

The London Assembly Transport Committee's response to *Way to Go!*, the Mayor's 'direction of travel' document for transport

1. Introduction

- 1.1 The Committee welcomes the publication in November 2008 of the Mayor's vision document, *Way to Go! Planning for better transport*.¹ We are pleased to accept the invitation to respond.
- 1.2 To prepare for this response and a future response to the draft Mayor's Transport Strategy, the Committee held an informal roundtable meeting with a small number of highly regarded transport academics and specialists on 15 December 2008.² The following comments in relation to *Way to Go!* are organised into three broad themes reflecting the main areas of discussion at the meeting:
- Capacity of the transport networks: supply and demand
 - Efficient use of the transport networks
 - Transport's contribution to wider objectives
- 1.3 The Committee also heard evidence from Kulveer Ranger, the Mayor's Director for Transport Policy, and Peter Anderson, Chair of the TfL Board Finance Committee, at its meeting on 20 January 2009.
- 1.4 We recognise that *Way to Go!* was not intended to be comprehensive and that a full revision to the Mayor's Transport Strategy is underway with a draft expected in April. We have linked our observations of *Way to Go!* with recommendations for the draft Strategy and hope our response will complement TfL's ongoing work. This response also flags up the work this Committee will be doing to inform our response to the Strategy.
- 1.5 The Mayor's strategy for transport will be a key determinant of the quality of life of London residents and the city's attractiveness as a place to visit and to do business. TfL's business plan detailed the Mayor's transport priorities for the next decade; *Way to Go!* and the Transport Strategy represent opportunities to consider the long-term approach. The Transport Strategy will be important in making the case for continued investment in London's transport infrastructure.

2. Capacity of the transport networks: supply and demand

- 2.1 The number of users of London's transport networks has risen rapidly in recent years. *Way to Go!* describes bus ridership levels that are back to 1962 levels (2.3 billion journeys in a year) and record numbers of people using the Tube (1.1 billion journeys annually).³ TfL's business plan projects that demand will grow further – by an additional four million journeys a day in London by 2025 as a result of population and employment growth.⁴
- 2.2 The investment in infrastructure outlined in *Way to Go!* will result in an increase in public transport capacity over the next decade.⁵ TfL's business plan claims to offer the highest level of investment in London's transport since the Second World War, delivering almost a 30 per cent increase in capacity over the 2007/08 level. The business plan anticipated that additional capacity and improved reliability, alongside Government investment into the railway network and increases in levels of walking and cycling, would cater for demand growth and begin to address overcrowding.⁶

¹ Mayor of London, *Way to Go! Planning for better transport*, November 2008

² Professor David Begg (Transport Times), Tim Hockney (London First), Dr Greg Marsden (University of Leeds), Bridget Rosewell (Volterra Consulting) and Professor John Whitelegg (Liverpool John Moores University) attended the roundtable meeting.

³ *Way to Go!*, p. 7

⁴ TfL, *Business Plan 2009/10 – 2017/18*, 6 November 2008, p. 11

⁵ *Way to Go!*, pp. 15-18

⁶ TfL, *Business Plan 2009/10 – 2017/18*, 6 November 2008, p. 12

- 2.3 TfL had previously calculated that the projected increase in the number of daily journeys would necessitate a bigger programme of investment to avoid a widening gap between supply and demand.⁷ A lack of public transport capacity would, it was said, constrain London's job growth and result in significantly increased levels of congestion and make it impossible to meet emissions reduction targets.⁸ Kulveer Ranger indicated, however, that projected increases in demand might be subject to changes – because of new assumptions for population and employment levels – as work on the revised London Plan progresses.⁹
- 2.4 **The Transport Committee welcomes the Mayor's commitment to investment in London's transport infrastructure. If additional capacity keeps up with demand growth, it has the potential to support social and environmental objectives and enhance London's competitiveness. If not, demand management measures could be implemented to avoid an increase in congestion and overcrowding. Any adjustments to the existing assumptions for population and employment levels will need to be finalised and the Transport Strategy should set out the detail of resulting demand projections. It will then be possible to compare planned capacity increases with the demand they are designed to accommodate.**

Implications of the economic downturn

- 2.5 *Way to Go!* recognises that demand for public transport, particularly the Underground, is linked to the health of the economy. However, it notes that ridership in the current economic downturn continues to grow on both buses and the Underground.¹⁰ The latest available figures indicate that growth in trips on the Underground may be beginning to fall¹¹ and TfL's 2009/10 budget may be revised to account for recent lower than anticipated growth in ridership.¹² TfL has confirmed that, to balance its budget, reductions in revenue would lead to cuts in operational expenditure and planned service provision.¹³
- 2.6 Peter Anderson noted that there are a number of factors associated with the downturn, and that they operate in different directions. While fares revenue and income from property may go down, lower commodity prices, interest rates and construction costs are advantageous to TfL. The Finance Committee plans to examine a sensitivity analysis which projects the effects on TfL budgets under various scenarios and thus identifies the degree of risk.¹⁴
- 2.7 **The strategic implications of the current economic downturn should be investigated in relation to long-term transport demand projections. Uncertainty in future capacity requirements and the risk of falling fares income beyond the 2009/10 budget year should be explored in the Transport Strategy. A discussion of where costs could first be reduced and the spending areas most at risk should be included. The Finance Committee's analysis of the wider potential effects of the economic downturn should be published when it is presented to the Board to enable scrutiny of the options available to TfL in responding to the economic downturn.**

⁷ TfL's November 2006 document *Transport 2025* presented a "20-year transport vision for London to address the significant transport challenges arising from the major population and employment growth facing London." It was intended to support 800,000 more people, 900,000 more jobs and an additional 4 million daily journeys by 2025.).

⁸ TfL, *Transport 2025: Transport vision for a growing world city*, November 2006, p.11

⁹ London Assembly Transport Committee, 20 January 2009

¹⁰ *Way to Go!*, p. 7

¹¹ TfL, *Operational and Financial Performance and Investment Programme Reports – Second Quarter 2008/09*, December 2008, p. 4

¹² TfL's initial budget for 2009/10 assumed a 2.5 per cent increase in ridership over the 2008/09 level.

¹³ London Assembly Budget and Performance Committee, 6 January 2009

¹⁴ London Assembly Transport Committee, 20 January 2009

- 2.8 TfL's 2006 document *Transport 2025* modelled a number of scenarios based on varying levels of investment. The full 'Transport 2025' programme, which TfL then believed would be "crucial in meeting London's future needs", included most of the measures included in TfL's new 10-year business plan as well as the following, which are not in the business plan to 2017/18:
- Thames Gateway Bridge and Silvertown Link
 - Crossrail 2 (Chelsea to Hackney)
 - DLR extension to Dagenham Dock
 - Greenwich Waterfront and East London Transits phases beyond phase 1
 - West London Tram and Cross River Tram
 - Further Tramlink extensions
 - Separation of the Northern line at Camden and enhanced Tube line upgrades beyond the PPP
 - Increased "bus supply" of 40 per cent, 20 per cent by 2016/17 (the TfL business plan forecasts an 8 per cent increase in operated bus kilometres in the ten years between 2007/08 and 2017/18)
 - Road user charging
- 2.9 *Way to Go!* focuses on relatively short-term activities within the transport planning horizon. The significant enhancements to public transport capacity – Crossrail, the upgrades to the capacity of the Underground and enhancements to the heavy rail network in London – are scheduled to be in place by the end of the current business plan period – 2017/18. Apart from floating the possibility of expansion of the Tube network south of the River Thames, *Way to Go!* does not offer ideas to meet longer-term growth in demand for transport.
- 2.10 TfL's 2006 analysis of requirements for new capacity indicated that a number of additional schemes would be required by 2025 to meet projected demand. If assumptions for growth in population, employment and daily journeys are not substantially revised, and they were not for TfL's recent business plan,¹⁵ it raises the question of how future demand will be met in the absence of the projects listed above. Kulveer Ranger told the Committee that some of the projects could be revived in the future if they were consistent with the new Mayor's Transport Strategy.¹⁶
- 2.11 **We recognise the Mayor's view that projects without full funding should not be included in TfL's business plan. However, the Transport Strategy should explain how the need for additional capacity will be met. The Strategy is an opportunity to make the case for investment in London's transport. For example, if Crossrail 2 will be necessary to cater for future demand, the case for it should be made in the Strategy, even though funding does not yet exist for the project.**
- 2.12 **Transport planning timescales demand that the Transport Strategy is a long-term, strategic document. It should include aspirations for schemes well beyond those that are funded to 2017/18 in the business plan, which might include such options as light rail, south London Underground extensions and river crossings. Specific issues could also be explored, for example, surface transport links to airports. The production of a new Transport Strategy is a unique opportunity to address long-standing questions in a coordinated way.**

¹⁵ Letter to the Chair of the London Assembly Budget and Performance Committee, 5 January 2009

¹⁶ London Assembly Transport Committee, 20 January 2009

- 2.13 Alongside long-term planning, Peter Anderson explained to us that the Finance Committee would be looking to ensure that some flexibility is added to TfL's ten-year business plan and its annual budgets.¹⁷ **We support such flexibility if it allows small investments to be made judiciously to secure savings, such as would be the case with the completion of the East London Line extension phase 2b.**
- 2.14 In addition to providing new capacity, it may be possible to manage travel demand to mitigate congestion and overcrowding. In fact, it has been argued to the Transport Committee that the first priority should be to manage travel demand, before aiming for a shift away from the use of private cars, taxis and even buses next. Although *Way to Go!* expresses the Mayor's intention to respect the choice of Londoners in their travel decisions,¹⁸ Kulveer Ranger reassured the Committee that TfL's work on 'smarter travel' – initiatives such as travel planning, car sharing and home working – would continue. He considered that the use of road pricing to manage travel demand would probably not be appropriate in the short term, especially in the current economic climate, but he acknowledged its potential role when in specific, targeted circumstances. The Committee plans to look at the potential role of travel demand management in more detail.
- 2.15 **We look forward to a fuller description of the Mayor's approach to travel demand management and the extent to which it will be used to tackle traffic congestion and overcrowding on public transport in the Transport Strategy. TfL should continue to explore the potential contributions to demand reductions of 'smart' measures, such as travel planning.**

3. Efficient use of the transport networks

Land use planning

- 3.1 There is clearly a crucial link between land use planning and transport demand. Kulveer Ranger assured the Committee that the timetables for drafting the new Transport Strategy and London Plan are now "entwined" and informed us that a team has been set up to ensure a dialogue between staff working on the two projects.¹⁹
- 3.2 *Way to Go!* notes a need to "remember the primacy of transport"²⁰, which we take to mean that development should be focused around transport infrastructure rather than transport provision following development. The Transport Committee intends to look further at the extent to which public investment should attempt to lead demand for transport rather than cater for it. We will also examine the potential for land use planning to reduce travel demand on the busiest routes and, like Barcelona, achieve modal shift through coordinated transport and land use planning.
- 3.3 **The Transport Strategy should be clear in the planning assumptions it is working to. New capacity should be linked to projected demand in areas of population or employment growth. It should also make clear the extent to which the planning considerations are leading transport investment or vice versa.**
- 3.4 A focus on the development in the outer London centres as employment hubs, as the Mayor has suggested, will require a different approach to the provision of transport links than traditional radial capacity expansion serving central London (e.g. Crossrail). *Way to Go!* suggests that more can be done to develop transport in the outer London boroughs by increasing the provision of orbital routes.²¹ Kulveer Ranger indicated that the second phase of the cycle hire scheme, the legible London scheme to encourage walking, revisions to the Local Implementation Plan guidance,

¹⁷ London Assembly Transport Committee, 20 January 2009

¹⁸ *Way to Go!*, p. 11

¹⁹ London Assembly Transport Committee, 20 January 2009

²⁰ *Way to Go!*, p. 12

²¹ *Way to Go!*, p. 12

and the development of sub-regional strategies would all result in improvements to transport in outer London.²²

- 3.5 **Plans for improved transport provision in outer London should be explained in more detail in the Transport Strategy; options over and above increasing the frequency of orbital bus routes should be included in order to bring about substantially better connectivity. Outer London town centres also need to act as radial transport hubs so that commuters can travel in and out from the surrounding suburbs. Croydon, for example, has its own centre of gravity and radial transport provision to support it (as well as links to central London and Gatwick); there may be lessons that can be learned in relation to transport provision for other outer London town centres. An approach to London's development which encourages growth at a number of centres outside central London should be adopted.**

Efficient movement

- 3.6 While the Mayor does not want to persecute car users, he recognises that alternative modes of transport can be “cleaner, greener, cheaper and more efficient”.²³ For those reasons, we support him in his efforts to persuade people out of their cars. To do this, the Mayor describes in *Way to Go!* measures to encourage more journeys to be made on foot and by bike – principally: improving the urban realm by removing street clutter and encouraging the redesign of streets where appropriate; introducing a cycle hire scheme and helping to create “cycle hubs”; created dedicated routes; increasing provision of cycle parking; and considering allowing cyclists to turn left on red.²⁴ The number of people cycling on London's major roads has almost doubled since 2000 and the Mayor believes a 400 per cent increase over 2000 levels can be brought about by 2025.²⁵ The previous administration had expressed an aspiration to bring about the same increases in cycling but believed that the completion of the Local Cycle Network Plus would also need to be a priority.²⁶
- 3.7 At the Committee's roundtable event, it was argued that substantial shifts towards walking and cycling would not be realised in the absence of more extensive measures than those outlined in *Way to Go!*. It was felt that the focus on the big engineering projects could be to the detriment of measures to promote walking and cycling and that these modes deserved comparable long-term priority and a greater level of funding. It was noted, however, that a realistic assessment should be made of the contribution of increased walking and cycling to demand levels on other modes. The Transport Committee will investigate the potential for further measures to encourage walking and cycling, particularly through investment at a borough level.
- 3.8 Peter Anderson and Kulveer Ranger emphasised to the Committee the importance the Mayor attaches to cycling, and that it is clear to everyone within TfL and on the Board that increases in cycling numbers are expected.²⁷ Changes to TfL's structure and the incorporation of requirements for cycling improvements in section 106 agreements were highlighted. However, questions remain over whether the long-term level of investment outlined in the business plan matches the Mayor's aspirations for cycling.²⁸

²² London Assembly Transport Committee, 20 January 2009

²³ *Way to Go!*, p. 11

²⁴ *Way to Go!*, pp. 23-26

²⁵ TfL, *Business Plan 2009/10 – 2017/18*, 6 November 2008, p. 50

²⁶ Mayor of London press release (previous), *Mayor unveils programme to transform cycling and walking in London*, 11 February 2008

²⁷ London Assembly Transport Committee, 20 January 2009

²⁸ The business plan indicates that total expenditure on *walking, cycling and accessibility* will be £63 million in 2009/10; it will peak at £75 million in 2011/12 and fall to £31 million by 2017/18. TfL, *Business Plan 2009/10 – 2017/18*, 6 November 2008, Table 3, p. 71

- 3.9 Kulveer Ranger also outlined measures to encourage walking: legible London and improvements to the urban realm, e.g. better lighting, removing street clutter and the installation of shared space (such as is planned for Exhibition Road).
- 3.10 **An increased proportion of walking and cycling trips could make a contribution to easing the pressure on London’s increasingly stretched transport networks. The Transport Strategy should set out the likely scale of this contribution and the consequences for traffic levels and congestion if the aspiration for modal shift is not met.**
- 3.11 **We support the Mayor in his efforts to bring about a “cycle revolution” but question whether the measures outlined in *Way to Go!* are enough to achieve a significant level of modal shift. The Mayor’s programme of spending on walking and cycling initiatives may need to be developed and added to in the Transport Strategy. In particular, in addition to the Mayor’s large-scale schemes – cycle superhighways, Legible London and the cycle hire scheme – the Strategy should look at ways in which investment in walking and cycling schemes can be made at a more local level. To meet the Mayor’s aspiration, the cycle revolution will also need to take place outside central London, from where much of the potential 400 per cent increase will need to come.**
- 3.12 **An effort should be made to build the business case for schemes to encourage walking and cycling by ensuring that the wide benefits are identified. While benefits related to reduced congestion are well understood, those associated with health, the environment and society are often poorly accounted for when schemes are being appraised.**
- 3.13 *Way to Go!* outlines measures to smooth traffic flows, including a “ruthless review of all the obstacles to the free flow of traffic”.²⁹ Initially, the Mayor intends to: improve the coordination of streetworks, remove bendy buses, review the phasing of traffic lights, encourage a reduction in the number of speed humps, explore options for more efficient deliveries and allow motorbikes in bus lanes. The Mayor has also commenced an investigation of options for reducing congestion in Oxford Street and Regent Street, which we welcome.
- 3.14 The extent to which these initiatives will bring about tangible reductions in journey times is not clear. At the Committee’s roundtable event it was argued that there is a high level of suppressed demand in London and that many journeys are not currently made because of existing congestion levels; to alleviate congestion and improve journey times permanently instead of new capacity being used by additional traffic, it was argued that demand management – potentially through road pricing – would be required. The road user hierarchy was designed to ensure that where modes were competing for road space priority was maintained for walking, cycling and public transport.
- 3.15 Kulveer Ranger explained that the Mayor’s intention is not to bring about a significant increase in the number of cars on the road, but to improve the way the network operates and provide for additional road space for buses and bikes. He also noted the anticipated disruption to traffic as a result of Crossrail construction and a need to provide additional capacity to mitigate further delays to journeys.³⁰
- 3.16 **The Transport Strategy should set out TfL’s estimate of the aggregate effect of measures to smooth traffic in increasing capacity and improving journey times. Further interventions, including measures to manage currently suppressed demand, may be required to avoid additional capacity becoming congested and to realise lasting improvements in journey times.**

²⁹ *Way to Go!*, p. 20

³⁰ London Assembly Transport Committee, 20 January 2009

- 3.17 **Capacity on the road network should be prioritised to facilitate the efficient flow of people and to protect vulnerable road users. Where there is competition for road space, protection of capacity for high-capacity modes – such as buses, and walking in certain locations – must be retained in order that large numbers of people can be moved most efficiently. The effective passage of freight and service traffic is also important to support local economies.**

4. Transport's contribution to wider objectives

Environment

- 4.1 Although *Way to Go!* notes that our CO₂ output continues to rise,³¹ the document does not consider transport's contribution to climate change or the role of transport-related reductions in CO₂ emissions in meeting the Mayor's target of a 60 per cent reduction in carbon emissions by 2025.³² The Climate Change Action Plan previously earned London an excellent reputation for environmental planning by setting out in detail the contribution that each sector would have to make to emissions reductions. It is to be hoped that the Mayor's Climate Change Mitigation Strategy – anticipated mid to late 2009 and preceded, we understand, by a direction of travel document earlier this year – builds on that earlier work.

- 4.2 TfL's 2008 Environment Report set out its climate change mitigation programme to support the Mayor's CO₂ emissions reduction target. It has four key elements:

- Changing the way people travel
- Operating vehicles more efficiently
- Promoting lower-carbon vehicles, fuel and infrastructure
- Sustainable building and behavioural change (within the organisation)³³

Kulveer Ranger indicated that reductions to the carbon emissions of London's bus fleet would be a priority.³⁴

- 4.3 **It is likely that significant cuts in CO₂ emissions from road transport in particular will need to be realised, primarily through the uptake of low-carbon vehicles and changes in travel behaviour. Traffic congestion, as *Way to Go!* notes,³⁵ is also a key factor in relation to emissions. The Transport Strategy should set out the required contribution from transport to CO₂ emissions reductions and measures to bring about such reductions.**

- 4.4 *Way to Go!* recognises that London's air quality is poor.³⁶ Road transport is the major contributor to air pollution in London – approaching 60 per cent of nitrogen oxides and 70 per cent of particulates³⁷ – and we agree with the Mayor: "it is time we collectively recognised that we need to move beyond our dependence on the internal combustion engine". The importance of improving London's air quality is highlighted by the possibility of fines by the European Union for breaches of EU air pollution targets.

³¹ *Way to Go!*, p. 11

³² Mayor of London, *Draft Climate Change Adaptation Strategy*, August 2008, p. 4

³³ TfL, *Environment Report*, December 2008, pp. 17-18

³⁴ London Assembly Transport Committee, 20 January 2009

³⁵ *Way to Go!*, p. 22

³⁶ *Way to Go!*, p. 11

³⁷ GLA/TfL, *London Atmospheric Emissions Inventory*, February 2002

- 4.5 The Mayor is correct to recognise TfL's role in encouraging the use of alternative technologies, particularly through buses, taxis and commercial vehicle fleets. TfL recently confirmed plans for an additional 43 diesel-electric buses by the end of January 2009 bringing the total hybrid fleet to 56 buses.³⁸ A further 300 hybrid buses are anticipated by the end of 2011 – a total of around 4 per cent of the fleet – and, by 2012, it is expected that all new buses joining the fleet will be hybrid. In respect of hydrogen vehicles, *Way to Go!* asserts that work is continuing³⁹ and TfL's business plan mentions potential trials of hydrogen buses.⁴⁰
- 4.6 **To avoid EU fines, there will need to be a rapid improvement in air quality, particularly for levels of particulates, and the Transport Strategy should reflect that urgency. A more rapid introduction of cleaner fuels to London's vehicle fleets would speed up reductions in polluting emissions. TfL should set out clearly the costs and benefits of bringing forward investment in alternative technologies and in doing so take into account the potential role of such industries in developing London's economy and helping it out of recession.**
- 4.7 *Way to Go!* does not discuss the role of reducing traffic levels in bringing about better air quality. The previous Mayor's Air Quality Strategy asserted, "Traffic reduction is an essential tool in reducing emissions and thereby contributing to improved air quality."⁴¹
- 4.8 **The Transport Strategy must address road transport's contribution to both climate change and poor air quality presenting evidence of the scales of emissions reductions required for carbon, nitrogen oxide and particulates. TfL should set out in detail its position on the potential of the various options for cleaner and greener fuels and consideration of the extent to which traffic reductions might be required for targets to be met. The advantages of a timetable for emissions reductions should be explored.**
- 4.9 **The Mayor should bring forward measures to incentivise industry and individuals to develop and take up alternative fuels by focusing on outcomes (reductions in emissions), rather than prescribing particular solutions. The power of TfL and the rest of the GLA to secure for themselves, and in time the rest of the market, economies of scale should add to the attractiveness of investment in a variety of embryonic technologies.**
- 4.10 We look forward to the Mayor's climate change mitigation direction of travel document and intend ourselves to look in more detail at transport's potential contribution to reducing carbon emissions and improving air quality as part of our work on the Transport Strategy.

Health

- 4.11 The Committee intends to gather further evidence on the links between transport and health but it is clear that, on top of the other advantages, more journeys made on foot or by bike would result in improved health. Kulveer Ranger is consulting the Mayor's health advisor about how best to promote the health benefits of walking and we look forward to seeing how this is reflected in the strategy.⁴²

³⁸ TfL press release, *New hybrid buses unveiled for London fleet*, PN-357, 2 December 2008

³⁹ *Way to Go!*, p. 27

⁴⁰ TfL, Business Plan 2009/10 – 2017/18, November 2008

⁴¹ Mayor of London (previous), *Cleaning London's Air: The Mayor's Air Quality Strategy*, September 2002, p.88

⁴² London Assembly Transport Committee, 20 January 2009

- 4.12 We note that capital expenditure on *streets and road safety* is set to fall by 45 per cent in real terms over TfL's ten-year business plan period.⁴³ **It will be important to monitor casualty rates to ensure that a reduction in spending on road safety does not damage London's recent record of casualty rate reductions. In general, it is possible that the business cases for a variety of projects could be enhanced by quantification of the range of potential health benefits.**

Economy

- 4.13 *Way to Go!* considers the economic downturn. Principally, the Mayor would like TfL to bear down costs and TfL's business plan announced the cessation of work on a number of projects and £2.4 billion worth of efficiency savings over ten years. Indeed, Peter Anderson made clear that he considers these efficiency savings to be key aspect of TfL's business plan.⁴⁴ The Finance Committee, he told us, will be working to ensure financial discipline and value for money from capital expenditure. He indicated that the role of financial performance indicators is being considered. *Way to Go!* also confirmed the Mayor's support for reduced-price travel for older people and those on low income.⁴⁵ In terms of investment, the document stresses that the big infrastructure projects are "vital to the future competitiveness of the city".⁴⁶
- 4.14 The Mayor's Economic Recovery Action Plan has been published since *Way to Go!*. In the Plan, the Mayor outlines the importance of London's transport networks to the city's and country's economy and requests that the Government brings forward TfL funding in order that transport infrastructure projects – improvements to cycle facilities, bus stop accessibility, road condition, traffic signals, and DLR and Underground stations – can be accelerated.⁴⁷ He also insists that the Government must "honour its funding commitments for the second Underground renewal review period" and suggests that providing the remaining £31 million for the East London Line extension to Clapham Junction would be an effective use of Government resources. Additionally, the Mayor is seeking further significant savings from TfL, beyond the £2.4 billion in the TfL business plan, "to reduce pressure on fares".⁴⁸
- 4.15 **We support the Mayor in his efforts to ensure that transport plays its part in the recovery of London's and the UK's economy. The Committee calls on TfL to publish its assessment of its business plan for opportunities to reprofile its spending within existing funds to realise benefits to business and employment opportunities earlier than anticipated. In addition, the Committee will support the Mayor in his efforts to secure further funding to enable investment to be brought forward. There are a number of schemes, including the DLR extension to Dagenham Dock and the Tramlink extension to Crystal Palace, which could be delivered relatively quickly if funding was made available.**
- 4.16 **While we support the drive for financial discipline and value for money, the risks associated with dismantling established teams and losing skills built up over a long period should be taken into account.**
- 4.17 The importance of London's domestic and international transport links in maintaining competitiveness has also been stressed to the Committee. The impact of transport provision on the public realm and quality of life are also important in relation to the attractiveness of London as a city in which to live, work, visit and do business.

⁴³ Table 3, p. 78

⁴⁴ London Assembly Transport Committee, 20 January 2009

⁴⁵ *Way to Go!*, p. 13

⁴⁶ *Way to Go!*, p. 15

⁴⁷ Mayor of London, *The Mayor's Economic Recovery Action Plan*, December 2008, p. 39

⁴⁸ *Ibid.*, p. 31

Regeneration

- 4.18 Although the link is not discussed in *Way to Go!*, Kulveer Ranger agreed that transport can drive regeneration. He indicated that the Mayor would lobby for additional funding from Government for new schemes with potential regeneration benefits and look to improve existing schemes where additional benefits could be gained. The Mayor's Transport Strategy will, he said, provide a strategic overview of where such investment is required. The Committee intends to explore this area further because the viability of much needed new housing developments relies on the existence of transport links or the provision of new transport facilities. We will also look at possibilities for intensifying housing provision along existing routes and options for other sources of funding in relation to new infrastructure.
- 4.19 **The Transport Strategy should include a discussion of the potential for transport provision to lead to regeneration. The wide range of benefits that can be realised through regeneration could improve a prospective transport scheme's business case if such benefits are properly appraised. More accurate quantification of such benefits would result in more effective prioritisation of spending. Options for securing funding for new transport links from developers should also be examined.**

Accessibility

- 4.20 On accessibility, *Way to Go!* expresses the Mayor's ambition to make all of London's transport infrastructure fully accessible to wheelchair users.⁴⁹ However, TfL's business plan indicates that only 29 per cent of London Underground stations will be step-free by the end of the Plan period in 2018.⁵⁰ Furthermore, London Underground indicated to the Committee that projects to improve the accessibility of the network could be at risk if the cost of work to upgrade the network rises beyond that anticipated.⁵¹
- 4.21 The proportion of accessible platforms on the London Overground network will rise from 38 per cent to 47 per cent over the business plan period.⁵² Although 45 per cent of bus stops will be accessible by March 2009, the figure is only anticipated to rise to around 75 per cent in the ten years to 2018.⁵³ Capital spending on surface *walking, cycling and accessibility* schemes is set to fall by 55 per cent in real terms over the Plan period.⁵⁴
- 4.22 **The Mayor and TfL should reconcile their apparently differing expectations in relation to accessibility. While the Committee recognises the huge expense of making Underground stations accessible, the costs of adjusting London's bus stops can hardly be comparable. The Transport Strategy should set out clearly the costs of 100 per cent accessibility and explain the priority that this goal has with respect to its overall strategy.**
- 4.23 The performance of Dial-a-Ride has recently been criticised, not least through a motion by the Assembly, and the level of integration between the various door-to-door schemes – including Dial-a-Ride and Taxicard – remains weak. **The Mayor should set out in the Transport Strategy his approach to door-to-door transport and his aspirations for the future of the Dial-a-Ride and Taxicard schemes.**

⁴⁹ *Way to Go!*, p. 12

⁵⁰ TfL Business Plan, p. 32

⁵¹ Tim O'Toole, Managing Director of London Underground, at the Transport Committee session of 13 November 2008

⁵² TfL Business Plan, p. 110

⁵³ TfL Business Plan, p. 62

⁵⁴ TfL Business Plan, Table 3, p. 78

5. Conclusion

5.1 *Way to Go!* sets out the Mayor's principles in relation to transport provision: respecting travellers' choice, providing good travel information, protecting the environment, developing outer London, connecting transport and planning, working with the boroughs, transport for all and value for money. While we endorse the essence of these principles, this document suggests a number of additional points to take forward to the Transport Strategy. In doing so we recognise that difficult decisions will need to be made when deciding on the relative priority between these sometimes competing demands. The Transport Strategy will need to set out clearly how the relatively scarce resources available for transport in London will be allocated to meet the various demands placed on the system and what priority will be given to the contribution transport can make to wider policy objectives. In summary, we propose that the following principles should underpin the development of transport strategy from the Mayor's vision as set out in *Way to Go!*:

- The efficient movement of large numbers of people should be the Mayor's principal concern in relation to transport. This means that high-capacity modes should be afforded priority where there is competition for road space.
- The Mayor's stated support for increased walking and cycling should be reflected in TfL's expenditure plans, Analysis of the role of walking and cycling in the Strategy should take into account their environmental and health advantages. The safety of all road users, particularly the most vulnerable, should be maintained and improved.
- Transport can play a crucial role in supporting the economy, both through investment in infrastructure and facilitating the effective passage of people, freight and service traffic.
- Transport must play its part in delivering other wider objectives, particularly in relation to the environment, health, regeneration and accessibility.
- Long-term planning for new capacity is vital – well in advance of when it is required – to ensure that the gap between supply and demand does not widen in the future.
- Travel demand management and coordination of land use and transport planning could reduce the requirement for additional capacity.
- The Mayor and TfL should pay close attention to the views of transport users – especially to the responses to the consultations on *Way to Go!* and the revised Transport Strategy.