect. In fact, the Chair of our Policy [and Resources] Committee has now written to Boris [Johnson, Mayor of London] to say, "Look, we want to be able to go to our committees soon and say, 'Look, here it is and we support it', but as they stand at the moment we would have difficulty in getting committees to express outright support for the scheme". We want to support the scheme. We want to see our concerns being overcome. Most of them can be overcome without damage to the overall concept. However, without them, we are going to have difficulty getting full-blooded support from the City and that is what we want to achieve if we can.

Caroline Pidgeon MBE AM (Chair): Just a few adjustments, you are saying, are needed to make this work for you and your residents and businesspeople who walk through the City every day?

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London Corporation): Yes.

Caroline Pidgeon MBE AM (Chair): Joe, did you want to come in on the pedestrian point of view because that is an issue that has been raised? Do you think they have a detrimental impact on pedestrians?

Joe Irvin (Chief Executive, Living Streets): Can I first of all say that Living Streets are obviously about walking, about pedestrians, not about cycling? However, we are very supportive of the proposal because we want it to be easier and safer to walk and cycle here and everywhere else. Chris [Boardman] and I were at an event in Bristol and we were absolutely shoulder-to-shoulder supporting that.

In 99% of the time, what is good for cyclists is good for people walking and vice-versa, but 1% of the time there are conflicts. The answer to that is to try to find the design ways to get around those. There are sensible ways to get around those and we have become quite good at doing that. We are very supportive of the whole venture. It is really imaginative. It is a game-changer. Because it is such a big thing, it is probably worth getting right.

Our concerns about pedestrians are in three areas. Firstly, it is those areas where pedestrians have to cross the cycle routes and making sure that those are amenable.

Secondly, there is a particular concern about some of what are termed 'floating bus stops'. I have an illustration of those here. For those who are not familiar, it means that you are standing on a pavement, the bus is stopping there and there is actually a cycle path in the way. You just need to be very careful about doing that in the right place and with the right numbers, bearing in mind that the purpose of this is to vastly increase the numbers of people cycling. It is not current rates of cycling. You have to get this right for people and probably, if there are a million more people in London, there will be more people catching the buses as well. Let us try to make it so that it is good for all of those people.

The third thing is crossing times. There are certain specific places where there are crossing times being proposed that we think are unreasonable. I think the City agrees with that. When you are asking people to wait 120 seconds to cross, studies show that people actually will not wait that long and they will start to cross. That is just asking for accidents to happen. It is having reasonable and best-practice crossing times. In fact, we would rather see people able to cross. This is the waiting time to cross that I am talking about. It is not the time to cross the road, but how long you are waiting at a red light to cross --

Caroline Pidgeon MBE AM (Chair): It is the crossing time, yes.

Valerie Shawcross CBE AM (Deputy Chair): Between cycles, yes.

Joe Irvin (Chief Executive, Living Streets): -- and 120 seconds is just too long.

Caroline Pidgeon MBE AM (Chair): Two minutes, yes. That is fair. That is a good point. Before I bring Andrew [Gilligan] in to respond to some of this, Julian, from a borough perspective, what impact do you think the Superhighway is going to have on overall traffic congestion and this that something that you and the boroughs are concerned about?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): Absolutely. Firstly, I will just say how much we would welcome it. However, there are some differing opinions and therefore London Councils did not put in a detailed submission. We are obviously enthusiastically, in principle, behind it. There were concerns from some boroughs, as we have heard from the City, in terms of the impact on road traffic, deliveries and business. Equally, boroughs have raised concerns about how rigorous the modelling data is and boroughs have made the point that when they have to provide data for cycling schemes on their roads, it is much more detailed. That is the specific.

On the broader issue of tackling congestion and what Chris [Boardman] said in terms of how it is about those people who are not cycling and trying to make cycling feel safer for people, many of those people who are not cycling at the moment are motorists. If you can get people out of their cars and onto cycles, you free up more road space for the people who do want to continue to drive cars. However, actually, everyone benefits if you can get that modal shift and get people onto bicycles.

The other point to make is it is incredible value for money. If you compare all of the other costs of transport infrastructure, whether it is Tube lines or roads or putting in a Cycle Superhighway or a Quietway or whatever it is, it is incredible value for money. Chris [Boardman] did an excellent piece in the summer and I cannot remember exactly the numbers --

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): It cannot have been that good, then!

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): I cannot remember the numbers, but it was the equivalent of an extra Tube train every so many minutes or whatever if you can get that modal shift. Air quality is a big issue in London as well. All of this will contribute to tackling that particular problem and all the health issues related to it. Of course, if you cycle, you get healthier as well. We need to push this as hard as we can.

Caroline Pidgeon MBE AM (Chair): It sounds to me from everyone that this is absolutely win-win and it is just about getting some of the detail right. Andrew, are you actually going to be making some of these

adjustments and things, such as around the pedestrian crossings and other issues, to make sure this works? Also, Canary Wharf Group has emailed me saying that its position had been misrepresented in the press but it was keen to point out that it had put forward an alternative route to you. Is this seriously being considered?

Andrew Gilligan (Mayor's Cycling Commissioner): We are very keen indeed to work with people like the City and Living Streets to iron out some of the details and we are doing that now. As you know, the purpose of the consultation exercise is to consult. We have already made changes to some of our other schemes. For instance, the Cycle Superhighway 5 scheme through Vauxhall, in response to concerns expressed at the consultation stage, had fairly significant changes, actually, changes which make it better for both pedestrians and cyclists. That is an indication of our flexibility in these sorts of matters.

Regarding some of the pedestrian points, on the East-West Superhighway there are going to be 14 new pedestrian crossings on the East-West alone and 25 of the existing crossings will be made shorter and quicker to cross. At the moment, you have to wait in the middle of the road quite a lot of the time. They are 'two-stage crossings' in the jargon. Actually, you are going to be able to walk straight across the road in the future. Therefore, there are a lot of benefits for pedestrians. There is also a great deal more pedestrian space with about 4,000 square metres on the East-West.

A handful of maximum crossing times are going to be longer and I have them here. The longest one is going to be nine seconds maximum longer to wait than it is now. It is at Parliament Square and Bridge Street and is going from 105 seconds to 114 seconds.

Victoria Borwick AM: If they are very busy, they will not wait for that.

Andrew Gilligan (Mayor's Cycling Commissioner): Most of them are not changing or are getting shorter.

Caroline Pidgeon MBE AM (Chair): You are saying they are about the same as what they are now? Two minutes to cross, though, is quite a long time.

Andrew Gilligan (Mayor's Cycling Commissioner): I think it is one of the ones on the North-South that is going up to a maximum of 120 seconds: Ludgate Circus. The East-West ones where they are going up, which is not in the majority of cases, are going up by a maximum of 9 seconds. As I say, a large number of crossing times are going down and a large number of new crossings are being provided. Therefore, overall, this is very substantially beneficial for pedestrians.

Caroline Pidgeon MBE AM (Chair): You are listening and prepared to work with the City and others to just adjust these things where necessary to get them right, yes?

Andrew Gilligan (Mayor's Cycling Commissioner): Yes.

Caroline Pidgeon MBE AM (Chair): That is a strong commitment. Michael, do you want to respond?

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London Corporation): Yes. We have just talked about the number of seconds by which they are going to increase or decrease. However, coming back to the points that have been made about the actual delay time, we believe that there should be no longer than 88 seconds for the cycle to go through the crossing because we believe that is the sort of level - and we know from experience - that pedestrians can cope with. If we get large numbers of pedestrians, they will burst through those times and will start crossing. I believe what was talked

about was how much it has gone up or down, but what it actually is that we ought to aim at no more than 88 seconds.

Andrew Gilligan (Mayor's Cycling Commissioner): That is a slightly different point, to be fair, because what is being asked for there is a reduction in the cycle time now. Quite a lot of the cycle times on the East-West are more than 88 seconds now.

Caroline Pidgeon MBE AM (Chair): Michael [Welbank] is saying that to get this right for the users, both pedestrians and cyclists, you may need to make some of those adjustments.

Andrew Gilligan (Mayor's Cycling Commissioner): I will be frank. I do not think we are going to be able to reach 88 seconds in every case.

Caroline Pidgeon MBE AM (Chair): You are looking at where you can reduce it from where you are?

Andrew Gilligan (Mayor's Cycling Commissioner): Yes.

Joe Irvin (Chief Executive, Living Streets): Where improvements are being made, it is very welcome. If somebody told you that you were going to have - I do not know what you would like - quiche or steak-and-chips four days a week but you have to eat wiggly grubs or something on the other day, you are not going to feel great about it. Therefore, it is great to do those things, but this is a really big prestige project. There are going to be many more people cycling, hopefully, as a result of that. We are hoping there are many more people walking as well, actually. Therefore, do not say that the standard today is perfect and cannot be improved upon. This is all about improvement, is it not?

I do accept that in some places we think the waiting times are too long at the moment and we are then saying they are going to be no worse or are even coming down slightly. The study that I know about, TfL's study on pedestrians, found that 85% pedestrians waited no longer than 30 seconds before they crossed the road, whether they were at a red light or not. This is a prestige project. This is not a hugely expensive part of it. It is worth getting right in all these places to make sure that this is fit for 10, 20 and 30 years ahead when we will have many more people cycling and many more people walking.

Caroline Pidgeon MBE AM (Chair): Thank you for that. I want to just move on to one other point before we move on to a different area. Rachel, can I pick up with you the issue of modelling? It was mentioned earlier. With TfL's modelling on this, we know it struggles with understanding bike movements and pedestrian movements as well. I cannot remember what we were told before. Was it a fifth of a car or a quarter of a car? Obviously, it does not make sense. What are your thoughts on the modelling and how accurate it is to predict both the possible congestion or not and also the disbenefits to different road users?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): TfL appreciates that there are issues related to modelling and cycling and the modelling has to come with a health warning. For that reason as well, I would have a lot of sympathy with Julian [Bell] when talking about the boroughs feeling it is quite onerous with the amount of modelling they have to do. Modelling is viewed often as an obstruction because you tend to get those big numbers like a 16-minute predicted delay for one particular journey. I do not think those numbers really should be viewed as what is likely to happen. They are viewed as a prediction under certain conditions, most of which are not likely to be met.

For example, the modelling assumes that no peak spreading will happen, which means that the trips that are currently made in the busiest peak hour by car will continue to be made at that busiest peak hour, whatever happens and whatever the changes in terms of journey times. We know that is not true. Peak spreading has continued to happen in London, particularly in central London, and it represents a more efficient use of the network. It is a good thing and people will, if they can, adjust their journeys. That will happen. You will not see those wait times happen in that way.

There are many other things that have been excluded from the modelling that would be expected to reduce wait times, for example rerouting by cyclists. TfL's modelling and most other modelling, too - it is not that TfL is actually at the forefront in many ways - cannot predict cyclist routing and so there is no attempt to say that cycles will no longer be on the busy motor routes that they currently take and will reroute to the Superhighways. That obviously frees up space. We know that there are delays at the moment related to bikes being on other routes and that will also reduce delays. There is a whole list of other things that have not been quantified and have not been included. Therefore, those figures have to be taken with a massive pinch of salt and not seen as barriers.

We need to look at the big picture. We need to move towards a healthier, more efficient, friendlier transport system that copes with the increasing population. It would be ridiculous if the fact that those numbers stopped us moving to a more efficient mode that is associated with less congestion and less delay. We know that we want people on bikes and not in cars and the modelling often ends up being an obstruction to that. What it should be seen as is indicating certain areas that you may need to look at and think about how you might use mitigation measures, but it should not be a barrier. It should be something that you keep an eye on.

Caroline Pidgeon MBE AM (Chair): Do you think that after this has been introduced and looking at the effect it has had on other roads, the modelling can then be adjusted to use the future schemes? Is that how you would like to see it go forward?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Very much so. I know that TfL is doing some work on the Cycle Superhighway 2 extension in that regard and it is really important that that work is done and that that work is made public and that we discuss the relationship between the modelling assumptions and what actually happens.

For example, in terms of the cost-benefit analysis as well - which is an appraisal as opposed to modelling and is quantifying benefits, adding them up and subtracting costs and so on - it is based on those predictions, whereas that most likely will not actually happen. When we do the cost-benefit analysis, we are going to be overestimating the costs and underestimating the benefits and that is also endemic at the moment. These tools do not work well and TfL recognises that and we need to not assume they are giving us correct answers.

Caroline Pidgeon MBE AM (Chair): Yes. A lot of transport modelling seems to need to be updated. We have had in the past London Overground with huge suppressed demand. This current modelling does not seem to predict how many passengers are likely to use different modes.

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London Corporation): I was going to suggest my colleague, Iain Simmons. I am not a modeller. I am not a model, either, but there we are. Sorry, you were not meant to laugh at that!

Iain Simmons (Assistant Director City Transportation, City of London Corporation): Just to help you with your deliberations, I would share a lot of what Rachel [Aldred] says in the sense that there are certain

constraints around modelling. You can use it as a design tool. You can use the models to assess what the impacts are. That is fine if there are relatively modest changes, but with what is built into the models - the fixed-trip matrices and various things that Rachel said - the peaks cannot spread. They are very poor and crude tools. Therefore, they are by no means the be all and end all.

One of the things is that if there is less capacity for motor vehicles to move, wherever they may be, immediately adjacent to these routes or further away in London, it does presuppose that if they cannot all move when they are currently moving, there is some other time when they can. Certainly, the characteristic of a lot of central London is that the motor vehicle movement is the same right the way through the day from 7.00 in the morning until 7.00 in the evening. It just does not look like that because in the peak periods the motor vehicles are interacting with lots of pedestrians and lots of cyclists and it all slows down. However, actually, there is not a huge amount of capacity - certainly in my knowledge of the City of London - so that if vehicles do not move in a certain time period, they would be able to move at a different time period. As I say, there are nuances around this.

In terms of the broad impacts and one or two of the things that TfL did prior to the Olympics, there were some very good maps that were produced to indicate the effect of the Olympic Route Network and how and where certain parts of London would be disadvantaged and there would be greater journey times for that. That was absolutely fine.

However, they also did work and we know from our experience and monitoring in the City that, say, whilst the Olympics were on, if you were in central London or if you were in the City of London, you could move around more easily. That was only on the basis of 10% less traffic. The key bit is not to get too hung up on the core content of the modelling because there are so many variables in it that it will not paint the true picture of how people behave.

Caroline Pidgeon MBE AM (Chair): Andrew, do you want to comment on the modelling? Also, you have to respond to the consultation. You are supposed to be onsite in early 2015. Perhaps tell us what the schedule is to build this ground-breaking East-West Superhighway.

Andrew Gilligan (Mayor's Cycling Commissioner): I agree with what both Iain [Simmons] and Rachel [Aldred] have said. The modelling has often been too pessimistic in the past and you can see that by what it predicted compared to what has actually happened.

It predicted, for instance, that the abolition of the Western Extension to the Congestion Charge Zone would cause between 8% and 12% more traffic in the Zone and a rise of 15% to 21% in congestion. The actual rise was 6%. It predicted a drop in traffic speeds of 6% to 12%. The actual drop was 3%. On one of the cycle schemes we have already done, the first fully segregated Superhighway stretch in Stratford High Street, it predicted delays of about a minute-and-a-half or a minute-and-a-quarter for bus services on that road. Actually, the delay has been negligible.

There are limitations. Firstly and most importantly, modelling does not make any kind of allowance for modal shift, which is of course the single most important objective of these schemes. We have already seen big modal shifts in the earlier cycle schemes and the earlier Superhighway schemes, even though they were not much more than paint on the road. This one, we hope, will generate even greater modal shift.

Secondly, as Rachel [Aldred] said, it does not make any kind of allowance for traffic spreading or evaporating, which we have seen in a number of cases where there is reduced road capacity such as the Blackwall Tunnel, for instance.

Thirdly, it assumes the general decline in traffic we have seen in London over the last ten years will not continue. I admit that it has actually stopped for the moment, but overall over the last ten years we have seen a pretty substantial decline in traffic in London generally, in central London particularly and on these routes especially.

Fourthly, it does not take account of all the mitigation measures we are putting in place, some of which Iain [Simmons] mentioned, which are things like better enforcement of parking and loading restrictions.

It has a couple of key limitations about buses as well. It does not capture the benefits that come from moving buses from bike lanes and bus stops and removing bikes from bus lanes as well. If you have ever been on a bus in a bus lane, you will know that the bus is often slowed down because cyclists are in the bus lane and it can only go at the pace of the cyclists, or it is often prevented from pulling away from a stop because there are cyclists passing. When buses and bikes are separated, as they have been at Stratford High Street, for instance, then that conflict is removed and buses can move away from stops more quickly because they do not have to wait for bikes and, also, they do not have to travel at the pace of bikes in the bus lanes. That is one of the reasons why the modelling for the Stratford High Street scheme was too pessimistic.

Caroline Pidgeon MBE AM (Chair): There is learning from that going forward. Can you just comment on the timescale? When will this East-West Cycle Superhighway be fully open?

Andrew Gilligan (Mayor's Cycling Commissioner): We have just finished collating all the responses. As you said, there has been a very large number. There were 14,700 or so direct to TfL and a further 6,000 or so from the LCC. Of the 14,000 that came directly to us, 79% were in support and 5% were partially supportive and so a total of 84% support or partially support it. Including the 6,000 from the LCC, it goes up a bit, as you can imagine. It goes up to about 86% to 90% full or partial support. That is good. There is a lot of support from businesses, a huge amount of support from businesses --

Caroline Pidgeon MBE AM (Chair): When is it going to be on-site? We know there is a lot of support. We have heard that, even from our guests today.

Andrew Gilligan (Mayor's Cycling Commissioner): What we are in the process of doing now is evaluating the responses and seeing what kinds of changes we can do in response to some of the complaints we have heard already this morning. That is where we are now. After that the Mayor will take a decision and after that we will get building, yes, I hope early next year.

Caroline Pidgeon MBE AM (Chair): Early next year or in the spring, shall we say, next year, you hope to start on-site. When should it be open, if it all goes to plan?

Andrew Gilligan (Mayor's Cycling Commissioner): The plan is April 2016, but it is conditional on the Mayor's decision and on any changes we may make.

Caroline Pidgeon MBE AM (Chair): Of course. Great. Thank you.

Victoria Borwick AM: I would like to just go back to the consultation, please. Inevitably, there are concerns that have been touched on and it is important in this forum today that we want to make sure that everybody feels they have had their chance for a say. Particularly in areas like Westminster, there are residents who live in their communities and there is a slight concern that cyclists fly by, fly in, fly past and are being given priority over the residents who are living in their communities. It is quite important. We can talk about the figures and they seem rather overwhelming in the sense that you have said figures like 70%, 80% or 90% of people are in favour. I am absolutely sure that around this horseshoe we are all in favour, but the thing is that that does not mean that we have to disregard residents' concerns because they have to live there 365 days a year. We just want to raise in this public forum the point that residents' views should be considered and that they should not be given any lower priority view to those of the cyclists.

I really want to make sure that despite the main consultation being over, you will be working with residents' groups - you and TfL - to reassure them and you will make time to see them to see about those minor changes, some of which have been instanced this morning on turning and crossing. We all are particularly conscious on safety. There was another pedestrian killed yesterday, sadly, in Kensington and so we are very concerned about the safety aspects. I hope that we can ask that you take this time and that, as you say and as was said earlier by Joe [Irvin], a little bit more time spent now might mean a month or so of delay but in the end will come up with a scheme that people will more wholeheartedly support. I am not talking about in terms of the physical numbers but the actual people who live with what is going to be a significant change to London's streets.

My plea is, please, can I ask you to make time to meet those groups that do want to meet you and look at how those changes and tweaks which Caroline [Pidgeon AM, Chair] and others have identified can actually make this more widely understood?

Andrew Gilligan (Mayor's Cycling Commissioner): Let me give you an example of what we are doing with residents. I know you have been particularly concerned about another scheme, Cycle Superhighway 5, which is going across Vauxhall Bridge and up through Pimlico and then in the other direction down Harleyford Road and to the Oval.

As I mentioned, we have had a huge amount of discussion with local residents about that on both sides of the river. On the south side they were worried that there was a track in front of their homes on Harleyford Road. As part of the consultation changes I mentioned, we moved the track to the other side where there are not as many homes. There is a block of flats but there is no parking with it. Also, we have reinstated a banned turn that they objected to. Therefore, we have met their concerns on two aspects that they were worried about on that side of the river.

On the other side, there is a group of residents on a couple of streets called the Ponsonbys that I have also met. I have met Simon Allison, the Chairman of the residents association there. TfL officials have had a lot of meetings with him as well. What they want is something to prevent a rat-running when the turn from Bessborough Gardens into Millbank is banned. Working with Westminster, we can give them that as well. It is ultimately Westminster City Council's call. It is their road, but they seem sympathetic. That is the kind of thing we are doing all along the route.

One of the advantages of the East-West route, however, is that there are relatively few residents on most of it. There are residents in Bayswater with whom we have been engaging very closely, in fact.

Victoria Borwick AM: That is another area I was going to raise. I do not want to go through every single one here this morning, but the point is that it has been raised by Caroline [Pidgeon AM, Chair] and others.

Andrew Gilligan (Mayor's Cycling Commissioner): We are very conscious of that and we have --

Victoria Borwick AM: Only by working with these groups on these minor tweaks, you can then say, "OK, you have done your bit", and we can all proceed with a bit more --

Andrew Gilligan (Mayor's Cycling Commissioner): Yes. We have done a huge amount of work with residents on that kind of basis.

Victoria Borwick AM: It is important that residents do feel they are valued. Thank you.

Caroline Pidgeon MBE AM (Chair): I feel quite reassured by that. Let's move on to Quietways.

Valerie Shawcross CBE AM (Deputy Chair): Thank you. Can I just say that I have been grateful for the work that TfL has done in talking to my residents and helping deal with some things like changes of turns? That has been very productive.

Before I come over to Andrew [Gilligan], can I ask our other guests whether they share my enthusiasm for the idea of Quietways? As a non-confident cyclist, if that is the word, I am very keen to see other women and other people who do not feel fit enough to get on their bikes and go. Quietways look like a positive solution to me. Is that something that you feel?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): Certainly from my experience, I have been a daily cyclist in London for the last two-and-a-half years now and everybody says, "But are you not scared?" When you try to encourage other people to do it, they say, "I cannot. I just do not want to do it. I do cycle, but not on London roads". Therefore, we have to provide an environment where people will feel safer and where there is less traffic. As well as Quietways, we need to start doing things like car-free days at weekends like Paris has suggested and look to take the traffic away and get the cyclists feeling safe. Equally, London is a pretty stressful place and actually getting on your bike and going on a nice ride down the canal is the best way of de-stressing yourself and getting some quality of life. We need to make sure that we have more opportunities like that for people and get people loving cycling, which they will do if they have these Quietways.

Valerie Shawcross CBE AM (Deputy Chair): Julian, you had us on your 'hello' there really because we are all keen to see success on this. However, the point is that although there has obviously been a lot of profile to the Cycle Superhighways, in terms of getting non-traditional cyclists on the streets of London it seems to me that this is probably going to be a bigger win in some ways. Rachel, do you have a comment on it?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Yes. The principle of Quietways is brilliant. My concern, though, is the extent to which they are actually going to be quiet and the levels of motor traffic. There has been sometimes a little bit of slippage. Rather than these being really quiet, high-quality routes, they can go in the direction of, "OK, let us put some signs up in residential streets". We need to recognise that residential streets are often not that welcoming for new cyclists and less confident people at the moment due to rat-running.

Research supports this. I did a survey of people's attitudes to cycling with children. With modal filtering, which is where you cross off a street to through motor traffic but you can still access all properties, there is a really big jump with that compared to a residential street that has rat-running. It makes a big difference. People are not necessarily going to cycle with their kids if you have rat-running.

Similarly, TfL has done two surveys. One called the cycle route choice study showed that residential streets were hardly seen as preferable to other types of street, which was a big surprise to the researchers. They thought people would say, "Yes, I would much rather cycle on a residential street than on a main road or high street", and they did not. That indicates that residential streets in themselves are not necessarily good enough. Similarly, the cycling behaviour study that TfL did compared low-volume residential streets to streets with no traffic - that was the description - and the latter were rated much more highly.

The key thing about modal filtering is that it means you will not have that rat-running through motor traffic and you can still have accessing motor traffic. For me, the research suggests that is the really big difference. Therefore, I would want to see Quietways removing through motor traffic rather than just putting signs on existing residential rat-runs.

Valerie Shawcross CBE AM (Deputy Chair): We could see this done well or we could see this done badly. It is a question, again, of design. Chris, did you see this as a model for elsewhere in the country?

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): I am a little bit confused as to what it is. I walk in London. I only ever walk in London. I walk everywhere. I do not get on the Tube. I walk through a lot of the streets and I have not found many quiet streets, by and large. There are parks and canals and they have traffic. I suppose I would have to give you a definition of what a Quietway is. For me, it would be where I would be OK with one of my older children [cycling] or something like that, but I am not finding those.

One point is that human beings are essentially lazy and, if you want them to shift, they will want to go the easiest, simplest, quickest route and that is what we have to focus on. I certainly love the idea of it --

Valerie Shawcross CBE AM (Deputy Chair): [Abraham] Maslow's [20th century American psychologist] hierarchy of needs would put you with safety first, though, would it not? If you were concerned for your safety, you would go the safer route first.

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): Yes, but then what probably happens in fact and what we are seeing with our 2% of cyclists is that they are choosing not to do it at all. If it takes me all the way around to have to find quiet streets. It is too difficult and I --

Valerie Shawcross CBE AM (Deputy Chair): Joe?

Joe Irvin (Chief Executive, Living Streets): I am a cyclist as well and, if I am in a hurry, I will go on the main street, but it is risky. I am sure, like every other cyclist here, I have had some near misses. If I have more time, I would certainly go down a Quietway. However, still, you have to balance that out. Do it right so that it is good for pedestrians and for cyclists. A good example of that, I would say, is what they are doing in Hackney. They have The Narrows at the top of Mare Street. It actually makes a good cut-through that you could not really do before. If you wanted something that would make more places better for cyclists who are

not going at high speeds and who might even get overtaken on the Superhighways and might feel they are too fast for them, a more general 20-mile-an-hour limit for cars would be a much more important thing.

Valerie Shawcross CBE AM (Deputy Chair): For speed control, OK.

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London Corporation): In the City, of course, we have a problem that we have inherited with a medieval street pattern; and the idea that one could find parallel to the traffic streets, something equally direct in a grid system of some sort, which are low-traffic streets; we have tried to find them but we are finding great difficulty. We support the idea but we cannot do it terribly well because of what we have inherited.

However, of course, one of the things we are doing is allowing two-way cycling on our one-way streets. That has been progressing with nearly all of our one-way streets now. I am not quite sure of the number we have but we are going through the whole lot, which is a surrogate way of having quiet streets.

Valerie Shawcross CBE AM (Deputy Chair): Yes. Very good. Andrew, do you want to tell us and explain the concept a bit more? What does it offer to Chris [Boardman]? Say something about what the timescales are for delivery.

The other point here is that when the Cycle Superhighways went in, there were lots of people who were critical of them. I heard you say they were no more than just blue paint on the road. Actually, a lot of people said that. How do we know that the Quietways we are going to get are not going to have to be retrofitted? How do we know that we are getting it right this time around?

Andrew Gilligan (Mayor's Cycling Commissioner): Quietways are direct routes on low-traffic back streets through parks, canal towpaths and that kind of thing. They are a little bit like the old London Cycle Network, only done properly, as it were. They are the same kinds of routes as that, but they are done better. The London Cycle Network had a couple of key problems. Firstly, it was not always sufficiently direct. It took you around the houses. It sometimes took you up hills. It took you to places where people would not go. Secondly, it tended to give up at the difficult places.

Quietways will not do either of those things. If a Quietway has to join a main road for a time for the sake of directness, it will do so but it will do so with segregation or some other form of provision. If it has to go through a difficult junction, as some of them do, the junction or the area will be upgraded to make it easier for cyclists to get through. That, I suppose, is the difference. There is a different level of ambition.

We are just about to start construction on the first two. They will open in May. The first one will run from Waterloo to Greenwich and the second from Bloomsbury to Hackney and then extended later to Walthamstow. They will both run, you will see, on very good routes, some of which are existing cycleways but which have interventions to make them better. The Waterloo to Greenwich one, for instance, is going to include a new stretch of cycle-only path behind the football stadium at Millwall, which will close a major gap in that route that currently requires you to go on main roads. It will also have a number of other improvements. Things like chicanes and so on are going to be removed along the route and the whole thing is going to be direct and is going to flow as a route. It will be rather attractive and well-used route. It runs, if you know it, just north of the A2, more or less. It is like a parallel route to the Old Kent Road and it is a really pleasant cycle route that you will really enjoy.

Valerie Shawcross CBE AM (Deputy Chair): That is the one we have the press release from TfL on this morning.

Andrew Gilligan (Mayor's Cycling Commissioner): Yes. That was mentioned in the press release this morning. There are seven in the first phase, which will be finished by 2016. There is another one from the City to Hainault, another one from Waterloo to Crystal Palace, another one from Central London to Wimbledon, Clapham Common to Croydon --

Valerie Shawcross CBE AM (Deputy Chair): Roughly when will they be completed, Andrew?

Andrew Gilligan (Mayor's Cycling Commissioner): All of those are by 2016. Then we have another couple of dozen or so that we hope will be either finished or in progress by 2016 as well. We are just agreeing them with the boroughs.

Valerie Shawcross CBE AM (Deputy Chair): In May 2016, how many Quietways do you think we will have by then?

Andrew Gilligan (Mayor's Cycling Commissioner): Seven, possibly more, depending how quickly the boroughs go. Nearly all Quietway routes on side streets are borough roads and anything involving the boroughs adds, obviously, a layer of decision-making to the process. That is why, for instance, we have managed to get designs for the Superhighways out even though they are quite complicated designs, but so far there have not been very many designs for Quietways. That is just because there are more people involved. Obviously, a typical Quietway would cross three or four boroughs and then they have to be joined up with each other and with TfL. That process is working quite well now.

Valerie Shawcross CBE AM (Deputy Chair): I will come to Julian [Bell] on that in a moment, if I may. I do not like to bring a critical note in, but I am a bit concerned about this. It seems apparent that the acceleration of the Quietways programme - and I am quoting from a letter from you, Andrew [Gilligan] and from Ben Plowden [Director of Strategy and Planning, Surface Transport, TfL], who I can see sitting in the audience - has led to pressures on other parts of the cycling portfolio, especially the Cycle to School Partnership programme. Actually, those other programmes are also incredibly important in giving people the infrastructure, particularly for children also. We ought to be giving them the skills and the confidence to use them as well.

Why are we seeing this robbing Peter to pay Paul, when actually what we want is to roll out cycling opportunities for the whole of London? I am not sure there is a rationale for why you would squeeze some successful localised programmes. I have local parents lobbying me on one right now in Dulwich. They are really upset about this. They also would be delivering a local cycle facility, accessible for children, etc. What is that about? I thought we were having big underspends on the cycling programme and so why are we squeezing this one?

Andrew Gilligan (Mayor's Cycling Commissioner): The Cycle to School Partnership programme was a pilot programme. It is described in the Vision for Cycling as a pilot programme. It does not exist now. Essentially, we had 11 or so bids from boroughs. I may be wrong about that. It may be slightly more. We were going to do a pilot number of schemes; that is, one or two. However, we never were going to do more than that number. It is explicitly described as a pilot programme.

There is quite a lot of overlap as well with the Quietways programme. A lot of what the Dulwich applicants wanted is going to be delivered anyway through the Quietways programme. That is basically why we have turned down the Dulwich bid.

I was worried as well, to be absolutely honest with you, about some of the bids. From memory, the Southwark bid - which included Dulwich but was not confined to it - was aimed at getting an extra 240 children a day cycling to school at a cost of £2 million, plus the feasibility study - money they have already had - was £2.4 million. That is £10,000 per cyclist and I did not think that was value for money, I am afraid.

Also, I was worried that an awful lot of the people they were wanting to get to cycling were in fact already walking to school. I am not going to subsidise people to move from one active mode of transport to another. The purpose of this programme was to remove the school run or reduce the school run.

Valerie Shawcross CBE AM (Deputy Chair): In fact, that does not come across in the correspondence. What comes across is that you have to move money from one programme to another. Therefore, that is a different reply. I do not want to get too much into a local one, but I thought there was a principal point there about the importance of the local --

Andrew Gilligan (Mayor's Cycling Commissioner): Yes. I am quite keen to get some of these schemes delivered, but we will deliver them through the Quietway programme more than through that specific programme, which only ever was a pilot.

Valerie Shawcross CBE AM (Deputy Chair): OK. Julian, do you want to say something about the way TfL has been working with the boroughs to deliver these Quietway programmes? Do you see it as leading to success? Is it going to work?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): The first thing to say is that actually 31 of the boroughs are working with TfL to deliver these Quietways. I am not sure which one is the one that is not.

Andrew Gilligan (Mayor's Cycling Commissioner): It is Westminster because Westminster does not have any Quietways in it. It is in central London and it is in something called the Central London Grid.

Valerie Shawcross CBE AM (Deputy Chair): There you go. There is the mystery solved.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): By definition, it cannot be a Quietway. Obviously, this is a programme that is going to go over ten years. I would say in response to Andrew [Gilligan] saying that this is another layer of decision-making that actually this is localism and it is right that these Quietways are delivered by the boroughs because they have that local knowledge. In Ealing, we have nine Quietways proposed. Three or four of them cross over boroughs, but we are always very engaged with our neighbours in order to work together. There has to be a pooling of skilled officers to deliver this. We do need to think about how groups of boroughs can perhaps share the capacity of their technical experts who are going to deliver those for us. We are doing those kinds of things. Again, because of the local knowledge that boroughs have, we will propose some amendments, but that is all to the good and will ensure that we get the best possible scheme and we get it right. That is the key thing.

Valerie Shawcross CBE AM (Deputy Chair): They will get a better fine grain of the scheme at a local level. Do you think the outer London boroughs are getting a fair crack of the whip from TfL's cycling programmes overall, including the Quietways?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): We would probably jump to mini-Hollands because it is the outer London boroughs.

Caroline Pidgeon MBE AM (Chair): We are coming on to that in a minute.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): For those boroughs that are committed to investing in cycling - and you have talked about underspends - and in Ealing as a borough, we are very keen and we will have any money you can give us and we want more. However, we will use our own as well in order to try to do things and make things happen. For example, we have a Dutch-style roundabout at the bottom of Horn Lane and Acton High Street, which we have incorporated into the redesign of that junction. It was originally a traffic-light junction and it is now a traffic island, but we have included cycle-friendly design in that and used the existing budgets that were there to do it. We are all being squeezed financially and so it is about will as much as it is about the amount of money.

Andrew Gilligan (Mayor's Cycling Commissioner): Just to add on the Quietways programme, the Quietways programme includes some money for big-ticket interventions in outer boroughs which were not successful in their mini-Holland bids. That is particularly in places like town centres that are barriers to Quietway-type cycling at the moment.

One of the big-ticket interventions is at Ealing and we are going to fund the Ealing Town Centre elements of Ealing's mini-Holland bid out of the Quietways programme. That is because you cannot do effective Quietway routes in that borough without tackling Ealing Town Centre. Basically, all roads lead to Ealing in that part of the world. There are seven or eight other of that sort of programme that we were also mentioning today.

Valerie Shawcross CBE AM (Deputy Chair): That was very helpful. Can I just ask a last question on the Quietways? We were talking about conflict with pedestrians. Are there any issues that need special management about conflict with pedestrians? One of the things that struck me is in the more residential areas where we are less likely to get signalised crossings and more likely to have pedestrian islands, zebra crossings, etc. Are we likely to see problems for older members of the community trying to cross the Quietway routes?

Joe Irvin (Chief Executive, Living Streets): I would say that it is all about the design and the context, really, and about the quantity of people doing that. I would kind of agree with the localism part of that because you are more likely to get that detail right if you have the local representative deciding it and, most important, if you actually consult local people about it - we do community street audits, for example - so that you do the things that they will really value. They are a very good idea. I mentioned the example of Hackney and Mare Street where there has been a really good example of trying to meld together an area for cyclists and for people walking. There could potentially be problems, but they are all solvable.

One particular area that was mentioned before is along canal routes. There are potential problems because it is a very limited space and sometimes you have people fishing there, which they are entitled to do. We should be respectful of all the users of those spaces.

Valerie Shawcross CBE AM (Deputy Chair): Chris, has Andrew [Gilligan] sold you Quietways?

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): I am just arguing semantics over what they are called. For me, it is cycling infrastructure that all links up and some of them are highways - as the roads do - and some of them are small roads. It is about linking everything together and making it easier.

Valerie Shawcross CBE AM (Deputy Chair): Making a route.

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): What we talk about a lot when we talk about conflict - and I have this conversation around the country - is people say, "There are cyclists on the pavement", but actually it is an inanimate object. We are talking about behaviour and behaviour is what we need to address and how we treat each other. I would hazard a guess that whatever mode of transport people are using, there will be the same amount of inconsiderate people and idiots and people who are friendly and considerate. We need to perhaps make the point that everybody is people and it is the behaviour we need to address and how we interact.

For example, I am a great proponent of bike bells. They are simple devices that are non-offensive to let people know that you are there. Even walking around London, I am crossing the road and I often miss cyclists and I just jump. Bells are something you could bring back. It is a small point, but I find that certainly on the quieter routes it really reduces tension.

Often - and statistics support the fact - it is not safety that is such a small concern. It is a label that we stick on things, but it is not. It is about being polite and about respect. Just letting people know you are there in advance makes a big difference.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Just to pick up on that, it is worth noting that some of the pedestrian-cyclist conflicts that we have stem from poor design and the fact that we have had a big increase in cycling relatively but we do not have the infrastructure to cater for that. One of the things that people get upset about - understandably - is cycling on pavements. If you look at where that happens, it is often where there is a big hostile road that people are frightened of cycling on.

There is research coming out of the United States, where, like us, they are starting from a low base and are trying to improve things. That shows that where you put in good infrastructure, you get less cycling on the pavement. It is not rocket science, but they have shown that it is true. That is a big benefit for pedestrians, potentially.

Also, one of the disadvantages of the current situation is that often on busy roads as well you have cyclists acting unpredictably from a pedestrian perspective and weaving in and out. If you have, as with the Superhighways, people in a predictable place, it can also be a benefit. Obviously, there are design issues and people need to be involved, but potentially there are quite a lot of gains.

Valerie Shawcross CBE AM (Deputy Chair): Absolutely. That is excellent. Thank you.

Darren Johnson AM: This is just a quick one for Chris. On the Quietways, you say that people generally want to take the most direct and quickest route, but is that always the case? I certainly find in London there are a lot of people who are prepared to sacrifice journey time for a more pleasant experience going through a park or whatever. Is it really about getting the balance right on both so that there is a genuine choice between

the most direct routes on the Cycle Superhighways and the network of quieter, safer routes that complement them and give people a genuine choice?

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling):

Absolutely. I will - and I did this morning - extend my journey so that I could come along the riverside. I agree. However, I will only go so far and --

Darren Johnson AM: Yes, and Andrew [Gilligan] was right to pick up on some of the problems that were wrong with the previous London Cycle Network and how it did take you well out of the way.

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): In one of the surveys, Andrew [Gilligan], you identified over 20 different types of cyclist. There is not just a cyclist and a motorist. There are over 20 different types and so people are doing very different things. The biggest impact we could have in London is to get to people's journeys to and from work. Those are the ones that we would like to have the biggest impact on. When people are going to work, they will allow only so much extra time to take a quieter route and I certainly would, but in an hour only five minutes.

Darren Johnson AM: Within reason, yes. Thanks.

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): The introduction, by the way, of one-way streets is something that has really happened here in London or rather two-way for cyclists. I am not seeing that anywhere else in the country. My own area has asked about it and had a real problem with it in terms of safety. They were just ignorant of the fact that it was being done in another part of the country really well. I would like to see that disseminated because it is another one of those ways to make it easier.

Caroline Pidgeon MBE AM (Chair): It is the contraflows. I know cyclists often went the wrong way down the one-way street and actually to introduce it properly --

Chris Boardman MBE (former Olympic cycling champion and Policy Advisor, British Cycling): They went the wrong way anyway.

Caroline Pidgeon MBE AM (Chair): Michael, you wanted to comment on that?

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London

Corporation): From when we introduced it, there have been no accidents on any of the streets on which we have introduced this at all.

Caroline Pidgeon MBE AM (Chair): Yes. That is fantastic. We are going to move on to mini-Hollands now.

Richard Tracey AM: We have already had some mention of mini-Hollands when talking about Quietways, but we can deal now specifically with the progress of the mini-Hollands and indeed both the three winners and the others who were runners-up. I think it was last February, Andrew [Gilligan], when you announced all this.

There seems from the reports we have been receiving to have been quite a bit of criticism from particularly initially the areas that were the winners. I gather that Members of Parliament (MPs) in the areas, such as the MP for Walthamstow, have written an open letter to the council saying that it did not provide enough information before the trials went into place. In Enfield, the MP for Enfield South has called a public meeting

to discuss the Enfield proposals on the basis that there was not adequate consultation with local businesses. In Kingston is probably the most publicised and famous of all the mini-Holland schemes, the one with the decking along the riverbank, but now Kingston seems to have been a bit short on the money available to pay for it all.

Perhaps I can start with this financial element, Andrew. Is there money available that you from the Mayor's Office and TfL are willing to provide to councils that suddenly find the schemes they were proposing and won in the competition are a bit short on funding?

Andrew Gilligan (Mayor's Cycling Commissioner): Nobody has been paid anything much yet. They have been paid amounts to design up proposals. However, the commitment is just under £30 million for each borough and that has not changed. The proposals probably will change slightly, I should think, in the light of public consultation, but they are not changing for any lack of money. In Kingston, for instance, as far as I know, they are still proceeding with all the things we agreed to fund in the bid.

What happens is that it is very much in the hands of the councils concerned to deliver and they are doing that in different ways. As you know, the schemes are of a different nature as well. Waltham Forest is less infrastructure-heavy and the idea is to 'Hackney-fy' it a bit. They have that network of Victorian streets in Leyton and Walthamstow and they want to introduce more filtered permeability of the sort we were talking about earlier and make them more cycle and pedestrian-friendly. They are also proposing a Superhighway on Lea Bridge Road. Those two proposals are going ahead full steam, as far as I understand.

In Kingston, they are remodelling the town centre and they are doing routes to and from it. Again, those proposals are happening. In Enfield, they have some indicative proposals in their bid and they are going to consult in the New Year on the detailed proposals they are actually planning.

Richard Tracey AM: That will be almost a year from when this was all first announced. As I recollect, you held a great press conference on the ninth floor [of City Hall] in February last year. Quite a few of us were there. It is going a bit slowly, is it not?

Andrew Gilligan (Mayor's Cycling Commissioner): I do not think it is, no. How long has it been since we announced the programme as a whole? The Superhighway programme, for instance, was announced more than a year ago and it has taken us this long to come up with designs and so on, which are now ready to build or ready to build subject to the outcomes of the consultation. That is just how long it takes. It is not all that long, really, a year, is it?

Richard Tracey AM: Just on this point, in Kingston, for example, from what we are told, you have actually agreed or have certainly discussed and more or less agreed to provide £34 million. You talked about £30 million just a moment ago, but £34 million. They are saying that they have costed their scheme out at £41 million and so there is a £7 million shortfall. Is it likely to need to be pruned; the scheme I mean, rather than the funding? Are they going to need to prune it or indeed to completely scrap various parts of it? That seems to me the reality of the situation.

Andrew Gilligan (Mayor's Cycling Commissioner): Their original scheme was costed at much more than we awarded them and we said that we were not prepared to fund certain elements in the original proposed scheme such as a bridge across the river alongside the railway bridge.

Richard Tracey AM: An actual bridge as distinct from the decking?

Andrew Gilligan (Mayor's Cycling Commissioner): Yes, as distinct from the decking. One of the proposals was a bridge alongside the railway bridge that runs from Kingston to Hampton Wick. I said I did not think that was necessary. There was already a road bridge right next to it with a cycle lane on it.

Richard Tracey AM: Yes, indeed.

Andrew Gilligan (Mayor's Cycling Commissioner): That is why that has come down from the figure you have cited, but there was never any intention to fund that. We said to them right from the beginning, "We will not fund all the elements in your bid. We will fund £34 million worth", and that is what they are getting.

Richard Tracey AM: I see.

Andrew Gilligan (Mayor's Cycling Commissioner): They have to design it and it has to come to us and be accepted by us before we will release the money for anything. That is only as you would expect. I certainly am not going to write a cheque for £34 million on day one. They have to go through a process of designing and consulting and that is what they are all doing. That is a process which has to take time. It cannot be done overnight and a year is a reasonable time to do it.

Richard Tracey AM: On that point of the timing and all the various discussions that go on, as I understand it, none of the runners-up - and you are well aware that Merton, one of my boroughs, is one of those runners-up - have received any notification of what they are actually going to get. We have discussed this in one of these meetings before --

Caroline Pidgeon MBE AM (Chair): We did.

Richard Tracey AM: -- and as I think we all understood, you were saying they were going to know the next week. However, still we are hearing that these various runners-up, in addition to the three winners, still have no idea what they will actually get from you and TfL in the end. Is that right?

Andrew Gilligan (Mayor's Cycling Commissioner): As I said, the week after I appeared here last, we did write to all of the boroughs. Julian [Bell] can confirm that. We wrote to Julian and we said, "We are going to give you Ealing town centre". We wrote to Richmond and said, "We are going to give you Twickenham and the A316". Who else was there? We wrote to Redbridge where there is a crossing of the A406. We have written to those boroughs.

Richard Tracey AM: That does not actually accord with what we are hearing, you see. I can speak --

Andrew Gilligan (Mayor's Cycling Commissioner): I am surprised about that because we have written to them.

Richard Tracey AM: Bexley, we are told, is still in some sort of fog about what they are getting. In Merton, certainly, despite a number of questions that I have asked and local councillors have asked of the council officers and of the Cabinet Member, still there is no actual statement of precisely what they are going to get.

Steve O'Connell AM: That goes for Croydon as well, if I may add my two penn'orth.

Richard Tracey AM: There we are. Croydon, too, you see, and so --

Andrew Gilligan (Mayor's Cycling Commissioner): Croydon was not --

Caroline Pidgeon MBE AM (Chair): We were told that the letters went to the boroughs, actually.

Andrew Gilligan (Mayor's Cycling Commissioner): All the letters were sent to boroughs at the end of October. They have all had letters saying, "We want to fund this, this and this". Julian [Bell] mentioned nine Quietway routes in his letter. His letter also mentions that we are going to fund Ealing town centre. Richmond's letter, similarly, says that. They have all had letters. Actually, the Committee has asked for the letters and I believe we have sent you them, have we not?

Caroline Pidgeon MBE AM (Chair): It does not give a sum. That is the issue. They have been written and were given examples, but they have not been given a precise sum.

Andrew Gilligan (Mayor's Cycling Commissioner): I am pretty sure we have given you each of the letters we sent to the boroughs. Is that not right?

Caroline Pidgeon MBE AM (Chair): Yes, but they do not have in them the precise sum, which is what Richard is getting at. That is exactly what you are getting at, yes.

Richard Tracey AM: That is what they are saying, some general statement of intent. After all, you gave them last February a statement of intent when you said, "These are runners-up".

Caroline Pidgeon MBE AM (Chair): Perhaps outside, Andrew [Gilligan].

Richard Tracey AM: Julian, were you about to say something?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): I can only comment from Ealing's perspective, but Andrew [Gilligan] is absolutely right. We received the letter but, more than that, we have received some money. We have received £150,000 in order to develop our proposals in Ealing Town Centre further and that, again, is the process we were told would happen so that we can do the base modelling and the surveys. We are looking to have completed that by Christmas. The detailed design work will then take place in early 2015 with the aim to roll out the new measures in the summer of 2015. We are getting on with it and we have the letter and the money.

Richard Tracey AM: Perhaps you can ask your colleagues on the London TEC how they feel and whether they have all been getting quite such good treatment as you obviously are.

Andrew Gilligan (Mayor's Cycling Commissioner): They have all been treated the same, actually.

Caroline Pidgeon MBE AM (Chair): Richard, can I suggest that we would like is a letter from TfL with very clearly for each borough what is being allocated and what has already been given to them to spend on what so that we are very clear? We know there is an intention and we would like in writing what money is going to each borough. Yes?

Richard Tracey AM: Yes. Well said, Caroline. I quite agree.

Andrew Gilligan (Mayor's Cycling Commissioner): I will say this as well, though, Richard. If there is any sense from the boroughs that they are not getting the money quickly enough, I would be extremely concerned about that. I have been very firmly on TfL's case to get the boroughs this money and to get commitments made to boroughs. As far as I know, that has in fact happened. If it has not, I want to know about it.

Richard Tracey AM: Thank you. Ben Plowden is sitting behind you and noting all of that. He is in a position to take some action on behalf of TfL.

The other thing that we are concerned about is this local opposition. As I mentioned, there is one MP in Walthamstow and another one in Enfield complaining about aspects of the creation of these mini-Hollands. Perhaps I could ask you, Rachel, this one. Is there a real chance that some of these schemes may absolutely founder as a result of local opposition or certainly be radically changed?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Obviously, changes may be made in relation to what local residents think. That is absolutely right and proper. I would say, though, that these schemes are really exciting and radical in the context of outer London. If you look at the cycling rates in outer London, they are far below inner London and the rise in cycling has been in inner London. This is really transformational.

Richard Tracey AM: Yes, indeed.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Obviously, it is a difficult thing to do and in Waltham Forest, as far as I know, the approach has involved trialling, which is a good thing. From the statistics I have seen that they provided, people generally became more favourable towards the scheme when it was trialled, as well as suggesting useful changes and so on. That seems to me to have been a positive process. The detail of the schemes can be changed and new ideas can be brought into them, but the whole thrust of it really seems to me very interesting. You often have segregated routes introduced on main roads, which is really important, but at the same time - say in Waltham Forest - you have the modal filtering. Enfield would like to do the same and remove the through motor traffic from residential streets. It is really exciting and, yes, I hope they do go ahead substantially as planned, obviously with changes in response to consultation.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): I can confirm, Chair, that the political leadership in Waltham Forest and the Lead Member, Councillor Clyde Loakes, is determined to make this happen. It does require political leadership to deliver these changes because there is a bit of pain, but that is recognised in Waltham Forest. There is a determination to make a radical change that is going to benefit everybody but will have some elements of difficulty.

Richard Tracey AM: Political leadership or not, there is a problem, I would have thought, with consultation if local businesses and of course in some cases perhaps opposition members are not quite exactly on the same track as the majority party. All of that sort of thing surely can cause some problems and the scheme could founder as a result, could it not? You do not think so?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Could I say something on the businesses? It is well established that local businesses often overestimate the amount of shopping that is done by customers coming by car and that is the case in this country, it is the case in the Netherlands, it is the case everywhere.

Richard Tracey AM: New York.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Yes, exactly and local businesses may overestimate the impact on them but will underestimate the impact of customers walking and cycling to the shops. When measures are trialled, then I hope that people will see that what they feared does not happen and that actually most people come to the shops already by sustainable modes often and that will be increased and a more pleasant environment will be created.

Richard Tracey AM: Chris, perhaps I could ask you. You have been speaking very enthusiastically about the whole process and the progress of cycling. Does it worry you slightly to hear all these problems in the outer London boroughs? You obviously know very well what is happening in the centre and you watch that, but the outer London boroughs have been up to now rather behind on the cycling revolution. What do you feel?

Chris Boardman (former Olympic cycling champion and Policy Adviser, British Cycling): There are two things, really. I have been from a ministerial level all the way down to local cycling officer and have come all the way back around; it has been an interesting journey. Be it London, be it the outer boroughs, be it the rest of the country, it is a very similar pattern, which probably does not surprise you, where there is genuine leadership and somebody who has the courage to actually stand up for something that is right and that they know and believe that will work. We are surrounded by evidence 250 miles from here in Germany. They have to push through and there is pain because we are talking about a culture change. Culture change is always slow and it is always painful; those two things. However, where it is working - in Bristol, in London - is when you have leadership that says, "This is good for everybody. We are going to do it and we are going to get some complaints, but we will push through". That has to be there or it is not going to happen.

One of the things that has come up and was mentioned a few times is consultation. One of the things that I have noticed is there is a disproportionately large amount of weight given to the vocal minority and I have found that a lot. If somebody makes a noise, be it on a corporate level, as we have seen recently in London, or be it an individual in a local area, a lot of things can change and not enough weight is being given to the majority of people who think it is OK.

The second aspect of consultation is we do not tell people the upsides of what this will mean. We do not emphasise what has happened in other areas for local shops and businesses and retail sales in New York, which are probably more similar to ours than across the channel in mainland Europe. They saw that their business was improved everywhere the cycling lanes were by about a quarter, but that information is not getting across in consultation. We have a natural fear of change and people just do not want to change.

One of the elements - and I am aware I am going slightly off topic - and one of the ways they dealt with it - and you have also mentioned in New York - is they had a try-before-you-buy scheme. "We want to do this. We want to remove all of this park and put in bike lanes". The local businesses did not like it and they said, "We are going to put it in for six months. If you do not like we will take it out". Then they said, "OK, we will try it". It worked and then it moved from there. There is definitely something in that part of it. Perhaps the courageous part of it has to be to get to the point of trial rather than yes or no from the outset.

Andrew Gilligan (Mayor's Cycling Commissioner): That is what they were doing in Waltham Forest, to be fair. They tried it for a couple of weeks and they are going to do some more trials later on. All schemes in practice have benefits and disbenefits and if the rule becomes that we cannot do anything that causes a disbenefit of any kind, then we can never do anything.

Richard Tracey AM: Yes. You mentioned there Waltham Forest. There has been a spate of collisions in Lea Bridge Road. Is there likely to be any acceleration of the process to try and deal with that or not?

Andrew Gilligan (Mayor's Cycling Commissioner): The Superhighway on Lea Bridge Road is one of the earlier projects that Waltham Forest wants to deliver and I am very keen that they do that. As you know and as you have mentioned, there have been three now. It is a busy road. The amount of cycling in that area is going up enormously, more even than the rest of London because of demographic change partly. More young, middle-class people are moving out from places like Hackney and they are just not catered for at the moment on the roads of the area and that is one of the key reasons why we gave them the money.

Richard Tracey AM: The whole process of consultation we talked about with Quietways and all the rest of it. Have you learned any lessons from the consultation which you may apply and change the process in the future?

Andrew Gilligan (Mayor's Cycling Commissioner): I am very keen on trials actually. I am very keen. It is not the TfL way. They are less keen.

Richard Tracey AM: What, less keen to consult?

Andrew Gilligan (Mayor's Cycling Commissioner): Less keen to trial. I am very keen on trials and it has been proven in other cities and other countries to be a useful way of overcoming people's understandable qualms about new and changed schemes. Waltham Forest is doing that in the mini-Hollands and I am encouraging some of the other mini-Hollands to do it as well and I want some of the boroughs to do it with the borough schemes.

Richard Tracey AM: Yes. Finally, one to you, Julian. Do you think that boroughs have sufficient capacity to deliver these sorts of schemes on your own or not? How do you feel about the way it tests your resources and your officers?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): I have alluded to the challenges that we are facing. Boroughs are experiencing unprecedented levels of cuts and it is an immense challenge financially for councils at the moment. We have been having discussions and working with TfL to actually look at ways in which we can pool some of those officers with the technical capabilities to deliver the mini-Hollands and the other cycling infrastructure projects that we are working on. That is something that we are doing because we recognise it is a problem and it is a challenge. Again, it is potentially a saving for councils if there are groups of boroughs like in Ealing - we are in the West London Alliance - and if we can find a way of sharing our officers because they do not always have a project which their expertise can deliver operating at a particular time. Yes, we will buy in some expertise as well, but we have officers and perhaps there are ways we can pool them.

Richard Tracey AM: OK, thank you.

Caroline Pidgeon AM (Chair): Lovely. Thank you very much for that. Let us move on to looking at the Central London Grid.

Tom Copley AM: Andrew, is the current timetable for delivering the Central London Grid achievable and what are the key milestones in terms of its delivery?

Andrew Gilligan (Mayor's Cycling Commissioner): The plan is to have 50% of it delivered by 2016 - or by the end of 2016 in this case - and the answer depends, as with the Quietways, on the boroughs. I am reasonably hopeful. I am starting now to see some quite good designs from many of the boroughs. I would like to see a few more. That is the answer.

Tom Copley AM: Are the boroughs working effectively together or do you foresee problems between them in terms of delivering it?

Andrew Gilligan (Mayor's Cycling Commissioner): The Central London Grid Board, which has representatives of all the Zone 1 boroughs on it and TfL, brings them together. I am also engaging with the boroughs. Each of the boroughs I have been around to and I am asking them to come forward with designs. I have seen Westminster has now come forward with its designs and I am going through them at the moment. I have seen some designs from Camden and Islington. I have seen some from Southwark and I just need to see more designs, essentially. I want the process to speed up a bit. That is the answer.

Tom Copley AM: Julian, from London Councils' point of view, what role are you playing in terms of the delivery and co-ordination of this?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): It is something that we discuss at TEC and, yes, we are obviously keen to make sure that we do push ahead and deliver it by the 2016 target. At London Councils, we will continue to offer support to the boroughs and work to deliver it.

Tom Copley AM: Andrew, before I bring in the City, you said 50% by the end of 2016. Do you have a target for full completion?

Andrew Gilligan (Mayor's Cycling Commissioner): The programme runs to 2019. It really is in the hands of the boroughs and I cannot emphasise that enough. The Central London Grid is the programme I am most worried about, if you want my honest advice. I do not think it is going fast enough at the moment.

Tom Copley AM: All right, but this is something that is down to the boroughs, not TfL?

Andrew Gilligan (Mayor's Cycling Commissioner): There is a series of more complex interactions with the boroughs on this because, even though they are quiet roads, they are quiet only in relative terms, relative to the other roads around them and there are still quite complex interactions with the TfL road network and so on. However, I am concerned about the progress on the Central London Grid and I want it to go faster.

Tom Copley AM: OK. Michael, what is your view in terms of the delivery of this according to the timetable that Andrew has set out?

Iain Simmons (Assistant Director City Transportation, City of London Corporation): I know you have asked the question for Michael, but perhaps I can help you with that. I sit on this programme board with Andrew [Gilligan]. I am wearing one of the other hats that I wear, if I am not being paid by the City of London, as a chairman of a technical advisers group and I helped to put something together. Firstly, the group is very healthy. I do not quite share Andrew's concern about the network and the delivery. One of the things that helped Andrew to understand how groups of authorities - and it is not just boroughs because it is The Royal Parks and the Canal and River Trust - can get together, can share objectives and can set out to do things.

One of the key things within that forum is that the authorities have agreed a network of routes that will be delivered by 2016. That needed to happen before TfL released the money and so it is kind of a catch-22; you cannot start until you know what the programme is. I suspect, on one of the questions asked earlier about Quietways, that that in a sense is the same process. You have to demonstrate various things and probably central London is slightly better resourced in terms of individuals, but many authorities - including my own - had to take people on and you are not going to take people on until you know you are getting the money. There were some links there.

Then finally there is the other aspect which is TfL's other role as traffic regulator. As Andrew [Gilligan] said, for much of what happens in central London and probably quite a lot of what happens within outer London, if it involves traffic signals, if it involves the TfL road network or if it involves one of the strategic roads, there is a formal process to go back through TfL and demonstrate what the project is and what the impacts are. There are gateways to get through and that almost inevitably takes a little more time. However, sitting on that board, I am not overly concerned at this point in time.

Tom Copley AM: You are more optimistic than Andrew?

Andrew Gilligan (Mayor's Cycling Commissioner): Let me say this. The programmes for which TfL is directly responsible are proceeding well. We have seen extremely complicated designs for things like the East-West and North-South Superhighways, which are far more difficult and complicated than Central London Grid routes delivered by now. We have finished consultation on most of those schemes. We have big designs for junctions. These are much, much simpler routes and there is yet to be any public consultation on any Central London Grid design.

Tom Copley AM: OK. Iain [Simmons] mentioned the Royal Parks. How are negotiations progressing with the Royal Parks in terms of bringing them into this?

Andrew Gilligan (Mayor's Cycling Commissioner): On the grid?

Tom Copley AM: On the grid.

Andrew Gilligan (Mayor's Cycling Commissioner): We have agreed some grid routes for the Royal Parks and actually they are relatively simple to deliver because they will not require very many alterations. As part of the discussions we have had with them, one of the things they are interested in doing is making sure that the conflict between pedestrians and cyclists on those routes is minimised and that we think of new ways of signalling that those grid routes and the Quietway-type routes in the parks are for, if you like, non-commuter cyclists, less fast and aggressive cyclists. Therefore, we are setting up a reference group to help draw those sort of things up.

Tom Copley AM: What about things like access at night?

Andrew Gilligan (Mayor's Cycling Commissioner): As you know, some of the parks are open all night. Richmond Park and Bushy Park are open all night to cyclists. In central London, Hyde Park is closed at midnight and reopens at 5.00am. I have asked them to have a look at that but I do not think there is going to be any change in that, to be honest.

Tom Copley AM: Will this simply mean that these bits of the grid will not operate at certain times?

Andrew Gilligan (Mayor's Cycling Commissioner): In much the same way that the Tube does not operate at night, at least at the moment. There are going to be gaps in the grid when Hyde Park is closed. I have asked the Royal Parks, but ultimately it is their park. If they do not want to open it up, I cannot make them.

Tom Copley AM: Does the Mayor not appoint people to the Royal Parks?

Caroline Pidgeon AM (Chair): I think so, yes.

Tom Copley AM: Yes. Anyway, OK. I wanted to bring in Rachel and Chris [Boardman] about the needs of cyclists being met and the balance between new cyclists and what the Mayor would call the 'lycra-clad brigade' or they want to 'de-lycrafy'. What is your view on the balance here?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Yes, it is absolutely right that we need to plan for people who currently do not cycle because, after all, we are after a transformation. We are after cycling going for something that is still currently just a small minority to something that is seen as a normal everyday mode of transport.

Also, the research evidence suggests that - and maybe we will talk about this in a minute - there are differences in strength of preference. People, cyclists, non-cyclists, a range of users, all want to be away from heavy, fast motor traffic. It is not that surprising, perhaps. If you build for the people who do not currently cycle and if you do it well you will also deal well with people who currently cycle, who if you ask them actually do not really like cycling on the Embankment maybe or whatever road it is but do not have any alternative currently. If you build facilities that have space for them to overtake the slower cyclists, it will work well for everyone.

Chris Boardman (former Olympic cycling champion and Policy Adviser, British Cycling): At the moment it is also a self-selecting group in that this is the environment and so the people who are doing it now have already steered themselves that they are going to do it in this environment. You have your lycra-clad, quite brave individuals going out there and doing it and mixing with the traffic. I know it sounds ridiculous, but they are not the people who this is for. This is for people like us around this table who just want to ride steadily from A to B and that will only happen when there is space to do that.

Tom Copley AM: Do you think it is catering for a different market, as it were?

Chris Boardman (former Olympic cycling champion and Policy Adviser, British Cycling): Predominantly, and the market that is there now and the people who are there now will use it and benefit from it, but they have already made their choice. They have already rolled their sleeves up - their high-vis sleeves - and will get out there and do it. It is the normal people whom we want to encourage and that will only happen when we create space for them to do that.

Tom Copley AM: OK. Thank you.

Caroline Pidgeon AM (Chair): Lovely. Thank you. Let us move on to better junctions.

Darren Johnson AM: Yes, thank you. If we can start with Rachel, are you confident that TfL now has a good grip of safe junction design for both cyclists and pedestrians in the other plans coming forward on the Better Junctions Review?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): One thing that does still concern me is the extent to which safer junctions for pedestrians and cyclists are still threatened by motor capacity throughputs. I am still waiting to see what happens in terms of some of the junctions that are coming through. Junctions are hugely important. I am just looking at a report from University College London (UCL) where they looked at a selection of fatal and life-changing crashes over the past few years in London, three-quarters of which happened at or near junctions. Junctions are really key and there needs to be a shift in approach whereby we put the safety of cyclists and pedestrians at the forefront of junction design. That process is still on-going and I would like to see it --

Darren Johnson AM: Sometimes with the plans, I see complaints from local residents that they are seeing some cycling improvements but not the pedestrian improvements or vice versa and so on. Do they have that formula right in terms of actually meeting the needs of both pedestrians and cyclists?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Yes, I would support what people have said about the need to reduce pedestrian crossing times and also in terms of cycles as well. There is research that looks at people cycling and how long they are prepared to wait before they will go across a junction on red. We need to make sure that we are not just designing something and saying, "If people use it as planned, they will be safe". We need to look at actual behaviour and make sure we are designing for that.

Joe Irvin (Chief Executive, Living Streets): We are active members of the Better Junction Group and it is a very good thing and I agree with everything that has just been said on the importance of it. A problem we have come across is that sometimes designs are presented without sufficient information, specifically on pedestrian comfort levels, which is really important because that is what will affect what people actually do, and also crossing times that we just talked about and waiting times at crossings.

Darren Johnson AM: Thank you. Chris, is this something you have been engaged in at all?

Chris Boardman (former Olympic cycling champion and Policy Adviser, British Cycling): There are several. First of all, we are trying to deal with a situation that is developing and it is healthy friction. We have a user group that is expanding on the roads and it is one that we want to encourage.

The one that everybody has to dodge at the moment, because it is very political, is that you only have a finite amount of space. Even Rachel [Aldred] then steered around the word 'prioritise' first and for me that is at the crux of a lot of this. You have a finite amount of space and you have to choose who uses it. The logical thing to do is to prioritise the people whom you want to encourage most, which is for me walking first, cycling second, public transport and private vehicles. That is going to involve some pain and that is going to involve some change. Going back to the modelling, I was listening to the discussion and there was an assumption that a longer journey is a bad thing. That is a bad thing and we need to stop it. Actually, why do people change behaviour? Because there is a better way. That can be done by making this better and this gets a bit worse.

Darren Johnson AM: We make the most sustainable journeys the priority?

Chris Boardman (former Olympic cycling champion and Policy Adviser, British Cycling): Junctions should prioritise the people you want to encourage the most and at the moment they do not.

Darren Johnson AM: Yes. That is very, very clear. Andrew, I will put this to you from what you have heard from Rachel [Aldred], Chris [Boardman] and Joe [Irvin].

Andrew Gilligan (Mayor's Cycling Commissioner): What specifically do you want to put to me, Darren?

Darren Johnson AM: Getting this balance right between the needs of pedestrians and cyclists. How confident are you that TfL is getting that right and also about prioritising both of those properly ahead of the needs of motorised traffic?

Andrew Gilligan (Mayor's Cycling Commissioner): What we have heard demonstrates the many functions that these junctions have to perform and that is why it is a difficult job to redesign them. We are managing it quite successfully. As I say, I am quite happy really with the progress that TfL-led projects are making and the better junction projects are all led by TfL. What have we seen? We have seen four of the better junctions already gone out to consultation plus a whole slew more on the Superhighway and so let us go through. That is probably about 10 to 12 of the 33 Better Junctions that have already been put out for consultation and work is about to start on the first of those at the Oval and then, subject to the Superhighway consultation, probably a further seven or eight of those early next year. Therefore, I am reasonably comfortable with the progress we are making on those.

Darren Johnson AM: Are you frustrated though that here we are in 2014 and from the various previous reviews and programmes and so on we are still waiting for one completed junction project?

Andrew Gilligan (Mayor's Cycling Commissioner): I would be frustrated if we were still at this position in a year's time but I do not think we will be. We will see a substantial number of completed or almost completed junctions. However, these are very big junctions with the kind of conflicts and variety of demands as well on them that you have heard described and they cannot be done overnight. No, I am very happy with the progress TfL is making on TfL-delivered programmes. I am more worried about borough-delivered programmes.

Darren Johnson AM: Yes. I want to come both to you, Andrew, and we will hear from the boroughs and the Corporation. There are obviously far more than 33 junctions causing severe problems at the moment and very severe safety challenges and TfL has previously identified those. What capacity will there be to actually tackle other problems on other junctions?

Andrew Gilligan (Mayor's Cycling Commissioner): As you know, the 33 are not the only junctions we are doing. There was a list of 100 junctions prepared for the previous junction review, which was 100 junctions with a total of £19 million or £190,000 per junction on average, which was not enough to do anything serious at any of them, really. Therefore, the junction review element has been scaled down to 33 and the amount of money has been raised to 300 million from various programmes which is almost a 50-fold increase per junction. It is enough to do real and serious stuff at all of those 33 junctions.

However, that does not mean that the other 67 are not going to be tackled. A significant number of them are in other programmes. For instance, eight or nine are on the upgrade of Cycle Superhighway 2 that we have just finished consulting on. The Mile End Road/Burdett Road junction, for instance, is one of those. There are lots of others. There are some others on Vauxhall Bridge Road that were in the 100, that we are upgrading as part of Cycle Superhighway 5. There are some others on the list that we are upgrading as part of other programmes and some others that we are upgrading as part of the mini-Hollands and the Quietways borough programmes. There are going to be significant improvements at a lot more than 33 junctions.

Darren Johnson AM: OK. We will come to Councillor Bell, then. Julian, you have just heard from Andrew that he is feeling confident about TfL's delivery but is more concerned about the borough delivery. What do you have to say on that?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): I do not share that view. Again, it is the point that I made earlier in terms of boroughs having the local knowledge on the particular junctions. They have the engagement with their residents immediately around those junctions. At London Councils, we are encouraging TfL to engage with the boroughs at the earliest possible time so that we can make sure that the designs and local aspirations for those junctions, where it is a TfL-led one, are incorporated. The boroughs will be able to deliver but these are complex projects and we do not want to get it wrong because, once it becomes an almost permanent thing, it is very expensive to take it out.

Darren Johnson AM: Yes, we do not want to waste public money on half-cocked schemes and we also want to avoid lulling people into a false sense of security as well, which other previous junction designs have sometimes been accused of. Is funding the biggest barrier now, would you say, in terms of what the boroughs have to do?

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): That is a question for Andrew, really, because we get our Local Implementation Plan (LIP) funding through TfL.

Andrew Gilligan (Mayor's Cycling Commissioner): As I have said before, if anyone is concerned that they are not getting the funding they need or they are not getting the commitments they thought they had, then I want to hear from them because I have been clear to TfL that that has to come across. You have heard from Julian that it has in his case and I hope that is happening in every borough. It would be very useful actually for the Committee, as you have done, to ask for an account of what actually has been delivered and what has actually been asked for in each borough.

In terms of things like the junctions, as you know, the 33 junctions is a TfL-led programme. Not all the 33 are being delivered by TfL but it is a TfL-led programme and it is going well. All the 33 junctions in the programme I am reasonably happy with. It is some of the other things. As I say, I am concerned that we have been out to consultation on a lot of really big and complicated schemes but we have not been out to consultation on many much smaller and less complicated schemes.

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London Corporation): Just taking up the question of junction design, we in the City had to deal with deconstructing some of the enthusiastic traffic engineers' work of the 1960s and 1970s and they are big, major infrastructure.

Darren Johnson AM: Yes, absolutely.

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London Corporation): Holborn Circus we have done. Aldgate we are doing and is underway now, we are coming up to Bank junction and we are just moving on to the St Paul's gyratory. Those are major physical infrastructure projects and they take time because we know with Aldgate it had been going about seven years before it hit the ground. Holborn Circus was similar. Starting on the St Paul's gyratory now, I do not see it hitting the ground for five to seven years. That is the nature of major changes inside a city fabric. We are moving as fast as we can but those timescales are fixed. I do not see how you get around them because of consultation, legal requirements, getting the funding and getting the design right, as you point out. Those are the sorts of timescales.

Darren Johnson AM: Can I come back to Rachel? Is this going to cause fundamental problems, just that timetable, in terms of London getting geared up to be a cycle-friendly city? If we think to a few years' time, hopefully we have made big advances on Cycle Superhighways, on Central London Grid, on Quietways and so on. Yet still, when cyclists get to the most dangerous most difficult part, they are still left to fend for themselves. Could this be the single biggest blockage in the system in terms of getting London as a cycle-friendly, safe cycling city?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Yes, and you could argue it is unfair to create routes that give people the perception of safety and then when they get to a junction actually the same risks are built in. I get worried when I see, actually, coming from TfL and some of the boroughs plans for junctions that in some cases still include nearside cycle lanes and advance stop lanes when there is left-turning heavy-goods traffic in significant amounts. We know that that is dangerous. We know that UCL report on life-changing and fatalities in London shows that many of these are caused by that kind of design. We should not be seeing those designs. There needs to be a step-change as well as the process being sped up, yes, because it is not fair to give people routes that create predictable hazards at a time when they need protection most.

Darren Johnson AM: Obviously we do want to see proper consultation and local engagement on the plans and we do not want to see badly done schemes that have to be redone again in a few years' time that lull people into a false sense of security. Is it just a case that we have to grin and bear it for the next few years while this junction programme works through or are there practical things that LCC thinks can be done that could speed things up?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): Ultimately the speed and the level of consultation is a political and policy decision. I would just remind people that there are predictable hazards. We know that people will die or experience life-changing injuries if we have a road network with these kinds of hazards in place and so that needs to be taken into account.

Darren Johnson AM: I assume you would then be calling for increased spending and more capacity at TfL to deliver these projects if it was to be a higher priority.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): They are very complex schemes. There are obviously a range of users to be considered but these junctions are working particularly badly for cyclists. If we look at the collision risk and if we look at the risks, for example, for women cycling in central London related to heavy goods vehicles and deaths or life-changing injuries, people's lives are ruined by these kinds of things, even if they survive.

Darren Johnson AM: Thank you. Thanks.

Navin Shah AM: I have a couple of questions for Andrew. We asked TfL for information about the 500 junctions they reviewed in 2012 in the initial exercise. In the first instance they refused to give us the information, we had to put in a Freedom of Information Act request and that took nearly 20 weeks. What do you think TfL has to hide? Why will they not come clean and be transparent and accountable to elected members?

Andrew Gilligan (Mayor's Cycling Commissioner): There has been a certain amount of misunderstanding about this and I am quite keen actually to correct the misunderstanding about this programme. Let us be

clear: improvements were never proposed under this programme at anything approaching 500 junctions. The 500 were candidates from which 100 were selected for improvements, and nor were the 500 the most dangerous, intimidating or high-volume junctions. They were basically selected for examination on two criteria. First, they were on one of the four existing Superhighways, that is 375 of the 500. Many of those were unsignalled side roads for private accesses. The other 125 were schemes in development under TfL's programme. Actually, many of the worst junctions now being tackled under our programme did not even appear in the list of 500, let alone the 100 selected for actual improvements. For instance, Parliament Square was not in it. The Tower gyratory was not in it. Highbury Corner, Lancaster Gate, Spur Road, Woolwich Road and the ones with gyratory; none of those were in it. That is why I am quite keen to get the information out just to put this in the correct context.

Navin Shah AM: I am a bit conscious about time, but we may pick this up outside this meeting. Similarly, there is also frustration about getting information from the Mayor's Office because we asked the Mayor for a progress report for these 33 junctions we have been talking about. Again, we were not given that information. What do you think is the reason? What does the Mayor have to hide? Is it the fact that 33 will not be completed or what is the situation? Can you explain?

Andrew Gilligan (Mayor's Cycling Commissioner): Where are we at in terms of the information we provided to you on the junctions? Have we given you dates and so on for them yet?

Valerie Shawcross CBE AM (Deputy Chair): We had the information on the 500 data and we know from information provided to the Budget [and Performance] Committee a year ago that there are going to be ten which will be fixed by May 2016. We would quite like to know the status of all of them. Sorry to interject here.

Caroline Pidgeon AM (Chair): No, it is fine.

Andrew Gilligan (Mayor's Cycling Commissioner): No, that is perfectly fair.

Navin Shah AM: The information we want is very valid and very appropriate here. The fact is that a progress report on 33 which are being planned is information which we will not get; I do not know why. The second one is: what do you reckon? How many might be completed before the Mayor leaves office? Let us put it that way.

Andrew Gilligan (Mayor's Cycling Commissioner): It will be about 10 to 15 or thereabouts. We have never said that all 33 would be done by 2016 because of the kinds of issues that you have described; they are big and complicated junctions. If you want predictions of when the others will be completed, I have certainly seen a document - and I think I cleared it for release - that did say that. Having said that, I need to stress they are only predictions because obviously some of them stretch some time into the future and they cannot be taken as definitive promises that this will be done by 31 May 2019 or whenever it is. I am pretty sure a document of that sort has been prepared; I have cleared it for release to you.

Navin Shah AM: Sure, it would be useful if we can have for all 33 estimated dates as programmed.

Caroline Pidgeon AM (Chair): We have had that --

Andrew Gilligan (Mayor's Cycling Commissioner): You have that, all right.

Caroline Pidgeon AM (Chair): -- come through in the submission. There is a link to an online website with that. We have that.

Andrew Gilligan (Mayor's Cycling Commissioner): I am pretty sure it has been published as well.

Caroline Pidgeon AM (Chair): We will pull that out and circulate it to Members to make sure we have all that. We are going to move on to how we get more people cycling and the issue of diversity.

Dr Onkar Sahota AM: Andrew, the Mayor's Transport Strategy says that he will wish to see 5% of all mobile journeys by bicycle by 2025. To achieve this, what do we need to do? How do we make it more easily achievable?

Andrew Gilligan (Mayor's Cycling Commissioner): You pointed out in your press release about this session - and you were right to - that cycling is still disproportionately white and male, and that is something I talk about a lot actually. We need to get a much greater variety of people cycling, more black and ethnic minority (BME) people and also more women and more older people as well. The way we are going about that is to create genuinely attractive cycle routes, for instance, as other Members of the Committee were saying, that older people might be more comfortable about cycling. That is one of the things the Quietways are for and it is one of the reasons that we are doing these segregated lanes in the city centre as well.

We are starting to see a change in the composition. We are seeing more BME people doing it, actually. You notice that anecdotally in the street and you notice there has been a big rise in the overall number of cyclists. The actual number of people cycling in London is now at an historic high. It has never been higher since we started counting it. After a couple of years in which growth slackened off, it is now shooting up again. Of course we cannot really meet our targets for getting more people cycling unless we get more women and more BME people cycling. Like it is roughly a third BME.

Dr Onkar Sahota AM: Are there any specific programmes which you have targeting these communities --

Andrew Gilligan (Mayor's Cycling Commissioner): We do not have specific programmes targeting BME or --

Dr Onkar Sahota AM: -- or women or the disabled?

Andrew Gilligan (Mayor's Cycling Commissioner): It is difficult to know how you could do that on a large scale. I did ask actually, one of the criteria in the mini-Hollands bid was come up with proposals to target non-traditional communities. Depending on the social makeup of your borough, in some parts of outer London it might be BME, in Ealing for instance, a huge BME population in Southall. In other parts it might be older people, and actually there were not very many convincing proposals on that and that was in the end one of the criteria that nobody came up with anything particularly convincing. It is hard to see how you could do that specifically, but what I want to do more generally is to create routes that appeal not simply to the fast young man on a speedy bike in lycra. The 'de-lycrafication' of cycling is how the Mayor has described it and that will have benefits across the communities of London.

Dr Onkar Sahota AM: Rachel, I am sure you have an academic view on this matter.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): I would agree with Andrew [Gilligan] that definitely it is quite worrying that we have not seen that

diversification of cycling. I have co-authored a paper looking at changes or rather lack of changes, as it turned out, between the 2001 and 2011 Census figures and we can see that in inner London while cycling has gone up the gender balance among commuter cyclists has hardly changed. There is not really any discernible change and actually the representation of older people among commuters has declined. We are not seeing a shift towards greater equality.

Andrew Gilligan (Mayor's Cycling Commissioner): The ethnicity has changed a bit but, yes, I agree with that.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): In terms of census data?

Andrew Gilligan (Mayor's Cycling Commissioner): Yes.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): I have not done a detailed analysis of that but you cannot actually compare the ethnic makeup of cycle commuting between 2001 and 2011 because the data was not collected in the same way in 2001. Certainly people from ethnic minority groups are often under-represented cycling in London and this under-representation is often greater than it is in other places. Obviously there are a lot of different factors involved.

I would make the point though that people who were under-represented among current cyclists tend to have stronger preferences for being away from motor traffic, segregation, quiet routes and so on. Andrew [Gilligan] is absolutely right that we need to build those kinds of routes. We can do more though to evidence this and to look at what we are doing. For example, I remember talking to councillors in Bristol who said that they had built an extensive route in the south of Bristol even though the fact that it was not middle-class hipsters. People lived there who were not the low-hanging fruit but they thought it was really important to build it anyway because in terms of a local authority promoting equality and access to infrastructure.

I would like to see, in London, us looking more closely and maybe doing an equality and diversity audit of where we are building and what communities have access to the better quality routes that we are building. Anecdotally it is easy to think that things are changing but I would like to see evidence and analysis from TfL looking at how the makeup of cycling is changing on a year-to-year basis, maybe doing additional research or maybe using existing data. We need to focus in on that much more closely and also in terms of promotional strategies, just to mention something interesting.

You have to build the better routes. That is the really crucial thing, but a student of mine did a Master of Science degree looking at barriers to cycling among the black community in Camden and she found that obviously there are a lot of things that are common to many communities; safety, for example. One comment that somebody made in the research was, "If the pastor cycled, then maybe I would think about it." Actually, religious leaders are a potential group there that could be used within cycle promotion if they are interested in it. We can think of better promotional strategies but really building is key and building in the right places where people can access routes.

Joe Irvin (Chief Executive, Living Streets): I want to just say that Andrew [Gilligan] said about building the right sort of infrastructure and maybe what is missing here is that you can build the infrastructure and it is really crucial, as Chris [Boardman] said, and some people will therefore go to it and it is necessary. Actually, you do need to invest in behaviour change if you are going to change behaviour and we do this in walking and we are working with walking ambition cities and there are cycling ambition cities which you might draw from

on some of this. You do have to put some effort into persuading people and making it acceptable, even making it cool, among certain people. You cannot force people to go and do these things and maybe some people are not going to do it if they are not going to feel comfortable doing it. My goodness, you can put a lot of effort into trying to find out what will relieve their fears and what will motivate them to do it and make it feel a bit of fun.

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London

Corporation): Yes, because we have talked about cycling but cyclists always end up somewhere. They have somewhere to arrive at. Over there - and I have just been looking at it - we have created just over 25,000 cycle parking places, over there. When this is being done, people want higher-level facilities at the destination and this is one way of making it more attractive to a wider diversity of people. You do not just fling your bike on some railing just outside and go to work. You have to stop, maybe change, go to the loo, have a wash and then go to work, and that would do a lot. We are doing it over there and that ought to be encouraged.

Dr Onkar Sahota AM: That is great, Michael.

Chris Boardman (former Olympic cycling champion and Policy Adviser, British Cycling): I was just going to point out that there is actually a programme. British Cycling has a memorandum of understanding in place with TfL now of course and it is quite small beer at the moment, but it started the Breeze women's-only cycling programme and they took out 850 participants this year. The structure is there; it is small at the moment but there are opportunities and for led rides as well. On the led ride programme in the London area, 55% were women and 45% men. There are some programmes there but infrastructure to do that on is a given.

Dr Onkar Sahota AM: Right. Julian, you are a borough with a lot of BME communities.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): Indeed. I was going to talk about Harrow, though, first, because in London Council's submission to the Safer Cycling Strategy there was a proposal that Harrow take part in a pilot in terms of trying to promote cycling among BME communities. That offer is there if TfL want to take that up. Equally, in our mini-Hollands bid we did have a Southall element in it. Again, I am trying to remember whether we proposed Quietways in Southall as part of our mini-Hollands bid and I do not think it is one of the Quietways, but we will have to check that, Andrew.

Andrew Gilligan (Mayor's Cycling Commissioner): It is, actually. Yes, we are definitely doing some Quietways in Southall.

Councillor Julian Bell (Chair of Transport and Environment Committee, London Councils): Is it? If it is not, it should be and, again, it is small scale but we have an excellent women-only cycle training and rides programme specifically in Southall. That has been very successful and it is just doing more things like that.

Dr Onkar Sahota AM: Rachel, the people who want to have safety and they want to be away from the motorised traffic; is there any specific research looking at why these groups have not taken up cycling as much as the white, male, employed person?

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): It is the stronger preferences. For example, the evidence is very good on women that both men and women say, "I want to be cycling away from motor traffic", but women say it much more strongly than men do. There is a whole range of reasons for that, for example, attitudes to risk may differ between men and women. The key thing is that if you build the kind of routes women want, then they are routes that are good for men

as well. But between 2001 and 2011, we were building often bus lanes, advanced stop lanes, things that make cycling a little bit better but are more attractive really for that more risk-tolerant demographic. There were also things with some communities in terms of where people are living. People may not be living in a place where you have good cycle network connections and that is why it would be quite important to look at where we are building and look at connecting those communities and look in more detail than currently happens in attitudes towards cycling, the makeup of cycling and which communities are under-represented and so on.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): There is a strong attachment in Indian subcontinent populations to the car and if you look at the map of Ealing and where the potential cycle journeys and cyclists will come from, it is actually all to the Ealing and Acton, east of the borough. There are some interesting cultural questions about why there is that attachment to the car. It is partly because immigrant communities come from the Asian sub-continent and come to Britain and see a car as a kind of symbol of advancement and of economic prosperity. They have all ridden bikes back home and they tell me all these stories about how they have ridden their bikes back home but it is seen as being a retrograde step. They are shocked when they see me as the Leader of the Council riding my bike because that does not fit my status. I should have the Mayor's car and should be polluting the atmosphere with the Mayor's car.

Dr Onkar Sahota AM: Andrew, just one more thing. You tried a pilot in Hackney with these e-bicycles or e-bikes to help the people who are less able and the elderly to cycle. How has that gone?

Andrew Gilligan (Mayor's Cycling Commissioner): We are doing a pilot scheme in Haringey because it has hills and the idea is a fairly small scale e-bike public share scheme like the Barclays Cycle Hire scheme only on a smaller sort of scale. It is roughly parallel to the W7 bus route, if you know where that goes, Finsbury Park to Crouch End and Muswell Hill. We will have some docking stations along there and we are making some progress on that. I am having some discussions with TfL about costs and I do not agree with their estimate of cost. It is too high, certainly far higher than other comparable schemes. That is where we are at on that particular stage.

Dr Onkar Sahota AM: When will it be launched then or is it already?

Andrew Gilligan (Mayor's Cycling Commissioner): As soon as we can agree about costs, I suppose.

Dr Onkar Sahota AM: What is your expectation?

Andrew Gilligan (Mayor's Cycling Commissioner): It is going to be, I would say, at least a year off yet but we have done the feasibility study. We have had some good discussions with Haringey. They are very keen and have written to us saying, "When is it going to start, please?" I am keen to get it as soon as possible.

Dr Onkar Sahota AM: Great. Thank you, Andrew.

Caroline Pidgeon AM (Chair): We are going to move on to safety now.

Navin Shah AM: At spring this year, TfL conducted its Attitudes Towards Cycling survey which has thrown up some very interesting and quite worrying statistics. First of all, in general, the findings show that safety concerns remain the key barrier to cycling. Then it goes on to say that this year perceptions of safety among all Londoners have actually worsened. I will give you three rather stark statistics here: 94% feel cyclists are vulnerable to other road users, and that figure was 90% in 2013; 92% believe traffic makes people afraid of cycling on the streets, and this figure was 85% last year. The last one here, 25% believe cycling is a safer way

of getting about, and this figure was 29% in 2013. We accept that perception does not quite reflect the actual situation but still there is a clear issue we have here about perception.

Can I ask generally and invite comments from members on the panel on what can be done to improve perception of safety over and above the measures that we have been talking about? Even in the schemes that we have talked about, how can that be improved? Andrew.

Andrew Gilligan (Mayor's Cycling Commissioner): You are absolutely right to make the distinction between reality and perception. The reality is this: cycling is significantly safer than it was in terms of both deaths and serious injuries. Serious injuries came down last year by about 28%. There were 75 serious injuries. That is still far too high but a lot less than the previous year, even though cycling went up. Overall, obviously, that is only one year but the long-term trend is also for a reduction in serious injuries and a reduction in the absolute number of serious injuries even though the number of cycle journeys in London has more than doubled. The same trend was even more pronounced in deaths. In 1989, for instance, the peak year for deaths, there were more than 30. There were 33 deaths of cyclists in London, even though cycling was about a third of the level it is now. Last year, as you know, there were 14. This year so far there have been 12 or 13 depending on whether you count somebody in Richmond Park. Again, that is too high but proportionally it is coming down. It has roughly halved in the last ten years.

That is the actuality. That is the reality. The perception, I agree, is different. The perception is getting worse. That is partly because of the focus there has been - the understandable focus - on deaths and serious injuries in the media over the last couple of years. You will remember that dreadful time about a year ago exactly, actually, when we had six deaths in a fortnight. The answer to perception is the same answer as for everything else, actually. It is to get these routes in and to get schemes in that persuade people that it is safe to cycle on. That is why it is so important to get continuous segregated Superhighways in, for instance. The vast majority of accidents in fact happen at junctions; 85% of accidents, serious accidents, to cyclists happen at junctions. If it was simply about the reality we could probably achieve a significant reduction in serious injuries just by segregating junctions and not bothering with the links, the bits in between the junctions. Actually, we are segregating the links as well because of the perception and need to address the perceptions that they are not safe. The answer really is the same as the answer to every other question, which is to get the routes in and get the infrastructure in.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): Yes. One of the key statistics which has already been referred to is the number of serious injuries or fatalities that include lorries. Tackling lorries and trying to improve safety around lorries is key to delivering safe roads and improving perception. We have been working very hard at London Councils, through TEC, and with TfL on our London Safer Lorries scheme which, yes, we have sign-up from all of the boroughs. We have now issued the appropriate traffic orders and the notice of intent was published on 5 November through to 1 December 2014 and basically that will ensure that lorries have to have sidebars. They have to have extra mirrors and they have to be retrofitted in order to operate in London. This is a higher standard than the Department for Transport which is extending its requirements for more vehicles to be retrofitted, but actually we have a higher standard that we are implementing.

That is something that will improve things and hopefully improve people's perception of safety because the one thing as a cyclist that gives you warning signs when you are out there on the road is junctions and lorries. That is where the potential real high risks are.

Michael Welbank MBE (Chair, Planning and Transportation Committee, City of London

Corporation): I will just add that a contributory factor is coming back to this behaviour aspect because in our own road danger reduction plan, education or training or influence about behaviour is pretty critical. We all have a responsibility not to be guilty of inattention to what is going on around us and to have some foresight about what is going to happen next and inconsiderate behaviour. All those things affect the attitude that people feel on the streets. We have these physical measures, we have these regulations and we have safer lorries. Of course we do; excellent. Behaviour is also a component and preaching that as hard as we can is an important aspect, I believe.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum,

LCC): One really important issue that has not been looked at enough is around near-misses and incidents that do not result in an injury but can nevertheless be very off-putting and it has been an area where I have started doing some research recently. What research there is suggests that these incidents do have a big impact on people and they are really common. The research that I have done is showing at the moment - we are still doing a lot of analysis on it - three incidents per cycle trip. When you think about it, some of these are negligible but some of these are really quite upsetting. They are intimidating. They are not the kind of thing you would want your child to experience and certainly they are not the kind of thing you would want to experience yourself. There is a whole range of things. There is inattention but there is also incivility, there is rudeness, there is aggressive driving; there is a whole range of things that we need to address.

However, also what is coming out from that and from other research in the area is the contribution to infrastructure as well. Hopefully, looking more at near-misses and these kinds of things can tell us what kind of infrastructure design put cycles into this kind of position and so looking at things that do not happen. Thankfully, deaths are quite rare. There are 14 cycle deaths a year, which is too high, but not enough that you can draw that many conclusions from it. Therefore, looking at the almost incidents is something we need to do more of.

Chris Boardman MBE (Former Olympic Cycling Champion and Policy Advisor, British Cycling): I

could just add to that. What I do not think we have covered - and I have personally experienced it and it has not been explained in the last couple of years, certainly to my satisfaction - is that we have a conflicting message and it is specifically to do with junctions. I know we are learning the message and infrastructure is changing where we have a cycle path down the inside of vehicles and a space at the front and it says, "Go down the inside of this vehicle", and then most of those deaths are happening by vehicles turning left. In every other system that we have in place, there is a Plan A and there is a Plan B. If I make a mistake, you are covering and vice versa. We do not turn right without looking in the mirrors when we are driving a car and yet now it is a habit. You will have to forgive me. I cannot recall the exact Highway Code or which particular portion of it, but there is a mandate to look left before you turn left in a car and we have forgotten about it. That piece of education needs to be brought back because we either need to change the infrastructure - and we are - or we need to tell people what the rules are around it because it is confusion that is the problem. Cars turning left historically, we do not look. We go. We just turn left. It is a reasonable assumption to make and that is where the majority of accidents are happening, yet we put a lane there for cyclists and a space at the front but we have not told people how we deal with that juxtaposition. I do not think it is within the gift of this city to say, "People who drive in the city, you have a responsibility to look in your mirror", and cyclists or any should have a responsibility. If something is indicating left, do not go up the inside. That piece of information is missing.

Joe Irvin (Chief Executive, Living Streets): If I can just add, it would be remiss of me not to say that there are many more people knocked down or pedestrians and killed but there is less hoo-ha about it and that is

important as well. I do not know if there is an elephant in the room - I mentioned it once - but a big factor, it seems to me, is the number of boroughs who have brought in a standard 20-mile-an-hour zone. It cuts the number of deaths and injuries; it cuts the number of collisions for motorists, as well as for pedestrians and cyclists. Obviously, it needs to be handled properly, but a number of boroughs are doing that now and it is effective.

Navin Shah AM: Chair, if I can ask my last question to Andrew and Julian [Bell], what do you think are the specific factors behind the 2% decrease in cycling casualties in inner London while it is a 5% increase of casualties in outer London? What measures do you think can be brought about to improve safety in outer London, which obviously is a concern at the moment?

Andrew Gilligan (Mayor's Cycling Commissioner): That is all casualties, is it, not just serious? It is serious --

Dr Onkar Sahota AM: Sure.

Andrew Gilligan (Mayor's Cycling Commissioner): OK. One of the reasons cycling has become safer is simply there are more cyclists on the roads and drivers are more attuned to them. They actually physically take up more space on the roads. That is much more the case in inner London than in outer London and it is notable that driver behaviour is different in different places. I was cycling outside London altogether in a suburban part last week and it was very noticeable that drivers were less careful than they are in central London. That is not because they are any worse people. It is just that they are not used to cyclists in that particular part of their own counties.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): I guess potentially it could mean that we need to put more investment into outer London to tackle some of the junction problems. I know the 33 we are talking about are all in central London.

Andrew Gilligan (Mayor's Cycling Commissioner): No, they are mostly in central inner London, but there are some in outer London.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): They are predominately in central London. That is something to think about. I absolutely agree with Andrew [Gilligan] about the numbers of cyclists and it is also as you get more cyclists. If it is your family or a relative who is a cyclist and somebody in your family is a cyclist, you will start to be a lot more conscious of other cyclists on the road when you are driving because you are thinking about your particular family member and their safety. It is about increasing the numbers partly and getting that kind of increased numbers and capacity. We need to do more investigation as to why that is.

Richard Tracey AM: Just one final question and it is about this conflict between cyclists and pedestrians. Those of us around here who are politicians get pretty constant complaints from pedestrians. It can be walking pedestrians of varying ages but particularly the elderly and then young mothers and fathers trying to push buggies and indeed those who are in wheelchairs. The constant cry is that there are far too many cyclists who cut them very short of space or they are riding far too fast on pavements and so on. How do we get across perhaps to the cyclists that they actually do need to be so much more careful of pedestrians and more considerate? Otherwise, good relations just disappear. Joe, you are probably the first one.

Joe Irvin (Chief Executive, Living Streets): Allow me to answer that first. First of all, perhaps you are exaggerating the amount of conflict there is. As I said before, 90% of the time the things that are good for cycling are good for walking and vice versa. There is a small percentage of problems that can be caused and cycling on pavements is an issue for people. We should be looking ahead with all of these things, as we said earlier. We are going to have more people of an older age and we are going to have more people in wheelchairs, mobility scooters and what have you and so that is something we should take into account.

Something that is missing in some of the plans - and I mentioned before the floating buses - is that in some of the countries where they have them, there are very clear signals to everybody concerned that the pedestrian has the right of way there, really. They have a different colour of pavement. They raise the level to make it level with the pavement and the bus. They have the warning for the cyclists to say, "Please slow down. Give priority to pedestrians". I see very little of that in this country, even in London, probably, I would say.

Perhaps just like we were talking about motorists, they are not evil people, motorists, but we do want to get motorists to be more aware and be careful and be considerate and lovely drivers. Not that they are evil people, but we want to try to get them to be more aware and that is the same with every user. I am sure you can have inconsiderate pedestrians. Framing it like that probably exaggerates the idea that there is massive conflict. There are ways of doing it and probably we do not do so much of those easy things, as I just said, colouring the road, raising, showing little signals to people to please slow down here and the pedestrians have right of way here. We do that less than in other countries.

Richard Tracey AM: Chris, you are an influential voice in the world of cycling. What can you do?

Chris Boardman MBE (Former Olympic Cycling Champion and Policy Advisor, British Cycling): I have had to discuss this a lot. The first thing I would like to do is just make the distinction between inconsiderate and just downright rude in safety because, statistically, it is incredibly low the amount of incidents that are between cyclists and pedestrians because the speed is relatively low and the mass is very low. It is inconsiderate and it is rude.

The second point was you were just saying and we discussed earlier that a cyclist is a person. Somebody driving a car or walking are just people and they all have the capacity to be rude and inconsiderate. I would agree that signage can often help. I use a segregated or a path up the Wirral Peninsula where I live and it is just a standard sign on a piece of wood, "Cyclists give way to pedestrians. Pedestrians keep your dog under control", and it just says the status quo for this area and that is what it is.

Then, lastly, I have always said that where there are rules and regulations, they should be enforced. When you cannot enforce them, then you start with those that can do the most harm and work down from there. That, for me, just gives us some kind of perspective framework to work to.

Dr Rachel Aldred (Senior Transport Lecturer, University of Westminster and Chair of Policy Forum, LCC): I pretty much really just endorse what Chris [Boardman] said, but also just to say we are experiencing big changes in London to cycling and walking. Hopefully, these changes will be good for everyone, but we will all have to change our behaviour. We will all have to learn new rules and floating bus stops or bus stop bypasses are an example of that. We need to monitor them; we need to maybe change the design; we need to evaluate it; we need to make sure we get it right. It is really important because if you have a segregated route but cyclists have to mingle with buses, then it is not a segregated route and so we need to do it, but we need to make sure it works fair for one and that the most vulnerable are not feeling intimidated.

Richard Tracey AM: Gentlemen, in the City, what is the feeling there?

Iain Simmons (Assistant Director City Transportation, City of London Corporation): It is a very interesting question, as Michael [Welbank] said. We have lots of people on foot and an awful lot of people who cycle as well. What we experienced was that speed differential. The cyclists in particular were saying, "Please slow down the motor vehicles", and cyclists typically move about 15 miles per hour. If you have cyclists at 15 miles an hour and vehicles at 20 miles an hour, then they are not operating in the same decision-making timeframe. Where that differs then - the question you ask - is where the cyclist enters the realm of the predominately pedestrian and you have the similar speed differential that the cyclists do not like when they are in with motor vehicles, as well as the size of the vehicles, with 15-mile-an-hour cyclists and two or three-mile-an-hour pedestrians. Because there were so many people there and a lot of people cycling, we experienced this early and I know it is something that is contentious with some of the cycling groups and even with Andrew [Gilligan].

The thing we found that works best in our world is to take everything away, all the signs, the lines, the bits and pieces that makes it very subtle and try to deal with that by design. People say, "Who has priority?" The answer is nobody. That environment means that the cyclists where they are mixing in with pedestrians - and there about 70 locations dotted around the City of London that is over the river where that happens - they mingle at an appropriate speed and that behaviour then generates good behaviour and occasionally people are upset and spooked but they are not being injured by it and all the rest of it. We kind of deal with that by design and trying to bring movement down to a level of the lowest common denominator, which is the movement the pedestrians experience.

Cllr Julian Bell (Chair, Transport and Environment Committee, London Councils): Chris [Boardman] earlier talked about a kind of hierarchy in terms of deferring and so pedestrians have priority first, cyclists, then buses and public transport and then private vehicles. If you look in Europe, that is enshrined in legislation and part of the Highway Code. That is something we should have and then it is there. People are taught it when they do their driving test theory and you are giving them that education.

Andrew Gilligan (Mayor's Cycling Commissioner): A lot of this is about novelty, actually. Like you, I imagine, we get more people complaining about cyclist and pedestrian interaction than we do about pedestrian and car interaction which, on the face of it, is crazy because the number of pedestrians injured by motor vehicles each year is 1,700. The number of pedestrians seriously injured by cyclists is about ten. It was nine in the last year I looked at, 2011. That is partly to do with the fact that it is fairly new and the presence of large numbers of cyclists in London streets is fairly new. It is something that has only happened in the last 10 to 15 years. It is something people are getting used to and it is part of the getting-used-to process.

Similarly, with floating bus stops, again they are more or less universally used in half the cities of Europe and without any great difficulties. They have been operating for more than a year in London on Cycle Superhighway 2 in Stratford without any difficulties whatsoever. People became used to them very quickly and they will get used to them here as well.

Richard Tracey AM: Yes. You talk about novelty. One novelty that I probably just ought to mention but I do not want to start a great debate is that I am also hearing from quite a lot of people that maybe we are getting to the point when cyclists will need number plates so that they can actually --

Caroline Pidgeon MBE AM (Chair): We are not getting into that this morning, Richard.

Richard Tracey AM: -- be recognised when there is an accident but, as I say --

Caroline Pidgeon MBE AM (Chair): Goodness, we are not opening that can of worms. Thank you very much.

Richard Tracey AM: We will not start that one.

Caroline Pidgeon MBE AM (Chair): Fantastic. We have had a really interesting debate this morning and this afternoon. Thank you all very much indeed to Andrew, Julian, Iain, Michael, Rachel, Chris and Joe. It has been really helpful.

It feels to me like a lot of progress is being made but there are clearly some concerns and some potential risks. Leadership, which Chris [Boardman] mentioned, at a borough and London-wide level, which was in our original report a couple of years ago, that leadership and serious money are needed to deliver this and are going to be key. Thank you very much indeed for your time. We really appreciate that. We will be pulling this together into some sort of letter on the new report with some recommendations to the Mayor and others.

Subject: Summary List of Actions

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 14 January 2015

This report will be considered in public

1. Summary

1.1 This report sets out the actions arising from previous meetings of the Transport Committee.

2. Recommendation

2.1 **That the Committee notes the completed and outstanding actions arising from previous meetings of the Committee.**

Action arising from the Committee meeting on 10 December 2014

Item	Topic	Status	For Action by
5.	<p>Cycling in London During the course of the discussion, the Committee requested from the Mayor's Cycling Commissioner details of the sum of money Transport for London (TfL) was committing for Mini-Hollands, Quiet Ways, and other cycling programmes, in each borough following the letters sent to boroughs by TfL in October 2014.</p> <p>The Chair asked officers to circulate to the Committee the timeline of junction improvement projects set out in London's Road Modernisation Plan.</p>	<p>The Chair has written to the Mayor's Cycling Commissioner.</p> <p>The timeline has been circulated to the Committee and is published on the TfL website¹.</p>	<p>Mayor's Cycling Commissioner by 30 January 2015</p> <p>Scrutiny Manager</p>

¹ <http://www.tfl.gov.uk/travel-information/improvements-and-projects/road-modernisation-plan>

Action arising from the Committee meeting on 14 October 2014

Item	Topic	Status	For Action
6.	<p>Mayor's London Infrastructure Plan 2050. During the course of the discussion, the Committee requested the following additional information in writing:</p> <ul style="list-style-type: none"> • Details of the funding that the Mini-Holland runner-up boroughs will receive to improve cycling in their localities; and • Details of the wider plan to develop cycling across all London boroughs. <p>During the course of the discussion the Committee noted that the Managing Director, Planning for TfL would confirm whether TfL's Transport Innovation Fund submissions on road pricing models from 2006/07 were available in the public domain.</p>	<p>The Chair has written to the Mayor's Cycling Commissioner to request the additional information.</p> <p>The Chair has written to the Managing Director, Planning, TfL to request the additional information.</p>	<p>Mayor's Cycling Commissioner</p> <p>Managing Director, Planning, TfL</p>

Action arising from the Committee meeting on 2 September 2014

Item	Topic	Status	For Action
6.	<p>Taxi and Private Hire Services. The Committee noted a commitment from the Deputy Mayor for Transport to provide the latest position on Crossrail complementary measures, particularly plans for taxi provision at stations.</p>	<p>The Chair has written to the Deputy Mayor for Transport to request the additional information.</p>	<p>Deputy Mayor for Transport</p>

Action arising from the Committee meeting on 9 July 2014

Item	Topic	Status	For Action
5.	<p>Taxi and Private Hire Services. The Committee requested from London TravelWatch details of any complaints it had received about pedicabs.</p>	<p>The Chair has written to London TravelWatch to request the additional information.</p>	<p>London TravelWatch</p>

Action arising from the Committee meeting on 5 February 2014

Item	Topic	Status	For Action
6.	<p>Rail in London</p> <p>The Committee requested the following additional information from Network Rail:</p> <ul style="list-style-type: none"> • The number of level crossings in Greater London; • Background information on the cause of recent disruption to services from Hertford and Welwyn Garden City to Moorgate; and • Details of services and capacity planned during reconstruction work at London Bridge station. 	The Chair has written to Network Rail to request the additional information.	Route Managing Director (London and South East), Network Rail
	<p>The Committee requested the following additional information from TfL:</p> <ul style="list-style-type: none"> • The number of people who had been affected by double scanning of Oyster cards or bank cards; and • Details of the case that the Committee can make for operating international services from Stratford International station. 	The Chair has written to TfL to request the additional information.	Director of Customer Experience and Head of Planning, TfL

Action arising from the Committee meeting on 9 January 2014

Item	Topic	Status	For Action
5.	<p>Pedestrian Safety</p> <p>The Committee requested the following additional information from TfL:</p> <ul style="list-style-type: none"> • A list of the 26 sites on the Transport for London Road Network (TLRN) where studies were underway to identify appropriate pedestrian safety interventions; • Confirmation on whether before and after safety audits were undertaken at sites where the guardrail was removed; • Confirmation of whether telephone kiosks were specifically included in guidance on removal of street clutter on the TLRN; 	The Chair has written to TfL to request the additional information.	Head of Delivery Planning, Surface Transport, TfL

Item	Topic	Status	For Action
	<ul style="list-style-type: none"> Confirmation on whether there was before and after analysis of pedestrian compliance with signals and collision rates at the 568 sites where TfL reduced 'green man time' since 2010 and, if undertaken, what the impact had been; Details of the boroughs which were opposed to the introduction of pedestrian countdown at traffic signals; Confirmation of when the external review of TfL's road safety audit procedures (as set out in the Road Safety Action Plan) would take place and whether the findings would be made public; and Details of any evaluation of the impact of Operation Safeway and confirmation of how TfL would use the evaluation to inform its future work on pedestrian safety. 		

Action arising from the Committee meeting on 10 December 2013

Item	Topic	Status	For Action
6.	<p>Cycling in London</p> <p>The Committee requested further information from TfL on its criteria for determining when to install 20 mile per hour limits on its road network.</p>	The Chair has written to TfL to request the additional information.	Chief Operating Officer, Surface Transport, TfL

3. Legal Implications

3.1 The Committee has the power to do what is recommended in this report.

4. Financial Implications

4.1 There are no financial implications to the GLA arising from this report.

List of appendices to this report:

None

Local Government (Access to Information) Act 1985

List of Background Papers: None

Contact Officer: Dale Langford, Principal Committee Manager

Telephone: 020 7983 4415

E-mail: dale.langford@london.gov.uk

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Subject: Crossrail	
Report to: Transport Committee	
Report of: Executive Director of Secretariat	Date: 14 January 2015
This report will be considered in public	

1. Summary

- 1.1 This report provides background information to the Transport Committee in relation to its discussion on Crossrail with representatives of Crossrail Ltd.

2. Recommendation

- 2.1 **That the Committee notes the report, puts questions to representatives of Crossrail Ltd about the Crossrail project and notes the discussion.**

3. Background

- 3.1 The Committee has agreed to use part of this meeting to discuss progress with the Crossrail project. The construction of Crossrail represents London's first new railway for over 20 years. It will provide direct links from Berkshire in the west and Essex in the east into Heathrow, central London and Canary Wharf.
- 3.2 The Committee has held an annual check on progress with the Crossrail project since its initial investigation on Crossrail in 2009. Following publication of its findings and recommendations in its 2010 report *Crossrail: light at the end of the tunnel*, the Committee has discussed progress at meetings in February 2011 and 2012, and March 2013. It also conducted a site visit to see preparatory tunnelling work at the Limmo Peninsula and the Tunnelling and Underground Construction Academy in November 2012. Committee Members will also visit Crossrail's Farringdon construction site on 22 January 2015.
- 3.3 The Committee last held a question and answer session with the Chair and Chief Executive of Crossrail on 5 February 2014.

4. Issues for Consideration

- 4.1 The following guests have been invited to attend this meeting to discuss Crossrail:
- Terry Morgan CBE, Chair, Crossrail Ltd; and
 - Andrew Wolstenholme OBE, Chief Executive, Crossrail Ltd.

5. Legal Implications

- 5.1 The Committee has the power to do what is recommended in this report.

6. Financial Implications

- 6.1 There are no direct financial implications to the GLA arising from this report.

List of appendices to this report:

None.

Local Government (Access to Information) Act 1985
List of Background Papers: None
Contact Officer: Richard Berry, Scrutiny Manager
Telephone: 020 7983 4199
E-mail: richard.berry@london.gov.uk

Subject: Crossrail 2	
Report to: Transport Committee	
Report of: Executive Director of Secretariat	Date: 14 January 2015
This report will be considered in public	

1. Summary

- 1.1 This report sets out background information for the Committee's discussion on Crossrail 2 and issues the Committee may wish to discuss with invited guests at the session.

2. Recommendation

- 2.1 **That the Committee note the report, put questions on Crossrail 2 to invited guests and note the discussion.**

3. Background

- 3.1 Crossrail 2 is a proposal for a new cross-London rail line running from south west to north east London. It features in the Mayor's Transport Strategy (2010) as a solution to congestion and overcrowding on existing Tube and rail lines.
- 3.2 In 2009 Transport for London (TfL) undertook a review of the need for a new rail line and concluded that there was a need for a new north east – south west rail line given current and planned growth across London. This led to a large number of options being assessed, two of which were selected for further development. Option 1, the 'Metro' option, would run from Wimbledon and Tooting through Clapham Junction, King's Road Chelsea, Victoria, and Euston St Pancras, terminating at Alexandra Palace in North London. Option 2, the 'Regional' scheme, would share the same route in Central and Inner London, but it would be integrated with suburban rail services, enabling Crossrail 2 trains to run from areas to the south west of London (such as Shepperton, Hampton Court and Epsom), to towns such as Cheshunt and Hertford East, north of London.
- 3.3 These two options were subject to consultation in summer 2013. The results of this consultation confirmed greater support for a Regional option. Over 96 per cent of respondents supported the need for Crossrail 2 and over 80 per cent of these supported the Regional option. However, the consultation also raised some issues on specific route alignments. TfL and Network Rail undertook a second consultation in summer 2014 to explore these specific aspects in more depth. In particular, the consultation sought views on two route alignments north of Angel serving Hackney or Dalston Junction, an alternative option for a possible new station at Chelsea, and a short extension of the

route from Alexandra Palace to New Southgate. The results of this consultation are available on the TfL website¹.

- 3.4 The Department for Transport has begun a consultation with stakeholders and the public on safeguarding the proposed route of Crossrail 2. Safeguarding is a planning process that enables the Government to issue Directions to local planning authorities to protect land needed for long-term infrastructure projects from developments that would prevent them being built or make them more expensive. The consultation will run until January 2015 and the Secretary of State for Transport is expected to issue the safeguarding directions shortly after².
- 3.5 Cost estimates for Crossrail 2 are currently £20 billion for the Metro route and £27.5 billion for the Regional option. While Crossrail 2 is part of the Mayor's Transport Strategy, there is no funding for the scheme beyond the current consultation and safeguarding phase. The Chancellor announced a further £2 million for further feasibility work in the Autumn Statement 2014.

4. Issues for Consideration

Purpose of the meeting

- 4.1 The Committee's meeting will provide an opportunity for Members to receive an update on progress towards the development and construction of Crossrail 2, and follows the Committee's previous meeting on this issue in May 2013.

Issues for discussion

- 4.2 The Committee has invited the following guests to this meeting:
- Michèle Dix CBE, Managing Director of Planning, TfL; and
 - Paul Harwood, Principal Network Planner, Network Rail;
- 4.3 The Committee's meeting will provide for a discussion on a range of issues. These include: the continued case for Crossrail 2, route options, costs and funding options, and key actions for the year ahead.

5. Legal Implications

- 5.1 The Committee has the power to do what is recommended in this report.

6. Financial Implications

- 6.1 There are no financial implications to the GLA arising from this report.

List of appendices to this report:

None.

¹ <https://consultations.tfl.gov.uk/crossrail/june-2014>

² These directions will replace existing safeguarding directions for parts of the route, last updated in 2008

Local Government (Access to Information) Act 1985

List of Background Papers: None

Contact Officer: Lucy Brant, Assistant Scrutiny Manager

Telephone: 020 7983 5727

E-mail: lucy.brant@london.gov.uk

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Subject: Taxi and Private Hire Services in London

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 14 January 2015

This report will be considered in public

1. Summary

- 1.1 This report sets out for the Committee's agreement its report, *Future proof - Taxi and Private Hire Services in London*, as agreed by the Chair under delegated authority.

2. Recommendation

- 2.1 **That the Committee notes the report, *Future proof - Taxi and Private Hire Services in London*, as agreed by the Chair under delegated authority, in consultation with party Group Lead Members.**

3. Background

- 3.1 The Committee agreed at its meeting on 4 June 2014 to carry out an investigation into taxi and private hire services with the following terms of reference:
- To explore the key issues for taxi and private hire passengers in London;
 - To examine how the Mayor, Transport for London (TfL) and the taxi and private hire industries are responding to these issues;
 - To examine the performance of TfL's Taxi and Private Hire unit (TPH); and
 - To make recommendations to the Mayor and TfL on any further actions they could take to improve taxi and private hire services in London.
- 3.2 The Committee held a meeting on taxi and private hire services on 9 July 2014 with the following invited guests:
- John Stewart, Chair, Policy Committee, London TravelWatch;
 - Rachel Griffin, Director, Suzy Lamplugh Trust;
 - Faryal Velmi, Director, Transport for All;
 - Matthew Daus, President, International Association of Transportation Regulators;
 - Mark James, San Francisco Municipal Transportation Agency; and
 - John Dickie, Director of Strategy and Policy, London First.

3.3 The Committee held a second meeting on taxi and private hire services on 2 September 2014, putting questions to the following invited guests:

- Isabel Dedring, Deputy Mayor for Transport;
- Garrett Emmerson, Chief Operating Officer, Surface Transport, TfL;
- Steve McNamara, General Secretary, Licensed Taxi Drivers Association;
- Michael Galvin, Licensed Private Hire Car Association;
- Inspector Julian Collinson, Metropolitan Police Cab Enforcement Unit;
- Martin Low, Transport Commissioner, City of Westminster; and
- Jason White, Programme Manager, London Borough of Croydon.

4. Issues for Consideration

4.1 The Chair agreed the report, in consultation with party Group Lead Members, prior to publication on 16 December 2014, under the authority delegated at the Committee's meeting on 10 December 2014. The agreed report is attached as **Appendix 1** (for Members only) for the Committee to note. It is also available at: www.london.gov.uk/mayor-assembly/london-assembly/publications.

4.2 The report sets out findings and recommendations on taxi and private hire services, as set out below:

Recommendation 1

By May 2015, the Mayor should publish a long term strategy for the development of both taxi and private hire industries. The strategy should clearly set out the Mayor's position on the continued role of taxi and private hire services in London, and actions that will improve passenger and driver safety, guarantee a sufficient number of high quality drivers and vehicles across the city, and ensure that all services meet the highest possible standards for accessibility. The strategy should also set out how TfL will strengthen its enforcement and clamp down on illegal activity, within a clear and transparent governance and decision-making framework.

Recommendation 2

By May 2015, the Mayor should publish a long term strategy for the development of both taxi and private hire industries. The strategy should clearly set out the Mayor's position on the continued role of taxi and private hire services in London, and actions that will improve passenger and driver safety, guarantee a sufficient number of high quality drivers and vehicles across the city, and ensure that all services meet the highest possible standards for accessibility. The strategy should also set out how TfL will strengthen its enforcement and clamp down on illegal activity, within a clear and transparent governance and decision-making framework.

Recommendation 3

By May 2015, TfL should further develop the database that links drivers to vehicle and operator information. TfL should work with app developers to produce a tool that will enable passengers to check the status of their driver, vehicle or operator.

Recommendation 4

By May 2015, TfL should produce a signage strategy for the licensed taxi and private hire industries, including plans to pilot number plate-based fixed signage.

Recommendation 5

By March 2015, The Mayor and TfL should report back to the Assembly on options to incentivise the uptake of cashless payment options, for both the taxi and private hire industries.

Recommendation 6

By May 2015, the Mayor and TfL should set out how they intend to monitor and improve supply and demand, for both taxi and private hire industries, across London. This should include a specific study into potential demand for taxi services in outer London town centre locations.

Recommendation 7

By May 2015, the Mayor and TfL should set out plans to ensure that all Underground stations located on the 24-hour Tube network have a taxi rank in place by the launch of the programme in September 2015, and suburban Underground and National Rail stations have a rank by May 2016. TfL should also prioritise rank provision in outer London town centre locations with unmet demand. Rank locations should be included on TfL journey planning tools and TfL should explore options for increasing the visibility of ranks through distinctive signage. The Mayor and TfL should also set out clear guidance for event planners to ensure that taxi and private hire provision is explicitly contained in transport planning for major events and attractions.

Recommendation 8

By May 2015, the Mayor and TfL should satisfy this Committee that the entry requirements into each market are fit for purpose. This should include providing evidence that there are no artificial barriers to entry, that the requirements are relevant to the specific demands of each industry and that they ensure protection for passengers, drivers, and other road users.

Recommendation 9

The Mayor and TfL should ensure that disabled taxi and private hire passengers' needs are met by taking steps to incentivise the provision of wheelchair accessible private hire vehicles (for example, through reduced vehicle licensing fees) with a view to reaching 25 per cent wheelchair accessibility across the private hire fleet by 2018. By May 2015, TfL should also introduce requirements for all taxi and private hire drivers and operators to undertake mandatory disability awareness training as part of the licensing process. TfL should also enforce a zero-tolerance approach to drivers and operators across both industries who illegally refuse to carry disabled passengers, and increase the visibility of its complaints process so that disabled passengers can name and shame providers who break the law. Drivers and operators who are found to not comply with these regulations should face suspension of their licences.

Recommendation 10

By March 2015, the Metropolitan Police should improve the information it collects on cab-related crime, to ensure greater understanding of whether offences are committed by licensed taxis, private hire vehicles and Pedicabs, and by licensed or unlicensed drivers/vehicles.

Recommendation 11

By May 2015, The Mayor and TfL should provide the Committee with a definitive assessment of the resources currently devoted to enforcement, setting out costed plans to increase these where necessary and address funding gaps. This should include options to increase licence fees to ensure adequate enforcement resources are available.

Recommendation 12

By March 2015, The Mayor and TfL and the Metropolitan Police should set out specific steps that will be taken to improve the efficiency and visibility of non-covert night-time operations.

Recommendation 13

The Mayor and TfL should immediately clarify the policy on destination bookings and reinstate the requirement for private hire drivers and operators to record a destination at time of booking.

Recommendation 14

By March 2015, The Mayor and TfL should conduct a full review of the policy on 'satellite offices', identifying and securing the enforcement resources required to regulate these effectively, including plans to clamp down on unlicensed 'marshals'. Any further satellite office applications should be suspended until this has been achieved.

Recommendation 15

By May 2015, the Mayor and TfL should enable greater joined-up working on enforcement, including working with the private hire trade and boroughs to develop a cohesive, pan-London policy on picking up/setting down arrangements.

Recommendation 16

The Government should act upon the findings of the Law Commission Review and propose legislation that introduces stiffer penalties for touting, and greater enforcement powers for borough and police officers, including higher fines and vehicle seizure powers.

Recommendation 17

By May 2015, The Mayor's office, TfL and the trades should develop and publish a Memorandum of Understanding which clearly sets out terms of reference and defines the respective roles, responsibilities and expectations of each party. This should include specific service level agreements.

Recommendation 18

By March 2015, TfL should revise its driver engagement activity to ensure that it is as widely representative as possible, and improve the transparency of taxi and private hire policy and decision making processes by routinely publishing the minutes of meetings with the trades. TfL should also provide and publish a detailed breakdown of annual licence fee spending.

Recommendation 19

By March 2015, the Mayor and TfL should set out how it will increase the visibility and accessibility of its complaints process, and improve systems for passengers to give feedback and make complaints about both taxi and private hire services. Complaints data should be reported to the TfL Board on a quarterly basis.

4.3 The report falls within the terms of reference for the investigation.

5. Legal Implications

5.1 The Committee has the power to do what is recommended in this report.

6. Financial Implications

6.1 There are no financial implications to the GLA arising from this report.

List of appendices to this report:

Appendix 1 – *Future proof - Taxi and Private Hire Services in London*

Local Government (Access to Information) Act 1985

List of Background Papers: None

Contact Officer: Lucy Brant, Assistant Scrutiny Manager

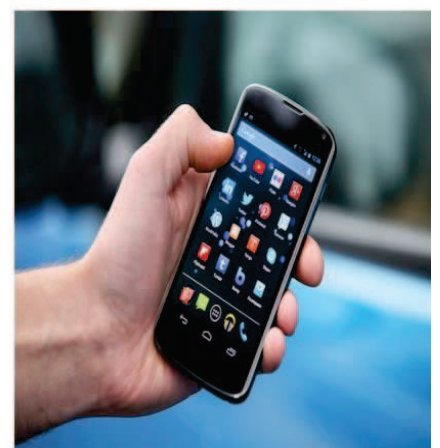
Telephone: 020 7983 5727

E-mail: lucy.brant@london.gov.uk

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Future proof Taxi and Private Hire Services in London

December 2014



Transport Committee Members

Caroline Pidgeon MBE (Chair)	Liberal Democrat
Valerie Shawcross CBE (Deputy Chair)	Labour
Victoria Borwick	Conservative
Tom Copley	Labour
Darren Johnson	Green
Steve O'Connell	Conservative
Dr Onkar Sahota	Labour
Navin Shah	Labour
Richard Tracey	Conservative

Role of the Transport Committee

The Transport Committee examines all aspects of the capital's transport system in order to press for improvements for Londoners. Its remit includes: mainline rail, the Tube, buses, trams, taxis and minicabs, walking, cycling, roads, and issues such as congestion, transport safety and transport sustainability. The Committee pays particular attention to how the Mayor's Transport Strategy is being implemented, and looks closely at the work of Transport for London and other transport operators. For more information visit: <http://www.london.gov.uk/mayor-assembly/london-assembly/committees>

Contact

Lucy Brant, Assistant Scrutiny Manager
Email: scrutiny@london.gov.uk
Contact: 020 7983 4000

Cover image credits: Emily Webber, David Holt, Highways Agency

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Chair's foreword



What does the future hold for taxi and private hire services in London?

Black cabs are one of the oldest and most instantly recognisable icons of London transport and, together with private hire vehicles, form a vital part of the public transport network for both Londoners and visitors alike. But the future prosperity of these industries is under threat, not from new technology, but from a lack of strategic leadership for the development of these services.

Much of the recent discussion about taxi and private hire in London has been fixated on issues around new apps and how these will benefit or damage the existing industries. Our investigation finds that this is the tip of the iceberg when it comes to the challenges facing the taxi and private hire trades, and TfL as their regulator. The ongoing debate on the role of new technology has diverted attention from other critical issues facing the trades which must be addressed. Ensuring safe, accessible services to all passengers, at times and in places where they are needed most, must be made a priority.

Serious doubts have been expressed about whether TfL has the appetite, and capability, to oversee these industries effectively. We are also deeply concerned at the continued decline of the relationship between the taxi and private hire trades and TfL. It is time for the Mayor and TfL to get a grip on this spiralling situation and to develop a long term strategy that will enable these vital industries to flourish and ensure that the needs of passengers are addressed.

Everyone involved in these industries - drivers, operators, trade associations, enforcement agencies, and above all, the Mayor and TfL - must work together constructively towards a better future for these services.

I would like to put on record our thanks to the huge numbers of people who contributed to our investigation by participating in surveys, providing written submissions and attending meetings to inform our work. Our report outlines our extensive investigation and research into the issues facing both passengers and drivers. The Mayor and TfL must address the issues we raise or face London's reputation in this area being irreversibly damaged.

Caroline Pidgeon AM
Chair of the Transport Committee

Executive summary

Over 300,000 journeys are made by taxi or private hire vehicle in the capital every day. Black taxis are one of the oldest and most instantly recognisable icons of London transport and, together with private hire vehicles, form a vital part of the public transport network for both visitors to, and residents of, the city. Taxis and private hire services fill a gap in public transport provision, providing services in places and at times when other forms of public transport are unavailable, and for those who are unable to access buses, the Tube, or trains due to disability or mobility impairment. Taxis and private hire are used by both the highest earning in our society and those on lower incomes, for business and leisure purposes, at every hour of the day and night.

Efforts to modernise taxi and private hire services and meet passenger expectations are being hindered by the lack of a Mayoral strategy for the future of these trades. This makes it difficult for Transport for London (TfL) to regulate the industries efficiently and effectively. Taxi and private hire services form a crucial element of London's public transport offer, including for some of the most vulnerable passengers, but competition from new technology, and changing passenger demands, are challenging the traditional ways in which these services are delivered. London's taxi and private hire services will need to evolve to meet these challenges. Failure to address fundamental issues affecting the trades threatens to spark a race to the bottom in terms of standards, putting the travelling public at risk, and threatening London's reputation as a world leader for these services.

Strategy

The inherent role of the regulator, TfL, is to protect the interests of the travelling public. We call on the Mayor and TfL to preserve the distinction between the licensed taxi and private hire industries, recognising that diversity of choice is critical to meeting passengers' differing requirements. We need a clear strategy to ensure the survival and prosperity of both of these services, which covers three critical, inter-related areas of public interest: safety, availability and accessibility.

Safety

The Committee heard that more passengers say they always feel safe and secure when travelling by licensed taxi, than private hire vehicle. A lack of supply of licensed taxi and private hire services in some locations may lead people to make unsafe transport choices; this is a particular concern in the

context of cab-related sexual assaults and robberies. We call on the Mayor and TfL to develop specific public awareness campaigns on what to look out for when determining if a driver or vehicle is licensed. We also call for a comprehensive signage strategy for both taxi and private hire vehicles, and for open access to data so that tools that use technology to link drivers to vehicle and operator information can be developed.

We believe that cashless payment options would benefit both the industries and their passengers, reducing the risk of crime and removing a barrier to making safer transport choices. TfL, as a regulator, can greatly advance this cause by working constructively with the trades to iron out potential difficulties, explain the wider benefits, and explore options to incentivise a transition towards cashless payment options.

Availability

People often choose to use a licensed taxi or private hire vehicle at times when other public transport is closed, or in locations where other public transport modes are not available, particularly in parts of outer London. Passenger views on availability differ from those of licensed taxi drivers. The Committee heard that there are a number of ways in which TfL could regulate the market more effectively to ensure a better match between supply and demand across the city. In particular, there is a need for better data to inform policy decisions on issues such as sector boundaries, licensing numbers, and rank space provision.

Providing taxi ranks has a number of benefits relating to safety and availability, as well as potentially reducing congestion and vehicle emissions as drivers are not forced to continually drive around to look for work. However, rank provision is chronically underfunded and under prioritised, the process of appointing ranks is too lengthy, and the needs of passengers and drivers are not prioritised when allocating kerb space. We call on the Mayor and TfL to work with the boroughs to improve and increase rank provision, especially in outer London, and to ensure that existing facilities are better publicised.

Taxi driver numbers have remained static for the last decade, while the number of licensed private hire drivers has more than tripled. Some industry experts have questioned whether administration of the Knowledge creates an artificially high barrier to entry for taxi drivers, and, conversely, whether the explosion in private hire driver numbers in the last decade is because the entry requirements to this market are artificially low. We urge the Mayor and TfL to assess entry requirements into both markets to ensure that they are fit

for purpose, that the requirements are relevant to the specific demands of each industry, and to ensure protection for passengers, drivers, and other road users.

Accessibility

Large parts of the public transport network are still unusable for many older and disabled Londoners, and taxis and accessible private hire vehicles are a vitally important part of ensuring good quality of life for disabled and older Londoners. Disabled people told us about a range of problems in accessing these services, including taxis not stopping when hailed in the street by disabled people, broken equipment, refusal to carry assistance dogs and insufficient numbers of wheelchair accessible private hire vehicles. Alongside efforts to increase the supply of accessible vehicles, TfL should work with disability campaigners and the trades to improve disability awareness amongst both drivers and booking staff, and adopt a zero tolerance policy towards drivers and operators who discriminate against disabled passengers.

New technology

The rise of new technologies has immense potential to change the way in which transport services are used. There is significant appetite for new technology among both passengers and drivers, especially when it comes to booking and paying. TfL must ensure that it has the regulatory muscle, and the political will, to hold the line against developments which threaten the interests of passengers. An unbalanced market may ultimately lead to a reduction, rather than an expansion, of passenger choice. The Mayor and TfL need to be prepared for the inevitable consequences of a transport environment in which technology is evolving faster than the legislation that is needed to govern its use.

Enforcement

Touting is viewed by both industries as the single biggest enforcement and passenger safety issue affecting the trades. Enforcement numbers are 'outstandingly low', compared with other world cities. Trade representatives have raised the possibility of the trades paying higher licence fees if this would guarantee better enforcement, and there are opportunities to improve enforcement through better use of technology.

The Committee is deeply concerned that specific TfL policies, such as those around satellite offices and booking destinations, could be creating more problems than they solve. We urge the Mayor and TfL to re-evaluate their enforcement strategy and to explore ways in which enforcement resources could be increased and better deployed.

Current enforcement activity is disjointed due to the different enforcement powers available to police and borough enforcement officers. The strategy should contain specific actions that the Mayor and TfL, along with partner organisations and the trades, will take to ensure that the laws and regulations governing these industries are properly enforced. This should include closer working with the criminal justice system, and lobbying Government for the use of stiffer penalties for touting and greater enforcement powers including vehicle seizure powers.

Governance and Communication

Mass demonstrations on the street and votes of no confidence from trade organisations are not generally indicators of a healthy relationship between industries and their regulators. Effective communication between TfL and the trades is vital to implementing changes to the industry that will benefit passengers, but communication appears to have hit rock bottom in the last year. Many within the industries feel that, at a senior level, TfL is simply not listening to their concerns. The Mayor and TfL urgently need to address the widespread view that they are out of touch with the needs of the industries. TfL's Taxi and Private Hire Unit's current structure lays itself open to accusations of an inherent conflict of interests. The Mayor's office, TfL and the trades should develop and publish a Memorandum of Understanding which clearly sets out terms of reference and defines the respective roles, responsibilities and expectations of each party.

Passenger engagement

Failure to address passenger concerns damages the long term interests of the trades, and TfL's reputation as their regulator. The ultimate survival of both taxi and private hire industries will depend on them providing the standard of service that passengers want. The public can provide crucial feedback on drivers, operators and organisations that can help detect illegal activity, identify poor behaviours, and provide suggestions for how to improve services. We call for improved systems for passengers to make complaints and give feedback on both taxi and private hire services.

1. Introduction

- 1.1 Over 300,000 journeys are made by taxi or private hire vehicle in the capital every day¹. Black taxis are one of the oldest and most instantly recognisable icons of London transport and, together with private hire vehicles, form a vital part of the public transport network for both visitors to, and residents of, the city. Taxis and private hire services fill a gap in public transport provision, providing services in places and at times when other forms of public transport are unavailable, and for those who are unable to access buses, the Tube, or trains due to disability. Taxis and private hire are used by both the highest earning in our society and those on lower incomes, for business and leisure purposes, at every hour of the day and night.
- 1.2 The ability to hail a taxi on the street, jump in a cab at a rank or book a minicab to take us to the airport, has become so much a part of London life that many people take these services for granted. However, many taxi and private hire operators and drivers are concerned about the future. Changing passenger demands and expectations, coupled with the rise of new technology, are challenging the traditional way in which these services are provided. This presents both opportunities and risks for the taxi and private hire industries.
- 1.3 Taxi and private hire services are licensed and regulated by Transport for London (TfL). Many commentators, both inside and outside the industries, are concerned about the deterioration in relations between taxi and private hire trade organisations and their regulator, and the impact this may be having on these services. International regulators have warned that, while London currently holds the gold standard for licensed taxi services, and that strong growth in the private hire market has demonstrated a clear demand for these services, the city may be on the brink of 'squandering the gold'². Business leaders have likewise called upon TfL *'to be proactive in setting standards for consumers and managing the regulating system in London rather than just seeing what competition throws up'*³.
- 1.4 The first part of this report considers the need for a clear strategy for the future of taxi and private hire services and the critical issues that need to be addressed for the public benefit. The second part discusses the need for effective enforcement of the regulations designed to protect passengers and drivers and support the industries. The third section looks at how TfL can

improve its performance as the licensing and regulatory authority, overcome challenges that have arisen as the market changes, and ensure the best possible services for passengers.

Taxi and private hire markets by numbers

300,000 approximate number of journeys per day

19 % of minicab users are disabled

56,167 private hire vehicles

Annual turnover of combined taxi and private hire industry **£3bn**

62 % of minicab passengers are women

25,546 licensed taxi drivers

70,928 private hire drivers

14 % licensed taxi passengers are disabled

22,597 taxi vehicles

Source: TfL

2. Strategy

One trade or two?

- 2.1 There has been some debate about whether licensed taxis and private hire are two aspects of the same trade or two distinct services. The Law Commission's recent review of taxi and private hire services across England and Wales has restated the definition between the two services and the importance of retaining this 'two-tier' system.

"The regulatory distinction between taxi and private hire services both reflects and creates different markets. On the one hand, there is what we call the "rank and hail" market, which is reserved exclusively for taxis. On the other hand, there is the market in pre-booked services"⁴.

- 2.2 The trades themselves view the two services as distinct in nature. They point to the different regulations and operating models that govern the type of vehicles used, how passengers can be picked up, fare setting, accessibility requirements, and infrastructure needs. Licensed taxi and private hire services compete directly with each other for passengers and have historically enjoyed an uneasy relationship. Nevertheless, they share some of the same concerns over issues such as passenger safety, effective enforcement of the legislation, and the operational performance of TfL as a licensing and regulating authority.
- 2.3 Passengers are less likely to explicitly consider the differences between how the two markets are regulated. However, the continued demand for both services suggests that passengers do draw a distinction, and recognise the value of having both options as part of a diverse ecosystem of point-to-point transport services, meeting a range of need; either the immediate availability of a street-hailed black cab, or the certainty of a pre-booked, fixed fare minicab.

"I would strongly oppose any move away from the current well established system in London of taxis and private hire vehicles being classed as different services, with only licensed London taxis being allowed to ply for hire." – Boris Johnson, Mayor of London, 23 May 2012⁵.

- 2.4 The Mayor has previously expressed his support for a two-tier system, but this ideological commitment has become increasingly difficult for TfL to apply in practice. The lack of a defined strategy for taxi and private hire services has made it hard for TfL to regulate the two industries effectively. The Mayor's

Transport Strategy (2010) included broad objectives such as ‘action against touting and illegal cabs’, but does not contain any specific, measurable targets or give any indication on how or when this might be achieved. Over time, this lack of measurable action has given way to a rising disenchantment with the Mayor, who is perceived to have ‘*washed his hands of the industry*’⁶.

3. Defining the public interest

3.1 The Mayor's Transport Strategy aims to improve the safety and security of Londoners, enhance quality of life and improve transport opportunities for all⁷. TfL's role is to ensure that all services it delivers and regulates support these objectives. The public interest should therefore form the backbone of a new strategy for these services, and address three critical, interrelated areas- 1) safety, 2) availability of services, and 3) universal accessibility:

3.2 **Licensed taxi and private hire services are a key element of safer travel, especially at night**

One in four passengers told us that they chose to use a taxi or a minicab at times when other public transport is closed, or when they had been consuming alcohol⁸. This underlines the importance of taxi and private hire services to the safety of the travelling public, as part of the health of the night time economy in London. Local authorities recognise the importance of these services, not only to ensure safe individual transportation home for their residents, but to address wider safety concerns about late night activity in certain locations.

'Taxi services can help to address anti-social behaviour when large numbers of people disperse very late at night, putting pressure on public transport.' – London Borough of Camden⁹.

3.3 **Taxis and private hire fill gaps in public transport provision across London**

One in five passengers told us that they used taxi and private hire services in locations and at times when other public transport modes were not available¹⁰. This is particularly true of outer London boroughs, where over a quarter of passengers said they used these services because they did not have another public transport option to undertake their journey¹¹. Taxis and minicabs are used by the poorest in our society as well as the richest, by people who are unable to afford to own a private car, and by those who are unable to access the public transport network¹².

3.4 Some campaign groups have suggested that a lack of supply of licensed taxi and private hire services in some locations may lead people to make unsafe transport choices. This is a particular concern in the context of cab related sexual assaults and robberies.

3.5 Taxis and private hire services are vital for passengers who are unable to access the wider transport network

Disability campaigners told us that large parts of the public transport network are still unusable for many older and disabled Londoners. London is the only major global city which requires all of its licensed taxis to be 100 per cent wheelchair accessible.

“Taxis and accessible private hire vehicles are vitally important for disabled and older Londoners.” - Faryal Velmi, Transport for All¹³

3.6 The benefits of accessible taxis do not just extend to people with mobility impairments. Our survey found that the ability to travel with bulky items, such as prams and suitcases, was an important factor in people’s decision to use these services.

3.7 In light of these three crucial areas, there is a clear public interest in the continued existence of taxi and private hire services which are safe and accessible to all, regardless of ability, location, or economic status.

3.8 In developing a strategy for the future of these services, the Mayor and TfL, as well as the trades, will need to recognise the inherent role of the regulator is to protect the interests of the travelling public. This is the yardstick against which policy decisions will need to be measured. It is not within TfL’s remit or responsibility to promote either trade over the other, or any particular company, service provider or app. It is up to the trades themselves to convince the travelling public that they can best meet their needs and expectations.

3.9 Trade representatives have called on the Mayor and TfL to produce a strategy for the future of taxi and private hire services which clearly meets the public interest, sets out a direction of travel, and provides a clear decision-making framework to deal with current and future challenges.

“There is a need for a very public and clear Mayoral level strategy on the Taxi and Private Hire trades and how these will be developed (if at all) over the coming years...Only by having such a comprehensive and long term published plan with a detailed list of actions that TfL will take forward can I see any real progress being made on the many issues there are for both trades and the millions of passengers they serve.” -John Mason, former Director of Taxi and Private Hire Directorate, TfL¹⁴.

Recommendation 1

By May 2015, the Mayor should publish a long term strategy for the development of both taxi and private hire industries. The strategy should clearly set out the Mayor's position on the continued role of taxi and private hire services in London, and actions that will improve passenger and driver safety, guarantee a sufficient number of high quality drivers and vehicles across the city, and ensure that all services meet the highest possible standards for accessibility. The strategy should also set out how TfL will strengthen its enforcement and clamp down on illegal activity, within a clear and transparent governance and decision-making framework.

New technology

- 3.10 Technology is increasingly changing the way in which passengers find and use transport services. The rise of smartphone app technologies and the opportunities presented by access to open data have immeasurable potential to change the way we travel.
- 3.11 There is a significant public appetite for new technology, particularly in relation to booking methods and payment options. 77 per cent of passengers told us they wanted to be able to pay with credit or debit card, and 70 per cent would like to be able to use an Oyster card to pay for their journey. 69 per cent of passengers would like to be able to use smartphone apps to 'hail' a cab in future¹⁵.
- 3.12 Despite a reputation for being 'dinosaurs' in the face of changes to their industries, taxi and private hire drivers have largely embraced technological changes. A number of private hire firms have used app-based booking systems for almost a decade, while tens of thousands of licensed taxi drivers regularly use apps which link them more directly with passengers. TfL itself has developed its online facilities with measures such as Cabwise, to link passengers to their nearest cab companies using GPS data through mobile phones.
- "Apps are a major thing. I do use an app and it's beneficial, I think it's beneficial for the customer as well. It is easier for the public and brings in more competition. This is positive." -Taxi Driver, Green Badge¹⁶.*
- 3.13 The evolution of technological solutions should not have come as any surprise to TfL as an industry regulator. However, the recent expansion of services which appear to blur the regulatory distinction between taxi and private hire

services is causing a considerable headache to regulators worldwide and nowhere more so than in London.

- 3.14 But to what extent is it TfL's role to dictate which business models survive and thrive in the London market? If a successful new product or service is expanding customer choice, then this is surely to the benefit of the passenger?
- 3.15 If one business model is given an unfair competitive advantage, the viability of other operating models is reduced. A lack of a level playing field on which future taxi and private hire service developments will occur would be a clear challenge to the public interest. This may ultimately lead to a reduction, rather than an expansion, of passenger choice. TfL has said that apps such as Uber will not damage the long term prospects of the licensed taxi trade¹⁷, but the Mayor and TfL need to be prepared for the inevitable consequences of a transport environment in which technology is evolving faster than the legislation that is needed to govern its use. In the absence of new laws, it is up to the regulator to ensure the public interest is still being protected. It is not just drivers who are worried about the future. The former Chair of the Disability Rights Commission wrote to the Mayor in June 2014 to warn that 'unfair' competition in the taxi and private hire markets would have a "*severe and negative impact on the ability of London to meet the travel needs of disabled people.*"¹⁸
- 3.16 The recent furore concerning Uber has raised serious questions in some quarters about TfL's fitness as a regulator. Trade groups point out that their major concern is not so much to do with the app company itself as with the perception that TfL has at best, failed to present a significantly robust challenge to an operator trying to strong-arm changes to enshrined legislation to suit its own business interests, and at worst, has actively colluded with that operator to create an imbalance in the market.
- "You now break the law or breach the regulations, and TfL, if you are big enough, will change the rules."* – Michael Galvin, Licensed Private Hire Car Association¹⁹.
- 3.17 The 'disruption' brought by such new technology may prove more of a threat to TfL's regulatory position than to the taxi and private hire industries themselves. Passengers will ultimately decide what they value about taxi and private hire services and which service providers best fulfil their needs. However, if TfL is seen to be publicly supporting companies that challenge its

authority as a regulator, then it weakens its own position in dealing with future challenges. The rise of peer-to-peer ridesharing, which uses unlicensed drivers and vehicles, has been criticised by the Commissioner for Transport, Peter Hendy, as tantamount to ‘hitch-hiking’²⁰, but TfL may well have opened the floodgates to further disruption from new challengers in the industries. TfL’s credibility in carrying out its other duties, including licensing and on-street enforcement, is also damaged by the idea that it is a ‘soft touch’ regulator.

Uber London: Licensing and regulation in conflict

*“We cannot have a third tier operating as PHV [Private Hire Vehicle] and charging like a taxi.”
- Steve Wright, Licensed Private Hire Car Association and TfL Board member²¹.*

Uber London is a technological platform that allows passengers to hire a private hire vehicle through a smartphone app. Both licensed taxi and existing private hire operators have expressed strong reservations about the legality of its operating model, arguing that the smartphone used by Uber drivers constitutes a ‘taximeter’, and that the app allows for ‘immediate hiring’ - both of which are illegal under current private hire legislation.

Uber London was licensed as a private hire operator by TfL in 2012. Since then, TfL have faced strong criticism from the trades for granting the licence and for failing to effectively regulate Uber’s operations in London. TfL has referred the taximeter issue to the High Court for a ruling, which has led many in the industries to conclude that TfL has demonstrated itself unfit for purpose as a regulator through its inability to interpret the legislation. TfL and Uber London have both insisted that Uber has been found fully compliant with regulation in a comprehensive compliance review²². However, some critics have suggested that TfL has allowed Uber to bend the rules and that this has granted the app an unfair market advantage.

Uber’s pricing strategy has also been called into question. The use of ‘surge pricing’ to tempt more drivers onto the roads at periods of high demand and low supply is an innovative approach to an age-old problem. However, the company has faced criticism for its drivers cancelling rides, leading customers to have to rebook when surge pricing is activated, and for a lack of transparency over how surge periods are defined. This aggressive pricing strategy further blurs the distinction between taxi and private hire services, resulting in passenger uncertainty over fares and allowing Uber to undercut both markets to its own benefit. Other taxi and private hire providers have called for clarification on whether they also have the same option to further explore flexible fare setting. TfL should look closely at whether this type of fare setting is in the best interests of passengers. Many of the passengers who responded to our survey were strongly in favour of more certainty, not less, in fare setting, for example through fixed fares on certain journeys.

Whatever the eventual outcome of the High Court ruling, opponents have questioned why Uber London was granted a licence by TfL while there was uncertainty over the legality of its operations, and have called for the immediate suspension of its licence while these issues are investigated. TfL has also been criticised for its decision to allow Uber London to advertise on its website, and for repeated public statements that are judged to be pre-empting the outcome of the High Court ruling.

4. Safety

“It is easy to forget that what you are actually doing is getting into somebody’s car, on your own with them, and the doors are locked.” – Rachel Griffin, Suzy Lamplugh Trust²³.

- 4.1 The primary role of licensing and regulation is to protect the safety of passengers. Two thirds of passengers say they always feel safe and secure when travelling by licensed taxi. However, only half of private hire passengers say they always feel safe. Addressing the sense of vulnerability that some passengers feel when using these services is an important issue for the Mayor and TfL. Women, people from black, Asian and minority ethnic backgrounds, and younger people report notably higher levels of concern²⁴.
- 4.2 The Mayor and TfL, along with the police, have sought to address safety concerns through the licensing and regulatory process. Nevertheless, it is clear that more can be done to educate passengers about personal safety in relation to these services.
- 4.3 Licensing plays a fundamental role in passengers’ perception of safety. 85 per cent of taxi and private hire passengers say that it is important to know if a taxi or minicab is licensed to feel safe travelling in it²⁵, suggesting that awareness campaigns such as the Safer Travel at Night initiative continue to have an important role in helping public understanding of this issue.
- 4.4 While London is generally safe to travel around, and the vast majority of licensed taxi and private hire drivers are law-abiding citizens, cab-related sexual assaults remain a serious concern for the public, the police and TfL. Co-ordinated work has been undertaken by the police and TfL, through the Safer Travel at Night initiative, but figures show that there is still an average of two reported cab-related sexual assaults a week in London, and this is thought to be an area of under-reporting²⁶.

Year	Number of offences
2008	99
2009	137
2010	122
2011	105
2012	125
2013	101

- 4.5 Despite awareness of the dangers of travelling in unlicensed vehicles, less than half of passengers say that they find it easy to tell whether a minicab is licensed, while only two thirds of black cab passengers know how to identify whether their taxi is licensed²⁷. This is likely to be a driving factor behind the lower safety ratings that passengers give private hire services. As the private hire market continues to grow, it will be important to address this issue. Two thirds of passengers told us that more information about licensing and their driver would make them feel safer travelling by taxi or minicab.
- 4.6 There is little practical information available to the public on what to look for to determine whether a vehicle is licensed or not. TfL's website encourages members of the public to report drivers or vehicles that are not displaying the correct identifiers, but does not provide information on what the correct identifiers would be. More than half of passengers (58 per cent) told us that the presence of a TfL licensing sticker on a vehicle was reassuring. However, trade representatives told the Committee that there was widespread concern about counterfeit stickers in circulation, and this therefore may be a false reassurance.²⁸ We also heard evidence that members of the public try to flag down private hire vehicles displaying signage, including the 'pre-booked only' TfL sticker, despite the legal requirement for a pre-booking to be made.
- 4.7 The Committee heard that 'less is more' when it comes to signage. Trade representatives told us that focusing on in-vehicle signage in particular was an unwise move, as this encouraged vulnerable passengers to get into the car before they had checked its licensing status. Similarly, they cautioned against reliance on the current sticker-based options that could easily be counterfeited by touts²⁹.
- 4.8 Passengers told us of a range of possible measures that would improve their sense of safety and security. Drivers and trade representatives are also quick to point out the benefits of increasing both actual and perceived safety for their passengers and the opportunities for improving enforcement and reducing touting by enabling greater public visibility of what are safe and unsafe choices³⁰.

What would passengers find most reassuring?



Source: ComRes

Vehicle signage

- 4.9 Appropriate vehicle signage is a vital tool for helping passengers to understand if the vehicle they are getting into is licensed. But what is appropriate, and is it appropriate for all vehicles?
- 4.10 Executive chauffeur and limousine companies are licensed and regulated by TfL as private hire vehicles. They oppose the widespread use of branded signage on their vehicles, as being out of character with the premium, exclusive services they provide. Regular minicab operators also told us of examples of serious sexual assaults that were carried out in vehicles which passengers had presumed to be safe because they carried branded signage³¹. The London Taxi Company told the Law Commission review that private hire vehicles should not be allowed to carry any overt signage at all, because it encourages touting and makes it more likely that passengers will try and hail private hire cars illegally. Other options favoured by passengers in our survey

included basic approaches to vehicle identification, such as the requirement for all black taxis to be black, and private hire to be prohibited from using black vehicles (a system used in Manchester).

- 4.11 The Licensed Private Hire Car Association has presented the Committee with an option for licensed plate based vehicle signage which would allow for a fixed plate T for Taxi or P for Private hire³².



- 4.12 They argue that this is the signage approach that is likely to fit most of the required criteria: more difficult to forge, easier for passengers and enforcement officers to identify, and discreet enough for use across the full range of licensed taxi and private hire vehicle types. The LPHCA would like to see this system trialled in London, with an eventual view to it being rolled out nationally, enabling visitors from different cities and countries to easily understand the system.
- 4.13 TfL already has a function through its website to allow the public to check the licensing status of vehicles, drivers and operators³³, although it is unclear how comprehensive or current this information is. In the era of open data, this data should be shared more widely to develop products, such as apps, that can be widely used by the public and enforcement officials to check this information. However, it is important to remember that not everyone has access to smartphone technology. In developing signage and licence checking facilities, it is important to consider the continued need for visual information that can be readily recognised by any member of the public, including visitors from outside London. Particular consideration should also be given to the positioning of signage so that it is clearly visible to passengers waiting at the kerbside, and to the needs of disabled passengers, some of whom may find it difficult to recognise visual identifiers.
- 4.14 It is also important to note that many drivers, particularly those employed by large private hire firms, regularly share vehicles. In developing further methods for linking drivers to particular vehicles or operators, it is important that any new system is logistically feasible. Once again, there is potential for

new technology to play a role here. The Committee heard evidence from other cities and transport sectors including car clubs, on options to allow a driver to register or 'log-in' to a vehicle at the start of a shift. This is one avenue that TfL may wish to explore further with the taxi and private hire trades.

Recommendation 2

By May 2015, the Mayor should publish a long term strategy for the development of both taxi and private hire industries. The strategy should clearly set out the Mayor's position on the continued role of taxi and private hire services in London, and actions that will improve passenger and driver safety, guarantee a sufficient number of high quality drivers and vehicles across the city, and ensure that all services meet the highest possible standards for accessibility. The strategy should also set out how TfL will strengthen its enforcement and clamp down on illegal activity, within a clear and transparent governance and decision-making framework.

Recommendation 3

By May 2015, TfL should further develop the database that links drivers to vehicle and operator information. TfL should work with app developers to produce a tool that will enable passengers to check the status of their driver, vehicle or operator.

Recommendation 4

By May 2015, TfL should produce a signage strategy for the licensed taxi and private hire industries, including plans to pilot number plate-based fixed signage

Cashless payments

4.14 40 per cent of passengers told us they would be more likely to use taxi and private hire services if they could pay by means other than cash³⁴. The taxi trade, in particular, has been criticised for slow take up of cashless payment options, and these findings suggest that in deciding not to accept credit and debit cards they are depriving themselves of new business, as well as potentially driving existing customers into the arms of competitors who have embraced cashless payments.

4.15 Many of the drivers we spoke to could see the benefits, both to themselves and to passengers, of introducing a wider range of payment options³⁵.

Benefits included:

- People paying by card may make longer journeys, not having to cut short their journey because the meter shows they have insufficient cash to pay for the entire trip.
- Not having to stop at cashpoints during the journey. Both private hire and taxi drivers told us about difficulties in finding safe places to stop, and the risk of receiving penalty charges for doing so.
- Reduced risk of robbery (for drivers and passengers), especially at night. Drivers told us that they were sometimes reluctant to work at night, as they feel at increased risk of robbery, or harassment from touts. This has wider implications for managing supply and demand across the city.

4.16 A few drivers also discussed the potential pitfalls, including the risk of non-payment if a card was declined, or problems with equipment. Ultimately, passengers will make their own decision about what payment method they want to use and will seek out services from competitors that meet their needs.

“Unless they [drivers] get ahead of the times, they are going to be behind the times very quickly.” – Matthew Daus, Former Chair of New York City Taxi and Limousine Commission, President of International Association of Transportation Regulators³⁶.

4.17 Mandatory acceptance of credit and debit card payments has been introduced in other major cities. We heard from regulators in New York City that, despite some initial reluctance from taxi drivers there, the introduction of mandatory card acceptance by their taxi fleet had led to a rise in the use of

card payment options from around 20 per cent on introduction to between 60 and 70 per cent of all journeys being paid for by cards a decade later³⁷.

- 4.18 In London, the Licensed Taxi Drivers' Association estimates that 58 per cent of taxi drivers now take card payments in one form or another³⁸. Elements of the taxi trade are concerned that mandating credit cards is an example of heavy-handed regulation in the industry, increasing the regulatory burden on taxis while remaining a 'light touch' regulator for private hire. To date, there has been little discussion of TfL mandating the use of card payments throughout the private hire industry.
- 4.19 The Committee believes that cashless payment options would benefit both the taxi and private hire industries and their passengers, reducing the risk of crime and removing a barrier to making safer transport choices. It would provide consistency with other transport modes and help to counter public perceptions that licensed taxi drivers are not prepared to move with the times and modernise their services. TfL, as a regulator, can greatly advance this cause by working constructively with the trades to iron out potential difficulties. This could include using its buying power to ensure that drivers, and ultimately passengers, are not adversely affected by any additional costs for providing this service, and explaining the wider benefits of a transition towards cashless payment options.

Recommendation 5

By March 2015, The Mayor and TfL should report back to the Assembly on options to incentivise the uptake of cashless payment options, for both the taxi and private hire industries.

5. Managing availability

“All these things can be done but they can only be done efficiently if we have the data to do it...a proactive way based on data and effective systems...must be the right way.” - John Dickie, London First³⁹.

- 5.1 Our survey found that demand for taxi and private hire services is rising, with a third of passengers saying they now use these services more than a year ago. Business passengers, and those aged between 25 and 34 years old, report particularly strong growth in demand, with almost half saying they use more services than a year ago⁴⁰.
- 5.2 Tackling supply and demand in the taxi and private hire markets is extremely complex. Unlike other public transport modes, in which passengers will arrive at a pre-designated stop or station and expect a timetabled service, taxi and private hire services operate in a far more fluid environment. Taxi drivers have told us that, as self-employed individuals, they base their activities around areas of historic high demand and that in general, they ‘know’ when and where the demand for taxi services will be and will gravitate towards these hotspots to increase their earnings⁴¹.
- 5.3 Passenger views on availability differ from those of licensed taxi drivers. While drivers tend to report over-supply in many areas, 44 per cent of passengers have reported that they have not been able to hail a taxi when they need one. This suggests that there may be unmet demand in certain areas, or at certain times of the day⁴².
- 5.4 The Committee heard that there were a number of ways in which TfL could regulate the market more effectively to ensure a better supply and demand ratio across the city. In particular, commentators argued for better data to inform policy decisions on issues such as sector boundaries, licensing numbers, and rank space provision⁴³.
- 5.5 Unlike private hire, taxi licences are issued in two types: the All-London (Green Badge) and the Suburban (Yellow Badge). Suburban drivers are licensed to ply for hire in one or more of the nine sectors outside central London. They can only pick up a fare from a sector in which they are licensed, although they can drop off in sectors for which they are not licensed, including central London. Around 3,500 of London’s 25,000 taxi drivers are

suburban licence holders. In 2012, TfL capped the number of suburban licences issued in three out of the nine sectors in response to suggestions from drivers that there was an over-supply in these areas, as part of a review of suburban taxi provision which has been subject to public consultation⁴⁴. However, suburban drivers are disappointed by the slow progress of this review and what they see as continued stalling by TfL on issues affecting their livelihood. It is also not clear whether TfL has made any subsequent assessment of the impact of this decision on supply and demand in these areas.

- 5.6 A number of suburban drivers have suggested that the current sector boundaries may need revisiting in light of changes to London's landscape. The four to six mile corridor outside of central London is highlighted as an area in which there is perceived widespread unmet demand. Suburban drivers have called for the creation of more 'island ranks', which allow licensed drivers from adjoining sectors to ply for hire at selected locations, and temporary extensions to allow for short periods at locations of high demand, such as music festivals.⁴⁵ This has met with opposition from some Green Badge drivers who consider this a threat to their own earning potential. It is important that decisions on sector boundaries and extensions are made on the basis of meeting passenger demand, and TfL will need firm data, rather than anecdotal evidence, to make an informed decision.
- 5.7 TfL does not monitor supply and demand as effectively as it could. This makes it difficult to reach an objective assessment on whether or not changes to licensing numbers or sector boundaries will benefit passengers. Business leaders and international regulators have called on TfL to harness the availability of real-time data to create a better picture of supply and demand issues across London and to create a platform for further policy discussions with the industries which is based on firm evidence. Vehicle tracking technology is already increasingly used by larger private hire firms, and a range of software solutions is available that allow large scale mapping activity of this type to be undertaken.

Recommendation 6

By May 2015, the Mayor and TfL should set out how they intend to monitor and improve supply and demand, for both taxi and private hire industries, across London. This should include a specific study into potential demand for taxi services in outer London town centre locations.

- 5.8 Beyond ensuring a good supply of taxi and private hire services in areas which are not well served by public transport, safety campaigners told us that *“lack of supply is one of the key factors which will encourage people to make unsafe choices about their transport.”* The Suzy Lamplugh Trust told us that better integration of taxi and private hire services with other late night transport modes could potentially boost safer travel onwards from transport termini⁴⁶.
- 5.9 The introduction of 24 hour Tube running is likely to change patterns of demand for taxi and private hire services. The Committee urges TfL to carefully consider how taxi and private hire services could be used to support ‘the last mile home’ from these stations.

Rank space provision

- 5.10 Our survey found that only 32 per cent of passengers felt that there were enough taxi ranks in outer London, compared to almost half in central London. There are 2185 rank spaces in TfL-appointed ranks across London⁴⁷. This amounts to over ten taxis for every rank space in the city. The Mayor’s 2012 transport manifesto included a commitment to ‘produce a ‘ranks plan’ to protect existing ranks and identify new ones’. A draft plan has been awaiting clearance by TfL since September 2013⁴⁸.
- 5.11 Taxi trade representatives have expressed concern at the revocation of existing rank spaces that are seen to be under-used, particular in areas just outside the central London hotspot zone. They suggest that there is a vicious circle: removal of rank space leads to fewer taxis operating in a particular area, which means that fewer people use the service, which is interpreted as low demand⁴⁹. Trying to ascertain levels of this ‘latent’ demand is a tricky proposition, but it should not be beyond TfL’s capacity to assess this.

“We seem to have got to a situation where it seems to be accidental as to where the ranks are and that the patterns of demand have followed availability, rather than the other way round” – John Dickie, London First⁵⁰.

5.12 Providing taxi ranks in the right places has a number of benefits relating to safety and availability, as well as potentially reducing congestion and vehicle emissions as drivers continually drive around looking for work. Potential benefits would include:

- Increased passenger confidence in finding a taxi at a particular location. Better provision of ranks is a popular measure among groups who say they feel particularly vulnerable when travelling by taxis alone, suggesting that ranks may increase some passengers' sense of security⁵¹.
- Improved availability in outer London. Trade representatives say that the majority of work undertaken in the suburbs is rank-based, as opposed to higher rates of street hailing in central London.
- Reducing opportunities for touting by unlicensed vehicles. The provision of ranks in areas of high demand would ensure that licensed taxi services are a visible option for safe travel home.
- Better integration with the wider public transport network. Well-appointed ranks at stations with wheelchair accessibility may encourage greater use of the public transport network by disabled people, enabling them to reach accessible stations and/or complete the 'last mile home' more easily.
- Improving the quality of life for drivers by ensuring that ranks are available for drivers to take a break or use facilities.

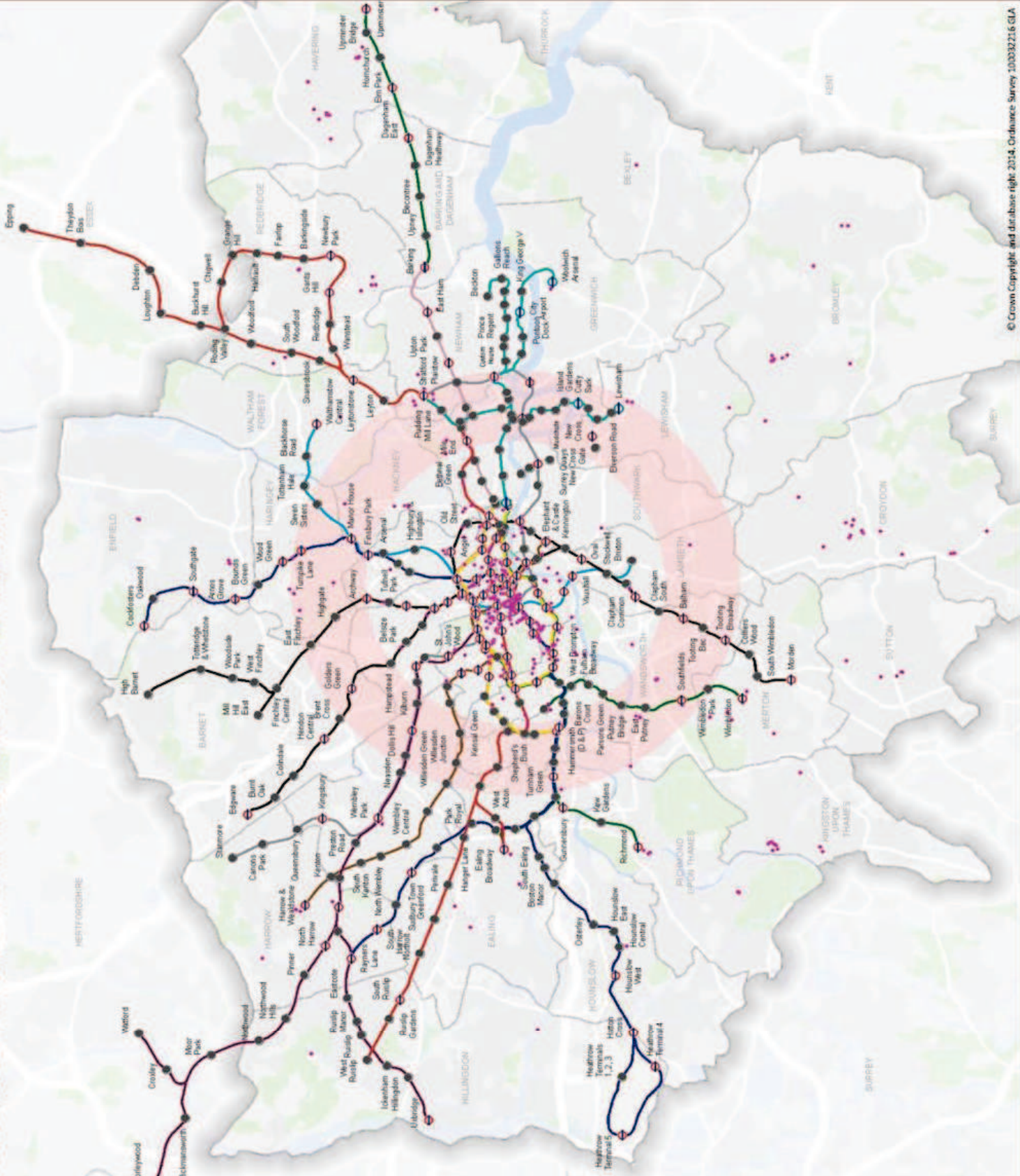
5.13 Rank provision is chronically underfunded. TfL told us that appointing a new rank costs on average between £2,000 and £10,000. Using the upper estimate, between 2010/11 and 2012/13 TfL's total annual ranks budget would not have covered the cost of a single new rank per year. Even assuming the lowest cost estimate, TfL would only have been able to appoint six ranks in total over the three year period⁵².


















The budget for new taxi ranks and ranks related work (for example, new signs, markings, advertising in the London Gazette) between 2010/11 and 2016/17

Year	Budget
2010/11	£3,000
2011/12	£5,000
2012/13	£5,000
2013/14	£45,000
2014/15	£55,000
2015/16	£16,000
2016/17	£16,000

- 5.14 TfL currently has 77 open rank location requests (some including multiple sites)⁵³ and is unable to provide information on how long these requests have been outstanding. They include requests to provide ranks at a number of stations including Lewisham, Blackheath, Putney, East Finchley and Twickenham. Using the lowest cost estimate provided by TfL, it would cost £154,000 to tackle the backlog, let alone looking at provision for future sites such as Crossrail stations. Currently, less than a quarter of stations on the proposed Night Tube lines have an appointed taxi rank, raising questions about how passengers will be able to safely complete the 'last mile home' from these stations.
- 5.15 The Committee heard at its July meeting that infrastructure for taxis and private hire was based on the London of the past rather than of the future.⁵⁴ Submissions to the investigation have highlighted a considerable lag between the development of new housing, public transport hubs and leisure facilities and the appointment of new taxi ranks or private hire pick up points to service these developments. The lengthy process of appointing new ranks may therefore contribute to a lack of supply at new venues, in turn opening up a demand for services which may be filled by unlicensed vehicles. This is one area that could potentially be looked at in further revisions to the London Plan.
- 5.16 Finding suitable sites for the safe provision of taxi ranks is complicated by the fact that TfL does not own all the roads in London, with 95 per cent being under borough control. This means that negotiations for ranks can be challenging in areas where there are competing demands for available road space. TfL provides funding to London's boroughs through the Local Implementation Planning (LIP) process, and has used this process to encourage and support boroughs to enact schemes that support the Mayor's Transport Strategy. London's borough councils should be encouraged to consider taxi rank provision and private hire set down/pick up points more fully when allocating road space, as a means of meeting their requirements to provide safe, accessible, environmentally conscious transport services.

LONDON UNDERGROUND STATIONS WITH TAXI RANKS WITHIN 250m



-  Underground Stations with a taxi rank within 250m
 -  DLR Stations with a taxi rank within 250m
 -  Underground and DLR Stations without a taxi rank within 250m
 -  All TfL Taxi Ranks
 -  4 to 6 mile zone from Central London
- Underground**
-  Bakerloo
 -  Central
 -  Circle
 -  DLR
 -  District
 -  Hammersmith & City
 -  Jubilee
 -  Metropolitan
 -  Northern
 -  Piccadilly
 -  Victoria
 -  Waterloo & City

- 5.17 It is clear that there is no 'one size fits all' approach to allocating rank space across the diverse range of London's boroughs. Some councils have looked at ways in which kerb-side space can be shared more efficiently. Westminster City Council, which has the largest amount of rank space of any London borough, has introduced night-time taxi ranks to service the night time economy which double up as parking bays in the daytime⁵⁵. The London Borough of Camden has called for assessments at sub-regional level to ensure that rank provision is conducted in a more strategic fashion⁵⁶, and TfL should encourage boroughs to work together to develop good practice. Marshalled ranks are also a popular solution with both drivers and passengers. The Committee heard that there were relatively few of these in London due to the costs of marshalling. Westminster City Council has suggested that TfL explore options for local industry and night-time businesses to contribute to the cost of marshalling ranks in key locations, and the Committee urges the Mayor and TfL to explore this option in consultation with the taxi trade.
- 5.18 TfL should also ensure that seasonal attractions and one-off events, such as music festivals, should wherever possible offer opportunities for both licensed taxi and private hire services to provide a service to the public, reflecting passenger desire for choice. We have heard of instances where event planners have effectively restricted access by licensed taxi and private hire firms and contracted single suppliers to run cab services, including reports of licensed taxi ranks being temporarily suspended so that privately hired chauffeur services can use the space.
- 5.19 Only a third of passengers said they knew how to locate their nearest taxi rank, and three in five passengers said they would welcome more information about how to find them⁵⁷. Providing a map of rank locations on its website, alongside its other journey planning tools, is one way in which TfL could increase public awareness of how to locate existing ranks. Given the apparent difficulty in appointing new ranks, it is important to ensure that the public is well aware of existing facilities. TfL should explore how they can improve signage to make taxi ranks, and where applicable, private hire pick up/set down points, more visible to passengers.

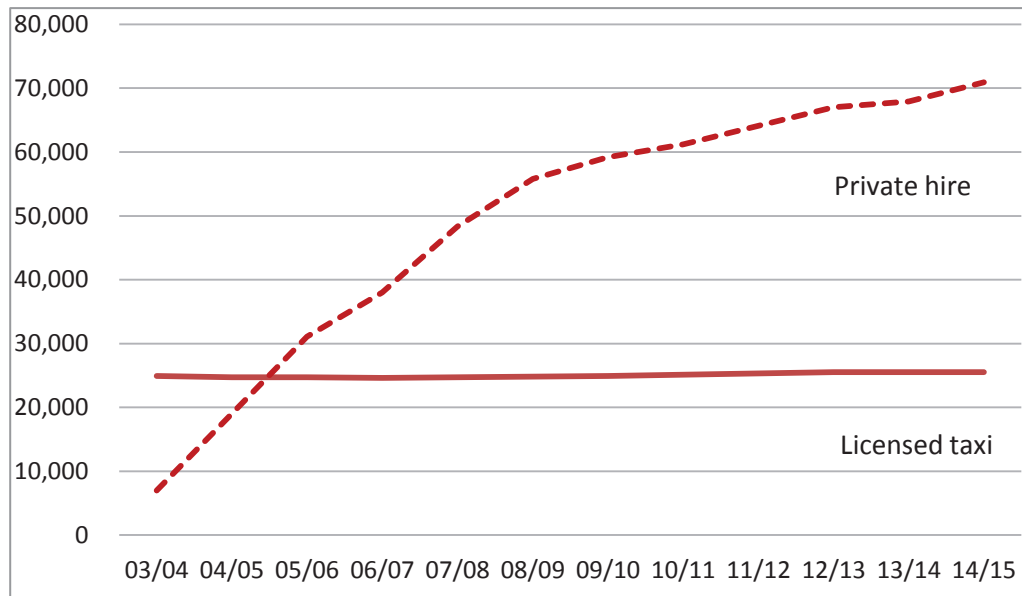
Recommendation 7

By May 2015, the Mayor and TfL should set out plans to ensure that all Underground stations located on the 24-hour Tube network have a taxi rank in place by the launch of the programme in September 2015, and suburban Underground and National Rail stations have a rank by May 2016. TfL should also prioritise rank provision in outer London town centre locations with unmet demand. Rank locations should be included on TfL journey planning tools and TfL should explore options for increasing the visibility of ranks through distinctive signage. The Mayor and TfL should also set out clear guidance for event planners to ensure that taxi and private hire provision is explicitly contained in transport planning for major events and attractions.

Driver numbers

5.20 Taxi driver numbers have remained static for the last decade, while the number of licensed private hire drivers has more than tripled. There are now three licensed private hire drivers for every licensed taxi driver in London.

The number of taxi drivers has remained static over the past decade, while private hire driver numbers have risen sharply



Source: TfL

5.21 The Knowledge of London examination process is extremely rigorous, requiring licensed taxi drivers to memorise tens of thousands of points of interest, landmarks and routes across the city. Up to 80 per cent of candidates fail to complete the Knowledge⁵⁸. Taxi drivers remain justifiably

proud of the Knowledge, and many consider this the unique selling point of their industry, raising the standard of service provision beyond that which can be offered by private hire. Many passengers agree with them. Our survey found that around one in three passengers chose taxi services because of their confidence that the driver knew the best route for their journey⁵⁹.

- 5.22 However, London is facing a potential time-bomb due to an ageing population of taxi drivers and the difficulty of getting new drivers into the system. TfL's last study of taxi driver working profiles (2010)⁶⁰ found that 40 per cent of drivers were aged 55 or over, and only 5 per cent were under the age of 35. Older drivers have been found to be far less likely to work at nights, when many people will require taxi services. The lengthiness of the Knowledge process makes it difficult for the taxi market to grow at a speed to match new demand. As London's population continues to rise dramatically, stagnation in the growth of taxi driver numbers will mean that much of this new demand will be picked up by private hire- or by unlicensed drivers and touts.
- 5.23 Some industry experts have questioned whether administration of the Knowledge creates an artificially high barrier to entry by unduly lengthening the process for passing through the system. The average time taken to pass the Knowledge is now estimated to be around fifty months, although there are significant variances in time taken by different candidates.
- 5.24 There are a number of potential reasons why taxi driver numbers have stagnated over the last decade. These may include a general sense that becoming a taxi driver no longer provides a sustainable living income, or that there are easier options available for people who do not have resources or the inclination to embark on such a long programme of training. There is also uncertainty over the future of the trade, and a perception that the benefits conferred upon taxi drivers do not outweigh the higher costs, in time and money, that training for the Knowledge requires. TfL needs to be sure that there remains a sufficient incentive for drivers to undertake the Knowledge and a recognition of the investment that taxi drivers make to complete their training. TfL should review the administration of the process to take advantage of opportunities to reduce unnecessary delays in the process, to ensure that the supply of licensed taxi drivers does not dry up in the longer term.
- 5.25 At the same time, the explosion in private hire driver numbers in the last decade has led many to question whether the entry requirements to this market are artificially low. The number of licensed private hire drivers rose by

more than 3,000 between the end of May and the middle of September 2014⁶¹.

- 5.26 Topographical testing for private hire vehicles is outsourced to a number of centres across London, many of which offer a same-day service. The test requires a candidate to demonstrate a competent level of English, the ability to look up and plan routes using a Greater London A-Z, and basic map reading skills.
- 5.27 The private hire trade acknowledges that the lower requirement of topographical knowledge for their trade is due to the fact that private hire vehicles are only licensed for pre-booked journeys. This is designed to allow the drivers to look up and plan the best route. Taxi drivers, by virtue of the more extensive Knowledge, are able to accept immediate hirings. These distinctions are defined in current regulations. Representatives from both trades have questioned whether the use of smartphone apps to allow passengers to electronically 'hail' a private hire vehicle crosses the line between pre-booking and immediate hiring. This allows the companies in question to reap the benefits of the lighter regulatory burden on private hire while also exploiting the benefits of the immediate hire market. This has been described as a 'pick and mix approach to regulation'⁶².
- 5.28 The debate continues on whether or not modern satellite navigation technology has made an in-depth knowledge of routes and places in London obsolete. However, with taxi fares and an increasing number of private hire fares through apps, being calculated on time and distance, some passengers continue to express frustration when drivers are unable to navigate routes or rely upon technology that cannot adapt to changing conditions such as heavy traffic or road closures.
- 5.29 There have also been calls for greater equalisation of driving and safety standards between licensed taxis and private hire. Currently, licensed taxi driver applicants are required to undertake a taxi specific driving test in a TfL licensed taxi, paying particular attention to passenger safety and comfort, and vehicle features. This is deemed necessary '*due to the different handling characteristics of licensed taxis and the need to demonstrate competency in using the features to assist disabled people*'⁶³. There is no requirement for private hire drivers to undertake this additional test.
- 5.30 The Committee calls on the Mayor and TfL to review this distinction. We agree with international regulators that there is no rationale for holding

private hire drivers to a lower standard than licensed taxi drivers, and that all drivers should be required to demonstrate competency regarding passenger safety issues. We also call for these tests to include specific modules relating to ensuring the safety of other road users, especially pedestrians and cyclists.

Recommendation 8

By May 2015, the Mayor and TfL should satisfy this Committee that the entry requirements into each market are fit for purpose. This should include providing evidence that there are no artificial barriers to entry, that the requirements are relevant to the specific demands of each industry and that they ensure protection for passengers, drivers, and other road users.

6. Accessibility

“There should be no space for any prejudice or discrimination when disabled Londoners want to use a cab or private hire vehicle or taxi.”- Faryal Velmi, Transport for All⁶⁴.

- 6.1 An estimated 1.2 million Londoners have some form of disability. London has the only 100 per cent wheelchair accessible taxi service in the world, at least in theory. The Committee heard evidence that a significant number of disabled Londoners still experienced discrimination when booking or using taxi and private hire services⁶⁵. One in five passengers with a disability report that they have encountered a private hire vehicle without appropriate accessibility features, and, worryingly, a similar number said the same of licensed taxis. The Committee seeks reassurance from TfL that this issue will be specifically prioritised when taxi vehicles undergo their annual safety checks.
- 6.2 Making taxi and private hire services more accessible for disabled people is not just about providing wheelchair ramps in vehicles. People who have restricted mobility but do not use wheelchair services, d/Deaf people, blind and partially sighted people, and people with mental health disabilities may also face significant challenges when booking, hailing or travelling in a taxi or private hire vehicle. Critically, people with certain disabilities may also face additional challenges in identifying whether their vehicle and driver are licensed.
- 6.3 Disabled people have reported a range of problems in accessing these services. These include:
 - Taxis not stopping when hailed in the street by disabled people
 - Broken equipment such as wheelchair loading ramps
 - Refusal to carry assistance dogs, especially in private hire vehicles, or being made to put their assistance dogs in the boot of the car while travelling
 - Insufficient numbers of wheelchair accessible private hire vehicles
 - Lack of safe pick-up points for people with restricted mobility due to pavement design
 - Disabled people being charged extra booking fees or ‘loading time’
- 6.4 As the population of London continues to increase, and taxi numbers remain at a static level, there will be proportionately fewer accessible vehicles

available to those who need them most. Current estimates put the total number at around 5 per cent of the available private hire fleet. This is despite the fact that the Licensed Private Hire Car Association told the Committee that there was *'not a big premium to have wheelchair accessible vehicles, [and] there is plenty of choice [of vehicles]'*⁶⁶. There is no requirement for private hire vehicles to be accessible for disabled people.

- 6.5 This is of particular concern in the context of services in outer London, where there are fewer licensed taxis available. A 2013 taxi and minicab customer survey for TfL found that 70 per cent of licensed taxi journeys took place entirely within inner London, compared to 30 per cent of minicab journeys. 52 per cent of all minicab journeys started from outer London, compared to just 15 per cent of licensed taxi journeys⁶⁷.
- 6.6 TfL urgently needs to address issues facing disabled Londoners in accessing taxi and private hire services. Disability campaigners have noted that the rise in app-based booking has benefited disabled passengers by democratising the booking process, as the driver or operator will not know that the passenger is disabled. However, we have also heard concerns that the ability for drivers to 'cancel' rides booked through apps at very short notice or on arrival may allow for further discrimination against disabled passengers. Such discrimination is illegal and unfair and needs to stop.
- 6.7 In the short term, TfL should ensure that wheelchair accessible taxis are more readily available, especially in outer London. In the longer term, more wheelchair accessible private hire vehicles should be brought into the market to address demand. The current rules around age limits for private hire vehicles provide an opportunity to incentivise the wider take up of accessible private hire vehicles, and further incentives may be possible through the licensing fee process. Alongside efforts to increase the supply of accessible vehicles, TfL should work with disability campaigners and the trades to improve disability awareness among both drivers and booking staff. We urge TfL to take a zero-tolerance approach to drivers and operators who are found to be avoiding their legal responsibilities to disabled passengers and to enforce stiff penalties, including revocation of licences, where investigation finds that providers have repeatedly failed to uphold the law.

Recommendation 9

The Mayor and TfL should ensure that disabled taxi and private hire passengers' needs are met by taking steps to incentivise the provision of wheelchair accessible private hire vehicles (for example, through reduced vehicle licensing fees) with a view to reaching 25 per cent wheelchair accessibility across the private hire fleet by 2018. By May 2015, TfL should also introduce requirements for all taxi and private hire drivers and operators to undertake mandatory disability awareness training as part of the licensing process. TfL should also enforce a zero-tolerance approach to drivers and operators across both industries who illegally refuse to carry disabled passengers, and increase the visibility of its complaints process so that disabled passengers can name and shame providers who break the law. Drivers and operators who are found to not comply with these regulations should face suspension of their licences.

7. Enforcement

“Currently the lack of any serious enforcement of legislation in London is placing the public at risk and making a mockery of the laws that exist to protect them.”- The London Taxi Partnership⁶⁸

- 7.1 Lack of effective enforcement is the biggest challenge facing the taxi and private hire trades. Ultimately, all strategy and policy will fail if people do not abide by the rules designed to prevent passengers and drivers being placed at risk.
- 7.2 Touting is viewed by both industries as the single biggest enforcement and passenger safety issue affecting the trades⁶⁹. Touting by either licensed or unlicensed drivers is a particular problem for a number of reasons:
 - The vehicle is not insured unless it has been pre-booked, placing the passenger at risk
 - If an operator is not aware of the booking, it is much more difficult to detect offenders if a crime is committed
 - Passengers may be charged unreasonable amounts for their journeys
 - Illegal plying for hire by licensed vehicles makes the detection of unlicensed vehicles much more difficult
 - Loss of trade for licensed black taxis and private hire firms
- 7.3 It is difficult to get a precise picture of the full scale of touting across London. Metropolitan Police figures show that the number of arrests for touting peaked in 2010. Understanding the specific nature of the problem is made more difficult because the Metropolitan Police figures do not record whether offences relate to licensed or unlicensed vehicles⁷⁰.

Number of Custody Records where there is an arrest offence of "Touting Cab" for detainees arrested between the 1st April 2008 and 31st December 2013⁷¹

Year	Custody Records
2008	703
2009	1278
2010	1475
2011	1115
2012	861
2013	926

Recommendation 10

By March 2015, the Metropolitan Police should improve the information it collects on cab-related crime, to ensure greater understanding of whether offences are committed by licensed taxis, private hire vehicles and Pedicabs, and by licensed or unlicensed drivers/vehicles.

- 7.4 What is clear is that neither the licensed taxi nor the private hire trade feels that enforcement activity is working effectively.

"Illegal touting by both licensed and unlicensed private hire operators and drivers is rampant and evident across large parts of London every single evening, and this is allowed to continue unchecked." - The London Taxi Partnership⁷².

- 7.5 The Metropolitan Police Cab Enforcement Unit was set up in 2003 to tackle issues related to unlicensed and licensed illegal activity. In 2008, the Mayor doubled the number of officers assigned to the unit from 34 to 68. The number of officers has not grown since then, despite the presence of more than 10,000 additional drivers. TfL also has 39 dedicated compliance staff who work across the taxi and private hire industries, split into two teams⁷³:

Day team: 20 officers, 3 Managers

Night team: 14 officers, 2 managers

- 7.6 New York City has around five times the enforcement capacity of London. The Committee heard that London's enforcement numbers are 'outstandingly low' compared to other major cities.⁷⁴
- 7.7 The day team's activities include on-street driver and vehicle checks, taxi rank inspections, responding to customer, trade and public complaints, and private hire operator inspections including checks of booking, driver and vehicle records.
- 7.8 TfL increased its night time compliance team from 2 compliance officers in 2010/11, to 14 compliance officers in 2013/14⁷⁵. The night team is intended to have a greater focus on tackling touting and illegal plying for hire and problems associated with the night-time economy. They work to ensure private hire operators, particularly those licensed within night time premises or venues, are taking bookings correctly and keeping accurate records. The night team are deployed across London every night of the week, with a particular focus on weekends, to complement the activity undertaken by the day time team.
- 7.9 Representatives from both trades have been fiercely critical of enforcement efforts, describing them as 'kneejerk', and 'failing across the piece'. There is widespread concern that the resources available are not targeted towards the areas or issues of most need. Trade representatives have expressed concern about the Taxi and Private Hire directorate being moved into the wider TfL Surface Transport directorate, suggesting that enforcement resources are now even more thinly spread, and that the specific enforcement needs for the taxi and private hire industries are not receiving sufficient focus.
- 7.10 The Licensed Private Hire Car Association (LPHCA) told us that there was currently too much activity focused around checking operators that were already compliant and that this resource needed to be put into night time activity and on-street enforcement⁷⁶.
- 7.11 The Metropolitan Police Service undertakes a number of covert operations in relation to touting and illegal plying for hire. However, there are a number of enforcement issues related to the night-time economy which do not need to be done covertly, such as:
- Minicab ranking outside venues
 - Enforcement against electric rickshaws
 - Minicab bookings being taken outside venues by unofficial marshals ('clipboard johnnies')
 - Uniformed staff at hotels providing unofficial booking services

- Over-ranking by licensed taxis

7.12 The Mayor has recently praised the effect of visible on-street policing through Operation Safeway in tackling dangerous road behaviours. The success of this type of operation suggests that greater on-street visibility by police, TfL and borough enforcement officers would have an impact, both in deterring criminal behaviour and in reassuring the trades that enforcement is being taken seriously.

7.13 Trade representatives have also raised the possibility of the trades paying higher licence fees if this would guarantee better enforcement. They argue that TfL has approached the issue backwards, setting a licence fee and then working out what enforcement they could afford.

‘ We think that is totally the wrong way of doing it...you work out the number of enforcement officers that you require and then you work backwards as to what the licence fee would be.’ – Steve McNamara, Licensed Taxi Drivers Association⁷⁷.

7.14 International regulators told us that London would need thousands of enforcement officers to reach a reasonable level of coverage, and the solution was again to be found in better use of technology⁷⁸. TfL and the police will need to look further afield for technological solutions to enforcement challenges. TfL can also greatly assist in enforcement efforts by ensuring that its own policies do not contribute to the creation of an unenforceable system.

‘Policy making on the hoof’

7.15 We heard examples of policy decisions where TfL had effectively shot themselves in the foot, actively hindering enforcement efforts. Trade representatives are frustrated by what they see as TfL changing policies without consulting the trades or examining the consequences for passenger and driver safety.

7.16 TfL rejects this premise, arguing that, while interpretation of the regulations may need to be considered in the light of new technology, TfL’s senior management *‘do not believe we have changed any policy or done anything differently’¹.*

Destinations

7.17 Private hire trade representatives told us that they had formerly been required to take a destination at the time of booking, in order to be able to

¹ Garrett Emerson, Chief Operating Officer, Surface Transport, TfL

effectively plan a route. TfL TPH issued a notice to this effect in 2009, reminding operators that a ‘main destination’ – at the very minimum, a street name and postcode- was a requirement.

“Since the introduction of licensing PCO Licensing Officers have promoted best practice by encouraging operators to record the main destination in detail but failure to do so remains a major reason for failed compliance inspections... If an operator fails to heed warnings to correct poor record keeping their fitness to remain licensed may be reviewed.” (TPH notice 22/09)

- 7.18 Trade representatives told us this had been removed ‘overnight’ through the issue of a further TPH notice on the subject of smartphone apps, which stated:

“TfL is of the view that the law as it currently stands only requires operators to record a destination if a passenger specifies one at the time of booking and not otherwise. We do however agree that these regulations are unclear on this point. The power to make the regulations is now vested in TfL.” (TPH notice 07/14)

- 7.19 Trade representatives are concerned by the lack of proper engagement with the trades and public on this issue and view such a summary change as further evidence of TfL’s accommodation to new entrants to the private hire market. They also suggest that this action has made enforcement even more difficult, as previously enforcement officers would have used the presence or absence of a recorded destination as evidence of a legitimate pre-booking or touting.

- 7.20 Safety campaigners have also expressed concern that changes to policies- or ‘interpretations’ of the regulations, are potentially dangerous and confusing for the public:

“We have always operated on the basis that a pre-booked journey always includes a destination...it is just really important that our advice around safety is consistent with the regulator’s, as [the regulations] are being applied.” – Suzy Lamplugh Trust⁷⁹

- 7.21 The Committee is deeply concerned at the lack of public discussion on such changes and the potential for passengers to be placed at risk. New technology should enhance passenger safety, not compromise it. Regulations designed to protect the safety of the public should not be up for negotiation. It is up to service providers to ensure that they comply with regulations, not the other way round. We urge TfL to review this decision, with proper consultation with

both the trades and safety campaigners, to ensure that the public is not placed in jeopardy by this decision.

Satellite offices

7.22 ‘Satellite offices’ are an example of how a well-intentioned policy has turned out to cause more problems than it solves. Originally they were conceived as a way to eliminate the problem of touting at late night venues, by licensing operators to work out of these venues directly, providing a pre-booked minicab service, therefore reducing opportunities for passengers to be touted outside these venues.

7.23 The Licensed Private Hire Car Association, which represents private hire operators, told us they had strongly objected to the proposals as unworkable and unenforceable, because part of the problem was those who were being suggested for licensing *“were not operators at all and were often the very people who were ‘aiding and abetting’, illegal activity and touting”*⁸⁰. The Association, along with the taxi trade, have continued to express their anger at TfL’s continuation of the policy despite repeated warnings from both trades.

*“Most late night premises and venues should never have been licensed as operating centres in London.” – Steve Wright, Licensed Private Hire Car Association and TfL Board member*⁸¹.

7.24 The policy has remained controversial for both trades, with a number of reported problems, including:

- Continued touting outside venues by unlicensed ‘marshals’ (sometimes known by the trades as ‘clipboard johnnies’), often wearing hi-viz clothing, who illegally direct unsuspecting passengers to waiting cars
- Minicabs forming illegal ranks outside these venues and blocking roads
- Aggressive touts threatening licensed drivers and members of the public
- The rapid pace of the licensing of satellite offices, compared to the slow rate of appointing taxi ranks, is seen by some as evidence of further bias by TfL against the taxi trade

7.25 There are now over three hundred ‘satellite offices’ in nightclubs and shops across London. Monitoring their operations would be extremely challenging even with a far greater number of enforcement officers than the police and

TfL have available. Westminster City Council has expressed strong concern about the policy in late night hotspots in the West End.

“It is very difficult for enforcement officers to then differentiate between the genuine compliant passenger who has booked their fare inside the club...versus the inappropriate behaviour by some operators which TfL, the police and ourselves have witnessed.... I do not think they are helpful in terms of trying to tackle the touting problem.” – Martin Low, Transport Commissioner, Westminster Council⁸².

- 7.26 TfL has the regulatory authority to overturn these policy decisions. At the very least, there needs to be a realistic assessment of whether the enforcement resources are available to make sure that these facilities are being run safely and in full compliance with the law. If the resources cannot be found to make sure that every venue is operating correctly, and is enhancing passenger safety, then no further satellite operating licences should be granted.

Recommendation 11

By May 2015, The Mayor and TfL should provide the Committee with a definitive assessment of the resources currently devoted to enforcement, setting out costed plans to increase these where necessary and address funding gaps. This should include options to increase licence fees to ensure adequate enforcement resources are available.

Recommendation 12

By March 2015, The Mayor and TfL and the Metropolitan Police should set out specific steps that will be taken to improve the efficiency and visibility of non-covert night-time operations.

Recommendation 13

The Mayor and TfL should immediately clarify the policy on destination bookings and reinstate the requirement for private hire drivers and operators to record a destination at time of booking.

Recommendation 14

By March 2015, The Mayor and TfL should conduct a full review of the policy on 'satellite offices', identifying and securing the enforcement resources required to regulate these effectively, including plans to clamp down on unlicensed 'marshals'. Any further satellite office applications should be suspended until this has been achieved.

Powers of enforcement

- 7.27 Enforcement can be improved through increasing the understanding and awareness of enforcement officers, encouraging them to prioritise specific high risk activities such as touting. This will ensure that thinly stretched resources are directed to tackle the most pressing problems first.
- 7.28 At present, many private hire drivers report 'over-zealous' enforcement, with borough parking officers issuing penalty charge notices when drivers attempt to collect or drop off passengers safely. This issue will need to be addressed, particularly for passengers with mobility difficulties. A number of private hire drivers have complained that they are often picked up for what they see as relatively trivial enforcement issues such as setting down, while more serious offences such as aggressive touting are overlooked by the authorities as 'someone else's problem'.
- 7.29 The Committee heard that current enforcement activity was disjointed. In part, this is due to the different enforcement powers available to officials. TfL and borough officials, for example, require a police presence to stop vehicles. There is reportedly some confusion between borough and police officers over whether certain offences, such as minicab ranking, should be treated as a civil (parking) matter or a criminal (touting) offence. The Metropolitan Police told the Committee that in addition, the law for certain offences, such as illegally plying for hire, is open to different interpretations, and the police have called for greater clarification through the Law Commission review⁸³. The taxi and private hire trades have also suggested that more work could be done around training police officers to understand their responsibilities in relation to tackling cab-related enforcement. This is especially important in the wider context of disinvestment in roads policing, which means that officers have a greater number of competing enforcement priorities.
- 7.30 TfL and the Metropolitan Police have called for stronger penalties to be made available to tackle illegal behaviour, such as touting. Currently, the maximum penalty fine for touting is £2,500. However, many people convicted of this receive far lower fines. TfL has previously expressed disappointment that the average fine for such offences handed down by the courts has been decreasing, and does not provide a sufficient deterrent to touts. TfL also

implemented a 'one strike' policy to revoke the licences of drivers who were convicted or cautioned for touting, but without further disincentives and penalties, those who have lost their licences may simply continue to operate unlicensed.

- 7.31 The Metropolitan Police has suggested that vehicle seizure would act as the biggest deterrent to illegal activity⁸⁴. New York City has seized over 7,800 vehicles in the last year as part of a ramping up of its enforcement activity⁸⁵.

Recommendation 15

By May 2015, the Mayor and TfL should enable greater joined-up working on enforcement, including working with the private hire trade and boroughs to develop a cohesive, pan-London policy on picking up/setting down arrangements.

Recommendation 16

The Government should act upon the findings of the Law Commission Review and propose legislation that introduces stiffer penalties for touting, and greater enforcement powers for borough and police officers, including higher fines and vehicle seizure powers.

8. Governance and communication

“TfL at the moment is just a cash machine. They are taking the money [for licences] but not doing anything for it.” – Private hire driver⁸⁶.

- 8.1 In developing the strategy, the Mayor should consider whether TfL’s Taxi and Private Hire directorate has the right structure to deliver its objectives. The Taxi and Private Hire directorate’s current structure lays itself open to accusations of an inherent conflict of interests. Since the two industries operate within the same space and compete directly for passengers, many in the trades contend that it is effect a zero sum game: protecting the interests of the taxi trade is by definition to impede the interests of the private hire trade, and vice versa, and that in seeking to simultaneously address the needs of both industries, they can satisfy neither.
- 8.2 The Mayor and TfL will need to consider carefully how they can overcome this entrenched view within the industries. One possible solution is to restructure of the department to create a clearer delineation between taxi and private hire activities. This may also have the benefit of creating a clearer distinction in the minds of passengers as to the respective elements of each industry.
- 8.3 Resources are also an issue. It is perhaps unsurprising that TfL’s Taxi and Private Hire directorate should find itself stretched to breaking point in trying to realise its diverse functions. The integration of the Taxi and Private Hire directorate with other surface transport modes, including buses, rivers and cycle hire, through TfL’s Surface Integration Programme (SIP) has also been viewed with suspicion by the trades, who see this as a further dilution of resources available to focus on the needs of taxi and private hire services.
- 8.4 The lack of a clear remit is also a hindrance. Trade representatives have called for TfL to work with them to develop clear terms of reference that will govern how they will work together in the future, and the roles, responsibilities and expectations of each party. The Committee supports this proposal and believes that this is a vital first step in re-establishing constructive working relationships.
- 8.5 In developing the terms of reference, all sides should consider their responsibilities in relation to ensuring the interests of passengers. At the same time, it should be recognised that in order for the industries to function efficiently, there are certain service level requirements that drivers need from TfL, particularly in relation to licensing and enforcement. These terms of

reference should be used to develop meaningful and measurable performance indicators for the Taxi and Private Hire directorate.

Recommendation 17

By May 2015, The Mayor's office, TfL and the trades should develop and publish a Memorandum of Understanding which clearly sets out terms of reference and defines the respective roles, responsibilities and expectations of each party. This should include specific service level agreements.

- 8.6 The terms of reference should also set out what is expected of both TfL, and taxi and private hire drivers and organisations, when addressing disputed issues. Industry representatives and drivers have discussed the potential damage done to the reputation of the trades when internal conflicts spill into the public arena, for example via social media. The Committee recognises that many people have extremely strong views about what has happened in the industries over recent years. We support the right of any and all parties to engage freely in debate about the future of the trades. However, we also urge all parties to consider ways in which they can work together constructively for the common good.

Communications breakdown

- 8.7 Mass demonstrations on the street and votes of no confidence from trade organisations are not generally indicators of a healthy relationship between industries and their regulators. Effective communication between TfL and the trades is vital to driving forward changes to the industry that will benefit passengers. Communication appears to have hit rock bottom in the last year, with the trades accusing TfL of being arrogant, disingenuous and dishonest. At the same time, a lack of trade unity, particularly among taxi drivers, makes it easier for TfL, and passengers, to dismiss genuine grievances and concerns as groups jostling for position or complaining for the sake of it.
- 8.8 The Assembly report "Where to, Guv?" (2005)⁸⁷ highlighted communications as an area for improvement for the Public Carriage Office (which has now been replaced as regulator by TfL's Taxi and Private Hire directorate). The report said that while larger trade organisations had clear lines of communication with their regulator, this was not the case with smaller organisations and individual drivers, and that information provision and customer services to drivers had been widely criticised.

8.9 Almost a decade later, TfL is facing similar, if not worse, criticism for its failure to communicate effectively with the industries, and seems to have inherited the problems of its predecessor.

“Zero out of ten for communications.” – Taxi Driver, Green Badge.

8.10 Drivers told us that the main individual contact they had with TfL was around licensing. Drivers have been widely critical of TfL’s handling of the licensing process in recent years, although this is now acknowledged to be improving. Changes to criminal records disclosure checking introduced by the Home Office in 2012 created a huge backlog in licensing applications and renewals, resulting in many drivers being left temporarily unable to work. Drivers are, however, largely unsympathetic to TfL’s plight, arguing that better planning and a more proactive approach to dealing with arising issues may have prevented problems from escalating into a crisis.

8.11 TfL told us they had been working hard to improve lines of communication with individual drivers, and that it was important to have multiple channels of communication as ‘many drivers do not have access to or feel confident using smartphones and computers’.⁸⁸ Actions have included:

- Increasing the level of direct communication via letters to taxi drivers and private hire operators on key issues such as the 2012 Olympic and Paralympic Games and important consultations
- Continuing to issue important information by TfL notices (formally known as PCO or TPH notices) which are published in trade publications, emailed to 4,000 drivers registered for alerts and on the TfL website
- Running ‘open forums’ where individuals or smaller groups can sign up to attend a two hour Q&A session
- Introducing regular email communications to advise the trade of important issues such as the ‘Taxi Ranks Update’ and ‘Private Hire Update’
- Establishing a dedicated Twitter feed
- Developing online licensing applications
- Developing the website to deal with general complaints, enquiries, and frequently asked questions

8.12 Our investigation found that despite these efforts, many within the industries felt that communication was getting worse, not better. This opens the suggestion that it is the message and the messengers, not the methodology, that is causing the problem. We received many comments from people within

the industries who felt that, at a senior level, TfL was simply not listening to their concerns, and that senior managers were too far removed from the day-to-day operations of the trades to make informed decisions about future policy. The Mayor and TfL urgently need to address the widespread view that they are out of touch with the needs of the industries.

“They either fail to understand the problem, can’t be bothered to deal with the problem or...have simply buried their heads in the sand and hoped it will go away.” – United Cabbies Group⁸⁹.

Emissions standards

The Mayor has sought to address London’s poor air quality by introducing a series of targets relating to emissions standards and age limits for taxi and private hire vehicles. Both the taxi and private hire industries have expressed concern about these proposals, arguing that the constantly shifting goalposts create such uncertainty in the trades that drivers and operators have little incentive to absorb the cost of switching to newer, greener, vehicles. This has resulted in polluting vehicles being on the road for longer than they might otherwise be.

Buying a new vehicle is an expensive prospect, particularly for taxi drivers, who are restricted by TfL to just two types of vehicle. Further uncertainty has been caused by the Mayor’s plans to require all new taxis to be zero-emissions capable by 2018, in advance of the introduction of the Ultra-Low Emission Zone in 2020, despite the fact that there are currently no such vehicles available on the market.

The lack of a definitive longer term strategy on emissions that provides reassurance to the industries encourages drivers and operators to ‘sweat their assets’ for as long as possible, and discourages firms from developing new models. Nissan has already suspended its work on a cleaner petrol taxi model, and the future development of its electric model is also in doubt due to a lack of infrastructure for electric vehicles in London further depressing the market for new vehicles.

The environmental impacts of the emissions policy are the focus of a separate investigation by the London Assembly Environment Committee.

- 8.13 International regulators have encouraged the Mayor and TfL to talk directly to drivers to gain a clearer understanding of the issues facing drivers and passengers on the ground. *“People who make policy need to get out there on the streets...I would get more information in a half hour talking to a bunch of cab drivers than I would from a hundred diligent staffers”- Matthew Daus,*

*Former Chair of New York City Taxi and Limousine Commission, President of International Association of Transportation Regulators*⁹⁰.

- 8.14 The Mayor and TfL have made specific attempts to address communication and engagement issues through a variety of measures, including the Mayor's Cabbies Cabinet. Private hire representatives have expressed disappointment that there is no similar mechanism for private hire drivers to discuss issues directly with the Mayor, despite there being three times as many private hire drivers in London.

Cabbies Cabinet

In his 2012 election manifesto the Mayor committed to setting up a "Cabbies Cabinet", a forum for taxi drivers to meet with him once a year for 'their voices to be heard directly'. In November 2012, TfL wrote to all taxi drivers seeking their views on how the Cabinet should be constituted.

Following consultation with the trades, the Mayor concluded that there was no significant consensus on how the Cabinet should be constituted and so the policy was dropped. Instead the existing structures, comprising of the Licensed Taxi Drivers' Association, London Cab Drivers Club, and Unite the Union, as well as the Mayor, the Deputy Mayor for Transport and senior TfL management, were rebranded as the "Cabbie's Cabinet".

The newly rebranded Cabinet first met in July 2013, and has met three times in 2014. Agendas, minutes and outcomes of the meetings are not routinely published. Groups that are not recognised by TfL under the engagement policy⁹¹ are frustrated by the lack of information regarding discussions at the Cabbies Cabinet, and by their exclusion from the process, suggesting that it is simply a repackaging of TfL's existing engagement policy.

- 8.15 Less than half of taxi drivers belong to one of the three trade organisations recognised by TfL under their engagement policy. Many smaller representative groups have told the Committee that they have few opportunities for formal engagement with TfL on behalf of their members. This is particularly strongly felt by groups representing London's suburban taxi drivers, who are deeply concerned that the current engagement policy means that decisions affecting suburban drivers are primarily discussed by drivers who work predominantly in central London. TfL's decision to only formally engage with the three largest taxi trade organisations has caused anger in an industry that is well known for having disparate views on how certain issues should be tackled. This is further exacerbated by the lack of transparency on how these decisions are reached. Information on what is discussed at these

meetings is not routinely released by TfL, making it difficult for those outside the formal process to see what is being discussed on their behalf. TfL has disclosed minutes of quarterly meetings with the taxi trade in response to Freedom of Information request in June 2014, but the available information only covers the period to September 2013. Trade representatives have questioned why there are no minutes available after this date⁹².

- 8.16 The taxi and private hire trades contribute £20 million a year to TfL in licensing fees⁹³. Both trades are self-financing and receive no direct subsidy from TfL. Drivers are unconvinced that TfL is spending 'their' money effectively. TfL should adopt a more inclusive approach to publishing information relating to the trades, including a breakdown of expenditure from licensing fees, to mitigate these concerns.
- 8.17 Restoring trade confidence in TfL as the regulator will be a difficult process. TfL will need to acknowledge, and learn from, past mistakes, and both sides will need to set aside historic grievances and be willing to work in partnership to deliver a better future for the industries.
- 8.18 Achieving any sort of unified position or consensus on how to move the industries forward will be extremely difficult if some voices are excluded from the discussion. Lack of transparency on how decisions are reached contributes to a climate of suspicion around how the trades are being regulated. If TfL is serious about engaging all drivers with the future development of the trades, then it will need to be prepared to be held more fully to account on how it makes policy decisions. Trade groups have called for full minutes of formal meetings, including the Cabbies Cabinet, to be made available on TfL's website so that they can be accessed by all drivers⁹⁴. They have also asked for clearer information to be made available about the 'chain of command' within TfL, to provide a better understanding of how decisions are reached and who is accountable for them.
- 8.19 TfL will need to look again at its strategy for engagement with the trades. The current situation is untenable: time, effort and resources that should be spent on ensuring passengers get the best possible services, are being spent in fire-fighting exercises and reacting to a series of crises. In this scenario, no one wins.

Recommendation 18

By March 2015, TfL should revise its driver engagement activity to ensure that it is as widely representative as possible, and improve the transparency of taxi and private hire policy and decision making processes by routinely publishing the minutes of meetings with the trades. TfL should also provide and publish a detailed breakdown of annual licence fee spending.

Passenger engagement

- 8.20 Failure to address passenger concerns damages the long term interests of the trades, and TfL's reputation as their regulator. The ultimate survival of both taxi and private hire industries will depend on them providing the standard of service that passengers want. The voice of passengers is too often drowned out in the increasingly hostile rhetoric that has characterised the debate around these industries. It is in the interests of both the trades and TfL to listen to what passengers have to say about what type of services they want to see in the future.
- 8.21 TfL also needs to know when things are going wrong. The public can provide crucial feedback on drivers, operators and organisations that can help detect illegal activity, identify poor behaviours, and provide suggestions for how to improve services. It is important that passengers are aware of TfL's role in regulating these services and that information on how to give feedback is made more widely available.
- 8.22 TfL introduced a new complaints recording system in May 2011 to log complaints received from passengers about taxi and private hire drivers. Prior to this, only data relating to taxi drivers was recorded⁹⁵. Complaints relating to private hire journeys are dealt with by the private hire operators in the first instance. This represents a significant gap in TfL's understanding of the experience of passengers using these services. Given that there are so many more private hire drivers and operators in London, the disparity in the number of recorded complaints is striking⁹⁶.

Year	Private Hire Driver	Private Hire Operator	Taxi Driver
2010/2011	N/A	N/A	2,514
May to December 2011	17	57	1,385
2012	34	83	2,916
2013	39	76	2,195

8.23 Unlike other modes, complaints data for taxi and private hire services is not regularly reported to the TfL Board. The Committee thinks it is important that this information is put in the public domain, and seen by the Board, so that passenger satisfaction can be monitored on an ongoing basis, and arising issues can be addressed.

Recommendation 19

By March 2015, the Mayor and TfL should set out how it will increase the visibility and accessibility of its complaints process, and improve systems for passengers to give feedback and make complaints about both taxi and private hire services. Complaints data should be reported to the TfL Board on a quarterly basis.

9. Conclusion

- 9.1 The taxi and private hire industries are at a critical point in their evolution. Willingly or otherwise, the trades must embrace the technological changes that passengers are now demanding of modern, fit for purpose transport services. In an increasingly competitive market, these services will need to prioritise the needs of passengers to ensure that they continue to have relevance to the travelling public, or they will miss the boat on innovations that can bring improvements to passengers and drivers alike.
- 9.2 TfL will have to work hard to restore its credibility as a regulator for these industries. It will also need to look internally at how they can improve their performance as a regulator, by being prepared to listen to, and accept, constructive criticism and acknowledge where it has gone wrong in the past. This process will be challenging, but it must be achieved. Without a strong and impartial regulator, it is difficult to see how the industries can continue to survive and prosper.
- 9.3 The Mayor and TfL should be proactive in setting and maintaining standards for services to meet the public interest and ensure passenger safety. These outcomes cannot be left to chance if London is to continue to be viewed as a world leader for taxi and private hire services. TfL needs to hold the line on regulation, and be robustly prepared for the challenges faced by disruptive technology.
- 9.4 The Committee recognises that the biggest challenges for the taxi and private hire industries still lie ahead. Rebuilding a relationship with TfL will take courage, focus and effort from all sides. Years of historic problems cannot be fixed overnight, but it is vital that the Mayor and TfL get a grip on the situation and provide strategic leadership before the situation spirals further out of control.
- 9.5 Despite their many disagreements and disputes, the trades and TfL can and must agree on one point. Passengers come first. It is now up to all sides to demonstrate that they can put aside their differences, learn from past mistakes, and work together constructively for the continued survival and prosperity of London's vital taxi and private hire services.

Appendix 1 – Recommendations

Recommendation 1

By May 2015, the Mayor should publish a long term strategy for the development of both taxi and private hire industries. The strategy should clearly set out the Mayor's position on the continued role of taxi and private hire services in London, and actions that will improve passenger and driver safety, guarantee a sufficient number of high quality drivers and vehicles across the city, and ensure that all services meet the highest possible standards for accessibility. The strategy should also set out how TfL will strengthen its enforcement and clamp down on illegal activity, within a clear and transparent governance and decision-making framework.

Recommendation 2

By May 2015, the Mayor should publish a long term strategy for the development of both taxi and private hire industries. The strategy should clearly set out the Mayor's position on the continued role of taxi and private hire services in London, and actions that will improve passenger and driver safety, guarantee a sufficient number of high quality drivers and vehicles across the city, and ensure that all services meet the highest possible standards for accessibility. The strategy should also set out how TfL will strengthen its enforcement and clamp down on illegal activity, within a clear and transparent governance and decision-making framework.

Recommendation 3

By May 2015, TfL should further develop the database that links drivers to vehicle and operator information. TfL should work with app developers to produce a tool that will enable passengers to check the status of their driver, vehicle or operator.

Recommendation 4

By May 2015, TfL should produce a signage strategy for the licensed taxi and private hire industries, including plans to pilot number plate-based fixed signage.

Recommendation 5

By March 2015, The Mayor and TfL should report back to the Assembly on options to incentivise the uptake of cashless payment options, for both the taxi and private hire industries.

Recommendation 6

By May 2015, the Mayor and TfL should set out how they intend to monitor and improve supply and demand, for both taxi and private hire industries, across London. This should include a specific study into potential demand for taxi services in outer London town centre locations.

Recommendation 7

By May 2015, the Mayor and TfL should set out plans to ensure that all Underground stations located on the 24-hour Tube network have a taxi rank in place by the launch of the programme in September 2015, and suburban Underground and National Rail stations have a rank by May 2016. TfL should also prioritise rank provision in outer London town centre locations with unmet demand. Rank locations should be included on TfL journey planning tools and TfL should explore options for increasing the visibility of ranks through distinctive signage. The Mayor and TfL should also set out clear guidance for event planners to ensure that taxi and private hire provision is explicitly contained in transport planning for major events and attractions.

Recommendation 8

By May 2015, the Mayor and TfL should satisfy this Committee that the entry requirements into each market are fit for purpose. This should include providing evidence that there are no artificial barriers to entry, that the requirements are relevant to the specific demands of each industry and that they ensure protection for passengers, drivers, and other road users.

Recommendation 9

The Mayor and TfL should ensure that disabled taxi and private hire passengers' needs are met by taking steps to incentivise the provision of wheelchair accessible private hire vehicles (for example, through reduced vehicle licensing fees) with a view to reaching 25 per cent wheelchair accessibility across the private hire fleet by 2018. By May 2015, TfL should also introduce requirements for all taxi and private hire drivers and operators to undertake mandatory disability awareness training as part of the licensing process. TfL should also enforce a zero-tolerance approach to drivers and operators across both industries who illegally refuse to carry disabled passengers, and increase the visibility of its complaints process so that disabled passengers can name and shame providers who break the law. Drivers and operators who are found to not comply with these regulations should face suspension of their licences.

Recommendation 10

By March 2015, the Metropolitan Police should improve the information it collects on cab-related crime, to ensure greater understanding of whether offences are committed by licensed taxis, private hire vehicles and Pedicabs, and by licensed or unlicensed drivers/vehicles.

Recommendation 11

By May 2015, The Mayor and TfL should provide the Committee with a definitive assessment of the resources currently devoted to enforcement, setting out costed plans to increase these where necessary and address funding gaps. This should include options to increase licence fees to ensure adequate enforcement resources are available.

Recommendation 12

By March 2015, The Mayor and TfL and the Metropolitan Police should set out specific steps that will be taken to improve the efficiency and visibility of non-covert night-time operations.

Recommendation 13

The Mayor and TfL should immediately clarify the policy on destination bookings and reinstate the requirement for private hire drivers and operators to record a destination at time of booking.

Recommendation 14

By March 2015, The Mayor and TfL should conduct a full review of the policy on 'satellite offices', identifying and securing the enforcement resources required to regulate these effectively, including plans to clamp down on unlicensed 'marshals'. Any further satellite office applications should be suspended until this has been achieved.

Recommendation 15

By May 2015, the Mayor and TfL should enable greater joined-up working on enforcement, including working with the private hire trade and boroughs to develop a cohesive, pan-London policy on picking up/setting down arrangements.

Recommendation 16

The Government should act upon the findings of the Law Commission Review and propose legislation that introduces stiffer penalties for touting, and greater enforcement powers for borough and police officers, including higher fines and vehicle seizure powers.

Recommendation 17

By May 2015, The Mayor's office, TfL and the trades should develop and publish a Memorandum of Understanding which clearly sets out terms of reference and defines the respective roles, responsibilities and expectations of each party. This should include specific service level agreements.

Recommendation 18

By March 2015, TfL should revise its driver engagement activity to ensure that it is as widely representative as possible, and improve the transparency of taxi and private hire policy and decision making processes by routinely publishing the minutes of meetings with the trades. TfL should also provide and publish a detailed breakdown of annual licence fee spending.

Recommendation 19

By March 2015, the Mayor and TfL should set out how it will increase the visibility and accessibility of its complaints process, and improve systems for passengers to give feedback and make complaints about both taxi and private hire services. Complaints data should be reported to the TfL Board on a quarterly basis.

Appendix 2 – Views and information

The Committee held two public meetings on 9 July and 2 September 2014. Minutes and transcripts of these discussions are available via:
www.london.gov.uk/moderngov/ieListMeetings.aspx?Committeeld=173

ComRes conducted primary research on behalf of the London Assembly which comprised an online quantitative survey of 1,002 passengers of taxi and private hire services in London and a qualitative study among 20 drivers of taxis and private hire vehicles. Fieldwork took place between 7th August 2014 and 19th September 2014. ComRes is a member of the British Polling Council and abides by its rules.

Full details of the research can be found in the evidence log for this report.

The Committee met with the following representatives at stakeholder meetings on 17 September 2014:

- Uber London Limited
- Hailo
- RMT London Taxi Drivers' Branch
- GMB Professional Drivers Branch
- The London Cab Drivers Club (The LCDC)
- Steve Wright, Chairman of the Licensed Private Hire Car Association
- The London Suburban Taxi Drivers Coalition (LSTDC)
- Geoffrey Riesel, Chairman and CEO, Mountview House Group

The Committee also received written submissions from a wide range of stakeholders. Copies of written submissions are available via:
www.london.gov.uk/mayor-assembly/london-assembly/publications

Appendix 3 – Key features of licensed taxi and private hire services

Licensed taxi (black cab)	Private hire vehicle (minicab)
Driver and vehicle licensed by TfL including criminal record checks	Driver, vehicle and operator licensed by TfL including criminal record checks
Can be hailed in street (can also be pre-booked)	Must be pre-booked ONLY (no street hailing)
Can use taxi ranks	Cannot use taxi ranks or form ranks
Allowed to ply for hire	Not allowed to ply for hire
Wheelchair accessible (mandatory)	Some wheelchair accessible vehicles (optional)
Fares set by TfL	Fares set by operator
Uses meter to calculate fares	(Typically) fixed fares; some business models using time and distance calculations
Minimum driver age: 18 years	Minimum driver age: 21 years
Driver undertakes Knowledge of London training to learn routes and points of interest across London (average training time between three and five years)	Driver undertakes ‘topographical’ testing to demonstrate map-reading and route planning abilities.
TfL specifies vehicle type (two possible models at present) and age limit	No restriction on vehicle model, TfL specifies age limit
Can use bus lanes	Cannot use bus lanes
Two types of licence- Green Badge (All London) and Yellow Badge (between one and nine of the	Once licensed, can operate in any part of London

<p>suburban sectors). Yellow badges cannot pick up passengers outside their sector(s) unless pre-booked</p>	
<p>Compelled to accept any hiring of up to a distance of 12 miles (or 20 miles if the journey starts at Heathrow Airport) as long as the destination is within Greater London BUT cannot pick up if outside licensed sector (unless pre-booked)</p>	<p>No compellable distance</p>
<p>All new vehicles or vehicles new to licensing must as a minimum meet the Euro 5 standards for emissions at time of licensing. Vehicle checks undertaken once per year</p>	<p>All new vehicles or vehicles new to licensing must be no older than five years and meet the Euro 4 standards for emissions at time of licensing. Vehicle checks undertaken once per year</p>

Notes

- ¹ <http://www.tfl.gov.uk/cdn/static/cms/documents/travel-in-london-report-6.pdf>
- ² Mark James, Transcript of London Assembly Transport Committee meeting 9 July 2014
- ³ John Dickie, London First, Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁴ http://lawcommission.justice.gov.uk/docs/lc347_taxi-and-private-hire-services.pdf p13
- ⁵ Mayor's Question Time, response to MQ1426/2012
- ⁶ London Assembly Transport Committee survey of taxi and private hire drivers, September 2014, conducted by ComRes. The full survey results are available as part of the evidence log for this investigation.
- ⁷ <https://www.london.gov.uk/priorities/transport/publications/mayors-transport-strategy>
- ⁸ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ⁹ Written submission from London Borough of Camden, 10 September 2014
- ¹⁰ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ¹¹ *ibid*
- ¹² Taxicab regulation and urban residents' use and perception of taxi services: a survey in eight cities, Darbéra, 2010
- ¹³ Faryal Velmi, Transport for All, Transcript of London Assembly Transport Committee meeting 9 July 2014
- ¹⁴ Written submission September 2014
- ¹⁵ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ¹⁶ London Assembly Transport Committee survey of taxi and private hire drivers, September 2014, conducted by ComRes.
- ¹⁷ <http://www.theguardian.com/big-ideas/2014/oct/01/tfl-taxi-app-uber-black-cab-london>, 1 October 2014
- ¹⁸ Sir Bert Massie, CBE, Letter to the Mayor, June 2014, published online <http://www.disabilityrightsuk.org/news/2014/june/accessibility-concerns-over-new-taxi-uber-app>
- ¹⁹ Transcript of London Assembly Transport Committee meeting 2 September 2014
- ²⁰ <http://www.theguardian.com/big-ideas/2014/oct/01/tfl-taxi-app-uber-black-cab-london>, 1 October 2014
- ²¹ Written submission (date)
- ²² Written submissions, Uber (date) and TfL
- ²³ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ²⁴ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ²⁵ *ibid*.
- ²⁶ Metropolitan Police written submission 1 July 2014
- ²⁷ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.

- ²⁸ Licensed Private Hire Car Association, taxi and private hire stakeholder meeting 17 September. Minutes of these sessions are available in the evidence log.
- ²⁹ Ibid.
- ³⁰ Written submissions from drivers. These are available to view in the evidence log.
- ³¹ LPHCA written submission (date)
- ³² Taxi and private hire stakeholder meeting 17 September 2014.
- ³³ <https://www.tfl.gov.uk/info-for/taxis-and-private-hire/licence-checker>
- ³⁴ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ³⁵ London Assembly Transport Committee survey of taxi and private hire drivers, September 2014, conducted by ComRes.
- ³⁶ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ³⁷ Ibid.
- ³⁸ Steve McNamara, LTDA, Transcript of London Assembly Transport Committee meeting 2 September 2014
- ³⁹ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁴⁰ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ⁴¹ London Assembly Transport Committee survey of taxi and private hire drivers, September 2014, conducted by ComRes.
- ⁴² London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ⁴³ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁴⁴ TfL Suburban Taxi consultation February 2014
https://consultations.tfl.gov.uk/tph/suburbantaxis/supporting_documents/Suburban%20Taxi%20Licensing%20Consultation.pdf
- ⁴⁵ London Suburban Taxi Drivers Coalition written submission
- ⁴⁶ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁴⁷ This does not include ranks appointed by the City of London or those on private land
- ⁴⁸ <http://www.london.gov.uk/moderngov/documents/s28529/Mayoral%20Commitments%20Monitoring%20-%20Transport%20Appendix%20AB.pdf>
- ⁴⁹ London Suburban Taxi Drivers Coalition written submission
- ⁵⁰ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁵¹ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ⁵² TfL written submission
- ⁵³ TfL written submission
- ⁵⁴ John Stewart, London Travelwatch, Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁵⁵ Martin Low, Westminster Council, Transcript of London Assembly Transport Committee 9 July 2014
- ⁵⁶ Written submission from London Borough of Camden, 10 September 2014
- ⁵⁷ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ⁵⁸ <http://theweek.com/article/index/269186/london-cabbies-the-masters-of-memory>
- ⁵⁹ London Assembly Transport Committee survey of taxi and private hire passengers, August 2014, conducted by ComRes.
- ⁶⁰ Taxi/PHV Diary Survey 2009 (January 2010)
- ⁶¹ Transcript of London Assembly Transport Committee meeting 9 July 2014

- ⁶² Hailo written submission
- ⁶³ TfL <https://www.tfl.gov.uk/cdn/static/cms/documents/driver-operator-and-vehicle-licensing-guidelines.pdf>
- ⁶⁴ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁶⁵ Transcript of London Assembly Transport Committee meeting 9 July 2014, written submissions from Guide Dogs in London and Royal National Institute for Blind people (RNIB)
- ⁶⁶ Transcript of London Assembly Transport Committee meeting 2 September 2014
- ⁶⁷ TfL Taxi and Minicab Customer satisfaction survey Quarter3 2013/14
- ⁶⁸ London Taxi Partnership written submission 1 July 2014
- ⁶⁹ Transcript of London Assembly Transport Committee meeting 2 September 2014
- ⁷⁰ Transcript of London Assembly Transport Committee meeting 2 September 2014
- ⁷¹ Met police written submission 1 July 2014
- ⁷² London Taxi Partnership written submission 1 July 2014
- ⁷³ TfL written submission
- ⁷⁴ Matthew Daus, International Association of Transportation Regulators, Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁷⁵ TfL written submission
- ⁷⁶ LPHCA written submission
- ⁷⁷ Transcript of London Assembly Transport Committee meeting 2 September 2014
- ⁷⁸ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁷⁹ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁸⁰ LPHCA written submission
- ⁸¹ Ibid.
- ⁸² Transcript of London Assembly Transport Committee meeting 2 September 2014
- ⁸³ Transcript of London Assembly Transport Committee meeting 2 September 2014
- ⁸⁴ Transcript of London Assembly Transport Committee meeting 2 September 2014
- ⁸⁵ http://www.nyc.gov/html/tlc/downloads/pdf/2014_taxicab_fact_book.pdf
- ⁸⁶ London Assembly Transport Committee survey of taxi and private hire drivers, September 2014, conducted by ComRes.
- ⁸⁷ <https://www.london.gov.uk/mayor-assembly/london-assembly/publications/where-to-guv> , November 2005
- ⁸⁸ TfL written submission
- ⁸⁹ United Cabbies Group written submission
- ⁹⁰ Transcript of London Assembly Transport Committee meeting 9 July 2014
- ⁹¹ London Suburban Taxi Drivers Coalition and RMT written submissions
- ⁹² RMT London Taxi Drivers' Branch written submission
- ⁹³ TfL written submission
- ⁹⁴ RMT London Taxi Drivers' Branch written submission
- ⁹⁵ TfL written submission
- ⁹⁶ Ibid.

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Chinese

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Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Greek

Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

Turkish

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Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

Hindi

यदि आपको इस दस्तावेज़ का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকনায় বা ই-মেইল ঠিকনায় আমাদের সাথে যোগাযোগ করবেন।

Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا مذکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

Arabic

الوصول على ملخص لهذا المستند بلغتك،
فارجاء الاتصال برقم الهاتف أو الاتصال على
العنوان البريدي العادي أو عنوان البريدي
الالكتروني أعلاه.

Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ટપાલ અથવા ઈ-મેઈલ સરનામા પર અમારો સંપર્ક કરો.

Greater London Authority

City Hall
The Queen's Walk
More London
London SE1 2AA

Enquiries 020 7983 4100
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Subject: Transport Committee Work Programme
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Report to: Transport Committee

Report of: Executive Director of Secretariat	Date: 14 January 2015
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This report will be considered in public

1. Summary

1.1 This report sets out the work programme for 2014/15.

2. Recommendations

2.1 That the Committee notes its work programme for 2014/15, as set out in this report.

2.2 That the Committee delegates authority to the Chair to agree, in consultation with party Group Lead Members:

(a) A letter to the Mayor on cycling in London, following up the Committee's meeting on 10 December 2014;

(b) A response to Network Rail's consultations on the draft Wessex Route Study and Western Route Study; and

(c) The final report of the rapporteurship on Transport for London's customer services.

(d) A letter to the Stagecoach Group regarding overcrowding on South West Trains services.

2.3 That the Committee notes:

(a) The letter from the Mayor in response to the Committee's letter on the future of the Tube, as set out at Appendix 1; and

(b) The Committee's response to the Transport for London consultation on the proposed extension of the Bakerloo line, as set out at Appendix 2.

(c) The letter from Sir Peter Hendy CBE updating the Committee on actions in response to its report on bus services, and attached feasibility report on measuring bus loading, as set out at Appendix 3.

3. Background

- 3.1 The Committee receives a report monitoring the progress of its work programme at each meeting.

4. Issues for Consideration

- 4.1 The table below sets out the remaining scheduled dates of the Committee's meetings in 2014/15 and lists the main topic proposed for each meeting at this stage. The topics for future meetings are subject to change as the Committee develops proposals for its work. The work programme also provides for the Committee to respond to any matters that arise at short notice.

Transport Committee meeting date	Proposed topic
Wednesday 25 February 2015	Q&A with Transport for London (TfL)
Wednesday 18 March 2015	Future ticketing

Topics identified for the work programme

- 4.2 The following paragraphs provide further details of the main topics that the Committee has identified for 2014/15. The Committee has a rolling work programme so it is always possible for some topics to be explored in subsequent years.

Future of the Tube

- 4.3 The Committee used its meeting in June 2014 to explore the future of the Tube including: recent progress with Tube upgrades and the future milestones; the performance of the Tube; and proposals for the Tube to run at night from autumn 2015. The Committee followed up this meeting with a site visit in July and a video conference call with the New York City Transit in August to identify any lessons London could learn from the operation and upgrade of the subway in New York. The Committee published its findings from this work, in the form of a letter to the Mayor, in October 2014. A response from the Mayor has been received and is attached at **Appendix 1**.

Taxi and private hire

- 4.4 The Committee used its meetings in July and September 2014 to gather evidence for its investigation into taxi and private hire services in London. The Committee has also commissioned surveys of taxi and private hire users and drivers, obtained written submissions, undertaken a site visit, and held a separate meeting with taxi and private hire stakeholders to obtain further views and information. The Committee's report was published on 16 December 2014.

Mayor's 2050 Infrastructure Plan

- 4.5 The Committee used its meeting in October to explore the transport aspects of the Mayor's draft 2050 Infrastructure Plan. The Committee has subsequently produced a response to the consultation on the draft 2050 Infrastructure Plan.

Door-to-door transport

- 4.6 The Committee used its meeting in November to explore the current operation of Dial-a-Ride and other door-to-door transport services and the future developments for these services. A report on this topic is being prepared.

Cycling

- 4.7 At its 10 December 2014 meeting the Committee discussed cycling with a range of invited experts. The Committee is following up its past work on cyclists' safety including its reports *Gearing Up* (November 2012) and *Cycling in London – an update* (February 2014) and its discussion about recent developments with cycling projects at its last meeting. A letter to the Mayor highlighting findings from the meeting is being prepared; it is proposed that the Committee delegates authority to the Chair, in consultation with party Group Lead Members, to agree this letter.
- 4.8 The Committee responded to TfL's consultations on the draft cycle safety action plan and draft London Cycling Design Standards in July 2014. The Committee is also responding to TfL's consultations on the proposals for new north-south and east-west Superhighways and upgrades to existing Cycle Superhighway 2.

Crossrail and Crossrail 2

- 4.9 The Committee will be exploring progress with the Crossrail and Crossrail 2 programmes at this meeting. Further detail is provided under a separate item on this agenda. The Committee has checked on progress with the development of Crossrail each year since it published its report on Crossrail in February 2010.

Future ticketing

- 4.10 The Committee is planning to explore future ticketing arrangements at its meeting in March 2015. TfL introduced contactless bankcard payment on buses in July and on other modes in September 2014. This meeting will provide an opportunity for the Committee to follow up its past work on ticketing including its report *The Future of Ticketing* (November 2011).

Question and answer session with TfL

- 4.11 The Committee is planning to use its meeting in February 2015 for a question and answer session with the Commissioner of TfL. These sessions provide an opportunity to explore a range of transport issues, TfL Board and Committee discussions and decisions, and follow up topics which the Committee has covered in its past reports and recommendations.

Rapporteurship on TfL customer service

- 4.12 The GLA Oversight Committee agreed on 23 July 2014 to appoint Valerie Shawcross CBE AM as rapporteur to follow up her previous investigation into TfL's customer service (January 2012). This investigation is focusing on TfL's progress in improving its customer service including in developing a single customer charter.¹ A report on this topic is being prepared; it is proposed that the Committee delegates authority to the Chair, in consultation with party Group Lead Members, to agree this report.

Overcrowding on South West Trains services

- 4.13 Committee Members have received representations from constituents about overcrowding on South West Trains services coming into London. It is proposed that the Committee delegate authority to the Chair. In consultation with party Group Lead Members, to write to the Stagecoach Group, which owns South West Trains, about this matter.

Responses to transport-related consultations

- 4.14 Transport for London recently consulted on proposals to extend the Bakerloo line south from Elephant & Castle. The Committee submitted a response to the consultation, which is set out at **Appendix 2**.

¹ Full report at: <http://www.london.gov.uk/sites/default/files/Customer%20Service%20Report%20-%20FINAL%20DRAFT.pdf>

4.15 Network Rail is currently consulting on a number of draft route studies, which set out strategic plans for rail services in different regions. The Committee has agreed to respond to the Sussex and Anglia area route studies. It is also proposed that the Committee delegate authority to the Chair to agree any Committee response to the draft Wessex and Western route studies, in consultation with party Group Lead Members.

Responses to recent Transport Committee work

4.16 In October 2013 the Committee published a report on bus services in London.² In May 2014 the Mayor wrote to the Committee setting out 17 actions to be taken by TfL in response to the report. In December 2014, Sir Peter Hendy, Commissioner of Transport for London, wrote to the Chair to provide an update on these actions. This is set out at **Appendix 3**. A feasibility report on using Oyster data to measure bus loading was attached to the letter.

4.17 This table provides details of any responses due from the Mayor, TfL and/or others to Committee work.

Transport Committee work	Details of responses due (if appropriate)
Taxi and private hire services (December 2014)	The Committee is awaiting responses from the Mayor and TfL to its report on taxi and private hire services.

5. Legal Implications

5.1 The Committee has the power to do what is recommended in this report.

6. Financial Implications

6.1 There are no financial implications arising from this report.

List of appendices to this report:

Appendix 1: Letter from the Mayor on the future of the Tube

Appendix 2: The Committee's response to TfL's Bakerloo line consultation

Appendix 3: Letter from Sir Peter Hendy CBE on bus services (with report on the feasibility of using Oyster data to measure bus loadings)

Local Government (Access to Information) Act 1985

List of Background Papers: None

Contact Officer: Richard Berry, Scrutiny Manager

Telephone: 020 7983 4199

Email: richard.berry@london.gov.uk

² For details see: <https://www.london.gov.uk/mayor-assembly/london-assembly/publications/bus-services-in-london>

MAYOR OF LONDON

Caroline Pidgeon AM
City Hall
The Queen's Walk
More London
London SE1 2AA

Our ref: MGLA241014-0239

Date: **12 DEC 2014**

Dear Caroline

Further to my holding letter of 3 November, I am writing to give you my full response to your letter of 23 October about the future of the Tube.

I agree that Transport for London has made real progress in improving the Tube and passengers are seeing the benefits through faster and more reliable journeys. I can assure you that there is no complacency within TfL around continuing to improve the Tube. TfL and I remain totally committed to building on the progress we have made and we are pressing on with the vital improvements to the Tube – improving reliability, increasing capacity, enhancing customer service and driving down costs.

TfL is committed to learning from other metros and infrastructure companies, and was pleased to assist your work by facilitating contact with MTA New York City Transit. London Underground was a founding member of CoMET/NOVA, and plays an active part in its benchmarking activity across a wide range of issues. The next annual benchmarking report for the Underground will be available in February 2015.

Reducing delays

Action 1

Reliability is a key priority for TfL. Between 2007/08 and 2013/14 service on the Underground has been transformed and delays have halved. I am determined to continue this good progress, and information about future reliability objectives will continue to be published in TfL's annual Business Plan.

Action 2

Further reductions in delays will be driven primarily by continued investment in assets, particularly the plans that Mike Brown and David Waboso discussed with you for more automated systems, and using the data from these to enable 'predict and prevent' maintenance. These systems will enable LU to maintain and continue improving reliability, while growing demand puts the network under increasing pressure.

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The successful modernisation of the Northern line signalling has demonstrated that the complex transition to new systems can be handled without compromising reliability. More automation, alongside greater management focus on this issue, will also reduce the scope for staff-related performance issues. TfL's 'Better Behaviours' campaign – analogous to MTA's 'step aside speed your ride' initiative – is a key part of bearing down on delays associated with customer behaviour.

I would note that MTA's Fastrack is a response to the particular circumstances in New York – initially issues related to the very limited opportunities for routine maintenance that a 24/7 operation allows, and more recently the need to recover from the extensive damage wrought by Hurricane Sandy. LU is able to conduct almost all of its maintenance during overnight engineering hours, so there is no need to inconvenience customers by closing services from 22:00 as in New York. Longer blockades are only used when it is certain that the efficiency benefit of doing so will outweigh the disruption to passengers. Indeed, maintenance regimes are being made smarter and more efficient to ensure that the start of Night Tube services on Fridays and Saturdays from September 2015 will not affect reliability or lead to additional planned closures.

Re-signalling the Sub-surface lines

I am in no doubt that cancelling the contract with Bombardier was absolutely the right thing to do. It had become clear that Bombardier was not going to deliver within the timeframe or for the agreed price, nor without considerable disruption in implementation. The only responsible decision was to seek a new supplier that could demonstrate a proven track record and ensure delivery of one of the most complex signalling projects anywhere in the world. LU has subsequently been progressing negotiations with Thales, which successfully delivered the Northern line re-signalling.

Action 3

Regarding the financial situation between LU and Bombardier, LU paid Bombardier £85 million for work completed under contract. No other payments have been made under this contract by LU to Bombardier.

Action 4

The report commissioned from KPMG to identify lessons learned from the contract with Bombardier, and make recommendations, has already been published. Those recommendations include improvements to procurement and contract management processes. All but one of the recommendations have either been completed or are in progress; the recommendation not being progressed was impracticable. TfL uses standard New Engineering Contract terms and conditions, with appropriate modifications, for all its contracts, which are considered best practice in the industry. You can be assured that specific provisions will be included in the new sub-surface signalling contract to ensure that TfL has the appropriate rights and remedies. TfL expects to make the new contract available on request once it has been signed, although some elements will need to remain confidential for reasons of security and commercial sensitivity.

Meanwhile the investment programme is very much on track, with a huge amount already having been delivered. S Stock trains are now rolling out on the District line, the 20 per cent uplift in Northern line capacity will be delivered on schedule before the end of 2014, and the new ticket hall at Tottenham Court Road will open in January 2015. These milestones build on previous achievements including the modernisations of the Jubilee and Victoria lines, both of which now run among the highest number of trains per hour on any railway in the world; new trains on the Circle,

MAYOR OF LONDON

Hammersmith & City and Metropolitan lines; the completion of major station redevelopments at Wembley Park, King's Cross St. Pancras, Stratford, Farringdon, Blackfriars and Paddington (Hammersmith & City); the roll out of Wi-Fi and contactless payment; and the provision of step-free access at 40 per cent more stations than in 2008/09.

Independent Investment Programme Advisory Group (IIPAG)

Action 5

I have full confidence in IIPAG and the valuable scrutiny it provides. IIPAG needs to achieve a balance between sufficient distance to ensure impartiality, and understanding the environment in which projects are being delivered, including the wider TfL organisation, and to develop the trust of the project teams. Experience has shown this has in no way compromised IIPAG's independence or its ability to provide honest and challenging reviews of projects. IIPAG maintains its independence through its ability to prepare its own project reports for TfL's operating boards, and to publish its annual report which is reviewed by TfL Board members at the Finance and Policy Committee. IIPAG attends the meetings of the Committee and is invited to comment on the assurance process and the management response to IIPAG reviews for individual projects seeking project authority. IIPAG has direct access to the Chairman of the Committee, as well as to myself and the Secretary of State for Transport should escalation be necessary.

TfL and IIPAG already publish significant amounts of information in respect of the investment programme. TfL publishes quarterly reports on all capital projects over £50m in its Investment Programme Report (IPR). The IPR provides a summary of the project scope and of progress. The IPR also contains data and variance reports against both baseline and previous quarter costs and schedule performance. IIPAG's Annual Report summarises its findings throughout the year, both on specific projects and systemic issues. In addition its annual benchmarking report covers both maintenance and project works.

Regarding the development of the signalling contract with Bombardier, as well as IIPAG's assessment, LU also sought and adopted recommendations from external experts Halcrow. It is clear therefore that considerable scrutiny was applied to this contract at the time. IIPAG is now making a valuable contribution to the development of the new sub-surface signalling contract.

In July and August 2014, the Finance and Policy Committee considered the Lessons Learnt Review of the contract and the Annual Report of IIPAG. Both papers made recommendations to strengthen the processes employed by TfL in assuring investment projects. I and TfL's Board Members want TfL to aspire to have a robust 'best in class' programme assurance process, led by the Programme Management Office. The Special Purpose Sub-Committee was established to review the assurance and approvals processes for investment projects and programmes. It asked for a thorough benchmarking exercise to compare TfL's programme assurance review process to its peers. The benchmarking exercise was undertaken by EC Harris and has been reviewed by the Sub-Committee. EC Harris's report and recommendations to improve our processes was considered by the Finance and Policy Committee at its meeting on 25 November 2014.

The future vision for the Tube

You refer to a number of work programmes which together will prepare London Underground for the next 150 years of operation. It is because of the success of the investment programme so far that LU is now in a position to make these transformative changes.

MAYOR OF LONDON

Stations

The transformation of the way stations are staffed is essential to reflect modern travel, technology and customer preferences. The staggering success of the recently launched contactless payment system demonstrates how the world has changed, and the Underground must change with it. The result will be better customer service, with more staff visible and available to help customers. In addition, LU and I have been clear that every station on the Tube network will be staffed at all times. That is a commitment unmatched by any other train operator in the country and something I consider to be essential.

Action 6

In developing its proposals, LU has engaged with a wide range of stakeholders, including the Assembly, relevant London Boroughs, London's business community, London TravelWatch and other groups representing customers – particularly those who are disabled or older. Feedback from these groups has informed the detail of the plans and will continue to do so.

The classification of stations into four distinct types ensures that the operational model at a location is appropriate for the way the station is used by customers. Subsequently LU has undertaken an in depth station-by-station review with the trades unions, and published the proposed staffing levels at individual stations. That information already includes the levels of usage and demand for ticketing services at each station, which were among the key factors in determining proposed staffing levels. Staffing figures will be finalised through further local consultation with staff and trades unions over the coming months and LU will share the details with you once available.

Staff availability to assist customers with accessibility needs will be better than it is now, not worse. 'Turn up and go' services will be maintained and personal assistance prioritised. I understand TfL has previously shared an equality impact assessment with you and is currently updating this to incorporate stakeholder feedback: an updated version will be shared in the coming months. Single staffing is already the norm at a substantial number of stations today, and research that has been shared with you shows that, overall, single-staffing does not affect the satisfaction disabled and older customers express about their journey experience.

Regarding London Bridge and Waterloo specifically, these stations are not classed as 'gateway' stations as they largely cater for regional commuters. Overseas visitors using Gatwick are served by the recently opened Visitor Information Centre at the airport. However, as LU finalises and implements its plans, it will of course continue to monitor the effect on customers, and if necessary consider whether re-categorisation or other changes might be appropriate.

Night Tube

The Night Tube on Fridays and Saturdays from September 2015 will support London's vibrant night-time economy, boosting businesses, jobs and leisure opportunities.

Action 7

LU plans to recruit about 250 additional staff across different operational teams for Night Tube services. The majority of these positions will be train operators and station staff.

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As noted above, the modernisation of the Underground and smarter, more efficient maintenance regimes are improving reliability across the network. The initial Night Tube network has been developed to cover lines that have already been modernised, and which therefore have a requirement for less night time maintenance than other lines. The reduction in available overnight engineering hours is not expected to have any impact on reliability, when compared on a like-for-like basis.

Underground services already operate for 20 hours each day and there are often engineering trains operating overnight. As such, the potential for disturbance from night services on Fridays and Saturdays is expected to be limited. A thorough assessment of noise issues across the network has begun, and prior to the commencement of Night Tube services works will be undertaken to improve the condition of the track. Once Night Tube is operational, LU will of course continue to work with residents to investigate any issues and look at action needed to help resolve the situation. LU is engaging with a number of other metros around the world, including MTA, to learn how they deliver effective 24-hour operations.

The New Tube for London

We are committed to having a fully-staffed Tube network, now and in the future. LU will work with customers, stakeholders and staff to understand how to get the most out of these new trains, including how best to staff them. These trains will be an investment for the next 50 years, so it is right that LU should explore technology that metros across the world are already using to see how it could work in London, benefit passengers and help support London's development and growth.

Action 8

TfL is at the design and initial procurement stage for this new fleet, with the first train not due to be introduced until the 2020s. When the New Tube first enters service, it will be with a member of staff on board.

LU is committed to learning from the experiences of other metros around the world – not only in terms of technology, but also how trains are staffed, and staff supported through change. While some of the programme's challenges are unique TfL recognises that many have precedents elsewhere and in such cases is striving to identify what was successful, what was not, and why.

I trust that the information provided here is useful, and assure you again that both LU and I are fully committed to driving forward the improvement of the Underground.

Yours ever,



Boris Johnson
Mayor of London

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LONDON ASSEMBLY

Caroline Pidgeon MBE AM, Chair of the Transport Committee

Sir Peter Hendy CBE
Commissioner
Transport for London
Windsor House,
42-50 Victoria Street
London, SW1H 0TL

London Assembly
City Hall
The Queen's Walk
London, SE1 2AA

2 December 2014

Dear Peter,

Transport Committee response to consultation on extending the Bakerloo line

I am writing, on behalf of the Transport Committee, to set out our response to TfL's consultation on extending the Bakerloo line south.

We fully support the extension of the Bakerloo line into South East London and welcome the opportunity to comment on TfL's proposals for this programme. There is available capacity on the Bakerloo line, and extending it beyond Elephant & Castle will help improve transport connections for Londoners in this area, as well as alleviating crowding on other services. In this submission I set out the Committee's views in response to the options set out by TfL.

Options 1a and 1b

The Committee does not take a view as a whole on whether the Old Kent Road (1a) or Camberwell/Peckham (1b) option is preferable for the route between Elephant & Castle and New Cross Gate. Ideally both areas would be served by an extension, as both options would provide significant benefits to local residents. At this stage of the process, it is important that TfL sets out the criteria upon which the decision will be made.

We are concerned that in the consultation documentation, 1a and 1b are presented as zero-sum options, without consideration of complementary schemes. Transport services in South East London need to be improved in a number of different ways, and extending the Bakerloo line should be only one element of a wider programme. Such an approach would mean that the areas not chosen for the Bakerloo line extension would also experience a comparable uplift in transport connectivity. This is not a call for 'compensation' for the unsuccessful route, but for a coordinated strategy for South East London transport connections. For instance, the re-opening of Camberwell station for Thameslink services is mentioned in the background document for the consultation as something TfL supports:

"...the reopening of Camberwell station on the Thameslink route is being pursued by the London Borough of Southwark, with support from TfL."

The Committee welcomes this statement, but strongly encourages TfL to develop this proposal further as part of this consultation, as it is intimately related to the Bakerloo line proposal.

TfL should:

- Set out the criteria to be used for deciding between the Old Kent Road and Camberwell/Peckham route options.
- Develop a wider plan for public transport improvement in South East London that includes the preferred Bakerloo extension route alongside schemes serving other parts of the area.

Hayes line

TfL is proposing that the Bakerloo line extends to Hayes and Beckenham Junction, which would mean replacing the existing National Rail services between Lewisham and these stations with London Underground services. We agree that extending London Underground services to Hayes and Beckenham Junction would bring many benefits to residents along this route.

The consultation survey asks stakeholders for views on this proposal, although we note that it is not presented as an 'option' (unlike the Elephant & Castle–New Cross Gate routes and the Bromley extension). This suggests that TfL considers this change to be a necessary element of the extension scheme, although the reasons for this have not been explained in full.

TfL has not yet provided sufficient detail on what alternatives are being considered to this proposal, to allow stakeholders to express an informed preference. This includes options to upgrade National Rail services. For instance, the background document notes that extending the London Overground from New Cross is being considered by TfL:

“A possible extension of the London Overground from New Cross is also under consideration. TfL is currently working to understand the costs, engineering and timetabling feasibility of this proposal.”

The Committee welcomes this statement, but notes the lack of clarity about whether an Overground extension is an alternative to the Bakerloo extension or a complementary scheme. Another option was discussed at the Committee's meeting in October 2014 with Ian Brown, former managing director of London Rail at TfL, who suggested running Thameslink services on this line should also be considered. If these are potential alternatives to the Bakerloo line proposals, it is important that Londoners have the opportunity to compare the costs and benefits of each.

TfL should:

- Set out in more detail any potential alternatives to this proposal that TfL is considering, including any options to upgrade National Rail services between New Cross Gate and Hayes and Beckenham Junction.

Impact on passengers

TfL's proposals will benefit many passengers in South East London, providing faster and more frequent connections to central London. Some passengers may lose out, however, following the removal of National Rail services on the Hayes line. We note that TfL considers the diversion of passengers away from London Bridge to be one of the benefits of the scheme, as it may release capacity for other services. We support the objective of releasing capacity on London Bridge services although this could have a negative effect on passengers currently travelling on the Hayes line to London Bridge or Cannon Street. TfL needs to understand the precise effects these proposals will have, by establishing how many passengers will have longer journey times and/or be required to change lines during their journey in the future.

Despite existing spare capacity on the Bakerloo line and the increased number of trains proposed for the Hayes service, there remains the possibility of overcrowding in the future. The population of South East London is increasing, and will keep doing so, especially if the expected new development along the line means a higher number of commuters are living in the area. Overcrowding would limit the benefits of the extension for passengers in inner South East London.

TfL should:

- Conduct further research to establish the extent of any negative impacts on passengers as a result of replacing National Rail with Bakerloo line services.
- Set out its assumptions for the level of crowding on an extended Bakerloo line.

Costs and funding

TfL has given an estimate of £3 billion for the core extension of the Bakerloo line to Hayes and Beckenham Junction, with a further £1 billion cost for extending to Bromley town centre. There are different elements within the core programme, the costs of which have not been specified. First, the new line and stations between Elephant & Castle and New Cross Gate. Second, the replacement of National Rail services on the Bakerloo line. TfL should provide a breakdown of the costs of each element.

We understand that TfL is proposing to fund the Bakerloo line extension from the proceeds of new development along the route. The Committee supports this in principle, while also recognising there will be a wider range of beneficiaries from the programme. TfL should consider how other sources of funding may be utilised, including government grant and revenues from devolved taxes.

TfL should:

- Break down the overall £3 billion estimate for the Bakerloo line extension, to specify the costs of a) the extension from Elephant & Castle to New Cross Gate, and b) the replacement of National Rail services on the Bakerloo line.
- Continue to explore a range of funding sources for the extension programme, and publish more detailed plans for consultation at a later stage.

Bromley extension (option 2)

The Committee supports, in principle, the extension of services to Bromley town centre as part of the Bakerloo line extension, subject to TfL addressing issues discussed in this submission. We note that TfL is planning to carry out further work to assess the feasibility of route and station options, and estimate the costs more accurately. We welcome this, and look forward to commenting on more detailed proposals.

Tramlink

TfL asks if there are other options or routes that could boost growth and transport accessibility in South East London. We believe that, in addition to other services discussed in this submission, TfL should examine the potential benefits of the extension of Tramlink to Crystal Palace and other destinations, to establish how this could provide improved connectivity for South East London residents.

We trust that TfL will take our comments into account and look forward to hearing the outcomes of the consultation in due course.

Yours sincerely,



Caroline Pidgeon MBE AM
Chair of the Transport Committee

Transport for London



Ms Caroline Pidgeon MBE AM
 Chair
 London Assembly Transport Committee
 City Hall
 The Queen's Walk
 London
 SE1 2AA

12 December 2014

Sir Peter Henty CBE
 Commissioner of Transport

Transport for London
 Windsor House
 42-50 Victoria Street
 London SW1H 0TL

Phone 0343 222 0000
www.tfl.gov.uk

Dear *Caroline*

Bus services in London

In May the Mayor sent you our response to the Committee's Report on 'Bus services in London'. In that response TfL made four key commitments. "We will:

- Continue to develop affordable, cost-effective plans to increase capacity where needed.
- Strengthen links with stakeholders, with a new approach to engagement by autumn 2014.
- Build on the report's welcome and strong support for increased bus priority. Engagement will commence with boroughs from autumn 2014.
- Add to the wide range of information we already publish on performance, extending it to journey volumes and occupancy. Update to be provided by December 2014."

To deliver against the four key commitments, the response included an appendix with 17 specific actions. The remainder of this letter provides an update on each of these specific actions.

Review the strategic balance of capacity and demand in preparing for the next issue of the Business Plan

We have reviewed the strategic balance between capacity and demand as part of developing the 2014 Business Plan and as a result have been able to provide extra funding in the period to 2020/21 for additional mileage. This will mean that between 2014/15 and 2020/21 operated mileage will increase by around 5 per cent and passenger journeys are forecast to rise by around 6 per cent, allowing us to meet additional demand. Additionally, the 2014 Business Plan provides £25 million of extra funding for customer-focussed driver training.

The Plan also gives continued support to the £200 million Bus Priority Programme and confirms that 95 per cent of bus stops will be accessible by the end of 2016.

Continue to make the case for overall investment in London's bus network

The 2014 Business Plan puts the bus network at the heart of our strategic plans over the next seven years to 2020/21. London's buses are central to growth and economic development in the Capital. Our case for investment to Central Government, stakeholders and the public will continue to emphasise this.

Publish the number of passenger journeys and the level of bus-kilometres operated on each route

We published data this summer on the TfL website of the number of passenger journeys and the level of bus-kilometres operated for each route for the years 2010/11 to 2013/14. This is provided as a spreadsheet accessible under the heading 'Bus passenger usage data' at <https://www.tfl.gov.uk/corporate/publications-and-reports/buses>. Data for 2014/15 will be published in summer 2015.

Review whether the new process for estimating passenger alighting points using Oyster card data yields a sufficient sample in terms of network coverage to permit the construction of a robust indicator of 'busyness'

We have reviewed the process for estimating passenger alighting points using Oyster card data and have appended the feasibility report that outlines our findings to this letter.

The inherent limitations of the process for estimating passenger alighting points make it difficult to create a reliable performance indicator of crowding; however work is ongoing to address a number of these limitations. We expect this next stage to take at least a further 12 months to complete.

We are also investigating the potential for using social media to supplement existing methods of determining where there are issues on the network, such as poor reliability or crowding. This includes getting expert advice on ways to extract potentially relevant data.

Replace the current borough engagement programme with a process designed to develop a shared list of development issues from both the borough and the TfL perspective, such as forthcoming planning approvals or potential bus priority schemes

We launched the next stage in developing our engagement on bus service planning and bus priority with local authorities at a Bus Network and Priority Seminar on 8 October. This seminar was attended by over 60 borough members and officers from all 33 London boroughs as well as representatives from local authorities that border London. Our new approach was well received based on feedback we have had from borough colleagues.

The main focus of this development is a series of strategic meetings with each London borough (and local authorities that border London). These meetings will provide an additional opportunity for senior local authority officers and cabinet members to pass on intelligence about developing issues within their borough, including land use developments, the outlook for education and healthcare, and other borough initiatives. Senior representatives from TfL will attend. The meetings should thus be a useful way for us and the boroughs to mutually consider how buses can best support such change in ways that are worthwhile, affordable and sustainable. Equally it will also be an opportunity to discuss ways that the local authorities can use their powers (e.g. in development control or on their highways) to assist in maintaining and developing what is one of the most extensive bus networks in the world.

These meetings will complement the existing Public Transport Liaison Meetings which most boroughs hold, and which will continue to have a wider role in discussing all public transport issues.

We will also continue to formally consult on all proposals to change the bus network. All consultations to bus services can be found at <https://consultations.tfl.gov.uk/>. We will continue to notify local authorities and other key stakeholders by email about any service change that directly affects them. Where the proposal involves a significant change in routeing, serving new roads or the removal of a service, the consultations will continue to be promoted widely using a variety of channels, such as emails, notices at bus stops, leaflet drops and public drop in sessions.

We wrote to all local authorities on 24 November setting out the new approach and will contact them all over the next few weeks to arrange a date and time for their strategic meeting; the first two meetings have already taken place with Croydon and Hackney and we will aim to complete the first round of these meetings with every local authority by October 2015.

The new meetings will be a focus for discussion and engagement on bus service planning and engagement. At the same time all stakeholders will still be able, at any time, to raise any issue or concern with the TfL Consultation Team or with their contact from the Borough Engagement Team.

Introduce a forum with London TravelWatch where aspirations for the bus network can be discussed alongside feedback from the borough meetings

We introduced the forum meetings with London TravelWatch on 10 April and now plan to continue these at roughly quarterly rather than six monthly intervals. The feedback from the first two meetings has been very positive.

Publish a statement on the work areas which need to be prioritised overall

We indicated in our response in May that we would publish a statement on the work areas to be prioritised in summer 2015.

We now plan to publish this in autumn 2015 to coincide with the completion of the strategic meetings with the boroughs by October 2015 so that we can incorporate the outcome of those discussions in the statement. We will then keep this statement under review as discussions develop with the boroughs and other key stakeholders over subsequent months and years.

Continue to participate fully in all of the active working groups planning health service reconfigurations. Ensure that each reconfiguration project is aware of the scope of data required for consideration of changes to public transport services

We held a workshop on healthcare reconfiguration with colleagues from the NHS on 3 November 2014. Healthcare reconfigurations are happening across London and experience has shown that transport is an important consideration in this process for patients, visitors and NHS staff. The purpose of the workshop was to give NHS colleagues up to date information on how TfL can help decision-makers who are dealing with the transport impacts of healthcare reconfiguration. The workshop was well attended by 30 participants across London NHS practitioners, Trusts and Clinical Commissioning Groups (CCGs). Feedback from the workshop will help shape future engagement events with our NHS colleagues.

Consider the value of presenting adjustments for bus network capital investment and revenue foregone in relevant publications. Determine whether it is possible to present the information in a way that is comparable with rail and other modes

We have included a table on Bus Subsidy in the 2014 Business Plan (Table 9 on page 79) which separates the bus operators' capital investment from general operating expenditure, more akin to the way financial information is presented in the rail modes. This also adjusts for the revenue forgone for passengers qualifying for free or subsidised travel under TfL schemes. This shows that bus revenue (adjusted for all concessionary travel) more than covers operational expenditure (i.e. adjusted for capital investment) throughout all the years of the Business Plan. We will investigate the appropriateness of producing this table for other modes in future Business Plans.

Publish the current gross cost per passenger kilometre for the bus network in a suitable document, for example the Annual Report or the Budget document

The Committee's report used total 2012/13 gross operating expenditure per passenger kilometre to compare the cost effectiveness of TfL's modes. This includes all operating expenditure, but excludes capital purchases. Income is also excluded as Mayoral policy means that buses carry more passengers on concessionary fares than the other modes. Therefore using gross operating cost excludes the misleading effect of concessionary travel. The table below shows this data updated for 2013/14.

We will publish the latest gross cost per passenger kilometre, for all modes, in the 2015/16 Budget document and in each year thereafter.

Gross expenditure of each mode in 2013/14			
2013/14	Passenger kilometres (millions)	Gross expenditure (£m)	Gross expenditure per passenger (£)
London Buses	8,420	2051.4	0.24
London Underground	10,423	2541.6	0.24
Docklands Light Railway (DLR)	537	152.5	0.28
London Trams	162	38.0	0.23
London Overground	840	231.0	0.27
All above modes	20,383	5014.5	0.25

Find new ways to meet the needs of part-time workers with a view to introducing a part-time Travelcard

The Mayor announced on 11 November plans, from January 2015, to reduce the daily cap for 'Pay As You Go' (PAYG) Oyster card and contactless payment card users to become one fifth of the cost of a 7 Day Travelcard to Zone 1. This will produce a much fairer commuting cost for many part-time workers and will benefit those with unpredictable working patterns. We estimate that over 600,000 customers will pay lower fares over the course of a typical week.

Commence engagement with boroughs to present analysis and seek views on how the bus priority funding should be allocated. This will then be followed by wider engagement with all other stakeholders

We commenced stakeholder engagement on the Bus Priority Programme in June and July with high level presentations to the Local Government Technical Officers Group (LoTAG), London TravelWatch and the five Sub-Regional Panels. Bus priority was also a key part of the Bus Network and Priority Seminar we held with local authorities on 8 October. Individual borough engagement on potential bus priority schemes started in August.

So far we have visited 28 boroughs to discuss opportunities for new bus priority and should have visited the remaining 5 boroughs before the end of the year.

Consider expansion of TfL staff resource dedicated to bus priority as part of our wider work to ensure the efficient and timely delivery of the Mayor's roads programme

We have increased the number of staff dedicated to developing bus priority schemes and have also put in place a governance process of senior staff that is meeting monthly to progress the Bus Priority Programme.

Bring the entire London bus fleet up to at least Euro 4 engine emission standard for oxides of nitrogen (NOx) and particulate matter (PM)

We had just over 3,400 Euro II and Euro III buses in the fleet in April 2013 and by the end of March 2015 this number will have reduced to approximately 1,000 unmodified Euro III buses following the retrofit of 1,400 buses with filters to remove NOx and the withdrawal of over 1,000 vehicles. We are on course to have withdrawn or retrofitted all the remaining Euro III buses by the end of 2015.

Publish details of the fuel consumption of the New Routemaster compared to the conventional diesel buses that they replace

We published details of the fuel economy of the New Routemasters (NRMs) on 2 October. This showed the results for the first six routes which use NRMs and indicated a significant increase in the average miles per gallon (MPG) of NRMs compared with the vehicles previously used:

- Route 11 - from 4.7 MPG to 7.4 MPG (57 per cent increase);
- Routes 24 and 390 (combined) - from 5.4 MPG to 7.4 MPG (37 per cent increase);
- Route 9 – from 3.9 MPG to 6.2 MPG (59 per cent increase);
- Route 148 – from 5 MPG to 6.9 MPG (38 per cent increase);
- Route 10 – from 4.4 MPG to 6.5 MPG (48 per cent increase).

Introduce 1,700 hybrid buses in service, making up broadly 20 per cent of the bus fleet

We now have over 1,000 hybrid buses in the bus fleet and, with orders already placed, are on course to have over 1,250 in service by the end of March 2015. This will increase to 1,700 by 2016 and we expect to have over 3,250 hybrid buses in the London bus fleet by the time the proposed Ultra Low Emission Zone (ULEZ) is introduced in 2020.

Trial wireless charging infrastructure and range-extended diesel-electric hybrid double-deck buses

We are part of the EUs ZeEUS (Zero Emission Urban Bus System) project which is testing innovative electric bus technologies with different charging infrastructure solutions in eight demonstration sites across six European countries.

In London our trial is progressing well and has seen a number of key milestones being fully met. Contracts have been signed with Alexander Dennis (ADL) for the supply of three range-extended diesel-electric hybrid double-deck buses with wireless charging capabilities. The first specially adapted chassis is due to be completed during March 2015, with the first bus being completed during July/August.

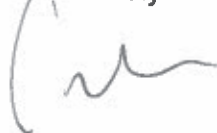
ADL will also lead a consortium of several partners to supply and install the wireless ground charging infrastructure and monitoring equipment. Route 69, operating between Canning Town and Walthamstow, is the selected route on which the two year technology demonstration trial is to be conducted.

We are also preparing for the proposed Ultra Low Emission Zone (ULEZ) which would require zero-emission at tailpipe single deck buses in central London. The eight pure electric buses we currently have on four routes (312, 507, 521 and H98) are helping us to establish how the technology can be cost effectively and reliably introduced more widely. We are specifying an option for electric vehicles in some tenders for single deck routes which we will evaluate against options for Euro VI diesel vehicles ahead of the first tender for routes that enter the ULEZ.

Conclusion

In conclusion, I hope that you will agree that TfL has made considerable progress in answering the issues your Committee raised in its report. Leon Daniels and his team would also be happy to meet you and/or your Committee early in the New Year to answer any questions you may have about the progress we have made.

Yours sincerely



Sir Peter Hendy CBE

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Appendix: Report on the feasibility of using Oyster data to measure bus loadings

Introduction

Monitoring usage is a critical element of bus service planning. Proposals for network changes are developed in response to strategic challenges, land use development, and aspirations and suggestions from passengers and stakeholders by analysis of survey data, Oyster card boarding data, and stakeholder correspondence. Service changes are made regularly to ensure the network is continuously updated to reflect changes in travel demand.

The increase in funding in the 2014 Business Plan has enabled a higher growth in operated mileage of 5 per cent between 2014/15 and 2020/21. This additional service will be targeted at the busiest parts of the network to best cater for the forecast increase in demand (6 per cent to 2020/21).

Further exploitation of Oyster data has the potential to complement the above approach and enhance the network planning process. This note summarises work to date on the feasibility of using the data in this way.

Requirements

Occupancy data is currently sourced through surveys, undertaken on all routes on a rolling basis, with 200 fixed locations and as many ad-hoc locations as are necessary to respond to emerging issues.

Oyster data has not been used in this way up to now because passengers are not required to 'tap out' on alighting the bus. Therefore we do not know when they get off and hence cannot use this data to measure loads. A fundamental requirement is therefore that we develop a robust process for estimating passenger alighting points.

With this in place, any measure must be capable of identifying bus loadings on individual buses. To allow aggregations and comparisons of crowding between routes with different size buses, some means of providing the information in a consistent manner is required. This is achieved by dividing the occupancy on board by the capacity of the bus to give the loading.

Potential data sources considered

To provide network-wide occupancy data that can be applied to the planning process, data is required consistently over time to enable trend analysis and avoid bias induced by 'spikes' in demand or seasonal impacts. This requires the need for an automatically-generated dataset. Three main sources were considered: vehicle weighing; automatic passenger counting; and using Oyster data.

Vehicle weighing techniques to estimate loadings are used extensively for rail networks, including on 'London Tramlink'. However, investigation into bus-weighing to measure occupancy shows that the technology is less well-proven, particularly in the context of a large, complex network. It would likely require significant additional investment, particularly if a large sample of buses were needed on each route to be measured, and would take a long time to roll out.

Automatic passenger counting uses CCTV cameras and image recognition software, and in some cases equipment at doors to count boardings and alightings. Automatic passenger counting is more obtainable due to the hardware already on board (CCTV cameras). A prototype trial as part of the 'Year of the Bus' has been conducted providing an 'upper deck occupancy' data screen next to the entrance to inform passengers of the number of seats available on the upper deck. The aim is to encourage more passengers to use the upper deck (when possible), thus improving the flow of passengers on board.

The next stage of the trial will expand the number of buses with the screens, evaluate customer feedback, validate the data through surveys, and investigate its potential to provide meaningful occupancy data. The trial will be extended to 21 buses, taking place throughout the first part of 2015. Counting people on the lower deck is much more difficult (the technology works by recognising distinct shapes in specific locations, i.e. bodies on chairs). This will be investigated further as part of the trial.

To tackle the lack of alighting point information in **Oyster data**, a technique which estimates passenger alighting points has been developed. This combines Oyster and iBus data to geographically locate bus boardings and estimate alighting points based on individual passenger journey characteristics (such as interchange and return journeys). Approximately 87 per cent of journeys on the bus network are currently made using Oyster cards on a typical day; destinations can be inferred through this technique for around three quarters of these journeys, though this varies route by route.

Using Oyster data is considered to be the best of the three approaches currently available to infer bus loadings, although the trials of counting using CCTV will continue.

Review

Having selected a preferred technique, analysis of the Oyster-based data has been conducted to determine its accuracy and robustness. Anecdotal evaluations of accuracy have been conducted on a route-by-route basis by comparing output with surveyed data. A more comprehensive, structured evaluation of accuracy will be undertaken once data is available and used on a regular basis. To evaluate how robust the technique is, we have identified areas and times when it is less

successful. School routes, for example, are particularly affected, with the technique able to infer destinations for only half of all journeys. Night routes and routes with hail and ride sections are also adversely affected.

Forensic analysis is possible with this dataset, enabling identification of times and locations with consistently high or very high occupancy that are potentially in need of intervention. Caution must naturally be applied when interpreting output, as routes with high occupancy might not necessarily have crowding or capacity issues. Some routes are consistently busy along their entire length but without any significant crowding issues. While these routes would return high occupancy, another route with crowding issues in one specific location, but low occupancy elsewhere may return a lower overall occupancy rate.

Whilst this technique provides a significant step forward in data availability and regularity, there are a number of limitations which affect its robustness. As previously described only Oyster journeys are included in this technique. Approximately 87 per cent of journeys on the bus network are made using Oyster cards on a typical day (the remaining 13 per cent use contactless payment cards, paper tickets, etc). Plans are in place to extend the technique to include contactless payment cards, but a residual element of around 10% of journeys that cannot be included in this technique due to the non-structured format of the ticketing data will remain for the foreseeable future.

Of all Oyster journeys, the technique is able to infer the likely alighting stop of approximately three quarters of journeys. The network average of destination-inferred journeys is therefore around 60 per cent to 70 per cent of all journeys. Whilst there is some variance of this rate (most notably with school routes and night buses) it is generally consistent across the network. Work is ongoing to develop a method for scaling journeys to take into account both the journeys that cannot be destination-inferred and the non-Oyster journeys. The factor is however unproven at the detailed level required for this calculation.

A further limitation is that data extracted through this technique is not available in real time, taking around four days for post-processing to take place.

The capacity data used in this investigation is the actual capacity of each bus, as defined by the manufacturer. Of particular importance is making sure this data is up to date. Currently the fleet capacity numbers are refreshed on an annual basis. A project to increase the frequency of refresh is underway.

Conclusion

The new technique for estimating passenger alighting points using Oyster and iBus data is a significant step towards automatic loadings data, making possible a range of enhanced and new analyses.

The inherent limitation of this technique is the exclusion of over 30 per cent of passenger journeys, whose destinations cannot be inferred. This makes it difficult to create a reliable performance indicator of crowding. However, work is ongoing to address this limitation. Full automation of the process for estimating alighting points is being implemented and work to use this data alongside bus capacity inputs is underway.

We expect these pieces of work to take around 12 months after which a final conclusion on its use for capacity and performance management will be made.