

AGENDA

Meeting: Transport Committee

Date: Tuesday 23 January 2024

Time: 10.00 am

**Place: Chamber, City Hall,
Kamal Chunchie Way, London, E16 1ZE**

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Members of the Committee

Keith Prince AM (Chairman)

Unmesh Desai AM

Caroline Pidgeon MBE AM (Deputy Chair)

Neil Garratt AM

Elly Baker AM

Joanne McCartney AM

Siân Berry AM

Sem Moema AM

Andrew Boff AM

Nick Rogers AM

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

Proper Officer: Mary Harpley, Chief Officer
Monday 15 January 2024

Further Information

If you have questions, would like further information about the meeting or require special facilities please contact: Paul Goodchild, Principal Committee Manager; Email: paul.goodchild@london.gov.uk. For media enquiries please contact: Anthony Smyth, External Communications Officer; Email: anthony.smyth@london.gov.uk. If you have any questions about individual items please contact the author whose details are at the end of the report. If you have a public enquiry please contact the City Hall Public Liaison Unit on 020 7983 4000.

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Certificate Number: FS 80233

Agenda

Transport Committee

Tuesday 23 January 2024

1 Apologies for Absence and Chairman's Announcements

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

2 Declarations of Interests (Pages 1 - 4)

Report of the Executive Director of Assembly Secretariat

Contact: Paul Goodchild, paul.goodchild@london.gov.uk

The Committee is recommended to:

- (a) **Note the list of 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 - 52)

The Committee is recommended to confirm the minutes of the meeting held on 30 November 2023 to be signed by the Chairman as a correct record.

4 Summary List of Actions (Pages 53 - 100)

Report of the Executive Director of Assembly Secretariat

Contact: Paul Goodchild, paul.goodchild@london.gov.uk

The Committee is recommended to note the completed and ongoing actions arising from previous meetings of the Transport Committee, and additional correspondence received.

5 Action Taken Under Delegated Authority (Pages 101 - 110)

Report of the Executive Director of Assembly Secretariat

Contact: Paul Goodchild, paul.goodchild@london.gov.uk

The Committee is recommended to note the action taken by the Chairman of the Committee under delegated authority, in consultation with the Deputy Chair and party Group Lead Members, namely to agree a letter to the Mayor of London on river services.

6 Taxi and Private Hire Vehicles (Pages 111 - 114)

Report of the Executive Director of Assembly Secretariat

Contact: Richard Clarke, richard.clarke@london.gov.uk

The Committee is recommended to:

- (a) Note the report as background to putting questions to invited guests and note the subsequent discussion; and**
- (b) Delegate authority to the Chairman, in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.**

7 Transport Committee Work Programme (Pages 115 - 118)

Report of the Executive Director of Assembly Secretariat

Contact: Richard Clarke, richard.clarke@london.gov.uk

The Committee is recommended to:

- (a) Note its work programme; and**
- (b) Delegate authority to the Chairman, in consultation with the Deputy Chair and party Group Lead Members, to agree the extension of the appointment of two members of the London TravelWatch Board.**

8 Date of Next Meeting

The next meeting of the Committee is scheduled for 20 February 2024 at 10.00am in the Chamber, City Hall.

9 Any Other Business the Chairman Considers Urgent

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Subject: Declarations of Interests

Report to:	Transport Committee
Report of:	Executive Director of Assembly Secretariat
Date:	23 January 2024
Public Access:	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 interests;**
- 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 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.

3.2 Relevant offices held by Assembly Members are listed in the table below:

Assembly Member Interests

Member	Interest
Marina Ahmad AM	
Lord Bailey of Paddington AM	Member, House of Lords
Elly Baker AM	
Siân Berry AM	
Emma Best AM	Member, London Borough of Waltham Forest
Andrew Boff AM	Congress of Local and Regional Authorities (Council of Europe)
Hina Bokhari AM	Member, London Borough of Merton
Anne Clarke AM	Member, London Borough of Barnet
Léonie Cooper AM	Member, London Borough of Wandsworth
Unmesh Desai AM	
Tony Devenish AM	Member, City of Westminster
Len Duvall AM	
Peter Fortune AM	
Neil Garratt AM	Member, London Borough of Sutton
Susan Hall AM	Member, London Borough of Harrow
Krupesh Hirani AM	
Joanne McCartney AM	Deputy Mayor
Sem Moema AM	Member, London Borough of Hackney
Caroline Pidgeon MBE AM	
Zack Polanski AM	
Keith Prince AM	Member, London Borough of Havering
Nicholas Rogers AM	
Caroline Russell AM	Member, London Borough of Islington
Dr Onkar Sahota AM	Congress of Local and Regional Authorities (Council of Europe)
Sakina Sheikh AM	Member, London Borough of Lewisham

3.3 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).

3.4 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.

3.5 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.

3.6 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.

3.7 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 £50 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.

3.8 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 [gifts and hospitality database](#) may be viewed online.

- 3.9 If any gift or hospitality received by a Member is not set out on the online 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 £50, Members are asked to disclose these at the meeting, either at the declarations of interest agenda item or when the interest becomes apparent.
- 3.10 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.

List of appendices to this report:

None

Local Government (Access to Information) Act 1985

List of Background Papers:

None

Contact Information

Contact Officer:	Paul Goodchild, Principal Committee Manager
E-mail:	paul.goodchild@london.gov.uk

MINUTES

Meeting: Transport Committee

Date: Thursday 30 November 2023

Time: 10.00 am

**Place: Chamber, City Hall,
Kamal Chunchie Way, London, E16 1ZE**

Copies of the minutes may be found at:

www.london.gov.uk/about-us/london-assembly/london-assembly-committees

Present:

Keith Prince AM (Chairman)

Caroline Pidgeon MBE AM (Deputy Chair)

Elly Baker AM

Siân Berry AM

Andrew Boff AM

Unmesh Desai AM

Neil Garratt AM

Joanne McCartney AM

Nick Rogers AM

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

1.1 Apologies for absence were received from Sem Moema AM.

2 Declarations of Interests (Item 2)

2.1 The Committee received the report of the Executive Director of Assembly Secretariat.

2.2 **Resolved:**

That the list of offices held by Assembly Members, as set out in the table 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 27 September 2023 be signed by the Chairman as a correct record.

4 Summary List of Actions (Item 4)

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

4.2 Resolved:

That the completed and ongoing actions arising from previous meetings of the Transport Committee be noted.

5 Transport Safety Part 2: Personal Security (Item 5)

5.1 The Committee received the report of the Executive Director of Assembly Secretariat as background to putting questions on transport safety, specifically regarding the personal safety and security of those using the network, to the following invited guests:

- Siwan Hayward OBE, Director of Compliance, Policing, Operations and Security, Transport for London (TfL);
- Mandy McGregor, Head of Policing and Community Safety, TfL;
- Alex Smith, Head of Campaigns, London TravelWatch;
- Chief Superintendent Chris Casey, Divisional Commander, London and South East England, British Transport Police (BTP); and
- Detective Chief Superintendent Christina Jessah, Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service (MPS).

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

5.3 During the course of the discussion the Divisional Commander, London and South East England, BTP, agreed to provide the following:

- Location of crime data held by BTP on the whereabouts of incidents that had been reported (e.g. within stations, on platforms, or on trains);
- The factors which caused people to download the BTP's Railway Guardian app, specifically if people primarily downloaded it when they had recently witnessed an incident;
- The proportion of reports which came in through the Railway Guardian app;
- Detail on changes to the number of crimes being reported on the Night Tube since it had come back into service; and

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Transport Committee
Thursday 30 November 2023**

- Information on the BTP's standards for how long it took for CCTV evidence to be requested, and if the BTP was meeting those standards.

5.4 During the course of the discussion, the Director of Compliance, Policing, Operations and Security, TfL, agreed to provide the following:

- Location of crime data held by TfL on the whereabouts of incidents that had been reported (e.g. within stations, on platforms, or on trains);
- Details of TfL's international research into methods of dealing with personal safety on public transport systems, particularly regarding Violence Against Women and Girls, hate crime, and fare evasion;
- Information from the upcoming Passenger Safety Forum on ways to increase the number of female taxi and private-hire vehicle drivers; and
- Confirmation on when improvements to wi-fi and mobile phone connectivity would be expected on the Tube network.

5.5 During the course of the discussion the Head of Policing and Community Safety, TfL, offered to provide data regarding the change in levels of reporting of sexual harassment following the launch of TfL's Active Bystander campaign.

5.6 During the course of the discussion the Operational Command Unit Commander, Roads and Transport Policing Command, MPS, agreed to provide diversity figures for MPS staff who work on the transport network.

5.7 **Resolved:**

(a) That the report and discussion be noted.

(b) That authority be delegated to the Chairman, in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.

6 Transport Committee Work Programme (Item 6)

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

6.2 **Resolved:**

That the Committee's work programme and the additional activity undertaken since its last meeting, namely the Thames Clippers site visit on the River Thames, be noted.

7 Date of Next Meeting (Item 7)

7.1 The next meeting of the Committee was scheduled for 18 December 2023 at 10.00am, in the Chamber, City Hall.

8 Any Other Business the Chairman Considers Urgent (Item 8)

8.1 There was no other business.

9 Close of Meeting

9.1 The meeting ended at 12.36pm.

Chairman

Date

Contact Officer: Paul Goodchild, Principal Committee Manager; Email: paul.goodchild@london.gov.uk

London Assembly Transport Committee – 30 November 2023
Transcript of Agenda Item 5 – Transport Safety Part 2: Personal Security

Keith Prince AM (Chairman): We now move to the main item of business, which is our question-and-answer session. This is the second part of our investigation and today we will be focusing on personal security. First of all, I would like to welcome our guests. Can I start with Siwan Hayward OBE, Director of Compliance, Policing, Operations and Security, Transport for London (TfL). Second, can I welcome Mandy McGregor, and she is Head of Policing and Community Safety, TfL. I then turn to someone who we have seen quite a lot of recently, Alex Smith, Head of Campaigns, London TravelWatch. Then a new first for Chief Superintendent Chris Casey, Divisional Commander, London and South East England, British Transport Police (BTP). Then finally another new guest is [Detective Chief Superintendent] Christina Jessah, Operational Command Unit Commander, Roads and Transport Policing Command (RTPC), Metropolitan Police Service (MPS). There we are, good.

We shall now kick off the session. I am going to start with the first question, and this is to all. What are the latest trends for harassment and hate crime on the public transport network? I will start with you, Chief Superintendent.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I suppose hate crime, particularly at the minute, is a significant increase, even before what we call Operation Overhand, which is BTP's response to the tension that is raised following the conflict in Israel with Hamas. We were already starting to see hate crime was increasing year-on-year but particularly during October/November [2023] we have seen really significant increases in hate crime, particularly antisemitic hate crime, but also anti-Islamic hate crime as well. Broadly in the direction of growth in that space, which is concerning.

But there is a part to it that to some degree there is a bit about confidence in reporting and over the last few years we have done a huge amount around the We Stand Together campaign. We have introduced loads of new channels for people to report to us in terms of text systems, the Guardian app, and a variety of other methods of effectively online reporting, etc, which plays a part and there is a bit about confidence and there is a bit about routes to report to us as well that has helped in that space.

In terms of sexual harassment, we are getting a much clearer picture of that now because the last couple of years we have started to flag sexual harassment and incidents that probably we would not have recorded in the past because they were not particularly clear maybe in the legislation. But we do record those, and we flag them. The new legislation in the new year [2024] will make that easier to discern. But effectively that has been a growth area, but we have not always had the picture in the longer term to be able to compare against.

Keith Prince AM (Chairman): Detective Chief Superintendent (DCS) Jessah?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): We have also seen an increase in the reporting from all kinds of hate crime, but particularly, as Chris has said, with antisemitic hate crime, crime against Muslim victims, and also homophobic crime. For similar reasons, we have been part of many campaigns in the last year, which has encouraged reporting and also raised awareness among staff of how to flag our

reports correctly so that the victims can be identified with their protected characteristics. Also having the confidence to flag it to the appropriate teams to progress for them.

Keith Prince AM (Chairman): Thank you.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Good morning. Thank you for this opportunity and I will not go over the grounds that my police colleagues have covered in terms of the data. But broadly, as TfL, with our policing partners we are absolutely committed that every journey in London should be safe and feel safe.

In terms of thinking about how we prioritise our activity and resources, we significantly focus effort and attention on those groups who suffer and experience victimisation and abuse. We have a 'harm-led' approach because we are acutely conscious that feeling safe on public transport is vitally important in the choices that people make about the journeys, they take across the capital. Therefore, as my police partners have already said, we recognise that hate crime, all forms of hate crime, is underreported and with our police partners we have put huge effort into making clear and visible, across the public transport network, that we recognise hate crime. That hate crime is not tolerated in any way on our network.

In addition to that reporting campaign that you have seen, which very much calls out the solidarity that we want to see between users of public transport, about saying we stand together against hate crime. In addition to that, we in TfL, with our police partners, do a huge amount of work with various stakeholder groups to increase the confidence to reporting hate crime and knowing that reporting of hate crime will result in action - action being taken against perpetrators - and create a safer network. Therefore, alongside that stakeholder engagement to address underreporting, we have also done a significant amount of work to encourage active bystander involvement to challenge, to be part of addressing that challenge of hate crime occurring on the network.

My colleagues have already touched on the figures and the rise that we have seen in particular since 7 October [2023]. But it is worth noting that hate crime on public transport normally occurs because of another incident, because of someone being challenged about their fare, because of an altercation between passengers where hate then comes out. Or because of people's frustration about the delays in a service or other issues. People do not come on to our network to commit hate crime. It comes about because of other issues that are happening. There is something important for us about looking at those precursor events as well.

But, overall, we all recognise that hate crime is probably underreported and we are putting huge effort, particularly through stakeholder groups, as well as our wider publicity, to encourage the reporting of hate crime. Both BTP and the MPS have done some quite good work as well in terms of looking through social media and looking at, when hate crime has been filmed but the victim has not reported, still acting on that information, reaching out through direct messaging to try to encourage that culture that crime is reported, it is acted on, and we create a culture, which feels safe and welcoming and inclusive for everyone.

Keith Prince AM (Chairman): Thank you.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): I think my colleagues have said it very well. But just to say about six percent of total crime is flagged as hate crime and racist hate crime accounts for about three-quarters of that. As Siwan says, we are doing everything we can to encourage reporting. Insight from London TravelWatch and other stakeholders is really part of our approach to improving our understanding and then how we act on that.

Alex Smith (Head of Campaigns, London TravelWatch): Thank you. I will not go over the numbers again. That is a really helpful illustration. I would just touch on the reporting point, which is important and as has been recognised it is likely a significant underestimation of the true picture of hate crime out there, which is why the work is important that is being done to raise awareness of reporting, how you can make it easy to report, and so that something will happen if you report.

I would also add, it sounds very basic, but just making sure people know what hate crime is. We have had instances where we have been talking to people about something that has happened to them. They have not realised it is a hate crime. Obviously, there are more extreme cases where it is very clear, but again there is maybe not a full understanding among the public of what constitutes a hate crime. Obviously, if you do not know it is a hate crime, how can you report it.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Can I just add to that point, our messaging to customers is that they should not worry about whether it is a crime or not, that is for the police to determine. But if there are any incidents that are worrying them or they feel victimised please come forward and report it, the police will then investigate and determine if it is a crime and then the actions taken in response to that.

Keith Prince AM (Chairman): Thank you. Have we seen any changes in patterns post-pandemic at all? Has the pandemic had any effect on the patterns of these incidents, harassment and hate crimes?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Broadly, yes. Particularly in terms of the Underground. Pre-pandemic we had an established level of crime. As we went into the pandemic obviously the network is less busy, less opportunity to commit certain crimes, sex offences particularly. There is less cover so to speak in terms of the network is less busy. Broadly, we saw huge reductions during the pandemic, and then as the network has started to recover and get back to normal - and it is there now in terms of back to pretty normal, busy network - we are starting to see that the majority of the crime has rebounded effectively and, in some cases, grown. Particularly acquisitive crimes of theft, robbery, shoplifting, fare evasion, and then the associated public order incidents that go with that. They are all a growth area post-pandemic and there are some significant changes in that space, which have been reported on recently.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): I would just say the proportion of hate crime as total crime has not changed significantly. It is around six percent that was the same during COVID and sex offences, again, everything dropped significantly in terms of level, but the proportion did not change too much. Where we have seen growth is in sexual harassment. Therefore, not offences under the Sexual Offences Act, but public order, sexually motivated comments, gestures, that is where we have seen a big growth in terms of reports to BTP.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): I hope you are all aware that we put a really significant effort in terms of raising awareness and understanding of what constitutes sexual harassment and the behaviours that we do not tolerate on our network. In collaboration, there is a significant public awareness campaign, which names the behaviours that are unacceptable on our network. From a lot of the research that we have done and clearly helped by a lot of the insight we get from London TravelWatch and partners, we know that women who experience sexual harassment, a lot of times they do not think the behaviour constitutes an offence, as we have already talked about. They also think that it is not going to be taken seriously by the police, therefore we put a lot of effort - and police partners put a lot of effort - into publicising the action that they take and the value of all reporting.

It is absolutely fine for a victim or someone who experiences sexual harassment not to necessarily go through the criminal justice system. But all the reports, all that information, all that intelligence, helps build a picture.

In terms of where we have seen a rise in the reporting of sexual harassment, for us that is incredibly positive because we know that women experience sexual harassment across society and on public transport. We know that those crimes have historically been significantly underreported. That is an area where we want to see this reporting gap close. Therefore, the increase in reporting we are seeing as a very positive sign that there is more confidence to come forward and there is confidence in policing and that therefore there is far more action that can be taken by our police partners against those who perpetrate these offences.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Just one quick point on the back of that as well, something Siwan said, there is the point for us as well in terms of the crime we are detecting, that is based on particularly sexual offences, we detect about 15 percent or 16 percent of those crimes. That does not sound huge but in terms of if you look at it as a comparator of policing across the country it is a fairly good position, but it is not somewhere we are comfortable with in terms of that solve rate. But there is a part in the victim's voice, it is not always that a prosecution is what the victim wants. This is something that previously we may not have understood that well enough or been as open to that and we may have been very tunnel-vision on prosecution effectively being the outcome. It is something that we are trying to get better in terms of recording what was it the victim wanted out of this, and they may not want a prosecution. Therefore, that number may not reflect fully the number of victims who are satisfied with the police outcome. Just a minor point on the back of that.

Keith Prince AM (Chairman): Assembly Member Berry?

Siân Berry AM: Just quickly, I wanted to go back to Chief Superintendent Casey and what you said about the drop off in overall crime levels as a whole on the transport network during the pandemic and the fact that has come back. How did you change your deployments and what did you do with your teams during that period? Did you put, for example, more effort into solving each one, doing investigations, or was there plenty for you to do?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): It was interesting. In terms of there was greater capacity, more time to spend on each investigation. Therefore, broadly across the piece - I do not have the exact number in front of me - but our detection rates for crime increased fairly significantly. We also had more capacity and people stood out more in terms of 'county lines' activity. People who were travelling around the network stood out more because there was less need to be travelling. There were different areas where effectively that resource was put to. But it did demonstrate the level of resource versus the amount of crime. We could get much better rates. It is always the case, is it not, if we have more people, we can always do more. But effectively that was the picture we saw during COVID.

Siân Berry AM: OK, that is really interesting. Therefore, there is a relationship between the level of resource and the amount you can do and the number of results that you get. That could be used to make arguments for further budget increases in the future. You should definitely be writing that evaluation up, I think. Sorry, Mandy.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): I was just going to comment that BTP played a really important role in helping to enforce the public health regulations at the same time.

Siân Berry AM: Of course, yes, thank you.

Keith Prince AM (Chairman): Assembly Member Desai.

Unmesh Desai AM: Thank you, Chair. Good morning, panel. If I can ask you, Siwan, you have talked about working with stakeholders. Can I also commend awareness-raising campaigns that you run and the messaging. I think credit should be given where it is due and it is visible and, in my opinion, effective. But the question I want to ask is, you talked about working with stakeholders, can you tell me who some of the stakeholders are and how do you work with them and, in particular, do you work with community groups like the Community Security Trust (CST), Tell Measuring Anti-Muslim Attacks (MAMA)?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): We benefit in TfL that we have an active and engaging stakeholder team and Alex will know them very well. They support the management of ongoing and very informed collaborative stakeholder relationships for us. I could give you a long, long list of all the organisations that we work with. But obviously particularly in the area of hate crime we have done a lot of work with the CST, within the Jewish community, with a number of the different organisations representing Jewish communities across London. We do work with the Muslim Council of Britain. We do work internally with our own staff networks as well, which are important insights and feedback loops for us. We work with Tell MAMA, Galop, Antisemitism UK, Changing Faces. We have done a lot of work, and this particularly came up during COVID where we did see a shift in pattern in hate crime in terms of both the victimisation, but the level of fear being felt by colleagues from this South Asian, Southeast Asian community. Because there was, as you know, some very polarising views. Therefore, we developed effective relationships with groups representing the interests of Asian and Southeast Asian communities and their particular victimisation that they experienced during COVID and beyond that.

There is a long list of different organisations we work with. Mandy is very much at the forefront of this, but in terms of our commitment to the vision that we all share to end violence against women and girls (VAWG), and for us that means ending VAWG on public transport, it means TfL playing its full role in terms of VAWG in public spaces. But it also means seeking to end the sexual harassment and sexual offences experienced by our frontline staff. Therefore, we have this three-pronged approach in our overarching ending VAWG programme. We have an established group of organisations, representing the interests of women and girls, who we use on a regular basis to inform our programme, to give us feedback on the work that we do, and to bring us insight in terms of where our priorities and resources should be.

Do you [Mandy] want to help outline the groups we work with?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): You have covered many of them. There are different levels. Siwan has mentioned the strategic engagement, most of that is led centrally by our Strategic Engagement Team. But an incredible amount of effort is done on the network level, engagement events where you will have frontline officers, both our own in TfL, but our police partners, going into communities, meeting with community groups, holding events to end VAWG, 25 November [2023] and the 16 days of activism. We have a number of events that we are running locally with Galop, Hestia, and other organisations. Therefore, our frontline engagement activity is key to that, working alongside these community groups out on the network or in the communities. Trying to understand their experiences, their concerns. Then also having an opportunity to speak to police about what we are doing about it. That is a fundamental part of our approach to tackling sexual harassment, but also hate crime.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I will not repeat what has been said, but there is a huge amount of work that goes on and

particularly recently. It has shown the benefit in terms of the relationships we already have with CST, with Shomrim and other groups, Tell MAMA. But we have been committed as part of the response to the tension we are seeing to make sure we are impartial in our approach. We have seen, in terms of the antisemitic hate crime as being the most significant increase, but we are making sure that our engagement, and working alongside the MPS and others to do this, is really consistent across both communities effectively. Particularly during the recent hate crime awareness week, we did a lot of activity that was by chance antisemitic focused. The timing was consistent in terms of what we were seeing and that was planned out well in advance.

But also, through November [2023], anti-Islamophobia month. Again, lots of activity throughout that month. I would definitely say, particularly in terms of CST and Shomrim, we have had so much information shared with us, we have used those groups as a great conduit to get our message out as well and being really clear around the orthodox Jewish community generally not as social media tech involved effectively. Therefore, using community members to get messaging out. That has really given a huge amount of reassurance at a time that people are really concerned about travelling and we are getting that feedback. But those long-established relationships have really helped us to hopefully bridge that gap and to give reassurance to communities.

Keith Prince AM (Chairman): Thank you. Thank you, yes. The next question is from me again. We have just had some recent data on crime and on the public transport and it shows that crime across virtually all modes on TfL transport is up by about 28 per cent compared to pre-pandemic levels. This question, I will start with Mandy, what is our response to that and how can we tackle that?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): What we have seen is levels of crime returning to pre-pandemic levels and in some offence types and on some modes, we have seen that increase over and above the levels we saw back in 2019/20. The increase is largely being driven by theft offences. We have seen increases in acquisitive crimes, theft and robbery, and the largest increase has been on London Underground. But we are working really hard with our police partners to tackle that through crime prevention activity and targeted police activity as well where we know that there are groups targeting busy places and of course transport, not just in London, but in other mass public transport networks around the world, theft is the main issue. Therefore, we are working hard to tackle that alongside the higher harm offences, including robbery and what we have just been discussing in terms of hate crime, sexual offences, and violence.

Keith Prince AM (Chairman): Did anyone else want to comment on that at all?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): We also have, in terms of enforcement, a number of teams who focus on continuing to hunt for our outstanding suspects who have been working to bring down the number of people who we know are committing offences that we can get hold of and bring towards the courts to put in place post-conviction orders to prevent them using the transport network and therefore reduce offending.

In terms of prevention we have a number of officers who are attached to the schools teams who work closely with our colleagues on the local boroughs to go into schools, particularly in the run-up to school starting again in September, providing information and support to the young people who were probably going to be using the trains and the buses for the first time, about how to keep safe. We also have a number of popup sessions that complement the campaigns where we go to our transport hubs and - particularly with our elderly communities - explain ways in which they can keep safe.

Keith Prince AM (Chairman): Thank you. I am just going to let Assembly Member McCartney come in.

Joanne McCartney AM: Thank you. Just a quick question. It is probably for the Chief Superintendent. How does the rising crime across London on the transport network compare with the rest of the country? Are they having similar increases or not?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I cannot talk to the rest of the country broadly. I know major cities and conurbations are seeing increases. I am not sure of the exact numbers. But I know in London, if you look at a London-level versus the Underground, it does not equate. London more broadly has seen increases. But if you drill down to the stations and the areas where we are having our most significant increases, that does generally marry up, particularly in terms of robbery, with the MPS boroughs and the magnitude of increase they are seeing. Therefore, it is not something that is isolated to the Tube.

Joanne McCartney AM: Not isolated to London. It would be useful to get comparative figures, Chair, if we can. Thank you.

Keith Prince AM (Chairman): Thank you. If I can now move on to Assembly Member Desai.

Unmesh Desai AM: Thank you, Chair. A couple of questions again to you, Siwan. TfL used to publish annual crime reports in its TfL Crime and Antisocial Behaviour Bulletin. However, this was last published in 2021. You do now publish a Crime and Antisocial Behaviour six-monthly report, which is published as part of panel papers and is potentially harder to find online. What is the reason for this change?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): You are right that we used to publish a Crime and Antisocial Behaviour Bulletin and the feedback from that was that was very hard for people to find because it was uploaded on to the TfL website. Therefore, as a public body, the decision to move to publish six-monthly crime reports with quite detailed information that we then present to a panel of the TfL Board, therefore there is an opportunity in public for that data to be scrutinised, for questions to be asked of TfL from the Board that holds it to account. As a public body that is absolutely the right thing for us to do.

As you have all seen from the headlines that are in the papers today, I do not think anybody is having any problem getting hold of our data and interpreting our data and we have an absolute commitment to the continued publication of crime and antisocial behaviour data. Obviously, as you have heard this morning from myself and my colleagues, within that data there is a lot to be interpreted. There are lots of types of crime that we are actively seeking people to report more of. Because we know these crime types are underreported on our network. So, looking at crime figures, it tells you part of the story, but does not tell the full story.

Therefore, one of the areas that we are looking at as TfL is really thinking about how can we give rich and value-adding data and insight to the London public, to people who use public transport and people who wish to use public transport more frequently. How can we give them really rich insight into that data and what are the actions that we are taking and what is the activity under the way and what the results are that we are seeing so that we do not publish the data in isolation from the context and the action that is being taken around it. But we will continue to publish as you have seen our data in accessible form for scrutiny by our panel and we put that out in advance.

In addition, obviously BTP make widely available crime data through their website and through the national portal. That is to an extent interrogatable, and you can look at that in terms of station level data and line level

data. Then the MPS's data is published and bus-related crime, which is a distinct and bespoke query that we draw out from the MPS data, it is within that overall MPS data as well.

Unmesh Desai AM: In terms of the data from different agencies, like BTP, the MPS, how do you bring it together to get an overall picture?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): I have a small team of incredibly expert analysts who draw out the data from BTP, the data from the MPS, therefore the data that you will see and that has been published and which is widely available. For bus-related crime we run a bespoke query on the MPS's crime reporting system and we take a very broad definition of what constitutes bus-related crime. It is any crime that happens on a bus or at a bus stop or where potentially that crime was initiated on a bus. If someone is followed off a bus and they are robbed in the street, we would still count that within our figures of bus-related crime. Therefore, we have a very distinct query. I am going to look to Mandy because she is more expert in this.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): You have done a very good job. There is some work that we do on the TfL side, BTP have different crime categories compared to Home Office forces. That makes sense. There are sometimes different line of route crime for the BTP. We bring that together; our clever analysts get the offence codes and match it all up so that we can draw comparisons in terms of both the volume and the rates of crime on TfL's networks.

Unmesh Desai AM: I am conscious of the time, but just one more question, again, for you, Siwan. In June 2023, I am wearing my Labour Group hat here, we asked TfL where the missing TfL Crime and Antisocial Behaviour Bulletins were. TfL replied, and I quote, "We are working towards publishing a new interactive report, which will replace the previous bulletins. We are anticipating launching this during summer 2023." Can you update me on this project, given the interactive report did not go live this summer?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Yes, thank you. We are, as we said in that answer, working on that dashboard. It is back to this question about making sure where that dashboard adds value, in terms of informing the people of London about what is happening across the network. We have done some initial work on the skeleton dashboard, but there is much more we can do. We welcome the opportunity from this Committee, the feedback from London Travel Watch, and our stakeholders, about how we produce a dashboard that adds value in addition to all the data that is already published. We publish the Bulletins, we have the MPS data, and we have the BTP data. That is why we want to make sure that the dashboard that we bring out is going to be of real value to all of London.

Unmesh Desai AM: Thank you, Chair.

Keith Prince AM (Chairman): Thank you. Now move to Assembly Member Rogers.

Nick Rogers AM: Thank you very much. Some questions for Alex. Alex, TravelWatch undertook some research into personal safety on the transport network in [January] 2022 [Personal Security on London's Transport Network]. What led you to do this research and what were some of the more concerning and unexpected findings from the research?

Alex Smith (Head of Campaigns, London TravelWatch): Thank you. As London TravelWatch, we are here to advocate for people travelling in and around London. A big part of that is being able to travel safely and freely from abuse or harassment. Safety has always been an underlying concern, but in 2021 we saw some

quite high-profile incidents which brought it to the forefront and put it in on the agenda. A series of very sad high-profile murders, particular Sarah Everard as she was travelling home and Sabina Nessa as she was going out for the evening, very much brought it to the forefront. Alongside the pandemic, where there was an increase particularly in anti-Asian hate crime, again, it was very much a topic on the agenda. We thought it was worth exploring that further to build a bigger understanding, so we can help tackle those issues.

London's travel environment is key arena in which unsafe situations play out, so it seemed particular relevant. A lot of useful information came out of that. Some of it expected, sadly. Some of it less so. For me, two things stood out. One is the scale of the issue. It is an issue across all demographics, but there are particular groups who are particularly impacted by this. We have already discussed women and girls; it is more of an issue for them. Also, disabled people, about two in five disabled people that we spoke to had experienced hate crime or harassment in the past three years. In our newer research [Out In London – LGBTQ+ People's Safety On London's Transport Network, November 2023], LGBTQ+ people, about one in five. It is quite high numbers. It is definitely not a niche issue.

The other thing that struck us was the impact that that can have on people travelling. A lot of people will change their behaviour. They will carry alarms, for example. They will travel on different modes, maybe there are some modes they feel not as safe on. Then, also, some people will change when they travel. Of the people who said that they felt unsafe when travelling, 70 percent of them said that they would completely avoid travelling at certain times. More of a qualitative side of things, some people stopped travelling completely. The experience of having unsafe issues and the cumulative impact on them meant they did not trust that they could go out and be safe.

Nick Rogers AM: OK, thank you. Maybe to Siwan, initially, Alex mentioned different modes having different safety levels for people, or at least in people's minds, when it comes to personal safety. Are there different personal safety challenges on different modes of transport that you find? Do the challenges of the Tube differ from the challenges on the bus network, for example?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Our endeavour is that all our customers should have a consistent experience and feel safe and be safe across all modes. As TfL, clearly, we seek to 'design out' the risk of crime and antisocial behaviour occurring on all modes. We also try to ensure that all our modes are rich environments, in terms of closed-circuit television (CCTV), in terms of lighting, in terms of the look and feel of the modes. There are, obviously, different challenges. Crowding on the Tube brings particular challenges with it. All of it is then compounded by time of day, parts of London that you are in, how familiar you are with the place that you are or not. I am giving you a slightly too complicated answer to a simply question. It is not quite as simply as: there is this problem on this mode and this problem on this mode. It is slightly richer than that. Chris is going to help me out here.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): The thing that stood out for me in the report and I thought this when the Elizabeth line was going live and I saw those stations, there is a distinct difference between the Elizabeth line infrastructure: the space, how big the platforms are, how light and bright the place is, the quality of the CCTV. There is a variety of things that are very different, I would say. The Elizabeth line, from memory from the report, was second as a place where people felt confidence; second to private transport. It stood out quite significantly as a different travel experience. It was one of the things that stood out for me in the report, that I thought there is something there. I cannot say across all the modes, but that was definitely one that stood out, in terms of the Elizabeth line.

Nick Rogers AM: OK, so it is possible to ‘design out’ crime or at least ‘design out’ certain personal safety challenges and concerns on the transport network?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I think so. You can also design it in a way that makes people feel safer. I am not saying people should feel unsafe on the Underground at all, but it has been designed in modern times for 2023 and beyond. Whereas, the Underground was designed some time back, was not it, in terms of being ready for how busy the network is and some of those challenges it presents?

Nick Rogers AM: Absolutely, thank you. Mandy.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): I was going to add, the priority crimes, high-harm offences where we focus all of our effort, are similar across the public transport networks. However, the bus network in particular, given how many young people it carries, has more significant safeguarding risks. It is important that the Safer Transport Teams that we fund in our RTPC are out being visible, particularly after school periods, helping young people get home safely.

Nick Rogers AM: Christina, do you want to come in?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): Mandy, you took the words right out of my mouth. We find the crime types are very similar, but the victim profile is slightly different. We will have younger victims and more elderly victims as well, because they are more likely to use a bus and for shorter journeys. That would probably be the key area. As Mandy said, our response to that is to have targeted patrols at the times when we know children will be commuting back and forth from school and when some of our victims will be going to local shops, for example.

Nick Rogers AM: OK, thank you very much. Back to Alex and on to the most recent piece of research that TravelWatch did, which is on LGBTQ+ people’s safety on London’s transport network. What were some of the key findings in that report?

Alex Smith (Head of Campaigns, London TravelWatch): As a bit of context, this report stemmed from the original [January 2022] research that we did. It showed that there were different groups impacted in different ways. We wanted to look into more depth with different. Hopefully we can continue that. The first group we wanted to look at was LGBTQ+ people. As mentioned earlier, there were pretty stark findings. One in five respondents said that they had experienced a hate crime in the past year while travelling on public transport in London. Four in five people said that they had changed their behaviour or appearance when they travel to try and avoid abuse again when travelling.

Then there was also a big thing around bystander behaviour. Sadly, a lot of people felt that when something happened, they were not necessarily getting support from other people around them. Whether that is because they were not sure what to do or lack of confidence or those sorts of things. It was just under two-thirds of respondents who had experienced abuse or harm while travelling in London said that bystanders witnessed the incident but did not intervene. A final theme that did come through, and this stems back to some of the reporting issues we were talking about earlier, is that a lot of people did not have confidence in the policing authorities that if they reported something, something would be done about it or it would be taken seriously, which put them off reporting it. Again, that makes it harder to take strong action against it and protect these people.

Nick Rogers AM: Based on those findings, what are your key calls to action?

Alex Smith (Head of Campaigns, London TravelWatch): There are a few. One going back to the bystanders being active bystanders is encouraging transport authorities, policing authorities, and community groups to make sure people know what to do if they see something, how they can help, and encouraging that making it more the norm. Part of that will be cultural change, making it as natural as when you see a pregnant woman who needs a seat, and you offer her a seat. Similarly, if you see someone being harassed you intervene, presuming it is safe to do so. A lot of people do want to do that, but they do not know necessarily how, so it is giving them the knowledge and equipment to do that.

Part of it goes back to infrastructure, which we have touched upon. Making sure it feels like a safe environment. Have you got lots of lighting? Are there staff there to help people if they need it and also act as a deterrent to harassment? It sounds very basic, but are there frequent and reliable services, so people are not stuck, particularly at night, in potentially unsafe situations and they can get to where they need to go? The last thing, again relating to trust in authorities, is we need to build up that trust again. There is work being done, some really good work, but more needs to be done. Trust, once it is broken, is difficult to build back, so it will take a lot of time. Showing that that trust is not misplaced, and that action will be taken and that these crimes are taken seriously and also addressing potential anti-LGBTQ+ prejudice within organisations as well.

Nick Rogers AM: OK, thank you. Siwan, how has TfL taken on board these calls for action from TravelWatch?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): As with the previous report, we welcome these findings. They underline the approach that we are already taking and the importance of that approach, in particular the clarity of messaging, in terms of hate crime not being tolerated on our network, in terms of being clear about any behaviour where you feel that you are being victimised on the basis of your protected characteristics. Tell people about it, report it. That constitutes a hate crime.

Second to that is the importance of the messaging to bystanders. You will see in the campaigns that we are running, which we have uplifted recently across our networks since the beginning of October [2023], is the importance that we do encourage active bystanders. We are not seeking for people to police the network. We are not seeking for people to put themselves in a risky situation. We are saying: support the person who is being targeted, report what you have seen, make a note, distract the individual, or distract attention away from that. We already have some strong messaging around this. Our collective endeavour is about seeking to make the public transport environment hostile to offenders.

We are very offender focused in our approach. Recognising, particularly in sectionality, recognising the diversity of people who travel across London and our desire for the network to feel safe and welcoming for everyone. It is a welcome report and we will continue to work with London TravelWatch on how we amplify a lot of the messaging, the confidence in reporting, the input we have into the training of our staff, and the availability of staff from start of traffic to end of service, which is a commitment, as you know, that we have across all our modes.

Nick Rogers AM: Thank you. Before we move on, another question. On Alex's point around infrastructure, which goes back to what Chris was saying earlier about the Elizabeth line, it strikes me that this is something that can be assessed in the same manner that you might assess Platform Train Interface risk or something like that, where you can look at a station and assess its crime risk, based on factors such as lighting and design. Is

that something that you actively look at and then look at how you can improve design of public transport spaces?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Yes, absolutely. TfL still remains the only public body that voluntarily took on the statutory duty under Section 17 of the Crime and Disorder Act [1998], which means that in any endeavour, any project, any plan, any design, we actively consider the prevention of crime and antisocial behaviour. That is a proactive duty that is on TfL that we value as much as we value our equalities duties and our wider duties. It is part and parcel of what we do. You will recognise that we are celebrating 161 years of the Tube. It is an aged infrastructure, with an investment programme across many of our lines to upgrade our lines, to improve the standards, the quality, and the fabric of our Tube trains and their stations.

That is a long-term investment commitment. It very much does depend on capital funding coming forward from the Government as well as the own investment that we make as TfL. We are part of schemes, in particular our rail modes, in terms of safeguard on rail and secure station schemes, which all provide that level of auditing and assessment that you describe, in terms of being able to consider where improvements could be made for a place to feel safe and secure. We should not lose the fact that crime occurs because of offenders. We can do a huge amount to make places feel safe, but alongside that we need to look at offending behaviour and how we make the environments hostile to offenders.

Nick Rogers AM: Thank you. Chris?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Just to come back, if that is OK, to the really welcomed TravelWatch Report. It has shone a light on a number of areas. It is early days, and we will work with TfL, the MPS, and others to take the report forward and work with London TravelWatch. There were a couple of bits that stood out for me. In terms of the active bystanders, there is some work that we could do, akin to some of the work we have done around VAWG and around sexual harassment. We were looking recently at some research where victims of such crimes were saying that now 51 percent of those said that there was an active bystander intervention, which is significantly different to what we are hearing in terms of hate crimes.

Again, that has been a journey that we have taken to see a positive increase in terms of active bystander interventions. The confidence in policing piece is a depressing read, if I am candid, in terms of the fact that people do not feel confident to report those incidents to us. It is something that we will actively work on. There is a big bit about promoting things like the Guardian app and other ways to contact us. As 4G and 5G [mobile phone service] rolls out across the Underground, in particular, and other modes that is going to be useful. If, as that happens, we lean in to greater promotion of the app on trains, because that is one of the things: that people do not know how to contact us. But if it was as easy as scanning a QR code on the train, if it was really well advertised, that is the sort of space we could get into.

Effectively, there is a lot in there. There is lots of room to improve, particularly in terms of hate crime, in terms of our communications. Taking a similar approach to what we have done in terms of Operation Overhand recently, being proactive, and sharing those examples of what we have done with cases when they have been reported to us.

Nick Rogers AM: OK, thank you. The specific point that the TravelWatch Report found in terms of trust and confidence was that LGBTQ+ people have very little trust and confidence in police and policing authorities. What are you doing in terms of your work with that particular community to rebuild trust, especially when it comes to transport safety? Chris, do you want to kick off?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes. The report is well timed. It has been a 'foot on the ball' moment for us, in terms of looking at that. Some of the work and relationships that we have built pre-COVID probably have not been re-established as well as they should be, particularly in terms of the LGBTQ+ community. Seeing the report and assessing it, I am definitely seeing that there is work to be done. We have done work last year [2022] in terms of making sure we trained all of our neighbourhood policing officers in central London, through Gallop, around LGBTQ+ focused hate crime. We are doing a lot and a lot has been planned. In terms of being well engaged with those communities and leaning into some of the good work the MPS have done around the LGBTQ+ specific officers on boroughs, there is more for us to do in that space.

Nick Rogers AM: OK, thank you. Christina?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): We are equally disappointed by the outcome of the report, because it does highlight some areas where we have been found wanting. However, we are working on a number of initiatives that we have already had established for VAWG, which we can quite easily expand to LGBTQ+ communities in some areas. In other areas we would like it more tailored. Examples already are Operation Stands, Safer Travel at Night, where we focus on areas where we know there will be a large community of LGBTQ+ community passengers, so Soho and Hoxton, for example. We also have referrals through third parties, such as Communities Against Hate (CATCH) [and others], where victims are not comfortable coming to police, they go to a third party first, which we found incredibly helpful. As well as the Basic Command Units (BCU), we now also have our own LGBTQ+ liaison officers within the RTPC, which we found quite helpful.

Nick Rogers AM: Thank you.

Keith Prince AM (Chairman): Thank you. Assembly Member Baker.

Elly Baker AM: Thanks, Chair. I have a couple of quick follow-ups to Alex, if that is OK. I am pleased that we are talking about passengers feeling safe on the network. As was said, if people stop travelling then that is a massive impact on their lives. It is a real issue. Alex, going back to the 2022 report, the first recommendation is to create a safer travelling environment through CCTV and staff presence. You have mentioned briefly staffing on the network. Can you tell us a bit more about what TravelWatch think passengers want in terms of staff presence?

Alex Smith (Head of Campaigns, London TravelWatch): Yes, absolutely. Staffing across the board is important to people travelling. Aside from helping people get around and buy tickets, their presence acts as a comfort, that there is someone else there. They act as a deterrent to low level incident or crimes or things like that, which has a cumulative impact on how safe people feel. They are also important as a port of call. They are often the first place people go to for help. If something is happening and people are not sure what to do automatically a lot of people will ask the member of staff there. The member of staff will often be able to contact the authorities, potentially have a safe space that someone could go to. Again, they can help tackle the issue.

Related to that, it is important that the staff are trained to recognise when an incident is happening, knows what to do, and how to treat it in a sensitive way. Often these can be quite harmful and scary incidents for people, so it is important that they can appropriately deal with that. Those are the general things that people want. Overall, it is very important to how safe people feel, is what we have found.

Elly Baker AM: That is fantastic, thank you. We know that at TfL Overground and Elizabeth line stations are staffed from first to last train. Is that something that passengers want at all railway stations in London?

Alex Smith (Head of Campaigns, London TravelWatch): We have not specifically asked that question, but I definitely do not think people would say no to that. Again, night-time is a particular time of concern for people. It is often when people feel least safe. Having that staff presence there, particularly when there are less likely to be other bystanders around, is important to people. Yes, that definitely would not be a bad idea.

Elly Baker AM: Finally, again, your 2022 report, and you mentioned late-night services and you recommended that the number of late-night rail services in the evening should be protected and increased. However, your report to this Committee's investigation to outer London transport [July 2023] showed a cut in services run in train operators in London. That cumulative effect of less often services late at night plus understaffed stations, do you have a sense of how much that is impacting people feeling safe on the network?

Alex Smith (Head of Campaigns, London TravelWatch): It is a good question and maybe something we could explore further. Staff are important to people's perceptions of safety. If staff are not there that will have an impact. Similarly, if people are stuck or in a longer time at a station than they would like, particularly if there are not many other people around, it is dark, if the lighting is not as good as it could be, that again will put people off travelling. Nearly half of women said they have stopped travelling completely at certain times of the day because they do not feel safe. It is likely to contribute to that.

Elly Baker AM: Thank you very much. Thank you, back to you, Chair.

Keith Prince AM (Chairman): Thank you. Assembly Member Berry.

Siân Berry AM: Thank you very much. Excellent that Assembly Member Baker brought up staffing there. It is a key issue. I want to put some questions to TfL about this, if that is all right. You were talking about data in your reporting and all of that, from an analysis of where staffing needs to be, where there might be lack of staffing, and things like that. I wondered if you are recording data by whereabouts in a station something occurs. We get the by mode data, but if you are talking about the Tube, for example, you could be talking about within the station, on the platform or on the train. Are you logging things according to those criteria? Could we have any data that you hold on that?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): The police do record whether the incident happened -- for BTP it is much easier. They will record if it happened on a train or in a station and then when we dig into the issue for the analysis and how we are going to respond to issues, you will get some data and where it happened in the station as well. We do have that, and we look at that when we are considering how we tackle a particular issue.

Siân Berry AM: Maybe I should ask the police then, DCS Jessah, do you hold that data in a standardised form? It obviously nearly cleaning up, the way your described about buses. I am wondering about trains and Tubes, whether or not you keep that sort of granular data about whereabouts in the system.

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): It is very challenging to decipher. It is much easier at transport hubs, if it is at a bus station or a bus stop. If it is between two bus stops it gets quite challenging, because often victims are worrying about more important issues at the time.

Siân Berry AM: Outside of buses, I am talking about TfL Tube services and train services more. The issue of staffing of trains and Tubes has been quite live for us recently.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes, that is more for myself in terms of BTP. We do record that data. Sometimes there are limitations around the way in which people can report. We have opened up lots of routes. People can report online, by text, etc. Sometimes the detail is lacking. We still record the crime, but we cannot always get that level of granularity. We do break it down to platforms, entrance, booking hall, etc.

Siân Berry AM: Would it be possible to get some of that data provided to the Committee?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes. I do not see an issue with that. It is the detail and the work to do it.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): The data is available, and we can give it to you, but it is a partial picture. You could not draw any conclusions from it. That is why it is important when we look at a local level. If we have a problem, we identify the problem and then we try and understand what is happening there. That is when it is useful.

Siân Berry AM: Sure, yes. Obviously, we would want to have that over time, to see whether levels of staffing have affected the locations of these things. That is the sort of thing we want to look at.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): There are two challenges in terms of drawing that correlation. One, to amplify Mandy's factor, is that the vast majority of crime that happens on our tube network is pickpocketing. For the majority of pickpocketing, people do not know where there were targeted. You will appreciate that. It makes me sound like I am not going to give you the data; we will, but I am putting lots of caveats around it. We have a dynamic staffing model on our tube stations, which is responsive to passenger flows and passenger demand, particularly on platforms.

The business of a platform will determine the number of staff deployed on a platform, versus in a gate line, versus elsewhere in the station. You will struggle to correlate staffing levels and the presence of staff with occurrence of crime, but we will share the location of crime data for the crime types where that information is held by our police partners. Yes, what we cannot do is provide staffing data to the level of granularity to the time that the crime occurred. We will share what we have.

Siân Berry AM: I understand. That would be useful. Obviously, we also know when your staffing model was changed from having people in ticket offices in a fixed place to this more dynamic model. We would be very interested in before and after patterns there as well. Thank you very much. Moving on, I want to go back to TravelWatch and discuss your scorecard. That is not just about TfL services, it ranks all the different transport providers according to their approach to passengers' personal security. I wanted to ask first of all, what was your rationale for devising this scorecard and the criteria you chose?

Alex Smith (Head of Campaigns, London TravelWatch): Thank you. The reason we created this scorecard was we had a lot of interest in the first report we published, a lot of great conversations with transport operators and others about how we can take action and implement the recommendations. However, a lot of these things are longer term, and we need to keep that conversation going and we need to make sure things are being implemented. We did this just over a year on from the initial report, to see what progress, in this case, transport operators had made. We used our recommendations for consistency and broke it down

into six general categories. In terms of that criteria, trying to use data-driven information as much as we could, so looking at CCTV, awareness campaigns, and staff training, to build a more holistic picture of how everything was progressing or not progressing, in some instances.

Siân Berry AM: OK, great. Would you like to comment on the overall winners and losers here? TfL did well in your criteria. The lowest in your scorecard was Grand Central. Then I notice that you did not get any answer at all to your questions from East Midlands [Railway]; Eurostar; Thameslink, which was a shame for those of us who use it a lot; Heathrow Express; and Lumo. Can you comment on the scores you gave and also what might the reasons be for not responding to you?

Alex Smith (Head of Campaigns, London TravelWatch): Yes. You mentioned the people who did work. Network Rail, London North Eastern Railway, and TfL did very well. There was a lot of recognition about this issue and proactive work around that. Also, something which is extremely important, working with impact groups as well throughout the work. Where there are train companies who did not do so well, there is a range of reasons. Some of it is lack of engagement or is not high up on their agenda. There are also some structural issues, for example around CCTV. We know some rolling stock; it is very hard and expensive to upgrade. This is an issue across other services as well. Some things maybe will take longer than a year to progress.

The ones who did not respond, obviously I tried to engage with them. Thameslink did engage with the process. It was more in terms of getting the data that there were issues. They did engage it was just not able to be done within the timeframe. I will give them their due there. There is also an element of needing to build up those relationships. It might be that they are doing stuff, but we need to engage with them further to find out what that is or make sure that they are also letting the public know what that is. That is another aspect of it, if you can show progress that can hopefully build the public's trust and build their confidence to travel safely.

Siân Berry AM: OK. You released this scorecard in June [2023]. What has the reaction been like from the operators? Are they engaging with you to make improvements?

Alex Smith (Head of Campaigns, London TravelWatch): Yes, generally they are. Again, as I touched on, some groups where that has not come to fruition. We are very keen to engage with them. Our doors are always open. We have had a positive response from a lot of people. There have been a lot of useful conversations about how we can keep driving it forward. It is always a little bit of a mixed bag with these things. We have been pleased generally with the results. Being able to open it up more widely, a lot of the focus has been on women and girls and that side of safety, so making sure we are looking at it across other demographics as well. A lot of the actions will help everyone, but there are also specific issues to different groups. It is looking at the LGBTQ+ community, disabled people, people of colour, how everyone is impacted in different ways and making sure we can support everyone.

Siân Berry AM: OK, excellent. Going back to things like staffing and quality of things that I would class as prevention, there are things that can help solve the crimes, some things do a bit of both, like CCTV might deter crime as well as help solve it, but things that are purely prevention like staffing and things like that, are you considering adding more criteria that are more prevention focused? Looking at the criteria, not to criticise your work, it seems a lot of them are around what happens once there has been an incident, as opposed to preventing it.

Alex Smith (Head of Campaigns, London TravelWatch): Yes, that is good point and definitely something that we can look at including more of. Not to sound clichéd, but prevention is better than cure. There is more that can be done around that. At the moment a lot of the focus is on the sharp end when, as you say,

something has been happening, but that is certainly something we can look at doing more of. This is part of a wider programme of work. Bringing in learnings from everywhere will strengthen the whole package.

Siân Berry AM: Great, that will be fantastic. We were all impressed by the response to the ticket offices consultation. People's concerns about safety if the ticket offices were taken away was so clear. There is an appetite for potentially pushing for the opposite to happen, for additional staff to be provided, as long as things that are there to be retained. I would welcome that myself.

Moving on to a question to everyone, but I will start with you again, Alex, if that is all right. Your 2022 report recommended making public sexual harassment a crime. On 18 September 2023, the Protection from Sex-based Harassment in Public Act 2023 received royal assent. What do you anticipate the impact of this will be? That will go to everybody after Alex.

Alex Smith (Head of Campaigns, London TravelWatch): There are three key things we hope the impact of this will be. One is making it much clearer for people who are victims of these crimes that it is a crime and making it easier for them to seek support and help and get accountability for what has happened to them. There were some issues that were falling through the gaps in previous legislation, particularly around leering, catcalling, and those sorts of issues. The second point is that people who are victims of this will get reassurance that their plight is recognised in law. Going back to reporting, two of the main reasons that women did not report these issues is because (a) they did not think it was a crime, and (b) they did not think anything would happen of it. This will go some way to helping that.

The third aspect is sending a cultural message that these behaviours are not acceptable. Hopefully that is something that will filter through. Organisations can build that into their training. Again, it is cementing the idea of what is OK and what is not OK. Hopefully, it will potentially open up more funding avenues for this if it is made a crime as well, so people will have more support to implement it as well.

Siân Berry AM: Great, thank you. If I could move down along the line and ask for any further reactions, please?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): It is excellent. I will not repeat what Alex has said, but it sends a message to offenders that it is being taken seriously. One of the big benefits is in terms of data. BTP have been doing an excellent job of already investigating and having people charged for public order for sexual harassment offences. They have done that through public order. That is bespoke reporting and recording for us to be able to get that data. It will be much better for us when there is an offence, for the MPS as well, for us to be able to get that data, understand the levels of what is coming forward, be able to track and understand where it is happening on our network, so we can respond to it. I am a big supporter that anything that makes it easier for police to do their jobs and hold people to account for their behaviour is a good thing. I am looking forward to when it comes into force in January [2024].

Siân Berry AM: Thank you. Siwan, do you have anything to add?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Probably nothing significant further to add to what Mandy has already said. Obviously, we really welcome this. As TfL, with our police partners, we have been calling out behaviour that would not fall under this offence as being behaviour that we do not tolerate on our network. We have been very proactive. You will know the level of feedback, let us call it, that we have received over calling out intrusive staring as a behaviour that makes women and girls feel uncomfortable and is behaviour that we are calling out as an

offense, alongside catcalling, alongside leering, alongside all those other behaviours. We are pleased to see legislation is catching up with the stance that we have been taking in London.

Siân Berry AM: Excellent, thank you very much. DCS Jessah, are you all set up to record this effectively now, in terms of your system?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): Not yet. It will be happening very soon. We are aware and we have teams working to get the training and our information technology systems ready for the change. I would say, in addition to what has been said already, the key area that this will help us do is better understand what is happening with the offending. We will be able to record it better, we will be able to do some preventative work with them, and we will be able to target our response to dealing with that much more appropriately and we will have richer data as a result.

Siân Berry AM: Thank you. Chief Superintendent Casey?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): The only thing to add is the fact we are waiting for the commencement regulations now for this to come into effect, so that we can start using this specific legislation. At a simple level, the counting is going to help. It is going to make it clearer where we have hotspots, for example. It will move us on from this flagging approach that we are having to take with existing legislation. That will be clear across forces. In addition to giving the public clarity, it will give all of our people clarity. We have briefed, we have trained, and people get that, but when the law is very clear in this space that makes it easier.

As long as the commencement regulations and the guidance that goes with it call out that specific behaviour and are very clear, which we believe it will be, everyone will totally understand what is accepted and what is not and what is prohibited in law. Definitely, as has been said, the campaigns around this, there are a fair amount of people, in terms of the behaviour, find the legislation confusing. They should not, so this will make it incredibly clear. That will be hugely helpful for policing and for people who are victims of this.

Siân Berry AM: OK. On to TfL specifically, are you planning further awareness campaigns about this sooner rather than later? Are you going to wait for the detailed guidance or are you getting in with: by the way, this is a crime?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Our campaigns already cover it, but what this will allow us to do is be much stronger in our messaging. It will be: it is a criminal offence. At the moment, because some of it was in a grey area, it is: this behaviour is harmful. Now we can say: it is sexual harassment. We will be able to be much stronger in our messaging. Our hate crime campaigns and our sexual harassment campaigns, we are continuing with those. They are a core part of what we do, and we will continue to improve the messaging. I am pleased; there will be clarity of message, not only for TfL, a lot of the boroughs are doing their own campaigns on this as well, with different messaging. We will be able to have a more consistent voice and send a clearer message to offenders, to victims and to bystanders that we can do something if they report it.

Siân Berry AM: Excellent, thank you very much. My final question was also to TfL, whichever one of you wants to answer. How is TfL learning from international research around personal safety on public transport systems?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): This is a core part of what Siwan, and I have reported. Our team does -- particularly for VAWG, hate crime and fare evasion, we work closely with metros in other areas, learning and sharing best practice. The Community of Metros, there is lots of sharing of information there about how to best tackle it. We work with other police forces as well. Chrissy and Chris' teams are involved in those discussions. That is constant. That is not just with European cities. We are learning from Australia, sharing best practice with them, and also in the United States. It is a key part of what we do.

Siân Berry AM: Do you have any summaries or documents that you might release to us, so we can more of what you have learned?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Yes. One of the areas which one of your colleagues touched on and we have some recent analysis and comparison on is in the area of fare evasion. The focus of this Committee is very much on crimes against our customers and unsociable behaviour. In terms of that wider fear of crime and what contributes to a network feeling unsafe, we are acutely conscious at TfL that fare evasion and behaviour where it feels like there is poor control of our network contributes to feeling unsafe. We have recently done work which compares the level of fare evasion and how we measure fare evasion in London compared to other cities and also the interventions that we have in place and what is working and what is working well. We can share that with you as well as the previous work that has been done on VAWG.

Siân Berry AM: That would be fantastic. Thank you very much.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Assembly Member Berry, sometimes there is difficulties in measuring crime levels with other cities, because it is measured differently, or they count different crimes.

Siân Berry AM: Yes. We are not so much looking for the statistics, but the methods of dealing with and making improvements, that is what we are looking for. Thank you very much.

Keith Prince AM (Chairman): We now move on to our next section, which is going to be led off by Assembly Member Pidgeon.

Caroline Pidgeon MBE AM (Deputy Chair): Good morning, everyone. I wanted to ask about the 2023 Active Bystander campaign. How are you tracking the impact of it? We can have things that look great, but how do you measure impact?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): We are monitoring the crime statistics as well. There are a number of issues that could be impacting on the crime statistics not just the bystander campaign. A lot of development went into the bystander campaign, initially from London TravelWatch, in terms of people needing clearer information. There is a lot of stakeholder engagement and that continues. Our marketing teams track recognition of the campaign messaging, ensuring it is understood. That is all happening. Because it is quite difficult to isolate one campaign and the impact of that when we are doing so much in this area, but it is constant in terms of improving it. It is not just the posters you see on the network, there is a very comprehensive communications campaign that supports that.

Where there is more space and we can go into issues and expand on particular issues effecting particular groups, we do that through editorial, through social media. They will be tracking all of that, in terms of click throughs and things like that, to see how far the message is reaching. Lad Bible, Pink News and media

channels like that will provide some input about how effective it was, how much it was read, its reach and all of that. That is constantly being fed into our marketing teams, who are refining what we do and then that informs our plan for how we communicate about bystander intervention.

Caroline Pidgeon MBE AM (Deputy Chair): OK. Presumably that will all be pulled together at some point into a comprehensive report. What about the number of incidents? You said you were looking at crime statistics. Have you seen anything since the campaign launched, any change, any increase?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Yes, particularly for sexual harassment we have. We have seen a notable decrease. After a burst of campaign activity, you can see quite clearly an increase in reports. As I said, there are a number of factors that are influencing that. We can share the data with you. There has definitely been an increase in the number of reports. Once the main campaign, Zero Tolerance to Sexual Harassment, went live in October [2021] there was spike, in terms of reports, which is positive, and we welcome that. When the bystander campaign was launched [January 2023], you can see some further increases there, but not to the same level as the main campaign. I am not sure if you caught this part, Assembly Member Pidgeon, but the main campaign is offender focused. We are hoping that that is impacting on people's behaviour. Underneath the reporting, we are also seeing a change in people less likely to commit this knowing that we are taking it seriously and that someone is going to do something about it, should they see it.

Caroline Pidgeon MBE AM (Deputy Chair): People are keeping an eye out.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Chris and Chrissy [Jessah] will emphasise this, we do a lot of active listening, through stakeholder groups and more broadly, in terms of understand the reach and impact of the active bystander messaging. Our colleagues do a lot of social media monitoring. That helps us assess the extent to which bystanders are getting involved. You will see, particularly in BTP data, the number of reports which are reports from people who witnessed something that happened, as opposed to the individual who is targeted. We are starting to see the change in trend in that. Chris, do you have data to hand?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes. There are a few bits in this space that I wanted to draw out. One is the recent survey work with 2,000 women. A third of them said they have been sexually harassed during their commute, but we have now -- and I am not sure what the baseline was, but it was definitely significantly lower than this. We have got to the point in that survey data where we are saying 51 percent of them are saying that somebody stepped in and there was a bystander intervention. Previously it would have been significantly lower than that. That day-to-day experience, for example every day I look our incidents as they come in. We review incidents of threat and harm. We look at all of the sexual offences that have happened.

Even this morning looking at them, it is a common theme that we get reports from bystanders and not the victims. There are regular occasions on a day-to-day basis where we get the information that somebody has intervened. They have been a bystander and then they have reported it. There is that trend, in terms of people seeing more bystander interventions. The survey data, as has been talked about, in terms of social media monitoring, etc, in that space is leading us in the direction that that campaign is working. My last point would be the Railway Guardian app.

Caroline Pidgeon MBE AM (Deputy Chair): We are going to come on to that next. Hold that thought. I suppose it is too earlier to say about prosecutions from this, but have you got any that are in the system as a result of this?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I do not have that detail to hand, but all I can say is that the detection rate, in terms of sexual assaults, does not always tell us the full picture. There is a part of it around listening to victims more and being clearer than maybe we once were. Sometimes there are different outcomes the victims want. For BTP and in terms of central London, our detection rate for sexual offences is 15-16 percent, which does not probably sound great in the grand scheme, but there is a bit more context, as described. When compared nationally, that is a better detection rate than we see across the country.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): If I could add to that. There are real challenges for police when a bystander comes forward and they do not have a victim, in terms of investigating that fully, unless there is compelling evidence. You will see some social media videos that go viral. The victim has not come forward to report that, but somebody on the train has then put that forward to BTP. BTP or the MPS will put out an appeal for information. Sometimes the victim comes forward and that will make it much easier. There are real challenges if there is no evidence and also no victim. However, that is constantly informing the data. We are using that to analyse where the issues are and then that is informing our prevention activity.

Caroline Pidgeon MBE AM (Deputy Chair): Christina, you want to come in?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): You took the words out of my mouth, again, Mandy. Witness appeals and the response to witness appeals, particularly online, we have seen a distinct increase in the numbers that are coming through. We think that is a result of the campaign. Also, when we have the campaigns, they are accompanied by walk and talk sessions with our officers and police community support officers. We are finding the number of intelligence reports that are coming through as a result of that has increased. We know that that is coming from bystanders, who therefore are seeing the campaign, hearing about it, and are committed to supporting us with it.

Caroline Pidgeon MBE AM (Deputy Chair): Lovely, thank you for that. Can I come to you next, Alex, and ask from your 2022 report, one of the things you highlighted and was a recommendation was for transport operators to develop a "play book of good active bystander behaviour." Do you think this has now been achieved?

Alex Smith (Head of Campaigns, London TravelWatch): There has been a lot of great work on this. I have already discussed some of the positive campaigns and putting it out there so people have the knowledge and information that they need. We have definitely made really good progress. There is still potentially work to be done across the wider industry to make sure it is a unified message. They are all good campaigns in their own right, but there are some slight differences in the advice on some of the TfL campaigns [compared] to some on national train companies. Not that either of them are wrong and it is all useful information for passengers, but it can cause a bit of confusion when one is saying I should do this and one is saying I should do that, which one should I do. We need to make it as clear and easy as possible for people. That is making it even better. There is probably a bit more that could be done around that. Not to diminish the impact of the ones that have already been introduced though.

Caroline Pidgeon MBE AM (Deputy Chair): I wanted to ask, and it may have been picked up before I arrived, so apologies, but obviously you have the active bystander campaigner and back in 2021 your anti-sexual harassment campaign, both really helpful. What length of time are these going to run or are you going to re-run the 2021 one? You said earlier, Mandy, that you are continuing them and improving messages, but

presumably you have funding for a set period and then you want to analyse that. Can you give me a flavour of that, please?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): At this point of time, they are on-going campaigns. We know how important they are. We know that if you have a burst of activity, you will see a change. Then unless you sustain that then you lose that increase in confidence or awareness of what to do. At this point in time, as part of our end VAWG programme and our hate crime work, those campaigns would continue. The sexual harassment campaign was developed in partnership with the Rail Delivery Group (RDG) and our police partners. It has been helpful in terms of having clarity of message. Even though it has a slightly different look and feel, the message is very similar. We have been able to amplify that message by having that across the National Rail network.

We have grappled with our bystander messaging for a long time, because there are particular safety risks with bystanders potentially intervening. The advice we give is not to directly confront the offender. Safety is paramount. Some people will feel more confident, and they will choose whether they want to. However, our advice is to ignore the behaviour of the perpetrator and focus your attention -- we know from lots of different evidence in transport and other areas that bystanders can play an important role in preventing the incident or preventing the escalation of an incident by distracting or offering somebody a seat like that. That is where our attention is focused. None of the messages are wrong, it is just we needed to weigh up what was right for us and what we felt was right for our customers, which is do not directly approach the perpetrator.

Caroline Pidgeon MBE AM (Deputy Chair): What funding have you got? You said it was an on-going campaign, but what funding have you secured, because it costs money to run this sort of campaign and then you will need to refresh it and so on?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Around £600,000 has been allocated to the end VAWG campaign. That is not just the posters on the network, that is podcasts, social media, editorial, all of that. There is significant effort. These are two of our biggest campaigns in TfL.

Caroline Pidgeon MBE AM (Deputy Chair): That budget runs until when?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): It is built into our business plan.

Caroline Pidgeon MBE AM (Deputy Chair): Which is for what period?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): It is built into our next five years. It is an on-going commitment from TfL.

Caroline Pidgeon MBE AM (Deputy Chair): £600,000 over five years?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): With an inflationary increase, to the best of my understanding.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): We can come back to you with the actual --

Caroline Pidgeon MBE AM (Deputy Chair): £600,000 a year?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): £600,000 a year. £625,000 next year and it will be slightly more the next year. It goes up each year. There is an inflationary increase built into the campaign spend.

Caroline Pidgeon MBE AM (Deputy Chair): Wonderful, lovely. That is great. Thank you very much. Thank you, Chair.

Keith Prince AM (Chairman): Thank you. I now look to Assembly Member Garratt.

Neil Garratt AM: Morning. This is my turn to participate in the Railway Guardian app question. I am interested, Chris, what you have learnt from that app?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): A huge amount. We introduced the text system first in 2013, which was pretty revolutionary in terms of policing in the UK. That year on year grew and grew and grew. We got to a point where a text system started to feel slightly dated, so the Guardian app was the next progression for us. It gave greater capability around sharing advice, giving the ability to report concerns to train operators, and also to directly report to us. In terms of a few of the headlines we have had so far, we launched in December 2022, and we have had 131,000 downloads so far. Effectively, we have had just over 8,000 clicks leading through to just over 1,000 structured texts to BTP. That is the ability to start a text message through that app.

There were nearly 300 reports to train operators about things they probably would not have reported before, like lighting and safety issues. It has provided a great avenue for that. Then just shy of 2,000 clicks through to our crime reporting. It is putting everything in one place. It is giving all the guidance and advice. It gives us a route to message out to communities who have the app. It makes it clear the ways in which you can report. There is huge value to that. The next bit is about how we amplify that and how we, across all modes, start to think about that more broadly, maybe nationally. The simplicity of the app is incredibly helpful.

Neil Garratt AM: Roughly what proportion of reports come through the app?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I am not sure.

Neil Garratt AM: I am not going to pin you down to a fraction of a percentage, but is it like ten percent, 50 percent, 80 percent.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Of reports in general to us, it is a fairly small proportion at the minute, I would say. We have been promoting it. We get a bit of a boost in terms of some of the work that TfL and others do in terms of reporting campaigns when they mention the Guardian app. In that space, we do not have a significant budget in terms of marketing. There is a challenge there. The brand recognition is good and is getting better, but there is still more to do in that space.

Neil Garratt AM: That is the issue, people do not necessarily know about it. You are focusing mostly obviously on the railway, but for most people a railway is a small part of everything else they are doing in their day or their week. Do you have any figures on roughly what public awareness is of the app, or have you gone about finding out what people's awareness is?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes. I am trying to remember the exact number, but it is in here. It is around the 30 percent mark, which, again, is not terrible but nowhere near what we need it to be.

One of my other points, I guess, was there are bits when you think about how we make it more obvious. On some transport networks around the world, you will see reporting methods are very clear on public transport. I know there is a balance in terms of fear of crime, but there are potential opportunities around that, the ability to have stickers on windows that you scan and download an app, for example.

Neil Garratt AM: Yes. I was just wondering. I do not know if you know. This might be a very specific question, but I always think about use cases of things, how people use them. I do not know if you know. One of the prompts for people to become aware of the app and download it and install it might be that they have just seen something that they want to report, and they go, "I will get the app now". I do not know if you have any stats on whether quite a lot of the reports very quickly follow somebody installing the app or whether it is something that they go around with. I have a local government Report It app, which I have all the time. I can location-tag photos and they automatically go to whichever local authority I happen to be in.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I know the one you mean, yes.

Neil Garratt AM: Yes. I am just curious. What is the predominant use case? Is it just people think, "I should report that", and then they find the app and use it? Do you know?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I am not sure. I am not sure if we have the data in that way to be able to demonstrate that, but it is a good question, and we will take that away.

Neil Garratt AM: Yes. I do not know. Thanks, Chris. Thinking about TfL, is that something that TfL has thought about, looked at, discarded, planning?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): I will start, and we do our double-handed act and Mandy can come in. Clearly, we recognise that the ease of reporting is important to people feeling safe and secure. The data that comes through reporting is vital for us both to take action against offenders and also to inform our preventative work, to inform our messaging, to inform the deployment of our own staff in terms of tackling concerns about fear of crime.

But as has been highlighted here, we did set aside money in our Ending VAWG Programme to look at developing a reporting app, but then we wanted to monitor and see the impact of the Railway Guardian app.

As demonstrated here, in terms of thinking about journeys across London, we have the MPS policing the London streets. We have the RTPC dedicated to policing London's bus network, taxi and private hire and tackling road danger on the roads. We have the BTP policing our rail and Underground networks. What is vital to us, I suppose, when we think about the reporting app is how we can have a simple, single, easy, accessible point by which people report but, most importantly, that then that information goes to the right authority and organisation but is shared more broadly so that the authorities that are able to act on that information have it and then all of us have a greater awareness and it supports our collaborative efforts.

We are monitoring the impact of the Railway Guardian app. We are looking more broadly at what is happening across the MPS and seeing where we as TfL can really add some value and a contribution to this. As you have

already referenced, there is a bit of a plethora of reporting sites. We do not want to add into that field. We want to see where we can make a difference. We do encourage reporting across our network in our signage, on our websites and elsewhere, but it is through those existing channels rather than adding into it. Did you want to come in?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): We will be looking at this as part of our Ending VAWG Programme. The Railway Guardian app is fantastic, and we get people always praising it and there is a lot of work by BTP and partners to promote that app.

There is something that we can do in TfL, whether it is reporting functionality. I am not going to say an app, but we can make it clearer for customers regardless of where they are travelling on what modes how to report and then direct them through to the right channels. We are also very conscious that we hear from our customers sometimes they will report an incident to TfL, and we will know it is a crime and then they are encouraged to report that directly to the police so that the police can then investigate it properly. There is a role for TfL to make it easier so that they could potentially report once but then it goes to the right places. We will look at that and we will work really closely with our police partners. We do not want to duplicate effort. What we definitely do not want to do is confuse customers about what to do and where to report. That just needs much more consideration about the best way to do that.

Neil Garratt AM: Yes. You have anticipated what I was thinking. The local government reporting app I mentioned, the benefit of that is that you do not have to know which borough you are in. I am afraid I am one of those people who does tend to know, but normal people do not necessarily know which borough or which county or whatever they happen to be in. They use the same app, and it figures it out in the background.

This is not a new problem. The 999 number was brought in so that people would not have to know what was the phone number for their local police station. I am just concerned, with the proliferation of apps, that we go full cycle and eventually somebody says, "Hey, maybe we should have one system for reporting it and then in the background there is a system that works out who needs to know". That is not a criticism of the Railway Guardian app. I am in favour of people taking the initiative and taking a lead. But TfL is looking at something that is a sort of --

Mandy McGregor (Head of Policing and Community Safety, Transport for London): That is definitely an area that we want to explore more with our police partners, but there is a place for Railway Guardian, absolutely. It is not just a reporting app. It is a safety app and there is lots of really excellent information in there about bystander intervention and some reference guides should you be a victim. It is excellent. There is a way that we can integrate it and work better for our customers so that they do not need to figure it out.

But in the background, if somebody reports to the wrong police force or through the wrong channel, the police work that out in the background and either direct them to the right place or do it between them and pass the crime over. At the front end, there is more that we can do. We want to know as well. Some of it, they may be making a complaint about a particular thing to TfL but at the same time there is a crime also in what they have told us, and so sometimes these reports do need to go to both places. We will try to make that easier as we move forward.

Neil Garratt AM: OK. I see, Chris, you wanted to come in. But just quickly before I do, did you give a timeline? Presumably there is no timeline of what TfL is working on. It is a sort of thing that you are thinking about that has not yet reached a conclusion.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): We have an Ending VAWG Programme. The budget for that is just being looked at now. We are doing some in-depth research with women and girls who travel on our network about what they are expecting TfL to do and some of the issues. I am sure reporting will come out through that and so we hope to learn from that. That research will then inform our pipeline of actions going forward over the next two to three years.

Neil Garratt AM: OK. Great. Chris?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Just a quick couple of points because Mandy touched on it in terms of reporting to the police. This is where most forces now use a single website - in a sense, we all have our individual websites but a single online home - and so the ability to direct that crime report to the right force has been a big step forward.

It is the same in terms of [the] Guardian [app]. We have broken that new ground. It is building on what we have done already as opposed to replicating or duplicating. Some of that success was with Home Office funding initially and there is a great deal of interest across other forces, and I know across London to look at ways to build on that as opposed to saying, "Let us have another app". That is not the intention.

Neil Garratt AM: We have many apps, yes.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Chris, the app does tell you when you have left the railway network and you are in another police jurisdiction that you are now in an MPS area and, therefore, any issues here report to them. It does that.

Neil Garratt AM: OK. I do not know whether you want to add anything to that, Christine, or whether the -- I guess MPS probably feels it has 101 and 999.

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): I need to say that some of the reports that do go to the Guardian app do end up coming to us --

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): It is working.

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): It is working, yes.

Neil Garratt AM: That is positive. Thank you for that. That is good to hear. Alex, just a quick final question. I know in your 2022 report, much discussed this morning, one of the recommendations was about a cross-industry app taskforce. That sounds like the sort of thing that would be on *The Thick of It*, does it not? What progress have you seen on that or what are your thoughts now reflecting on that report and what has happened subsequently?

Alex Smith (Head of Campaigns, London TravelWatch): A lot of the reasons for this have been discussed. Again, anything that you can do to make reporting easier for people is a positive and what a lot of people were telling us is an app would be something that is useful and would help them report. We welcome the Guardian app, and it is all great and very positive but, again, it is that risk. If everyone has a different app,

are people going to bother downloading it? Will they know which one to use? Will that inadvertently make it more difficult?

It sounds really positive. TfL's approach to this making sure -- what you ultimately want is almost a 'one-stop shop'. If something has happened, I guess it would be like your local government app where you can just go to here, it will filter through to the right organisation and action will be taken because, again, the structure in terms of who polices which mode, valid reasons for it, but a lot of people on the street are not going to know, "I am on a bus and so it is the MPS", or, "I am on the Overground and so it is the BTP". Again, it is just taking that out of the equation and just having one place to do it. Again, this would be a really good avenue they could go down to just having one place for people to go to.

Neil Garratt AM: OK. Great. Thanks, Alex. Thanks, everyone. Sorry.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): I was just going to add that not everyone wants an app as well and so the choices are really important. We need to make it simpler but still give people the choices if they do not want to download an app beforehand.

Neil Garratt AM: OK. Great.

Alex Smith (Head of Campaigns, London TravelWatch): Just briefly to echo that, I completely agree. A lot of people do not even have smartphones or internet access. Again, this is a really important step but, again, it is also maintaining non-digital routes for people to report as well.

Neil Garratt AM: Yes. I probably should just put in my standard plug as well. If you think about journey planning, which is the other area of many apps, the other thing that TfL does is make the data public so that people do not have to use the TfL app. They can if they wish, or they can use CityMapper or something else. That open data standard is an important part of the whole ecosystem. Let us call it that. OK. Sorry, Christina?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): Just to add in terms of plugs, as part of the New Met for London plan, we have got a victim's portal in development at the moment, which will hopefully go live as a live portal in 2024, which will mean it is not just used for reporting but also for victims to check on progress updates and find out what is happening with their cases without having to pick up the phone and trying to get through to an officer as well.

Neil Garratt AM: That does sound very positive. Thanks for mentioning that and letting us know. That is it from me, Chairman. Thanks very much.

Keith Prince AM (Chairman): Thank you very much. Assembly Member Pidgeon?

Caroline Pidgeon MBE AM (Deputy Chair): Thank you very much. I downloaded the app after the briefing we had last Friday [24 November 2023] that Assembly Member McCartney, Assembly Member Russell and I attended, which was really useful, looking at this whole area. When you look at it, it has in it, "Send a message via SMS", which is what I have done in the past to BTP, "Report a crime online using the website or Crimestoppers", "Report a station issue with a train operator", "Street safe reporting". It then sends whatever off to different areas.

Is there not a place to not recreate that? For example, on TfL Go app, which I rather like - others do not, but that is fine - you could just have something there that ultimately clicks through to whatever is going on behind here. You do not have to recreate that. It is just the front cover --

Mandy McGregor (Head of Policing and Community Safety, Transport for London): That is exactly what we are looking at.

Caroline Pidgeon MBE AM (Deputy Chair): That is the way to do it, is it not?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Yes, that is exactly -- there is a place for apps and with all the additional information and functionality --

Caroline Pidgeon MBE AM (Deputy Chair): And you have got this app there, yes.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): -- but what we would like to do in a travel app that people are relying on, TfL Go - I use that as well - or CityMapper, that you are directed through. I am not a technical person in any way, but something quite simple in terms of an interface. I want to report this to TfL, or I want to report it to the police, or I want to report it to both. Find a way to do it. But embedded in travel --

Caroline Pidgeon MBE AM (Deputy Chair): Yes. It seems to me the money has been spent and invested in the app and the back office behind it and it is clearly working because you are all receiving the different reports. Actually, it is about just that link, as it were, on the front page, if we can call it that, of all these apps is the way to deal with it, I would have thought. Is that --

Mandy McGregor (Head of Policing and Community Safety, Transport for London): You could be in our focus group to see how it works.

Caroline Pidgeon MBE AM (Deputy Chair): Lovely. I would love to be because I am clearly someone who is neutral in all of this. But, no, that is probably the way to do it but, if that is what you are looking at, that is great. That is all I wanted to ask. Thank you, Chairman.

Keith Prince AM (Chairman): Thank you. Assembly Member Baker?

Elly Baker AM: Thanks, Chairman. I have a couple of questions about transport staff on the network. Firstly, this is to anyone who wants to come in on it. What specific training is provided to staff in regard to dealing with sexual harassment and hate crime on the network? Do our TfL guests want to jump in?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): If I start with sexual harassment, we have worked with our police partners and the RDG to develop a bespoke training course for zero tolerance to sexual harassment. All of Siwan's operational staff in our directorate have been trained. Bus operations have been trained. The thousands of staff on London Underground are being trained as part of their annual assessment and so we are bringing them in. It is harder to release them from their operational duties and so we have got a programme that will get people through. Then, in addition to that, equality and inclusion training for bus drivers has now started and that is different. It is not a bespoke sexual harassment training course, but that is covering scenarios related to sexual harassment but also to hate crime. As I said, yes, that started this month [November 2023]. A real focus on it and we are trying to get that through our enforcement officers. It is mandated that they have sexual harassment safeguarding training and the hate crime [training]. In all areas, it is covered as part of their core training.

But in the interim - because it is a logistical challenge to get as many staff through - we have a big employee communications push where we are constantly giving messages to our staff, giving briefings on what we would expect them to do, but giving them some context about the issues and why they are important. But the core of it is to support our customers and to report to the police. We are trying to give our staff the confidence and the skills to be able to handle those situations - which, as Alex said, can be really difficult for the victim but also for our staff, who may not come across it that often - and to give them the skills and the confidence to deal with those issues with compassion but with the urgency that they require. Not all of our customers want the police involved but it is still important that our staff know to report that incident to the police so that we know it happened and it informs our deployment. It is an ongoing commitment from TfL that our staff will have the training they need to do their jobs effectively.

Elly Baker AM: Thank you. To our MPS and BTP guests, in terms of the people you have dealing with sexual harassment and hate crime, what training do you give them in order to do that on the network?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): We have a round of professional development days, which all staff and officers who work on the road and transport network have probably every quarter, which at the last round focused on vulnerability. It will be sexual harassment but also vulnerability in all its guises and then a bespoke look at time of day, when we recognise that people become more vulnerable for different reasons, and things like the age of the potential victims as well or the hotspot locations that might bring in a vulnerability. Those are the kinds of areas we look at. But it also expands to the points that Mandy has already touched on in terms of diversity and equality training and how individuals can be particularly vulnerable because of a protected characteristic.

Elly Baker AM: Thank you. Chris?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes, just to touch on the rail staff side first, if I may, it is just about the point about the Safeguarding on Rail Scheme. London Underground is accredited in that space. That is one of the things that is part of it. It is looking at that training. It is thinking about the vulnerability side of things. It is just to draw out in that space we have seen a significant increase. The 12 train operators across the country, plus London Underground, which is now accredited, will work in with other modes around getting them accredited. But a significant increase in terms of vulnerability reports from rail staff. It is about a 20 percent increase we have seen. We have seen hundreds and hundreds of interventions in terms of mental health and suicide prevention. In just that wider piece around the rail staff training, we are seeing some huge benefit in that space.

In terms of our people, we are in the process at the minute for all of our frontline police officers of rolling out 'Nightingale' training in terms of that first response to sexual offences and then also a special sexual assault investigators course for all of our detectives. There is a range of other stuff going on in that space. People will have had training when they started, but it is part of our VAWG strategy at the minute that we are refreshing all of that training for everyone on the front line and all of our detectives.

Elly Baker AM: That is really helpful. Thank you. Thanks for mentioning the Safeguarding on Rail Scheme because I was going to just come on to that in a second. Can you just describe the process by which organisations can achieve that accreditation?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes. There are five criteria through which -- and initially it started off as a Department

for Transport (DfT) mandate for some operators, BTP being part of the assessment and criteria. We, through our crime and safeguarding team work with individual operators to assess them against those criteria and to dig into the quality. Sometimes we can look at CCTV or certain vulnerability training, but how good is it? Not just that people have done it, tick, but how good is that training and how helpful?

The five criteria just briefly are senior leadership and commitment, safeguarding communications, responding to vulnerability, staff recruitment, roles and responsibility - and that includes things like vetting and making sure there is consistency - and then training that is available to staff. Against all of those criteria, we assess if an operator is accredited in terms of Safeguarding on Rail.

Some have not met those criteria initially. Most are in that space. But we work with them and, actually, my experience has been it is very much an education piece for some operators, and they have found that we are setting a bit of a baseline, describing what 'good' looks like. Operators generally are very keen to work with us and to get that accreditation.

Elly Baker AM: I am sure. Thank you. That is really helpful. Sticking with Chris and Christina, back to the staff training, it was interesting when you were talking about the quality of the staff training. TravelWatch's November 2023 report - I am sure you have seen it - recommended that staff training is codesigned with people from the LGBTQ+ community. Is this something you plan to adopt not only for LGBTQ+ people but for other communities as well? Christina?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): Very simply, yes. In some places, it is happening already, particularly with our BCU colleagues whom we work with quite closely. They have people from the LGBTQ+ community come in to support the work that happens in training, yes.

Elly Baker AM: Sure. Thank you.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Very similar. As I mentioned earlier, last year [2022] for our neighbourhood policing teams that cover the Underground and TfL modes, we delivered training through Galop in terms of the LGBTQ+ community. Generally, particularly in terms of the VAWG work, we work really closely with third-sector groups so that, yes, the training is codesigned, but we are always keen to do more in that space and to hear from people with lived experience.

Elly Baker AM: I am sure TravelWatch will be keeping an eye on that. Thanks very much. Moving slightly on and coming back to TfL, we were talking about, again, perception of safety and how safe passengers feel on the network and how that affects it. My perception is that, particularly around sexual harassment, then having visible women working on the network is really important.

Siwan, what is the proportion of women who are working in visible roles on the network? Do you have that information? Do you feel that it is something that makes an impact both on the perception of safety and then whether women might report those crimes? I am going to ask you -- yes, sorry.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Sorry. I do not have that data in terms of across all our frontline staff both within bus drivers and across our stations as well as the enforcement staff that I deploy across the network. I do not have to hand the percentage of women. I am looking at Mandy, who knows everything. But, yes, I absolutely recognise the

importance of diversity across our frontline. It is a symbol of London. It is a symbol of TfL that we are a place that welcomes everybody.

Clearly, we train all our people to be equipped and capable, to be compassionate, to be empathetic with our customers and to report, as Mandy has already outlined. But I did want to take this moment to highlight one of the recent developments that we have taken as TfL, and I hope that you will have seen this. We have started deploying across our rail, Underground and bus networks our own transport support and enforcement officers (TSEs). They are visible, they are diverse, and they are deployed across our network. Their purpose is to be that very visible, protective presence, acting as capable guardians. We have really set out to encourage women to apply for those roles and to look at family-friendly, flexible shift patterns and models of working to really encourage people who have caring responsibilities into those roles, and to really think very hard. We have really strong diversity amongst that 140 or so TSEs that we are currently deploying.

Yes, you are absolutely right to highlight it and it is something that is very much a priority for us, as it is for all policing partners, to encourage the diversity and a broader range of women into roles and across senior leadership positions.

Elly Baker AM: Yes, absolutely. I just recognise the wonderful diversity of the panel today. Just coming on to Chris and Christina, a similar question, really. Anyone can have empathy for somebody in a difficult situation. The problem is you cannot see empathy. Do you know what I mean? You do not actually know. A shortcut is to feel that you may be more able to talk to certain people and that is why diversity is so important. I am just recognising that. Chris and Christina, I am sure you do know these figures somewhere, but can you comment on that and do you have those figures in terms of your visible staff on the network?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): I can say for the whole Command it is about 35 percent women to 65 percent men. However, I cannot say for the team that works on the transport network specifically, but I can absolutely get that information for you.

Elly Baker AM: That would be really interesting, yes. Chris?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): For BTP, particularly female representation is incredibly poor. We have the lowest female representation in the country if you look at police forces. It is something that we have been working hard on. Now - not that this would change everything - we have a female Chief Constable, Lucy D'Orsi, and we are seeing a really clear commitment to improving the representation.

Hopefully, people might have seen, for example, we have just launched our part-time officer recruitment. It is the first time we have done it - and we are probably the second or third force in the country that has done it - to start as part-time. It is not that you have to start, travel to London for 16 weeks, potentially be away from your family, train for that entire time and then effectively stay full-time for the best part of two years before you then become part-time. We are saying part-time from the start, effectively, and we think that will help, but there is a range of other activities we are taking. But, yes, it is not a great position for us, and we are definitely committed to improving that representation.

Elly Baker AM: That was really interesting and helpful and, yes, a big plug for women to apply to join the BTP. Thanks very much for that.

Now coming on to, again, something I touched upon earlier on about safety and people feeling safe and passengers feeling safe late at night. Again, referring back to London TravelWatch's report from 2022, it found that 73 percent of passengers believe that late at night is the least safe time to travel. What is specifically being done to improve safety on the transport network at night?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): I will start, and I am sure my colleagues will come in. They are eager to come in.

Elly Baker AM: Yes, thank you.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): I am going to highlight two elements of this. We recognise and we all experience this. We all feel more afraid at night. It is in human nature. But we have one longstanding intervention and one recent intervention.

With our partners in the MPS and BTP, by recognising the extent to which people do feel more fearful at night and are more likely to use door-to-door transport as well - and the role of taxi and private hire vehicles particularly comes to the fore in terms of safe night-time travel because people do not want to be on the street - we have run a Safer Travel at Night (STaN) campaign. The STaN campaign is a multidimensional campaign. Chris has already mentioned it, but it is the proactive engagement of our officers being visible across the MPS and TfL, being visible at night, engaging with people on their way out, helping people plan their journeys home, making sure that people have strong safety tips, and also gathering together significant amounts of intelligence about those individuals who threaten our transport users. We do a lot of proactive enforcement during that time as well. I am sure colleagues will come on and talk in more detail about STaN work. It does involve working with volunteer groups like Night Stars in Westminster. It involves working with all the nightclubs. It is the active part by which we implement the Mayor's Night Safety Charter. It is a vitally important campaign for us.

In addition, I did want to highlight the previous plug I gave for the development within TfL, the TSEs. We are just about to launch our first night team of TSEs to be deployed across the rail, Underground and bus network. Our TSE officers' purpose is to be capable guardians on the network, to be visible and reassuring, to protect our colleagues on the front line from the risk of workplace violence and aggression. We know that our colleagues working at night also feel very fearful about working at night and they feel more isolated. Although the risk of being a victim of crime is very low - our highest-volume crimes happen at a time when our network is most crowded - we really need to be giving that visible reassurance and presence to protect our colleagues at night, to tackle antisocial behaviour and to safeguard some of those people who are vulnerable at night. We know there is vulnerability at night that comes from people who are sleeping rough on our network. We know there is vulnerability at night that comes from people with mental health issues. There is vulnerability that I am sure many people in this room have experienced that comes from intoxication and that is made more acute at night. They have a distinct and purposeful role to play to look at safeguarding and supporting our customers and protecting our front line. You will see the night team out and about and we will be doing a huge amount of publicity about that.

Elly Baker AM: Thank you. Thanks, Christina. Go for it.

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): Yes. We have already spoken about STaN, but the key here in terms of our campaign is also encouraging people to think about their route home before they leave so that they have a range of options but also, they are aware of what challenges they may

come up against as they are travelling. Having lots of high-visibility patrols and people from my teams in the hotspot areas where we have intel that tells us there could be issues or where previous offences have occurred so that we have people - sorry, officers and staff - in the right place for those who will need us.

Elly Baker AM: Thank you. Chris?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I suppose just to build on it from a BTP perspective, we are using all of that data, being very data-led in terms of our patrols are. But on the bit that Siwan mentioned about the TSEs having night commitments coming up and working with them on the Night Tube, for us there are a couple of points to draw out.

One is that the amount of crime we record on the Night Tube is very low. On average, it is 4.8 crimes recorded on a Night Tube night. Again, it is going to be the same as anything that there is an element of under-reporting, but in comparison to what people might perceive, it is a very low number. The work with the TSEs will help us in terms of -- our resource is stretched. There is a lot of high-harm crime that we are seeking to focus on in terms of violence, robbery, *et cetera*. TSEs are working in partnership. A plug for the team, which has been a really positive addition to the network, and that ability to be really clear about who is going to approach and deal with what issue. We work collectively. But certain skills and teams are better suited to certain work around reassurance, for example, and then we can spend more time focusing on the high-harm crime, effectively.

Elly Baker AM: Thanks. That is really helpful. Just following mention of the Night Tube, have you seen changes in the number of cases being reported since the Night Tube has come back into service?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): I can jump in at a high level, in a sense. We can send further details afterwards, if it is helpful.

Elly Baker AM: Yes, that is fine, yes.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): But broadly, during COVID when there was not the network in the way that it was, there was no crime, but it has started to come back. But the numbers the last time I looked at it were, interestingly, lower than it was before. Part of that is as we are developing and evolving our approach and our hotspot patrolling, *et cetera*, where we are targeting and the tactics we are using. That is playing a part. We have not seen a significant increase, for example. In fact, it is the same or actually probably lower than it was pre-COVID.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Theft is the main issue in Night Tube crime as well. There is antisocial behaviour that happens, but we have BTP on there to help us deal with antisocial behaviour as well.

Elly Baker AM: Thanks. Thank you. Just before I hand back to the Chairman, I have just got one more, which relates back Siwan talking about night travel and door-to-door. It reminded me of some correspondence I have recently had with TfL about taxi and private-hire drivers and whether we know how many are women and actually the fact that, when I was growing up with a different model of private hire, there used to be women-only cab firms. That is not something that people really have the option of now. Actually, I know

there are huge amounts of checks and balances on private hire taxi drivers, and they would want me to say that, and it is definitely a safe mode of travel. But certainly, some women want that opportunity.

Is there any way of us making that happen, do you think? It is something we might come back to in a future Transport Committee [meeting], but is that something that is possible in the current mode of private hire, do you think?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): This is not quite my area of expertise.

Elly Baker AM: No, it is not. I am being a bit cheeky. Apologies.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Yes, but it is a really interesting area, both in terms of encouraging more women to join as drivers --

Elly Baker AM: Yes, absolutely.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): -- and there are women drivers, but they are --

Elly Baker AM: Spread thinly, I would say, yes.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): My perception is it is a very low percentage. It is a very flexible way of working. Also, I am just thinking. We have a Passenger Safety Forum coming up with all the representatives of the taxi trades and the big private hire operators and some of the smaller operators as well and the trade unions that represent private hire drivers. That is coming up a week on Monday [11 December 2023]. We will take this question to them.

I am thinking that particularly what we want to do is whether we can specify for a female driver when you make your booking and I am not aware that that functionality is available, but I am going to take it away and explore it on your behalf.

Elly Baker AM: No. You would have to have more women drivers to do it, to be honest, but I know that the taxi trade and private hire would love to have a more diverse set of drivers. It is something maybe we can all have a think about. Thanks. Back to you, Chairman.

Keith Prince AM (Chairman): Thank you. I now look to Assembly Member Berry.

Siân Berry AM: Thank you. That was a really interesting question. Thank you very much. I want to ask some questions about CCTV, and I want to put that into a little bit of context first, if that is all right.

If you know some of my work, you will know that I am not the kind of Assembly Member who will just throw surveillance or policing questions. I am very interested in privacy. But I have been following the inconsistency in the retention times for CCTV footage for some time now. I asked about it first in 2017. I followed it up again in 2020. London TravelWatch put it as one of its recommendations in its 2022 report, acknowledging that still - and as I say, I asked about this in 2017 and was assured that efforts would be made to make it more consistent - but on different parts of the transport network it can be two days that CCTV is retained for and in other parts it is the more normal length of 28 days.

Can I ask TfL? What are you doing to increase the consistency and standardisation of CCTV retention times, please?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Assembly Member Berry, you will know that we do not talk publicly about the retention time with CCTV because it is vital for us that the environment that we are seeking to create we want to make hostile to offenders. We do not want to inadvertently give information that could be used against us. In terms of public discussion about retention times and the varying retention times between different types of modes and different camera networks and different ages of cameras, I am not going to go into detail and we have been instructed by the DfT not to talk about this publicly. But we recognise --

Siân Berry AM: Can you acknowledge, though, that in some parts of the network, if you are attacked somewhere on the network, it may be as short as two days before that CCTV footage expires? If that could be anywhere, then people need to know they have two days to report it because there is a chance it could be gone.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Our commitment is in line with the standards that have been set by the Home Office. All CCTV should be -- the minimum retention period should be 31 days and that is the standard we are looking to complete across all our modes and across all our CCTV. We have a significant CCTV infrastructure, some of it slightly more aged than other areas, but we have a programme underway to upgrade the condition of our assets and to improve the availability and retention of CCTV across the piece.

Siân Berry AM: Great, but can I just go back to my first question? I asked you this in 2017. You had a programme underway then. That was the answer. What progress has been made and how soon before we can be confident that it will be all kept for a month?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): I cannot give you an indication of timescales, but I should say that that new standard came into place this year [2023], which means all new CCTV systems must have a retention period of 31 days, which is the Home Office standard.

As part of our End VAWG Programme, we had some funding available about whether we could expand the retention periods for on-station CCTV, retrospectively expand that, and so that work is in place now to see what we can do. We do not have the budget to replace all CCTV at one time but, as the systems are due to be replaced, upgraded, then we will take every opportunity we can to bring them into the 31 days.

Siân Berry AM: Then the other thing I asked about at the time was: can you publicise this? Siwan, you have pushed back on publicising the fact that it may be a short period of time, but there is no sense of urgency in some of your communications. There is a delicate balance between pushing people who may need time to process something before they report it, but just awareness that there is an expiry time. I have been in contact with many people who have said, "Yes, I took time to process it and I came and reported it, but it was only a few days and I then found that the CCTV had gone". Just knowing that there may be a time limit before vital evidence is lost would be helpful.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): You will have heard all of us speak this morning about how important it is that people do report. We do not want to put up any obstacles to people reporting and people sharing with us what they have experienced on our network, and we can use that data and information and insight. Even if someone reports years later and the CCTV is not available, it is still important that we know that.

We recognise that CCTV is an incredibly important tool to support the investigative efforts of our policing partners and I am sure our policing partners will want to come in on this topic, but it is not the only tool, either. There are other sources of evidence that can support an investigation, whether it is from witnesses, whether it is from staff, whether it is from the ticketing and data systems that we have on our networks. We are a data-rich environment and there are lots and lots of opportunities to support investigations over and above CCTV.

I know and I really understand why you are saying this but, for us, what really matters is that we make it as easy as possible, and that people report and share with us what they have experienced.

Siân Berry AM: Sure. Thank you. This applies to all crimes, but I am dwelling on the sexual offences because, quite often, there will not be witnesses and so the CCTV is even more important in those cases. I do want to turn to the police now. Chris, can I ask what your views are on this? To what extent are short retention times an issue for you and are you able to help in any way to boost retention times?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes. The short retention periods, where they exist, are inevitably a challenge, like you have described, if somebody reports later. I have not seen, although I have commissioned recently some work around what the impact is and what that number looks like and so that will be helpful for us. Through working with TfL, I am getting a very positive sense that the lengthening and standardisation of those retention periods is something that they are committed to.

The bigger challenge for me is more about the quality of the CCTV and Siwan alluded to it. Some of the network is particularly ageing. Some of the quality of the CCTV is particularly poor. There are financial challenges, but probably more of an inhibiting factor for us is good-quality images of individuals so that we can look to detect those offences.

My last point on the sexual offences side of things is that often those offences happening on trains are committed in places where it is quite challenging anyway, even with the existing CCTV, to see what has happened. That is where some of our other tactics in terms of our plain-clothes teams and the work that they do helps. But quality of CCTV, as Siwan has alluded to, is probably my biggest concern from a policing perspective.

Siân Berry AM: Thank you. Christina?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): In addition to the length of time it is held and also the quality, I would say for my team the biggest concern is out-of-hours provision. Particularly when we talk about travel at night-time, if an incident happens at night and we want to get the investigation started, that would be a significant issue for my teams at the moment.

Siân Berry AM: Excellent. OK. That --

Keith Prince AM (Chairman): Sorry, I would just like to welcome Mayor [Mukambwe] Lukonge --

Siân Berry AM: OK.

Keith Prince AM (Chairman): -- who has arrived here today. Thank you very much. You are very welcome. He is the Mayor of Mityana near Kampala, Uganda. He is in the public gallery. Thank you, sir, for coming. Can I say "oli otya" to you? Thank you.

Siân Berry AM: I do have a further question for the two representatives of the police. I am also aware of incidents where the police have not asked in time for CCTV. I just wanted to ask if you have -- we talked earlier on about resources. Have you got good processes in place for making sure that vital evidence is asked for in time, particularly given the slowness with which we are moving towards a standardised, slightly longer retention time?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): In RTPC we have expanded our team in the last year to be able to process inquiries quicker. I would say, yes, in terms of resources, what we need is for victims to tell us if they think it may have been covered by CCTV as soon as they know and for the investigators to tell us if they think it would be helpful. But I do not see an issue with the size of the team at the moment. The challenge is, as I have said, the quality of the footage and also what to do when it happens on a bank holiday or at night-time, for example.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Just from a BTP perspective, in some ways it is easier because we have a 24/7 CCTV team that operates with access to CCTV across the network. But again, those teams and operational teams are very stretched and, ultimately, we have to prioritise the high-harm crimes, sex offences, for example. If we have to make those difficult decisions, they would be at the front of that queue, effectively.

Siân Berry AM: That is really interesting. Do you have any standards set for the speed and rate with which you ask for evidence that might exist or any sort of tracking of how you are meeting those standards?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): We will have that data. I do not have it to hand.

Siân Berry AM: Yes.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes, it is all that 'golden hour' principle. Particularly in terms of robbery, sex offences and, like I say, the high-harm crime, we have something called Operation Blockade, which is that almost immediate activity for our team at Ebury Bridge [BTP police station]. When incidents like that come in, they will be immediately trying to get access to that CCTV and, if they do not have direct access, getting those requests in. Generally, as long as we have got enough information - and sometimes because it is an online report there are challenges around getting sufficient detail - but as soon as we have that, generally, on the day of reporting, we would be requesting the CCTV.

Siân Berry AM: OK. Thank you. Mandy, did you want to say?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): I was just going to add, accepting some of the limitations and some of the systems having a lower retention period, BTP's CCTV team resources know that, and those ones will get pushed through. That is on the back of some of the feedback when the requests came in quite late. There is a lot of work that has been happening in terms of processes to make sure that that comes over as quickly as it can, particularly for those higher-harm offences and sexual offences as well.

Siân Berry AM: OK. That is really helpful to know. That is really good. Thank you.

Alex Smith (Head of Campaigns, London TravelWatch): Could I - sorry - just very briefly add one thing? Retention times and lengthening that is really important. That has been discussed.

As well, just going back to the processes and people getting that CCTV, there are also sometimes issues. You say it can sometimes take people time to process what has happened to them and get in touch, but they also might not necessarily know who to get in touch with. They might not necessarily want to go to the police, for example. We have had incidents when people have gone directly to the transport operator, maybe through channels that were not specifically designed for this, and then, even if they have maybe been in touch within the timeframes, by the time their query has been seen or responded to, it is then too late. They also need to look at if there is a way to also review those sorts of things, identify when it is a time-sensitive CCTV request and prioritise them as well.

Siân Berry AM: That is within the transport operators themselves? That is a recommendation?

Alex Smith (Head of Campaigns, London TravelWatch): Yes.

Siân Berry AM: OK. Thank you.

Keith Prince AM (Chairman): Assembly Member McCartney?

Joanne McCartney AM: Thank you. There has been a very high-profile alleged crime on the Tube network recently when my colleague Assembly Member Hall believes she was pickpocketed. She has talked about that quite publicly and so I feel I can ask this question. It is probably to the Chief Superintendent. Was a formal report made and are you doing all you can to get the CCTV footage and look into this allegation?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Yes. Definitely, it is out there. It is public. I am not able to answer the question around whether it has been reported in terms of General Data Protection Regulation types of restrictions, but I can talk generally about cases like that.

If we have got sufficient information, we would do that. Often - and maybe as has been described publicly in this case - there is an element where it may slightly look like a loss as opposed to a theft. But that is the challenging environment of theft and pickpocketing. People just generally are not that sure as to when it happened and there can be confusion around it. That is part of why it is a challenging crime for us to solve, effectively.

Joanne McCartney AM: Thank you. My colleague Assembly Member Hall said that she believed that there was someone fumbling next to her and so, presumably, if you asked her, she might be able to pinpoint that location down. Can I also ask on the back of that if you have any indication about how many people lose their Oyster cards but perhaps believe that they have been pickpocketed?

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Not specifically Oyster cards. This is something that we work with TfL around and around its lost property setup. There are conversations ongoing at the minute about how we could join our data in some way or make it easier to search across because, actually, probably a huge amount of that theft that is reported actually is lost property, I would suggest.

Joanne McCartney AM: Yes. I have just seen that Ross Lydall [journalist] from the *Evening Standard* has said he has tracked down the Good Samaritan who found the card. I believe, according to Assembly Member Hall, she was told that it was found lying on a seat, complete with the card and cash – so not a very effective pickpocket – and returned it to her.

We have talked about bystander campaigns and trying to get involved. Do you do anything with regards to issues like that, thanking members of the public who have returned property? People could have just thrown it away or whatever.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Definitely. Again, on a day-to-day basis, we review all of these kinds of incidents. That case is probably unique, and we do not hear about it that in that level of detail. Sometimes when the victim has found the property, there is not always an update into us to say it has been found. But in terms of bystander interventions, suicide interventions and things like that, we make a regular occurrence of writing back to people or in some cases giving them Divisional Commander's Commendations in terms of their bravery and the interventions that they have made.

Joanne McCartney AM: Thank you. That was helpful. Thank you, Chairman.

Keith Prince AM (Chairman): Thank you. Assembly Member Garratt?

Neil Garratt AM: Yes, it is just a quick question, really, following on from Assembly Member Berry's questions about CCTV access and retention. I just wondered – it did not quite come up – whether the process is the same or different with buses. I have had cases come to me where there seems to be an additional breakdown when the bus company has the thing and not TfL. Does that create a complication and an extra delay and therefore this possibility that the footage might be lost before eventually the request comes back?

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): At times, yes. However, the work that Mandy's team has been leading over the last two years has meant that that inconsistency has really reduced quite significantly. The biggest challenge we have now are some are stored on the cloud and so we can retrieve them from the office without having to go onsite. Some still footage is still saved on a hard drive. That is probably the starkest discrepancy between the two, but it is much better than what it was. I would thank Mandy and her team for that.

Neil Garratt AM: Presumably, the faster turnover of vehicles in the bus fleet versus the Tube trains helps in terms of updating technology on the vehicle. Sorry, Mandy, you were going to add?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): That is a bus contract thing.

Mandy McGregor (Head of Policing and Community Safety, Transport for London): Sorry, I will leave the bus contracts to you, but Christina has a team that is dedicated to getting the crime reports and then putting that request through to the relevant bus operator for that information and then we will follow it up and get it. That helps in terms of the process. But it is challenging. We have a number of different operators to have to deal with, but that team really helps in terms of co-ordination.

Neil Garratt AM: It is what I would characterise as still not as good but getting better than it was?

Mandy McGregor (Head of Policing and Community Safety, Transport for London): I think it is pretty good, but I might have a biased opinion.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): You are absolutely right. As we do bus contract renewal and we let contracts for routes across London and as they come up, we specify now really clearly in the contracts with the operators about both the number of cameras, the position of cameras, the quality of the data and the availability of the data in the cloud. But, yes, it does take time for those bus routes to be refranchised and for those specifications to come in. There are some operators over some routes where we are slightly behind compared to some of the operators that now have the most cutting-edge technology.

Neil Garratt AM: OK. Just a quick final question. We are talking mainly here about personal safety types of issues but on the road, you also have road safety issues. Is that the same system and the same answer for those kinds of queries?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): As part of the specification, it includes the forward-facing cameras on buses, which enable us to see -- it does mean that we can capture some of the evidence from the road network. Christina's team is as responsible for the leadership within the MPS for reducing road danger and safety on the road network as it is for the safety of passengers on the bus network. I will hand to Christina if there is anything more you want to know.

Neil Garratt AM: OK. Thank you.

Detective Chief Superintendent Christina Jessah (Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service): Just to say that there is a dispatch team that can on occasions like that when it is a high-harm incident. We can go to the scene and download the footage with the bus at the site, but we save that for the most serious of offences.

Neil Garratt AM: Understood. OK. Thank you, everyone. Thank you, Chairman.

Keith Prince AM (Chairman): Thank you. Assembly Member Boff?

Andrew Boff AM: To Ms Hayward or Ms McGregor, why is connectivity on the Tube so completely rubbish? Why is connectivity on the Tube completely rubbish?

Wi-fi. You can name anything, really. It is no good for 3G or 4G [mobile phone service]. It is no good for wi-fi if you are in a tunnel. On the Elizabeth line, you get promised TfL wi-fi when you look for the network. I know Assembly Member Berry has brought this up as well as me. You get TfL wi-fi with the false promise that you might actually be able to connect to the internet and you cannot. It is complete rubbish, apart from the Jubilee line. May I say there has been an advance on the Jubilee line? When are we going to get connectivity on the Tube?

The previous Mayor was pretty up -- he did not like the idea of connectivity on the Tube because our [London Assembly Conservative] Group wrote to him. We did a report back in 2013 saying we could improve connectivity in the Tube. The previous Mayor did not like it because he did not want to encourage people taking phone calls on the Tube. But this is a safety issue as well as a convenience issue. We have been promised time and time again that we are going to get better connectivity. Assembly Member Berry was

promised by the end of this year [2023]. I wrote a question last year [2022] and, "Very soon, we are going to get the connectivity". When is it going to happen?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): To the best of my understanding - and I believe you have been briefed on this - is that by the end of 2024, all Tube customers will be able to access 4G and 5G mobile connectivity and be able to access the internet across the majority of the Tube network and 80 percent of our stations by then as well as across the Elizabeth line. We recognise categorically that uninterrupted 4G and 5G mobile coverage is significant and really important to our customers. The ability to be able to send and receive calls and text messages and surf the web and access social media is vital and is a vital part of safety and security. We have talked about the importance of apps and reporting on them.

Andrew Boff AM: Precisely.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): All the major mobile operators - Three, EE, Vodafone and Virgin Media - have all signed up to be able to bring high-speed 4G and 5G mobile connectivity across the Tube. That will include in some of our deepest tunnels. By the end of 2024, we will see pretty universal coverage.

Andrew Boff AM: That is curious because my colleague Assembly Member Berry got a promise that we would be getting this by the end of this year [2023]. We need some guarantees on this. We have been talking about it in our Group since 2013 and we are getting nowhere. We are not really moving forward at a rapid enough rate.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Yes, and progress is being made. We have seen more stations and more connectivity available in central London --

Andrew Boff AM: I will give you the Jubilee line. All right?

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Thank you. Thank you.

Andrew Boff AM: You can have the Jubilee line. But there are a few other lines. I was going to ask you how TfL publicises ways to access wi-fi on the Tube. I cannot see the point, bearing in mind it is so appallingly rubbish throughout the network. I am not exaggerating. That is everybody's experience of trying to access the outside world from the Tube.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): Yes. I recognise what you say. I believe that part of the delay is because of the delays in the Emergency Services Network, which is a Home Office-funded and -delivered project. Clearly, the mobile connectivity that we are seeking on the Tube, the emergency services is the first call for that and so there have been issues for us in terms of the timing to be able to ensure that the rollout and implementation is in lockstep with the upgrade of the Emergency Services Network. But I am confident that colleagues will be able to come back to you in writing with absolute confirmation and details on this.

Andrew Boff AM: Thank you. You have now made me even more worried, saying that there might be issues with regard to staff, because one of the most important recommendations raised as a result of the review into

the [London] terror attacks in 2005 was that what held up the response to that was poor communication within the Tube network. I am a bit more worried now than I was beforehand.

Siwan Hayward OBE (Director of Compliance, Policing, Operations and Security, Transport for London): No, I am not saying that there is poor connection now. I am just saying, in terms of that upgrade for the Emergency Services Network, that there were some delays, I understand, in aspects of that, but now that is back on track, and we are ensuring that mobile connectivity improvements are coinciding with that. Chris is often in deep Tube stations with his radio and will be able to confirm how good the connections are.

Andrew Boff AM: For you, yes.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): Just briefly, it is the entire overhaul of the Emergency Services Network. A big part of that is making sure that it is right so that, when we move to new technology, the Underground and everywhere else is connected. We have connectivity now. We use it every single day in terms of our radio communications. There are no challenges in that space.

Andrew Boff AM: Yes, that is all right. OK. Sorry, I took the wrong end of the stick. I am happy to admit I was wrong.

I would just like to say, Chief Superintendent, I did report crime on the Docklands Light Railway - curiously enough at the Royal Victoria [station] here - and I got amazing service, to the extent that I got thoroughly fed up with your people ringing me up giving me progress and telling me what was happening with regard to the case. I would rather be upset at that than not be responded to. Personally, I thought you performed absolutely excellently, but fewer phone calls, really.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): It is always a nervous moment when you give an example like that. I should not. No, that is brilliant and that, hopefully, demonstrates the service we give every day.

Andrew Boff AM: Absolutely.

Chief Superintendent Chris Casey (Divisional Commander, London and South East England, British Transport Police): To Christina's earlier point around the public reporting portal, that is through the MPS, but all forces eventually will get that access. You could choose to say, "I just want to check online".

Andrew Boff AM: Yes, and people used to go, "Why have we got the BTP and the MPS?" Actually, in my case, they worked extremely well together. There was no hiccup as a result of that. Thank you.

Keith Prince AM (Chairman): Thank you very much. I now move to Assembly Member McCartney.

Joanne McCartney AM: Thank you. Yes, mine is to London TravelWatch. Alex, are there any other key priorities you think should be undertaken from your research that perhaps we have not talked about today?

Alex Smith (Head of Campaigns, London TravelWatch): Thank you. I feel we have had quite a wide-ranging discussion and so, hopefully, a lot of it has been spoken about.

One thing that I guess is more of a thread throughout everything that is done is that it is really important to make sure that we are working with organisations, with communities, with representative groups throughout

everything, on specific personal security things but also it crops up in all parts of transport. Again, it is making sure that everyone's voice is heard. They will know their needs best and what makes them feel safe best. Again, codesign is the ideal and, when you cannot do that, meaningful consultation with people, again, just to make sure that policies that are implemented and things that are put into place will work as best as they can for the people who will be protected by them. That threads through everything, through the infrastructure points, through the bystander points, through staff training, through all of that. That is probably the main thing that I would encourage. There are lots and lots of recommendations, but those are the key strands.

Joanne McCartney AM: Thank you. Thank you, Chairman.

Keith Prince AM (Chairman): Thank you. That winds up today's session. I would like to thank all our guests for attending. It has been really interesting and quite informative.

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Subject: Summary List of Actions

Report to:	Transport Committee
Report of:	Executive Director of Assembly Secretariat
Date:	23 January 2024
Public Access:	This report will be considered in public

1. Summary

- 1.1 This report updates the Committee on the progress made on actions arising from previous meetings of the Transport Committee.

2. Recommendation

- 2.1 **That the Committee notes the completed and ongoing actions arising from previous meetings of the Transport Committee, and additional correspondence received.**

3. Summary List of Actions

Actions Arising from the Meeting Held on 30 November 2023

Item No.:	Item Title	Responsible Person	Action(s)	Status
5	Transport Safety Part 2: Personal Security	Divisional Commander, London and South East England, British Transport Police	<ul style="list-style-type: none"> • Location of crime data held by BTP on the whereabouts of incidents that had been reported (e.g. within stations, on platforms, or on trains); • The factors which caused people to download the BTP's Railway Guardian app, specifically if people primarily downloaded it when they had recently witnessed an incident; • The proportion of reports which came in through the Railway Guardian app; • Detail on changes to the number of crimes being reported on the Night Tube since it had come back into service; • Information on the BTP's standards for how long it took for CCTV evidence to be requested, and if the BTP was meeting those standards. 	Ongoing – this information was requested on 11 December 2023.
5	Transport Safety Part 2: Personal Security	Director of Compliance, Policing, Operations and Security, Transport for London	<ul style="list-style-type: none"> • Location of crime data held by TfL on the whereabouts of incidents that had been reported (e.g. within stations, on platforms, or on trains); 	Ongoing – this information was requested on 11 December 2023.

			<ul style="list-style-type: none"> • Details of TfL’s international research into methods of dealing with personal safety on public transport systems, particularly regarding Violence Against Women and Girls, hate crime, and fare evasion; • Information from the upcoming Passenger Safety Forum on ways to increase the number of female taxi and private-hire vehicle drivers; and • Confirmation on when improvements to wi-fi and mobile phone connectivity would be expected on the Tube network. 	
5	Transport Safety Part 2: Personal Security	Head of Policing and Community Safety, Transport for London	Provide data regarding the change in levels of reporting of sexual harassment following the launch of TfL’s Active Bystander campaign.	Ongoing – this information was requested on 11 December 2023.
5	Transport Safety Part 2: Personal Security	Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service	Provide diversity figures for MPS staff who work on the transport network.	Ongoing – this information was requested on 11 December 2023.

5	Transport Safety Part 2: Personal Security	Senior Policy Adviser	That authority be delegated to the Chairman in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.	Ongoing.
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Actions Arising from the Meeting Held on 7 November 2023

Item No.:	Item Title	Responsible Person	Action(s)	Status
5	Transport Safety Part 1: Preventing Deaths and Injuries	Head of Bus Business Development, Transport for London	<ul style="list-style-type: none"> • A list of bus routes featuring newer vehicles with improved interior design, including rounded edges and padding, higher backed seats, and four-seat areas at the rear of the bus; • If it was possible for TfL to introduce an alert on buses to warn passengers when the bus was about to move; • Detail on the work TfL was undertaking with behavioural scientists to encourage safe behaviours on buses; • A detailed response on exceptions to the 2024 Bus Safety Standard which were granted to new buses entering the fleet; • Confirmation of when TfL planned to implement Advanced Emergency Braking on the bus fleet; 	Ongoing. Followed up on 18 December 2023.

			<ul style="list-style-type: none"> • A list of cities that were included in TfL's benchmarking, including those that were part of the International Bus Benchmarking Group, as well as other UK and international cities which were used as comparators; • How TfL ensured that pressure to run buses on time did not come at the expense of safety; • Detail on TfL's programme of refurbishing welfare facilities for bus drivers; and • In hot weather conditions (for example 35 degrees Celsius and above), the approximate percentage of bus drivers who were driving in an inadequately cooled cab. 	
5	Transport Safety Part 1: Preventing Deaths and Injuries	Chief Safety, Health and Environment Officer, Transport for London	<ul style="list-style-type: none"> • A copy of TfL's most recent annual Safety, Health and Environment report; • The number of buses which were currently fitted with Intelligent Speed Assistance (ISA), and how many would be retrofitted with ISA over the next year. In addition, how much investment would be required to speed up the retrofitting of the 	Ongoing. Followed up on 18 December 2023.

			<p>bus fleet, a breakdown of the cost of retrofitting, and at what point the cost benefit of retrofitting meant that it was more cost effective to purchase a new bus with all up to date safety features;</p> <ul style="list-style-type: none"> • How TfL was promoting a positive safety culture, and how the safety culture of bus operators was assessed; • What plans TfL had to reduce the risk of pedal confusion incidents, and the level of interest was there among bus manufacturers and suppliers in the implementation of new measures; • How safety was reflected in personal objectives for staff and bonuses, and the impact that the failure to meet the 2022 bus safety target had on senior staff and operator remuneration; • More detail on trials of 'Fitbit-like devices' which were being trailed on Tube drivers, and any other innovations which were being trialled; • Clarification around the interpretation of figures in the July Programmes and 	
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			<p>Investment Committee documents, relating to the London Underground Infrastructure Renewals Programme, which show a significantly lower spend than the £168 million 'Do Minimum' scenario. In addition, if this does not reflect total investment levels across the London Underground, clarification of what these totals are and any corresponding gap between levels of investment and the required levels to maintain a stable asset condition;</p> <ul style="list-style-type: none"> • What work had been undertaken as a result of the fatal accident at Waterloo Underground station in May 2020, including to risk assessments and any engineering changes; • Confirmation of what was included in the new line operations Platform Train Interface for London Underground, and how this would be implemented; • What TfL had learned from the Deep Dive Analysis on slip, trip and fall incidents; 	
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			<ul style="list-style-type: none"> • Provide more details on the Escalator Safety Steering Group, and how it was managing incidents at station escalators. 	
5	Transport Safety Part 1: Preventing Deaths and Injuries	Senior Policy Adviser	That authority be delegated to the Chairman in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.	Ongoing.

Actions Arising from the Meeting Held on 27 September 2023

Item No.:	Item Title	Responsible Person	Action(s)	Status
4	Trams	Senior Policy Adviser	That authority be delegated to the Chairman in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.	Ongoing.
5	Transport Committee Work Programme	Senior Policy Adviser	That authority be delegated to the Chairman, in consultation with the Deputy Chair and party Group Lead Members, to agree the appointment of the Chair of the London TravelWatch Board, subject to the views of the Secretary of State for Transport.	Ongoing. Followed up on 21 December 2023.

Actions Arising from the Meeting Held on 5 September 2023

Item No.:	Item Title	Responsible Person	Action(s)	Status
7	Outer London Transport	Director of Public Transport Planning, TfL	<ul style="list-style-type: none"> • Confirmation if TfL imposed standards for borough councils to consult on the introduction of cycle routes; • The number of children in London who did not have a child's Zip Oyster card; and • If there was a reason why data on the demographics of people who purchased day Travelcards was not collected. 	Ongoing. Followed up 21 December 2023.
7	Outer London Transport	Senior Policy Adviser	That authority be delegated to the Chairman in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.	Ongoing.

Actions Arising from the Meeting Held on 13 July 2023

Item No.:	Item Title	Responsible Person	Action(s)	Status
4	Outer London Transport	Senior Policy Adviser	That authority be delegated to the Deputy Chair (in the Chair), in consultation with party Group Lead Members, to agree any output arising from the meeting.	Ongoing.

Actions Arising from the Meeting Held on 15 June 2023

Item No.:	Item Title	Responsible Person	Action(s)	Status
9	River Services	Senior Policy Adviser	That authority be delegated to the Chairman, in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.	Complete – See Item 5.

Actions Arising from the Meeting Held on 28 February 2023

Item No.:	Item Title	Responsible Person	Action(s)	Status
5	Road User Charging	Director, RAC Foundation	<ul style="list-style-type: none"> Any research or information available on how the cost of driving impacted upon driver behaviour; and Information on companies who were developing technology to support road user charging, and what that technology may look like. 	Ongoing.
5	Road User Charging	Senior Policy Adviser	That authority be delegated to the Chair, in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.	Ongoing.

Actions Arising from the Meeting Held on 14 December 2022

Item No.:	Item Title	Responsible Person	Action(s)	Status
6	Road User Charging	Senior Policy Adviser	That authority be delegated to the Chair, in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.	Ongoing.

Actions Arising from the Meeting Held on 24 May 2022

Item No.:	Item Title	Responsible Person	Action(s)	Status
9	The Bus Network in London	Chief Executive, London TravelWatch (LTW)	<ul style="list-style-type: none"> Statistics on the non-uniform recovery of bus use in London since restrictions related to the COVID pandemic had eased; and Background detail on research into how long passengers would wait for a service for it to be seen as a timetabled service, rather than a turn-up-and-go service. 	Ongoing.
9	The Bus Network in London	Campaigns and Policy Manager, Transport for All	<ul style="list-style-type: none"> International examples of cities which have good bus networks and an innovative approach to accessibility; and Confirmation that TfL had not consulted the Transport for All on the Bus Action Plan. 	Ongoing.

Item No.:	Item Title	Responsible Person	Action(s)	Status
9	The Bus Network in London	Regional Campaigns Officer (London), Royal National Institute of Blind People (RNIBP)	<ul style="list-style-type: none"> Confirmation that TfL had consulted the RNIBP on the Bus Action Plan, and had engaged with the feedback they had provided; and Detail on if passengers with visual impairment would wish to be consulted on changes to frequency of buses. 	Ongoing.

4. Additional Correspondence Received

- 4.1 On 15 December 2023 the Committee received a letter from Tom Kearney, #LondonBusWatch, as a follow up from his attendance at the Committee on 7 November 2023, which is attached at **Appendix 1**.
- 4.2 On 10 January 2024 the Committee received information from TfL regarding the population within 400m of a Superloop stop, or within one interchange from bus and rail modes, which is attached at **Appendix 2**.

5.1 Legal Implications

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

5. Financial Implications

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

List of appendices to this report:

Appendix 1 – Written evidence from Tom Kearney, #LondonBusWatch, received 15 December 2023

Appendix 2 – Additional correspondence from Transport for London, regarding the Superloop bus network catchment area, received 10 January 2024

Local Government (Access to Information) Act 1985

List of Background Papers:

None

Contact Information

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Keith Prince AM, Chair
London Assembly Transport Committee
City Hall
Kamal Chunchie Way
London E16 1ZE

15 December 2023

cc: Members and Staff of the London Assembly Transport Committee

Attachment: M Liebrich - Letter to Navin Shah - 2020-01-24 Bus Safety Submission - Redacted

RE: Written Evidence Submission

Dear Keith,

Thank you for asking me to contribute to the London Assembly Transport Committee's current Bus and Tube Safety Investigation. I was honoured to be a panellist on 7 November and request that this written evidence submission and its attachment also form part of the public record associated with the Committee's important and timely Investigation.

Background

Since 2016, TfL has announced *three different* Bus Safety Strategies—

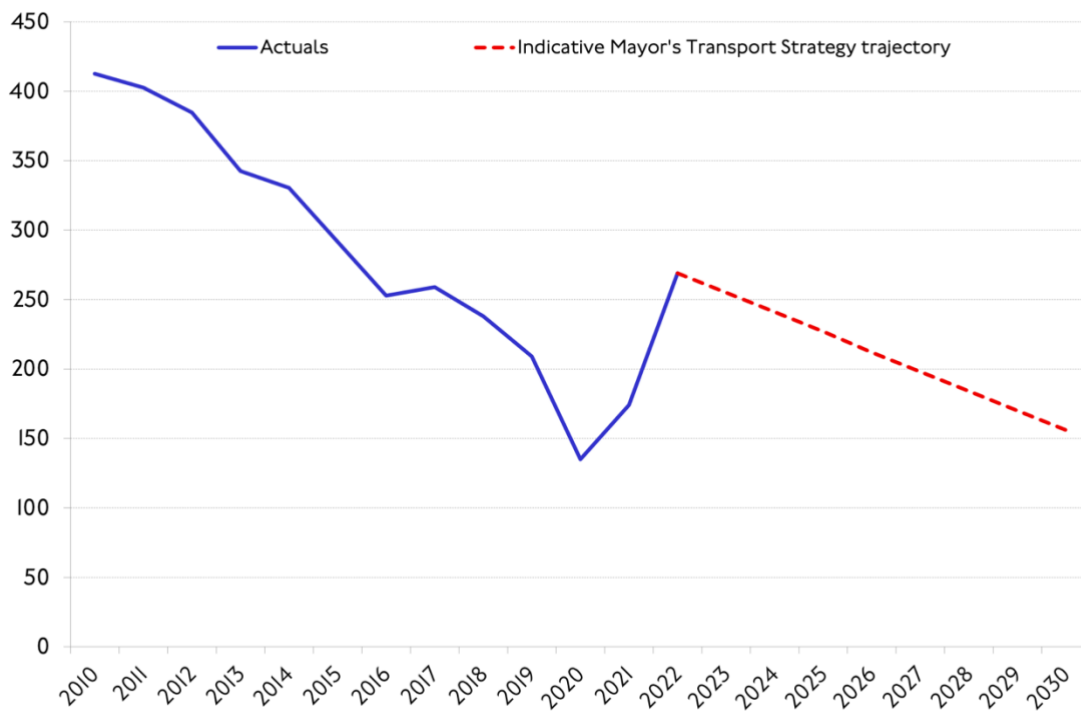
1. 1 February 2016 — [‘World Leading Bus Safety Programme](#)
2. 16 October 2018 — [‘World Leading’ Bus Safety Standard](#)
3. 7 September 2023 - [Bold New Bus Safety Strategy](#)

Since 2017, the London Assembly has published two Bus Safety Investigations—

1. 31 July 2017 — [Driven to Distraction](#)
2. 30 June 2020 — [Bus and Tram Safety in London](#)

—and since TfL has recently published data in two separate documents (cf. Figure 3 in the ‘Bold New’ Bus Safety Strategy and Figure 20 in [13 December 2023 TfL Board Report](#)) showing London's Bus Casualties are now higher than before the current Mayor and TfL Chair took office—

Figure 20 People killed or seriously injured on or by a London bus, 2010-2030.



Source: TfL Insights & Direction, Safety, Health & Environment.

— the current London Assembly Transport Committee Investigation is both timely and necessary.

Introduction

As part of his evidence submission to *second* London Assembly Investigation, on 24 January 2020 former TfL Board Director and Safety Panel Chair [Michael Liebreich](#) submitted a letter (attached, for ease of reference) addressed to then-Chair Navin Shah AM *that was never published* by the Committee, and thus does not form part of the public record associated with that investigation.

While I won't recapitulate the entirety of Liebreich's prescient analysis, his [self-published evidence submission](#) concluded:

"TfL's current system of contracting out operations to bus companies is institutionally unsafe. The fact is that no amount of operational tweaks, no number of good people, no amount of hard work, will substantially improve matters unless it is fundamentally reformed."

Liebreich's evidence highlighted two areas of particular relevance for the Committee's present investigation:

1. **Unsafe Bus Contracts**
2. **Complete Absence of Credible Bus Safety Incident Investigations**

Liebreich saw the financial incentives ‘in respect of the reliability of the services’ embedded into TfL’s contracted Bus Operation’s [Quality Incentive Contracts](#) (QIC) since 2001 as a root cause of Bus Collisions and poor Bus Driver Working Conditions.

“as long as you remunerate bus companies for maintaining headway, and do not penalize them meaningfully for safety breaches, pressure to drive unsafely will be transmitted to drivers, and the results will continue to be tragic.”

Liebreich also saw TfL’s outsourcing of Bus Crash Investigations to its Bus Contractors as a systemic safety failure—

“Proper accident investigations, like bus company safety audits, need to be carried out by a team – whether independent of TfL or behind a robust Chinese Wall – which is completely separate from the day-to-day oversight of bus operating contracts. This too should be a core recommendation of your report.”

Liebreich’s frustration with TfL and the Mayor’s ‘[predatory delay](#)’ on implementing meaningful Bus Safety policies to reform Bus Contracts and Bus Crash Investigations was palpable, especially since—

— on 1 February 2016, Mayor Johnson had already committed TfL—

- ***to changing London Bus Contracts to incorporate safety incentives within “three months”***

“Update TfL's bus contracts to include new safety incentives - Over the next three months TfL will be updating their bus contracting system and will develop incentives to encourage an even greater focus on safety. Through a series of workshops TfL will look at how incentives can be used to help reduce the number of people killed or seriously injured (KSIs) on the London Bus network.”

- ***to taking leadership on Bus Crash Investigations***

“Provide greater transparency on bus collision investigations - For the first time, TfL will clearly set out how fatal and serious injury collisions on the bus network are investigated and the processes that are followed by TfL, the bus operators and the police. In addition, TfL will be reporting annually on the legal outcome of all fatal and serious bus collisions.”

— the London Assembly’s July 2017 Driven to Distraction Investigation echoed Mayor Johnson’s 2016 Commitments—

- ***Recommendation 1:*** “TfL should set safety targets for bus operators. We suggest the best way to do this is to integrate safety targets in the QICs performance target structure as soon as possible. If safety

EVIDENCE SUBMISSION BY TOM KEARNEY, #LONDONBUSWATCH
 BUS & TUBE SAFETY INVESTIGATION
 15 DECEMBER 2023

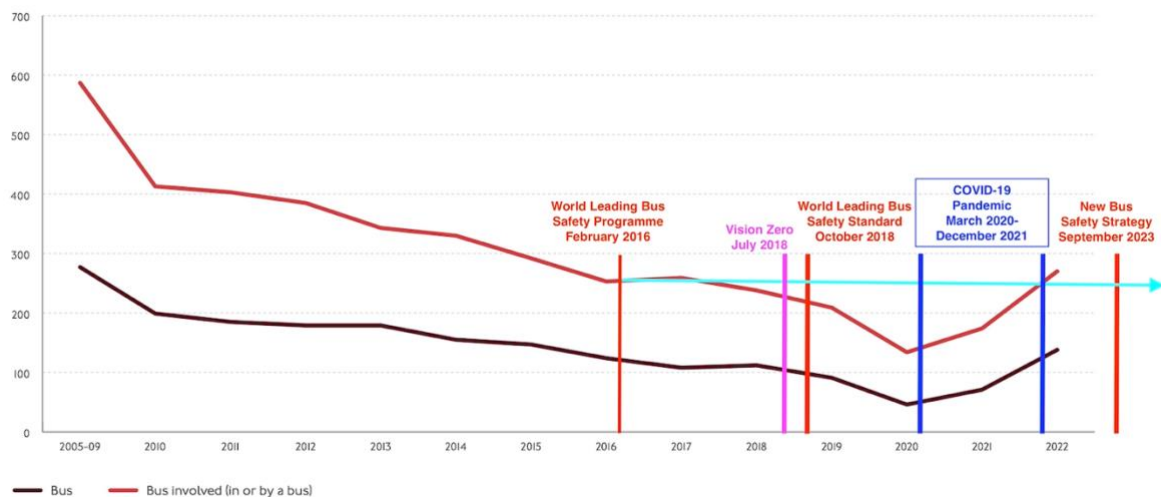
performance targets are adopted, the proposed safety scorecard may be redundant and TfL could consider ceasing work to develop it. TfL should write to the committee, setting out how it will take this forward by the end of October 2017”

- **Recommendation 10:** TfL should carry out a review into how bus incidents are investigated in London. In particular, it should consider:
 - whether serious incidents should be investigated by an independent body, as occurs in the rail industry
 - how to make incident reporting more consistent between operators
 - how to ensure that lessons are learned from all incident investigations and shared between all operators

— and furthermore, on 30 July 2018, Mayor Khan announced [Vision Zero](#) “boldest ever plan to eliminate deaths on London's roads” which included a “comprehensive Bus Safety Programme”

With all the (a) PR noise about Bus Safety coming from the Mayor and TfL and (b) sensible recommendations from the London Assembly and former TfL Board Members, why are KSIs from TfL’s contracted Bus Operation worse today than they were in 2016?

Figure 3: People killed or seriously injured on or by a bus^{13,14}



As (a) Mayor Boris Johnson realised in 2016 (b) the London Assembly advised in 2017 and (c) Michael Liebreich *warned* in 2020, I believe the answer lies, firstly, in TfL’s long-standing and unreformed Bus Contracts.

A. 'Institutionally Unsafe' Bus Contracts

Since 2001, TfL Bus QIC's *first and only priority* has been to ensure that London's Buses are both timely and reliable. TfL's sole measurement of Contract Performance has been "Excess Waiting Time (EWT)" or "Headway" Targets, cogently explained in this Bus Driver Training Slide produced some years ago by one of TfL's largest Bus Contractors.

What Is Headway/EWT??



Headway is the gap in-between buses on **High Frequency** routes.

We must try and keep this gap as even and as close to what is scheduled as possible.

Why is Headway important??

We are set targets by TFL called EWT that we must achieve.

EWT stands for **Excess Waiting Time** and is calculated by the average gap in-between buses over the QSI period.

If we fail, we can be fined up to 10% of the contract price for that route.



How can I tell if I am the correct headway??

By using the iBus Headway indicator in the cab.

You must keep your bus as close to the **Middle** of the indicator as possible.

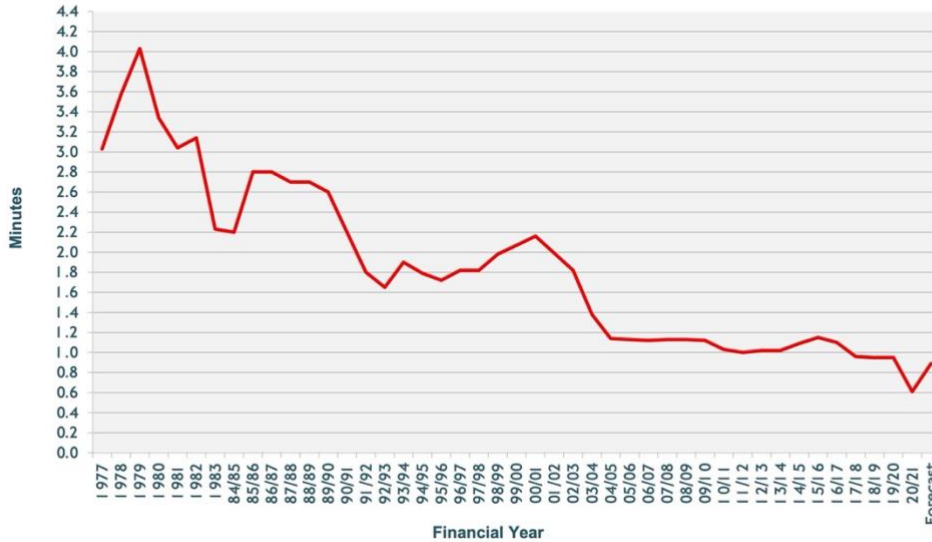
1

The following [TfL-published graph](#) proves that Headway Targets have worked out well both for Bus Users—whose Bus Services have been punctual and predictable over the years—and Bus Operators—who've generated profits by meeting TfL's contracted Headway Targets.



Long Term Trends to 2020/21

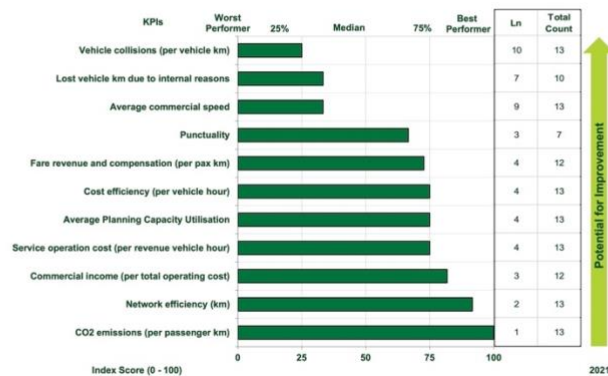
Excess Waiting Time for High Frequency Bus Services



My conclusion is confirmed by Imperial College’s Annual [International Bus Benchmarking Group](#) Data [published by TfL](#), which consistently shows that, when compared to its ‘world city’ peers, London’s public bus operation scores well for punctuality”, “cost efficiency per bus per hour”, and “commercial income, all highly-correlated to the financial incentives found in TfL’s Bus Contracts.

Performance Dashboard (absolute): How Does London Buses Rank Relative to Other Group Members on Several Dimensions in 2021?

► Relative performance of London Buses to other organisations in 2021



B. Headway: “almost like a religion”

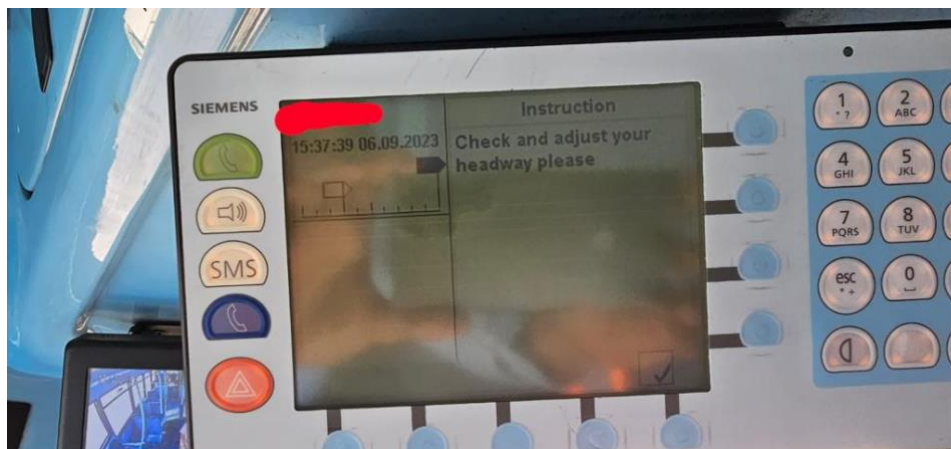
The *overriding priority* of maintaining Headway to TfL and Bus Operators was confirmed in writing by (then) Go-Ahead London managing director John Trayner in 2014 in an article which appeared in Singapore’s *The Straits Times* (cf. [Operating public buses: Lessons from London](#) by Royston Sim, *The Straits Times*, 20 June 2014) —

"We maintain 'headway' almost like a religion. We're looking at every vehicle, when it's going to be held up, what do we need to do - communicating to the people and making sure that it works."

—and recently re-confirmed by the Mayor in December 2022 in his response to [Question 2022/5399](#) from Neil Garratt. If the only “fair” way to compare Bus Contractor performance is limited to Headway Targets, then that unambiguously shows that performance metric serves as the Mayor’s and TfL’s only priority.

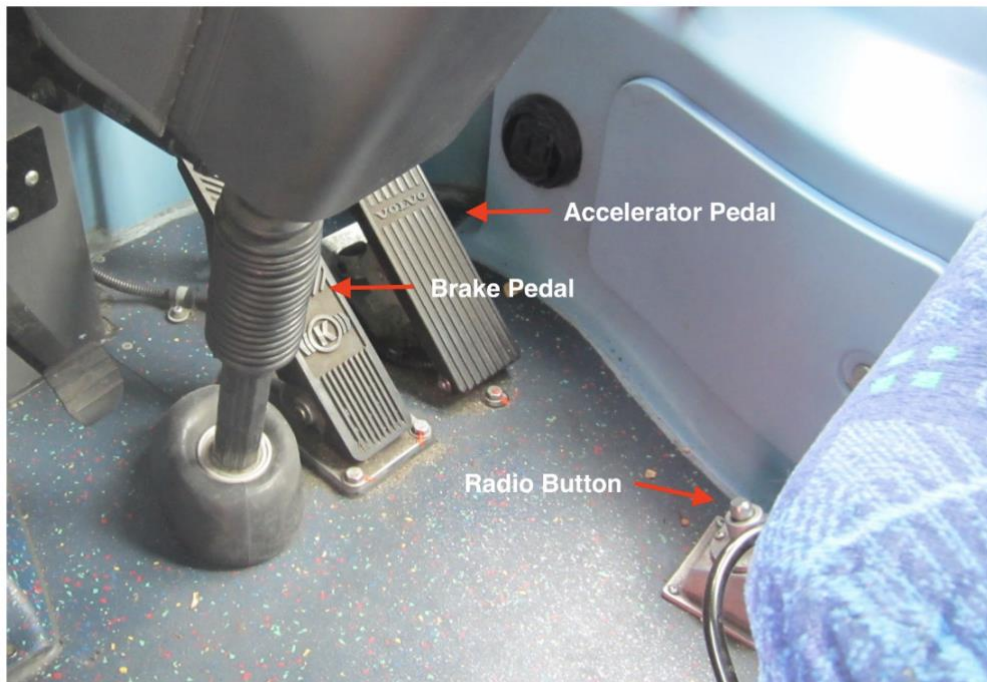
C. Institutionally Unsafe Working Environments for Bus Drivers

Headway Performance is monitored by (a) Bus Drivers via a Headway Monitor found near the driver in each London Bus Cab—



iBus Headway Monitor Displaying Headway

and (b) via Bus Company-employed iBus Controllers who monitor the all their Companies’ Buses’ Headway remotely and through direct communication with the Bus Driver via a communications system that allows the driver to respond via a *foot-activated* radio communications stud:



The Footwell of a TfL Bus

(a) Distracted Driving

Concerns about the ‘religion’ of Headway overwhelming Bus Drivers’ Cognitive Load and degrading their ability to concentrate on driving a Bus full of passengers safely on London’s congested streets was raised as a key concern of the London Assembly’s 2017 Bus Safety Investigation—

Figure 5: Bus drivers face a wide range of distractions which may affect their ability to drive a bus safely



(b) Fatigue

The 2017 Loughborough Fatigue [Bus Driver Fatigue Report](#) found that “stress and mental overload whilst driving” and “time pressure” from, inter alia, “headway” contributed to a working environment where 1 in 5 of the London Bus Drivers surveyed by Loughborough indicated that they had to fight sleepiness at least 2-3 times a week, and about 1 in 4 had a ‘close call’ due to fatigue in the past 12 months.

(c) Pedal Confusion

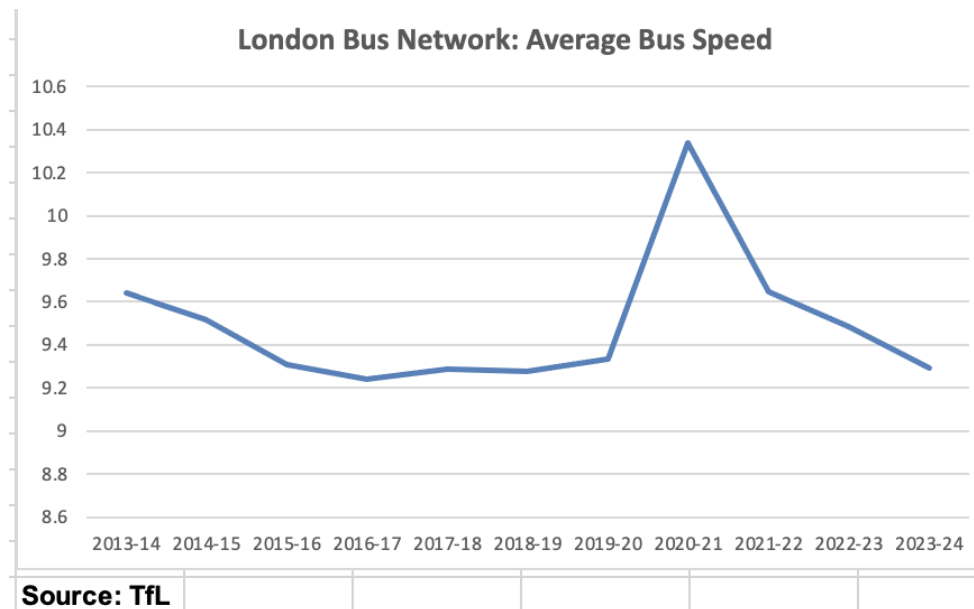
An average of about [two people per month](#) are injured in incidents where Bus Drivers mistake the gas pedal for the brake pedal. Over the past decade, TfL has spent large sums “investigating” the causes of Pedal Confusion (cf. [Identifying Solutions to Pedal Confusion in Buses](#) (2011) and [“Pedal Application Error Prevention & Recovery”](#)), a phenomena whose destructive frequency is—I would wager—[probably unique to London](#) and more than likely attributable to a lethal combination of human factors including—but not limited to—

- Driver Fatigue, Overheated Cabs, Lack of Toilet Dignity
- Distractions from iBus Controller Communications
- Distractions from Bus Cab iBus Control Monitor located above Driver
- Bus Cab iBus Communication located on 3rd Foot Pedal
- Requirement for Bus Driver to achieve contracted Headway/EWT KPIs

TfL’s lack of interest in benchmarking Pedal Confusion Incidents to [its ‘world city’ Peers](#) or even having any data from [other UK Bus Operations](#) suggests to me that TfL knows that pedal confusion is an externality unique to a London contracted Bus Operation that prioritises timeliness over safety.

D. Institutionally Unsafe: Bus Timetables and Headway Targets

For years Bus Drivers have reported that Contracted Timetables and their associated Headway Targets have not been adjusted to account for [declining average Bus speeds](#) in London.



Members of the Transport Committee will recall that issue [was raised by Bus Driver Lorraine Robertson](#) at an evidence-gathering session of the London Assembly Transport Committee on 14 December 2021):

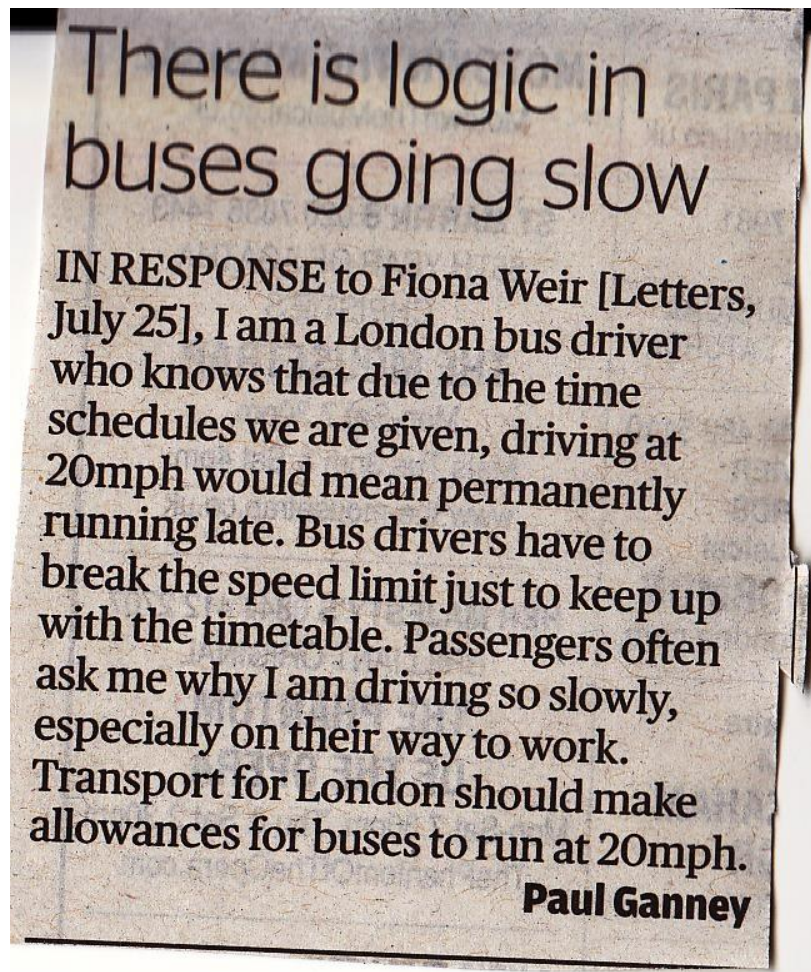
“The problem that we have with speed limits as a bus driver is that we drive to a timetable, what is called a headway. Now that we are coming across roads that have the 20mph speed limit, our timetables have not been changed to take into consideration that we are going 10mph less, doing 20mph as opposed to 30mph. That is a problem that we are having.”

Yet, when the problem was [brought to the attention of the Mayor](#) (and TfL Chair) on 12 October 2013 by Neil Garratt, the Mayor appeared to know nothing about the issue.

If a Bus Driver is running ahead of the Bus Route’s Contracted Headway Target embedded in the Timetable, it seems logical that the Driver’s iBus Controller will instruct the Driver to *slow down*. However, if a Bus Driver is running *behind* the Headway Target—as is often the case in an increasingly congested city—it also seems logical that the iBus Controller will instruct the Driver to “make time”: and the only way for the Bus Driver to do that is to *speed* (or *skip bus stops*, [which wheelchair customers report](#) with alarming regularity on social media).

Based on years of Bus Drivers complaints about iBus Controller Pressure (some of which were [submitted as evidence](#) to the Transport Committee in 2017) and Bus Driver Paul

Ganney's 2017 admission to the *Evening Standard* that "Bus Drivers have to break the speed limit just to keep up with the timetable"

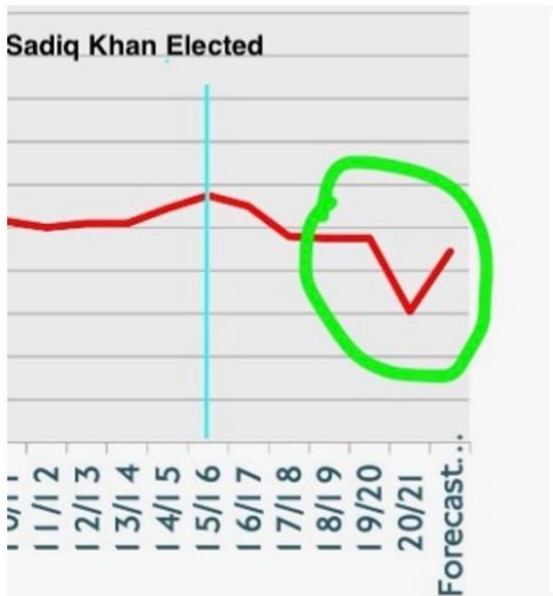


—it seems very reasonable to assume that, statistically speaking, EWT/Headway Targets must incentivise Bus Companies to pressure their Bus Drivers to speed 'to close the Headway gap' as much as they do for Drivers to slow down. And on a bus network where average Bus Speeds have not been increasing, it also seems logical that Bus Drivers are probably speeding to make time to meet Contracted Headway Targets more often than they are slowing down.

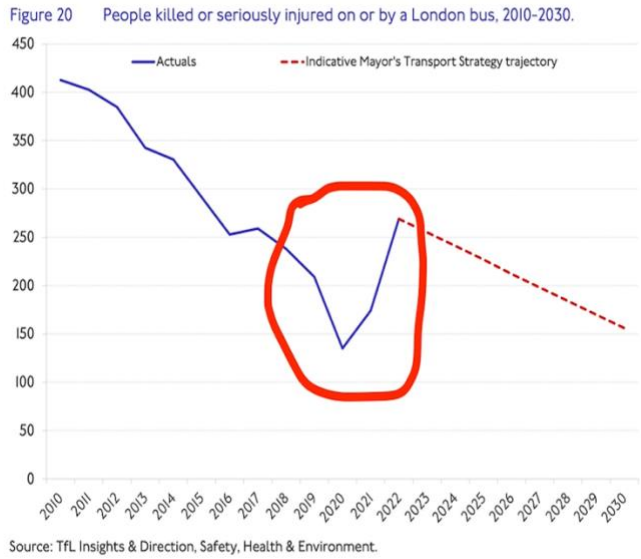
E. Is there a Correlation between Declining EWT Performance and Increasing Bus KSIs?

Further to Bus Drivers' reporting that Bus Running Times (Headway) aren't adjusted to changing road conditions, I couldn't help but notice that the recent spike in Bus-related KSIs correlates quite nicely with a sudden decline in the Buses meeting EWT Targets.

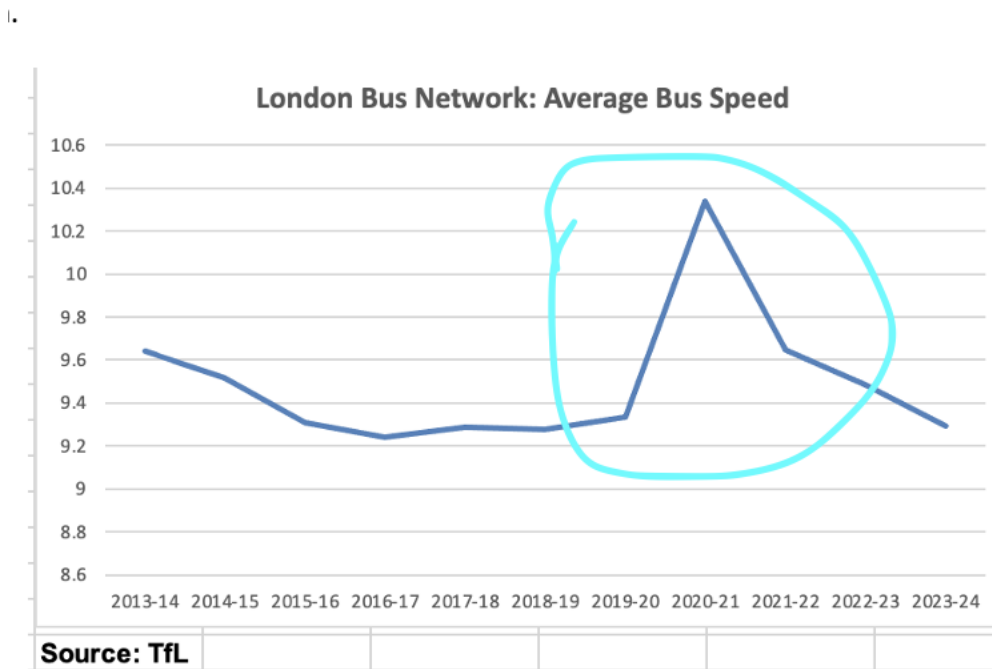
EWT PERFORMANCE



BUS SAFETY PERFORMANCE

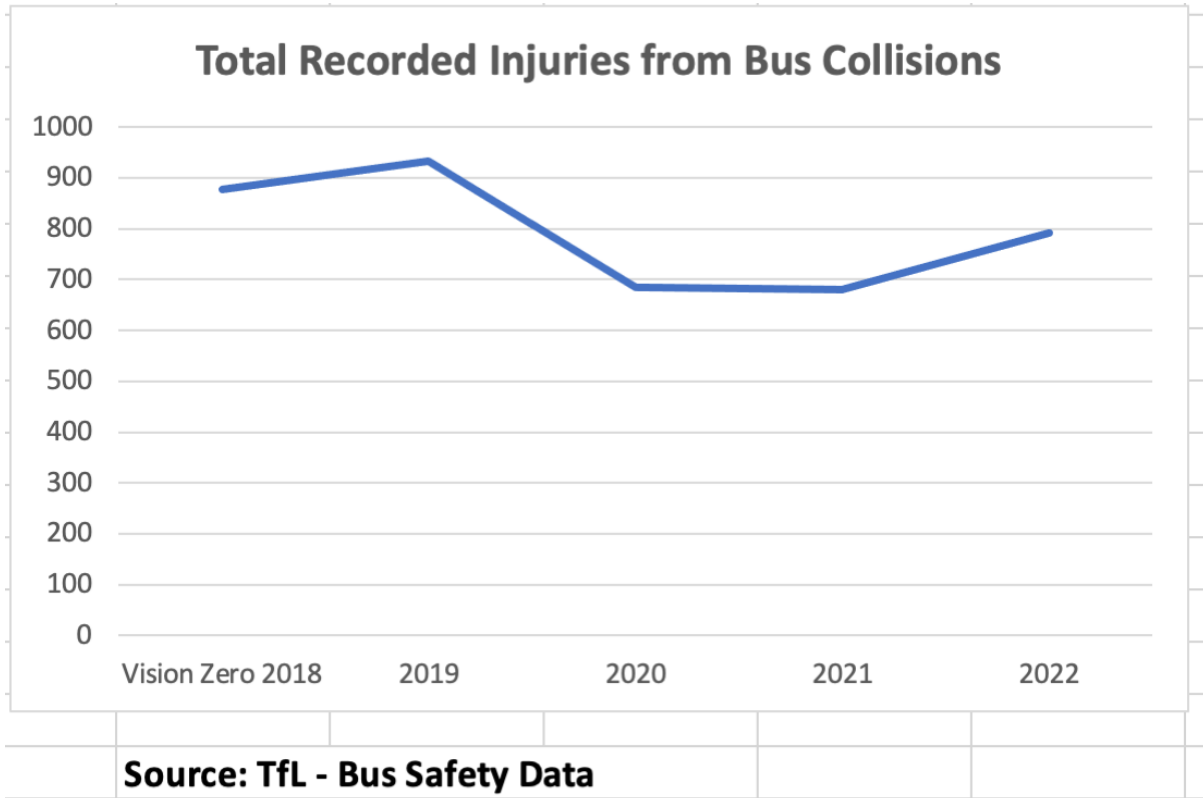


Compare those two graphs with the shape and timing of Average Bus Network Speeds—



— I can't help but think Headway Targets aren't playing a role here.

While Figure 20 ("Bus Safety Performance", above) includes all Safety Incident Categories (Collision and Onboard Incidents), TfL's published quarterly data also shows an increase of total injuries from Bus Collisions.



While I fully recognise that “Correlation doesn’t imply Causation”, I think Randall Munroe’s cheeky extension of that adage “....,but it does waggle its eyebrows suggestively and gesture furtively while mouthing ‘look over there’” applies and further investigation of these trends by the London Assembly Transport Committee and perhaps an independent Human Factors Specialist might yield some interesting results.

F. Are Buses Speeding to meet Headway Targets?

As evidenced in some recent Mayor’s Questions from Neil Garratt AM, there is a lot of evidence to show that TfL knows its Bus Contractors’ Drivers are speeding.

October 2023 - [Question 2023/3652](#) *Bus Speeding Data*

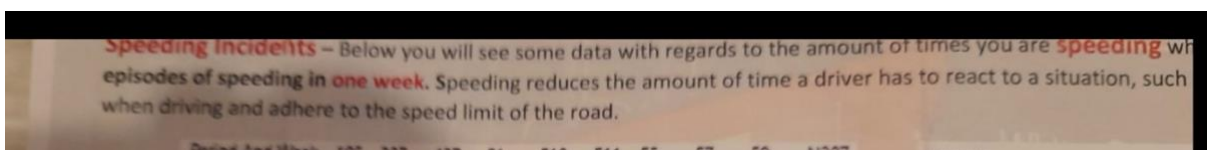
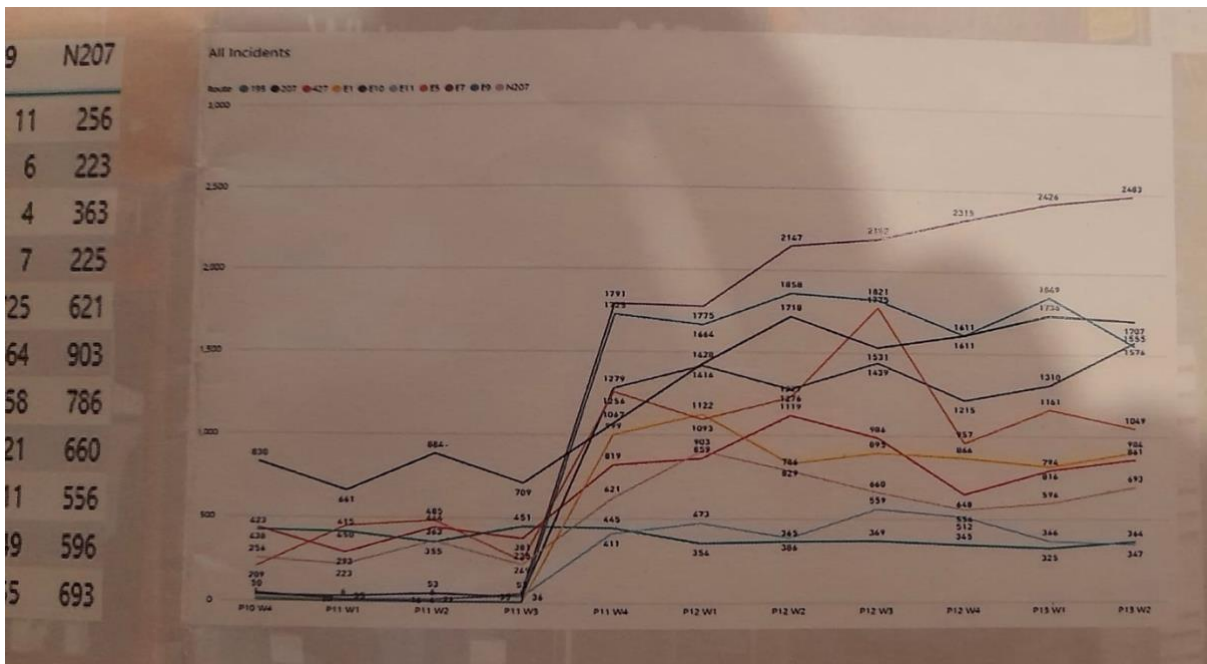
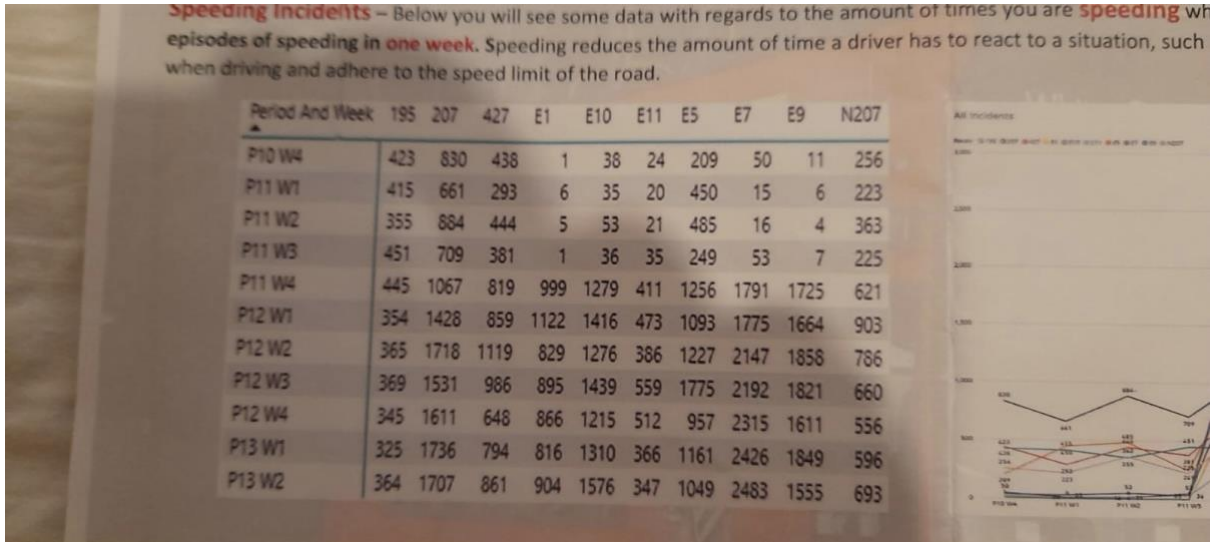
“I was recently provided with bus speeding data that, allegedly, TfL collects and sells to bus operators which showed one bus route with an average of over 400 speeding incidents per week over a 10 week period. This number was not a one-off: other bus routes operated by the same bus contractor showed speeding incidents of 1000 per week over the same period, with the 10 bus routes in the sample I saw averaging 2000 speeding incidents per week for a total of over 20,000 speeding incidents over the 10 week period across the 10 routes. If one bus operator is committing over 20,000 TfL-recorded speeding incidents in a 10 week period, I can only assume that speeding by London Buses is systemic across London’s 675 TfL bus routes.”

“Will you commit TfL to publishing this bus speeding data on their website for all London bus routes on a weekly basis so that Londoners can (a) scrutinise this

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dangerous behaviour; (b) identify the bus operators and routes posing the greatest danger from speeding; and (c) hold both TfL and the bus operators to account?"

Through my extensive network of London Bus Drivers who are concerned about safety, I've managed to acquire some of the data set to which Neil Garratt refers—



If you consider this data—which shows a rate of 20,000 speeding incidents over a 10 week period on 10 bus routes as an average—so 200 times per Week per Bus Route—and then

multiply that weekly average by the number of London Bus Routes (675) and weeks in a year (52), you get the incredible possibility that there are over 7 million incidents (7,0200,000) of TfL Buses speeding in any given year.

In his response to Question 2023/3652, the Mayor revealed that Neil Garratt's data was indeed valid, but undermined its significance and TfL's willingness to make it public.

"The figures you are referring to are a data export from Transport for London's (TfL's) Speed Compliance Tool, which enables TfL to analyse data from the iBus system fitted to every bus. Bus operators have access to the Speed Compliance Tool, but TfL does not charge for this access and has never done so.

There are known issues with the quality of the data that the Speed Compliance Tool accesses and therefore TfL and bus operators only use it as a general guide. Where possible, TfL encourages operators to use other data sources, for example their own telematics systems, to validate results from the Speed Compliance Tool.

The source data is from the iBus system which continually records speed, with a data refresh every 24 hours. The dataset is therefore extremely large. For this reason and the data quality issues outlined above, it is not appropriate or feasible to publish this data on a regular basis."

So, as a general guide, I think it is reasonable for the Transport Committee to assume that TfL has evidence that its Bus Contractors Drivers speed at *least 7 million times a year* to meet its Contracted Headway Targets.

The Mayor was *even less helpful* with Neil Garratt's two follow-up questions on TfL's Speed Compliance Tool—i.e, from the Mayor's Responses to:

November 2023 - [Question 2023/4111](#) *Vision Zero: Speed Compliance Tool Data and KSI Incidents*, we learned that ' In any incident where someone is killed or hospitalised by a bus'...'Transport for London (TfL) does not automatically supply [Speed Compliance Tool] information to the Metropolitan Police.'

November 2023 - [Question 2023/4112](#) *Vision Zero: Speed Compliance Tool Data and KSI Incidents (2)*, we learned that even though 'TfL's 'Bus Safety Dashboard' showed since May 2016 that 62 people had been killed and 2651 hospitalised from bus collisions, data from the speed compliance tool was not used in any of these 2713 individual incident investigations 'given known limitations and inaccuracies in the dataset.'

But in this [Training Video](#) recently published by one of TfL's largest Bus Contractors, it would seem that speeding is a common occurrence even if I'm told—in direct contrast to what the Bus Company Officer states in the video—TfL's Speed Compliance Tool has been around since 2018. Extrapolating from the statement made by Bus Contractor in the Training Video, if one multiplies "1472 incidents of speeding in November 2023" by 12 months and then by 675

London Bus Routes, there might be nearly 12 million (11,923,200 exactly) speeding incidents across London’s Bus Network in a year.

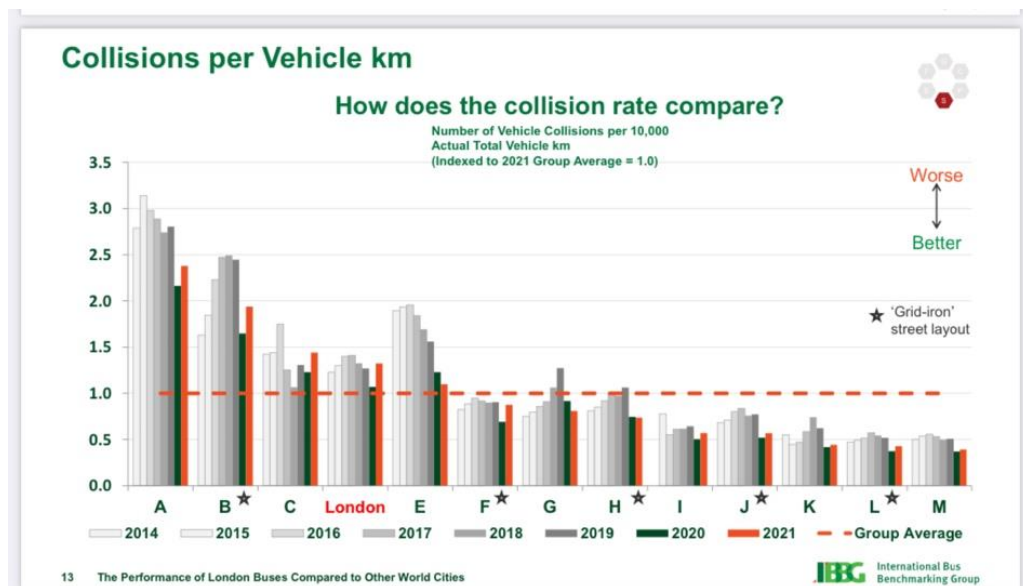
G. Are Buses *Crashing* to meet TfL’s Contracted Headway Targets?

From personal experience, I know that that mass of a bus travelling even at low speed can be incredibly destructive on the human body. And, except for a short period during the Covid-19 Pandemic, recorded crashes from TfL’s Bus Operation have been an eerily-predictable 80 Bus Crashes per day for the past 5 years.



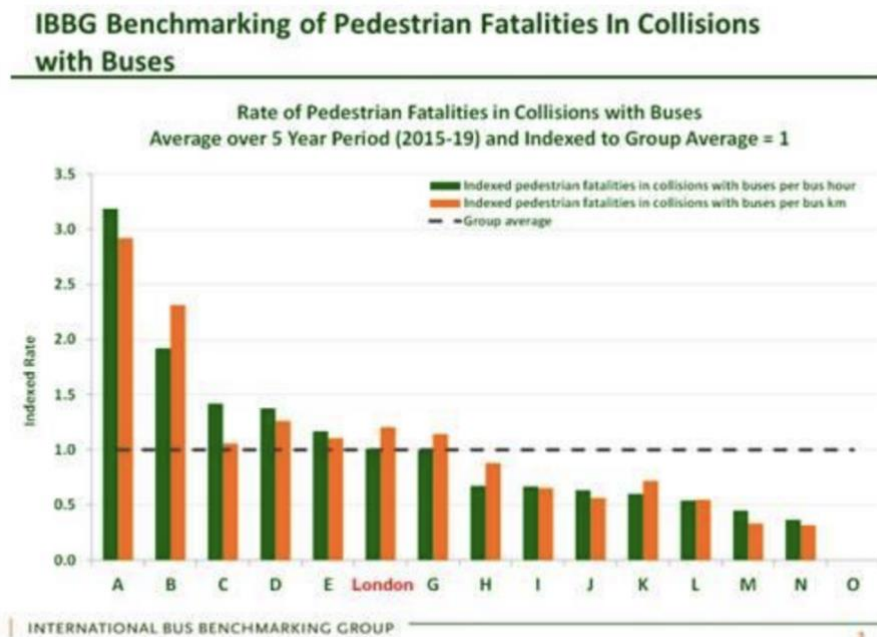
Source: extracted from [Bus Collision Data published on TfL’s Website](#)

Above I showed that IBBG Data reflects well on London’s public bus operation for metrics which reflect EWT/Headway-generated *Targets*. IBBG Data also shows that London benchmarks poorly on, Headway’s ‘evil twin’, Bus Collisions.



London’s below-average position on safety was confirmed when the Mayor [published](#) the IBBG’s Analysis of 5-year Trends on “Rate of Pedestrian Fatalities in Collisions with Buses

(2015-19) in response to a Mayor’s Question from Caroline Pidgeon AM in November 2020 ([Question 2020/3828](#) - *Refusal to Benchmark London’s Safety Performance to World City Peers*).



Given IBBG’s global membership and the fact that it refuses to show the names of the other members, more than a few people have logically concluded that London’s appearance at the bottom quartile in the benchmark every year on collisions must signify that London is the only European city to earn that position. As you can see from a recent response to a Mayor’s Question from Neil Garratt AM ([Vision Zero: Tfl 2023 International Benchmarking Report](#)), the Mayor has been reluctant to respond meaningfully to that reasonable conclusion (which leads me to further conclude that it's correct).

G. Frequent Bus Crashes have Ghastly Consequences

In his prescient 2020 Evidence Submission, Michael Liebreich also warned about the risks of the Headway Targets embedded in TfL’s Quality Incentive Targets—

“as long as you remunerate bus companies for maintaining headway, and do not penalize them meaningfully for safety breaches, pressure to drive unsafely will be transmitted to drivers, and the results will continue to be tragic”

And per Michael Liebreich’s accurate prediction, the results have been indeed tragic.

While Sadiq Khan has been Mayor and TfL Chair, about every six weeks someone has been killed in a London Bus Safety Incident, 3 in 4 of these deaths are the result of a bus collision—

TfL Bus Fatalities	Total	Collision	Fall
from May 2016	6	5	1
2017	11	8	3
2018	14	10	4
2019	12	10	2
2020	9	5	4
2021	5	4	1
2022	9	7	2
through Q32023	4	4	0
Total	70	53	17

Source: extracted from Bus Collision Data published on TfL's Website

While Sadiq Khan has been Mayor and TfL Chair every day over 3 people have been hospitalised from a preventable bus safety incidents, 1 of which is due to a collision.

Taken to Hospital from Bus Safety Incidents under Sadiq Khan (9 May 2016-31 September 2023)

8264 Taken to Hospital in Bus Safety Incidents (8264/2700 = 3.06)
 Bus Safety Incidents (Collisions & Falls)

- **Average of 3.06 Per Day (over 3 per day)**
- **Average of over 90 Per Month**

Collisions

2132 Taken to Hospital in from Bus Collision

- **Average of about 1 Per Day**
- **Average of about 30 Per Month**

Source: extracted from Bus Collision Data published on TfL's Website:

<https://tfl.gov.uk/corporate/publications-and-reports/bus-safety-data>

Based on my analysis of TfL's annual data, TfL Buses account for and *again eerily-predictable* approximately 10 percent of all road fatalities and pedestrian fatalities every single year since 2007, which, given the Mayor's cutbacks on mileage and bus numbers since 2016, should not be the case.

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London Bus Fatal/Traffic Fatal		Total Traffic Deaths		Bus Deaths as % of Total Traffic Deaths	
Year	Fatals				
Baseline Avg	N/A		211		N/A
2007	21		222		9%
2008	22		204		11%
2009	23		184		13%
2010	13		126		10%
2011	15		159		9%
2012	15		134		11%
2013	10		132		8%
2014	10		127		8%
Baseline Avg	N/A		135.6		N/A
2015	14		136		10%
2016	11		116		9%
2017	12		131		9%
2018	11		112		10%
2019	10		125		8%
2020	10		96		10%
2021	10		75		13%
2022	7		101		7%
Total	214		2315.6		9%
Sources:					
2007-2022 Data extracted from Transport for London, Casualties in Greater London Annual Reports and Bus Safety Data (published since Q1 2014)					
2020 Data from https://www.standard.co.uk/news/london/london-cyclist-deaths-increase-during-covid-pandemic-b942378.html					
2005-2009 Baseline Data Data extracted from Transport for London, Casualties in Greater London Annual Report 2022					

Yet TfL’s own data shows that its contracted Buses are killing and injuring people —*especially pedestrians*—from collisions disproportionately to its contracted fleet’s presence on London’s roads? Why? Is it because TfL’s allowing its Bus Contractors to speed to meet Headway Targets?

H. TfL’s Bus Contract Incentives were never Safety Risk Assessed

Shockingly, despite the obvious threat to safety presented by Headway/EWT serving as TfL’s sole measure of Bus Contract Performance, in his July 2023 response to [Question 2023/1625](#) *TfL’s bus tendering system and KSIs from Bus Safety Incidents* from Keith Prince AM, the Mayor recently confirmed that these incentives were never subjected to any kind of Independent Safety Risk Assessment.

II: Absence of Credible Bus Safety Incident Investigations

Despite (a) Mayor Johnson’s 2016 commitment for TfL to “Provide greater transparency on bus collision investigations” (b) the London Assembly’s 2017 recommendation for TfL “carry out a review into how bus incidents are investigated in London” which would include considering “whether serious incidents should be investigated by an independent body, as occurs in the rail industry” and (c) the Mayor’s July 2018 Vision Zero announcement, TfL undertakes no systematic investigations into its 24,000 annual bus collisions. If there are fatalities, the police investigate, otherwise the contracted-out bus companies *investigate themselves*.

TfL’s witting ignorance about the results of Bus Crash Investigations is both longstanding and is—given three bus safety programme announcements and Vision Zero since 2016—frankly—shocking. These recent responses Members Questions from the Mayor confirm that TfL’s witting ignorance about the safety of contract Bus Operation is alive and well:

October 2023 —*Bus Drivers prosecuted for Injuring People in 262 Pedal Confusion Incidents, April 2010 - January 2022* ([Question 2023/3441](#))

“TfL does not routinely receive information for all incident investigations undertaken by operators and resultant criminal proceedings undertaken by the Metropolitan Police Service.”

September 2023 –**Vision Zero: Failure to Provide Data on Bus Company Disciplinary Procedures resulting from Safety Incidents that could cause (or have caused) Death or Serious Injury** ([Question 2023/3334](#))

“Our incident reporting system does not specifically collect data relating to disciplinary outcomes”

February 2023 – Bus Driver Fatigue: Rest Day Working and Bus Safety Incidents ([Question 2023/0930](#))

“The type of shift being worked at the time of an incident is not information that is routinely captured as part of the bus operator’s initial incident reporting to Transport for London (TfL).”

I note that TfL’s witting ignorance has caught the attention of the [House of Lords last month](#):

Lord Hampton: “The purpose of a safety inspector is to identify, improve the understanding of, and reduce the risk of automated vehicle incidents through conducting a safety investigation. The Marine Accident Investigation Branch is cited as an example, **but I am led to believe that bus operators, certainly in London, investigate their own incidents.** Is the plan to get bus operators in line with train and air operators, as the noble Lord, Lord Berkeley, alluded to?”

Even though TfL doesn’t conduct its own Bus Crash Investigations, I’ve seen it roll out this response in its defence: “For the most severe incidents that fall under TfL’s Notification and Investigation of Major Incidents (NIMI) process” which, in my view, is deliberately misleading.

Why?

Because the Mayor recently confirmed that less than a half of 1 percent of Bus Collision are subject to a “NIMI”

February 2023 - *Vision Zero: Miniscule Number of Bus Crash Investigations by TfL* ([Question 2023/0907](#))

In my view, TfL’s continued outsourcing of collision investigations to the Bus Contractors entirely undermines the veracity of outgoing Head of Buses Louise Cheeseman’s introduction to TfL’s latest Bus Safety Strategy—

“Safety is our first consideration in all that we do to deliver bus services in London

in direct contrast to statements ascribed to TfL’s Head of Buses, TfL’s own data suggests TfL’s first consideration is not safety.

Conclusion

At a [meeting](#) with TfL’s then MD for Surface Transport Leon Daniels organised by Victoria Borwick in September 2013, I was personally made aware of the “religion” of Headway. After contemptuously dismissing [a list of questions I’d drawn up](#) for him to answer with “I’m not going to be cross examined by you”, Daniel’s rhapsodised proudly about all TfL was doing to ensure TfL’s contracted Bus Operation operated efficiently and, with the fervour of a crusader revealing the Holy Grail to a non-believer, he exclaimed that ‘London’s Bus System was so successful because it works on the principle that ‘Time is Money’.

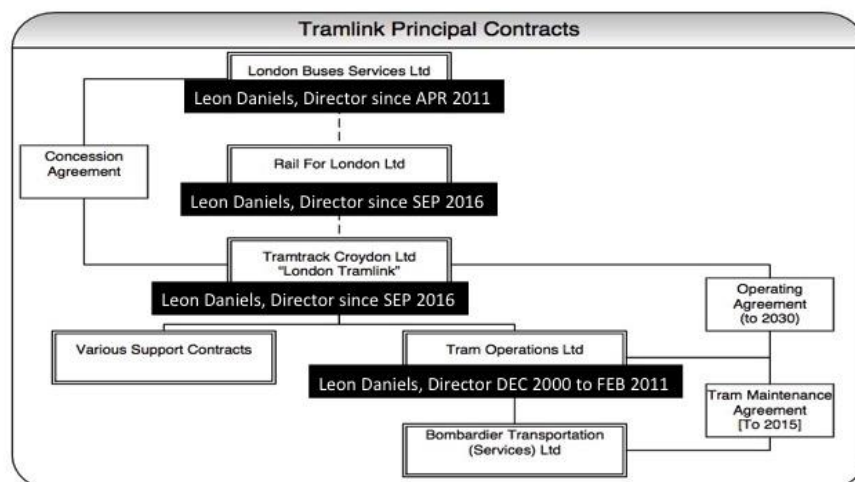
Time is Money. That’s Headway in a Nutshell.

To be fair, ‘Time is Money’ does work on any Transport System where the mode is supposed to be *exclusively* occupying a network path at a specific time—e.g. trains on a railway track, airplanes on a flight path or ships on the open sea or docking at a berth—but Buses continuously share their paths with other vehicles (many of which are driven by workers with similar incentives to Bus Drivers), motorcycles, bicycles and pedestrians. Moreover, the railway, air and maritime industries all have *independent* (a) Network Control (b) Safety Performance Monitoring (c) Safety Standards and (d) Safety Failure Investigation agencies: TfL Buses have none of these: and based on the Mayor’s [continued rejection of Recommendation 10](#) from the Transport Committee’s landmark 2017 *Driven to Distraction* Investigation, TfL has no interest in having its contracted Bus Fleet benefit from the same systemic safety protections the UK’s Rail, Air and Maritime Industries have had for decades.

Until Sandilands, TfL ran the Croydon Tram Operation just like it did the Buses...in fact, it appears that the [Buses ran the Tram](#).

3 CONTRACTUAL STRUCTURE

3.1 When the Concession Agreement was let in 1996 an extensive suite of supporting contractual agreements was also put into place to enable TCL and LRT to fulfil their respective functions. A major factor influencing the equity purchase of TCL was the need to keep these contracts in place and the significant risk to the operation of Tramlink of dismantling the legal and commercial framework.



And similar to Buses, the Croydon Tram had only [one Contract Performance Requirement](#) — "to achieve 98 per cent of 'contracted kilometerage'". And we all know [how that worked out](#).

The closest real-life comparison that I can find for Leon Daniels's "Time is Money" *incantation* about TfL's contracted Bus Operation comes from Domino's Pizza, whose 'Your Pizza Delivered in 30 minutes or it's Free' Pizza Delivery Contracts [were eliminated](#) in 1993 after the company lost a series of lawsuits brought on behalf of victims killed or seriously injured over the years by Domino's Pizza Drivers crashing their vehicles into people while they were driving unsafely to save Domino's Franchisees' the price of paying for a 31-minute-old pizza. Until then, from 1984 Domino's had grown rapidly to become the largest player in the Delivered Pizza Market in the USA. Like Bus Users, Domino's Pizza Customers were happy with the company's "Time is Money" pledge: until Domino's *had to pay*. According to the New York Times, Thomas S. Monaghan, the president of Domino's Pizza Inc. "acknowledged that the verdict had been persuasive in convincing the company to rescind the 30-minute promise, saying, 'That was certainly the thing that put us over the edge.'"

30 years later in London, the essence of pre-1993 Domino's Pizza Transport Policy has been thriving in TfL's Quality Incentive Contracts since 2001: and despite 3 Bus Safety Programmes (2 of these proclaimed as 'world leading' and one as 'bold new'), an 'ambitious' Vision Zero Programme and 2 London Assembly Investigations since 2016, neither TfL nor the Mayor feel under any pressure to do anything substantive to improve Bus Safety Performance. 80 Bus crashes a day for the past 5 years. Like *clockwork*.

And until TfL and the Mayor are "put over the edge" about TfL's contracted Bus Operation's Safety Incident Casualties, increasing numbers of people will be killed and injured just so Londoners aren't inconvenienced by having to wait too long for a bus.

With kind regards,

Tom Kearney
#LondonBusWatch
Twitter: @comadad

Blog: www.saferoxfordstreet.blogspot.co.uk

2018 Winner, Community Hero Award — The Johns Hopkins University Alumni Association
2016 Winner, Transport — Sheila McKechnie Foundation SMK Campaigners Award

Michael Liebreich



Mr. Navin Shah
Chair, London Assembly Transport Committee
City Hall
The Queen's Walk
London SE1 2AA

cc: London Assembly Transport Committee Members

24 January 2020

Dear Assembly Member Shah,

First, let me congratulate you on taking over the chair of the London Assembly Transport Committee. It has played a vital role in scrutinising the activities of Transport for London and successive Mayors, in particular holding them to account over the safety of London's transport system.

I wanted to make sure that this letter got to you before you finalise your investigation into Tram and Bus Safety. As you will recall, I testified before you at the session which Florence Eshalomi held on 11 September last year, alongside Deputy Mayor Heidi Alexander. Unfortunately, the entire time allocated was taken up by discussion of TfL's failure to provide Fatigue Audit IA 17 780 to the police and investigators in the aftermath of Sandilands, and what that should tell you about TfL's safety audit processes. Like many of the Assembly Members, I left that session extremely dissatisfied with the Deputy Mayor's failure to provide answers to the questions I had raised in my letter to the Mayor of 9 September 2019. This is the subject of a second letter I sent to the Mayor on 22 December 2019, which I append hereto, and would like you to consider as evidence submitted to your enquiry.

Today's letter is, however, devoted to the bus safety part of your enquiry. I find it very disappointing that no time was found during your investigation for me to answer questions before your committee on this topic too.

As you know, I was on the board of TfL for six years, the first four as deputy Chair of the Safety, Sustainability and Access Panel, and the last two as Chair of the Safety, Sustainability and HR Panel. What you may not know is that during that time, I was a vigorous champion of the cause of bus safety. I would draw your attention in particular to my September 2016 email to the Commissioner and Head of Surface highlighting weaknesses in the original 2016 Bus Safety Programme; my Q2 2017 correspondence with the then Head of Strategy and Outcome Planning over the need to set ambitious medium-term KSI targets for the bus system; and my January 2018 email to the Chair of the Finance Committee demanding the inclusion of bus-specific targets in the TfL Management Scorecard. ***If you have not obtained copies of those correspondences for your investigation, I strongly suggest you do so, I think you will find them still relevant.***

Since time is running short for the delivery of your report, I have decided to put down following thoughts on the matter and submit them to you as part of the evidence base for you to consider before you conclude your investigation.

1. Cutting through the statistics

For all the endless stream of reports emanating from TfL, it has always been a challenge to get hold of accurate, timely statistics on bus safety. The only reason they are made public at all is due to the efforts of volunteer safety campaigner Tom Kearney. During my time on the board I cannot tell you the number of conversations I had to have over the correct presentation of data – providing enough historic data to draw conclusions, not using misleading chart axes, keeping data up to date, finding errors before publishing misleading figures, using third-party data not internal indices of dubious value, always highlighting the metrics that are going well and ignoring the ones that are not, and so on.

As of today, the most recent quarterly bus safety data on the TfL website dates back to Q1 2019 (of which more below). Let me provide a summary of the past three years, which happens to coincide with the current Mayoral term:

Bus deaths and injuries Q2 2016 to Q1 2019

	Total Q2 2016 to Q1 2019	Annual average	Daily average	Annual probability per bus*	Annual probability per driver*
Deaths	30	10	-	-	-
Taken to hospital with serious or unknown injuries	2,367	789	2.2	8.6%	3.2%
Treated in hospital for minor injuries	2,126	709	1.9	7.8%	2.8%
Injuries treated on scene	<u>14,243</u>	<u>4,748</u>	<u>13.0</u>	<u>51.9%</u>	<u>19.0%</u>
Total deaths and injuries	18,766	6,255	17.1	68.4%	25.0%

	Annual average	Daily average	Annual per bus*	Annual per driver*
Slips, trips and falls	~ 4,880	13	0.5	0.2
Collisions	~ 24,800	68	2.7	1.0
Total all reported incidents	~ 66,000	181	7.2	2.6

* Based on 9,142 buses and 25,000 bus drivers in 2019

Source: STATS19, TfL, ML analysis

It is worth highlighting some of these figures:

- More than 30 people have died in fatal incidents involving London buses. That is a rate of ten deaths, or one-and-a-half Sandilands, per year.
- 6,255 people have been killed or injured each year by London buses. That is 17 per day, or 18,766 in total.
- A total of 1,498 people have been hospitalised by London buses each year, or four per day. The majority of injuries are treated on scene, but two people per day end up in hospital with serious injuries or injuries of unknown severity, and two more require hospital treatment for minor injuries. That is 4,493 hospitalisations caused by London buses.
- Each London bus has a 68% chance of causing someone an injury each year, and a 16% chance of putting someone in hospital. No piece of industrial equipment would be allowed to operate in the UK with that safety record.
- Each London bus driver has a 25% chance of causing someone an injury each year and a 6% chance of putting someone in hospital. No one outside the field of professional contact sports should be expected to harm his or her fellow citizens to this extent in the course of employment.

- There are on average nearly 5,000 reported slips, trips and falls per year (and obviously far more if you include those that are not reported).
- There are on average 24,800 reported bus collisions each year – that is 2.7 per bus or one per driver – and it should be assumed that many minor collisions go unreported. There is no data on near misses; we know that self-reporting by drivers is almost non-existent, and such data as is collected by the bus companies is not aggregated by TfL.

You will note that TfL does not bear the cost of this carnage on the streets of London. The direct costs, which form a tiny subset of the total, are borne by bus operating companies. The disruption costs, which are not measured but surely amount to many tens of millions of pounds per year, are borne by London’s citizens and businesses. And the physical and emotional costs are borne by the victims and their families.

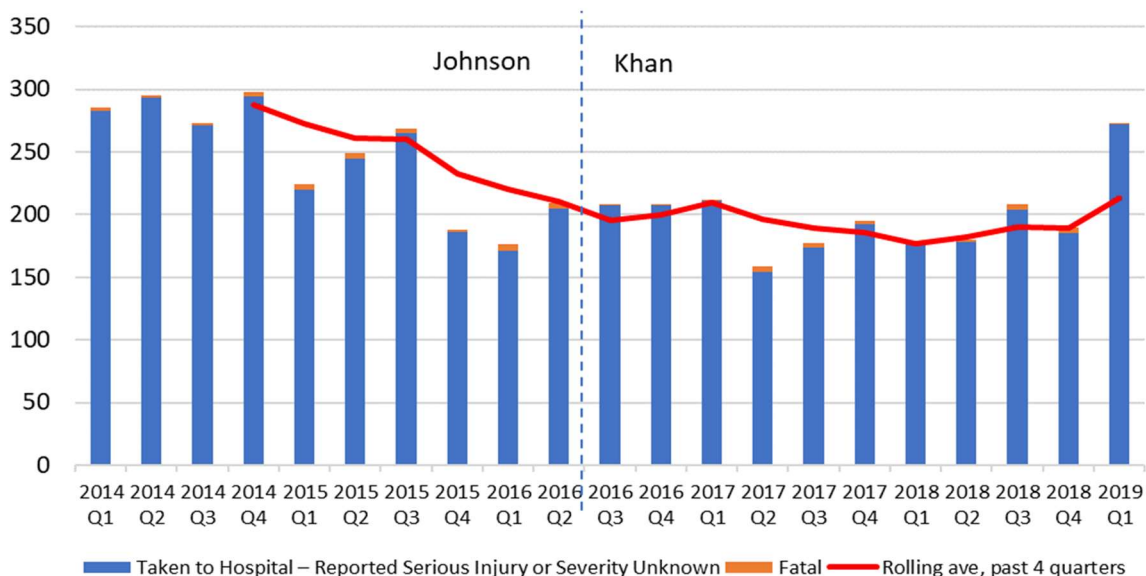
So let’s be clear, the safety performance of the London bus system is unacceptable. In fact, in a benchmarking exercise a few years ago by Imperial College (the International Bus Benchmarking Group), London came in the bottom third of the 15 international cities covered. That benchmarking exercise has been repeated, but the results are under wraps. **You should make sure you obtain a copy for your enquiry.**

Is London’s shocking bus safety record at least improving? On a number of occasions recently, the Mayor has quoted this line from the Casualties in Greater London report for 2018¹, published with much fanfare in July of this year:

“The number of people killed or seriously injured in or by a bus fell by 8 percent between 2017 and 2018, to 239 people which is the lowest number on record. This is 59 per cent down on the 2005-09 baseline.”

Let’s unpack that statement and demonstrate its selective use of safety data. The gold standard for injury and fatality data on the UK’s roads is the police’s STATS19 database. Here is the quarterly trend since 2014, straight from the police STATS19 data:

Bus killed and hospitalised with serious or unknown severity injuries by quarter



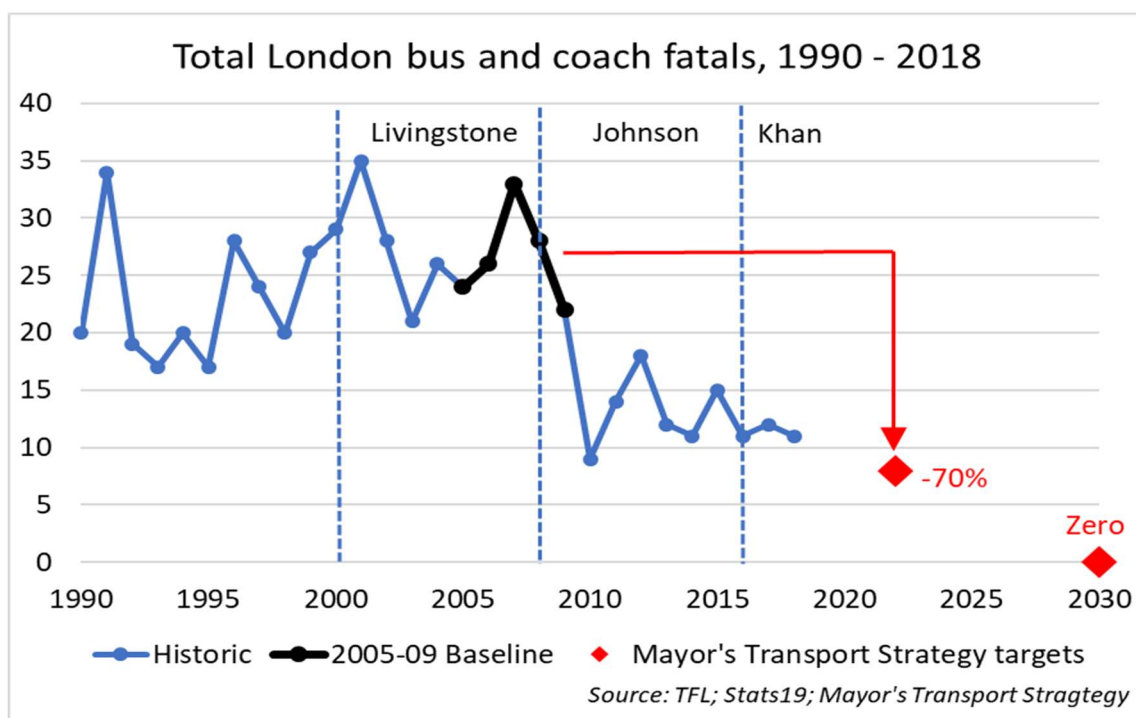
Source: Stats19

¹ <http://content.tfl.gov.uk/casualties-in-greater-london-2018.pdf>

So 2018 was indeed a record low year for bus killed and seriously injured, as you can see. However, the positive trend has slowed over the past three years and now begun to reverse.

We must also look at a longer-term picture, since the targets in the Mayor’s Transport Strategy all relate to a 2005-2009 baseline period. As Chair of the TfL SSHR Panel, I tried hard to move TfL to a more recent and relevant baseline period but there was stiff resistance from management and Val Shawcross, Deputy Mayor. And it’s easy to see why, when you look at the longer-term trend.

The Mayor talks about “a 59% reduction on the 2005-09 baseline”. I defy you to get robust, comparable KSI figures for the baseline period, because of methodological changes and poor record-keeping within TfL, but we can use figures for deaths, which are robust and a good proxy for the overall safety of the bus system:



The 2005-2009 baseline is shown as the thick black line. And, as you can see, there has indeed been a very substantial reduction in bus deaths since then, **however it was delivered during the time in office of the previous Mayor.**

The chart also shows the Mayor’s Transport Strategy Vision Zero targets for buses: a 70% reduction in bus deaths by 2022 relative to the 2005-09 baseline, and their complete elimination by 2030.

In summary, therefore, the starting point for your committee’s understanding of TfL Surface Transport’s safety culture has to be: 1) that the system currently results in an unacceptable level of deaths and injuries; 2) that safety performance is currently flat-lining or deteriorating; and 3) without decisive action, the Mayor’s Vision Zero targets – which I was among those pushing for – seems highly unlikely to be achieved.

2. Actions by the new TfL Surface Transport leadership

New leadership of TfL Surface Transport was put in place at the beginning of 2018. It had a monumental task to turn around the safety culture there, in addition to dealing with the aftermath of the Sandilands tram crash, and it has indeed taken some promising steps. I have confidence that with the right level of support from above, it can succeed. However, the actions taken so far, and those in the pipeline are insufficient.

2.1. Bus Safety Standard, speed limits

The new Bus Safety Standard is an excellent piece of work. However, most of its requirements do not become mandatory for new buses until 2024, and if the service life of vehicles remains around 15 years, the entire fleet will not fully benefit until 2039. Even then, if other endemic safety issues are not addressed, it cannot be expected to eliminate all risks of death or serious injury. 20 mph speed limits will also help, to the extent they are policed, but will by no means reduce bus deaths to zero by 2030.

2.2. Bus Driver Fatigue

As for the recent flurry of work on fatigue, of course I welcome it. As you already know, I have been vocal in ensuring that the role of systemic failures in fatigue management in the Sandilands crash is not obscured. As Chair of the SSHR I pushed harder than anyone for the Loughborough study on bus driver fatigue. The Mayor can promote a narrative about “working with academics and our trade unions to understand fatigue among bus drivers in greater detail than ever before”, but we know from the minutes of the London Buses Tripartite Meetings that Unite’s involvement began only when asked to distribute the questionnaire to members. The Loughborough study into bus fatigue in fact originated as Recommendation 4 of the Driven to Distraction report by you and your colleagues on the London Assembly Transport Committee in 2017:

“TfL should commission a comprehensive and independent investigation or piece of research into London bus drivers’ working conditions (with a focus on the causes of fatigue) in order to determine the scale of the problem. This should involve setting up working groups and surveying drivers as well as others who can offer different perspectives, such as controllers, mechanics and other operational staff.”

Whatever its origins, I commend Unite and the other London bus unions for their commitment to the issue of bus driver fatigue. Of all the people I met with while on the board of TfL, bus drivers have without question the most stressful job, and perform it often without appropriate support from their employers. Unless the issue of driver working conditions is properly addressed – you will find from the records that I was also vocal about access to toilets on every route at all times that route operates – any hope of achieving the Mayor’s Transport Strategy target of zero bus deaths by 2030 is empty talk.

2.3. Appointment of Chief Safety, Health and Environment Officer

I am afraid I must comment here on the appointment of the new Chief Safety, Health and Environment Officer for TfL, reporting to the Commissioner.

This is something for which I began advocating even before accepting the Deputy Chair of the Safety, Sustainability and Access Panel in 2012, so I was pleased to learn of it. However, I was shocked to learn of the decision to appoint to the position – without so much as interviewing externally – a

candidate with neither professional qualifications nor operational experience in safety management. This really tells you all you need to know about the inward-looking, PR-driven, self-congratulatory safety culture which has led to TfL Surface Transport's problems.

In response to questioning by your Transport Committee colleague Keith Prince, the Mayor has said that the new Chief Safety Officer is now in the process of gaining the National Examination Board in Occupational Safety and Health (NEBOSH) and Institution of Occupational Safety and Health (IOSH) accreditation. A NEBOSH general certificate takes ten days of study, IOSH takes four days. Neither of these qualify a candidate for leadership of a major global transportation concern.

If you really wanted to improve the safety behaviour of tens of thousands of employees within TfL's Surface Directorate and across a sprawling network of contractors and subcontractors, you would bring in an experienced operational leader, with a track record of leading safety programmes somewhere with a world-class safety record – such as UPS, a major European airline or one of the global energy companies.

Can you imagine the furore if British Airways were to appoint a Head of Safety who immediately had to go on two weeks of training to get their first ever safety qualifications? It would be on the front page of both the Daily Mail and the Daily Mirror, and rightly so. Should Londoners not hold TfL to the same standard?

3. An institutionally unsafe system

The third and final point that I want to make is that ***TfL's current system of contracting out operations to bus companies is institutionally unsafe.*** The fact is that no amount of operational tweaks, no number of good people, no amount of hard work, will substantially improve matters unless it is fundamentally reformed.

3.1. Senior management incentives

According to the TfL Management Scorecard², safety – measured by reducing injuries and KSIs throughout the TfL system – has a total weighting of 12.5%, compared to 25% for workforce diversity and engagement. Of course, those are also important issues, but ***is workplace diversity and engagement really twice as important as safety?***

When it comes specifically to buses, ***3.5% of senior management bonuses relate to average speed targets, and only 2.5% to reducing KSIs.*** Prioritising speed over safety leads to an institutionally unsafe system.

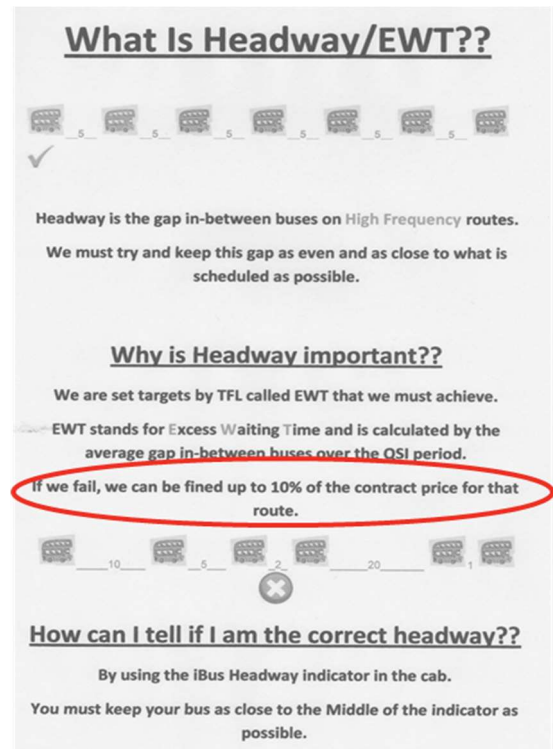
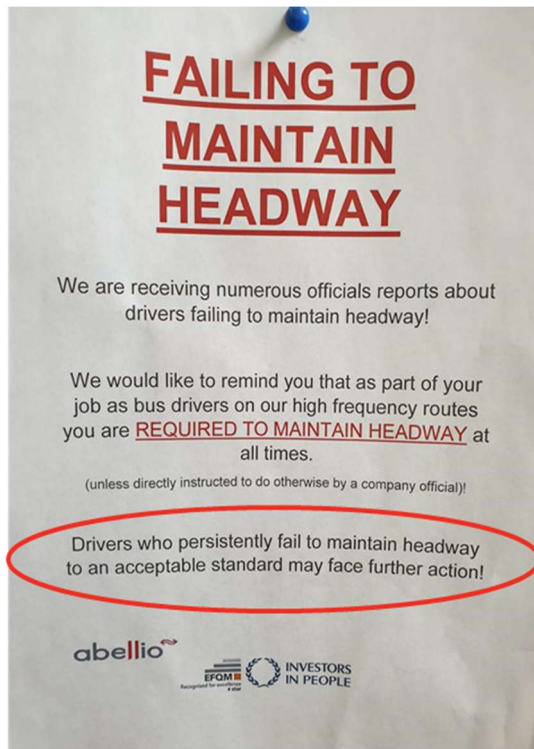
3.2. iBus and the role of headway

As I am sure you know, London buses do not operate to a timetable. Instead, TfL uses a headway system, with each bus meant to remain a specified time interval behind the bus in front, and ahead of the bus behind. The problem is that bus operating company contracts have been designed around remunerating the maintenance of headway, and bus controllers are in no doubt of the importance of this to company revenues.

² Agenda Item 3, page 22. <http://content.tfl.gov.uk/remcom-20190618-agenda-and-papers-public.pdf>

iBus is the system used to inform drivers of where they stand relative to the bus in front and behind. Whether or not they are meant to, controllers use it to pressure drivers either to speed up (and I challenge you to think of one way a bus, moving in a flow of traffic, can safely close a gap with the bus ahead), or to slow down or turn around, even when their driving hours should be coming to an end – which of course has implications for the management of fatigue and for driver conditions.

Here are two recent examples of posters from bus depots, which serve to illustrate how the headway system and iBus create pressure on drivers:



You can ban the bus companies from displaying such posters, but as long as you remunerate bus companies for maintaining headway, and do not penalize them meaningfully for safety breaches, pressure to drive unsafely will be transmitted to drivers, and the results will continue to be tragic.

3.3. Safety auditing vs Safety Performance Index

One of the things that became painfully clear during Heidi Alexander's testimony to the London Assembly Transport Committee on 11 September 2019 was that she had failed to understand the importance of a robust and independent safety audit system, without which contractors cannot be held to account.

I shall be writing a separate letter to the Audit and Assurance Committee summarising the long list of anomalies in the two TfL Fatigue Audits of First Group's Croydon Tram operation, one before the Sandilands crash and one after. Documentary evidence shows that they were compromised from start to finish: issues raised by external auditors were ignored; line managers had access to field work and made false public statements; audit reports were watered down after complaints from the contractor; the resulting reports were not passed on in a timely way to the Sandilands investigators

or in full to your colleagues on the Transport Committee; and a poor audit outcome was withheld from the Audit and Assurance Committee.

This long list of anomalies raises very serious questions about the closeness between TfL and its contractors, and **the need for independent internal and contractor safety audits**, which I believe should be one of the core recommendations of your report.

Incredibly, **instead of reforming and strengthening the implementation of safety audits, TfL management is in fact in the process of downgrading their role**. Here is an extract from the papers for first SSHR Panel meeting after I left the board, the 27 September 2018³ (emphasis mine):

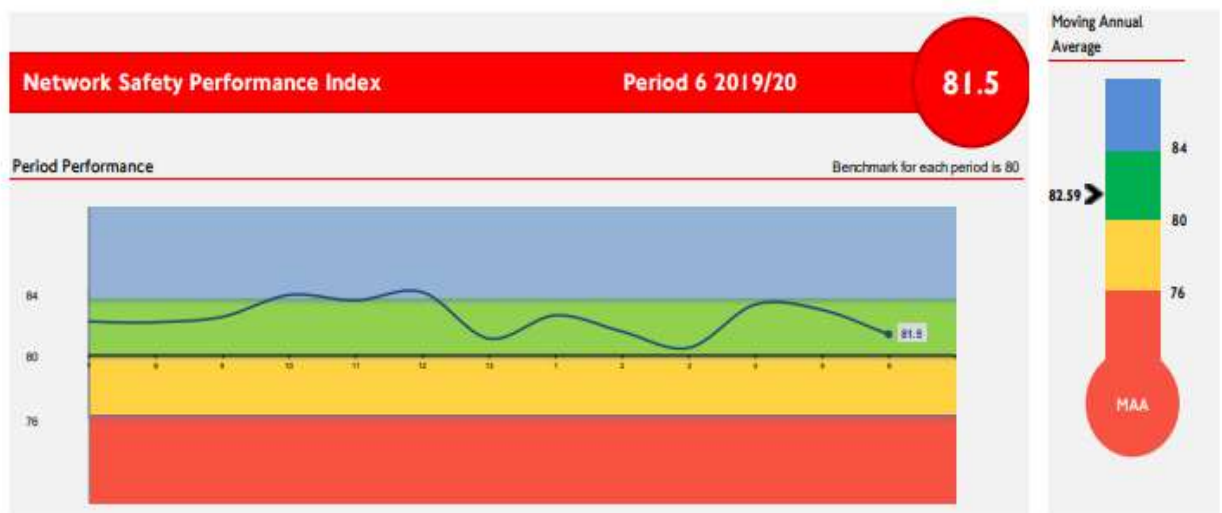
6.2 We have now moved away from an annual health and safety audit to more ongoing measures which assure operator safety maturity (that is, the development of a safety culture) and track progress. Two safety performance indicators were launched over the last year and have been very well received by operators:

(a) the Safety Performance Index (SPI), which looks at 41 metrics relating to safety performance; and

(b) the Assurance Programme, which continuously assesses the maturity (or safety culture development) of safety management and systems.

The problem with TfL's Bus Safety Performance Index is that it does not correlate with safety performance. Based on allocating 177 points across 76 factors⁴, it has clearly absorbed a huge amount of management and administrative time. But despite the dire safety performance and worsening trends described above, since its introduction, the bus SPI has consistently been in the target zone⁵.

Small wonder that it has been "very well received by bus operators". But how do you explain it to those injured and the families of those killed?



³ <http://content.tfl.gov.uk/safety-sustainability-human-resources-panel-agenda-and-papers-27-september-2018.pdf>

⁴ <https://www.london.gov.uk/questions/2019/20678>

⁵ <http://content.tfl.gov.uk/bus-network-safety-performance-index.pdf>

3.4. Transparency

The shift to non-transparent and easily manipulated Safety Performance Indices is symptomatic of the way that in TfL Surface Transport's culture, bus operating companies and their leaders are never held accountable for their safety performance.

Individual bus company Safety Performance Index scores are not published and are only ever discussed behind closed doors. Participation in the 2018 TfL Bus Safety Summit included no industry outsiders⁶. The annual Bus Operator Forum is an invitation-only affair⁷.

The reason given for this secrecy, as we know from answers to recent Mayoral Questions⁸ is the need to create a safe environment for bus companies to share information and ideas on safety improvements. This is manifestly anti-competitive and does not hold water.

It is surely striking that, on the day of writing, we are reaching the end of January 2020, but the most recent quarterly report on bus system safety is dated March 2019⁹. While I chaired the SSHR Panel, these reports used to be published by the end of the following quarter.

It really is not that difficult to publish safety data in a timely way, but you have start with a culture that values transparency over PR.

3.5. Public incident reporting, video retention

The current system for reporting near misses or safety issues could hardly be better designed to discourage the public, had it been designed with that in mind.

Those trying to report incidents or concerns are told that bus companies are responsible but not given their contact details. Complaints are processed so slowly that crucial video and other evidence has been deleted – bus operators are allowed to delete video recordings within 10 days¹⁰. There are no unified protocols across TfL for making evidence available to victims or their legal representatives.

Even the most persistent members of public end up with nothing more than a standard form letter thanking them but providing no evidence of action.

3.6. Failure to gather data and investigate accidents

TfL Surface Transport makes no systematic attempt to collect, store and analyse safety-relevant data in a machine-readable form, or use it to drive dramatic improvements in safety risk understanding.

TfL has access to time-stamped traffic light state data, bus GPS, telematics and accelerometer data, road and weather conditions, and driver rostering and route history. By matching this with accident particulars, vehicle and victim characteristics (suitably anonymised, of course), and image analysis, TfL could create a truly world-leading approach to road safety, saving lives as well as creating a suite of technologies it could sell globally.

Two examples. In TfL's Rail and Underground operation, if a train passes through a red signal, it is classed as a Signal Passed at Danger (SPaD) and always investigated. How often do buses jump red lights? No one at TfL knows. Take bus GPS data, match it to traffic light state, and any competent data scientist could identify every single red light run. Similarly, gather the accelerometer data

⁶ <https://www.london.gov.uk/questions/2018/0030>

⁷ <https://www.london.gov.uk/questions/2018/3426>

⁸ <https://www.london.gov.uk/questions/2019/4038>

⁹ <https://tfl.gov.uk/corporate/publications-and-reports/bus-safety-data>

¹⁰ <https://www.london.gov.uk/questions/2018/2655>

already used by bus operating companies to monitor driving quality, and you could check whether slips, trips and falls correlate with accelerating, braking or swerving; you could teach an AI algorithm to analyse the video and identify what caused the manoeuvre.

TfL Surface Transport does none of this. Instead, it leaves accident investigation to the bus operating companies in all but the most serious cases, when it is taken over by the police and the coroner (and TfL executives claim that they are unable in law to investigate, which we saw from the Sandilands investigations is simply not correct).

In a very small subset of bus incidents, TfL receives a statistical digest called a Notification and Investigation of Major Incident (NIMI). In 2018 – a year in which there were 756 KSIs, 1,452 hospitalisations, 6,176 injuries, around 24,800 collisions and 66,000 incidents, we learned from the recent answer to Mayoral Question 2019/17345¹¹ that TfL Surface Transport received only 144 NIMI reports from bus operators.

Of the 144 NIMI reports from 2018, only 109 related to collisions¹², which means that *only 0.4% of all bus collisions in 2018 were analysed in any way by TfL*. Most NIMI reports are kept confidential (for no good reason), but some dating from 2017 were released under FOI; shockingly 90% recorded the cause of collisions between pedestrians or cyclists and buses as “unexplained”¹³.

Proper accident investigations, like bus company safety audits, need to be carried out by a team – whether independent of TfL or behind a robust Chinese Wall – which is completely separate from the day-to-day oversight of bus operating contracts. ***This too should be a core recommendation of your report.***

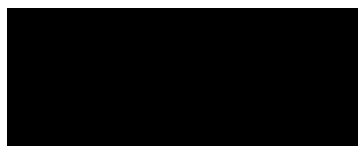
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Let me assure you that, in writing this letter, my only intention is to improve the safety of Londoners. I started pushing for Vision Zero as a member of the TfL Board’s Safety, Sustainability and Access Panel in 2013 because I believe it is the correct – indeed the only acceptable – goal to which we should aspire. I want to see it taken seriously.

I have listed the key areas relating to bus safety, which must be covered in your investigation. If there is still time, I stand more than ready to meet with you and the members of your committee to discuss them before you finalise your report.

Otherwise, you have my permission to publish this letter as part of the evidence submitted to your committee – indeed I would very much expect you to do so.

Yours sincerely,



Michael Liebreich

¹¹ <https://www.london.gov.uk/questions/2019/17345>

¹² <https://www.london.gov.uk/questions/2019/17345>

¹³ <https://www.london.gov.uk/questions/2019/19598>

Borough	Population within 400m of Superloop stop or within one interchange from bus and rail modes (TfL & NR) (400m bus stop / 800m rail station coverage)
Barking and Dagenham	89%
Barnet	92%
Bexley	92%
Brent	96%
Bromley	84%
Croydon	95%
Ealing	96%
Enfield	86%
Greenwich	98%
Haringey	96%
Harrow	94%
Havering	35%
Hillingdon	85%
Hounslow	86%
Kingston upon Thames	95%
Merton	94%
Newham	96%
Redbridge	94%
Richmond upon Thames	85%
Sutton	95%
Waltham Forest	96%
Total	90%

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Subject: Action Taken Under Delegated Authority

Report to:	Transport Committee
Report of:	Executive Director of Assembly Secretariat
Date:	23 January 2024
Public Access:	This report will be considered in public

1. Summary

- 1.1 This report outlines action taken by the Chairman under delegated authority, in consultation with the Deputy Chair and party Group Lead Members, in accordance with delegations granted to the Chairman by the Transport Committee.

2. Recommendation

- 2.1 **That the Committee notes the action taken by the Chairman of the Committee under delegated authority, in consultation with the Deputy Chair and party Group Lead Members, namely to agree a letter to the Mayor of London on river services.**

3. Background

- 3.1 At its meeting on 15 June 2023 the Transport Committee resolved:

That authority be delegated to the Deputy Chair (in the Chair), in consultation with party Group Lead Members, to agree a letter from the Committee in response to the consultation on the proposed closure of ticket offices.

4. Issues for Consideration

4.1 Following consultation with party Group Lead Members, the Chairman agreed the Committee’s letter to the Mayor of London on river services as attached at **Appendix 1**. The letter included seven recommendations, and was sent on 21 December 2023.

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 Greater London Authority arising from this report.

List of appendices to this report:

Appendix 1 – Letter to the Mayor of London, dated 21 December 2023.

Local Government (Access to Information) Act 1985

List of Background Papers:

Member Delegated Authority Form 1535 – River Services

Contact Information

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Keith Prince AM
Chairman of the Transport Committee

Sadiq Khan
Mayor of London
(Sent by email)

21 December 2023

Dear Sadiq,

I am writing to share the conclusions and recommendations of the Committee's investigation into river services in London. The Committee held a meeting on this topic on Thursday 15 June 2023, which included guests from Transport for London (TfL), the Port of London Authority (PLA), Thames Clippers, Livett's and the Cross River Partnership (CRP).¹ The Committee also undertook a visit with Thames Clippers to Dartford on Thursday 16 November 2023 to learn more about the light freight trials and passenger services on the river.

The investigation covered a range of issues, including those that relate to both passenger services and light freight on the river. The Committee's recommendations cover the following areas:

- The need to appoint a new 'River Commissioner' to provide leadership and work with stakeholders to remove barriers to the growth in river transport.
- The need to ensure increased accountability around the Thames and London Waterways Forum which has an important role in bringing together stakeholders to deliver the Mayor's strategies.

¹ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

- The importance of updating TfL’s pier strategy to: reflect new patterns of demand for services post-COVID; incorporate light freight into plans; and inform decisions around investing in charging infrastructure for electric vessels and proposed investments in new walking and cycling focused ferry crossings.
- Increasing awareness of river services and real-time information to promote passenger river services.
- Increasing awareness of river-based jobs and training to increase the diversity of the river workforce.

The need for GLA leadership

The Committee heard that the patchwork of different authorities, pier owners and boat operators, with responsibilities for different aspects of the river means that it can be challenging to ensure that all stakeholders work together. In the absence of formal structures, relationships are critical in getting things done. In the words of James Trimmer, Director of Planning and Development at the PLA, “in terms of the management of the river, you need to know people, if I am being honest, to make things happen.”²

Our evidence suggested that there is a need for clearer goals and formal accountability, so that it is clear who should be delivering progress on river transport and how they are performing. Sean Collins, CEO of Thames Clippers, argued:

“We need a commissioner that will achieve similar to that of walking and cycling. If you combined all the boroughs together and look at that mass and the representation that they individually have into City Hall the river does not have that.”³

In 2018, the Transport Committee recommended that there be a ‘River Ambassador’ to provide the leadership required to promote river passenger transport.⁴ Our guests suggested that there is an ongoing lack of focus and attention in this area and suggested that a dedicated paid role is needed to work with stakeholders and galvanise action. Such a dedicated Commissioner could provide a more powerful focus to co-ordinate strategy and work with stakeholders, such as local Councils bordering the river.

- **Recommendation 1:** The Mayor should appoint a River Commissioner in 2024-25 to accelerate progress on better using the Thames for passenger and freight transport, including through working closely with the PLA, industry and local authorities.

The role of the GLA in supporting greater co-ordination and accountability

The Thames and London Waterways Forum was created in 2017 “to advise the Mayor on river transport and waterways issues”, replacing both the River Concordat and London Waterways Commission.⁵ It aimed to “support the relevant goals set out in the ... Mayor’s Transport

² London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

³ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

⁴ London Assembly Transport Committee, [A river tube line – the untapped potential of the Thames](#), 7 August 2018

⁵ MD2116 [The Thames and London Waterways Forum](#)

Strategy, London Plan and London Environment Strategy, as well as the Port of London Authority's Thames Vision", and was established to be "a partnership coordinating strategy and activities on the Thames and London's waterways".⁶

Guests at our meeting indicated that the Forum could be more effective in bringing together stakeholders and providing updates about its work. At the time of the Committee's meeting in June, the terms of reference of the steering group were not available online on the GLA website, and there had been no public updates on the GLA website about meetings of the Forum since 2018.⁷ As I write, these have still not been updated. A Mayor's Question on the topic in January 2023 confirmed that the steering group had met in May 2022,⁸ and a further Mayor's Question indicated that there was no meeting of the whole Forum in 2022.⁹

James Trimmer of the PLA told the Committee in its meeting in June that there had been a steering group meeting in April 2023, and that a Forum meeting was planned – which subsequently took place on 27 November 2023.¹⁰ However Sean Collins of Thames Clippers observed that "the meetings are very infrequent and I do not see much delivery".¹¹

- **Recommendation 2:** The Mayor should take steps to ensure that the Thames and London Waterways Forum provides strong co-ordination to drive forward the Mayor's priorities for the river, including increasing transparency and accountability around its activities. This should include publishing minutes of the steering group meetings on the GLA website, and annual reports to Assembly Members on progress.

The need to work closely with local authorities and developers

The Mayor sets planning policies and has a role in working with local authorities and the Port of London Authority to help ensure access to the river is maintained and improved. This includes facilitating the provision of new piers, wharfs and other interchange facilities.¹²

James Trimmer of the PLA highlighted the example of a wharf, for which a planning application had been submitted in 2019 but had yet to receive a decision. He said that increasing the speed of such processes would help support investment.¹³ This reinforces the need for co-ordination and leadership to work with local authorities to ensure that they prioritise the river and safeguard key locations and ensure development is integrated with the river and ensures access for passengers, freight and leisure.

Recommendation 3: A key task of a new River Commissioner should be to work with primary stakeholders, including Councils and developers, to speed up the development and approval of new infrastructure to enable river services, such as wharves, slipways and piers.

⁶ [Thames and London Waterways Forum | London City Hall](#)

⁷ <https://www.london.gov.uk/programmes-strategies/transport/thames-and-london-waterways-forum>

⁸ MQ [2023/0324](#)

⁹ MQ [2023/2508](#)

¹⁰ PLA [Thames and London Waterways Forum 2023](#)

¹¹ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

¹² For example, Policy SI 15 Water transport of the [London Plan 2021](#)

¹³ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

Updating the Pier Strategy

TfL's Passenger Pier Strategy (2019) set out how TfL plans to work with stakeholders to support passenger services and to encourage private sector investment in pier infrastructure. The Strategy committed to supporting the PLA's target figure of 20 million annual river users by 2035 (approximately a doubling of pre-pandemic figures).¹⁴ Danny Price, General Manager of Sponsored Services at TfL, told the Committee that "TfL is committing over the next ten years around £40 million to ensure that the piers are fit for purpose and modernised".¹⁵ It is unclear at this stage whether there will be investment in providing charging infrastructure for zero emission vessels on its piers, due to uncertainty about when and how this will be needed. Danny Panayiotou, Head of London River Services at TfL said "the biggest issue is we do not know how best to invest at this particular time".¹⁶

Sean Collins from Thames Clippers told the Committee that central London is "is where the focus needs to come from TfL, from the Mayor's Office".¹⁷ This is because it is where demand is greatest, capacity constraints highest, and also where TfL controls most piers. He also highlighted the importance of ensuring that piers are financially sustainable, which he said would include the multi-use of piers for new commercial opportunities, such as using them for light freight.

Although TfL confirmed in the meeting that they had no funding for new ferry crossing services there have been further developments in recent months.¹⁸ Thames Clippers have now announced a consultation for an enhanced all electric, zero emission, roll-on/roll-off (RORO) ferry replacement for their existing crossing from the DoubleTree by Hilton Hotel to Canary Wharf.¹⁹ This would be delivered by Thames Clippers and is a partially sponsored project by the Department for Transport's Green Maritime Fund via Innovate UK. Thames Clippers are proposing changes that would improve pier access, increase capacity and make the pier compliant with disability legislation, which could also improve access for light freight and cycles more generally.²⁰ The PLA has also published a report on possible new walking and cycling ferry crossings on the Thames.²¹

While recent trials have shown that there is significant potential for transporting light freight into central London by river, the logistics of using piers for freight can be complicated, and most piers were not designed for this purpose. Sean Collins of Thames Clippers identified the need for improved brow access (the way that boats connect to piers) at Tower Pier, which "can be achieved but it all needs investment and it needs a proper plan to deliver it."²² Chris Livett, Chair

¹⁴ TfL (2019) London's Passenger Pier Strategy <https://content.tfl.gov.uk/pier-passenger-pier-strategy-action-plan.pdf>

¹⁵ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

¹⁶ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

¹⁷ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

¹⁸ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

¹⁹ Thames Clippers, [New cross river ferry - Consultation for the proposed new Ferry at DoubleTree by Hilton in Rotherhithe to Canary Wharf](#), 22 November 2023

²⁰ Thames Clippers, [New cross river ferry - Consultation for the proposed new Ferry at DoubleTree by Hilton in Rotherhithe to Canary Wharf](#), 22 November 2023

²¹ Port of London Authority [Report recommends three electric ferry crossing options for east London](#) 13 December 2023

²² London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

of Livett's, told the Committee that he would "encourage more research into the use of slipways and other bits of infrastructure where we can just simply have roll-on and roll-off".²³

The Committee also heard from Fiona Coull, Programme Manager of the Cross River Partnership, about the light-freight trials taking goods into central London by river, particularly focusing on next day deliveries and e-commerce. She told the Committee that the light freight trial had resulted in significant reductions in harmful emissions.²⁴

Fiona told the Committee that while the trials were successful, they also identified challenges that would need to be overcome to scale up the service. One of these is capacity of the current piers, although as Danny Price from TfL observed "not all the eight piers that we [TfL] have are super busy",²⁵ so there are potential opportunities to use less busy piers. James Trimmer also commented that the PLA is "also looking at increasing freight vessels and whether we can put those on the night tide, where of course it is emptier",²⁶ but acknowledged that there are amenity issues, such as the potential for some noise disturbance, that may arise from this.

In May 2023, the Cross River Partnership published a 'Deep Dive' report, which shared the learning from the light freight trials, and future areas to be addressed.²⁷

- **Recommendation 4:** The Mayor should continue to support future light freight trials and work together with other stakeholders to find ways to scale the volumes of freight being transported and overcome current barriers.
- **Recommendation 5:** The Mayor should publish an update to his pier strategy in 2024-25, which should be expanded to cover both passengers and light freight. It should include:
 - updating projections for further growth in passenger travel;
 - proposals for TfL to increase pier capacity in central London;
 - options for providing electric charging infrastructure for vessels on TfL piers; and
 - research into new ways to increase the capacity for roll-on/roll-off (RORO) ferry support and other methods that can more efficiently load and unload light freight and bicycles in key locations.

Improved information on river services

The ambition to double river users to 20 million by 2035 will require greater awareness of services among people travelling in London and integration of river services into everyday journeys.

The Committee heard that the TfL Go app has included symbols for river services,²⁸ and this is noted as a positive move. However, while there is information about scheduled services, there is

²³ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

²⁴ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

²⁵ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

²⁶ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

²⁷ Cross River Partnership [A Deep Dive: The London Light Freight River Trial Process, Performance and Prospects](#), May 2023

²⁸ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

no information in TfL Go on real-time or live river service departures, and it can sometimes be difficult to see options for river services if these are not the fastest route – meaning some people who might be willing to consider this option for the additional amenity of river travel are not aware that this is as a possibility.

- **Recommendation 6:** TfL should explore ways to feature river services more prominently on the TfL Go app, including ways to ensure that they appear as an option for those who may be less time sensitive, and ways to provide real-time information on river boat departures.

Training and the need to increase diversity in the river workforce

The river workforce includes a range of roles linked to building, maintaining, and navigating boats as well as support services. The Committee heard that attracting new people to these industries was a challenge. Chris Livett told the Committee “If you look at our support services that we need for the river, shipbuilding in particular, it is poor. Also, our training is not to a standard for the country’s biggest port, albeit we are members of the Thames Skills Academy (TSA) and we have been working hard to further that.”²⁹ Sean Collins from Thames Clippers highlighted the progress that the TSA had made, but emphasised that it can take five or six years to train people and that “getting people is extremely hard” and added “we have to entice more people into our industry”.³⁰ Danny Price from TfL stated that a further challenge is that the river is a “very, very non-diverse environment, given the boroughs that it serves, and it is a challenge and it goes to the heart of safety”.³¹ He pointed out the work that is being undertaken, such as the Women on the Water Group, but said that more needed to be done.³²

- **Recommendation 7:** The Mayor should increase support for training, including further support for the Thames Skills Academy, for river-related skills such as shipbuilding or other roles linked to working on boats. The Mayor should also seek ways to work with local authorities and other stakeholders to increase the diversity of people who work on the river, including through greater promotion of opportunities to work on the river. The proposed River Commissioner should also seek to review the working conditions of those on the river to ensure they are set at such a level to help entice more people into the river services industry.

Conclusions

The Committee sees a significant opportunity for using the river more, for both passengers and freight. Now is the time to re-invigorate previous strategies. Transforming this potential into reality is challenging but could be accelerated with a dedicated Commissioner charged with working with stakeholders to provide a clear focus on the river, and who can dedicate time to driving forward your strategies in these areas. It is also vital that there is increased accountability for the work of the Thames and London Waterways Forum and transparency around its activities, and all Londoners have improved information about river services, and opportunities to work on the river.

²⁹ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

³⁰ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

³¹ London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

³² London Assembly, [London Assembly Transport Committee Meeting \(Plenary\)](#), 15 June 2023

I hope you will consider these recommendations to really make the most of London's most iconic natural asset,

Yours,

A handwritten signature in black ink, appearing to read 'Keith', with a stylized flourish at the end.

Keith Prince AM

Chairman of the Transport Committee

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Subject: Taxi and Private Hire Vehicles

Report to:	Transport Committee
Report of:	Executive Director of Assembly Secretariat
Date:	23 January 2024
Public Access:	This report will be considered in public.

1. Summary

- 1.1. This report provides background information for the Transport Committee meeting on the Taxi and Private Hire Vehicles (PHV) on 23 January 2024. This meeting will review the role of Taxis and PHV in London's transport network and the strategy governing the industry.

2. Recommendations

- 2.1. **That the Committee notes the report as background to putting questions to invited guests and notes the subsequent discussion; and**
- 2.2. **That the Committee delegates authority to the Chairman, in consultation with the Deputy Chair and party Group Lead Members, to agree any output arising from the meeting.**

3. Background

- 3.1. In 2023, there were 89,600 PHVs licensed in London, up from 49,900 in 2013. In comparison, the number of black taxis in London has fallen from 22,200 in 2013 to 15,100 in 2023.¹
- 3.2. Transport for London (TfL) is the licensing authority for London's taxi and private hire industries. TfL published a Taxi and Private Hire Action Plan in September 2016.² TfL last updated its Taxi and Private Hire vehicle policy in December 2021. In order to be a licensed black taxi vehicle the following conditions must be met: since 1 January 2018, all new black taxis presented for licensing for the first time must be zero emissions capable (ZEC), and vehicles already licensed by TfL must be less than 12 years old at time of re-licensing. In order to be a licensed PHV, the following licensing

¹ Department for Transport Data on Taxis, private hire vehicles and their drivers [TAXI0101](#)

² [Taxi and Private Hire Action Plan 2016 \(tfl.gov.uk\)](#)

requirements apply, from 1 January 2023: all PHVs (of any age) need to be zero emission capable when licensed for the first time, and vehicles already licensed by TfL must be no older than 10 years at time of re-licensing.³

- 3.3. All black taxis currently licensed by TfL are wheelchair accessible,⁴ a condition since 2000.⁵ PHVs that meet certain criteria can be designated as a wheelchair accessible vehicle (WAV). Currently only around 0.7 per cent of PHVs in London are wheelchair accessible.⁶
- 3.4. By 2030, all taxis and PHVs must be zero emission capable (ZEC).⁷ As of December 2023, over half of London's black taxis are now zero-emission capable, (7,970 vehicles).⁸ There has been an increase of 10 per cent of ZEC taxis in the last six months.⁹ As of December 2022, there were 11,000 charging points for electric vehicles across London, with 820 of those being fast or ultra rapid charging points. TfL's Electric Vehicle Delivery Plan has specified that 40,000-60,000 charging points will need to be built by 2030, with 10 per cent being rapid charging points.¹⁰
- 3.5. Since 1 April 2023, drivers have to pass an English Language Requirement test, and TfL has stated that it is 'essential for public safety' that all private hire drivers are able to speak in English at an 'appropriate' level.¹¹
- 3.6. There are 13 Taxi Shelters remaining in London, although Assembly Members have questioned the lack of parking spaces and whether they contain proper toilet and handwashing facilities.¹² There are also private charging hubs, such as a taxi charging hub near the Old Kent Road which has ten bays, toilets and a café.¹³
- 3.7. There are a range of applications available including some which offer Black Taxis as well as those for PHV. In 2024, Uber is opening its service up to black cabs in London.¹⁴
- 3.8. There are fewer people applying to become taxi drivers as well as an aging workforce. To become a taxi driver, drivers must undertake the Knowledge [of London test], which is a series of tests required to be completed before a taxi licence can be obtained.¹⁵ In 2018 and in years prior, there were an average of 2,000 candidates a year on the Knowledge, there are currently around 700 candidates in 2023.¹⁶

³ [Taxi and Private Hire vehicle policy - December 2021 \(tfl.gov.uk\)](#) p 10

⁴ [Passengers and accessibility - Transport for London \(tfl.gov.uk\)](#)

⁵ [Rolling Along in London - The New York Times \(nytimes.com\)](#)

⁶ [Taxis and wheelchair accessibility | London City Hall](#)

⁷ [Mayor's Transport Strategy \(london.gov.uk\)](#) p 55

⁸ [board-20231213-item06c App2 TfL 2024 Business Plan Document.pdf; More than half of London's black taxis are zero emission capable - Transport for London \(tfl.gov.uk\)](#)

⁹ [More than half of London's black taxis are zero emission capable - Transport for London \(tfl.gov.uk\)](#)

¹⁰ [All private hire vehicles licensed for the first time in 2023 to be zero emission capable - Transport for London \(tfl.gov.uk\); London 2030 Electric Vehicle Infrastructure Strategy | London City Hall](#)

¹¹ [English language requirement - Transport for London \(tfl.gov.uk\)](#)

¹² [Taxi Shelters | London City Hall](#)

¹³ [5,000TH CHARGE: ZEVHub celebrates milestone after launching new taxi charging hub in London \(taxi-point.co.uk\)](#)

¹⁴ [Uber opens up to London's black cab drivers \(fleetworld.co.uk\)](#)

¹⁵ [What is The Knowledge taxi test and why is the exam taken by London's black cab drivers so tough? | The Sun](#)

¹⁶ [Knowledge of London suggested changes to help raise taxi driver student numbers come under scrutiny \(taxi-point.co.uk\)](#)

4. Issues for Consideration

- 4.1 The Committee will examine the role of taxis and PHV in London’s transport network, and TfL’s strategy for the sector in future.
- 4.2 The Committee will examine the impact of environmental standards for Taxi and PHV, both in terms of emissions and financial costs for drivers, and whether there are sufficient charging points to meet demand.
- 4.3 The Committee will also investigate the workforce challenges affecting taxi and PHV drivers and to review the impacts of licensing requirements.
- 4.4 Invited guests include:
- Helen Chapman, Director of Licensing, Regulation and Charging, TfL;
 - Christina Calderato, Director of Transport Strategy and Policy, TfL;
 - Steve McNamara, General Secretary, Licensed Taxi Drivers Association;
 - Mariusz Zabrocki, General Manager, Free Now;
 - Steve Wright, Chair, Licensed Private Hire Car Association; and
 - Asher Moses, Founder and Chief Executive Officer, Sherbet The Electric Taxi Company.

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:

None

Local Government (Access to Information) Act 1985

List of Background Papers: None.

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Subject: Transport Committee Work Programme

Report to:	Transport Committee
Report of:	Executive Director of Assembly Secretariat
Date:	23 January 2024
Public Access:	This report will be considered in public

1. Summary

- 1.1 This report sets out the work programme for the Transport Committee for the 2023/24 Assembly year.

2. Recommendation

- 2.1 **That the Committee notes its work programme; and**
- 2.2 **That the Committee delegates authority to the Chairman, in consultation with the Deputy Chair and party Group Lead Members, to agree the extension of the appointment of two members of the London TravelWatch Board.**

3. Background

- 3.1 The Committee receives a report monitoring the progress of its work programme at each meeting.
- 3.2 The Committee's work programme is intended to allow the Committee to effectively fulfil its role: to examine and report on matters in relation to transport in London and to lead on scrutiny of the Mayor's Transport Strategy.

4. Issues for Consideration

- 4.1 The Committee's meeting schedule was formally approved by the London Assembly at its Annual Meeting on 4 May 2023. The work programme for the remainder of the meeting cycle is below:

Schedule of Meetings

Meeting Date	Meeting Topic
Tuesday 20 February 2024	Question and answer session with the Commissioner of Transport for London and the Deputy Mayor for Transport
Wednesday 13 March 2024	Future Trends in London

London TravelWatch

- 4.2 The London Assembly has delegated authority to the Transport Committee to deal with matters relating to London TravelWatch, the statutory watchdog for transport users in the capital. The appointment of the London TravelWatch Chair and board members is a statutory responsibility of the London Assembly (s247 of the GLA Act 1999).
- 4.3 The term of appointment of two members of the London TravelWatch Board, Laura Osborne and Karen McArthur, ends in January 2024. It is proposed to extend their terms of appointment until 31 August 2024 while recruitment takes place for these roles.

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

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