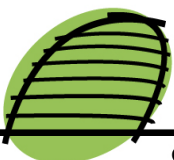


UNDERWAY BUT UNDER POWERED: REVIEWING FOUR YEARS OF WALKING AND CYCLING



**A briefing by Caroline Russell AM
Green Party Member of the London Assembly
May 2020**



INTRODUCTION

I have been campaigning for more people-friendly streets in London since I first had children, in the 1990s. Getting around with small children on the back of my bike and in a buggy made me very aware of road danger, and the way motor traffic dominates our streets. Since being elected to the London Assembly in 2016 I have pushed for better conditions for walking and cycling.

Whether you travel on foot or on wheels, London suffers from years of car-first design that leaves people behind. Walking and cycling should be natural choices for short journeys in our city. Sadly, Londoners are not always able to do this safely.

Yet, the potential for walking and cycling is inspirational. In 2016 Transport for London (TfL) published data that showed 2.39 million trips in London every year that could be walked¹ and a further 5.84 million that could be cycled.²

Street design in London should be inclusive and accessible. I am concerned that despite years of investment, the demographics of people cycling have not changed much;³ the same is true for people walking in our city. Investment in walking and cycling must consider all Londoners' needs from the very old to the very young, and include support for people making everyday journeys, as well as those commuting.

Since 2016 I have scrutinised the Mayor each time he has turned a manifesto pledge into policy. It can sometimes feel like there is more policy than action, but I am encouraged that London has got good policy in place to support healthier streets.



However, when considering the challenges London faces – the Climate Emergency, bad air pollution and the health crisis of physical inactivity – the scale of London's efforts still fails to answer those challenges.

The current Mayor's Transport Strategy works toward a target date of 2041, meaning a child born in 2020 will be 21 before their city has a strategic cycle network. Not much use if you're trying to get your kids to school today!

I prepared this report before the coronavirus crisis to examine the Mayor's record on walking and cycling after four years in office, and what more can be done to make our city's streets more people-friendly.

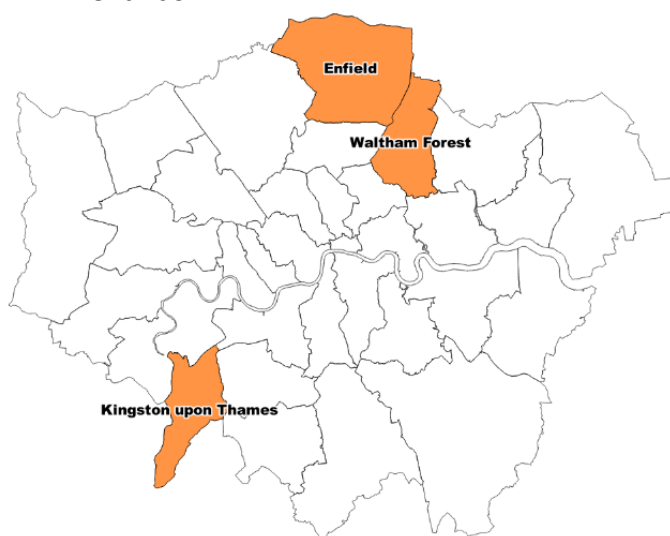
It is now becoming clear that we will not be 'going back to normal' while we live with the ongoing virus threat. Walking and cycling will need to play an increasingly important part in the way we travel in London as we lead more local and physically distanced lives. My recommendations were not planned for this situation, but they are part of the solution we now need.

**Caroline Russell AM
May 2020**

CUTTING TRAFFIC

A key aspect of making London safe and appealing to walk and cycle is to cut traffic. I successfully lobbied to get a traffic reduction target into the Mayor's Transport Strategy, but progress has been poor on this, particularly in outer London where traffic has increased.

Mini-Hollands



Mini-Holland boroughs in London

In 2014, former Mayor Boris Johnson set up the 'mini-Hollands' program for outer London boroughs. It had 18 applications from the 20 able to bid, but only three boroughs – Enfield, Kingston and Waltham Forest – were each given £30 million.⁴

Delivery has taken a long time and today, six years on, those three boroughs continue to deliver their interventions. Waltham Forest is expected to be the first to complete their original mini-Holland programme, with that due by the end of the 2019-20 financial year.⁵

However, even with partial delivery there has been a transformative effect, particularly in Waltham Forest which has seen the most

comprehensive changes. Initial research already shows that in areas with the most change residents were 24 per cent more likely to have cycled in the past week, while for walking and cycling combined they had done an extra 41 minutes of walking and cycling each week.⁶

Liveable Neighbourhoods

In 2017, Sadiq Khan replaced mini-Hollands with Liveable Neighbourhoods, open to all London boroughs rather than just the outer ones.⁷ This £115m programme funds long-term schemes that reduce car trips and improve neighbourhoods by enabling walking, cycling and the use of public transport.

17 boroughs plus the City of London have been successful in their bids. The winning schemes included plans to improve conditions for walking and cycling such as new pedestrian crossings and closing rat runs to motor traffic as well as pocket parks and revamped public spaces.

It's too soon to know if the Mayor's Liveable Neighbourhoods will have the desired impact, but my view is that **change doesn't only have to be delivered through major projects.**

Temporary measures

Smaller measures on a broad scale like parklets, school streets and play streets can also be transformative, as well as quicker to implement than the lengthier Liveable Neighbourhood bid process.

Last summer I visited sites across London that were using temporary and timed measures to achieve change and wrote about them in my report, *Reclaiming our Roads*. Londoners must be enabled to take back their streets from the

dominance of cars and make their neighbourhoods safer and friendlier.

Cutting traffic as a mayoral priority

Despite the Mayor having included traffic reduction in his Transport Strategy, it feels like TfL is not treating it as a priority. I have repeatedly pressed the Mayor to make progress on smart, fair road pricing as a way of reducing traffic, but the Mayor has not moved this option forward.⁸

The Mayor's reluctance to cut traffic is also affecting the development of new schemes,

with existing traffic levels designed in and retained using a lot of time-consuming and costly modelling. This hampers the ability of boroughs to deliver change rapidly and increases the cost of change.

It should be possible to modify our roads by trialling first, with amendments made as necessary.

Modelling can play a part in the planning process, but the focus should be on delivering real change for Londoners at pace.

RECLAIMING OUR ROADS: MAKING SPACE FOR LONDONERS



A briefing by Caroline Russell AM
Green Party Member of the London Assembly
September 2019



City Hall Green — Caroline Russell AM

Reclaiming Our Roads

In 2019 I wrote about the action being taken by Londoners to take ownership of their streets

Recommendations:

The Mayor should support boroughs to bring in trials, with funds that they can access more quickly than liveable neighbourhoods.

Boroughs should be braver with trials. Trialling parklets and school streets allows people to see the possibilities, before permanent works go in, and residents can help iron out any hiccups.

The new healthy streets officers must help boroughs with their bids for the Mayor's liveable neighbourhoods fund.

WALKING

The Mayor came into office with a high-level pledge to pedestrianise Oxford Street. Unfortunately, disagreements between Westminster Council and the Mayor led to the abandonment of that vision. A less radical scheme is now being developed.

Making walking great in London is not just about addressing one street. There are nearly 600 individual high streets throughout London, meaning almost all of us are within a 10-minute walk of a local shopping parade. Already, 90 per cent of visits to them are made by sustainable modes – walking, cycling and public transport.⁹ Speeding up Liveable Neighbourhoods could revitalise our high streets.

Designing for people, not vehicles

For far too long London's streets have been planned for the turning circle of a huge articulated lorry. We could instead plan from the viewpoint of a child, pensioner or someone in a wheelchair. **Prioritising the movement of people walking would make our streets healthier, more inclusive and safer for everyone.**

Free toilets to support active travel

When I ask Londoners what stops them from walking more, they often tell me it's because of a lack of toilets. I proposed an amendment to the Mayor's 2020-21 Budget to make every toilet that TfL operates free to use and to invest in new toilets in every borough in London. I calculated that a modest investment of £18m would provide 262 new toilets¹⁰ supporting many Londoners to go out more.

Car-free days

Central London saw its first Car Free Day in 2019. People were able to sit and enjoy street entertainment in the heart of London, but also

to walk and enjoy our city streets without the noise, danger and pollution of motor traffic. **Car free events should be run every year, and even as monthly events in every London borough.**

BETTER CROSSINGS

Crossing the road – especially a busy high street where you might shop on both sides – should be easy and convenient.

Waiting for a green signal to cross, as dozens of vehicles go by, is inconvenient and even annoying. The Mayor has made some progress here, working with Living Streets to reduce the time people are made to wait to cross at some junctions.¹¹

Outer London is blighted by many busy roads with large junctions where the needs of people walking are considered last, if at all. All too often there are traffic lights to control cars and yet no pedestrian phase.¹²

Further, TfL operates 270 underground stations and there are 112 stations on the London Overground. The main way of travelling to and from stations is walking. Recently TfL told me that a third of stations have no signalised pedestrian crossing nearby, and they didn't know how many have a zebra crossing.¹³

Londoners need convenient crossings everywhere – both light controlled and zebra crossings.

Electric vehicle charging points

A new challenge on our streets is the conflict for pavement space between electric vehicle

(EV) charging points and people walking. I have pressed TfL to only allow EV charging points on the carriageway, using buildouts.

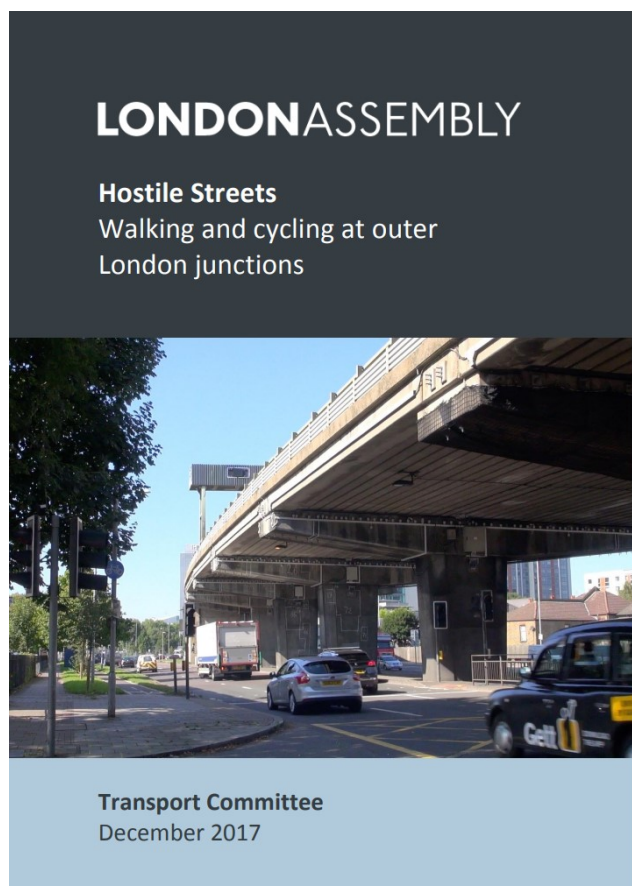
This makes vehicle charging easier and crucially avoids losing pavement space. People pushing buggies or using a wheelchair shouldn't have to struggle on narrowed pavements, and trailing charging cables are a hazard for visually impaired people. At present, EV charging installation guidance at least shows examples of how to install on the carriageway.

TfL should protect the public purpose of the footway and the interests of people walking as the rollout of electric vehicle charging infrastructure progresses.

Walking in London has suffered decades of steady decline and the most recent data shows that walking trips per resident are still falling.¹⁴

The Mayor still has a way to go to make his policy on walking clear. A Strategic Walking Analysis, similar to that published for cycling in 2017, has only just been published in what would have been the final few months of his term, along with a Planning for Walking Toolkit.

Much more investment should be made in walking, which remains a Cinderella mode of transport in London – we all rely on it, but it simply does not get the attention or the investment it deserves.



Hostile Streets

In my rapporteurship for the Transport Committee I examined dangerous junctions in outer London.

Recommendations:

TfL should look beyond collision data and consider potential to increase walking and cycling when selecting junctions to improve.

TfL should review speed limits on all its roads in line with the Healthy Streets check.

TfL should review its compliance with the Equalities Duty in respect of pavements, crossings and cycle lanes on the TfL road network.

TfL should identify outer London junctions that cause problems of community severance, and run an improvement programme to resolve high risk road danger issues for people walking and cycling (as set out in the Healthy Streets check).

While on site carrying out standard and major roadworks, TfL and its contractors should check and resolve critical safety issues for people walking and cycling.

CYCLING

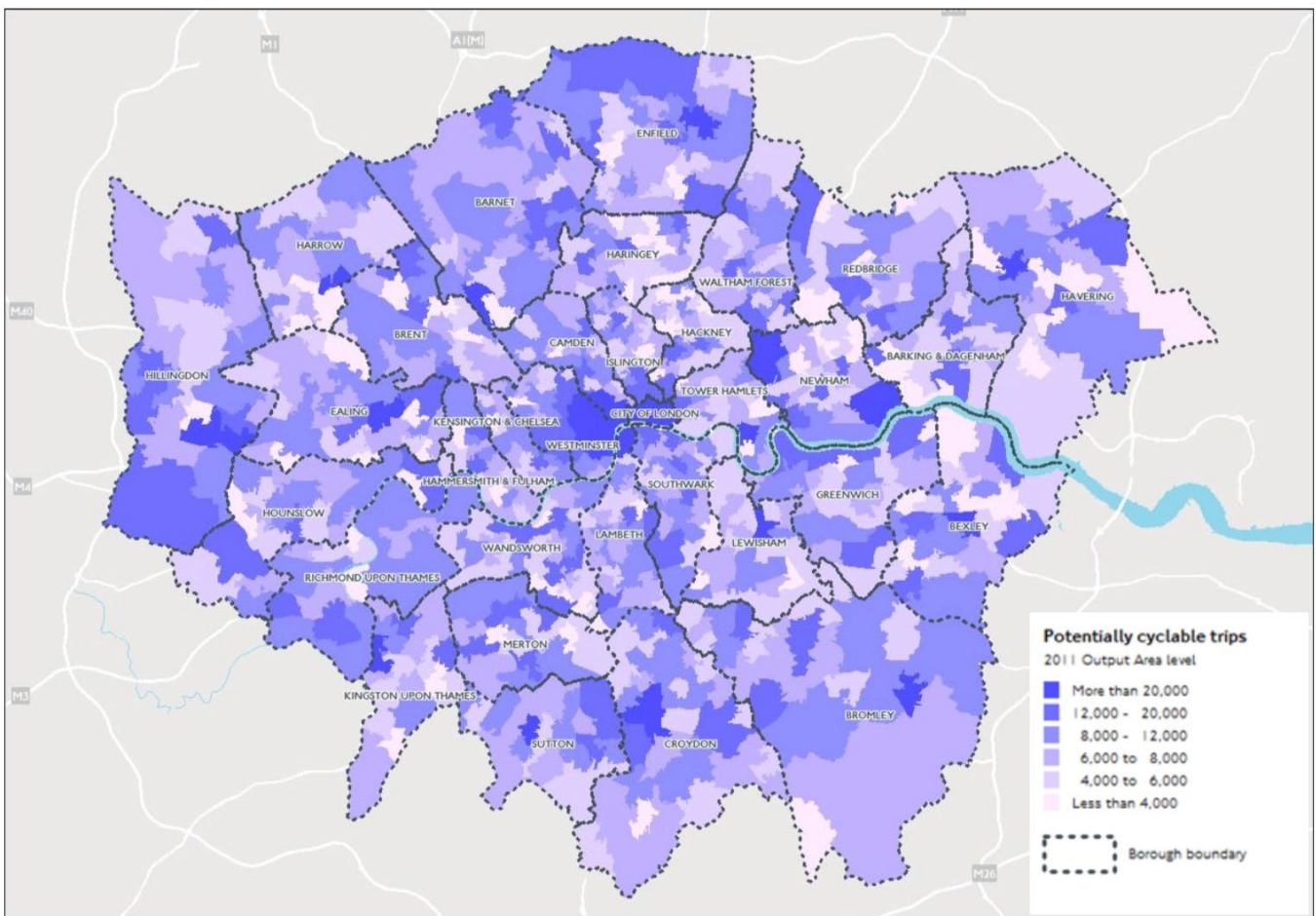
Cycling now accounts for 2.5 per cent of all trips in London in an average day.¹⁵ However, despite the continued growth in cycling, the rate of growth is still below that of the Mayor's ambitions.¹⁶

He plans to almost double the number of cycle trips made every day in London; from 0.7 million in 2017 to 1.3 million in 2024.¹⁷

TfL continues to provide evidence that the potential for cycling in London is large, and still not yet fully realised. Most cycling at present is in inner London but there are a greater number of potential journeys in absolute numbers in outer London.¹⁸

Improving conditions for cycling is not the only answer to making riding a bike more appealing, but it is a vital one as we rebalance our roads away from motor vehicles.

Potentially cyclable trips by origin, TfL Analysis of Cycling Potential 2016



Quality Criteria

The Mayor has introduced quality criteria, which assess the suitability of a route for safe cycling.¹⁹

These quality criteria should be strengthened, with lower motor traffic volumes required for cycle routes on quiet roads, and 20 mph speed limits for all roads with cycle routes.

London Cycling Campaign (LCC) has produced interesting proposals for criteria to reduce the detours expected of people cycling, on the use of shared space and on isolated routes.²⁰

Give cycling a single colour

TfL has spent more than a million pounds trying to map and identify existing cycle infrastructure. Thanks to this, we can see the disconnected and fragmented network of cycle routes in London – London Cycle Network, Quietways, Greenways, National Cycle Network, Cycle Superhighways, Quietways and now Cycleways.

The Mayor's aim is that, over time, these will be standardised into Cycleways, but there is no proposed timescale for this. I was amazed to discover just how many different colours are used to indicate cycle lanes in London at present.

Even the Cycle Superhighway programme includes lanes that are yellow, black, red, blue and green, as shown by the map below.

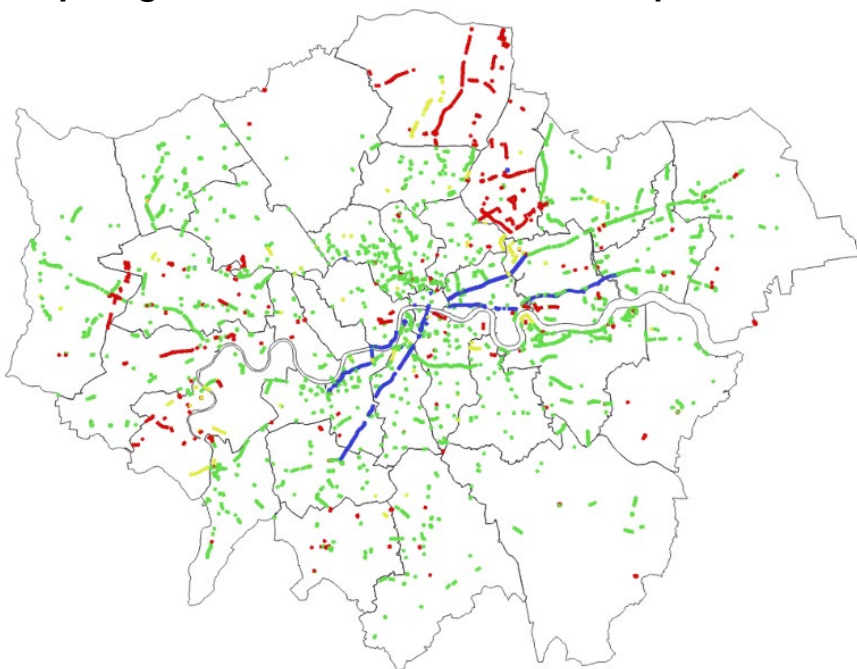
Cycle lanes should have a standard recognisable colour and design, making them easy to understand and navigate.

Without easy-to-use maps of the cycle routes that the Mayor is spending millions on, it is hard to see how people will be aware of them. Even tools like Google Maps continue to ignore routes like the East-West Cycle Superhighway when planning routes for Londoners.

Plus, on the TfL website, there is only a single Google map provided.²¹

TfL should provide free paper cycle maps again, as the previous maps are much missed.

TfL Cycling Infrastructure Database – map of coloured cycle lanes



TfL cycle network by programme and area of London

Programme	Total kilometres of infrastructure built by Jan 2020		
	Inner	Outer	Total
Central London Grid	45.5	0	45.5
Cycle Superhighways	69.8	1.6	71.5
Cycleways	13.1	16.2	29.3
Mini-Hollands	0.5	16	16.5
Quietways	51.2	44.4	95.6
Total	180.1	78.2	258.4

Outer London left behind

I analysed TfL's cycling network map, using a dataset from January 2020.²² This shows the current, open London cycle network offers a total network of 258.4 km, and 70 per cent of it is in inner London. Only two per cent of opened sections of Cycle Superhighways are in outer London – the southernmost end of CS7 and an earlier cycle scheme alongside the A12 rebranded as the eastern end of CS2.

Not-So-Super superhighways

The Mayor labelled his predecessor's CS7 as a 'first generation superhighway ... not up to scratch'.²³ Under further questioning he revealed that neither CS7 nor CS8 meet the new quality criteria, but that he will work with boroughs to improve them. Without upgrades these early routes cannot form part of the Cycleways network and may have to be abandoned.²⁴

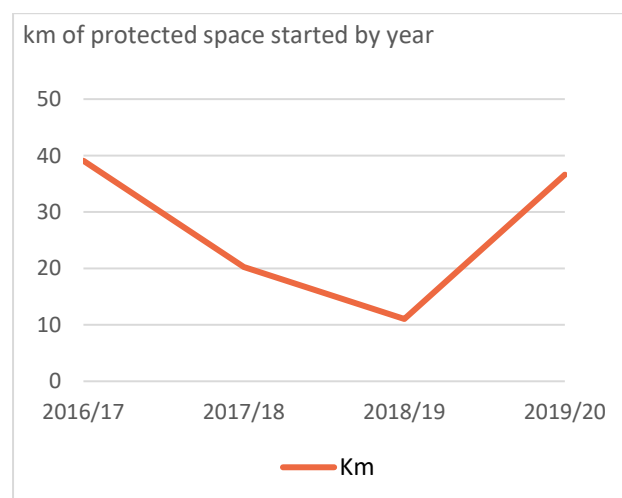
Where's the money, Mr Mayor?

The Mayor has continued TfL's track record of underspending on cycling.²⁵ In December 2016, he announced a new average spend of £154m a year.²⁶ But it wasn't until 2019-20 (in what would have been the final few months of his term if not for the coronavirus crisis), that he finally started to hit his budget targets after several years of underspend.

Although the Mayor has worked on a new pipeline of cycle routes – the Cycling Future

Routes programme – it has been slow to deliver and already encountered delays.

He also pledged to make London a 'byword for cycling' and to triple protected space.²⁷ No public data was provided so I have been asking regular questions to track this pledge. He claims to have met his target but has only been able to do so by counting lots of disconnected sections of cycleway and routes around entire junctions, including some as short as 100m.²⁸



To defend his record the Mayor released a table of protected space he was counting. Analysis of this shows that he inherited a number of schemes ready to complete, but then delivery declined every year until 2019-20.

There needs to be a serious and regular pipeline of schemes.

CYCLING PROFICIENCY?



A briefing by Caroline Russell AM
Green Party Member of the London Assembly
November 2018



City Hall Green — Caroline Russell AM

Cycling Proficiency

My report from 2018 found that the Mayor was failing on his key pledges to improve cycling.

Recommendations:

Finish safety studies for all junctions in his Safer Junctions programme.

Publish plans for brand new routes that will make up the mileage to meet his pledge to triple segregated lanes.

Meet his promise to publish his Cycling Action Plan this year.

Bring about political support to match the public support for the shovel-ready schemes.

VISION ZERO

Vision Zero is the Mayor's strategy with a target of zero deaths on London roads by 2041. There is an interim target for 2022 that there should be a 65 per cent reduction in death and serious injury against 2005-09 levels. However so far there has only been a 38 per cent reduction in number of deaths.

In 2019, TfL reported that 130 people lost their lives on London's roads, of these, 71 people were killed while walking and five while cycling.

For the 71 people who died walking, 43 were in outer London and 28 in inner London. However,

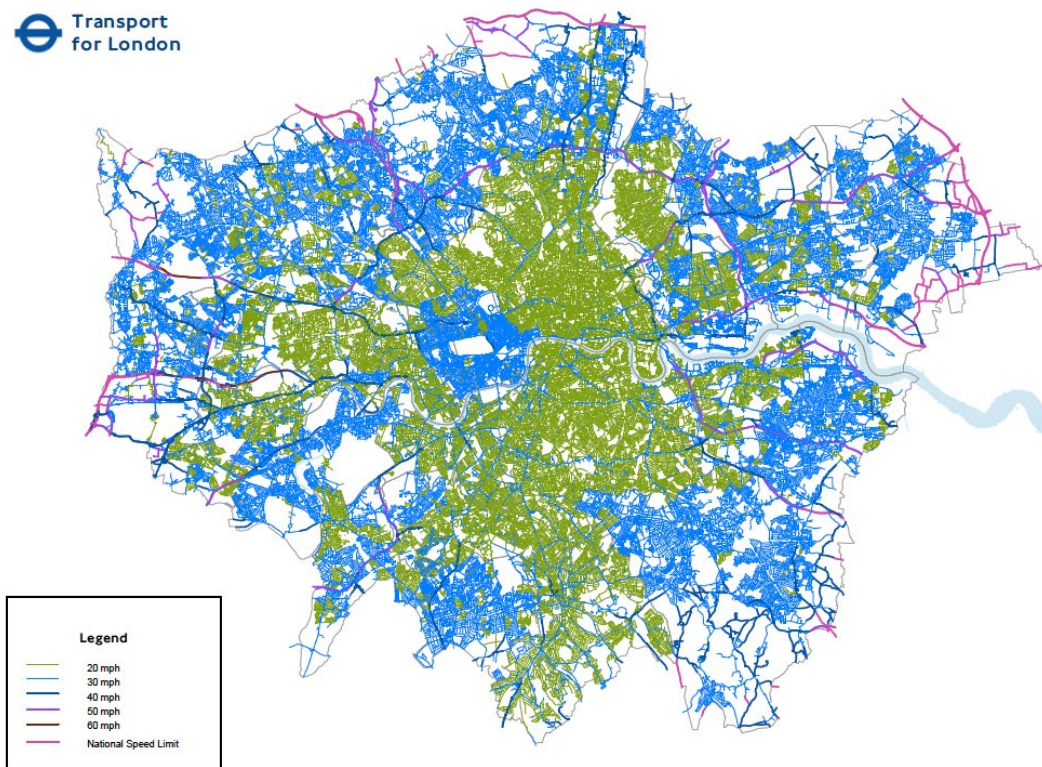
for the five deaths for people cycling only one was in outer London and the other four were in inner London.

TfL should be focused much more on reducing road danger in outer London.

Speed Limits

Over the past four years the Mayor has spoken often about cutting speeds. Some boroughs, including my home borough of Islington, have already taken decisive action and brought in 20 mph speed limits on all their roads. However, TfL only made 20 mph the default speed for all central London TfL-controlled roads in March 2020. **20 mph should be the default speed limit throughout London wherever there is a pavement.**

TfL Digital speed limit map, Feb 2020



Enforcement

I have heard concerns from people across London that more enforcement against speeding is needed and they'd like more Community Roadwatch – a scheme that enables residents and school groups to use speed detectors with police backup. This programme can be effective, but police must also address speeding as a priority. Often vehicles stopped for speeding are being used by those who break other laws, involving theft and violent crime.

Direct Vision Standard

I have pushed the Mayor to make progress on the Direct Vision Standard (DVS)²⁹ for lorries, which measures how much a Heavy Goods Vehicle (HGV) driver can see directly through their cab windows. Worryingly, the rate of applications is low with only six per cent of anticipated permits applied for.³⁰

In the next term London needs a Mayor who will act radically to tackle the causes of road danger.

Sarah Hope Line

Recently, I and other members of the London Assembly, visited the Sarah Hope Line. This is a staffed phone and email line providing support to those affected by traumatic incidents on the London transport network. I have spoken with Sarah Hope, whose own experiences of the difficulty of getting help after a bus crash, inspired the line.

TfL should use the Sarah Hope Line to support more people affected by collisions, especially on the road network.

The Mayor's Transport Strategy brought welcome changes including recognising that car

dependency must end, but his Strategy did not back that up with action.

I said that he needed to get boroughs on board, but although there has been a change in approach, councils have continued to fight proposals for much needed infrastructure with legal action that TfL could have been better prepared for.

I called for consistently higher investment in healthy streets, evenly spread over his term, but instead delivery stalled and investment has missed stated targets.

I called for him to prioritise road danger reduction via a 'vision zero' approach which he has adopted but rather than introduce a default 20 mph speed limit only a small number of central London streets have moved to 20 mph.

I called for a commitment to fairness with accessibility at the heart of transport but sadly TfL's accessibility strategy is not yet published.

I called for simpler fares, with more flexibility, but the Mayor only continued a fares freeze that didn't work for regular travellers.

I called for targets on traffic reduction but TfL has reduced the emphasis of these and continued to build the polluting Silvertown Tunnel, signing the contract even after the Mayor followed the Assembly in declaring a climate emergency.

I called for stronger regulation of taxi and private hire to respond to the growth of platforms like Uber, but instead we have lengthy court action which has yet to resolve.

I called for the Mayor to reduce space taken up by parked cars and move to cycle parking and car club provision, but the main changes on our streets have been EV charging points which all too often have reduced pavement space.

After four years the Mayor has made progress in defining targets and policy, but actually getting changes on the ground has been too slow.

And now he has been granted a further year through extraordinary circumstance, so his new challenge is to quickly deliver real improvement for walking and cycling.

We do not know how long we will be in the grip of the coronavirus crisis, and we are still facing the climate emergency.

More than ever making safe walking and cycling a part of every day life in London should be one of the Mayor's top priorities.

RECOMMENDATIONS

Cutting Traffic:

- Change doesn't only have to be delivered through major projects
- It should be possible to modify our roads by trialling first, with amendments made as necessary.
- Modelling can play a part in the planning process, but the focus should be on delivering real change for Londoners at pace.

Walking:

- Prioritising the movement of people walking would make our streets healthier, more inclusive and safer for everyone.
- Londoners need convenient crossings everywhere – both light controlled and zebra crossings.
- Car free events should be run every year, and even as monthly events in every London borough.
- TfL should be protecting the public purpose of the footway and the interests of people walking as the rollout of electric vehicle charging infrastructure progresses.
- Much more investment should be made in walking, which remains a Cinderella mode of transport in London

Cycling:

- Quality criteria should be strengthened, with lower motor traffic volumes required for cycle routes that are on quiet roads, and 20mph speed limits for all roads with cycle routes.
- Cycle lanes should have a standard recognisable colour and design, making them easy to understand and navigate.
- TfL should provide free paper cycle maps again, as the previous maps are much missed.
- There needs to be a serious and regular pipeline of schemes.

Vision Zero:

- TfL should be focussed much more on reducing road danger in outer London.
- In the next term London needs a Mayor who will act radically to tackle the causes of road danger.
- TfL should use the Sarah Hope Line to support more people affected by collisions, especially on the road network.

WHAT DO YOU THINK?

I would like to hear more from Londoners about their experiences walking and cycling in the city.

Please get in touch with me if you have any comments or suggestions.

Caroline Russell AM, Green Party Member of the London Assembly

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This report sets out my views as an individual Assembly Member and not the agreed view of the entire Assembly.

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