

# AGENDA

<b>Meeting</b>	<b>Transport Committee</b>
<b>Date</b>	<b>Tuesday 17 January 2012</b>
<b>Time</b>	<b>10.00 am</b>
<b>Place</b>	<b>Chamber, City Hall, The Queen's Walk, London, SE1 2AA</b>

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## Members of the Committee

Caroline Pidgeon (Chair)  
Valerie Shawcross CBE (Deputy Chair)  
Victoria Borwick  
Roger Evans  
Jenny Jones  
Joanne McCartney  
Steve O'Connell  
Murad Qureshi  
Richard Tracey

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

Mark Roberts, Executive Director of Secretariat  
Monday 9 January 2012

## Further Information

If you have questions, would like further information about the meeting or require special facilities please contact: John Barry, Senior Committee Officer; Telephone: 020 7983 4425; E-mail: [john.barry@london.gov.uk](mailto:john.barry@london.gov.uk); Minicom: 020 7983 4458.

For media enquiries please contact Dana Rothenberg, 020 7983 4603, [dana.rothenberg@london.gov.uk](mailto:dana.rothenberg@london.gov.uk). If you have any questions about individual reports please contact the report author whose details are at the end of each report.

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Certificate Number: FS 80233

**Agenda  
Transport Committee  
Tuesday 17 January 2012**

**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 - 2)

**The Committee is recommended to:**

- (a) Note the list of memberships of functional bodies and London Borough Councils, as set out in the table at Item 2;**
- (b) Note the gifts and hospitality received by Members, as set out on the Authority's gifts and hospitality register; and**
- (c) Declare any other personal or personal prejudicial interests in specific items listed on the agenda over and above those items listed in the table at Item 2 and including any interests arising from gifts or hospitality received within the previous three years or from the date of election to the London Assembly, whichever is the later, which are not at the time of this meeting reflected on the Authority's register of gifts and hospitality.**

**3. Minutes** (Pages 3 - 48)

**The Committee is recommended to confirm the minutes of the meeting of the Transport Committee held on 15 November 2011 to be signed by the Chair as a correct record.**

The appendix to the minutes set out on pages 9 to 47 is attached for Members and officers only but is available from the following area of the GLA's website: <http://www.london.gov.uk/who-runs-london/the-london-assembly/committees/transport>

**4. Summary List of Actions** (Pages 49 - 62)

Report of the Executive Director of Secretariat  
Contact John Barry, [john.barry@london.gov.uk](mailto:john.barry@london.gov.uk), 020 7983 4425

**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 63 - 70)

Report of the Executive Director of Secretariat  
Contact John Barry, [john.barry@london.gov.uk](mailto:john.barry@london.gov.uk), 020 7983 4425

**The Committee is recommended to note the recent action taken by the Chair under delegated authority.**

**6. River Services** (Pages 71 - 72)

Report of the Executive Director of Secretariat  
Contact Laura Warren, [laura.warren@london.gov.uk](mailto:laura.warren@london.gov.uk), 020 7983 6545

**That the Committee notes the report and puts questions to representatives of the Mayor, Transport for London, Thames Clippers and the Port of London Authority about river services.**

**7. Future Tube Projects** (Pages 73 - 74)

Report of the Executive Director of Secretariat  
Contact Laura Warren, [laura.warren@london.gov.uk](mailto:laura.warren@london.gov.uk), 020 7983 6545

**The Committee is recommended to note the report and put questions to representatives of Transport for London about future Tube projects.**

**8. London TravelWatch Performance Monitoring Report (to 30.9.11)** (Pages 75 - 88)

Report of the Executive Director of Secretariat  
Contact John Bennett, [john.bennett@london.gov.uk](mailto:john.bennett@london.gov.uk), 020 7983 4203

**The Committee is recommended to:**

- (a) Note the financial outturn position of London TravelWatch as at 30 September 2011; and**
- (b) Note the performance against the agreed objectives of London TravelWatch.**



**9. The Future of Ticketing** (Pages 89 - 130)

Report of the Executive Director of Secretariat  
Contact Laura Warren, [laura.warren@london.gov.uk](mailto:laura.warren@london.gov.uk), 020 7983 6545

**The Committee is recommended to:**

- (a) Agree the report: *The Future of Ticketing*, and**
- (b) Recommend to the Assembly that it uses its powers under section 60(1) of the Greater London Authority Act to request a response to the report from the Mayor.**

The appendix to the report set out on pages 91 to 129 is attached for Members and officers only but is available from the following area of the GLA's website:  
<http://www.london.gov.uk/who-runs-london/the-london-assembly/committees/transport>

**10. Transport for the 2012 Olympic and Paralympic Games - Update Report from London 2012 and Transport for London** (Pages 131 - 152)

Report of the Executive Director of Secretariat  
Contact Laura Warren, [laura.warren@london.gov.uk](mailto:laura.warren@london.gov.uk), 020 7983 6545

**The Committee is recommended to note the update report on 2012 transport from London 2012 and Transport for London.**

**11. Response to The State of the Underground** (Pages 153 - 178)

Report of the Executive Director of Secretariat  
Contact Laura Warren, [laura.warren@london.gov.uk](mailto:laura.warren@london.gov.uk), 020 7983 6545

**The Committee is recommended to note the response to its report: *The State of the Underground*.**

**12. Transport Committee Work Programme 2011/12** (Pages 179 - 182)

Report of the Executive Director of Secretariat  
Contact Laura Warren, [laura.warren@london.gov.uk](mailto:laura.warren@london.gov.uk), 020 7983 6545

**The Committee is recommended to note its work programme as set out in the report.**

**13. Date of Next Meeting**

The next meeting of the Committee is scheduled for 21 February 2012 at 10am in the Chamber, City Hall.

**14. Any Other Business the Chair Considers Urgent**

## London Assembly

### Membership of Functional Bodies and London Borough Councils

Member	(Personal) Interest
Victoria Borwick	Member, MPA; Member, Royal Borough of Kensington & Chelsea
Roger Evans	Member, LB Havering
Jenny Jones	Member, MPA
Joanne McCartney	Member, MPA
Steve O'Connell	Member, MPA; Member, LB Croydon
Caroline Pidgeon	Member, MPA
Murad Qureshi	Member, LFEPA
Valerie Shawcross	Member, MPA
Richard Tracey	Member, LFEPA

[Note: LB - London Borough; LDA – London Development Agency; LFEPA – London Fire and Emergency Planning Authority; MPA – Metropolitan Police Authority.]

#### Recommendations:

- (i) **That the list of memberships of functional bodies and London Borough Councils, as set out in the table above, be noted;**
- (ii) **That gifts and hospitality received by Members, as set out on the Authority's gifts and hospitality register, be noted; and**
- (iii) **That all Members declare any other personal or personal prejudicial interests in specific items listed on the agenda over and above those items listed in the table above and including any interests arising from gifts or hospitality received within the previous three years or from the date of election to the London Assembly, whichever is the later, which are not at the time of this meeting reflected on the Authority's register of gifts and hospitality.**

The above memberships of the GLA's Functional Bodies and London Borough Councils are listed for the purposes of public transparency. However, Members should note that in accordance with the GLA's Code of Conduct, they must declare any other **personal interests** (except interests arising from gifts and hospitality that appear on the gifts and hospitality register at the time of the meeting) they have in any item on the agenda or as they arise during the course of the meeting. Members must say to which item their interest relates. If they have a personal interest Members must also consider whether or not that interest is a **prejudicial personal interest** and take the necessary action. When considering whether or not they have a declarable interest, Members should consult paragraphs 8-12 of the Code.

A **personal interest** is, generally, one that would affect a Member (either directly or through a connection with a relevant person or organisation) more than other people in London, in respect of the item of business under consideration at the meeting.

If a member of the public, knowing all the relevant facts, would view a Member's personal interest in the item under consideration as so substantial that it would appear likely to prejudice the Member's judgment of the public interest, then the Member has a **prejudicial personal interest**.

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

The obligation to declare any gift or hospitality at a meeting as a personal interest is discharged, subject to the proviso set out below, by registering gifts and hospitality received on the Authority's on-line database. The on-line database may be viewed here: <http://www.london.gov.uk/gifts-and-hospitality-register>. At Assembly meetings, under the declarations of interest agenda item, Members are then asked to note that gifts and hospitality received by Members are set out on the Authority's register.

If any gift or hospitality received by a Member is not set out on the on-line database at the time of the meeting, and under consideration is a matter which relates to or is likely to affect a person from whom a Member has received a gift or hospitality with an estimated value of at least £25, Members are required to disclose these at the meeting, either at agenda Item 2 or when the interest becomes apparent.

It is for Members to decide, in light of the particular circumstances, whether an interest arising from the receipt of a gift or hospitality is also a prejudicial personal interest. Where receipt of a gift or hospitality does give rise to a prejudicial interest the Member must withdraw from the room and not seek to improperly influence any relevant decision.

**Consequences:** If a Member has a **personal interest**: they must declare the interest but can stay, speak and vote. If the Member has **prejudicial personal interest**: they declare the interest, cannot speak or vote on the item and must leave the room.

# MINUTES

**Meeting: Transport Committee**  
**Date: Tuesday 15 November 2011**  
**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/who-runs-london/the-london-assembly/committees/transport>

**Present:**

Caroline Pidgeon (Chair)  
Valerie Shawcross (Deputy Chair)  
Victoria Borwick  
Roger Evans  
Jenny Jones  
Joanne McCartney  
Steve O'Connell  
Murad Qureshi  
Richard Tracey

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

1.1 There were no apologies for absence.

**2. Declarations of Interests (Item 2)**

**2.1 Resolved:**

- (a) That the relevant Assembly Members' membership of Functional Bodies and London Borough Councils, as set out in Item 2 on the agenda, be noted and recorded as personal interests; and**
- (b) That gifts and hospitality received by Members in the previous three years, as set out on the Authority's gifts and hospitality register, be noted.**

### **3. Minutes (Item 3)**

3.1 The Committee received the minutes of the meeting of the Transport Committee held on 11 October 2011.

3.2 **Resolved:**

**That the minutes of the meeting of the Transport Committee held on 11 October 2011 be signed by the Chair as a correct record.**

### **4. Summary List of Actions (Item 4)**

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

4.2 **Resolved:**

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

### **5. Action Taken Under Delegated Authority (Item 5)**

5.1 The Committee received the report of the Executive Director of Secretariat setting out recent correspondence issued by the Chair of the Transport Committee under delegated authority.

5.2 **Resolved:**

**That the recent actions taken by the Chair of the Committee under delegated authority be noted.**

### **6. 2012 Transport (Item 6)**

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

- Isabel Dedring, Deputy Mayor for Transport;
- Hugh Sumner, Director of Transport, Olympic Delivery Authority;
- Richard George, Director of Transport, the London Organising Committee of the Olympic and Paralympic Games; and
- Ben Plowden, Director of Better Routes and Places, Transport for London.



6.2 A record of the discussion is attached as **Appendix 1**.

6.3 During the course of the discussion, there were a number of questions which, it was suggested, could best be answered in writing following the meeting. In summary, the Committee requested information as follows:

- Details of any road closures in London during the two days of the 2012 cycle races and whether or not local businesses along the route will be able to get deliveries between the days;
- Details of the command and control structure for operating transport during the Games, including details of who will be in charge of transport and in what situations decisions would get escalated;
- An update on discussions to develop the 2012 Journey Planner including whether it can show walking and cycling options if these are quicker than public transport;
- Details of the closures of the Greenway walking and cycling route in Stratford for security purposes and how users of this route will be able to continue to walk/cycle;
- An update on any Transport for London discussion with the London Cycling Campaign about its proposals for improvements to the greenways and the action taken in response to the London Cycling Campaign's proposals;
- Details of the total length of the Olympic Route Network and the proportion of this which will be Games Lanes;
- The extent to which ambulance and fire brigade emergency vehicles will be able to use the Games Lanes including any circumstances when they will not be able to use Games Lanes;
- Details of how the Blackwall tunnel would be operated during the Games period;
- Clarification on how Safer Transport Teams would be deployed in boroughs during the Games and if they would be used for enforcement of the Olympic Route Network;
- The estimated number of temporary platform humps which will be installed at Tube stations before the Games; and
- Details of any work taking place to ensure there is a lasting legacy from improvements to accessibility.

6.4 The Committee also noted that it was expecting to receive the next written 2012 update report in December.

6.5 **Resolved:**

**That the report be noted.**

## **7. Response to The Future of Road Congestion in London (Item 7)**

7.1 The Committee received the report of the Executive Director of Secretariat setting out the Commissioner of Transport's response to the Committee's report: *The Future of Road Congestion in London*.

7.2 It was noted that in its response to the third recommendation of the Committee's report, Transport for London may have misinterpreted the Committee's position on the proposed reinstatement of a hierarchy of road users in the London Plan. The Chair agreed to respond in writing to the Commissioner of Transport clarifying the Committee's recommendation.

7.3 **Resolved:**

**(a) That the response to the report be noted; and**

**(b) That the Chair responds in writing to the Commissioner of Transport's response to the Committee's report, *The Future of Road Congestion in London*.**

## **8. Transport Committee Work Programme 2011/12 (Item 8)**

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

8.2 **Resolved:**

**That the work programme as set out in the report be noted.**

## **9. Date of Next Meeting (Item 9)**

9.1 The next meeting of the Committee would be held on 17 January 2012 at 10am in the Chamber.

## **10. Any Other Business the Chair Considers Urgent (Item 10)**

10.1 There were no items of additional business.

## **11. Close of Meeting**

11.1 The meeting finished at 12.10pm.

**Greater London Authority  
Transport Committee  
Tuesday 15 November 2011**

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Chair

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Date

**Contact Officer:** John Barry, Senior Committee Officer; Telephone: 020 7983 4425; E-mail: john.barry@london.gov.uk; Minicom: 020 7983 4458

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Transport Committee

15 November 2011

Transcript of Agenda Item 6: 2012 Transport

**Caroline Pidgeon (Chair):** Can we move on to 2012 Transport which is our main item this morning. I'll kick off with the questioning. We want to understand what contingency plans you have in place if part of the infrastructure does not work as is planned in the Games or if the Jubilee line, say, was not working for a period. What contingency plans have you got in place and are you confident that they will work?

**Hugh Sumner (Director of Transport, ODA):** Firstly, may I contextualise it. One of the things we have done prior to the Games is, with our colleagues, invest some £6.5 billion in upgrading the transport infrastructure to provide us not just with great transport during the Games but a long term legacy and a diversity of transport routes. For example, the North London line has been upgraded, the East London line extended, Jubilee line upgraded, Great Eastern line upgraded and, in total, all these schemes, whether it be mainline railway extensions, the Docklands Light Railway (DLR) - with 50% more capacity on the DLR etc - are all designed to provide an upgrade and more routes which spectators can use during Games time. For example, if you take the Olympic Park alone, there are ten different rail routes serving the Park through those three stations and for all competition venues the delivery designs have been selected to have different ways of getting there. Therefore, at the heart of it, is designing redundancy in by having many different routes.

However, there will be challenges during Games time. Somebody will steal some signalling cable, as they do today, and therefore you need to have those contingency measures in place around how you re-route spectators either using the existing road systems or the rail systems or changing mode. During Games time the trick will be then re-routing spectators on those modes or those lines of route where there is the capacity. For example, moving people up on to use the Javelin trains or on to the North London line. Therefore the thing that we have to do is practise re-routing and giving good information out across the various modes, not just within the modes. The key to that success will be the use of the transport co-ordination centre which has been undergoing testing in readiness for the last 12 months and will continue testing in readiness programmes through to Games time.

**Caroline Pidgeon (Chair):** Can you clarify that you are saying you need to practise re-routing? Are you saying that you are going to be practising a bit of line not being in operation, therefore, how will people get there?

**Hugh Sumner (Director of Transport, ODA):** Simulating through desk tops and through exercising and working out how you would do things differently, depending on what time of day it is. A lot of the routes depend upon the sports events themselves and they change from day to day of the Games. Therefore, us having a play book of day by day what we do and the contingencies if something happens is very important.

Beneath that, there are then some 26 detailed major contingency plans which are designed to accept the various things that could happen. For example, if the road system goes down because of a water main burst or the loss of signalling on a particular line. All these various

contingency measures are being thought through now and practised and desk-topped, and then supported by live exercises as well - all designed to try to provide the resilient transport that Londoners and spectators will demand during Games time.

**Caroline Pidgeon (Chair):** Can you clarify? You are doing a lot of desktop exercises working out “what ifs” - which is great - and then you said there are going to be some live exercises; does that mean passengers, potentially, could be moved off a line because you are doing an exercise where you are saying that line is broken and therefore you have got to find alternative routes?

**Hugh Sumner (Director of Transport, ODA):** It is using the transport systems and then, if there are problems whilst you are actually operating the system, then reacting appropriately --

**Caroline Pidgeon (Chair):** So existing problems that come up; so the Jubilee line not working you are then using that as a live exercise?

**Hugh Sumner (Director of Transport, ODA):** Yes. And working through how you then handle it effectively.

**Caroline Pidgeon (Chair):** What about LOCOG [the London Organising Committee of the Olympic and Paralympic Games]? How happy are you with how things are going.

**Richard George (Director of Transport, LOCOG):** We are very happy with what Hugh had just described. I was going to add a couple of things to it. One is that the contingency planning for transport and the testing exercising Hugh has talked about is part of a wider set of exercises that link all of the big - what we call - domains of Games time so that they are all working in sync together. There is the Government, the Games, London, security and there is transport - all of which have to work in sync together so if there is an incident of any description we understand who is doing what, we understand where the lines of communication are, we understand whose responsibility it is to deal with individual issues and we need to exercise that because some of the issues at Games time will be slightly different from the normal. As a consequence, what Hugh has described is a very, very good example of the sorts of exercises that are taking place inside transport but it is also linked to similar sorts of exercises that are taking place in security and within the Games and within Government and within London as well in terms of making sure that those lines of communication work.

The specific issues in terms of contingency for us within LOCOG are every venue has to have its contingency plan of how it would need to relocate. For all of my transport services we have to think through what if we lost that depot or what if we lost that road. In exactly the same way most of these things we just need to build up the thought process of how would we do it and we need to make sure we have got contingency plans in place. That is desktop and simulation stuff that we do now but the more we think those things through the better the operation will be because, when you think those things through, it occurs to you there are bits of the operation not quite right anyway. A lot of time is currently being spent on those sorts of exercises.

**Caroline Pidgeon (Chair):** Ben, from a TfL point of view, are you happy with the contingency planning that is going on or have you got some particular concerns?

**Ben Plowden (Director of Better Routes and Places, TfL):** No, I think Hugh and Richard described very well what is in plan in terms of contingency. The particular thing that I am interested in is where the travel demand management part of this plays in. My team - I



inherited from the London Development Agency - took part in one of the recent exercises to see how, in the control room, you would think about customer messaging to get people to make different routes if there was some problem on a particular part of the Tube network, for example.

The relationship between the operational management of the networks and how you would communicate with both spectators and background travellers is a crucial part of making sure that, in real time, you are able to move people around the system by using existing channels like our website, on train messaging, on platform messaging, sign boards at Tube stations and the whole panoply of things to make sure people knew what to do differently if there was a particular incident. There is an issue around the infrastructure operation but also around what you are telling people in real time to make sure they are able to make different choices during the Games.

**Caroline Pidgeon (Chair):** Good communication is essential. Isabel, from the Mayor's Office point of view, from your role, are you really satisfied that they really have got contingency plans in place if the Jubilee line goes down or another major bit of infrastructure?

**Isabel Dedring (Deputy Mayor for Transport):** The only thing I would add is that we all want the number of possible events that could cause the contingency to be as low as possible so the important point is that we are not just saying there is a number of risks and now let's think about what we do about that. To take the Jubilee line as an example, performance improving, is it where we would all like it to be right now and we feel there is absolutely no chance that anything will go wrong? No, we are not there yet. We are all very clear that we need to get as close to that point as we possibly can.

There is a lot of effort that has been put in on to the line over the last three to six months, both on the software side and in packing people around the line to make sure that you have got people in place so that if something does go wrong you can recover more quickly, so we are managing around some of the difficulties that we have had with the new kit.

We are also looking at is there anything more that we can do rather than just accepting that there is an X per cent chance that things are going to go wrong and trying to drive down the likelihood of something going wrong - at the same time as making all the plans around the possibility of failure.

**Caroline Pidgeon (Chair):** Is making sure everything is going to work fine for next year taking up a huge amount of your time at the moment?

**Isabel Dedring (Deputy Mayor for Transport):** We will come on to this but in a way the biggest issue in my mind at the moment is the perception. Perception can overwhelm reality in terms of people's sense of should London be a place to avoid or should London be a place to come to? People are still oscillating between those two and the public debate oscillates between those two. What we all do not want for London is tumbleweed blowing down the streets. That is not an outcome that we want. We do not think that is the right outcome. At the moment I think that is almost the critical issue. There will be quite a bit of that I guess in the run up to the Games - that is experienced in other cities - but it is important for us all to tackle that.

**Victoria Borwick (AM):** Could you explain the decision making process? A point you have identified but will there be a Gold Group? Who will make those decisions? In other words, if

there is a problem, who will have the power to say, “OK. This is empty. This is working”? This applies to everything I am sure we are going to talk about but it is the contingency please.

**Hugh Sumner (Director of Transport, ODA):** Richard [George] described the fact there were a number of domains: security, Government, London and transport. For the transport domain the way it is going to operate is the transport co-ordination centre will keep an overview and a co-ordination role for all transport across the United Kingdom (UK) because it is a Games for the UK as a totality. At any one particular time there will be a senior transport manager, like one of Peter’s [Peter Hendy, Commissioner, TfL] managing directors, as a duty officer in there who will then be taking the decisions with their colleagues across the transport industry, to rebalance what to do differently in terms of mobilising more buses, changing routes, moving people from one mode of transport to another. At any one time, 24 hours a day, during Games time there will be a senior transport manager in there - the likes of Howard Collins [Chief Operating Officer, London Underground] or Leon Daniels [Managing Director, Surface Transport, TfL] - taking those decisions, with their colleagues, about what to do to address any issues that may come up.

It may well be things like the wind has got up at Eton Dorney and there is another session of rowing required on an extra day. Then laying the plans for an extra day of getting spectators to Eton Dorney for rowing. It may be an infrastructure issue that needs addressing. Whatever it is there will be somebody in there focusing total transport to fix the problem and provide that co-ordination that is necessary.

**Victoria Borwick (AM):** I am much more concerned, as the Chair has already said, if there was some particular crisis or part of London was not busy but another bit was and is there some way of re-routing people? What is the actual structure? That is what we need to know as scrutineers.

**Hugh Sumner (Director of Transport, ODA):** That person is leading transport as a totality, with their colleagues, making the best decisions they possibly can collectively to rebalance transport and fix the problems and move on. They are the same people who will be working with colleagues in security so, for example, Assistant Commissioner Chris Allison [National Olympic Security Co-ordinator, Metropolitan Police Service], they will be relating to them, they will be relating through to the London operation centre and also the main operation centre of the Games to make the right decisions during Games time.

**Caroline Pidgeon (Chair):** All we want to understand, Hugh, is is there one person who is the Gold in transport and is the person responsible for that decision?

**Hugh Sumner (Director of Transport, ODA):** Yes.

**Caroline Pidgeon (Chair):** There is.

**Hugh Sumner (Director of Transport, ODA):** Yes.

**Caroline Pidgeon (Chair):** Fantastic. That is very helpful.

**Richard George (Director of Transport, LOCOG):** One of the reasons we are having to do a lot of exercises at the moment is to make sure that we can answer your question properly which is, “Who is in charge?” The answer to who is in charge depends on what the issue is and there is a huge difference between command control and communication and co-ordination. These domains are about communication and co-ordination. We need to keep decision making at the

lowest possible level because that is where you will see the right decisions get taken because people can understand what the issue is at that level. What we cannot do is create a structure, and that is why we need to keep exercising it until we make sure people understand their respective roles.

It would be unfortunate, I believe, if every decision about the Jubilee line went all the way up the Secretary of State for Transport. That is not what that architecture of command and control and co-ordination is about; it is to make sure that decisions are taken at the right level and decisions about the Jubilee line are taken by London Underground. They may feed into a wider set of communications and co-ordination because we need to rebalance but, actually, control decisions for London Underground are with London Underground. That is why we need to exercise these things; to make sure that people understand their respective roles.

**Caroline Pidgeon (Chair):** Given we have had a number of live events in London that you have been testing and particularly the London Surrey Classic Cycle Race in August 2011, what changes have you started to make as a result of this range of test events?

**Hugh Sumner (Director of Transport, ODA):** I will pick up first and then hand over to colleagues for various learning points. We have done quite a lot of testing and learning. For example, the WorldSkills International event a couple of weeks back at ExCeL had 200,000 children going through there. We ran a Docklands Light Railway timetable. We ran a pontoon bridge across the dock there. We operated things very differently for WorldSkills as a test event in advance of the Games.

The big bit of learning that came off there is the relationship and the communication between the operators of the event and all the various transport modes needed to be improved so you get a better balance between the Beckton branch and the Woolwich branch of the Docklands Light Railway. Similarly, at the mountain biking exercise at Hadleigh Farm we found out that some of the trackway for the park and ride systems was not as up to the job as we had expected, therefore required re-specifying. There is a whole raft of things we have started to learn about what we need to do differently and for us, in many ways, the real trick is ensuring the learning that we find and that LOCOG finds is learnt effectively and then put into action subsequently.

**Caroline Pidgeon (Chair):** Can I pick up particularly the London Surrey Classic Cycle Race which we had lots of concerns about because it affected the roads in London. Ben, how was it from TfL's point of view?

**Ben Plowden (Director of Better Routes and Places, TfL):** It was a very useful exercise to go through. A couple of things which came through which will be relevant going forward. One issue was around making sure we are doing everything we can to communicate both before the end of June event with people, particularly outside London, and working with local authorities outside London because we need to make sure that this is managed right the way through as some of the events are going outside the London boundary.

There were some other, more specific, issues. Things like when you put out the barriers, particularly if you are going to have consecutive events in London, whether you take them off and put them back on again in thinking about freight deliveries when the road events are not on. It was mainly around communications with stakeholders, particularly those outside the London boundary, and thinking about the practical logistics of the optimum time to put, for example, guard railing in and then taking it out when the roads might be operating again. Those sorts of issues.

**Richard Tracey (AM):** Let me tell you of all the concerns that have been raised. Putney is in my constituency. There were concerns also I know in central London, Kit Malthouse's [Assembly Member] constituency, and indeed in Richmond in Tony Arbour's [Assembly Member] constituency. I can give you a fairly graphic account of what was the problem in Putney. First of all there is the complete closure of the roads. It was only one day, this cycle race in August. In the Olympics we will have two: the men's cycle road race and then the women's cycle road race - I think that is the right way round - the one following the other. There will be complete road closure apparently but not only during those two day events but overnight too. That is what the traders and the council tell me.

The worries that they have. First of all, the council is very concerned about cleaning the Putney area. Two days of crowds and all the rest of it. The place will be filthy. You really do have to vary the programme if it is true that you are closing the roads. The other thing of course is that there are some large shopping enterprises in Putney who are very, very concerned about their deliveries. There again they are expressing this major concern that if you do close the road - and we implore that you do not - you will cause enormous chaos to both the council and to them. Can you give me some reassurances please? They are hanging on your words.

**Ben Plowden (Director of Better Routes and Places, TfL):** I am not directly managing the road events but that is the point I was trying to make; the issue around how you manage the need for the roads to be closed in terms of things like crash barriers for people to keep back from the roads and how you manage that in relation to the two points you have made. Those are crucial. One is around cleansing and the other is around deliveries because part of the issue - as I am sure we will come on to - during the Games will be the extent to which it is going to be possible for deliveries to take place overnight or at least outside core hours.

Clearly, working out the best way of managing the road closures required for the road events, with allowing frontages, whether it is to local authorities or local retailers, to get access to their premises, is going to be critical and that was one of the things that we took out of the cycle race. To make sure that we have got the best way of doing that that reconciles the need to have the road events taking place safely, both for the participants and for the spectators, but also making sure that you can keep the businesses running alongside those roads. I can certainly come back to you in terms of where we are with our thinking on that.

**Richard Tracey (AM):** You have not settled it yet? Really, they do want an answer as to whether they will be able to get their deliveries and the council cleaners will be able to clean the streets. Those are both critical. The image of the route will be appalling if the second day it is strewn with litter and looking awful. The businesses will just not be able to survive the period.

**Ben Plowden (Director of Better Routes and Places, TfL):** I can certainly find out where we are in terms of what the planning is around that.

**Richard Tracey (AM):** Good. Fairly urgently I think.

**Ben Plowden (Director of Better Routes and Places, TfL):** Yes, absolutely.

**Richard Tracey (AM):** The second thing that came up as a result of that test event was the stewarding because there were stewards, apparently, from the cycling organisations all over the country who, not surprisingly, had not got the faintest idea where they ought to divert people to within roads approaching Putney and so on. One of the requests that went into you was that you did get local people or people that are incredibly well briefed about alternative routes to

steward the thing, rather than somebody coming from the north of England who is really lost himself or herself in Putney.

**Isabel Dedring (Deputy Mayor for Transport):** That has been picked up. There were quite a lot of things that were learned from that race and that was one of them. The intention is to redress that next time round. Message received on that one.

**Richard Tracey (AM):** Very important piece of communication. Thank you.

**Caroline Pidgeon (Chair):** That is great. The additional information that Richard has requested would be useful. Also, from the previous discussion, something in writing so we really understand the command and control structure that you are setting up and when stuff gets accelerated - because Richard [George] said it should be at the lowest level - then things need escalating at times and when that will happen and who is ultimately in charge of all of that. We would like to understand that and be reassured on that if we can, perhaps in writing.

**Valerie Shawcross (Deputy Chair):** I wanted to talk to you about the issue of demand management, passengers, people, trying to move around London. Now, I know, as time goes on and we get closer to the Games and tickets get sold, you have more and more information about predictions of movements and desire lines around London. What has changed? What are the demand forecasts looking like now and what are the reasons for the changes you have made to that prediction, or those sets of predictions, about demand and pressures within London transport?

**Hugh Sumner (Director of Transport, ODA):** One of the things we have been able to do over the recent months is we have checked our original predictions versus the pre-registration for ticket sales and then actual ticket sales for the Olympic Games itself, so we have done a compare and contrast against all three of those items there.

The encouraging thing is that if you look across the nation as a totality, if you make the assumption that where people are buying tickets is where they will be travelling from, then it shows no material change from our original transportation plans at a big macro level.

Having said that, there are some slight nuances coming through from the Olympic Games ticket sales so we are seeing slightly higher sales to the south and west of London but not material enough to change the transportation plans as such.

The second phenomenon we are finding is that we are getting a slightly tighter concentration of spectators at the rowing at Eton Dorney and the white water canoeing at Broxbourne and mountain biking out at Hadleigh Farm. It is slightly less of a wider geographic spread for those. Again, we are working through the implications of that but it is more at the margin than having to recast or rebalance the overall transportation plans and the timetables and schedules that have already been written.

Thirdly, we have started to review the spectator ticket numbers from mainland Europe. Strong sales in mainland Europe, in particular in northern France, Holland, Belgium and northern Germany. There we are looking at something like 75% of those spectators coming over on Eurostar, Eurotunnel or the ferries. There is a very high percentage share of sustainable transport coming from mainland Europe. We are working with all the operators there to rebalance their services, increase Eurostar numbers and the rest of it.

There is a whole process going on but I guess the key message is there is no material change required from the sales of Olympic tickets that we have seen. We are now going to have to do the same thing for Paralympic ticket sales. That process will be happening through November and we will then get into the analysis to see if there are any material changes. At the minute, we are confident that the original predictions hold good.

**Valerie Shawcross (Deputy Chair):** The Mayor has recently - perhaps I am wrong but Isabel pointed to this - slightly changed the messaging that is coming out. You had been talking about the big scare telling people to avoid the hotspots etc but it looks as though the Mayor has been nuancing that a bit saying that, in some areas, it is not going to be so bad. What is the clear message that you want to give to the public about how to behave and what transport routes to take during the Olympics?

**Hugh Sumner (Director of Transport, ODA):** London will be open for business. It will be 'life as un-usual' and all of us will be doing slightly different things in terms of where we are travelling, when we are travelling and how we are travelling. Will it be a vibrant city for that summer? Yes, it will be - all the live events, the cultural events, the sporting events and the spectacles that go on. We want to encourage people to have a great time in that summer of 2012.

Will there be areas of stress on the transport system? Yes, there will. For example, at certain times on certain days there will be routes that are very busy. For example, on day three, when there is the equestrian cross country events down in Greenwich, London Bridge will be very, very busy indeed as people try to go there in advance of the midday session when the cross country event starts. What TfL is doing - Ben [Plowden] may want to comment in a minute - is they are trying to define and give people a very clear view about where are those hotspots and when are those hotspots so that people can plan around that.

**Valerie Shawcross (Deputy Chair):** Isabel, is the Mayor sticking closely to the script that he has been given by TfL?

**Isabel Deding (Deputy Mayor for Transport):** The key thing is that it is very hard to tell people to make detailed plans when you do not have the detailed information that you need to make your detailed plans. On 30 November 2011 TfL is putting out much more detailed information which is site by site; so it is looking at - Ben [Plowden] can say more about this - individual locations, individual stations, individual routes in London, Underground lines and rail lines, to say, hour by hour, day by day, these are the hotspot periods. Rather than saying some are going to be bad and some are not going to be so bad, it is giving you the specific information about where the problems are going to be.

It is quite difficult to nuance the message unless you can say, "Stations A, B and C are going to be unaffected. Stations D, E and F will be really bad at these times but here is what we suggest you do to mitigate the impact of that". That is a whole range of things and it varies quite significantly depending on the station. Simplistically, if one is Mile End station, that will be quite heavily under pressure because of the live site, whereas Bank station is under pressure partly because of the large volume of businesses around there as well as the Olympic travel so it is quite a different picture and therefore the kinds of measures that you would take at Bank would be very different from the kinds of measures that you take at Mile End. That has been gone through station by station with a fine tooth comb; what is the modelling showing if we do not do anything and what is the modelling showing following a series of interventions? That will really help the whole debate and also help the overall messaging because then people start to have the information they need to make the plans that they need to.



**Valerie Shawcross (Deputy Chair):** Otherwise it looks like a bit of flip-flopping, does it not?

**Isabel Dedring (Deputy Mayor for Transport):** We were talking earlier and there are 22 hotspots in terms of stations. If you look at the number of stations on the networks - hundreds - that is, at one level, reassuring because you could say, "Right, OK. I can check my stations where I get on in the morning or where I get off" and what most people will discover is that they may well be very unaffected for their journey to work, whatever that might be; but then for those 22 locations people are going to have to be aware of what is going on. Employers nearby are going to have to be aware. That will really help, in my view, to take the whole discussion a big step forward.

**Valerie Shawcross (Deputy Chair):** Hugh, you mentioned that there is slightly more - I do not know what slightly more means in percentage terms - demand from the south side of London than you had predicted. Of course London Bridge station is on the south side. London Bridge in particular you mention as an extreme - if I may say it - hotspot with, potentially, people queuing for 90 minutes or so and you need more than a 30% decrease in the usual demand for that to cope. What is your planning around dealing with the pressures of those extreme hotspots? Is there more you can do? Do you have some contingency planning? I am particularly worried about the safety of passenger management in those stations.

**Hugh Sumner (Director of Transport, ODA):** There is a whole process underway now of upgrading the station plans for all the mainline termini and also the large Underground stations where there will be very large numbers of people using them. Working those up, working how they need to operate differently during Games time. For example, Liverpool Street will need to operate in a different manner in terms of the flowing of people through the concourses there because it will be very heavily used with people going to the Park in the morning peak which should not normally happen. That whole process in developing those 40 upgraded station plans is well underway and the designs associated with that. That then needs to be put into the context of the overall travel demand management programme which Ben is leading.

**Ben Plowden (Director of Better Routes and Places, TfL):** It is worth saying that the phasing of who you communicate with is also very important. For most people who will be travelling in London as regular Londoners next summer, if you start telling them now about what London Bridge might be like on day three it simply will not have much resonance because it is a long way away. What we have been doing in the last six to eight months is talking in detail to businesses around how they need to enable their staff and their visitors and their contractors to change their travel behaviour during the Games time.

For example, if you take something like people potentially working from home on the busier days of the Games, does the company have adequate bandwidth for people to be able to log on remotely on to the company's IT system? Do they have the human resources (HR) policies that allow them to provide flexible working from home as part of their standard practice? The conversation in detailed terms is really taking place for now with the business community around what to expect during Games time.

As Hugh has been suggesting, what is becoming clear from the modelling we are now doing is that the very most difficult days and times will be quite specific so there might be one afternoon at a particular station when a combination of background demand and Game based demand will produce a particularly acute problem at which you would need to achieve a greater than 30%, for example, reduction in background demand and that is why you are then talking in detail to

the employers in that area - for example if you are a local business improvement district or a local business community organisation - around how to deal with that.

During the course of the early part of next year we will then start talking to the travelling public, first of all, to raise awareness of the fact that London will be very busy and then, nearer Games time, to give really quite precise information about which stations will be busy at which times on which days so they can then talk to their employer about, "Could I work from home, could I come in early, could I leave late, because day four, or whatever date it might be, might be incredibly busy, therefore I am going to come in at 7am and leave at 3pm, or come in at 11am and leave at 7pm?" That would be quite specific information where you want particularly significant reductions in background demand. Talking to the travelling public about that detail at that point, I suspect, would not really have much purchase on what they decide. It is really about enabling the employers in particular to take the steps to allow that change at the time.

**Valerie Shawcross (Deputy Chair):** In terms of the management of the situation on the days when it is happening I am very conscious that London Underground has got very good practice facilities, evacuations, tannoys etc. How are you doing with the overground train operators and Network Rail? For example, is there an overarching tannoy system in London Bridge? Are they practising control and management of passenger flows in London Bridge? It is very busy at the moment and they do not seem to have much active management of passenger movements?

**Hugh Sumner (Director of Transport, ODA):** The answer to your question is yes. The stations plans that are being designed now for Games times are designed to be integrated operating plans so it combines bus, Underground, mainline rail and everyone designing their system so that it works as a total system during Games time at Liverpool Street or wherever the mainline terminal happens to be.

There would then be integrated an effective on the day leadership there which would combine all the modes to drive as one thing to ensure that right messages come out through the various tannoy systems and the people are routed in the most effective way.

**Valerie Shawcross (Deputy Chair):** Are they going to do any rehearsals though, Hugh? If people are supposed to operate a control system without having practised it then it might not work.

**Hugh Sumner (Director of Transport, ODA):** Some of the plans have already been tested. For example, the DLR during this year's London Marathon operated a very different station operating system. They practised it, they trialled it and it worked. Similar sorts of things are being used as we go along through now over the remaining nine months to prove that all of the --

**Valerie Shawcross (Deputy Chair):** At mainline stations?

**Hugh Sumner (Director of Transport, ODA):** Yes. You are quite right; you have to practise it, you have to know where to stand and what to say so that you can do an effective job.

**Valerie Shawcross (Deputy Chair):** So they are going to rehearse it?

**Hugh Sumner (Director of Transport, ODA):** Yes.

**Valerie Shawcross (Deputy Chair):** On the cable car - two things really - what is the likelihood that it will be functioning and operational in time for the Olympics? I think we would

all like to see that. Secondly, have you thought about the slightly different travel patterns and possible pedestrian congestion that the cable car might create because, obviously, it would be very popular?

**Isabel Deding (Deputy Mayor for Transport):** We are hopeful that it will be operating by the Games. There is liquidated damages in the contract if it isn't --

**Valerie Shawcross (Deputy Chair):** Can you give us a percentage guess? 75% likely?

**Isabel Deding (Deputy Mayor for Transport):** I cannot - not least because I do not know! There are many different views on this and I could not possibly seek to amalgamate them. We would all love it if it were open but, equally, it needs to be fully tested and we need to make sure it is all working - obviously - before the first people get on it.

The key thing is that the movement around that location is not predicated on the cable car so all of the assumptions about getting people to and from the venue do not require the cable car but it would be nice to have if we had it. Of course we are taking into account what happens if people are coming off the cable car and how that affects the movement in the area.

**Valerie Shawcross (Deputy Chair):** So you are planning for it to be operational?

**Isabel Deding (Deputy Mayor for Transport):** No, just being aware of what happens if there are people - that is just basic. Being aware of what the impact would be if it was operational.

**Valerie Shawcross (Deputy Chair):** So you have two plans - if it is operational and if it isn't operational?

**Isabel Deding (Deputy Mayor for Transport):** That is all being taken into account.

**Valerie Shawcross (Deputy Chair):** Can we hear "yes it is"?

**Hugh Sumner (Director of Transport, ODA):** The answer is, yes, it is. To make ExCeL work and to make North Greenwich work we need to have either the with or without and it has been designed so it works with or without.

**Murad Qureshi (AM):** Hugh, following on your comments and your analysis of the additional demand, can you tell us specifically how much of the additional demand for transport is coming from visitors?

**Hugh Sumner (Director of Transport, ODA):** If you look at the total ticket sales for the Olympic Games, roughly somewhere between two thirds and three quarters are predicted to come from the UK and about 25% are overseas ticket sales.<sup>1</sup>

**Murad Qureshi (AM):** I ask that question because it does not tell you the tour operating trade. Last week we were informed that the tour operators are suggesting there is a 95% downturn year on year on the number of visitors that we can expect. Being a sports fan myself,

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<sup>1</sup> Subsequently, the ODA clarified that 75% of tickets are being sold through the UK application process. The remaining 25% of tickets are being sold to National Olympic Committees (including the international public), sponsors, stakeholders, Broadcast Rights Holders, the IOC, International Federations, domestic break packages through Thomas Cook, and prestige and hospitality packages.

when I go abroad, apart from a ticket for the game you want a bed for the night as well. I was wondering how that tallies with your demand on the transport system?

**Isabel Deding (Deputy Mayor for Transport):** Every city that hosts the Olympics sees a downturn in the standard day to day tourism. We want to try to minimise that, obviously, as much as possible. There are a wide range of numbers being thrown around - 95% is an extreme. That is not what is going to end up happening. Some people are saying 2%. The point is there is a lot of speculation around that issue at the moment.

One of the most important things is that we give some clarity to the tour operators as soon as possible about the volume of hotel rooms that are going to be available. Many hotel rooms are held in advance of the Olympics and the sooner that we can release those the better. That is something that is with LOCOG at the moment and, from our perspective, the sooner we can get that moving will help give more clarity to the industry about the volume of beds that are going to be available. If you were outside London you might assume that all of the hotel rooms are taken up by people who have come to see the Games and that might be a natural instinct to assume that. It is not, in fact, going to be the case but we need to give people a very clear message about that.

**Murad Qureshi (AM):** I do not disagree it has been hyped about the lack of availability of hotel rooms and I dare say the pricing of it, but I do think it would help to get to the bottom of this if only to reassure those coming from abroad that they will not have to be on the park benches and there is a bed here in London to watch the events.

The other thing about the effect of demand on transport during such a sporting festivity - it is quite particular if you look at what people do when they go to particular games - they stagger their way to the game to an hour or 10/15 minutes beforehand, but we all leave at the same time. I am wondering whether the system has been set up to deal with that because that is very particular and you see that time and time again in any sporting event around the world. I want to be reassured that we can cope with that, not just in one place of London but in several places in London, at the same time.

**Hugh Sumner (Director of Transport, ODA):** The answer to your question of have we done detailed analysis of arrival and departure profiles by venue, yes, we have, and by sport, and we have then gone back and looked at arrival and departure patterns for the same sport but maybe a different venue. We have worked it all through so that you can then work out what happens.

The big challenge for London will be late in the evenings from 10pm onwards when all the venues start finishing at roughly the same time. However, at that time of day background usage tends to be considerably lower and therefore we have a third peak from around 10pm when there is plenty of capacity to get people home again.

Having said that, a lot of the venues - for example, football at Wembley Stadium - on a normal match day there would be queues at the end of the match to get on the transport system. Similar things will happen in London next year.

**Caroline Pidgeon (Chair):** If anyone travels on the Tube at 10pm you would be surprised how busy it actually is.

**Richard George (Director of Transport, LOCOG):** I would support what Hugh says. One of the things that has been very clear from a transport perspective is that, in most cases, arrival is not the problem. It is the bump out, as we term it, at the end of the event which is where there

are likely to be the transport queues. A lot of thought and worry went into the scale of Stratford stations, for example. That is why we need so much capacity at Stratford; if there are two or three events finishing in roughly the same time order at night we need to clear a lot of people away from Stratford.

We were commenting earlier about testing exercises and things. There is a lot of testing that we need to think through about how Stratford works and it has a very specific set of station plans being put together, not just the mainline stations in London but the Stratford stations themselves for exactly the same reason.

Your point is very well made. London Underground, for example, is very conscious of making sure that it has a plan that allows people to be cleared from Stratford whilst still being able to clear people from North Greenwich Arena on the Jubilee line at the same time. The phasing of these things is not straightforward and that is where all the operating worry is; making sure that it has thought through all of those angles.

The reality is that there will be queues for the transport when you finish events, just as there is at Wembley. As there will be at Wembley tonight. There will be queues to get into the Underground system. What we are doing is working with the operators to make sure that that is controlled, first of all, and minimised, secondly.

**Murad Qureshi (AM):** A comment on that. I am glad that you do appreciate that particular peak and, yes, there will be some queues – the reality in London, if you are a football fan or a cricket fan week in week out, is not terribly good over weekends. TfL has got a lot to prove here that it can cope with this when it is having difficulties most weekends anyway dealing with Londoners going to support their local teams.

**Isabel Deding (Deputy Mayor for Transport):** Can I add one thing which is we are looking at certain sites and whether we can do associated activities after the end of the events so they draw out the departure from a venue. There are active discussions going on about that at quite a few venues. Rather than having 30,000 people dumping out at once you get some people leaving and then some people waiting for the thing that happens afterwards.

**Murad Qureshi (AM):** Peter Hendy's idea last time about we should have an opportunity to have a drink afterwards is a good idea but that, in reality, does not happen as much as we would like because people tend to --

**Isabel Deding (Deputy Mayor for Transport):** This is quite different. It would be a planned event which would be in the venue at the end of the actual sport.

**Hugh Sumner (Director of Transport, ODA):** There is also a slight difference in terms of the make up. A conventional football audience tends to be of a particular type, rather than large amounts of families. If we look at the ticket sales for Olympic events it is much more likely to be families, a broader distribution of people, and it is much more of a day out rather than piling in for 90 minutes of disconsolate football!

**Ben Plowden (Director of Better Routes and Places, TfL):** One of the key planning issues is precisely the patterns of people arriving at and departing from both the Olympic Village but also things like the live sites that Isabel mentioned and the work we are doing at the moment to look at when demand at particular stations will be most acute is precisely designed to take account of on which days and at which times you will have a combination of people leaving from work and people arriving on the transport system and travelling through those stations.

In fact, Peter's remark about having a drink was more to do with what people might do at work, where they are going to be located, and just stay in the office a bit longer and watching some of the Games on TV or doing something organised in the office. It is about those commuters not having to then get on a train with thousands and thousands of spectators who will be bumping out of an event. It is very much designed to take account of the interaction between the precise timing when people will be leaving events in particular and when other people will be trying to get on the trains at the same time as part of the daily commuting. It is really making sure that you manage the behaviour around all of that to make sure that, as far as possible, you are minimising the extent to which those people are all trying to get on at the same time.

**Roger Evans (AM):** We talked obviously about Stratford and about London Bridge stations; which other stations do you anticipate will be particularly challenging for you?

**Hugh Sumner (Director of Transport, ODA):** I think Waterloo will be challenging because a lot of people will be coming in from the south west mainline train then moving on from there to events in the centre of town or in the east of town. That is going to be important for us.

The combination of Kings Cross and St Pancras with spectators coming through from the north and then looking towards either heading east, using the Circle line or Hammersmith and City round to Liverpool Street or the Javelin from St Pancras. That will be important to us.

Those are the sorts of big ones. Liverpool Street will face a slightly different challenge because it will have people coming into London in the morning peak but leaving London to go to Stratford at the same time so you have got a different dynamic there. So you have a lot of counter-flow traffic.

Similarly London Bridge, the challenge there will be counter-flow traffic where you have got commuters coming into town but people trying to leave to go and watch the equestrian events in Greenwich Park.

It is not a 'one size fits all' but those are the sorts of stations that are likely to be busy from sports scheduled events. Then you have got things like the road events at weekends where you are probably likely to get the Victoria line stations coming greatly to the fore. Green Park will be important because it is at the centre there and feeds a lot of the cultural and live sites at the same time. Those are the places that are going to be busy.

**Richard Tracey (AM):** I wanted to take up with you the business side, the business deliveries and the general inter-relationship between you as planners with the various businesses. Are you satisfied that the planning is up to speed on this?

**Ben Plowden (Director of Better Routes and Places, TfL):** I think the answer to that question, Richard, is yes. It is quite striking that there was a surge in interest in the business community in the Games once the last summer holiday was out of the way, so early autumn this year business organisations and individual companies significantly increased the number of questions they were asking us and the amount of interest they had in the Games.

We have been holding a whole series of engagements both with business associations like London First, the Confederation of British Industry (CBI) and the Federation of Small Businesses (FSB), but also with individual companies. We have got about 450 individual employees signed up for advice to do with their particular location - we call it site specific advice - which comes back to the point I was making before about what is going to be quite specific to their location



at particular times and days during the Games. That represents about 500,000 employees employed by those companies and, of those, about 100 have now got action plans, real plans of activity, in development which we are obviously reviewing with them.

On the freight side we had an event back in September 2011 with a significant number of both the freight trade associations but also individual operators, both clients of freight but also logistics and freight distribution companies. We have got a second one of those events in early December 2011 and between those two events we have had a series of working group meetings looking at the issues and challenges facing particular parts of the freight industry so, for example, cash in transit has a very specific set of requirements in terms of delivery and collection of cash from banks and businesses. The NHS has a different set of requirements, for example, about emergency vehicles and delivery of supplies to hospitals and so on. Individual sectors within the freight industry will have quite different requirements in terms of where they need to be and when they can be there and whether they can flex their delivery patterns according to what they are trying to move around the city.

There is still a lot of work to be done but we have now very much got the active attention of both the freight associations like the Road Haulage Association and the Freight Transport Association, but also the major freight operators and their clients like the big supermarkets, like the brewery companies and like the NHS. That work is pretty much where it wanted to be. It does not mean that there is not going to be a substantial challenge in terms of making sure that London keeps supplied with goods and services - to your point about combining that with road events and whether the road closures can be managed for deliveries.

**Richard Tracey (AM):** The inevitable question that is always asked is is there a Plan B if things go wrong? You have heard it already with some of the rail services and the bus services. Is there a Plan B for freight delivery if it all goes pear shaped in the event?

**Ben Plowden (Director of Better Routes and Places, TfL):** In the sense of if there was a specific event like a burst water main or a lorry jack-knifing at a particularly sensitive point in the network then, yes, that would be very much part of our contingency plan that we discussed earlier on and that will have been trialled and practised as part of the live exercises we are doing in the run up to the Games.

We are reasonably confident, in broad terms, we will be able to keep London supplied with goods and services whilst accommodating the Games on the road network. The answer to that is, yes, we will. The Plan B will be more about where a particular episode happened that had not been planned to do with the road network where there are contingencies in place that would adequately meet that.

**Richard Tracey (AM):** There are specifically 372 businesses in the real hot area of the Games. Presumably, you have communicated very directly with them so that they are happy about how they are getting their deliveries?

**Ben Plowden (Director of Better Routes and Places, TfL):** Absolutely. Just this evening, I am going to address the Midtown business improvement district to talk about precisely this. There are 150 local businesses coming, of various sorts, right across smaller companies, major employers and voluntary sector organisations. We have got a very active programme of engagement both directly with individual employers - over 400 of those - but also through business improvement districts, through the trade associations, through local trade associations and the Chamber of Commerce. For example, we have had 25 workshops with small and medium sized enterprises (SMEs) and we are talking to about 60 business intermediary

organisations who, between them, represent about 200,000 different mainly small employers. We really are engaging right across the geography of the Olympics but also from major employers like the BBC or some of the big companies in central London down to SMEs who have much more localised specific requirements.

**Richard Tracey (AM):** Even despite what you have just been setting out, the Federation of Small Businesses is still saying that there are a large number of their members that do not believe they have received the information they want, they are not in touch, they do not work when the workshops are taking place. Yesterday I think it was the London Chamber of Commerce who was saying that 20% or more of businesses - I think I have got the figure right - were totally unaware. Why are the stories still coming out when you say you are doing so much.

**Ben Plowden (Director of Better Routes and Places, TfL):** There are two separate issues. One is, is everybody fully aware of the specific implications of the Games for them? Probably not. We are regularly tracking through research and the level of awareness amongst London businesses in terms of are they aware of the Games, are they thinking about whether the Games is going to affect them and that data is where we are likely to be in terms of awareness.

We are also working very closely with the FSB, with the Chamber of Commerce, with London's CBI and with organisations like the New West End Company to make sure that they are also communicating to their members with whom they have a very direct and effective relationship.

We are both directing communications to the organisations themselves but also going through organisations like the FSB. To follow up that story - I think you were referring to a story yesterday in the *Financial Times* - to check with the FSB that we are doing as much as we can through them to allow them to communicate things to their own members because, in many cases, they will be the most effective channel for this conversation. We can do stuff alongside that but often it is going to be the business associations themselves who will have the most important relationship.

As I said earlier, there has been a very significant increase in interest in the business community since the summer holidays - really this autumn. I am reasonably confident that we will have spoken to everybody to speak to and have given them the information they need to plan, certainly by the time the Games come around.

**Richard Tracey (AM):** At one of our early meetings about this subject we had somebody from London Councils here and we discussed the whole idea of lifting the lorry control scheme for the period of the Games to allow for night time deliveries whereas they might not normally take place. I hear that that has not happened and London Councils themselves have not been prepared to lift that prohibition. That seems to be rather backward thinking I would have thought.

**Ben Plowden (Director of Better Routes and Places, TfL):** There are a number of different regulatory regimes that affect freight operations so the London Lorry Control Scheme is obviously one. Operators and supermarkets, for example, will have planning conditions around when they can or cannot receive or make deliveries out of hours. There are issues around the licences issued by the Traffic Commissioners. Those all have slightly different regulatory implications.

We need to get to the point where we have managed to reconcile the need for greater flexibility in when and how freight deliveries take place with the understandable desire of the local authorities, in this case represented by the councils, not to allow a coach and horses to be

driven through protections for local residents around particularly noise at night which is quite well cherished, quite understandably. TfL is involved in that process by talking with both sets of interest - the freight industry and their clients, such as the major supermarkets, and the local authorities - to make sure that we have got in place a regime which allows the freight industry to know when it can do things and what enforcement regime will be in place, but does not give local communities the sense that big trucks will be turning up at 4am with their reversing beepers.

We have got seven pilots going on at the moment looking at the practicalities of overnight deliveries in terms of vehicle choice and how you manage the physical process of that, and that will enable us to produce a code of practice sometime between now and the middle part of December to help operators in the boroughs work out what will be acceptable even within the current restrictions they operate under.

**Richard Tracey (AM):** Isabel, from the point of view of the Mayor's Office, you have an overview of all this. Are you satisfied that all these things are coming into place? Obviously, the image of London is very important to the Mayor's Office. Are you satisfied?

**Isabel Dedring (Deputy Mayor for Transport):** I think there have been two problems. One is the timing of when we are able to give people very detailed information in order to plan freight deliveries versus when some businesses would have liked to have it. Those two have not tallied up. I was just talking to some people from John Lewis yesterday. They were saying, "We would have liked to have had this information two years ago". Different businesses are different. Then there are other businesses where they do not want to know about it until the month beforehand. That is too late. I do not want to second guess when people do their planning but that is where one source of some of the complaint from the business sector has been. It would have liked to have certain bits of information earlier on.

We are where we are is the short answer. We are all very seized of the fact that people do need this information otherwise they are not able to make their plans in detail. We obviously want to start doing the planning because they know some of the basic outlines. Clearly what is coming out over the next couple of months is going to be absolutely crucial in order to enable people to do the detailed planning that they need to do. There has been a timing issue there. Related to that there has been an expectation management issue about when am I going to get what information. We probably should have set that out a bit more clearly with people early on because, again, different people have different expectations about when some of those things are coming forward.

As regards the night time issue, that is still a live issue. It is very much in the boroughs' court to deal with because of the planning restrictions and the lorry control scheme. It is something that we are very actively engaged with them on and that is just one of those difficulties of freight delivery in London; it is bound up in the planning permission for most of these locations. Then there is the lorry control scheme as well. The boroughs are, understandably, very nervous about what their residents' reactions are going to be - both the perception of what might happen and also the reality. Obviously the sooner that can be resolved the better so that businesses know what the hours are that they are operating under in terms of the delivery times.

**Ben Plowden (Director of Better Routes and Places, TfL):** Two bits of analysis are underway. We have talked to some extent so far mainly around the public transport issues. We are also going to be producing much more detailed road network information about what people using the road network can expect in terms of additional journey times if all the things that happen happen in a way that they may do which, at the very least, will give them a chance

to think about what, for example, freight deliveries they would need to factor in, in terms of planning rosters and vehicle numbers. Those are being prepared for an event at the end of this month which will give a much greater degree of reassurance in the business community about what conditions will be like so they can now start doing the planning ahead of that, in good time to make the relevant decisions internally.

**Jenny Jones (AM):** Before we move on, there is really not any serious discussion about putting freight into priority lanes is there?

**Ben Plowden (Director of Better Routes and Places, TfL):** Do you mean in bus lanes?

**Jenny Jones (AM):** Yes.

**Ben Plowden (Director of Better Routes and Places, TfL):** Not that I am aware of, no.

**Jenny Jones (AM):** I wanted to clarify. Good.

**Ben Plowden (Director of Better Routes and Places, TfL):** I will double check but as far as I am aware, Jenny, no.

**Jenny Jones (AM):** I think it is an absolutely stupid idea.

I wanted to come on to walking and cycling. I nearly came in when Valerie [Shawcross] was talking about hotspots because obviously getting people on to their feet and on to bikes would mean that there is less pressure on public transport generally. Is the Journey Planner for the Games going to point out to people when it is faster to go on foot or by bike? Is that a component of the Journey Planner?

**Hugh Sumner (Director of Transport, ODA):** I will try to give the résumé of where we are. In total, some £25 million has been spent upgrading walking and cycling routes in all competition that is both within London and outside London. Now to support that we are going to have to get people using those routes before the Games and then during the Games and after the Games and therefore, with our colleagues in TfL, a month ago we launched the Active Travel Programme which is designed to encourage people to use these routes in advance of the Games and get used to them as a way of getting to the competition venues during the summer of next year. That Active Travel Programme which we are funding embraces both special cycle maps, led walks, led rides and such like as well as good signing to get people to the competition venues. All competition venues will have temporary secure cycle parking to encourage people to ride there and then park their bike safely and securely during the Games and what that means for the Park alone is some 7,000 temporary cycle spaces to feed the competition venues that will be operating there during Games time.

Ben and TfL are the people who are putting the networks in for us and they are driving this forward as part of this active travel programme.

**Jenny Jones (AM):** Can I urge you to answer my question as well about the Journey Planner?

**Ben Plowden (Director of Better Routes and Places, TfL):** There is a discussion going on at the moment about how best to provide useful information - and there is information on Journey Planner and on ours - about walking and cycling journey times. One of the questions you raised was how to make sure that that information in terms of comparing choices is provided when it is most useful to spectators. That is a conversation going on at the moment

between ourselves and the people running the spectators' Journey Planner design. We can certainly come back to you and let you know where we have got to with that conversation once that has been resolved.

**Jenny Jones (AM):** It seems an obvious thing to do if you are trying to - I am actually concerned that your targets for walking and cycling are fairly abysmal. We did recommend as a Committee that you boosted them and they are still very low. For example, cycling you have got at 2% which is lower than the current level in the area so you are actually predicting a decline in cycling during the Games.

**Ben Plowden (Director of Better Routes and Places, TfL):** We wanted to make sure that we had a target - as Hugh picked up - depending on where the spectators would be coming from and that partly takes account of the patterns of travel that will be going on. Obviously you are not going to cycle if you live too far from one of the venues.

We wanted an intention around cycling and walking alongside the public transport improvements that were realistic. Partly because people will be coming to the main Olympic venues in lots of different directions you need to take account of where the journeys start and how long they are in terms of your overall cycling target. It will not suit people commuting from central London to the Park. They will be coming from all sorts of different origins depending on where their journeys have started.

There is a debate about whether the targets are ambitious enough but we think it is an important part of the overall mix of travel.

The other issue to bear in mind is the extent to which we can get people to walk, in particular in central London as implied by your question earlier, as opposed to jumping on the Tube or buses for some of the shorter journeys. We have just finished a pilot at Waterloo which we are reviewing the results from in terms of whether it is possible, by giving out Legible London based information, to get people to choose to walk from Waterloo to central London destinations, rather than jump on the bus or the Tube. Clearly part of the planning activity running up to and during the Games will be to divert people from getting on particularly crowded trains or particularly crowded stations and making short walks either to their destination or to another public transport station where there may be less crowding on the line in particular, so between the Jubilee line and the District line.

**Jenny Jones (AM):** You seem to have forgotten I actually introduced Legible London to the then Mayor, Ken Livingstone, so I know all about it. I do understand. That is not the point. The Games is all about ambition and you have pitched your ambitions on walking and cycling very low. It seems to me that that is inappropriate and I still would urge you to do better. You talk about £25 million. Double it then. Do more. Make cyclists and pedestrians safe.

Are the Greenways all going to be open during the Games, because there is some rumour that they are going to be closed for security reasons and so on? If you start closing the Greenways you are going to deter people, aren't you?

**Hugh Sumner (Director of Transport, ODA):** There is a short section of Greenway just south of the main stadium which will - because of where it is - need to be shut during Games time but the rest of the Greenways, the 75 kilometres of route that have been upgraded, will be open during Games time.

**Jenny Jones (AM):** What is a short section?

**Hugh Sumner (Director of Transport, ODA):** A couple of hundred metres.

**Jenny Jones (AM):** Will that disrupt the flow? Does that mean people will not be able to access?

**Hugh Sumner (Director of Transport, ODA):** No.

**Jenny Jones (AM):** Could we have a plan of that? I would like to know --

**Hugh Sumner (Director of Transport, ODA):** We will send you a briefing note.

**Roger Evans (AM):** I am familiar with this. That is the bit on the top of the northern outfall, isn't it, through to Stratford?

**Hugh Sumner (Director of Transport, ODA):** Yes. It is a very short section of that particular northern out force. I will send you a note.

**Roger Evans (AM):** How will people walk that distance instead then because of security and the complexity there makes it quite difficult to have an alternative to that.

**Hugh Sumner (Director of Transport, ODA):** There are two accesses into the Park from the south. There is the one bit that comes off the top of the Greenway down through the south there and you go through security into the Park that way. Then there is a west access just to the west of the main stadium on top of the Greenway there, again, which gets you into the Park. You will be able to walk along the Greenway from either end of it and get down into the Park through security and then to your competition venue. We will send you a technical --

**Jenny Jones (AM):** I would like to see that.

**Hugh Sumner (Director of Transport, ODA):** The answer is all those eight routes are going to be available, 75 kilometres, during Games time.

**Jenny Jones (AM):** Back to the Greenways. I understand that the London Cycling Campaign has said that there are some barriers on those Greenways and it has made suggestions about how to improve them. Are you going to listen to the London Cycling Campaign on this?

**Ben Plowden (Director of Better Routes and Places, TfL):** To be honest, Jenny, I was not aware they had specifically come up with suggestions but, yes, absolutely, if there are concerns about the connectivity of them we would certainly have a look at those.

**Jenny Jones (AM):** Perhaps when you brief us you can tell us whether you have met the London Cycling Campaign and whether you have done anything about its recommendations.

**Ben Plowden (Director of Better Routes and Places, TfL):** Yes.

**Jenny Jones (AM):** Lastly, the London Cycling Campaign, again, has suggested that you improve cycling between Stratford High Street and Bow Roundabout in view of the fact that we have had two cycling deaths there on the cycling superhighway at Bow Roundabout. Are you going to put in place the improvements that the London Cycling Campaign has suggested? I have cycled it myself and blue paint - as many people round this table have said - does not protect you.

**Ben Plowden (Director of Better Routes and Places, TfL):** There have been two terrible events at the roundabout in the last two or three weeks and we need to look at those very closely in terms of what we need to take away in terms of a possible change to the design or the approach of the junction and obviously there is a police investigation going on on both of those as well. We need to look at whether we need to make any changes in the run up to the Games.

It is worth saying though that in order to get access to the Games certainly from the west, which is the direction in question, to get to the cycle parking that is going to be provided, there will be several preferred ways to get to the cycle parking that would not require you to go across the Bow Roundabout from Bow Row to the High Street. We will be directing people deliberately away from Bow Roundabout, not specifically for the reasons you have raised but because where the cycle parking will be located does not necessitate you going round the roundabout. In fact you would be better off not going to the roundabout and that is shown on some of the maps we have now got out for the areas around the Olympic Park.

**Jenny Jones (AM):** People will be drawn to that because it is a cycling highway already so they will assume it is safe.

**Ben Plowden (Director of Better Routes and Places, TfL):** We need to make sure that they are aware of the other routes to the cycling parking because that will not be the best route in terms of where the spectator cycling parking will be. As I said, we will have to look at the design of the roundabout in the last couple of weeks and make sure that we have done what we need to do.

**Jenny Jones (AM):** Can I urge you to meet with the London Cycling Campaign and listen to them? These are gifted amateurs. You are getting free expert advice. It seems mad not to use them.

**Ben Plowden (Director of Better Routes and Places, TfL):** Of course we will and we have engaged them. We obviously engaged them in the design of the cycle superhighways in quite a high level of detail right the way through the process of the design route we have got so far and we have been contacted by them, not surprisingly, about setting up a meeting to talk about Bow in particular.

**Caroline Pidgeon (Chair):** The issue then is that the London Cycling Campaign often feels they put very good suggestions forward and then you just ignore them. Bow Roundabout is one of those examples where they have suggested several times that changes need to be made and TfL has, for whatever reason, decided to ignore those suggestions.

**Ben Plowden (Director of Better Routes and Places, TfL):** I would not use the word ignore. The issue is there are suggestions about designs at lots of locations and not all of them can be accommodated. That is a slightly different issue than whether we did not listen. We are actively engaged with the London Cycling Campaign, particularly around the design of the cycle superhighways, including the ones already on the ground, and - to meet Jenny's point - we need to meet with them again and check we have had that conversation in the light of what has happened.

**Caroline Pidgeon (Chair):** Just to pick up the Bow Roundabout issue you said you were going to look at a possible change of design. I realise you will be reviewing that at the moment. If you are planning any design changes will that be done as soon as possible and certainly before the Games?

**Ben Plowden (Director of Better Routes and Places, TfL):** It depends on what design changes might be necessary and how quickly they could be done. You obviously would not be able to do very substantial civil engineering works, even if that seemed to be appropriate, but if things can be done that are suggested by that review then we would do them as quickly as we could, yes.

**Richard Tracey (AM):** I wanted to change to the river services because all through the discussions of the Games there has been this point. Indeed, it is one of the Mayor's objections; to get as many people as possible travelling by river as an alternative means of transport alternative to others. Do you feel that this has gone far enough yet? Certainly we have heard quite a number of plans of extra cruise boats being used as well as the Thames Clippers. Are you actually using as many of the piers as you possibly can? Greenwich Pier of course is being done up for the equestrian sports but there is a Reuters Pier which is not very far from Stratford and it seems to me there is another potential which perhaps has not been pursued quite as vigorously as it ought to have been.

**Hugh Sumner (Director of Transport, ODA):** The point you made in generality which is are we trying to get the best we possibly can from the river system is well made. The answer to your question is we have mobilised as many vessels we can: Thames Clippers and cruise vessels. We are co-funding the upgrading of Tower Pier, for example, over there and we are just starting work now with our chums to design the management of the pier during Games time so we can get the maximum number of vessels for both the general cruises but also the corporate hospitality and all the rest of it, the commercial opportunities there. That is all being worked through.

Some of the piers are much more viable than others. For example, Greenwich will be probably the most heavily loaded pier because you have got an equestrian event down there and right adjacent to it. The second most heavily used pier will be the North Greenwich Arena because it is close by and readily useable. The ones I will be focusing on more are trying to get as many people as you can down to Woolwich Arsenal to watch the shooting there because that is a reasonable journey up the top of the hill there.

Your general point is well made and we have been trying to promote the river services as much as we possibly can for the Games time. Already a year out from the Games you can pre-book your river journey now ready so you can experience London in all its glory.

**Richard Tracey (AM):** I mentioned Reuters Pier. There is a real argument that you could use that pier and then you could put on a shuttle bus service to get people to the main Park.

**Hugh Sumner (Director of Transport, ODA):** When we have done the work and the analysis of the Reuters Pier its greater use may be serving ExCeL rather than the Park itself because that is just down the road there so it is more of use for that. The big haul there will be down to the North Greenwich Arena there where you have got 20,000 people and the pier is right adjacent to it so you do not need to put in shuttles so it is much more viable.

The other thing that played into that particular area is - we touched on it earlier - the cable car itself, which will have a different dynamic as well.

**Isabel Deding (Deputy Mayor for Transport):** As you know we are actively working on the Reuters Pier to see whether we can move that forward before the Olympics so that is something we talked about in the past. Just so that other people are aware that we are not just saying,



“Too bad that has not panned out”. We are looking to see whether we can bring that into use more effectively during Games time. The final word has not been said on that.

**Richard Tracey (AM):** The other thing that seems to be an anomaly is that people can get free transport on the TfL services with their ticketing arrangements and they can also get free travel on the mainline rail services with the ticket but they can't on the boats. Why?

**Hugh Sumner (Director of Transport, ODA):** It is exactly the same situation as holds good today with Travelcards. Travelcards provide you a discount on river services and the same will hold good at Games time.

**Richard Tracey (AM):** But only a discount, not free travel? You organised it for all the other modes of transport but not for the river, which seems to me an issue.

**Hugh Sumner (Director of Transport, ODA):** The general principle we adopted is that we would adopt the same thing during Games time as today and we would, in effect, purchase on behalf of the spectators a Travelcard giving the same travel validity.

**Victoria Borwick (AM):** Can we go back to the Olympic Route Network (ORN) please because, again, clarification for Londoners is about Games Lanes and the ORN is sensible for the sake of the fact people may be watching us. Firstly, a really easy question, could you re-clarify for us who the users of the ORN will be? We know about the sponsors, the competitors and the various back up people so, when you come to answer, remind us of those users. Perhaps you could talk again about the impact of prioritising the ORN over the rest of the road network and, going back to the questions the Chair asked earlier, about flexibility and what flexibility will be used and the times the ORN will be operating and when you have the flexibility to stop using them and when you will have some flexibility to change their use if something is not working on the network, as has been referred to? We really would like a bit of a grown up conversation about the various options available and what flexibility you will have because the one thing that we are all aware of is we do not want to have shut off parts of London's roads for hours and hours and hours that is not necessary and we do not want the ORN to be empty yet, obviously, we want to make sure that it is well used if we are going to make this restriction.

**Richard George (Director of Transport, LOCOG):** If I may I will start with who is using it. This is quite a complex set of issues in terms of the ORN. We need it because there is an awful lot of traffic that is Games related traffic. The traffic that everybody focuses is on exactly as you mentioned, the priority traffic, and the priority traffic is the athletes and the Games Family and the Games Family includes people like broadcasters, media and sponsors and those are the key groups that people have focused on. The ORN is also used by what I would call operational traffic for the Games too, a lot of which is outside of hours in terms of the ORN but still necessarily needs to take place. There are many vehicles, for example some of the broadcasters, that use the ORN once, get into a venue, park up, stay there for a fortnight and come out again but there are lots of vehicles that do those sorts of trips. On a regular basis, day to day, through the Games, the primary users are the people that we have already talked about at Games time - the athletes etc - but there are quite a lot of operational logistics movements that need to take place as well.

**Victoria Borwick (AM):** Do you envisage that, to somebody else observing it, it is going to look busy and full and therefore we have made this trouble? What flexibility are you going to have? Obviously you do not want part of the road network, because we cannot afford it in terms of getting people around, empty.

What flexibility will you have for real time changes? It is the reverse of what was said earlier about contingency. What are your real time alternatives?

**Richard George (Director of Transport, LOCOG):** Let me answer that in two ways. On the larger scale what we have always said is that we will only use those bits of the Olympic Route Network when they are required so there are certain routes which go to venues and when that venue is not in operation we would not be using - and that has always been fundamental.

The issue in terms of the time of day and can we switch it on and off at different times of day I would defer to TfL who actually do management limitation. Generally speaking, that is difficult because once the powers are in and once these road junction changes are in, that is difficult.

Is it going to look permanently busy? It will be a bit like some of the big railway stations. There will be times it is overcrowded and there are other times it will look not as busy as you might want it to look because there will be tidal flows just like there is with spectator traffic etc.

It is in those off peaks that we will be pushing many of the operational vehicles and delivery vehicles because that is when it is least priority for the priority traffic. We have a flexing game that we need to play as well in terms of what we move and when. There will be times it looks less busy than at other times of day, yes, because that is the nature of tidal flow. There are lots and lots and lots of people who need to get into work for the massive media centres and things on the Park and they will all tend to want to go in first thing in the morning just the same as everybody else is going to work and coming home again.

**Victoria Borwick (AM):** So you are saying sometimes there will be more people allowed on the Olympic Route Network than others?

**Richard George (Director of Transport, LOCOG):** It is not a question of allowed on. It will be busier at some times than others, yes.

**Isabel Deding (Deputy Mayor for Transport):** Are we mixing the Games Lanes and --

**Victoria Borwick (AM):** No, that is why I wanted to clarify.

**Isabel Deding (Deputy Mayor for Transport):** Are you talking about the ORN and not the Games Lanes?

**Victoria Borwick (AM):** Yes. I am talking about the ORN.

**Isabel Deding (Deputy Mayor for Transport):** It is not as if only the Games traffic can use the ORN; so can ordinary traffic. Therefore we would fully expect that we will be seeing a lot of ordinary traffic on that route network. The thing that distinguishes the ORN from the regular road network is not access; it is the traffic light timings at some of the banned turns, the removal of the loading bays and those kinds of things, but it is not an access issue in that sense. Is that a good explanation?

**Victoria Borwick (AM):** Not everyone can use the ORN?

**Isabel Deding (Deputy Mayor for Transport):** No, that is not right.

**Richard George (Director of Transport, LOCOG):** Everybody can use the ORN

**Isabel Deding (Deputy Mayor for Transport):** Exactly. Everyone can use the ORN. 1% of London's road network will be the ORN, of which one third will be Games Lanes. Let's talk about the ORN first. Everyone can get on the ORN who wants to --

**Victoria Borwick (AM):** Fine, and then the Games Lanes --

**Isabel Deding (Deputy Mayor for Transport):** The only thing that makes it different from the way that road is today is that the traffic light timings might be slightly different. There is a separate point about the Games Lanes.

**Caroline Pidgeon (Chair):** I want to pick up a point that Isabel said but, before I do that, can we welcome Rosetta Primary School from the London Borough of Newham who have just come in? We are the Transport Committee and we are looking at Olympic transport which will be very much of interest to you coming from Newham.

I wanted to pick up a figure Isabel just said because you said that, in terms of the ORN, a third of it is going to be Games Lanes but in February 2011 we were told that it was going to be a quarter. Have you increased the amount of Games Lanes on the ORN?

**Isabel Deding (Deputy Mayor for Transport):** I have only ever heard a third but perhaps somebody else ...

**Caroline Pidgeon (Chair):** Our evidence in February 2011 was a quarter, so has it changed? That was from TfL.

**Isabel Deding (Deputy Mayor for Transport):** It has always been a third as long as I have been around. That is all I can say on the subject.

**Hugh Sumner (Director of Transport, ODA):** I am not aware of any change. Unless somebody has done the maths differently I am not aware of any change.

**Caroline Pidgeon (Chair):** Perhaps we can get that clarified because we have had previous evidence.

**Victoria Borwick (AM):** We have established then about the ORN so let us go back to the Games Lanes. One of the other Committees that I sit on, chaired by Dee Doocey, we had an open meeting last week on the Olympics Security Committee and we were talking to some of the people who will be using it, including and asking TfL of its plans, the fire, London Ambulance and all the various other people. There were concerns raised by them about restrictions being put on them by the Olympic organisers that although they would be able to use their blue light services when they are on a shout they may have a problem returning to base when they were not using them. This is using the Games Lanes in this particular incidence. In other words, where you have control and command centres or where you have fire bases or ambulance bases for that matter who need to get back to base and to operate as business as usual, there were concerns that the Games Lanes would be restricted to them. This is obviously something that has got to be agreed with negotiation. This was a public meeting and this is also a public meeting. Perhaps you could give us some clarification on that?

**Richard George (Director of Transport, LOCOG):** We have always said anybody with a blue light flashing is a priority. We understand that. My understanding in terms of the exact usage of the ORN in terms of discussions that TfL has had with the aforementioned services is if it is a

routine going back to base we would not expect those vehicles to be in the Games Lane. In the Games Lane. They will of course still be using the ORN.

**Victoria Borwick (AM):** Yes, but we are talking about the Games Lanes aren't we?

**Richard George (Director of Transport, LOCOG):** Correct.

**Victoria Borwick (AM):** If unfortunately, because of the position, we are not going to be moving the ambulance bases or the fire engines, opening a new fire station is a once in a hundred years occurrence, therefore, if they happen to be situation on a Games Lane, how can they operate?

**Richard George (Director of Transport, LOCOG):** Because where the Games Lanes are is still the ORN. I cannot think of any specific incidences where there is only a Games Lane and no other road next to it.

**Hugh Sumner (Director of Transport, ODA):** There would not be a Games Lane and no other general traffic lane.

**Victoria Borwick (AM):** So you are saying that if they are not on a shout emergency vehicles will not be able to use the Games Lane?

**Richard George (Director of Transport, LOCOG):** I will go and clarify. My understanding is that that is what the position is currently.

**Valerie Shawcross (Deputy Chair):** The legal practice of being able to use a blue light differs between the different emergency services and ambulances are not allowed to take a patient back to hospital on a blue light; they only can use a blue light on the way out to an emergency because there is an assumption that the patient will be stabilised. I would have thought priority ought to be given to ambulances in any situation.

**Richard George (Director of Transport, LOCOG):** That sounds to me an enormously sensible suggestion.

**Victoria Borwick (AM):** What we are really saying is this issue was highlighted to us only last week and we thought this was absolutely the Committee to bring it to to make sure that we go back and publicise this problem because all of us want it to work. That is the point that we are saying to you --

**Richard George (Director of Transport, LOCOG):** Absolutely. We all want it to work.

**Victoria Borwick (AM):** Exactly as Val has just clarified, as there are different practices, there are various people that the public would expect will be able to use a Games Lane. If we do need to be a little flexible in how we are interpreting some of the regulations --

**Richard George (Director of Transport, LOCOG):** I agree.

**Victoria Borwick (AM):** -- that is what Londoners would expect.

**Richard George (Director of Transport, LOCOG):** I agree. I will have that conversation with TfL. I agree.

**Victoria Borwick (AM):** We are also a bit concerned about London Councils, that the traffic management and parking plans are now dangerously late. We want a bit more clarification about when we are going to warn people about both the ORN and when the Games Lanes are going to operate and, again, what flexibility there will be.

**Richard George (Director of Transport, LOCOG):** I think the perception developed during the summer time and the early autumn that we were late is a little like Isabel's description earlier; to be fair, we probably did not get the timing of this right. The fact is that the ORN consultation and the publicity and the consultation in engagement in relation to the ORN came out earlier than the traffic management and the parking issues that were brought out as well. As a consequence, we probably stuck ourselves in the foot a bit because we have ended up looking like we are late.

What has happened is there is a whole series of overlapping work streams. There is local area traffic management. There is what is called Last Mile in terms of the walking routes between transport hubs and venues. There are issues about freight that we have already discussed. There are issues about security and the security overlay to some of the venues as well. The way in which the venues themselves work and how all these things need to come together and they need to manifest themselves in the publicity and information we put out to local communities and to residents.

Local area traffic management and parking is partially about making sure the traffic in the immediate vicinity at the venues works because, if it does not work, why did we put the ORN in? That last couple of hundred metres is critical. The parking is partially to make sure that traffic works but also to make sure that everything works for the residents too, because what none of us want is to find that thousands and thousands of cars turn up in the streets around venues where there may currently be no parking restrictions and we would end up with - I always hesitate to use the word chaos but what we do not want is thousands of cars all over the place when what we want to have is a controlled environment both for the residents and for the Games.

In terms of are we late, I do not think we are late; we are later than perhaps would have been beneficial. I accept that. We are going through the process now making sure that all those different workstreams all come together. That is quite complicated because some are more mature than others. They all have to work with the ORN consultations as well. We are going through that process now, between now and the end of the year. We are already out engaging in a number of boroughs in terms of parking. In all of the individual boroughs we are currently in detailed debate about exactly what the measures are, exactly how they are implemented and what the zones are for restrictions on parking.

We are developing Memoranda of Understanding with every borough throughout London in terms of how that works. The full engagement of how this is presented will roll out from December 2011 through until March next year in terms of borough by borough as we take everybody through it.

What we found when we went round all the boroughs this summer, quite correctly, was that boroughs could understand that there were various different workstreams coming but they really wanted to see it all together because it is only when you see the freight issues and the traffic issues and the ORN issues altogether that people can understand what does it mean for me then. We understand that. It has just actually been quite complicated to bring all the different workstreams together. We are on with that and the detail is being worked through with the boroughs individually.

**Victoria Borwick (AM):** Yes. We have seen plans here of the expectation that people are going to hopefully be able to cross the road outside the Earls Court Exhibition Centre in order to get to the venue --

**Richard George (Director of Transport, LOCOG):** Correct.

**Victoria Borwick (AM):** -- and yet if it is a Games Lane then the Games Lane traffic is not going to stop.

**Richard George (Director of Transport, LOCOG):** You have picked on a classic example of --

**Victoria Borwick (AM):** That is my job on this side of the table!

**Richard George (Director of Transport, LOCOG):** - where we have had to work very hard to try to reconcile lots and lots of very good plans individually that do not work together. That is precisely the process we are going through at the moment which we are having to do across many, many venues and many, many streets and very many of these individual issues.

From a transport perspective and from a traffic management perspective, running a road race through the middle of London is a nightmare. It cuts across the ORN, it is difficult to get to certain other venues which are in operation at the time, on certain days at Earls Court it is difficult to get people to and from Earls Court because of a road race. There are all sorts of very good reasons why we want to showcase London by having road events through town but, from a traffic management perspective, it makes it quite difficult for ourselves.

**Victoria Borwick (AM):** Could you also refresh us, on the ORN, on the parking and enforcement fines and other measures that you are introducing?

**Hugh Sumner (Director of Transport, ODA):** Firstly we start consultation in terms of what the penalty charge should be. The ORN penalty charge, which we discussed last time, we are talking in terms of £200 rebated back to £100 for moving and static offences on the ORN. At the same time now we are out for consultation because there are amendments going through the Houses of Parliament to do with the road systems during Games time and also London Councils out for consultation, similarly for how you protect local communities around venues, which is what Richard was talking about there.

This whole thing will need to come together immediately after Christmas with conversations with the Mayor and the Secretary of State because both those parties need to be comfortable with what makes sense to support the communities but also make the Games work effectively. That is the sort of timescale we are talking about.

**Victoria Borwick (AM):** If cars are removed on the ORN will they be taken to temporary pounds? Have you formulated your --

**Hugh Sumner (Director of Transport, ODA):** There is a whole discussion going on at the minute with London Councils and the boroughs themselves about what is the most effective way of doing things. The reason I say that is that there are different ways you can do it. You can either move them round the corner out of the way so the whole thing keeps going, or you could put them in pounds. It all depends exactly where you are because you need to maximise the effectiveness of those vehicles, keep the networks flowing effectively and support the

residents themselves. There is a whole conversation occurring now about that similar enforcement and lift and shift arrangements.

**Victoria Borwick (AM):** As those plans develop may I ask that you keep this Committee informed?

**Hugh Sumner (Director of Transport, ODA):** We will keep you advised, yes.

**Victoria Borwick (AM):** Thank you very much indeed.

**Caroline Pidgeon (Chair):** London Councils have expressed to us huge concern over this whole parking issue. In fact they said that one of the issues is TfL is not able to charge a fee for relocation of a vehicle if you have moved it to a side street and may be liable for any damages and if the penalty notice is as low as £100 if paid within 14 days they describe it could be like valet parking and effectively with four people in a car it might become a desirable place to park because you would then move it neatly round the corner. What are you doing to address London Councils' quite serious concerns about this matter?

**Hugh Sumner (Director of Transport, ODA):** They themselves are out for consultation at the minute on the same subject. It comes back to this issue of local community. If everyone piles into a car - get five people in a car - park it up and the existing tariff is £80 and it is rebated to £40, £40 split five ways is not very much in terms of parking. The fundamental point they make around a consistent coherent message to people, "This is a car free Games - use public transport", is very, very important to communities.

Some of the boroughs which have existing sports venues - say, for example, Stamford Bridge, Craven Cottage or Wembley - have their own match day arrangements very different and we tend to get more support from them. There are others who are not experienced in this field and take a more agnostic view of life. What we are hoping is London Councils will work together and draw together a view which sends a very strong and clear message around, effectively, the road space.

**Caroline Pidgeon (Chair):** We need to have some real reassurance around that because London Councils wrote to us in very strong words - I am quoting their words - about this idea of valet parking. That is what they think the Games Lanes could become.

The other issue they did raise with us is about there are not going to be any on street signs for the network and the Games Lanes. It is only going to be on the road. If you are motorist they want to make sure there are signs as well. You are shaking your heads. Richard, will there be signs?

**Richard George (Director of Transport, LOCOG):** Yes.

**Caroline Pidgeon (Chair):** Fine.

**Richard George (Director of Transport, LOCOG):** There is a whole sign manual that has been designed.

**Victoria Borwick (AM):** Signs for Games network and for the ORN?

**Caroline Pidgeon (Chair):** Yes. Good.

**Roger Evans (AM):** On that subject London Councils are suggesting operating temporary pounds which they can run. When you do this consultation what steps will you take to make sure that London Councils do not see as an opportunity to raise money to put into their coffers, because their response does smack of that a little bit?

**Isabel Dedring (Deputy Mayor for Transport):** The main point to say is this is under extremely active discussion with London Councils. We are all very seized of the need to resolve it, including London Councils. It is watch that space.

**Roger Evans (AM):** Bear in mind they may well have an agenda here themselves.

**Isabel Dedring (Deputy Mayor for Transport):** Point taken.

**Roger Evans (AM):** Everyone wants to make money out of this, and why shouldn't they as well?

**Caroline Pidgeon (Chair):** You cynic, Roger.

**Roger Evans (AM):** I have dealt with these people for too long, Chair. What is the ORN going to entail at the Blackwall Tunnel?

**Valerie Shawcross (Deputy Chair):** A very good question.

**Hugh Sumner (Director of Transport, ODA):** Sorry, we were discussing who was best placed to discuss it. There is no change since we last spoke in terms of the overarching design which is there will be no Games Lanes within the tunnel itself. There will be lanes on the south bound approaches and on north bound approaches. What I am not *au fait* with is exactly the times of operation of those lanes. We would have to get back to you with a note on that subject. The actual geometry is there or thereabouts what we have discussed in the past and we will send you a note on the subject.

**Roger Evans (AM):** You do not have a concern that where the Games Lanes merge into the lanes on either side of the tunnel you will be creating a bottleneck?

**Hugh Sumner (Director of Transport, ODA):** It needs careful management just as any place where you have got lanes coming in and out, yes.

The point is well made. The challenge in many ways for the Blackwall Tunnel is actually getting people there in the morning peak heading south and then back again in the evening. It is counter peak flows of traffic which is useful to us.

**Roger Evans (AM):** It is almost like a tidal flow would be useful! Chair, I think we will probably want to keep an eye on what is planned for the Blackwall Tunnel.

**Caroline Pidgeon (Chair):** Absolutely. Thank you for raising that. It is an absolutely crucial part of the network. Murad?

**Murad Qureshi (AM):** Thank you. What I have seen of Olympic lanes in Beijing and Athens is that they lie empty most of the time and I am concerned at the impact that has in neighbourhoods. The Marylebone Road is of concern to me. In those neighbourhoods at the moment you have got people revolting over the increase in restrictions that the council is proposing. That is on the Mayfair side and the Marylebone side as well as Paddington. I want



to be clear about what the knock on effects along there will be on the bus service, for example. There are several bus routes that go up and down there. I want to know what is the displacement effect on buses of the ORN along the Marylebone Road specifically and generally anyway in London and has some analysis been done on this?

**Isabel Deding (Deputy Mayor for Transport):** This is the detailed modelling that I alluded to earlier that is coming out at the end of November. That is going to be looking at exactly those kinds of issues; the location by location impact on the network of having the ORN, Games Lanes or whatever it might be. Obviously we knew where the Games Lanes were before but we did not know how many vehicles were going to be moving through that space until the spectator information was added and those other things, so the detailed modelling I talked about earlier which is location by location and route by route will come out at the end of November 2011 which will answer that question.

**Ben Plowden (Director of Better Routes and Places, TfL):** There is also a detailed conversation going on between the people at TfL dealing with the design of the ORN and any changes to the management of the turning and the signalling and the bus planning people in terms of diversions that may be required. Bearing in mind - as Isabel said before - of course general traffic will be able to go on using the ORN, just not the Games Lanes part of it and general traffic will remain on the ORN during the Games alongside the Games Lanes. Where there are going to be diversions required to do with, for example, changes in lights or turnings on and off, those will be publicised in advance to people so they know what the alternatives would be. That is not going to be an accidental outcome; it will be a result of deliberate planning between ORN consultation outcomes and the bus network planners in terms of where they need to take account of it.

**Murad Qureshi (AM):** OK. I want to be reassured it is not sprung on people who use routes like the 18, 205 or 27 where they have always assumed a regular service.

**Hugh Sumner (Director of Transport, ODA):** We have just done some very detailed work with some successful diversions around the Oxford Street works for Crossrail. We consulted the local authority and engaged with local people around what those would involve and told them about those some way in advance so it will certainly not come as a surprise if any diversions either there or elsewhere are required because of the operation of the ORN.

**Murad Qureshi (AM):** There has also been a suggestion that black cabs should be allowed to go up and down the ORN. No doubt if you are trying to get from the west end to Stratford your best bet is to get a black cab along the Olympic lane. What has happened to that suggestion?

**Hugh Sumner (Director of Transport, ODA):** Do you mean the Games Lanes or the ORN?

**Murad Qureshi (AM):** Yes, Games Lanes.

**Hugh Sumner (Director of Transport, ODA):** I do not think there is any intention to put black cabs in Games Lanes.

**Isabel Deding (Deputy Mayor for Transport):** Black cabs are not allowed in Games Lanes. What has been discussed is whether buses are allowed to do certain turns that are banned off the ORN so say you, as an individual driver, would not be able to turn right in a given location, but a bus would be. What is being discussed with the cab trade is, where buses can turn right, whether cabs can turn right there, which increases the permeability of the ORN for black cabs so

they can get on to it and off of it more easily relative to an ordinary driver. Those are being looked at on a case by case basis but, broadly, we have committed to the trade that we will look at those turns and we are looking to enable them to make the turns where buses can make those turns. That is quite a specific issue. It is not about usage of the Games Lanes *per se*.

**Murad Qureshi (AM):** Like I say, I understand the sentiment of that suggestion. Who is actually going to be doing most of the enforcing? It has not been clear to me whether it is going to be local authority traffic wardens or you are going to set another army in to enforce this. It is not just the enforcement on the ORN, it is the roads on and off it. You would have to have quite an army to do that. I am wondering what we can expect there. Any surprises?

**Richard George (Director of Transport, LOCOG):** Enforcement of the ORN itself is part of the package of works that TfL is putting together. In terms of the enforcement in the borough streets off the ORN that is part of the work that we are doing on the Local Area Traffic Management and Parking and part of the Memoranda of Understanding that we are developing with every borough as to who is going to do what and how it is going to be done. They do not all want to do it the same way. We need some consistency of the way things are enforced and that is what we are in debate with them about.

**Murad Qureshi (AM):** I do not see this in any of the discussions on London Councils unless someone tells me otherwise. I think this is very important because there is plenty of confusion anyway in central London between the various parking regimes of all the local authorities.

The final thing I want to be sure of is are diplomats based in London allowed to use these lanes as well?

**Richard George (Director of Transport, LOCOG):** There are a small number of permits that will be particularly used for the opening ceremony. The opening ceremony has a slightly different dynamic to it from other days because it is a very large number moving to one spot at one time. It is a slightly different regime for that day. We discussed last time how certain heads of state cause more traffic problem on their own than probably 30,000 spectators do!

There are a small number of vehicles that will have access to Games Lanes for the Games time, yes.

**Isabel Deding (Deputy Mayor for Transport):** Is it fair to say, Richard, it is not because they are diplomats; it is because they are attending the opening ceremony as VIPs. It is not --

**Richard George (Director of Transport, LOCOG):** It is for Games issues.

**Isabel Deding (Deputy Mayor for Transport):** -- "I am a diplomat and therefore I have access to the Games Lanes during the duration of the Games". That is not the case.

**Richard George (Director of Transport, LOCOG):** Correct. Absolutely. It is for Games related visits. Many of those diplomats do do Games visits. Some of them might be presenting medals and all sorts of things.

**Murad Qureshi (AM):** It is important because it is amazing and if you are dealing with local authorities let's be clear about this.

**Richard George (Director of Transport, LOCOG):** The strategic road network is with TfL. I am talking about the local streets with the boroughs.

**Caroline Pidgeon (Chair):** We will pick that up. In terms of these VIPs, quite honestly we should be encouraging them to use the wonderful Javelin service that takes minutes and is really good. If we encourage them to do that - they are not going to take the Games away now. People keep saying we signed up to stuff. They are not going to take it away so we need to be far stricter in encouraging people to push the boundaries.

**Richard George (Director of Transport, LOCOG):** When I am speaking to the Games Family different groups - which I do fairly regularly - I spend most of my time persuading them that they will probably get a quicker journey if they go by public transport and we have special plans for the opening ceremony that say if you want to go by the way in which you have always determined you will go to the opening ceremony, which is by a bus, we can get you there by bus but you know what? You will probably have to sit there for four hours before the thing starts because that is the way we will do it. If you want to get there at a sensible time why don't you go by public transport?

**Caroline Pidgeon (Chair):** That is great. Good.

**Richard George (Director of Transport, LOCOG):** We had the world press briefing recently. Several hundred of the world's press there. I was delighted to say, in the 12 questions I had after the transport session, none of those questions were about use of the Oyster Card - which was encouraging.

**Isabel Dedring (Deputy Mayor for Transport):** Can I say one other quick thing about the point about whether the Games Lanes look busy. We have not managed to get across very well that the volume of vehicles using certainly a chunk of the Games Lanes is going to be in the thousand vehicles an hour type of territory so every few seconds you would see a vehicle coming through. It is not like you are looking at an image just empty.

Having said that, the total number of permits, the number of people that are going to have access to the Games Lanes, still has not been finalised so, therefore, any definitive view on how many people are going to be in there is still an open question. That is something to keep an eye on for all of us looking forward.

One reason that the ORN does different things on different days is explicitly with the intention to not have lanes standing empty when there is nobody wanting to go from A to B and therefore we would not have it active during that time, so there are changes to how it is going to be used on the different days of the Games.

That is all trying to mitigate exactly the issue that you are talking about. It is clearly unacceptable for Londoners to be majorly inconvenienced and then there is just tarmac standing empty and unused.

**Richard Tracey (AM):** Just a couple of things. One, Richard, you mentioned you were talking to journalists the other day. I understand that there is virtually what I might describe as a bus park around the Russell Square area for these journalists because that is where apparently they are all staying. I hear through various channels that the Vice Chancellor of the University of London is not at all happy about this massive concentration of buses and so on because of his deliveries for the university. Students may well be off on their summer vacation but things still have to go on. Has anybody talked to the university authorities and the Vice Chancellor about this apparent problem?

**Richard George (Director of Transport, LOCOG):** There was a full consultation process for the planning permissions that took place. I have not personally spoken directly to the university. I know that people have spoken with the university because we are using some of their rooms and things to put people up so it is certainly aware of what is going on. I have not heard that specifically.

**Hugh Sumner (Director of Transport, ODA):** We discussed this at length - not with the Vice Chancellor but with other members of the University of London. This was about 12 months ago so we have had detailed conversations with them, University College Hospital and all the other big enterprises around that area. There is a lot of detail to be worked through I agree.

**Richard Tracey (AM):** This one keeps coming back to me from particular sources who are working closely to the Vice Chancellor.

**Isabel Dedring (Deputy Mayor for Transport):** If you have a specific issue from a specific person if you just let us know and then we will make sure it is picked up.

**Richard Tracey (AM):** I will do that. The other thing is Victoria raised the matter of Earls Court and Warwick Road and people being able to get between the Underground station and Earls Court but there are other places - the Embankment I know is going to be very busy according to all your modelling. How many temporary bridges are you going to be putting across these roads? That seems to be one straightforward way of getting people on one side of the road to the other where they would find it very difficult if they were to wait for the traffic to stop?

**Ben Plowden (Director of Better Routes and Places, TfL):** I do not know the precise answer to that. Part of the consultation around the ORN is where there are going to be changes to current pedestrian crossings what the alternatives will be; either other crossings close by or, in some locations where you are going to have very high flows and no obvious alternative, there will be temporary foot bridges put in. The precise number of those and where they are going to be required will come out of the various strands of consultation we are doing and will be quite location specific depending on pedestrian flows, other crossings nearby and amount of restrictions depending on residents and the like but, once we know the answer, we can certainly let you know where they will be as well.

**Joanne McCartney (AM):** Picking up on Murad's point about enforcement and particular boroughs, as far as I understand it, TfL is going to call upon the local boroughs' safer transport teams and pull them out of boroughs to do a lot of that enforcement. Is that something that you are actively talking about or are we guaranteed that safer transport teams will remain in their correct borough?

**Richard George (Director of Transport, LOCOG):** I am afraid I cannot answer that question.

**Joanne McCartney (AM):** Could you write in to us and let us know.

**Ben Plowden (Director of Better Routes and Places, TfL):** Clearly we need clarification around what the enforcement provision is going to be, who is going to be doing it, how it ties in with different --

**Joanne McCartney (AM):** When I go to my local meetings local councillors are trying to plan what they are going to do in the Games, even in areas like Enfield or Haringey, and whether we are going to lose that police resource. It would be great to get some detail on that.

**Joanne McCartney (AM):** Can I move on to accessibility. Last time you were here we highlighted the issues we still felt were outstanding with regard to accessibility, particularly on the TfL transport network. I understand that on the Olympics and Paralympic Games, at its busiest, we could have 23,000 people a day with mobility issues using the network. In response to our earlier questions and concerns you wrote back to us to say that there are 42 Tube stations with step free access that are relevant to the Games and, of those stations, 131 platforms, of which 83 do not provide level access to a train. I know that you are looking at some platform humps on ten of those which is only 12% and some manual boarding ramps. Is that good enough and what else are you planning to do?

**Richard George (Director of Transport, LOCOG):** That is not the whole story because, whilst those things are good and they supplement the existing humps that have been put on so the Victoria line now has humps throughout it etc, what we have been doing is working with TfL to create a wider network of transport. So putting in accessible shuttles at street level. We are talking about 40 shuttle systems being in operation during Games time moving people between stations and competition venues. It is a very much broader pattern of access and inclusion we are doing.

**Joanne McCartney (AM):** You mean bus shuttles above ground?

**Richard George (Director of Transport, LOCOG):** Yes. Either community transport association vehicles, big buggy type vehicles, all designed to get people where they need to be - whether that be from the station up the hill to a venue or between walking areas. There is a whole broad spectrum of stuff we are trying to do there. We have customised the spectator Journey Planner to allow for graded levels of mobility impairment on that and that is being upgraded over the next month, again, to try to encourage people to use the public transport systems and to use the bus systems during Games time. There is a whole programme of access inclusion which we are driving forward with our chums in TfL who have been very, very supportive indeed.

**Joanne McCartney (AM):** One of the cost effective solutions we suggested was having the platform humps, or the manual boarding ramps. You said that the platform humps will be on around 12% of those platforms that you have identified. What is the scope for increasing that? With regard to the manual boarding ramps, they are being trialed, I understand it. Do you have any early indications of the trials and whether you are going to be able to roll those out to the remaining platforms?

**Hugh Sumner (Director of Transport, ODA):** If I can deal with the latter first the initial results are very encouraging for the use of those sorts of ramps on the Underground stations. It is not a one size fits all because it all depends on the busyness of the station but we are finding that works well for users and staff themselves find it effective.

In terms of the first question which was is there scope for looking at further places where humps might be appropriate to address things, yes, there is. We still have not finalised it; it is a work in progress finalising those.

**Joanne McCartney (AM):** Have you audited where it is possible to do it and is it just a matter now of design and finance, or --

**Hugh Sumner (Director of Transport, ODA):** It is a combination of all the above and we will keep you advised as it moves forward. The number will not be the same, as we have said in the last progress report. It will change as we move forward towards Games time and be bigger rather than smaller.

**Joanne McCartney (AM):** If you were estimating now what percentage would you like to see by the Games?

**Hugh Sumner (Director of Transport, ODA):** I do not know. I would need to reflect on that better and get a technical understanding. I am not going to --

**Joanne McCartney (AM):** Perhaps you could write in to us and keep us informed of that because that is going to be --

**Hugh Sumner (Director of Transport, ODA):** We will send you a broader note on access and inclusion than the one that was in the update report. We will write you a good couple of pages on that.

**Isabel Deding (Deputy Mayor for Transport):** That just needs to specifically answer the question about what do we currently think the likely roll out is going to be, which might change --

**Joanne McCartney (AM):** That would be useful. A broad note could be meaningless. We need some specifics.

**Hugh Sumner (Director of Transport, ODA):** Sorry, this will be specific but it will give you a range of outcomes.

**Joanne McCartney (AM):** The other issue I want to ask is about staffing. You have mentioned staffing. Earlier this Committee has asked questions about your staffing plans and Transport for All in particular but other groups have raised issues about the loss of station staff and whether that makes it more difficult for people to access the Tube network in particular. Certainly I am getting some anecdotal stories from my local residents who say that they find getting out more difficult now than this time last year.

Could you let us know what plans have you got for staffing at these stations and the ability to have staff that are trained to use the ramps, to have adequate staff at stations and will you also be using Games volunteers to supplement your staff?

**Isabel Deding (Deputy Mayor for Transport):** On the general point around specific stations, do always let us know, or let me know, specific locations. Part of the intention of getting people out of ticket offices and into the station is that you might expect the opposite to happen; it should be easier for people to get around because the staff are out, rather than behind glass. If that is not happening then let me know and I can pick it up.

On the general point I would not expect that shift out of ticket offices into standing at the gate line or being around the central area of the station. That should not negatively impact accessibility for people for assisted travel in those locations.

**Hugh Sumner (Director of Transport, ODA):** Moving on to your second point which is are there going to be more people on stations, yes, there will be more people. Therefore all the

transport operators' back office staff, who normally might be processing bits of paper, will be out there providing front of house information and support to customers. Not replacing or doing safety critical roles *per se*, but actually acting as front of house and helping spectators have a great day out. That applies to 17 training operating companies, Network Rail, the Underground and the Docklands Light Railway. All will be mobilising as many people as they possibly can to provide great service to customers.

**Joanne McCartney (AM):** Will you be using Games volunteers, Ben, on the TfL network?

**Ben Plowden (Director of Better Routes and Places, TfL):** Absolutely. One of the issues for us is trying to work out which operational staff will need to be in which locations - whether they are station staff or in control rooms like the traffic control centre - and who else from TfL's workforce might need to be volunteering to support TfL's operations services. Peter Hendy has made it clear he wants as many people as possible to be part of the visible army of people helping Londoners, and especially visitors, find their way around during the Games and obviously, within time, with the Olympic Ambassadors Programme and all the other volunteering efforts so that feels like a coherent experience. If you are a visitor you can get the same information irrespective of who is providing it to you.

**Richard George (Director of Transport, LOCOG):** There is quite an important distinction between TfL staff and train operator staff coming from back office and assisting in the running of a station, and a volunteer providing Games information. There is a very important distinction.

**Joanne McCartney (AM):** The other issue then is will the average member of the public travelling to the Games know those distinctions and how you brand those is going to be quite important.

We have returned many times in this Committee to accessible transport and some of the methods that you were trialling for the Games, if they work here - the trials on the manual boarding ramps are very promising - there could be a real legacy that TfL needs to grapple with this. If it works there it could be rolled out to further stations and the overground as well. Is that something that you are doing a piece of work on?

**Ben Plowden (Director of Better Routes and Places, TfL):** I do not know is the answer to that specific point, Joanne, but I could certainly find out. The wider point I would make is, generally when people talk about legacy, they have focused on the permanent infrastructure like new railway lines and new stations and the like.

There is a very interesting question, more broadly, around the traffic demand management work and issues like accessibility where, if a company has experienced the benefit in terms of its resilience of having staff being able to work in a much broader variety of ways that has huge benefits going forward because there has been a very strong imperative to do that. The same will be true around freight deliveries. We need to capture the broadest spectrum of legacy benefits; not just the investment in the infrastructure but also all the behavioural changes and all the institutional changes including testing things like accessibility to make sure that we do not just do it for the Games and then forget the benefits of that going forward.

I will check what is happening about the accessibility stuff in particular.

**Joanne McCartney (AM):** That would be very useful because one of the complaints we regularly get is that transport organisations do not seem to listen to those that do not have a

strong voice. If this works and people see a difference, the ability for Transport for London to send something on better customer is a very valuable legacy.

**Ben Plowden (Director of Better Routes and Places, TfL):** That is a very good point.

**Richard George (Director of Transport, LOCOG):** Can I support what Ben is saying. A lot of the work that Hugh's team has done putting the transport co-ordination centre together and the methods of working between all the operators in a way that does not usually exist on a day to day basis now is an important legacy that I will be astonished if people do not pick up on. The methodologies, the methods of working and the processes in place for Games time, it would be really quite sad if they were just dropped afterwards.

**Victoria Borwick (AM):** Can I ask a very quick question on disabled access. One of the things you talked to us about before was that for people who were mobility impaired, rather than disabled, there would be, at various places, coaches and buses to take them the last half mile. Could you confirm how that is going to work?

**Richard George (Director of Transport, LOCOG):** They will be procured. The services are there. Similarly there are some venues where we can't get blue badge parking adjacent to the venue and we will try blue badge parking and a shuttle to move people from their blue badge parking --

**Victoria Borwick (AM):** I was not necessarily thinking about people who have a blue badge. It is people who cannot walk distances.

**Richard George (Director of Transport, LOCOG):** There are some where we are just running a general shuttle which happens to be accessible as well.

**Victoria Borwick (AM):** So anybody can get on a shuttle?

**Richard George (Director of Transport, LOCOG):** Yes. For example, if you do not wish to walk from, say, Woolwich Arsenal, up the hill to watch the shooting, there will be a shuttle bus there for you.

**Caroline Pidgeon (Chair):** Lovely. Thank you.

**Ben Plowden (Director of Better Routes and Places, TfL):** Chair, I briefly want to come back to the question about cycle safety because Jenny has raised some very important points. There is an understandable desire in the case of the recent terrible events at Bow to understand what the junction issues might be but one other set of data to leave with you which I think we need to carry on keeping in mind is that of the 15 fatalities involving cyclists this year, 11 have involved goods vehicles and 7, possibly 8 - depending on how you interpret it - have been either tipper trucks or skip trucks. Peter [Hendy] has made it very clear to me that the whole question around how particularly those types of construction industry related vehicles are operated, designed, what safety features they have or do not have and how the drivers are trained is a very important part, as well as looking at locations where there may be issues in terms of collision history.

It is partly germane to the Games and partly germane to the wider question around cycle safety which I know Jenny is very concerned about. The work we have been doing with the London Cycling Campaign, with the police and with the freight operators is a very important part of reducing danger at source where it is caused particularly by those sorts of vehicles.



**Caroline Pidgeon (Chair):** We picked up all the stuff around lorries in the lengthy press release that TfL issued on Wednesday. We picked that up. It is a serious issue about vehicles. There is a Private Members' Bill in Parliament at the moment, linked to Europe, about trying to have some standards across Europe. There is no point just tackling our lorries when you get lorries coming from the continent. Thank you for that point.

We are expecting a further update report at the end of December 2011 from you and in March 2012 we will be having another hearing so it will be good to get some updates on all of this. Thank you so much for your time this morning. It has been very, very useful.

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<b>Subject: Summary List of Actions</b>	
<b>Report to: Transport Committee</b>	
<b>Report of: Executive Director of Secretariat</b>	<b>Date: 17 January 2012</b>
<b>This report will be considered in public</b>	

**1. Summary**

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

**2. Recommendation**

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

**Action arising from the Committee meeting on 15 November 2011**

Item	Topic	Status	For Action
6.	<p><b>2012 Transport</b></p> <p>That the Committee be provided with the following information:</p> <ul style="list-style-type: none"> <li>• The road closures in London during the two days of the 2012 cycle races and whether or not local businesses along the route will be able to get deliveries between the two days.</li> <li>• The command and control structure for operating transport during the Games including who will be in charge of transport and in what situations decisions will get escalated.</li> <li>• Improvements to the 2012 journey planner including whether or not it will show walking and cycling options if these are quicker than</li> </ul>	The response is detailed at Item 10 of this agenda.	London 2012

Item	Topic	Status	For Action
	<p>public transport.</p> <ul style="list-style-type: none"> <li>• The closure of the 'greenway' walking and cycling route in Stratford for security purposes and how users of this route will be able to continue to walk/cycle when it is closed.</li> <li>• An update on any TfL discussion with the London Cycling Campaign (LCC) about its proposals for improvements to the 'greenways' and the action taken in response to the LCC's proposals.</li> <li>• The total length of the ORN in km and the proportion of it which will be games lanes.</li> <li>• The on-street signs for the ORN which will sit alongside the signs for the games lanes.</li> <li>• The extent to which ambulance and fire brigade emergency vehicles will be able to use the games lanes including any circumstances when they will not be able to use games lanes.</li> <li>• The operation of the Blackwall tunnel during the Games period.</li> <li>• The deployment of Safer Transport Teams in boroughs during the Games and if they will be used for enforcement of the ORN.</li> <li>• The estimated number of temporary platform humps which will be installed at Tube stations before the Games.</li> <li>• The work taking place to ensure there is a lasting legacy from improvements to accessibility.</li> </ul>		

**Action arising from the Committee meeting on 11 October 2011**

Item	Topic	Status	For Action
6.	<p><b>Question and Answer Session with the Transport Commissioner and the Managing Director of Surface Transport at Transport for London</b></p> <p>That the Committee be provided with the following information:</p> <ul style="list-style-type: none"> <li>• The day-by-day breakdown of anticipated use of the Olympic Route Network and the information, including copies of the maps, showing the anticipated transport pressure points for the 2012 Games;</li> <li>• The programme for the upgrade and rollout of additional Countdown signs at bus shelters;</li> <li>• The average number of daily rides on the cycle hire scheme and each of the cycle superhighways;</li> <li>• Details of the procurement process involved in the award of the second sponsorship contract to Barclays for the Mayor’s Cycle Hire scheme;</li> <li>• Progress against the Mayor’s target to deliver 66,000 cycle parking spaces by 2012 including the number of spaces delivered through the cycle superhighways scheme to date;</li> <li>• Details of how TfL is addressing the Committee’s suggestion that its Journey Planner automatically selects walking as the default mode for journeys under 1km; and</li> <li>• An update on how TfL is investigating the recent increases in road accidents in some London boroughs.</li> </ul>	The response is attached as <b>Appendix 1</b> .	Transport for London

### Action arising from the Committee meeting on 6 September 2011

Item	Topic	Status	For Action
6.	<p><b>The Future of Ticketing</b></p> <p>To supply the Committee with details of all 45 fare products currently available through TfL, including details of which are the most commonly purchased.</p>	In progress.	Director of Fares and Ticketing, Transport for London

### Action arising from the Committee meeting on 25 July 2011

Item	Topic	Status	For Action
5.	<p><b>State of the London Underground</b></p> <p>To supply the Committee with the Independent Investment Programme Advisory Group (IIPAG) report on the cost effectiveness of using block closures or engineering hours to upgrade the Tube.</p>	In progress.	The Chair of IIPAG

### Action arising from the Committee meeting on 14 June 2011

Item	Topic	Status	For Action
5.	<p><b>State of the London Underground</b></p> <p>To supply the Committee with a written list of areas that the Deputy Mayor for Transport has responsibility for and areas that Daniel Moylan, as Deputy Chair of Transport for London, has responsibility for.</p>	The response is attached as <b>Appendix 2.</b>	Deputy Mayor for Transport

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**List of appendices to this report:**

Appendix 1 – Correspondence with Leon Daniel, Transport for London

Appendix 2 – Email from the Deputy Mayor for Transport

**Local Government (Access to Information) Act 1985**

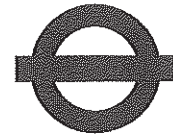
List of Background Papers: Minutes of the Committee meeting 14 June, 25 July, 6 September, 11 October and 15 November 2011.

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# Transport for London



Leon Daniels  
Managing Director  
Surface Transport

08 NOV 2011

4 November 2011

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Dear Caroline

## Transport Committee meeting on 11 October 2011

Thank you for your letters of 11 October 2011 to Peter Hendy and myself. Peter has asked me to reply on his behalf. I agree that the discussions were useful and I'm pleased to provide the additional information you requested.

*The day-by-day breakdown of anticipated use of the ORN and the information, including copies of the maps, showing the anticipated transport pressure points for the 2012 Game.*

According to the London 2012 Transport Plan:

"The Games Family describes the people from a wide range of organisations that 'make the Games happen'. The Games Family includes athletes and team officials, technical officials, press, broadcast, International Olympic Committee (IOC) and International Paralympic Committee (IPC) members and staff, World Anti-Doping Agency (WADA), Court of Arbitration for Sport (CAS), IOC Medical Commission, members of National Olympic Committees, National Paralympic Committees and ISFs, and marketing partners. During the Olympic Games, the Games Family will number around 78,000 people across the whole period. During the Paralympic Games, the Games Family will number about 12,000 people."

The Games Family will be transported around the network in a fleet of cars and coaches, totalling approximately 4,500 vehicles. There is continuing discussion with LOCOG about the number of additional vehicles and people who might need to access the ORN for operating the venues and this might result in a higher number of vehicles using the ORN. Therefore, we can deduce that there could be at least 4,500 vehicles using the ORN on a daily basis.

TfL is preparing advice for business to assist them plan for the Games, and this will include developing maps to show the expected transport pressure points during the Games. These will be available on TfL's website from the end of November.

We have available maps to show the configuration of the ORN on a day by day basis throughout the Games period. These are included with this letter.

*Details of how TfL is addressing the Committee's suggestion that its Journey Planner automatically selects walking as the default mode for journeys under 1km.*

TfL has investigated the cost of introducing walking as the default option on Journey Planner for all trip requests under one kilometre in length. It would cost in the region of £150,000 to introduce. The Journey Planner tool on the walking page of TfL's website already defaults to walking for all journeys planned; and users are already able to select a walking option through the functionality available on Journey Planner and can choose between three defined walking speeds (average, fast, slow). Given the high cost of introducing this change into Journey Planner, and since similar functionality is already provided for on the Walking page, we have no plans to implement the Committee's suggestion.

TfL will continue to investigate how we can improve the Journey Planner for pedestrians and to 'Make Walking Count'. For example, we re-launched our online walking pages (<http://www.tfl.gov.uk/gettingaround/walking/default.aspx>) in July 2011, which now promote walking events in London and seven top walking routes. It also provides links to our Legible London programme, walking publications and other tools. Since the re-launch, web traffic on these pages increased by approximately 28 per cent between August and October 2011, compared to the same period last year. The number of walking and cycling routes planned during August and September 2011 increased by approximately 10 per cent compared to the same period last year.

We are also exploring how walking can be further promoted in the run up to, during and after the games.

*An update on how TfL is investigating the recent increases in road accidents in some London boroughs.*

Road safety in London continues to improve. From the 1994-98 average to 2010, there has been a 37 per cent reduction in all casualties and a 57 per cent reduction in the number of collisions resulting in death or serious injury. Pedestrian casualties fell by 42% (9,292 to 5,391) from the 1994-98 average to 2010, and pedestrians killed or seriously injured (KSI) fell by 57% (2,137 to 913) over the same period. Although the overall picture is very positive, slight pedestrian casualties (which do not require hospitalisation) rose by 8 per cent in 2010 when compared with 2009. We are concerned to see these small increases in slight injuries and are investigating the causes as a

matter of urgency. We will be happy to share the outcomes from our investigations as soon as they are available.

*The programme for the upgrade and rollout of additional Countdown signs at bus shelters.*

The rollout of new Countdown signs will begin in November 2011 and be completed by late 2012. During the Olympics, rollout will be suspended; however installation of signs will take into account the importance of the Games and the increased passenger demand at key locations. Two installation teams will install signs across London in postcode order. This plan ensures that deployment is achieved in the shortest possible time with an efficient use of resources. The rollout will follow in postcode order:

Rollout team 1		Rollout team 2	
1	E	1	EC&WC
2	SE	2	SW
3	CR	3	W
4	BR	4	NW
5	DA	5	HA
6	RM	6	UB
7	IG	7	TW
8	EN	8	KT
9	NW	9	SM
10	N		

In addition to the scheduled rollout, TfL will need to continue to remove some existing on-street Countdown signs for operational purposes, such as power failures, shelter upgrades or communication line failures. These signs will continue to be reinstalled as soon as possible.

Some Members were concerned that many passengers do not have mobile telephones or 'smart' models that can use mobile internet services. We have data that shows that at least 90 per cent of the London population use a mobile phone (at least once a month) capable of sending and receiving an SMS text message. Such users are able to receive real time bus information for every bus stop in London via text. Over half of these will have the additional option of accessing web-based Countdown information by 'pointing' their mobile's web browser at [www.tfl.gov.uk/buses](http://www.tfl.gov.uk/buses).

*The average number of daily rides on the cycle hire scheme and each of the cycle superhighways.*

Over the summer period there are approximately 25,000 cycle hire trips per day.

For the cycle superhighways, data is available to show the maximum cycle flow across an average 12 hour period on routes CS7 (4830 cycles) and CS8 (2750 cycles). This is based on the latest available data from June 2011.

*Details of the procurement process involved in the award of the second sponsorship contract to Barclays for the Mayor's Cycle Hire scheme.*

The Sponsorship Agreement was awarded to Barclays following a competitive procurement process, which delivers the best possible deal for Londoners. The additional £25m sponsorship which includes the proposed Phase 3 of the Scheme and secures sponsorship up to August 2018 is not a second contract but an extension of the Sponsorship Agreement and is consistent with the terms of that Agreement. A summary of the procurement process is set out below:

- In late April 2009 TfL launched a non-mandatory OJEU notice and issued a press release calling for potential sponsors.
- In June 2009 responses were received from four companies which, following evaluation by TfL, were considered inadequate.
- In early 2010 Barclays indicated that it would like the opportunity to sponsor the scheme.
- In March 2010 the four original bidders along with Barclays were invited to submit proposals and improved offers. All bidders were given the same opportunity to bid for identical sponsorship rights and to put forward their most favourable proposals.
- Bids were received at the end of March 2010 from Barclays and one of the other companies.
- Both bids were evaluated and, in April 2010, Barclays were selected as the Scheme sponsor.

*Progress against the Mayor's target to deliver 66,000 cycle parking spaces by 2012 including the number of spaces delivered through the cycle superhighways scheme to date.*

Good progress has been made towards the delivery of the Mayor's target to deliver 66,000 cycle parking spaces. An update on delivery of cycle parking spaces across London is expected by the end of this calendar year.

With reference to Cycle Superhighways, I can confirm that 4,213 additional cycle parking spaces have been installed to date in support of routes 2, 3, 7 and 8. 28% of the spaces have been delivered by the Boroughs either on street or in residential areas, with the remaining 72% delivered at workplaces. All spaces have been delivered within 1.5 km of the routes. Work has begun on the supporting measures for future routes and TfL are engaging with the relevant Boroughs.

I hope this is useful.

Yours sincerely

A handwritten signature in black ink, consisting of a large, sweeping loop followed by a horizontal line that tapers to the right.

**Leon Daniels**  
**Managing Director – Surface Transport**

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## Appendix 2

### **Email from Isabel Dedring to Caroline Pidgeon AM:**

Caroline

You'd asked about the allocation of responsibilities between myself, Daniel Moylan and Kulveer.

Simply put, I have overall responsibility for the transport portfolio within the Mayor's Office. Daniel in his capacity as Deputy Chair of TFL of course gets involved in a wide range of issues relating to TFL, as you would expect from the Deputy Chair of any organisation. In practice, my areas of focus tend to be on ensuring we are living up to Londoners' expectations on imminent and day to day performance issues (Tube reliability, roadworks, Olympics, etc) and working closely with TFL on policy and investment decisions for the next 5-10 years, whereas Daniel tends to focus particularly on finance and governance issues, as well as on major projects such as Crossrail and the cable car.

As regards Kulveer, as you know he has taken on the environment portfolio in its entirety but has also retained one transport issue, namely cycling. Having said that, on issues that affect the road network more generally - such as the major schemes review the Mayor recently announced - he and I are both working closely with TFL given that the issues being considered go beyond cycling, as you are aware.

If you or other committee members have any concerns about who to go to on any issue, please do come to me first and I can always route you to the relevant person.

Best regards

Isabel

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# Subject: Action Taken Under Delegated Authority

**Report to: Transport Committee**

**Report of: Executive Director of Secretariat**

**Date: 17 January 2012**

**This report will be considered in public**

## 1. Summary

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

## 2. Recommendation

2.1 **That the Committee notes the recent action taken by the Chair under delegated authority.**

## 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.

## 4. Issues for Consideration

4.1 Under standing delegations as set out in Standing Order 9.2, the Chair wrote on behalf of the Committee to the Mayor on receipt of the Independent Investment Programme Advisory Group (IIPAG) Annual Report. The Chair's letter and the Mayor's response of 21 November 2011 are attached as **Appendix 1**.

4.2 Under the same standing delegation, the Chair wrote to Mike Brown, Managing Director of London Underground, in response to TfL's new Tube performance information (four-weekly report and data set). This is attached as **Appendix 2**.

4.3 Transport Committee, on 16 September 2004, resolved: "That the Committee delegate a general authority to the Chair, following consultation with the lead Members of the party groups on the Committee, to respond on its behalf where it is consulted on issues by organisations and there is insufficient time to consider the consultation at a Committee meeting". Under that standing delegation, the Chair of the Transport Committee provided a submission on behalf of the Committee to the Office of Rail Regulation on the rail industry's Initial Industry Plan (attached as **Appendix 3**).

## 5. Legal Implications

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

## 6. Financial Implications

6.1 There are no financial implications arising.

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### List of appendices to this report:

Appendix 1– Correspondence with the Mayor.

Appendix 2 – Response to TfL’s Tube performance report.

Appendix 3 – Submission on the rail industry's Initial Industry Plan.

<b>Local Government (Access to Information) Act 1985</b>
List of Background Papers: None.
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Caroline Pidgeon AM, Chair of the Transport Committee

**Mayor Boris Johnson**  
City Hall  
The Queen's Walk  
London  
SE1 2AA

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

**22 September 2011**

Dear Boris

**Independent Investment Programme Advisory Group (IIPAG) Annual Report**

As Chair of the Transport Committee, I am writing on behalf of the London Assembly to thank you for your letter to Jennette Arnold AM of 19 September 2011 which set out IIPAG's Annual Report together with TfL's management response.

Whilst we welcome the publication of some of IIPAG's findings to date, the Assembly remains disappointed that the annual report makes no commitment to IIPAG publishing more of its findings on a regular basis, as the Arbiter did under the PPP.

As you may be aware, the Transport Committee's recently published report on the Tube, *The State of the Underground* (September 2011), specifically calls for IIPAG's findings to be published regularly so that TfL's progress and spending on the upgrade programme is more transparent and can be compared to benchmarks.

Following formal agreement of the report at our meeting in October, we will be sending a copy to you for formal response.

Yours sincerely

**Caroline Pidgeon AM**  
**Chair of the Transport Committee**

# GREATER LONDON AUTHORITY

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22 NOV 2011

**Caroline Pidgeon AM**

City Hall  
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**Our Ref:** MGLA270911-9923

**Date:**

**21 NOV 2011**

Dear Caroline

## **Independent Investment Programme Advisory Group Annual Report**

Thank you for your letter of 22 September about the Independent Investment Programme Advisory Group (IIPAG) Annual Report. I apologise for the delay in responding to you.

I am pleased that that you welcome publication of their findings to date, and I am committed to their continuing to do so in accordance with their terms of reference. The interests of transparency of course have to be balanced against their ability to examine and comment on commercially confidential matters. I would not wish the effectiveness of IIPAG's advice to TfL and the TfL Board to be compromised by a prior agreement to publish their conclusions.

As you know, TfL reports on a quarterly basis its financial performance and progress with its Investment Programme. These reports are published as part of its Board papers. In addition, a paper on Rail and Underground Asset Benchmarking was published in June and the current plan is to publish this annually. This is available on the TfL website and TfL is committed to working with IIPAG to continue to develop its benchmarking, and publishing this information on a regular basis. These reports taken together provide more effective information on progress and spending on the upgrade programme than was ever made available under the PPP contracts. However, TfL will, in conjunction with IIPAG, continue to keep its reporting under review to ensure that it is providing the most useful information.

Thank you also for the London Assembly Transport Committee report, State of the Underground, to which I will of course respond.

Yours ever,



**Boris Johnson**  
Mayor of London

Caroline Pidgeon AM, Chair of the Transport Committee

London Assembly  
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Mike Brown MVO  
Managing Director London Underground  
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6 December 2011

Dear Mike

### **TfL's new four-weekly Tube performance report**

Thank you for your letter of 16 November 2011 and providing us with copies of the new four-weekly Tube performance report and corresponding data set.

We welcome publication of the new report and data set and agree that this represents a significant step forward. The new report reflects many of our suggestions for improvements as set out in our letter of 24 June 2011 to the Deputy Mayor for Transport. In particular, we note the provision of 'Lost Customer Hours', which was one of the main pieces of information that we wanted to see published regularly. We also welcome the provision of 'raw' data for many performance indicators such as track failures.

You refer to this as a first step in a progressive process of improvement in this area and, in this spirit, we offer a few initial observations.

- The new report and data set do not provide any details on the progress with the upgrade programme which we suggested should be published. We recognise that the upgrades are a different issue from day-to-day performance but consider there is merit in having such information reported alongside operational performance. TfL is now responsible for all the upgrade work as well as day-to-day performance and there is obviously a relationship between the two e.g. delays on the Jubilee and Victoria lines in 2010/11 happened whilst they were being upgraded.
- The new report is very detailed. We do not want TfL to stop publishing any of the performance information but suggest there might be scope for some refinement to the report. It could, for example, cover a few key performance indicators with everything else published in the data set and/or on the online performance portal.
- In relation to the online performance portal, we note that it is no longer clearly signposted on the TfL web site; it can only now be accessed via the link to 'View station exit and entrance figures.' Moreover, the portal is currently only showing performance information up until 31 March 2011. We welcome the portal being updated or, if this is now subject to change as part of the review of online performance information, receiving further details of how it might be changed.

We also remain keen to see the publication of benchmarking information on TfL's performance and expenditure on the Tube upgrades to provide for comparison between lines and with other Metros. We recognise that this might be a matter on which IIPAG is leading and we have, therefore, copied this letter to David James. We hope that IIPAG and/or TfL as appropriate will publish more benchmarking information in due course.

Overall, though, I wish to reiterate our support for the new Tube performance report and data set. We appreciate the action that has been taken to ensure these documents reflect many of our suggestions for improvements. We look forward to receiving more details about developments in this area and having the opportunity to contribute to the ongoing process of improvement.

Yours sincerely

**Caroline Pidgeon AM**

Chair of the Transport Committee

Cc: Isabel Dedring, Deputy Mayor for Transport  
David James, Chair of IIPAG

Caroline Pidgeon AM, Chair of the Transport Committee

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**18 November 2011**

Dear Richard

### **Response to the Initial Industry Plan**

I am writing, on behalf of the London Assembly's Transport Committee, to set out a response to the rail industry's Initial Industry Plan (IIP) for England and Wales (September 2011).

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

#### *The importance of investing in London's rail network*

We welcome the proposed investment in London's rail network as set out in the IIP. In our response to the draft RUS, we highlighted that rail is key to the capital's transport system. Over 500,000 people use rail services every day. Some 43 per cent of all journeys in the capital are completed, in part, using the rail network, which makes it central to people's everyday lives in a way unique to the rest of the country. Since many of these journeys are made for work purposes, the rail network is also vital to London's economy and its economic development. In turn, given the importance of the capital's productivity to the wider UK economy, any investment in London's rail network has the potential to deliver much greater benefits for the entire country.

It is clear that more investment in London's rail network is needed if it is to cope with future demand. The GLA has forecast an increase in the capital's population of 1.25 million between 2007 and 2031 with 750,000 additional jobs due to be created. There will, in future, be many more people wanting to travel by train in the capital. TfL has told us that it expects rail passenger numbers in the morning peak period to grow by 50 per cent in the next two decades. This extra demand will have to be accommodated on a rail network that is already over-stretched on a daily basis. In our report, *The Big Squeeze: Rail Overcrowding in London (February 2009)*, we highlighted high levels of congestion on many existing rail services.

The IIP itself sets out a strong case for investing in London's rail network. It shows that the London & South East rail sector is expected to generate greater returns on current investment than elsewhere. By 2013 this sector is forecast to have covered 87 per cent of its costs compared to 78 per cent for the long distance sector and 36 per cent for the regional sector. The IIP also shows there is excellent value for money when investing in London's rail network. The package of proposed schemes to increase capacity for the London commuter market is forecast to deliver a benefit to cost ratio of 11:1.

### *Investing to increase capacity on London's rail network*

In light of the importance of investing in London's rail network, we welcome the proposals in the IIP that will enhance the capital's rail capacity. We want to see these schemes progressed so that London's rail services are improved. In the past, we have expressed support for many of these schemes including the electrification of the Gospel Oak to Barking line. This scheme has been sought for many years and we are very pleased to see that it has been included in the IIP.

We also want to see further investment to increase the capacity of London's rail services. TfL has told us that its demand forecasting and modelling work supports the proposals in the IIP but has also shown a need for additional work to improve capacity. TfL have suggested further investment in various areas including: lengthening services on the London Overground network to five cars; an enhanced scheme on the West Anglia Main Line to provide a better service between the Upper Lea Valley and Stratford; and ensuring a more substantial increase in the capacity of suburban services on the Sydenham corridor and on the South West main line. All TfL's proposals for further capacity improvements should now be considered in detail.

### *Investing to improve London's rail stations*

We support the proposals in the IIP that will improve London's rail stations. In our response to the draft RUS, we highlighted the importance of updating the capital's stations so they could cope with the forecast growth in the numbers of passengers over the next two decades. The plans for specific congestion relief schemes at Charing Cross, Victoria, Fenchurch Street, Clapham Junction and Wimbledon stations are, therefore, welcome. We also want to see the continuation of 'Access for All' funding to deliver more accessibility improvements at stations. In our report *Accessibility of the Transport Network* (November 2010), we highlighted that just one-third of London's 300 rail stations have step-free access yet the number of people with reduced mobility in the capital is set to rise. More step-free access is needed at rail stations across London.

This response to the IIP shows that investing in London's rail network is vital. There is a clear need for the IIP's proposals, and additional schemes, that will increase rail capacity and improve stations across the capital. Such developments will help to satisfy the high levels of demand for rail in London. In turn, they have a key role to play in supporting the capital's economy and its economic development.

We trust this response will inform the ongoing discussions about future investment in the railways. We look forward to receiving more information about the outcomes of these discussions in due course, including the publication of the High Level Output Specification (HLOS2) next summer.

Yours sincerely

**Caroline Pidgeon AM**  
Chair of the Transport Committee



# Subject: River Services

**Report to: Transport Committee**

**Report of: Executive Director of Secretariat**

**Date: 17 January 2012**

**This report will be considered in public**

## 1. Summary

- 1.1 This report provides background information to the Transport Committee in relation to its discussion on river services with representatives of the Mayor, Transport for London (TfL), the Port of London Authority (PLA) and Thames Clippers.

## 2. Recommendation

- 2.1 **That the Committee notes the report and puts questions to representatives of the Mayor, Transport for London, Thames Clippers and the Port of London Authority about river services.**

## 3. Background

- 3.1 The Committee has agreed to use part of this meeting to discuss passenger transport services on the river Thames. There are two types of river service: regular transport services (river bus services) and sightseeing and leisure services (river tour services). TfL, through its subsidiary London River Services (LRS), oversees the provision of all river services and operates some piers. Thames Clippers is the primary operator of the river bus services. The PLA is the organisation responsible for ensuring navigational safety along the river. The Mayor has reported that he will work through TfL, with Thames Clippers, PLA and other relevant organisations, to increase the use of the river to transport people and goods.<sup>1</sup>
- 3.2 The meeting will provide an opportunity for the Committee to follow up its past report on river services, *London's forgotten highway* (September 2006). The report is available at: <http://www.london.gov.uk/who-runs-london/the-london-assembly/publications/transport/london%E2%80%99s-forgotten-highway-londons-river-services>
- 3.3 The Committee's report highlighted a number of issues about expanding and improving river services. The issues included: the need for improvements to the piers; LRS's dependence on, and obligation to, the river tour service operators; the need to subsidise river bus services; the low levels of public awareness of river services and thus low demand for these services; and TfL's attitude to using the river for public transport.

<sup>1</sup> The Mayor's Transport Strategy, May 2010, pp.162-167

- 3.4 The Committee's report included a number of recommendations. In summary, the Committee requested that LRS/TfL: investigate the feasibility of setting up a central pier fund to improve and maintain piers; set up a Board of Pier Owners to enhance co-ordination and co-operation; investigate new methods of subsidising river services with private developers; ensure signage is clearly displayed at all piers where river services operate; re-examine how river bus services can be more effectively identified and incorporated onto the Tube map; prioritise and implement the use of Oyster pre-pay on river transport; and incorporate river transport into the 2012 Olympic Transport Strategy.
- 3.5 Since the Committee's report there have been various developments with river services. In December 2011 a site visit was held with Thames Clippers to obtain more information about recent developments and its proposals for further improvements.

#### **4. Issues for Consideration**

- 4.1 The following guests have been invited to this meeting to discuss river services:
- Leon Daniels, Managing Director of Surface Transport, TfL;
  - Richard Tracey AM, the Mayor's Ambassador for River Transport;
  - Sean Collins, Managing Director, Thames Clippers; and
  - Richard Everitt, Chief Executive, PLA.
- 4.2 The Committee's past report on river services and the findings from the site visit in December will inform the discussion at this meeting. In light of the discussion, the Committee may wish to identify findings and recommendations and publish these in the form of a short report or letter.

#### **5. Legal Implications**

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

#### **6. Financial Implications**

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

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#### **List of appendices to this report:**

None

<b>Local Government (Access to Information) Act 1985</b>
List of Background Papers: None
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# Subject: Future Tube Projects

**Report to: Transport Committee**

**Report of: Executive Director of Secretariat**

**Date: 17 January 2012**

**This report will be considered in public**

## 1. Summary

- 1.1 This report provides background information to the Transport Committee in relation to its discussion on future Tube projects with representatives of Transport for London (TfL).

## 2. Recommendation

- 2.1 **That the Committee notes the report and puts questions to representatives of Transport for London about future Tube projects.**

## 3. Background

- 3.1 The Committee has agreed to use part of this meeting to discuss future projects to improve the Tube network. The discussion will draw on the proposals contained in the Mayor's Transport Strategy for improvements to the Tube network beyond the current line upgrade programme. The discussion will provide an opportunity to explore progress with these proposals including any recent developments.
- 3.2 The Mayor's Transport Strategy set out the intention to seek some longer-term extensions to the Tube network. Proposal 22 provided for the Mayor, through TfL and working with relevant stakeholders, to pursue longer-term schemes that will enhance the London Underground network and in particular the following specific line extensions:
- a) A privately funded extension of the Northern Line to Battersea;
  - b) A potential southern extension to the Bakerloo line subject to resources and further study; and
  - c) A link at Croxley to join the Watford branch of the Metropolitan line to Watford Junction (with funding to be secured by Hertfordshire County Council in conjunction with the government).<sup>1</sup>
- 3.3 The Mayor's Transport Strategy also set out the intention to deliver Tube station improvements. Proposal 18 provided for the delivery of the ongoing programme of Tube station refurbishments. Proposal 19 provided for the Mayor, through TfL and working with relevant stakeholders to develop and implement a prioritised programme for more substantial developments to enhance station capacity and accessibility at London's most congested stations. The developments included:
- a) Congestion relief schemes to complement Tube line upgrades and/or integrate Crossrail at the key interchanges of Victoria, Tottenham Court Road, Bond Street, Paddington and Bank;

<sup>1</sup> Mayor's Transport Strategy, May 2010, p136

- b) Schemes at other strategic Tube interchanges e.g. Vauxhall, Finsbury Park, Highbury & Islington, Holborn, Camden Town, Oxford Circus, Edgware Road and the Northern line City branch; and
- c) Schemes at major strategic multi-modal/National Rail interchanges on the Underground network to disperse onward demand arising from National Rail proposals such as High Speed 2 e.g. at London Bridge, Euston, Liverpool Street, Paddington, Elephant & Castle and Waterloo stations.<sup>2</sup>

3.4 The discussion on future Tube projects will provide an opportunity to follow-up relevant past Committee work and build upon it by exploring infrastructure improvements beyond the current line upgrades. The Committee's past work has often focused on the line upgrade programme such as its most recent report, *State of the Underground* (September 2011). The report focused on the dip in Tube performance in 2010/11 and progress with the line upgrades. The report is available at: <http://www.london.gov.uk/publication/state-underground-report>

## 4. Issues for Consideration

- 4.1 The following guests have been invited to this meeting to discuss future Tube projects:
- Michèle Dix, Managing Director Planning, TfL; and
  - David Waboso, Director of Capital Programmes, London Underground, 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 financial implications to the GLA arising from this report.

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### List of appendices to this report:

None

<b>Local Government (Access to Information) Act 1985</b>	
List of Background Papers: None	
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<sup>2</sup> Mayor's Transport Strategy, May 2010, pp.132-134

# **Subject: London TravelWatch Performance Monitoring Report (to 30.9.11)**

**Report to: Transport Committee**

**Report of: Executive Director of Secretariat**

**Date: 17 January 2012**

**This report will be considered in public**

## **1. Summary**

- 1.1 This report sets out the report of the Chief Executive of London TravelWatch on the organisation's performance for the first six months of 2011/12.

## **2. Recommendations**

- 2.1 **That the Committee notes the financial outturn position of London TravelWatch as at 30 September 2011.**
- 2.2 **That the Committee notes the performance against the agreed objectives of London TravelWatch.**

## **3. Background**

- 3.1 This paper presents the report of the Chief Executive of London TravelWatch setting out the organisation's performance for the first six months of 2011/12 and the financial position as at 30 September 2011. It also provides a high-level summary of performance against London TravelWatch's suite of performance indicators.
- 3.2 The Committee is asked to note the financial position as at 30 September 2011 and the summary of performance against the approved suite of performance indicators.
- 3.3 The regular monitoring of delivery against the key objectives featured in the London TravelWatch Corporate Plan will enable the Committee to maintain an overview of London TravelWatch's performance throughout the year. The Committee is asked to note the report.
- 3.4 The Committee will also wish to note that tripartite discussions have been continuing with London TravelWatch and Passenger Focus to explore the opportunities, implications and cost benefits of closer working arrangements between these two statutory organisations as one possible route for effecting the significant change required as a result of the 2012/13 budget settlement and the directions issued under the authority of the Committee at its meeting on 14 July 2011, including

London TravelWatch moving office in August 2012. The expectation is that, by the end of January 2012, a preferred way forward will have been agreed with all the parties concerned.

#### **4. Issues for Consideration**

- 4.1 The report of the Chief Executive of London TravelWatch setting out the organisation's performance for the first six months of 2011/12 and the financial position as at 30 September 2011 is attached as **Appendix 1**.
- 4.2 In regard to paragraph 1.37 of the Appendix, relating to the reduced number of consultations to which responses are made, this is in line with guidance issued by the Committee last summer that "London TravelWatch should have regard to the limited resources available to it and to utilise these resources to prioritise matters of primary significance to passengers, and apply this test when considering whether a response [*to consultations*] is desirable under the Act".
- 4.3 In regard to paragraph 1.39, relating to the reduced number of calls arising from the removal of London TravelWatch's telephone number from the notices on buses, this is in line with the decision of the London Assembly in its 2010 review of London TravelWatch's operations.

#### **5. Legal Implications**

- 5.1 Under Schedule 18 of the GLA Act 1999 (as amended), the Assembly has various powers and duties in respect of London TravelWatch. These include the powers to: agree London TravelWatch's budget, appoint members of the London TravelWatch Board, approve officer appointments made by London TravelWatch, receive London TravelWatch's accounts and audit and, under s.251 of the GLA Act, to issue guidance and directions as to the manner in which London TravelWatch shall exercise its functions.
- 5.2 The Assembly has delegated its functions in respect of London TravelWatch to the GLA's Transport Committee.
- 5.3 Under s.34 of the GLA Act 1999 (as amended), the Assembly may do anything which is calculated to facilitate, or is conducive or incidental to the exercise of any of the functions of the Assembly.

#### **6. Financial Implications**

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

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**List of appendices to this report:**

Performance monitoring report from the Chief Executive of London TravelWatch.

**Local Government (Access to Information) Act 1985**

List of Background Papers: None

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## London TravelWatch Performance Report to 30.9.11

### 1. Summary

1.1 This report sets out details of London TravelWatch's performance for the first six months of 2011/12 and shows the financial position as at 30 September 2011. It provides a high-level summary of performance against the suite of performance indicators agreed previously with the Transport Committee.

#### Financial Outturn

1.2 The financial position as at the end of September 2011 is summarised below:

	Original Budget	Revised Budget	Actual to date	Year end Forecast	Forecast Variance
	£	£	£	£	£
<b>REVENUE EXPENDITURE</b>					
Chairman, Members & Staff Costs	1,067,947	1,067,947	603,913	1,221,364	153,417
Accommodation costs	218,451	218,451	107,875	215,933	(2,518)
Supplies & Services	118,062	118,062	61,783	159,597	41,535
Depreciation	38,540	38,540	18,055	35,711	(2,829)
<b>Total Revenue Expenditure</b>	<b>1,443,000</b>	<b>1,433,000</b>	<b>791,626</b>	<b>1,632,605</b>	<b>189,605</b>
<b>Total Capital &amp; Revenue Expenditure</b>	<b>1,443,000</b>	<b>1,433,000</b>	<b>791,626</b>	<b>1,632,605</b>	<b>189,605</b>
<b>INCOME</b>					
Greater London Authority Funding	1,443,000	1,433,000	841,750	1,433,000	0
Passenger Focus	0	0	8,640	13,000	(13,000)
Bank Interest Receivable	0	0	39	50	(50)
Other income	0	0	0	0	0
<b>Total Income</b>	<b>1,443,000</b>	<b>1,433,000</b>	<b>850,429</b>	<b>1,456,050</b>	<b>(13,050)</b>
Surplus / (Deficit) funded from transfer to / (from) reserves – excluding capital expenditure	0	0	58,803	(176,555)	176,555
Capital Expenditure	0	0	0	0	0
Surplus / (Deficit) funded from transfer to / (from) reserves – including capital expenditure	0	0	58,803	(176,555)	176,555

## **Main Variances**

- 1.3 There will be an overspend against the revenue expenditure budget mainly attributable to increased costs because of staff departures and small savings against the accommodation budget, which will be offset by extra costs for supplies and services such as IT and legal and professional services.
- 1.4 These figures include some substantial variances resulting from London TravelWatch's internal review, in particular direct costs in the region of £329,000 will have been incurred by the end of the year in order to implement the review and thereby achieve substantial savings in future years.
- 1.5 The chairman, members and staff costs item includes forecast savings of £125,000 against the original budget figure of £1,050,000 during the year, but severance costs of £263,000 will be incurred to achieve this. Similarly, the supplies and services item includes unbudgeted costs of £66,000 to meet additional costs of legal and professional fees and training necessitated by the restructure.
- 1.6 It should be noted that London TravelWatch have met all costs associated with their restructure, however, to facilitate this, the GLA have amended London TravelWatch's grant payment profile for 2011-12, bringing forward their March grant payments to ease cash flow in late 2011. For the same reasons they have also agreed, if necessary, to vary the grant payment profile for 2012-13 so that additional funds are available at the beginning of April to allow London TravelWatch to promptly pay any invoices outstanding from March 2012.
- 1.7 Income will be higher than budgeted by £13,000 due to receipt of income from staff costs recharged to Passenger Focus, although this is directly offset by salary costs incurred.
- 1.8 There was no provision for capital expenditure in the budget and no actual capital expenditure.

## **Risk Areas**

- 1.9 There are no known areas of financial risk.

## **Headline achievements and progress against the Business Plan**

- 1.10 This section of the report highlights achievements made between April 2011 and September 2011. It also reports progress against London TravelWatch's key performance indicators.
- 1.11 During the first half of the year, following a comprehensive internal review and a separate London Assembly review, London TravelWatch implemented a staff redundancy programme, reallocated work, reconfigured its premises and sought options for outsourcing its HR and finance functions.

- 1.12 London TravelWatch now has a much smaller board and is carrying a vacancy. The reduced size of the Board presents a governance risk to the organisation because of the lack of representation of South Londoners and people with physical mobility problems.
- 1.13 Performance against turnaround targets for casework continues to be excellent as the table of performance indicators later in this report confirms.
- 1.14 London TravelWatch continued to encourage transport operators to improve their complaints handling and approach to customer care and met regularly with transport providers to put forward the consumer view. Recalcitrant issues were raised with operators at managerial level.
- 1.15 London TravelWatch published two key pieces of research during this period. One investigated unfinished journeys made using Oyster Pay As You Go (PAYG) and the organisation was pleased that the publicity surrounding its work led to a 10% increase in the number of passengers claiming refunds to which they were entitled. The other promoted good practice in respect of transport interchanges and walking and is already being used as the basis for further discussion with transport operators and providers to secure improvements for the public.
- 1.16 London TravelWatch continued to maintain a watching brief on the progress of issues it had dealt with in previous years. In relation to safety for taxi passengers, it continued to press for taxi driver criminal records checks and was pleased when this was then followed up by Transport for London (TfL). Subsequently, London TravelWatch met with the Home Office in September along with London Councils, the Suzy Lampugh Trust and the Licensed Taxi Drivers Association to discuss this issue and the Home Office is rethinking its decision.
- 1.17 London TravelWatch continued to monitor closely proposals by operators to reduce services to passengers. It submitted a response to a London Midland Schedule 17 proposal to reduce booking office opening hours which is currently in arbitration with the Department for Transport (DfT).
- 1.18 London TravelWatch monitored the impact on transport users of arrangements being put in place for the 2012 Olympics, particularly to ensure that the needs, views and experiences of non-games users were taken account of by transport operators and providers. In May, it raised concerns over the impact on Greenwich transport users of proposed changes to train stopping patterns at Maze Hill and Charlton stations (which it did not think would benefit visitors to the Games) and successfully persuaded Southeastern to reinstate stops at Charlton station.
- 1.19 Representations by London TravelWatch to London Underground (LUL) led to additional service improvements for passengers disrupted by the refurbishment of the escalators to the Victoria Line platform at Victoria station, with more LUL and National Rail staff made available to advise and assist as well as advice by staff at Gatwick airport encouraging passengers purchasing a ticket to London to buy an Underground ticket at the same time.
- 1.20 London TravelWatch is pleased that London's train operators have taken account of its First Class Travel report, with Southern allowing customers to use first class carriages

during busy periods and First Capital Connect agreeing to halve the amount of first class accommodation on their new trains.

- 1.21 London TravelWatch successfully persuaded Southeastern in July to introduce the 'Delay Repay' scheme to compensate passengers who have experienced severe delay to their train services.
- 1.22 To address passenger concerns raised with its casework team, London TravelWatch negotiated with London Overground Rail Operations Limited (LOROL) to provide extra late train services with two additional trains from Monday to Saturday, between Stratford and Camden Road, thus extending the 10-15 minute interval service from Stratford to 11.15pm on this busiest section of the route.
- 1.23 London TravelWatch monitored the impact of fares policies across London and commented in September on the Mayor's consultation to change penalty fares, recommending that TfL delayed implementing any changes so that they could coincide with any changes on the National Rail network. Measures suggested to reduce the likelihood of passengers incurring penalty fares included implementation of London TravelWatch's research on 'incomplete Oyster PAYG' journeys and a London-wide gating strategy.
- 1.24 In June, London TravelWatch contributed to London Assembly's Transport Committee scrutiny on the performance of London Underground and published its report on this. It also submitted a response to the future ticketing scrutiny in August.
- 1.25 During this period, there were a number of important rail related consultations to which London TravelWatch responded to point out the implications for passengers in the London railway area. These included the Network Stations Route Utilisation Strategy, the Office of Rail Regulation Periodic Review 2013, and the McNulty review conclusions on fares, staffing of trains and stations, ticket office and delivery systems. It also contributed to the pre-consultation on the DfT review of Conditions of Carriage.
- 1.26 London TravelWatch responded selectively to other major consultations from statutory and regulatory organisations on changes that will impact on transport users in the London area. This included a response to TfL's Coach Strategy document in April and a response in May to the DfT's consultation on a proposed fine for various franchise breaches by Chiltern because they would have resulted in adverse consequences for its passengers in the London area.
- 1.27 London TravelWatch continued to develop its website as a source of advice on both passenger rights and relevant consumer issues. In addition to this, it continued to distribute localised stories arising from its general work, for instance, the take up by borough of bus and tram discounts for job seekers.
- 1.28 London TravelWatch continued to work efficiently, explored ways of expanding its resources and managed its restructure in a way that was as fair as possible to staff and minimised disruption to its work for transport users. It updated its business continuity plan and produced all its key documents on time in spite of the restructure and reduced staffing levels.

## **Progress against London TravelWatch's suite of key performance indicators**

- 1.29 The following performance indicators relate to the organisation's performance in its handling of casework during the six months from April to September 2011.
- 1.30 The demand for London TravelWatch's services increased in quarter two of 2011 although historically spring and early summer are a generally quieter time. Since the publication of its Oyster PAYG research in June on why passengers incur maximum charges, the number of passengers claiming refunds has risen 10%, meaning 15,000 more people a month are getting the refunds which they are due.
- 1.31 The main issues raised by passengers include difficulties in using their Oyster card, the readers not working and forgetting to touch out with their Oyster card. The latter issue is more prevalent at those stations on the National Rail network that do not have ticket barriers due to the readers being less visible or the signage being inadequate than at those stations where ticket barriers force passengers to touch in or out with their card. Interestingly, fewer complaints are received about Docklands Light Railway where the majority of stations are unstaffed and have no barriers but the location of readers and signage tends to be more consistent.
- 1.32 At the end of quarter two, a high volume of calls were received by TfL because parents or guardians were chasing the issuing of Zip Oyster cards for their dependants. As the average waiting time to speak to an advisor was at times in excess of 30 minutes, a large number of telephone calls were then received by London Travelwatch. The casework team contacted TfL who took steps to reduce the waiting time.
- 1.33 The Director of Public Liaison and the Casework Manager met with the Business Manager of Abellio, who will take over the West Anglia franchise in February 2012, to discuss best practice in complaints handling.
- 1.34 Bus complaints remained large in quantity and varied. Many complaints received were regarding the perceived behaviour of bus drivers. However, many of the plaudits received directly by London TravelWatch (which they pass on to the operators) detail how friendly and helpful a particular bus driver had been to a passenger.
- 1.35 London TravelWatch continued to have a significant caseload in relation to fares and ticketing issues. Of particular concern is where passengers seek a refund on a season ticket they no longer require. Many passengers do not realise that refunds are likely to be lower than the pro-rata cost, but also many are given refund estimates that are inaccurate at LUL ticket offices. London TravelWatch has discussed this issue with TfL with a view to better publicising passengers' entitlements to refunds on season tickets and ensuring that inaccurate estimates are not provided to passengers when the actual refund could potentially be much lower.

PI no.	Indicator	Performance											2011 /12 Target	Improve ment against target at Sep 11
		Jul/Sep 08	Oct/Mar 09	Apr/Sep 09	Oct/Dec 09	Jan/Mar 10	Apr/Jun 10	Jul/Sep 10	Oct/Dec 10	Jan/Mar 11	Apr/Jun 11	Jul/Sep 11		
1a	% of newly received cases recorded and acknowledged by LTW within 5 days	82.5%	90.5%	96.4%	97.5%	94.9%	98.9%	99.7%	99.6%	100%	100%	100%	100%	0
1b	% of newly received referred to relevant operator within 5 days	73.5%	69.5%	75.3%	75.1%	75.3%	88.7%	98.2%	96.2%	99.3%	98.9%	98.3%	75%	+23
<b>2</b>	<b>% of replies from operators considered, decision taken on further action within three days of receipt</b>													
2a	Reply within ten working days of receipt if no further action required	83.8%	67.1%	76.7%	78.5%	77.2%	88.7%	93.9%	93.5%	96.2%	98.1%	97.8%	90%	+8
2b	Reply within 20 working days of receipt if no further action required	91.9%	82.6%	87.2%	89.5%	88.1%	95%	97%	96.8%	100%	100%	99.6%	100%	0
<b>3</b>	<b>% replies to cases dealt with direct without referral to an operator</b>													
3a	Reply within ten working days of receipt if no further action required	79.8%	88.0%	94.8%	87.5%	87.2%	97.8%	99.4%	100%	100%	98.9%	100%	90%	+10
3b	Reply within 20 working days of receipt if no further action required	98.4%	97.2%	97.3%	97.2%	95.2%	98.4%	100%	100%	100%	100%	100%	100%	0
4	Mean score for respondents to LTW survey expressing satisfaction with outcome of case	72	79	66	50	46	66	73	73	70	+3			
5	Mean score for respondents to LTW survey expressing satisfaction with the speed of response	74	78	72	60	61	72	78	79	72	+7			
6	Mean score for respondents to LTW survey expressing satisfaction with handling of case	79	84	76	63	61	75	83	81	79	+2			

PI no.	Indicator	Performance											2011 /12 Target	Variance at Sep 11
		Jul/Sep 08	Oct/Mar 09	Apr/Sep 09	Oct/Dec 09	Jan/Mar 10	Apr/Jun 10	Jul/Sep 10	Oct/Dec 10	Jan/Mar 11	Apr/Jun 11	Jul/Sep 11		
7	No. of complaints received relating to LTW's service standards	1	0	0	0	0	0	0	0	0	0	0	N/A	N/A
8	% of complaints received relating to LTW's service standards fully responded to within 20 working days or the first meeting of the Casework Committee after receipt of the complaint if a decision is taken that member input is needed.	100%	0	0	0	0	0	0	0	0	0	0	100%	N/A

## Research and Development

- 1.36 The following performance indicator relates to one of the research and development aspects of London TravelWatch's work during the first six months of 2011/12.

PI no.	Indicator	2011/12 target	Performance	Variance
13	% of requests for written / oral submissions met by the agreed deadline	100%	100%	Nil

- 1.37 In this reporting period London TravelWatch responded to a total of 85 consultations. They were broken down as follows: - National Rail (22), Streets (59), LUL (1), and Buses (3). This is a significant drop compared to the previous period when it responded to a total of 283 consultations. This is because London TravelWatch receives a vast number of consultations which are related to streets but it only responded to these consultations where they involved issues which had a wider impact than on the local area, for instance where it related to bus routes that run through a number of boroughs. London TravelWatch received 244 street consultations in the period but only responded to 59. This is in line with guidance received from the London Assembly.

## Staffing Issues

- 1.38 A key focus for London TravelWatch in the first six months of 2011-12 was preparing for and implementing the organisational changes resulting from its internal review. Staff were consulted throughout the process in accordance with its employment protection and redundancy policy. Six staff applied for voluntary redundancy, four of whom left at the end of July and the other two left at the end of December. These redundancies, combined with vacancies which had arisen over the previous year but where posts were not filled, has meant that the organisation will have reduced its full time staffing establishment from 23 in September 2010 to 16 in January 2012.
- 1.39 Unfortunately there has been a small reduction in the staffing complement of the casework and the policy and investigation teams. However London TravelWatch was keen to protect these two key services so the majority of staffing cuts were made by reducing the number of Board and Committee meetings and through streamlining and refining core activities. There was also a reduction in the corporate reception function which was enabled by a substantial drop in the number of inappropriate phone calls from the public now that London TravelWatch's telephone number is being removed from the buses, as well as by holding fewer public meetings.



- 1.40 In accordance with guidance given by the Transport Committee, London TravelWatch spent a considerable amount of time investigating the possibilities of outsourcing the majority of its finance and HR work to either Passenger Focus or the GLA. Unfortunately neither option proved possible, and the organisation has decided to retain a much reduced finance and HR function in-house. It has made major changes to its finance and HR procedures to enable this and will now operate with a team consisting of 1.4 (full time equivalent) staff.
- 1.41 London TravelWatch has made a substantial investment in training, learning and development to ensure that staff fully understand their new roles and the different ways of working that will now be required of them, and that staff taking on new responsibilities are properly supported in doing this. There has also been a big emphasis on knowledge management continuity to try and reduce the impact of losing so many experienced staff in such a short time scale.

**Janet Cooke**  
**Chief Executive**  
**London TravelWatch**  
**January 2012**

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# Subject: *The Future of Ticketing*

**Report to: Transport Committee**

**Report of: Executive Director of Secretariat**

**Date: 17 January 2012**

**This report will be considered in public**

## 1. Summary

- 1.1 This report sets out for the Committee's agreement the Transport Committee's report, *The Future of ticketing*.

## 2. Recommendations

- 2.1 **That the Committee agrees the report: *The future of ticketing*; and**
- 2.2 **That the Committee recommends to the Assembly that it uses its powers under section 60(1) of the Greater London Authority Act to request a response to the report from the Mayor.**

## 3. Background

- 3.1 The Transport Committee agreed on 14 July 2011 to carry out an investigation into Transport for London (TfL)'s future ticketing plans with the following terms of reference:
- To examine TfL's plans for ticketing; and, in light of the findings
  - To identify any further actions that should be taken by the Mayor and TfL to develop future ticketing that is of maximum benefit to passengers and mitigates any risks.

## 4. Issues for Consideration

- 4.1 The draft report is attached as **Appendix 1** (for Members only) for the Committee's formal agreement. It is also available at <http://www.london.gov.uk/who-runs-london/the-london-assembly/publications>.
- 4.2 The report contains eight recommendations addressed to TfL and the Independent Investment Programme Advisory Group (IIPAG). In summary, the recommendations to TfL seek reports back to the Committee on the following issues:

- The fraud levels or other security matters detected due to increased use of contactless cards on the transport system;
- An analysis of the issues raised with the customer call centre related to contactless payments, any work carried out to examine bus driver difficulties with the system, and any agreement with banks for promotion campaigns in London;
- The full list of support being offered to those who wish to use contactless payments including any additional support over and above the website;
- How customers, regardless of bank status, will have access to the cheapest fares;
- An update on the development of plans for phases 3 to 5 of the Future Ticketing Project including plans to re-develop Oyster and how the ITSO standard will be used to ensure increased inter-operability and flexibility for passengers;
- The initial launch of contactless bankcard payment on buses including: the experience of passengers and drivers; any technical changes to the software as a result of initial testing; and a full timetable for the multi-modal launch on DLR, the Tube and the Overground; and
- Any proposed organisational changes resulting from preliminary scoping work on Phases 3 to 5 of the Future Ticketing Project including in relation to ticket offices, staff structures, and the plans for consulting the Committee and passengers on this issue.

4.3 In summary, the recommendation to IIPAG requested that it examine the business case for Phase 1 and 2 of the Future Ticketing project and report back to the Committee by March 2012.

4.4 The report and its recommendations fall within the terms of reference.

## 5. Legal Implications

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

## 6. Financial Implications

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

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### List of appendices to this report:

Appendix 1 – *The future of ticketing*

<b>Local Government (Access to Information) Act 1985</b>	
List of Background Papers: None	
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# The Future of Ticketing

November 2011





## **The Future of Ticketing**

November 2011

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**Greater London Authority  
November 2011**

Published by  
Greater London Authority  
City Hall  
The Queen's Walk  
More London  
London SE1 2AA  
[www.london.gov.uk](http://www.london.gov.uk)

enquiries 020 7983 4100  
minicom 020 7983 4458

ISBN

This publication is printed on recycled paper



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Caroline Pidgeon (Chair)	Liberal Democrat
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Roger Evans	Conservative
Jenny Jones	Green
Joanne McCartney	Labour
Murad Qureshi	Labour
Steve O'Connell	Conservative
Richard Tracey	Conservative

At its meeting on 14 July 2011, the Committee agreed to undertake an investigation into Transport for London's future ticketing plans with the following terms of reference:

- To examine TfL's plans for ticketing; and, in light of the findings
- To identify any further actions that should be taken by the Mayor and TfL to develop future ticketing that is of maximum benefit to passengers and mitigates any risks.

The Committee welcomes feedback on its report. For further information, contact Ian O' Sullivan in the Scrutiny Team by: letter c/o City Hall, More London, SE1 2AA; email Ian O Sullivan on [ian.osullivan@london.gov.uk](mailto:ian.osullivan@london.gov.uk); or telephone: 020 7983 6540. For press enquiries contact Dana Rothenberg by telephone: 020 7983 4603 or email [dana.rothenberg@london.gov.uk](mailto:dana.rothenberg@london.gov.uk)

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## Chair's foreword

It is not difficult to see why Transport for London (TfL) wants to allow “wave and pay” contactless bank cards on the network. The current Oyster system, though very popular, is expensive and complex to administer. Contactless bank cards use existing technology, responsibility for issuing cards would lie with the banks rather than TfL, and the operating costs should be lower.



But where is the passenger in all of this? While contactless bank cards will be an attractive option to some, many passengers are sceptical about using bank cards as tickets and others will simply not be able to.

The aim of this report is therefore to ensure that the needs of all passengers are central to TfL's Future Ticketing project and that changes take into account passengers' concerns and expectations. We are grateful to Which? for the support it has been able to offer. The findings of its survey have informed our conclusions and recommendations, including a set of principles which, if adopted, should protect passengers' interests.

Also, while it's only right that TfL is looking to new technologies to enhance its ticketing offer, it needs to demonstrate that there is a compelling case for their introduction. Based on the information made available to us in this investigation, we are unconvinced that the claims made about potential savings are backed up by the evidence. This is just the sort of issue where the new Independent Investment Programme Advisory Group can demonstrate its independence and we call on it to examine the finances of TfL's plans with a view to reassuring us, and Londoners, that this is an investment worth making.

So, in our view, there is still some way to go before “wave and pay” can be seen as a win-win for TfL and passengers. The plans will no doubt develop over the coming years. As they do so, this Committee will return to examine any proposals and continue to press for the best deal for London's passengers and taxpayers.

### **Caroline Pidgeon AM**

Chair of the Transport Committee

# Executive Summary

This report examines Transport for London's (TfL) plans to introduce contactless bank card payments across London's transport network in 2012/13. In our investigation we examined the extent to which the potential advantages of this new payment technology for passengers and TfL are likely to be realised in practice. This report sets out our conclusions and makes recommendations intended to ensure, in particular, that all passengers are at the centre of reforms to ticketing.

## Putting the Passenger First

The Committee recognises that contactless bank cards will make travel easier and faster for some passengers. These advantages are though dependent on pre-approval from a bank and research by this Committee suggests some passengers have reservations about the new technology. To safeguard the interests of all passengers throughout this process, we have established five principles which we consider should underpin TfL's Future Ticketing Project over the next five years:

- Any new ticketing system must provide the highest possible security for passengers' personal information.
- Passengers should be supported to use any new system by trained staff and an adequately staffed customer service centre.
- Passengers should have access to detailed breakdowns of their transport expenditure, and information provided to TfL should be kept confidential unless otherwise agreed to by customers.
- Those on low incomes should not miss out on the lowest fares because they do not have a bank card.
- Any new ticketing system should, as far as possible, be compatible with those provided by other transport operators.

The Committee calls on TfL to guarantee these criteria as a minimum standard for future ticketing development. We also ask that TfL report back by September 2012 on how it plans to embed these principles in its future ticketing programme; and how the adoption of contactless cards will fit in with a revised Oyster system, the new technology being introduced nationally on the transport network, and emerging technology particularly in the potential use of mobile phones.

### **How TfL may benefit from contactless payments**

TfL expects to break even on its £75 million investment in contactless payment technology within 12 years. Having examined the business case, the Committee is unconvinced that the system will deliver the level of savings needed to reach that target. In particular, we are concerned about: the lack of evidence within the business case to support TfL's assumptions about revenue increases and passenger take-up; and the lack of a figure for total direct savings attributable to contactless bank cards.

There are also wider implications of the adoption of contactless bank cards for TfL and others. For example, the business case presents no wider economic analysis, such as how the reduction in Oyster revenue might affect small shops. Also, changes to the way passengers pay for fares have implications for the management of staff and services at stations. While these have been acknowledged publicly by TfL, there is little detail available of what the changes will mean in practice and how, if at all, they are expected to contribute to savings at TfL. We have therefore asked TfL to consult the Committee and passengers before any changes to station management are approved.

The Committee recommends that the Independent Investment Programme Advisory Group (IIPAG) undertake a review of the rationale behind TfL's decision to roll out contactless payments across its network, taking into account the issues raised in the body of this report as well as any updated information on the growth of the contactless bank card market. We ask that IIPAG report back to the Committee before the launch of contactless payments on buses in Spring 2012.

**TfL's development of new ticketing systems presents a unique opportunity to improve the experience of public transport for Londoners. This report seeks to support this by ensuring that TfL maintain exacting standards when evaluating future ticketing solutions, and that potential benefits are shared amongst all passengers.**

# Introduction

## Oyster – a London success story

Since its launch in 2003, Oyster has become the default ticket choice for Londoners. 85 per cent of all fare transactions are now made through Oyster, with Pay As You Go the most popular choice for passengers amongst a range of fare and travelcard options. 14 million transactions a day are now made through Oyster.<sup>1</sup> Most importantly, all potential passengers have access to an Oyster card, and thus the benefits of lower fares and convenience.

Despite this success, there are several issues with the current system. These include:

- A proprietary set of standards and technology which are unique to TfL. This creates significant barriers to making it operable with other transport systems in the UK and globally.
- The high cost of operating the system in conjunction with traditional cash and paper tickets. TfL estimates this cost at 14p out of every pound collected in fares,<sup>2</sup> an almost identical figure to New York's Metrocard system which spends 15 cents in each dollar.<sup>3</sup>
- Confusion amongst some passengers as to how Oyster operates.
- A complex refund structure that requires TfL to have physical access to the card before correcting any over-charging.<sup>4</sup>

## The Future Ticketing Project

In 2006, TfL set up the Future Ticketing Project (FTP) with two main aims: the first was to investigate how much it cost the organisation to collect fares; and the second was to evaluate emerging payment technologies to see if they could help to reduce those costs. TfL undertook a scoping exercise in partnership with the Massachusetts Institute of Technology (MIT) to evaluate future payment options. During this period, it also piloted a mobile phone payment system.

TfL judged that contactless debit and credit card technology offered the best opportunity to reduce the cost of ticketing. Though mainly driven by cost concerns, TfL also considered there would be

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<sup>1</sup> TfL written submission to the Transport Committee, August 2011 page 6

<sup>2</sup> Shashi Verma, TfL, speaking at the Transport Committee, 6 September 2011, transcript page 2

<sup>3</sup> Concept of operations for MTA new fare payment system and NYCT deployment phase, Metro Transport System (NYC), April 2011, page 12

<sup>4</sup> Will Judge, TfL, speaking at the Transport Committee, 6 September 2011, transcript page 6

“substantial benefits” in terms of convenience for some passengers, ie those who have access to contactless payments and who used Oyster Pas As You Go.<sup>5</sup>

A business case was presented to the TfL Board in 2009 which proposed a five stage development process (outlined in Appendix 2). The first two phases cover the introduction of contactless bank card payments on buses in 2012, then across the DLR, the Overground and the Tube in 2012/13. Daily and weekly capping of fares would also be brought in during the multi-modal launch sometime in 2013. Phases 1 and 2 were funded with an allocation of £75 million. The final three phases, which include making travelcards available on contactless bank cards, developing a new pre-paid Oyster system and the final decommissioning of the current Oyster platform, will take place between 2013 and 2015. These phases are not currently funded: business cases will be developed for each before funding will be sought over the next two years.<sup>6</sup>

This report will explore the progress of the Future Ticketing Project as it stands on the cusp of launching Phases 1 and 2 early next year. In particular, we look at TfL’s proposals from the perspective of passengers, drawing on research on what consumers’ views are of contactless bank cards and their potential. We investigate: how the introduction of contactless bank cards will affect passengers’ experience of public transport; and to what degree the proposals offer improvements to access and convenience for all passengers. In Chapter 1 the Committee outlines five criteria which we conclude will help to ensure the best deal for passengers during the entire Future Ticketing Project. These criteria have been established based on research undertaken in conjunction with consumer group *Which?*. The next chapter will look at the Future Ticketing business case and examine the assumptions underlying TfL’s assertions about the effect of contactless payments on reducing the cost of collecting fares.

Using contactless bank cards on London’s transport network represents a significant revolution in TfL’s relationship with passengers, but one which has yet to undergo external scrutiny. With this report, we hope to provide a basis on which the Future Ticketing Project can be evaluated, as well as helping to place the needs of passengers at the forefront of any future development.

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<sup>5</sup> Will Judge, TfL, speaking at the Transport Committee, 6 September 2011, page 2

<sup>6</sup> FTP Phases 1 & 2 Business Case, Transport for London, September 2011, page 1

# Putting the passenger first

Contactless bank cards have the potential to make life simpler for many people: passengers will not need to worry about checking their balance or topping-up before travelling, while visitors to London who have access to contactless cards should also find it easier to get about. In terms of speed, TfL estimates the main benefit will be a 24 per cent fall in queues at ticket offices.<sup>7</sup> Also, unlike the current Oyster system, TfL will be able to process refunds directly on to bank cards through their back office.<sup>8</sup>

For those interested in using this new system, TfL will have to guarantee a level of support and security which will help to maintain passenger confidence and ensure repeat use. In addition, as most of these benefits will only accrue to passengers who meet a bank's approval, the Committee considers that it is essential that TfL also continues to guarantee that public transport ticketing is accessible and fair to all Londoners, regardless of their credit status.

To ensure these principles are realised, the Committee has set out a set of criteria which we deem necessary to ensure the Future Ticketing Project meets the needs of passengers. These criteria were shaped by research undertaken by *Which?*, who surveyed 1,335 UK residents in August 2011 on their attitude to contactless payments and their potential use for transport.

***Principle 1: Any new ticketing system must provide the highest possible security for passengers' personal information.***

As with any new technology, unease about security of personal information, and protection against fraud and identity theft, were key concerns highlighted by the *Which?* survey. Almost a quarter of those surveyed listed the safety of their personal data contained on the 'smart chip' as their main concern.<sup>9</sup> These concerns have been fed by news reports that claimed it would be possible to use a radio frequency transmitter to steal information stored on a smart chip while the card was still in a customer's pocket.<sup>10</sup>

The Committee has sought assurances in this area from card issuers such as Visa, and TfL. We have been told that, as well as featuring the same level of card security as Chip and Pin devices, there is an extra

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<sup>7</sup> FTP Phases 1 & 2 Business Case, Transport for London, September 2011, page 2

<sup>8</sup> Will Judge, TfL, speaking at the Transport Committee, 6 September 2011, page 2

<sup>9</sup> *Which?* written submission to the Transport Committee, October 2011 page 4

<sup>10</sup> Will Judge, TfL, speaking at the Transport Committee, 6 September 2011, page 30



layer of encryption within the card which makes it impossible for enough information to be stolen through the smart chip to be of any use.<sup>11</sup> Visa Europe said that card fraud is currently at a 10 year low and there has been no noticeable increase as the number of contactless payments throughout Europe has increased.<sup>12</sup> TfL's Head of Future Ticketing assured us that the cards were 100 per cent safe against any kind of electronic theft.<sup>13</sup>

**The Committee welcomes these assurances from TfL and Visa Europe. In light of the likely expanded opportunities for potential theft and fraud on the transport network, we would welcome TfL and card companies continued monitoring and reporting of contactless security to ensure that these assurances can continue to be supported by the evidence.**

#### **Recommendation 1**

**By September 2012, TfL should report back to the Committee on fraud levels or other security matters detected due to increased use of contactless cards on the transport system; and highlight, if necessary, steps it is taking to tackle any security issues before the multi-modal roll-out occurs.**

#### ***Principle 2: Passengers should be supported to use any new system by trained staff and an adequately staffed customer service centre***

In describing some of the lessons learned in roll-outs in other industries, Visa Europe said staff support was essential to success: TfL would have to ensure staff were well-trained and comfortable with explaining contactless payments. This burden will fall heavily on TfL if banks fail to launch the type of mass public information campaign last seen during the switch-over to Chip and PIN in 2006.

Bus drivers will be at the front line of the first roll-out in Spring 2012. To maintain good driver/passenger relations, bus companies must give drivers clear, concise information about how the system works, and what passengers should do in the event their card is denied at the reader. The Committee has noted in previous investigations into

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<sup>11</sup> Will Judge, TfL, speaking at the Transport Committee, 6 September 2011, page 30

<sup>12</sup> Visa Europe written submission to the Transport Committee, August 2011, page 2

<sup>13</sup> Will Judge, TfL, speaking at the Transport Committee, 6 September 2011, page 31

accessibility on the transport network, that the level of information given to drivers can be variable, both in detail and accuracy.<sup>14</sup> Confusion and misinformation will lead to delays during boarding and therefore erase any gains to passengers from speed and convenience.

TfL must also ensure that it has the back-office resources to support passengers. The Committee's previous work on the launch of the Cycle Hire Scheme highlighted the frustration that many users felt at the poor customer service offered by the helpline, particularly in cases where money had been incorrectly taken from their bank account.<sup>15</sup> For passengers on tight budgets, this could mean becoming subject to overdraft fees.

**TfL must ensure that staff are provided with the information necessary to answer enquiries and the authority to authorise refunds, particularly when a customer's account has been debited automatically. It should also continue to work with banks to ensure that they support the wider adoption of contactless payments with a high profile, general information campaign.**

#### **Recommendation 2**

**By September 2012, TfL should report to the Committee with: an analysis of the issues raised with the customer call centre related to contactless payments; any work carried out to examine bus driver difficulties with the system; and any agreement with banks for promotion campaigns in London.**

***Principle 3: Passengers should have access to detailed breakdowns of their transport expenditure, and information provided to TfL should be kept confidential unless otherwise agreed to by customers.***

Tickets and Oyster receipts help passengers in two distinct ways: they are used to track and control expenditure; and, they act as proof that a particular journey was taken, for example in claiming expenses. 62 per cent of Londoners surveyed by *Which?* said losing control of their

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<sup>14</sup> *Accessibility on the transport network*, London Assembly Transport Committee, November 2010, page 33

<sup>15</sup> *Pedal Power: the cycle hire scheme and cycling superhighways*, London Assembly Transport Committee, September 2010, page 20

expenditure and becoming overdrawn was a concern, while 56 per cent were worried about losing proof of travel or purchase.<sup>16</sup>

During the multi-modal launch, a single payment covering an entire day's travel will be deducted from a passenger's bank account. As passengers could be charged for travelling several times and across several modes each day, a single payment may make it more difficult to detect over-charges. To help passengers, TfL will develop a detailed online portal for passengers who register their card with TfL. This will provide information on each journey made and allow general enquiries and refund requests.

There are some problems with this approach, including:

- Information from banks and TfL will need to be reconciled accurately;
- Passengers without regular internet access will be disadvantaged;
- Passengers will be required to register their debit or credit card with TfL;<sup>17</sup> and
- The portal will not be available to passengers during the initial bus launch.

*Which?*'s Director of Policy said TfL should increase passengers' ability to know in real time when there is a problem with their account and allow them to make an informed response. A series of alerts using text, email and station readers could help to facilitate this.<sup>18</sup> TfL said it will continue to work on the support offered to contactless customers.

The survey also revealed a more general worry for between one third and one half of respondents about the level of information that banks and TfL would gather on customers' spending habits, and how this might be used both internally and through third parties.<sup>19</sup> We

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<sup>16</sup> *Which?* written submission to the Transport Committee, October 2011 page 4

<sup>17</sup> In TfL's survey from 2009, 31 per cent of respondents were unhappy about registering their bank card with TfL. This rose to almost half of respondents within *Which?*'s survey, which was carried out in August 2011.

<sup>18</sup> Pula Houghton, *Which?*, speaking at the Transport Committee, 6 September 2011, page 31

<sup>19</sup> The range is dependent on whether people were asked if their concerns rested with banks or transport operators - *Which?* written response to the Transport Committee, August 2011, page 5

welcome TfL's assurances that travel information will not be shared with banks or third parties.<sup>20</sup>

**Passengers should expect to be able to track travel expenditure as easily as they do for other payments. As well as the more comprehensive information offered by the online service, TfL should continue to investigate how passengers can receive real-time information on their expenditure, such as using phone or text messaging. It should also maintain the same levels of privacy as Oyster card holders receive.**

### **Recommendation 3**

**By September 2012, TfL should report back to the Committee with the full list of support being offered to those who wish to use contactless payments, including any additional support over and above the website.**

### ***Principle 4: Those on low incomes should not miss out on the lowest fares because they do not have a bank card***

Accessibility is a vital ingredient in the Oyster success story. For the price of £5, anyone has access to the Oyster system, and thus to the lowest prices. Contactless payments will change this: the 'right' to travel using this system will be based on approval by a third party, ie a bank or financial institution. This has the potential to adversely affect those who do not have access to credit or debit cards, a group which encompasses up to 20 per cent of the population (ie those who do not have a bank account, or those who only have access to Electron and not debit or credit cards),<sup>21</sup> and is weighted heavily towards poorer households.<sup>22</sup> The various levels of contactless availability amongst banks will also make it easier for some customers to take advantage of the new system than others. Barclays is the only bank to have fully committed to rolling out contactless cards to all customers. Lloyds and HSBC are waiting to see the results of limited trials.

As long as the benefits for those using contactless payments are exclusively on speed and convenience, the Committee can see the value in using advances in technology to offer more choice to passengers. The difficulty comes if growth is slower than TfL currently

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<sup>20</sup> Shashi Verma, TfL, speaking at the Transport Committee, 6 September 2011, page 35

<sup>21</sup> ITSO written submission to the Transport Committee, August 2011, page 2

<sup>22</sup> *Which?* written response to the Transport Committee, October 2011 page 8

anticipates before it introduces its revamped Oyster card as part of phase 4.<sup>23</sup> The business case for the first two phases rests on ambitious targets which are subject to many factors outside of TfL's control.<sup>24</sup> If take-up is lower than expected, TfL may be pressurised to use more aggressive financial incentives. The Committee heard that these incentives made a "big difference" in consumer acceptance of new technology. Analysys Mason cited the example of Japan, which not only gave out cards with money loaded on to them, but also set up loyalty schemes to encourage higher use in the early stages.<sup>25</sup>

TfL has already indicated that it plans to introduce a price incentive sometime in 2013. A weekly 'cap' on contactless payments is funded within Phase 2 of the launch. The Committee is concerned that the weekly cap, if not available on Oyster, will make it more difficult for those who are not able to qualify for a debit or credit card, or who do not wish to use one due to budgeting or other financial pressures, to access the cheapest fare for their travel.

**While the Committee understands the potential for long-term savings to TfL from contactless payments, this should not be at the expense of those who can least afford it. If TfL introduces the weekly cap, it should ensure that an equivalent option is available during any re-development of the Oyster scheme before 2014.**

#### **Recommendation 4**

**By September 2012, TfL should report back to the Committee on how it will ensure all customers, regardless of bank status, will have access to the cheapest fares for their journey.**

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<sup>23</sup> In phase 4 of its Future Ticketing plans, subject to approval of the business case, TfL plans to introduce a TfL card, available to all, which works to a bank card standard (Director of Fares and Ticketing, 6 September 2011, transcript, page 27).

<sup>24</sup> These include security concerns, a failure by banks to rapidly roll out availability, or the continued popularity of Oyster due to budgeting reasons.

<sup>25</sup> Ed Hamilton, Analysys Mason, speaking at the Transport Committee, 6 September 2011, transcript page 17

**5. Any new ticketing system should, as far as possible, be compatible with those provided by other transport operators**

Interoperability, ie, giving passengers the freedom to use the same ticketing product across several regions, is an increasingly important part of ticketing. Contactless bank cards offer some improvement on the current status quo, as a Visa card from Newcastle or Paris will operate with the same set of standards as one from London.

This advantage is lessened in two ways: the pace of distribution is likely to be significantly slower outside of London; and Train Operating Companies have yet to commit to making their systems compatible with TfL's plans. This latter issue is particularly important as estimates in TfL's business case assume contactless inter-operability on suburban rail routes. In addition, consumer research from both TfL and *Which?* acknowledges that there is a "large minority" of people who are happy with the current system and who do not wish to use a bank card.<sup>26</sup> This group will be looking to the re-development of Oyster in phase 4 of the Future Ticketing Project to increase their freedom to travel nationally.

ITSO may offer a solution. ITSO is a common set of technical standards that will allow freer travel between different transport providers. Unlike Oyster, it is not a ticket product itself, merely the agreed foundation which allows travel cards issued by other organisations to be used across transport regions.

The Department for Transport (DfT) is mandating the adoption of ITSO as a way to achieve a measure of national inter-operability.<sup>27</sup> Londoners who have a Freedom Pass already have a dual ITSO/Oyster card which allows them to travel to areas outside of London. All national rail franchises will stipulate adoption of ITSO and TfL has received funding from the DfT to ensure Oyster readers accept cards with ITSO specifications by 2013.<sup>28</sup> Evidence submitted to the Committee by ITSO, local authorities and Train Operating Companies has suggested that any future pre-paid card from TfL should use ITSO as its standard technical specification.

Passengers may benefit from competition amongst retailers to offer different additional functions on these cards, such as the option to use

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<sup>26</sup> TfL written submission to the Transport Committee. August 2011, page 16

<sup>27</sup> ITSO written submission to the Transport Committee, August 2011, page 1

<sup>28</sup> ITSO written submission to the Transport Committee, August 2011, page 1

money loaded on to the card for small retail purchases (otherwise known as an 'e-wallet'), or to build up loyalty points in exchange for special offers. For example, 95 per cent of Hong Kong residents between 16 and 65 have the city's Octopus card which is accepted at thousands of retailers, turning the card from a solely transport product into one which is used extensively for general payments.<sup>29</sup>

We acknowledge that there are still issues. ITSO has suffered delays due to technological reasons, and has been working with TfL for the last 18 months to solve these.<sup>30</sup> In 2005, TfL examined in detail the option of extending Oyster on similar lines to the Hong Kong Octopus card. The main conclusion of this work was that the regulatory requirements of the electronic regime in Europe, mainly governed by the E-Money Directive, were likely to make the costs of a UK scheme too expensive for retailers. In addition, others pointed out over-loading cards with too many features could slow down their acceptance at ticket gates.<sup>31</sup>

**Passengers who cannot, or choose not to, use a bank card will look to the re-developed Oyster system to increase their flexibility of travel. Adopting the ITSO standard for the re-development of Oyster would allow TfL to continue to offer a freely available pre-paid card which could combine national inter-operability with the ability to add additional functions which passengers may find attractive.**

#### **Recommendation 5**

**By September 2012, TfL should report back to the Committee with an update on the development of plans for phases 3 to 5 of the Future Ticketing Project. This should include how it is planning to re-develop Oyster and how it will use the ITSO standard to ensure increased inter-operability and flexibility for passengers.**

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<sup>29</sup> <http://www.octopus.com.hk/octopus-for-businesses/benefits-for-your-business/en/index.html>

<sup>30</sup> Shashi Verma, TfL, speaking at the Transport Committee, 6 September 2011, transcript page 7

<sup>31</sup> Michael Leach, ITSO, speaking at the Transport Committee, 6 September 2011, transcript page 28

# How TfL may benefit from contactless payments

As described by the Independent Investment Programme Advisory Group (IIPAG), the acceptance of contactless bank cards across the transport network is “not an elementary expansion of the Oyster card but is a step change” for both passengers and TfL.<sup>32</sup> Though we acknowledge there will be benefits for some passengers, contactless bank card payments are still largely untested as a ticketing technology. Therefore, a clear and rigorous appraisal of various competing options, and the costs and benefits of the chosen system is important.

We would expect the Future Ticketing business case to have provided a level of detail that would allow the Committee to assess the merits of contactless payments. During the course of our investigation, the Committee requested a copy of the original business case presented to the TfL Board in 2009. TfL submitted an updated case with numbers more reflective of their current expectations.

Having analysed the business case provided to us and assessing it against best practice in the public sector, we conclude that the document does not provide a compelling case for either the choice to develop contactless bank card payments, or for the expected return on the £75 million investment in Phases 1 and 2. Our detailed findings and methodology are set out in more detail in Appendix 1 of this report. This chapter summarises our main concerns. These include:

- No figure for total direct savings attributable to contactless bank cards. TfL told us in September that all five phases of the Future Ticketing Project would eventually produce savings of about £120 million a year.<sup>33</sup> According to the business case, contactless bank cards are only expected to be financially positive to TfL after 12 years, calling into question how much of the overall savings will actually come from TfL’s current funded programme.<sup>34</sup>
- No net cost savings provided for phases 1 and 2. TfL states that the overall goal of the Future Ticketing Project is to reduce the cost of fare collection from 14 per cent to 10 per cent of revenue. The full reduction will only come when all five phases of the FTP

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<sup>32</sup> IIPAG Annual Report, September 2011, page 19

<sup>33</sup> Shashi Verma, TfL, speaking at the Transport Committee, 6 September 2011, transcript page 3

<sup>34</sup> TfL has a business plan to 2017/18 and is required to make savings of £7.6 billion in this period.



are in place. There is no indication of how much Phases 1 and 2 are expected to contribute, increasing the difficulty in evaluating its success before Phases 3 to 5 are approved.

- A lack of evidence to support assumptions for both revenue increases and passenger take-up. TfL's Director of Fares and Ticketing told the Committee that many expected savings and revenue streams were not included in the business case. He suggested that contactless payments alone will generate between £10 million and £20 million of benefits a year, making it break even within three to four years.<sup>35</sup> TfL has produced no evidence to support this, and its business case is based on questionable assumptions about passenger take-up and card availability with no analysis of different scenarios should these assumptions not materialise. The business case does not provide evidence for how TfL can directly attribute an estimated £10 million increase in fare revenue to contactless payments.
- No description of alternatives to contactless bank cards – this is important as it is important to examine the opportunity cost of TfL's considerable investment in time, resources and money in the complex development of this technology. For example, could TfL have developed a second generation Oyster within the same time period which delivered comparable savings and efficiencies? The business case provides no context, but focuses only on making the case for one system.

The business case also does not give any details on the likely effect on retail outlets of reducing the number of Oyster transactions. There are roughly 4,000 Oyster retailers in London, many of them small shops around stations. They earn between two and nine per cent commission on each transaction. TfL's Director of Fares and Ticketing said "there is no doubt that there will be fewer transactions" as a result of contactless payments. He said that this issue would be addressed during Phase 4 of the Future Ticketing Project, which would outline plans for a replacement Oyster card offering "an even better proposition" for those businesses.

In its annual report, the Independent Investment Programme Advisory Group (IIPAG), which is tasked with examining how TfL invests and

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<sup>35</sup> Will Judge, TfL, speaking at the Transport Committee, 6 September 2011, transcript page 11

delivers on new projects, praised the delivery of the Future Ticketing Project. It has not at this stage examined the original rationale of the project, or the savings that the projects sponsors suggest will result. IIPAG's chief concern was "the lack of sufficient separation between sponsorship and delivery".<sup>36</sup> On the evidence of the business case submitted by TfL, the Committee would share those concerns and considers that a broader assessment of the estimates and assumptions provided to us in this investigation is necessary to ensure this investment has been spent wisely.

**We conclude that the business case provided to the Committee raises a number of questions about the assumptions underlying TfL's decision to support contactless payment cards. While we recognise that parts of the business case were by necessity redacted for reasons of commercial confidentiality, what has been provided suggests the business case process has not met best practice in the public sector. We therefore seek further independent reassurance that the plans represent value for money and that a full appraisal of it has been carried out. We call on IIPAG to examine the evidence submitted to the Committee, and any other relevant information made available to it by TfL, to reassure us, and by association, London's farepayers, that TfL's assumptions are robust and the costs and benefits carefully and accurately assessed. This work could then be used to monitor the system if there is a case for it to expand, while also informing any future work on Phases 3 to 5.**

#### **Recommendation 6**

**IIPAG should examine the business case for Phase 1 and 2 of the Future Ticketing Project, taking into account the issues raised in Appendix 1 of this report and report back to the Committee by March 2012 on its conclusions and recommendations.**

During our investigation, the Committee heard that the timetable put forward by TfL was very "aggressive". A representative from Analysys Mason, a consultant in the contactless payment industry, said the timetable gave little opportunity to learn from the initial bus launch in Spring 2012 before the far more complicated multi-modal roll-out in

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<sup>36</sup> IIPAG Annual Report, September 2011, page 19

2012/13. This concern was also raised during a review carried out by TfL into the project in June 2010.<sup>37</sup> Unlike bus journeys, which are based on a single tap on an Oyster reader and one fare, the DLR, tube and Overground require passengers to tap in and out of a journey to calculate the right fare.<sup>38</sup>

Ensuring this system is accurate will be essential to maintaining passenger confidence and trust: if passengers feel they are being consistently over-charged for travel then it will damage TfL's immediate hopes for cost savings. This is particularly important as the business case requires TfL to build and maintain high levels of contactless usage in just three years.<sup>39</sup>

Recent experience with the Barclay's Cycle Hire scheme in July 2010, demonstrates the difficulty of launching a complicated new computer system. Despite claims that the system had been tested before launch, there were persistent difficulties with its operation. The casual user launch was delayed almost six months, resulting in a drop in planned income. It took almost a year for a Critical Improvement Plan to be implemented, and for the larger system issues to be ironed out.

**TfL's business case necessitates a rapid adoption of contactless payment amongst passengers in the first three years of operation. The need to drive through the required expansion must be balanced against the need for thorough evaluation of each stage, and particularly in the more technologically demanding multi-modal roll-out.**

#### **Recommendation 7**

**TfL should report back to the Committee on the initial bus launch by September 2012. This report should highlight: experience of passengers and drivers to the new technology; any technical changes to the software as a result of initial testing; and a full timetable for the multi-modal launch on DLR, the Tube and the Overground.**

<sup>37</sup> 'Summary from Corporate Gate Review Future Ticketing Project (PRG: 10 June 2010)', Transport for London, November 2011

<sup>38</sup> Shashi Verma and Will Judge, TfL, speaking at the Transport Committee, 6 September 2011, transcript page 6

<sup>39</sup> From 1 per cent of bus passenger journeys to a third of all transport fares between 2012 and 2015 – please see Appendix 1 for further discussion on TfL's usage estimates.

## **Future proofing the system**

### *Mobile Phone Technology*

Guests at our 6 September meeting unanimously declared that mobile phone payments were likely to be the next major advancement in payment technology.<sup>40</sup> Indeed, TfL had already run a successful trial in 2007 using smart chip enabled mobile phones to pay for transport.<sup>41</sup>

Arguments between handset manufacturers and network providers about where the chip should sit in the phone (ie in the handset or on the SIM card) have delayed the wider adoption of mobile phone payments in the UK.<sup>42</sup> Although agreement has recently been reached in favour of the SIM card, there remain some barriers to wider adoption, including: uncertainty surrounding the intentions of Apple and Google to include payment processing in their operating systems; the technological challenges of a dual SIM and smart chip; and the cost barrier in obtaining a smart phone.<sup>43</sup>

As the smart chip technology on both bank cards and mobile payments is the same, TfL's work to prepare Oyster readers for the current bank card roll-out can be easily adapted to mobile phone payments in the future, once the issues highlighted above have been addressed. The Committee thus supports TfL's position to monitor developments in the market before committing to any further development.

### *Future Business Case Development*

The Future Ticketing Project is likely to have a major effect on how stations are managed in the next decade. TfL has acknowledged that there will be changes to how staff are deployed across stations as a

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<sup>40</sup> Transcript of the Transport Committee meeting, 6 September 2011, pages 39 & 40

<sup>41</sup> TfL conducted the trial in partnership with O2. 1,000 passengers tested mobile phones which had an Oyster card loaded on to a smart chip. Despite some technical difficulties with the user interface, particularly when trying to top up, passengers who participated in the trial were enthusiastic: TfL told the Committee that its marketing department had never seen such high satisfaction levels from a trial.

<sup>42</sup> Countries such as Japan and South Korea which have already achieved widespread adoption of mobile payments have much closer relationships between manufacturers and network providers – Transcript of the Transport Committee, 6 September 2011, page 39

<sup>43</sup> Transcript of the Transport Committee meeting, 6 September 2011, pages 39 and 40

result of the introduction of new technology,<sup>44</sup> although it has maintained a commitment “to keep all stations staffed during opening hours”.<sup>45</sup>

It is unfortunate that TfL did not examine the wider implications of its adoption of contactless payments within the initial business case in 2009. This has introduced a level of uncertainty, both about the robustness of the business case development, but also for staff and passengers about the future provision of station services. The development of the final three Phases of the Future Ticketing Project thus offers TfL an opportunity to correct this, and to involve staff and passengers at an earlier stage of the planning process.

**In order to accurately assess the range of effects of the Future Ticketing Project, TfL must include estimated costs and benefits derived from changes to service provision at stations. It should also consult with the Committee and passengers before any changes are finalised.**

#### **Recommendation 8**

**By September 2012, TfL should report back to the Committee on: any proposed organisational changes resulting from preliminary scoping work on Phases 3 to 5 of the Future Ticketing Project, including looking at ticket offices, staff structures and any other changes arising; and plans for how it will consult with the Committee and passengers on this issue.**

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<sup>44</sup> ‘London Underground’s Operational Vision – Technology Enables Change’, Report to the TfL Board, November 2011, paragraph 3.1

<sup>45</sup> Shashi Verma, TfL, speaking at the Transport Committee, 6 September 2011, transcript page 39

# Conclusion

It is clear that in a transport network as large and complex as London's, a balance will have to be struck in the way ticketing operates between ensuring fast and open access, providing value for money and seeking to make public transport a more attractive option for all passengers. We welcome TfL's commitment to innovation in ticketing and to cutting costs. This is an important element as we look for investment to go further in our transport network.

We conclude that contactless bank cards can only ever be one part of the solution to making ticketing more convenient for passengers and cheaper for TfL. As it requires approval from a bank or financial institution, there will always be a significant minority within London who either cannot access those cards, or who do not wish to use them. This makes the final two phases of the Future Ticketing Project, where a new Oyster card is developed, vital to TfL's longer-term aims.

The experience of Phases 1 and 2 should offer lessons to TfL about the later development of the Project. For example, it is essential that future ticketing systems are developed with a clear and realistic vision of how costs and benefits are balanced. A rigorous appraisal is particularly important when implementing untried technology on such a large scale. An analysis from IIPAG of the business case for contactless bank cards will help TfL to ensure a more thorough and open process as it begins work on Phases 3 to 5.

Change can be disruptive, particularly if it takes place within an essential service like public transport. Maintaining passengers' trust and satisfaction with our network should be of paramount importance. This includes: providing robust support to those who use contactless bank cards; ensuring equal access to the cheapest fares for all passengers; and increasing passengers' freedom to travel using the same card across the UK. The criteria outlined in Chapter 3 of this report will help TfL to meet both objectives, as well as promote overall confidence in the transport network.

The Future Ticketing Project offers a tantalising opportunity to prepare TfL and passengers for the future, and ensure the continuing popularity of public transport. These opportunities are not without risk and we aim through this report to ensure that the potential benefits for TfL and passengers are fully realised.

# Appendix 1 - Future Ticketing Project: Phase 1 and 2 Business Case Review

## Introduction

The terms of reference for the Committee's investigation into the future of ticketing are to assess how passengers can gain maximum benefit from TfL's current programme. As part of this work the Committee has reviewed the project's business case with reference to an example of guidance on best practice and an international comparison.

The aim of the review was to make a judgement on how TfL decided the project was affordable, met its objectives and offered value for money. In forming this judgement we wanted to consider the balance of risks associated with the project.<sup>46</sup> We drew on the following documents in our assessment of the business case:

- New York Metropolitan Transportation Authority (NYMTA) business case for a 'New fare payment system'
- HM Treasury Guidance *Assessing Business Cases 'A short plain English guide'*

The results of our review are summarised under four main headings:

- Option appraisal;
- Costs and benefits;
- Management of risk and uncertainty; and
- Monitoring the achievement of the objective

## Option Appraisal

The Committee has assumed that the business case that was provided was the basis upon which the decision to proceed was made. The initial questions are therefore around setting out the need for change, given the success of the Oyster system, and the range of alternatives considered in meeting this need.

The Future Ticketing Programme (FTP) business case does not adequately establish the strategic case for change. By comparison, the business case for the NYMTA fare system sets out the drawbacks of the current revenue collection system, as well as the objective of the new system and how this fits with the organisation's wider strategic

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<sup>46</sup> Assessing Business cases 'A short plain English guide', [http://www.hm-treasury.gov.uk/data\\_greenbook\\_index.htm](http://www.hm-treasury.gov.uk/data_greenbook_index.htm)

plans.<sup>47</sup> The FTP business case provides no information on the existing Oyster system, its costs or perceived weaknesses. At the Committee's meeting on 6 September, TfL discussed some of the problems with the current system but we would have expected these to be set out at the start of the business case and form part of the case for change.<sup>48</sup>

Establishing the need for change is important given that TfL has only recently renegotiated the Oyster management contract, and the contactless card system will not contribute to its current savings requirement. TfL began a new contract for the management of the Oyster card system with Cubic in August 2010, which will deliver savings of £10 million per annum for three years.<sup>49</sup> The FTP Business case overall assessment indicates that the contactless card project will be "financially positive within 12 years".<sup>50</sup> TfL's current savings programme requires £7.6 billion of savings by 2017/18. The contactless cards system will therefore not deliver net savings until after this date.

Once the need has been demonstrated, best practice states that the next stage should be "a sufficiently wide consideration of alternative options for achieving the desired objective".<sup>51</sup> TfL's stated objectives for the FTP are to:

- Reduce commissioning costs paid to the Oyster Ticket Network and Cubic by £6 million per year by 2014/15
- Reduce Oyster card issuance by 20 per cent per year by 2014/15
- Increase ticketing revenue by £9 million per year from 2015/16
- Improve the customer experience by 2014/15 by reducing journey time

The FTP business case does not assess alternative ways of achieving these objectives. The focus instead is on demonstrating the viability of just one option: introducing contactless card infrastructure across all TfL modes: "The FTP's vision is enabled principally by the acceptance,

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<sup>47</sup> Concept of operations for MTA new fare payment system and NYCT deployment phase, Metropolitan Transportation Authority, 21/4/11, p12

<sup>48</sup> Transcript, Transport Committee meeting, Future of Ticketing, 6/9/11, p2

<sup>49</sup> <http://www.tfl.gov.uk/corporate/media/newscentre/archive/16505.aspx>

<sup>50</sup> FTP Business Case, p9

<sup>51</sup> Assessing Business cases 'A short plain English guide', HM Treasury, p5



as payment for travel, of contactless cards issued on an EMV platform both by banks and later by TfL.”<sup>52</sup>

Best practice suggests that an option appraisal should be included in all cases, but recognises that in the latter stages of developing a business case the alternatives may have been reduced to a shortlist of main options. The NYMTA fares system business case compares relative benefits of three main options.<sup>53</sup>

Establishing that the contactless cards proposal offers maximum benefit requires details of its anticipated benefits relative to the alternatives. These alternatives should include a ‘do nothing’ option, and also the cost of correcting the weaknesses with the current system so that it meets future needs.

### **Costs and Benefits**

A full financial appraisal has clearly been done for the contactless cards proposal but details have not been provided for reasons of commercial sensitivity.

We can, however, piece together some information on the likely costs and benefits. When project authority was sought, in September 2010, the estimated final cost was £74.5 million.<sup>54</sup> In terms of financial benefits these are estimated, based on available information, to be at least £129.2 million over the period to 2022/23. This is broken down into £54 million savings from reduced Oyster commissioning costs<sup>55</sup>, and “revenue increases from reduced overall journey time of £75.2 million”.<sup>56</sup>

There are likely to be other financial benefits, for example in terms of the costs avoided on the upgrade of communications to stations but this is not quantified in the business case.<sup>57</sup>

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<sup>52</sup> FTP Business Case, p 1 EMV is the global standard for credit and debit payment cards based on chip card technology.

<sup>53</sup> Concept of operations for MTA new fare payment system and NYCT deployment phase, Metropolitan Transportation Authority, 21/4/11, p17

<sup>54</sup> TfL Finance & Policy Committee, item 6, p7, 16/9/10

<sup>55</sup> This assumes the target of achieving £6 million annual savings in Oyster commissioning costs are achieved from 2014/15, FTP Business Case, p2

<sup>56</sup> FTP Business Case, p4

<sup>57</sup> FTP Business Case, p4, para 2.9

In addition to this, the following examples are areas excluded from the appraisal altogether. The Committee considers that these could have key financial implications and should have formed part of the appraisal:

- Savings from ticket office staffing are ‘beyond the scope’, despite the admission that contactless technology will lead to a significant redirection of station ticket sales to online.
- The potential for additional revenue to be generated from allowing third parties to use the contactless technology. This does not include selling information from passengers, but merely using the back office expertise gained by TfL.
- The implications of cashless bus operation.
- The potential for a shift to mobile phone payments.

Based solely on the known savings and revenues, the net financial benefit can be estimated to be at least £54.7 million over the period to 2022/23, although this is far from certain. This relies heavily on the ability of the contactless card system to stimulate additional passenger demand and revenue for TfL. It is not clear from the business case how this additional revenue will be generated, and what assumptions have been made.

In addition to the financial benefits there are also monetised non-financial benefits including “£254.366 million” from reduced journey times in the period to 2022/23.<sup>58</sup> There is no detail on the methodology used to calculate the travel time savings and the result displays a spurious degree of accuracy.

### **Management of risk and uncertainty within the decision making process**

Key assumptions and estimates are made throughout the business case but the risk that these assumptions prove to be incorrect is not adequately addressed.

There are questions over the robustness of the management of the risk of cost overruns. A contingency of £14.8 million has been included in the overall project authority of £74.5 million. This was estimated on the basis of the net cost of key risks materialising. The business case lists two of the risks the project is exposed to, providing

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<sup>58</sup> FTP Business Case, p6

little reassurance that “all appropriate risks have been considered”, and includes no detail on the mitigations planned.<sup>59</sup> Furthermore, TfL states that there is only a 50 per cent level of confidence that the risk exposure calculated is sufficient. This indicates that there remains a risk that additional costs will exceed the total funding available. We would expect to see a contingency for risks being set at a level that was much more likely to be adequate to cover the risk exposure.

One of the project’s key risks is likely to be demand but this risk is not addressed in the business case. The level of take-up is estimated at 33 per cent of all journeys (excluding free travel) by 2014/15. This figure is based on a survey TfL conducted of 460 people. *Which?* has recently conducted a similar survey of 1,335 people, which found that 39 per cent of respondents would consider using a contactless card to pay for transport.<sup>60</sup> It is reassuring that both surveys suggest similar levels of potential demand, but caution needs to be taken when making assumptions about the behaviour of all public transport users in London on the basis of surveys which ask people how they might behave in the future.

The case is made for contactless cards on the basis of benefits accruing at an assumed level of take-up. Given that the take-up assumptions are exposed to a degree of risk, the impact of different scenarios around take-up levels is an important part of assessing the strength of the business case. Sensitivity analysis was carried out as part of the original business case, but the Committee was given insufficient information to determine how robust this testing was.<sup>61</sup> It is therefore not clear whether allowance has been made for ‘optimism bias’, which is the tendency to over-estimate benefits such as the level of demand. There is also no indication of the ‘switching point’, ie the level of demand at which the benefit values change enough to affect the decision to go ahead with the proposal.

Further to this there appears to be a methodological issue in the one take-up scenario that has been provided. Table 3 sets out the projected demand levels increasing up to 33 per cent of total journeys in 2014/15 – a total of 1,145 million journeys made with a contactless card. However, the business case also estimates that by the end of

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<sup>59</sup> Assessing Business cases ‘A short plain English guide’, HM Treasury, p6

<sup>60</sup> *Which?* response to the transport committee, August 2011, p5

<sup>61</sup> ‘Summary from Corporate Gate Review Future Ticketing Project (PRG: 10 June 2010)’, Transport for London, November 2011

2014/15 only two-thirds of all adult customers will have a contactless payment card. The total journeys figure used to estimate the take-up of contactless cards is not factored down to account for the proportion of the Londoners who will not have a contactless card. Applying the 33 per cent take-up estimate (based on the survey results) to this revised total journeys figure results in just 760 million journeys made with a contactless card in 2014/15.

### **Monitoring outcomes**

The FTP project is split into five phases with the existing business case applicable to the first two phases only. The business case states that it is the “intention to continue with phases 3 to 5 after the completion of phase 2”, but that this will be treated as a separate business case.<sup>62</sup> The Committee would expect the decision to proceed to phases 3 to 5 to be dependent on performance against the objectives in the first two phases.

It is unclear how performance in the first two phases will be monitored as this is not set out in the business case. Best practice states that all business cases should include plans for monitoring the project against the original objectives, including reporting timescales and managerial responsibility.<sup>63</sup> In this case it seems more important than ever to monitor performance because it will inform the decision whether to proceed or not with later phases.

Setting out monitoring arrangements is also made more important by the fact that in some cases the objectives would appear to be difficult to monitor. One of the FTP objectives is to increase ticketing revenue through overall increases in demand. It would be difficult to distinguish between increases in demand caused by the new payment system and those resulting from other factors linked to London’s economy.

If the first two phases of the implementation of contactless cards are not a success TfL should be free to pull out of phases 3 to 5. The business case states that “phases 1 and 2 will be implemented in such a way that it ‘future proofs’ the later stages, to minimise the costs of the later phases”.<sup>64</sup> It does not, however, include details of whether this involves additional cost in the first two phases. If additional costs

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<sup>62</sup> FTP Business Case, p2

<sup>63</sup> Assessing Business cases ‘A short plain English guide’, HM Treasury, p7

<sup>64</sup> *ibid*

were involved it could strengthen the business case for proceeding to Phases 3 to 5. This could indicate that TfL has taken decisions which commit them to implementing all five phases of the project before the initial implementation has been reviewed.

### **Conclusion**

We are not reassured by the information submitted that Transport for London's Future Ticketing Project demonstrates good value for money or that other options for achieving the same objectives have been thoroughly considered.

Given the exclusion of some key pieces of information from the appraisal and the lack of alternatives proposed we conclude it would not be reasonable to commit to spending over £70 million of public funding on the basis of this document alone. In some cases we accept the lack of information is due to commercial sensitivity but in other cases the reasons for not providing it are less clear.

Given the concerns of the Independent Investment Programme Advisory Group over the "independence (or lack of)" of project sponsors this raises outstanding questions about whether a sufficiently robust assessment of the project's viability was carried out prior to choosing to proceed with the contactless card proposal.<sup>65</sup>

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<sup>65</sup> IIPAG Annual Report, 25/7/2011, TfL Board 21/9/11, item 6, p8

## Appendix 2 - How Contactless Payments Work

Contactless bank cards differ from traditional credit and debit cards in that the information required by the bank for each transaction is not held on a magnetic strip, but on 'smart chip' held in the card. Dubbed 'Wave and Pay' by the industry, the chip is activated using a radio frequency when waved over a contactless reader. The reader then records the information and checks it against a 'deny list' provided by the banks. If approved, a message is sent to debit the customer's account.

Banks are introducing these cards as a way to reduce the need to carry money by making it quicker and more convenient for customers to use cards for small purchases, particularly in places where there are intense 'rush' periods such as coffee shops or fast food restaurants.<sup>66</sup> Eat, Caffè Nero and McDonalds have thus been early adopters. As part of their agreement with Visa and Mastercard, all banks have agreed to a cap of £15 on any single purchase using contactless bank cards, while many will also take the additional step of requiring a pin number if more than £45 is spent in a day.<sup>67</sup>

### Phased development of the Future Ticketing Project

TfL has split the Future Ticketing Project into five development phases, as outlined in Figure 1. Phases 1 and 2 are currently funded, while Phases 3 to 5 are subject to separate business cases and await approval from the TfL Board.

**Fig 1 – Proposed five phases of the Future Ticketing Project<sup>68</sup>**

Deliverable	Date	Notes
<b>Phase 1</b> Initial bus launch for contactless bank cards	March 2012	Payment of bus single fares – no capping
<b>Phase 2</b> Multi-modal acceptance of contactless bank cards with daily and	Autumn 2012/ Spring 2013	Launch likely to be phased

<sup>66</sup> Visa Europe submission to the Transport Committee, August 2011, page 1

<sup>67</sup> Visa Europe submission to the Transport Committee, August 2011, page 3

<sup>68</sup> Source: TfL written submission to the Committee, pages 2 and 3

weekly capping		
<b>Phase 3</b>  Travelcard season and bus passes available through contactless bank cards	Autumn 2013	Subject to funding approval
<b>Phase 4</b>  Phased adoption of technology platform resembling contactless payment to deliver 2 <sup>nd</sup> generation Oyster	2014	Subject to funding approval
<b>Phase 5</b>  Decommissioning of current Oyster platform, once migration to 2 <sup>nd</sup> generation is complete	2015	Subject to funding approval

# Appendix 3 – Recommendations

## **Recommendation 1**

**By September 2012, TfL should report back to the Committee on fraud levels or other security matters detected due to increased use of contactless cards on the transport system; and highlight, if necessary, steps it is taking to tackle any security issues before the multi-modal roll-out occurs.**

## **Recommendation 2**

**By September 2012, TfL should report to the Committee with: an analysis of the issues raised with the customer call centre related to contactless payments; any work carried out to examine bus driver difficulties with the system; and any agreement with banks for promotion campaigns in London.**

## **Recommendation 3**

**By September 2012, TfL should report back to the Committee with the full list of support being offered to those who wish to use contactless payments, including any additional support over and above the website.**

## **Recommendation 4**

**By September 2012, TfL should report back to the Committee on how it will ensure all customers, regardless of bank status, will have access to the cheapest fares for their journey.**

## **Recommendation 5**

**By September 2012, TfL should report back to the Committee with an update on the development of plans for phases 3 to 5 of the Future Ticketing Project. This should include how it is planning to re-develop Oyster and how it will use the ITS0 standard to ensure increased inter-operability and flexibility for passengers.**

## **Recommendation 6**

**IIPAG should examine the business case for Phase 1 and 2 of the Future Ticketing Project, taking into account the issues raised in Appendix 1 of this report and report back to the Committee by March 2012 on its conclusions and recommendations.**



**Recommendation 7**

TfL should report back to the Committee on the initial bus launch by September 2012. This report should highlight: experience of passengers and drivers to the new technology; any technical changes to the software as a result of initial testing; and a full timetable for the multi-modal launch on DLR, the Tube and the Overground.

**Recommendation 8**

By September 2012, TfL should report back to the Committee on: any proposed organisational changes resulting from preliminary scoping work on Phases 3 to 5 of the Future Ticketing Project, including looking at ticket offices, staff structures and any other changes arising; and plans for how it will consult with the Committee and passengers on this issue.

# Appendix 4 - Orders and translations

## How to order

For further information on this report or to order a copy, please contact Ian O' Sullivan, Assistant Scrutiny Manager, on 020 7983 6540 or email: [ian.osullivan@london.gov.uk](mailto:ian.osullivan@london.gov.uk)

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### Chinese

如您需要这份文件的简介的翻译本，  
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### Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

### Greek

*Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.*

### Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

### Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

### Hindi

यदि आपको इस दस्तावेज़ का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

### Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

### Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا مذکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

### Arabic

الحصول على ملخص لهذا المستند بلغتك،  
فرجاء الاتصال برقم الهاتف أو الاتصال على  
العنوان البريدي أو عنوان البريدي  
الإلكتروني أعلاه.

### Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ટપાલ અથવા ઇ-મેઇલ સરનામા પર અમારો સંપર્ક કરો.

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# Subject: Transport for the 2012 Olympic and Paralympic Games – Update Report from London 2012 and Transport for London

**Report to: Transport Committee**

**Report of: Executive Director of Secretariat**

**Date: 17 January 2012**

**This report will be considered in public**

## 1. Summary

- 1.1 This report sets out the second update report from London 2012 (the Olympic Delivery Authority (ODA) and the London Organising Committee of the Olympic and Paralympic Games (LOCOG)) and Transport for London (TfL) in response to the Transport Committee's report, *Clearing the hurdles: transport for the 2012 Olympic and Paralympic Games*.

## 2. Recommendation

- 2.1 **That the Committee notes the update report on 2012 transport from London 2012 and Transport for London.**

## 3. Background

- 3.1 The Transport Committee agreed in September 2010 to carry out an investigation into transport for the 2012 Games. At its meeting on 17 May 2011, the Committee agreed its final report, *Clearing the hurdles: transport for the 2012 Olympic and Paralympic Games*, following its investigation. The report is available at <http://www.london.gov.uk/who-runs-london/the-london-assembly/publications>.
- 3.2 The Transport Committee's report contained seven recommendations addressed to the ODA and TfL. The first recommendation sought a report by September 2011, with updates every three months thereafter, on progress with the delivery of the planned transport infrastructure for the 2012 Games. The other recommendations sought further information in the final edition of the Olympic Transport Plan on various matters including: forecast demand for transport during the 2012 Games; the specific targets for the 2012 travel demand management programme; the work taking place to maximise the number of spectators who will walk, cycle and/or use river services during the 2012 Games; the actions being taken to mitigate the potentially adverse impact of the Olympic Route Network (ORN); and the measures being taken to enhance transport accessibility.
- 3.3 The ODA provided a response to the Committee's report on 31 May 2011 which indicated that it would be happy, in combination with its partners, to provide written update reports on 2012 transport every three months from September onwards. The ODA also reported where the

Committee's recommendations had been covered in the final edition of the Olympic Transport Plan or how they could be addressed later in the year when more information was available eg in relation to forecast demand for transport. Subsequently the ODA and TfL were asked to provide a written update addressing all the areas covered by the Committee's recommendations.

- 3.4 The Committee received the first written update report in September 2011. The update report was submitted to its meeting in October 2011 and used to inform its detailed discussion on 2012 transport at its last meeting on 15 November 2011.

#### **4. Issues for Consideration**

- 4.1 The second written update on 2012 transport from London 2012 and TfL was received in on 5 January 2012 and is attached at **Appendix 1**.
- 4.2 The written update provides a response on all the areas covered by the Committee's recommendations and other issues raised at its meeting in November. The written update will be used to inform future consideration of 2012 transport issues. The Committee is due to discuss 2012 transport in detail at its meeting in March 2012.

#### **5. Legal Implications**

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

#### **6. Financial Implications**

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

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#### **List of appendices to this report:**

Appendix 1 – The written update on 2012 transport (covering letter and attachment).

<b>Local Government (Access to Information) Act 1985</b>
List of Background Papers: None
Contact Officer: Laura Warren
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Our ref: S12-UTC-LA-HS-001

Caroline Pidgeon  
Chair of the Transport Committee  
London Assembly  
City Hall  
The Queen's Walk  
London, SE1 2AA

3<sup>rd</sup> January 2012

Dear Caroline

**Re: Update on 2012 transport for Transport Committee**

In May 2011, London 2012 and TfL agreed to provide quarterly updates on progress with its transport plans starting in September 2011. This requirement arose in response to the recommendations of the Transport Committee report on Transport for the London 2012 Olympic and Paralympic Games.

I am therefore happy to provide the second quarterly update on behalf of London 2012 and TfL. The format of the update aims to provide the latest progress against each of the comments raised on transport by the London Assembly, covering:

- Progress with delivery of planned transport infrastructure
- An update on demand forecasting activities
- An update on travel demand activities
- An update on action to encourage more walking and cycling
- An update on work to maximise river usage
- An ORN update;
- A transport accessibility update;

We have also attached a response to your letter dated the 21 November 2011 where a number of issues of clarification were requested from London 2012 and TfL. This followed on from the Transport Committee meeting held on 15 November 2012.



department for  
culture, media  
and sport



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We trust this update meets your needs but in the meantime, if you have any queries please feel free to contact me.

Yours sincerely



**Hugh Sumner**  
Director of Transport  
Olympic Delivery Authority

cc: Valerie Shawcross – Deputy Chair of the Transport Committee



Comments	Response
<p>Progress with the delivery of planned transport infrastructure including details of how this has been tested, any changes as a result, and contingency arrangements if infrastructure isn't in place as planned.</p>	<p>The launch of the Olympic Transport Plan (OTP) at the Big Build event on 1 June 2011 corresponded with the completion of the substantial infrastructure provided for London 2012. Since then, significant milestones including the:</p> <ul style="list-style-type: none"> <li>• Step-free access project at Green Park station was completed on 29 August 2011;</li> <li>• the DLR extension to Stratford International opened on 31 August 2011; and</li> <li>• the Westfield Stratford Development opened on 13 September 2011, which includes new direct access to Stratford Station.</li> </ul> <p>The final quarter of 2011 has seen a significant increase in the number of test exercises. The ODA Transport Desktop Exercise 1 took place between 11 and 13 October, involving over 300 participants reviewing the transport challenges at London and UK venues. The live exercise on 25 November involved both the Transport Coordination Centre (TCC) and Olympic Park Transport Integration Centre (OPTIC) responding to live and simulated injected scenarios.</p> <p>London Underground has completed three operational tabletop exercises designed to brief staff and demonstrate potential differences in normal operations to those required during Games time.</p> <p>Transport has also been actively involved in domain-wide exercises, designed to familiarise operational centre staff who would be working during Games time. The largest exercise being Command Post Exercise 2 (CPX2), known as Black Chariot, which ran for 52 continuous hours from 6 to 8 December, further testing command, coordination and communication. The TCC performed a key transport communication role during this period.</p> <p>Further transport exercises are planned for the first quarter of 2012 when operation and contingency plans are further developed. These will include Transport Desktop Exercise 2 from 15 to 17 February and the Paralympics Desktop Exercise in March 2012.</p>
<p>The latest forecasts for demand including the full range of forecasts for the number of spectators, the forecast number of other visitors (people</p>	<p>New detailed transport 'hotspot' information covering London's roads and the public transport network was released on 30 November 2011. This information included maps showing the impact on London's road network of the Games, starting with the final build up and then each Games day. Alongside the road 'hotspot' maps, an online road journey planning tool, available at</p>

<p>without tickets), breakdown of demand by day, mode and venue, and how much of the forecast demand is expected to be covered by increased capacity through new transport infrastructure and how much by reducing usual demand.</p>	<p><a href="http://www.tfl.gov.uk/london2012">www.tfl.gov.uk/london2012</a>, was released which shows the anticipated additional journey time for those road journeys that really need to be undertaken at the busiest times and in the busiest locations e.g. delivery of perishable food. For the Tube and DLR, station descriptions of anticipated levels of congestion have been produced, including graphs that show the impact at 30 of the most affected stations, day-by-day and at half-hour intervals. They show the impact at stations if nothing was done to manage the demand from Games spectators and regular customers, taking into account seasonal demand patterns. They also show how the impact is alleviated when an anticipated reduction of 20 per cent in the total number of journeys is achieved as a result of changed travel patterns at these times and locations. The results demonstrate that much of the impact can be alleviated, aside from a few hours in the late afternoons and early evenings at specific stations, which are generally in Central London and around Games venues.</p> <p>London 2012 has just completed an update to the spectator demand forecasts using information gathered from Olympic ticket sales data as well as the most recent assumptions on capacities and number of attendees at other Olympic-related events such as Road Events and Live Sites.</p> <p>Spectator demand forecasts have now been produced and given to National Rail and TfL for each day of the Games split by individual hours and cover:</p> <ul style="list-style-type: none"> <li>• Total numbers of spectators attending ticketed Venues, Road Events and Live Sites;</li> <li>• Mode of travel used by spectators to travel to and from the above locations;</li> <li>• Numbers of spectators using key rail stations, including the main London termini, key LUL and DLR stations and stations serving Venues, Live Sites and Road Events;</li> <li>• Numbers of spectators travelling on National Rail, LUL and DLR services within London and the south east of England.</li> </ul> <p>A comparison has taken place between this latest set of demand forecasts and the previous set. Overall the changes are modest and do not materially impact on the existing detailed operational transport plans developed for the Games. However, the revised forecasts predict slightly higher spectator flows passing through the London termini of Waterloo, Victoria and London Bridge and marginally lower flows through Euston and King's Cross.</p>
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<p>An update on the 2012 travel demand management programme including the specific targets or measures of success for this programme, the impact to date including the number of businesses that have indicated they will change their transport arrangements in 2012 and further actions planned to manage demand from spectators and Londoners.</p>	<p>The total number of businesses receiving Site Specific Advice as of 5 December, was 453, employing over 540,000 people. However, the focus of the programme is now on the delivery of Action Plans by those businesses already in the programme. By 5 December, 120 draft action plans had been received from businesses, employing over 200,000 people. These action plans are being assessed against set criteria to ensure that they include the necessary actions for demand management to give confidence that the TDM programme is on track to achieve the necessary levels of travel reduction.</p> <p>Since the last update a further 14 Business Intermediary groups have started working with TDM to provide support to their members. This means that there are now 74 partner groups with a combined membership of over 210,000 businesses. There have been TDM presentations at 190 Business Intermediary events attended by over 9,400 businesses.</p> <p>Workshops for SMEs, multi-site businesses and London Boroughs continue to prove popular. To date, over 550 businesses have attended workshops.</p> <p>The public facing TDM campaign will commence in late January 2012, advising regular users of the transport network to start planning their travel during the Games. In association with this, a new website, 'Get Ahead of the Games', will also be launched and will act as the first point of contact for all users looking for Games related travel information.</p> <p>The second meeting of the Freight Forum, which includes the Transport Commissioner and 50 organisations including London Councils, the Freight Transport Association (FTA), Road Haulage Association, large businesses (Sainsbury's, Tesco etc) and operators (DHL, TNT etc) took place on 8 December. Ahead of the forum meetings have taken place with all of the freight sectors.</p> <p>The results of a series of trials of out-of-hours deliveries conducted with a number of London boroughs, and a range of businesses including supermarkets, pubs and hotels in advance of the London 2012 Games have been released. The businesses are based in areas where the</p>
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	<p>Games will have the biggest impact, and during the trials they all followed TfL's new draft Code of Practice and asked their suppliers to do the same. The draft code was developed in partnership with the FTA and Noise Abatement Society (NAS) and sets out practical tips on how both drivers and those receiving the goods can work together to make deliveries as quietly as possible. The draft code has been made available to the freight industry but feedback is being asked for, and the final version of the Code of Practice will be published early in the New Year.</p> <p>Engagement with individual businesses will ramp up early in 2012 through a Freight Advice Programme. This will target both suppliers and customers who will be most affected.</p>
<p>An update on action to encourage more people to walk and cycle during the 2012 Games and more challenging targets for use of these modes.</p>	<p>The ODA has invested around £10 million in walking and cycling route improvements into various competition venues within and outside London. In London, TfL is delivering a programme known as the Olympic Walking and Cycling Route Enhancements (OWCRE) which is focused on eight largely off-road 'greenway' routes into the Olympic Park and river zone venues. The programme comprises 113 schemes across the eight routes, and is delivered on the ground by a variety of local authorities and other organisations such as British Waterways and Lea Valley Regional Parks Authority.</p> <p>These routes will be promoted as the 2012 Games Walking and Cycling Routes until the end of London 2012. After this, the eight routes will revert back to their previous names (e.g. Lime House Cut). They will be promoted to spectators travelling to venues, as well as to Londoners in the lead up to and following the Games, to ensure usage and a lasting legacy. The schemes include surface improvements, access point upgrades and a comprehensive wayfinding and signage system based on Legible London. The routes are now complete and wayfinding will be installed along all routes by December.</p> <p>TfL have also allocated funding for promoting walking and cycling to Londoners in the lead up to and during the Games. This will be used alongside the ODA walking and cycling budgets for activities to promote walking and cycling.</p> <p>The Active Travel Programme (ATP) was launched on 24 October 2011 by Mark Foster and the London 2012 mascots alongside the OWCRE and new cycle map (detail below). Good media coverage resulted (BBC, ITV lunchtime news, Metro, Telegraph, cyclist blogs). A L2012 branded</p>

	<p>stakeholder update publication was sent out via email on 31 October. The London 2012 Active Travel programme will promote the OWCRE routes as well as encourage more walking and cycling in the lead up to, during and after the London 2012 Games.</p> <p>Two TfL led Inspire projects have been completed:</p> <ul style="list-style-type: none"> <li>• The Big Wow, a month long event promoting walking to school kicked off on 3 October and ended with a successful closing event with the mascots and 1948 torch on 4 November in Greenwich. Over 500 pupils and 200 schools took part, with activity in every London borough throughout the month.</li> <li>• The London Cycle Guide for the Olympic Park and surrounding area (first edition) is complete and was launched on 24 October. Orders can be placed for free via <a href="http://www.tfl.gov.uk/cycleguides">www.tfl.gov.uk/cycleguides</a>. A second edition with Games overlay and temporary parking will be developed for spring 2012.</li> </ul> <p>Although the deadline for Inspire applications was Thursday 1 December, the target of 60 walking and cycling projects being awarded the mark was met on 17 November. A final figure will be available in January 2012.</p> <p>Expected increases in walking and cycling levels in London as a result of the ATP (and integration with TDM plus walking and cycling business as usual) are now agreed and were publicised in the press release about the launch.</p> <p>Cycle parking locations for spectators have been identified for all competition venues. Cycle parking will be secure and free to use for spectators and workforce.</p>
<p>An update on work to maximise the use of river services during the 2012 Games.</p>	<p>The River Thames has a well developed network of existing passenger services that carries more than five million passengers a year. River services will offer an attractive journey option for Games spectators travelling to River Zone competition venues. The ODA has contracts in place with operators to maximise these services.</p> <p>The ODA commissioned a river services demand forecasting study in 2009 which indicated that at certain times during the day there is spare capacity on board both River Bus and River Tours scheduled services operating between central London and Greenwich/North Greenwich. The intention is to utilise spare capacity for Games spectators and in addition provide some additional capacity at key times of the day, notably the periods before and after sessions at competition venues.</p>



	<p>On average an additional 40 scheduled river service trips will be made upstream and downstream on a weekday during the Games, providing an additional capacity of around 12,000 seats. TfL and ODA are continuing to develop crowd management procedures on both TfL London River Service owned piers and with other pier management operators at venues for instance North Greenwich Pier.</p> <p>Since mid July, river operators have been selling tickets for Games services via their own online booking systems. This process has been made easier by a direct link from the London 2012 travel website and TfL-developed spectator journey planner.</p> <p>Some Games Family groups, including marketing partners, may charter boats for transport purposes to access Games venues. In line with their existing policy, TfL London River Services (LRS) has confirmed that requests for pier slots for charter boats at LRS piers can only be accommodated where they do not conflict with the scheduled services.</p> <p>The Passenger Boat Association has developed a guide to piers and charter bookings for the Olympic Games and this has been distributed to the industry.</p> <p>TfL has completed works on a new roof at Greenwich Pier. These works have been partially funded by the ODA. Off site fabrication work has commenced on the new pier pontoon for Tower Pier. The pier extension will be completed and in place by spring 2012.</p>
<p>Details of the likely impact of the ORN on all road users in London and steps being taken to mitigate this impact; the date by when pedestrian crossings temporarily removed as a result of the ORN will be reinstated; and how concerns about enforcement of the ORN are being addressed.</p>	<p>The core ORN and PRN will operate on one per cent of the London's road network with the Games Lanes operating on one third of that. It will become operational just a couple days before the Games start and removed as soon as possible after. Venue specific routes, such as that to Wimbledon, will be discontinued as soon as the event is over and are not required.</p> <p>In the event that a vehicle is parked illegally on the ORN or observed in contravention of an ORN moving regulation (i.e. Games Lane or restricted turn), Civil Enforcement Officers will have the ability to issue a Penalty Charge Notice (PCN) to the registered keeper of that vehicle. A £200 charge (with a 50 per cent discount for early payment) has been consulted on by the ODA.</p> <p>Abandoned, broken down or illegally parked vehicles causing an obstruction on the ORN will also be subject to</p>

	<p>relocation by a rapid response vehicle removals service. Any relocated vehicles will be registered with the recognised tracking service (TRACE) to enable the owner to recover their vehicle.</p> <p>Where pedestrian crossing facilities are required to close, these will be introduced as close as possible to the beginning of the Games. Where Venue ORN closes down during the Olympic Games, crossings will be re-opened as soon as possible (i.e. on Lords and Wimbledon routes). After the Olympic Games, those parts of the network which are not required for the Paralympic Games will be reopened as quickly as possible, after departures (i.e. Marylebone Road and Baker Street). As much of the PRN as possible will stand down during the inter-Games period.</p> <p>Where pedestrian crossings are to be closed they will be barriered off. Signs advising of the closure, along with directions to the next available surface crossing in both directions will be provided. Tactile paving will be covered to ensure visually impaired users are not misdirected into a closed crossing. TfL is working with the London Visually Impaired Forum to determine alternative noticing of crossing closures for these users. Local mobility impaired will be advised of the crossing closures and the extent of closure towards Games time.</p>
<p>An update on measures to improve the accessibility of transport including plans for staffing the transport system during 2012 Games, the location of temporary ramps and humps during the 2012 Games, and arrangements for transporting people with reduced mobility from main transport hubs to venues and around large venues such as the Olympic Park.</p>	<p>London's Transport system is already one of the most accessible in the world. All buses, black cabs and river piers are wheelchair accessible, the DLR is a step free network, and by the Games, 65 LU stations will be step-free. However during Games time, the transport network will experience significantly higher demand than usual from wheelchair users and other disabled people, with many trying to get to the same place at the same time.</p> <p>Significant work has been undertaken to improve accessibility on the transport network, including new lifts at key stations such as Green Park, and improvements such as platform humps at stations to provide level access to trains from platforms. In addition, substantial improvements to the DLR, including the extension from Stratford International to Canning Town will bring benefits to disabled people and others, both during the Games and long after.</p> <p>While there are still outstanding issues to be resolved, TfL and the ODA are working together to ensure that disabled people's experience of transport in London will be a positive one. This will be delivered through improvements to the public transport network, as well as appropriate and timely information.</p>

**Docklands Light Railway** - Although DLR is a step-free network, many stations have one lift per platform and lifts are typically small (eight persons), and powered hydraulically. However using funding provided by the ODA, five lifts are being upgraded to electric traction power at Tower Gateway, Greenwich and Prince Regent. This will ensure operational reliability. In addition, two new escalators have been installed at Custom House.

The World Skills Event, a four day international skills competition and careers event, was held at ExCel London from 5-8 October 2011. This event helped the DLR test plans for the Games, with large crowds. It is the only event at ExCel before the Games to employ the same venue entry/exit arrangements (entry from the western end, exit from the eastern end of ExCel which will be in operation during the Games period). Around 130,000 visitors used the DLR network to access the event.

**London Underground** - By July 2012, 65 LU stations will be step free from street to platform and a further five will provide step free interchange. LU has been undertaking detailed modelling for 36 stations across the network, looking at crowding, lift and train capacity. This work has focused on day 7 of the Olympic Games; the busiest day for LU (although there are other days during the Games period when the level of wheelchair users and others with access needs are likely to be significant). LU has identified stations and routes where mitigation will be needed and where other transport providers will be required to meet demand.

Mitigation measures are being examined in detail. These mitigations may include the use of volunteers and lift marshals to assist users; the use of fireman's lifts in some stations to increase lift capacity; and ODA operated step-free shuttle buses at certain locations.

**Rail** - The ODA has worked with a number of train operating companies to ensure that key stations will be as accessible as possible during the Games. Stations benefitting from improvement works include Weymouth, Windsor & Eton Riverside and Blackheath stations. The ODA is also working with the DfT to bring forward step-free station schemes at further venue stations including Slough. This is part of a wider 10 year programme being delivered by Network Rail on behalf of DfT. By Games time, over 90 stations will be completed.

The ODA has also contributed funding to the development



of a replacement for the Assisted Passenger Reservation Service (APRS), a project being led by ATOC. The new assistance booking system for rail customers was made available at selected TOCs from summer 2011 and continues to develop.

**Streets** – TfL is planning 'Last Mile' walking routes between transport modes and Central London venues. As the Last Mile Coordinator for Central London, TfL will be applying the Pedestrian Environmental Review System methodology and, where practicable, ensuring routes are step-free, clear, direct and legible.

LOCOG is the Last Mile Coordinator for all other London venues, and TfL is working with them to ensure that the Last Mile walking route planning considers the needs of all users.

**Accessible Shuttles** - The ODA is also providing a network of accessible shuttle services developed to meet the specific requirements of disabled spectators. These services will solely be for the use of disabled people and are provided to help relieve the pressure on the public transport network and to provide accessible transport services in areas where there are limited accessible public transport options available. To serve venues a combination of accessible minibuses and golf mobility buggies will be used. There are more than 40 routes planned for the Olympics and 14 for the Paralympics.

**Accessible Parking** – At, or close to, venues the ODA are providing a limited number of accessible parking spaces for ticketed spectators. The quantity and location of parking spaces will vary between venues according to the other transport options available. Spaces are free for spectators but must be booked in advance and spectators must provide evidence of their Blue Badge or national equivalent parking permit to apply for the space. The booking system is now operational. In addition, at all park-and-ride sites accessible parking spaces will be provided and shuttle services will be suitable for disabled spectators.

**Accessible Travel Information** - To draw all accessible transport options together, detailed information and maps were published on the London 2012 website in March 2011. This information is updated as and when plans become finalised.

During Games time, TfL will make enhancements to its current information provision, including making step-free guides available in larger quantities, and accessible status posters available at key stations. Improvements are also

	<p>being made in the quality of accessibility data which feeds into both the TfL and Spectator Journey Planners. TfL will continue to work with LOCOG in supporting their communications to their database of spectators with accessibility needs.</p> <p><b>Communication and Engagement</b> - TfL's Independent Disability Advisory Group (IDAG) continues to be involved in the planning of services during the Games period, and is currently looking at key issues including emergency plans. An emergency planning workshop, attended by disabled user groups was held during October, and the recommendations from the workshop are now being considered across TfL.</p> <p>An event was scheduled to be held on 12 December, to share progress on developing the Accessibility Operational Plan with disabled peoples' organisations, and to get their input into any communication strategy. This is to ensure that plans are 'sense-checked' by key disabled stakeholders during development.</p>
<p>Reported delays with the process for introducing the ORN including the consultation on traffic orders and growing concerns about its impact e.g. from London taxi drivers.</p>	<p>We are on track to complete the traffic order consultation in December, which will be followed by a period of review before the design and the orders are finalised in early 2012. There had been some delay to the traffic order consultation as a result of changes to the proposed measures and revisions to the build and operational programme which were in direct response to the ongoing public and stakeholder engagement for the ORN. TfL strives to strike a fair balance between journey time commitments to Games Family traffic and minimising impacts on those living, working and visiting London.</p> <p>TfL appreciates there will be an impact on drivers and that is why there has been extensive engagement with the Taxi and Private Hire trades about the ORN. This engagement commenced in September 2009. TfL and representatives from the Licensed Taxi Drivers' Association, London Cab Drivers Club and Unite have been in discussions regarding the proposed ORN and the traffic management arrangements necessary to facilitate the network and games lanes. In particular, the ability for taxis to make the same turning movements as granted to local buses on the ORN and PRN during Games times is being considered. TfL is currently reviewing all such suspended turns on the network and examining the impact on traffic flows before making recommendations of access on each turn. The results of this review are expected by the end of December 2011. TfL is meeting with taxi driver associations on a monthly basis between now and the Games to work</p>

	<p>together on other issues and initiatives relating to the Games.</p>
<p>Are there any plans to test the ORN in advance of it going live and any plans to close the roads to see the effect of the closures?</p>	<p>The component parts of the ORN are little different to usual network improvement, maintenance or emergency works. Where there are more unusual approaches, such as the types of materials to be used, trials have taken place and are continuing to occur. New sign facing has been approved by the DfT to ensure they are understood.</p> <p>There are no plans to test the ORN in advance of it going live as such testing could never accurately reflect Games conditions and would impose some unnecessary inconvenience to the public. However, the ORN proposals have been modelled using tried and tested computer simulation techniques at both a strategic and local level. This modelling has enabled the designers to assess the effects of individual measures and to understand the wider implications for general traffic under different operational scenarios. There are a number of Road Events happening during the Games and these will require their own, bespoke traffic management measures. Again, the modelling enables the planners and engineers to simulate the changes in traffic patterns arising from these events and to refine their proposals accordingly. In addition, over the summer LOCOG has run a series of test events for the Road Events, such as the Marathon and Cycling events, and monitoring these has provided some useful lesson learning about the effectiveness (and impacts) of the traffic management and associated communications.</p>
<p>The scrapping of plans for Olympic ticket holders to use their Oyster cards for free public transport during the Games.</p>	<p>Paper one-day Travelcards were chosen over Oyster cards as the public transport access mechanism for Games event ticket holders due to the financial, production and operational benefits that paper Travelcards present. "Topping up" Games event ticket holders' existing Oyster cards is not a viable solution, due to the implementation complexity of doing so.</p> <p>However LOCOG and TfL do plan to use Oyster cards to support Games Family travel. The nature of their travel requirement is much more conducive to Oyster card use.</p>

Additional queries:	
<p>1. The road closures in London during the two days of the 2012 cycle races and whether or not local businesses along the route will be able to get deliveries between the two days.</p>	<p>TfL is currently working with LOCOG, London's Boroughs, the emergency services and other partners to establish exactly what times the roads needed for the various Olympic Road Events and those adjacent needed to ensure spectator safety will be closed. TfL is also working with London's Boroughs to ensure as far as possible that their services, such as cleansing, can take place as normally as possible during these events.</p> <p>Although exact closure timings have yet to be agreed, closures will start in the early hours of the morning on both Saturday 28 and Sunday 29 July and remain in place till late evening. However, we currently do not think that the roads will need to remain closed overnight, allowing businesses along and close to the route to take deliveries.</p> <p>TfL is working with all London Boroughs to help them inform residents and businesses about the impact of the Games, including the Road Events, as well as giving advice through Travel Demand Management and Travel Advice to Business teams.</p>
<p>2. The command and control structure for operating transport during the Games including who will be in charge of transport and in what situations decisions will get escalated.</p>	<p>At Games time, national transport issues will be coordinated by the Transport Coordination Centre (TCC). This is a bespoke centre that will provide coordination with delivery partners and transport organisations' control rooms through appropriate representatives based in the TCC. The London Operations Centre has such a representative in the TCC. It is important to note that the TCC is a coordination and not a control centre. Operation of modal transport services and their safety cases will remain the responsibility of the modal operators. The TCC will provide a central point for monitoring and coordinating all transport operations affecting the Games across the entire UK and include responses to transport related incidents in support of multi agency problem solving.</p> <p>The principle of the TCC is that decisions are made at the lowest appropriate level, but there is a clear escalation process through the TCC management team to the Senior Transport Officer's Group (STOG). The STOG has Gold command level representation from all of the main transport operators and a duty STOG will be available to the TCC 24 hours a day before, during and for a short time after the Games. The next level of escalation for the STOG is to the Cabinet Office via the DfT representative at the Government Olympic Coordination Group.</p>

<p>3. Improvements to the 2012 journey planner including whether or not it will show walking and cycling options if these are quicker than public transport.</p>	<p>The Spectator Journey Planner (SJP) includes a cycle journey planner which incorporates all currently known road and path closures and venue cycle parking locations. The SJP public transport journey planner will include all known walking links including walks from venue stations and within large venues such as the Olympic Park.</p> <p>The walking and cycling elements of the SJP continue to be developed. Work is underway to explore how to promote journeys for which it may be quicker to walk. Exploration will continue into functionality which would include walking and cycling notes in the public transport journey output advising people making this journey that it may be quicker or easier to walk or cycle. Options are being explored to provide data to external walking journey planner providers (e.g. Walk It, Google). How these external services may be promoted is now being looked into.</p>
<p>4. Closure of the greenway walking and cycling route in Stratford for security purposes and how users of this route will be able to continue to walk/cycle when its closed</p>	<p>The Elevated Greenway between the Manor Road access point and Stratford High Street forms part of the LOCOG last mile route for pedestrians walking between West Ham station and the southern entrance to the Olympic Park. It will continue to be open for non-spectator pedestrian use during the period of the Games but will be very busy at certain times.</p> <p>The section of Greenway between Stratford High Street and the Great Eastern Railway is currently closed to facilitate Crossrail construction and will also be closed during the Games.</p> <p>The section of Greenway between the Great Eastern Railway and Wick Lane heading west is closed for general pedestrian and cyclists use during the period of the Games to facilitate Olympic Park operations including the warm up and training tracks.</p> <p>Diversion routes for pedestrians and cyclists for the sections of Greenway affected by Olympic Park operations are currently being reviewed. Walking and Cycling user groups have been made aware of the temporary closures / changes as a result of Olympic Park operations through the Active Travel Advisory Groups. A full communications plan on the Greenway closures will be completed in early 2012. There are also proposals for various parts of the towpath to be closed by other partners that are yet to be decided.</p>



<p>5. An update on any TfL discussion with the London Cycling Campaign (LCC) about its proposals for improvements to the 'greenways' and the action taken in response to the LCC's proposals</p>	<p>In September 2011 LCC provided TfL with 32 observations on the 2012 Games Walking and Cycling routes. This is in addition to an audit undertaken by Sustrans of the same routes earlier in the year.</p> <p>Several of the points raised by LCC were points originally raised and responded to under the project planning and Cycle Route Implementation and Stakeholder Plan (CRISP) phase. On a number of the comments TfL or the relevant Borough delivery agency has been able to respond positively. On the Lower Lee Valley route LCC requested an alternative to carrying bicycles down the staircase linking The Memorial recreation Ground. A cycle gully has since been introduced. On Silvertown Way LCC was concerned with the perceived poor cycling environment. In discussions with LB Newham, TfL is looking to fund widening of the existing cycle lane, which will assist. Another example is Farleigh Road/Brighton Road on the Hackney Parks route where a new pedestrian island will be introduced in February 2012. TfL has supplied LCC with a full response to all the points it raised and some of the suggestions remain work in progress.</p>
<p>6. The total length of the ORN in km and the proportion of it which will be games lanes.</p>	<p>The total core and venue specific ORN is 174km/109 miles in London and 276km outside London.</p> <p><i>Note this is for the Olympics only – Paralympics is a total of 87km/54 miles.</i></p> <p>The total length of road with Games Lanes is 75km/ 46 miles excluding the M4 Games Lanes (based on both directions).</p> <p><i>Note this is for the Olympics only – Paralympics is a total of 50km/31 miles.</i></p> <p>The total length may be subject to further change as these figures do not reflect the outcome of the recent public consultation and engagement exercise. Any potential changes will be reported in the next quarterly update.</p>
<p>7. The on-street signs for the ORN which will sit alongside the signs for the games lanes.</p>	<p>There will be no additional on-street signage for the ORN. On street signage will be in place to indicate where there are Games Lanes and will take the format of the Olympic Rings, which will be painted on the road surface.</p>
<p>8. Ambulance, fire brigade emergency vehicles and the use of Games lanes</p>	<p>Emergency Services will be able to use the Games Lanes for blue-light calls only. TfL is working closely with stakeholders including NHS London and its suppliers about what they need to do to ensure they can continue normal business during the</p>

	<p>Games. Any emergency transportation of organs or transfusions is done so under a blue light, and these vehicles will have access to the Games lanes on the ORN to ensure they reach their destination unimpeded.</p> <p>All vehicles will be able to use the ORN during Games time, including those transporting non-emergency blood or organs, and TfL has provided comprehensive data on the impact of the ORN for couriers to understand how they can plan their routes ahead of time to minimise disruption. TfL has been running a series of workshops for the NHS and its suppliers to provide details on the ORN and discuss how they can plan ahead to minimise the impact during Games time. The next workshop will be in the new year and organisations have been invited to get in contact and attend.</p>
<p>9. The operation of the Blackwall tunnel during the Games period.</p>	<p>TfL is aware that the Blackwall Tunnel and its approaches are key areas of the road network and, whilst current investment will lead to some improvements, they will continue to be busy throughout the Games period. Measures currently being implemented to improve congestion in the area include: a £75m refurbishment of Blackwall Tunnel Northbound which will improve reliability and reduce unplanned closures; and improved signage and the implementation of an over-height vehicle lane that will reduce the significant proportion of closures and subsequent delays per year resulting from over-height vehicles in the Tunnel.</p> <p>In addition to these measures, TfL will manage traffic demand on approaches to the ORN and will provide additional resources at the Tunnel throughout the Games period so that any incident or accident will receive a speedy response.</p>
<p>10. The deployment of Safer Transport Teams (STTs) in Boroughs during the Games and if they will be used for enforcement of the ORN.</p>	<p>It is vital that London keeps moving during the 2012 Games and that the athletes, officials and Olympic Family can get to venues on time. In support of this, the TfL-funded MPS Safer Transport Command will be deploying traffic trained Police Community Support Officers from Safer Transport Teams to ensure the reliable and secure movement of traffic on the ORN and surrounding areas. As part of the operational planning for the Games, further work is currently underway to ensure that an appropriate number of police officers are available within the STTs in order to deliver a safe and secure network across London and preserve the historically low levels of bus crime in London at the current time.</p>
<p>11. The estimated number of temporary platform humps that will be installed at Tube stations before</p>	<p>The ODA has committed £850k towards the installation of these platform humps and for additional boarding ramps at further stations across the network during Games time.</p> <p>LU currently plans to build eight temporary platform humps on</p>

<p>Games.</p>	<p>four stations. These are all on the Piccadilly Line and include the venue station of Earls Court. The Earls Court humps are planned to be complete by the end of February 2012 and the remaining platform humps by May 2012.</p> <p>LU have plans to build permanent humps on the Northern and Jubilee lines in 2013. LU have brought their permanent platform hump plans forward for Green Park (Jubilee line), Kings Cross (Northern line), and possibly Wembley Park as these stations are important to the Games.</p> <p>Other lines (Victoria, Metropolitan, District, Circle and Hammersmith and City) have undergone or are currently undergoing line upgrades and some additional permanent level access works will be delivered as part of this.</p> <p>Boarding ramps have recently been trialled and the opportunity to use them across parts of the network during the Games is being investigated by LU.</p>
<p>12. The work taking place to ensure there is a lasting legacy from improvements to accessibility</p>	<p>Significant investment has been made across the transport networks by the ODA, TfL and delivery partners to provide greater capacity and resilience to support transportation for disabled spectators, many of these improvements have legacy benefits for public transport customers.</p> <p>At Stratford station the ODA has invested over £150m as part of enhancement work for the Games. The works included installing 11 new lifts and five level access platforms amounting to approximately £50m of the total upgrade. TfL have also invested approximately £60m to make Green Park and Southfields stations step-free for the Games and afterwards. Green Park now provides a critical step-free station in Central London and Southfields will serve the Wimbledon area for years to come.</p> <p>By July 2012, 65 LU stations will be step free from street to platform and a further five will provide step-free interchange. To remove the step between the platform and the train, temporary platforms humps which raise a section of the platform to the level of the train floor are being installed for use on key LU platforms. Although temporary, it is anticipated that they will have a lifespan of several years, and will increase accessibility of the network prior to new rolling stock being introduced.</p> <p>To improve reliability and efficiency the ODA has funded the following lift and station improvements on the DLR: upgrade of two lifts at Greenwich station, upgrade of two lifts at Tower Gateway station, two escalators (part-funding) and a new 17-</p>



	<p>person electric lift at Custom House station, a new 17-person electric lift and upgrade of the original lift at Prince Regent station.</p> <p>The ODA has also worked with a number of train operating companies to ensure that key stations will be as accessible as possible during the Games. A number of permanent access improvement works include station works at Blackheath, Windsor &amp; Eton Riverside and Weymouth. Network Rail is delivering the Access for All (Afa) programme on behalf of the DfT. The 10 year programme gives improved step-free access from the entrance to platforms for stations nationally, all delivered without interrupting passenger journeys. The programme includes installing new lifts, footbridges, handrails and tactile paving. In excess of 90 stations will be completed by Games time. The ODA has worked with the DfT to bring schemes forward where there will be significant benefits for Games spectators including Slough for spectators at Eton Dorney.</p> <p>The ODA has also contributed to the development of Passenger Assist, a replacement for the Assisted Passenger Reservation Service (APRS). The ATOC led new assistance booking system for rail customers is currently being tested by Train Operating Companies and will be in full operation by Games time and afterwards.</p>
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# Subject: Response to *The State of the Underground*

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 17 January 2012

This report will be considered in public

## 1. Summary

- 1.1 This report sets out for the Committee to note the response from Transport for London (TfL) to the Committee's report, *The State of the Underground*.

## 2. Recommendation

- 2.1 That the Committee notes the response to its report: *The State of the Underground*

## 3. Background

- 3.1 The Transport Committee agreed in March 2011 to carry out an investigation into the state of the London Underground. At its meeting on 11 October 2011, the Committee agreed its final report, *The State of the Underground*, following its investigation. The report is available at <http://www.london.gov.uk/who-runs-london/the-london-assembly/publications>.

## 4. Issues for Consideration

- 4.1 TfL's response to the report was received in December 2011 and is attached as **Appendix 1**.

## 5. Legal Implications

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

## 6. Financial Implications

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

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**List of appendices to this report:**

Appendix 1 – TfL’s response to the Committee’s report on the state of the Underground.

**Local Government (Access to Information) Act 1985**

List of Background Papers: None

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# Transport for London



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9 December 2011

Dear *Caroline*

## **London Assembly Transport Committee report – *State of the Underground***

Thank you for your letter to the Mayor and for sending us a copy of the Committee's report.

I enclose Transport for London's response.

The Mayor will be responding separately, as part of his January report to the Assembly.

Yours sincerely

**Peter Hendy**

## **London Assembly report: The State of the Underground**

### **Introduction**

TfL welcomes the Transport Committee's helpful feedback and we have outlined below how we have responded and plan to respond to all the recommendations. The State of the Underground report has been widely circulated and read across many departments in London Underground (LU).

We are in full agreement with the Committee on the need to improve performance further and recent figures (see appendix A) show we have already begun to make good progress. TfL has recently launched a reliability programme (see appendix B) which draws together all of its plans to deliver a deeper, more sustainable improvement in reliability for customers.

### **Recommendations**

#### **Recommendation 1**

**In light of the impact of strikes on London Underground's service in 2010/11 and the risks to the 2012 Games, we recommend that the Mayor review his and TfL's approach to industrial relations. Specifically, he should consider whether additional meetings with unions or other new structures might help improve relations. We ask that he report back to the Committee by December 2011 on his approach to maintaining good industrial relations over the next 12 months.**

Since the Committee's report was published LU has secured agreement from all its trades unions to a four year pay deal that will ensure a long period of stability on pay.

The agreement followed six months of constructive negotiations between LU management and trades unions' representatives.

The deal enables employees' salaries to keep pace with the cost of living whilst being realistic given the current economic situation and the pressure on Transport for London's (TfL) finances.

LU has also reached agreement with the trades unions on a temporary change to the framework agreement for train operators that will enable extended operations during the Games period.

In fact, following discussions earlier this year between LU's Managing Director and the General Secretary of the RMT, LU is jointly engaged with RMT in an independent review of industrial disputes.



Looking beyond the Games, LU Managing Director Mike Brown has committed to directly engaging with every member of staff, at a series of events now underway and continuing to March 2012. This includes discussion on how LU's operations will be affected by developments in technology and changes in customer behaviour. Parallel discussions are also taking place with the trades unions including with their General Secretaries.

LU is committed to managing any change openly and honestly and in consultation with trades unions.

### **Recommendation 2**

By December 2011, the Mayor and TfL should provide a written report to the Committee on the steps that have been taken to reduce delays and ensure that performance returns to record levels both across the Tube network and on each individual line. The report should include the actions taken to address the main asset-related causes of increased delays in 2010/11, namely:

- fleet failures on the Victoria, Metropolitan and District lines;
- problems with the Automatic Train Operating system on the Jubilee line; and
- problems with engineering trains on the Northern and Piccadilly lines.

As the Committee acknowledged in its report, by the first two periods of 2011/12 reliability had already recovered from the dip experienced last year including the specific problems highlighted above. This trend has continued as set out in subsequently published performance reports - see appendix A, also publicly available on TfL's website at <http://www.tfl.gov.uk/corporate/modesoftransport/londonunderground/1592.aspx>.

Despite some incidents that have caused regrettable disruption for customers, overall performance in the first six months of 2011/12 has improved, and customer satisfaction has been sustained at record levels. Demand has continued to increase, with new records being set several times for the number of journeys made in a four week period.

However, as the Committee noted, TfL is keen to ensure a consistently high standard of reliability expected by Londoners. To achieve this LU has put in place a comprehensive reliability improvement programme, putting reliability at the heart of everything it does. This programme focuses on three key areas:

- Response and recovery to any incidents that occur
- Predicting and preventing failures



- Improving how LU upgrades existing assets and purchases new assets.

See appendix B for full details, also publicly available on the TfL website at:

<http://www.tfl.gov.uk/assets/downloads/corporate/Item06-Rail-Underground-Reliability-Improvement-Programme.pdf>.

The programme identifies (in section 2) the actions taken to address the specific issues that arose on the Victoria, Metropolitan, District and Jubilee lines mentioned above. The programme also introduces (in section 8) a series of “Command Centres” set up for every line on the network in order to deliver the required improvement in performance.

The incidents involving engineering trains on the Northern and Piccadilly lines were both the subject of detailed investigations, by TfL and Tube Lines respectively, and the Rail Accident Investigation Branch has also published reports of its investigations into both incidents which are available on its website. All recommendations concerning the incident on the Northern line have been implemented. The majority of the recommendations regarding the Piccadilly line have been completed and the remaining few longer term actions are on target to be completed to agreed programme dates by the end of 2012.

**By December 2011, TfL should ensure its regularly published information on Tube performance includes Lost Customer Hours for each of the 11 London Underground lines broken down by causative factor.**

TfL is committed to ensuring all passengers and stakeholders have increased access to full and transparent information on performance and has developed a new four weekly report now published on its website at

<http://www.tfl.gov.uk/corporate/modesoftransport/londonunderground/1592.aspx> (see appendix A for latest figures).

The new format gives a wider range of measures including Lost Customer Hours for each line broken down by causative factors as requested by the Committee. This new format is evolving and we look forward to further input from the Committee as this process continues.

### **Recommendation 3**

**By December 2011 the Mayor and TfL should report to the Committee on the steps that will be taken to manage crowding on the Tube between now and 2018. The report should address how London Underground has responded to the issues raised in our previous report including progress with making real-time information available to passengers at stations and advertising alternative routes to popular destinations.**



The upgrade of every Tube line under the current plan will increase peak capacity on the network by 30%. This is already playing a part in providing tangible benefits for passengers, with the Jubilee line upgrade now completed. This enabled the introduction of a new timetable in July 2011, with more trains (18% more at peak times) running more quickly between stations, creating more space for the rapidly-growing numbers of passengers who use the line. The Victoria line upgrade is on track for completion next spring; a new timetable has already provided more capacity at off peak times and the line now has a full fleet of new, more spacious, trains. On the Metropolitan line 16 new trains are already in service with much more spacious walk through carriages.

Day to day, TfL's approach to managing crowding is to provide the best possible train service and ensure that stations operate safely in order to maximise available capacity, and to ensure customers have all the information they need about the service and alternatives to make informed choices.

Accordingly, as outlined in the response to recommendation two, TfL has implemented a reliability improvement programme: a more consistently reliable service will lead to fewer instances of acute crowding caused by disruption.

TfL has also invested heavily in improvements to the way it provides helpful and timely real-time information so customers can make informed travel choices, through:

- working with staff so their first priority is to keep passengers informed;
- installing a new radio system that means staff, including train operators, can get information on service problems much more quickly than in the past;
- using new technology such as Blackberry handsets that mean staff have a direct information feed in their hands when they're working on platforms;
- improving the presentation of electronic service update boards at stations, on the website and data for mobile phone applications;
- developing new ways of helping passengers get the information directly through increasingly popular social media channels, such as new Twitter feeds now being trialled;
- making real time service update information publicly available for developers to use for their own applications, and looking at ways to promote those applications through TfL's website.

TfL has also developed initiatives following further analysis of the Committee's previous suggestions and of passenger flows. Recent analysis at Clapham South



and Bethnal Green stations on the Northern and Central lines suggested that the movement of some passengers from the 'peak of the peak' by less than quarter of an hour could lead to large benefits. It was found that avoiding as little as a 15 minute time frame could make a big difference to ensuring customers can board the first train and continue their journey in relative comfort. TfL has conducted trials at these stations to judge the effect of using targeted emails (for Clapham South customers) and posters, whiteboards and public address announcements (at Bethnal Green) to encourage regular customers at the stations to re-time their journeys if possible to avoid particular periods of congestion in the peak. The results of the trials are currently being analysed and TfL will update the Committee further once this has been completed.

TfL is also encouraging customers to consider better alternative travel options, where available, by emphasising a more integrated view of all TfL modes. Following on from the success of Legible London in promoting walking for short journeys LU has continued to work closely with other parts of TfL to further this programme and highlight the proximity of central London locations. As part of this, TfL recently completed a targeted walking pilot to encourage more people to make onward journeys from Waterloo station by foot. The results are still being processed but so far it is clear that Oyster usage reduced on the Tube and leisure walking increased during the period of the trial.

LU of course has well-rehearsed and proven plans for safely managing passenger flows at all its stations, including stations such as Victoria which are used by very large numbers of customers. This was well demonstrated by the station's ability to cope with the necessary but disruptive escalator work, recently completed ahead of schedule, which reduced capacity and necessitated a carefully managed crowd control plan.

Of course Victoria and other key and heavily used stations such as Bond Street and Tottenham Court Road are undergoing major upgrades to provide additional capacity. The impact of such upgrades is apparent at King's Cross St. Pancras where passengers' journey experience has been transformed by an upgrade that quadrupled the size of the station.

#### **Recommendation 4**

**We recommend that the Mayor and TfL continue to make the case to Government for funding to upgrade the Bakerloo, Piccadilly and Central lines and intensify this activity in the run up to the next spending review. The Committee will support all efforts to this end recognising the importance of an efficient Tube network to the London and UK economy.**



We are in full agreement with the Committee about the significance of these upgrades and their vital importance to London and the wider UK economy and we will continue to make the case to government to ensure there is funding to enable them to go ahead as planned.

A key element of that case is to demonstrate that TfL will deliver efficiently and provide the best possible value for taxpayers' and fare payers' money. The demise of the Public Private Partnership gave TfL the opportunity to look at upgrading the Tube using a much more integrated approach by developing solutions that fit more than one line. As a result, the Piccadilly line upgrade is now being progressed alongside the Bakerloo line as part of a wider programme that will drive future upgrades of all the deep Tube lines. A key element of this will be a common design of rolling stock specifically developed to meet the needs of the deep Tube's operating environment. This approach will deliver the best possible service, including improved reliability, for Londoners while also delivering substantial cost savings. The procurement strategy and therefore the schedule for introducing new trains and signalling on these lines is still under development, but the new trains on the Bakerloo and Piccadilly lines are likely to be introduced in the early 2020s.

#### **Recommendation 5**

**By December 2011, TfL should publish a detailed breakdown of its plans to find savings on the Tube upgrade and maintenance programme. We expect this to demonstrate that its costs for the upgrades and ongoing maintenance are in line with the most efficient international metro systems.**

TfL published its first Benchmarking report in June 2011 further demonstrating that LU performance, in terms of the availability of assets such as trains, tracks and signal systems, has improved by over a third since the transfer to TfL in 2003/04.

The next Benchmarking report will be published when it is considered by the TfL Board in March 2012. The report is being prepared in conjunction with the Independent Investment Programme Advisory Group (IIPAG) and will set LU's costs in an external and international context comparing our capital projects and maintenance costs with other Metros and, where available, with other external comparators for example Network Rail. We would therefore propose to share and discuss its findings with the Transport Committee at that time also.

LU's engagement with its metro operating partners around the world has already driven very significant changes to the way upgrades are delivered. In early 2009, prior to the start of the tendering process for the contract to deliver the new signalling system for the Sub-Surface lines, LU pro-actively sought to learn lessons from other metros, including Madrid, which helped inform the specifications for the tenders.



This resulted in a world class contract award price for the resignalling of the Sub-Surface lines, as well as minimal closure requirements.

LU continues to participate actively in international benchmarking activities with other metros through its membership of Community of Metros (CoMET) and the International Association of Public Transport (UITP). Most recently LU chaired a two day conference in London in November 2011 at which some of the world's top metros met to benchmark progress on their Communications Based Train Control Signalling implementation. It was agreed to form working groups on key areas such as implementation methods, reliability and unit costs. A future follow-up discussion between members of CoMET and its sister benchmarking group Nova members will be held to further share experiences and the output of the working groups. More information on international benchmarking and engagement can also be found in appendix D.

At the recent CoMET annual meeting LU promoted more focus on capital benchmarking. The meeting recognised that the work would generate a valuable source of data enabling further improvement. LU will take a lead role in this and will propose the initiation of an in-depth case study with the CoMET members on capital investment at the CoMET annual general meeting next April.

LU's Capital Projects is a leading contributor to the Treasury's cost review study, Infrastructure UK (IUK), which identified LU's station's programme as a best practice example compared to internationally benchmarked equivalents. LU is also helping to socialise the work of IUK to infrastructure clients and suppliers through industry forums. In particular, the application of building information modelling (BIM) as part of the Victoria Station Upgrade and the proposed procurement approach at Bank Station Upgrade ('Innovative Contractor Engagement') are currently being considered for inclusion as models of industry best practice by HM Treasury.

LU continues to work with IIPAG, who have conducted reviews on many of LU's larger projects. The reviews consider LU's approach to the design, procurement and delivery of projects. The reviews have been helpful in highlighting opportunities to improve certainty and efficiency of project delivery. IIPAG have also carried out systemic reviews of project management practice, and have helped LU improve its project management maturity.

### **Recommendation 6**

**By December 2011 IIPAG should publish full details of its future work programme on the Tube and by when it intends to publish findings from this work. This should include full details of its proposals for benchmarking TfL's expenditure and performance on the Tube upgrades including with other Metros abroad.**



In October 2010, TfL established a benchmarking programme and produced an initial report in June this year (see appendix E). Also in June IIPAG appointed two part-time specialists to direct TfL's programme going forward. IIPAG has established a Benchmarking Steering Group with senior representation from the business, where the priorities for benchmarking work are confirmed, the outputs of the benchmarking analysis reviewed and the recommended actions monitored. The annual Benchmarking report (see recommendation 5 above) will also set out the future programme of benchmarking activities that have been agreed by the IIPAG-led Benchmarking Steering Group.

For detail on all other aspects of IIPAG's programme please see appendix C for IIPAG's annual report.

### **Recommendation 7**

**By December 2011, TfL should provide a report to the Committee on the changes it has made to its organisational structure, processes and staffing to ensure successful delivery of the day-to-day Tube service and the entire Tube upgrade and maintenance programme.**

A key focus for all of TfL's activities, and the Tube is no different, is to ensure that it delivers the best possible value for money in all its activities – in the front office and the back office. Good progress has been made this year in ensuring LU's operations adapt to changing times and are focused on customers needs, making best use of resources. Revised arrangements for station and ticket office operations introduced in February were essential to reflect the massive changes in the way customers now use the system following the success of Oyster, and have achieved significant savings. Currently Project Horizon, the TfL-wide organisational review of support services, is expected to deliver significant savings, a smarter way of working and a likely reduction of 20% of support staff.

As set out in section 4 of the reliability programme LU is developing plans to invest £25m to co-locate engineering and operations staff, the Network Operations Centre, Tube Lines support personnel and colleagues from the British Transport Police into a consolidated new LU Command and Control Centre. This will help respond in the quickest and most effective way to disruptions across the network. To support this new way of working, LU is currently recruiting specialist operational managers, whose responsibility is to take overall charge of how the network as a whole recovers and not just focus on the disrupted line.

Other aspects of the reliability improvement programme's plan to improve the reliability of day to day service delivery were referenced in the response to recommendation 2. Additionally, LU continues to investigate and develop proposals for further initiatives to enhance reliability as part of an ongoing process of improvement of its culture and processes.



For a detailed explanation of how delivery of capital programmes in LU is organised, the improvements already made and further actions now being taken forward, is attached see appendix D.

The progress already made in management of the Tube's assets and its management of projects has been recognised with the achievement of two significant industry accreditations. LU became the first UK railway operator to achieve PAS55 certification, an internationally recognised British Standard on asset management, following a full assessment between January and May 2011. LU has also now progressed to Level 3 of the Office of Government Commerce's P3M3 Maturity Model, an achievement based on the development of a single, consistent Project Management Framework within which all projects are managed. LU is focused on retaining these certificates and to build on its success to further improve ways of working.

## **Conclusion**

I hope you have found this response helpful and of course TfL will be happy to discuss these issues with you in more detail. We view the Committee's report and our response as part of an ongoing dialogue and look forward to working with you closely in the months and years ahead as we drive forward further improvements to London's Tube service.

## **Appendices**

Appendix A – New four weekly performance report

<http://www.tfl.gov.uk/corporate/modesoftransport/londonunderground/1592.aspx>.

Appendix B – Reliability programme

<http://www.tfl.gov.uk/assets/downloads/corporate/item06-Rail-Underground-Reliability-Improvement-Programme.pdf>.

Appendix C – IIPAG's annual report

<http://www.tfl.gov.uk/assets/downloads/corporate/iipag-annual-report-2010-11.pdf>

Appendix D – TfL's Finance and Policy Committee paper: Capital Delivery in London Underground.

Appendix E – TfL board paper: Rail and Underground Asset Benchmarking

<http://www.tfl.gov.uk/assets/downloads/corporate/Item10-Board-29-June-2011-RUP-asset-benchmarking.pdf>.

**CLOSED AGENDA ITEM 17**  
**TRANSPORT FOR LONDON**  
**FINANCE AND POLICY COMMITTEE**

**SUBJECT: CAPITAL DELIVERY IN LONDON UNDERGROUND**

**DATE: 23 NOVEMBER 2011**

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**1 INTRODUCTION**

1.1 This paper advises the Committee of London Underground's (LU's) plans and progress in enhancing its project and programme capability to deliver the line upgrades. Some of the plans are currently being progressed only in LU, but have the potential to be applied across the whole of TfL's investment programme, a task made easier by the imminent creation of a pan-TfL Programme Management Office (PMO).

1.2 There has been significant change to the delivery of capital investment at LU over the past four years as a result of the integration of Metronet and the bringing in-house of the delivery portfolio. Combined with an increase in the value of the Investment Programme, LU's capital investment programme is now one of the largest in Europe. This paper reviews the change programme, demonstrates significant progress to date but recognises that the examples of best practice noted in the paper are yet to be applied consistently across the whole LU portfolio. This change programme is based on the 'New LU/C Change' programme initiated on the Sub Surface Railway (SSR) Upgrade Programme.

1.3 The Committee is asked to note the paper.

1.4 This paper is the proposed response to part of the London Assembly report and is being considered in closed session to allow Members' comments to be incorporated prior to its publication.

**2 BACKGROUND**

2.1 London Underground's Capital Investment Programme will invest £10bn over the next seven years, spending on average £1.4bn/year, representing 85 per cent of the whole TfL Investment programme (see figure 3).

2.2 Only six years ago (2005), LU had no direct accountability for any significant capital investment, all such work being delivered by the PPP Infracos, Tube Lines and Metronet. Progressively since 2005, and significantly in 2008 (following the administration and transfer of Metronet to TfL), the LU Capital Investment Programme has grown. During this period of growth, LU's programme/project management resources, tools and processes have also had to grow (see figure 1).



2.3 A number of change initiatives have been instigated to enhance LU programme delivery; these have been informed by both internal and external review. These changes, informally known as "C Change", are formally grouped under the Programme Management Capability Improvement Programme (PMCIP). The PMCIP forms one of 21 programmes within the Rail and Underground Investment Plan, and is governed by a Director level board. This paper schedules the key initiatives, provides a status report on progress to date, and impact on performance.

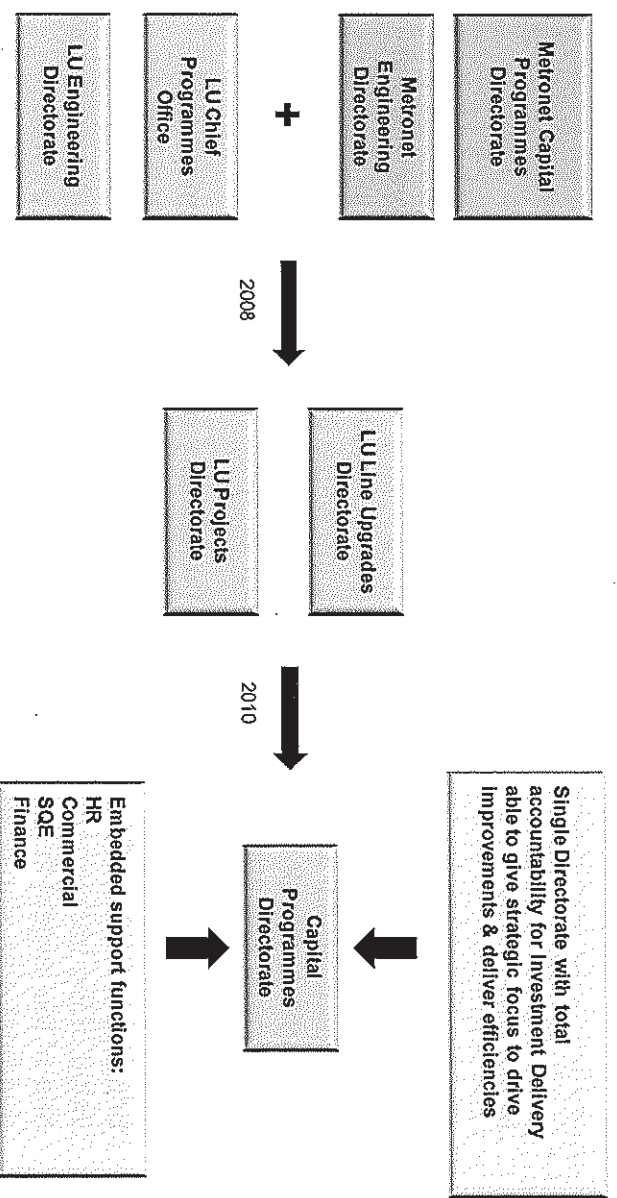


Figure 1: Background to the LU Investment Programme Organisation

2.4 As an integral part of LU, the Capital Programmes Directorate (CPD) has an excellent working relationship with the rest of the business, particularly with the Strategy team, the Sponsor of change, and the Operator and Maintainer, who receive the new or changed assets into operational use. This excellent relationship was acknowledged by the Nichols Group as world-leading in its recent report on the delivery of investment within LU.

### 3 SCALE OF INVESTMENT

3.1 The LU Capital Programme covers a wide range of programmes, including stations, track, rolling stock, signals, power and cooling. The largest of the programmes is the Sub Surface Railway Upgrade Programme (SUP), delivering one of the largest and most complex railway upgrades in Europe. Figure 2 provides an overview of the Investment Programme.

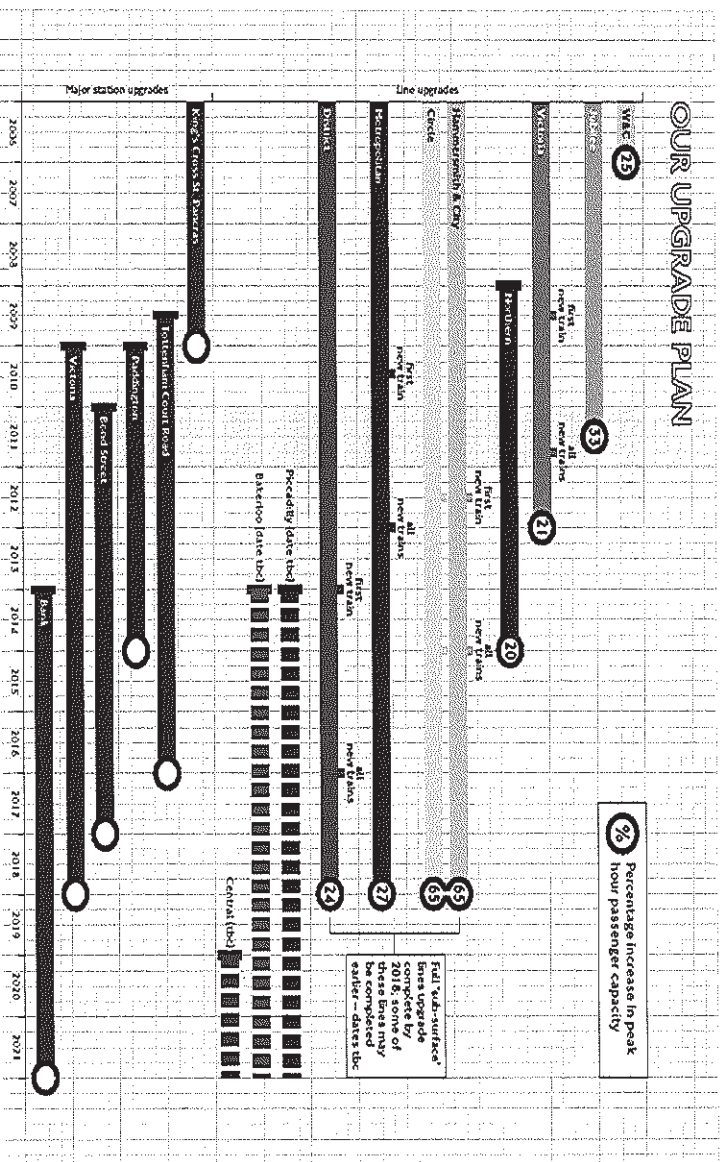
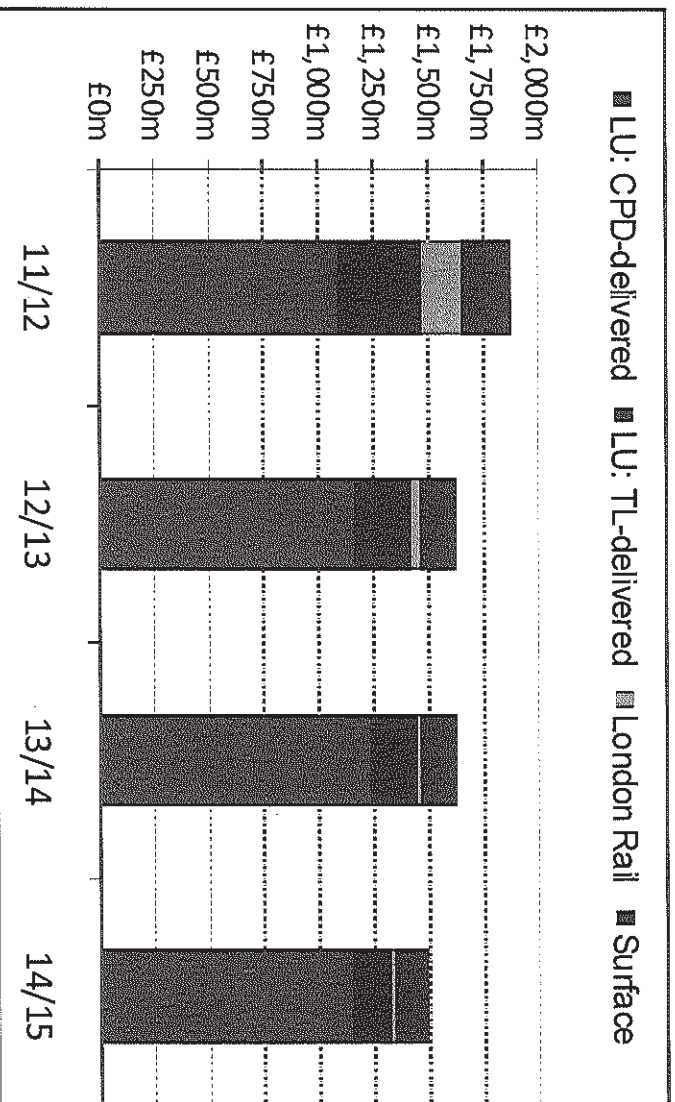


Figure 2: overview of Investment Programme



CPD = Capital Programme Directorate; TL = Tubelines

Figure 3: overview of Investment Programme spend profile

## 4 CHANGE PROGRAMME ACTIVITY

- 4.1 The following sources have been used to inform and establish the PMCIP:
- (a) the "New LU" initiative started following the integration of the LU and former Metronet capital programmes;
  - (b) the Independent Investment Programme Advisory Group (IIPAG) quarterly reports September 2010 and January 2011;
  - (c) the IIPAG annual report July 2011;
  - (d) various individual and systemic IIPAG reviews;
  - (e) a review undertaken in August 2011 by Nichols; and
  - (f) observations and analysis from the external accreditation of LU's project management systems undertaken by Outperform and the APM Group, which led to the level 3 accreditation against the Office of Government Commerce (OGC) P3M3 maturity model.

Previous papers have been provided to the Committee setting out the specific actions being undertaken to address the issues raised by IIPAG.

### Overview

- 4.2 The PMCIP comprises six themes:
- (a) People and Knowledge Sharing;
  - (b) Risk and Value;
  - (c) Governance and Organisation;
  - (d) Developing Process and Systems;
  - (e) Engineering; and
  - (f) Identity and Branding.
- Each of these is addressed below.

### People and Knowledge Sharing

- 4.3 **Capability:** A single pan-TfL PMO will be established in January 2012 to provide oversight and support of the delivery of projects across TfL. A single project management methodology and system is under development and will be delivered in 2012.

- 4.4 LU has launched an Accredited Project Professional (APP) scheme for project staff (June 2011) and Health, Safety and Environment (HSE) training. The scheme sets minimum professional and competency standards, which are used to develop staff, and are reviewed by line managers, as a minimum, twice a year. This builds upon the existing competency management systems developed under TfL's Pyramid tool and provides a standard for all project

management development within the CPD.

- 4.5 **Knowledge Sharing:** Knowledge sharing events have been established, promoting cross-TfL sharing of knowledge and lessons learnt. Speakers from across TfL and external cross industry speakers such as Chief Executives from leading construction companies contribute to this activity. The most recent event was attended by 25 senior executives from within the rail and construction industry as well as a similar number of TfL employees.

- 4.6 LU CPD recognises that individuals learn lessons and carry knowledge with them. The organisation is increasing the “functional transfer” of staff between programmes in order to increase performance by directly applying hard-gained lessons and experience from one project to another.

- 4.7 A signed undertaking has been established with Network Rail to share information to mutual advantage. This will complement the knowledge sharing work that has been undertaken through the Communities of Metros (CoMET) benchmarking group.

- 4.8 Good progress has been made in sharing best practice with other members of CoMET especially Madrid, Paris and New York, including the agreement to share knowledge and personnel.

- 4.9 **Recruitment and Management of Resources:** A number of recruitment, reward and retention processes that were seen as limiting the programme managers' ability adequately to resource their projects have been highlighted. All of the proposals recommended by Nichols have now been implemented. A separate paper to the Committee (Resourcing the Sub-Surface Railway Upgrade, November 2011) provides a more detailed status report.

- 4.10 **Behaviours:** Nichols recommended a behavioural change programme, a strong stance on poor behaviours using the performance and development process, and consistent messages from leadership and intolerance of inappropriate behaviours.

- 4.11 The PMClP C-Change will seek to improve the behaviours within the CPD. This will build upon the work initially commenced on the ATC programme through the 'New LU' initiative which sought to prepare the organisation for closer, more collaborative, working with its contractors. This work has been given greater urgency through the views expressed within the Nichols' review.

#### **Risk and Value**

- 4.12 A systemic review has been undertaken with the IIPAG to examine the adequacy of risk management and the approach to risk provision and contingency. A revised control and calculation approach as approved by the Committee has been established, including removal of contingency from project forecasts and recalculating based on the risk registers. Functional lead for risk has been strengthened, led by the appointment of an industry renowned expert on risk into the PMO. Training and embedment of best practice continues.



4.13 While benchmarking has been conducted for maintenance activities over the previous six years, under the guidance of the PPP Arbiter, limited work has been done on capital projects, notably on escalator replacement. The work of TfL's benchmarking team is now giving greater focus on capital investment. A number of studies have commenced, including a comparison between LU and Tube Lines track renewal unit costs and the size and cost of project management. In addition, standard units of measure are being defined for repeatable work items (e.g. cost per metre of Ballasted Track Renewal) and historic and forecast data is being gathered in order to compare these to external benchmarks (e.g. Network Rail, Tube Lines). The first phase of work has identified 12 unit rates across Track, Civils, Rolling Stock, Signals and Power upgrades and Stations Capacity. Further work in the coming year will expand the coverage. The benchmarking of capital programmes is being carried out as part of the wider benchmarking programme directed by IIPAG and the outcome of the work will be included in the next Annual Benchmarking Report to the Board, which is planned for March 2012. Figure 4 shows the current capital works benchmarking studies.

## Benchmarking - current priorities for Capital Programmes

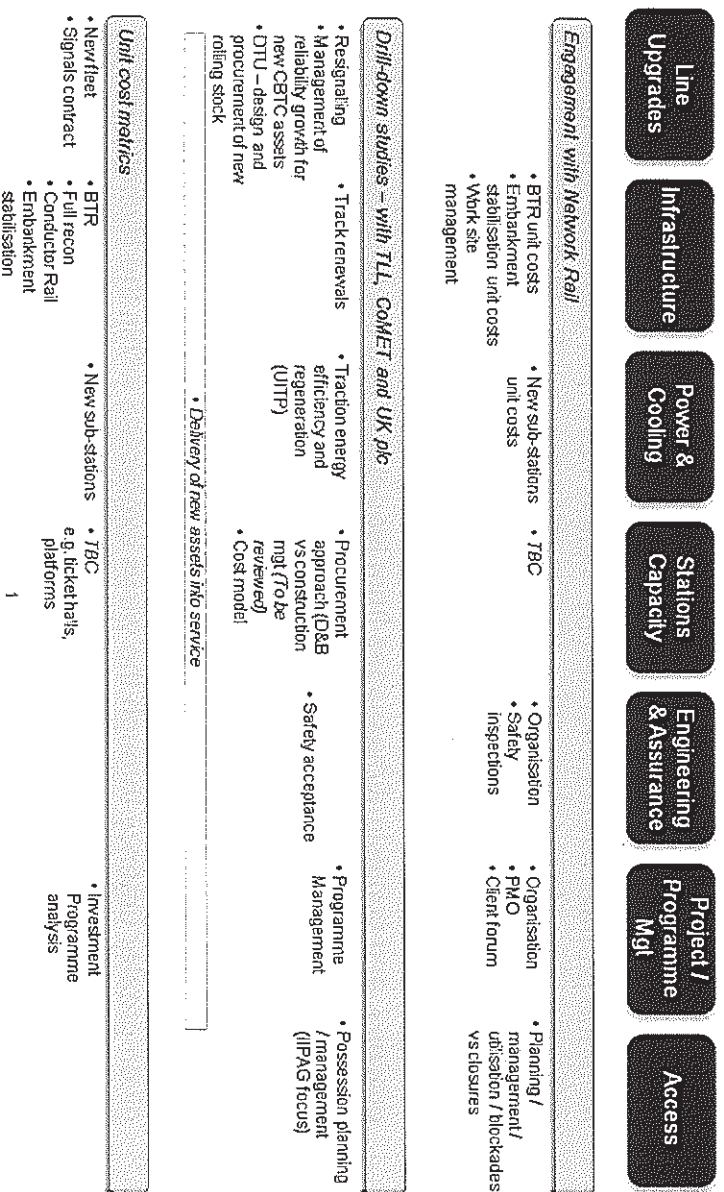


Figure 4: capital works benchmarking activity

4.14 Extensive sharing of best practice and costs have commenced with several organisations from the rail and infrastructure industries.

4.15 Efficiency targets have been set for the capital programmes (£1.3bn over the Plan years to 2017/18). LU is expecting to meet this target, having achieved efficiency savings of £195m since 2009.

- 4.16 Notable achievements include: reduction in escalator replacement costs by 50 per cent, industry beating costs for recently awarded Sub-Surface Rail upgrade programme (SSR) signalling contract, station capacity projects on average 10 per cent less per cubic metre than internationally benchmarked stations (source Infrastructure UK (IUK)).
- 4.17 LU has strengthened its project focus on project Value Management. An interim functional Head of Value has been appointed to raise awareness, competency and use of Management of Value techniques. Initial processes, competency requirements and training plans are in development and consultation with IIPAG, which will be applicable across TfL.
- 4.18 LEAN methodology and processes have been piloted within the Stations Programme, and have achieved £13m savings in the last 12 months. It is proposed to extend the use of LEAN throughout the LU Investment Programme, and establish a functional lead within the new PMO.
- 4.19 The success of LU CPD is beginning to be recognised. CPD has demonstrated the efficiency of delivery through its ability competitively to win work on the Crossrail project. The Level 3 external accreditation of CPD's project management systems means it is one of only two organisations in the country on the Independent Assessor's (Outperform) database to achieve this benchmark.
- 4.20 In summary, LU continues to raise the commercial awareness of its project teams, through the appointment of key risk and value specialists, who provide functional leads, embedding best practice and promoting value -adding practices and culture. These roles will be strengthened through further appointments and adoption of value adding techniques (e.g. LEAN) in the formation of the new TfL PMO in January 2012. In addition, comparison and challenge through benchmarking is giving greater visibility of opportunities to improve efficiency.

#### **Governance and Organisation**

- 4.21 **Maturity:** Independent reviews of LU's capital programme delivery organisation were commissioned in 2007, 2009 and 2011. The reviews measured LU's maturity against the Government standard (P3M3). Each review highlighted improvement actions, which have been implemented or are in progress. Figure 5 shows the growth in maturity, resulting in LU achieving level 3, LU being only one of two companies to have achieved this level.

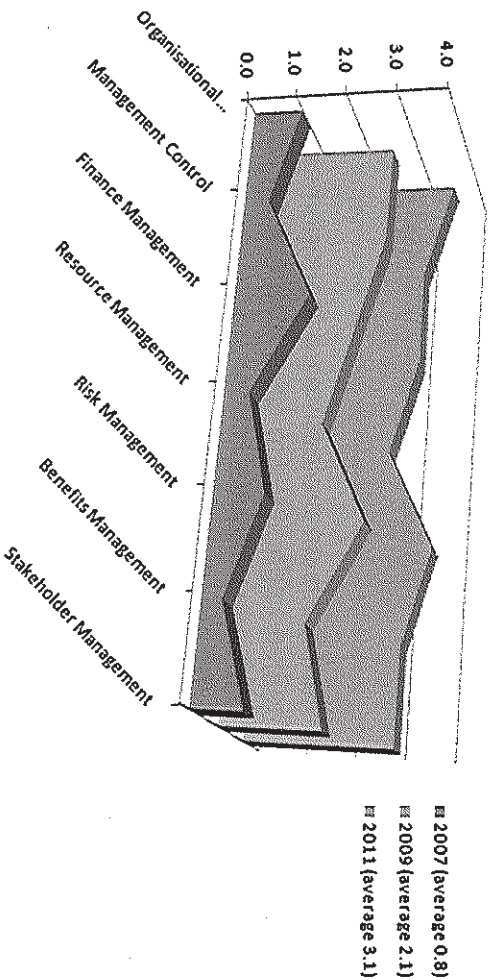


Figure 5; P3M3 maturity scores for LU project management

**4.22 Embedment of Support Functions:** Nichols recommended the embedment and co-location of support services into programme teams; the appointment of a single functional lead reporting to the Capital Programme Director; defined and agreed service provision; delivery objectives of support staff set by the Project Manager (PM); support resource requirements set by the PM and not headcount constrained.

**4.23** All these principles have been agreed by the support directors and single functional leads are in place. Headcount constraints have been removed. Service provisions and objectives are being drafted to be incorporated in mid-year target setting.

**4.24 Appropriate Levels of Delegation:** Nichols recommended appropriate levels of delegation to allow freedom to deliver within a “defined envelope”.

**4.25** Some levels of delegation have been raised to appropriate thresholds. Remaining areas to be finalised are: contingency draw down, and agreement of appropriate commercial and procurement authorities. Work has commenced to review the investment authorisation process to increase the level of delegation, while maintaining the appropriate level of management oversight.

#### **Developing Process and Systems**

**4.26** A common methodology (Project Management Framework (PMF)) was introduced across LU in July 2009. This was the first stage in applying common processes to project management in the post PPP London Underground. Following embedment and further improvement in 2010, PMF is now fully established across all LU projects.

**4.27** Special Interest Groups are established to promote best practice in engineering, governance, planning, sponsorship and controls.

**4.28** An estimating database (RIB) has been created along with a standard cost breakdown structure enabling easier cost comparison and estimate preparation. An initial library of 120 historical projects was included, and all

future estimates, contract and final costs will be loaded. There are currently 200 projects in the database.

4.29 A project is funded and in progress to design and implement an integrated project management control system across TfL. The system will bring together planning, risk, cost management, benefits management, issues management, resources management, change control, lessons learnt and reporting. The benefits of the system will progressively roll out during late 2012.

4.30 Improved management of NEC contracts is supported by the introduction of a contract management system (ASITE).

### **Engineering**

4.31 LU has established an Engineering Improvement Project that builds upon the work undertaken in the previous Engineering Directorate and embedded on the SSR programme, in areas such as the consolidation and simplification of Standards. LU is developing an Engineering Management Framework to embed these improvements as a part of our wider Project Management Framework.

### **Identity and Brand**

4.32 LU recognises the need to build the trust of its stakeholders in its ability to deliver, which Nicholas identified as a key requirement for a successful outcome in the next Comprehensive Spending Review. A key part of this is the need to build confidence through the effective communication of achievements.

4.33 A strategy is being created jointly with TfL Communications to identify who the key stakeholders are and how they should be approached. This is due to be completed early in 2012.

### **Role of the Sponsor**

4.34 One of the fundamental principles agreed when Metronet was integrated back into LU was the separation of "sponsor" and "delivery". This has worked well, with the sponsor owning the business case, setting priorities between maintenance and renewals, and setting the long term asset strategy for the business. However, further development of this role and wider application across TfL has been recommended by IIPAG.

4.35 A separate paper to the Committee, led by the sponsor, will address progress on this subject.



## 5 PERFORMANCE

5.1 The Change Programme is “work in progress”, yet there have been significant delivery successes to date as shown in figure 6.

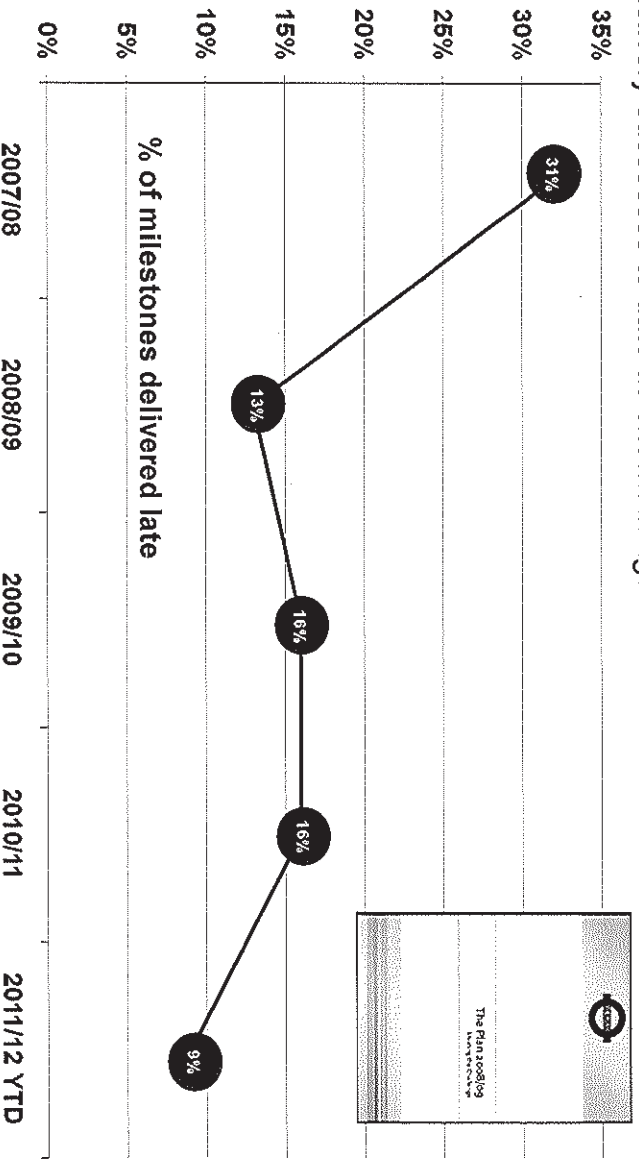


Figure 6: improved delivery certainty

The following are some examples:

### 5.2 Victoria Line Upgrade:

- (a) all necessary infrastructure works in place ahead of new train introduction;
- (b) entire fleet from 1967 replaced;
- (c) first fully Rail Vehicle Access Requirements compliant line on LU;
- (d) £23m of efficiencies; and
- (e) delivering a year early.

### 5.3 Track Renewal Programme:

- (a) unit rates for track best in class after retendering track contract (based on improvement and efficiency plans); and
- (b) Bayswater blockade (first ever four-week LU shutdown) completed on time, to cost, to scope and without impacting the next day's service. However, the recent performance of the track contract is a cause for concern and an improvement programme is being developed.

5.4 Major Stations Programme:

- (a) Victoria Station Upgrade contract let at world-class rates;
- (b) Crossrail stations work (Whitechapel, Tottenham Court Road, Bond Street) contracted and all on time and budget; and
- (c) Stratford and Green Park developments for the 2012 Games delivered on time and below budget.

5.5 Stations Asset Renewal Programme:

- (a) 28 stations modernised (including King's Cross, Oxford Circus, Mille End, Warren Street, Aldgate East, Brixton and Holborn);
- (b) 13 escalators replaced (including eight at Bank and three at Oxford Circus);
- (c) 41 escalators refurbished and returned to service (including 11 at Piccadilly Circus and 10 at Bank);
- (d) Victoria station escalator refurbishments 1, 2 and 3 delivered in record time; and
- (e) Four lifts refurbished.

5.6 Sub-Surface Rail Upgrade programme:

- (a) re-specified ATC contract: best-in-class ATC system, minimal closures for signalling and world-class unit rates;
  - (b) successfully operating 17 S8 trains on the Metropolitan line;
  - (c) necessitated extensive immunisation work;
  - (d) extensive re-modelling of Baker Street, Aldgate and Hammersmith station layouts;
  - (e) delivered Service Control Centre at 50 per cent cost estimated by Metronet;
  - (f) Hammersmith Control Centre delivered at 60 per cent of original estimate, on schedule and to specification, through use of techniques imported from the automotive industry;
  - (g) poorly defined Metronet depot strategy replaced with a clear, considered decision about Hammersmith, Neasden, Ealing Common and Uxminster properly accounting for operational and maintenance requirements; and
  - (h) Neasden depot - high risk resignalling completed on schedule and civils programme back on track.
- 5.7 Power and Cooling:
- (a) all ventilation shaft upgrades delivered to time and cost;

- (b) Power and Cooling now sponsored together with line upgrades for an integrated programme; and
- (c) best system solutions chosen for SSR, mid-tunnel ventilation and future upgrades (Deep Tube Programme).

## **6 SUMMARY**

- 6.1 There has been significant change over the past four years as a result of the integration of Metronet and the bringing in house of the Delivery Portfolio, combined with an increase in the value of the Investment Programme, to what is now one of the largest in Europe. This has culminated in the creation of a single delivery organisation able to focus on the strategic improvement of delivery performance.
- 6.2 Very considerable delivery successes have been achieved. However, major challenges remain, most notably performance of the track contract and reliability of new assets. The engagement with IIPAG, on all the challenges CPD faces, has overall been very constructive and value adding. The need for ongoing improvement is fully accepted and indeed championed at every level in CPD.
- 6.3 LU has created a single change programme (PMClP, formally known as C Change) to enhance the capability of London Underground's delivery organisation. Independent assessment has shown significant progress in the maturity of the organisation (P3M3) and improvements to delivery and cost performance. Work will continue on the change programme, and a further status paper will be submitted to the Committee in May 2012.

## **7 RECOMMENDATION**

- 7.1 The Committee is asked to NOTE this report.

## **8 CONTACT**

- 8.1 **Contact:** Capital Programmes Director, London Underground  
**Number:**  
**Email:**

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# Subject: Transport Committee Work Programme 2011/12

**Report to: Transport Committee**

**Report of: Executive Director of Secretariat**

**Date: 17 January 2012**

**This report will be considered in public**

## 1. Summary

1.1 This report sets out the work programme for 2011/12.

## 2. Recommendation

2.1 **That the Committee notes the work programme as set out in this report.**

## 3. Background

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

3.2 The table below shows the scheduled dates of future meetings in 2011/12 and the proposed main topics for discussion. The items for future meetings are subject to change to enable the Committee to respond to matters at short notice.

<b>Date of future Committee meeting</b>	<b>Proposed main topic(s) for discussion</b>
Tuesday 21 February 2012	Crossrail Future rail projects
Tuesday 13 March 2012	2012 transport

## 4. Issues for Consideration

### **Topics to be covered during 2011/12**

4.1 The following paragraphs provide an update on work that is now taking place and any other items that the Committee has investigated or has expressed interest in investigating during 2011/12.

#### State of the London Underground

- 4.2 The Committee's report on the state of the Underground was published in September. A response to the report from TfL has been received and a response from the Mayor is awaited.

#### High Speed rail (HS2)

- 4.3 The Committee discussed HS2 at its meeting of 14 July 2011 and published its response to the Government's consultation on HS2 on 29 July 2011.

#### The future of ticketing

- 4.4 The Committee's report on the future of ticketing is the subject of a separate item on the agenda for this meeting.

#### General question and answer session with Transport Commissioner

- 4.5 A general question and answer session with Peter Hendy, the Transport Commissioner, and Leon Daniels, the Managing Director of Surface Transport at TfL, took place on 11 October 2011. The Committee covered a range of issues during the session including the boroughs' use of Local Implementation Plan (LIP) funding.

#### River services

- 4.6 The Committee has agreed to discuss river services at this meeting. This is the subject of a separate item on the agenda.

#### Future Tube and rail projects

- 4.7 The Committee has identified London's rail services as another topic for consideration in January and February 2012. The Committee has agreed to consider this broad topic over two meetings: at this meeting it will consider future Tube projects and progress with Tube upgrades; and at its next meeting it will consider future rail projects including tram projects.

#### Crossrail

- 4.8 The Committee will revisit Crossrail to check on progress at its next meeting. This will provide for the Committee to follow up its past work on Crossrail including its report and recommendations published in February 2010 and its progress check in early 2011.

#### 2012 transport

- 4.9 The Committee followed up its report, *Clearing the hurdles: transport for the 2012 Olympic and Paralympic Games* (April 2011), at its last meeting. It is due to receive further written update reports on progress with 2012 transport and use its meeting in March 2012 to discuss this issue.

#### Rapporteurship on TfL customer service

- 4.10 Valerie Shawcross AM is undertaking an investigation into TfL's customer service. This investigation is examining how effectively TfL deals with Londoners who approach the organisation to request information, make a complaint, or make suggestions for improvements, and will seek to identify, where appropriate, how TfL's service might be improved. The investigation will also examine how TfL's initiative for reorganisation, Project Horizon, will affect customer service in the future.

## Responses to recent Transport Committee work

- 4.11 The table below details some of the Committee's recent work and the dates by when responses from the Mayor and/or TfL have been requested and/or reported to the Committee. This is to assist the Committee in identifying any further work it wishes to undertake in relation to its recent work.

<b>Transport Committee work</b>	<b>Date by when Mayor/TfL response due</b>
<i>Clearing the hurdles: transport for the 2012 Olympic and Paralympic Games – Committee's report, April 2011</i>	The Committee requested a written update report on 2012 transport from the ODA and TfL in September 2011 and every three months thereafter (December 2011, March 2012 and June 2012). The first update report was provided in September 2011.
<i>The state of the Underground – Committee's report, September 2011</i>	The Committee has requested a formal response from the Mayor to its report. It received a response from TfL in December.

## 5. Legal Implications

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

## 6. Financial Implications

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

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**List of appendices to this report:** None.

### **Local Government (Access to Information) Act 1985**

List of Background Papers: None

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