

AGENDA

Meeting **Transport Committee**

Date **Tuesday 10 November 2015**

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 AM (Chair)

Caroline Pidgeon MBE AM (Deputy Chair)

Kemi Badenoch AM

Tom Copley AM

Darren Johnson AM

Steve O'Connell AM

Murad Qureshi AM

Dr Onkar Sahota AM

Richard Tracey AM

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

Mark Roberts, Executive Director of Secretariat
Monday 2 November 2015

Further Information

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

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

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Certificate Number: FS 80233

**Agenda
Transport Committee
Tuesday 10 November 2015**

1 Apologies for Absence and Chair's Announcements

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

2 Declarations of Interests (Pages 1 - 4)

The Committee is recommended to:

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

3 Minutes (Pages 5 - 52)

The Committee is recommended to confirm the minutes of the meeting of the Transport Committee held on 15 October 2015 to be signed by the Chair as a correct record.

The appendices to the minutes set out on pages 11 to 52 are attached for Members and officers only but are available from the following area of the GLA's website:
www.london.gov.uk/mayor-assembly/london-assembly/transport

4 Summary List of Actions (Pages 53 - 72)

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

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

5 Action Taken Under Delegated Authority (Pages 73 - 124)

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 action taken by the Chair under delegated Authority, namely to agree the Committee's report, *Devolving rail services to London – Towards a South London Metro*.

The appendix to the report set out on pages 77 to 124 is attached for Members and officers only but is available from the following area of the GLA's website:

www.london.gov.uk/mayor-assembly/london-assembly/transport

6 Private Hire Regulations Review (Pages 125 - 126)

Report of the Executive Director of Secretariat

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

The Committee is recommended to:

- (a) Note the report, put questions on the Private Hire Regulations Review to the invited guests and note the discussion; and**
- (b) Delegate authority to the Chair, in consultation with party Group Lead Members, to agree a response to the Transport for London consultation on the Private Hire Regulations Review**

7 Surface Transport Access to Heathrow Airport (Pages 127 - 128)

Report of the Executive Director of Secretariat

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

The Committee is recommended to

- (a) Note the report, put questions on Heathrow Airport surface transport to the invited guests and note the discussion; and**
- (b) Delegate authority to the Chair, in consultation with party Group Lead Members, to agree a submission to the Government and House of Commons Transport Committee on this topic**

8 Motorcycle Safety (Pages 129 - 130)

Report of the Executive Director of Secretariat

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

The Committee is recommended to:

- (a) Agree to conduct a call for views and information with motorcyclists and other stakeholders;**
- (b) Agree to arrange a briefing on motorcycle safety with the Metropolitan Police Service's Bike Safe team; and**
- (c) Agree the terms of reference for its ongoing work on motorcycle safety, as set out at paragraph 4.3 of the report.**

9 London TravelWatch (Pages 131 - 132)

Report of the Executive Director of Secretariat

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

The Committee is recommended to receive an oral update from and put questions to representatives of London TravelWatch.

10 Transport Committee Work Programme (Pages 133 - 160)

Report of the Executive Director of Secretariat

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

The Committee is recommended to:

- (a) Agree its work programme for 2015/16, including the revised schedule of prospective topics for forthcoming meetings set out at paragraph 4.10 of the report;**
- (b) Note Transport for London's new strategy for social needs transport provision, setting out plans to implement Committee recommendations on door-to-door transport services, at Appendix 1; and**
- (c) Agree to use its meeting on 9 February 2016 to discuss rail infrastructure in London.**

The appendix to the report set out on pages 137 to 160 is attached for Members and officers only but is available from the following area of the GLA's website:

www.london.gov.uk/mayor-assembly/london-assembly/transport

11 Date of Next Meeting

The next meeting of the Committee is scheduled for Thursday 10 December 2015 at 10.00am in the Chamber, City Hall.

12 Any Other Business the Chair Considers Urgent

Subject: Declarations of Interests

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 10 November 2015

This report will be considered in public

1. Summary

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

2. Recommendations

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

3. Issues for Consideration

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

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

Member	Interest
Tony Arbour AM	Member, LFEPA; Member, LB Richmond
Jennette Arnold OBE AM	Committee of the Regions
Gareth Bacon AM	Chairman of LFEPA; Chairman of the London Local Resilience Forum; Member, LB Bexley
Kemi Badenoch AM	
Mayor John Biggs AM	Mayor of Tower Hamlets (LB); Member, LLDC Board
Andrew Boff AM	Member, LFEPA; Congress of Local and Regional Authorities (Council of Europe)
James Cleverly AM MP	Member of Parliament
Tom Copley AM	Member, LFEPA
Andrew Dismore AM	Member, LFEPA
Len Duvall AM	
Roger Evans AM	Deputy Mayor; Committee of the Regions; Trust for London (Trustee)
Nicky Gavron AM	
Darren Johnson AM	Member, LFEPA
Jenny Jones AM	Member, House of Lords
Stephen Knight AM	Member, LFEPA; Member, LB Richmond
Kit Malthouse AM MP	Member of Parliament
Joanne McCartney AM	
Steve O'Connell AM	Member, LB Croydon; MOPAC Non-Executive Adviser for Neighbourhoods
Caroline Pidgeon MBE AM	
Murad Qureshi AM	Congress of Local and Regional Authorities (Council of Europe)
Dr Onkar Sahota AM	
Navin Shah AM	
Valerie Shawcross CBE AM	
Richard Tracey AM	Chairman of the London Waste and Recycling Board; Mayor's Ambassador for River Transport
Fiona Twycross AM	Member, LFEPA

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

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

- where an Assembly Member has a Disclosable Pecuniary Interest in any matter to be considered or being considered or at
 - (i) a meeting of the Assembly and any of its committees or sub-committees; or
 - (ii) any formal meeting held by the Mayor in connection with the exercise of the Authority's functions
- they must disclose that interest to the meeting (or, if it is a sensitive interest, disclose the fact that they have a sensitive interest to the meeting); and
- must not (i) participate, or participate any further, in any discussion of the matter at the meeting; or (ii) participate in any vote, or further vote, taken on the matter at the meeting

UNLESS

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

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

4. Legal Implications

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

5. Financial Implications

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

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

Contact Officer: Dale Langford, Principal Committee Manager

Telephone: 020 7983 4415

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

MINUTES

Meeting: Transport Committee
Date: Thursday 15 October 2015
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 AM (Chair)
Caroline Pidgeon MBE AM (Deputy Chair)
Tom Copley AM
Kemi Badenoch AM
Darren Johnson AM
Murad Qureshi AM
Richard Tracey AM

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

1.1 Apologies for absence were received from Steve O'Connell AM and Dr Onkar Sahota AM.

2 Membership of the Committee (Item 2)

2.1 The Chair welcomed Kemi Badenoch AM to her first meeting of the Transport Committee. Kemi Badenoch AM had replaced Victoria Borwick AM MP as an Assembly Member in September.

2.2 **Resolved:**

- (a) That, further to the decisions on committee memberships agreed by the London Assembly at its Extraordinary Plenary Meeting on 16 September 2015, the appointment of Kemi Badenoch AM as a Member of the Committee, be noted.**

(b) That it be noted that the Membership of the Committee is now as follows:

**Valerie Shawcross CBE AM (Chair)
Caroline Pidgeon MBE AM (Deputy Chair)
Kemi Badenoch AM
Tom Copley AM
Darren Johnson AM
Steve O'Connell AM
Murad Qureshi AM
Dr Onkar Sahota AM
Richard Tracey AM**

3 Declarations of Interests (Item 3)

3.1 Resolved:

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

4 Minutes (Item 4)

4.1 Resolved:

That the minutes of the meeting of the Transport Committee held on 9 September 2015 be signed by the Chair as a correct record.

5 Summary List of Actions (Item 5)

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

5.2 Resolved:

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

6 Motorcycle Safety (Item 6)

6.1 The Committee received the report of the Executive Director of Secretariat as background to putting questions on motorcycle safety to the following invited guests:

- Ben Plowden, Director of Strategy and Planning, Surface Transport, Transport for London (TfL);
- Lilli Matson, Head of Strategy and Outcome Planning, TfL;
- Dr Leon Mannings, Policy Adviser, Motorcycle Action Group;
- David Davies, Executive Director, Parliamentary Advisory Council for Transport Safety (PACTS);
- Graeme Hay, Government Relations Executive, British Motorcyclists Federation; and
- Craig Carey-Clinch, Policy Advisor, Motorcycle Industry Association.

6.2 A transcript of the discussion on motorcycle safety is attached at **Appendix 1**.

6.3 During the course of the discussion, the Committee requested the following further information in writing:

- Details from TfL of the Transport Research Laboratory study of 90 motorcycling fatalities and other relevant accident data;
- An overview from TfL of the most recent data on motorcyclist casualties;
- An update from TfL on progress with each of the actions in the Motorcycle Safety Action Plan;
- Details from TfL on how much money was allocated for motorcycle safety compared to cycle safety and pedestrian safety within the TfL budget; and
- Information from PACTS on police forces which use the handheld collision recording device, CRASH, along with any information about how useful the police find it.

6.4 The images referred to by Dr Leon Mannings during the question and answer session are attached at **Appendix 2**.

6.5 The Chair proposed and it was agreed that the Committee should also seek the views of motorcyclists on their priorities for motorcycle safety by way of an informal survey.

6.6 **Resolved:**

- (a) That the report and discussion be noted;**
- (b) That the views of motorcyclists on their safety priorities be elicited via an informal survey; and**

- (c) **That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree a report on motorcycle safety arising from the discussion.**

7 Taxi and Private Hire Services (Item 7)

- 7.1 The Committee received the report of the Executive Director of Secretariat.
- 7.2 The Chair informed the Committee that at its next meeting, on 10 November 2015, the Committee would be discussing the Private Hire Regulations Review with representatives of TfL.
- 7.3 **Resolved:**

That the following be noted:

- (a) **A letter from the Deputy Mayor for Transport, following up the discussion at the Committee's meeting of 8 July 2015, including an update from Transport for London on progress implementing the recommendations of the Committee's report, *Future Proof*;**
- (b) **The note of a meeting of party Group Lead Members with representatives of Uber London Limited; and**
- (c) **The note of a meeting of party Group Lead Members with representatives of Addison Lee Limited.**

8 London TravelWatch Business Plan and Budget Bid 2016/17 (Item 8)

- 8.1 The Committee received the report of the Executive Director of Secretariat.
- 8.2 The Chair informed the Committee that representatives of London TravelWatch were unable to attend the meeting, but any issues that Members wished to raise could be addressed at a future meeting.
- 8.3 The Committee noted that the draft budget and business plan was in line with the Committee's expectations
- 8.4 **Resolved:**

That the proposed London TravelWatch budget and business plan for 2016/17 be agreed as the basis for recommending a budget for London TravelWatch for 2016/17.

9 Transport Committee Work Programme (Item 9)

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

9.2 **Resolved:**

(a) That the Committee's work programme for 2015/16, including the revised schedule of prospective topics for forthcoming meetings set out at paragraph 4.10 of the report, be agreed; and

(b) That the note of a meeting with representatives of Centre for London as part of its investigation into National Rail services be noted.

10 Date of Next Meeting (Item 10)

10.1 The next meeting of the Committee was scheduled for Tuesday 10 November 2015 at 10.00am, in the Chamber, City Hall.

11 Any Other Business the Chair Considers Urgent (Item 11)

11.1 There was no other business.

12 Close of Meeting

12.1 The meeting ended at 12.27pm.

Chair

Date

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

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Transport Committee – 15 October 2015

Transcript of Agenda Item 6 – Motorcycle Safety

Valerie Shawcross CBE AM (Chair): Item 6 is our exploration of motorcycle safety. Can I welcome our guests today, who have voluntarily agreed to give us their time.

From left to right the way I am facing you, we have our old friend Ben Plowden, who is Director of Strategy and Planning at Transport for London (TfL). We have another old friend, Lilli Matson, who is Head of Strategy and Outcome Planning at TfL. TfL is well represented today. Thank you. David Davies is the Executive Director of the Parliamentary Advisory Council for Transport Safety, otherwise known as PACTS. You have swapped seats? My apologies. Welcome, David. Dr Leon Mannings is the Campaign and Policy Adviser from the Motorcycle Action Group (MAG). Leon has very kindly laid around some presentation material that he will want us to look at and we will put that into the public arena. Next to him we have Graeme Hay, Government Relations Executive from the British Motorcyclists Federation (BMF). Welcome, Graeme. On our right here we have Craig Carey-Clinch, Policy Advisor from the Motorcycle Industry Association (MCIA). Again, thank you to all of you today for coming along.

I just want to ask you a few opening questions, if I may. If as part of that there is something very important you want to tell us about your organisation and the work you have been doing on this and what you have learned, you might want to just make one or two introductory comments. We have a lot of detailed questions to come into.

It is obvious from the data that motorcyclists are over-represented as victims of road crashes and there is a tragic level of deaths and injuries amongst motorcyclists. Perhaps you could one by one just say something about why that is the case in your view and, in particular, is there a reason why this year the figures seem to be worse than in previous years? Shall I come to the motorcycling organisations themselves to begin with? Craig, do you want to say something?

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): Yes, thank you, Chair, and thank you also to the Committee for the opportunity to come and talk to you today about this very important issue.

The MCIA has worked for many years with TfL on various initiatives. I should say right at the outset that we are very appreciative of all the work that TfL has done through various individual initiatives over the years. If you look at the casualty statistics through the early 2000s, for example, there was quite a marked decrease in casualties at a point when we were starting to look at initiatives that went beyond just safety and were also about how motorcyclists can operate within traffic. We had issues like bus lanes starting to be considered. We did research into the use of advanced stop lines and various other things.

Since the economic downturn, mileages have decreased a little bit for motorcycle usage and the market has gone down. Since 2013, we are looking at about a 12% year-on-year increase. The market is very different now. There are a lot more commuter motorcyclists on the roads. Scooters, mopeds and what you could call multiuse larger bikes seem to be the most predominant bikes being sold in London and the southeast.

In terms of the increase in casualties, it can only partly be explained by increases in usage. We have seen a lot of redesign of London streets in recent times, which has narrowed road space in many cases. We still feel that what TfL is doing - and it is good work - in the area of specific safety needs to be much more enriched by the

consideration of the linkage of motorcycle use, traffic use and transport policy. Maybe a lack of that is not helping in terms of bringing casualties down.

Valerie Shawcross CBE AM (Chair): Thank you very much. Graeme, why do you think that motorcyclists are disproportionately represented amongst casualties?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): This year, as Craig [Carey-Clinch] has pointed out, there is a growth. There is an increase in economic activity. There is an increase, we believe, in motorcycle activity on the roads.

In terms of education for riders and new riders particularly - they are the ones who are at particular risk in this very demanding environment - the compulsory basic training (CBT) and the training undertaken by riders prior to going on the road is 25 years old. The Department for Transport (DfT) has only just recently revised that. The MCI is setting standards for riding training and the DfT is also, through the Driver and Vehicle Standards Agency (DVSA), going back into the business of scrutinising the training and the content of it. Therefore, we have come to the end of what had previously been a very successful initial training scheme and we are now embarking on something slightly better.

In terms of engineering, I would echo the view that the demands on London's street space are considerable, as they always have been, but the diminution of some areas is causing a problem. Many things have been done in London streets to improve safety for many user groups, but access to those areas is not universal. Access to many of those areas that may offer safer travel and remove the need to overtake into oncoming traffic and so on exists on TfL roads but not in all of the boroughs. There is such inconsistency in areas of the highway that motorcyclists do and do not have access to as they travel through London that it leads to general confusion.

Therefore, I am optimistic for training. The end of something has been part of it. Road space is under pressure and is discontinuous. To use again the expression, 'road safety for all' needs to be enriched in London. In terms of the enforcement of transgression, I do not believe there are any more motorcyclists committing traffic offences today than there are on any other day.

Valerie Shawcross CBE AM (Chair): We are going to have to dig into some of this. We are looking for some evidence base on some of this, but those were very helpful opening comments, Graeme.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): In terms of why motorcyclists are disproportionately represented, I am going to start from the point that travelling at speed on two wheels is inherently more risky than on four wheels with the protection of a car. That is why they are disproportionate. Therefore, the key thing really to look at is the trend and obviously we all want that to be coming down in terms of absolute numbers and casualty rates.

On the question as to why this year there has been an increase in deaths, which is worrying, there has been an increase in motorcycle sales. I do not have the latest figures on usage but what I understand is that there has been a general increase in motorcycle use on London.

I do not think there has been the focus on motorcycles that particularly pedal-cyclists have had over the last few years. That is not to criticise the focus on pedal-cycling safety; it is say that we also need to raise the focus on motorcycle safety. That is in the media and to the public at large.

I do not have evidence, I must admit, but there may well be something in the issue of congestion, the narrowing of lanes and the taking away of road space, which is leading to motorcyclists taking more risky

behaviours, undertaking, weaving and that sort of thing. That does require some quite detailed analysis, which I must admit I do not have.

Valerie Shawcross CBE AM (Chair): That was very helpful. Thank you. Very good. Leon, I should say that you have two hats on in a way. You are also a member of the TfL Roads Task Force, are you not?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): Yes, indeed. I am in many committees in TfL; the Design Review Group for Cycling as well.

The simple answer to the question of why motorcyclists are disproportionately represented in, let us say, people killed or seriously injured (KSIs) is actually grimly simple and it is that they are particularly vulnerable road users and almost identically to cyclists, ironically. What is important is to recognise that when you look at KSI figures in London, fairly consistently, cyclists are around about 20% and motorcyclists are around about 21%. It gives us a clue right from the start, which is perhaps misinterpreted at times, because we have a slightly different approach to two groups of two-wheeler riders. We are all very aware that cyclists are vulnerable people when they are on a two-wheeler, but there tends to be some view of motorcyclists that they are inherently dangerous and that therefore they are in a different category. However, in terms of the facts, we are talking about people on a vehicle on which they are completely exposed and often not seen.

I do not know if you want me to illustrate that with an example of where this takes us, but we have had some very important progress in TfL in one regard. It is talking about something that has come up so far and that is in terms of the adverse impacts that are inadvertently created by schemes that are very genuinely designed to enhance safety. In this little pack is the first of these pictures that you may see¹. Ben [Plowden] and Lilli [Matson] have seen these. Although it started off as a difficult thing, it has turned into a good story.

One of the keys to increasing safety for motorcyclists is to be more observant as to what we are doing in London that actually increases risk. If you look at this first picture of a traffic island, what could possibly go wrong for powered two-wheeler (PTW) riders? “Nothing at all”, would be most people’s normal reaction. However, if you turn over the page, you will see that the ‘keep left’ sign, one of those flexible things, had been bashed away. As a matter of fact, this occurred in my area. Prior to the scheme going in, some of us - including me - said, “That ‘keep left’ sign will get knocked off by a truck. It is not ‘if’. It will”. It did. As a consequence, the unfortunate scenario was - and Ben and Lilli worked very closely with me on this because, as it happened, it involved a member of Ben’s team - that it was a bright, sunny day and there was a cyclist on the left-hand side as you are looking at the scene. There was a chap on a scooter and he saw the cyclist and thought to overtake him. There was no speed issue here, incidentally. It would give the cyclist as much room as possible. He saw the big ‘keep left’ sign on the right of the island, saw the cyclist, picked the middle path and then found himself on the tarmac with what police described as ‘life-changing injuries’.

That was all very grim and it has taken us three years from starting to look at this. This is about is one key to reducing casualties: it is to enable designers of schemes to think about this other third group of vulnerable road users.

Valerie Shawcross CBE AM (Chair): Yes, that was very helpful.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): If I could just finish, the last bit of this is that - again, thanks to Lilli - we tracked how this incident was treated. If you look at the accident report that ended up with TfL and is all that TfL would have to work on, it says that the cause of the crash was a hit kerb.

¹ See Appendix 2 to the minutes

The great thing about this that I would like to report right now is that Ben and Lilli have been very supportive and a handbook is being designed as we speak to try to address those issues. That is one of the keys.

Valerie Shawcross CBE AM (Chair): That was a really helpful illustration of the sorts of things that can go wrong. We will dig into the data issue a little bit more. Ben and Lilli, does one of you or both of you want to say something?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Yes. Probably just because of the statistics, it sits more with my team.

Just to give a little bit of context, motorcycle collisions are one of the most difficult things that we work on and that we work with the London boroughs on to address. Over the longer term, the trends are, apparently, positive. If we look back at the baseline period against which we monitor, 2005 to 2009, there has been a 34% reduction in the number of KSIs. It is down 50% since 2000 and so that is good news. However, we are absolutely focused on the fact that last year and particularly this year there has been a real increase in people being killed, in particular, on motorbikes.

You asked why. As soon as we identified that spike in January this year, we were doing additional data analysis and taking as early as we could the information we could get from the police. What we found was consistent with what was in the fatalities report that we commissioned back in 2013 on motorcycle fatalities. Cyclists, pedestrians and motorcyclists are all vulnerable road users in London. They are our key priority and focus.

They have different causes of their collisions. When you look at the fatalities, there are different factors. Around 48% involved excessive speeding. Around 32% involved no other vehicle being involved. It was interesting that around 19% of the riders had less than one year's experience and so this training point is extremely important. There was an over-representation of big bikes over 500 cc. This is not the same as what we are dealing with for pedestrians. It is not the same as what we are dealing with for cyclists. It has very particular measures.

The recommendation from the Transport Research Laboratory (TRL) in that fatalities report is that we focus on things like speeding, on training, on getting riders to wear personal protective equipment (PPE). The road design is important and I hope we will get a chance to talk a bit about that because it is important, but it is those other factors that we really need to work on and we have been working on them with the London boroughs. They would be really interesting for your inquiry.

Valerie Shawcross CBE AM (Chair): Lilli, what was the source of that data?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): This is a report by TRL. It is publicly available on the website but we of course can send it to you. It is a detailed study of the 90 fatality studies that the Metropolitan Police Service (MPS) provided to TRL on our behalf so that it could go very much into the data.

Valerie Shawcross CBE AM (Chair): We would really appreciate that because we were distressed by not finding enough data.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): No. If you remember, we have talked before about the Road Safety Action Plan, which absolutely prioritises the three vulnerable road user groups in London: pedestrians, cyclists and motorcyclists. For all three we have a safety working

group, for all three we have done a detailed fatalities study and for all three we have an action plan with, in this case, motorcyclists, 29 actions --

Valerie Shawcross CBE AM (Chair): We knew about the actions. I had not seen the detailed data.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): -- and the fatalities study, absolutely. If you need more data, obviously, just let me know because this is fatalities but there is also detailed information on serious casualties, which is similar but not exactly the same.

Valerie Shawcross CBE AM (Chair): Yes. There have been quite a lot of near-misses as well. We have read somewhere that something like 60% of drivers experience a near-miss. Any kind of data that you have would be extremely helpful to us. Ben, did you want to add anything?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): The only thing I would add, Chair, is that, as Lilli has suggested, the approach we are taking to dealing with the 80% of KSIs that are now accounted for by those three groups is completely consistent for all three groups. We have a very detailed analysis based on the police reports and other research like the TRL research on what we think is happening when these KSIs arise. We have a programme that is developed with all the key stakeholders that takes the form of the actions plans we have just talked about. That spans right across highway design and engineering measures where that is necessary and appropriate, marketing and communications, training, enforcement and all the things that you would expect us and our partners to do.

Therefore, I hope you are reassured that we are taking motorcycle safety very seriously alongside the safety of those other two vulnerable road user groups. Although the factors are different between the different groups, necessarily, because of the different forms of travel involved, the approach that we are taking in terms of analysis, scheme delivery and engagement with stakeholders is entirely consistent across all three groups.

Valerie Shawcross CBE AM (Chair): OK. That sounded like a concluding comment rather than an opening one, Ben. Before we accept your reassurances, Ben, we will dig in a little bit more, if I may. One of the things that has been apparent - and I think you referenced something there, Lilli - is the different safety record and the different size, weights and types of two-wheelers.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): If I can add a bit, I am sure the motorcycle representatives will actually know more than I.

As I said, in the fatalities study, the representation of the 500 cc bikes, the bigger bikes, was the most common bike in fatalities. From my understanding, around 50% of the vehicle makeup in London is scooters, but they are disproportionately less represented in the casualties. In short, if you have a bigger bike and you are not well trained, the chances of having a loss of control collision are greater. Also, the chances of the potential to go much faster also exist. Therefore, there is an issue there.

Valerie Shawcross CBE AM (Chair): Would our colleagues agree with that? Yes?

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): Broadly speaking, yes. It is interesting to hear about the speed involvement in the accidents. It would be interesting to drill further into it to see how speed contributed towards that through lack of anticipation, other vehicles on the road and that sort of thing. It certainly is a key issue. Certainly the market figures do show a predominance of scooters and mopeds.

It is important also to remember that to look at these figures we need to include what is going on in the Home Counties because so many people commute into London. It gives you a better idea of the whole market makeup when you do look at the Home Counties. The adventure sport machines seem to be quite popular now and they probably comprise the larger section of the higher-cc bikes that Lilli [Matson] mentioned just now.

Valerie Shawcross CBE AM (Chair): One of the things that we observed in the data was that motorcyclist casualties seem to have increased faster in London than in the rest of the UK. Any comments on that? Is that just about the economy?

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): I have a slightly tangential but hopefully relevant point. PACTS has published what we call the *Constituency Road Safety Dashboard*. We have looked at STATS19, the same police casualty records, on the basis of where people live rather than where the crash occurred. On average - not just motorcycles - 50% of those crashes involving residents happened outside the constituency. Of course, it is very relevant to what happens in London, but if you are trying to get messages across to motorcyclists, for example, it may be more appropriate to target them where they live. Looking at it on a residency basis can be quite useful.

On that basis of residents, of the top ten constituencies with the highest levels of motorcycle casualties - all casualties, including slight - London had seven out of the top ten. Brent Central had about three times the national average. I am just saying that there are different ways of looking at it. Particularly with the large bikes, it may well be that Londoners are going out into Kent or wherever and the crashes are occurring there.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): In terms of drilling into the data, part of the point of that first illustration was that we actually do not know a lot of stuff that we would like to know. For example, the illustration of that particular casualty will have been listed as a 'loss of control'.

Part of the problem that we have when looking at this data is a frustration with not having rich enough data. STATS19 is helpful, but part of the thing that Lilli [Matson] and I were interested in was to see - and we happened to know, because we had a connection with this particular incident, what had happened - what we ended up with you and your Committee Members actually looking at in terms of data. I would make a strong plea for any efforts you can make to encourage more resourcing - primarily from the DfT, I would expect - in terms of enriching that data and the casualty record. That would be great. It is a very, very difficult problem.

Valerie Shawcross CBE AM (Chair): It would be helpful if we could have some comments from everybody on whether or not they feel that the data that is collected on causality of accidents and contributing factors is robust. I have had it commented to me by somebody else that the way the police collect this data is rather clunky and unreliable. Handwritten records are passed down the line and there is loss of information. It is not just necessarily that it is not well captured in the first instance. Does anybody want to comment on the data collection? I have seen Craig first and then Lilli [Matson].

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): I would like to address the previous question first of all, which was about the overall situation in the UK.

Looking at the figures there, all casualties are down over the baseline by 11% with a 38% reduction. That gives some comparison. In fatalities, London is 37% over the baseline but had a 14% increase in overall casualties. There is certainly a different situation. It is partly because when you come into London there is almost no facility given to motorcycle riding in the same way that you get for some other modes of transport.

Long term, though, in London, we have since 1993 a market increase of around 100% in the numbers of bikes in use on London streets, but the long-term historical trend is 29% down on deaths and 5% down on casualties. What we are looking at here is trying to tackle a short-term and very worrying shift-around in the stats rather than a long-term issue of more motorcycling leading to more casualties. That simply is not actually the case.

In terms of data collection, STATS19, I believe, is the form that is still used for that. Getting changes to this is quite difficult and that is something you might want to talk to the DfT about at some point.

Valerie Shawcross CBE AM (Chair): The worrying thing there, though, is that to assume that this is a short-term trend is to miss the possibility that there might be some long-term things happening. Things have been changing very rapidly on London's roads, not just the engineering you have been talking about but other things going on. We have seen a huge increase in minicabs, for example, and congestion has risen. There is a lot that is changing and so I do not know that we can assume that this is a blip. It has been put to me that this is just a spike but it might not be and we need to get on to that.

Are there any comments from people about the quality and the robustness of the data that we are all looking at? Lilli?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): I do not want to keep going back to the data point. It is worth us writing in because the information that we have in terms of our comparison with other big cities such as Birmingham, Newcastle, Manchester and Leeds is that they last year saw a 16% increase in casualties whereas we were seeing a reduction in some areas. It is not going to help you if we start having a discussion about data, but I would like to have the opportunity to be able to set out the casualty data on motorcycles and submit it to you for consideration, if that is helpful.

Valerie Shawcross CBE AM (Chair): The point that Leon [Mannings] was making - and I think we are all alive to it as well - is that the data as collected and passed on is not very rich. The [police] officer onsite might not be somebody who would see that issue.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): No. We are absolutely agreed on that. This is a current and ongoing discussion between TfL and the MPS.

Our ideal is to get handheld devices for the police so that we do not have a three-month delay with handwritten information, which may be partial even though I know they are trying to do their best in the situation. We would like handheld devices so that we can have instant access to that data. That is our wish and that is what we are talking about. It would be much more free and flexible. The officers could record exactly what they see and it would not be limited. It is actually a little yellow paper book where you tick boxes. It is very restrictive.

Valerie Shawcross CBE AM (Chair): Yes, that is what I have heard about it.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): We miss valuable data, which could be the data that Leon [Mannings] is talking about.

Valerie Shawcross CBE AM (Chair): In terms of the work that you have been doing, Lilli, on this, did you say that you had been doing some more qualitative work like reading coroner's reports, for example?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Unfortunately, when there is a fatality, you go much beyond the yellow book. There is an actual police investigation and a much richer source of information. Nevertheless, it all starts from the handwritten notes. First of all, getting every incident even the near-misses recorded gives you more data. Thankfully, there are only 30 fatalities, but it is not enough data to really get hold of. We want to know about all the collisions because that will give us patterns that we can follow.

Other things we have been looking at are things like hospital episode statistics. Someone might have just a little near-miss and it is not recorded in any police effort, but it is recorded if they then go to hospital. If we start collecting that data, again, we get a richer picture about where these incidents are happening. That is an example.

Valerie Shawcross CBE AM (Chair): I have one more question from me and then I will come to Dick [Richard Tracey AM], if I may. I hear what you say about motorcyclists: by definition, they are on two wheels, they are on powerful vehicles, they are exposed and they are vulnerable. However, motorcycles are also disproportionately involved in collisions with pedestrians. Would anybody like to offer some explanation as to why that is apparently the case?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): I am afraid that the data on this is fairly robust in the sense that, when you look at pedestrian casualties, the number one contributory factor is failing to look properly. It is a very, very high proportion. The tragedy is that in London, which is one of the biggest cities in the world, it is a very different business if you fail to look properly if you are a pedestrian in London than in many other parts of the UK. Almost every day when I am riding in on my scooter or motorcycle, I have a pedestrian step in front of me. I happen to be very keen on staying alive and keeping everybody else alive, but other people maybe have their minds on other things. Therefore, this is quite a critical issue.

Valerie Shawcross CBE AM (Chair): Leon, we are talking about a population where children and older people are disproportionately represented amongst pedestrian casualties. When you say they failed to look properly, it does throw some blame triggers. We are interested in this environment being safe for anybody. Why would people fail to look adequately for motorbikes but --

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): There is an incredibly important distinction between blame and responsibility. 'Blame' is a very pejorative word and it is not one that I use. The reason that pedestrians fail to look properly range from being on the phone to looking at something on the other side of the road and, to be blunt about it, being intoxicated. There is no training for pedestrians, etc, anymore and so, in terms of --

Valerie Shawcross CBE AM (Chair): That might explain some pedestrian casualties. Why are motorcyclists over-represented in this scenario?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): I am not sure about the extent to which they are. I have not seen that data. Have you?

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): As Leon says, if you look at the statistics and the STATS19 police report, quite rightly, it does say 'failed to look' and it records that as a contributory factor in a very high proportion of pedestrian casualties, not just motorcycle casualties. However, it is a contributory factor; it is not about blame or responsibility. There is also a big question mark about the validity of that coding. Almost by definition, if a pedestrian steps into the street, it is easy for the police officer to say 'failed to look'. We and others have questioned the meaningfulness of that.

You could equally ask if the driver should have looked a bit more closely or if the motorcyclist should have looked out for the possibility that a pedestrian might step out. The STATS19 data is very good for when and where and so forth. It is not very good at explaining causation or attributing blame.

In terms of why motorcyclists are more likely to be over-represented, first of all, there is a perceptual issue about what one expects to see. Drivers and other road users expect to see cars or buses. They do not expect to see cyclists to nearly the same extent.

Valerie Shawcross CBE AM (Chair): They are less visible, yes.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): They are obviously smaller. They are travelling, often, more quickly. They may be nearer the kerb. There is a whole series of practical reasons.

Valerie Shawcross CBE AM (Chair): That is very helpful.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): That is not to say that there are not issues about pedestrians looking at their phones and all of that.

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): Just to add quickly to that, it is very illustrative of the clear need for initiatives such as BikeSafe. This whole issue of being aware of other road users, the promotion of the sense of shared responsibility for using the road, in a wider sense the need to improve training and improve the quality of instruction and so on is an area we are very interested in and so is TfL when it comes to dealing with taking responsibility, as Leon [Mannings] puts it. I do not want to see a blame game here, but we can avoid that by upping the game with motorcycle training and, of course, awareness of road conditions and road safety amongst other road users.

Valerie Shawcross CBE AM (Chair): Thank you for that.

Richard Tracey AM: There was just one follow-up I had to what Lilli was saying about the data collection and the desire for handheld devices to be used by police officers.

I wonder if I could ask the other guests what the experience is with other forces in the country. Clearly, if Sir Bernard Hogan-Howe's [Commissioner of Police of the Metropolis] statements of yesterday come to pass, the Road Traffic Division in the MPS is going to be even further stretched than it is now and it seems to be understaffed, in my experience. What are the other forces like? How well do they do on this kind of thing?

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): It is a mixed bag. One of the reasons that the work Lilli [Matson] outlined is so important is because it helps to enrich what we are lacking from the basic STATS19 form. When you are looking at police officers and how they are trained to use STATS19, we know that tends to vary around the country. Most of them are very good but, in the heat of that particular situation, particularly if an officer has to deal with a very unpleasant, distressing situation, having to then immediately start collecting data and filling all of this in or even looking at somebody who has gone in an ambulance and trying to decide if they have a slight or serious injury and not actually knowing, can sometimes lead to some skews in the data.

Certainly from a national sense, I know that PACTS, the MCIA and the user groups have all thought from time to time that a more robust look at how we get the initial collection data done and how we train police officers in an ongoing way to use the STATS19 form or something else is something that really does require urgent

attention. At the end of the day, with the screeds of data that we see in the accident reports both in London and outside, we rely on these forms to record these things accurately.

Richard Tracey AM: Are there some particularly good examples?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): If I can just elaborate on this point, I totally support Lilli's [Matson] view about this, but in the end it unfortunately does come down to cost.

There is another aspect that the Committee should embrace and that is this. A police officer's job is to prevent crime. They are not researchers. They are not data collectors. Again, going back to the incident I showed you, the first police officer on the scene had finished his shift and we were expecting him - or in fact his colleagues - to come along to collect data. Therefore, it is important that we do not start being overcritical about the collectors of the data. It is the mechanisms.

Lilli [Matson] says we now have technology that speeds up the process for the police. I am guessing that the police have to make decisions as to what they spend their money on, but from our perspective - and I think that is all of us on this side of the table - we would very much welcome any influence that the Members can have to get this equipment funded for the police so that we can know more about what is happening.

Valerie Shawcross CBE AM (Chair): It would be better for the officers as well, would it not? It would be more convenient.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): Can I just briefly come in on that point? The device is called CRASH [Collision Recording and Sharing], which is something like Computer Recording of Accident Statistics Handheld, I think. A number of police forces do have it. The rollout has been slower than was hoped. I could probably get you some figures on which forces have it and which do not, if that is helpful.

Valerie Shawcross CBE AM (Chair): That would be very helpful and also any feedback you have about how useful they find it.

Kemi Badenoch AM: You touched on experience and education being a contributory factor. Are there any statistics to show the breakdown of motorcycling casualties, be it the motorcyclist or someone else involved, by age? If so, to what extent are different age groups at risk and how can TfL focus its efforts on those most at risk?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): Yes, there are. One of the richest sources of data on this, strangely enough, is insurance companies because of course they need it to make the most astute judgements as to how much they charge for covering a particular age group.

Valerie Shawcross CBE AM (Chair): That is good.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): The casualty statistics are published by age groups. Perhaps not unexpectedly but unfortunately, the most at-risk or the ones with the highest accident rates are young groups, around 19- and 20-year olds. We are very aware that the BikeSafe product is quite difficult to get those groups to engage with. We have quite a lot of success. It is generally men who are involved in collisions and it is generally men who ride motorbikes in London. They are, primarily, the older and middle-aged groups, the 20s, 30s and 40s, and they will come to the BikeSafe training, but we are struggling, to a degree, to really hit that target younger age group. We are looking at working with

training colleges and working through the boroughs to try to encourage that age group to come along to training because that is actually who we need to target.

Kemi Badenoch AM: That covers the bikers themselves. Val [Shawcross CBE AM] mentioned that group of pedestrians who would be children and elderly people. Would that be in that data as well?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Yes, it is. London has a good record in reducing child casualties. They have come down very, very significantly and in advance of the national trends. That reflects the fact that all the London boroughs are very engaged in road safety with our schools. TfL works through the London boroughs to educate children right from preschool level about road safety. However, it is the specific, bespoke motorcycle training that we are really very interested in getting to that age group.

Valerie Shawcross CBE AM (Chair): Maybe there is a thought for the future about whether or not the insurance industry would want to incentivise the youngest and most at-risk drivers by saying, "If you get this training, we will give you a discount", because the insurance costs are horrendous, as I know from my godson having written off my car. Caroline, we should move on. Thank you.

Caroline Pidgeon MBE AM (Deputy Chair): Yes, I was going to pick up the Motorcycle Safety Action Plan, which was published 18 months ago. If I could start with TfL and ask what progress have you made so far?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): OK. There is a Motorcycle Safety Working Group, which representatives here are all part of. It oversees the ongoing delivery of that plan. There were 29 actions within the plan and 24 of them are underway. Some of the ones that are not underway relate to ongoing future pieces of research that we hope to do.

The main actions are looking at how we can target speed-related collisions and how we can promote PPE. That is a particular area we are interested in. We have been talking again about how we can increase not just the penetration of BikeSafe training but also the quality of the people who do that training. We have been working with colleagues here on whether we could get more people trained to deliver that training. I would say that with 24 out of 29 actions underway we are doing well, but obviously other members of that working group may also want to comment. I do not know how much detail you want me to delve into.

Caroline Pidgeon MBE AM (Deputy Chair): I am more interested in the work around road design. What are you doing to really embed motorcycle safety in road design?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): There is an *Urban Motorcycle Design Handbook*. The draft will be ready to share with people around later this autumn. Members here such as Leon [Mannings] have been directly involved in helping to scope out and get that research done.

We are then going to be offering free training to all boroughs on how to use that handbook and we are meeting with boroughs on 5 November to take that forward.

I also personally have met all the boroughs that through our analysis we have identified as high-risk boroughs for motorcycling, boroughs such as Lewisham, Wandsworth, Westminster, Croydon and Barnet. I have met all of them this year to talk specifically about initiatives that they could take. That has meant that boroughs such as Wandsworth have now allowed motorbikes into bus lanes in that borough. That was on its own initiative but

it was sparked by the conversations we have been having. It is not just through the Action Plan. It is how it filters out into our wider activity.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): It is worth adding, Caroline, that any scheme that we commission - and the same would be true for the boroughs - would go through a formal road safety audit process. As part of the basic design process around new highway schemes, you would put that through a road safety audit process that follows very specifically designed criteria in terms of assessing the potential impacts not just for motorcyclists but for any road user of a change in the way the road is designed or operated. We are building on that with the design guidance that Lilli [Matson] has mentioned but, as a matter of design practice, you would always do a road safety audit as part of a scheme design anyway.

Caroline Pidgeon MBE AM (Deputy Chair): How does that sit? We have this guidance about how to design roads so that they are safe for motorcyclists, but then of course you have your cycling guidance and you have pedestrians. How does it all mesh together so that it is not - I do not know - borough x going, "I just tick a box here and there is another one and another one"?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Urban Design London (UDL) is a group that sits within Ben's [Plowden] department and offers that training. The reality is that London's roads do have all those road users and that, when you design a scheme or any alteration to the road network, you do need to specifically think about people in vehicles, people on foot, people on bikes and people on motorcycles. These are ways of trying to step back and look at the network from that prism, if you like, or from that perspective. UDL through its training and through our engagement is helping to uplift the technical capability of boroughs. It is not that you should just go and look at one book. It is complex, as is the road network.

Caroline Pidgeon MBE AM (Deputy Chair): OK. I am going to just pick up a couple of other actions. You were going to look at a new approach involving schools, colleges and others in order to reach out to younger riders. We have heard today that they are a huge risk group, so could you spell out a bit more what you have done on that?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Yes. One of the things that we have been doing is looking at whether we could redesign the BikeSafe training to not even call it 'training' and make it more engaging and appealing. This is actually the conversation that we have been having with representatives and so that is work in progress. We do not have the fixed outcome yet, but it is something that we are actually working on.

Caroline Pidgeon MBE AM (Deputy Chair): That is one that you would not say has been --

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): It is not done.

Caroline Pidgeon MBE AM (Deputy Chair): It is not done and so that is work in progress. OK. Let me just pick out perhaps one of the others. What about the tool to encourage people to take up PPE, particularly firms and so on, for people? We have had lots more people travelling in and bringing their suits to work, as it were. What progress have you made on that?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): We ran a design competition because one of the reasons why people do not wear it is because they do not like what traditional PPE looks like. We ran a design contribution to encourage new designers to come forward with attractive,

female-friendly or office-friendly protective clothing. I would say that so far the results of that design competition have not been amazing. We do not have, we think, a high enough quality yet, but we are going to go back around that. One of the barriers to people wearing it is that they do not like the style that it offers and so we need to keep trying to engage with the design community. We have had that design competition. It was not 100% successful in terms of getting something new and really stylist out, but we are going to go back around that one.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): Any activity that the police would do, for example, through the Motorcycle Safety Team, if they are stopping people by the roadside not necessarily when there is an offence but just in terms of engagement, it would always include an element around the importance of PPE to increase the chance that you will not suffer such a serious injury if you were to come off your bike. We are making sure that where we are engaging directly with motorcyclists both through BikeSafe and also through things like roadside engagement, the whole issue around PPE is part of that conversation. Typically, from another motorcyclist who happens to be a police officer but is obviously understanding the circumstances that the motorcyclist is in.

Caroline Pidgeon MBE AM (Deputy Chair): Probably what would be useful, if we have not had it already, is for you to write and give us details on your recommendations and your progress so far in your traffic lighting TfL's progress.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): Yes.

Caroline Pidgeon MBE AM (Deputy Chair): Perhaps I could ask our panel, then. How do you assess the success of the plan so far? Does it feel like lots of nice words and not enough action?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): The situation is this. Ben is quite right to say that TfL has a similar approach in the sense that it has Safety Action Plan working groups. However, when you compare TfL's resourcing for, for example, cycling - because that is the closest, which is not to exclude pedestrians - for these sorts of actions, cycling has a budget at the moment of somewhere around £1 billion. The Cycle Superhighways themselves are going to cost £160 million. There is an almost negligible amount in cash being allocated to the same process. We have the same process and we have working groups and, indeed, this handbook that both Ben and Lilli [Matson] - and we are grateful to them - have supported will be a step in the right direction. However, it is almost infinitesimally tiny relative to the other half, if you like, of vulnerable road users on two wheels. Therefore, there lies a problem.

Moving back to BikeSafe and the training that Graeme [Hay] is very involved with, again, this is a matter of resourcing. It is important to recognise that the BikeSafe schemes are not actually training.

BikeSafe is a fantastic asset, but - and Lilli [Matson] is quite right - it does not generally attract the people we want to reach most. There is a ScooterSafe scheme but, again, it is piggybacking on police officers and it is not the same thing as professional trainers. If we could have the same sort of approach to training and resourcing that there is going into schools, certainly in the upper levels of school life, it could well have an impact on these young people whom we cannot reach through BikeSafe.

The third thing is in terms of our whole safety audit procedure, which Ben [Plowden] mentioned. This is not just a London issue; this is something that we have been discussing with the DfT. The fact is that the scheme you saw at the beginning passed through the safety audit process. This is not a TfL problem and this is not a Greater London Authority (GLA) problem; this is a systemic problem in the safety audit process that we are trying to get some support from the DfT about. To some extent, TfL is addressing that issue in that it is

saying, "OK, you can design your scheme and it will get through your road safety audit. However, have you thought about X, Y and Z because it is not automatically picked up by the safety audit?"

Again, it is the resourcing that there is for getting that word out. What we would like to see is a greater proportion of resourcing allocated to making sure that, for example, with all 33 boroughs, it is not a matter of whether a borough designer feels like going to a course but is a matter of saying, "TfL will provide you with a course and we would expect every borough to make sure that somebody at least from the design team has attended it". Of course, it is always a cost of money but, as I said, one of the keys to reducing PTW casualties is having a step back and looking at the huge disparity in resourcing that we currently have. That is not to say that we do not want to improve cycling casualties because, of course, we do. All motorcyclists are cyclists. In fact, the Chairman of MAG cycles more than he motorcycles.

Caroline Pidgeon MBE AM (Deputy Chair): Basically, on the Action Plan, you are happy with it overall but you just want more resourcing behind it?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): I would not go quite so far as to say 'happy' but --

Caroline Pidgeon MBE AM (Deputy Chair): What are the things you are not? That is what I am trying to get at. I hear the resourcing bit, but what it is that you are not happy with that you do not think is being progressed enough or being dealt with satisfactorily?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): It is a step in the right direction, but ultimately the reach that it will have and the impact that it will have is not as great as we would like it. To make the impact greater requires more resourcing from TfL, which of course the GLA has to consider.

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): The Safety Action Plan is an excellent piece of work. We have helped develop it with TfL. We are doing a lot of work to help implement it. It is excellent as far as it goes. To an extent, I would mirror some of what Leon [Mannings] has said.

We talked about resourcing and the resourcing into cycling safety was mentioned. A lot of that resourcing comes from the point of view of improving accessibility and can be classed as being under some of those budgets. Perhaps with the actual safety allocated figures for cycling and motorcycling, the disparity is not as wide as you think. However, much of those millions being spent on cycling help to improve their vulnerability by improving accessibility.

Going back to the very core point about why riders are more vulnerable, the big problem with that is that, as money gets poured into promoting very much one mode of transport over another, motorcycling gets squeezed and so motorcyclists are proportionately more vulnerable on the road. The industry feels very strongly that there needs to be a greater linkage between the Safety Action Plan and overall command policy when it comes to London's road transport and an overt recognition that motorcycling has a part to play. If that can be done, then we feel that would help to release, in a psychological sense, more support for specific safety actions and also road engineering and other publicity actions to reduce rider vulnerability.

The problem we have at the moment is that any projects that are suggested or any ideas that are suggested that might even remotely be construed as even in a very tiny way promoting motorcycling tend to be rejected. What that does is to sustain high vulnerability levels. The work that Ben [Plowden] and Lilli [Matson] and their team are doing is absolutely excellent, but it is constrained by this overall attitude towards motorcycle use in London. That is contributing to wider vulnerability in the industry.

Caroline Pidgeon MBE AM (Deputy Chair): Is it that in a future Mayor's Transport Strategy you want to see motorcyclists far more recognised and so on?

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): More recognised as a legitimate mode of transport that can contribute to reducing congestion and pollution and, at the same time, that 'mood music' may be of great assistance to TfL's efforts to improve safety.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): The Safety Action Plan is good as far as it goes. At the moment, our efforts are committing to supporting it and seeing that it is delivered.

Particularly around the issue of training, there are actions and activities going on in partner organisations like the police activity to stop motorcyclists on the side of the road in two seasons this year to introduce them to BikeSafe on a 'goodie-bag' basis, "Here you are. Your riding is fine, but had you done this?" It is pushing huge numbers of people into BikeSafe, which, as Leon [Mannings] says, is only an awareness experience but it can be all it takes.

The reason I mentioned that as an example in connection with the delivery of the plan is that the delivery of that plan depends on the funding of more organisations than this one. Whilst I hear all the concerns about funding - and they are real - I am also aware of the vulnerability of the delivery of the plan because they are budgets that may fall outside the control of that.

With regards to the suggestion of integrating motorcycling, my life's ambition would be to have, simply, motorcycling recognised and mainstreamed as part of the solution. With the forthcoming electric motorcycles, for an ultra-low emission city, that is what it is going to be. It is no good, as I say. I support the plan and we need to just crack on and deliver.

Caroline Pidgeon MBE AM (Deputy Chair): Are there any actions in the plan that you are concerned are proving harder to achieve than perhaps you had originally thought?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): No. The one I have concern about is actually the external funding. I do not need to remind anybody here that it is a bumpy time, is it not?

Caroline Pidgeon MBE AM (Deputy Chair): Yes. David, any comments on the Action Plan, anything you think is proving difficult to achieve?

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): Broadly, we support the Action Plan. In contrast to much of other parts of England, it is streets ahead. I was very encouraged at the last London Road Safety Steering Committee meeting to hear a presentation about how that is being refreshed with a whole battery of new measures.

I am not aware of the resourcing issue exactly and so I cannot say whether the resources are right or wrong. Cycling has been promoted for certain reasons, not all about safety, and so you cannot simply compare one budget with another. However, certainly in terms of casualty figures, it warrants good, adequate resourcing.

Just one issue about motorcycle safety is that very often the focus is on the motorcyclist. Often the way the statistics are presented is in terms of victims. What can the victim or the motorcyclist do or not do? With

cyclists, we have seen a lot of effort going into things like detection systems so that trucks detect pedal cyclists alongside. Something like 50% of motorcyclist casualties involved a turning vehicle.

Valerie Shawcross CBE AM (Chair): Just like cyclists, yes.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): Indeed. This is not the speed crush of cyclists. This is junctions. Technologies are coming along so that cars can be fitted with detection systems to alert the driver. Whether more could be done on that I know is not within the powers of TfL, but more along those tracks --

Caroline Pidgeon MBE AM (Deputy Chair): TfL can lobby as it has been for heavy goods vehicles (HGVs) and things.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): Indeed.

Caroline Pidgeon MBE AM (Deputy Chair): It could be part of the next phase to lobby for some of those modifications.

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): Yes, vehicle technology is something that is an active consideration by manufacturers at a global and a European level. Following those developments technically would be a very good thing to do.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): To pick on David's point, something like two-thirds of motorcycle KSIs are at junctions precisely for the reason, Val, you were implying. You have people turning across one another. Quite a lot of our activity around broader road safety marketing campaigns is absolutely about making sure that other road users are aware of the chance that there will be somebody approaching a junction at speed. We are about to launch a new campaign where that is one of the key messages. We have done a particular campaign about junctions already.

It is very much about - as the other members of the panel have suggested - making sure that anybody who is out there on the network is fully aware of the chance that they will come across somebody else doing something in their path because motorcyclists are generally going to be going faster certainly cyclists and going faster than stationary traffic and because they are going to be, in some cases, coming up alongside a line of stationary traffic. If you have a car pulling in or out at a junction, it is obviously part of the reason why they are more vulnerable and more susceptible to these sorts of more serious collisions and casualties.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): Moving slightly tangentially but on to this point in terms of what has happened to junctions, I ran out of coloured ink but there is a picture here in your pack that is worth looking at². It is about the Embankment. The picture at the bottom is the visionary view of how to make roads safer, in particular for cyclists but there are various aspects of this particular part of the scheme - this is one of the Superhighway schemes - which is designed to reduce the impact on vulnerable road users at junctions and, indeed, on carriageways.

However, look at the top picture, which is the reality of the lane that you can see with traffic in it. What is actually going to happen here is that whilst cyclists and possibly pedestrians - although we are still a bit unsure about how pedestrians are going to be affected - may well be massively protected as they go along the Embankment and encounter stiff traffic going around Parliament Square, etc, and may have their safety

² See Appendix 2 to the minutes

enhanced, if you look closely at the picture at the top, you will find in the middle of it is an emergency services motorcycle. That motorcycle is already in jammed traffic, which is difficult, but a consequence of the scheme on the left side of the situation, which enhances cycling safety, is that these three lanes of traffic will now become a contraflow. Two lanes will go in one direction and the other lane will go in the other. That means that, certainly in that section of highway, we are introducing a new prospect of head-on collision for PTWs.

This is something that needs further thought before we go too far down this route because, in very simple terms, this will make life more dangerous for somebody on a PTW.

Caroline Pidgeon MBE AM (Deputy Chair): I do not necessarily agree with that but let us just park that, though. We have heard your comments on that.

My final question was around boroughs. How are boroughs engaging with this? You have a plan and most people are saying, "It is going fairly well but we would like more resource". If you do not get all the boroughs generally on board, it is not worth the paper it is written on.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): It is very mixed, in my experience. It depends not necessarily on politics in the context of Labour, Conservative or Liberal Democrat but on the outlook of the particular borough. In some boroughs, certainly from the motorcyclists' point of view, we find a great deal of co-operation. Perhaps ironically for me personally, Westminster has become one, despite the fact that we had a distinct disagreement about its policy on parking. Other boroughs vary between being neutral to, frankly, being broadly hostile to anything that is about motorcycling.

Caroline Pidgeon MBE AM (Deputy Chair): Lilli, you said you have been out meeting boroughs. How is it going with the boroughs?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Within the context that the London boroughs are under pressure, obviously, in terms of resourcing, they are very engaged in this. We identified through analysis which boroughs had the greatest problems in terms of motorcycle safety, boroughs such as - as I mentioned before - Croydon, Lambeth, Lewisham, Wandsworth, Westminster and Barnet.

Lewisham, for example, has a very good approach. It has updated its website. It is offering discounted BikeSafe training. It is trying to get into the colleges. In Barnet, for example, we did a special initiative at the Ace Café on the A406 where there is a particular problem around speeding motorcyclists in that community.

As I mentioned, in Wandsworth, they are now doing the motorbikes in bus lanes. When we provide them with real evidence on the problem and they can take it to their decision-makers, I have found them motivated and engaged in dealing with this. We just recently - a couple of weeks ago - ran a special workshop for all boroughs about dealing with and planning for motorcycles and they were very engaged in this.

Caroline Pidgeon MBE AM (Deputy Chair): Did they all come?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Not all of them came, but it would be the utopia and we do not always get all boroughs to come. There is not a discrepancy between pedestrian safety in their attitude or cycle safety. They are engaged in this within the context that resources are tight within the boroughs.

Caroline Pidgeon MBE AM (Deputy Chair): Yes. That is fine.

Valerie Shawcross CBE AM (Chair): I know it is utopia to get all the boroughs along, but sometimes there are some boroughs that come to things more often than others. Are there any areas that you really would like to get into?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Not so much on this issue but, when that happens, we go to them. On this, we have been going out proactively because we know there is an issue.

Murad Qureshi AM: I wanted to raise the parking issue that Leon [Mannings] just mentioned. Is that not a safety issue as well and is there anything that is covered in the Safety Action Plan on parking for motorcycles?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): Not really.

Murad Qureshi AM: Is it not at all?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): It is an issue but not a safety one.

Murad Qureshi AM: Here is an example. You can see quite a long of angst on the streets of the West End over people trying to park. You have that anyway. There is a competition for road space. Then a motorcyclist puts up in a car-parking space and all hell can break loose. That is what I mean.

When we have that kind of competition and most of the vehicles are heading in one direction, we could save ourselves a lot of grief if the road designs and the Safety Action Plan actually dealt with that perennial problem. The last time we saw motorcyclists in London mobilising in a very big way was when the City of Westminster threatened to charge them for their parking spaces.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): It did not threaten; it did.

Murad Qureshi AM: They attended the council meetings at Westminster more so than the black cabbies have done at Mayor's Question Times here recently. I am just trying to find out if there has been any thought about that issue from TfL.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Obviously, most parking allocations are borough decisions on borough roads.

Murad Qureshi AM: Yes, I realise that.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): It is not coming through as a key causal factor for why collisions occur, but it most probably is an issue and we are happy to look at it and work with the boroughs on that. I must admit it has not been coming through for us as a key safety issue.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): There is a broader point that might be the subject for another inquiry, which is that one of the resources that is now under huge pressure in London is kerbside space.

Murad Qureshi AM: Yes, it is a competition.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): If you think about residents' parking, on-street paid-for parking; car-club bays, electric vehicle charging points, motorcycle parking, parking for loading at shops and bus stops, particularly in the town centres, in the centre in London and in inner London, you have a finite resource under huge pressure. Clearly, if you use it for one thing, you cannot use it for another thing, certainly, at any given point of the day. There is certainly an issue there. I am not sure it necessarily has safety implication but there is certainly a broader question around that.

Murad Qureshi AM: If you go to Cavendish Square on any day of the week, you will see. Craig?

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): There was some work done a few years ago in Rome and we did some in London as well - this is going back to just after 2000 - which looked at the number of kilometres or miles travelled by a motorcycle during a given day looking for parking. It was noted as being a vulnerability issue due to the fact that riders were distracted. TfL should take credit for something it did during that period, which was to look at some of this work and to pioneer secure parking on TfL roads. That along with some other things that we did, I feel, partly led to the fall in casualty rates during that period because it gave a psychological message about catering for demand at the time.

Since then, the policy has moved on and, as I say, we are not seeing supply keeping up with demand as more people want to commute by PTW. Really, it would be a great area for TfL to look at again.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): There is one key part of the solution to this. If you look at any European city, it will not have a problem with motorcycle parking. That is for one simple reason: every European city treats motorcycles very much as bicycles and as things that ease congestion and enable people to get about. They are not regarded as something that you enforce parking offences against because you can. In the UK - and this is not the fault of TfL at all - the fact of the matter is that if you are a borough you have to raise revenue and one way of doing that is through parking enforcement.

One way of approaching this is a little bit difficult for us in Britain to contemplate because it is rather a suspension of rules rather than making some new ones. However, if we approached parking of motorcycles in London - particularly in central London - in the same way as they do in every other European city, which is the same as we do with bicycles, and if we did not have this charging regime, we would have much less time spent - going back to your point - riding around.

I happened to have somebody to see in the Bond Street area two weeks ago. It took me 25 minutes to come in by scooter. It took me 20 minutes to find somewhere to park. There were plenty of places to park but, if I had parked in them, it would have cost me £60. Your point is a really interesting one about the safety issue because nearly half of my time on that journey was spent, unnecessarily, circulating an area where I could have parked. Maybe we will talk about that again.

Valerie Shawcross CBE AM (Chair): I am sorry. We need to move on. You have logged the point about parking. I would just say that we have to protect the interests of pedestrians as well and there is obviously huge competition for pavement space as well.

Murad Qureshi AM: Yes, exactly. The main angst I have seen, Chair, has been over, for whatever reason, motorcyclists parking their motorcycles on the pavement. That causes more grief. You have heard the circumstances. Westminster Council was responding to that as much as anything else.

Valerie Shawcross CBE AM (Chair): OK. Let us get back to motorcycling safety issues.

Richard Tracey AM: We have already touched on the role of TfL in dealing with motorcyclists, but there are one or two statistical bits that we ought to just drill down. Where does motorcycle safety rank as a road safety priority in the TfL general policy?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London):

Perhaps that was a remark I made pre-emptively earlier on when I was taken up by the Chair. Motorcycling safety is a critical issue for us as part of the wider problem around vulnerable road users, who now account for four-fifths of the KSI collisions in London. You have heard from the very beginning of today's session that there is a particular issue around the over-representation of motorcyclists even amongst those vulnerable road users.

My point earlier was simply to say that we are trying to address the issue around motorcycle safety in a way that is as consistent as possible in our approach and in the sorts of actions we are taking, as we are for pedestrians and cyclists. It is a critical issue within the broader priority given to reducing casualties.

For example, I chair an internal road safety casualty reduction group, which involves everyone across TfL who is contributing to that, and I also chair the external safety group that David Davies just mentioned. There is a lot of activity both within TfL and between us and the other key partners in this agenda. There is, as you heard, a separate Motorcycle Safety Action Group, which is overseeing the delivery of the Safety Action Plan. It is very much up there in our priorities and we are doing as much as we can.

Richard Tracey AM: What about the TfL budget? You may want to write to us on this unless you have the figures in front of you, but how much money is allocated for motorcycle safety compared to cycle safety and pedestrian safety within the TfL budget?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): There are separate budgets for different programmes. Leon [Mannings] has mentioned the budget for the Cycling Vision. There is a road safety line in the business plan within TfL for all the activities around casualty reduction, which is about £260 million.

Can I tell you precisely how much of that is dedicated to motorcyclists specifically? No, because, clearly, engineering schemes or other things will have benefits for a number of different groups and so it is quite hard to pull out the particular part of it that is devoted to motorcycle safety. Similarly, other budgets like the Better Junctions projects and some of the other broader highway engineering schemes would also have benefits for motorcycle safety. Therefore, it is quite hard to pull out a specific sum for motorcycle safety specifically, but we can certainly have a go in terms of sending you something.

Richard Tracey AM: Yes, that would be quite helpful in terms of the discussions we have been having.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): We can have a look at that.

Richard Tracey AM: We have already talked about some people's perception of motorcyclists and whether, therefore, the perception sometimes drives policy one way or the other. One point that it seems to me has been coming out is about the benefits both in terms of the mass of a motorcycle as compared to a motorcar, a van or something like that and also of course the emissions.

Do you think that there is an argument that TfL should perhaps put the priority for motorcyclists higher in order to encourage more people to ride motorcycles and, indeed, reduce the congestion and potentially reduce emissions?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): We did a piece of work - and we discussed this with Leon [Mannings] on a number of occasions - as part of the Roads Task Force work looking at potential patterns of shift between different forms of transport. When we looked at motorcyclists specifically, the question was which journeys currently made by private car, van or lorry would it be sensible or desirable to shift to PTW, which would imply that those trips could not otherwise be made by walking, cycling or public transport. The number of trips where it would be beneficial to move from private car, lorry or van to motorcycling that could not otherwise be made by those other three modes - walking, cycling or public transport - was relatively small.

Therefore, in a sense, one of the issues of today's debate is where people are choosing to ride motorcycles, which you have heard they are, the critical priority is to make sure that those journeys are as safe as they can possibly. As you have heard, there is a clear mayoral imperative to actively increase cycling. That is not quite the same for motorcycling, I would expect.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): We need to be clear about this. The 'research', which I will put in inverted commas, that Ben is referring to is, I am afraid, deeply flawed. If I can put my Roads Task Force hat on for a moment, you will find in this pack that indeed there was a huge amount of work done for the Roads Task Force by TfL looking at the number of trips by car and/or van that could be shifted to walking and cycling and public transport. There was no work done at all about the potential for a PTW modal shift when walking, cycling and public transport could not meet an essential trip. The Roads Task Force made a formal recommendation that TfL engages in a proper study of this, which it has not done. The work that Ben is talking about was done on the back of the study that was on walking and cycling. I would strongly request the Chair to consider at least having conversations with TfL as to whether or not it would be prepared to look at that, but at the moment it has not been properly looked at.

My own back-of-a-fag-packet calculation is that there could be between 10%, 15% or even up to 20% of trips in London that could be shifted on a simple example as this. Every day we have white vans with one man or one woman in it who is a tradesperson and is going to work on a job. Let us take a plumber. The job is going to take him a week or ten days. He goes backwards and forwards from Essex, or wherever he lives because he cannot afford to live in central London, in a van. He could go to that job in a van on the first day, unload his kit and go backwards and forwards by scooter, but nobody has looked at the possibilities of that and indeed, as we said, in the Roads Task Force to investigate what the barriers might be.

One of them, coming back to Murad's point, is parking. If it were easy for a plumber to park their scooter in Mayfair or Wandsworth or wherever, then that modal shift might happen quite dramatically because my impression from talking to tradesmen, which I do, is that they do not enjoy spending an hour-and-a-half driving into London. If they could cut it in half, which a fantastic TfL study showed is an option in terms of real-time journeys, then that is an area that we would all benefit from in terms of some further work.

Valerie Shawcross CBE AM (Chair): In fact the Committee has been doing some work on white vans and the growth of light traffic and it was a question that we had scheduled to ask today because we thought about it in the context not just of services but of small deliveries.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): Absolutely.

Craig Carey-Clinch (Policy Adviser, Motorcycle Industry Association): Just very quickly, we did submit to the Committee the motorcycle safety and transport policy plan as a framework for how we integrate safety policy with transport policy. One of the areas we are looking at is how you turn the 0-to-5-mile cycling paradigm into something revolving around two-wheeled transport at 0-to-35 miles. In considering modal shift, how do we utilise the best resources and the best tributes to cycling and commuter motorcycling in terms of encouraging modal shift among car drivers? We are working quite closely with the Bicycle Association of Great Britain on this and we hope to engage cyclists in this. That is just a bit of background about how modal shift ideas could be further extended through working with different road user groups.

Richard Tracey AM: Thank you.

Kemi Badenoch AM: I am looking at changing behaviour and education and some of my questions have been answered while Caroline [Pidgeon MBE AM] and Richard [Tracey AM] were asking.

My main question is: to what extent can improving motorcyclist training and education really reduce casualties? Graeme, just following on the point you made earlier, what specific things would you like to see happen to get people to see motorcycling as more of a mainstream way of transport? I am one of those people who looks at it more of a hobby than an actual valid way of moving from one point to another because it annoys me a lot. Yes, those are my two questions.

Leon, you have also mentioned PTWs in your pack a lot. I am not exactly sure what it stands for. I am guessing --

Valerie Shawcross CBE AM (Chair): Powered two-wheelers.

Kemi Badenoch AM: Powered two-wheelers. Sorry, I am new to the Committee and so I am getting the acronyms right.

How can motorcycling training and education really reduce casualties and are there specific things that you would like to see with that in general and more specifically in looking at motorcycling as mainstream?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): What we know in the insurance industry confirms that it is the younger age groups; it is the people 17-to-19 years old who are most at risk for motorcycle collisions. I have faith in the review of CBT by the DVSA. That starts now. It sits well with what the Motorcycle Industry Association has done with its accreditation. The problem with that training is that it is the only motorcycle specific training people get before going on the road. I would like that to be seen as the next step, if you like. Thinking of through education WalkSafe and then the Bikeability courses that most schools run, this is the next step.

The quality of the delivery of that training is something that has suffered. It has been market driven and it has been driven down probably to the basement. It is one-size-fits-all. It has been deemed a one-day event with two hours on the road at the end. The knowledge and experience of people who turn up for the training is evidentially, from the trainers surveyed by the DfT, hugely diverse. People turn up knowing all about riding a motorcycle apparently but with no knowledge of traffic signs. Some turn up having studied the Highway Code but with no experience of a motorcycle and this chap is going to take three or four of these people through in seven hours the whole process. It is unachievable.

The raising of the standard of that critical first point of training is really important. I fully support that and I am optimistic for it. Beyond that, in terms of additional training, the structure of the driving license at the

moment we genuinely believe, because it is only CBT, puts a person on the road on a bike with L-plates and an introduction to riding a motorcycle in live traffic. It is not a qualification. They remain an unqualified driver.

We have a system of drive-stratified licences that I know people would like to perhaps see for young people in motorcars. We have a stratified system which, because of the way it works, with the best intention it actively really discourages and evidentially is discouraging people from taking their proper test. If they take their test on the bike they can at that age, they have two years to do that in and they can ride a scooter-type similar to what they are already riding and so they do not see the need. If they wait until they are 19, they can then pass their test and ride a bike that they might want to take a pillion passenger on occasionally and have wider uses. We believe that people are spending three years on CBT plus a refresher CBT, which they have to do at 24 months. We think the system discourages training and this is still within that 16-to-19 year old age group. It is not TfL; it is in our license structure and we have rather fallen down on that.

Kemi Badenoch AM: That does answer the question, thank you.

Valerie Shawcross CBE AM (Chair): If you want to follow up with any advice, Graeme or any of you, on things like that, we would be very grateful for it because, as you say, we do not run TfL of course but we have a voice not just for London but in the national arena as well. We could maybe push some of those things forward if we get agreement.

Craig Carey-Clinch (Policy Adviser, Motorcycle Industry Association): Chair, can I just have one more point? By way of background, what Graeme was talking about was the Third Directive on driving licences, which came out from Europe in 2009 and 2011 and in 2013 was implemented. It did introduce a situation of staging licence grading and an inability to move between them without just repeating the same test over and over again. It has produced enormous problems not just in Britain but also in other countries in Europe and we are looking to take a robust review on this in 2017 in Europe.

Valerie Shawcross CBE AM (Chair): OK, that is something else you could inform us about.

Murad Qureshi AM: Can I extend the education discussion into police enforcement in particular programmes that the MPS has been running? Let me ask Leon. How successful do you think the MPS's BikeSafe scheme has been already given we are told that attendance on the programmes over the last two years has doubled?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): The honest answer is nobody knows because we cannot be sure about it but our best indicators are what the MPS itself sees. The indications are that this is having a positive impact. We certainly, having all experienced these things, believe that it does. In fact, I have never come across anybody who has experienced it who has not had some benefit from it. It is a great scheme but it is part of a picture because, as Graeme [Hay] was saying and Craig [Carey-Clinch] has been saying, it should not be regarded as training. It is a fantastic asset.

One of the things that it does is that there have been two episodes where they have gone out and positively promoted this, pulling people over who are doing something that is perhaps not quite right on their bike but rather than giving them a ticket are drawing them into an educational experience, if you like, and that is making a difference. It is breaking down the barriers between the attitude of some motorcyclists and the police, and it breaks that down which is positive. It starts to draw people in who are riding a bike.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): I will start off to echo what Leon says. We do not know how successful it is. As with all road safety training, you do not know what did not happen. However, we are in year one, I believe, I am told, of a three-year programme to start to

learn from that. The MPS road policing in conjunction with the BikeSafe team are using statistical capture for the people that they point towards BikeSafe. Do they turn up? What is their experience and where do they live? We will start to get a picture of the people over a 36-month period who are undertaking BikeSafe and, critically, where they come from because one of the other issues for all of London is that these people do not just move around in London. They come in from outside and this is the point where they engage with that.

What that will do is for the first time nationally - and again this is where London is really leading the way - is that we will have some understanding of what the subsequent experience of those people is. We are trying to understand if BikeSafe does anything. Does it encourage them to go on to further voluntary training? What are the outcomes? If that is achieved - and that will be another 30-odd months away - I am sure it will be we will be the first place to have some ability to answer that crucial question you have just asked.

In terms of the balance, certainly, we fully support the balance that the MPS has adopted between the critical elements in road safety of education and enforcement because beyond BikeSafe there is the Rider Intervention Developing Experience (RIDE) programme, which is on a non-voluntary basis. Do you want the points or do you want to go and get educated? We are so supportive of the balance that the MPS roads policing unit has on this at the moment. They push people towards it.

Murad Qureshi AM: I will come back to you on the RIDE stuff. Ben, the MPS is not here, but can you tell us how it must feel about it?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): Yes. Just a couple of bits of information specifically. One is that since 2003 in London there have been just under 30,000 riders on BikeSafe, quite a significant number. There has been some evaluation of the experience as far as the people participating are concerned. What the relationship between these numbers are and casualties is more difficult to discern but something like 99% in this evaluation of riders would recommend it to other people who ride motorbikes, 93% attendees have reported their standard of riding has improved, 91% felt attitudes towards motorcycles have changed and 99% say they benefitted. Inasmuch as the people participating in BikeSafe, as we have heard, it is not training but nonetheless is very useful, those are very high numbers for people's reported impact of the experience on themselves in terms of their awareness of their skills and how they choose to ride subsequently.

It is more difficult to extrapolate from that then because, as you have heard, we do not know what did not happen but nonetheless, at the point where people have been asked having done the course, those are very high numbers for that kind of evaluation.

Murad Qureshi AM: Is that something TfL funds?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): Yes, with the MPS and we also fund the Road Safety team as well.

Murad Qureshi AM: OK, that is some security then where we need to go to save that programme. Given Graeme's [Hay] points about how in some ways not a lot of motorcyclists may necessarily be from the boundaries of Greater London but further afield, how do we get them in the programmes if we are not overextending ourselves?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): That is difficult. We would really only generally engage with people when they are on London's roads but in a sense -

and David [Davies] has made the point - you need to know where they started their journeys as well to know what kind of trips they are making.

To pick up Graeme's [Hay] point, the targeted enforcement activity we have done in the form of the five boroughs that Lilli [Matson] mentioned that has led to 11,000 riders, this is not bikes being talked to by a police officer not necessarily being issued with a ticket but just being pulled over because of some aspect of their riding, and that has led to about 680 people expressing interest in going on a BikeSafe course. There is a broader process of conversation between uniformed police officers and motorcyclists not necessarily in the situation where there is any kind of malfeasance involved which is a very important part of that engagement because those messages come better from other people on motorcycles than from somebody who is not.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Just to add to that as well, in boroughs like Lewisham, where we know a lot of riders come from the southeast, there has been engagement with Kent on the other side, for example. Kent has its own initiative which is called Biker Down. It is about trying to improve the outcomes if a collision does occur and we are now modelling that in London and running a pilot at the moment and so we do have that engagement in the neighbouring boroughs. You can track where the key corridors of commuting into London are from.

Murad Qureshi AM: Yes. My impression as someone who lives in central London is that by and large the motorcyclists are not necessarily coming from outer London. They are coming from further afield. Is that the right perception to have? You would have had more engagement with motorcyclists as a general population that we are having to deal with.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): If you tracked the journey, certainly there are longer commuter journeys coming in from places like Kent on the A21 and those roads through boroughs like Lewisham, which is why for areas like Lewisham they are perceived to have a safety problem. Of course there are plenty of people who live within the GLA boundary who are also riding motorcycles.

Murad Qureshi AM: Graeme, can we come to what you wanted to talk about, RIDE, which stands for the Rider Intervention Developing Experience, which the MPS has developed to address motorcyclists' attitudes on the road, particularly those considering it as thrill- or sensation-seeking? I have to confess my main complaint if there is one about motorcyclists is that those in central London are always revving up their engines and going through it. I am used to road traffic in the background where I live but I do notice when a motorcyclist is doing that. Do you think that is being addressed through this programme?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): It is about perception of risk and we know that young people, particularly males, have a remarkably low sense of risk and therefore spirited behaviour or whatever - which is probably what you are describing really in general terms, making a noise and a fuss, perhaps travelling at a pace not appropriate and all these sorts of things - is exactly what that is to address.

I cannot give you numbers. I do not have numbers as a rider group but what I believe and what I experienced in my previous career is that when we look at the attitude, which is what it is all about and attitudinal response to a number of points on a licence and a fine, which is a negative experience likely to perhaps underline negative views towards authority, and we compare that with an educational day, this is really no different to the one that is offered to car drivers, it is different in detail but the principle is the same for minor transgressions. To have the opportunity to go and listen to people, in this case, police motorcyclists, who are

the most respected riders on the road however much of an urban warrior a person might think they are when push comes to shove they will generally acknowledge a MPS police rider as one of the finest riders on the road.

To spend a day in that company and have explained to you what those risks are I can only ever see as a positive response, but I am not in a position to give you numbers on the relative values of pursuing that as opposed to simply a ticket and a number of points on the licence.

Craig Carey-Clinch (Policy Adviser, Motorcycle Industry Association): Just quickly, Ride Off is a fantastic opportunity to engage those who are offending and certainly we would like to see that pushed more for section 3 offences and perhaps also to building specific aspects of speed awareness as well within that. There is great potential on return for this scheme. Certainly, nationally, there is a need to roll it out.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): It is patchy nationally. Sorry, RIDE is operated elsewhere in the country but it is hit-and-miss.

Murad Qureshi AM: Is London relatively better in that respect?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): Significantly.

Murad Qureshi AM: Significantly? That is useful, and then I will come to TfL.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): Just a quick thing in terms of people revving up bikes. There are some people who do this because they want to draw attention to themselves, but it is also a mechanism for attracting the attention of the white van man who is on the phone or doing something else. I have an automatic scooter and you cannot do it on that. Part of what is happening in London's traffic is that aware urban riders will often use a little rev of a motor and it is quite extraordinary because most of us who have done this for a long time look into people's cars via their mirrors to see what they are doing. We all know that vastly too many people are doing something else, but that is part of what is generating this sort of issue.

Murad Qureshi AM: Thank you, Leon. Just a final comment on RIDE from TfL. Do you have any views or opinions? We have heard from the motorcyclists.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Graeme [Hay] has said it all. We are working with the MPS to have this intervention delivered. Some evaluation would be --

Murad Qureshi AM: Is that something else you fund or not?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): No, not as far as I know and I will be corrected afterwards. We do not fund RIDE.

Murad Qureshi AM: OK, thank you very much.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): The participants fund it.

Murad Qureshi AM: Do they? Fine. I see. That is even better.

Craig Carey-Clinch (Police Adviser, Motorcycle Industry Association): It is very similar to a speed-awareness course if you want to avoid points for breaking the speed limit but, again, you pay to go.

Murad Qureshi AM: That is how it goes. That is useful to know.

Craig Carey-Clinch (Policy Advisor, Motorcycle Industry Association): That is why it provides such an opportunity to do things like put section 3 offences as part of feeding people into RIDE. You would not say it is quite self-funding, but a massive proportion of the funding comes from the offenders themselves.

Murad Qureshi AM: That is even better.

Valerie Shawcross CBE AM (Chair): Very good. That was very helpful.

Tom Copley AM: Yes, thank you. First of all, I wonder if you can tell us - perhaps TfL to start with - what types of roads are hotspots for motorcyclist collisions.

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): There is not necessarily a particular type of road that is a hotspot. Motorcyclists tend to use more of the strategic road network. It is like the Transport for London Road Network (TLRN) and the bigger roads and therefore, proportionally, you would see collisions around 30% on the TLRN and around 60% on borough roads but more on the strategic road network.

That is not disproportionate to the distribution you would see of all casualties. As Ben [Plowden] mentioned, a large proportion of collisions take place at junctions. Again, that is not rocket science because that is where traffic is interacting and so this is where collisions are likely to take place. Compared to other types of road user, when you look at the causal factors, the road engineering environment is not seen to be as often a significant component in why the collisions take place. If you remember back to the statistics I gave at the beginning, in fatalities in particular speeding or loss of control often a very high proportion of collisions with no other vehicles involved. This is not the same type of collisions as you might see with pedestrians.

Tom Copley AM: Statistically speaking, you cannot point to a particular kind of road and say that is disproportionately high for motorcycles?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): It is the main roads mainly because that is where motorcycles are.

Tom Copley AM: Not more so than other types of vehicles?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): What we have done is looked very specifically at where motorcycle collisions have taken place. A lot of the work that lay underneath the Motorcycle Safety Action Plan has a very important spatial dimension and the reason why we focused activity on the five boroughs is precisely because the data suggests that both in absolute numbers and/or rates of risk of being involved in a collision there are parts of London and therefore roads in those parts of London that have a high risk for motorcyclists in London generally. There will also be specific locations where the data suggests that is some issue to do potentially with the design of a junction or the way the road operates. There is a very important spatial component to where we focus both our engineering effort and enforcement effort but that is not quite the same as saying that all roads of type X have a higher than average motorcycle accident than other roads. It is much more specific than that.

Tom Copley AM: OK, perhaps I can bring Leon in on this point and also ways that you think design could be improved to make roads safer for motorcyclists.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): The key to all of these things is the evidence of what works and what does not. The work that TfL did on the whole bus lanes issue was phenomenal. In fact it is the most detailed in the world and I know that because the industry commissioned me to look into global research into this sort of thing. In terms of engineering again I go back to the early key here for going forwards is to be much more aware and positively critical about proposals for enhancing a particular aspect of a junction's function for a mode whatever it might be, and the potential for adverse consequences on PTWs.

One example that has come up is - and I am happy to have a conversation with Ben and Lilli about this as this has only just come up - proposals for light segregation between cycle lanes and traffic lanes with things that are called orcas and armadillos. These are lumps of plastic that are bolted to the road which if looked at in one way are excellent and cheap delineators and have enabled people on a bicycle to feel safer. They have some protection. The problem is that they can and we now have evidence that they are a trip hazard for various groups including cyclists ironically. It is now a matter on the back of the work that we have already done starting to look a lot more critically at proposals like that because as I said we have now in MAG had a report where what starts off as a good idea for cyclists has caused a crash. It is a matter of taking a step back and having a look at this and seeing rather than proceeding just because it was deemed to be a good idea in the first place we actually think, "Hang on a minute, there are various other aspects". One of the things I have included in this pack is a little thing which we produced in MAG which is about improving risk assessment. The people that are designing cycling schemes are quite rightly very focused on an idea of flow of cycles and they are not required to think about very much else which is perfectly fair enough.

It is a matter of now saying, "OK, let us learn from what is happening", and that is the key. It is almost like a double negative. One of the challenges that TfL has is there is not much you can do in terms of hard engineering that will enhance the safety of a motorcyclist but there are things that some boroughs more than others will do that definitely reduce it. One example is if you have speed cushions in a road and it has bends, if you put a speed cushion in the middle what traffic tends to do is drive so they straddle it. You have people driving in the middle of the road and for reasons I will not bore you with but technical reasons the dynamics of motorcycle use are very different to cycles in going round bends. It is basically if you are going round a left-hand bend whereas if you are a cyclist you will be nearest to the kerb. If you are a motorcyclist, and this is the way the police ride, you want to be as near to the crown of the road so that you can see as far round the bend. That is a concept that unless you are a motorcyclist nobody could expect you to contemplate that. The problem is that if designers of schemes look at slowing down traffic by putting speed cushions in do that and do not realise that it is creating two hazards, one is it can trip the scooter rider up but the other one is, and it literally does happen, it encourages oncoming traffic rather than staying in its own lane to drive down the middle of the road.

This is something that we are very pleased that TfL is addressing in this guide but that is broadly the answer. It is not a positive thing; it is not doing negatives.

Craig Carey-Clinch (Police Adviser, Motorcycle Industry Association): The industry has taken a long interest in this, the principles of road traffic engineering, the sort of guidelines and engineering measures that need to be taken. Working with local authorities and research organisations, universities and so on we did develop with the Institute of Highway Engineers guidelines some years ago. These are recently refreshed and updated and that work was funded by the DfT, the MCI and also the BMF. The work that is being done on the new set of guidance for London is extremely important and it is a project that we really support.

It is quite important that the very key principles about how roads are designed with motorcycling in mind that are already established are referred to within these guidelines, and the Institute of Highway Engineers (IHE) cross-referring with the work that is being done in London so that we are not reinventing the wheel and confusing borough road safety officers. Ultimately, the work that is being done is important here. It is quite appropriate that we set the IHE guidelines to the context of London's roads and that the principles contained within that are vital to any consideration of road traffic engineering.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): Can I mention just one broader point? The process by which priorities on the road network have been under way, generally moving space and priority towards walking, cycling, road safety and pedestrian crossings, has been going on for quite a long time, certainly since 2000 - Parliament's Trafalgar Square being an almost certain example - but every town centre in outer London now has some kind of town centre improvement. That is not a new phenomenon. There is, separately, a particular issue in the last two or three years around what looks like an increase in road cycling fatalities in particular. We need to be very careful about not assuming that those two things are causally related. I do not think we know enough about the relationship between the overall - this is a point that Craig [Carey-Clinch] has just made - way the road network is designed and managed where the dominant pressure is towards these other purposes, bus lanes, cycle lanes, pedestrianisation and so forth and a shorter-term issue - which hopefully is shorter-term - around a rise in fatalities. We need to be quite careful not to draw too many conclusions from those two things happening. One is quite a long-term process. The other currently now looks like it is a short-term problem. We need to make very clear that we understand if there is a relationship and what that relationship might be.

Tom Copley AM: It is about making sure that by trying to improve the road network for one group, you do not then disadvantage another group at the same time.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): Yes, the challenge is that you have a very significant growth. If you look at the index, the growth, the changing use of the road network, cycling has grown faster than any other form of transport in the last five or ten years. We are trying to accommodate a very rapid growth in use of the network by one particular group, and, as Leon said, you have similar vulnerabilities, and try to make sure that that does not disbenefit either in safety terms or more general user of the network terms everybody else who is already there. We are seeing some quite significant effects, for example, on the bus network, on something we can be doing like that, and so we have to be very careful about optimising use and maximising safety for everybody if we possibly can.

Tom Copley AM: I want to move us on to what boroughs are doing and to what extent the boroughs are adopting best practice, and how is a local implementation plan process being used to support this? Does anyone have any comments on that?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): As a bridging link, really, I very much support the preparation of the street design manual for motorcycle safety, which we are contributing to. One of the things that I think sets London slightly apart from most of the rest of the UK is the intensity of streets and the intensity of different authorities, the inconsistencies between road space availability. As a rider travels through London on and off of the TfL network and through various boroughs, there are areas of benefit and safety which are available on one network and not on another.

Tom Copley AM: There is inconsistency there.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): Absolutely.

Tom Copley AM: Would you like to see it more joined up between boroughs?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): I would, and it is not just about motorcycle safety. Again, we always look at collision data, but so many collisions overtaking on the offside and so perhaps filtering on the right-hand side of the traffic where perhaps, on a TfL road, the bus lane is available. This I would link back - I did not get a chance to mention it and I am not being too naughty here - under pedestrian safety: why do motorcycles feature so often? I do not have the data; I represent a user group. However, I genuinely believe that the casual crossing that goes on away from the formal crossing point by pedestrians brings pedestrians in among otherwise stationary traffic, into conflict with those who can still be moving legitimately in stationary traffic, be they bicycles or motorcycles.

Tom Copley AM: Weaving in and out. Yes.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): The use of the bus lane introduces a level of predictability as to the whereabouts of these various things. In a bus lane, a pedestrian jumping between lights may expect to find cycles, moving buses and other things, but of course, once they are hidden among the static traffic, they come at you from all over the place. Sorry, that is anecdotal but --

Tom Copley AM: No, it makes a lot of sense.

Valerie Shawcross CBE AM (Chair): We all recognise that.

Tom Copley AM: That was interesting what you said about more joined-up work between boroughs. Does anyone have any more comments on what boroughs are doing?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): One of the great success stories in much of London that continues - going on from Graeme's point - is motorcycle access to bus lanes. The problem is that some boroughs are vehemently against this.

Tom Copley AM: Darren [Johnson AM] will be asking about bus lanes shortly. We might park bus lanes, as it were, for a minute. Is there anything else beyond that?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): That is going back to Graeme's point. I totally agree with this. This is an impossible task for TfL, I have to say in its defence, because it does not have power to tell boroughs what to do and, even if it found a very good idea, it has to be a dialogue because that is part of our democratic system. From our point of view, we would support anything that makes more coherence and that can encourage boroughs to have a common view about safety for all vulnerable road users. That is what we are most interested in.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): My impression is that boroughs resource road safety in general very differently and to very different levels. Some of the difficulties TfL has had sometimes is trying to work with boroughs, which may or may not respond and may not have the capacity or the incentive or whatever, and that is not always linked to the casualty problem in that borough.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): There are two processes that run in parallel. One is that the boroughs have a legal requirement to produce a local

implementation plan (LIP) in the GLA Act. It is a statutory requirement to demonstrate how they are going to deliver the Mayor's Transport Strategy on their roads. We separately give the boroughs money through a separate part of the Act which has become conflated. The LIPs funding is about £150 million a year. That process used to be, much to the boroughs' frustration, much more directive than it now is. There was an agreement between the current Mayor and the borough quite early in his first term where our determining of what the boroughs did with that funding became much less specific. Nonetheless, the LIPs guidance that we produce every year makes quite clear the sorts of things that we would expect the boroughs to do and certain things they have to report on, which include the KSI record for the year that they have just finished. Part of the process of engaging with the boroughs is using the LIPs funding and the LIPs guidance to help influence and support these sorts of outcomes.

As Lilli [Matson] and others have said, there is a lot of work that goes on generally on a very collaborative basis, although it is not entirely consistent, through the safety working groups and through the Urban Design London training that Lilli mentioned, making sure that there is, as far as possible, consistency in design inasmuch as we can influence that. As David [Davies] suggested, it is a process of persuasion and encouragement and using the funding within limits to influence what they do rather than directing them precisely.

Tom Copley AM: I just want to ask one final question, which is on the Cycle Superhighways. To what extent will the Cycle Superhighways create more danger for motorcyclists and how can this be addressed?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): This is a really important point for the Committee to focus on. If we just look at the distance of the North-South and East-West Cycle Superhighways, they represent about 1.5% of the Strategic Road Network in London. It is a very, very small percentage. Along those, there are only certain lengths where lanes have been narrowed or removed. It is very important first of all to get that in perspective.

Where that has taken place, do not forget we have published *London Cycling Design Standards*, and a key part in there is to be very clear that when narrowing or changing lane widths, we must not create ambiguity. If a lane is of a certain ambiguous width, you might encourage motorcyclists or other road users to overtake, and if there is any chance of ambiguity, the recommendation is to have central white lines, which will require all vehicles to stay in line. That may delay journey times for users of that road, but it is a safe imposition. In addition to the road safety auditing, in addition to the clear design guidance we have on this, these are safe routes, and they only represent a small percentage of the overall network, and they are crucially needed to improve cycle safety and to provide the safe environment to create the uplift in cycling, which is the current Mayor's objective. On that basis, they are absolutely the right way to go. None of the recent casualties or fatalities we have seen have been related to the recent areas of work. It is an important point that Ben [Plowden] was making. The coincidence in time between some activity taking place on a network and these fatalities taking place is a coincidence. It is not causal. We have to focus exactly on to the causes of motorcycle casualties, which we do know.

Tom Copley AM: We are all supportive of Cycle Superhighways, but obviously we do need to ask these important questions in case there is a link. We heard from Leon [Mannings] earlier about this. Does anyone else have any comments on the Cycle Superhighways and safety for motorcyclists?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): Nothing specifically on the highways themselves, but I suppose the design thinking behind the highways very much links with how one prioritises certain transport modes. It is important I think at this point just to quickly link back to the previous subject. Local authority areas around the country that are quite explicit in their recognition of

motorcycling as part of the transport solution tend to think more carefully about road traffic engineering measures and how cycling and motorcycle issues are allocated to create a safer environment. Again, the Mayor's Transport Strategy only mentions motorcycles at the moment explicitly in terms of being a safety issue. A revision of that strategy, if it started to look more closely at motorcycling as part of London's opportunity to solve problems, means that the boroughs themselves could think more explicitly about how they look at engineering their roads for motorcycling.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): A slightly different aspect of infrastructure, not Cycle Superhighways specifically but one that has not been mentioned, is maintenance. Huge amounts of attention and effort and so forth go into designing things and opening new schemes and so forth, which is all very important, but it is the quality of the construction and then the ongoing maintenance, which can be very important to safety and often gets neglected. Leon [Mannings] made that point about the absence of that 'keep left' bollard and that is an example, but there are potholes, road markings and making sure that signs and lines and so forth are kept up to date. The railways are a very good example of good-quality infrastructure leading to much-raised safety standards. It is not about going around and fixing problems that just happen to have cropped up.

As a related point, the systems for reporting road defects by the public could be improved. The public do not know whether it is a TfL road or a borough road and sometimes if you report it to the borough they will say, "Thank you very much. Go and tell TfL". You have to do it twice.

Tom Copley AM: That is a very good point. Thank you.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): The Cycle Superhighways are a site-by-site job. There are locations where there are great concerns. Parliament Square is one. By removing the left eastbound turn over Westminster Bridge, everything will now have to go around Parliament Square. Parliament Square is a demanding road environment for all road users. I will stop there but --

Tom Copley AM: Yes. It is case-by-case, yes, it is.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): Yes, it is, and this is not the place to do it. What I would say is that time will tell. That is not a veiled threat. It is an honest truth. Time will tell. Some lane widths on some roads with quite substantial traffic flows are undeniably being reduced remarkably and it will be interesting to see what happens. I cannot say more. I know on some of the comments, and certainly on the streets design manual for cycling guidance, I had to point out that some of the lane widths that are deemed acceptable in there are unacceptable under chapter 8 for temporary works, let alone anything else. You are treading a brave path, and best of luck.

Tom Copley AM: Thank you. Thank you very much.

Valerie Shawcross CBE AM (Chair): That is very helpful.

Darren Johnson AM: We will move on to bus lanes. What has been the impact of TfL's decision to open bus lanes to motorcycles?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Obviously the permanent decision to allow motorbikes into TLRN bus lanes followed two trials, which were very carefully monitored and showed that there was not a disbenefit in terms of safety for other road users. When you talk

to motorcyclists, they really like having access to those bus lanes. In terms of their customer experience, it has been a very positive thing, and that was reflected in higher customer satisfaction scores following that change.

We have been carefully monitoring it. There has not been a shift in casualty statistics, which would suggest that there has not been anything unsafe resulting. We have no plans to review it. It was a permanent change. It seems to have been successful, and it gives motorcyclists, as we have heard, a safe place on the main road network.

Darren Johnson AM: Cyclists were very concerned about this measure in the trials when they were being introduced. As part of this is about perception as well as actual risk, have you had a concern that it potentially puts people off cycling who might otherwise be encouraged to take it up? It is a point that Andrew Gilligan [Mayor's Cycling Commissioner] always makes about broadening the demographic of cycling so that it is not just very brave, very fit, Lycra-clad young men going out cycling but it is a much broader demographic. Does this have any impact potentially on that?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Can I just give a personal view on that? Clearly, we know that the type of demographic that does use the main roads does tend to be young professional males and so they are exactly in that category you are talking about. If you use a bus lane, it does involve mixing with traffic, as probably any journey along the length of that type of road network is going to, which is exactly why, in terms of the ambition to widen the demographic and increase levels of cycling, on busier roads, segregation is required.

Darren Johnson AM: Therefore, we are moving away from using bus lanes towards segregated Cycle Superhighways as the shift there, you say?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Where new provision is being made, yes, because that is basically what the *London Cycling Design Standard* says. It looks at the street types and says, if you are going to be on those busier roads with certain traffic flows above a certain level, segregation would be expected. On quieter back streets, on the Quietways where traffic is flowing at different speeds, people's perception of safety is very different and segregation is not required.

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): It is all good to say, though, that although that was very beneficial, about 100 kilometres of the length of the TLRN are the bus lanes that are open to motorcyclists. The TLRN is about 600 kilometres. Inasmuch as that was an issue, it would only be for those cyclists who had previously been not accompanied by motorcycles on that bit of the TLRN that now has motorcycles.

Darren Johnson AM: On the busiest routes, the aim should be for a segregated, separate route rather than sharing a bus lane, with or without motorcycles?

Ben Plowden (Director of Strategy and Planning, Surface Transport, Transport for London): Yes, as Lilli [Matson] said, but my point was that of 100% of cycling journeys in London, only a relatively small proportion would have been affected by the introduction of motorcycles in the bus lane because it is only part of the TLRN that would have been affected by that. That is my point.

Darren Johnson AM: OK. Thanks to TfL for your response on that. Let us hear now from the motorcycle lobby.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): I could not be more pleased that you have asked the two questions that you have. If we take the first one, that is actual safety and the experiences that were generated by this extraordinary series of trials, and in fact the first one started in 2004. You are right that cyclists were concerned about two things but the first one was that their safety would be reduced. In this pack I have included TfL's press release³, which broadly summarised why they were making the schemes permanent, and I have taken the liberty of highlighting a sentence in it. It said,

"When comparing the second trial period [that is the last one of the whole series, really] with before motorcycles were in bus lanes, there was a [statistically] significant 11.6% decline in overall cycling collisions."

That is a fact that often gets forgotten. It was very well respected by TfL. The bottom line is that cycling casualty rates improved by over 11%. In fact, ironically, they were the biggest beneficiaries of the measure.

Darren Johnson AM: Is there actually a causal effect, though, or are these two trends that --

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): What we can say is what the results were. To this day, I have never had any completely reliable and valid explanation as to why, but we do know as a matter of fact that cyclists are safer. My favoured explanation is exactly the one that cyclists are familiar with, which is critical mass. Once you get used to a group of particularly vulnerable people like cyclists or motorcyclists, various things happen less that are damaging. The facts are that cyclists' safety improved.

The other issue that the trial looked at was whether cyclists were put off. The interesting thing that was found was that, on the trial routes, actually cycling went up. The perfectly understandable fear and concern that it would put people off, in terms of the actual data --

Darren Johnson AM: Although it was going up anyway as part of the general trend in London?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): No. This was a comparison between trial sites that were more or less parallel, two sets of bus lanes, and there was a bigger rise in the bus lanes that had motorcycle access. It is good that you have raised these points because the facts of the situation, which may be counterintuitive, are why we are so pleased that TfL really did look at the hard evidence, and the hard evidence is good, especially for cyclists.

Darren Johnson AM: Following up on the previous question about the Cycle Superhighways, do you support what Lilli [Matson] and Ben [Plowden] have just been telling me now, that the trend has been to move away from having cyclists in bus lanes and on the busiest routes and having segregated Cycle Superhighways so that they are kept away from both buses and motorcyclists and the cars?

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): The problem with that is that, as a matter of fact, it is narrowing the space for powered two-wheelers. Whilst powered two-wheelers had access to the near-side section of a carriageway, where it was a bus lane in particular, that is being taken away. Therefore, we are going back to a position that is, in some sections of the Cycle Superhighway, even worse than it was before bus lanes were introduced because, as Graeme was pointing out, the actual lane width being specified for what is called 'general traffic', which includes one-third of vulnerable road users who are powered two-wheeler riders, is being narrowed. The thing for us to all think about is, in ten to 15 years' time, one of the things that Lilli mentioned was, which you may not have noticed, that the ethos of the design for traffic

³ Transport for London press notice PN-371 of 21 December 2011: *Motorcycles to be allowed permanent access to bus lanes on TfL Road Network*

lanes for Cycle Superhighways is it will be so narrow, as Graeme points out, that a powered two-wheeler has to act as if it is a car and be in a queue. Therefore, the emergency service two-wheeler vehicles that we have in London and will increasingly depend on - and will, in ten to 15 years' time, be zero emissions - will not be able to get through, and the whole advantage of a motorised two-wheeler will be eliminated by narrowing the lanes. That is something that is not clear to a lot of people, but it is something that I believe all members should think about and hopefully discuss as we go on because it is a very serious issue.

David Davies (Executive Director, Parliamentary Advisory Council for Transport Safety): Just a couple of comments. The point Leon makes about whether motorcyclists should be expected to take a position as a car or should be expected to overtake, going between lanes, is a really important one. There is both what there should do and there is what they will do, and both need to be thought about.

On the bus lane issue, interesting statistics from Leon. Time will tell as we get more data, but there might be specific issues about design. With motorcyclists going a lot faster up the inside lane, you have queuing outside traffic, turning traffic is often let through or pulls out, it sees a bus, and pedal cyclists are fairly slow but most cyclists come in fairly fast, and some of the design issues around there may need at least monitoring of the situation.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): The key contribution that highway engineering has made to road safety is where it has been consistent. Consistency of expectation for road users, whether it is the traffic signs which we use in the UK, or in this case road space and the bus lanes. I believe in the critical mass theory. I look at these incidents where vehicles turn left across the path of someone effectively doing a near-side overtake, filtering along the near side, whether it is a cyclist or a motorcyclist. If we can increase that traffic use in bus lanes with motorcycles consistently across the capital, and it is a consistent expectation, I believe it will bring benefit to all road users, including pedestrians, cyclists and motorcyclists, and give everybody a safe place to go. It will reduce the overtaking on the off side into contrasting traffic. Again, consistency is the key thing. Thank you.

Craig Carey-Clinch (Policy Adviser, Motorcycle Industry Association): When both trials were done, there was a useful piece of work done on how different road users see the acceptability of motorcycles in bus lanes. What was quite interesting was that more than half - quite in excess of half - of all cyclists thought that it was not a bad idea, were not that bothered, or even a great idea. I remember doing my own user surveys in some of the bus lanes during the trials to see how the dynamics of cycling and motorcycling worked together, and, to be honest, the grief that both seemed to suffer from and sometimes joined forces against were cars invading the bus lanes, or bus drivers at that time being quite intimidating for all cycle users. I know that situation has improved somewhat in recent years.

The fact is that acceptability between cyclists and motorcyclists, particularly on the cycling side, is a lot more than this Committee has been led to believe in the past. I remember appearing before this Committee in around about 2008 when an awful lot was said about how much cyclists do not like motorcycles in bus lanes, but the usage surveys just show that to be absolutely wrong, which then leads us on to another issue, which is consistency. For many riders, particularly those who are not familiar with London for visiting, where you can or cannot ride in a bus lane of course remains an issue.

The boroughs need to be more engaged actively with this and also be a bit more critical of campaigns launched against borough motorcycle bus lane schemes. We lost one in Ealing a year or so ago largely due to a vociferous campaign by certain groups of cyclists, when in fact the evidence they put forward was largely wrong, but unfortunately they did win the argument. This Committee should take a really dim view of things like that.

Darren Johnson AM: You are in danger in some ways of saying no to everything that cyclists -- either you can say that cyclists want the segregated cycle lane, Cycle Superhighways kept away from motorised traffic, or cyclists in bus lanes. To say no to both sets of cyclists' aspirations seems a little harsh.

Craig Carey-Clinch (Policy Adviser, Motorcycle Industry Association): That is not what I am saying. It is very much a case that they are two-wheeled vehicles. Cycles and motorcycles are essentially two-wheeled vehicles. One has engines; one does not, perhaps. It depends on how you look at 'powered'. Ultimately, these single-track vehicles need to share the road. We feel there are a lot of synergies between cycle use and motorcycle use. There is room in transport policy for both. They are complementary to each other. We feel there is great scope for cycle groups to work closely with motorcycle groups. I mentioned a specific point where a motorcycle scheme was campaigned against, but ultimately more can be gained by cycle and motorcycle groups working together.

Darren Johnson AM: I completely share that vision but I am just trying to tease out, within that vision of sharing the road, is there a role for segregation, that you are keeping non-motorised and motorised traffic completely separate?

Craig Carey-Clinch (Policy Adviser, Motorcycle Industry Association): Specific cycle lanes, there is definitely a role for that. I have not commented too much on Cycle Superhighways because, as Graeme rightly said, there is a lot that we will learn as we go on, and some parts of it will impact more than others. The industry has never taken a view of supporting motorcycle use of specific cycle lanes, for example - there has to be that kind of segregation in certain places - but there are areas where we can live together, and bus lanes are definitely one of those.

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): Having argued, hopefully convincingly, for consistency as being a precursor to road safety in highway engineering, there are also behaviours according to environment. I suppose, if every London street was 120 feet wide, we would be able to have segregation for pedestrians, cyclists and so on. There is such a wide variety and that is the challenge that we face, and that is why I mentioned on the superhighway that it is site-specific. Thinking in terms of the boroughs, despite my passion for consistency of road space access throughout London, I would also observe that if we step into a vision of a fairly narrow street, predominantly residential, non-thoroughfare, the sort of place which would lend itself to a 20-mile-per-hour zone, virtually a shared surface. Clearly, that is entirely inconsistent to the Embankment or to another arterial route, say, in and out of London, but consistency within context of lane width and all of these things are covered in the excellent TfL manuals. Whilst I argue for consistency, I do not suggest for one moment that everything should look the same. Where we have been able to designate a road space as bus lane, there are advantages in almost all cases to having that access. Sorry.

Darren Johnson AM: You are arguing for consistency across similar road types, not one-size-fits-all for every street in London?

Graeme Hay (Government Relations Executive, British Motorcyclists Federation): Precisely. Yes.

Darren Johnson AM: That is clear.

Dr Leon Mannings (Policy Adviser, Motorcycle Action Group): Going on from this consistency in road types, one of the difficulties is that we are modelling our approach to cycle systems on countries that have roads that are fundamentally different to London, as Graeme says, not necessarily 120 feet wide, but the

systems of hard segregation that are working in European countries are working well because there is still space for the other vulnerable road users, pedestrians and motorcyclists. The problem of London, and it is very much a London problem, is that the streets we start off with are already much narrower than many places where cycle schemes work.

To answer your question to Craig in terms of what we support and what we do not, we are absolutely supportive of cyclists having their own tracks or lanes, or whatever you want to call them, and them having exclusive access to them. That is absolutely fine, so long as the cost of that, in addition to the civil engineering, is not a reduction in the safety of a parallel group of vulnerable road users that actually have similar amounts of KSIs. Whilst we support absolutely the protection of cyclists, and where it is possible to have a hard segregated route that does not have an adverse impact on powered two-wheelers, we are all for it. When it does have an adverse impact and it crams powered two-wheelers in with the trucks and the vans and the cars, we do have an objection, and it is a very reasonable one, and that is something that I would like Members to have another think about.

It is a matter of what the costs are in terms of safety because, if you are robbing Peter to pay Paul, it may be not the right plan. Is there a way, as Craig [Carey-Clinch] says and Graeme [Hay] was saying, where we look at this as a shared problem - we are two-wheeler riders with vulnerabilities - and how can we optimise the safety of both groups rather than one at the cost of another?

Darren Johnson AM: Thank you. Lilli, is there anything that you want to come back on that you have heard and can you also pick up on the point about consistency across boroughs on bus lanes?

Lilli Matson (Head of Strategy and Outcome Planning, Transport for London): Just on the safety point, there is clearly in a limited number of locations - and it is important to remember the context of this, that it is only a limited number of locations - a reallocation of space going on. I would argue that because we are following clear design principles and using full experience of the road safety audit process, it should not change the safety outcome. That is very much the objective that we are pursuing.

In terms of consistency across boroughs, I can see that point from a user's perspective. Of course, it is down to individual boroughs to make those decisions, but I am mindful of the fact that Wandsworth looked at its KSIs that were happening around motorcycles. They have just allowed motorcycles to go into bus lanes in that area. That seems to me a positive move. We can certainly have those conversations with boroughs, but ultimately it is their decision. The whole point about consistency across road type is important, and, as we develop the whole street types approach to managing and developing interventions, it is something I very much will bear in mind.

Valerie Shawcross CBE AM (Chair): That has been a really useful session and we have covered pretty much the ground we wanted to today. Colleagues, in thanking you, can I just say that if there is anything else you want to feed back in to the Committee while we do our deliberations on this and put together our report, please do? We are very interested in specific examples and further data and suggestions and issues that you think the Committee, even if we cannot lean on TfL locally, should be taking a view on that might help in the national framework. Please do write back to us if there is something you have not managed to say today and that would be very gratefully received.

We did not discuss this in the pre-meet and so I hope my colleagues will bear with me, but it does occur to me that it might also at the same time be quite a useful thing if we put out either a questionnaire or a comment opportunity for motorcyclists in London for them to tell us what they think would be their highest priority in

terms of making them safe. They are the people who suffer from these accidents and also experience the near misses and know where the issues are and what is causing them. That might be a useful thing for us to do.

Thank you very much for your time today. We do appreciate having you with us and we will be working towards putting forward some kind of report that goes over some of these issues. Thank you very much.

What could possibly go wrong for PTW riders?



**Lack of Signage on widened traffic island:
Site of 'Life Changing' Serious Injury for Scooter rider
10th May 2013**





Interpreted Listing Accident Report

Topic Based Query ORDER BY AREFNO ASC
 1 0112TB00935 SUN 09/09/12 11:15 LIGHT CROWN LANE JW RYECROFT ROAD 09 LINK 731-732 531430 / 171040
 POLICE - AT SCENE ROAD-DRY WEATHER-FINE SINGLE CWY T/STAG JUN GIVE WAY/UNCONT NO XING FACILITY IN 50M
 CASUALTY 001 (001) (79 Yrs - M ****) SERIOUS DRIVER/RIDER
 VEHICLE 001 (000) M/C 50-125CC (79 Yrs - M ****) E TOW JCT APP
 N/S HIT FIRST
 HIT KERB

End of Report

Fact and fantasy of Embankment Traffic



Subject: Summary List of Actions

Report to: Transport Committee

Report of: Executive Director Secretariat

Date: 10 November 2015

This report will be considered in public

1. Summary

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

2. Recommendation

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

Actions arising from the Committee meeting on 15 October 2015

Item	Topic	Status	For Action by
6.	<p>Motorcycle Safety</p> <p>During the course of the discussion, the Committee requested the following further information in writing:</p> <ul style="list-style-type: none"> • Details from Transport for London (TfL) of the Transport Research Laboratory study of 90 motorcycling fatalities and other relevant accident data; • An overview from TfL of the most recent data on motorcyclist casualties; • An update from TfL on progress with each of the actions in the Motorcycle Safety Action Plan; • Details from TfL on how much money was allocated for motorcycle safety compared to cycle safety and pedestrian safety within the TfL budget; and 	<p>TfL has provided the additional information in a detailed submission on motorcycle safety, attached at Annexe A. The Transport Research Laboratory study is published on the TfL website¹.</p>	<p>Director of Strategy and Planning, Surface Transport, TfL</p>

¹ <http://content.tfl.gov.uk/ppr621-motorcycle-fatal-files-report.pdf>

Item	Topic	Status	For Action by
	<ul style="list-style-type: none"> Information from the Parliamentary Advisory Council for Transport Safety (PACTS) on police forces which use the handheld collision recording device, CRASH, along with any information about how useful the police find it. <p>The Committee resolved that the views of motorcyclists on their safety priorities be elicited via an informal survey.</p> <p>The Committee delegated authority to the Chair, in consultation with party Group Lead Members, to agree a report on motorcycle safety arising from the discussion.</p>	<p>The Chair has written to PACTS to request the additional information.</p> <p>A report on motorcycle safety, setting out plans to seek the views of motorcyclists, is set out at Agenda Item 8.</p> <p>A report will be prepared for publication later in the year.</p>	<p>Executive Director, PACTS</p> <p>Scrutiny Manager</p> <p>Scrutiny Manager</p>

Actions arising from the Committee meeting on 9 September 2015

Item	Topic	Status	For Action by
6.	<p>National Rail Services in London</p> <p>That authority was delegated to the Chair, in consultation with the party Group Lead Members to agree the Committee's report on National Rail services in London.</p>	<p>Completed. The report was published on 16 October 2015 and appears at Item 5 on this agenda for noting.</p>	Scrutiny Manager
9.	<p>Light Commercial Traffic</p> <p>During the course of the discussion, the Chair asked DHL to provide the Committee with further details of the regulatory issues arising from the 3.5 tonne limit on vehicles classed as light good vehicles.</p>	<p>The Chair has written to DHL to follow up the discussion.</p>	DHL

Actions arising from the Committee meeting on 9 June 2015

Item	Topic	Status	For Action by
9.	National Rail Services in London During the course of the discussion, the Committee requested the following further information in writing: <ul style="list-style-type: none">An assurance from Network Rail about plans for dealing with passengers in the event of disruption in hot weather, particularly at London Bridge station.	The Chair has written to Network Rail to request the additional information.	Network Rail,

3. Legal Implications

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

4. Financial Implications

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

List of appendices to this report:

Annexe A: Submission from Transport for London re motorcycle safety

Local Government (Access to Information) Act 1985

List of Background Papers: None

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**London Assembly Transport Committee – Motorcycle Safety
TfL submission**

1. Overview of motorcycle road safety in London

Overview

The Mayor's Transport Strategy highlights the Mayor's commitment to improving road safety in London. In June 2015 the Mayor stretched the Safe Streets for London target to reduce the number of people killed or seriously injured on London's roads from 40 per cent by 2020 to a 50 per cent target, compared to a baseline of 2005-09. This equates to a reduction of 14,000 casualties over the period of the current road safety action plan.

The safety of London's roads has steadily improved since TfL's formation in 2000, with the number of people injured having decreased by more than a third, and deaths and serious injuries have more than halved. Serious collisions and fatalities involving motorcycles have reduced by 56 per cent and 51 per cent since 2000.

Trips

Motorcycles, including mopeds and scooters, accounted for 1 per cent of trips in 2013, which is 2.2 per cent of vehicular traffic in London and 2.6 per cent of vehicular traffic on the Transport for London Road Network (TLRN). However, motorcycles represented 24 per cent of the total number of people Killed and Seriously Injured (KSI) casualties in 2014 and 21 per cent of fatalities, the second largest road user group after pedestrians.

Motorcycle casualties

In 2014 motorcycle KSI casualties increased by 3 per cent compared to 2013 while other vulnerable road users had declines in their casualty numbers. This shows that more work needs to be done to improve the safety of motorcycles in London. The key causes of collisions resulting in injury to motorcyclists are loss of control, excessive speed and other vehicles turning across their path and hitting them. While there has been a slight increase in sales and motorcycle traffic, these have not been enough to explain the increase in casualties. This single year on year increase in motorcycle KSIs needs to be seen in the context of longer term downward trend of motorcycle KSI casualties with a 34 per cent reduction in 2014 over the 2005-09 baseline period. The longer term decreasing trend shows that London has had a far greater reduction in motorcycle KSIs than the other English large cities (Birmingham, Liverpool, Manchester, Newcastle upon Tyne and Leeds) which have had an 16 per cent increase compared to the baseline period. In 2014 there was an increase of motorcycle KSIs of 3 per cent in London but of 17 per cent increase in other Large English cities.

Current picture

Nevertheless, we remain concerned by recent trends in the provisional STATS19 data for the months of January to May 2015 which show that with a rolling year average motorcycle KSIs are currently 6 per cent higher than last year.

To date there have been 30 confirmed motorcyclist fatalities in London (including pillion passengers) compared to the 27 in all of 2014 which itself was an increase from the 22 in 2013. Of the fatalities in 2015 18 of the 30 to date have had 'loss of control' mentioned in the crash description. Out of the 18 motorcycle fatalities involving loss of control, 6 occurred on the TLRN and 10 on Borough roads. Of the 30 fatalities, 12 have occurred on the TLRN and 15 on Borough roads.

2. Understanding the causes of motorcycle collision and casualties

Detailed analysis of STATS19 collision and casualty data, combined with exposure data (vehicle kilometres travelled), and an in-depth study of Police fatal files, informed the actions in both Safe Streets for London and the Motorcycle Safety Action Plan.

Of all road users, motorcyclists experience the highest level of risk of any other transport mode in London. Risk also changes with age, and 12 to 19 year old motorcyclists are at considerable higher risk of serious injury than 20 to 29 and 30 to 39 year olds.

However, motorcycling in London has become safer in recent years. In the 2014 annual road safety report a new risk analysis investigated two time periods, 2006 to 2010 and 2010 to 2014, this is shown in table 1 below. Running this analysis for motorcyclists only and splitting London into Inner and Outer areas shows that between these two time periods the KSI casualty rate has significantly reduced by 26 per cent in Inner London and 21 per cent in Outer London.

Table 1: Motorcycle KSI rates per billion km: inner and outer London

Area	Apr 06 – Mar 10		Apr 10 – Mar 14		Change
	Casualty Rate	Confidence Interval	Casualty Rate	Confidence Interval	
Inner London	1,964	1,841-2,088	1,454	1,350-1,559	-26%
Outer London	2,105	1,950-2,260	1,665	1,529-1,802	-21%
Total	2,026	1,929-2,122	1,551	1,468-1,634	-23%

This casualty analysis is one example of how TfL uses collision and casualty data and other sources of data to investigate and understand causation factors in motorcycle crashes. Other analysis has shown the spatial distribution of motorcycle collisions with more occurring in southern boroughs than northern ones.

Using collision conflict manoeuvres and the recorded contributory factors we know that the road environment is recorded as a being a factor in five per cent of motorcycle collisions. Other factors that play a role in the large majority of collisions are linked to:

- rider or driver errors
- visibility
- experience.

Detailed research into fatal collisions has shown that in 93 fatal investigations 64 per cent were estimated by the Police to be exceeding the speed limit at the time of the crash. Other key features of the collisions investigated were that:-

- 32 per cent of collisions involved no other vehicle
- 66 per cent were on main roads
- 45 per cent were 'loss of control'
- 22 per cent were cars turning across the path of a motorcycle
- 19 per cent of riders had less than one years experience

The full motorcycle fatal files research report can be found in Appendix 1

Research that segmented motorcyclists according to their level of risk and attitudes to safety has shown that there are distinct groups of riders who do not identify themselves as 'bikers' and therefore need to be targeted in different ways.

Further work has shown that of the five most common conflicts resulting in serious injury to motorcyclists involved another vehicle turning across the path of the motorcycle. Collisions involving only a motorcyclist and no other vehicle, where the motorcyclist lost control of the bike, were responsible for 26 per cent of motorcyclist fatalities and 14 per cent of serious injuries. 'Loss of control' collisions can occur from excessive speed or braking, rider error or the interaction of the motorcycle with the road surface, for example skidding.

3. Motorcycle Safety Action Plan

The first Motorcycle Safety Action Plan for London was published in March 2014. The plan supports Safe Streets for London and contains specific actions that when delivered will have increased safety for motorcycles in London.

The Motorcycle Safety Action Plan is based on ground-breaking research and analysis that has been undertaken by TfL to further our understanding of the level of risk experienced by motorcyclists in London. This has involved investigating Police fatal files, segmentation of motorcyclists into groups, considered flow information to understand risk and plotted out spatially where collisions are occurring.

As outlined in the plan, TfL is working with the boroughs, key stakeholders and all road users towards removing death and serious injury completely from the Capital's roads. A range of work is underway through the 29 actions, including:

- Reducing speed related collisions
- Reducing right turning vehicle collisions
- Increasing compliance with the rules of the road
- Improving the quality and increase the use of PPE
- Improving motorcyclist skill and riding behaviour
- Delivering in partnership

Actions were developed and agreed by the Motorcycle Safety Working Group which is now ensuring that the plan is delivered. Members of the group are the British Motorcycle Federation, Motorcycle Industry Association, Metropolitan Police and the Department for Transport. Working with the London partners, Transport for London are therefore taking proactive steps to address further the safety of motorcycles in the capital with many actions already underway.

Twenty four of the actions have already been completed or have had work started on them. The remaining five actions are being initiated to commence in 2016. Further detail on the status of each action can be found in Appendix 2.

4. Key recent activity in motorcycle safety by TfL

Engineering

Safe Streets for London has a focus on improving the safety of vulnerable road users in London as they represent 80 per cent of all KSIs in London and this changed the accelerated scheme policy. Every year collision investigation studies are undertaken on locations on this accelerated scheme list. Several locations include a high proportion of motorcycles and these will have remedial safety measures developed and implemented following the completion of their individual collision investigation reports. Locations include the A3 Wandsworth High Street junction with Garret Lane, Hogarth Lane/ Burlington Lane and Seven Sisters Road/ Hornsey Road.

All TfL engineering schemes are designed with safety in mind and all schemes are taken through our Road Safety Audit procedure. Moving further than this TfL has identified through detailed analysis specific highway design issues for vulnerable users and is developing a suite of guidance and training to improve the knowledge and skills of scheme designers.

The Urban Motorcycle Design Handbook that is currently being developed is one example of this approach. This handbook will identify key highway features, motorcycle riding characteristics and how road layout can influence behaviour and

compliment design advice available for pedal cycles and pedestrians. Stakeholders who attend the Motorcycle Safety Working Group have been intimately involved in the Design Handbook project at all stages.

Education

Bikesafe-London

The Bikesafe-London rider assessment day and enforcement activities by the Motorcycle Safety team has been extended through the action plan with an uplift of additional funding for Officer time (equivalent to four full time Officers).

Working with the Metropolitan Police Motorcycle Safety Team, local boroughs and our partner the Motorcycle Industry Association, Transport for London promotes Rider Skills Day for riding through London as part of Bikesafe-London and Scootersafe-London. These days have been attended by over 28,000 riders since 2003 and routinely score very highly for their relevance and safety content. The day helps any rider become a better rider for life with a combination of observed rides, interactive presentations, discussions and tailored advice from professional police riders will help upskill riders and get the most out of their riding, making them safer on London's roads. TfL is constantly developing and testing new approaches to getting hard to reach Bikesafe attendees to do a rider assessment day, for example offering discounted course to those involved in a non blame collision.

Rider Skills Days run out of four London locations;

- Bushey Sports Club, North London,
- The Warren, South London
- London Road, Romford, North East London
- Ashford, North West London

TfL has set a target of having 1,146 riders attend the course in 2015/16 and to date 1,055 have completed the day this financial year.

In recognition of the motorcycle safety initiatives and work by TfL and the Metropolitan Police, including Bikesafe-London were awarded the prestigious Prince Michael of Kent International Road Safety Award in 2011.

Enforcement

TfL is investing significant amounts of funds for additional and targeted enforcement action and supports the bespoke Motorcycle Safety Team. The Metropolitan Police Motorcycle Safety Team undertakes intelligence led, targeted enforcement in five boroughs, based on current motorcycle casualty risk rates and absolute casualty numbers. These boroughs are:

- Croydon
- Lambeth

- Lewisham
- Wandsworth
- Westminster

In 2015/16 there will be 180 dedicated motorcycle enforcement deployments where enforcement is targeted at motorcycles and other road users. Examples of the offences detected include exceeding the speed limit, defective bikes, worn tyres, drink or drug limits, careless or dangerous riding/ driving and mobile phone use.

In addition to this enforcement activity the Motorcycle Safety team, supported by Officers from the wider command, have designed and carried out several engagement operations

Enforcement against motorcyclist is complemented by the activity by the Roads Traffic Policing Command who target all road users through general activity and specialist operations such as operation Safeway (at priority junctions, two thirds of tickets to motorists, one third to cyclists) and CUBO (targeting uninsured car drivers).

Further, we have been supporting the Metropolitan Police Service with Operation Winchester, which has seen officers enforcing against illegal motorcyclist behaviour at key locations across London to improve road safety.

Finally, TfL is working with the Police to use RIDE (Rider Intervention and Developing Experience) a National Driver Offender Retraining Scheme supported by the Association of Chief Police Officers, for lower grade offences as an educational route of action rather than penalty points.

Marketing

TfL's road safety marketing campaigns have aimed to contribute to a reduction in KSIs over the years, at a time when both the population of London has been increasing and traffic on the roads was increasing also. They are effective at raising awareness of specific road safety issues and impacting on road users' attitudes and stated behaviour.

This motorcyclist safety campaign seeks to address the fact that speeding is a significant contributory factor in the majority of motorcycle collisions where no other vehicle is involved. It is aimed at P2W riders to ensure they do not ride in a way that endangers themselves or others by riding too fast.

The marketing activity has been running since its launch in June 2013 and run at regular intervals. Following the sixth burst, the campaign continues to support a rethinking of behaviour among campaign recognisers and it continues to have a positive impact on TfL's reputation / positivity among recognisers

- Campaign recognition remains high at 58%

- As before, there was fairly strong recall of the campaign messages to not ride too fast and to ride safely.
- Agreement on key attitudes of staying within the speed limit, motorcyclists ride too fast and should take more responsibility for their own safety are slightly higher among recognisers than non recognisers.
- Around three quarters of P2W riders agree that they “should take more responsibility for their own safety” - this has not increased over time.
- The advertising continues to support a rethinking of behaviour among campaign recognisers with high agreement (around 80 per cent or better) that it makes them stop and think about how they ride, the risks of riding too fast, the speed they ride, whether they sometimes ride too fast, to slow down in certain situations

The advertising has had a gradual downward trend in riders responding that they rode faster than they should have in the past week, at 44 per cent, from 55 per cent in June 2013 before the marketing first started.

Funding

Safe Streets for London was launched with an unprecedented budget of over £257m that will be invested in road safety over the course of the TfL business plan (to 2022).

The road safety budget is structured across six core work areas:

- Engineering
- Enforcement
- Education and Training
- Campaigns
- Innovation/ evaluation, and
- The Safety Camera replacement programme

TfL’s road safety investment is ever greater in practice than £257m, as parallel programmes including Cycle Superhighways, Better Junctions, Borough LIP schemes and the Freight and Fleet programme all contribute to casualty reduction.

Specific examples of TfL investment in road safety this year are:-

- £4.2 million invested this year in road safety marketing
- £700,000 will be directed on pedal cycle safety campaigns.
- £339,000 spent on motorcycle safety marketing advertising
- £850,000 of support to the Motorcycle Safety Team and its 12 Officers
- £2,584,400 of support to the Cycle Safety Team of 33 Officers who deliver cycle Exchanging places events, bike security marking and enforcement.
- £225,000 is being invested in the motorcycle education and training programme of activities by TfL
- £2,083,000 on pre, primary and secondary school road safety education
- Up to £3,000,000 is available for boroughs through Local Implementation Plan and Borough Cycling Programme funding for child cycle training.

Further information is located in Appendix 3.

Additional planned activity

TfL monitors collision and casualties on an ongoing basis. Following the early identification of an increase in motorcycle KSIs in 2014, and in the early part of this year, along with the continuing high number of fatalities TfL has decided to expand the number and range of its motorcycle safety efforts.

TfL is seeking to expand the success of existing initiatives, such as Bikesafe-London and the Motorcycle Safety Teams enforcement, and developing new initiatives in the short to medium term.

Young rider engagement

There are three Motorcycle Industry Association recommendations being considered – 1-2-1 route based training - risk training and a simulator - but no decision has been made on which to progress. The 1-2-1 training would be suitable for people who commute to work or college by motorcycle. The risk training would be suitable for all riders. The simulator is likely to appeal most to a younger audience who are more engaged with new technology and who would benefit most from being trained in a safe environment before riding extensively on the road. The simulator could be used as a training measure or as an innovative way of engaging with the audience and persuading them to have on-bike training.

Trainer accreditation

TfL plans to work in partnership with the Motorcycle Industry Association to increase the number of Approved Training Bodies (ATB) and riding instructors accredited through their accreditation scheme in London. Planning and negotiations are at an advanced stage. The aim is to increase the number of ATBs accredited in London by around 30 (there are currently only 5 fully accredited) with an even spread across London. The aim of the scheme is to raise the standard of Compulsory Basic Training provision across London in light of reports of poor standards being provided by some ATBs, with the overall outcome being to improve motorcycle safety through having better trained riders. This process will take around 2 years to complete and will be part funded by both TfL and the MCIA.

Biker Down

Biker Down was created by Kent Fire and Rescue Service www.bikerdown.info. It aims to give riders or 'Bikers' the confidence to deal with a motorcycle collision scene if they are the first to arrive. TfL along with the MPS and LAS will be working in partnership with the LFB to deliver Biker Down as a pilot in the borough of Lambeth. The pilot will be running from June to November at West Norwood Fire Station and will be evaluated to see if the scheme is delivering benefits to London riders. The evaluation is expected to be complete in February to inform any wider roll

out of the scheme across London. The sessions are four hours and comprise of 3 modules; scene management, first aid and Personal Protective Equipment

The first and third modules are delivered by the LFB with the LAS delivering the First aid module. The third module will be run slightly differently in London then in Kent. In London this module will be about setting the London scene; what collisions are common in London, how riders can reduce their injuries by wearing the correct PPE and then they will be sign posted to BikeSafe-London for further information on how they can make themselves safer when riding in London.

Appendix 1

Motorcycle fatal investigation report

As published at: <http://content.tfl.gov.uk/ppr621-motorcycle-fatal-files-report.pdf>

Actions to reduce speed-related collisions		Update on progress	Status
1	TfL will provide funding for a 40 per cent uplift in the activities of the Metropolitan Police's Motorcycle Tasking Team, part of the RTPC, to further clamp down on illegal and antisocial road user behaviour such as: •Speeding •Careless riding •Red light running •Uninsured and unlicensed riding; and •Traffic violations by motorcyclists and other roadusers	Activity levels being increased through overtime and extra shifts by Police Officers	In progress
2	TfL will continue to deliver market leading safety campaigns to reduce speeding by motorcyclists and to change their attitudes to speeding.	Motorcycle 'Speed' campaign ran in 2013-15	Complete
3	TfL will increase the reach and coverage of motorcycle speed compliance by installing rear facing cameras on the A13 to enforce the speed limit. TfL will ensure that all average speed camera trial locations will enforce the speed limit with rear facing cameras.	A13 being upgraded and 4 average speed camera trial corridors being installed	In progress
4	The Mayor and TfL will work with London's police to embed the use of Speed Awareness Courses for motorcyclists as an alternative to prosecution, in cases of minor speed infractions.	Motorcyclists are being offered SACs where they meet the criteria set out by ACPO	Complete
Actions to reduce right turning vehicle collisions			
5	TfL will produce hard-hitting safety campaigns to change road user behaviour that currently puts motorcyclists at risk, with a particular focus on areas such as: •Drivers failing to look properly or to accurately judge motorcyclists' paths when turning into or out of side roads, U-turning without appropriate care, changing lanes across motorcyclists' paths •Raising awareness among other road users of the presence and vulnerability of motorcyclists to increase the level of empathy drivers have for motorcyclists •The particular dangers that motorcyclists themselves face when other drivers are turning right or when they are filtering	New 'Road User Behaviour' campaign being developed currently for launch in late October. Risky manoeuvres for car drivers to motorcycles will be included in the campaign.	In progress
6	Building on the Institute of Highway Engineers' forthcoming design guidelines for motorcycling, TfL will produce new design guidance tailored for London. Used on all TLRN schemes, this will draw on the knowledge of motorcycle safety experts to embed motorcycle safety within the design process. TfL will use the borough Local Implementation Plan process to encourage boroughs to apply these principles to their roads.	Project commissioned and underway for an early 2016 completion	In progress
7	TfL will proactively trial new technologies designed to make motorcycling safer. For example, the use of innovative lighting displays designed to increase the width of a motorcycle's visual footprint in order to reduce right turning 'failed to look' collisions.	A New Zealand trial has been reviewed and next steps are to be considered	Not started
Actions to increase enforcement and compliance with the rules of the road			
8	Building on the success of Operation Safeway, TfL and the police, through the new Metropolitan Police Service Roads and Transport Policing Command (RTPC), will ensure that future monthly high visibility traffic enforcement operations will target motorcycle safety alongside that of pedestrians and cyclists.	Operation Winchester is delivering enforcement to increase motorcycle safety	In progress
9	TfL will work with the police to use alternative disposal schemes, such as the Rider Intervention Developing Experience, instead of issuing penalty charge notices for lower order offences.	RIDE is now being offered to riders. Efforts continue to increase the number of courses offered	In progress
10	TfL will fund Scootersafe-London and Bikesafe-London rider assessment days for all high risk riders who have been involved in slight injury collisions in London.	Free Bikesafe courses have been offered to riders involved in slight collisions since 2014	Complete
11	TfL will work with the police to crack down on illegal bikes and riders, as well as cars, forcing them off the road through the ongoing Operation CUBO and other targeted operations.	Operation CUBO and other operations continue as BAU	In progress

Complete
In progress, work started
Not started

Actions to increase the use of Personal Protective Equipment to prevent or reduce injury severity			
12	TfL will advocate and encourage, through a focused programme of engagement, the increased use of PPE by motorcyclists in order to reduce the severity of the injuries they incur when involved in a collision by: <ul style="list-style-type: none"> • Calling on the motorcycle industry and retailers to continue to promote and increase the availability and usage of PPE • Encouraging manufacturers to develop new types of clothing and take forward other PPE advances such as air-bag jackets and use of light weight materials • Encouraging manufacturers and dealers to broaden their ranges of PPE to include clothing for smaller bikes and younger riders • Working with boroughs where motorcyclists experience high levels of risk to implement local awareness campaigns 	Marketing campaigns and other interventions (Police engagement, competition, Bike shows) are encouraging knowledge of and use of PPE by riders	In progress
13	TfL and the boroughs will work with the motorcycle industry and rider groups to improve awareness among riders on choosing and wearing helmets correctly.	This has been incorporated with the PPE behaviour change	In progress
14	The Mayor and TfL will lobby the DfT to include more makes and models of helmets in their Safety Helmet Assessment and Rating Programme so that members of the public are properly informed about helmet safety performance and that future test standards are continually improved.	DfT continue to run SHARP and TfL	In progress
Actions to improve motorcyclist skill and riding behaviour			
15	TfL will develop and pilot a new approach involving schools, colleges, universities, trainers, retailers and businesses in order to reach out to young riders who are most at risk.	Working with Lewisham to develop a pilot trial targeted at younger riders	In progress
16	The Motorcycle Industry Association, working with TfL, will increase the availability of post-test training through promotions, incentives and industry shows.	Promotions and advertising undertaken by MCIA and TfL	In progress
17	TfL will undertake a wide ranging review of Scootersafe-London and Bikesafe-London to ensure they reflect the most up-to-date evidence and best practice in motorcycle safety.	Course content refreshed in 2014	Complete
18	TfL will use the latest data analytics to ensure that its campaigns are targeted and delivered to the right groups and through the right channels by: <ul style="list-style-type: none"> • Making better use of data from the LTDS, crime reporting and MOSAIC classifications to better inform campaign design and implementation • Increasing our knowledge of riders who live outside London but regularly ride in London • Identifying collision hotspots where there has been a disproportionately high number of injuries among BAME groups and using this data to influence future initiatives by boroughs • Making road safety materials available to London boroughs and the police to improve campaign co-ordination across London • Working with local authorities outside London to ensure that campaign, education and training materials reach those commuting into or visiting London • Using peer-to-peer engagement with hard to reach groups of young riders when needed 	Data analysis regularly undertaken and shared as part of the priority borough engagement efforts	In progress
19	TfL, with representatives from the motorcycling industry, will launch a new motorcycle courier and delivery rider code to protect those who use a motorcycle for work and to instil better riding behaviour among their riders.	Now to be styled as 'top tips' advice to riders stop on 'engagement operation'	In progress

Actions to deliver in partnership				
20	TfL, with partners, will undertake a multi-modal research study into younger riders and drivers to better understand their attitudes and behaviour to safety which will influence future road safety initiatives in London.	Not started		Not started
21	TfL and the police will update the motorcycle fatality files research study to identify any emerging safety issues that lead to fatal collisions.	Research to be reset to 2016 or 2017 because of data access difficulty		Not started
22	TfL, in partnership with the Motorcycle Industry Association, will investigate motorcycle safety in European cities that have lower motorcycle injury rates than London and apply the lessons learned from this review.	Behaviour change European Best Practice project completed		Complete
23	The Road Fatality Review Group, including senior representatives from the police and TfL, will meet every two months and will use the latest 'Compstat' style approaches from crime analysis to improve the safety of motorcycles at high priority junctions.	Fatal reviews and meetings ongoing		In progress
24	TfL will develop and fund new engineering guidance and training to up-skill London's road safety professionals and address the unique needs of motorcycle safety in the Capital.	Project commissioned and underway for an early 2016 completion		In progress
25	TfL will enable boroughs to target locations where motorcycle safety improvements are needed by providing, every year, information on high risk locations.	Priority maps for motorcycle KSIs sent to priority boroughs		Complete
26	The Road Safety Steering Group and Motorcycle Safety Working Group will define new areas of research and evidence by: <ul style="list-style-type: none"> • Bringing together hospital, trauma and police data to better understand how injuries happen and to identify ways to increase motorcyclists chances of avoiding injury in collisions • Bringing experts and leading practitioners to seminars and events to further spread motorcycle safety best practice. 	HES research study due for completion in 2015, project was delayed because of consultancy approval and data sourcing delays		In progress
27	The Mayor and TfL will lobby the DfT for further safety and training elements to be included in the motorcycle compulsory basic training and the motorcycle licence test.	Scoping started summer 2015		In progress
28	TfL, working with the DfT, the Driver and Vehicle Standards Agency, industry and motorcycle user groups, will ensure that motorcycle training standards in London are industry-leading using the safest practices and equipment.	Project to start in late 2015		Not started
29	TfL, through the motorcycle working group, will work with the motorcycle industry in Europe to continue to develop future designs and technology to improve motorcycle safety through trials and knowledge sharing.	Project has not been scoped		Not started

Appendix 3

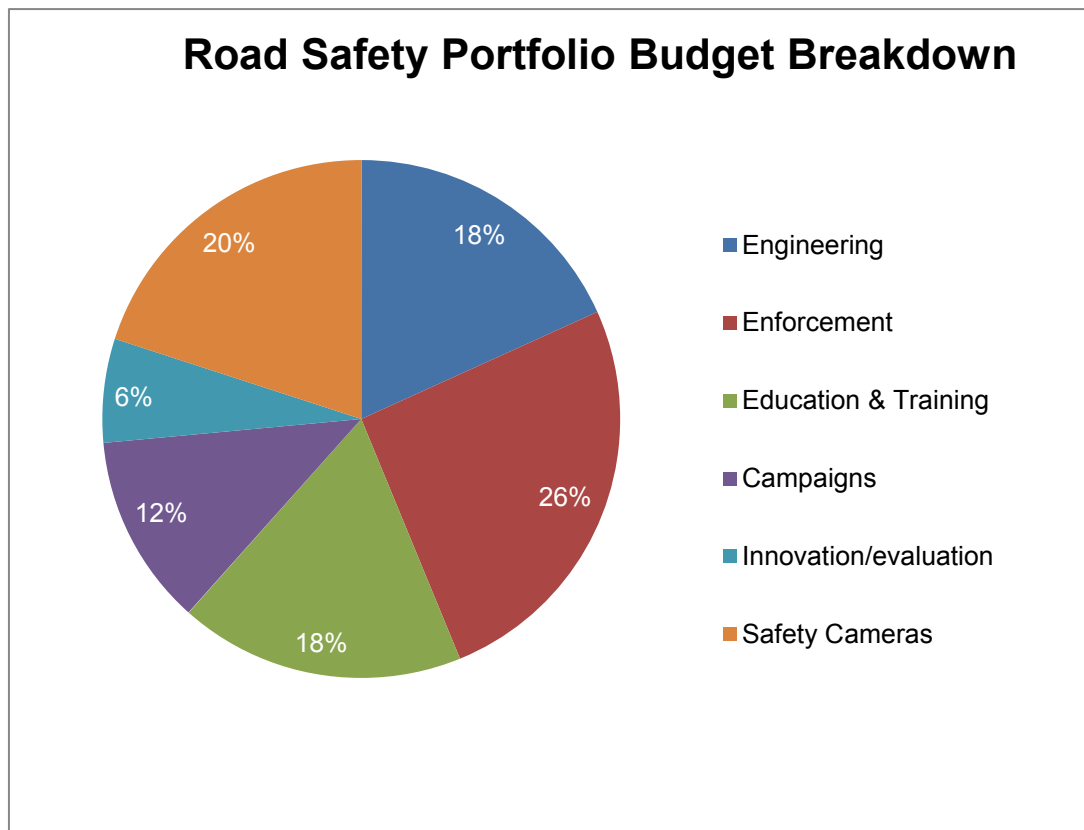
TfL Road Safety Budget

Safe Streets for London was launched with an unprecedented budget of over £257m that will be invested in road safety over the course of the business plan.

The road safety budget is structured across six core work areas:

- Engineering
- Enforcement
- Education and Training
- Campaigns
- Innovation/ evaluation, and
- The Safety Camera replacement programme

TfL's road safety investment is greater in practice than £257m, as parallel programmes including Cycle Superhighways, Better Junctions, Borough LIP schemes and the Freight and Fleet programme all contribute to casualty reduction.



	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	TOTAL
Engineering	4.2	4.8	4.1	5.2	4.9	5.2	6.3	6.2	6.3	47.2
Enforcement	8.2	8.2	8.2	6.5	6.5	6.7	6.9	7.1	7.4	65.7
Education & Training	5.6	5.4	4.7	4.8	4.9	5	5.1	5.2	5.2	45.9
Campaigns	2.8	3.6	3	3.4	3.5	3.3	3.4	3.6	4.1	30.7
Innovation/evaluation	1.3	1.8	1.9	1.9	1.9	1.9	1.9	2	2.1	16.7
Safety Cameras	0	5	25	21.5	0	0	0	0	0	51.5
	22.1	28.8	46.9	43.3	21.7	22.1	23.6	24.1	25.1	257.7

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Subject: Action Taken Under Delegated Authority

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 10 November 2015

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 action taken by the Chair under delegated authority, namely to agree the Committee's report, *Devolving rail services to London – Towards a South London Metro*.**

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 Committee agreed the following terms of reference for an investigation into National Rail services in London, which were noted at the Committee's meeting on 9 June 2015.

- To consider major problems facing the rail network in London and how these could be addressed.
- To examine the case for devolving more National Rail services to the Mayor and Transport for London, and different models of devolution that may be used.
- To identify steps the Mayor and Transport for London could take to help achieve further devolution of National Rail services.

3.3 The Transport Committee, on 9 September 2015 resolved:

That authority be delegated to the Chair, in consultation with the party Group Lead Members to agree the Committee's report on National Rail services in London.

4. Issues for Consideration

- 4.1 The Chair, in consultation with party Group Lead Members, the Committee's report, *Devolving rail services to London – Towards a South London Metro*, as attached for noting at **Appendix 1**.
- 4.2 Officers confirm that the report and its recommendations fall within the agreed terms of reference.
- 4.3 The report's recommendations are as follows:

We recommend the following steps are taken by the Mayor and Transport for London ahead of and during upcoming discussions with the government about devolving control of passenger franchises and the future of rail infrastructure planning.

We ask that the Mayor and TfL report back to the Committee by the end of 2015 with an update on progress.

South Eastern franchise

1. Develop a detailed business case for the devolution of the South Eastern rail franchise. This should state the performance objectives for a devolved service and set out how these will be met. The business case should include timed plans for investment in rolling stock and stations, setting out the sources of money for the investment, potential for efficiencies and realistic plans for increasing passenger usage and fare revenue.
2. Establish a steering group for the oversight of South Eastern services earmarked for devolution to TfL. This can be established in shadow form in the near future, in order to help inform devolution proposals and form a coalition for lobbying the Government. Thereafter, the steering group should oversee service planning and delivery, consult with passenger groups and report to the TfL Board. Membership should include representatives of TfL, the GLA, Kent County Council and those London boroughs and district councils that would be served by the devolved franchise.
3. Hold discussions with Network Rail, Southeastern and other operators where necessary about practical steps that would be taken to ensure the smooth separation of suburban and long-distance services on the South Eastern franchise. The outline of plans separating depots, rolling stock and staff, and any coordinating measures, should be presented to the government by the Mayor and TfL as part of their devolution proposals.
4. Seek agreement with London Councils about financial implications of devolution for the Freedom Pass regime. Any additional costs arising from extending TfL services should be projected, and built into the financial planning process for devolution. If London boroughs are likely to face an additional financial burden, TfL should make clear how boroughs will be compensated or what changes to the scheme will be introduced.

South Western franchise

5. Seek agreement with the government that the new franchise agreement for the South Western franchise will provide for the possibility of removing London suburban routes from the franchise and devolving these to the Mayor and TfL. TfL should also seek to engage shortlisted bidders for this franchise to discuss the practical implications of this proposal.

Passenger engagement

6. Develop a plan to significantly enhance the engagement of rail passengers in discussions about devolution, with an objective to increase awareness and support for the Mayor and TfL's proposals. This may include a programme of engagement with user groups, accompanied by online resources setting out the details of the proposals.

Financial risks

7. Conduct a thorough assessment of the potential financial risks for TfL of taking responsibility for additional rail services. This would include, for instance, analysis of the possible implications of slower than expected revenue growth, and any major, unanticipated repair and maintenance work that may be required.

Infrastructure planning

8. During and after the current review of Network Rail's structure and spending plans, the Mayor and TfL should make the case for much greater involvement in the planning and oversight of infrastructure upgrades. TfL should set out the details of a proposed new infrastructure planning process, which should include the co-production of a dedicated rail infrastructure plan for Greater London. TfL should also seek to regularise its position as a co-sponsor of major rail upgrade projects within London.

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: *Devolving rail services to London – Towards a South London Metro*

Local Government (Access to Information) Act 1985
List of Background Papers: Member's Delegated Authority form 635
Contact Officer: Dale Langford, Principal Committee Manager Telephone: 020 7983 4415 E-mail: dale.langford@london.gov.uk

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Devolving rail services to London

Towards a South London Metro

October 2015



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Terms of reference

The Transport Committee agreed the following terms of reference for an investigation into National Rail services in London at its meeting on 9 June 2015.

- To consider major problems facing the rail network in London and how these could be addressed.
- To examine the case for devolving more National Rail services to the Mayor and Transport for London, and different models of devolution that may be used.
- To identify steps the Mayor and Transport for London could take to help achieve further devolution of National Rail services.

Foreword



Rail passengers in London are fed up. Far too often their trains are late or cancelled, and when they do arrive they might be too crowded to board. To make matters worse, the cost of rail travel in London has been increasing above inflation for a decade.

In a rapidly growing city, struggling with road congestion and traffic-based air pollution, an efficient public transport network is of vital importance. Yet London's rail network could be more effectively run and make much better use of our constrained track infrastructure. What's more, passengers could be spared some of the miserable aspects of their daily commute – unreliability, overcrowding, poor information and shoddy customer services.

Something has to change. For some Londoners, of course, something already has. It's about eight years now since Transport for London was given control of the old Silverlink franchise, and established the London Overground network. The impact of the change has been transformational. The service has longer, more frequent trains, more staff and – despite a huge spike in usage – it is much less crowded than other services. Crucial improvements have been made to disability access, passenger information and customer services. The stations are brighter, and much better equipped and provide a regenerated entry point to district centres and communities along the route. Passengers on the system aren't just customers, they are London's voters and now, if they need to, they can complain directly to their democratically elected Mayor.

In this investigation we set out to discover whether devolving control of other rail franchises is likely to have the same impact. We believe it can. With the higher levels of investment TfL can provide and strong performance management, passengers on other services could experience the same improvements. It will have wider benefits, too, as TfL can make strategic decisions to ensure the rail network supports regeneration in London and its surroundings.

The next question is whether the Mayor and TfL can convince the Government to make the change. We've already seen a shift in opinion during this investigation, with key stakeholders from outside London rethinking their previous opposition. There is a growing consensus in favour of devolution.

The Department for Transport will soon make a decision on the future of the South Eastern franchise. Devolving its suburban routes to TfL will be a major step toward creating a metro-style rail service across South London. There is enthusiastic cross party support for the action plan we set out in this report, and we believe it will enable the Mayor and TfL to make a persuasive case for reform.

Valerie Shawcross AM
Chair, Transport Committee

Executive summary

London needs a high capacity, frequent and reliable rail service to enable its economy to function and grow. Large parts of the city and its surroundings, however, are served by a rail network that is failing to meet passengers' needs and struggling to cope with increasing demand.

Devolving control of suburban rail services to the Mayor and Transport for London will help address these problems. Devolution is not the only solution and will not lead to a radical transformation overnight but it is a reform that is proven to work.

The priority for the Mayor and TfL in the immediate future should be to gain control of suburban routes on three franchises serving south London, as this is where Londoners are most reliant on National Rail services. The first of these is the South Eastern franchise, due for renewal in 2018. There are, however, some significant challenges for the Mayor and TfL to overcome if it is to persuade the Government of the case for reform and run a large network of devolved services effectively.

Why devolve rail services?

Passengers' experience of the rail network in London is often poor, and appears to be getting worse:

- Overcrowding has increased in recent years, with 40 per cent of morning peak services arriving in London carrying more passengers than train capacity allows.
- Reliability has fallen in recent years, with 16 per cent of London and South East rail services arriving at their destination at least five minutes late.
- The cost of rail travel has increased significantly, with a 16 per cent above-inflation increase in rail fares in the past decade.

In running the existing London Overground network TfL has demonstrated its ability to deliver higher standards and sustained investment in the service, and can be held to account for its performance by Londoners directly. Were TfL to gain control of additional rail services, the potential benefits may include:

- Higher capacity: TfL has invested heavily to introduce longer and more frequent trains on the London Overground, reducing crowding significantly.
- Better reliability: TfL has significantly increased the proportion of trains running on time on the London Overground, enabled by strong performance management and incentives for the operator.
- Integrated fares: By integrating rail services with the fares regime for TfL services, passengers can expect simpler and cheaper fares.

- Better accessibility: TfL would improve station design and increase the number of station staff to allow a turn-up-and-go service for disabled passengers.
- Economic development: As part of the GLA Group, TfL can coordinate its investment in the rail network with wider strategies for the development of London's economy.

There is strong support for rail devolution from a wide range of stakeholders. London businesses, passenger groups, local authorities inside and outside London, and trade unions have all backed the proposal to give TfL control of suburban rail services. In our survey of London rail passengers, a majority of respondents also supported the idea.

How to do it

There are several different models of rail devolution already in operation in London and elsewhere in the UK. TfL could become the direct operator of rail services, as it is with the London Underground. Alternatively, TfL could enhance its role in commissioning services by having more input in the Government's franchising process. Our favoured approach is for TfL to replace the Department for Transport as the commissioning authority for suburban rail routes in London. TfL has demonstrated its ability to carry out this role already with the London Overground network and has the support of key stakeholders to expand the scope of its services further.

An important part of TfL's approach is that it would run devolved services as concessions, rather than using the traditional franchise model used by the Department for Transport. Under the concession model, TfL would retain the revenue risk rather than passing this on to the appointed operator. TfL is in a stronger position to absorb this risk while continuing to invest in the network, while the operator can focus on delivering improved service performance.

Options for devolving rail infrastructure to London may also be considered in the future. With a complex, national rail network there is a need for a strong coordinating body to manage infrastructure, which is the role played by Network Rail. The planning and delivery of infrastructure upgrades could be enhanced if TfL has a greater role. As London's population is set to grow rapidly, greater involvement of the Mayor and TfL is necessary to ensure rail infrastructure upgrades are planned with a long-term focus, taking into account housing needs and the development of London's economy.

Risks and challenges to overcome

Devolution is not a simple or risk-free option for London's suburban rail services, or for TfL. The Mayor and TfL must overcome a range of complex challenges if they are

to convince the Government of the benefits of further devolution, and thereafter deliver improved services:

- The political challenges centre on the need for support from London's neighbours. The Mayor's devolution proposals envisage TfL running some services beyond the Greater London boundary – as far as Sevenoaks and Dartford in Kent – and more generally passengers outside London may be affected by changes in service patterns. During this investigation we have seen Kent County Council adopt a more supportive position on devolution of the South Eastern franchise, having opposed the Mayor's previous proposals. There is support from other councils and users groups outside London, too, particularly in Sevenoaks, although a few of these organisations remain sceptical. The Mayor and TfL will need to develop ways to ensure cooperation across political boundaries, in particular by involving local authorities in the governance of devolved services.
- Practical challenges arise from the planned separation of an existing rail franchise into suburban and long-distance services. On the South Eastern franchise, for instance, rolling stock and staff would need to be separated and new arrangements put in place for depots. To avoid disruption and a loss of the economies of scale provided by large franchises, TfL will need to cooperate closely with other service operators.
- The financial challenge for the Mayor and TfL is to deliver high levels of investment in devolved services. This is necessary to deliver the promised improvements in service standards, as well as lower fares, but creates a risk that TfL may be committing to spend money without a clear plan for recouping it. An increase in ticket revenue may only partially meet these investment needs, given the difficulties of increasing capacity on suburban services that are already overcrowded. TfL needs to show it has a robust business plan for devolved services and can manage any financial risks.

An action plan for the Mayor and TfL

The Mayor and TfL still need to persuade the Government of the benefits of rail devolution to London. To help them do so, they need to win support across a wide group of stakeholders and address the risks and challenges they will face running devolved services. We think TfL needs to take a number of specific actions before it attempts to negotiate with the Government about devolving suburban routes of the South Eastern franchise:

- Develop a detailed business case for the South Eastern franchise covering TfL's planned investments, potential for efficiencies, and revenue projections.
- Establish a steering group for the oversight of devolved services, including TfL, the GLA, London Boroughs, Kent County Council and district councils, which will also consult with passenger groups.

- Hold discussions with Network Rail, Southeastern and other stakeholders about resolving potential practical issues separating suburban and long-distance services.
- Seek agreement with London Councils about implications for funding of the Freedom Pass of TfL running additional rail services outside London.

Other actions should be implemented by the Mayor and TfL to advance the case for rail devolution more generally:

- Seek agreement with the Government about the possibility of devolving suburban services of the South Western franchise after a new operator has been appointed in 2017.
- Develop a programme for the engagement of rail passengers in discussions about rail devolution.
- Conduct a thorough assessment of the potential financial risks of devolution, including unanticipated maintenance work and low revenue growth.
- Make the case to the Government for greater TfL involvement in the planning and delivery of rail infrastructure upgrades.

1. Introduction: Rail services in London

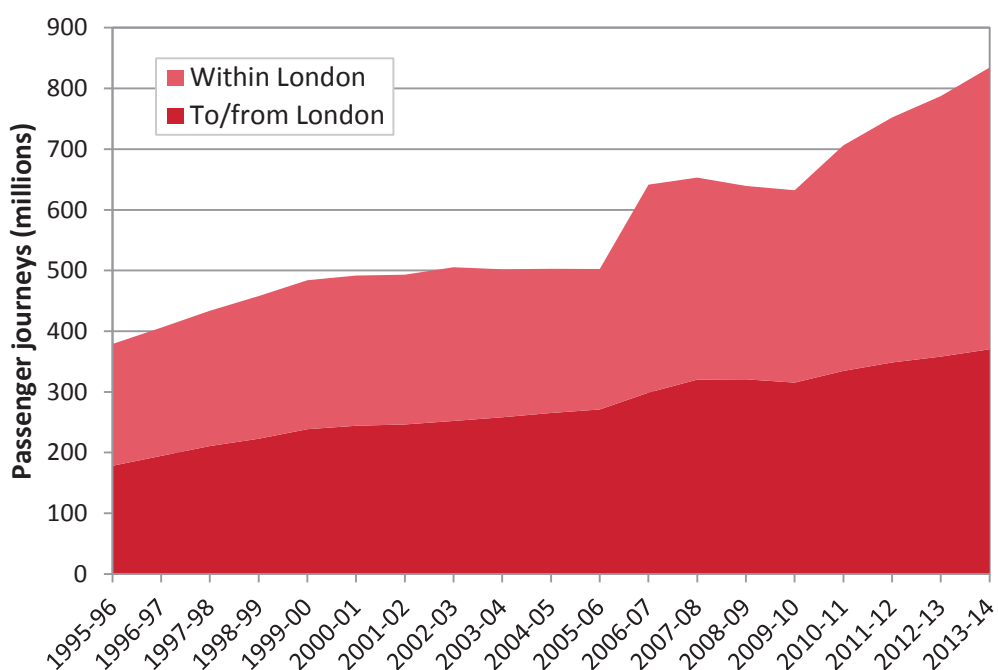
Rail services are an increasingly vital method of public transport for Londoners, as well as those visiting or commuting to the city.¹ A total of 835 million journeys were made by passengers on rail services in London in 2013/14. Usage has increased significantly in recent years, as shown in Figure 1 below: the number of journeys made is 66 per cent higher than it was ten years earlier.²

Many of London’s rail passengers, particularly commuters, have no practical alternative transport options. They travel by train because they *have* to, rather than because they *want* to. Increases in usage have occurred despite evidence of consistently poor service performance in much of the city and rising ticket prices, as will be explored in this report. The trend is set to continue, with the Greater London Authority projecting that demand for rail services in London will increase 80 per cent by 2050.³

Who runs rail services?

A range of providers run rail services in London. ‘National Rail’ is, in effect, a brand name for a number of different heavy rail passenger services mostly run by private companies, which have been awarded franchises by the Department for Transport. There are eight franchises serving the London and South East region, as shown in Table 1 overleaf.

Figure 1: London has seen rapid growth in the number of rail journeys in the past two decades



Source: Office of Rail and Road⁴

Table 1: Rail franchises in the London and South East region

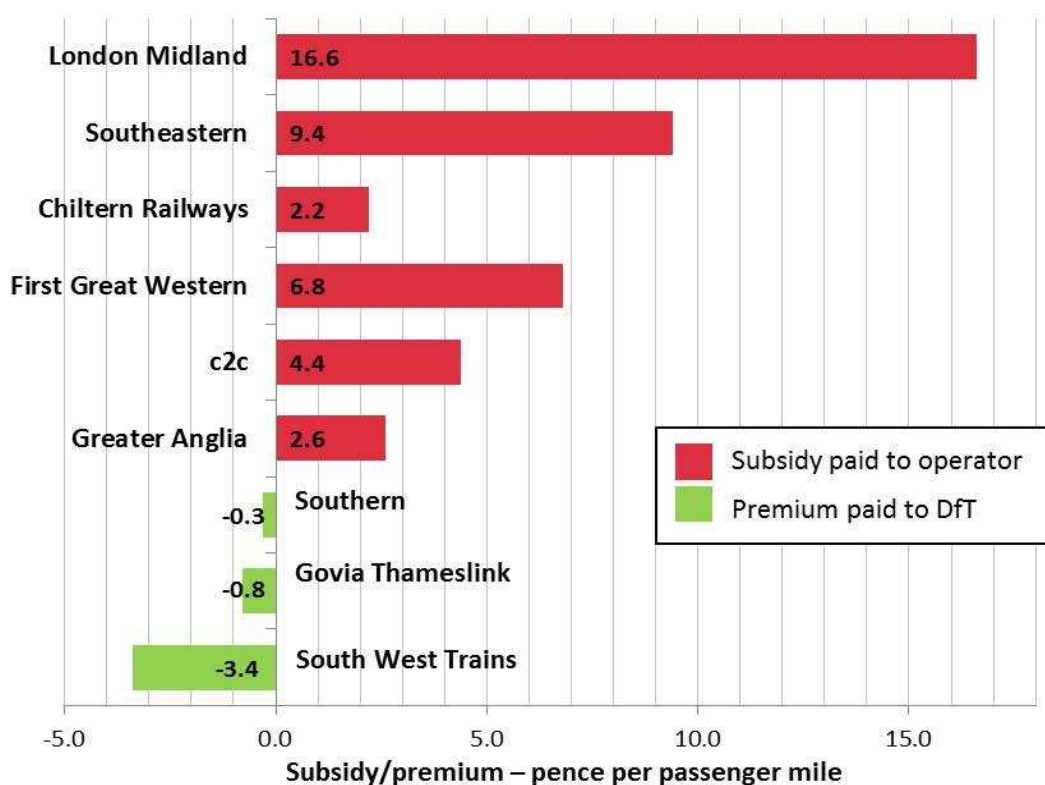
Franchise	Franchisee (parent company)	Franchise term
Greater Anglia ⁵	Abellio (Nederlandse Spoorwegen)	2012 - 2016
South Western	South West Trains (Stagecoach)	2007 - 2017
London Midland	London Midland (Govia)	2007 - 2017
South Eastern	Southeastern (Govia)	2006 - 2018
Greater Western	First Great Western (First Group)	2006 - 2019
Thameslink, Southern and Great Northern	Govia Thameslink Railway (Govia)	2014 - 2021
Chiltern	Chiltern Railways (DB Regio)	2002 - 2021
C2C	c2c (National Express)	2014 - 2029

Agreements between operators and the Government set out the financial terms of the franchise, in particular the level of revenue risk to be taken on by the operator and the subsidy the Government will provide (see Figure 2 overleaf).⁶ Franchise agreements also include service specifications and plans for any upgrade works to be carried out. As franchises reach the end of their term, the government will tender for a new franchisee, although in some cases it can also extend the contract through a direct award to the existing operator.

Network Rail is the owner of most infrastructure on the network, such as the track, equipment and train stations. Stations are generally managed by the franchisee running services through the station. The main exceptions to this are the major terminus stations, which are managed directly by Network Rail. Most rolling stock used by rail operators, including locomotives and carriages, is leased from one of three main rolling stock owning companies (Porterbrook, Eversholt and Angel Trains), although TfL has also obtained London Overground rolling stock directly from manufacturers.

In addition to rail franchises listed above, London's rail services also include long-distance passenger franchises that connect the region to other parts of the UK, and the privately-owned Heathrow Express service. The London Overground service is managed by Transport for London, as discussed below. The rail network is also used for freight transport, which is managed by Network Rail.

Figure 2: Most London and South East operators received a subsidy for providing rail services in 2014/15



Source: Department for Transport

Transport for London’s role

Transport for London’s primary role in relation to rail services is to manage the London Overground network. The London Overground network was established after the Silverlink franchise was devolved to TfL in 2007. At this time, TfL became the commissioning authority for the service rather than the Department for Transport, although the Overground remains an integrated part of the National Rail network. TfL appoints a private operator to run the service, currently London Overground Rail Operations Ltd (LOROL).⁷ The Overground network has been extended several times since 2007, most recently after the government devolved suburban services on the Greater Anglia franchise to TfL in May 2015.

TfL will also be the commissioning authority for the Crossrail service when this opens in 2018 as part of the National Rail network. An operator, MTR, has been appointed. A portion of the route, from Liverpool Street to Shenfield, is already being operated by MTR under TfL’s supervision, with services temporarily branded as ‘TfL Rail’.

As this report will explore, the Overground has emerged as one of London’s best-performing rail services in recent years, on measures such as crowding, reliability and passenger satisfaction. This has led to calls from the Mayor for the Government to devolve further rail franchises to TfL, allowing TfL to extend the Overground model.

Our investigation

The Transport Committee has previously investigated the performance of rail services, particularly in our 2009 report, *The Big Squeeze*, which highlighted the key pinch points on the network and called for a long-term infrastructure investment plan, more rigorous performance monitoring, and improved train design. We have since published reports into plans for the Crossrail and High Speed 2 lines, and engaged regularly with Network Rail and operators about infrastructure upgrades and service changes. Most recently, we scrutinised the service disruptions caused by problems with the Thameslink upgrade programme, calling for better coordination between Network Rail and operators, and enhanced compensation for passengers.

In this new investigation we have focused on the Mayor's proposals for devolution, which are outlined in the next chapter of this report. We have re-examined the case for devolution, and considered whether the Mayor and TfL have identified the right delivery model to ensure devolution works for passengers. We have also considered the political, financial and practical barriers to devolution, and discussed how the Mayor and TfL might overcome these in future proposals.

Our investigation included extensive research into the performance of London's rail services, site visits to view the operation of services first-hand, meetings with a wide range of experts and stakeholders – including those representing passengers outside London – and a survey of rail passengers in London about their experiences and priorities. This report makes recommendations about the steps we believe the Mayor and TfL need to take in the near future to strengthen their proposals, and improve their prospects of convincing the Government. Given the beginning of the process to re-let two major south London franchises is about to get underway, it is a matter of urgency that the Mayor and TfL get this right.

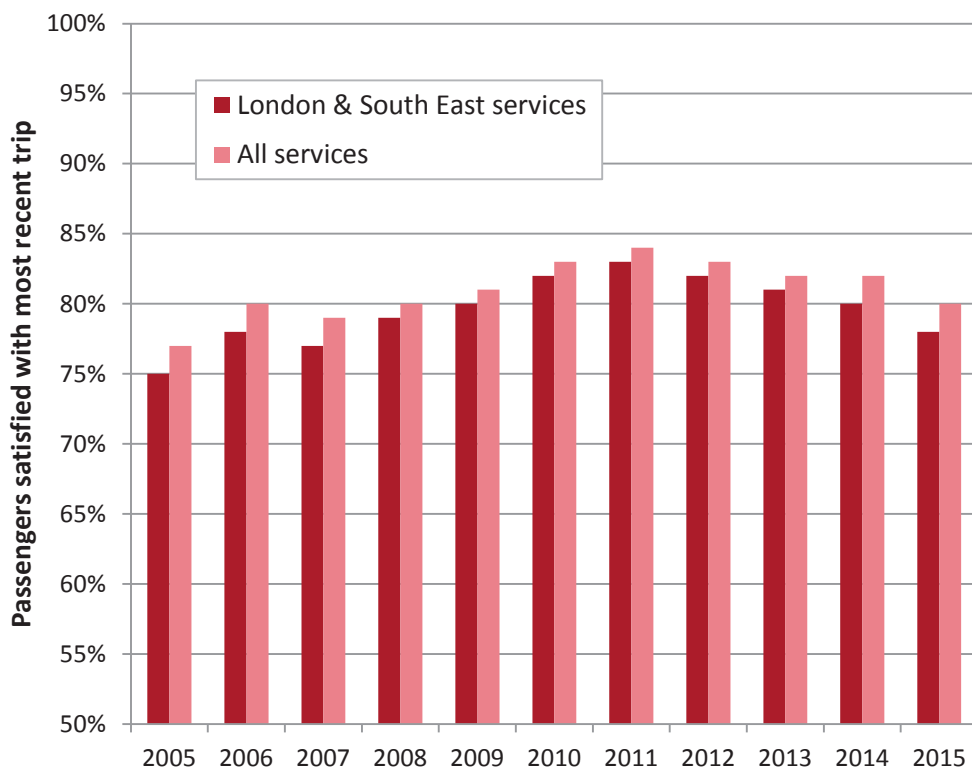
2. The need for change

There is evidence of poor performance of rail services in London. Passenger satisfaction with services is relatively low, with specific concerns about the cost, reliability and capacity of services. Complaint and compensation processes, which should provide the opportunity for passengers to address service failings, are also unsatisfactory.

Passenger satisfaction

Rail passengers in London and the South East are less satisfied with their journeys than passengers in the rest of the country, and passengers have been steadily getting less satisfied with their rail services for the last four years.⁸ Figure 4 below displays the overall satisfaction levels for the past decade. This shows that satisfaction with London and South East services is currently 78 per cent. This figure has fallen year-on-year for the past four years, and is consistently just below the national average, which is currently 80 per cent. It is important to note that respondents to the survey are asked about their experience of their most recent rail journey. This means that over one in five journeys on London services end with the passenger feeling less than satisfied with the experience.

Figure 3: Passenger satisfaction with rail services has declined in the past five years



Source: Transport Focus

In our own survey of London rail passengers, we asked passengers what their top three priorities were for improvements on the rail service they use. They were most concerned with price and performance:⁹

- Reduce the cost of tickets (53 per cent of respondents)
- Reduce delays and cancellations (43 per cent)
- Increase the capacity of trains (30 per cent)
- Schedule more frequent trains (30 per cent)

Price

Since 2004, passengers have seen their average ticket prices increase by 62 per cent on London and South East rail services, or 16 per cent in real terms (taking inflation into account).¹⁰ Figure 4 below shows how rail fare increases have outstripped inflation in the past decade. Part of the reason behind these fare increases has been the policy of successive governments to reduce the level of taxpayer subsidy for the rail industry. Between 2009/10 and 2013/14, government subsidy for the London and South East rail franchises fell from £1.5 billion to £760 million, representing a decrease of almost 50 per cent over four years.¹¹

Figure 4: The average ticket price on London and South East rail services has increased above inflation for the past decade



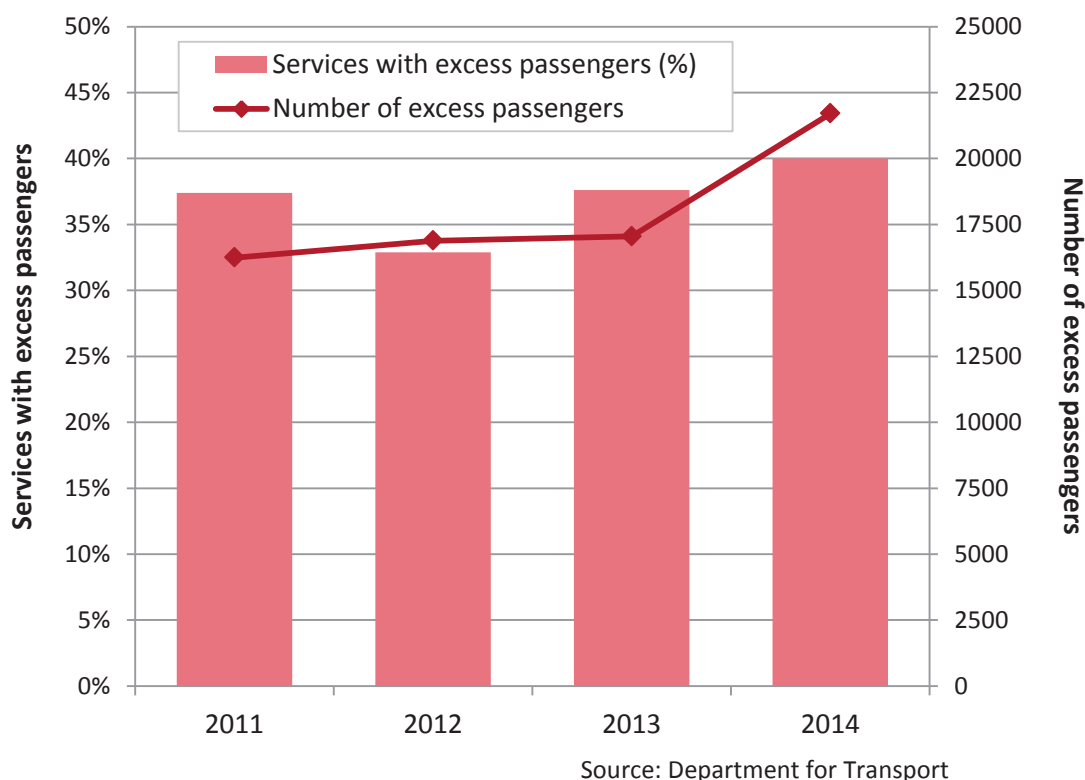
Source: Office of Rail and Road

Crowding

Overcrowding on many services is severe. The Department for Transport measures the number of passengers travelling on train services, relative to the capacity of the train.¹² In 2014, 40 per cent of all morning peak trains arriving at London terminals were carrying passengers in excess of capacity. As shown in Figure 5 below, the number of overcrowded services has risen significantly over the past three years, and far exceeds the average of other major cities in England and Wales, which is 14 per cent.¹³ The number of passengers arriving in London above the capacity of train services in the morning peak is now almost 22,000.

It is important to note that this data probably underestimates crowding, because passengers unable to board a train are not counted. We have heard from a number of rail users in London that they often must wait on platforms for several trains to go by, before there is sufficient space for them to board.

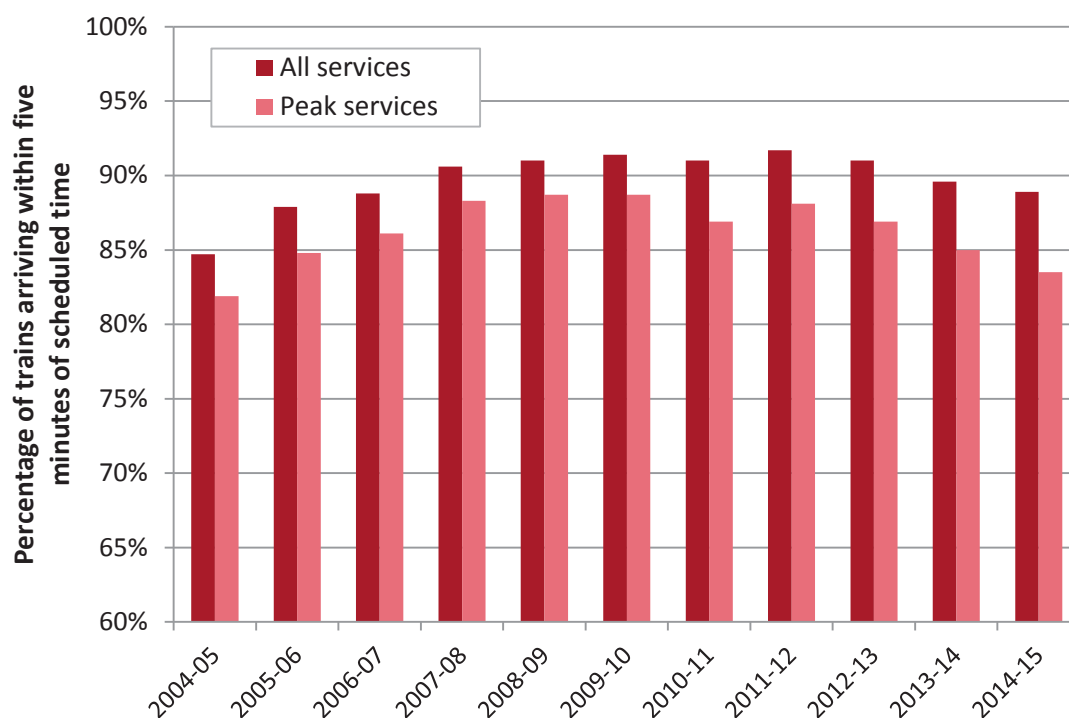
Figure 5: Morning peak arrivals at London terminal stations are becoming more overcrowded



Reliability

Passengers have seen the reliability of their services deteriorate for the past three years. As Figure 6 shows, 11 per cent of all trains failed to arrive at their destination within five minutes of the scheduled time in 2014/15. During the peak period, this figure rose to 16 per cent.¹⁴

Figure 6: The reliability of London and South East rail services has fallen slightly in the past five years



Source: Office of Rail and Road

Customer service and information

Our recent scrutiny of disruptions caused by the Thameslink upgrade programme – particularly on services to and from London Bridge station – highlighted the failure of some rail operators to provide a high standard of customer service support to passengers, particularly when things go wrong. Reduced timetables have been in operation on many services, with frequent lateness and cancellations compounding the impact on passengers.

During the Thameslink disruptions, passengers complained about a severe lack of accurate information being available from operators.¹⁵ There was a mismatch between information published online and displayed at the station, little coordination between different companies, while staff on board and at stations did not have access to up-to-date information. There are more long-standing concerns with the quality of passenger information on the rail network, with a number of passengers telling the Committee they consider it to be poor.¹⁶ In the latest National Rail Passenger Survey, 79 per cent of London and South East passengers were satisfied with station information and just 69 per cent with on-board information, with both scores slightly below the national average.¹⁷

In our survey of London rail users, we found low levels of satisfaction with the process of making a complaint or claiming compensation. Only 49 per cent of respondents considered the complaints process to be fairly/quite easy, while just 53 per cent were satisfied with how compensation claims were handled.¹⁸

In recent months, we have highlighted serious flaws in the passenger compensation regime. Most rail operators use the 'Delay Repay' scheme, under which passengers can receive refunds if their journey is delayed by 30 minutes or longer. This rule disadvantages London rail users, as a large number of journeys starting or ending in London last less than 30 minutes in total. For instance, a passenger's 25-minute journey could be regularly doubled in length due to delays without that passenger being eligible for compensation.¹⁹

We have called for a reduced threshold of 15 minutes, as well as better publicity about passengers' eligibility for compensation, and for refunds to be paid in cash rather than rail vouchers. We were pleased to note that the Government and Rail Delivery Group announced in July that cash refunds would be available in the future, if requested by passengers.²⁰

Conclusions

The clear conclusion from this examination of recent trends in service performance is that rail services are failing Londoners. Trains have become less reliable in recent years, with one in six trains arriving at least five minutes late. Overcrowding is getting worse, with 40 per cent of peak services into central London containing more passengers than they have capacity to carry. London residents get a particularly raw deal from overcrowding, as they must attempt to board trains that are already full.

While performance declines, fares continue to rise significantly above inflation. It is no surprise that passenger satisfaction is also falling. Efforts to compensate passengers for service failures are meagre at best, and we continue to believe it should be a priority for the government and operators to reform the compensation regime to ensure it meets the needs of Londoners.

For the most part, these issues are completely out of the hands of the Mayor and TfL. TfL manages the London Overground, but other rail franchises in London are delivered by franchisees, accountable to the Government. Devolving control over other rail services to London is not necessarily the only solution available for these problems, but it is an integral part of the Mayor and TfL's strategy for improving the rail network. In the next chapter of this report we will outline the Mayor's proposals, and thereafter assess what impact they could have.

3. The Mayor's devolution proposals

There are a number of ways in which responsibility for rail services can be devolved to London, with different governance models already in use in London and elsewhere. The Mayor has proposed extending TfL's role in commissioning services, by giving the organisation control over certain rail franchises.

Models of devolution

Most modes of public transport are clearly designed to provide a local service, helping people to get around a particular city or other locality. This is true of most of TfL's services, such as the London Underground, buses, Tramlink and Docklands Light Railway. The National Rail network differs, in that it combines local, regional, and national services, often on the same train.

The governance arrangements for the network reflect this complexity. For the most part, central government in Whitehall is primarily accountable for rail services, although responsibility for franchising has been devolved to sub-national authorities in some parts of the UK, such as Scotland and Merseyside, in differing ways. In most other countries we find similarly complex systems. Even in major world cities with high levels of autonomy, such as Tokyo, New York and Berlin, national and state governments play a significant role in managing local rail services.

Before assessing the potential of further devolution to London, it is important to consider the different ways in which the Mayor and TfL's role in running services on the rail network could be enhanced:

- *TfL input to DfT franchises*
This is the current position for most rail services in London. TfL is currently able to suggest additions to rail franchise specifications (known as 'increments'). These are non-binding, so operators bidding for the franchise do not have to meet TfL's additional specifications. TfL has suggested this power has had only limited impact.²¹
- *Joint award of franchises*
TfL's role in overseeing franchises could be enhanced, if TfL becomes the joint commissioning authority alongside DfT. This would entail the two bodies deciding together on service specifications and the appointment of operators. This is the model being introduced in the north of England, where Rail North (a partnership of local authorities) will jointly award the Northern and TransPennine franchises with DfT.
- *Full TfL control of franchises/concessions*
This is the model introduced for the Silverlink franchise, where TfL was made the sole commissioning authority and established the London Overground service.

This also happens in other parts of the UK: local and devolved governments in Scotland, Wales and Merseyside oversee rail franchises serving their region or nation. TfL has used this opportunity to alter the type of contractual agreement it enters with the rail operator, using a concession arrangement rather than a traditional franchise (see box).

- *Directly operating services*

TfL already operates the UK's busiest rail network, the London Underground, and this approach could be extended to National Rail services. TfL would be empowered to establish a new operator that could bid for rail franchises. This would require legislative change, but there is recent precedent: the government established a publicly-owned company, Directly Operated Railways, to run the InterCity East Coast rail franchise from 2009-2015. This model also exists in Northern Ireland, where Translink – an agency of the Northern Ireland Executive – owns all infrastructure and operates services.

The concession model

The Mayor and TfL have made it clear that rail services they control would, like the existing London Overground service, be run as a 'concession' rather than the traditional franchise model used by the Department for Transport. There is no strict definitional distinction between these two types of contractual arrangement, although in practice there are some key differences.

Franchises let by DfT place a higher level of risk on the service operator. Precise arrangements differ between franchises, but almost all operators of DfT rail franchises face a financial risk based on revenues received. If less revenue is received, the operator will perform worse financially. In large part this risk is driven by economic factors outside the operators' control, such as a fall in employment.

Under the concession model, TfL would appoint an operator with a 'gross cost' contract, providing a fee to the operator for running the service, and including incentives for strong performance. Ticket revenue is retained by TfL, meaning TfL carries the bulk of the risk if revenue is lower than expected. Due to its size and revenue base, TfL is better able to absorb financial risks while continuing to invest in the service. London's growing population reduces the risk of a fall in revenue.

London TravelWatch has ascribed the stronger performance of the London Overground compared to other London services to TfL's use of the concession model:

This difference in outcome for passengers is attributable to the different incentives and contracting arrangements that the devolved London Overground concession uses, rather the conventional franchise arrangements. It does this by ensuring that the concessionaire concentrates, and is incentivised to focus, on the delivery and development of services, with the setting of issues such as fares policy and forward policy being dealt with by TfL centrally, and the commercial risks associated with ticket and other revenue are also borne by TfL rather than the operator.²²

The Mayor's proposal: Extending the London Overground

The Mayor's preferred approach to devolution is for TfL to replace DfT as the commissioner of rail franchises for London's suburban services. As discussed in the introduction to this report, responsibility for the Silverlink franchise was devolved in 2007, leading to the establishment of the London Overground service. TfL receives funding from DfT for this service, it designs the service specification, appoints an operator to run the service and manages their performance.

The Mayor and TfL's priority since 2007 has been to extend the London Overground network. This has happened in part through the addition of new track infrastructure, and more significantly through the devolution of suburban services on the Greater Anglia franchise in 2015. This meant services between Liverpool Street and Enfield Town and Cheshunt, as well as the Romford to Upminster line, were added to London Overground.²³

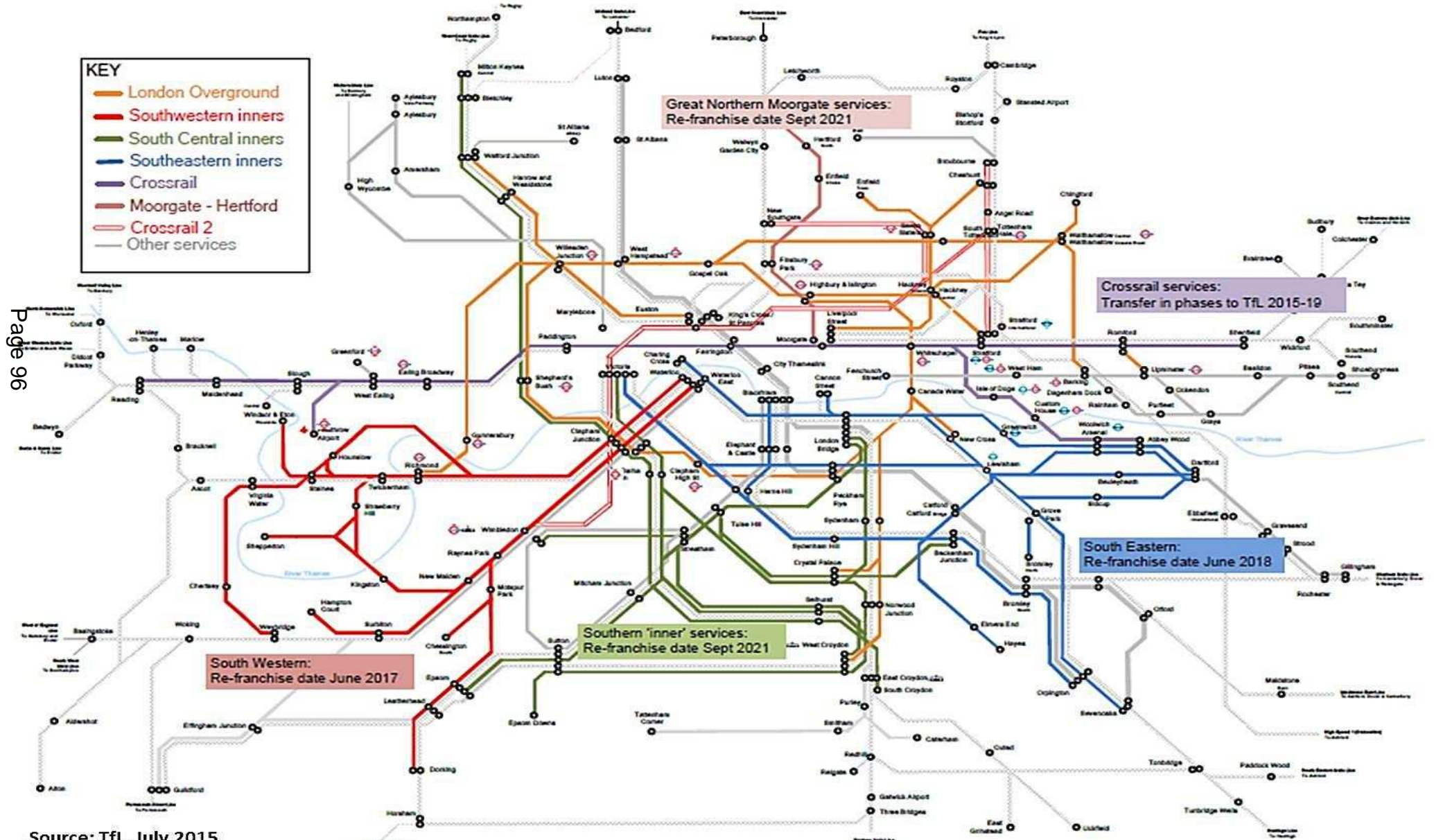
The Mayor has proposed the devolution of London suburban routes on the South Eastern franchise, which serves south east London and Kent, with London Bridge and Victoria its main terminus stations. This is currently operated by Southeastern, part of the Govia group which also operates the Thameslink, Southern and Great Northern and London Midland franchises. It is one of the largest franchises in the London and South East region, representing 14 per cent of scheduled train kilometres in 2014/15.²⁴ The Mayor and TfL made this proposal to the government in 2012-13, at the same time as devolution of the Greater Anglia franchise was agreed.²⁵ However, the government rejected the proposal and decided to extend the franchise agreement with the existing operator. There were a number of factors in this decision, including the opposition of Kent County Council and complications arising from the Thameslink upgrade programme affecting services on the franchise.

During this investigation, the Mayor's Office and TfL have restated their ambition to secure the devolution of further rail franchises. Their focus remains South London, where the London Underground has relatively little coverage and Londoners are most reliant on rail services. As shown in the map in Figure 7, TfL's objective is the devolution of parts of the South Eastern, the South Western and the Thameslink, Southern and Great Northern franchises.

Devolution of the South Eastern franchise remains the immediate priority for the Mayor and TfL. The existing franchise agreement lasts until June 2018, giving TfL and partners almost three years to prepare for the transfer, if agreed by the government.

During this investigation, it was announced that the South Western franchise, another of TfL's priorities, would be coming to an end in 2017, two years earlier than previously anticipated. This timescale appears to be too short to agree and implement any plan for devolution of the franchise. However, the possibility of devolution in the near future should be built into any new franchise agreement.

Figure 7: The Mayor and TfL's proposed rail routes for devolution



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As with the Greater Anglia franchise, the Mayor's specific proposal for the South Eastern franchise is for TfL to take over suburban services within London and the city's immediate surroundings, rather than the entire franchise. This would mean routes as far as Dartford and Sevenoaks in Kent coming under the control of TfL, with longer-distance services and local Kent services being part of a separate franchise agreement. The routes devolved to TfL would become part of the London Overground network.

Support for devolution

It is vital that the Mayor and TfL build a coalition of support for rail devolution in London. One of the reasons behind the failure of the bid to take control of the South Eastern franchise in 2013 was TfL's inability to secure wider support from key stakeholders. During this investigation, we have heard a wide range of views in response to the Mayor's proposals, and conducted a survey of rail passengers within London, including questions on their views on rail devolution. We have found strong levels of support for devolution, particularly from key stakeholders that had previously opposed the idea.

Passenger survey

Most rail passengers in London are not aware of the proposals made by the Mayor and TfL for devolving suburban rail services. In our survey, only 30 per cent of passengers said they were aware of the proposals, with 64 per cent saying they were unaware.

The Mayor and TfL have taken a relatively low-key approach to promoting their devolution proposals, in contrast to other schemes aimed at influencing public and political debate about rail services. In particular, the Mayor and TfL have taken a number of public initiatives to promote the case for funding the Crossrail 2 line (see box). A similar approach for rail devolution could be developed, as a way of helping the Mayor and TfL enhance public and stakeholder support for their proposals.

When we put the devolution proposition to survey respondents, we found that a majority were in favour: 54 per cent of passengers said they would prefer TfL to run their rail service, with 21 per cent preferring the existing private operator (those already

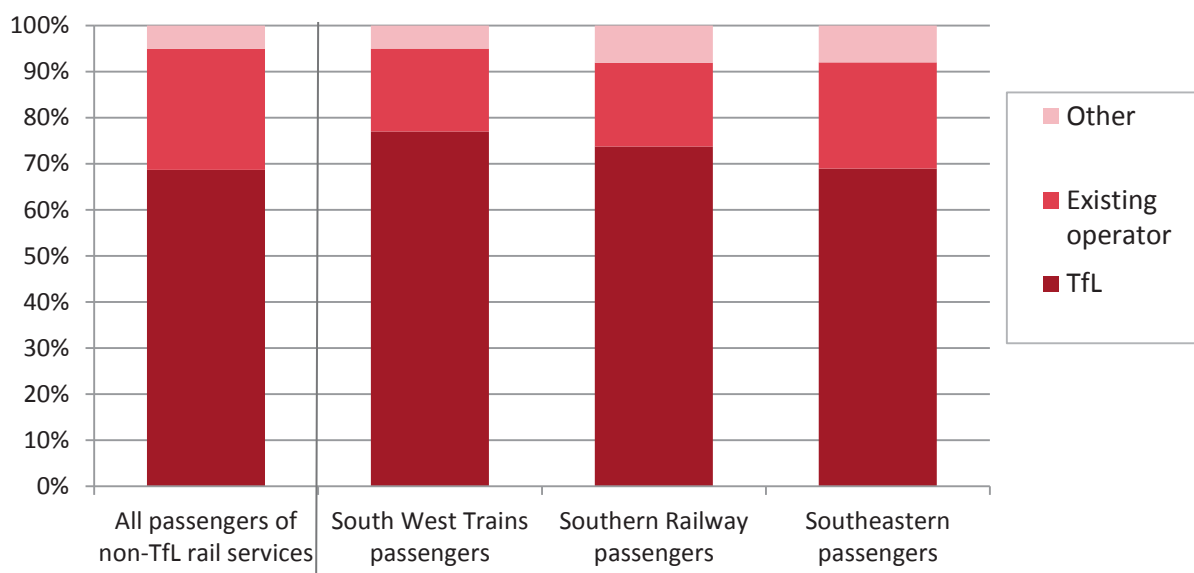
Promoting Crossrail 2

The Mayor and TfL have undertaken a range of public activities in order to develop the case for Crossrail 2:

- TfL has appointed a Managing Director for Crossrail 2, and established a Crossrail 2 Growth Commission.
- Londoners and other stakeholders have been consulted on proposals for potential routes for the line.
- Independent research by PwC into the funding options has been commissioned and published.
- The GLA coordinated a letter from over 50 business leaders backing the case for Crossrail 2.
- A website (crossrail2.co.uk) has been established by TfL to publicise the scheme and its benefits.

primarily using TfL-run services were excluded from these questions). Excluding those saying 'Don't know', 68 per cent of respondents were in favour of devolution to TfL, with 26 per cent preferring the existing operator. Support for TfL was particularly high among users of the South London services that the Mayor has prioritised for devolution, as shown in Figure 8 below.

Figure 8: London passenger views on who should run their rail service²⁶



Source: London Assembly. Excludes 'Don't know' responses

Stakeholder responses

A wide range of organisations engaging with the Committee during our investigation expressed their support for devolution, although in most cases with particular conditions or priorities attached to this support.²⁷ Supportive organisations included:

- Several London boroughs and representative organisations. In some instances this support was accompanied by calls for greater borough involvement in overseeing services.
- London TravelWatch and other local groups representing passengers both within and outside London.
- Several county and district councils outside London, provided certain conditions are met regarding governance and service design.
- Rail industry trade unions, although unions have expressed a preference for TfL to operate services directly.
- The London Chamber of Commerce, which shared findings of a member survey indicating high levels of dissatisfaction with rail services among London businesses.
- Transport for All, representing disabled transport users.

Other organisations we consulted maintained a more neutral stance on devolution, in some cases providing advice on practical issues that needed to be considered, or arguing that service improvements could also be achieved without devolving control to TfL. Organisations in this broad category include Transport Focus, Network Rail, rail operators and some passenger groups.

A number of organisations expressed their opposition to the Mayor's proposals for devolution. These organisations, which are all based outside London, argued mainly that devolution to TfL would prioritise the needs of London passengers over those outside London. These organisations include some county councils, a local enterprise partnership and a passenger group.

Conclusions

Of the different approaches that may be taken to devolving control of passenger rail services, the most appealing is the proposal to make TfL the commissioning authority for suburban rail franchises. This is the approach favoured by the Mayor and TfL, and central government has already shown its willingness to implement this model in devolving the Silverlink and Greater Anglia franchises.

The strong support for devolution among many contributors to this investigation is very encouraging. Stakeholders such as boroughs, businesses and passenger groups support the Mayor's proposals. However, it is clear the Mayor and TfL still have work to do. There are important discussions to be had with key partner organisations that TfL will need to work with, such as Network Rail, private operators and organisations outside London. Most of all, the case for devolution needs to be definitely proven to government; in the next chapter we will set out the potential benefits of this reform.

Our investigation has revealed important findings about the extent and nature of support for devolution among London rail users. A majority of Londoners who currently travel on non-TfL services would support TfL taking control of the service they use. Awareness of the Mayor's proposals to do so, however, appears to be relatively low. The Mayor may want to consider how he can better engage passengers in order to harness their clear desire for improvements.

4. Improving services through devolution

Devolution may help to improve the quality of London's rail services in a number of ways. This chapter sets out the potential benefits of devolution, including more reliable services, greater capacity, accessibility and accountability. These benefits are based on the recent success of the London Overground network, which has demonstrated TfL's strong will to improve services and its ability to manage operator performance. By and large, passengers on franchises overseen by the Department for Transport have not seen this happen on their services. TfL has also shown greater willingness to invest in services, for instance in extra train carriages and additional station staff, than DfT and the operators it has appointed. Running larger suburban networks would represent new challenges for TfL – for instance its ability to add peak time capacity would be constrained – but passengers can still expect to benefit from higher service standards.

Capacity and frequency

The London Overground is unique among London and South East rail services in that, overall, it is the only operator whose services are not overcrowded. Furthermore, the Overground is the only operator to have reduced crowding in the past five years. While the average passengers in excess of capacity (PiXC) score for central London arrivals in the three-hour morning peak has nearly doubled from 2.9 per cent to 5.4 per cent, on the London Overground it has fallen from 2.7 per cent to zero. TfL has managed to achieve this while demand for services has increased by 136 per cent; the Overground carried 140 million passengers in 2014/15.

TfL told the Committee that it will seek to increase the frequency of off-peak services on suburban rail routes it takes over, and that spare track capacity exists to enable this.²⁸ At present, off-peak services in many parts of London are very infrequent; Figure 9 overleaf shows rail lines in London where there are four off-peak trains per hour or fewer. However, TfL has indicated is unlikely to be in a position to increase the frequency of peak services on suburban routes in the immediate future because of network capacity constraints, which means some commuters may not see as big an improvement in overcrowding as has seen on the rest of the Overground network to date.

Reliability

The London Overground has consistently proven itself to be one of the most reliable rail services in London and the South East. Before the Silverlink franchise was devolved to TfL, 91 per cent of trains arrived within five minutes of their scheduled time. Since the London Overground was established, this figure has risen steadily – reaching 96 per cent in 2014/15. Reliability has been falling across rail services as a whole in this period (see Chapter 2).²⁹ As Peter Austin of the operator LOROL

explained to the London Assembly Budget & Performance Committee recently, a proactive performance management process and contractual arrangements incentivising high reliability standards has helped TfL to achieve these improvements.³¹

If TfL was able to replicate this success on other franchises, passengers would benefit from more reliable services. Services run by the operator Southeastern, parts of whose franchise the Mayor hopes to devolve, had a PPM score of 89 per cent in 2014/15. In his previous proposals for devolution of this franchise, the Mayor set out an objective to raise the PPM score to 95 per cent.³²

Fares

Passengers would benefit from TfL integrating any devolved services into its existing fare structure for rail services. Although not designed as a 'cut' in fares, this would simplify the fares regime and would likely lead to reduced fares for many passengers in the immediate future. After TfL took over London suburban routes of the Greater Anglia franchise in May 2015, it reduced fares for 80 per cent of journeys made on the service, with the remainder unchanged.³³ TfL also provides free travel for children under 11 years old on the London Overground and other parts of its network, which is not the case on other rail services.³⁴ There is, of course, a cost to the public purse of reducing fares; in the next chapter we consider the affordability of TfL's plans for rail services.

TfL has also argued that it would be able to significantly reduce fare evasion on rail services, through increased staffing and gating of stations. In 2013 the Association of Train Operating Companies estimated that around £240 million is lost annually through rail fare evasion, on a national basis.³⁵ TfL figures show that while 13 per cent of passengers travelled on the Silverlink service without a ticket prior to its devolution in 2006/07, only two per cent did so on the London Overground in 2014/15.³⁶

Economic development

One of the potential benefits of TfL taking control of rail services is that it would help ensure decisions about the rail network are coordinated with wider strategies for developing London's economy. As part of the GLA Group, TfL has a duty to support the implementation of the Mayor's London Plan and Economic Development Strategy. This may involve, for example, enhancing rail services in areas that support new housing growth, as is currently underway with the planned extension of the London Overground to Barking Riverside as part of the regeneration of that area.

The direct institutional connections among the GLA Group – for instance, the Deputy Mayor for Transport sits on both the TfL Board and the London Enterprise Panel – mean there is potential for a much more integrated approach at a regional level between the rail network and economic development than is provided at the national level by the Department for Transport.

The London Assembly's Regeneration Committee is currently investigating the subject of transport-led regeneration in London, in particular focusing on TfL's role in supporting new development through the provision of local transport infrastructure and services. Its report, to be published in the autumn, will provide further detail on steps TfL can take to support London's economic development.

Accessibility

The incorporation of rail routes into the London Overground network has the potential to improve the accessibility of services for passengers with mobility constraints. TfL has pledged, for instance, that it would introduce turn-up-and-go assistance for wheelchair users, which is not currently available on much of the rail network.³⁷ On Southeastern services, passengers with special needs are asked to complete a booking form at least 24 hours in advance of their journey if they require assistance from staff.³⁸ Transport for All, which represents disabled transport users, said that it was strongly in favour of further devolution, citing London Overground's station staffing, tactile paving and integrated customer information as key strengths of the service.³⁹

As discussed above, TfL's relatively high investment in staffing and station facilities has allowed it to make accessibility improvements and improve customer service. One of the changes that TfL made when it took over the Greater Anglia services was to introduce staff at all stations on the route, making it much easier for passengers who need assistance. The overall number of staff working on these services was almost immediately doubled: from 84 under Abellio to 170 under TfL, with the staff budget rising from £3 million to £6 million.⁴⁰ We welcome TfL's commitment to accessibility on the Overground, and believe this commitment is a major benefit of devolution.

Accountability

Another potential advantage of devolving London's rail services would be an increase in the accountability of service providers to London rail users. There is currently no simple way for London's rail users to hold someone to account for poor performance. In a devolved model, Londoners would directly elect the person ultimately responsible for the service, the Mayor of London. The London Assembly would scrutinise the performance of the service on behalf of Londoners. The London Borough of Ealing summarised the potential impact of this change in its submission:

Devolution would increase the level of democratic accountability compared to the current system, where roles and responsibilities are diffuse and accountability is unclear. The line of democratic accountability that exists currently through Ministers to Parliament means that responsibility for train services is in actual fact remote from users. The current train operating companies are commercial enterprises and have no accountability to local people, except through the national regulatory regime. Therefore giving responsibility for London's inner suburban rail services to the local, directly-elected Mayor would increase local democratic control.⁴¹

Investment

Substantial TfL investment in the London Overground has allowed it to increase capacity and deliver other improvements. Under TfL's concession model for managing the service (see box in Chapter 3), TfL takes primary responsibility for investing in service improvements. TfL has a London Overground Capacity Improvement Programme, which is investing £175 million between 2013 and 2015 to introduce five-car trains across the service, involving the purchase of new carriages, upgrading depots, lengthening platforms and upgrading signalling.⁴²

Significant investment is also being delivered, for instance, in station improvements on the suburban routes devolved to TfL from the Greater Anglia franchise. The enhancements TfL will fund on this service in the current three-year period total £26 million, as set out in Table 2.⁴³

Table 2: TfL investment in Greater Anglia stations added to London Overground

Station enhancements	2014/15	2015/16	2016/17
Station gating	£1 million	£1 million	
Ticket machines		£2 million	
Cosmetics/ambience ⁴⁴	£1 million	£12 million	£8 million
Deep clean		£1 million	
Total	£2 million	£16 million	£8 million

TfL has demonstrated a greater willingness to invest in station improvements than private franchise operators. When the franchise term of the operator Southeastern was extended from October 2014 to June 2018, the company agreed with DfT that it would invest £4.8 million on station improvements over four and a half years, across its 166 stations.⁴⁵ As shown in Table 2, TfL is spending approximately five times this amount on station improvements at just 24 stations, less than one-sixth the number of stations as there are on Southeastern's network.

Conclusions

The case for devolving control of suburban rail services to London is compelling. TfL's record in managing London Overground network provides strong evidence of what can be achieved with greater local control of rail services and long-term investment. There are limits to what TfL can achieve in the addition of new capacity on suburban lines, particularly increasing peak time service frequencies on suburban services, but there is simply no alternative proposition for how standards on London's rail services can be improved to such a large extent. However, realising all of the benefits outlined above

will be difficult and take a number of years. There remain some significant challenges that TfL would need to overcome to make devolution a success, and these are discussed in the next chapter.

5. Addressing the risks and challenges of devolution

This chapter considers three key challenges that TfL needs to address, in order to build its case for rail devolution and deliver improved rail services. These include political challenges arising from the need to convince the Government and better engage London's neighbours, practical challenges of separating rail franchises in two, and financial challenges caused by the need to invest significant sums upgrading rail services.

Political

Central government

The key political challenge for the Mayor is to persuade the Government of the case for devolving further rail services. The Government previously rejected a proposal for TfL to take over suburban routes on the South Eastern franchise in 2012-13, and is effectively now being asked to revisit that decision.

We understand that there is no principled objection from the Department for Transport to devolving rail services: this has already happened in London to some extent with the Silverlink and Greater Anglia franchises. Partial devolution is also underway in the North of England, where Rail North has been given commissioning powers over two regional franchises. The financial implications of devolution mean that Treasury support is also vital, and we were encouraged to see the Chancellor of the Exchequer signal his willingness to consider further proposals for the South Eastern franchise in his 2014 Autumn Statement.⁴⁶

Rail services are likely to be considered by the Government alongside other areas proposed for devolution. The London Assembly's Devolution Working Group has recently published a report on this topic, covering rail as well as public health, employment and skills, and fiscal devolution.⁴⁷

Local authorities

When the Mayor unsuccessfully proposed devolution of the South Eastern franchise in 2012-13, one of the key factors in the Government's eventual rejection of the proposal was opposition from Kent County Council. This highlights the need for the Mayor and TfL to engage with neighbouring authorities and win over all those affected by devolution.

There are two ways in which the Mayor's proposals may affect passengers outside London. Firstly, some of the rail routes that the Mayor has proposed for devolution extend beyond the boundary of Greater London. On the South Eastern franchise, TfL envisages running services into Kent as far as Sevenoaks and Dartford, which it considers necessary for operational reasons that it is able to manage services that start or end outside London. TfL already manages services outside London, including branches of the

London Overground network that run into Hertfordshire, as well as some tube lines and bus routes. Extending TfL's remit beyond London, therefore, is not necessarily a barrier to devolution. It does mean however, that some residents outside London will not be able to hold their service providers to account directly.

A second potential impact of rail devolution on people outside London arises from the possible change to service patterns on devolved routes. Many people living outside London, particularly in neighbouring counties, travel into the city by rail. Concerns have been expressed by organisations outside London that changes such as an increase in train frequencies within London might negatively affect these longer-distance services.

During this investigation, we have engaged with a wide range of organisations outside London, including local authorities, passenger representatives and business groups, including hearing from representatives of Kent and Surrey councils at our meeting in June. We have been encouraged by a shift in the positions of opponents to devolution, as well as continued support from others. Devolution is now seen by key stakeholders in Kent as a way of improving on the service provided by the existing franchisee. For instance, the Sevenoaks Rail Travellers Association, whom Members met on a visit to Sevenoaks, told the Committee:

In 2013 the Sevenoaks Rail Travellers Association supported the devolution of South Eastern metro services. We saw the benefits of payment by Oyster card, zonal fares which are potentially lower, improved service reliability, manned stations, a more efficient and quality focused franchising model, lower fare evasion, and the greater scope for longer term capacity enhancement as well worth having, and sustainable... We support it now for the same reasons as we did then.

Kent County Council now broadly supports rail devolution in principle. The Council told us it would be in favour of TfL taking over parts of the South Eastern franchise provided certain safeguards are in place to ensure Kent passengers are not disadvantaged (see box).⁴⁸ The Mayor's Office and TfL told the Committee that these conditions would be acceptable.⁴⁹ The Council told us that its previous opposition to devolution had been partly motivated by the Mayor's proposal for a new airport in Kent. After this option was rejected by the government's Airports Commission, the council's stance changed.

Kent County Council 'red lines' for devolution

- Fares for rail passengers in Kent must not be higher as a result of devolution.
- Existing rail paths for Kent's mainline services must be protected.
- Extra capacity on peak metro services must only be provided through train lengthening.

TfL works closely with local authority counterparts in the development of rail services, although these partnership arrangements are informal. TfL has two Board Members with a duty to represent the interests of rail users outside of London, but no formal structures for involving organisations such as neighbouring county councils in decision-making about

London Overground services. Hertfordshire County Council stated in its submission that it would like to see its relationship with TfL formalised in relation to devolved rail services:

We would support the devolution of additional suburban rail services if... There would be a process to give Hertfordshire residents a say in the governance of any devolved services to balance the fact that these matters would fall under the jurisdiction of a Mayor democratically accountable to the London electorate.

Similar proposals have been made by London Councils, on behalf of local authorities within London. The organisation argued that boroughs should be fully involved in decisions about appointing rail operators serving their areas:

Research that London Councils carried out in 2014 suggested that boroughs' experience is that there is little commitment from the DfT to involve them in rail franchising decision-making. London Councils believes that, irrespective of whether DfT or TfL is letting the franchise, boroughs should be given the opportunity to be actively engaged throughout this process, including at the final decision making stage.

As TfL looks to expand its involvement in running rail services, it needs to develop a new mechanism for involving neighbouring councils and London boroughs. This will help ensure the interests of a diverse group of passengers are reflected in service design and TfL can be held to account.

Practical

Devolution of rail services will entail some practical challenges for TfL and other operators. If an existing franchise is effectively divided in two between suburban and long-distance routes, as proposed by the Mayor, this will require some complex disentangling of the two services, and thereafter close coordination of shared infrastructure.

London TravelWatch has considered the practicalities of separating out suburban routes from larger franchises, and shared its views:

TfL has been fortunate that the current devolved railway services are largely self-contained in terms of rolling stock and train staff. However, those of other train operators such as Southeastern and South West Trains have much higher levels of integration with services that run well beyond the London area. For example a Southern service from Victoria to London Bridge, may on arrival at London Bridge form a service to Brighton or Horsham. Devolution will mean the separation of rosters of stock and drivers. In the case of the recent takeover of the West Anglia routes, this resulted in the need to lease a further three train sets and recruitment of additional drivers.⁵⁰

Some of the issues that would need to be addressed by TfL include the division of rolling stock and staff, and the future use of depots. As TravelWatch has highlighted, this could cause practical problems that require additional investment to solve:

Many train operators for operational and staffing reasons are dependent on railway sidings, and use depots some distance from the London area to serve their London 'metro' operations, for example Southeastern has a large depot and sidings at Gillingham in Kent; Thameslink similarly at Bedford, Three Bridges and Brighton; Southern at Brighton; South West Trains at Fratton near Portsmouth. Often trains and drivers have rosters which include these facilities. There could be costs of relocating staff and stock to locations closer to or within London, and of acquiring additional stock, and recruiting extra staff to meet the constraints that a new devolved settlement and consequent operational separation would create.

An option for TfL to create new depot facilities within or closer to London may prove difficult because of the lack of suitable land that could be developed. In any case, the establishment of new facilities would risk increasing the costs of managing the rail network. As we heard from Paul Harwood of Network Rail and Michael Roberts of the Rail Delivery Group at our meeting in June, one of the advantages of a larger rail franchise is the opportunity for economies of scale, which could be at risk if infrastructure is separated out between suburban and longer-distance services.⁵¹

Financial

The Mayor and TfL have pledged to invest significantly in devolved rail services, which is considered necessary if service standards are to be improved. Investment needs fall into two, broad categories:

- Capital investment in one-off upgrades to facilities and infrastructure. These will include the purchase of new rolling stock and enhancements to stations (new ticket gates, tactile paving, and so on).
- Ongoing funding of the enhanced service offer. With a commitment to staff all stations from first train to last, funding to cover additional staff costs is required. Any provision of additional train services will increase costs further.

The recent extension of the London Overground following the devolution of suburban services from the Greater Anglia franchise in May 2015 demonstrates the challenge facing TfL.⁵² Prior to devolution, the previous operator, Abellio, ran these routes profitably. However, figures provided by TfL indicate that the service will now be run at a loss for the foreseeable future: between 2014/15 and 2020/21, TfL's net expenditure in just these routes will total £78 million. This is after the ongoing grant from government to TfL has been taken into account.

Devolution may create unforeseen additional costs for TfL, some of which became apparent when Greater Anglia services were devolved. On the new London Overground

lines, train carriages inherited by TfL had to be taken out of service for urgent repair, which led to a temporary reduction in capacity.⁵³ On the new TfL Rail service between Liverpool Street and Shenfield, stations inherited by TfL were also found to be in need of significant improvements, an unanticipated cost which TfL had to meet.⁵⁴

The South London Partnership's submission highlighted the scale of the financial challenge facing TfL, and the risks of not having sufficient resource to meet it:⁵⁵

We also recognise that to date the Overground has perhaps been successful as it has operated on a relatively small scale, on relatively self-contained routes and that any significant increase in its responsibilities would need to be matched with both operator and TfL rail management resource. An unintended consequence of our support for rail devolution to the Mayor could be the possibility that if insufficient funding follows the transfer of powers we could see a lower level of investment resulting in "Overground Lite" – a branded train service which offers fewer of the quality improvements provided on the earlier conversions.

There are opportunities for TfL to grow the revenue of the devolved services it runs. With demand rising, ticket revenue is likely to increase. TfL has forecast a 34 per cent increase in ridership on the existing London Overground network between 2015/16 and 2020/21.⁵⁶ However, the rail services TfL wants to take over are already overcrowded at peak times, and TfL has admitted that scheduling additional peak services will be extremely difficult. This may therefore prove a constraint on revenue growth. Tackling fare evasion may also increase revenue, although this requires upfront investment in gating and extra staff, and may have only a marginal effect overall.

TfL has not yet provided detailed financial projections for running South Eastern suburban services. In a letter to the Committee during this investigation, Commissioner of Transport for London Mike Brown said that plans were still under development:

As part of the process to develop this year's TfL business plan we are working up our estimate of the investment needed on the inner South Eastern routes if the Mayor were to take them over. Based on our experience with the newly transferred West Anglia routes to Enfield, Cheshunt and Chingford. This will give us greater insight into the one-off improvements to stations, CCTV, help points, and customer information more generally. There would also be ongoing operational costs for all day staffing, reliability improvements and train leasing (some extra units, and vehicle refurbishment).⁵⁷

TfL will also need to consider who would meet the costs of the Freedom Pass scheme, which is run by London Councils. This pass entitles older people to travel for free on London's public transport network, including London Overground services. London boroughs cover the cost of the Freedom Pass, and have expressed concern that the extension of the London Overground network outside of London will increase costs to boroughs. Including the addition of Crossrail to TfL's services, London Councils estimates the additional costs to boroughs could total £20 million per year by March 2020.⁵⁸ London

Councils has suggested that TfL limit eligibility for free travel to within Greater London, or agree not to seek reimbursement from boroughs for travel outside Greater London.

Conclusions

The Mayor and TfL must overcome a range of complex challenges if they are to convince the government of the benefits of further rail devolution, and thereafter deliver improved suburban rail services. We do not believe these are insurmountable, but action is required now to put key measures in place.

During our investigation it is clear that a greater degree of consensus about devolution has emerged between TfL and key stakeholders outside London, such as Kent County Council. However, some other stakeholders remain sceptical of the Mayor's proposals, as discussed in Chapter 3. Ahead of formal proposals to government there is a need for the Mayor and TfL to develop more robust plans for how the interests of non-London passengers will be reflected in the governance of devolved services, both to help build support and deal with any issues requiring cross-boundary coordination.

TfL also needs to be clear how it will deal with practical issues arising from the separation of suburban and longer-distance services on the South Eastern franchise, for instance in relation to depots, rolling stock and staff. Early discussions with key partners, including the existing operator Southeastern, should be aimed at minimising disruptions and identifying opportunities for ongoing coordination.

Finally, our most serious concerns are about the need for TfL to invest in upgrading the service offer to rail passengers on devolved services. London Overground's success to date is in large part down to TfL's investment in the service. The Mayor and TfL appear prepared to invest further in any newly devolved franchises, which passengers will welcome, but we don't yet know enough about TfL's business plan. Investment needs will be significant, and may only be partially covered by an increase in ticket revenue. Taking over a substantial new service entails a multitude of financial risks, which TfL will need to address. To convince government that devolution makes financial sense, more detail is needed in the Mayor and TfL's plans than we have seen so far. This includes plans for dealing with a possible rise in Freedom Pass costs.

6. Looking ahead: devolving rail infrastructure

Ideas for changing the way rail infrastructure is managed or governed have not featured prominently in debates over rail devolution in London, as the Mayor's proposals focus on passenger franchises. In this chapter we discuss some of the opportunities and challenges for devolving London's rail infrastructure, as a potential future stage of reform.

London's rail infrastructure

Network Rail is the body primarily responsible for infrastructure on the rail network. It owns and manages most of the track that services run on, and equipment such as signalling systems. It also owns train stations, although the vast majority of stations are managed by the train operating companies as part of their passenger franchises. Network Rail manages major terminus stations directly; in London these are Cannon Street, Charing Cross, Euston, King's Cross, Liverpool Street, London Bridge, Paddington, St Pancras, Victoria and Waterloo.

There is consensus among all stakeholders that London's rail infrastructure requires significant upgrades, in particular to deliver more capacity and reliability. As Paul Harwood, Strategy and Planning Director for Network Rail, told us:

We are predicting phenomenal growth in the future for the next 30 years and there is no doubt that the network is reaching and is probably beyond the point of its capacity across much of London and the South East now. It is the legacy that we have discussed before about, effectively, still a Victorian network at least in shape and size even if some of the infrastructure has changed. It provides a massive number of constraints. We are tackling a lot of the relatively low-hanging fruit, projects and interventions - lengthening trains, running more trains up to the maximum capacity – but now we are seeing that the stations and the track capacity itself is reaching its limit.⁵⁹

The Deputy Mayor for Transport, Isabel Dedring, also made it clear that improving infrastructure was a pre-requisite for delivering metro-style suburban rail services, even if passenger services are devolved:

One of the challenges with this whole debate around the franchise, control, devolution or whatever you want to call it is that in many areas you are quite limited in what you can deliver without improving the underlying assets. You are not going to be delivering, tube-style, 12 trains an hour from two trains an hour without looking at what the actual network looks like. In many cases, you could deliver a turn-up-and-go service. What we are trying to describe in this document we are working on is how you could deliver a turn-up-and-go service across south London, but you cannot do that without significant changes to the assets.⁶⁰

There are a number of major upgrade projects underway in London, most prominently the Thameslink and Crossrail schemes. Thameslink is a north-south route from Bedford to Brighton, which is being upgraded with new connections and higher capacity; Network Rail is managing this scheme. Crossrail is a new east-west rail line connecting Reading to Shenfield, with a new, tunnelled line through central London; this project is managed by Crossrail Ltd on behalf of TfL and the Department for Transport, the co-sponsors of the project. In addition to these are a range of smaller, local schemes, such as the electrification of the Barking-Gospel Oak line.

Devolving infrastructure management

The Mayor has not made firm proposals for the devolution of infrastructure – either its ownership or management – from Network Rail to TfL. During our investigation, we have put forward some ideas in order to understand the potential challenges and opportunities in this area.

One possibility is for TfL to become more directly involved in delivering rail upgrades. In 2014/15 there were major, unplanned disruptions caused by Network Rail's Thameslink upgrade programme, particularly on services in and out of London Bridge. Stephen Locke of London TravelWatch told us that TfL could help address the shortcomings of this type of project by bringing a London-wide focus:

The level of competence and the resource that is available [at TfL] is colossal. However that is done, whether in association with Network Rail or with local authorities or with train operating companies, it seems to me absolutely crucial to leverage that ability and to allow, through TfL's role, an integrated approach to the system as a whole. That is really what was missing at London Bridge at least over Christmas.⁶¹

A more substantial form of devolution to TfL may involve transferring permanent responsibility for some or all of London's rail infrastructure. The complexity of such a change would be huge and have national implications, as discussed by Michael Roberts of the Rail Delivery Group, in relation to the idea of asking TfL to take over management of London's major terminus rail stations:

Of course there are other options allowing TfL to have greater control - if not entire control - over the major stations, but the consequence of that is you create another interface with a national railway that does not exist at the moment and it is an interface that would need to be managed.... 70 per cent of all railway journeys in the country begin and end in London and by a transfer of responsibility you have a major impact in terms of the creation of an interface with the rest of the country, not just with the south east hinterland.⁶²

Planning upgrades

The Mayor and TfL have set out an ambition to enhance the role of TfL in the planning process for rail infrastructure upgrades. They argued that one of the key problems holding back the development of London's rail infrastructure is a disjointed process for identifying and planning necessary upgrades:

TfL believes there are ways to integrate planning and funding of capital investment of the TfL and National Rail networks within Greater London even more closely. At the moment improvements to the National Rail network are planned through Network Rail's Route Studies and funded in five-year cycles (Control Periods) by the DfT. Meanwhile TfL's investment programme (which includes Tube modernisation/ extensions and discretionary improvements to London Overground) is agreed during government spending review. These separate processes mean there is no single integrated process for planning and prioritising investment to address London's complex transport needs.⁶³

London does not have a single, coordinated plan for rail upgrades. Network Rail's planning process is based on travel areas, generally comprising a sub-region of London and a county outside London. For instance, Network Rail has recently published the Route Study for Sussex, mainly covering commuter routes from the south coast, through Surrey and into Victoria and London Bridge stations.⁶⁴ This sets out a vision for upgrading the network to 2043, with initial spending priorities for the 2019-2024 period. The study proposes welcome capacity upgrades at key interchange points for London commuters, particularly East Croydon, but arguably places greater priority on improving longer-distance fast services than delivering high-frequency suburban services in south London.

The Government has recently made changes to the management of Network Rail and announced a series of reviews of the organisation. Sir Peter Hendy, London's former Commissioner of Transport, was appointed the new Chair of the organisation in June. A number of planned upgrade projects, mainly in the north of England, were put on hold amid concerns about their funding. The reviews now being undertaken by Sir Peter and others are considering plans for existing projects and the funding of the organisation. We welcome Sir Peter's appointment and hope he will bring his strong understanding of London's transport needs to the role and ensure positive outcomes from the ongoing reviews.

Conclusions

Upgrading London's rail infrastructure is vital to any long-term effort to improve services for passengers and meet rising demand, and there appears to be scope for greater involvement of TfL in delivering this. We do not propose the wholesale devolution of infrastructure ownership or management to TfL, as an integrated national rail network requires a strong coordinating body. Effective management of

infrastructure by Network Rail will underpin the potential devolution of service delivery to London and other regions.

However, enhancing TfL's role in the planning and oversight of major projects is a logical step to take. This would bring greater integration and expertise into the process, in ways that would benefit passengers. The ongoing reviews of Network Rail's projects and funding provide an excellent opportunity for the Mayor and TfL to make this case.

7. Conclusion: Action plan for the Mayor and TfL

Based on the findings of this investigation, we will be urging the Department for Transport to devolve control over London's suburban rail services to the Mayor and Transport for London, working in partnership with other local authorities, as existing franchise agreements conclude.

This should begin with the suburban routes of the South Eastern franchise in 2018, followed by the Thameslink, Southern and Great Northern franchise in 2021 and the South Western franchise at a date to be confirmed.

The long-term ambition for the Mayor and TfL should be to use these powers to establish a genuine metro-style rail service in South London and beyond, one that is comparable in its capacity and reliability to the London Underground. A number of steps can be taken by the Mayor and TfL to help ensure this happens.

Recommendations

We recommend the following steps are taken by the Mayor and Transport for London ahead of and during upcoming discussions with the government about devolving control of passenger franchises and the future of rail infrastructure planning.

We ask that the Mayor and TfL report back to the Committee by the end of 2015 with an update on progress.

South Eastern franchise

1. Develop a detailed business case for the devolution of the South Eastern rail franchise. This should state the performance objectives for a devolved service and set out how these will be met. The business case should include timed plans for investment in rolling stock and stations, setting out the sources of money for the investment, potential for efficiencies and realistic plans for increasing passenger usage and fare revenue.
2. Establish a steering group for the oversight of South Eastern services earmarked for devolution to TfL. This can be established in shadow form in the near future, in order to help inform devolution proposals and form a coalition for lobbying the Government. Thereafter, the steering group should oversee service planning and delivery, consult with passenger groups and report to the TfL Board. Membership should include representatives of TfL, the GLA, Kent County Council and those London boroughs and district councils that would be served by the devolved franchise.
3. Hold discussions with Network Rail, Southeastern and other operators where necessary about practical steps that would be taken to ensure the smooth

separation of suburban and long-distance services on the South Eastern franchise. The outline of plans separating depots, rolling stock and staff, and any coordinating measures, should be presented to the government by the Mayor and TfL as part of their devolution proposals.

4. Seek agreement with London Councils about financial implications of devolution for the Freedom Pass regime. Any additional costs arising from extending TfL services should be projected, and built into the financial planning process for devolution. If London boroughs are likely to face an additional financial burden, TfL should make clear how boroughs will be compensated or what changes to the scheme will be introduced.

South Western franchise

5. Seek agreement with the government that the new franchise agreement for the South Western franchise will provide for the possibility of removing London suburban routes from the franchise and devolving these to the Mayor and TfL. TfL should also seek to engage shortlisted bidders for this franchise to discuss the practical implications of this proposal.

Passenger engagement

6. Develop a plan to significantly enhance the engagement of rail passengers in discussions about devolution, with an objective to increase awareness and support for the Mayor and TfL's proposals. This may include a programme of engagement with user groups, accompanied by online resources setting out the details of the proposals.

Financial risks

7. Conduct a thorough assessment of the potential financial risks for TfL of taking responsibility for additional rail services. This would include, for instance, analysis of the possible implications of slower than expected revenue growth, and any major, unanticipated repair and maintenance work that may be required.

Infrastructure planning

8. During and after the current review of Network Rail's structure and spending plans, the Mayor and TfL should make the case for much greater involvement in the planning and oversight of infrastructure upgrades. TfL should set out the details of a proposed new infrastructure planning process, which should include the co-production of a dedicated rail infrastructure plan for Greater London. TfL should also seek to regularise its position as a co-sponsor of major rail upgrade projects within London.

APPENDIX

A. Views and information

Committee meetings

The Transport Committee held two meetings in public during this investigation. On 9 June 2015 we met:

- Cllr Matthew Balfour, Cabinet Member for Environment and Transport, Kent County Council
- Stephen Gasche, Principal Rail Transport Planner, Kent County Council
- Cllr Mike Goodman, Cabinet Member for Environment and Planning, Surrey County Council
- Paul Harwood, Principal Network Planner, Network Rail
- Geoff Hobbs, Head of Planning, London Rail, Transport for London
- Phil Hufton, Managing Director of Network Operations, Network Rail
- Stephen Locke, Chair, London TravelWatch
- Paul Millin, Travel and Transport Group Manager, Surrey County Council
- Michael Roberts, Managing Director, Rail Delivery Group and Association of Train Operating Companies
- Tim Shoveller, Managing Director, South West Trains-Network Rail Alliance
- David Statham, Managing Director, Southeastern Railway

On 8 July 2015 we met:

- Isabel Dedring, Deputy Mayor for Transport, Greater London Authority
- Mike Brown, [then] Managing Director, London Rail and London Underground, Transport for London
- Charles Belcher, Board Member, Transport for London

In addition, Committee Members held informal meetings with representatives of the Sevenoaks Rail Travellers Association, Sevenoaks District Council, Railfuture, Centre for London, TSSA, RMT, London Councils, Transport for Quality of Life, London Chamber of Commerce and Industry, and Transport for All. A site visit to view the London Overground's new Inner Anglia services was also held.

Minutes and transcripts of these meetings are available on our website here: www.london.gov.uk/mayor-assembly/london-assembly/transport

Written submissions

Written submissions were received from the following organisations:

- Abbey Flyer Users' Group
- ASLEF
- c2c Rail
- Chiltern Railways
- London Borough of Ealing
- East Surrey Transport Committee
- East Sussex County Council [officers]
- London Borough of Enfield
- England's Economic Heartland
- Enterprise M3 Local Economic Partnership
- First Great Western
- Govia Thameslink Railway
- Hertfordshire County Council
- Institute for Public Policy Research
- Kent County Council
- London Councils
- London TravelWatch
- Mayor of London and Transport for London
- Mill Hill Neighbourhood Forum
- Network Rail
- Passenger Transport Executive Group
- London Borough of Redbridge
- Reigate, Redhill and District Rail Users Association
- RMT
- Sevenoaks Rail Travellers Association
- South London Partnership
- Southeastern
- Surrey County Council
- The Railway Consultancy
- Tonbridge Line Commuters
- Transport Focus
- West Midlands Integrated Transport Authority
- West Sussex County Council

Written submissions were received from the following individuals:

- Andrew Bosi
- Ann Lusmore
- Bruce
- Chris Torrero
- D.M. Byrne

- David Dando
- Fenella De Smet
- Graham Larkbey
- Guilliana Castle
- Joe Webb
- John Linwood
- Jon Salmon
- Joseph Barnsley
- Laurel Rutledge
- Laurence Mack
- Lewis Cooke
- Luke Nicolaides
- Matt Buck
- Cllr O. Rybinski
- Patricia Taylor
- Paul Vasili
- Peter Haggett
- Phil Wass
- Philip Ridley
- Richard Logue
- Rob Knight
- Robert Woolley
- Simon Feldman
- Steve Whitehead
- Vic Heerah
- Zara Stewart

Copies of all written submissions except those marked as confidential are available on our website via:

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

Passenger survey

TNS was commissioned by the Committee to conduct a survey of London rail passengers for this investigation. Full survey results and a summary of findings are available on our website via:

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

B. The Transport Committee

Members of the Transport Committee

Valerie Shawcross (Chair)	Labour
Caroline Pidgeon (Deputy Chair)	Liberal Democrat
Kemi Badenoch	Conservative
Tom Copley	Labour
Darren Johnson	Green
Steve O'Connell	Conservative
Murad Qureshi	Labour
Onkar Sahota	Labour
Richard Tracey	Conservative

Role of the Committee

The Transport Committee examines all aspects of the capital's transport system in order to press for improvements for Londoners. Its remit includes: London Underground, rail services, buses, trams, taxis and minicabs, walking, cycling, roads, and issues such as congestion, transport safety and transport sustainability. The Committee pays particular attention to how the Mayor's Transport Strategy is being implemented, and looks closely at the work of Transport for London and other transport operators.

You can find further information about the Committee and access reports at:
www.london.gov.uk/mayor-assembly/london-assembly/transport

Contacts

To provide feedback or obtain further information about this report, order a copy, or for media enquiries please contact:

Richard Berry, Scrutiny Manager scrutiny@london.gov.uk 020 7983 4000	Alison Bell, External Relations Manager Alison.Bell@london.gov.uk 020 7983 4228
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Large print, Braille or translations

If you, or someone you know, needs a copy of this summary in large print or Braille, or a copy in another language, then please call us on: 020 7983 4100, or email:
assembly.translations@london.gov.uk.

Cover image: © [Matt Buck](#) (detail)

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C. Notes

¹ In this report the term 'rail' or 'rail services' is used to describe franchised passenger rail services delivered under the National Rail brand, unless otherwise stated.

² Office of Rail and Road, *Regional Rail Journeys – London – Table 15.4*, January 2015. Available at: <https://dataportal.orr.gov.uk/displayreport/report/html/4277ce6b-bdf3-4562-a6b1-eb036b57f065>

³ Mayor of London, *London Infrastructure Plan 2050: A Consultation*, 2014. Available at: <https://www.london.gov.uk/sites/default/files/London%20Infrastructure%20Plan%202050%20Consultation.pdf>

⁴ The methodology for the count was revised in 2006/07.

⁵ This franchise will be renamed as the East Anglia franchise in October 2016, following the devolution of London suburban services to TfL.

⁶ Department for Transport, *Rail subsidy per passenger mile*, 2015. Available at: <http://charts.dft.gov.uk/dft-business-plan/indicators/#07>

⁷ TfL is currently re-letting the concession for managing the Overground service. LOROL is not one of the shortlisted bidders.

⁸ Transport Focus, *National Rail Passenger Survey*, 2015. Available at: <http://www.transportfocus.org.uk/research/national-passenger-survey-introduction>. Passengers' satisfaction with rail services is measured twice-yearly in the National Rail Passenger Survey. This survey covers various aspects of the passenger experience, and also produces an overall satisfaction score for all operators.

⁹ Respondents were asked for their top three priorities. This data includes all survey respondents who travel on National Rail services at least monthly. It does not include responses from passengers travelling mainly on TfL-run services (London Overground or TfL Rail).

¹⁰ Office of Rail and Road, *Index showing average change in price of rail fares by ticket type*, 2015. Available at: <http://dataportal.orr.gov.uk/displayreport/html/html/ee32b90d-1f28-4963-88b4-0dff62950b77>. Over approximately the same period, London Underground fares have increased about one per cent, and London bus fares about 13 per cent in real terms; see <https://tfl.gov.uk/cdn/static/cms/documents/travel-in-london-report-7-data.xlsx>

¹¹ Department for Transport, *Rail subsidy per passenger mile by Train Operating Company (TOC): DfT franchised train operators: 2013/14*, August 2014. Available at: <https://www.gov.uk/government/publications/rail-subsidy-per-passenger-mile>

¹² Capacity is deemed to be the number of standard class seats on the train for journeys of more than 20 minutes; for journeys of 20 minutes or less, an allowance for standing room is also made. The allowance for standing varies with the type of rolling stock but, for modern sliding door stock, is typically approximately 35 per cent of the number of seats. (Definition from Department for Transport available at: <http://webarchive.nationalarchives.gov.uk/20100415103316/http://www.dft.gov.uk/foi/responses/2006/mar/congestiontrains/nicaldefinitionofexcessp2790.pdf>)

¹³ These figures and Figure 5 refer to the one-hour high peak period, including trains arriving between 8.00 and 8.59am. Other cities measured were Birmingham, Bristol, Cardiff, Leeds, Leicester, Liverpool, Manchester, Newcastle, Nottingham, and Sheffield. Data available from: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/459330/rail-passengers-crowding-2014.pdf

¹⁴ Office of Rail and Road, *Public Performance Measure by sector – Table 3.43*, 2015. Available at: <http://dataportal.orr.gov.uk/displayreport/report/html/4cdbe8cc-dc97-4a8e-ae6e-a7fcd5bd268c>

¹⁵ London Assembly Transport Committee meeting, 27 March 2015. To read the transcript of this meeting please visit:

<http://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=173&MIId=5781&Ver=4>

¹⁶ See Appendix A to find out how to access written views and information received by the Committee during this investigation.

¹⁷ Transport Focus, *National Rail Passenger Survey*, 2015

¹⁸ These questions were asked of people who indicated they had made a complaint or compensation claim in the past 12 months. Passengers were asked how easy they found the complaints process, and/or how satisfied they were with the handling of their compensation claim. Passengers on TfL-run services were not included.

¹⁹ For Transport Committee statements on this issue see our letters to Network Rail and Govia Thameslink Railway

(<http://www.london.gov.uk/moderngov/documents/s46894/Appendix%201%20-%20Letter%20to%20Network%20Rail%20GTR.pdf>) and the Department for Transport (<http://www.london.gov.uk/moderngov/documents/s45022/Appendix%202%20-%20Letter%20to%20Minister%20of%20State%20for%20Transport.pdf>).

²⁰ Rail Delivery Group, *Rail passengers to benefit from new compensation arrangements*, 19 July 2015. See: <http://www.raildeliverygroup.com/media-centre/press-releases/2015/622-2015-07-19.html>

²¹ Transport for London Finance and Policy Committee, *Department for Transport Reforming our Railways Paper and Consultation*, 31 May 2012. Available at:

<https://tfl.gov.uk/cdn/static/cms/documents/Part-1-Item08-DfT-Paper-and-Consultations.pdf>

²² Written submission from London TravelWatch

²³ Office of Rail and Road, *Timetabled train kilometres by quarter – Table 12.1*, 2015. Available at: <http://dataportal.orr.gov.uk/displayreport/report/html/a0af8db9-4491-46ab-b44d-e4289a91224f>.

²⁴ Office for Rail Regulation: http://orr.gov.uk/_data/assets/pdf_file/0005/18095/passenger-rail-usage-2014-15-q4.pdf

²⁵ Greater London Authority, *The Mayor's Rail Vision*, February 2012. Available at:

<https://www.london.gov.uk/sites/default/files/mayors-rail-vision-2012-final.pdf>

²⁶ Excluding respondents saying 'Don't know'. The number of respondents was 627 for all services, 124 for Southeastern, 103 for South West Trains and 79 for Southern.

²⁷ See Appendix A for a full list of participants in this investigation.

²⁸ Written submission from the Mayor and Transport for London. See Appendix A for information on how to access written submissions.

²⁹ Written submission from the Mayor and Transport for London. For comparability this calculation excludes services on the East London Line, which was added to the London Overground network after devolution.

³⁰ Data on service frequency illustrated in this map was provided in London TravelWatch's written submission.

³¹ London Assembly Budget and Performance Committee meeting, 15 October 2014. To read the transcript of this meeting please visit:

<http://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=129&MIId=5346&Ver=4>

³² Greater London Authority, *The Mayor's Rail Vision*, February 2012.

³³ Written submission from the Mayor and Transport for London

³⁴ For a map illustrating which routes allow free travel for children see:

<https://tfl.gov.uk/cdn/static/cms/documents/pay-as-you-go-tariffs-national-rail.pdf>

³⁵ Association of Train Operating Companies, *£240 million cost of fare dodging on the railways*, 17 June 2013. Available at: <http://www.atoc.org/media-centre/atoc-press-releases/2013/06/17/240m-cost-of-fare-dodging-on-the-railways-top-10-dodgy-excuses-revealed/>

- ³⁶ Written submission from the Mayor and Transport for London
- ³⁷ Written submission from the Mayor and Transport for London
- ³⁸ See: <https://www.southeasternrailway.co.uk/your-journey/assisted-travel/>
- ³⁹ Presentation from Transport for All to Transport Committee Members, 26 June 2015
- ⁴⁰ Written submission from the Mayor and Transport for London
- ⁴¹ Written submission from the London Borough of Ealing
- ⁴² Transport for London Rail and Underground Panel, *London Overground Capacity Improvement and Rolling Stock Programmes*, 10 July 2014. Available at: <https://tfl.gov.uk/cdn/static/cms/documents/rup-20140710-part-1-item06-london-overground-capacity-improvement-programme.pdf>.
- ⁴³ Written submission from the Mayor and Transport for London
- ⁴⁴ Station cosmetics and ambience includes lighting, WiFi, electronic information boards, drainage, shelters and signage.
- ⁴⁵ See: <http://www.govia.info/news/southeastern-awarded-new-contract/>
- ⁴⁶ HM Treasury, *Autumn Statement 2014*, December 2014. Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/382327/44695_Accessible.pdf
- ⁴⁷ London Assembly, *A New Agreement for London*, September 2015. Available at: <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/a-new-agreement-for-london>
- ⁴⁸ Written submission from Kent County Council
- ⁴⁹ London Assembly Transport Committee meeting, 8 July 2015. To read the transcript of this meeting please visit: <http://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=173&MIId=5690&Ver=4>
- ⁵⁰ Written submission from London TravelWatch
- ⁵¹ London Assembly Transport Committee meeting, 9 June 2015. To read the transcript of this meeting please visit: <http://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=173&MIId=5689&Ver=4>
- ⁵² Written submission from the Mayor and Transport for London
- ⁵³ Geoff Hobbs (TfL), London Assembly Transport Committee meeting, 9 June 2015
- ⁵⁴ <https://www.tfl.gov.uk/cdn/static/cms/documents/fpc-20150617-item12-part-1-crossrail-stations.pdf>
- ⁵⁵ Written submission from South London Partnership
- ⁵⁶ Written submission from the Mayor and Transport for London
- ⁵⁷ Letter from Mike Brown to Transport Committee, 7 August 2015. Mike Brown wrote to the Committee in his former capacity as TfL's Managing Director of Underground and Rail.
- ⁵⁸ Written submission from London Councils
- ⁵⁹ London Assembly Transport Committee meeting, 9 June 2015
- ⁶⁰ London Assembly Transport Committee meeting, 8 July 2015
- ⁶¹ London Assembly Transport Committee meeting, 9 June 2015
- ⁶² London Assembly Transport Committee meeting, 9 June 2015
- ⁶³ Written submission from the Mayor and Transport for London
- ⁶⁴ Network Rail, *South East Route: Sussex Area Route Study*, September 2015, Available at: <https://www.networkrail.co.uk/long-term-planning-process/south-east-route-sussex-area-route-study/>

Subject: Private Hire Regulations Review

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 10 November 2015

This report will be considered in public

1. Summary

- 1.1 This report provides background information to the Transport Committee in relation to its meeting with invited guests on TfL's Private Hire Regulations Review.

2. Recommendations

- 2.1 **That the Committee notes the report, puts questions on the Private Hire Regulations Review to the invited guests and notes the discussion.**
- 2.2 **That the Committee delegates authority to the Chair, in consultation with party Group Lead Members, to agree a response to the Transport for London consultation on the Private Hire Regulations Review.**

3. Background

- 3.1 The Committee published a report on London's taxi and private hire services, *Future Proof*, in December 2014, setting out recommendations for the Mayor and Transport for London (TfL) on how to improve services for passengers.¹

4. Issues for Consideration

- 4.1 On 30 September 2015, Transport for London launched a consultation on proposals for amending private hire regulation, arising out of the Private Hire Regulations Review.² Alongside the consultation, TfL published a provisional strategy for London's taxi and private hire services, fulfilling one of the key recommendations of the Committee's 2014 report.³ It is recommended that Members agree to delegate authority to the Chair, in consultation with party Group Lead members,

¹ The report is available to download at: <https://www.london.gov.uk/mayor-assembly/london-assembly/publications/future-proof-taxi-and-private-hire-services-in-london>

² TfL's consultation document is available here: <https://consultations.tfl.gov.uk/tph/private-hire-proposals>

³ The strategy is available here: <https://tfl.gov.uk/cdn/static/cms/documents/taxi-and-private-hire-strategy2.pdf>

to respond to the consultation on behalf of the Committee.

4.2 The following guests have been invited to the meeting to discuss the Private Hire Regulations Review with the Committee:

- Garrett Emmerson, Chief Operating Officer, Surface Transport, TfL; and
- Peter Blake, Director of Service Operations, Surface Transport, 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
Contact Officer: Richard Berry, Scrutiny Manager
Telephone: 020 7983 4199
E-mail: scrutiny@london.gov.uk

Subject: Surface Transport Access to Heathrow Airport

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 10 November 2015

This report will be considered in public

1. Summary

- 1.1 This report provides background information to the Transport Committee in relation to its meeting with invited guests on surface transport access to Heathrow Airport.

2. Recommendations

- 2.1 **That the Committee notes the report, puts questions on the Private Hire Regulations Review to the invited guests and notes the discussion.**
- 2.2 **That the Committee delegates authority to the Chair, in consultation with party Group Lead Members, to agree a submission to the Government and House of Commons Transport Committee on this topic.**

3. Background

- 3.1 The Airports Commission published its final report in July 2013, considering proposals expanding of airport capacity in the South East. The Commission recommended that Heathrow Airport be expanded to three runways with a new North West Runway constructed, rejecting similar proposals from Gatwick Airport.¹ The Mayor and TfL have published a response to the report criticising aspects of the Commission's analysis.²
- 3.2 The Chair of the Airports Commission, Sir Howard Davies, and Head of the Airports Commission Secretariat, Philip Graham, appeared at the London Assembly Plenary meeting to answer questions from Assembly Members on 8 September 2015.³

¹ *Airports Commission: Final Report*, July 2015: <https://www.gov.uk/government/publications/airports-commission-final-report>

² *Mayor of London's response to the Airports Commission recommendation for a three-runway Heathrow*, September 2015. <http://content.tfl.gov.uk/tfl-response-to-airports-commissions-final-recommendation.pdf>

³ Minutes of this meeting are available at: <http://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=179&MIId=5664>

4. Issues for Consideration

- 4.1 The Government will make the final decision on whether to approve the expansion of Heathrow Airport, or an alternative scheme. Based on the discussion at this meeting, the Committee may consider submitting its views on surface transport access to Heathrow Airport to the Government. The House of Commons Transport Committee is also conducting an inquiry on this topic, so the Committee could also submit its views to that inquiry. It is recommended that the Committee delegate authority to the Chair in consultation with party Group Lead Members to agree the content of any submission on this topic.
- 4.2 The following guests have been invited to the meeting to discuss the Private Hire Regulations Review with the Committee:
- Richard De Cani, Director of Strategy and Policy, TfL; and
 - Simon Nielsen, Head of Policy Appraisal and Evaluation, 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
Contact Officer: Richard Berry, Scrutiny Manager
Telephone: 020 7983 4199
E-mail: scrutiny@london.gov.uk

Subject: Motorcycle Safety

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 10 November 2015

This report will be considered in public

1. Summary

- 1.1 This report sets out some proposed actions to follow up the Committee's meeting with invited guests on motorcycle safety on 15 October 2015.

2. Recommendations

- 2.1 **That the Committee agrees to conduct a call for views and information with motorcyclists and other stakeholders.**
- 2.2 **That the Committee agrees to arrange a briefing on motorcycle safety with the Metropolitan Police Service's Bike Safe team.**
- 2.3 **That the Committee agrees the Terms of Reference for its ongoing work on motorcycle safety, as set out at paragraph 4.3.**

3. Background

- 3.1 Motorcyclists are significantly more likely to be injured in road traffic collisions: although powered two-wheelers have just a one per cent of modal share on London's roads, they account for 17 per cent of all casualties. Transport for London (TfL) published a Motorcycle Safety Action Plan in 2014 containing a range of measures aimed at reducing collisions.¹
- 3.2 The Committee held a meeting with experts and stakeholders to discuss motorcycle safety in London on 15 October 2015. Representatives of TfL, the Parliamentary Advisory Council for Transport Safety, Motorcycle Industry Association, Motorcycle Action Group and British Motorcyclists Federation attended the meeting. TfL agreed to provide further written information to the Committee, including an update on progress against the Motorcycle Safety Action Plan. The Committee delegated authority to the Chair, in consultation with party Group Lead Members, to agree any output from the meeting.

¹ The action plan is available at: <https://tfl.gov.uk/cdn/static/cms/documents/motorcycle-safety-action-plan.pdf>

4. Issues for Consideration

- 4.1 Following the discussion, the Chair suggested that the Committee provide an opportunity for motorcyclists to share their experiences of riding in London with Members. It is recommended that the Committee conduct a call for views and information, allowing motorcyclists, other experts and organisation to make submissions. In order to gather specific views from motorcyclists, this would include an online survey form aimed at individual motorcyclists.
- 4.2 The Chair has also suggested that Members receive a briefing from Metropolitan Police officers running the Bike Safe team, a training programme for motorcyclists. The briefing would provide information on safe motorcycling. Officers are currently exploring options for the format of this briefing; depending on time and venue availability, the event may be open to other stakeholders, the media and/or the public.
- 4.3 The following Terms of Reference are suggested for the Committee's ongoing work on this topic:
- To assess progress against TfL's Motorcycle Safety Action Plan;
 - To engage motorcyclists and motorcycling organisations to learn about safety issues in London and promote safe motorcycling; and
 - To identify further steps the Mayor, TfL and partners can take to improve the safety of motorcycling in London.

5. Legal Implications

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

6. Financial Implications

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

List of appendices to this report:

None

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

Subject: London TravelWatch	
Report to: Transport Committee	
Report of: Executive Director of Secretariat	Date: 10 November 2015
This report will be considered in public	

1. Summary

1.1 This report provides background information for an oral update from London TravelWatch.

2. Recommendation

2.1 **That the Committee receives an oral update from and put questions to representatives of London TravelWatch.**

3. Background

3.1 At its meeting on 15 October 2015, the Committee considered a proposed Budget and Business Plan for London TravelWatch for 2016/17 which will form part of the Assembly's overall budget submission for consideration by the Assembly's GLA Oversight Committee in November 2015. The Committee agreed the proposed London TravelWatch Budget and Business Plan as the basis for recommending a budget for London TravelWatch for 2016/17.

3.2 This meeting provides an opportunity for the Committee to receive an oral update from London TravelWatch on its work and to put questions to senior representatives.

4. Issues for Consideration

4.1 The following guests have been invited to discuss the work of London TravelWatch:

- Stephen Locke, Chair, London TravelWatch; and
- Janet Cooke, Chief Executive, London TravelWatch.

5. Legal Implications

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

5.2 The Committee's terms of reference include the following:

- To oversee the work of the London Transport Users' Committee (operating as London TravelWatch), to receive regular monitoring reports from that Committee and support its consultative programme. To negotiate with the Mayor for the annual budget for the London Transport Users' Committee and to recommend to the Assembly, through the GLA Oversight Committee, an annual budget for the London Transport Users' Committee.
- To discharge the responsibilities and functions of the Assembly in respect of the London Transport Users' Committee under the GLA Act 1999, in particular sections 247 – 252 and Schedules 18 and 19.

6. Financial Implications

6.1 There are no financial implications arising from this report.

List of appendices to this report:

None

Local Government (Access to Information) Act 1985
List of Background Papers: none
Contact Officer: Dale Langford, Principal Committee Manager
Telephone: 020 7983 4415
E-mail: dale.langford@london.gov.uk

Subject: Transport Committee Work Programme
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Report to: Transport Committee

Report of: Executive Director of Secretariat	Date: 10 November 2015
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This report will be considered in public

1. Summary

- 1.1 This report provides details of planned or ongoing scrutiny work by the Transport Committee and the schedule of Committee meetings for the 2015/16 Assembly year.

2. Recommendations

- 2.1 **That the Committee agrees its work programme for 2015/16, including the revised schedule of prospective topics for forthcoming meetings set out at paragraph 4.10.**
- 2.2 **That the Committee notes Transport for London's new strategy for social needs transport provision, setting out plans to implement Committee recommendations on door-to-door transport services.**
- 2.3 **That the Committee agrees to use its meeting on 9 February 2016 to discuss rail infrastructure in London.**

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 Committee has agreed a number of priorities for the Committee's work programme in 2015/16. The following is a list of topics that the Committee will aim to explore, including new topics and follow-up to previous work:
- Rail services;
 - Commercial traffic;
 - Weekend and night-time travel;
 - Motorcycle safety;
 - Accessibility;

- Coaches;
- Cycling;
- Crossrail;
- Red routes; and
- Taxi and private hire services.

The exact scope and timings for work on any of these other possible topics will be determined in due course and more detailed work programme reports submitted to future meetings. The Committee seeks to maintain flexibility in its work programme to take account of any relevant developments when scheduling its work and has a rolling work programme so work on any topics may continue beyond each Assembly year.

Door-to-door services

- 4.2 The Committee published a report on door-to-door transport services in January 2015, making recommendations to Transport for London on the provision of services such as Dial-a-Ride, Taxicard and Capital Call. The Committee noted Transport for London's (TfL) initial response to the report in June 2015.
- 4.3 In October, TfL published the findings of its Social Needs Transport Review, in which the future of door-to-door services was being considered. It has produced a new strategy document, *Social Needs Transport: A Roadmap for Future Provision*, which sets out how TfL will implement key recommendations made in the Committee's report. These include:
- A single customer feedback and complaints process for Dial-a-Ride, Taxicard and Capital Call;
 - A single set of eligibility criteria and membership process for these services;
 - A single journey booking process for these services; and
 - Increasing the current five-mile limit for Dial-a-Ride journeys.
- 4.4 TfL's strategy, originally published as an appendix to a report to London Councils' Transport and Environment Committee on 15 October 2015, is attached at **Appendix 1** for the Committee to note.

Motorcycle safety

- 4.5 The Committee met a range of experts and stakeholders at its meeting on 15 October 2015 for a discussion of motorcycle safety. Further detail of next steps planned by the Committee is provided at Agenda Item 8.

Rail services

- 4.6 The Committee has recently investigated National Rail services, focusing on the case for devolution to London. A final report from the investigation has been published after being agreed under delegated authority by the Chair in consultation with party Group Lead Members for the Committee to note under Agenda Item 5.

Rail infrastructure

- 4.7 The Committee's investigation into rail services in London (see paragraph 4.6) led to findings about the need to upgrade London's rail infrastructure in order to improve capacity and service reliability. The Committee also recommended that TfL play a greater role in planning and delivering infrastructure upgrade schemes, a change may be agreed during ongoing reviews of Network Rail's projects and processes.

- 4.8 In order to discuss this topic further, it is recommended that the Committee invite Sir Peter Henty CBE, Chair of Network Rail, to its meeting on 9 February 2016. Potential additional guests may also be identified at a later date.

Taxi and private hire services

- 4.9 The Committee's report into taxi and private hire services was published in December 2014. Follow-up work on this topic has been undertaken, including at the Committee's meeting in July 2015 with TfL and the Deputy Mayor for Transport. In September, TfL published a consultation on its Private Hire Regulations Review, which the Committee has agreed to discuss with TfL at today's meeting. Further detail is provided at Agenda Item 6.

Heathrow Airport surface access

- 4.10 The Airports Commission has published its final report, recommending to the Government that the proposed third runway at Heathrow Airport be taken forward. The London Assembly used its Plenary session on 8 September 2015 to discuss the report with the Commission's Chair, Sir Howard Davies. The Transport Committee has agreed to use today's meeting to discuss the potential implications for surface transport access to Heathrow with representatives from Transport for London. Further detail is provided at Agenda Item 7.

Commercial traffic

- 4.11 The Committee is currently investigating light commercial traffic in London, and discussed this topic at its meeting in September. A discussion paper based on the findings of the investigation is being prepared and will be considered at a future meeting.

Cycling programmes

- 4.12 The Committee has maintained regular monitoring of progress with the Mayor and TfL's efforts to increase cycling in London, such as the Cycle Superhighways, Quietways and Better Junctions. It is anticipated that the Committee's meeting in January 2016 will be used for an update on these and other programmes from the Mayor's Office and TfL.

Responses to recent Transport Committee work

- 4.13 The table below provides details of any responses due from the Mayor, TfL and/or others to Committee work.

Transport Committee work	Details of responses due (if appropriate)
Rail services	A response from the Mayor and TfL to the Committee's report, <i>Devolving rail services to London</i> is due by the end of 2015.

2015/16 schedule of meetings

- 4.14 The schedule of all 2015/16 Transport Committee meetings is set out below with details of the main prospective topics identified to date.
- Thursday 10 December 2015 – Commissioner of Transport;
 - Wednesday 13 January 2016 – Cycling programmes;
 - Tuesday 9 February 2016 – Rail infrastructure; and
 - Wednesday 9 March 2016 (topic to be agreed).

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: *Social Needs Transport: A Roadmap for Future Provision*

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

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Social Needs Transport

A Roadmap for Future Provision

1 Executive Summary

Provision of social needs transport is a complex area with a number of operators providing different services across London:

- The TfL Dial-a-Ride service provides a door-to-door multi-occupancy London wide bus service that is free to users.
- Taxicard is an on demand, guaranteed, subsidised kerb-to-kerb taxi service for mobility impaired Londoners paid for by TfL and London boroughs. This is complemented by the smaller Capital Call Service.
- TfL also provides a travel mentoring service to encourage disabled people to make use of mainstream transport services.
- A number of independent, borough based, Community Transport (CT) operators provide transport, usually for group travel. These operators are charities, and any surplus profits they make are reinvested in the communities they serve.
- Statutory Transport comprises Local Authority social care and special education needs transport services, and NHS non-emergency Patient Transport Services.

The table below shows the key features of these services.

Service	Operator	Cost and Funding	Membership & Usage
Dial-a-Ride	TfL in-house operation supplemented by taxi, private hire and MOAT provision (currently provided by CTs)	£34m in 2014/15 100% funded by TfL	48,000 members 1.3m passenger journeys per year Free to use No journey limit 90% of journey requests accommodated
Taxicard	Operates across all London boroughs Booking, scheduling and dispatch operated by London Councils on behalf of TfL and the boroughs Travel services provided by a taxi consolidator service (CityFleet)	£11.7m in 2014/15 83% funded by TfL (9.6m) 17% funded by boroughs (£1.9m) TfL's funding contribution has increased from 38% in 2002/03 to 83% in 2014/15	83,000 members 1.3m trips per year Subsidised cost Journey limits apply On demand, guaranteed service
Capital Call	Operates across 10 London boroughs Membership and booking, scheduling and dispatch operated by Hackney CT. Travel services provided by local private hire companies.	£460k per year 100% funded by TfL	2,000 members 23,000 trips per year Subsidised cost Journey limits apply On demand, guaranteed service
Travel Mentoring	TfL in partnership with local authorities, disability organisations, and health and social care professionals.	£300k in 2014/15 100% funded by TfL	12,000 accompanied journeys 59 multi-occupancy bus days for 1,900 people
Community Transport	22 independent operators covering 29 boroughs	290 full time staff 320 part time staff Overall costs not aggregated	1.8m trips per year

Dial-a-Ride and the other social needs transport services play a vital role in enriching the lives of people who would otherwise be unable to travel, providing a vital lifeline to the housebound – and TfL believes there is significant latent demand for such services. They also provide a saving to the community as a whole, as every housebound person they help get out is one less house call for the NHS or social services.

The number of people in London eligible for these services is growing and is set to rise. It is predicted that by 2018 there could be nearly 40,000 more people with reduced mobility, and by 2031 there could be a further 150,000. This would bring the total of Londoners with reduced mobility to more than 1,000,000.

In addition, the number of people over the age of 85 (the age of automatic eligibility for Dial-a-Ride and Taxicard) is estimated to rise by about 48,000 to 181,000 in 2024 and by another 42,000 between then and 2031. Future use of the Dial-a-Ride service is likely to rise to between 1.6m and 1.8m trips per year by 2020 as the demographics of London change and the population ages.

Despite the great advances that have been made to improve the accessibility of London's passenger transport network in recent years (fully accessible bus fleet, 95 per cent of bus stops to be accessible by end of 2015/16, a third of Network Rail stations and 20 per cent of Underground stations accessible from street to platform and the DLR and Tramlink networks both fully accessible from street to carriage), the scale of increase in demand means it is unlikely that it will be fully offset by improvements in the accessibility of mainstream transport. While TfL is committed to continuing improvement, they are likely to be incremental rather than the 'big wins' seen in the past decade.

This report reviews current social needs transport provision and provides a high level roadmap for TfL's provision of social needs transport.

Drawing on findings and recommendations from the Transport for Communities Review of Social Needs Transport in London (commissioned by TfL) and the London Assembly Transport Committee Review into Door-to-Door transport in London, this report sets out the steps that TfL will take to improve social needs transport provision, enhance the customer offering and address the growth in demand for such services.

Booking, Scheduling and Dispatch (BSD)

Short term: Dial-a-Ride, Taxicard, Capital Call and the Travel Mentoring service to have a single customer complaint and feedback process, a single set of eligibility criteria and a single membership process.

Medium term: The introduction of a single booking process for customers, , Capital Call subsumed into other duplicate services, the potential trialling of a local, decentralised booking process, and will look to increase the current five mile limit for Dial-a-Ride services.

Long term: TfL will seek to expand the role of the BSD operation to secure more cooperation and coordination with other providers across London, ultimately leading to the BSD operation becoming the single commissioning body for all non-statutory social needs transport across London, and closer links with statutory providers of such transport.

Transport Services

Medium Term: TfL to increase the use of the taxi and private hire sector in social transport, in tandem with the introduction of specialist driver training for the sector, review of current contractual arrangements for Multi-Occupancy Accessible Transport (MOAT) (currently provided by the CT sector) and the Taxi & Private hire sector, improved efficiency of Dial-a-Ride fleet, and the capability to identify and contact drivers in real-time.

Long term: Diversification of the Dial-a-Ride fleet, contracting out to other service providers who also have a need for the fleet's specialist vehicles and trained drivers.

Other

Medium Term: Introduction of handheld mobile data terminals to provide scheduling information to drivers and of an app and/or online booking facility for customers.

1.1 Dial-a-Ride

Dial-a-Ride is a door-to-door (as opposed to kerb-to-kerb), free at point of use, multi-occupancy London wide accessible transport service. It provides independent travel for those who cannot use mainstream public transport for journeys that they wish to make (excluding journeys made by other statutory provision).¹ It can be used for many types of journeys, making it easier for disabled people or people with lower levels of mobility to go shopping, visit friends or go to the GP. Eligibility for Dial-a-Ride membership includes everyone over 85 and people who have a permanent or long-term disability which means they find it hard or impossible to use mainstream public transport services some or all of the time.

Dial-a-Ride carries around 1.3 million passengers every year, predominantly using specially adapted vehicles, supplemented by taxi, private hire and MOAT provision (currently provided by CTs). It currently has around 48,000 members. The cost to TfL of providing this service was £34m in 2014/15. Dial-a-Ride operates from 06:00 to 02:00, 365 days a year (including Christmas day) and provides local journeys of up to five miles which are pre-booked through a central call centre.

Dial-a-Ride, unlike other services, has no individual journey limit for members. Members may book as many journeys as they wish within the available resources and the demands of fellow members. The service seeks to satisfy a wide range of customer demands within finite funding constraints, accommodating bookings on a first come, first served basis.

The existing Dial-a-Ride service may be considered as being operated in two distinct parts:

- Firstly, the booking, scheduling and dispatch (BSD) element of the service, which receives trips requests from customers (members) of the scheme, collates journey requests, plans and optimises routes and assesses vehicle requirements on a daily basis. The BSD service is currently delivered wholly in house by TfL.
- Secondly, the provision of vehicles and drivers (and therefore the delivery of actual transport services to customers) is currently delivered by a combination of an in-house TfL fleet of around 360 specialist accessible vehicles; vehicles and drivers supplied on a daily basis through 'call-off' contracts with MOAT providers; and accessible taxi and private hire vehicles procured through a similar contractual arrangement with a taxi and private hire vehicle 'consolidator' (City Fleet).

The two main elements of the service have differing standards of performance and effectiveness.

¹ Further details of statutory provision can be found in section 1.6

Booking, Scheduling & Dispatch: The BSD service currently meets about 90 per cent of the trip requests made by members of the scheme. In bench-marking this, the TfC review identified that this compares relatively unfavourably with the Greater Manchester scheme, which schedules around 95 per cent of trip requests. The service currently only guarantees to provide trips within a five mile radius of the members' homes. In spite of the fact that around 50 per cent of trips requests beyond this distance are still met by the service, the London Assembly review nevertheless identified that was a significant source of frustration to users. As a result of these issues, customer satisfaction with the BSD element service (at 78 per cent) is significantly lower than the 95 per cent customer satisfaction with overall service provision which, by definition, only surveys those customers who have had a trip scheduled (rather than all those actually *requesting* a trip).

Transport Service: In relation to the actual transport element of the service, although user satisfaction is very high (at 92 per cent), so is the overall cost of provision. The TfC review identified that, at £25.05 per trip, the cost of operation of London Dial-a-Ride is more than three times more expensive than the equivalent service they bench-marked in Greater Manchester. Two thirds of this difference can be explained by differing pay, terms and conditions and training standards (54 per cent); additional vehicles and driver resources arising from operating on London's more densely trafficked roads (7 per cent) and; differences in the accounting of vehicle costs (6 per cent). Overall customer satisfaction with the Manchester scheme is also broadly comparable with London Dial-a-Ride, at 93 per cent. All of this indicates that there is potentially significant room for improvement in the overall efficiency of operation of the service, without lost of quality (Detailed information on the comparative costs of the two services is available on pages 41 and 42 of the TfC review)

At present, the vast majority of transport service provision (83 per cent) is provided by the in-house fleet which (at £21.79 per trip) is significantly more expensive than those elements of the service provided by the CT sector (who provide 11 per cent of the service at an average cost of £12.92 per trip) and the taxi & private hire element (six per cent of the service at £17.70 a trip).

Although, on the face of it, there are therefore potentially substantial cost savings to be made in transferring more of the service to MOAT and taxi and private hire sector provision, this is complicated by two further factors.

Firstly, neither of these sectors operates with the specialist accessible vehicles required to safely transport many members of the scheme. Only the in-house TfL fleet is therefore capable of providing for many of these trips (London Dial-a-Ride already out-sources considerably more of its trips to the CT and taxi & private hires sectors than Greater Manchester (over 170,000 trips a year in London compared to just 101 in Manchester in 2012/13).

Secondly, the specialist nature of care provision (and therefore driver training standards) required to transport many of these customers is a significant barrier to transferring more journeys. Dial-a-Ride in-house fleet drivers undergo six weeks of specialist training before they are able to provide services. While MiDAS (Minibus Driver Awareness Scheme) training in the CT sector ensures consistency and also goes some way towards meeting these needs, drivers of services provided through the current taxi & private hire consolidation contracts receive no specialist training. The result of the latter is that, even at the current levels of provision, customer complaints about taxi & private hire provided journeys are already several times higher (at 4.18 complaints per 1,000 journeys) than the in-house provided service at just 0.56 complaints per 1,000 trips (and 1.18 per 1,000 trips for CT provided journeys). Customers frequently complain that drivers have not come to their door to pick them up and, as journeys are procured indirectly through a taxi consolidator, the BSD has no way of immediately knowing who the drivers concerned are or of contacting them directly.

Therefore, for a variety of vehicle, driver training and other reasons, it is not immediately possible to transfer a much larger proportion of trip provision to either the MOAT/CT or taxi & private hire sectors. Nevertheless, TfL has been seeking to make more use of these sectors in recent years (increasing the proportion of trips delivered by them from 10 per cent in 2010/11 to 17 per cent today) and will continue to do so into the future, as it can resolve or overcome the impediments outlined above.

1.2 Taxicard

Taxicard is a taxi (and private hire vehicle) based transport service intended for Londoners with serious mobility impairments, whose condition usually prevents them from being able to access mainstream public transport. Taxicard provides a kerb-to-kerb (opposed to a door-to-door) subsidised service². Taxicard is an on demand, guaranteed service with 83,000 members and delivers 1.3m trips per year. Customers pay £2.50 of each £10.30 on the meter up to a total amount of £20.60. Members have a trip entitlement of 104 trips per year, although there are local variations in some boroughs.³ The scheme covers all 33 London boroughs and aims to increase the independence and the mobility of disabled people by providing subsidised trips in licensed London taxis and private hire vehicles.

The service is funded jointly by TfL and London boroughs, with TfL providing £9.6m (83 per cent) of the cost and the boroughs collectively £1.9m (17 per cent) of the overall £11.7m cost. The booking, scheduling and dispatch (BSD) service for Taxicard is currently operated by London Councils on behalf of TfL and the boroughs. The current funding agreement runs until March 2016.

² Where private hire vehicles are used by Dial-a-Ride, they are required to provide a door-to-door service.

³ Taxicard trips are stages on a journey and not an end to end journey as with Dial-a-Ride.

Taxicard vehicles are provided by CityFleet (the same taxi consolidator service that provides vehicles and drivers for the Dial-a-Ride operation). Taxicard works to an availability target: no fewer than 95 per cent of taxis requested by users must arrive within a maximum 15 minute window either side of the time requested by the user. The BSD service is split between London Councils and CityFleet, with the former managing the membership and the latter booking journeys and arranging dispatch of vehicles. No customer satisfaction or complaints information is available.

Originally the Taxicard service was only operated with licensed hackney carriage taxis (i.e. 'Black Cabs'). However, following changes made in 2011, an increasing number of Taxicard trips are being made in minicabs rather than by taxi. As of October 2013, 16 per cent of Taxicard trips were made in minicabs.

London Councils report that demand for the service is down 6.7 per cent compared with 2013/14 and the forecast is that this trend will continue. This follows year on year reductions in demand since 2010/11; an overall reduction of around 30 per cent. This is generally thought to be the result of rises in the cost of the service to customers in recent years as boroughs have sought to reduce the overall impact of funding the service on their dwindling finances. As a result, TfL's funding contribution to the scheme has increased from 38 per cent (£3.3m) in 2002/03, to 83 per cent in 2014.

1.3 Capital Call

While Taxicard operates across all 33 London boroughs, in 2003, following concerns about the availability of vehicles in a number of boroughs (Bexley, Ealing, Enfield, Haringey, Hillingdon, Hounslow, Lambeth, Lewisham, Merton and Southwark), TfL introduced an additional service 'Capital Call' to cater for these areas, providing a subsidy for qualifying members to take trips in private hire vehicles. The service was introduced in those boroughs where, at the time, taxi availability fell below 90 per cent.

This service is offered in addition to (not instead of) Taxicard in these 10 boroughs. Capital Call is therefore not a replacement service for Taxicard; to join Capital Call you must be a member of Taxicard and members can use their Capital Call allowances in addition to their Taxicard ones.

Capital Call is fully funded by TfL (at a cost of £460k a year) and its membership and BSD service is operated by Hackney CT, with local private hire companies providing the vehicles. No customer satisfaction or complaints information is available.

Capital Call currently has just over 2,000 members across the 10 boroughs where it operates. However, it is only regularly used by around only 1,300 people, with just 23,000 trips being made across the whole scheme in 2014/15. This is because, unlike a decade ago, there is no longer a shortage of vehicles available to provide Taxicard services. This is illustrated by the changes in the overall availability of taxis in the 10 boroughs concerned since 2003, set out in the table below – as can be seen, availability is now consistently above 90 per cent in all 10 boroughs:

Taxicard Availability 2012/13 and 2013/14

	2014-15 April – Feb	2013/14	2012/13
All London boroughs	95.96%	96.25%	96.52%
Capital Call boroughs	95.20%	95.47%	94.90%

Capital Call boroughs			
Bexley	97.11%	97.11%	96.33%
Ealing	95.86%	96.77%	95.98%
Enfield	93.34%	93.54%	89.77%
Haringey	95.24%	94.64%	92.41%
Hillingdon	94.21%	94.74%	93.30%
Hounslow	96.15%	96.51%	95.48%
Lambeth	92.92%	92.78%	94.40%
Lewisham	96.50%	96.84%	97.36%
Merton	96.49%	97.47%	98.44%
Southwark	94.36%	94.32%	95.62%

In addition to this, the expansion of the Taxicard scheme to include the use of private hire vehicles has further improved vehicle availability in the boroughs. As a result, Capital Card usage is falling. Taxicard membership is ten times higher across the 10 Capital Call boroughs than Capital Call membership (23,000 Taxicard members as opposed to 2,000 Capital Call members). In every borough in which Capital Call operates, there is at least double the number of regular Taxicard users as Capital Call users.

Capital Call customers pay the first £1.50 of each £11.80 segment of the journey, to a maximum journey cost of £59. Taxicard customers pay the first £2.50 of each £10.30 segment of the journey up to a maximum journey cost of £20.60, making Capital Call considerably cheaper to use. Although Capital Call users have an annual subsidy limit of £200 each per year, Capital Call users can also use the Taxicard scheme.

As there is now no shortage of vehicles available to provide Taxicard services, in effect Capital Call duplicates the Taxicard service and provides those eligible with an unjustifiable additional financial benefit not available to mobility impaired Londoners in the 23 boroughs where it doesn't operate. TfL therefore believes that the service is no longer necessary. In 2014 TfL consulted on closing Capital Call and has currently suspended all applications from new members pending the outcome of this review.

1.4 Travel Mentoring

TfL also provides a travel mentoring service to encourage disabled people to make use of mainstream transport services. The travel mentoring service works in partnership with local authorities, disability organisations, and health and social care professionals to help them set up their own mentoring services. It also offers individual telephone advice and helps disabled travellers to plan an accessible route. Where appropriate the service can also provide a mentor to accompany a disabled traveller for the first few journeys on mainstream transport to help them gain confidence.

In the last financial year the Travel Mentoring service provided over 12,000 confidence building, accompanied public transport journeys for disabled people and 59 multiple occupancy bus days, attended by over 1,900 disabled people, which are designed to help disabled people feel comfortable with bus travel. The service costs around £300,000 a year to deliver.

With the increasing availability of fully accessible public transport services (by the end of 2015/16, 95 per cent of bus stops, 100 per cent of buses and 20 per cent of tube stations will be fully accessible, together with 100 per cent of the DLR and Croydon Tramlink - with further improvements yet to come), TfL believe that the Travel Mentoring service can continue to provide mobility impaired Londoners with more travel options into the future.

1.5 Community Transport

CT operators are borough-based, not-for-profit social enterprises specialising in providing transport for groups (often by vehicle-only hires) or individuals whose needs are not met by other transport options. They are community-owned and managed, and independent of private or public organisations. There are 22 independent operators in London, covering 29 boroughs. They are generally small organisations varying in size between 4-25 vehicles with a total staffing across London of around 190 full time staff and 320 part time staff. A variety of vehicles are used, depending on the services operated. These range from 4 – 50 seater vehicles, the most common being a 15 seater goods van derived minibus with tail lifts. Voluntary drivers are also used.

The most commonly provided service in London is group transport activity, where passengers travel as a pre-booked group with others for all or part of a journey, for example to day centres or luncheon clubs. The core clientele for this work are local community and voluntary sector organisations. CT operators also provide services to individuals where journeys are booked individually, but passengers may still travel with others; these journeys are generally commissioned by statutory organisations.

The CTs currently used to deliver Dial-a-Ride services were awarded contracts through a competitive process that was not reserved to the CT sector.

In addition to their support for the London Dial-a-Ride service outlined in section 1.1, the CT sector in London currently provide around 1.8m trips a year for disabled and mobility impaired Londoners.

1.6 Statutory Transport Provision

Local authority **social care and special educational needs** transport services provide bespoke transport solutions in fulfilment of statutory obligations; in particular to facilitate access to school or day centre provision.

Non-emergency **Patient Transport Services** (PTS) provide statutory access to medical appointments at hospital facilities based on medical criteria. Like local authority provision, PTS services cannot be considered as a primary component of an accessible public transport network. They are nevertheless an important element of the social needs transport mix, both in terms of the customer offer, and the opportunities to co-ordinate services to best effect.

Because of the fragmented nature of PTS provision, with each Hospital Trust or Community Care Group contracting separately for the provision of PTS, it is difficult to know the scale of provision. The London Councils 2009 'A Future Door to Door Strategy for London' estimated that the journey workload per weekday is of the order of 6,500 patient journeys (3,500 patients).⁴

⁴ Further details on this report can be found in the link in appendix 4

2 Previous Reviews

There have been a number of reviews of door-to-door, accessible transport services in London. The most recent of these are the Transport for Communities (TfC) review of social needs transport commissioned by TfL in 2014 (which concentrated on London Dial-a-Ride), and the London Assembly Transport Committee report, 'Improving door-to-door transport in London', which focused on the wider provision of social needs transport generally across London, which also more closely reflects the scope of this document.

Findings and recommendations from these reviews are summarised in the following sections and the full reports also appended.

2.1 Transport for Communities Review

TfC carried out an extensive review of Dial-a-Ride services in London, talking to a wide variety of stakeholder and community groups⁵, and bench-marking provision against similar services in Manchester. Their report⁶ findings can be summarised as follows:

- All of the current stakeholders agreed that there are clearly issues to be addressed regarding the future management, delivery and funding of social needs transport;
- Respondents believed Dial-a-Ride delivers a high volume, pan-London service, which was safe, secure and reliable; an accessible service being an essential component of the public transport network;
- Dial-a-Ride driving staff are valued for their professional, customer focused services;
- Customers value the fact that the Dial-a-Ride service is free to users;
- The CT sector was recognised for its locally focused services, and is perceived as inclusive, caring and cost effective, providing a good level of service, with little funding and limited resources;
- The CT sector is seen as flexible and responsive to the needs of vulnerable users and has a track record of successful collaborative working;
- Respondents suggested Dial-a-Ride could improve the whole Booking, Scheduling and Dispatch (BSD) procedure, with better scheduling resulting in improved efficiency through better vehicle utilisation, reduced trip duplication and more journeys per shift;
- Respondents also felt demand for trips outstrips supply and social needs transport providers were not meeting the need of Londoners and this would be a greater challenge in the future with changing demographics and some non-statutory services losing funding;

⁵ Stakeholders consulted included CT groups, Disability and Mobility groups, London Boroughs, Taxi and private hire groups. Responses were mixed, with a very high response from the CT sector (over 90 per cent) and relatively low response rates from London boroughs (27 per cent) and disability and mobility groups (just 16 per cent). No responses were received at all from the taxi and private hire industry groups contacted.

⁶ This report can be found in Appendix 1

- Stakeholders identified opportunities for improvement that included more effective operational models and greater collaborative working.

TfC proposed a series of short term wins in areas such as: greater flexibility in scheduling; review of taxi and CT contractor services; tackling the cancellation rate; and a review of engineering services. The report also advocates the introduction of two pilot projects with partner agencies to explore further options of decentralisation. In the longer term, they recommended:

- TfL should reflect on how Dial-a-Ride should be structured, whether provision should be centralised or localised, whether maintenance arrangements and costs could be reduced, and whether increased usage of CT providers would provide more trips;
- TfL should look at improving the existing provision by decoupling centralised administrative functions from those concerned with service delivery, thereby supporting a more competitive market, greater working with other service providers and greater exploitation of commercial opportunities.

The review also makes clear the wider benefits of securing greater coordination and collaboration in the provision of SNT services, although it recognises that the sheer complexity of provision is a barrier to integration.

2.2 London Assembly Transport Committee

In January 2015, the London Assembly Transport Committee published the findings of its review of social needs transport in London and made recommendations for actions to be taken to improve provision across London (Improving door-to-door transport in London). The findings of this report (referred to as the London Assembly Report) were based on performance and financial data, along with meetings with both service users and representatives of organisations delivering and commissioning services (including TfL).⁷

The review made a number of recommendations designed to address concerns raised, to continue to improve the performance of Dial-a-Ride and Taxicard, and pursue greater co-ordination of social needs transport services to the benefit of customers. The recommendations were split into short-term, medium-term and long-term changes to reflect the fact that social needs provision is complex with a number of different funders, providers and commissioners, and as such, reform cannot happen overnight.

Key concerns raised by the London Assembly Report were as follows:

- The performance of Dial-a-Ride has improved since 2009 but is still below required levels, with a recent rise in complaints and booking refusals, and there has been no increase in efficiency;
- Dial-a-Ride's policy of limiting journeys to five miles places an arbitrary restriction on its members' mobility, and is arbitrary when, for example, you consider the relative sizes of a borough such as Southwark compared with Havering, which covers a much larger geographical area;

⁷ This report can be found in Appendix 2

- There has been a significant underspend in the Taxicard budget for the past two years: higher costs have been imposed on passengers and usage of the service is falling;
- The highly regarded Capital Call service is facing closure by TfL, but as yet there is no clear plan for alleviating the effect of this or reinvesting savings;
- NHS Patient Transport services are below expected standards in many parts of London, and need to be reviewed urgently;
- It is likely there is unmet demand for door-to-door services, and demand is set to grow as London's population changes, in particular as the number of older people increase, but TfL has no plans to increase provision;
- There has been no progress towards integration of different door-to-door services, which is required to deliver better, more efficient service for users.

The recommendations made in the London Assembly Report were as follows:

Short-term (within six months)

- TfL should review its policy of limiting the distance of Dial-a-Ride journeys to less than five miles. Any new distance limit should take into account differences in population density across London;
- TfL and London Councils should investigate why Taxicard usage is falling and why expenditure is significantly below budget. Any underspend from 2014/15 should be reinvested in measures designed to ensure Taxicard reaches all users who need the service;
- TfL should delay any decision on the closure of Capital Call until after the conclusion of the Social Needs Transport Review. If the closure goes ahead, TfL should reinvest the Capital Call budget in other door-to-door services and work with London Councils to ensure that Taxicard offers the same service standards and flexibility as Capital Call;
- NHS England London should instigate a review of the provision of Patient Transport services by NHS Trusts in London, with the objective to define and enforce minimum service standards.

Medium-term (within the next 1-2 years)

- Consistent eligibility criteria should be established for Dial-a-Ride, Taxicard, Capital Call and NHS Patient Transport, and a single application process for people wanting to become users of these services should be introduced.
- A single customer feedback system for Dial-a-Ride, Taxicard, Capital Call and NHS Patient Transport should be established. This would enable complaints about all services to be directed to the same place. User surveys should also be integrated across these services.

Long-term (over the next 3-5 years)

- A single booking process for Dial-a-Ride, Taxicard, Capital Call and NHS Patient Transport should be established. This would enable service users to request journeys from any of these services at a single online source, or from local call centres covering all services.
- All door-to-door services should be commissioned jointly by TfL, boroughs and NHS Trusts. Commissioning should take place at a local or sub-regional level. Commissioners should seek to deliver a mix of regular and on-demand services, operated by public, private or voluntary sector providers. Funding would be provided by TfL, boroughs and NHS Trusts according to existing expenditure levels. The introduction of individual travel budgets for service users should also be considered.
- TfL should review the structure of Dial-a-Ride, as part of the changes proposed under Recommendation 8. TfL should continue to provide the Dial-a-Ride service for the foreseeable future, but it should be commissioned locally rather than operated as a centralised, London-wide service.

TfL response to the review

In response to the London Assembly review, TfL agreed to:

- Review the existing five mile trip distance limit policy;
- Participate in research London Councils are undertaking on the use of Taxicard;
- Keep Capital Call open for existing members while it completes its review of its role in overall social needs transport provision in London, but suspend applications for new members pending a final decision on whether to close it or not;
- Work to deliver a single customer feedback system for the three services it has whole or part responsibility for - Dial-a-Ride, Taxicard and Capital Call;
- Work to deliver consistent eligibility criteria and a single application process for the three services
- Work towards achieving a single booking process across the three services;

TfL also warmly welcomed the concept of joint or integrated commissioning with external parties, including the NHS, and committed to working towards that goal in the longer term. TfL's full formal response to this report can be found in Appendix 3.

2.3 London Councils Strategy

Prior to these two reviews, London Councils published 'A Future Door to Door Strategy for London' in 2009.⁸ Although this Strategy is now over five years old, a number of findings and recommendations chime with the thrust of this paper.

- Transport is seen as the biggest challenge facing disabled people in achieving more independence. However, there is no cohesive 'vision' or medium to long-term plan for door-to-door and assisted transport services across London;

⁸<http://www.londoncouncils.gov.uk/policylobbying/transport/transportservices/doortodoorstrategy.htm>

- Services users want high quality, cost effective, reliable and adaptable services. Users want independence, choice, one multi-service assessment process and clarity of information through a single source. The diversity of present arrangements for door-to-door service does not meet these requirements;
- The services available are diverse, delivered through different governance, different management with different budget holders and with varying levels of resource. There are variations both within, and between, services in terms of eligibility, entitlement and in trip costs. This makes door-to-door services confusing to the user and integration complex;
- Door-to-door transport should be integrated and simplified, based on properly resourced teams that can deliver services in partnership;
- A more holistic and integrated governance and management could deliver important benefits to users and providers, whilst delivering significant savings;
- A central call centre would be of benefit to users as it would simplify booking procedures but would need complex data handling systems and well-trained staff;
- Proposals are put forward for a formal agreement between TfL and boroughs in setting customer satisfaction standards, quality standards, de-minimus eligibility criteria.

3 Proposals for Social Needs Transport - Way Forward

Given the increases in demand for social needs based transport services likely to materialise in the future as London's population (and age profile) grows, it is clear that the services provided by all those involved (and those provided or funded/supported by TfL in particular), will continue to play an increasingly important role in facilitating the transport needs of mobility impaired Londoners into the future.

Although all developed originally for quite valid and separate reasons, it is also clear that the main services provided by TfL (Dial-a-Ride, Taxicard, Capital Call and the Travel Mentoring Service), and indeed those provided elsewhere for education and health related reasons, are all really just different facets of the same overall objective – to provide the best possible, highest quality, most cost effective transport provision for mobility impaired Londoners, regardless of whether this is for: employment, education, leisure, retail, health or any other purpose.

Greater integration and coordination of the provision of these services, as called for by many stakeholders and, in particular, as set out the recent London Assembly Transport Committee report, is unarguable. TfL is therefore in strong agreement with the overall thrust of the Committee's broad recommendations to move towards greater integration, both in terms of customer facing services and operational transport delivery.

TfL's objective is that, in the long term, it moves towards a single integrated way of delivering all such services to mobility impaired customers. Starting with the services it provides or funds itself, it will seek to develop a fully integrated approach to booking, scheduling and dispatch (BSD) operations across all its services, building this over time into a single operation, offering all of the facilities (and potentially more) of the individual schemes today. This will include development of a single booking process and customer feedback system and, over time, a single set of criteria for access and eligibility to its social needs transport services. In the longer term it would like to work proactively with the health and education sectors to integrate this with the provision of those services as well.

This vision will be supported by the development of a more integrated approach to the provision of transport services themselves, taking advantage of the extensive capacity that already exists in the MOAT/CT and Taxi & Private Hire sectors, as well as its own in-house fleet operations and, in the longer term, within the education and health sectors. In doing this, TfL aims to deliver improved value by reducing the cost per journey, freeing up funding to increase capacity and raising the standard of the overall customer offer.

TfL will also take advantage of opportunities that will present themselves over time (for example the end of the current Taxicard funding agreement in 2016 and the expiry of existing taxi consolidation and MOAT contracts) to develop a more integrated approach to provision.

The remainder of this report therefore sets out a roadmap for the achievement of such a vision.

3.1 Booking / Scheduling / Dispatch Integration

Short Term Opportunities

In the short term, two opportunities present themselves:

- To review and introduce a single customer complaints and feedback process for existing Dial-a-Ride, Taxicard, Capital Call and Travel Mentoring services and;
- To develop a single set of eligibility criteria and membership process for them.

Single Customer Feedback Process: TfL and London Councils routinely share a range of data on performance, customer complaints and satisfaction. Moving to a single customer complaints and feedback system and integrated customer surveys is a key step towards delivering integrated services for customers

TfL would like to work with London Councils to deliver a single customer complaint and feedback system for Dial-a-Ride, Taxicard, Capital Call and Travel Mentoring, along with integrated customer surveys of these services.

In addition to delivering a simplified service to customers and one that is cheaper to administer, a unified approach to complaints and customer feedback will help us understand our customers' view of the service they are receiving in a more consistent manner, leading to more meaningful comparisons across the different services.

Delivery date: **March 2016** (subject to agreement). Parties involved: TfL, London Councils

Single Eligibility Criteria and Membership Process: Currently, the different service providers have different membership criteria (with membership of one service not automatically giving membership of another), separate application processes, and separate customer feedback and customer complaints processes. Bringing these together will simplify and improve customer experience and reduce costs. While there is a large crossover in membership between different services, there may also be many people who use one service without being aware of others.

TfL would like to work with London Councils to deliver a single and consistent eligibility criteria for Dial-a-Ride, Taxicard, Capital Call and Travel Mentoring, and a single application process for people wanting to use these services.

Delivery date: **March 2016** (subject to agreement). Parties involved: TfL, London Councils

Capital Call: As stated earlier, TfL also believes that, given the now adequate availability of taxis in all London boroughs, and the expansion of the Taxicard scheme to include the provision of private hire vehicles, Capital Call now provides an inequitable financial benefit to those entitled to use it who happen to be living in a borough where there was previously a shortage of taxis. TfL is therefore no longer accepting new applications for the scheme.

In 2014, TfL consulted on, and conducted an Equality Impact Assessment (EQIA) on the closure of Capital Call. Rather than closing the scheme on the basis that it is no longer required, we have taken on board the views of existing users and other stakeholders, including the London Assembly Transport Committee, who felt that the scheme should not be closed until clear alternative provision was in place. We have therefore decided that the scheme will remain open to existing users until a new single integrated booking service (envisaged below) is in place. We will however take steps towards equalising the cost of the scheme with that of Taxicard by raising the charge per segment from £1.50 to £2.50 and reducing the segment component from £11.80 to £10.30.

Delivery date: **March 2016**

Medium Term Opportunities

Single Booking Process: In the medium term, the expiry of the existing Taxicard funding arrangement in 2016 provides the opportunity to fully integrate these services with a single booking process and giving mobility impaired Londoners the ability to access the benefits of all of the existing services via a single service.

A single booking process could start simply with a single phone number (with customers patched through to the relevant call centre) but with no significant changes to how the operation works. However the more fundamental step would be to progress to a single call centre so the BSD service can be run across all four services. This will mean a single phone call for the customer and 24 hours booking notice, leading to improved scheduling.

As part of the integration of these services, it will be possible to review the existing five mile limit on the booking of Dial-a-Ride services. As outlined earlier, Dial-a-Ride already schedules a significant proportion (around 50 per cent) of trip requests above this limit. It should therefore be possible to review and raise this limit to a (yet to be defined) greater distance. This higher limit would then be applied more rigorously than is currently the case; however any customer requesting a trip that cannot be accommodated could immediately be offered a Taxicard alternative.

Given that TfL already funds over 80 per cent of the current Taxicard scheme costs - and over 95 per cent of the combined cost of all four services – TfL anticipates that the efficiencies derived will enable us to save London's boroughs the £1.9m they currently contribute towards the cost of these services without any detriment to overall service provision.

Anticipated delivery date: **March 2017**

Capital Call: Once single booking process is in place, and the inequality of price between the two schemes has been eliminated, there would only be a small difference between Capital Call and Taxicard. Capital Call would therefore effectively cease to exist as a separate entity at this point. Anticipated delivery date: **March 2017**

Trial of local decentralised booking processes: One of the recommendations of the Transport for Communities review of Dial-a-Ride was the suggestion of trialling a more localised approach to booking, scheduling and dispatch services, as opposed to the centralised London-wide call centre service currently employed. This is on the basis of significant stakeholder opinion that the more localised knowledge likely to be possessed by a locally based operator would most likely lead to more effective booking and scheduling and a more personalised customer service. It suggested trials in two locations (involving Ealing CT in West London and Havering Council in East London) to test this out and compare it with the existing centralised service.

TfL believes that the wider integration of the four services now envisaged means that the trials should not be attempted until we have the single integrated BSD service now proposed. However TfL is happy in principle to trial such an approach, subject to the agreement of a common set of performance criteria (between the main centralised and pilot decentralised BSD operations) upon which to judge their relative effectiveness. These would most likely include:

- An increased targeted percentage of Dial-a-Ride trip requests scheduled, for example more akin to that achieved by the Greater Manchester scheme (i.e. 95 per cent, compared to the current London DAR performance of 90 per cent)
- Improved customer satisfaction with BSD services (i.e. Improving on the 2013/14 DAR performance of 78 per cent)
- Targets to reduce the overall cost per trip of services provided, to enable greater provision in the future
- Customer contact centre performance targets around call answering, complaint handling, etc.

Delivery date: March 2018. Parties involved: Other interested providers - potentially Ealing CT and Havering Council

Longer Term Opportunities

Wider integration with other SNT providers: TfL considers wider integration and joint or integrated commissioning essential to meet the challenges caused by additional projected demands on door to door services and future customer expectations.

London currently has a complex mix of service commission and service delivery. This includes multiple commissioners, and a large and diverse group of providers under various contracts without common termination dates. Once TfL has completed the steps necessary to ensure full integration of the services it funds, TfL will expand the role of the BSD operation to secure more cooperation and coordination with other providers across London with the view to commissioning provision from the most appropriate and cost effective providers across London.

Delivery date: Dependent on progress with external parties. Parties involved: TfL, other providers of CT services (including local education authorities and hospital trusts, NHS London).

3.2 Transport Procurement Opportunities

Taxi and Private Hire Vehicle Provision

The taxi and private hire industry now provides significant transport services to both the Dial-a-Ride and Taxicard schemes. Given its overall cost-effectiveness, going forward TfL will look to increase its use of this sector to provide transport for both schemes. However, in order to do this, a number of significant impediments first need to be overcome.

As outlined earlier, lack of driver training and a current inability to identify and engage with drivers on a real time basis are currently the source of a very high proportion of complaints received about the Dial-a-Ride service and are therefore a significant barrier to making more use of this sector under the current arrangements.

To remedy this, TfL intends to introduce and develop a formal social needs transport provision driver training requirement (potentially akin to the BTEC qualification currently required to be a London bus driver). This would be based around the high standard of training already given to in-house fleet Dial-a-Ride drivers but could potentially operate at two different levels, one related to door-to-door type services (i.e. Dial-a-Ride) and another, simpler, qualification related to kerb-to-kerb services (i.e. Taxicard). Over time, TfL would look to mandate this as a condition of providing driver services for the two schemes. TfL would initially envisage developing and providing this training in-house although, over time, there would be no reason why this could not be outsourced at some point in the future.

To remedy the real time driver identification and engagement issue, TfL needs to move away from the current 'taxi consolidator' contract approach, where journey requirements for the following day are 'bundled' up and set to the taxi consolidator firm en-masse and it is left to them to source drivers and vehicles – which could be either taxis or private hire vehicles and (in the case of private hire vehicles) through operators not known to the BSD service.

TfL will therefore develop a new contracting framework, letting a series of contracts either directly to Private Hire Operators or (in the case of taxis) still through taxi consolidation firms that require both the training requirements and the capability to identify and contact drivers in real time set out above. This does not necessarily have to involve the BSD service operators talking to drivers directly, but it would require them to have instant communication with an operator/consolidator operative who *is* in direct contact with the driver.

Anticipated delivery date: **January 2017**

CT Sector Provision

Although it currently only provides around 11 per cent of the overall service, TfL's experience of the MOAT market as evidenced by its experience with its current providers (who are CTs) is that it has been demonstrably shown to provide amongst the most cost effective transport provision within the existing Dial-a-Ride scheme. Moreover, the sector's van derived minibuses get down roads, through width restrictions and into height restricted locations that Dial-a-Ride vehicles can't. It is also ready and willing to play a greater part in provision of services provision in the future. However, if they are to invest in the vehicles (helping to generate an optimum market), drivers and training required to enable this to happen, it will need greater contractual security than it presently has with the existing MOAT contracts, which are of a 'call off' only nature and do not guarantee any specific levels or types of work.

TfL therefore intends to review these contractual arrangements and potentially re-let these contracts in a form that will deliver greater long-term contract security and enable successful tenderers to invest in the vehicles, drivers and training requirements necessary for them to play a greater role in the provision of these services in the future.

Anticipated delivery date: **March 2016**

TfL In-house Fleet Vehicle Provision

As set out earlier, the TfL in-house fleet provides dedicated and highly specialised service using around 360 vehicles and 380 drivers. The nature of the vehicles and the standards of drivers training required mean that it is currently the only option available to BSD planners for many Dial-a-Ride customers. Customer satisfaction with the current service is also very high and complaint levels are correspondingly low. However it is demonstrably the most expensive element of current service provision and bench-marking with the Greater Manchester scheme has indicated that, notwithstanding the higher costs of vehicle provision, driver terms and conditions, training and traffic conditions, it should be possible to improve the overall efficiency of its operation.

One potential way to achieve this is to make greater use of the existing fleet by diversifying the nature of the services it provides. At present the fleet only provides transport services for the Dial-a-Ride scheme, however significant proportions of special needs education and patient transport services in London also have a need for similar specialist transport provision. As the ability/capability of the MOAT/CT and Taxi & Private Hire sectors to deliver high quality mobility impaired transport provision increases, TfL will look to diversify the use of its fleet over the next few years, moving from a position of 100 per cent reliance on the Dial-a-Ride operation and targeting securing of up to 20 per cent of its work from other customers by 2020 (subject to appropriate licensing). It should be noted that, if the fleet division were to provide 20 per cent or more of its services to other organisations, TfL may no longer be able to regard it as "in-house", in which case TfL would no longer be able to require it to deliver services without a competition.

Where the fleet division offers services to third parties, it will have to do so on a fully commercial basis, showing that there is no subsidy in its commercial operation from TfL.

In addition to improving the overall efficiency of use of TfL's in-house vehicle fleet, this will start to integrate the services TfL provides with those in the education and health sectors, in advance of attempting to integrate the booking, scheduling and dispatch elements of those services.

Anticipated delivery date: **March 2016**

3.3 Other Measures

TfL will also put in place a number of further initiatives designed to improve the service provided to customers and / or lower the cost per journey:

- We will introduce mobile data terminals which will enable communication of scheduling information between on the road drivers and the BSD operation, which will substantially improve efficiency, both within the booking and scheduling centre and the fleet, and provide enhanced customer information. The terminals will also have reporting facilities which will provide data that will enable enhanced service design and performance.

Anticipated delivery date: **December 2017**

- An internet or app based booking service will also be offered alongside the more traditional call centre. This will enable customers to book at a time convenient to them without having to wait on the phone. It may also allow customers a full view of the journey times available to them and help to reduce the cost of delivering BSD.

Anticipated delivery date: **To be confirmed**

Appendices

1. **A Review of Social Needs Transport in London:** a TfL commissioned independent review of the London Dial-a-Ride service by Transport for Communities

This document is appended separately.

2. **London Assembly Transport Committee Report – Improving door-to-door transport in London**

<https://www.london.gov.uk/mayor-assembly/london-assembly/publications/improving-door-to-door-transport-in-london-next-steps>

3. **TfL Response to the London Assembly Transport Committee Report into Improving door-to-door transport in London**

This document is appended separately.

4. London Councils Report

<http://www.londoncouncils.gov.uk/policylobbying/transport/transportservices/doortodoorstategy.htm>