

AGENDA

Meeting Transport Committee

Date Tuesday 3 September 2013

Time 10.00 am

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

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Members of the Committee

Valerie Shawcross CBE (Chair)
Caroline Pidgeon MBE (Deputy Chair)
Victoria Borwick
Tom Copley
Roger Evans
Darren Johnson
Murad Qureshi
Dr Onkar Sahota
Richard Tracey

A meeting of the Committee has been called by the Chair of the Committee to deal with the business listed below. This meeting will be open to the public. There is access for disabled people, and induction loops are available.

Mark Roberts, Executive Director of Secretariat
Friday 23 August 2013

Further Information

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

For media enquiries please contact Sheena Craig, 020 7983 4603, sheena.craig@london.gov.uk.
If you have any questions about individual reports please contact the report author whose details are at the end of each report.

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**Agenda
Transport Committee
Tuesday 3 September 2013**

1 Apologies for Absence and Chair's Announcements

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

2 Declarations of Interests (Pages 1 - 4)

The Committee is recommended to:

- (a) Note the list of Assembly Members' appointments, as set out in the tables 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 - 42)

The Committee is recommended to confirm the minutes of the meeting of the Transport Committee held on 2 July 2013 to be signed by the Chair as a correct record.

The appendix to the minutes set out on pages 9 to 42 is attached for Members and officers only but is available from the following area of the GLA's website:

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

4 Summary List of Actions (Pages 43 - 64)

Report of the Executive Director of Secretariat

Contact Dale Langford, dale.langford@london.gov.uk, 020 7983 4415

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

The appendices to this report set out on pages 47 to 64 are attached for Members and officers only but are available from the following area of the GLA's website:

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

5 Action Taken Under Delegated Authority (Pages 65 - 86)

Report of the Executive Director of Secretariat

Contact Dale Langford, dale.langford@london.gov.uk, 020 7983 4415

The Committee is recommended to note the recent action taken by the Chair under delegated authority, as follows:

- (a) Agreeing the Committee's consultation response on Crossrail 2;**
- (b) Agreeing the Committee's consultation response on High Speed 2 Phase One Design Refinement; and**
- (c) Agreeing the Committee's consultation response on Network Rail's London and South East Passenger market study.**

The appendices to this report set out on pages 69 to 86 are attached for Members and officers only but are available from the following area of the GLA's website:

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

6 The Mayor's Future Transport Priorities (Pages 87 - 88)

Report of the Executive Director of Secretariat

Contact Laura Warren, laura.warren@london.gov.uk, 020 7983 6545

The Committee is recommended to note the report, put questions on the Mayor's future transport priorities to the invited guests and note the discussion.

7 Transport Committee Work Programme (Pages 89 - 94)

Report of the Executive Director of Secretariat

Contact Laura Warren, laura.warren@london.gov.uk, 020 7983 6545

The Committee is recommended to:

- (a) Agree its work programme, as set out in the report, including the proposal to discuss Transport for London value for money issues at the meeting on 16 October 2013 and Transport for London/borough liaison and rail issues at the meeting on 13 November 2013;**
- (b) Delegate authority to the Chair, in consultation with party Group Lead Members, to agree the detailed proposal for the Committee's work on Transport for London value for money issues; and**
- (c) Note the summary of the site visit relating to cycling safety at the Transport Research Laboratory's centre in Wokingham**

8 Date of Next Meeting

The next meeting of the Committee is scheduled for Wednesday 16 October 2013 at 10.00am in the Chamber.

9 Any Other Business the Chair Considers Urgent

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Declaration of Interests**Recommendations:**

- (i) That the list of Assembly Members' appointments, as set out in the tables below be noted as disclosable pecuniary interests;**
- (ii) 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**
- (iii) 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 Agenda Item 2) and any necessary action taken by the Member(s) following such declaration(s) be noted.**

Committee Members

Member	Interest
Victoria Borwick	Member, Royal Borough of Kensington & Chelsea, Statutory Deputy Mayor
Tom Copley	
Roger Evans	Member, LB Havering; Committee of the Regions; Trust for London (Trustee)
Darren Johnson	Member, LFEPA; Member, LB Lewisham
Caroline Pidgeon MBE	
Murad Qureshi	
Dr Onkar Sahota	
Valerie Shawcross CBE	Member, LFEPA
Richard Tracey	Chairman of the London Waste and Recycling Board; Mayor's Ambassador for River Transport

[Note: LB - London Borough; LFEPA - London Fire and Emergency Planning Authority; MOPAC – Mayor's Office for Policing and Crime. Substitute Members are listed at the end of the report.]

Paragraph 10 of the GLA's new 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).

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.

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.

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.

Members are also required, where considering a matter which relates to or is likely to affect a person from whom they have received a gift or hospitality with an estimated value of at least £25 within the previous three years or from the date of election to the London Assembly, whichever is the later, to disclose the existence and nature of that interest at any meeting of the Authority which they attend at which that business is considered.

The obligation to declare any gift or hospitality at a meeting is discharged, subject to the proviso set out below, by registering gifts and hospitality received on the Authority's on-line database. The on-line database may be viewed here: <http://www.london.gov.uk/gifts-and-hospitality-register>.

If any gift or hospitality received by a Member is not set out on the on-line database at the time of the meeting, and under consideration is a matter which relates to or is likely to affect a person from whom a Member has received a gift or hospitality with an estimated value of at least £25, Members are asked to disclose these at the meeting, either at the declarations of interest agenda item or when the interest becomes apparent.

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.

Substitute Members

Member	Interest
Tony Arbour	Member, LFEPA; Member, LB Richmond
Jennette Arnold OBE	Committee of the Regions
Gareth Bacon	Member, LFEPA; Member, LB Bexley
John Biggs	London Finance Commission
Andrew Boff	Congress of Local and Regional Authorities (Council of Europe)
James Cleverly	Chairman of LFEPA; Chairman of the London Local Resilience Forum
Andrew Dismore	
Len Duvall	
Nicky Gavron	
Jenny Jones	
Stephen Knight	Member, LFEPA; Member, LB Richmond
Kit Malthouse	Deputy Mayor for Business and Enterprise; Co-Chairman, London Enterprise Panel; Chair, Hydrogen London; Board Observer, London & Partners; Board Member, TheCityUK
Joanne McCartney	
Steve O'Connell	Member, LB Croydon; MOPAC Non-Executive Adviser for Neighbourhoods
Navin Shah	Member, LFEPA; Member, LB Harrow
Fiona Twycross	Member, LFEPA; Congress of Local and Regional Authorities (Council of Europe)

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MINUTES

Meeting: Transport Committee

Date: Tuesday 2 July 2013

Time: 10.00 am

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

Copies of the minutes may be found at:

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

Present:

Valerie Shawcross CBE (Chair)
Caroline Pidgeon MBE (Deputy Chair)
Victoria Borwick
Tom Copley
Roger Evans
Darren Johnson
Murad Qureshi
Dr Onkar Sahota
Richard Tracey

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

1.1 No apologies for absence were received.

2 Declarations of Interests (Item 2)

2.1 **Resolved:**

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

3 Minutes (Item 3)

3.1 Resolved:

That the minutes of the meetings of the Transport Committee held on 21 May and 6 June 2013 be signed by the Chair as correct records of those meetings.

4 Summary List of Actions (Item 4)

4.1 Resolved:

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

5 Bus Services in London (Item 5)

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

- Leon Daniels, Managing Director, Surface Transport, TfL;
- Clare Kavanagh, Director of Performance, London Buses, TfL;
- Mark Threapleton, Managing Director, Stagecoach London;
- Nick Lester, Corporate Director for Transport and Mobility Services, London Councils;
- Gordon Deuchars, Policy & Campaigns Manager, Age UK London;
- Greg Challis, Senior Transport Planner, Sheffield City Council; and
- Gerry Devine, Travel Plan Adviser to North West London Hospitals NHS Trust.

5.2 A record of the discussion with guests and members of the public is attached as **Appendix 1**.

5.3 During the course of the discussion, the Committee noted the following undertakings to provide additional information in writing:

- TfL to look at producing bus spider maps for major hospitals;
- TfL to provide details of the marketing costs for the roll-out of the New Bus for London on route 24, including the likely duration and areas of London targeted with postcard-style flyers;
- TfL to report back on the reasons for the suspension or removal of a bus stop in Lupus Street, Pimlico; and
- Sheffield City Council to provide details of any evaluation of their major review of bus routes.

5.4 **Resolved:**

That the report and discussion with guests and members of the public be noted.

5.5 In accordance with Standing Order 2.2D, the Chair took Agenda items 6, 7 and 8 in a different order from that set out on the agenda.

6 London TravelWatch Performance Monitoring Report (Item 7)

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

7.2 **Resolved:**

- (a) **That the financial outturn position of London TravelWatch as at 31 March 2013 be noted; and**
- (b) **That the performance against the agreed objectives of London TravelWatch be noted.**

7 Transport Committee Work Programme (Item 8)

7.1 The Committee received the report of the Executive Director of Secretariat, setting out the Committee's work programme. The Committee noted that the 3 September 2013 meeting would additionally be used to discuss the outcomes of the Roads Task Force and Safety Action Plan.

7.2 **Resolved:**

- (a) **That the Committee's work programme, as set out in the report be noted, with the addition of a discussion on the Roads Task Force and Safety Action Plan at the meeting on 3 September 2013; and**
- (b) **That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree consultation responses on Crossrail 2, High Speed 2 Phase 1 Design Refinement and to Network Rail's Market Studies under its Long Term Planning Process.**

8 Response to Airport Capacity Report (Item 6)

8.1 The Committee received the report of the Executive Director of Secretariat. The Chair announced that Members of the Committee would meet Sir Howard Davies, Chair of the

**Greater London Authority
Transport Committee
Tuesday 2 July 2013**

Airports Commission, informally the following day.

8.2 Resolved:

That the response received to the report *Airport capacity in London* be noted.

9 Date of Next Meeting (Item 9)

- 9.1 The next meeting of the Committee was scheduled for Tuesday 3 September 2013 at 10.00am in the Chamber.

10 Any Other Business the Chair Considers Urgent (Item 10)

- 10.1 There were no items of urgent business.
- 10.2 The Chair conveyed the Committee's best wishes to Caroline Pidgeon MBE AM on the occasion of her last meeting of the Committee before her baby was due, and made a small presentation on behalf of the Committee.

11 Close of Meeting

- 11.1 The meeting ended at 12.18pm.

Chair

Date

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

Transport Committee – 2 July 2013

Transcript of Item 5: Bus Services in London

Valerie Shawcross CBE (Chair): Let us get into our second meeting on the investigation into London's buses. We had a very interesting session with a variety of experts, members of the public and user groups from all over London last time. Today we want to further our investigation to look at bus usage in London, issues such as overcrowding and capacity, how Transport for London (TfL) goes about its planning and its community liaison and see what we can do to make recommendations to the Mayor for improving the bus service in London and to meet demand effectively.

I am very pleased with the wide variety of guests we have today. We have Leon Daniels and Clare Kavanagh from TfL and Mark Threapleton from Stagecoach Buses, so those three all have red buses running in their blood. We have Nick Lester from London Councils who has been to this Committee before. Gordon Deuchars from Age UK London, thank you very much for coming today. Greg Challis has made the journey from Sheffield City Council, a very different environment, certainly in terms of bus regulation, and who we hope has some useful insights to offer on things such as community involvement. Gerry Devine has come from North West London Hospitals National Health Service (NHS) Trust. Gerry, you will probably be aware that access to health service facilities is very much a strong issue coming out of the community at the last meeting. Welcome to all of you.

Last week we had George Osborne [Chancellor of the Exchequer] giving us London's funding settlement for transport for the coming year and also some indications of the capital programme for the next six years. Perhaps our colleagues from TfL who have had a little bit of time to look at some of the detail of that could start off by giving us some indication of how the settlement will affect the bus services in London. Obviously there is a lot of concern and speculation that we may see an undermining of the bus revenue support or the grant to our buses in London, so what is the financial context in which London's buses will be operating for the coming year?

Leon Daniels (Managing Director, Surface Transport, TfL): Chair, thank you very much indeed and I will gladly answer that in the next couple of minutes. It is really important for me to say that I am really proud of our bus network in London and I consider it to be an absolute world leader. Usage in the last decade is up by 38% and the network grown by 23%. This is in complete contrast to what is going on in the rest of the country and indeed what is going on in the rest of the world.

What we have is a comprehensive bus network here in London and it is really very important to say right from the start that the network makes a loss. The amount of money that we collect in fares revenue is nearly £400 million a year less than the cost of running the network. Therefore, whilst you will know that we have a very long shopping list from others; from stakeholders, from our passengers and from our own research on improvements on the network that we have to make, it is really important to remember that all the improvements on the network have the effect of making that loss worse. When we improve the network, the fares do not rise to compensate for the increased network and our subsidy is continuously under pressure. We are in the process of taking the subsidy down. It is down from nearly £700 million a few years ago to under £400 million now. So, whilst we would love to make many of the improvements that are suggested to us by people in this room and all those people out there in London, the truth is that that has the effect of making our loss worse.

The network itself, it is very important to say, is continuously under review and I really do need to refute what was said at the last meeting here; that our bus services are only reviewed when the contracts come up at expiry. There are many more service changes that take place between contract renewals than ever take place at contract renewal. When the network is reviewed, what we are doing continuously is looking at how many people want to travel along the corridors and in areas. We do not think in terms of bus routes; the numbers we put on the fronts of the buses for the convenience of the public. We think about the capacity there is in areas and on corridors. We measure that and where we find the capacity is different to the demand either by being too much or too little we look at how to remedy that where we can. Only in the latter stages of our thinking do we start to consider which of the existing bus routes might be best placed to help with satisfying increased demand. Of course, by the time we get to public consultation, the route changes have recognisable bus numbers on them but up until that point we have been talking about the capacity on the Commercial Road or the capacity in Edmonton or on the Tottenham High Road and so on. So it is really important to say that we only consider the corridors and the network. The actual bus routes come into play right at the very end.

You asked about the business plan. Our ten-year business plan was published earlier this year. We now have the outline details of the comprehensive spending review which was announced last week. It is too early to tell in detail what that will mean for the whole of TfL because of course we will be working through the detail for roads, for construction, for cycling, for the river and for all the other things we are responsible for. It is probably a fair bet to say that when we conclude our discussions internally about the prioritisation of the money that we have to spend, which we will do in early August, I am confident that we will be able to hold onto the integrity of the existing bus network. Whilst this is yet up for discussion and yet to be decided, I am confident that by early August we will be able to say that the integrity of the bus network will be maintained and it is possible there may be a little bit in there for some improvement downstream.

Lastly, the world comes to London and comes to our office for us to explain to them the miracle that is the London bus service. I could rent out Clare [Kavanagh] and her team worldwide and help close our funding gap. Actually, we choose not to do that because Clare and her team are doing a fabulous job in delivering the bus network in London. I am very proud that the entire world comes to visit to see how it is done and we are very happy to share some of that miracle today.

Valerie Shawcross CBE (Chair): Thank you, Leon. I think there were some very interesting comments in there, so let me pick at them a little bit if I may before we move on.

You talked about losses; all forms of public transport in London, apart from the tram [Tramlink] require revenue subsidy. How does the revenue subsidy required for buses compare to the Underground per passenger kilometre? The last time I looked, the Underground has a higher subsidy requirement per passenger kilometre. Is that not the case?

Leon Daniels (Managing Director, Surface Transport, TfL): It is the case but the structure of the Underground is quite different of course because the cost base for digging tunnels and maintaining stations and running trains is quite different to the one for running buses. The bus one is relatively simple and the particular effect of our model is that the entire capital investment required for the bus network, apart from bus stations, is outsourced to the private sector. In fact, the entire capital requirement for the bus fleet, depot facilities and so on is borne by the private sector. It comes in through the tender process and our infrastructure is limited to a small number of bus stations

and the particular case of the New Bus for London which of course we are buying. So, in our case, what we are measuring in our subsidy is the actual cost of running the network.

It is really very important to say, that in a settlement and a comprehensive spending review that protects investment and is harsh on revenue, the truth is that on the bus network a very large amount of our capital expenditure in the bus network comes through as revenue.

Valerie Shawcross CBE (Chair): Would it not be the case to say, although the bus is in some ways the most important form of public transport in London because it carries more passengers than all the other forms of public transport put together every day in London, that in fact the bus service has taken a very large hit on its subsidy over the last few years while we have seen a relative flat-lining in the number of bus kilometres run?

Leon Daniels (Managing Director, Surface Transport, TfL): That is entirely true.

Valerie Shawcross CBE (Chair): OK. I just thought I would get these context points there.

Leon Daniels (Managing Director, Surface Transport, TfL): It is absolutely true. We are doing more with less.

Valerie Shawcross CBE (Chair): The other point came out last night when Dick [Tracey AM] and I went to Roehampton to meet residents who are concerned about what they referred to as a public transport desert around Roehampton. Actually, St Mary's Hospital sits in that area. They too, like every other bus user group, councillor, local authority and Assembly Member I have ever spoken to, are utterly convinced that your bus review process is based around a contractual cycle and nobody is aware that you do anything other than that. If you are telling us that we are fundamentally getting it wrong, why do you think that nobody actually understands, therefore, what you are doing if the only visible component to the rest of London is this cyclical contractual review?

Leon Daniels (Managing Director, Surface Transport, TfL): Yes. I cannot imagine why that misconception has arisen. Of course, at contract renewal we are checking to make sure that the service is doing what we want it to do because that is an opportunity to make some changes if we need to. Frankly, if we look back across history, for example, the service changes currently going on for the Olympic Park as the roads are being reopened, the service changes that were made as the Jubilee line extension and the Docklands Light Railway (DLR) extension went through; all of those changes were done way outside the ordinary contractual regime. The fact is the contract expiry dates are arbitrary dates for contractual purposes and have no bearing whatsoever on the changes in demand for bus service in London.

We can easily demonstrate the many hundreds of service changes that take place mid-contract. They are quiet changes, of course. They are rerouting. They are diversions. They are frequency changes. Occasionally they are extensions. Sometimes they are curtailments. Most recently within the last couple of weeks the Narrow Way in Hackney was closed to all vehicles and so a series of diversions and service changes all went in.

It was said at the last Committee hearing that the reason we only make these changes at contractual renewal is otherwise we would be blackmailed by the operators because we would be in a position of weakness. This is complete rubbish of course because, with 20% of the network up for tender every year, the operators are never in a situation of being able to blackmail us. Mark [Threapleton] may well

have a comment to say about that. With so much of the network up for grabs at any one time, the operators negotiate with us in good faith for the service changes that we want to make mid-contract.

Richard Tracey (AM): Chair, you quite rightly have reported that you and I heard from about 30 or 40 people in Roehampton last night from across the board; locals, councillors, a hospital, a large university and so on. They are not convinced that they are getting any response, frankly, from TfL to the increasing local demands. Actually, Leon, you were here at the last Committee meeting when somebody from the Roehampton area brought it up and that view was then of course supported by people from local authorities from other parts of London and academics and so on.

Nice man as you are, I am afraid I have to take issue with you. You are not getting it across at all well if you claim you are responding to local demands in a real way. In an area like this particular one where the Chair and I were last night, they have enormous extra demands and there has been no response whatsoever from TfL to that. The local authority [London Borough of Wandsworth] will tell you that they have been banging their heads against the TfL brick wall for the last four or five years.

Leon Daniels (Managing Director, Surface Transport, TfL): What I have to say is that because we have very many more demands for improved services than we have the money to possibly deliver and since we are often in the position of having to say, "I am sorry but we can't", there comes a point at which those people who would like us to make those changes want to start to blame the system as opposed to the decision.

We heard last time from this very meeting that the TfL computer always seems to say no. Actually, it is the budget that usually says no because, as I described earlier, actually this increase in demand makes the financial situation worse. I do not argue that there is not potential increased demand but in the current climate where nobody wants to pay higher bus fares and nobody wants to pay more tax, we are forced to provide the service against a background of increasing demand and reduced funding. Therefore, often the decision has to be, "I am sorry, we can't", because we do not have the money to do it. Were we out there in the commercial world selling computers or books or whatever, this fabulous extra demand would be wonderful for us because we would be profitable and the more we sold the more money we would make. Unfortunately this service makes a loss and the more demand there is on it, the worse the loss gets.

For example, a lady from Roehampton who was at this Committee last time said to me personally, "What do I have to do to attract your attention?" In fact, she had a significant amount of attention. She had a personal audience with Clare [Kavanagh] to describe particularly the issues to do with Roehampton and the 22. We have worked very hard with lots of stakeholders, local authorities, individuals, Members of Parliament (MPs) and so on, but I am afraid sometimes when the answer is, "I am sorry, but no", it is fashionable to then blame the system and say that we must be analysing it wrong, that the financial arrangements must be wrong, something must be wrong. The truth is that we often cannot afford to make the improvements that we would like to make and the public would like us to make.

Richard Tracey (AM): You mentioned earlier on that you would be held to ransom by bus operators. I find it pretty extraordinary that an enormous operation like TfL with all the expertise and all the legal staff and all the rest of it can be held to ransom on contracting by bus operators.

Leon Daniels (Managing Director, Surface Transport, TfL): No, I said the opposite. The suggestion that we were being held to ransom was made by one of the witnesses at the previous

meeting. I am refuting the fact that we are held to ransom and I am saying we are easily able to make service changes mid-contract because, for the very reasons you say, not only do we have the skills but in fact we have 20% of the network up for grabs every year. I am arguing the opposite.

Richard Tracey (AM): OK, fine. So why is it then that the contracts are not drafted in such a way that you have the flexibility to respond to local demand? Surely what we expect TfL to be doing is putting on a service for people who need it, rather than long queues at bus shelters and who then, as we heard last night, go away. They stop using public transport when we are all trying to persuade them to do so. You are not responding. I am sorry.

Leon Daniels (Managing Director, Surface Transport, TfL): We are all in the same place. We would love to put on more service. We would love to mop up the queues wherever they exist across the network and we have a long list of thousands of improvement schemes that we would dearly love to do, but we do not have the money. The reason we so often say no is because by the time we have finished collecting all of the fares revenue and allocated the subsidy, that is all we can afford to provide. All the improvements we have made to the network in the last couple of years during the tough financial times we have been able to do because, firstly, the tender prices that we have from the operators in the contracting regime have been better than we expected. Currently the labour market is quite soft. Operators are hungry for business and so the prices have been very competitive. That has given us a little bit of leeway in terms of funding for certain improvements. Secondly, in a few areas where we have measured the demand and have found that we are providing too much capacity, we have been able to tweak the service down just a little bit, instead of running every five minutes running every six minutes, and reinvest that saving into some of the improvements people want us to make. That is where it lands, I am afraid. We are doing the very best we can with the fares revenue and the subsidy we get. That means, I am afraid, sometimes there are improvements we would like to make and you would like us to make that we cannot afford to do.

Richard Tracey (AM): Clare Kavanagh wanted to add something. Absolutely right. She has been to Roehampton. She also met with the local MP [Justine Greening] when the MP happened to be the Secretary of State for Transport and still people feel that they are not getting any response.

Clare Kavanagh (Director of Performance, London Buses, TfL): The Roehampton position demonstrates quite a lot of what Leon has said so far. For example, we have responded. We increased the frequency of the 72 last year. We are looking at it again. We will probably be putting some more on. That did not happen at the end of the contract; that happened because the demand justified it. As Leon said, we cannot respond immediately to the suggestion on the 22 because it is incredibly expensive and there are other reasons like the length of the route, the reliability and what it would do to the existing passengers. We do not think that is something we can progress. None of those things has anything to do with contracts ending, it is about responding to demand. As Leon said, we cannot respond to every suggestion. Where there is an issue, like the 72, we have put more frequency on. Following that we had some nice letters back saying, "Thank you very much. We now can get on the buses and we are happy with that". As I say, demand continues to grow. That is still a growing corridor so we are looking again at putting even more frequency on the 72.

Mark Threapleton (Managing Director, Stagecoach London): Part of the problem is not only is passenger demand on the up and increasing in various parts of London, traffic congestion is also on the up and increasing. That has the effect of making the existing services more difficult to operate. You have to put more resources in to maintain the timetabled levels that are there currently, even before you start thinking about adding extra capacity in. That is a cost that TfL and the operators

have to bear. It is not uncommon, particularly for my company, for us to share the risk of putting that extra resource in if we believe that we can improve the service sufficiently that it would enable us to earn more of the bonus revenues from TfL. So that is another angle that we have to deal with all the time. It is not just a case of an amount of additional buses and drivers that are available to expand a service but actually having to use some of that each year to maintain the service that is currently there.

Valerie Shawcross CBE (Chair): It is interesting, therefore, that the cost-benefit analysis TfL performs does not include looking at the impacts of potential modal shift. As Dick [Richard Tracey] said, last night was just one example but it seemed typical of many. There were many people who said they would prefer not to use their car but they felt forced to use it, so there is a cost issue about traffic congestion which is not taken into account, it seems, in TfL's cost-benefit analysis of whether a bus route should be increased and improved.

Clare Kavanagh (Director of Performance, London Buses, TfL): Yes, it always is because obviously, if you are doing a cost-benefit analysis, if you do not generate more people to use the route, then you would not have any benefit. You would have some benefit to existing users, say. There are two sets of benefits. There is an increase to existing users of a shorter wait time, say, and there is also the fact that it will generate new users, so both of those exist in the cost-benefit analysis.

Valerie Shawcross CBE (Chair): But there is also a benefit of reducing traffic congestion in an area which would bring a cash benefit to the bus service.

Clare Kavanagh (Director of Performance, London Buses, TfL): Yes, that is a much lesser benefit. You could quantify that but it would not make a huge difference to the decisions you would make. It would be a very marginal extra benefit. It would not make something that really was very not worthwhile suddenly worthwhile.

Valerie Shawcross CBE (Chair): OK. It sounds as though we are getting into a bit of a downward spiral in some areas, though.

Darren Johnson (AM): If I can paraphrase, Leon, what I think I heard is that you do not just take a narrow route-by-route approach to bus services as we have heard witnesses suggest. You do take the big strategic overview but you do not really have the money to do anything about it.

Leon Daniels (Managing Director, Surface Transport, TfL): In overall terms that is entirely what I said but the detail is that we are constantly making changes to the network. We are improving it where we can. In the current financial climate, those improvements usually have to be paid for by some other means, which is either by taking a little bit of service away from somewhere else where there is too much capacity and not enough demand and taking advantage of that. Also, compared with our projections, some of the prices that we get for the route contracts themselves are better than we had predicted.

Darren Johnson (AM): But with rail, for example, people can point to route utilisation strategy documents and a clear process around that. With buses, all we do see is the route-by-route consultation letters. Is there the equivalent document to a route utilisation strategy?

Leon Daniels (Managing Director, Surface Transport, TfL): When it comes out to public consultation, in order that it is easy to understand by anybody and everybody that might be

interested, by the time we get to that consultation, we have started to work out which of the routes on our network we would want to change in order to satisfy the demand we have identified. What I was saying was we do not start with a preconceived idea of extending the 22 to Roehampton because it seems like a nice idea. We start with how many people need to travel in that area and how we might most efficiently serve that demand based on what we know about where they want to go to and where they want to come from. However, one could not go out to public consultation on that basis because it would be very difficult to do. By the time we go to public consultation we have decided in our researches probably the most efficient way to deliver it and so then we are able to put some bus numbers on that consultation and say to people, "We are considering doing this to route 72. What do you think?"

Darren Johnson (AM): But with rail, for all the faults and problems that the rail industry faces and so on, you do get to see the big picture that is published as well as the individual consultations on particular lines. You do get both. We are only seeing the final product from TfL because everything else seems to have been done behind closed doors.

Leon Daniels (Managing Director, Surface Transport, TfL): It is not so much done exactly behind closed doors. It is that we have come to a conclusion about the most efficient way to provide it. That is one of the things that our specialism is very good at: working out the best way to satisfy the demand once it has been identified.

Clare Kavanagh (Director of Performance, London Buses, TfL): We are very keen that as many people as possible understand this process in as much depth as they need to. We have already submitted to the Committee something we call the Service Planning Guidelines which describes in general terms how we look at the network and what we are looking at when we are thinking of changing it to make sure it is comprehensive, it is frequent, it is simple. Then, again, it describes the cost-benefit analysis and so on. We are more than happy to sit down with people and try to explain that process to them and we do frequently. It is an ongoing process. I am, again, happy to discuss ways in which we can make that much more transparent to people.

Just quickly, the big difference with rail is that it can have a long-term very simple plan because it cannot adapt very quickly. A bus service on the other hand can adapt very quickly, so we are constantly making small decisions about change. You do not publish a five-year plan for buses because to some extent you would not know about those new supermarket developments or even what the Olympic Park would need, for example, but you can respond very quickly when change is needed.

Valerie Shawcross CBE (Chair): As key institutional stakeholders, Nick, you have done a study on bus planning. Do you want to say something about that?

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils): We have done it and the London boroughs are very keen to be involved in bus planning. Buses are essential to making boroughs work both in terms of meeting local needs and in terms of promoting the local economy.

Really, the comments I wanted to make on consultation echo some of the points that have been made already about the lack of transparency and the sort of message that comes across. I am sure Leon and Clare do not mean to give this message, but it is that TfL has the monopoly of wisdom on this issue. I quite understand the point about trying to get something which is easy for people to understand.

People outside TfL are not all at the same level and boroughs do have professional officers who understand issues of this sort, so the level of understanding that they have because they work in this business every day is clearly going to be different from the type and nature of understanding of something you do for the general public. Yet we feel we were all lumped together into a fairly lowest common denominator approach. There is a huge amount of consultation, and do not get that wrong – it is appreciated, but, if I can say, it is a bit “20th century consultation”. It is a bit like a tennis match. Every so often the ball gets lobbed into our court, we throw it back. It is not participation, which is I think what most of the boroughs would want to achieve out of working with TfL to plan bus route networks on a sub-regional basis, not when it comes to them on a route-by-route basis.

I appreciate everything that Leon has said about the work that is done on a cost-benefit analysis beforehand, but it would be so much better if they could be a little bit more transparent with the boroughs in planning this and in demonstrating this before we get to the easy-to-understand route-by-route public consultation.

Caroline Pidgeon MBE (Deputy Chair): Yes. I think Nick did not mishear the issue of monopoly of wisdom. I wrote down, “We have come to a conclusion on what is best”, but I think we will park that and come back to that later.

We have heard that TfL believes there is going to be a 7% increase in bus passenger journeys between 2013 and 2022 and yet when we look at overall bus kilometres they are going to remain stable to 2014/2015 and after that we are going to only see an increase of 4%, so there is a complete mismatch here. How will you manage this increase in journeys when you are not going to be able to increase bus kilometres, TfL?

Leon Daniels (Managing Director, Surface Transport, TfL): First just to say, Caroline, that those numbers are the numbers in the existing business and are not yet ratified by the post-comprehensive spending review prioritisation exercise.

Caroline Pidgeon MBE (Deputy Chair): So the bus kilometres could go down?

Leon Daniels (Managing Director, Surface Transport, TfL): I think I said in my opening statement that I am pretty sure that the integrity of the existing network will be able to be maintained --

Caroline Pidgeon MBE (Deputy Chair): I do not know what that means, Leon.

Leon Daniels (Managing Director, Surface Transport, TfL): It means no reduction in the existing service --

Caroline Pidgeon MBE (Deputy Chair): Yes, but there was going to be a 4% increase.

Leon Daniels (Managing Director, Surface Transport, TfL): -- and we might have a bit to spare for some increase.

Caroline Pidgeon MBE (Deputy Chair): So it is not going to be as much as a 4% increase in bus kilometres. That is what you are predicting?

Leon Daniels (Managing Director, Surface Transport, TfL): I am not in a position to say how much it could be because we still have to go through the exercise of apportioning out funding across everything that it is we have to do. There will be something in it for an increase. If I can make it 4% I will be delighted.

Caroline Pidgeon MBE (Deputy Chair): OK, but reading between the lines of what you are saying, it may not be as much as that. It means there is even going to be a bigger mismatch between this increase in demand and increasing bus kilometres. How are you going to meet that demand?

Leon Daniels (Managing Director, Surface Transport, TfL): In the same way, of course, as we have met the demand already. We have already had a far higher increase in demand over the last ten years than increase in network. I think 38% I said was the increase in demand and 23% was the increase in service, so we are already doing that now.

We have to understand of course that the increase in demand is not flat across London. There is capacity on the bus network in many places out in the suburbs and there is capacity in the middle part of the day, so we have some capacity that can soak up some of that demand. However, if all of that demand increases in the morning peak, then we have more trouble. If all of that increase is in the morning peak; that is what drives the cost in our business. That is the most expensive thing for us to provide. We have over the last ten years already coped with more demand than increase in kilometres. We have done that by a number of measures including converting single-deck routes to double-deck. We have done it through finding some capacity elsewhere on the network that is underused. We have found it by trying to get other forms of funding, for example from developers and so on, Section 106 [developer contributions resulting from planning applications] and so on. We have a track record over the last ten years of delivering more with less. I have no doubt that that is what we will have to do over the next two to three years as well.

Caroline Pidgeon MBE (Deputy Chair): What sort of changes to bus services might you bring in in order to meet this demand? You said there is capacity in the suburbs, so are you saying you might take some capacity out of the suburbs?

Leon Daniels (Managing Director, Surface Transport, TfL): No. What I was saying was that if the increase in demand takes place in the suburbs, we will have capacity to meet it. It is there already so there will be no extra cost if more people start to travel in some of the areas of London where we already have capacity.

Caroline Pidgeon MBE (Deputy Chair): In some of the outer London boroughs you are more comfortable with the capacity issue?

Leon Daniels (Managing Director, Surface Transport, TfL): Yes.

Caroline Pidgeon MBE (Deputy Chair): Inner London and peak, what changes will you have to make to specific bus services, then, to meet the demand?

Leon Daniels (Managing Director, Surface Transport, TfL): Again, I am not able to comment about specific bus services and of course the level of service we provide in the morning peak, as I said, is the most expensive thing we do. We also have to take into account the movement by rail and also we have to take into account an increase in walking and cycling. As an example, in the next few years as Crossrail comes in, it will actually reduce the demand for bus services in the areas that Crossrail

serves so we will be able to take some bus capacity out. On the other hand, there are some places that feed Crossrail and that will need some extra services put in. So, as an example, the introduction of Crossrail will allow us to be able to shift some bus capacity from passengers that will be able to use Crossrail and be able to use that somewhere else.

Caroline Pidgeon MBE (Deputy Chair): OK. That is very interesting on Crossrail and the impact that will have. What about the evidence we had last time which was that some of the busiest routes serve some of our major outer London town centres, Croydon, Kingston, Romford, as well as thinking about inner London? Could you look at perhaps more orbital bus routes rather than radial bus routes as part of your review?

Leon Daniels (Managing Director, Surface Transport, TfL): I am happy to do that but the history of orbital bus services in London is not a really very good one for reasons that may be obvious. People who are fed up with going to Marks & Spencer in Sutton choose not to go to Marks & Spencer in Kingston because it is basically the same shop.

There are a lot of orbital services in London already. There are a lot of services that run other than down the main radial routes into the centre of London. In many cases where we have tried orbital services in London they have not been very popular and the history of them is not very good. Let us not have any misapprehension here. The main bus network is not just a series of radial routes in and out of the centre of London. There are lots and lots of bus services that run orbitally and join town centres and other communities together. If you look at the bus map you will see it is not a spoke-and-wheel arrangement. It is a rich network of services operating in all directions.

Clare Kavanagh (Director of Performance, London Buses, TfL): We almost do not recognise what a radial and an orbital bus service is. Most people, for example, will always have a direct link to their local town centre and to the local rail station, Tube station, high street and so on. If you look at a town centre like Croydon, you will find that if you live orbitally to Croydon you will have a direct bus service which at that point travels orbitally. On the other hand, if you are due south of it, then you probably have a bus service that you might describe as a radial bus service. It is really about what links are needed rather than almost a stale argument about whether a route is orbital or radial.

Caroline Pidgeon MBE (Deputy Chair): Then finally, the evidence we have had clearly shows, and you can tell when you are out on the bus network, that there is a huge increase in the number of people with disabilities using bus services. How are you going to be able to provide the right level of bus services to help more disabled people use the public transport system?

Leon Daniels (Managing Director, Surface Transport, TfL): Thank you. That is really helpful because it reminds me also of a comment of Faryal Velmi from Transport for All at the previous meeting which was about accessible bus services and also the space that we provide for wheelchairs and the whole conflict between buggy users and wheelchair users and so on. The truth of course is that the London bus network is fully accessible and has been fully accessible for some years, which is way ahead of early all the other cities in this country and in the world.

But we must not forget that disabilities are not just people in wheelchairs. One of the discussions that took place at the last Committee meeting was about the access to wheelchair space, the size of the wheelchair space, how you get to the wheelchair space and so on. We must not forget that a very large number of our passengers with mobility impairments, whether they are elderly, arthritic, need to walk with a stick, blind, deaf or whatever, the thing they most need on a bus is a seat near the door.

Of course, one of the things we grapple with continuously as we are under pressure to provide more space for wheelchairs and more space for buggies is that if you are not careful the distance between the entrance door of the bus and the first usable seat might be 25 feet, which if you are an elderly person or somebody walking with a stick is very hard. We are trying to achieve a balance and trying to look after the needs of all of the passengers with various sorts of disabilities. We have done some work recently to try and make sure that in that particular conflict, which is the use of the wheelchair space by mums with buggies, as you know, we do not have any powers to eject mums with buggies from that space but we do appeal to their good nature and common decency to vacate that space whenever a wheelchair user wants it. We try and make sure that that wheelchair space is as accessible as possible.

Faryal from Transport for All said last time that while the designs are all different and of course they will be because each new type of bus that is brought into the network has some improvements over the previous one, in many cases the space available for wheelchairs now is often big enough to accommodate sometimes a wheelchair and a buggy in the right arrangement. We are working very hard to balance the needs of all our mobility impaired passengers.

Caroline Pidgeon MBE (Deputy Chair): You are looking to expand the space where you can on newer buses?

Leon Daniels (Managing Director, Surface Transport, TfL): Yes.

Caroline Pidgeon MBE (Deputy Chair): Clear signage is needed and consistency of signage because different bus companies have different signs that say, "This is reserved for someone with a disability", or, "This one is reserved for pregnant women", and so on. There is a difference between different bus companies.

Leon Daniels (Managing Director, Surface Transport, TfL): It is not so much the bus companies but also the manufacturers. We work very hard to standardise the signage. If I can just be clear on this, we are trying to tread a very thin line between saying, "You must vacate this space for a wheelchair user", which actually we do not have the authority to do, but yet encouraging people to vacate the space for a wheelchair user. Sometimes the language is a cross between warm encouragement and being firm.

Caroline Pidgeon MBE (Deputy Chair): The wheelchair space signage, and your campaign at the moment, is consistent. The other seats nearer the door which are also very important are very confusing. Across the transport network you have London Underground doing one thing, you have train companies doing something else and then different bus companies do seem to have different signage, so that is something you might want to pick up.

Gordon Deuchars (Policy & Campaigns Manager, Age UK London): This has really raised what would be a key most frequent concern of older people about buses around various sorts of accessibility issues. Probably the most frequent case that we hear about is, as Leon was saying, where someone who is not a wheelchair user but for example walks with a stick has trouble possibly getting on the bus and certainly has trouble getting to a seat before the bus pulls away. It is clearly acknowledged but I would simply like to say that that issue and similar issues are all made more difficult if the bus is overcrowded. Let us say that the nearest seat is 20 or 25 feet away from the door. That is difficult in itself, but it is all the more difficult if that space is crowded with people

standing up already. From that point of view, not reducing overcrowding and certainly any increase in overcrowding would be really serious issues around accessibility for older people.

It also takes us to the fact that on many services at particular times of day there is not a seat available in the first place. If somebody who walks with a stick gets on, it gets down to someone who is already in a seat being prepared to do the decent thing and make space for that person. We know that TfL has been running campaigns to address this sort of behaviour and we welcome that and support those campaigns.

Just maybe to add, some older people identify those issues as happening particularly in the late afternoon when there are a lot of schoolchildren getting onto buses at the same time and some bus routes are particularly crowded. There are definitely issues about how that is managed, without wanting to blame schoolchildren as such. There are definitely issues about how that situation is managed.

Roger Evans (AM): Leon, this business with the buggies is a constant source of frustration to my elderly residents and in fact when I use the bus, which I do frequently, I encounter it as well. What more can we do to encourage parents to actually fold their buggies when they get on the bus?

Leon Daniels (Managing Director, Surface Transport, TfL): “Encourage” of course is the right word. We are all agreed that there is no problem with mums with buggies unfolded using the bus at quiet times and when no wheelchair user wants to use the wheelchair space. We are all comfortable with that. This becomes a tension on the bus that has to be resolved when the bus is more crowded, when there are several mums with buggies all jostling for the same space and of course obviously when a wheelchair user wants to use the space.

It is a feature of the legislation that we do not have any powers to remove anybody from the wheelchair space. If the person concerned does not have the decency to vacate it for a more needy user, then we have no powers to do anything about it. That is why we have gone through a process of education, encouragement and information.

Roger Evans (AM): Would you like those powers?

Leon Daniels (Managing Director, Surface Transport, TfL): One rather wonders what they might be. We cannot have a situation, for example, where people are removed from the bus mid-route and stranded somewhere perhaps where they would not want to be stranded at all. Nevertheless, we would like to be in a position where we could insist that a mum with a buggy folds the buggy and vacates the wheelchair space. That would be entirely reasonable.

Victoria Borwick (AM): What is the mother supposed to do, carry her baby, if there is not a seat for the mother?

Leon Daniels (Managing Director, Surface Transport, TfL): We are trying to balance the needs of everybody here. Where we are at the moment is that the bus driver is in the invidious position of wanting to carry a person in a wheelchair who is in the street and is prevented from doing so by a mum and a buggy. Of course, if the bus is too full, then I am afraid it is too full, but actually in many cases it would be possible. I am afraid in too many cases the buggy is in the wheelchair space and the child is on the lap of the parent and the wheelchair space is being used as a buggy park and so on.

From where we are, we must just appeal to people's common decency to vacate that space wherever possible so that we can carry all of our passengers whether they have mobility impairments or not.

Roger Evans (AM): Is part of the problem here that there is a lot of competition amongst people for those relatively few seats downstairs on the bus and there is almost always plenty of room on top? What more can you do to encourage people who do not need the seats and who can actually climb the stairs perfectly well to go up there and sit on the top deck, which is actually quite a pleasant experience?

Leon Daniels (Managing Director, Surface Transport, TfL): That is why of course we have a wonderful new bus with two staircases which will allow people to go upstairs and downstairs more easily.

Roger Evans (AM): Does having two staircases encourage you to go up more?

Darren Johnson (AM): Maybe we could have bendy buses so that no one has to go upstairs.

Leon Daniels (Managing Director, Surface Transport, TfL): I am delighted the elephant has arrived in the room, Darren. Thank you.

Roger Evans (AM): It was a white elephant.

Leon Daniels (Managing Director, Surface Transport, TfL): Indeed so. I am afraid the second deck which we used to tow behind us is now on the roof and there is no prospect of the return of articulated buses in this administration. You are right, Roger. Encouraging able-bodied people who are travelling more than a short distance to travel upstairs is what we should do more of in order to create enough space downstairs for people to move around and for people with needs to use the facilities below. Maybe we should charge less money to go upstairs.

Roger Evans (AM): Chair, we have Mr Challis here from Sheffield. I spent three years in Sheffield when I was a student. It was during the time of [former Leader of Sheffield City Council] David Blunkett's 'Socialist Republic of South Yorkshire'. It was actually a very good bus service that was being run then. I just wonder if you have managed to do anything with these issues in Sheffield that we could learn from in London.

Greg Challis (Senior Transport Planner, Sheffield City Council): It is probably worth saying that since that time and deregulation of the bus services in 1986, we have lost two thirds of our passengers.

Roger Evans (AM): So you really do have plenty of room on top?

Greg Challis (Senior Transport Planner, Sheffield City Council): The average number of passengers is probably fewer than in London, maybe 13 compared to 17 or something like that.

I know it is only a figure of speech, but when I hear people talking about the problem of increased demand and too many people on the buses, it is a problem that we are working very hard to try and get. We have recently last year created a voluntary partnership agreement which brings together the operators and the South Yorkshire Passenger Transport Executive and the council. We have succeeded in creating an enhanced network through that by redistributing some of the buses on

routes that were saturated as a result of the competition. Also, we do have to confess to a little bit of envy when we see the budget and the regulatory framework that you have in London.

Murad Qureshi (AM): It is not just buggies and people in wheelchairs that want to get onto buses that compete for space on the ground floors of buses. It is also luggage and there are particular pinch points, I would suggest in west London; Paddington, Earls Court and Hammersmith. How do you manage that better? There is no doubt that some of those suitcases are getting bigger, so big I am beginning to suspect there are people inside the baggage. In particular, tourists are none the wiser about the priorities we may have and how we could deal with that better.

Leon Daniels (Managing Director, Surface Transport, TfL): It is a very good question and maybe it is helpful to understand that as we have made the floor of the bus much lower to make them easier to get on, the intrusion of the wheels and the wheel arches into the saloon of the bus has become greater. We used to be able to have luggage space over the wheels and indeed seats over the wheels but of course now the wheels intrude much further into the saloon because the floor is lower. Some of that space has gone.

But you are entirely right. As part of the conflict that we are always trying to wrestle with, as you say, it is now a longer list. It is the bags, shopping, luggage and so on, as well as the needs of different sorts of people, as well as the wheelchair users and so on. Again, were we to give over more space for luggage, it would be at the price of something else. At the end of the day, it is not the Tardis and there is only a fixed amount of space inside the bus. We are trying to balance the luggage with the passengers' needs and so on. In order to provide more luggage space, it would be at the expense of something else. We probably have the balance right but I entirely take your point. Especially for people with shopping, the space that we provide in and near the seats for people to keep their shopping with them is an increasing pressure. People no longer want to put their shopping in the luggage area and go and sit somewhere else in case somebody steals their shopping, so being able to keep your bags with you and then not interfere with the free movement of people in and out of the bus is another problem for us to continue to try to deal with.

Darren Johnson (AM): How will TfL maintain high bus customer satisfaction if there is more demand for bus services in the future but little expansion of the bus network? I do not know if Leon or Clare wants to answer that initially.

Clare Kavanagh (Director of Performance, London Buses, TfL): You are right to point out that customer satisfaction is at an all-time high and the problem, if you like, and it might be a good problem to have, is that expectations also rise all the time. People very quickly accept and expect a much higher level of service and a better level of service. We already have requests from, "When am I getting New Bus for London?", for example, to people who think we are rushing to get it in.

In terms of planning the network, it is about making sure that you are constantly keeping it under review and making sure that you are distributing what resource you have most effectively, in small ways just making sure that we can carry the peak demand, which is probably the key issue.

We will always have to be able to carry the peak demand while making sure that our off-peak demands are of a quality that in London is far higher than you would see elsewhere. Which again to some extent is what makes us quite different from somewhere like Sheffield. People have come to expect that sort of level in London and it is a key part of why people do not use their cars and will continue to use public transport. Those are the areas we concentrate on.

We are also making investment across the board, so other aspects that people want from customer satisfaction are things like good information beforehand, so we have developed a real-time information system. We are improving the web. We are improving people's access to that real-time information. They are interested in the environmental credentials of the network and again we have a significant programme in place for introducing more hybrid buses, electric buses and so on. It is across the board. In our submission we showed you the list of all the things that drive customer satisfaction. Our job is to look at each of those and we are continually trying to make improvements, marginal improvements when we can, to each of those things.

Leon Daniels (Managing Director, Surface Transport, TfL): In our submission, you will see that of the drivers of customer satisfaction, the journey time is by far and away the most important feature. That is way above crowding and comfort, so people want to get to where they are going more than they want to sit on a double seat on their own.

Darren Johnson (AM): It would be good to hear from some others because I know, Gordon, Age UK in your submission express concerns about overcrowding in terms of issues that were raised by older people.

Gordon Deuchars (Policy & Campaigns Manager, Age UK London): Yes. As I was saying, the range of accessibility issues such as difficulty getting on or off the bus or difficulty, for example, for someone walking with a stick getting to a seat are going to be vastly increased the more that the bus is overcrowded.

I was very interested just hearing the last comments there about people's priorities for customer satisfaction. While, yes, I can see that point about journey time being very key, I would be really interested to know if there was a breakdown, for example, by age or by whether or not people are disabled or whether the views about the importance of journey time as against experience on the bus are the same across all these categories.

Darren Johnson (AM): Do you have any demographic breakdown in that way?

Clare Kavanagh (Director of Performance, London Buses, TfL): Yes, we do have that and Gordon is right. Different people will put a different emphasis on each of those types of measures. The point I would make is that they are all important to us and we are trying to balance all of them. For example, the quality of the driver interaction is more or less important to different groups of people. The feeling of safety is different for different groups of people, so they all put a slightly different emphasis on these things, but what we are trying to do is to address all of them in a balanced way.

The other thing to bring back is the point Mark [Threapleton] made earlier about what we can do in straitened times. We do rely hugely on the boroughs here for helping us to make the bus service as reliable and efficient as we possibly can, so things like making sure that we have got bus priority measures but also things like having good access to town centres. Those kinds of things are what people want and we can only provide that if the borough can provide us with that access and with the basic infrastructure. We need the stops and standing space. Buses do need to stand at the end of their routes. We need that kind of support from the local authorities. The vast majority of the bus service runs on borough roads, not on TfL roads. That is another key part of what we can do to keep

the customer satisfaction up; keep the journey times as low as possible and keep the walking distance to people's final destination as low as possible.

Darren Johnson (AM): Nick, it would be useful to hear your perspective in terms of the experiences that the boroughs have on customer satisfaction issues. Also, are the boroughs playing their roles in the way that Clare outlined they need to be playing in terms of dealing with some of the satisfaction issues and improving reliability?

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils):

Certainly boroughs get probably almost as many comments on quality of service as TfL gets because they feed in through local councils in that way. That is important to boroughs. I know that every borough takes very seriously the issues that they raise, particularly where it impacts on the role that the borough has. For example, access to town centres is a point that Clare mentions, and increasingly the idea that we only have what was in the 1970s a simple pedestrianisation with no thought as to where bus access came in; we have moved on from that. It is always difficult in London, and particularly in town centres in London, to find spaces for all the needs and there is a constant tussle between, for example, providing additional bus stands and providing access for deliveries to local shops. It is a classic trade-off in many places and there is no easy answer to things like that, but the needs of the buses are very clearly in with that.

Darren Johnson (AM): Just on the other issue you just mentioned, is that just a classic trade-off then as well in terms of balancing the needs of creating a pedestrian-friendly environment and the needs of creating one that works for getting bus passengers in the right place at the right time frequently and efficiently?

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils): No, I think what I am saying is that it is not a straight trade-off; that originally it was seen in that way, but we have seen lots of examples where local high streets in London have been made more pedestrian-friendly while retaining good bus access and indeed good delivery access.

Darren Johnson (AM): What is a good example of a high street reconfiguration that has worked really well for both, as an example?

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils): For example, Leon mentioned Narrow Way in Hackney. Over the years that has changed from being a part of largely the A107, it was a major through-route for traffic. Over the years that has been changed, so footways have been widened, the nature of the street environment has been improved, and bus access has been maintained. I know there is an issue at the moment; that is not an issue of principle, it is an issue of substance there.

But the other point I was going to make in terms of the other role that boroughs play in terms of improving the reliability of the bus service, there has been a lot of effort over the last 20 years in looking at improving the level of bus priority, improving the amount of space available to buses to improve the reliability of the service. We had, until a few years ago, a partnership called London Bus Priority Network, which was looking to achieve exactly that. Indeed, we have also extended that in terms of making certain that the bus lanes are enforced and since 1998 bus lanes have been enforced by the highway authority, mainly London boroughs, using closed circuit television (CCTV). It is an interesting reflection that the number of Penalty Charge Notices issued for bus lane infringements is now about a quarter of what it was seven or eight years ago; not because the boroughs have given up

interest in that, indeed all the accusations about boroughs wanting to do enforcement just to make money argues against it, but simply because by enforcing consistently over a long period of time we have encouraged much better compliance, we have encouraged driver behaviour. So that previously you took your chance with a reasonable expectation of getting away with it, now there is an expectation on motorists, if you go in an operating bus lane, there is a high chance of being caught. That seems to be right on all sides, people know where they stand, the bus service is improved in its reliability.

But it cannot be done everywhere simply because we do not have enough space on the roads. I think we are looking forward to when the Roads Task Force report comes out to see how that balance might change in the future, but it is always going to be a balancing act on London's roads.

Dr Onkar Sahota (AM): Last month we heard a lot of concerns from members of the public about the impact of the reconfiguration services on their travel plans. We know that the hospitals are being reconfigured in London. We know that people are concerned about the patients that go to the hospital; they are a special section of public. I want to know how the NHS and TfL are working collectively. Considering that we do not have a strategic health authority now, we are left with 32 Clinical Commissioning Groups, and there has been a fragmentation in London of health services, how are you two are working together to make sure patients get to the right place at the right time in appropriate transporting systems?

Gerry Devine (Travel Plan Adviser to North West London Hospitals NHS Trust): There are quite a lot of examples of co-operation between TfL and the NHS. The group that was set up in northwest London, which covers about a quarter of the population, to look at the travel impacts of the "Shaping a healthier future" proposals has had TfL involvement throughout. That is one example, a very important one, and certainly in terms of any possible changes to the bus network that group will be a focus for discussions between TfL and NHS.

The crunch comes when we start talking about how it is going to be funded and there are examples all over London of hospitals saying, "We want better bus services". My own trust is no exception there. I have to say that the planning arrangements that TfL have had through the network development team, John Barry [Head of Network Development, London Buses] and co, have been very, very good. There has been some criticism of the consultation process and I think we could all pick holes in that, but generally speaking the robustness of the planning process is something that we appreciate. The crunch comes, as I say, when you start asking for changes and we are told in last month's meeting the figure was £400,000, orders of that magnitude and greater, in order to make what seem to be fairly minor changes to add a couple of stops to a bus route or things like that. We have achieved, I suppose some people would describe it as tweaking, but improvements to bus services at relatively low cost in the two hospitals that I deal with regularly; that is Northwick Park and Central Middlesex Hospital.

We also have been working on a much wider level with TfL on changing behaviours and trying to get people to use public transport, cycling and walking as part of the improvements in the health of the population and TfL have published a very useful document which gives examples of how behavioural change can be brought about to the benefit of people's health. That was entirely TfL's initiative but it was supported by the NHS and it was launched at an NHS conference, which was held on how to change people's behaviours towards more sustainable transport. So there is a meeting of minds on that.

I think where the difficulty lies is when you get down to the individual level of how people get to hospital and particularly how they will get to hospitals when the reconfiguration takes place? This is a five-year programme in the case of northwest London, it is early days yet, and I am hopeful that the co-operation can continue. But the bottom line is how is it going to be funded?

Dr Onkar Sahota (AM): Well, TfL, the gauntlet has been thrown to you. How are we going to deal with this?

Clare Kavanagh (Director of Performance, London Buses, TfL): I think Gerry has made a good general point and some good examples. There have been some poor examples of working with the NHS. Where it works really well is when we get together early on, we understand the issues that both sides have, and that can be quite difficult to do. Some people think TfL is a difficult organisation to engage with; we find it very difficult to engage with the health service and identify the right people to talk to at the right time, not every bit of the health service has a Gerry-Devine-type role co-ordinating it.

The other thing that we need as early as possible, and we often find quite difficult to get at, is information. Just data and details on who these people are and where they are likely to be travelling from if the services are reconfigured in the way that is planned, and that is another thing that we desperately need access to so that the longer we have to plan the services the more chance that we will be able to provide some way of what people need.

New health facilities can sometimes be quite difficult to serve, depending on where they are located, so if they are well integrated to a town centre or on the edge of a town centre they can be relatively easy to do. When they are on a green field site at the end of the town centre, for example, like any development in those locations they are more difficult to serve. Sometimes the layout of the facility itself makes it difficult to serve. So, for example, you will see a large plot of land where the hospital is going to be placed on, it has good access to lots of bus routes, but then you find that the main entrance is actually a very long way from the main roads that people could easily access and we have been asked how we can divert bus services in so that the walk to the main entrance is not what it is. This is the problem we have at Finchley at the moment. So ideally, again, we would be involved early on to try and see whether the layout can be designed such that it is good for walking for buses, for cycling, and it is not that the car park is the most accessible thing.

So early intervention, good sharing of information, and I think we can do a lot better with the health services when we have those things in place. It is when you are at the very end of the whole process to ask, "Now please can we have the bus service?" that we have the difficulty conjuring one up.

Dr Onkar Sahota (AM): Well certainly I have heard nothing which gives me any comfort at all, I mean all I have heard is that you are talking about aspirational things when we should be talking to each other, we should be planning. In this consultation document you referred to there were travel plans. Where do those travel plans come from?

Gerry Devine (Travel Plan Adviser to North West London Hospitals NHS Trust): The travel plans are produced by the individual NHS trusts.

Dr Onkar Sahota (AM): Without linking to TfL at all?

Gerry Devine (Travel Plan Adviser to North West London Hospitals NHS Trust): No. They are in fact in the case of my own trust however; the travel plan was funded by TfL.

Dr Onkar Sahota (AM): Your trust is one of the most heavily affected trusts around, which has the highest increase in ambulance-transport times and pressure on the ambulance staff, which came out later today. Do you think that is to do with the fact that Northwick Park is a very difficult hospital to reach that people choose to call the ambulance rather than the bus routes which are so difficult to reach?

Gerry Devine (Travel Plan Adviser to North West London Hospitals NHS Trust): Yes, there certainly are gaps in the bus network serving Northwick Park Hospital. We have, as I say, made some small changes to those, or TfL have, but there are some areas, particularly in the reconfiguration proposals, where there is a void. Particularly in terms of access, say between Ealing and Northwick Park, and that exists already and there are areas of the Borough of Ealing that are served by Northwick Park. We do have a public transport liaison group, which looks at all these problems, and from time to time refers them to TfL and sometimes we get small change, but not major change. There is a need certainly to address the question of access to Northwick Park and indeed Central Middlesex Hospital because that hospital is increasingly used by people from outer London and access there by public transport can be quite tortuous. Bearing in mind what we heard earlier about people with mobility problems, difficulty in getting on buses, if you have to get on one bus it can be OK; if you have to change buses, particularly in somewhere like the middle of Wembley High Road, it is not very good. That is what we get a lot of criticism about that using bus services to get to hospitals for some people is good, for other people it is impossible and it is the impossible situation that we have to address.

Dr Onkar Sahota (AM): So of course you can understand the concerns people have in the north of London. People in London have concerns about the fact that hospitals are being reconfigured, accident and emergency departments (A&E) are being closed and the transport methods we will get into those fewer A&Es is not determined. You can understand the concern of people and I echo one of those concerns today and I heard nothing this morning that gives me any reassurance at all that those plans in those consultation documents have anything to do with the reality at all.

Mark Threapleton (Managing Director, Stagecoach London): My experience of running bus services goes back far too long now and the issue of serving hospitals has been on the list of issues that I have had to deal with in many different parts of the country. The level of demand generated by hospitals is often lower than people expect. People expect there to be services to hospital when they need them to be there but thankfully people do not need to go to the hospital every day unless they work there. Patients hopefully will go for a period of time and then they will be cured and they will come off the network again. So the actual physical numbers travelling make it quite difficult to justify putting additional resource in, unless you are putting it in to cure, if you like, the social aspect of it.

The health service changes were driven, from what I can see, without any cognisance of the impact of the patients and how they get to these hospitals and the public transport implications; and yet the public transport providers, TfL and the operators, are the ones left having to pick up the tab, as it were. I echo exactly what Clare [Kavanagh] says, if we are going to resolve this problem the transport providers have to be in at the early stages. We need to plan in the solutions because trying to change an established network to serve hospitals in the way that patients now want them to be served because of the changes that have been made is quite complicated. Diverting bus routes in to hospitals for the vast majority of passengers who do not want to go to that hospital on that route can

be seen as a very unacceptable change. Bearing that in mind, ultimately bus services try to straddle two demands, the mass demand of people wanting to move between the major centres, which is very easy to serve, and the more minor demands – I am not saying they are less important demands but in terms of volume there are less of them – to places like hospitals, schools, these sort of things, are the ones that in some cases bending the existing services is quite difficult to achieve.

So I would echo the point, I do not think there is an instant solution. I understand your concerns but I do not think there is a magic pill. I think we need to look at each case. Each hospital should have a consultation process that involved both TfL and maybe even the local operators, because although we are contractually linked to TfL we do have years of experience, we do have a vast amount of understanding of local circumstances, our drivers are out there every day, they know exactly what the issues are. So I think we do have something to add and the earlier we can get into that process then I think the better the outcome would be.

Valerie Shawcross CBE (Chair): You mentioned there, Mark, the issue of buses being diverted into hospitals, and I think at the last meeting we had a complaint from somebody about the 96 bus, which I think you operate, and there was an allegation that Stagecoach had refused to allow the 96 bus to enter the grounds of the Darent Valley Hospital in Dartford. Do you recognise that issue?

Mark Threapleton (Managing Director, Stagecoach London): I read the transcript and I am very pleased that individual feels I have more influence than I actually have.

Valerie Shawcross CBE (Chair): So it is not true?

Mark Threapleton (Managing Director, Stagecoach London): It is not true, we did not block it, and there are significant issues about serving that site. It may seem very easy to the travelling public who are not, and should not be, well-versed in the intricacies of running buses, it may seem perfectly logical that you can just send the bus in and bring it back out again. The 96 bus runs non-stop from Dartford to Bluewater Shopping Centre, and passes the Darent Valley Hospital. It is not actually scheduled to stop at Darent Valley Hospital. At the moment, that section of the route is very prone to the demand of the Bluewater Shopping Centre so at times like Christmas, and in terms of shopping times Christmas starts about early-October, there are many times when our buses cannot actually run the scheduled route between Dartford and Bluewater and there is an alternative route that enables us to save time and to protect the timetable. If we are to go via Darent Valley Hospital all the time, or go down the road that passes Darent Valley Hospital all the time, that is perfectly feasible, it can be scheduled to happen, but the consequence is that at certain times of year more resource would have to be put into the schedule in order to protect the timetable, so we get back to the issue that has been mentioned so many times around the table, the issue of cost. That is the problem.

Valerie Shawcross CBE (Chair): So there is a fundamental point maybe that we need to look at as a Committee about whether or not certain social trips actually require a greater weighting within the cost/benefit analysis that TfL carry out. I mean that ignores the background issue about how much money there is, but there is a question mark about whether or not we want to facilitate vulnerable people or certain public services, which need staff, and to do that socially we may need to give greater weight to those journeys. Because, if you consider shopping at Bluewater to be the same social value as a journey to hospital then fundamentally “we have a problem, Houston”.

Mark Threapleton (Managing Director, Stagecoach London): There is another way that this could be helped and, not wanting to be controversial, but if we could access the Fastway, which is a

Kent-County-Council-operated road that enables buses to run very, very quickly through into Bluewater, that in effect would help us create time that would enable us to serve the hospital more effectively. So there is a particular issue, and I suspect there are particular issues on all of them, but I would say this: the latest health reform has thrown more vulnerable people on to the buses than before and certainly, as far as the drivers are concerned, they are confronted with vulnerable people on almost a per-journey basis now and having to deal with the various problems that may actually throw up.

Valerie Shawcross CBE (Chair): That is very interesting and also probably adds to what Transport for All was saying to us last time, which is the changes in the benefit rules are also meaning that there are fewer people who are now qualifying for Motability and other disability support, so are being thrown on to the main bus services, so that is interesting evidence.

Roger Evans (AM): This is about the configuration. We went through our A&E closure hearings in northeast London a couple of years ago and I gave evidence to the Committee, most of which was ignored I have to say, but the bit they were really interested in was the transport stuff, because they did not know about it. I turned up with some spider maps and it was as if I was presenting the holy grail to them, there had been no consideration of public transport as far as I could see at all in the proposals that they made. Do you think it would be useful, TfL, to maybe do a spider map exercise on services to and from large hospitals in London because that is something that would focus attention and maybe highlight some of the gaps in the service and things that would be easy to fix?

Leon Daniels (Managing Director, Surface Transport, TfL): Yes. Yes, we will.

Clare Kavanagh (Director of Performance, London Buses, TfL): One of the things it will show is there is quite an extensive network of services to Northwick Park Hospital, for example, but there are some gaps, but it is interesting the level of service there is actually quite high and quite disparate across all the local area.

Valerie Shawcross CBE (Chair): Clearly there are some institutional problems between two monolithic organisations, which actually in some ways are fracturing as well, trying to deal with each other. So we need to look at the planning frameworks that are offered I think.

Roger Evans (AM): It astounds me, Chair, that in the case of our new hospital in Romford, the council actually had to make the hospital have more parking spaces than they originally wanted because they had a travel objective that they would stop people travelling there by car, yet they had not thought about how else they would get there instead.

Clare Kavanagh (Director of Performance, London Buses, TfL): I think that is, again, one of the issues, it is variable across the board, but the travel plan can often be written as almost an aspiration, it is not actually a reality of how people can actually do it, it is simply an aspiration, so, "We will not need car parking because people will travel by public transport", it does not add on the bit, the point you make, exactly.

Valerie Shawcross CBE (Chair): You ought to not sign those travel plans off then.

Clare Kavanagh (Director of Performance, London Buses, TfL): But they are not ours; they are a requirement often that the trust or whoever has to provide and they provide something aspirational from their point of view.

Valerie Shawcross CBE (Chair): So there is a job possibly to be done on the planning processes, borough councils and the Mayor, to make sure that they enforce realistic travel-planning arrangements.

Clare Kavanagh (Director of Performance, London Buses, TfL): Yes.

Murad Qureshi (AM): I was very tempted to go into the hospital debate, but I will leave it at that.

This new area of questioning is on TfL's approach to planning, reviewing and changing bus services. Since 2008, we have had 350 permanent changes to the bus service, so from that experience what scope is there to improve TfL's bus service review process?

Clare Kavanagh (Director of Performance, London Buses, TfL): To go back to the earlier point made about the concern that we only look at routes at times of tendering, to some extent I think we create a bit of a rod for our own back. For new contracts we can make some substantial changes, and the kind that is more easily done at the time of contract renewal is, for example, a change of bus. If we want to go from single-deck to double-deck buses it does make sense to do that at contract award time. It also produces a schedule by which the whole network gets reviewed and refreshed and just check that the capacity is right, the bus type is right and so on. So however you reviewed the bus network, so if we decided we were doing it geographically, which is what we used to do and still do to a huge extent, it would still take a number of years to do that. So the contracts are either five or seven years long, so it does give a framework to when you can look at a local network and that is why we do it like that.

Now, as part of the consultation on that, twice a year we send around to all the boroughs and to other stakeholders, "Here is the list of routes in the tendering programme. If you have any comments in particular on these routes", and it does say, "or indeed on any part of the local network associated with these routes", it then I think goes on to say, "or indeed any other part of the network, please let us know." So that might be a reason why people think we are only looking at those routes, it is simply just one part of our constant consultation process with boroughs and others as to what routes that we might be looking at.

So I just wanted to correct that point, or not correct, but at least put some perspective on why people might think that. But if you then say, "What have you actually been talking to our borough or whoever about?" you will see that there is a long list of things that are happening all the time, schools are changing their opening hours, new housing developments coming on-stream, we are talking to the boroughs about those things and how they would be best served by the bus service all the time, which, as Leon [Daniels] said earlier, has nothing to do with the schedule for new contracts.

Murad Qureshi (AM): Yes, there is one level talking to the boroughs, but I have just recently come across a case in SW1, Lupus Street, the bus stop in front of Tesco has suddenly disappeared. Now the good folk of Pimlico are used to Westminster Council putting up notices when there are planning changes and proposals. Nothing of that order has been done on this and it seems to be a pretty permanent change that they have to live with and, if you check up the website for the City of Westminster, you will see a public outcry about it. How does that happen without residents really having some sense that this was going to happen?

Clare Kavanagh (Director of Performance, London Buses, TfL): In a lot of cases we do have to rely on the borough to be the people we consult with on behalf of residents for a lot of these changes because a huge number of changes, you just cannot get through to all the residents individually, but I think we have done quite a lot to improve that recently. For example, rather than just consult the boroughs, all the significant consultations of any size now go on the Internet, go on our web servers, and any member of the public can respond to that consultation through that channel. I do not know the detail of what happened in Lupus Street, but we do not tend to go making significant changes or permanent changes like that without having at least spoken to the local authority. So there will be a good reason for it but I will check it out for you.

Murad Qureshi (AM): You will see actually most residents who are complaining about it may not be computer literate but do feel the impact of services, so I do think you cannot rely solely on a website approach. But the interesting thing about this particular bus stop is that it is also the bus stop for the 24 bus, the New Bus for London, and the interesting thing on that front is that, while they have seen the bus stop disappear, they have been flooded with postcards like this about the New Bus, and it just seems the priority seems to be marketing the New Bus for London rather than consultation on things like how you get on and off the bus.

Leon Daniels (Managing Director, Surface Transport, TfL): In this particular case, if the stop has been taken away without any warning, then it sounds like some local highway works and it is only temporary. Because, were it to have been taken away or moved permanently, then there would have been some consultation and people would have known. So we will find out about that. But you would not be surprised to know that, entirely unconnected with that, of course is the marketing for New Bus for London because we want people to know that it is coming, it is something that the Mayor has promised, and we wanted people to know how to use it, because of course you are able to board and alight from any of the doors and hop on and off and so on.

Murad Qureshi (AM): OK, well I am surprised you say that, because actually in some ways it is not as though it does not have a lot of attention anyway. I would like to know the cost of this exercise because, as you were saying at the beginning of this session, all this is driven by budget, budget, budget. I would like to know how much was involved in this marketing exercise, particularly in light of the fact I received one through my door and I am nowhere near the 24 bus route, I am in NW1 and the 24 crosses over the Marylebone Road at Euston. So I would like to know how much that marketing exercise cost, which areas you sent it around to, and how long will this continue? Because it just seems to those people in Pimlico where this 24 bus stop has suddenly disappeared; that seems to be your priority and not the change that they really do feel, which is not being able to get on and off in front of Tesco to do their shopping.

Leon Daniels (Managing Director, Surface Transport, TfL): As I said, Murad, I am certain that if it has moved without warning then it is a local highway problem and it is temporary, but we will find out for sure and we will supply the details of the marketing for the 24.

Murad Qureshi (AM): I will certainly pursue that outside this meeting.

Can I just ask our colleague from Sheffield something, because I understand you have taken a different approach to your consultations, and I am certainly happy to learn from other parts of the country. I did not expect to be learning anything from Sheffield but I am quite happy to be learning in this instance from what you are doing, which may be an improvement on the consultation that we are accustomed to at TfL.

Greg Challis (Senior Transport Planner, Sheffield City Council): Again, the regulatory framework being different does have an impact, so operators who want to change a service have currently four opportunities to do so a year and have to give 56 days' notice to the Traffic Commissioner. Then at the moment we are in the process of working out the rounds of consultation that need to happen before that 56 days and streamlining that process under the voluntary partnership arrangement, which I described before. The other thing that we are pressing to do in that respect is to reduce the number of service changes from four to three a year, with one major service change during the year, so that is how we handle it.

Valerie Shawcross CBE (Chair): It would be useful just to tell us a little bit about the size; how many routes are within your curtilage?

Greg Challis (Senior Transport Planner, Sheffield City Council): I think there are 80-something routes altogether in Sheffield. As I said, the background to this is what you might say is a catastrophic drop in the number of people using bus services and three things really. One is the Transport Act 2008 potentially introducing new powers for regulation; the concern that members had that we should do something; and the opportunities that opened up for consultation.

I was interested in Stephen Locke's [Chair, London TravelWatch] comments at the last session of the Committee when he talked about consultation is what you do after you have made your mind up. There is a danger, if you go out and you talk to the public about detailed proposals, then people say, "Well you have obviously already decided what you are going to do, what are you asking us for?"

At the other end of the spectrum is, if you go with a blank sheet of paper, then people will say, "Well you are the experts, tell us what you think; that is what we are paying you for". So what we did in Sheffield was to try and take the opportunity to have a sort of two-stage consultation, although this is a protracted period because it spans from 2010 when we had the initial Bus Vision consultation where we simply asked people what they wanted from their bus services, and essentially the results show that people wanted frequent reliable services, a network that was easy to use with simple information, straightforward ticketing, and value for money, it being Yorkshire of course!

Members then went away and looked at the options for how those services might be delivered, including quality contracts, and in the end they opted for a voluntary partnership arrangement, which is what we have had in Sheffield since October 2012. So last summer we were involved in a detailed consultation, both on a revised city-wide bus network, and a new range of tickets, and the consultation was aimed at existing users on the grounds that they might be the most likely to be disadvantaged by the changes. However, we did have the knowledge that we had some public goodwill in the bank because, as I mentioned before, we had a saved resource from the routes where we were over-bussed, where there was saturation, and we were able to redistribute some of those buses and improve the network elsewhere and also to reduce fares at the same time.

We went out to consultation the summer of 2012 and what we did was we had a route-by-route consultation, so we had two maps, one for the north and the south of the city - I appreciate London is a bit bigger so your map might be a bit bigger - but we managed to get it on to two maps with a commentary, so whatever your bus number was you could see what the changes were. If there were no changes it would say, "No change", if there was a change it would describe what that change was, and we invited people to feedback, we had a dedicated website, we used social media of course. We made the information available via community access points, I think about 230 places where people

could collect the information to make their comments known, posters, letters, consultation leaflets, drop-in meetings, engagement with the community assemblies, which the city council at that time had, and direct mail into the community groups, tenants, residents and stakeholders, public meeting of Sheffield on the Move, which is a forum that the Sheffield Council facilitates, which brings together everybody who has an interest in transport from the public point of view, along with bus operators, the Passenger Transport Executive, and members and officers from the council. We had a Question-Time-style meeting where people were subject to interrogation from the public about the changes that were proposed; briefings for bus users via the transport users groups and Transport for All. Encouragement for staff as well at the bus operators to actively engage with the consultation, to feedback themselves what they thought and get the passengers involved and we got quite a big response, 2,600 individual responses, hundreds of names. I think there were 11 petitions, and what that resulted in was a series of changes to the proposals that had been put out to the public. So it defeats the argument that says you have already made your mind up, we said, "No, we went to you, we asked you what you thought".

We made 17 major changes to routes in all, that is one in five of the service proposals were altered in some way. For example, a cross-city route with few through passengers was divided into two separate segments to allow direct links to and from the interchange for ease of rail connections and a subsequent improvement in reliability. Another service was rerouted following concerns over congestion at school times to a parallel road providing the community with an overall improvement in service penetration. The consultation was praised by Passenger Focus, so we were quite glad about that, for the overall approach and its methodology. In fact First, as an operator, have said that they understand that they are using it as a model for consultations on revised networks with local authorities currently in Manchester and York.

Valerie Shawcross CBE (Chair): Very good.

Murad Qureshi (AM): That sounds very much like what our colleague in Enfield was suggesting, the area-based approach. Are you aware of what has been done in Enfield?

Greg Challis (Senior Transport Planner, Sheffield City Council): I have read the transcript of the first hearing and I saw it was Councillor [Derek] Levy.

Murad Qureshi (AM): That is useful to know, because I think actually some working examples of that approach I hope TfL will be responsive to and probably something we will recommend. It will be led by the Chair and the rest of the political groups here.

Greg Challis (Senior Transport Planner, Sheffield City Council): I have got some consultation materials; I am happy to talk obviously to Councillor Levy afterwards.

Can I ask myself a question and answer it as well? Have we got it right? Have we got the network right? Some initial evidence to suggest yes, we have got improved punctuality, 2% up from the same time last year. Complaints are down 29% on last year. So that I think is significant. The satisfaction score has improved and patronage for adult fare-payers has gone up by 5.8%, obviously assisted by this cut we have had in the bus fares. We have not gone back to the levels of the 1980s Roger Evans was referring to, but obviously there are not many things at the moment that are going down in price, ordinary things that are hitting people in the pocket, that was a big plus for us obviously.

Valerie Shawcross CBE (Chair): Thank you very much. I think it would be quite helpful to have some of that written up. I am sure you will be doing a review and evaluation and that would be great if we could have a copy, very helpful.

Caroline Pidgeon MBE (Deputy Chair): On the area base, we heard some really exciting stuff going on in Enfield led by the borough last time, this area-based approach to bus service planning. It reminds me of a year ago, Leon, when you came to Highgate with me where I chaired a massive public meeting at Highgate Society, we did a lot of work looking at how you could plan routes, and I think the Committee are going to do a site visit up there as well. Is this something TfL will seriously embrace and consider, because we have heard from Sheffield there as well how it has really worked, complaints are down, is this some sort of innovation that you might well consider?

Clare Kavanagh (Director of Performance, London Buses, TfL): We are struggling to see it as an innovation because to some extent that is what we do. I mean Highgate is a good example. The issue is really just about how many and how often and what scale. What has been described in Sheffield is essentially a once in a generation review of the bus network.

Caroline Pidgeon MBE (Deputy Chair): But I do not think you do. Clare, with respect, do you and Leon and everyone I have ever spoken to in buses at TfL have this view that you do this, I think what we are thinking of is genuinely looking at what varies then, where routes could be moved in an area to better serve the whole community, and looking at all the routes at once in a geographic area, I do not think you do that.

Clare Kavanagh (Director of Performance, London Buses, TfL): But you agree the Highgate one was or was not --

Caroline Pidgeon MBE (Deputy Chair): You have not done that at all; we had this meeting and you came away and it came back to looking at the precise routes rather than looking at the whole area as Enfield has been talking about and Sheffield have.

Clare Kavanagh (Director of Performance, London Buses, TfL): There is a communication problem there because we produced a response to the Highgate meeting, an extensive report on bus services over the whole area. Now at some point you have to then describe, as was described in Sheffield, as a list of routes and the issues. But it did look at the whole area around Highgate and all the bus services that serve it and what other new possibilities there were, so it was a very extensive area review.

Valerie Shawcross CBE (Chair): Greg, what is the population of Sheffield?

Greg Challis (Senior Transport Planner, Sheffield City Council): Let us say half a million, just under.

Valerie Shawcross CBE (Chair): Half a million, so that is basically two boroughs roughly in London, we have 32 boroughs, so two boroughs in London. So when you do one of your reviews they are not of the size of two boroughs, are they?

Clare Kavanagh (Director of Performance, London Buses, TfL): That is what I was saying; this was done once in a lifetime, genuinely once in a generation.

Valerie Shawcross CBE (Chair): All right, so when was the last time that TfL or its precursor organisations did a systematic geographical review of an area the size of two boroughs?

Clare Kavanagh (Director of Performance, London Buses, TfL): I guess from our point of view seriously what you come out with is a list, there will be some recommendations that only affected two routes in Sheffield in much the same way, there would be very little that covered that whole area. Similarly, if we were to do an area review of Highgate it is not going to have a huge amount of impact on even the east side of Haringey because it is quite a long way and those are not the trips that people want or do make. So all I am saying is that area reviews, yes, you should always look at the network as a network, we are only really talking about the boundary between them, do you do a whole borough? If we did a whole borough then we would have 33 of those to do and that would be big enough to do it. Over what timescale do people want those done?

Caroline Pidgeon MBE (Deputy Chair): I think what we are saying, Clare, is that we think that maybe there is sort of sub-regionally, two or three boroughs, you should be doing that. You clearly have not done a systematic review for a long time. I want to bring Nick in here, but an example from the Highgate meeting was that, "It goes there because that is where the tram route used to stop". Now we have not had trams in north London for a very, very long time.

Clare Kavanagh (Director of Performance, London Buses, TfL): Sorry, we would never have said that we run a bus service because that is where the tram used to be. That might be the reason it is there, but the point is that is probably that people are still making those journeys in huge numbers, so you do not particularly want to or need to change that bus route.

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils): This is exactly what boroughs have been asking for on a slightly wider basis than just a very small part of one borough, and indeed it must go across borough boundaries on occasions. There is an example, which was raised with TfL some time ago about a bus route that took two years to get into place, and the reason for the delay that TfL quoted us was that the main beneficiaries were in one borough and the routes that needed to have attention were in the next-door borough. Now, if you are going to deal with each borough one by one that is bound to take a lot of time. If you actually start talking to people a roundtable then you can solve those problems much more quickly and it needs looking at on a slightly larger basis.

Clare Kavanagh (Director of Performance, London Buses, TfL): I think that is an unfair representation of that case. We did have a roundtable discussion but the problem was, with that route, the one borough desperately wanted it and the other borough did not.

Valerie Shawcross CBE (Chair): That sounds like the 255.

Clare Kavanagh (Director of Performance, London Buses, TfL): It is the 255, yes, exactly.

Valerie Shawcross CBE (Chair): OK, we are looking fundamentally for why we do not have more holistic area-based reviews.

Clare Kavanagh (Director of Performance, London Buses, TfL): I think the other thing to say is we set up a couple of years ago this sub-regional planning structure between TfL and the boroughs to try and achieve this and sub-regional plans have been developed. So one of the issues there is, do boroughs think that is working? If not, what kind of liaison do they want and what kind of liaison and

effort can we both afford? Because these kind of studies do take up a fair amount of time and effort, and it is not just TfL. In fact we need the commitment and the support of the boroughs to do it. So there is a question about resources as well. If you want something different than the sub-regional structures for liaison for creating sub-regional plans that is already in place.

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils): The sub-regional plans are very helpful but they do not get into the detail of how you move from what are much more strategic approaches to actually what happens to the bus service on the ground; it is moving from the one to the other is where we need the attention. Sometimes there does seem to be a sort of gap in that movement from strategic to local. Certainly, for example, one of the important things about sub-regional plans is the link over to land-use planning and how developments take place. Where you have new developments taking place, the last thing you want to do, for example, for a large new housing area is to say, "Well let us wait until the houses are occupied and see what the demand for bus routes are", because that way you commit the new occupiers not to having a bus until they have been there for quite a bit. So that link over to land-use planning is also very important when we are translating from strategic to specific.

Tom Copley (AM): The points that Murad was making; I did not receive a leaflet, although one of the buses did break down outside my flat and I promise it had nothing to do with me. But who decided that this marketing campaign would take place?

Leon Daniels (Managing Director, Surface Transport, TfL): The marketing communications team.

Tom Copley (AM): It was TfL? It did not come from the Mayor's office?

Leon Daniels (Managing Director, Surface Transport, TfL): No, it was TfL; it was a TfL decision. The Mayor is entirely blameless.

Tom Copley (AM): Will this be going out also as the buses roll out in other routes, will this be put out on those as well?

Leon Daniels (Managing Director, Surface Transport, TfL): No plan to do so. We will measure what the effect of this particular marketing campaign was, both in terms of cost, penetration and effect, and we will make a decision, but there is no plan to.

Caroline Pidgeon (Deputy Chair): Hostility generated.

Leon Daniels (Managing Director, Surface Transport, TfL): Hostility generated, certainly. There is no plan.

Richard Tracey (AM): How has TfL responded to the London Councils' 40-page report on the bus network? I mean it is an extremely detailed document within our written evidence here and frankly you have said a lot of it already about the boroughs' attitudes to TfL consultation, which I hear all the time from the officers and indeed the councillors in the boroughs that I represent, and I wonder how has TfL responded to this report? I hope they have read it.

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils): Well they have read it and we did get a letter of response last week, which I was very pleased that we did,

so thank you very much for that. They have raised a number of points; they have offered to have more discussions about how to take that forward, and that is obviously a good thing and I know we will be taking that up. What will come after that remains to be seen but dialogue at least is there.

Richard Tracey (AM): Good.

Victoria Borwick (AM): I have two parts to the question. I want to quickly just cover safety, which is something we have not talked about much this morning, and then look on to the future and improving bus provision. Particularly on performance, I think many of us have been conscious of various letters and correspondence that we have had and obviously I do not want this meeting to pass without at least touching on the number of collisions that have happened. For example, I believe that, according to figures that you have given us from TfL, since April 2007 TfL buses have been involved with 135,500 and so, recorded collisions, of which just shy of 5,000 have involved pedestrians, and inevitably that is very expensive and particularly with Clare, I notice on your job title you have "Performance" in there. What analysis or revision or review of the cost incurred by London as a result of these collisions do you do? What steps are TfL undertaking to try and reduce your average of over 66, I think it is, collisions per day?

Clare Kavanagh (Director of Performance, London Buses, TfL): We put a huge amount of effort into trying to reduce the number of collisions and improve the safety of the bus service. We investigate, in partnership with the bus operators, every collision that takes place, understand why it happened, what can be done to change it, and so on.

Victoria Borwick (AM): You do, or the contractors who run the buses do?

Clare Kavanagh (Director of Performance, London Buses, TfL): Between us we do. The bus operators would in fact do a detailed investigation anyway themselves --

Victoria Borwick (AM): For every bus collision?

Clare Kavanagh (Director of Performance, London Buses, TfL): Yes, for any significant bus --

Victoria Borwick (AM): Sorry, for the correction of the record and for the minutes, for every bus collision or for every significant bus collision, your words?

Clare Kavanagh (Director of Performance, London Buses, TfL): There will be the odd collision, which is just very, very minor that would not lead to a detailed examination, but anything of any significance, anything where anybody has been hurt, would be investigated.

Victoria Borwick (AM): So all, I mean presumably if you get hit by a big red bus, whether it is a current one or a new one, that does not change the fact that obviously that is extremely painful and difficult experience for the pedestrian. So are you assuring us that all pedestrian and bicycle collisions, of which I believe there are some 12,000 or so --

Clare Kavanagh (Director of Performance, London Buses, TfL): Any ones where people get hurt, yes, we would. Lots of bikes, for example, would clip a bus and nothing more come of it, those would not necessarily merit a huge investigation. Anything where anybody has had any hurt of any significant collision will be fully investigated. So the bus company would do that anyway, we oversee it.

Victoria Borwick (AM): How do you do that?

Clare Kavanagh (Director of Performance, London Buses, TfL): First of all, we require operators to report every collision to a central database that we hold. We then monitor what they have done about it. We might send our own investigators in to investigate if we are not happy. So, for example, if a bus was to lose a wheel, we would send independent engineers in to make absolutely -- that happens very, very rarely, but if that was to happen we would send an independent investigator in to find out the source of that sort of problem. Otherwise, the bus operators are required to investigate fully, we will make sure they do it; we will make sure they do it in a timely manner. If any of those things are not happening we will go in and talk to them, make sure it is done, and make sure that the lessons learned are implemented.

Victoria Borwick (AM): So what would success or failure look like?

Clare Kavanagh (Director of Performance, London Buses, TfL): Success is obviously a significant reduction in the number of collisions and in the severity.

Victoria Borwick (AM): Do you have a target?

Clare Kavanagh (Director of Performance, London Buses, TfL): We all have targets for reducing the numbers, but there is never an acceptable number of people killed or hurt.

Victoria Borwick (AM): I used to work for a public company.

Clare Kavanagh (Director of Performance, London Buses, TfL): So you should not set targets. The target is to reduce that number.

Victoria Borwick (AM): I used to work for a public company and we used to have a target of zero.

Clare Kavanagh (Director of Performance, London Buses, TfL): Yes, exactly, that is the target.

Victoria Borwick (AM): I think it would be more reassuring to those watching that we felt that TfL also had that rather than just a view about reduction. I think the public would be much more reassured if they felt that TfL also shared that desire.

Leon Daniels (Managing Director, Surface Transport, TfL): Of course we aspire to zero, of course we do, and no reasonable organisation would not. We are absolutely not complacent about the collision records and the people who are injured and so on, but I think it would be worth saying for the record, and I hope Mark will agree with this, a very considerable number of our extended TfL family of bus drivers work for 5, 10, 15, 20 years without any incidents whatsoever, and actually that is a tremendous testimony to the professionalism and the skill of the bus drivers that the bus contractors employ. Inevitably, as a result of employing a very large number of bus staff, there will be those who are not quite as proficient as others, and I am absolutely satisfied that all of our bus contractors have in place a really robust mechanism for investigating, deciding on the fault, trying to remedy those faults, and where necessary terminating the employment of those people who are not safe to be allowed to drive buses in London, and I am very satisfied about that and I commend all the work that is being done by the operators and inside our own organisation for the attempts to further reduce the collisions and injuries and we will not stop doing that.

Victoria Borwick (AM): Great, well obviously I was, obviously earlier on, we talked about the increasing number of people who had various other assistance and requirement needs, so it is even more important that you are obviously up to speed on that. As you are there representing Stagecoach, have you ever dismissed anybody as a result of an accident?

Mark Threapleton (Managing Director, Stagecoach London): Yes, absolutely. We dismiss drivers for a whole range of performance issues, too many public complaints, serious accident, the whole range. Our drivers are very well aware that they are in the public eye and they have to be held accountable for their actions. Every pedestrian incident that we have, every passenger injury that we have, we pull the CCTV, we do a proper investigation. I would say that, of the accidents in my company, probably less than a third are down to the actions of our staff. We are getting an increasing number of people, for example, walking into the side of buses. How you cannot miss a big red bus, I do not know, but that happens. The advent of people tuned into iPods and phones and on the phone itself when those incidents occur is increasing all the time. So I do think there are some issues that we need to address with pedestrians and passengers to make them more aware of their actions when they are around. But I would love to get down to a position where we had zero accidents in my company.

Victoria Borwick (AM): One of the things again that has concerned us around this table is, as you say, and it has come up with several different questions, is whether we can look at a different way of bus planning and routes. We have talked about flexible ticketing, we have talked about one-hour ticketing, we have talked at two-hour ticketing, half-a-day ticketing, changing the caps on the end of how much you will be charged in a day, and I think one of the things we are trying to look around this table is I think we all appreciate that bus use is changing, is there some way of looking at, you know, being a little more comprehensive reviews. We have looked at the advantages of localism and local planning and where that benefits local communities, the need for looking at hospitals and I was absolutely devastated to understand that things can only be aspirational and do not actually have to be in fact, and I think that is certainly something that we are going to follow up. I know there have been studies done about looking at London as a grid itself rather than go on running those heritage routes, about saying, "OK, let us break London down into a grid, let us look at new use", I think that is something that Val has taken up in the past, and what can we do to really be a bit more impressive about the future provision of bus planning and how can we actually be a bit more flexible about this?

Leon Daniels (Managing Director, Surface Transport, TfL): I think we would say that what we are doing with the bus network is building on success, it is a very popular service, 6.5 million passengers a day and growing. What was done in Sheffield, and perhaps Greg would agree, was in order to kick-start something that was in decline and put it back on the road to recovery. The London bus network is extraordinarily successful, demand is growing, and what we are doing is continuously monitoring the demand on that network and making adjustments where necessary. It does not require a kick-start and it does not require a revolution; what it requires is evolution and we should be making those changes as quickly as we possibly can to cope with changing demand. The public does not like widespread changes to its bus network and in the days when we carried out very serious reviews of the network and made overnight changes across a range of routes in an area the public universally hated it and it caused demand to fall away. What we have discovered over time is that making adjustments to the network to cope with changes on a progressive basis is more easily understood by the public and they like it better. The public likes simplicity and the public likes stability; it does not like its network changing too often and it does not like a wholesale change in its area. So while we are very, very pleased to be as flexible as possible, I am sure the right way to proceed is one of continuous evolution and not one where we tear the whole thing up and start again,

because in any such arrangement like that there are as many disbenefits as there are benefits and overall the public does not like it.

Victoria Borwick (AM): I do not think anyone is suggesting we should tear it all up and change it overnight, but what we are looking for is absolute commitment from yourselves to look at alternatives about some of the underused routes, about putting buses into areas where we do not have enough routes, we have talked about that this morning, and could you talk a little bit about now you keep on advocating your wave and pay and other technology, which does of course give you the flexibility to do any of these flexible ticketing arrangements, which you have not really touched on.

Leon Daniels (Managing Director, Surface Transport, TfL): I am very happy just to deal also with a point that came up last time, which is about the transfer ticket, because I know Caroline [Pidgeon] and I would not be in the same room without discussing the transfer ticket at least once. Just to reiterate, there is not a demand for the one-hour transfer ticket, which is principally for people who are making a journey that requires two buses, because frankly that is for the benefit mostly of people who pay cash who are in the absolute minority. The majority of passengers are paying using Oyster or Pay As You Go, and if you are making two bus journeys on your outward, chances are you are making two bus journeys on your return, and you have already hit, after the third journey, the cap on the daily bus ticket price on Oyster. So the demand for that is already met through price capping. We can talk a lot about changing the cap but we are actually into an area there about affecting how much revenue, because, if the purpose of this is for people to pay less money, then we will get less fares income and the demand for subsidy will be greater. So therefore what we need to do is to maintain at least our existing fares income and to provide some sort of facility that made things cheaper for some people would cause us to have to increase the prices to compensate for other people. Like I often say, there would be disbenefits in order to pay for the benefits that were being provided.

There is no doubt that now with contactless smart card, which you get from your bank, and also the full range of Oyster and so on, people have the ultimate flexible ticketing operation for bus and for rail in this city. It is far superior to what exists in many others and it is also very cheap. I do not think it is necessary therefore to think about changing the bus network in order to accommodate changes in the pricing, so I am very confident that Londoners love the flexibility that they get in the current ticketing, the suite of tickets that we make available, and most of my postbag about such things is about how wonderful the flexible ticketing in London is.

Clare Kavanagh (Director of Performance, London Buses, TfL): I would just add one thing, there is a good potential behind Oyster though that you may have alluded to in your question, which is that, because of the Oyster product, we understand in a great deal more detail the kinds of trips that people are making and it gives you a really good picture. So previously, for example, it was difficult to monitor and understand the kind of trips people were making if they got off a bus, used the Tube, and got back on a bus, or the scale of the interchange between buses, we would do that by passenger counts and roadside counts and so on. Oyster itself produces a really good picture and we are feeding all that data into our planning data to understand better --

Victoria Borwick (AM): Does that mean that some of the underused routes might be changed and we could have more routes where there are no buses?

Clare Kavanagh (Director of Performance, London Buses, TfL): We would say that the routes that are out there, they are not under-used, they are used at a level that justifies their current

frequency, or as part of the contract process we are just changing the frequency, so it is a kind of close iteration as to whether it is still the appropriate frequency. There are not huge numbers of routes out there that anybody would recognise as under-used, and the test of that would be to go to any borough and say, "We think route x is underused, we are going to reduce it substantially", you would get quite a response.

Victoria Borwick (AM): Absolutely, but I was looking for more flexibility, I mean we are running out of time now, but what I was looking for was more flexibility, perhaps looking at shorter routes, routes where people could change, so that if you have to run a route that takes a very long time, because it is going away from Harrow to Greenwich, inevitably you have less flexibility than a route that – doesn't. I think around this table we think there is some more that could be done with using the ticketing, using the information you have, in order to drive through a slightly speedier change, I am not saying overnight, in bringing more buses to more people.

Leon Daniels (Managing Director, Surface Transport, TfL): I think we would say of course we have been progressively shortening routes generally for years. There is nothing from Harrow to Greenwich. There is almost nothing from one side of the centre of London to the other. We have been shortening the routes because they are more reliable to run that way, it is easier to do what we need to do. Shorter routes are what we do. However, even the discussions about short routes, short routes mean more street space for the terminus, for standing and so on, where we are also under pressure, but we are shortening the routes wherever we can in order to maximise reliability and we know that because passengers have flexible ticketing, they are able to take a bunch of that, so I think we are saying the same thing.

Valerie Shawcross CBE (Chair): If you do not mind, I think we should wrap it up now. We have had a good session I think. Our guests have been absolutely fantastic and also very patient as well. Are there any final points that any of you would like to make?

Greg Challis (Senior Transport Planner, Sheffield City Council): If I could just make a short contribution, just on the one-hour ticket. We do not yet have smart card fully operational implemented in Sheffield, but we did consider the one-hour ticket and found that people did not really want it, there was no demand.

Valerie Shawcross CBE (Chair): Very interesting.

Greg Challis (Senior Transport Planner, Sheffield City Council): That was last summer, and I am saying that is in the absence of smart cards.

If you do not mind, if I could just, some quick headlines on what you might call a bottom-up approach to consultation, apologies to TfL if they are already doing some of this. We think we have the first community bus partnership in the country established on a route in Sheffield, which initially was going to be withdrawn, there was a big campaign around it, and out of that campaign we have got people together to publicise and promote the route. It is now carrying 1,300 passengers a week, 73% increase. So we are quite pleased with that.

We convened a public transport summit in April 2013 on the theme "Better buses for young people" involving representatives of the UK Youth Parliament and Youth Councils from across South Yorkshire, 30-plus representatives. We have positive outcomes from that with the young people involved in making a training DVD for drivers and also the introduction of a new child summer day ticket, which

we did not have before. I think the other thing maybe is just the hard-to-reach groups, you know, as part of the consultation process we have opened up lines of engagement with people in areas that we did not have contact with before and we have tried to keep that going. Then perhaps the very final point is just the way that perhaps the South Yorkshire Passenger Transport Executive uses its customer comments system to capture the views of bus users about specific routes and tries to feed that into the planning process, but I would imagine that is something TfL do already.

Valerie Shawcross CBE (Chair): Thank you very much, Greg, that sounds like a really intelligent and thoughtful set of processes that you ran, so really useful contribution.

Gerry Devine (Travel Plan Adviser to North West London Hospitals NHS Trust): I was disappointed that Dr Sahota said he had heard nothing this morning that gives him any confidence about access to hospitals by bus. I would make the point that we are continuing to work very hard with TfL to try and resolve some of the problems, but there will always be a minority of people who cannot use bus services to get to hospitals. The NHS, in conjunction with other groups, is looking at patient transport services as they currently exist and could exist in the future, all other modes, taxis, using taxi card if it is appropriate, hospital car services, community transport services, and some of these will probably address some of the issues that Dr Sahota and others are concerned about. The bus is not the one size fits all approach that will satisfy everybody all the time.

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils): It was very helpful to be involved in that discussion because you cannot use the taxi card for health journeys.

Valerie Shawcross CBE (Chair): Yes, you cannot use Dial-a-Ride either. No, that is an issue, and I think we are all really vexed by the fact that disability-related transport is so fragmented and I know there has been talks between TfL and the councils.

Nick Lester (Corporate Director for Transport and Mobility Services, London Councils): We would love to be involved in that. It is a very complex issue, it is a very difficult issue, because there are so many providers and so many funders, but it needs everybody to be involved.

Valerie Shawcross CBE (Chair): I think we will bring the discussion to a conclusion now, so can I say thank you very much for all of our guests today; they were really terrific contributions and some very big issues for us in London.

Subject: Summary List of Actions

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 3 September 2013

This report will be considered in public

1. Summary

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

2. Recommendation

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

Action arising from the Committee meeting on 2 July 2013

Item	Topic	Status	For Action
5.	<p>Bus Services in London.</p> <p>During the course of the discussion, the Committee noted the following undertakings to provide additional information in writing:</p> <ul style="list-style-type: none"> TfL to look at producing bus spider maps for major hospitals; TfL to provide details of the marketing costs for the roll-out of the New Bus for London on route 24, including the likely duration and areas of London targeted with postcard-style flyers; TfL to report back on the reasons for the suspension or removal of a bus stop in Lupus Street, Pimlico; and Sheffield City Council to provide details of any evaluation of their major review of bus routes. 	<p>The Chair has written to TfL to request the additional information.</p> <p>The Chair has written to Sheffield City Council to request the additional information.</p>	<p>Managing Director, Surface Transport, TfL by 7 August 2013</p> <p>Senior Transport Planner, Sheffield City Council by 7 August 2013</p>

Action arising from the Committee meeting on 6 June 2013

Item	Topic	Status	For Action
4.	<p>Bus Services in London.</p> <p>During the course of the discussion, the Committee noted the following requests for additional information in writing:</p> <ul style="list-style-type: none"> Details of the methodology for the London Borough of Enfield's analysis of census and other data to assess demand for bus services; and Any details of issues about bus stop visibility about which London TravelWatch was aware. 	<p>The Chair has written to the London Borough of Enfield to request the additional information.</p> <p>The Chair has written to London TravelWatch to request the additional information.</p>	<p>London Borough of Enfield by 12 July 2013</p> <p>Chair, London TravelWatch by 12 July 2013</p>

Action arising from the Committee meeting on 21 May 2013

Item	Topic	Status	For Action
9.	<p>Crossrail 2.</p> <p>During the course of the discussion, the Committee requested the following information in writing:</p> <ul style="list-style-type: none"> A description of the work Transport for London and Network Rail had undertaken on the route development and assessment process, including the results of the development and assessment process for the routes not included in the shortlist; and Further information on the effect Crossrail 2 would have on the frequency of suburban rail services for south west London, including an assessment of which services would be lost or reduced as a result of the scheme. 	<p>Completed. TfL sent the Committee the 'Crossrail 2 Optioneering Analysis Summary', attached as Appendix 1.</p> <p>Network Rail wrote to the Committee on 24 June 2013. The response is attached as Appendix 2.</p>	<p>Managing Director, Planning, Transport for London by 20 June 2013.</p> <p>Principal Network Planner, Network Rail by 20 June 2013.</p>

List of appendices to this report:

Appendix 1: Crossrail 2 Optioneering Analysis Summary

Appendix 2: Letter from Network Rail re Crossrail 2 suburban rail frequencies in south west London

Local Government (Access to Information) Act 1985

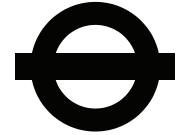
List of Background Papers: Minutes of the Committee meetings on 21 May, 6 June and 2 July 2013

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Transport for London

Crossrail 2 Optioneering Analysis Summary

June 2013

1 Introduction

- 1.1.1 There is a long history of proposals for cross-London rail lines. These have come to the fore in the last two decades with the implementation of the Thameslink programme and notably Crossrail. Proposals for a line running from the north-east to the south-west of London were first formally made in the 1974 London Rail Study and were again included in the 1989 Central London Rail Study. An alignment for the Chelsea-Hackney Line (CHL) was safeguarded by the Secretary of State in 1991 and subsequently refreshed in 2008.
- 1.1.2 Given this long history, there have inevitably been a number of proposals for alignments serving the broad CHL corridor which differ from the safeguarded route. This paper sets out the options considered by Transport for London (TfL) during the course of its review of Crossrail 2 as the scheme is now known. This includes work prior and post the request in 2009 from the Department for Transport to the Mayor of London to review whether the current safeguarded route (dating back to 2008) is still necessary and, if so, whether it is the optimal alignment to meet London and the UK's needs. The full extent of the options considered can be seen in **Figure 1**.

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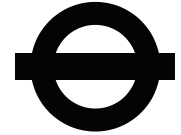
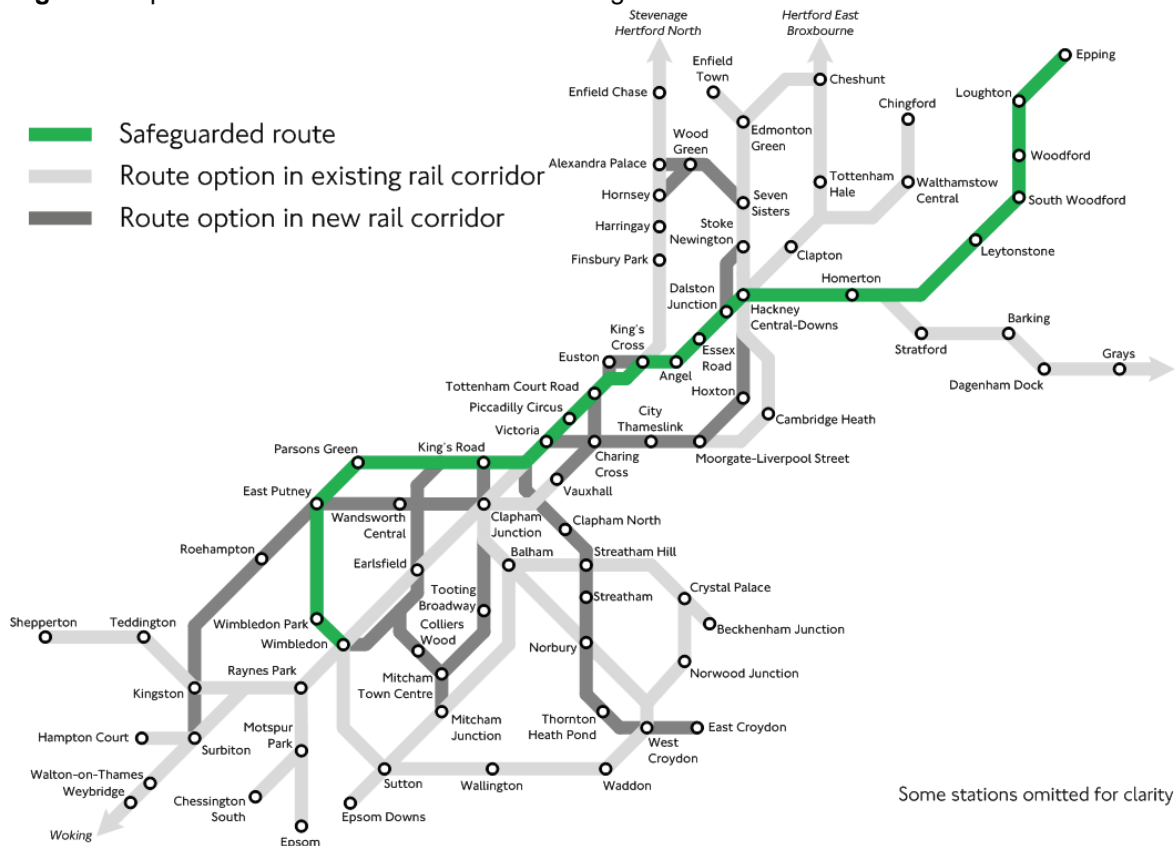


Figure 1: Options considered for the Crossrail 2 alignment



2 Background Optioneering (2007-2009)

2.1.1.1 In 2007 TfL's London Rail division undertook some high-level analysis of the potential impacts of CHL and identified a large number of alternative alignments, including many from previous studies. The study looked at options for alignments in three sections: south/south-west London, central London and north/north-east London. Together with the options from previous studies, this meant that over 100 options were identified in total, although in reality some of the sections were not compatible, leaving approximately 64 options to be considered further.

2.1.2 Representative options were evaluated against a qualitative set of objectives and very high-level indicative costs were estimated. Whilst no decisions were taken as a result of the 2007 study, the results provided useful background for the subsequent review undertaken by TfL, which is described in the next section.

3 Long-list option assessment 2010 - 2011

3.1.1 In 2008, the Secretary of State for Transport asked the Mayor of London to review whether there was a case for removing the CHL safeguarding or whether it needed to be retained. If the latter opinion was reached, the Mayor



was to review whether the safeguarded alignment best met the current and future needs of London.

- 3.1.2 The question of the need for a scheme in the CHL corridor was addressed during the development of the Mayor's Transport Strategy (MTS) 2010. Analysis showed that a new line was necessary (see Figure 32 of the MTS and paragraph 263). Proposal 9 formalises this position and further supports the need to review the route to ensure it provides the maximum benefits and value for money.
- 3.1.3 This review, drawing on previous work such as the 2007 review (as referenced in Section 2), commenced with a number of internal TfL workshops identifying options which could be studied in more detail. Options were evaluated by considering them against the emerging MTS goals and whether they served a number of key locations in south-west, central and north-east London. A range of options was developed to take into account the varying key locations to be served (shown in Table 1) and different technologies and operating models which could be used. This ensured that the options to be tested were not too narrowly focused and that genuine choices could be presented at the conclusion of the analysis phase.

Table 1: Key locations, stations and crowded lines / corridors for Crossrail 2 alternative routes

	South	Central	North
Key Locations	Poor accessibility (e.g. Mitcham, Tooting); Outer London Centres; Putney; Streatham; Wandsworth, VNEB ⁱ	West End; City	Hackney; Dalston; Wood Green; Lee Valley; Areas of Deprivation (London Plan); Outer London.
Stations / Strategic Interchanges	Clapham Junction; Wimbledon; Balham.	Victoria; King's Cross / St. Pancras; Waterloo; Euston; Tottenham Court Road; Other termini.	Finsbury Park; Tottenham Hale; Hackney Central / Downs.
Crowded lines / corridors	Northern line; Southern; SWML.	Victoria; Piccadilly; Northern; Central.	Victoria; Piccadilly; WAML.

ⁱ Vauxhall Nine Elms Battersea Opportunity Area

- 3.1.4 The options, which are set out in Table 2, were tested against an enhanced base. This modelling scenario represents TfL's best estimation of the transport network schemes (with funding committed or uncommitted) which will be delivered before 2031. Testing against this enhanced base means that the case for Crossrail 2 has been assessed against a likely future transport network rather than the current one.

Table 2: The long-list of options

ID	Options
1	Enhanced Base: Basis for testing options
2	Safeguarded Route
3	Alternatives to Crossrail 2



4	Metro: Victoria – Tottenham Court Road - Euston - King's Cross. Simple core section, incorporating Euston
5	Metro and DLR extension: Clapham Junction – Victoria – Charing Cross – Finsbury Park; DLR Charing Cross – Bank. Use DLR depot
6	Metro: Balham - Clapham Junction - Safeguarded - Hackney - Tottenham Hale. To test difference of core against alternative central route against inner fixed points.
7	Metro: Balham - Clapham Junction - Victoria - Charing Cross - City Thameslink - Moorgate - Hackney - Tottenham Hale
8	Cross-London Metro - Longer Congestion Buster: Sutton / Mitcham - Wimbledon - Clapham Junction - Core - Finsbury Park - Wood Green. Avoids but relieves Clapham Junction
9	Cross-London Metro - Express Metro: Surbiton / Sutton - Wimbledon - Clapham Junction - Core - Dalston - Wood Green / Stratford and Barking
10	Cross-London Metro - Radial Corridors: Croydon - A23 corridor - Core - Dalston – A10 corridor - Enfield / Cheshunt
11	Cross-London regional rail: SWML & WAML SWML Inners and WAML Inners via alternative City Route. City route allows WAML suburban services to continue to serve Liverpool Street.
12	Cross-London regional rail Southern & Great Northern / C2C: Sussex RUS / Brighton Mainline – Core – Great Northern Inners and C2C to Grays

3.1.5 A package of alternative schemes was also assessed (as Option 3) to ascertain whether the potentially substantial investment in Crossrail 2 would provide more benefits if it were used to implement a number of smaller schemes.

3.1.6 A range of Crossrail 2-specific objectives were developed, in order to test the options against. These were closely aligned to the goals of the MTS and are as follows:

- To increase capacity and alleviate crowding on London's transport network (in particular the Victoria, Piccadilly and Northern lines)
- To improve National Rail termini dispersal
- To support economic development and growth by enhancing connectivity
- To ensure value for money
- To improve transport quality
- To reduce CO2 emissions

3.1.7 The original 11 options were assessed against these objectives. The scoring was agreed by the TfL Crossrail 2 Working Group in March 2011 and can be found in Table 3.

Table 3: Scoring ¹ of options against the Appraisal Framework

Option	2	3	4	5	6	7	8	9	10	11	12
To provide improved journey opportunities in London Plan growth & development areas	2	2	1	2	2	1	2	2	1	1	2
Provide an improvement in accessibility to jobs (within 45	2	0	0	0	1	1	0	2	2	1	1

¹ Scored from +3 (strong positive impact) through to -3 (strong negative impact) with a score of 0 representing a neutral impact. Affordability was scored as follows: 3: <£5bn; 2: £5-7.99bn; 1: £8-10.99bn; 0: £11-13.99bn; -1: £14bn-16.99bn; -2: £17-19.99bn; -3: >£20bn.



Option	2	3	4	5	6	7	8	9	10	11	12
minutes) from key locations											
To achieve improvements in connectivity between centres of employment & population in south west & north east London - particularly in parts of London where LUL & rail network is limited.	2	1	0	1	2	1	2	3	2	1	1
To improve access to international gateways	1	2	1	1	1	0	1	1	1	0	1
To achieve positive change in public transport reliability in northeast & southwest London	2	2	0	0	1	1	2	2	2	3	3
To support economic development and growth by enhancing connectivity	9	7	2	4	7	4	7	10	8	6	8
To provide crowding relief throughout London	3	2	0	1	2	2	0	2	2	2	3
To provide crowding relief of key radial route to and within central London- such as the Piccadilly Line	1	1	3	3	1	1	3	1	1	1	2
To provide crowding relief of key radial route to and within central London-such as the Victoria Line	2	2	3	3	3	0	3	3	3	2	3
To provide crowding relief of key radial route to and within central London-such as the Northern Line	0	0	0	1	2	2	1	1	1	1	2
To provide crowding relief of key radial route to and within central London- such as the District Line	3	2	0	1	1	1	1	2	1	2	1
To provide crowding relief of key radial route to and within central London- such as the Central Line	3	0	0	0	0	0	0	1	1	2	1
To provide crowding relief of key radial route to central London- such as the Great Northern Line (national rail)	0	1	3	3	2	1	3	2	3	2	3
To provide crowding relief of key radial route to central London- such as the South West Main Line (national rail)	1	3	0	1	1	1	1	2	1	3	1
To provide crowding relief of key radial route to central London- such as the Windsor lines (national rail)	2	2	0	-1	-1	-1	0	1	-1	2	-1
To provide crowding relief of key radial route to central London- such as the South Coast Main Line (Vic) (national rail)	0	-1	0	0	0	1	1	1	3	-1	3
To provide crowding relief of key radial route to central London- such as the South Coast Main Line (LB) (national rail)	0	1	1	1	1	1	0	1	2	1	1
To improve termini dispersal & provide improvements to key interchange station in/into central London in particular King's Cross	-2	0	0	1	0	1	0	-1	-1	1	-2
To improve termini dispersal & provide improvements to key	1	0	0	1	2	1	0	0	-1	1	-1



Option	2	3	4	5	6	7	8	9	10	11	12
interchange station in/into central London in particular Victoria											
To improve termini dispersal & provide improvements to key interchange station in/into central London in particular Euston	1	3	0	0	-1	0	-1	-2	-2	1	-1
To improve termini dispersal & provide improvements to key interchange station in/into central London in particular Liverpool Street station	1	0	0	1	1	-1	1	1	1	-1	2
To improve termini dispersal & provide improvements to key interchange station in/into central London in particular Waterloo	1	2	0	2	1	2	1	2	1	2	1
To provide crowding relief at key stations and interchanges other than those mentioned above	1	-3	-2	-3	-3	-3	-1	-2	0	-3	-3
To provide capacity for more people to travel to & from central London	3		0	0	1	1	2	2	2	3	3
To increase capacity and alleviate crowding on London's transport network (in particular the Victoria, Piccadilly and Northern Lines) & improving termini dispersal	21	15	8	15	13	10	15	17	17	21	18
To improve transport quality - through the provision of new direct less crowded journeys	1	2	0	1	2	2	2	2	2	2	2
To improve transport quality	1	2	0	1	2	2	2	2	2	2	2
Affordable and fundable	0	2	2	1	0	0	-2	-3	-1	-1	-1
A positive business case	0		0	0	0	0	0	0	0	0	0
To ensure value for money	0	2	2	1	0	0	-2	-3	-1	-1	-1
To provide a change in CO ₂ emissions from ground based transport in the Crossrail 2 corridor	1	1	0	0	1	1	1	1	1	2	2
To reduce CO ₂ emissions	1	1	0	0	1	1	1	1	1	2	2
MTS BENEFITS TOTAL	32	27	12	21	23	17	23	27	27	30	29
Ranking	1	4	11	9	7	10	7	4	4	2	3

3.1.8 During the scoring workshop, the Working Group decided to favour alignments towards Hackney and north-east London over alignments to Finsbury Park which were the focus of a number of the options. Three main reasons underpinned this decision:

- the existence of three rail lines between King's Cross and Finsbury Park (with a fourth for Thameslink currently being delivered) meaning that no new connectivity was provided;
- the original objective of providing better rail access for Hackney and north-east London; and



- the apparent ability of a line intercepting the Victoria line at either Seven Sisters and / or Tottenham Hale to achieve similar crowding reductions to those possible at Finsbury Park.

3.1.9 The group came to conclusions using four route categories, as shown in Table 4. The process is illustrated in Figure 2. These decisions followed on from the workshop and the appraisal results (see Table 3) and identified eight options across the four categories.

Table 4: Decisions on options taken by the Working Group

Category	Observations	Decision
i: Safeguarded and alternatives (2 and 3)	The safeguarded option scored better but it was felt that not enough analysis had been done on the alternatives.	Both options (2 and 3) to be assessed further.
ii: Central London metro options (4 to 7)	Option 4 scored poorly due to its length. Option 7 did not score well given its alignment through the City rather than the West End. Options 5 and 6 scored moderately, with each having elements that scored well.	The best performing elements of Options 5 and 6 to be combined to form an optimised central London scheme.
iii: Cross-London automated options (8 to 10)	Option 8 scored relatively poorly particularly given its high cost. Options 9 and 10 scored well but Option 10 was deemed to be better given its much lower cost. The northern part of Option 9 contributed particularly to its high rating.	Option based on Option 10 to be taken forward but with best-performing elements of Option 9.
iv: Regional options (11 and 12)	Options 11 and 12 both scored very well, although Option 11's City alignment reduced its score. A particular benefit of Option 12 was felt to be the relief to the southern end of the Northern line.	An option based on Option 11 with the Option 12 central London alignment to be taken forward.

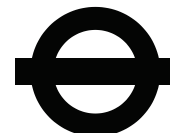
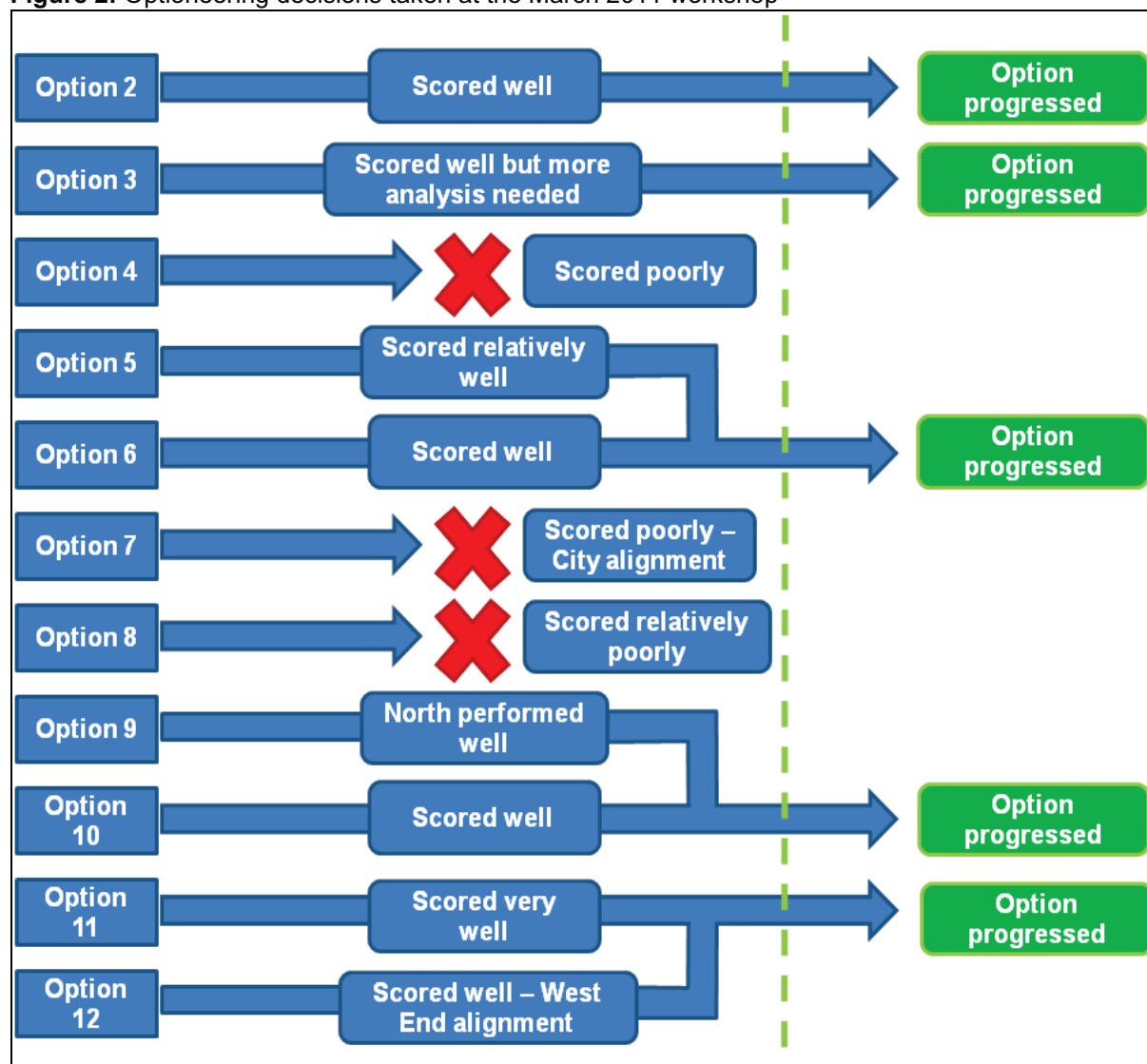


Figure 2: Optioneering decisions taken at the March 2011 workshop



3.1.10 Figure 3 to Figure 7 summarise the merits and drawbacks at a strategic level of the different alignments considered as part of the option development.

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Figure 3: Option assessment summary 1

Alignments to **Finsbury Park** reduce crowding on Victoria and Piccadilly lines, but add no new connectivity

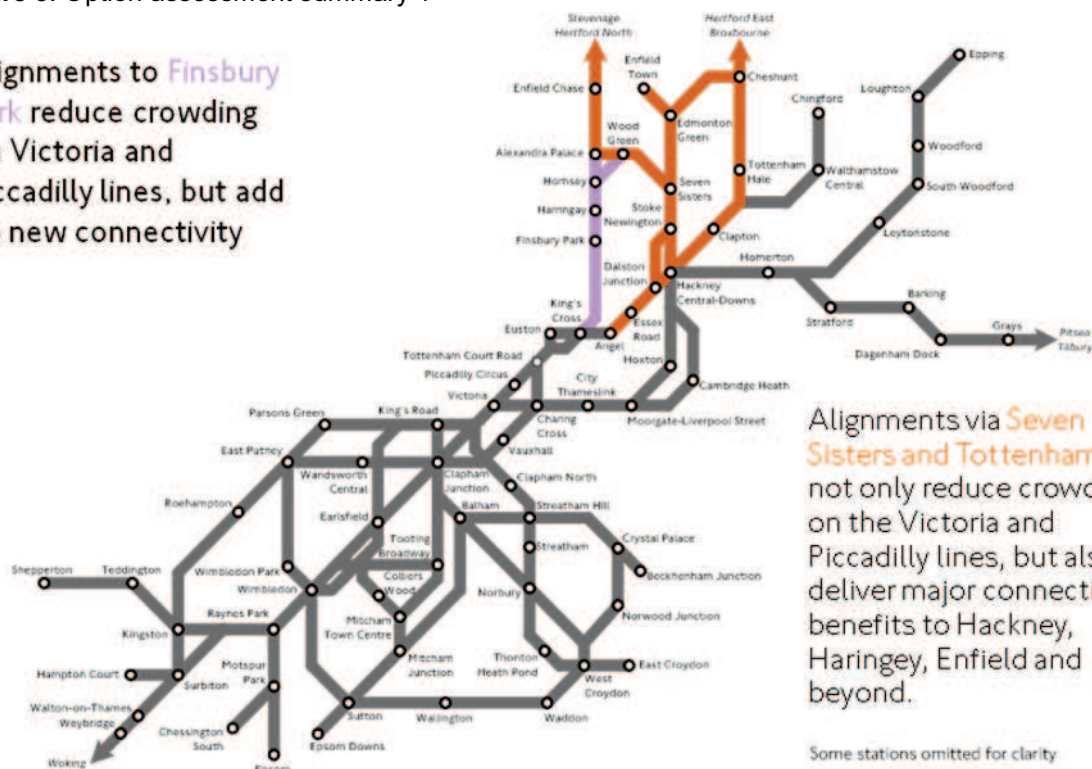
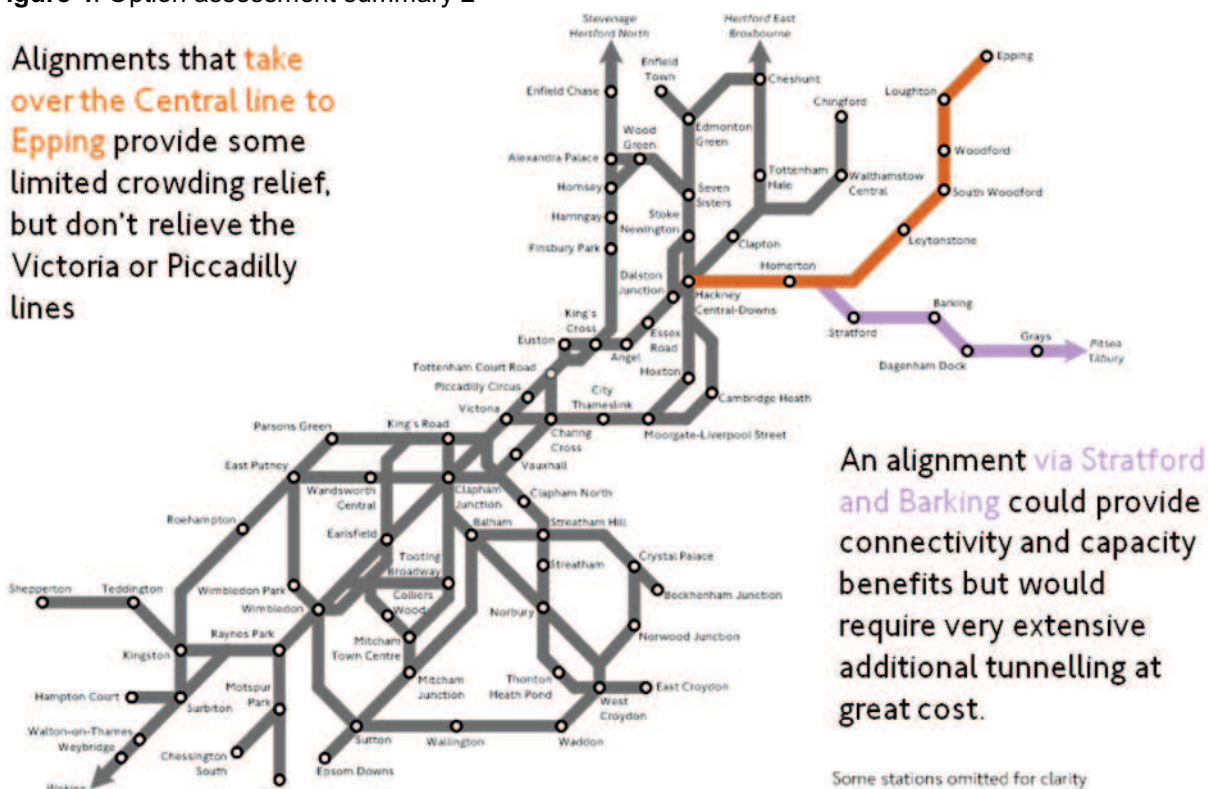


Figure 4: Option assessment summary 2

Alignments that **take over the Central line to Epping** provide some limited crowding relief, but don't relieve the Victoria or Piccadilly lines



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Figure 5 Option assessment summary 3

Alignments **via the West End** performed best, along routes similar to the current safeguarding (but serving Euston)

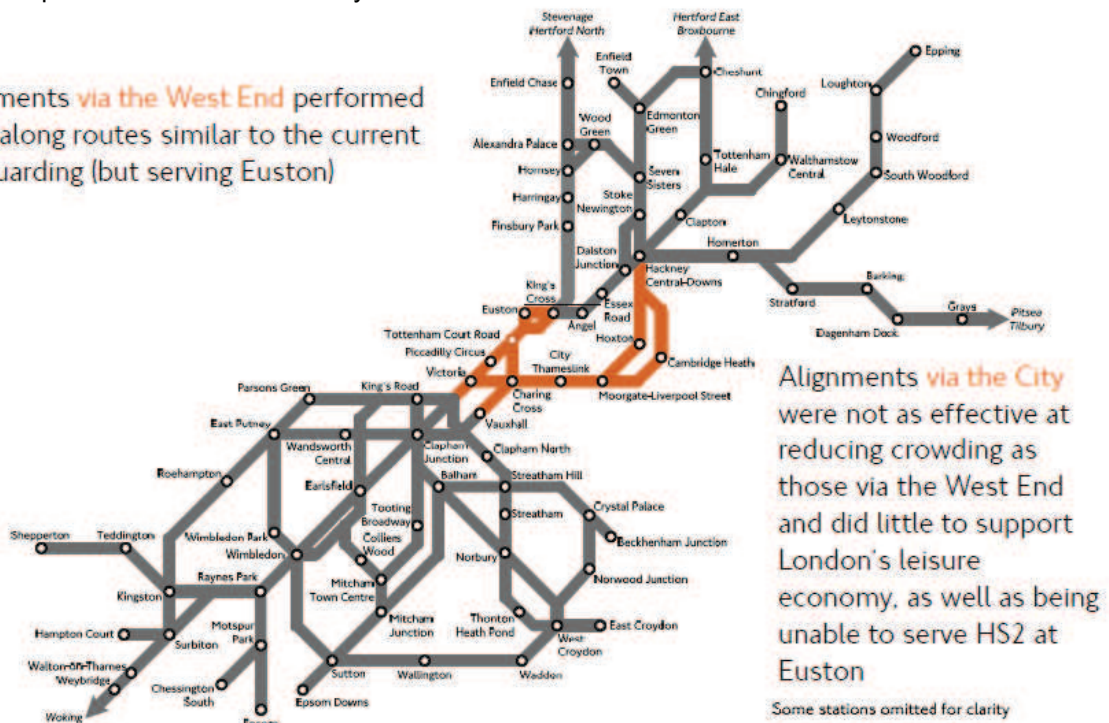


Figure 6: Option assessment summary 4

Alignments that provide **interchange with the Northern Line in south London**, appear to offer considerable potential to relieve what is currently the most crowded section of Tube network

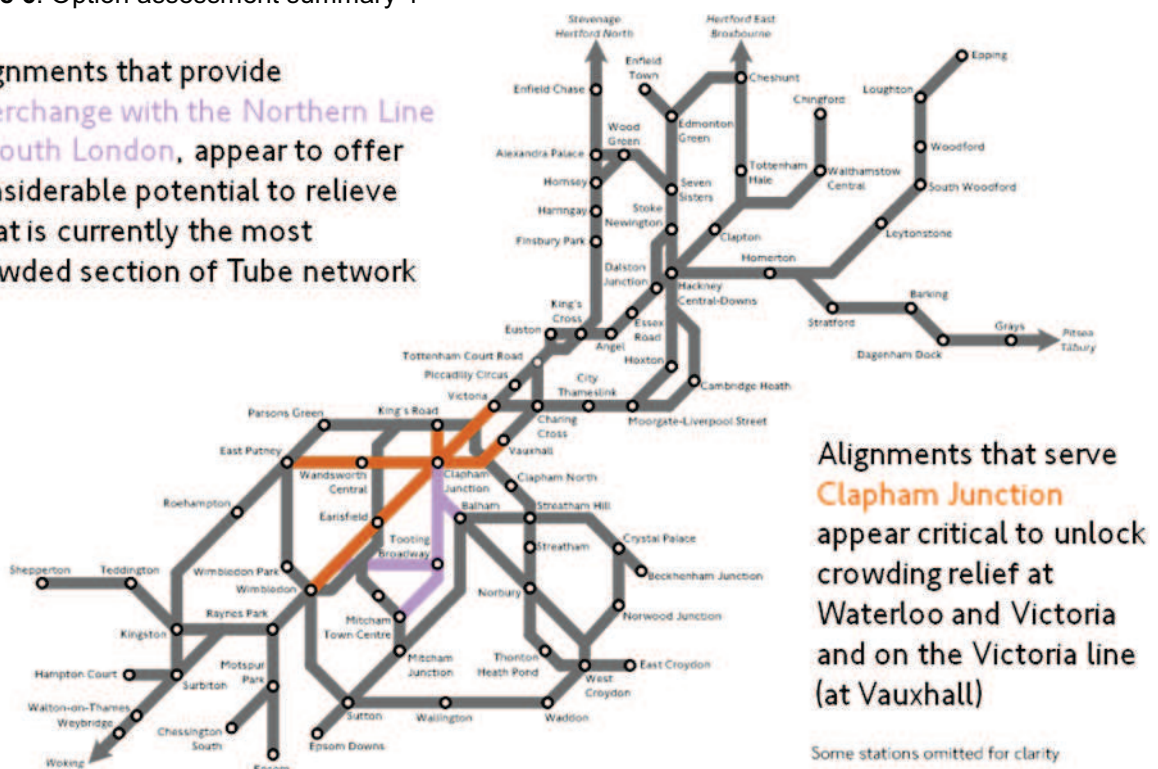
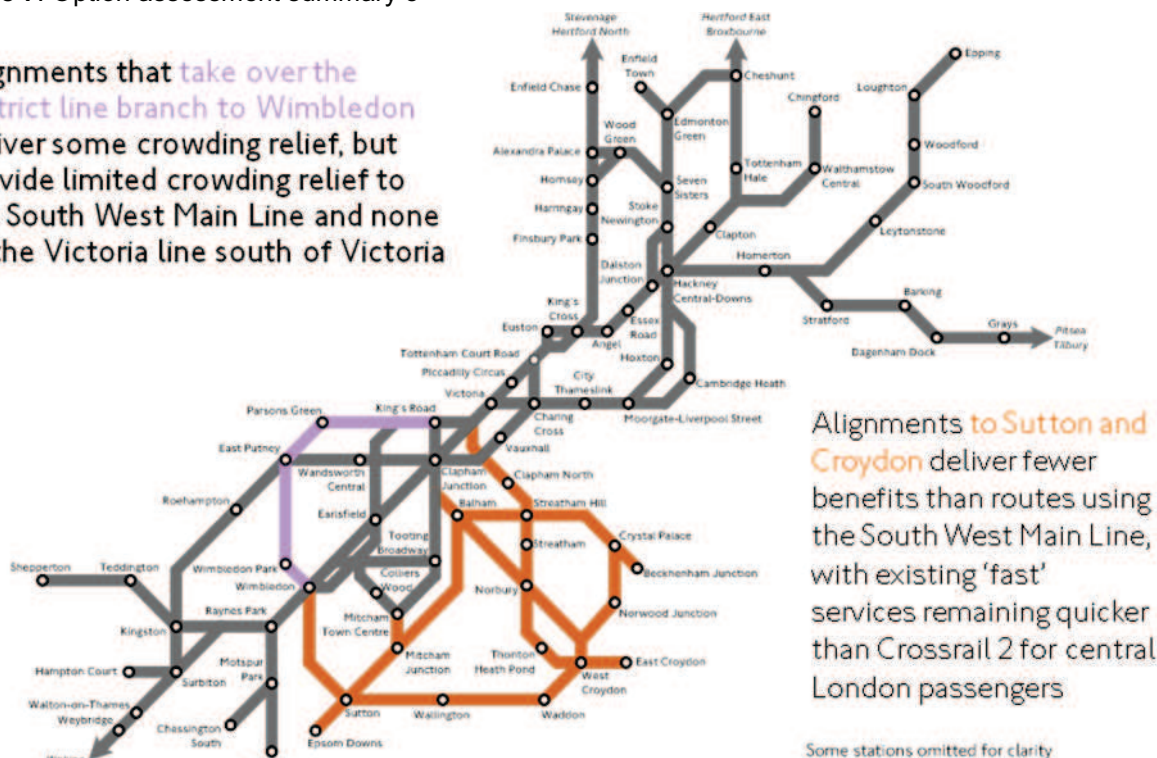




Figure 7: Option assessment summary 5

Alignments that take over the District line branch to Wimbledon deliver some crowding relief, but provide limited crowding relief to the South West Main Line and none to the Victoria line south of Victoria



4 Optimisation process and short-list of options

4.1.1 The sifting process outlined above left eight options to be taken forward in some form. This included the safeguarded route, which was retained due to its relatively high score in the assessment and to act as a benchmark against which other options could be assessed. Further work was undertaken to optimise the remaining options, with the intention to take forward the best performing elements from these options into a shortlist of two or three options. This process is illustrated in Figure 8.

4.1.2 The Working Group used the results from the earlier optioneering process to determine whether elements from different options could be combined into new alignments to meet the Crossrail 2 objectives better. Further consideration of the alternatives package showed that it did not deliver sufficient benefits, despite individual schemes within the package performing reasonably well. The reasons identified for not progressing the package are:

- The alternatives package could cost two-thirds as much as a new line across London while only delivering a fraction of the benefits and was therefore, unable to meet the central London congestion challenge of the late 2020s;
- The dispersed nature of the schemes in the alternatives package means that it failed to provide a step change in capacity or crowding relief;
- The emerging HS2 agenda which would see Euston becoming the terminus of a high-speed link to Birmingham in 2026 with a northern



extension around 2033. This would have significant impacts on the flow of passengers in the Euston area which would need to be served and the alternatives package was largely unable to accommodate this increase in demand;

- Finally, several of the schemes in the package fall outside of the Mayor's remit, which may make them difficult to deliver as a package;
- and

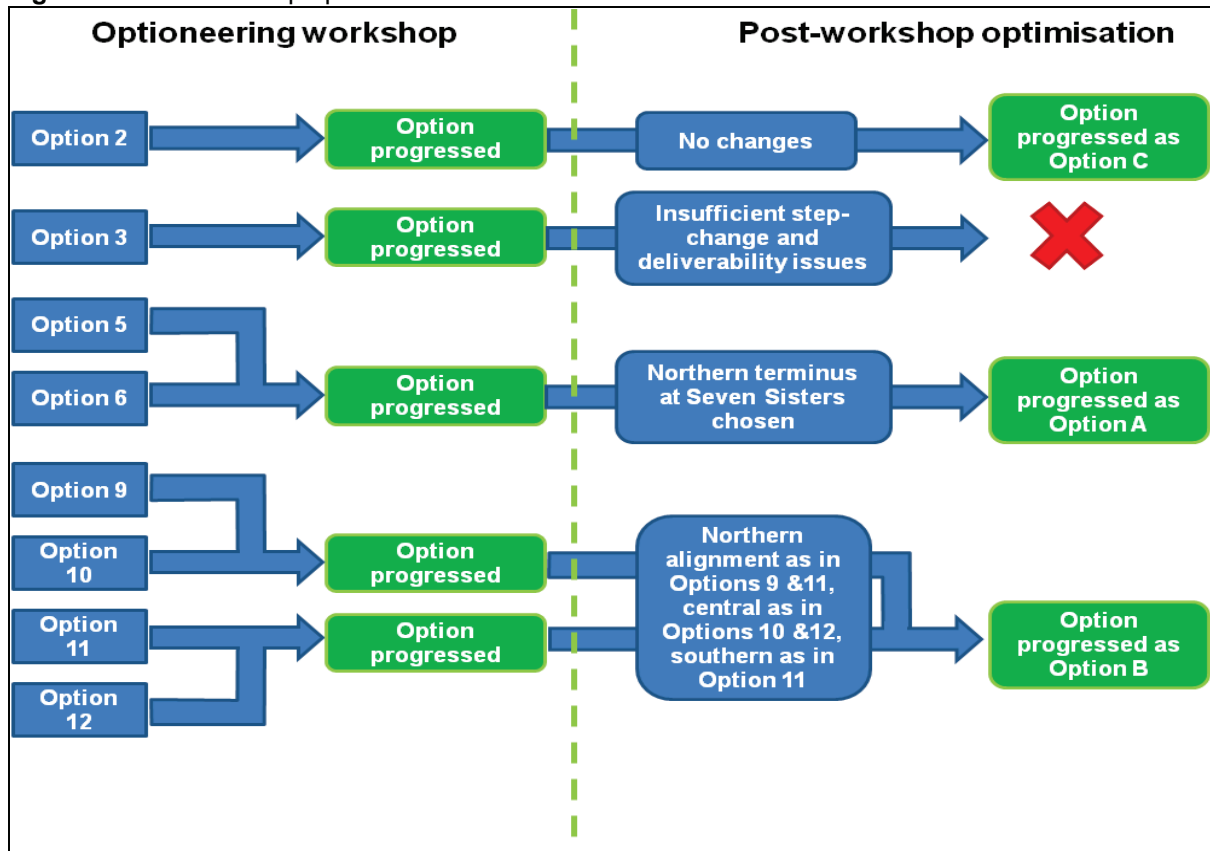
4.1.3 The remaining six options were combined into two schemes to provide a metro scheme and a regional scheme:

- Metro scheme: both options 5 and 6 scored relatively well and the best performing elements were combined to create a new London metro option to deliver crowding and congestion relief to the Victoria line, whilst helping relieve Waterloo, Victoria and to a lesser extent, Liverpool Street National Rail termini.
- Regional scheme: elements of the cross-London metro options 9 and 10 performed well, as did elements of the cross-London regional options 11 and 12. It was possible to combine the best performing elements into a sensible and consistent alignment to best meet the needs of the south-west, core and north-east to create a new regional alignment to relieve crowding on the Victoria, Piccadilly and Northern lines and the SWML by diverting crowded trains from Waterloo onto Crossrail 2.

4.1.4 It is these two options which were developed in greater detail and are subject to further assessment and analysis, and which now form the focus of the 2013 consultation.



Figure 8: Post-workshop optimisation decisions



5 Refinement of the short-listed options

5.1.1 Following the decision to short-list three options, further analysis and refinement was undertaken. This further work focused on an engineering feasibility study and extensive transport modelling of the options. The result of this work led to changes being made to the options.

5.1.2 It was found that the original Metro Option of running a service from Alexandra Palace to Clapham Junction was not feasible, due to the scale of interchange which the southern terminus would see and the need to reach a depot or significant stabling site in the south. This, together with the transport benefits of serving Tooting and Wimbledon, meant that an extended Metro option was proposed. Further development work showed that this option was both feasible and beneficial. It therefore formed part of the public consultation in 2013.

5.1.3 Further analysis work also suggested that the safeguarded route did not perform as well as the new optimised routes. The key elements which led to this conclusion included:

- The safeguarded alignment was unable to adequately address crowding and congestion on key parts of London's rail network, especially the



Victoria and Piccadilly lines, as it did not intercept them north of King's Cross;

- The improvements in the District and Central lines which have, or are forecast to, occur before Crossrail 2 would be in place erode the benefits of the safeguarded route;
- Taking over existing parts of the Underground system could make it difficult to deliver the same capacity as the new options. The safeguarded route is not heavy rail and therefore does not have the capacity of National Rail routes, nor is it new infrastructure which would allow the very high frequency of the Metro option.

6 Eastern Branch Option

- 6.1.1 A branch towards the regeneration areas adjacent to the Thames in East London was considered as an alternative to the West Anglia Main Line branch as part of the Regional scheme. Public transport demand modelling was carried out to determine the case for this branch. A sensitivity test to increase the land-uses in the opportunity areas was also carried out to reflect the higher quantum of development which could be realised if Crossrail 2 were implemented.
- 6.1.2 The analysis shows that the Eastern branch has overall benefits in terms of crowding reductions and journey time savings. However, it is the branch's relative costs and benefits when compared with the other branches which weaken its case for inclusion in the overall scheme.
- 6.1.3 A high-level cost estimate for the Eastern branch was developed based on the costs estimated for the other elements of the Crossrail 2 scheme contained in the 2012 Cost Report produced for TfL by Mott MacDonald. Representative stations were chosen for the major underground stations on the branch (Stratford International and Barking) to approximate their costs. The ratio of the length of the tunnelled section of a Crossrail 2 scheme with an eastern branch to the length of the tunnelled section of Crossrail 2 with a WAML branch was calculated. Costs of tunnels, systems and indirect costs were factored by this ratio, leading to an overall cost estimate approximately £3.5 billion higher for the Eastern branch than the WAML branch when optimism bias was included. This is likely to be a conservative estimate given the challenging alignment issues around the Queen Elizabeth Olympic Park and additional costs due to land and property impacts. This also does not include an additional station at Hackney Wick, a strong local authority aspiration.
- 6.1.4 The other options for meeting the challenges in north and east London also need to be considered. Following their respective upgrades, the Piccadilly and Victoria lines will be amongst the highest frequency metro lines in the world and generating further capacity on these particular lines will be very difficult to achieve. Crossrail 2 is, however, ideally placed to address these capacity challenges. Alternative solutions will also need to be tunnelled given the developed nature of the corridor.



- 6.1.5 In order to play this congestion relief role effectively, the proposed Alexandra Palace branch of Crossrail 2 will have to offer an attractive frequency to potential users. A frequency of fewer than 20 tph would be far lower than that offered by the upgraded Piccadilly and Victoria lines and would not be sufficiently attractive. A consequence of this requirement is that there can only be two branches at this end of the route - the core section will have a maximum capacity of 30 tph and the minimum frequency considered feasible on any other branches would be 10tph.
- 6.1.6 TfL is committed to addressing the transport challenges facing east London and a number of other solutions appear viable. It is currently working with its partners to secure commitment for a wide range of schemes which together will deliver very strong benefits for the East sub-region, including:
- Crossrail 1 which will significantly enhance transport connectivity and capacity in east London with services to Stratford and Shenfield, as well as Canary Wharf to Abbey Wood;
 - Rail based public transport access to Barking Riverside;
 - Three-car services across the entire DLR network;
 - Barking to Gospel Oak line electrification, quicker journey times and longer trains;
 - Twelve-car trains on Essex Thameside services throughout peak hours;
 - Central line upgrade, including EVO (walk-through) rolling stock;
 - A new station at Beam Park;
 - Improved public transport accessibility to the Queen Elizabeth Olympic Park;
 - New east London river crossings;
 - Bus priority enhancements; and
 - Enhanced HS1 domestic services and international services calling at Stratford.

7 Conclusions

- 7.1.1 Based on the optioneering process described in this Summary document, it was concluded that two options - a Metro and a Regional scheme, best meet the objectives outlined and are taken forward for public consultation.

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Appendix 2

Valerie Shawcross AM
Chair of the Transport Committee
London Assembly
City Hall
The Queen's Walk
London
SE1 2AA

Paul Harwood
Network Rail
King's Place
London
N1 9AG

24 June 2013

Dear Valerie

Re: London Assembly Transport Committee meeting on 21 May 2013

Thank you for the opportunity to speak to the transport committee on 21 May as part of your investigation into the strategic case for Crossrail 2. Please find below some information and comments relating to the frequency of train services for south west London.

At this early stage of consultation, no final decisions have been taken about the Crossrail 2 Regional scheme train service pattern, or the origin points of services, as that level of detailed engineering feasibility has not yet taken place. It is the intention that Crossrail 2 would provide fast and frequent services to a range of destinations across south west London, and possibly beyond into Surrey.

Certain centres, such as Kingston, could have more trains overall than is the case today – with all those on Crossrail 2 providing faster and direct journeys to the West End. In addition to the Crossrail 2 services, on some routes, there would still be direct National Rail services provided by other Train Operating Companies to/from Waterloo but at reduced frequency.

Importantly, ultimately the balance of train service would be determined by demand, but initial work we have completed suggests that in order to accommodate a Crossrail 2 service some stations in the suburban area would no longer have a direct Waterloo service - but it is expected most stations still would.

The key trade off between the Metro and Regional option that suburban stakeholders in the South West should consider is – under the Metro option, existing Waterloo frequencies would be maintained, and the option would exist at Wimbledon or Clapham Junction for interchange into a new set of fast services into central London on Crossrail 2. Under the Regional option those new Crossrail 2 services would operate directly from the suburban routes without the need for interchange, but Waterloo services would in turn be reduced on those routes.

The consultation also notes that, depending on a number of factors and allied with other works, the diversion of some suburban services into Crossrail 2 could release some capacity

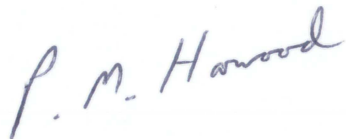


for additional services to be provided on National Rail routes into Waterloo for outer commuters. There could be some value associated with this freed up capacity, but It is important to note that this possibility only exists if there is a significant reduction in the residual suburban service into Waterloo.

I hope this information is helpful to you in understanding, at a very early stage, some of the possible trade offs that we would welcome your comments on. If you would like any further information on these points, please contact Chris Deacon in our public affairs team on 07711 602 149 / christopher.deacon@networkrail.co.uk

We would be happy to hold further briefings with members from the South West suburban area if you believe that would be helpful.

Yours sincerely

A handwritten signature in blue ink that reads "P. M. Harwood". The signature is written in a cursive, flowing style.

Paul Harwood

**Principal Strategic Planner
(London and South East)
Network Rail**

Subject: Action Taken Under Delegated Authority

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 3 September 2013

This report will be considered in public

1. Summary

- 1.1 This report sets out recent action taken by the Chair under delegated authority.

2. Recommendation

- 2.1 **That the Committee notes the recent action taken by the Chair under delegated authority, as follows:**
- (a) **Agreeing the Committee's consultation response on Crossrail 2;**
 - (b) **Agreeing the Committee's consultation response on High Speed 2 Phase One Design Refinement; and**
 - (c) **Agreeing the Committee's consultation response on Network Rail's London and South East Passenger market study.**

3. Background

- 3.1 Under Standing Orders and the Assembly's Scheme of Delegation, certain decisions by Members can be taken under delegated authority. This report details those actions.
- 3.2 The Transport Committee noted on 2 July 2013, as part of its work programme, that officers were preparing draft consultation responses on Crossrail 2, High Speed 2 Phase One Design Refinement and Network Rail's Market Studies under its Long Term Planning Process, based on the Committee's past work on the subjects. Responses to the consultations were due in July 2013. The Committee resolved:

That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree consultation responses on Crossrail 2, High Speed 2 Phase One Design Refinement and to Network Rail's Market Studies under its Long Term Planning Process.

- 3.3 Transport for London (TfL) and Network Rail carried out a consultation on route options for Crossrail 2 from 14 May to 2 August 2013. Details of the consultation were published here: <http://www.tfl.gov.uk/corporate/projectsandschemes/27405.aspx>
- 3.4 At its meeting on 21 May 2013, the Committee held a discussion with the following experts to help formulate its response on Crossrail 2:
- Lord Adonis, Chair, London First's Crossrail 2 Task Force;
 - Councillor Nilgun Canver, Vice Chair, London Councils Transport and Environment Committee;
 - Michèle Dix, Managing Director, Planning, Transport for London;
 - Paul Harwood, Principal Network Planner, Network Rail;
 - Professor David Metz, Visiting Lecturer, Centre for Transport Studies, University College London; and
 - Dominic Millen, Transport Partnership Manager and West Anglia Routes Group Coordinator, North London Strategic Alliance.
- 3.5 HS2 Limited carried out a consultation on its Phase One Design Refinement from 16 May to 11 July 2013, published here: <http://www.hs2.org.uk/design-refinement-consultation>
- 3.6 Network Rail carried out a consultation on its London and South East Passenger market study from 24 April to 25 July 2013, published here: <http://www.networkrail.co.uk/improvements/planning-policies-and-plans/long-term-planning-process/market-studies/london-and-south-east/>

4. Issues for Consideration

Crossrail 2

- 4.1 The response was agreed by the Chair, following consultation with the lead Members of the party Groups on the Committee and published on 30 July 2013. The response to the consultation is attached as **Appendix 1**.

High Speed 2 Phase One Design Refinement

- 4.2 The response was agreed and signed by the Chair on 11 July 2013, following consultation with the lead Members of the party Groups on the Committee. The response to the consultation is attached as **Appendix 2**.

Network Rail's London and South East Passenger market study

- 4.3 The response was agreed and signed by the Chair on 26 July 2013, following consultation with the lead Members of the party Groups on the Committee. The response to the consultation is attached as **Appendix 3**.

5. Legal Implications

- 5.1 The Committee has the power to do what is recommended in the 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:

Appendix 1: Transport Committee response to Crossrail 2 consultation

Appendix 2: Transport Committee response to High Speed 2 Phase One Design Refinement

Appendix 3: Transport Committee response to Network Rail's London and South East Passenger market study

Local Government (Access to Information) Act 1985
List of Background Papers: MDA Forms 482, 484 and 485 (Decision by an Assembly Member under Delegated Authority)
Contact Officer: Dale Langford, Senior Committee Officer Telephone: 020 7983 4415 E-mail: dale.langford@london.gov.uk

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Crossrail 2
Transport Committee consultation response and
position paper
July 2013



Introduction

This paper sets out the Transport Committee's response to the consultation run by Transport for London (TfL) and Network Rail. The Committee has developed its submission following discussion with experts at its meeting on 21 May 2013. At this session we heard from the following guests:

- Lord Andrew Adonis, Chair, London First's Crossrail 2 Task Force;
- Cllr. Nilgun Canver, Vice Chair, London Councils Transport and Environment Committee;
- Michèle Dix, Managing Director, Planning, Transport for London;
- Paul Harwood, Principal Network Planner, Network Rail;
- Professor David Metz, Visiting Lecturer, Centre for Transport Studies, University College London;
- Dominic Millen, Transport Partnership Manager and West Anglia Routes Group Coordinator, North London Strategic Alliance.

In addition we have received written information from a number of stakeholders and we have published these on our website alongside our response.

Our submission contains four principal conclusions; in summary:

- The Committee agrees there is a strong case for a new SW-NE rail link
- A regional option would have the greatest benefits for Londoners in the long term
- The Committee and other stakeholders would welcome further information about the data behind TfL's route options analysis for Crossrail 2
- Securing a funding package for Crossrail 2 is its most significant challenge and we welcome the announcement of central funding for a feasibility study to examine funding options

The Committee agrees there is a strong case for a new SW-NE rail link

London needs to build Crossrail 2 if it is to have sufficient high quality rail capacity to cope with a rapidly increasing population.

Significant population and employment growth underpin the need for Crossrail 2. The most recent forecasts predict that London's population will reach between 9.7 and 10 million by 2031.¹ We must also recognise that London's population growth has previously exceeded forecasts, and it is likely to again. TfL told us that its modelling for Crossrail 2 is based on population estimates that are already out of date because new data show that population growth has occurred at a higher rate than expected. Former Secretary of State for Transport, Lord Adonis, highlighted the fact that London's rate of population growth far outstrips projections in other parts of the UK. We agree with his view that the nature of London's expanding population provides a robust challenge to those who may argue that London has received sufficient investment in transport.

Rapid population growth without Crossrail 2 will put increasing strain on the rail and Underground network. Passenger volumes in the south west London corridor will increase by 36 per cent over the next two decades.² We heard that despite planned investment to increase rail capacity in London – including the Overground, Thameslink, and Crossrail 1 – London will require Crossrail 2 to relieve overcrowding in central London, and on the south west London corridor, and to provide access to opportunity areas in north east London.³ Across London, the level of Tube congestion that TfL had previously predicted for 2031 could now happen as soon as 2020.⁴

Investment in Crossrail 2 would generate sizable economic benefits. Estimates for TfL and Network Rail suggest that a metro option could generate wider benefits worth almost £33 billion, rising to over £49 billion if a regional option was chosen.⁵ We heard about the importance of new transport links in encouraging private investment in commercial and residential property and the role that rail plays in attracting white collar employees. Crucially, a new rail link would increase the connectivity and attractiveness of many residential locations for commuters.⁶ Professor Metz of University College London also stressed to us the importance of rail in promoting public transport. Rail plays a key role in encouraging the growing workforce to recognise that there is no need to commute by car.⁷

Furthermore, a Crossrail 2 alignment serving north east London would help to address issues of low employment and deprivation. We heard, for example, about research by Oxford Economics showing that if the boroughs in the Upper Lea Valley matched London's

¹ TfL, Crossrail 2: Summary of Option Development, May 2013, p. 3

² Transport Committee Transcript 21 May, p. 3

³ Transport Committee Transcript 21 May, p. 3

⁴ Transport Committee Transcript 21 May, p. 6

⁵ Figures based on estimate of wider benefits using a benefit to cost ratio of 3.5:1 for the metro option (currently estimated to cost £9.4bn), and 4.1:1 for the regional option (currently estimated to cost £12bn). Wider benefits include standard benefits that come with shorter journey times, new trips and journeys being less crowded as well as the broader benefits that come from stimulating the economy; TfL, Crossrail 2: Summary of Option Development, May 2013, p. 11

⁶ Transport Committee Transcript 21 May, p. 4

⁷ Transport Committee Transcript 21 May, p. 4

productivity average, this could increase London's Gross Value Added by £4 billion.⁸ In this way, Crossrail 2 would support not only the local economy but also that of London as a whole.

Alternative options to accommodate population growth, alleviate congestion on the rail network and improve access to opportunity areas represent poor substitutes for Crossrail 2. We have considered alternatives such as increasing capacity on overland lines in south west London⁹ or increasing the frequency of trains on the Tube. Lord Adonis warned, however, that the benefits of alternative options would be short-lived. In common with the 'patch and mend' approach before the decision to construct Crossrail 1, he considered that London would require further additional capacity in the form of Crossrail 2 soon after any improvements to existing lines.¹⁰

Moreover, potential alternative options would be neither inexpensive nor less disruptive for Londoners. TfL's most recent estimates for alternative rail enhancement measures are £8 billion.¹¹ This compares to current estimated costs of £9.4 billion or £12 billion for the Crossrail 2 metro and regional options respectively. A decision to enhance rail capacity using alternatives to Crossrail 2 would be significantly more disruptive for passengers also. For instance, work by Network Rail to increase capacity along the south west corridor would lead to considerable disruption on existing services. Crossrail 2, by comparison, would be built largely 'offline', meaning that disruption would be more limited to interchanges with existing services near the core metro section. We recognise, however, that construction of a new line could have a greater carbon footprint than introducing incremental improvements to existing lines. In the next phase of development, we would welcome detailed information from TfL on the environmental impacts of Crossrail 2 and how these relate to alternative options to increase rail capacity.

Crossrail 2 could secure better value for money for Londoners and investors if it is constructed soon. According to Crossrail's Chief Executive, if construction of Crossrail 2 follows closely behind Crossrail 1, there would be opportunities to capitalise on the technical expertise and skills already in place; the same skills required to plan, design, and construct Crossrail 2. We welcome the Government's announcement of a six-year funding settlement for TfL which provides funding for much-needed Tube upgrades. The Tube upgrade plan alone will not be sufficient to provide the capacity London requires in the long-term, however. Crossrail 2 is an infrastructure project that will add urgent capacity to the rail network and benefit the wider economy. The project will need sustained cross-party commitment to carry the project forward to its design and planning stage and to a Hybrid Bill in 2016.¹²

⁸ Transport Committee Transcript 21 May, p. 4

⁹ Through the installation of a fifth track of the south west mainline into Waterloo, or lengthening trains.

¹⁰ Transport Committee Transcript 21 May, p. 9

¹¹ Transport Committee Transcript 21 May, p. 5-6

¹² Michèle Dix, Transport Committee Transcript 21 May, p. 29

A regional option would have the greatest benefits for Londoners in the long term

We think that a regional scheme has greater benefits for Londoners than a metro scheme. A metro scheme could have benefits over a regional scheme by being more reliable (due to being independent of suburban and longer distance rail lines) and less expensive. A regional option, on the other hand, would have the advantage of carrying a larger number of passengers and alleviating overcrowding on existing services. Passengers at suburban stations such as Surbiton – which was on the route of the 10th most crowded service in the UK in spring 2012¹³ – could see improved services into Central London once Crossrail 2 is introduced. It could also provide greater connectivity than a metro scheme to new opportunity areas such as the Upper Lea Valley, opening up new residential areas.

Lord Adonis also asserted that a regional scheme would place less pressure on transport interchanges in comparison to a metro scheme. He illustrated this point using the example of Wimbledon – the proposed south west terminus of a metro option – where he anticipated congestion problems for passengers interchanging with the District Line. Consequently, there is a risk that high passenger demand could require TfL to extend Crossrail 2 to become a regional route at a later stage.¹⁴ Having said that, there may be a case for accelerating the construction of a central section of the route so that its benefits can be realised sooner than the time required to complete the full regional route. We would only support this under the condition that the government gave full commitment to completing to full route within a fixed period of time.

Although we support the regional option, we take the view that it should operate largely in the Greater London area because further extending the line would have negative implications for service reliability.¹⁵ We agree with the geographical area covered in TfL's regional proposal – the branch lines extending south west of London to Shepperton and Chessington South, for example. These stations are a similar distance from the Greater London boundary to other inner suburban rail services. Furthermore, it will be important for Crossrail 2 to stop at all stations along any route to maximise the benefits of the scheme to the highest number of people. We suggest there may be a case for a stop at Worcester Park Station, either in addition to, or as an alternative to a stop at Motspur Park, to extend the benefits of Crossrail 2 to communities in the area.

We have heard how Crossrail 2 could act as catalyst to develop new interchanges with other rail services, such as orbital rail in Barnet. For example, there could be a future rail link from the Crossrail 2 station at Alexandra Palace to Barnet. Equally, designing a Crossrail 2 station at Seven Sisters to interchange with South Tottenham station would enable passengers to connect with the London Overground. We would like to see TfL and Network Rail examine these opportunities in their on-going engineering feasibility work.

¹³ Department for Transport, Operators urged to tackle crowding on busiest services, 24 July 2013

¹⁴ Transport Committee Transcript 21 May, p. 15-16

¹⁵ Transport Committee Transcript 7 March, The Future of Rail in London, p. 16

We have considered the arguments around extending Crossrail 2 to Stansted Airport and we do not support this option. We recognise the clear need for improved rail links to Stansted Airport, however. Opening Crossrail 2 would take the place of some existing inner suburban services, which would release capacity to develop a separate fast and direct link from central London to Stansted.¹⁶

Finally, to maximise the benefits of the scheme, TfL and Network Rail should ensure Crossrail 2 is at the forefront of inclusive and sustainable design standards from the outset. All the stations on the route – both newly-constructed stations and those at existing sites – should provide full street-level to train accessibility for passengers with reduced mobility. In addition, TfL and Network Rail should ensure that the design around stations encourages arriving and departing passengers to travel by sustainable modes and facilitate safe walking and cycling. We would expect to see cycle travel supported by the provision of safe cycle routes to stations and extensive secure cycle parking at all stations, for example.

The Committee and other stakeholders would welcome further information about the data behind TfL's route options analysis for Crossrail 2

TfL and Network Rail's consultation material argues that Crossrail 2 will serve both to alleviate congestion and support regeneration. In south west London, overcrowding is the main driver for the scheme, while the arguments for the proposed alignment in north/east London focus on the ability of Crossrail 2 to support regeneration, combined with the capacity to reduce congestion on the Piccadilly and Victoria Lines.

The information we have received from TfL gives us limited insight into how it developed its shortlist of options, however. On request, TfL provided us a summary of its analysis of Crossrail 2 route options, but it does not set out the figures behind the appraisal it presents. This means that we do not know the respective costs of different long-listed options, or the value of the benefits generated by each option. In addition, we have some concerns that there may be inconsistencies in the way TfL appraised the options following scoring.¹⁷

We are concerned that the northerly alignment of the proposed regional option could generate fewer regeneration benefits than an easterly or north-easterly alignment. There have been calls for TfL to re-examine branch options that would extend to east London, such as a branch from Hackney to Grays via Barking. Evidence from the London Borough of Newham expresses concern that the proposed alignment would fail to improve rail access to disadvantaged areas. In the additional information that TfL provided the Committee, TfL notes that the relative costs and benefits of an eastern branch 'weaken its case for overall inclusion in the scheme'. While TfL estimates the cost of an eastern branch would be £3.5bn more than

¹⁶ We understand from TfL that the construction of Crossrail 2 depends on 3 or 4 tracking in the Lea Valley. Transport Committee Transcript 7 March, The Future of Rail in London, p. 9

¹⁷ For example, TfL's options analysis shows that the current safeguarded route performed most highly (32 points), yet it was denoted as 'scoring well'. A different cross-London regional route on the other hand, performed lower (30 points), but was denoted as 'scored very well'. Elsewhere, the analysis refers to the current safeguarded route as having a 'relatively high score', despite having the highest score of all options (TfL, Crossrail 2 Optioneering Analysis Summary, June 2013, p. 8 and p. 11)

the northerly alignment, it does not provide an estimated value of the benefits. Therefore, this restricts any assessment of the cost-benefit of an eastern branch against other options.

The limited information we have received suggests that TfL has given stronger weighting to congestion relief over regeneration arguments in its route options analysis. It appears that rail capacity growth near existing Tube lines (i.e. the Piccadilly and Victoria lines) has been valued more highly than introducing new capacity in areas currently underserved.¹⁸ The safeguarded route for Crossrail 2 would have served stations further eastward than the regional route TfL has now proposed. Under the proposed change, Crossrail 2 will no longer serve stations such as Homerton and Leytonstone, despite the greatest potential for regeneration lying in these and other areas of east London.

Before introducing fundamental changes to the current safeguarded route, the Committee should have access to the data behind TfL's proposed regional option. The proposed regional option could mean that Crossrail 2 will no longer serve east or north east London. It is important that the Committee and Londoners are provided the basis for TfL's decision to radically alter the safeguarding before the recommendation is discussed with the Secretary of State in 2014.

Recommendation 1

TfL should provide further information about the data behind the scoring for its route options analysis by 27 September 2013. A full explanation of the route options appraisal will enable the Committee to take a view about the proposed revised alignment.

While we are clear that Crossrail 2 would support regeneration, there are questions about the nature and scale of potential regeneration benefits. Crossrail 2 could have a positive impact in areas with poor transport links by improving connections between communities and employment opportunities. We heard, however, that land and property owners are likely to derive the greatest financial benefits from transport infrastructure developments. Academic experts also warned the Committee that decision-makers should acknowledge the relative benefits and disadvantages that Crossrail 2 could have for different types of property tenure (i.e. landlords and private or social rented sector tenants).¹⁹ Boroughs and others will need to ensure that less advantaged communities benefit from the potential regeneration impacts of the scheme. Crossrail 2 will rely on strong support from local communities if the proposal is to succeed. TfL should provide information about the regeneration and journey time benefits to boroughs so that they can engage meaningfully with communities to gain their support.

Before concluding on a preferred alignment, we would also like to see more information about the impact of Crossrail 2 on existing rail services. We understand that Crossrail 2 would replace some existing inner suburban routes, but the net impact for passengers at affected stations is not clear. Network Rail told the Committee that Crossrail 2 would not mean

¹⁸ TfL, Crossrail 2 Optioneering Analysis Summary, June 2013, p. 14, paragraph 6.1.4

¹⁹ Written evidence from Michael Edwards, UCL; and oral evidence from Professor Metz, Transport Committee Transcript 21 May, p. 7

reduced services on existing routes, stating: 'there will be nothing worse than the current level of service or an increase'.²⁰ We also know that in order to accommodate Crossrail 2, some stations will lose a direct Waterloo service, although Network Rail expects that most would retain a direct service.²¹

We are concerned that there is a lack of clarity about the rail services Londoners would lose as well as gain as a result of Crossrail 2. Network Rail has told us that it is not in a position to share any further detailed information at this stage on the expected service pattern or frequency of Crossrail 2 services in south west London, nor the balance of residual services into Waterloo.²² We would expect Crossrail 2 to deliver additional services to stations in the areas it covers in order that passengers genuinely benefit from this investment. Passengers should not be disadvantaged by the removal of services as happened when the South London Line was withdrawn alongside the completion of the orbital London Overground line. Londoners should have detailed information about the net change in capacity that would result from each of the proposed route options. These arguments are particularly pertinent for rail commuters in south west London, where the revised Crossrail 2 regional proposal includes three branch lines.

Recommendation 2

Before the safeguarding is revised, Network Rail should make clear any trade-offs in existing rail capacity from the proposed scheme, particularly in south west London. The Committee would welcome information by 27 September 2013 on which stations and routes would experience a reduction in services. Figures for the net change in capacity should be made available for each of the proposed route options so we can make a proper assessment of the potential capacity benefits. If this information is not yet available, Network Rail should inform the Committee about when it will be released.

Securing a funding package for Crossrail 2 is its most significant challenge and we welcome the announcement of central funding for a feasibility study to examine funding options

Central government commitment to Crossrail 2 is essential if the proposal is to become a reality. At the time of our hearing, TfL did not have any funding for Crossrail 2. Michele Dix estimated that TfL will require approximately £300 million to develop the proposals beyond the safeguarding stage, even before any construction takes place.²³ We strongly welcome the Government's announcement in the recent Spending Review to provide TfL funding of £2 million to conduct a feasibility study.

²⁰ Transport Committee Transcript 21 May, p. 13

²¹ Letter from Network Rail to the Chair, 24 June 2013

²² Letter from Network Rail to the Chair, 24 June 2013

²³ Michèle Dix, Transport Committee Transcript 21 May, p. 29

We believe a jointly-sponsored scheme between TfL, the Department for Transport and businesses should be the template for the Crossrail 2 funding proposal, as it was for Crossrail 1. The partnership funding model between TfL and central government played a central role in protecting the original Crossrail scheme from cancellation in the 2010 Spending Review.²⁴

We acknowledge, however, that Government expects TfL to find at least half the funding for Crossrail 2 from the private sector. TfL will require creative proposals to secure this. We heard that TfL could learn from the use of Community Infrastructure Levy payments in funding the Northern Line Extension to Battersea.²⁵ Such a funding model for Crossrail 2 would need to take account of the fact that businesses in London are already committed to paying Supplementary Business Rates for Crossrail 1 over a period of 25 years. In our report on Crossrail 1 we raised the issue of equitable taxation on businesses in boroughs that are not direct beneficiaries of that scheme²⁶ and we would urge TfL to address similar concerns in designing a funding package for Crossrail 2.

The London Finance Commission's proposals may also present opportunities for developing a funding package for Crossrail 2. The Commission proposed a number of options including greater self-determined decision-making powers relating to infrastructure, the ability to develop autonomous funding proposals and the removal of restrictions on borrowing limits. Speaking to the Planning Committee in July, Lord Adonis suggested that the Mayor could investigate options to draw on these proposals for Crossrail 2.²⁷

The financing model for Crossrail 2 should also acknowledge the increases in land values that will accrue to landowners and developers. We heard that TfL could improve its assessment of the uplift in land values, which may require TfL to draw on more extensive modelling than that used by the DfT. The Deputy Mayor for Policy and Planning has acknowledged that the Mayor and TfL can do more to capture future uplift.²⁸ A better understanding of the likely future appreciation in land values is needed to inform potential taxation levels on landowners.²⁹

Overall, we want assurance that the funding model for Crossrail 2 will reflect fairly the benefits that respective stakeholders will gain from the new line. This means that there must be safeguards to ensure that Londoners do not overpay for the scheme. As with Crossrail 1, Crossrail 2 will have benefits for local communities around stations, Greater London and the UK as a whole. In addition to London boroughs, communities on the route outside the GLA boundary (i.e. Hertfordshire County Council and Surrey County Council) should contribute to the funding for Crossrail 2. TfL's feasibility study must ensure that the funding package captures contributions from all the beneficiaries of Crossrail 2.

We look forward to seeing the conclusions of the feasibility study.

²⁴ Lord Adonis, Transport Committee Transcript 21 May, p. 9

²⁵ Michèle Dix, Transport Committee Transcript 21 May, p. 19

²⁶ Transport Committee, Light at the end of the tunnel, February 2010, p. 16-18

²⁷ Lord Adonis, Planning Committee Transcript 4 July

²⁸ Sir Edward Lister, Planning Committee Transcript 4 July

²⁹ Professor Metz, Transport Committee Transcript 21 May, p. 7

The Transport Committee

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Rt Hon Patrick McLoughlin MP
Secretary of State
Department for Transport
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Transport Committee
London Assembly
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Date: 11 July 2013

Dear Secretary of State

High Speed 2 Design Refinement Consultation Response

I am writing to you, on behalf of the London Assembly Transport Committee, to set out our response to the HS2 Design Refinement Consultation. Our response builds on the points we raised in our submission to the Department for Transport's initial consultation in July 2011. The Committee has a range of concerns about both the business case for HS2 and specific elements of the Design Refinement.

Our previous response acknowledged the likely shortfall in rail capacity on the West Coast Main Line and the need for investment in transport infrastructure. We continue to support the principle of high speed rail. The rising estimated cost of HS2 gives us cause for concern about the value for money of the proposal. We note that the revised cost ceiling for both phases represents a near 30 per cent increase against the original estimates.¹ We would welcome assurance, therefore, that HS2 will not jeopardise funding for vital investment in other parts of the rail network.

There is a case for a fundamental review of the cost benefit analysis of HS2. In our previous response we said that the Government needed to do more to justify HS2 on economic and transport grounds. Furthermore, we recognise that necessary proposals to mitigate negative impacts of HS2 (such as more extensive tunnelling) may increase the cost of the project. In view of the revised costs for HS2 we would like to see a new cost benefit analysis, providing an updated assessment of its benefits to London and the rest of the UK.

Turning to the Design Refinement Consultation, we have responded to those questions relating to the proposals in Greater London. We have developed our response in consultation with the London Assembly Environment Committee, which has set out the Assembly's views on the Draft Environment Statement in a separate document. The opinions of London boroughs affected by HS2 also inform our submission.

The key points of our submission are:

- More should be done to improve the passenger experience at Euston and to provide better onward public transport links, particularly safe routes for pedestrians and cyclists;
- The proposals for a HS1-HS2 link remain unacceptable in light of restrictions on future development on the North London Line; we would call on the Government to re-examine proposals for a tunnelled connection which could enable operators to make use of Stratford International;
- The Government should consider extending the tunnel beyond West Ruislip and Ickenham to the West of the Colne Valley, and develop measures to mitigate disruption to local transport services in Hillingdon;

¹ BBC News, 26 June 2013, [HS2 may cost £10bn more than planned, minister tells MPs](#)

- The Government should set out potential service levels for a spur to Heathrow, and consider whether to defer the decision until the Airports Commission reports in 2015;
- Moving the Colne Valley viaduct does little to address the negative environmental impacts, and we would call on the Government to consider a tunnelled option.

Euston Station

Consultation area

Rather than rebuilding Euston station entirely, the new proposal would provide new shared passenger facilities to the front of the station while retaining 13 platforms, with only minor modification, at their current level on the eastern side of the site, and 11 new platforms for high speed trains on the western side, constructed at a lower level. Please give your views on this proposal, indicating whether or not you support the proposal together with your reasons.

Our previous work outlined several concerns with the proposed redevelopment of Euston as HS2's London terminus. The plans involved the potential expansion of the station by around a third and we were concerned about the lack of clarity about the extent of development at the station. In addition to the publication of detailed development plans, we called on government to consider reconfiguring the station design, using continental platform stacking.

Two years on, the design refinement fails to deliver passenger improvements at the station. There continues to be a lack of clarity over the redevelopment of the station. We note that the design refinement reduces both the physical footprint of the original plans and the loss of green space. Retaining more of the existing platforms could also reduce the disruption that passengers would experience in the construction phase. We remain concerned, however, that the refinement remains a missed opportunity to improve the passenger experience at London's sixth busiest station and in fact the additional passengers may exacerbate existing transport congestion in the area.

Euston Underground station already experiences overcrowding at peak periods and this will only worsen with the introduction of HS2. Westminster Council is also concerned about a lack of capacity on buses and the underground at Euston to deal with the dispersal of many more passengers.² We maintain our view that the construction of HS2 should not proceed without Crossrail 2. We welcome the announcement of Treasury funding of £2 million for the Crossrail 2 feasibility study and we would urge the Government to ensure that Crossrail 2 is ready for the opening of the second phase of HS2.

Furthermore HS2 will require a radical plan to provide safe onward travel for cyclists and pedestrians. TfL's evidence to the Environment Committee shows that once HS2 is built, cyclist volumes could increase by almost nine times and pedestrians by almost four times their current level.³ Our report on cycling, *Gearing Up* (November 2012), found that there should be greater provision of segregated cycling facilities in London. These are necessary to provide safe space for all travellers to access cycling as a public transport mode. Safe cycling routes to and from the station will be particularly important for Euston where access to and from the station is by very busy and dangerous roads.

² Written information from City of Westminster

³ Environment Committee response to the Draft Environmental Statement, p. 5

HS1 – HS2 link

Consultation area

This proposed change consists of the widening of the North London Line viaduct between Kentish Town Road and Hawley Road to provide capacity for HS2 trains connecting onto HS1 in addition to local passenger and freight services using the line. Please give your views on this proposal, indicating whether or not you support the proposal together with your reasons.

Our previous response found that the proposed HS1-HS2 link on the North London Line (NLL) would have a negative impact on local rail services and surrounding communities. In our view, the original plans for the link were based on the cheapest option, with little regard for existing services on the NLL. These concerns related to the impact of increased congestion on suburban rail and freight services, which would have also reduced the speed of HS2.

The design refinement addresses our concerns about capacity only partially. We note that HS2 Ltd proposes to widen a section of the NLL by five metres. This would limit the options for further development to the London Overground on this section of the track, and constrain future capacity for freight services. Additionally, the construction impacts for local residents remain unacceptable. Furthermore, the design refinement does not improve the frequency of potential connections, as it allows only up to three HS2 trains per hour to connect to HS1. Providing the link at the lowest cost appears to remain the overriding factor and the design refinement does not allay our concerns.

We continue to hold the view that Government should re-examine the case for creating a dedicated tunnelled connection between HS2 and HS1. A tunnelled HS1-HS2 connection would address concerns about worsening overcrowding and remove the risk of future constraints on the NLL, and reduce the blight on nearby communities in North London. HS2 Ltd should investigate options for the location of a tunnelled link that maximises ease of connection for passengers and minimises disruption at surface level.

A design that facilitates greater HS1-HS2 connections could also incentivise operators to make use of Stratford International station. We previously concluded that HS2 Ltd should re-examine proposals for a HS1-HS2 link at Stratford International station. We note that stakeholders have proposed other options, such as a 'Euston Cross' HS1-HS2 link.⁴ In any event, developing a design that facilitates more connecting services between HS1 and HS2⁵ would provide passengers from the Midlands, the North, and the Continent greater access to new commercial opportunities in east London.

Northolt Corridor

Consultation area

This proposed change consists of replacing the proposed surface section of the route between Old Oak Common and Northolt with a bored tunnel including three new vent shafts. Please give your views on this proposal, indicating whether or not you support the proposal together with your reasons.

The proposals for a tunnelled section between Old Oak Common and Northolt are a partial improvement on the previous proposal which included a larger section running above ground. We are concerned, however, that the proposed tunnelled section is not as extensive as it could be. Greater tunnelling would mitigate the environmental and social impacts of HS2, such as noise. We would urge

⁴ Written information from LB Hammersmith and Fulham and Royal Borough of Kensington and Chelsea (joint response)

⁵ Than the maximum 3tph currently proposed in the HS2 Design Refinement

the Government to revisit options to extend the tunnel to the west of the Colne Valley – avoiding the need for a viaduct across the River Colne – as suggested by the London Borough of Hillingdon.⁶

Communities near the proposed tunnelled section are concerned about the impact of the scheme both in the construction phase and once HS2 is operational. Residents in Hillingdon would be particularly affected by the high volume of HGV traffic that would pass through the borough during construction.⁷ Traffic disruption would last for seven years, causing adverse impacts on congestion, pollution and bus routes. There would also be safety risks to both cyclists and pedestrians, who could be at risk from increased heavy traffic movements. We would want HS2 Ltd to work closely with TfL to install segregated cycle lanes in the borough (and on other roads used by HS2 construction vehicles) to protect cyclists from high volumes of HGV traffic.

Heathrow junctions

Consultation area

This proposed change consists of making provision so that a future link to Heathrow can be connected to the Phase One main line with the minimum of disruption to HS2 train services. Please give your views on this proposal, indicating whether or not you support the proposal together with your reasons.

To date, the business case for a spur to Heathrow has not been made due to a lack of information being made available. Our previous response said that the effectiveness of a spur cannot be evaluated until more information is released. We note that HS2 Ltd has not included an indicative service specification for the London-Heathrow HS2 link, despite doing so for other services on the route.⁸ The Government should provide more information about the service levels HS2 would intend to run on the spur to enable us and others to make a reasoned assessment about the benefits or disadvantages of the link.

In addition, the Committee has heard that the decision to include a link to Heathrow may be premature. The Airports Commission has yet to conclude whether Heathrow will remain London's major airport hub. The Assembly does not support any expansion of Heathrow, as we set out in our recent report on airport capacity (May 2013). We are aware of calls for the Government to defer the decision over inclusion of a Heathrow spur until the Airports Commission reports in 2015.

Colne Valley Viaduct

Consultation area

This proposed change consists of moving the proposed alignment of the Colne Valley viaduct by up to 60 metres to the north to reduce the disturbance to the River Colne. Please give your views on this proposal, indicating whether or not you support the proposal together with your reasons.

We are in favour of attempts to reduce the environmental impact of HS2 on the River Colne but the HS2 Design Refinement represents a very marginal improvement on the January 2012 proposals. We previously expressed concern that the proposed viaduct would be intrusive on its surroundings. The Assembly's Environment Committee's submission sets out the negative impact that an above ground alignment on this section would have for vegetation, wildlife, and the waterways. The proposal to simply re-locate the viaduct does not deal with the physical and environmental impact of the

⁶ Written information from LB Hillingdon

⁷ Written information from Ickenham Residents Association

⁸ Written information from LB Hillingdon

alignment in the Colne Valley. In common with our view on the Northolt Corridor, we would like the Government to revisit options for this section of the route – approximately 4.5km – to be tunnelled.

We trust that the Department for Transport will take account of these points and we look forward to hearing your response to our views.

Yours sincerely

Valerie Shawcross CBE AM
Chair of the Transport Committee

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LONDON ASSEMBLY

Valerie Shawcross AM, Chair of the Transport Committee

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26 July 2013

Dear Paul

Network Rail's London and South East Market Study Draft for Consultation

I am writing on behalf of the London Assembly's Transport Committee to set out our response to Network Rail's consultation on its draft London and South East market study.

This response draws on our previous relevant work on rail services in London including our responses to Network Rail's draft London the South East Route Utilisation Strategy (RUS) in March 2011 and the Initial Industry Plan in November 2011. Further details of all our work can be found online at: <http://www.london.gov.uk/who-runs-london/the-london-assembly/publications/transport>

The Committee welcomes Network Rail's decision to initiate its Long Term Planning Process and the strategic goals for rail set out in the market study – to support economic growth, reduce the carbon impact of the rail network, improve quality of life and promote affordability. Strategic assessment of the rail network's future needs, based on reliable demand forecasting, is central to providing transport to support London's population and economic growth. Our response offers comments in relation to the sections of the study on Long Term Demand Scenarios (section 6) and Long Term Conditional Outputs (section 7).

Long Term Demand Scenarios

Accurate population forecasts are clearly vital to planning future rail services but Network Rail's current assumptions could be an underestimate. The Market Study draws on the London Plan to produce modelled estimates for future demand but we would highlight that population growth in London continues to outstrip forecasts. The most recent estimates suggest that London's population will approach ten million by 2030¹ (rather than the 8.82 million by 2031 estimated in the London Plan,² on which Network Rail has based its assumptions³). This would place even greater demands on London's rail infrastructure and could mean that overcrowding could be worse than forecast. We support Network Rail's scenario planning approach but modelling will need to be refreshed regularly to reflect London's changing demography.

Growing employment in London will also need to be supported. There are forecast to be 850,000 more jobs in London by 2036⁴ and, as the Market Study recognises, the distribution of employment in London makes rail an increasingly popular choice of transport for commuters from both within and outside London (people living outside the capital hold around one in six London jobs – 800,000 jobs in 2011). It is therefore essential for London's economy that rail continues to be an attractive way of getting to work. We also

¹ Mayor of London, 2020 Vision, p. 12

² Mayor of London (2011) London Plan, p. 18

³ Network Rail, Long Term Planning Process: London and South East Market Study Draft for Consultation, p. 16

⁴ CEA Economics, (April 2013) London Labour Market Projections, p. 5

welcome the fact that the Market Study acknowledges microeconomic factors – such as falling car use – which reinforce the need for investment in sustainable public transport, and the railways in particular. We are concerned about the demand data for the South West Main Line into Waterloo. We note that the Study finds demand for stopping services for peak services to Waterloo are ‘unexpectedly low.’ This finding is contrary to the evidence we have received from TfL and Network Rail at meetings in recent months where stakeholders have highlighted worsening overcrowding on this line. This raises questions about the reliability of these data and we would call on Network Rail to undertake a review so future demand on this important rail corridor can be properly assessed.

Long Term Conditional Outputs

We strongly support the objective to deliver improvements in short or inner suburban journeys. We have long called for measures to enhance capacity on suburban rail services, including most recently the Overground, the West Anglia Main Line, the Sydenham corridor and the South West Main Line⁵. The popularity of the recently completed orbital London Overground – carrying four times as many passengers in 2012 as 2007 – illustrates the strength of demand for rail in London.⁶ Our frequent work on rail with Londoners and rail experts tells us that the provision of extensive, efficient and reliable rail services continues to be a priority issue for the city.

We are also encouraged that the Study acknowledges a need to support better rail access to airports. The Committee concluded that improving surface rail access to airports will play a key role in making better use of airport capacity in London and the South East and that it should be a priority area for rail investment.

Ticket prices are, however an area of concern. The Market Study notes that Network Rail has ‘not reached consensus among stakeholders’ about the role of pricing. We would urge you to ensure a wide range of stakeholders are represented in on-going discussions about the role of pricing so the views of all passengers are included in the negotiation process. The industry has been tasked with improving the efficiency of the rail network and passengers must not bear a disproportionate burden of attempts to reduce the gap between the rail industry’s costs and revenues. We have previously noted that UK passengers already pay among the highest fares in Europe and that any attempts to control peak demand through fares must be geared towards making off-peak travel more attractive.⁷ We also see a role for promoting home working by introducing more flexible ticketing options in such a way to reduce demand on peak services without having a negative effect on the economy.

Finally, we note that the long term planning process is reliant on a government commitment to funding the new rail infrastructure that London and the South East needs to deal with population and employment growth. Rail investment plays a key role in supporting London’s economy and that of the rest of the country.

We welcome this opportunity to respond to the draft London and South East market study and look forward to receiving details of how our work has been taken into account in the final version.

Yours sincerely


Valerie Shawcross AM

Chair of the Transport Committee

⁵ Transport Committee response to Initial Industry Plan (Nov 2011)

⁶ TfL press release, 7 February 2013, ‘London Overground introduces five-car trains to meet increasing demand’

⁷ See our response to the Department for Transport’s consultation on fares and ticketing in June 2012.

Subject: The Mayor's Future Transport Priorities

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 3 September 2013

This report will be considered in public

1. Summary

- 1.1 This report provides background information to the Transport Committee in relation to its meeting with invited guests to discuss the Mayor's future transport priorities as set out in his Vision 2020 document and other recent Mayoral/Transport for London (TfL) publications on future transport policy.

2. Recommendation

- 2.1 **That the Committee notes the report and puts questions on the Mayor's future transport priorities to the invited guests and notes the discussion.**

3. Background

- 3.1 The Committee has agreed to use this meeting to discuss the Mayor's future transport priorities as outlined in recent Mayoral/TfL publications. These publications include: the Mayor's Vision 2020 document (June 2013); the Mayor's Roads Task Force report and TfL's response to it (July 2013); the Road Safety Action Plan for London 2020 (June 2013); and the Mayor's Vision for Cycling (March 2013).
- 3.2 The Committee will explore a range of issues at this meeting including the extent to which the Vision 2020 and other recent Mayoral/TfL publications about future transport policy address London's transport needs and the challenges to implementing the Mayor's transport priorities and policies as outlined in these documents. The Committee will follow up its relevant past work during this meeting and also other recent Assembly work including the Plenary meeting with the Mayor on Vision 2020 on 24 July 2013.

4. Issues for Consideration

- 4.1 The following guests have been invited to attend this meeting to discuss the Mayor's future transport priorities:
- Isabel Dedring, Deputy Mayor for Transport;
 - Michèle Dix, Managing Director of Planning, TfL;
 - Professor David Begg, Chief Executive, Transport Times;
 - Professor Stephen Glaister CBE, Director RAC Foundation, and Professor of Transport and Infrastructure, Imperial College;
 - Ian Brown CBE, Non-Executive Director, Crossrail Ltd; and
 - Tom Platt, London Coordinator, Living Streets.
- 4.2 In addition to this meeting, the Committee may discuss the Mayor's future transport priorities with London Councils at a future meeting before setting out its findings in a letter to the Mayor and TfL.

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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Subject: Transport Committee Work Programme

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 3 September 2013

This report will be considered in public

1. Summary

- 1.1 This report sets out the work programme for 2013/14.

2. Recommendations

- 2.1 **That the Committee agrees its work programme, as set out in this report, including the proposal to discuss Transport for London value for money issues at the meeting on 16 October 2013 and Transport for London/borough liaison and rail issues at the meeting on 13 November 2013.**
- 2.2 **That the Committee delegates authority to the Chair, in consultation with party Group Lead Members, to agree the detailed proposal for the Committee's work on Transport for London value for money issues.**
- 2.3 **That the Committee notes the summary of the site visit relating to cycling safety at the Transport Research Laboratory's centre in Wokingham.**

3. Background

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

4. Issues for Consideration

- 4.1 The table below sets out the scheduled dates of the Committee's meetings in 2013/14 and lists the main topic(s) proposed for each meeting at this stage. The topics for future meetings are subject to change as the Committee develops proposals for its work. The work programme also provides for the Committee to respond to any matters that arise at short notice.

Transport Committee meeting date	Proposed topic(s)
Wednesday 16 October 2013	TfL value for money
Wednesday 13 November 2013	TfL/Borough liaison and rail issues

Tuesday 10 December 2013	Cycle hire scheme and the Mayor's cycling vision
Thursday 9 January 2014	Q&A session with Commissioner of TfL
Wednesday 5 February 2014	Crossrail – progress check
Wednesday 12 March 2014	[to be confirmed]

Topics identified for the work programme

- 4.2 The following paragraphs provide further details of the main topics that Members have expressed interest in exploring in 2013/14. Further work will now be undertaken on these topics to develop detailed proposals for the Committee's work. It is possible that the proposed timings of topics at meetings may change in light of this work. The Committee has a rolling work programme so it is always possible for some topics to be explored in subsequent years.

Crossrail 2

- 4.3 The Committee used its meeting in May to discuss Crossrail 2 in order to gather information for a response to TfL's consultation on Crossrail 2. The Committee published its response on Crossrail 2 in July 2013.

Bus services

- 4.4 The Committee used its meetings in June and July to gather views and information for its investigation into bus services in London. The investigation is focusing on current and future demand for bus services and how TfL is reviewing, redesigning and implementing changes to bus services to meet this demand. The Committee is now preparing its report setting out its findings and recommendations.

The Mayor's Vision 2020/future transport priorities for London

- 4.5 The Committee is using this meeting to discuss the future transport priorities and policies outlined in recent Mayoral/TfL publications. The relevant publications include the Mayor's Vision 2020 document (June 2013), the Mayor's Roads Task Force report and TfL's response to it (July 2013), the Road Safety Action Plan for London 2020 (June 2013) and the Mayor's Vision for Cycling (March 2013). This discussion is the subject of a separate item on the agenda for this meeting.

TfL value for money issues

- 4.6 This report proposes that the Committee discusses TfL value for money issues at its next meeting in October rather than at its meeting in November. It also proposes that the Committee agrees to delegate authority to the Chair to agree a detailed proposal for the Committee's work on TfL value for money issues in consultation with Party Group Lead Members.

TfL/Borough liaison

- 4.7 It is proposed that the Committee uses its meeting in November to explore issues relating to liaison between TfL and the London Boroughs on transport matters in the capital. This could include consideration of issues relating to street management and Local Implementation Plan (LIP) funding. By moving the Committee's discussion on TfL/Borough liaison to the November meeting, it will

provide an opportunity for the Committee to discuss with borough representatives relevant issues arising at this meeting in relation to the Mayor's future transport priorities and at the next meeting in relation to TfL value for money issues.

Rail issues including the future of London Overground and HS2

- 4.8 It is proposed that the Committee explore rail issues at a meeting later in 2013. This could include exploring the future of London Overground and the Mayor and TfL's progress in obtaining control of further inner suburban rail services in London.
- 4.9 The Committee may also wish to respond to any relevant rail consultations throughout the year. The Committee has responded to the High Speed 2 (HS2) Phase One Design Refinement consultation and to Network Rail's current four market study consultations in July 2013.

The cycle hire scheme and the Mayor's cycling vision

- 4.10 Members have expressed interest in using a future meeting slot to review the operation of the cycle hire scheme and following-up other cycling developments in light of the Committee's recent report on cycling safety – *Gearing up* (November 2012). This meeting may provide an opportunity for the Committee to hear from the Mayor's Cycling Commissioner.
- 4.11 The Committee followed up its report on cycling safety with a visit to TfL's off-road trials at the Transport Research Laboratory's centre in Wokingham in June 2013. A summary of this visit is attached as **Appendix 1** to this report.

Question and answer session with TfL

- 4.12 Members may wish to use one or more future meeting slots for question and answer sessions with the Transport Commissioner and TfL Board representatives. These sessions can provide an opportunity to explore a range of transport issues, TfL Board and committee discussions and decisions, and follow up topics which the Committee has covered in its past reports and recommendations.

Crossrail

- 4.13 It is proposed that the Committee could revisit Crossrail to check on progress in early 2014. This would provide for the Committee to follow up its past work on Crossrail including its report and recommendations in February 2010 and its subsequent progress checks at meetings in February 2011 and 2012, and March 2013.

Airport capacity

- 4.14 Following an informal meeting with Sir Howard Davies, Chair of the Airports Commission, in July, the Committee is providing more information to the Airports Commission on improving surface transport access at airports. The Committee may wish to follow up this submission and its full report, Airport capacity in London (May 2013), after the Airports Commission produces its interim report which is due by December 2013.

Other possible topics

- 4.15 Members have also suggested some other possible transport topics. These include: progress with the electrification of the Gospel Oak to Barking line and TfL's use of bailiffs. These topics will be kept

under review over the year ahead along with other transport issues in the event that the Committee wishes to make any changes to its work programme.

Responses to recent Transport Committee work

- 4.16 This section of the work programme provides details of any responses due from the Mayor, TfL and/or others to Committee reports.

Transport Committee work	Details of responses due (if appropriate)
Crossrail 2 – response to consultation (July 2013)	The Committee made two recommendations to TfL and Network Rail and requested responses to these by 27 September 2013

5. Legal Implications

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

6. Financial Implications

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

List of appendices to this report:

Appendix 1: Summary of Transport Committee's site visit to Transport Research Laboratory's centre in Wokingham in June 2013.

Local Government (Access to Information) Act 1985	
List of Background Papers: None	
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Note of Transport Committee's site visit to the Transport Research Laboratory, 7 June 2013

Present:

- Transport Committee and other Assembly Members: Valerie Shawcross CBE AM; Caroline Pidgeon MBE AM; Joanne McCartney AM; Jenny Jones AM
- London Assembly staff: Jo Sloman; Alastair Cowan; Nick Yates; William Bradley
- TRL staff: Tim Strong, Director of Transportation; Mary Treen, Senior Communications Manager
- TfL staff: Dana Skelley, Director of Roads; Christian van der Nest, Surface Government Relations Manager; Ben Johnson, Road Safety Senior Delivery Planning Manager; Korac Van Tuyl, Traffic Infrastructure Design

Overview of site visit:

The Transport Committee visited the Transport Research Laboratory (TRL) to observe the cycle safety trials TfL has commissioned. The visit followed the Committee's report on cycling, *Gearing Up*, published in November 2012, in which the Committee recommended TfL trial new safety technology to improve the safety of cyclists on roads. Members heard about TRL's trials of new infrastructure including a Dutch-style segregated roundabout; low-level cycle signals for signalised junctions; and Radio Frequency ID to notify HGV drivers about the proximity of cyclists.

1. Introduction and overview of the work TfL has commissioned from TRL

TfL introduced the trials, which are being run with input from the Department for Transport. The measures included in the trial are currently not permitted under UK legislation, and TfL is lobbying government to make changes to cycle safety technology. The trials address the range of different types of collision involving cyclists. TRL is testing a number of issues through the trials, including: user behaviour, user comprehension, user participation, and capacity. While the trials are testing cycle safety infrastructure specifically, they involve all types of road users. There are several stages to the trials, including review and analysis of the results; assessment of the impact of alternative road markings (using both continental and UK-style road markings); work with the DfT to secure permission for on-street trials; and the development of suitable locations to trial low-level cycle signals and Dutch-style roundabouts.

2. HGV cycle sensor technology – Radio Frequency ID (RFID)

TRL is testing an electronic RFID tag that warns drivers of cyclists. It is being trialled to identify cyclists approaching the nearside and the front of HGVs, within a 2-metre radius. If successful, electronic tags could be fitted to bicycles. The trial involves two manufacturers and it tests the effectiveness of the devices at detecting cyclists. The device emits an audio warning when it detects a cyclist, and the trial draws on human factors research to assess its effect on drivers. To date, the trial has involved HGV drivers and also the police.

3. Low-level cycle signals (LLCS)

Members observed a live trial of LLCS involving cyclists and motorists. TfL is testing the signals to inform UK-wide applicability. The Committee heard that cycle signal testing began with trials of high-level signals using a signal fitted with a red cycle logo in place of a solid red signal to examine whether it had the same effect as a solid red light. Smaller cycle signals were then introduced, positioned at cyclists' eye-height; these are fitted with Cycle logos on all three aspects.

The trial involves testing the road users' understanding and compliance to the signals and where road users wait in relation to the signals, the Advanced Cycle Stopline (ASL), and other road users. TRL is testing three variables: the timing of the lights, the position of the lights, and the size of the ASL.

TRL is also testing the behaviour of other road users and whether motorists and motorcyclists wait or proceed on the signals designed for cyclists. There are four stages to the trial; the first involving signals for both cyclists and motor traffic changing at the same time; the second testing the impact of an early

start for cyclists; the third examining the effects of moving motorists' signals to the base of the ASL; and fourthly, the impact of different distances of ASL (i.e. 5m/ 7.5m/ and 10m deep).

These trials are designed to determine the most suitable method for providing a "head-start" for cyclists at a signalised junction.

4. Dutch-style roundabout

The Committee visited the roundabout which has been designed as a typical roundabout on the inside, with an orbital roundabout on the outside which aims to separate cyclists from cars. The trial design uses an adaptation of UK road markings, and it tests whether motorists' comprehension of the need to give priority to cyclists. TRL's research also tests different ways of indicating cyclist priority (using ramps, or different road colourings, for example). Members heard that the trials will involve increasing levels of complexity, starting with single types of road user (eg. cyclists), followed by interaction trials with two types of road user (in which one is controlled), before progressing to trials involving uncontrolled road user groups, and multiple uncontrolled groups. The final stage of the trials will test the capacity of the roundabout to allow cyclist throughput. These data will inform modelling for junctions using this style of roundabout.

5. Digisim

Digisim is a simulated driving experience in which participants drive a car linked to screens displaying computer-generated streets. The Committee heard about TRL's work using this technology to conduct research on human factors and road user behaviour.