

AGENDA

Meeting **Transport Committee**

Date **Wednesday 9 March 2016**

Time **10.00 am**

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

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Members of the Committee

Valerie Shawcross CBE AM (Chair)

Caroline Pidgeon MBE AM (Deputy Chair)

Kemi Badenoch AM

Tom Copley AM

Darren Johnson AM

Steve O'Connell AM

Murad Qureshi AM

Dr Onkar Sahota AM

Richard Tracey AM

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

Mark Roberts, Executive Director of Secretariat
Tuesday 1 March 2016

Further Information

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

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

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Certificate Number: FS 80233

**Agenda
Transport Committee
Wednesday 9 March 2016**

1 Apologies for Absence and Chair's Announcements

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

2 Declarations of Interests (Pages 1 - 4)

The Committee is recommended to:

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

3 Minutes (Pages 5 - 46)

The Committee is recommended to confirm the minutes of the meeting of the Transport Committee held on 9 February 2016 to be signed by the Chair as a correct record.

The appendices to the minutes set out on pages 9 to 46 are attached for Members and officers only but are available from the following area of the GLA's website:
www.london.gov.uk/mayor-assembly/london-assembly/transport

4 Summary List of Actions (Pages 47 - 54)

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

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

5 Transport Accessibility for Londoners with a Sensory Impairment (Pages 55 - 58)

Report of the Executive Director of Secretariat
Contact: Richard Berry, scrutiny@london.gov.uk, 020 7983 4199

The Committee is recommended to note the report, put questions on transport accessibility for Londoners with a sensory impairment to the invited guests and note the discussion.

6 Motorcycle Safety (Pages 59 - 94)

Report of the Executive Director of Secretariat
Contact: Richard Berry, scrutiny@london.gov.uk, 020 7983 4199

The Committee is recommended to agree the report, *Easy Rider: Improving motorcycle safety on London's roads*, attached at Appendix 1 to the report.

The appendix to the report set out on pages 63 to 94 is attached for Members and officers only but is available from the following area of the GLA's website: www.london.gov.uk/mayor-assembly/london-assembly/transport

7 Light Commercial Traffic (Pages 95 - 102)

Report of the Executive Director of Secretariat
Contact: Matt Bailey, scrutiny@london.gov.uk, 020 7983 4014

The Committee is recommended to:

- (a) Agree the output of its work on light commercial traffic; and**
- (b) Note the letter from the Commissioner of Transport responding to the Committee's recommendations on light commercial traffic.**

8 Transport Committee Work in 2012-2016 (Pages 103 - 110)

Report of the Executive Director of Secretariat
Contact: Richard Berry, scrutiny@london.gov.uk, 020 7983 4199

The Committee is recommended to note the report as a record of its work in the current Assembly term.

9 Date of Next Meeting

The establishment of committees and dates for committee meetings in the 2016/17 Assembly year will be agreed at the London Assembly's Annual Meeting, scheduled to take place on 13 May 2016.

10 Any Other Business the Chair Considers Urgent

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Subject: Declarations of Interests

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 9 March 2016

This report will be considered in public

1. Summary

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

2. Recommendations

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

3. Issues for Consideration

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

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

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

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

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

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

UNLESS

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

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

4. Legal Implications

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

5. Financial Implications

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

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

Contact Officer: Dale Langford, Principal Committee Manager

Telephone: 020 7983 4415

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

MINUTES

Meeting: Transport Committee
Date: Tuesday 9 February 2016
Time: 10.00 am
Place: Chamber, City Hall, The Queen's Walk, London, SE1 2AA

Copies of the minutes may be found at:

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

Present:

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

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

1.1 An apology for absence was received from Dr Onkar Sahota AM.

2 Declarations of Interests (Item 2)

2.1 **Resolved:**

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

3 Minutes (Item 3)

3.1 Resolved:

That the minutes of the meeting of the Transport Committee held on 13 January 2016 be signed by the Chair as a correct record, subject to a correction in the transcript where Ben Plowden (Director of Strategy and Planning, Surface Transport at Transport for London) was discussing consultations on Cycle Superhighways not cycle hire.

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 completed and outstanding actions arising from 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.

5.2 Resolved:

That the action taken by the Chair under delegated authority be noted, namely to agree:

- **A response to the Transport for London consultation on the extension of London Overground to Barking Riverside, as set out at Appendix 1 to the report;**
- **A response to the National Infrastructure Commission call for evidence on major infrastructure priorities, as set out at Appendix 2 to the report; and**
- **The scope and terms of reference for an investigation into the accessibility of the transport system for Londoners with a sensory impairment, as set out in the report at Item 7.**

6 Rail Infrastructure (Item 6)

- 6.1 The Committee received the report of the Executive Director of Secretariat as background to putting questions on rail infrastructure in London to the invited guests.
- 6.2 A transcript of the discussion with the Rt Hon Lord Adonis, Chair of the National Infrastructure Commission, is attached at **Appendix 1**.
- 6.3 A transcript of the discussion with the Sir Peter Hendy CBE, Chair of Network Rail, is attached at **Appendix 2**.
- 6.4 During the course of the discussion, the Committee noted the commitment by Sir Peter Hendy CBE to provide details of housing schemes on Network Rail land.
- 6.5 **Resolved:**
- (a) That the report and discussion be noted;**
 - (b) That the submission by Crossrail Ltd be noted.**

7 Transport Accessibility for Londoners with a Sensory Impairment (Item 7)

- 7.1 The Committee received the report of the Executive Director of Secretariat.
- 7.2 **Resolved:**
- (a) That the scope and terms of reference for the Committee's investigation into transport accessibility for Londoners with a sensory impairment, as set out at paragraph 4.1 of the report be noted; and**
 - (b) That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree the content of any written output from the investigation into transport accessibility for Londoners with a sensory impairment.**

8 Transport Committee Work Programme (Item 8)

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

8.2 **Resolved:**

- (a) That the work programme for the remainder of the 2015/16 Assembly year be agreed, including the schedule of prospective topics for forthcoming meetings set out at paragraph 4.14 of the report; and**
- (b) That the response from Transport for London to the Committee's report on the devolution of rail services in London be noted.**

9 Date of Next Meeting (Item 9)

9.1 The next meeting of the Committee was scheduled for Wednesday 9 March 2016 at 10.00am, in the Chamber, City Hall.

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

10.1 There was no other business.

11 Close of Meeting

11.1 The meeting ended at 12.13pm.

Chair

Date

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

Transport Committee – 9 February 2016**Transcript of Agenda Item 6
Rail Infrastructure in London (National Infrastructure Commission)**

Valerie Shawcross CBE AM (Chair): We are talking about rail infrastructure. Can I welcome back our old friend and colleague, Lord Andrew Adonis, who has been kind enough to come to this Committee on a number of occasions? We last saw him talking about Crossrail 2, for which this Committee gave its warm support and gratitude for the work that he has done to help to kick-start that and get it moving again. Welcome, Andrew. Can we call you 'Andrew'?

Lord Adonis (Chair, National Infrastructure Commission): You can. Thank you, Chair, and thank you very much for your submission to the National Infrastructure Commission as well.

Valerie Shawcross CBE AM (Chair): Thank you for coming along today. It would be helpful to us if you could just talk us in, Andrew, by giving us an overview of the role of the National Infrastructure Commission and what you are doing there at the moment.

Lord Adonis (Chair, National Infrastructure Commission): The National Infrastructure Commission was set up at the end of last year. Its job is to advise the Government and Parliament on national infrastructure priorities through the National Infrastructure Assessment, which will be conducted once per Parliament and will horizon-scan the scenario options and so on for the main economic infrastructure in the country - transport, water, energy and so on - and also to look specifically at issues referred to it by the Chancellor.

The next phase of major transport infrastructure investment in London was specifically referred to us with reference to proposals for Crossrail 2. We have been examining that in the last three months and will be making a report to the Chancellor just before the Budget. I am very grateful for your submission in that regard. We are also looking at how this fits in with other transport investments that are planned for the capital in the context, of course, of massively increasing demand, growth and population growth, and seeking to identify - with, I hope, the co-operation and collaboration of the Greater London Authority (GLA) - a way forward for investment that looks at not just the next few years but what the capital needs and the country needs, which is an investment strategy for the next 20 to 25 years.

The underlying philosophy of the Commission is that we have been very bad at planning infrastructure over a generation. We are delighted that Crossrail is in the final stages of being constructed, but it was 1974 that Crossrail started its life. I spoke at the Federation of Small Businesses last week and pointed out to them that it was their 42nd anniversary; it was the year that Crossrail 2 started. 1974 is also significant in infrastructure terms because it is the year that the Channel Tunnel was cancelled and the year that the proposed third London airport was abandoned. It was not a great year for thinking in the medium and long term about infrastructure planning. It is a standing warning of what happens if we do not get a long-term plan in place. That is not to say, of course, that that plan does not change over time, but I think almost everybody would agree that Crossrail being delivered 10 or 15 years ago would have been preferable in terms of the ability of London to meet congestion and growth challenges and, indeed, the demand for new housing. It would be much better if it had happened 10 or 15 years ago than now. The extra cost that has been incurred by it being reincarnated for the third time has not been beneficial either to the capital or to the country.

I am a professional optimist. My hope is that the National Infrastructure Commission may enable us to take a more constructive and consistent long-term approach that spans not just governments, which is important, but also central and local government and the emerging strand of regional government that we are seeing in England with the development of the city regions where of course London has been a pathfinder with the mayoralty and the GLA.

Valerie Shawcross CBE AM (Chair): Is it your expectation that the National Infrastructure Commission is going to be a permanent institution, then?

Lord Adonis (Chair, National Infrastructure Commission): How permanent any state institution is in our system of government is hard to predict. Things come and go. However, the plan is that it will be set up on a statutory basis and so that will give it, I hope, some longevity.

Valerie Shawcross CBE AM (Chair): How big is this body going to be? How many staff do you see it having?

Lord Adonis (Chair, National Infrastructure Commission): There will be 25 to 30 permanent staff and so quite small, rather like the Office of Budget Responsibility, but of course it will be able to draw on other staff, consultants and secondees for particular projects, which is what we are doing in the case of the current project we are doing on London.

Valerie Shawcross CBE AM (Chair): Do you think it will have any role in delivery as well as planning in actually ensuring delivery?

Lord Adonis (Chair, National Infrastructure Commission): No. The role of the Infrastructure Commission, which is why it can be kept so small, is to advise on infrastructure priorities and plans. Delivery is then a matter for the delivery authorities and within the Treasury for a new infrastructure and major projects authority, which advises on delivery.

Valerie Shawcross CBE AM (Chair): Presumably, you would be looking at the vexed topic of co-ordination and things having to happen in the right order when there is a knock-on impact?

Lord Adonis (Chair, National Infrastructure Commission): Yes. We need to have a view when we make recommendations on how things will be delivered and, in the case of Crossrail 2, learning the lessons from other big London projects - the Olympics, Thameslink, Crossrail - in how you set up a delivery authority that can execute effectively. The Olympic Delivery Authority and the Crossrail company are clearly, in terms of their effectiveness, good models to look at in terms of how you turn a plan into a delivery vehicle. We have been studying those closely.

Valerie Shawcross CBE AM (Chair): How do you define what a national piece of infrastructure is? When is it nationally significant? Crossrail 2 is terrifically important to us. Why do you think that that is a piece of national infrastructure? Does it mean that everything in London is going to end up as a piece of national infrastructure?

Lord Adonis (Chair, National Infrastructure Commission): Let us be clear. To some extent, this is in the eye of the beholder and London is a special case because of course its major projects are so large and have connectivity with the rest of the country.

There are two aspects of Crossrail that give it a particular national - or, I should say, greater than London - significance. The first is its interaction with the major London rail termini, which is a significant national issue, and how we are going to cater for future demand at the London termini and dispersal from them.

The second aspect is that Crossrail 2 goes well beyond the Greater London boundaries, particularly in the northeast where the proposal is that it will link up with the suburban and regional lines going northeast. The proposed suburban services in the southwest to come into Crossrail 2 also go outside the Greater London boundary. Like the original Crossrail 1, it is all three at the same time: it is clearly a London project, it is a regional project and it also has national significance.

I accept that there is a huge London interest in this, reflected in the fact - which is hugely important as we have been assessing Crossrail 2 - that the proposal of the Mayor is that London should pay a substantial part of the cost of Crossrail 2, which is a reasonable approach given that it will gain a substantial part of the benefits. Also, pragmatically, London being prepared to pay a substantial part of the costs, in the same way as it has done for Crossrail, makes it much more likely that it will happen while we are all alive rather than being entirely dependent on the Treasury over a long period of time, which makes it far harder to afford.

Valerie Shawcross CBE AM (Chair): A last leading question from me; this is a personal bugbear. We all love something new and we all need new infrastructure, but it has become obvious that we are not as a nation paying enough attention to maintaining, expanding or upgrading existing infrastructure. That has posed fundamental problems. Now that we are getting better at national infrastructure planning, co-ordination and development, how are we going to get better at making sure that we pursue the upgrade, maintenance and improvement of existing infrastructure at the same time?

Lord Adonis (Chair, National Infrastructure Commission): Crucial to the case for Crossrail 2 is the fact that the north-south Tube lines are both becoming congested - in some cases are congested - and have also been or are in the process of being significantly upgraded: the Victoria line now due to run at 36 trains an hour; the Northern line with automatic train operation now running at a transformed capacity to only a few years ago; the proposals for the Piccadilly line upgrade.

One of the issues that we have been examining is the credibility of the Transport for London (TfL) argument that it is just not possible to squeeze, over and above the upgrades that are taking place at the moment, the new Tube trains and so on, much more capacity out of the existing lines. I certainly do not see these as either/or. London needs to be both upgrading its infrastructure and providing new infrastructure. In the case of the Tube, which is the major relief that Crossrail 2 provides, there has been and there is a significant programme of ongoing modernisation and upgrading. Could it have started sooner? Of course, all of these things could have started sooner, but it is being factored into our analysis and it is important to see the two together. Crossrail 2 emphatically would not be a substitute for continued upgrading and improvement in the Tube. It needs to run alongside it, as does the existing Crossrail scheme. That approach needs to be taken in other infrastructure areas in London, too.

I have to say that in London a good part of the Tube now is more than 100 years old. It is amazing the extra capacity that is being achieved by upgrading. Without that, it would not be possible to make the case for major new interventions.

When it comes, though, to Network Rail - and you have Sir Peter Hendy [CBE, Chair, Network Rail] speaking after me - Network Rail is very alive to the potential for increasing capacity on the heavy rail lines, particularly the suburban heavy rail lines serving London. The changes announced by the Government or proposed by the Government in the last few weeks - for enabling the Overground to expand and TfL to become essentially the

commissioning and managing authority for the more suburban services with a joint oversight arrangement for dealing with the longer distance services - are a very constructive step forward.

Looking at the capacity of London's metro system at large, the rail and Tube system, the area where the existing infrastructure could do most to increase capacity is on the south London suburban lines, which have not been modernised to anything like the degree that the Tube has been. If the example of the Overground in the last 10 years could be replicated across the commuter lines coming into the south London termini, it would transform the capacity and quality of service being offered to London commuters, who at the moment in many cases are offered a very substandard service on those suburban lines.

These need to go together. I certainly do not see Crossrail 2, which, as I said, we are examining the case for at the moment, as a substitute for the continued upgrading of the Tube and a radical approach to upgrading the suburban rail services. It needs to go alongside them.

Looking at really critical infrastructure priorities facing London, if I had to say what I think is the most significant one over the next 15 years, I would probably highlight the capacity to transform capacity and quality of service on the suburban heavy rail lines as the single most important and cost-effective improvement that could be made.

Valerie Shawcross CBE AM (Chair): I think the Committee would give three hearty cheers to that. They are absolutely the points that we have been making. I was going to move to Caroline [Pidgeon MBE AM] but I know Steve O'Connell wants to talk about Windmill Junction.

Steve O'Connell AM: Apologies for lateness. It is partly linked to the dreadful state of the service in the suburban south London lines. It is pleasing to hear that reflection and we will all --

Valerie Shawcross CBE AM (Chair): We will talk about it some more with Sir Peter [Hendy CBE].

Steve O'Connell AM: I know you will, but I just wanted to comment on that. Also, it is just linked to - and I know we will pick this up later - your point around funding for Crossrail 2. There is a whole swathe of south Londoners who have difficulty understanding a premium precept on council tax for Crossrail 1 when it was quite a challenge for many of us to sell the benefits of Crossrail 1 in their council tax bills, bearing in mind that they are suffering this deficiency across south London. It will be an interesting narrative again when we move forward about London being expected to pay substantially for Crossrail 2, which was your comment earlier and expectation. It is important that we do see a surge of enthusiasm for south suburban services because those great many thousands of south Londoners who have contributed towards Crossrail 1 see a contribution to Crossrail 2 coming their way, arguably, do not necessarily see the benefit to them and their families for Crossrail 1 and Crossrail 2 - a debate altogether - and perhaps we could get an added enthusiasm for some work around improving south suburban. That would be an important balance.

Lord Adonis (Chair, National Infrastructure Commission): You need to see three things going on at the same time, do you not? The first is the continued upgrading of the Tube. The subsurface lines are being done at the moment. The Piccadilly line is a high priority and in due course the Central line, too.

On the suburban services, there is, as I said, a transformation potential, looking at what has happened to the Overground which is bursting at the seams and, indeed, is creating part of the pressure on the Tube that needs to be dealt with by Crossrail 2. Highbury & Islington station almost seizes up because of the interchange with the Overground and so that is important. Then there is the case for a completely new piece of infrastructure that runs alongside the other two.

Steve O'Connell AM: Many would not use the Underground. Many of my residents, obviously, will not touch the Underground. I will leave it there.

Valerie Shawcross CBE AM (Chair): I hate to curb your enthusiasm because I share it, but we have some specific questions --

Steve O'Connell AM: No, I have seen them. I was really grumpy coming in off the train, you see!

Valerie Shawcross CBE AM (Chair): -- on those things scheduled, Steve, but we are absolutely with you. We are in the same space.

Caroline Pidgeon MBE AM (Deputy Chair): Thank you very much. It was great to hear what you were saying about infrastructure, but I want to understand how the National Infrastructure Commission is going to work and how it is going to speed up decisions about upgrading infrastructure. You talked about 1974 when all these plans were cancelled and that was when Crossrail first came up, but how is your body going to speed up how we upgrade infrastructure and invest in infrastructure?

Lord Adonis (Chair, National Infrastructure Commission): In the specific case of London, we will be making recommendations to the Chancellor on the next big London investments, looking particularly, as I said, at the case for Crossrail 2. If you look at it in terms of the timeline for developing the project, we will be giving this advice comparatively early in the process. The current Crossrail 2 scheme is only about three years old.

The fact that central Government is taking a very keen and in-depth interest in it and that the Government has asked this new Commission to give it specific advice on the case for Crossrail 2 could potentially speed up the project substantially. It depends. I cannot say at the moment what our advice will be. However, in the past, it has often taken - let us be diplomatic - decades for central Government to engage with proposals for major new infrastructure. I cannot make any predictions about the future. Maybe we will still be in 30 years' time discussing Crossrail 2. However, the fact that the Commission has been given this remit is a serious attempt at joining up London government and central Government in terms of planning for the next 25 years.

Also, it is very important to understand the remit that we have been given. It is to examine the case that has been made by the Mayor and TfL and it is not to seek to develop a new project from scratch, whereas in the past - again, I will put this diplomatically - central Government has often thought that it knows better than local government. Of course, for a large part of the last generation, there was not a London government. "What should be done?" You will remember the famous Tube contracts. I do not think that is a great starting point. What we need is much closer and effective collaboration between, in the case of the capital, London government and central Government. Nationally, I hope, with the development of new city regions, we will see this approach much more widely.

A very significant development in policy in the last year is the Chancellor's statement that other city regions besides London will be able to raise their own funds specifically for infrastructure projects. London is ahead of the game, of course. The Supplementary Business Rate was an absolutely crucial part of the Crossrail funding package. To be blunt, power tends to follow money and the fact that London has significant responsibility for raising and spending its own funds when it comes to infrastructure gives it a really important seat at the table when it comes to planning. I do not know if I could say with any degree of confidence that Crossrail would have survived the last 10 years with a change of national Government and a change of Mayor and huge pressure on public finances, particularly capital spending, if it were not for the fact that London was itself meeting a substantial part of the cost. The fact that you have the Supplementary Business Rate there, which

of course London businesses are paying for large parts, something like £4 billion out of the £16 billion cost, plus direct contributions being made both by London taxpayers and by major London businesses, was crucial to the continuation of Crossrail. As I look at Crossrail 2, I think it is going to be important for the next major projects as well.

Caroline Pidgeon MBE AM (Deputy Chair): You have taken on this significant role and presumably you spoke to Ministers, the Chancellor and so on and you have confidence that they will listen and that it is genuine. So many things get set up and they come out with these wonderful reports and then they just sit on a shelf. You do not want to be, with your reputation, chairing something like that and so presumably you had some assurance that they are going to take seriously what you are going to recommend and put forward?

Lord Adonis (Chair, National Infrastructure Commission): I have certainly had the assurance that they will take me seriously. I cannot say what will happen. The problem with commissions like mine is that they do not have control over what happens after they have recommended. It is a problem, but it is right and proper in a democracy that it should be the elected Government that takes the decisions. However, in this case, there are two elected governments. There is the elected government of London and there is the elected Government nationally. What I am very much hoping is that I may be in a position to promote consensus between the two. That is the most likely way that you will see a major project proceeding.

Valerie Shawcross CBE AM (Chair): It has to happen.

Caroline Pidgeon MBE AM (Deputy Chair): I would have thought that your decision-making needs to be open and transparent.

Lord Adonis (Chair, National Infrastructure Commission): Yes.

Caroline Pidgeon MBE AM (Deputy Chair): Will your meetings be in public? Is it very much in that spirit the work that you are doing?

Lord Adonis (Chair, National Infrastructure Commission): We have not had meetings of the Commission in public. There have been only four meetings so far. It is an interesting question. I do not know that I am particularly opposed to it, but it is an interesting question to look at. We have had a call for evidence and I have been actively engaged with stakeholders, as have my fellow commissioners. Of course, a key part in making the process transparent is that our reports will be published because in the past other governments have not done analysis of projects before making decisions; obviously, it has, but they have tended not to be published and, therefore, it has never been quite clear what has been the rationale on which decisions for and against projects have been made. Our report will be published and will set out the evidence and reasons.

Caroline Pidgeon MBE AM (Deputy Chair): Perhaps you might consider whether you want to hold some of your meetings in public and that openness because it is really important, particularly when you are developing your thinking on these large projects.

Lord Adonis (Chair, National Infrastructure Commission): I am very interested in that suggestion.

Caroline Pidgeon MBE AM (Deputy Chair): I will cover the point I had about bureaucracy. Are you just going to add another layer of bureaucracy? That is one fear, is it not?

Lord Adonis (Chair, National Infrastructure Commission): Yes, it is a fear. The test will be whether we improve the quality and speed of decision-taking and also the ability to forge consensus. Consensus, in my

experience, does not come just from saying that it would be nice if people tried to agree because, in the political world, there is often a sharp clash of policies and priorities. It is seeking to bring a strong evidence base to bear in support of major infrastructure projects. The expectation is that applying such an evidence base will make it easier to forge agreements on projects rather than at the moment what tends to happen, which is unwillingness often on the part of decision-takers to engage with the evidence because of a desire to put off decisions for as long as they can possibly be put off.

Caroline Pidgeon MBE AM (Deputy Chair): I am sure that we will come to one of those at the end of our questioning with you. High Speed 2 you were very involved in and that is something that had cross-party support.

Lord Adonis (Chair, National Infrastructure Commission): Yes.

Caroline Pidgeon MBE AM (Deputy Chair): Would that have benefited from a commission like yours? It seems to me that we had trouble engaging with High Speed 2 (HS2) when we ended up coming out overall in favour with submissions but --

Valerie Shawcross CBE AM (Chair): They would not attend the Committee.

Caroline Pidgeon MBE AM (Deputy Chair): -- they would not attend our Committee to even sell the project. Is there something in terms of how projects are set up that you might recommend? Also, potentially, would you consider looking at something like HS2 to see how it could be improved and what lessons can be learned? It seems to me that a project that has so much support overall is just spending tons of money, upsetting lots of people and not listening. Crossrail, although equally challenging in some bits, has managed to listen very well to communities, to respond and to listen and work with politicians. It just seems to me that that is the sort of massive infrastructure project that feels like to me like it is going terribly wrong because they are not engaging properly.

Lord Adonis (Chair, National Infrastructure Commission): I am on the board of HS2 --

Caroline Pidgeon MBE AM (Deputy Chair): I did not know that. Sorry.

Lord Adonis (Chair, National Infrastructure Commission): -- and I am very surprised that HS2 was not prepared to come before the Committee. I would have thought that it would be, to be blunt, a no-brainer.

Caroline Pidgeon MBE AM (Deputy Chair): Yes, it was.

Lord Adonis (Chair, National Infrastructure Commission): It should have done so. If you were to extend a further invitation, I would use my best offices to see that HS2 does attend.

Caroline Pidgeon MBE AM (Deputy Chair): That might be something for the next term to look at, yes.

Lord Adonis (Chair, National Infrastructure Commission): In terms of the process for HS2, it does bear some resemblance to the Commission. When I became Transport Secretary and we were looking at the case for high-speed rail linking up the major cities and conurbations in England, what I did was to set up the HS2 company, whose job was to give advice to the Government at arm's length. It was only later that it became a delivery vehicle. Its first job was to advise on the case for high-speed rail between London and Birmingham in the first instance and, if it was persuaded that there was a case for it, then to make recommendations in terms of routes and stations. As I said, that was set up as an arm's length body.

Also, crucially - because this was in 2008/09 when, clearly, we were in the run-up to an election - I made it completely open to the then opposition party, the Conservatives, and encouraged the HS2 team in the new company to engage directly with the Opposition as well in order to promote consensus. It did have that effect. Crucially important to the survival of Crossrail 2 was that the Opposition had felt engaged in the process that led to its development. If this had all been done just by some civil servants inside the Department for Transport (DfT), it would have had much less chance of surviving the change of Government.

The thing about infrastructure projects, as I know from long experience now, is that it is one thing to will the end but it is another thing to will the means. Everybody in principle wants better transport and they want to be able to get between places more easily, but there is a world of difference between thinking that it would be great if we had better rail services between London, Birmingham and Manchester and being prepared to agree to a railway line that goes right through the Chilterns. These are the category differences. It is one thing to think that it would be a great idea to deal with the massive congestion on the Northern, Piccadilly and Victoria lines, but another to actually support a proposal for a new line with a tunnel going all the way from Wimbledon to Tottenham Hale. Getting from the grand aspiration to consensus on specific projects and being able to iterate and change is a big and difficult job.

Although I am sure it could have been more open and, as I said, I am very sorry that it has not appeared before your Committee, HS2 did do a good job of promoting consensus between the parties. To put this in perspective, the command paper that set out the plan for HS2, which has remained broadly intact - there has been more mitigation, extensions of tunnels and things of that kind, but the route, stations and so on have remained broadly intact - was published in March 2010. We are now nearly six years on and the legislation for HS2 is largely enacted. It is just about to complete its passage through the House of Commons and will take a few months to go through the House of Lords. It will be law, assuming nothing goes wrong now, by the end of the year. This is the largest infrastructure project in Europe: 330 miles worth of railway line and the core of it being London to Birmingham, which will have been agreed by Parliament by the end of the year with funding allocated and so on. When people say that we cannot do big infrastructure in this country, that is about as fast as it is possible to move. The Chinese can do a bit faster --

Caroline Pidgeon MBE AM (Deputy Chair): Yes, it is slightly different.

Lord Adonis (Chair, National Infrastructure Commission): -- because they do not have quite the same planning constraints, but there is no country in Europe that has developed a high-speed network of the scale that we are building and has planned it and built it out any faster than we are doing with HS2. Crossrail 2, from the point at which a decision was taken to proceed with it last time, as moved remarkably swiftly, too.

Therefore, we can have confidence that where we can promote consensus and good quality planning we can move rapidly. Where the planning is not good and there is no consensus, then of course things get stuck.

Valerie Shawcross CBE AM (Chair): That was helpful. We would have found it very helpful on HS2 to have that dialogue because, yes, in principle, we supported it, but there were lots of issues that needed resolve and iteration. To want to talk about some of these problems in public is a very necessary part of the process. It was a shame that we could not get them to do that --

Lord Adonis (Chair, National Infrastructure Commission): I will certainly use my good offices to --

Valerie Shawcross CBE AM (Chair): -- because we were not intending to attack the project. We were intending to discuss the wrinkles and that was a shame.

Lord Adonis (Chair, National Infrastructure Commission): The HS2 story is very far from finished and so I am sure that there will be opportunities and I hope an opportunity soon.

Valerie Shawcross CBE AM (Chair): Yes. We will need to come back to it and it will probably be in the next term.

Darren Johnson AM: Andrew, do you agree with the Mayor and TfL's published priorities in the Infrastructure Plan on the main infrastructure needs for London's transport network?

Lord Adonis (Chair, National Infrastructure Commission): I would be jumping the gun if I gave a view on that since we are reporting shortly on the major infrastructure priorities in relation to Crossrail 2. The diplomatic answer for me to say is that I am engaging with it at the moment. I cannot at the moment say whether I agree with it.

Darren Johnson AM: OK, but will you be advising the Government on the investment needs for an enhanced national rail network in south London as part of that response?

Lord Adonis (Chair, National Infrastructure Commission): Yes.

Darren Johnson AM: Good. What difference do you think the devolution of suburban franchises will make to the development of London's national rail infrastructure?

Lord Adonis (Chair, National Infrastructure Commission): I think it has the potential to make a transformational difference for two reasons: firstly because you could have a public authority whose first priority is the London suburban services and that has not been the case in the past --

Darren Johnson AM: You clearly welcome the joint announcement between the Government and TfL?

Lord Adonis (Chair, National Infrastructure Commission): Yes, I very strongly welcome it. In the past, of course, both British Rail going back a generation and also the privatised rail companies have seen the suburban services as part and parcel and often the poor relation of long distance services. Sir Peter Hendy CBE, who is coming after me, has put it in choicer terms than that, but they have not been the key priority.

The story of the North London Line is almost the textbook case. It was very nearly closed by Beeching [Baron Beeching, former Chairman, British Railways] and largely neglected. It was a Cinderella service under British Rail and then the privatised rail companies. However, once it became a key priority of TfL, the service was transformed.

Darren Johnson AM: It was probably one of the most dramatic rail transformations we have seen of an existing line.

Lord Adonis (Chair, National Infrastructure Commission): It is, although if you look at what has happened on the Tube it is not bad over the last 10 years. If you compare the Northern line now with 10 years ago that is a transformation, too. The second issue, which is still a big challenge, is how you get the investments in. If you look at the Overground, it was partly a question of management and prioritisation, but it was also a question of really significant investments. Of course, that is all for the future.

Darren Johnson AM: We are already seeing some of those issues that TfL is grappling with in the Anglia franchise that it took over recently where there is not the same amount of investment funding available as in the first tranche of the Overground. That is going to be a real challenge.

Lord Adonis (Chair, National Infrastructure Commission): Yes. There needs to be an investment strategy as well as a management strategy.

Darren Johnson AM: We noticed over time when the Committee first began looking at this that there was a lot of sensitivity outside of London, particularly from Kent, about the impact that it would have on wider services beyond Greater London. We noticed when we came back to this that the mood had changed quite significantly and that there was far more of a consensus. However, there are clearly still tensions, are there not, between managing a wider national rail infrastructure and delivering a very effective commuter rail service for Greater London?

Lord Adonis (Chair, National Infrastructure Commission): There appears to have been an outbreak of peace and goodwill, which I am delighted to see. The arrangements that the Government has suggested for consultation and joint planning for services that go beyond Greater London, I hope, will prove robust. It is very much in the interests of longer distance commuters that the whole network is well managed and optimised and there need not be a conflict between the two.

Darren Johnson AM: TfL did give some very clear assurances about service levels beyond Greater London that it would not substantially reduce them.

Lord Adonis (Chair, National Infrastructure Commission): Yes, absolutely. Of course, the DfT is still very much there and that also is the guardian of the wider interest.

Darren Johnson AM: I know that you do not want to comment in any detail on TfL's infrastructure plan, but in terms of orbital versus radial links in London, do you take a view on that? Do you believe that London needs better orbital transport links to support development outside London and in outer London or is it simply a need for, given London's population is growing, getting as many people into the centre as quickly and as efficiently as possible?

Lord Adonis (Chair, National Infrastructure Commission): It needs both, of course. It needs both better radial and better orbital services. Part of the success of the Overground is the orbital service. Of course, the two are complementary. The orbital services then feed into the radial services and so the Overground through its orbital routes has had the effect of radically --

Darren Johnson AM: Yes, people can adjust their travel patterns and work opportunities change and so on.

Lord Adonis (Chair, National Infrastructure Commission): Places like Hackney, which have had terrible rail connectivity with the centre in the past, thanks to the Overground now have it. It has helped on both fronts.

However, never forget buses. The bus network is far more significant than the rail network in terms of passengers carried in outer London and has a crucial part to play there, too, in providing both orbital and radial services.

Darren Johnson AM: When you are doing your conclusions and your report on those, you will be looking for a balancing in terms of orbital and radial in London?

Lord Adonis (Chair, National Infrastructure Commission): We need to see an improvement in both, yes, although with the Crossrail 2 plan itself its impact will be mostly radial. It is mostly connecting the suburbs with the centre. Of course, there is a big central line as well, but quite a few of the suburban services - which, as I said, can be radically improved - are orbital.

Darren Johnson AM: OK. Thank you.

Tom Copley AM: I am moving on to Crossrail 2. Can you tell us how strong the evidence is in support of Crossrail 2?

Lord Adonis (Chair, National Infrastructure Commission): That is precisely what we are testing at the moment and so I will give you an overview of that in a few weeks' time.

The case that TfL makes in respect of congestion and the need for significant additional housing supported by transport infrastructure is a case - if I can put this without prejudging it - with which we are actively engaging. Clearly, anyone who uses London transport at the moment is well aware of the huge pressure on the existing network. The challenge facing London in terms of housing supply is huge with, as you know better than anyone, barely half the number of new homes being built each year that are needed. Planning the next generation of transport infrastructure with a particular view to promoting major housing developments and not just housing but new communities, which is at the heart of the Crossrail 2 scheme, is a hugely important priority for London.

Tom Copley AM: Crossrail 2 will be important in terms of unlocking and making sites for housing more viable?

Lord Adonis (Chair, National Infrastructure Commission): That is a very significant part of the case that is being made by TfL and the Mayor with which we are engaging, which is very different from the last Crossrail scheme.

Tom Copley AM: Excellent.

Lord Adonis (Chair, National Infrastructure Commission): Although it in fact has had a major impact on development, it was seen largely as a transport scheme, not as a regeneration scheme.

Tom Copley AM: Is there a problem here with the way the Treasury looks at the value of schemes? Whereas TfL will take into account the benefits of regeneration, housing and things like that, with the way the Treasury looks at these schemes, am I right in saying that it does not take those things into account?

Lord Adonis (Chair, National Infrastructure Commission): It does in that it makes a decision and a judgement in the round on these major infrastructure projects. It is a criticism not so much of the Treasury as of conventional transport analysis that looks in a fairly narrow way at transport gains and developments, focusing in particular on journey time saved by existing passengers, presupposing that there is not a major increase in demand being the major underlying philosophy. When you are dealing with junction improvements and smaller-scale infrastructure, that may be a valid way of assessing the viability of projects. When you are dealing with major infrastructure - if I can put it diplomatically - it is not a complete way of looking at the evidence. The wider regeneration and development potential of these projects is hugely important.

Tom Copley AM: We have all, I think, received an email today about a petition with 10,000 signatures against there being a station at Chelsea King's Road and there is a big campaign led by Felicity Kendal [actor] against this. Given Crossrail 2 is dubbed the 'Chelsea-Hackney line', do you think it will be rather odd if there were not a station in Chelsea?

Lord Adonis (Chair, National Infrastructure Commission): Do you mind if I pass on that one?

Tom Copley AM: I thought you might say that.

Lord Adonis (Chair, National Infrastructure Commission): I would simply note that there are differing views within Chelsea.

Murad Qureshi AM(?): In the borough, yes.

Lord Adonis (Chair, National Infrastructure Commission): I have noticed that the [Royal Borough of] Kensington and Chelsea is in favour of a station being there and so --

Tom Copley AM: As are the museums and a lot of other --

Lord Adonis (Chair, National Infrastructure Commission): There is clearly a diversity of views in Chelsea on this issue and I am happy to let that show continue.

Tom Copley AM: We have probably covered that, but are there any gaps in the evidence base for Crossrail 2?

Lord Adonis (Chair, National Infrastructure Commission): We are engaging with TfL at the moment, as I said. Of direct relevance to you and of course the wider Committee is the issue of housing. A critical part of the case for Crossrail 2 is the argument being made by TfL and the Mayor that this will unlock up to 200,000 additional homes, not least because of the northeastern stretch going through the Lee Valley, which is an area ripe for development and regeneration. It is not being conceived and nor are we considering it as just a conventional transport scheme but also as a scheme having the potential for major regeneration, focused in particular on housing supply. As I said, that is absolutely central to the whole plan. The evidence supporting that we are looking at closely.

Tom Copley AM: I do not want to go too much into the financing because that is the next question but just because you have mentioned a point about the wider benefits, housing and things like that, do you think we need to be looking at more creative ways that we can perhaps claw back some of the increase in value that is going to arise from that because of the public investment that has gone into Crossrail 2? We had the mayoral Community Infrastructure Levy (CIL), obviously, and we have had the Business Rate Supplement. Do we need to be looking creatively at things like that?

Lord Adonis (Chair, National Infrastructure Commission): There are two ways of looking at this. There is the issue of covering the cost and these schemes have to be paid for and the question of what is the balance between the funds that the Mayor puts up or has to borrow and central Government needs to be looked at. There are funding sources similar to those for the Crossrail scheme which need to be looked at in respect of Crossrail 2 as well. To be fair to the Mayor, he has looked at them and has said that his intention would be that at least half the cost of Crossrail 2 would be met by London sources.

When it comes to the payback, though, the critical issue is whether there is significant growth and value coming out of these schemes. The evidence from Crossrail is of a massive increase in property and land values

associated with Crossrail and, once Crossrail is open but we are already starting to see it in advance, a big increase in employment associated with it, too. Of course, the Treasury yields a huge return from that, although we do not have land value taxation. With stamp duty now going up to 12% and properties changing hands on average once a decade, the Treasury is making a very big return from the increase in property values associated with Crossrail.

Tom Copley AM: That is true.

Lord Adonis (Chair, National Infrastructure Commission): Assuming that employment in London continues to grow and part of that growth is because of Crossrail and it is not simply because - part of the Treasury concern - you will also be relocating jobs, there is good evidence that Crossrail is actually creating jobs by making it much easier to establish and staff businesses in central London. However, that again, with the taxes associated with employment, is a big gain to the Treasury. Therefore, Crossrail will turn out to be a huge money-spinner for the Treasury, particularly in terms of stamp duty. Part of the argument that the Mayor is making on Crossrail 2 is that the same could be true there, too. That is an argument that we are looking at.

Tom Copley AM: You are making the case that we all want to see, which is the devolution of property taxes. Can I ask finally if you can give us an update on the timeline for the Government to make a decision on Crossrail 2?

Lord Adonis (Chair, National Infrastructure Commission): We will be reporting at or before the Budget. I cannot say when the Government will take a further decision, but it has of course already provided some development funding for Crossrail 2.

Tom Copley AM: Which Budget, sorry? The next Budget?

Lord Adonis (Chair, National Infrastructure Commission): The coming Budget.

Tom Copley AM: The coming Budget this year?

Lord Adonis (Chair, National Infrastructure Commission): Yes.

Tom Copley AM: When is that going to be?

Lord Adonis (Chair, National Infrastructure Commission): It is mid-March and so we are reporting quite soon. I cannot say, of course, when the Government will take a firm position. However, for Crossrail 2 there is already development funding there that the Government has provided and TfL has put significant funds there, too. The question is not about the development of the project that is taking place at the moment. It is when a decision is taken to proceed and the critical decision then would be when a decision is taken to apply for planning powers. I cannot say when that will be, but our report will give the Government options in that regard.

Tom Copley AM: Thank you.

Richard Tracey AM: Andrew, you of course were one of the real prime movers about the route of Crossrail 2. You probably were the prime mover along with London First and so on in suggesting the route. You have passed on the Chelsea question, but are you surprised at the amount of argument that is going on in south

London about the route? Particularly, there is Wimbledon, Tooting and Balham, all in my constituency and of some considerable concern.

Lord Adonis (Chair, National Infrastructure Commission): I am not surprised, no, because there are genuine options there to be considered where we best put the junction with the Northern line, whether we want a junction with suburban services as well, which of course you would get at Balham, and what the impact is in terms of station developments. There are differing views there.

What is striking is that the fundamental concept has proved to be robust. The issue is not whether Crossrail 2 should provide a junction with the Northern line and then go on to Clapham Junction and Wimbledon; it is precisely what the route should be and where the stations should be. I take that as a big vote of confidence in the planning that has been done for Crossrail 2. I am not aware that anybody in south London is saying that it would be a bad idea to have a Crossrail 2 junction with the Northern line; the question is where it should be. I can see the arguments for and against both a Tooting and a Balham station.

Richard Tracey AM: Certainly there is nobody in those particular places who is arguing that it should go somewhere else completely. There are some arguments that some people in Streatham would like to see it moved across there.

Valerie Shawcross CBE AM (Chair): Streatham would like it, yes.

Richard Tracey AM: However, the significant problem over Tooting, for example, is a geological fault, the so-called 'Wimbledon Fault', interestingly enough. Crossrail 2 is saying that of course there would be enormous extra costs in putting a station in Tooting, although - and Tooting people very much appreciate this - it would regenerate Tooting, which desperately needs a lot of regeneration. Obviously, you were not aware of the fault when you were first suggesting the route, but it is something that is being asked now for really very extreme costing details and so on to be published.

Lord Adonis (Chair, National Infrastructure Commission): The best evidence needs to be assessed. There is an argument about, as you say, geology. There is also an argument, as I said, about where it is best to have the junction with the Northern line and whether it is better to have a junction that also gives you the Overground connection at Balham or to go further south, which makes it easier to deal with congestion. Just as I was reluctant to give a definitive view on King's Road, my view is that it is probably not for my Commission to say precisely where the station should be. It is whether the concept of a line serving this broad alignment and purpose is a good thing.

Valerie Shawcross CBE AM (Chair): I think we understand that. You are operating at a higher level with the strategy.

Richard Tracey AM: I totally understand and obviously Crossrail 2 will have to reach some decisions pretty soon, given the sort of timeline you were just talking about earlier in answer to Tom [Copley AM].

Kemi Badenoch AM: My focus is a little bit more on Wimbledon because I live there.

The main argument about that is how the planned development would completely hollow out all of the businesses that would be there and that it would be almost impossible to regenerate given the length of time it would take to complete the station. Do you have any comments on that? It is not just the tennis but loads of financial services companies have just bought long leases to Wimbledon. If that whole area was knocked

down, it would not just affect residents who complain about noise but also jobs and so on. That is the first part of the question.

The second part is about just how much in the decision-making process residents' or communities' concerns have an impact on how you change your plans.

Lord Adonis (Chair, National Infrastructure Commission): There are two different issues here. The first is the line of route and the second is precisely how you then deal with stations and local concerns. As I said, the arguments behind the line of route have proved remarkably robust. There has not been any fundamental questioning of the concept of a line that goes from the southwest to the northeast connecting the suburban services at each end. TfL, I know, and the new Crossrail 2 team there are in serious engagement and listening mode when it comes to how they deal with options and station designs and I know that that includes Wimbledon, too. They need to be because there is a lot of work that needs to be done to see that they balance the effectiveness of the transport project with local concerns. I cannot comment in any detail on Wimbledon except to say that I know that TfL is engaging seriously with the community at Wimbledon on how it could mitigate those concerns.

My understanding is that Wimbledon wants Crossrail 2 very badly because it could provide a transformational service for southwest London including Wimbledon, but of course seeing that this is sustainable in terms of development in and around the station is important.

Kemi Badenoch AM: Just finally, I know you said that you were going to pass on the Chelsea-Hackney line question, but is having a station at Imperial Wharf actually viable?

Lord Adonis (Chair, National Infrastructure Commission): There is a station at Imperial Wharf at the moment.

Kemi Badenoch AM: Sorry, I was making a Crossrail station point.

Lord Adonis (Chair, National Infrastructure Commission): There are number of sites in Chelsea that are viable. The question is which one the community regards as desirable rather than viable. Viability is a much lower test than desirability. The Crossrail stations are very large. That is part of the issue at Wimbledon, too. Inevitably those who are faced with development close by have concerns and they need to be dealt with. As I said, there are a number of options for a station in Chelsea and they will be looked at. Just as in the case of Wimbledon, there are a number of options for how you develop the station. Wimbledon is a very complex station because, as you know better than anyone, you have the Tube and you have the long-distance lines that have platforms at Wimbledon as well, even the trains that go through, and you have the proposed Crossrail 2 tunnel. How do you put all of that together? There are a number of different ways that that can be done. This is in a very early stage of development at the moment and it is absolutely right that all of the options are tested.

Can I bring up one thing when it comes to the stations? The size of the stations in many areas is an issue because of the impact on local communities and that needs to be worked through. However, in some cases it is an absolutely unalloyed advantage, the principal case being Euston, King's Cross and St Pancras. With Crossrail 2, the proposal there for a single station that encompasses the two will join up those three termini in one Underground station and a set of Underground connections, which will be of huge benefit. Whereas in the case of Wimbledon a big issue that needs to be addressed is how you reconcile development with the local community, in some other places the scale of the stations is a straightforward advantage.

Kemi Badenoch AM: Thank you.

Richard Tracey AM: We wanted to talk to you in a little bit of depth about the funding of the work that you are doing. Where is the money for the major infrastructure projects going to come from in the future? You had £300 million initially in the Transport Development Fund, but that is a fairly small amount. What are the prospects? How are you going to get hold of the funding for your future suggestions?

Lord Adonis (Chair, National Infrastructure Commission): It will be, clearly, a partnership. If Crossrail 2 proceeds, it will have to be a partnership between central Government and London government in terms of funding, as has Crossrail 1 been. The £300 million you referred to is a pot that is currently allocated within the DfT purely for development funding. When it comes to the capital funding, of course, that is a whole order larger and that will depend upon an agreement on funding sources between central Government and the Mayor.

Richard Tracey AM: I was not thinking specifically of Crossrail 2 just then. I am thinking of your future work and future suggestions of how you think various infrastructure projects may be delivered. For example, there is the impact of the reductions in the TfL grant coming from the Treasury and the DfT. How is that going to affect future London infrastructure? For example, last week the big idea of some road tunnelling came up, which I imagine is something that you will be looking at to reduce congestion. Where would the funding come from for that sort of thing?

Lord Adonis (Chair, National Infrastructure Commission): When it comes to major projects on the scale of Crossrail 2, there needs to be a bespoke funding package. It is not going to come, clearly, from existing budgets. The point about it is that of course the system is dynamic. Crossrail did not depend upon existing budgets but a special agreement was done, unlocking capital funding on the part of the Government but also a long-term commitment of new funds on the part of the Mayor and the GLA, most notably the Supplementary Business Rate. Some special deal would need to be done and I cannot say quite what the components would be but it would need to be done in respect of Crossrail 2, as indeed is proving to be the case with all of these major London projects. The extension of the Northern line to Battersea was part of a one-off and very substantial deal for £1 billion through tax increment funding (TIF). The proposal for the Silvertown Tunnel will be substantially paid for by tolls; that is a one-off package, too. For the Thames Tideway Tunnel, which is proceeding at the moment, again, there is a special one-off funding deal being done on that and water consumers will pay a contribution towards the cost. That is going to continue to be the case for these major projects and inevitably so.

Richard Tracey AM: That is with your approval, all of those various methods?

Lord Adonis (Chair, National Infrastructure Commission): Yes. If you were simply dependent on existing recurrent funding, you would not be able to do any of these major projects. Also, the extraordinary thing about Crossrail, which would be true of Crossrail 2 as well, is that the London business community is paying a substantial tax for it and is doing so very willingly. Normally there is no bigger controversy, as you are only too well aware as local politicians, than on business rates. However, in fact, the Supplementary Business Rate to pay for Crossrail has proved remarkably uncontentious. The reason is that London business - and of course, let us be frank, some gain more than others from it - can see a direct connection between the tax that they are paying and the big improvement to transport infrastructure that they are getting. There is a lesson there: it is one thing to expect people to pay into a general pot but, when you can make a direct connection between contributions that businesses are paying and a transformation in the quality of infrastructure and service, then that makes it much less contentious. As I said, it is remarkable if you look back at the history of Crossrail how uncontentious the Supplementary Business Rate proved.

Richard Tracey AM: You will obviously be looking in your work with your colleagues at the wider economic benefits, the housing potential, regeneration and so on, I take it?

Lord Adonis (Chair, National Infrastructure Commission): That is a crucial part of the assessment.

Richard Tracey AM: Do you envisage a Crossrail 3 at some point? I wonder if you have any ideas on where that might go. You have talked about south London's problems. Any embryonic ideas at this stage?

Lord Adonis (Chair, National Infrastructure Commission): Let us deal with one scheme at a time.

Richard Tracey AM: Yes, of course.

Lord Adonis (Chair, National Infrastructure Commission): However - Sir Peter Hendy CBE [Chair, Network Rail] has arrived on cue - if he does the job which I am sure he will do in transforming those south London rail services with TfL, it could have the effect of providing a Crossrail 3 in south London. Many of those services at the moment are massively underutilised. There are a lot of those routes coming in. You could have Crossrail 3, 4, 5 and 6 from big improvements in those services. It cannot come soon enough.

Richard Tracey AM: All right. Thank you.

Lord Adonis (Chair, National Infrastructure Commission): In terms of big tunnels through central London, these happen once a generation. I do not see any prospect of another one after Crossrail 2 in the foreseeable future. If I can just get on one of my hobbyhorses, which is of huge importance to London, where we do need more tunnels and really substantial new infrastructure, though, is in the east Thames to get across the river. Crossrail 2 is important but crucially important for the future of London and also regional transport links, too, is the development of the Silvertown Tunnel and in due course more crossings, which could well be tunnels, in east London. Not only is it important for transport users, but in terms of unlocking more housing it could in due course prove to be as significant as Crossrail 2.

Richard Tracey AM: Good. Thank you very much.

Valerie Shawcross CBE AM (Chair): We have some questions on surface transport and airports.

Murad Qureshi AM: Thank you, Chair. Yes, the old chestnut of the airport expansion, but we are not going to go to that generally. We just want to go into the specifics of the surface transport upgrades. It was interesting that the Airport Commission suggested with Heathrow that the upgrades would be about £5.7 billion whilst TfL suggested it was in the order of £15 billion or £20 billion. Which figures do you believe are nearer to what is required to have the surface transport upgraded in the way that is needed?

Lord Adonis (Chair, National Infrastructure Commission): The basis for decisions will be the Davies Commission report because that took evidence from TfL and others on the requirements, but I am not going to pass judgement on precisely what the requirements are in respect of Heathrow in due course because this will be a dynamic situation. However, the job of the Davies Commission was to look at the evidence being put in by all of the parties, including Heathrow Airport itself but also including TfL, and it made its judgements.

Murad Qureshi AM: True, but you had to be struck, though, by the disparity. It is in the order of fourfold. I would have thought that transport people in the sector would be broadly in line. This is a substantial

difference. It is something that the Committee has noted and it is very surprising that the Airport Commission could see it any differently from TfL, for example.

Lord Adonis (Chair, National Infrastructure Commission): It does not surprise me that there were differing figures and aspirations out there. That is often the case with these big infrastructure projects. If you look at Crossrail 2 itself, in the early stages of the planning there were very different options tabled for the scheme and they had huge differences in terms of costs. It does not surprise me that there were different schemes and aspiration there, but that part of the job of the Airports Commission was to look at the evidence being supplied and to make its own judgements. That is the basis on which the Government needs to proceed, but of course it has the power to vary those judgements, too, in due course.

Murad Qureshi AM: I understand that you are going to sit where you are. It was interesting, though. One of the issues that has been highlighted recently is Crossrail 1 going into Heathrow. It is there to make a modal shift of about 1% onto public transport. One of the selling arguments was to get people from Canary Wharf into Heathrow very quickly --

Lord Adonis (Chair, National Infrastructure Commission): Which it will do.

Murad Qureshi AM: -- which it will do. Heathrow plc is insisting on £40 million annually for the cost of using their tracks going into Heathrow. Where do you stand on that?

Lord Adonis (Chair, National Infrastructure Commission): It is not for me to jump on that but there is plenty of commercial negotiation that will take place. When it comes to Heathrow, when the Government makes a decision on what it is going to do with airport capacity in the southeast, it will also need to make decisions in respect of surface access, too. Although there is an element of commercial negotiation, it is the Government that will have to decide on these issues and rightly so because of course there are major public policy issues.

Murad Qureshi AM: I am just surprised personally that there was not a compulsory purchase order (CPO) in the original Crossrail 1 Bill. It is interesting that Heathrow has distributed £2.4 billion in dividends over the last four years and paid only £24 million of corporation tax in the last decade or so, which sets its priorities very clearly and that should be emphasised. Can I go more generally? Are you advising Ministers about upgrading of surface access to airports in the South East?

Lord Adonis (Chair, National Infrastructure Commission): I have not been asked to advise on that and so it has not been an issue for me. When it comes, as I said, to the decision on expanding capacity, the Davies Commission has made recommendations there and that is for the Government to make decisions upon in due course.

Murad Qureshi AM: You have not been asked about Stansted [Airport] and four-track rather than two-track?

Lord Adonis (Chair, National Infrastructure Commission): No.

Murad Qureshi AM: You have not? OK. You do not envisage that being part of what the Infrastructure Commission --

Lord Adonis (Chair, National Infrastructure Commission): I cannot say what we may be asked to look at in the future. In due course we will have to make the National Infrastructure Assessment and one of the key

issues that we will need to look at in that assessment is the accessibility of London's airports. Therefore, in due course, it will be something that we would look at but it is not going to be in the short term.

Valerie Shawcross CBE AM (Chair): Thank you for those answers, Andrew. Just for the record, I will say that I know that airport expansion is very contentious and there are different views on which one, if either, or both to go for or none at all.

Darren Johnson AM: None.

Caroline Pidgeon MBE AM (Deputy Chair): None; exactly.

Valerie Shawcross CBE AM (Chair): However, the one thing that we very clearly had a consensus on in this Committee was when we did go over the detail of TfL's analysis of what the surface transport impact would be of Heathrow expansion. It is true to say that we felt that its figures and analysis were very credible and very strong and that we observed a deal of double-counting in the Airports Commission's assessment of things. It would double-count the economic impact and then not do it when it was looking at the traffic impact. It seemed to us that you cannot have one without the other. Our sense was that TfL is extremely strong as a modeller and an identifier of potential impacts. I hope that you will look seriously at what TfL has said because we certainly did not feel that there was any truth in the allegation that TfL was behaving in a party political way --

Caroline Pidgeon MBE AM (Deputy Chair): No, absolutely not.

Valerie Shawcross CBE AM (Chair): -- in relation to that issue. They did a very strong forensic job. It is one to dig into. That is the point.

Lord Adonis (Chair, National Infrastructure Commission): You might want to call [Sir] Howard Davies [Chair, Airports Commission] to give evidence.

Valerie Shawcross CBE AM (Chair): We did. We did at the Assembly and, yes, we were a bit disappointed on that aspect, I would say. Thank you very much indeed, Andrew, for coming today. I know that it is early days and there is much that you cannot comment on yet, but that was incredibly helpful and it helps to put the work of the Infrastructure Commission into the national arena for people to understand it. It makes it more accessible, certainly, to Londoners. We wish you well in your work and we greatly appreciate your time today and your desire to engage with elected representatives. Good luck.

Lord Adonis (Chair, National Infrastructure Commission): Thank you, Chair. As I said, we will be reporting shortly and I would be happy to come back again at a later stage.

Valerie Shawcross CBE AM (Chair): Thank you very much indeed. Yes, thank you.

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Transport Committee – 9 February 2016**Transcript of Agenda Item 6
Rail Infrastructure in London (Network Rail)**

Valerie Shawcross CBE AM (Chair): Good morning. Welcome back, Sir Peter. Thank you for coming to see us today. We are extremely interested in the new life that you are leading at Network Rail and what your thoughts are and what wisdom you have learned in London that you are able to carry across to the national arena.

Sir Peter Hendy CBE (Chair, Network Rail): A retirement job!

Valerie Shawcross CBE AM (Chair): Let me just kick off, then. I would ask you just to lay out your stall a little bit for us, if you will. What do you see as the main priorities for improving London's rail infrastructure and has it changed at all since you have been at Network Rail?

Sir Peter Hendy CBE (Chair, Network Rail): Has it changed at all? No. I suppose the thing that I am a bit surprised about, which is not a surprise, is that the railway is growing quite fast. It is growing at about 4% or 5% a year and it has been growing for ten years.

That is a very familiar story to TfL where everything has been growing, but the national railway in the past has not made the most of that success story in terms of its approach to how it views the world. The railway is quite a complicated place because, at least at TfL, everything was under one control. Network Rail is the infrastructure provider and so it is terribly important but you have a host of other people as well. It is actually more of the same, really. The railway in the southeast of England, much like the railway in the rest of Britain, creates economic wealth, creates jobs and can build houses. That is a great story.

As to coping with growth, this current Government is putting in more money than any Government has ever put in before in real terms since the railways were nationalised in 1948. That is just as well because that growth is against a background of a railway that is increasingly full. This is the most crowded railway in Europe and so there is a lot that needs to be done with it, unfortunately. A lot of money is being spent. You will have seen that I spent the summer and autumn reviewing the investment programme for Control Period 5 (CP5) [Network Rail planning period 2014-19], not all of which was clear when the programme kicked off in 2014 and some of which has turned out to take longer than people thought and was a bit more expensive than anybody thought. However, the result of that, as you saw in the Chancellor's Budget announcement, was that the Government found some more money. We have found some more money in asset sales and we will do, very substantially, the CP5 programme.

That is all good stuff because that rate of growth is not slowing down. The railway needs more capacity. It needs it quite urgently and there is a big job to do.

Valerie Shawcross CBE AM (Chair): You fundamentally see the same priorities in London's rail infrastructure?

Sir Peter Hendy CBE (Chair, Network Rail): Yes.

Valerie Shawcross CBE AM (Chair): We have just been talking about Crossrail 2. TfL is working very hard on that and it is great to see Michèle Dix [CBE, Managing Director, Crossrail 2, TfL] in charge there. What is the magic pathway? What needs to happen to ensure Crossrail 2 gets approval and goes ahead?

Sir Peter Hendy CBE (Chair, Network Rail): We have a number of people working on Crossrail 2 too because it connects two very important parts of the national railway network. The next step is for Andrew [Lord Adonis], whom you have just seen, and his Commission to, hopefully, recommend to the Government that it funds the next stage. I hope it does. We need to get on with it. Just like Crossrail 1, by the time Crossrail 2 gets anywhere near delivery, it will be quite apparent that nothing else will do instead of it and so we had better just get on with it.

Valerie Shawcross CBE AM (Chair): Can you see any sticking points or any problems we might need to get through?

Sir Peter Hendy CBE (Chair, Network Rail): It needs to be funded. Actually, I just came in at the end of Andrew [Lord Adonis] talking about the way in which Crossrail 1 is funded. It is very significant that in London as a whole there has been a huge willingness by individual businesses, by the community, by you and by the Mayor to recognise that these schemes are really expensive and to find innovative ways of funding them. I do not know if you recall the test that was set by the previous Chief Secretary to the Treasury. It was that London should find 50% of the cost of Crossrail 2. That might be a stretch but, as Michèle [Dix] and others will tell you, there are methods by which that can be achieved. I would have thought that that is a very substantial demonstration to the Government that - just like the funding of Crossrail 1 - it is really important, businesses believe in it, they are willing to pay for some of it and we should get on with it. These schemes do take a long time.

The one thing you can say about Crossrail 1 in comparison to some of the other things that I looked at in CP5 is that by the time it was funded everybody was very clear on what it was, how much it was going to cost and how long it was going to take. So far in execution it looks as though it is going to meet all of those things. The work that Michèle [Dix] is doing with some of the people from Network Rail is really important because you want Crossrail 2 to be in a similar situation. We need to be absolutely clear on what it does, how much it is going to cost and how long it is going to take. Meanwhile, we would like Andrew's Commission to recommend to the Chancellor that enough funding is available for a long enough period to do that as fast as possible.

Valerie Shawcross CBE AM (Chair): Would you share our optimism, then, that this is achievable?

Sir Peter Hendy CBE (Chair, Network Rail): Yes. Of course, yes, it is achievable.

Valerie Shawcross CBE AM (Chair): Good. I just wanted it for the record.

Sir Peter Hendy CBE (Chair, Network Rail): Yes, absolutely.

Valerie Shawcross CBE AM (Chair): I agree with you. Crossrail 1's shark-like focus on delivering has been absolutely fantastic.

We just had a quick chat with Andrew [Lord Adonis] about surface transport access to airports. Of course, there has been a longstanding aspiration in London to see better contact with Stansted Airport and four-tracking of the route up to Stansted. Can you confirm whether or not Network Rail will go ahead with the four-tracking up to Stansted?

Sir Peter Hendy CBE (Chair, Network Rail): Four-tracking for Stansted is substantially not in CP5. It could be in Control Period 6 (CP6). The difficulty with four-tracking to Stansted to maximise the capacity that you would release is that you do in fact need Crossrail 2 to take some of the trains out nearer central London. It is not a bad thing to do, but its impact will be limited so long as there are limited paths into Liverpool Street. You could make some improvements; you can get more trains to Stratford.

Actually, four-tracking on the West Anglia Main Line will be at the front of many people's thoughts about CP6, which is 2019-2024. It is certainly in the front of the minds of the people at Stansted because they are coming to see me at 1.00pm and I am going to say the same thing to them. Of course, if they would like to choose to contribute in some way to it, I suspect that it will all get there quicker. That, too, is a feature of transport infrastructure construction in London, which is not yet widely mirrored outside of London, which is the willingness of people to put some money in in order to get the scheme to the top of the pile. However, in the end, to make the most of four-tracking to Stansted you need Crossrail 2.

Valerie Shawcross CBE AM (Chair): All right. It is partially dependent on that decision as well, then?

Sir Peter Hendy CBE (Chair, Network Rail): Yes.

Darren Johnson AM: I think we all welcomed your appointment, Peter. I could not think of anyone better placed to help to knock Network Rail into shape.

We are aware that in terms of your review you have recommended delaying some schemes. What are the implications of these delays for London?

Sir Peter Hendy CBE (Chair, Network Rail): As it goes, the projected impact of my review was thought by many people to be going to be a lot worse than it actually was. In a number of cases, it has moved schemes out of CP5. In some cases it has moved them because they simply could not be done in time. The largest and most difficult project, at least in the south of England, is the Great Western electrification where the project was not fully developed and neither was it fully costed. It is being done. It will be later than people would have liked, although the trains will arrive anyway and it does not impact Crossrail. I do not think it has been half the impact that people thought.

Darren Johnson AM: Is the overall approach about trying to do a smaller number of things well rather than trying to do everything badly?

Sir Peter Hendy CBE (Chair, Network Rail): No, the overall approach was to try to get everything done if we could within CP5, but it simply was not possible to achieve it. One of the lessons is that some of these bigger schemes take a long time to work out what they are and how they should be done. If you announce them too quickly or project to finish them too quickly, you just will not be able to do it. However, the vast majority of things in CP5 will be done in CP5. Compared, as I said, with the predictions of disaster, having to shift a small amount of stuff into CP6 has been a pretty good achievement.

The Government was very supportive. It was supportive of us finding £1.8 billion of asset sales and, indeed, the Chancellor found £700 million himself, which in a difficult Spending Review was really quite helpful.

Darren Johnson AM: A relatively small number of projects for London have been moved into CP6. Does that then have a knock-on impact for London in terms of what has been scheduled for CP6?

Sir Peter Hendy CBE (Chair, Network Rail): We do not know yet. I did not bring the report because it is a bit heavy to lug around, but I do not think there is a massive impact in London. Actually, a lot of the controversy was about some of the schemes in the north of England where the aspiration was to have them rather quicker than they could be delivered.

Darren Johnson AM: Do they need their own transport authority to get things moving?

Sir Peter Hendy CBE (Chair, Network Rail): They have one.

Valerie Shawcross CBE AM (Chair): They have one now.

Sir Peter Hendy CBE (Chair, Network Rail): Curiously, I sit on it, actually.

Valerie Shawcross CBE AM (Chair): Do you?

Sir Peter Hendy CBE (Chair, Network Rail): That is interesting. It is a bit of experience from the south of England. The shape of CP6 is yet to be determined. The Government was quite clear that it did not want anything abandoned and so it wanted everything that could not be done in CP5 to be moved to CP6. That will have an effect on the total cost of CP6.

There will be two real challenges in CP6, just like CP5. One of them will be a delivery challenge, which is the ability of the railway to absorb all of this work being done.

The other will be a financial challenge because one of the real reasons why CP5 had to be reviewed was that the whole basis of funding the railway changed the day that Network Rail came back into public ownership. It exchanged the virtually unlimited access to cheap Government-backed borrowing off the Government's books with a fixed Treasury limit. That was a really severe change not just for Network Rail but for the whole of the industry. I do not think you could make any predictions about permanent 'latening' of work in CP6. The big challenge in CP6 will be to get it all funded, frankly.

Darren Johnson AM: The challenge is on the funding side rather than the project management side?

Sir Peter Hendy CBE (Chair, Network Rail): Probably, except that some of these things are large, complicated projects and, whilst you would like to do them quickly because you would like to see the effects of them, actually doing them on a railway that is as crowded as the one that we have is quite difficult to achieve. Whilst you were not looking, since the work over the road at London Bridge was even started, the growth has gone up by 35% to 40%. Some of the techniques that you are going to use to do this stuff are much more difficult than they were because you have much less time for track access. That is a practical limit because there is no doubt that you could do some of these big schemes better if you were willing to close the railway completely for lengths of time, but that seems to me to be totally impractical.

Tom Copley AM: I want to turn to the issue of funding. What is your overall assessment of the level of funding that Network Rail receives from the Government?

Sir Peter Hendy CBE (Chair, Network Rail): As I have said, if you look on a historical basis - and I had somebody to go back to the start of the railway nationalisation in 1948 - the level of money that is currently going into railway investment in Britain is higher in real terms than it has ever been before. That is really quite helpful, actually, and it is very significantly - nearly all - Government money.

Tom Copley AM: Do you see that continuing?

Sir Peter Hendy CBE (Chair, Network Rail): Somehow, we have to continue to pay for growth. Otherwise, you will not be able to absorb it. The truth is that in quite a lot of London and the southeast of England, without doing things to the infrastructure, simply, you will not be able to get on a train. There is a very powerful incentive to keep going.

What I do think, informed by my experience at TfL, is that into CP6 we are going to have to see more third-party contributions to some of these costs than anybody has seen so far, considering that if you look at TfL's capital budget currently many of the projects have some third-party funding from some source, people who benefit from the economic growth created, people who benefit from the jobs being created, people who benefit from the housing being created. That currently is not replicated in railway funding across the rest of the country, but my prediction is that it will have to be. I had a queue of people around my office coming to tell me why their project was really important for CP5 and I asked some of them where their contribution is and they looked very surprised, but they are going to be less surprised with CP6 because I do not see how else we are going to get all of the money that is needed.

Tom Copley AM: Absolutely. I hope that Stansted is willing to open its wallet or whatever when you see them this afternoon. Do you get a sense in general that organisations and companies like that would be willing? Given that you have had success with that with TfL, do you think there would be willingness?

Sir Peter Hendy CBE (Chair, Network Rail): Of course there is a precedent. I heard Murad [Qureshi AM] referring to the tunnel at Heathrow, which was built for and paid for by Heathrow Airport Ltd. There must be - that is all that I can say - because it seems to me to be quite implausible. Now that Network Rail is back on the Government's books, the Government, not surprisingly, is going to have to have some sort of fixed cap. You cannot just expand spending money in the way that the railway was happily doing. Actually, I would have thought that having third-party contributions from the people who benefit from the contribution that the railway makes is a really obvious thing to do. The more we say it, the more obvious it seems to me.

The only corollary from the railway point of view is that we have to be clearer - and we were in London and it became generally accepted - that transport is the means by which you create economic growth and jobs and housing. The railway has not told that story so well outside London, but one of my jobs for four days a week is to go and tell it because it is true.

Tom Copley AM: Absolutely. You have also, I know, been looking at how you can make better use of Network Rail's assets in the way that TfL is looking to do. Could you tell us a bit more about that and what form that will take? Is this going to be in the way that TfL wants to invest for the long term - keeping hold of freeholds and having long leases, joint ventures and things like that to sweat the assets - or is this going to be a fire sale to plug a short-term capital deficit?

Sir Peter Hendy CBE (Chair, Network Rail): It is certainly not a fire sale because Mark Carne [Chief Executive, Network Rail] and I had some very positive discussions with the Government about what we could do to meet the gap - or at least part of the gap, anyway - in the funding for CP5. We were very clear that if you are going to sell any assets they cannot be assets that might be used for the operational railway, quite obviously, but beyond that you want to sell assets that are either, in our terms, 'mature', in which case they are generating as much income as you can imagine, or they are things that we are simply not going to find the money to invest in in the foreseeable future.

The most obvious example of the former is some of the station retail. We could sell all that lovely load of coffee shops and places to eat at King's Cross. We cannot get any more in. If we could get any more in, we would have got more in. Therefore, that is a bit of the estate that is not useful for the railway. In operational terms it creates a lot of income. That will have a value.

If you look at the arch estate, given the likely difficulties about raising capital for the operational railway in the foreseeable future, it seems very unlikely to me that we are going to have the money to invest in the arch estate in the way that you might want to in order to maximise the income from it and so maybe it makes sense to sell it. However, it is certainly not a fire sale.

Tom Copley AM: You can only sell it once.

Sir Peter Hendy CBE (Chair, Network Rail): You can only sell it once but --

Tom Copley AM: Of course, if you are able to invest in it for the long term, then you realise that year on year.

Sir Peter Hendy CBE (Chair, Network Rail): That is absolutely right, but in terms of where the national railway currently is and in terms of the absolute necessity of investing in the railway infrastructure in CP5, it is quite an easy decision to do that.

There is not much left after that, to be truthful. There will be elements of the retail estate that we would not want to get rid of because we would want to maximise its potential first. Network Rail was pursuing a policy similar to TfL's of maximising its recurrent income, but the inability to fund all of CP5's investments rather overtook that.

The Government still has some other objectives for us. It wants us, as it wants TfL and the Mayor and other people, to develop housing where we can and we do have some schemes for joint ventures in a similar way to that that TfL is proposing to do those things --

Tom Copley AM: Do you have any housing schemes in London?

Sir Peter Hendy CBE (Chair, Network Rail): We do. There is one at Twickenham, actually. I am desperately trying to adjust to my mind to be nationwide now. Guildford comes to mind; that is not far away. There is a scheme at Twickenham. I do not know. We will drop you a line. There are some of those schemes.

The Government would also like us to participate in regeneration where that is appropriate and there certainly are some schemes outside London - in York and Bristol - where we can use land that is Network Rail's freehold in order to not only make us some money but also regenerate the towns and cities concerned.

Then you have to remember the railway passengers because, as the system gets fuller and gets bigger, we will need more space. We have to be a bit careful that we do not fill up stations so much with coffee shops and other retail that there is no room.

That seems to me to be a pragmatic approach: satisfy the capital that we need in CP5, do not sell anything until we have maximised its value or we are satisfied that we could not otherwise do it, contribute to housing, contribute to regeneration and do not forget the passengers at the stations.

Tom Copley AM: Do you think that Network Rail and TfL will be competing for commercial income and could you be working together?

Sir Peter Hendy CBE (Chair, Network Rail): It is not really competing, actually. If you look at the London estate, the Network Rail estate is the big stations. If TfL had spaces like that in its stations, it would be only too pleased to have the range of retail facilities that we have, but these places are huge and they have loads of people in them. We have some of the same ideas because David Biggs [Managing Director - Property, Network Rail], who does our property, is in touch with Graeme Craig [Director of Commercial Development, TfL]. For example, some of the retail units at London Bridge will be occupied by local small businesses. That is similar to TfL at Old Street. Of course, we know all of the usual suspects for those things, the Prets and the EATs and all of those people.

Tom Copley AM: Finally, to what extent do you think that a reduction in the Government's grant for TfL is going to have implications for Network Rail's projects in London?

Sir Peter Hendy CBE (Chair, Network Rail): I am sure that it was not the same £700 million. We were - and Mark [Carne] and I have said it ourselves internally - very fortunate to find that the Chancellor was able to give us nearly £750 million to keep CP5's investment plan going when there were so many other pressures on the public purse.

For the future, for the CP6, the railway industry is going to have to make the same sort of case that TfL has been making about the contribution to growth, jobs and housing because, when we get towards 2019, there will still be public expenditure pressures; there always are. One of the great difficulties that is not answered by a rather arid discussion about nationalisation versus private ownership is that actually we need to get money from everywhere and from all possible sources to do what we need to do to the railway in the next five, 10 or 15 years. There simply never has been enough money in the public purse on its own and there probably never will be.

Sadly, that wonderful mechanism, which was an apparently private company but with unlimited access to Government-backed debt, is not there any more. If we could invent another one, I expect that the railway industry would be only too pleased, frankly.

Caroline Pidgeon MBE AM (Deputy Chair): I want to talk a bit about delivering rail upgrades. We have been as a Committee highly critical of the way that Network Rail and the train companies have managed the Thameslink upgrade out of London Bridge. You will be aware of that. If you were starting the Thameslink scheme again, how would Network Rail do it differently?

Sir Peter Hendy CBE (Chair, Network Rail): It would have to do the work that has been done in the same way. At least some of you have been there, but you are very welcome to go again if you want to. The station has been rebuilt from the south to the north two lines at a time and I do not see how else we could possibly have done that. Whilst many people have told me that we ought to do more, bigger closures, all I can say is that I cannot see how you can achieve more, bigger closures at London Bridge because you have to keep the place going. As I said, whilst the work has been in progress, the growth has been 35% or 40%.

Apart from massive hindsight - which is, "Do it all sooner and have it done already" - it really gets down to two things because you had exhaustively looked at before long before I got there. One is making sure that the intricate and detailed plans for each stage of the train service operation are totally robust. That was the problem last January, in fact: there was too much optimism about what could be run. They have not made

that mistake since and there is not, in fact, the opportunity to make that mistake again because of the way that the work is now being phased.

The other is having a greater level of co-operative working with TfL about how we put all of this lot in place. I have been looking already at the plans for Waterloo in 2017, which sequentially bring the former Eurostar platforms into operation, close platforms 1 to 4 to lengthen them and then close the Eurostar platforms again in order to put them back fully into operation. If you ask TfL, although they are not here, they are already much more involved in that planning than they were at a similar stage with London Bridge.

Having said that, it does go to how you do some of this work in very crowded circumstances. Obviously, I was not as familiar with London Bridge as I am now. I am over there about every month having a look. Actually, it is fantastically intricate. When they have finished, they will have replaced the whole viaduct from the hospital to Tooley Street with a massive space underneath and it will be fabulous. However, on the way, it is really quite difficult. You know yourselves that the real lesson was that to manage that number of people in those circumstances for that length of time on a daily basis, you need some really intricate planning. I was a bit cross when Phil Hufton [Managing Director - Network Operations, Network Rail] left TfL but now I find that he is at Network Rail and is very much needed. He gets that message and so I do not think you will find any shortage of that at Waterloo.

The other thing, of course, is that in August when a bit of the bottom at London Bridge opens you will suddenly see what all the fuss was about and that will be fantastic. It is what it always needed. That will be a relief for many people who have been squashed together for months and months.

Caroline Pidgeon MBE AM (Deputy Chair): Yes. It is very painful for passengers, many of whom sit on this Committee. It is still not great. Even though it is a bit more robust, it still goes down all the time with the network there.

You have not mentioned the train companies in all of that. You have mentioned Waterloo, which is the next big project, and the lessons you have learned but not the train companies. How can they play a greater role in this?

Sir Peter Hendy CBE (Chair, Network Rail): It has to be a co-operative exercise, actually. That is the truth of it. One day later on this year you might want to have a look at the plans for Waterloo because the plans for Waterloo are a collaborative piece of work between South West Trains (SWT) and Network Rail and the passenger information will also be with TfL. I think you would be quite satisfied if you looked at it that everybody does know what their part is.

I am not sure that I am able to say whether that was always the case at London Bridge. It certainly is now --

Caroline Pidgeon MBE AM (Deputy Chair): It is now, yes.

Sir Peter Hendy CBE (Chair, Network Rail): -- because there is nobody who can stand to one side in this. It has to be a collaborative venture. Quite a lot of lessons were learned out of last year.

Caroline Pidgeon MBE AM (Deputy Chair): Do you think that TfL should have a greater role in delivering upgrade schemes such as Thameslink? Do you think there perhaps is an opportunity for more of a formal partnership between Network Rail and TfL?

Sir Peter Hendy CBE (Chair, Network Rail): Have a look at the arrangements for Waterloo and see what you think. Waterloo has our infrastructure and SWT's trains. There is not anybody else involved in the Main Line station. TfL does not need to be part of the partnership delivering it, but what it does need to be is totally integrated with how customers are treated, which is a slightly different thing in a way. You do not need more people in these meetings than already go to them because these things are already fantastically complicated before you start.

I have been struck since I got there - but you might not have been surprised - to discover that some of the lessons from London Bridge have been quite well learned. It is all about seamless experience for the customers and, therefore, you do need all of the parties involved in that together.

Caroline Pidgeon MBE AM (Deputy Chair): Do you feel that you have the capability at Network Rail - like at Waterloo - to deliver these in the intensive way that they clearly need?

Sir Peter Hendy CBE (Chair, Network Rail): Yes. London Bridge - and I am sure that there are people in Network Rail who would come and I was reading Phil's [Hufton] evidence to you this morning - was a low point. However, who else are you going to get to deliver these things? They are incredibly intricate. There is a huge amount of work going on in the railway. If it goes all right, nobody notices. If it goes badly, not surprisingly, there is a great public outcry. On the Great Western, they spent £130 million in ten days over Christmas and New Year and it went all right and so that was OK.

There have been some real lessons learned in terms of the intricacies of the planning of this stuff. This Easter, again, is bigger than last Easter was. Next Christmas will be even bigger than this Christmas. It is incumbent on the organisation to get it right and they know it. As to who else could do it, who else could do it?

Richard Tracey AM: On the Nicola Shaw [Chief Executive, HS1 Ltd] review of the shape and financing of Network Rail, in what ways do you expect that review to change the way that the organisation works?

Sir Peter Hendy CBE (Chair, Network Rail): I am not surprised that the Government asked for it - it has been an autumn of reviews on the railways - because discovering one day that you have the national railway infrastructure company back on your books as, effectively, a nationalised industry cannot have pleased the Chancellor with the amount of debt that came with it and its future needs to be thought about.

I am not going to pre-empt what Nicola [Shaw] is busy writing - she must be busy writing it, although I am sure that she has another six weeks or so - but she said to me and she has made clear in public that there are three basic tenets of what she is thinking about. One is devolution because political devolution is clearly a desire of the Government. We have had it in London. It is busily being done in the north, in the Midlands and in other places with these city deals. One is passengers, who need to be remembered on a railway that is now growing at 4% or 5% a year. The third is growth because the railway historically and all the arrangements of the institutions on the railway were set up at a time when it was either flat-lining or declining. Coping with growth and coping all over Britain with these big schemes to deliver growth is something relatively new.

If you look at the amount of capital work in CP5 compared with that which Network Rail did in Control Period 4 (CP4). There is absolutely no comparison at all. It is a vast amount of work. Thinking through how all of this should work and in a context where the money, currently at least, is very predominantly only coming from public funds is quite an issue. I have a rather simpler job, which is just reviewing CP5.

Having said all of that - and she will say it herself if you ask her - I think she said that she has had 9,000 public responses. She has had views from everywhere. The views range from complete renationalisation to absolute devolution and everything on the way.

The other thing that we all need to remember - and I have a particular context for saying it - is that the railway is a national system. Not only are there freight companies that run all over it and people like Cross Country that transcend any boundary that you could draw, but also in terms of the future - and I do not know whether Andrew [Lord Adonis] referred to it before I arrived - the most promising way of increasing the capacity of the national railway system apart from building new lines and apart from what you have to do with stations is to change the signalling system. Something that you will all be familiar with is the Digital Railway, which is the Main Line equivalent of what is on the Victoria, Jubilee and Northern lines. To do that, you need to treat the railway as a national system. You cannot have different sorts of signalling installed on different pieces of the railway. If you tried to, you would have the rolling stock companies shouting up and down, as you would the freight companies and the people who go across the railway.

She [Nicola Shaw] has quite a job on her hands and whatever she decides will have to be, my guess is, carried out over a measureable period of time because we have to keep running the railway every day and we do not want too many distractions from that. We will see what she says.

Richard Tracey AM: Yes. There has been some speculation about the possible privatisation of part of Network Rail. Indeed, even she has discussed it in an interview on the BBC. Do you foresee which parts might be privatised of Network Rail?

Sir Peter Hendy CBE (Chair, Network Rail): No, I do not foresee it. 'Privatisation' is a description of a process and, at least with some people, an emotive term.

If you treat it differently and ask whether the railway needs some private capital investment in it, the answer to that question is yes. It needs as much money as it can get from every possible source to cope with what is happening to it. There are all sorts of ways in which that can be done. One of the challenges for her [Nicola Shaw] and indeed for the Government is, apart from anything else, to see whether we can find ways of achieving that that get debt off the Chancellor's books. The same European Union (EU) accounting regulations that brought Network Rail back onto the Government's books are the ones that make it a lot more difficult to get private investment in and still take it off the Government's books. That does not mean that it is not a good thing to do but, as far as the Chancellor is concerned, you can see what he might have in his eyes.

Richard Tracey AM: Is the contracting out of major stations a prospect? It is a different sort of privatisation, in a sense.

Sir Peter Hendy CBE (Chair, Network Rail): It is. Of course, most of the stations are contracted out in the sense that --

Richard Tracey AM: In London, yes.

Sir Peter Hendy CBE (Chair, Network Rail): Whilst they are Network Rail's freehold property, most railway stations in Britain are run by the train operating companies. We have the major stations.

The only thing that I would say is that you have to have a reason to do it. If you go and look at Liverpool Street, when TfL took over the West Anglia and Crossrail, there is quite an elegant management system at Liverpool Street, which is a collaborative management system. Of itself, Network Rail's costs of running the

major stations are barely worth looking at in the total cost of running the railway. There would have to be a reason for that. There is no reason not to contemplate it.

The real desire for private capital is not to replace relatively small running costs of major stations but is in terms of big investments for big pieces of infrastructure. That is where the money needs to turn up.

Richard Tracey AM: Maintenance operations are you thinking of?

Sir Peter Hendy CBE (Chair, Network Rail): No, I am talking primarily about investment in replacing and upgrading the infrastructure, the sorts of schemes like London Bridge and Thameslink, the sorts of schemes like Waterloo, the things that need to be done.

Of course, if you look at it and if you go back to the discussion that you were having with Andrew [Lord Adonis], the discussion about funding Crossrail has in fact brought quite a lot of private money into the railway. That is a way of doing it and there should be more of that. That is what we really need to focus on because the major cost issue for the railway coming up is the investment programme in CP6. We need to get every pound we can from every source that it is possible to obtain from it to do that.

Richard Tracey AM: The last question I wanted to ask you is whether you would support the idea of a joint TfL/Network Rail upgrade plan for London, replacing and supplementing the different studies that go on and have gone on in the past? Would you? We from the Transport Committee recommended this sort of approach.

Sir Peter Hendy CBE (Chair, Network Rail): You did and I think you will find next month that there will be such a document that combines TfL's aspirations with the aggregation of Network Rail's route studies. In terms of putting it all in one place, it is a really sensible thing to do. It is implausible to suppose that Network Rail can do planning other than substantially on a route basis because the South Western is the South Western. Actually, it does all need to be brought together and you will see it brought together, I think, next month because you asked for it.

Richard Tracey AM: Good.

Valerie Shawcross CBE AM (Chair): Very good. Thank you.

Sir Peter Hendy CBE (Chair, Network Rail): I am not quite sure when; sometime next month.

Richard Tracey AM: I shall leave it on that high.

Valerie Shawcross CBE AM (Chair): That is wonderful. Thank you.

Murad Qureshi AM: Just on the terminus stations as they have come up, one of the last times that Mike Brown [MVO, Commissioner of Transport for London] was in front of us he expressed quite a strong interest in running Liverpool Street. The station near me, Marylebone Station, is run by Chiltern Railways.

What is the fate of Paddington Station? It is a bit of a mess given the number of operators going in and out. When will that be sorted?

Sir Peter Hendy CBE (Chair, Network Rail): Actually, Liverpool Street is collaboratively run. There is a protocol by which everybody does the same things, says the same things and has the same information.

Paddington is going to be a building site until Crossrail is finished. I have not asked anybody recently. What is important in one of those stations is that whoever you go to ask is able to tell you the same stuff and is as well informed as everybody else. I used to complain at Paddington quite regularly but I do not any more!

Murad Qureshi AM: That is why I asked.

Sir Peter Hendy CBE (Chair, Network Rail): The working model at Liverpool Street has worked quite well. Waterloo works quite well. They have got a whole lot better at London Bridge, partially because they have had to and partially because the eyes of the world were on them. We can do as well at other places. I will go and ask about Paddington, actually. I have not asked, to be honest with you. --

Murad Qureshi AM: We are doing a site visit and I am sure --

Sir Peter Hendy CBE (Chair, Network Rail): When are you going?

Murad Qureshi AM: -- that other Members will pick up on what I am getting at.

Sir Peter Hendy CBE (Chair, Network Rail): The roof is lovely. We are halfway through the roof. There will be many more retail units.

Murad Qureshi AM: We will be glad to see it.

Sir Peter Hendy CBE (Chair, Network Rail): There is good rental income.

Valerie Shawcross CBE AM (Chair): Great. The last run of questions: Kemi on rail devolution.

Kemi Badenoch AM: Sir Peter, I want to know what the barriers are to delivering the Mayor's and the Government's vision for devolved suburban rail in London.

Sir Peter Hendy CBE (Chair, Network Rail): Really, it is the detailed working of making sure that the specifications are all right when devolution actually happens. Network Rail will play its part. There is some mechanical process to go through about making sure that, if you split one or more of these franchises into a Greater London bit and a beyond London bit, you have the performance measures right and so on. That is relatively easy to do. It is really a lot of detailed work on train service specification and the specification of the franchise or concession. We will play our part in that but it is not anything like primarily us.

Kemi Badenoch AM: Do you see any differences between the vision that is at national level and that at London level?

Sir Peter Hendy CBE (Chair, Network Rail): No. Actually, around this table, we have had exactly the same view for a number of years. I am delighted that it has come to pass in London and there are lessons for the rest of the country. There are a number of urban areas in the rest of Britain that not only would like but are being given by the Government more control over their railway services.

The only proviso is the same proviso as in London, which is that you have to remember the rest of the railway whilst you are doing it because all of these services are part of a national system. I never did think that there was any detriment to people outside London of these proposals and so it has proved. Now that you see them, there is agreement from Kent and other places that there will not be worsening and some protection to achieve that. The same is true elsewhere, which is that it is all part of a network.

Manchester and the north of England have great aspirations for devolved power. They have in fact had quite a lot to do with the TransPennine and Northern franchises. It will have probably as great a transformational effect as the Overground has had in London and good luck to them. It is fabulous, actually. It will put to bed some wrongs that have been around for 20 or 30 years in those parts of the country.

Kemi Badenoch AM: Thank you. My next question is just about the transfer of passenger services from private franchise holders to TfL. Does Network Rail support this transfer and do you plan to be actively involved if at all?

Sir Peter Hendy CBE (Chair, Network Rail): It does support it. The Government and the Mayor made the announcement. We will support it.

Kemi Badenoch AM: Will you be actively involved at all in any of the activities?

Sir Peter Hendy CBE (Chair, Network Rail): Only, as I said, in the sense that there will be a hell of a lot of detail because, if you ask TfL, for example, about both the transfer of the stations on the West Anglia and the stations on the Great Eastern Suburban Line, it was very complex because of some of the lease conditions and Network Rail has a part to play in that. Otherwise, it is about just making sure that the performance regime works OK.

You will have seen that whilst not everything is perfect, there has been a significant improvement on both of the lines into Liverpool Street, which has been achieved as much as anything else with infrastructure improvements that have been the subject of joint discussions between TfL and Network Rail.

Kemi Badenoch AM: There has been conflicting information about the chance of TfL taking over the SWT franchise in 2017. Do you think it is likely to happen?

Valerie Shawcross CBE AM (Chair): The chances are that there will be an extension and then that will be picked up after the South East [franchise] has gone through.

Sir Peter Hendy CBE (Chair, Network Rail): Yes. The franchising process takes a long time to achieve. We are now at the beginning of 2016 and so, if there is not an extension, it would make it a lot more difficult than if there was. I am sure that TfL's aspirations will be to do something.

Kemi Badenoch AM: My last question is about south London rail services. The Centre for London estimates that south London needs £10 billion to £15 billion over the next 25 years. Do you think that is an accurate estimate?

Sir Peter Hendy CBE (Chair, Network Rail): It would not surprise me, actually. In terms of what needs to be done to the railway network to keep it expanding, some of that, I am sure we would say, is going to have to be in the replacement signalling systems because there is not any doubt that you can get far more capacity. Some of it will have to be in stations. Some of it will have to be in additional bits of line and changes to the way in which the infrastructure is configured. I would bet that you would all rather that we did it through signalling improvements rather than through the sorts of work at London Bridge if we can avoid it, but it will not always be avoidable.

The real challenge, of course, is that if you cannot do it by signalling improvements and longer trains, then in the end you will have to build some new lines, which are very expensive. You heard Andrew [Lord Adonis] say

that you can really only build one railway tunnel through central London in each generation and I am sure that he is probably right. The alternatives to it are either impossibly expensive or really hard to do. Subject to finding ways of funding it, I suspect that we will be doing it in the next 10 or 15 years because I cannot see any alternative.

Tom Copley AM: Just a quick follow-up because I was down at Crofton Park at the weekend.

Sir Peter Hendy CBE (Chair, Network Rail): I know where that is.

Tom Copley AM: I met the Crofton Park Transport User Group. More than 100 people turned up, which showed the strength of feeling. That is only one of a handful of stations in Zone 3 that has only two trains per hour. Govia Thameslink Railway (GTR) did not turn up and it blamed Network Rail, as is often the case.

One of the issues that residents raised - a number of them said - was that the local services on the Catford Loop were not included in the proposals for devolution. Is that the case and could we have some clarity on that?

Sir Peter Hendy CBE (Chair, Network Rail): It does not sound right to me. I would have thought that the Catford Loop is pretty firmly in the parts of the south London where you would expect the devolution to take effect. The only thing you have to say about some of those services is that the amount that you can get into New Cross and up to London Bridge, even after London Bridge is rebuilt, is limited. One of the reasons why the Bakerloo line extension is being punted around is in order to try to remove some of the pressure so that we can do something with those low-frequency services. I would have thought that the Catford Loop was pretty firmly in there.

Valerie Shawcross CBE AM (Chair): We will check that out, Sir Peter.

Sir Peter Hendy CBE (Chair, Network Rail): Yes. That does not sound right to me.

Valerie Shawcross CBE AM (Chair): Thank you. That was great. Sir Peter, we are coming to the end of our four-year term now and we think we have one more Transport Committee before we go. We have greatly appreciated the time and the effort that you have put into coming to this Committee over the years.

We were thinking this morning about suggesting one or two things to our successors who will take over after May. Are there any items on rail in London that you think this Committee ought to be putting on our consideration list for the next Committee? I have to say that by and large we feel we have done a good job on rail in this Committee. You might not agree with everything that we have done, but we have supported the right things.

Caroline Pidgeon MBE AM (Deputy Chair): Yes, absolutely.

Valerie Shawcross CBE AM (Chair): We have supported devolution. We have supported Crossrail 2. We have supported everybody getting their acts together about London Bridge a bit better and customer service improvements there.

Is there anything that you think we could be uniquely helpful on? I had wondered about our general lack of attention to the freight industry in London. Obviously, as politicians, it is always obvious that we would think about passengers because those are the people who contact us as our residents, but are there any issues that you think we ought to be considering that have been sadly ignored?

Sir Peter Hendy CBE (Chair, Network Rail): Certainly the freight people, I am sure, would be delighted to come to see you. You might find yourselves with a certain amount of conflict, as indeed most of the passenger railway does, because they will all tell you that they would like more business and in the course of more business they would like more paths through Camden Road, which is not what the Overground would necessarily like.

Valerie Shawcross CBE AM (Chair): No, we would like them to go round!

Sir Peter Hendy CBE (Chair, Network Rail): Railway freight is important and there are important freight terminals in London.

The industry will be looking towards CP6, which is 2019-2024. The Initial Industry Plan (IIP), which is the precursor to that - it is a very long process - will be being got together in the course of this calendar year. Your successors might want to review what the industry as a whole is saying its aspirations are for CP6 and beyond.

I have already started saying to people that one of the lessons from CP5 is that you cannot do all of these big projects in five-year cycles and that it takes longer than five years to invent it, to work out what it is and to work out how much it costs. The industry should be looking beyond CP6 as well. It should be looking 10 or 15 years out.

In that connection, the other thing is that we will be putting forward to the IIP a programme for the Digital Railway, which is digital signalling, to increase capacity and you will certainly want to have a look at that. Although there are lines that are full and crowded in other parts of the country, clearly the largest collection of them is in London and southeast England and you might want to review at some stage what is in the IIP for CP6 so that Londoners have a view about what is likely to be delivered from 2019 onwards.

What I do hope and what I think we all hope at Network Rail is that whatever Nicola [Shaw] comes up with as a structure will help the industry plan for further ahead so that people can see what is going to happen in 10 or 15 years given this phenomenal rate of growth. Otherwise, if it is done only to 2024, people are going to be left with some big questions about what else is going to be done to make sure that they can still get on a train on their way to work.

Valerie Shawcross CBE AM (Chair): It would be very good if, as you have said, there is a focus on passenger issues in there and customers. That is definitely one of the biggest failings that we perceive in the rail industry.

Sir Peter Hendy CBE (Chair, Network Rail): Yes. I have said it elsewhere and so it is not new but it bears saying again. One of the things that surprised me a bit when I got there was that the regulatory arrangements, which of course were related to a company that was at least notionally private, were quite so intrusive in a way that many people in Network Rail might well have believed that the regulator was in fact the customer. If you are given 70 regulatory targets and 3,700 indicators, you might well believe that fulfilling all of those is the equivalent of doing your job properly. The truth is that it is not like that. The customers are a combination of the train companies and real people waiting for trains. Nicola [Shaw] and I have had some very good discussions about that. It is very easy in this structure for people to look inwards and not outwards, actually. One of the successes of TfL is that we have tried to remember who is paying the bills and who is travelling.

Valerie Shawcross CBE AM (Chair): Whatever criticisms we might have of TfL, it is because in London we experience the contrast in service standards on things like real-time information, attention to disability access and being able to manage around incidents and we see that the national rail network is very poor at customer service by and large.

Sir Peter Hendy CBE (Chair, Network Rail): To be fair --

Valerie Shawcross CBE AM (Chair): It is patchy. It would be great in the revolution in national rail that you are talking about if somewhere in there some of those targets are about --

Sir Peter Hendy CBE (Chair, Network Rail): About passengers, yes.

Valerie Shawcross CBE AM (Chair): -- a better service, a more joined-up service, legibility of the ticketing and legibility of the information system for customers because, at the moment, it still looks fairly shambolic from our side.

Sir Peter Hendy CBE (Chair, Network Rail): Nicola [Shaw] and I have talked at some length about philosophically the way in which TfL constructs its operational plan, which is to start with what customers want and to derive some indices about what that means in service delivery. The railway has historically come from a rather different place and the franchise holders, to be fair to them, will perform what their contracts say they should do.

Valerie Shawcross CBE AM (Chair): Absolutely.

Sir Peter Hendy CBE (Chair, Network Rail): That is one of the great benefits of devolution because as soon as TfL says, "Our standards are the same across all of these lines and this is what we want people to do", you will get it because that is what they will do. That has been the great success of the Overground, which is that - I keep saying 'we' but I should not anymore - they have been asked to do certain things and they have done them because that is what they get paid for. You will see a similar change on the national railway network in London as this new arrangement takes over. Actually, that is all that people are asking for in the north of England as well.

Valerie Shawcross CBE AM (Chair): Absolutely. Lovely. Thank you very much for your time today, Sir Peter. You have taken on what must be the most complex, difficult job in the UK. We have lots of support for you and lots of confidence and --

Sir Peter Hendy CBE (Chair, Network Rail): Thank you. No, I am not in charge. The Chief Executive is in charge.

Valerie Shawcross CBE AM (Chair): Yes, I know.

Sir Peter Hendy CBE (Chair, Network Rail): It is true.

Valerie Shawcross CBE AM (Chair): Yes, we have met him.

Caroline Pidgeon MBE AM (Deputy Chair): Yes, we did a site visit with him.

Valerie Shawcross CBE AM (Chair): We are really appreciative of you coming, Sir Peter, and I hope that we can take up your offer and the next Committee can see you again.

Sir Peter Hendy CBE (Chair, Network Rail): Either this time or on the other side, those of you who have not seen it or would like to come again to London Bridge, now if you go around the bottom you can begin to see what it is going to look like from August.

Valerie Shawcross CBE AM (Chair): I have been twice and it is starting to take shape.

Sir Peter Hendy CBE (Chair, Network Rail): It is, yes.

Valerie Shawcross CBE AM (Chair): It really would be good to go again, yes. We would like that. The purpose of that project has never been in doubt. It has always been the management of the customers that is the issue.

Sir Peter Hendy CBE (Chair, Network Rail): Yes, absolutely. Come and have a look.

Valerie Shawcross CBE AM (Chair): Thank you very much indeed. Thank you.

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Subject: Summary List of Actions

Report to: Transport Committee

Report of: Executive Director Secretariat

Date: 9 March 2016

This report will be considered in public

1. Summary

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

2. Recommendation

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

Actions arising from the Committee meeting on 9 February 2016

Item	Topic	Status	For Action by
6.	<p>Rail Infrastructure</p> <p>During the course of the discussion, the Committee noted the commitment by Sir Peter Hendy CBE to provide details of housing schemes on Network Rail land.</p>	The Chair has written to Network Rail to request the additional information.	Network Rail
7.	<p>Transport Accessibility for Londoners with Sensory Impairment</p> <p>That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree the content of any written output from the investigation.</p>	Ongoing.	Chair

Actions arising from the Committee meeting on 13 January 2016

Item	Topic	Status	For Action by
6.	<p>Cycling Programmes</p> <p>During the course of the discussion, the Committee requested the following further information in writing:</p> <ul style="list-style-type: none"> • The provisional programme for each of the 33 Better Junctions prioritised for improvements and how the original list of 100 junctions was being reviewed; • An estimate of how much of the underspend on cycling programmes was a result of spending less on the cycle hire scheme, and how much resulted from rephasing other cycling investment programmes; and • Confirmation of the total budget for cycling programmes in 2016/17. 	A letter from TfL is attached at Annex 1 .	Director of Strategy and Planning – Surface Transport, TfL

Actions arising from the Committee meeting on 10 December 2015

Item	Topic	Status	For Action by
9.	<p>London TravelWatch Board Membership and Recruitment</p> <p>The Committee resolved that the process to manage the appointment of the Chair and Board Members of London TravelWatch in 2016 be agreed, as follows:</p> <ul style="list-style-type: none"> • To seek expressions of interest from current Board Members and hold interviews for reappointment for a period of two years until 31 December 2018 (for three of the Board Member positions) with the remaining Board Member appointments coming up for renewal as planned in December 2016; and • To extend the appointment of the Chair for a further year, ending on 30 September 2017. 	The Executive Director of Secretariat has initiated the process for London TravelWatch appointments.	Executive Director of Secretariat

Actions arising from the Committee meeting on 10 November 2015

Item	Topic	Status	For Action by
8.	<p>Private Hire Regulations Review</p> <p>The Committee requested from TfL a table showing progress against each of the recommendations made in the Committee's report on taxi and private hire services, <i>Future proof</i>.</p>	The Chair has written to TfL to request the additional information.	Chief Operating Officer, Surface Transport, TfL

Actions arising from the Committee meeting on 15 October 2015

Item	Topic	Status	For Action by
6.	<p>Motorcycle Safety</p> <p>The Committee delegated authority to the Chair, in consultation with party Group Lead Members, to agree a report on motorcycle safety arising from the discussion.</p>	A report has been prepared for publication during March.	Scrutiny Manager

Actions arising from the Committee meeting on 9 June 2015

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

3. Legal Implications

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

4. Financial Implications

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

List of appendices to this report:

Annex 1: Letter from Ben Plowden, Director of Strategy and Planning – Surface Transport, TfL

Local Government (Access to Information) Act 1985

List of Background Papers: None

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05 February 2016

Dear Valerie,

Thank you for your letter of 19 January in follow up to the Transport Committee meeting of 13 January. I am happy to respond to the Committee's request for more information.

The provisional programme for each of 33 Better Junctions prioritised for improvements and how the original list of 100 junctions was being reviewed

The original Better Junctions programme of reviewing 100 junctions was completed in December 2015, with each scheme undergoing a technical review of site specific issues (based on collision history, traffic/cyclist/pedestrian flows, site conditions, etc) and design options to address key issues raised. Funding has been allocated to implement any recommendations at locations that do not form part of the current 33 Better Junctions programme. Many of these locations are or will be improved as part of other programmes. This includes junctions on all of the new or improved Cycle Superhighways routes, such as Queens Circus (CS8), St George's Circus (CS North-South), Ludgate Circus (CS North-South) and Mile End/Burdett (CS2).

33 junctions are currently programmed for delivery through the Better Junctions programme by 2022. The construction start and end dates can be found on the Road Modernisation Plan website (<https://tfl.gov.uk/travel-information/improvements-and-projects/road-modernisation-plan>) and a list of the latest delivery dates is included in Appendix I.

An estimate of how much of the underspend on cycling programmes was a result of spending less on the cycle hire scheme, and how much resulted from re-phasing other cycling investment programmes

Underspend on cycling programmes in 2014/15, was £21m. Of this underspend, £4m was a result of spending less on Cycle Hire activities through contractual changes and back office savings and efficiencies. In addition, £2m of additional income was received on the scheme due to more usage than expected. The savings and increased

income are to be reinvested in cycling improvements and so retained within the 10 year cycling £913m budget.

Of the remaining £15m underspend, a portion was a result of re-phasing the Cycle Superhighways programme, and an equal portion was due to the timing of delivery of other cycling projects, primarily Quietways and the Central London Grid. These programmes were re-phased to ensure sufficient time was spent on designing and delivering the best possible schemes for London.

Confirmation of the total budget for cycling programmes in 2016/17

In our letter to the London Assembly dated 17 December 2015, the forecast cycling vision budget for 2016/17 was stated as being £155m, subject to an assessment of the impact of the Spending Review. In that review, the Government announced the phasing out of TfL's general grant (often called our revenue grant), which is a £2.9bn reduction to our previously expected funding over the next five years.

The Mayor and TfL are currently undertaking a budgeting process to identify how this grant reduction will be managed. That work will be published in March as part of TfL's 2016/17 Budget. No decisions have been taken at this stage, therefore it is too early to provide a firm budget figure for next financial year. However, it is worth noting that there are some critical, high value, projects scheduled for continued roll out into 2016/17, including Cycle Superhighways, Better Junctions, Quietways, Central London Grid and Mini-Hollands. Our commitment is unwavering and we anticipate a continued spend to deliver the cycling infrastructure that London needs.

I hope the above and attached satisfies the Committee's requests. Please let me know if you have any further queries.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Ben Plowden', followed by a period.

Ben Plowden
Director, Surface Strategy & Planning

No.	Location	Delivery Start	Delivery Completion
1	Aldgate Gyratory	Complete - Jan-14	Sep-16
2	Apex (Shoreditch)	Complete - Jul-15	Apr-16
3	Archway Gyratory	Feb-16	May-17
4	Blackfriars	Complete - Mar-15	May-16
5	Borough High Street / Tooley Street	Jan-18	Oct-18
6a	Bow Roundabout (Interim)	Complete - Nov-15	Jun-16
6b	Bow Roundabout (Vision)	Oct-18	Post 2020
7	Chiswick Roundabout / Kew Bridge Junction	Jul-17	Jul-18
8	Elephant & Castle North	Complete - Apr-15	Apr-16
9	Great Portland Street Gyratory	Mar-18	Mar-19
10	Hammersmith Broadway	Feb-17	Feb-18
11	Highbury Corner	2018	2019
12a	Kings Cross (Interim)	Complete - Oct-14	Complete - May-15
12b	Kings Cross	Mar-17	Post 2020
13	Lambeth Bridge (North)	Jan-17	Nov-17
14	Lambeth Bridge (South)	Jan-17	Nov-17
15	Lancaster Gate	Complete - Apr-15	Jul-16
16	Marble Arch	Sep-19	Post 2020
17	Nags Head Gyratory	Jun-18	Post 2020
18	Old Street Roundabout	2016	2018
19	Oval	Complete - Dec-14	Jun-16
20	Parliament Square	Complete - Apr-15	Jul-16
21	Rotherhithe Roundabout	Aug-16	Apr-17
22	Spur Road	Complete - Apr-15	Jul-16
23	St Paul's Gyratory	Dec-19	Post 2020
24	Stratford Gyratory	Apr-17	Mar-19
25	Stockwell Gyratory	Complete - Sep-15	Jun-16
26	Surrey Quays	Aug-16	Apr-17
27	Swiss Cottage Gyratory	Oct-16	Oct-17
28	Tower Gateway	Complete - Apr-15	Jul-16
29a	Vauxhall Gyratory (Interim - CS5)	Complete - Apr-15	Complete - Oct-15
29b	Vauxhall Gyratory	Feb-18	Jul-20
30	Wandsworth Gyratory	Jun-17	Jul-19
31	Waterloo IMAX Roundabout	Jun-18	Nov-20
32	Westminster Bridge South	Aug-16	Jan-18
33	Woolwich Road / A102	Mar-17	Dec-17

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Subject: Transport Accessibility for Londoners with a Sensory Impairment

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 9 March 2016

This report will be considered in public

1. Summary

- 1.1 This report provides the background for a discussion of transport accessibility for Londoners with a sensory impairment.

2. Recommendation

- 2.1 **That the Committee notes the report, puts questions on transport accessibility for Londoners with a sensory impairment to the invited guests and notes the discussion.**

3. Background

- 3.1 The Transport Committee has agreed to use this meeting for a discussion of access to the transport network for Londoners with a sensory impairment.
- 3.2 Significant numbers of Londoners have a sensory impairment. For instance, Royal National Institute of Blind People (RNIB) data indicates that around 175,000 Londoners are living with sight loss.¹ The number of profoundly or severely Deaf people in London has been estimated to be over 80,000, although many more live with other forms of hearing loss.² Furthermore Sense estimates that over 30,000 Londoners have a significant dual sensory impairment (deafblindness).³
- 3.3 Transport for London (TfL) has sought to support people with a sensory impairment to use the transport network in a variety of ways. These include, but are not limited to, online information about the accessibility of the network, the digital iBus system in buses to provide audio-visual information on upcoming stops⁴, training of staff in the needs of disabled passengers, travel

¹ <http://www.rnib.org.uk/knowledge-and-research-hub-key-information-and-statistics/sight-loss-data-tool>

² https://www.london.gov.uk/sites/default/files/london_assembly_health_committee_-_access_to_health_services_for_deaf_people_-_june_2015_-_updated.pdf

³ <https://www.sense.org.uk/publications/regional-data-future-deafblind-population-london>

⁴ <https://tfl.gov.uk/info-for/media/press-releases/2009/april/all-londons-buses-now-fitted-with-ibus>

mentoring for disabled passengers⁵, and the new Wayfindr app for visually impaired passengers.⁶

3.4 The following terms of reference for this investigation have been agreed for the investigation.

- To explore the challenges facing Londoners with a sensory impairment in their use of the transport network in London;
- To consider how Transport for London and other providers support people with a sensory impairment to access the transport network; and
- To identify ways in which Transport for London and other providers could improve the accessibility of the transport network for people with a sensory impairment.

3.5 On 25 February 2016, the Committee undertook a site visit to explore the challenges faced by transport users with a sensory impairment and TfL priorities in this area. The visit included a bus journey on a new Routemaster bus with hearing impaired passengers, and examining the use of the experimental Wayfindr app for visually impaired passengers at Euston station.

4. Issues for Consideration

4.1 The following guests have been invited to participate in today's meeting:

- David McNeill, Director of Public Affairs and Stakeholder Relations, TfL;
- Sarah Teichler, Customer Strategy Manager, London Underground, TfL;
- Robert Harris, Engagement Manager, Guide Dogs;
- Dr Tom Pey, Chief Executive, Royal London Society for Blind People;
- Roger Wicks, Director of Policy and Campaigns, Action on Hearing Loss;
- A representative of Transport for All; and
- A representative of a train operating company.

5. Legal Implications

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

6. Financial Implications

6.1 There are no financial implications arising from this report.

List of appendices to this report:

None

⁵ <https://tfl.gov.uk/info-for/media/press-releases/2014/march/travel-mentoring-service-for-disabled-londoners-launches-in-croydon>

⁶ <https://tfl.gov.uk/info-for/media/news-articles/visually-impaired-londoners-trial-new-travel-app>

Local Government (Access to Information) Act 1985

List of Background Papers: None

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Subject: Motorcycle Safety

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 9 March 2016

This report will be considered in public

1. Summary

1.1 This report asks Members to agree the Transport Committee's report on motorcycle safety.

2. Recommendation

2.1 **That the Committee agrees the report, *Easy Rider: Improving motorcycle safety on London's roads*, attached at Appendix 1.**

3. Background

3.1 The Committee held a meeting with representatives of Transport for London (TfL) and experts in motorcycle safety in October 2015. Subsequently the Committee agreed to further investigate this topic and publish a report.

3.2 The following terms of reference were agreed for the investigation:

- To assess progress against TfL's Motorcycle Safety Action Plan;
- To engage motorcyclists and motorcycling organisations to learn about safety issues in London and promote safe motorcycling; and
- To identify further steps the Mayor, TfL and partners can take to improve the safety of motorcycling in London.

3.3 Activities undertaken by the Committee to investigate this topic included:

- Calling for written submissions from stakeholder organisations;
- Conducting a survey of London motorcyclists, with over 1,200 responses; and
- Holding a motorcycles safety briefing event with the Metropolitan Police Service, London Ambulance Service and London Fire Brigade.

4. Issues for Consideration

4.1 The Committee's draft report on motorcycle safety, *Easy Rider: Improving motorcycle safety on London's roads*, is attached at **Appendix 1**. The Committee is recommended to agree the report.

4.2 The report sets out a series of conclusions on steps TfL and the Mayor should take to improve motorcycle safety. It proposes that TfL update its Motorcycle Safety Action Plan, recommending that the following issues are prioritised:

- We need a better understanding of why motorcyclist casualties occur. TfL largely relies on information recorded by police officers at the scene of a collision, which could be improved through the application of new technology by the MPS, and by supplementing it with information from the NHS.
- The inconsistency across London in access to bus lanes for motorcyclists causes unnecessary confusion. TfL allows motorcyclists to ride in bus lanes on the roads it manages, but many boroughs restrict access on their own roads. While boroughs need to determine their own policies, a more proactive strategy is required from TfL to help ensure a common approach across the city.
- Education is essential for increasing safe riding behaviour, such as riding at an appropriate speed and wearing protective equipment, to reduce casualties among both motorcyclists and other road users. Ongoing campaigns aimed at raising awareness of motorcyclists and preventing collisions are also vital.
- The BikeSafe scheme from TfL and the Metropolitan Police appears to be effective at increasing safety awareness among motorcyclists and attendance is growing. A key priority is to increase the participation of young riders. TfL should set a specific target for this objective, and consider how it could work in partnership with organisations to reach young riders.
- Good road design takes into account the needs of all vulnerable road users, and TfL's new design guidance for motorcycle safety is an opportunity to embed this principle. Motorcyclists have expressed concern about the impact of segregated Cycle Superhighways on London's roads, particularly the reduction in road space for other traffic. The Committee strongly supports the Superhighways programme, but recommends close monitoring of segregated roads to assess the impact on safety for other vulnerable road users, and the application of new design guidance for motorcycle safety to all schemes where road layouts are being modified.

4.3 The report also recommends that:

- TfL identifies a specific motorcycle safety budget as part of this process. We accept there is a large amount of overlap between road safety programmes aimed at different road user groups, and where appropriate this would be explained in any budgetary information. However, a dedicated funding stream would reassure motorcyclists that their safety is being prioritised and allow for TfL activity in this area to be monitored effectively.
- The Mayor and TfL focus on reducing congestion on London's roads. Motorcycles may be a part of the solution to this issue, particularly if more journeys by commercial vehicles can be undertaken by motorcycles. This issue is clearly wider than the remit of the Motorcycle Safety Action Plan, of course. TfL should work with the next Mayor to ensure a focus on congestion reduction in their first Transport Strategy.

5. Legal Implications

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

6. Financial Implications

6.1 There are no financial implications arising from this report.

List of appendices to this report:

Appendix 1: *Easy Rider: Improving motorcycle safety on London's roads*

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

Improving motorcycle safety on London's roads

March 2016



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Translations

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

assembly.translations@london.gov.uk

Note on terminology

In this report, we predominantly use the term 'motorcycle' to refer to all 'powered two-wheeler' vehicles, including scooters or mopeds. 'Motorcyclist' refers to all riders of such vehicles. Where a distinction is being drawn between different types of vehicle, this is specified in the text.

Chair's foreword

There are around 100,000 motorcyclists in London. Although this represents only a minority of London's road users, riding a motorcycle is clearly a very popular way for Londoners to get around the city, and for delivery companies to efficiently navigate their way through congested traffic. It is vital we make sure they can do so as safely as possible.



Arguably motorcyclists have been overlooked in public discussion about road safety in recent years. However, 27 motorcyclists were killed on London's roads in 2014, a death toll that is unacceptably high, and part of a bigger picture of collisions and injuries affecting motorcyclists, many of them life changing in their seriousness. Any safety agenda for London's roadscape must feature tackling this issue as a priority.

In our investigation of this topic we spoke to a large number of motorcyclists – over 1,200 riders responded to a survey we conducted – as well as road safety experts, industry representatives and training providers. This has highlighted a number of priority areas for the Mayor and TfL to focus on if significant progress is to be made to reduce casualties.

Our first priority has to be to engage young riders. There is nothing wrong with young people riding a motorbike or a scooter for fun, as long as they do so responsibly and have access both to adequate training and the necessary safety gear. TfL has more work to do to reach this group.

The design of London's roads is detrimental to motorcyclists in some respects. As competition for road space increases, there is a risk that motorcyclists are forced into closer contact with other vehicles. TfL's decision to open up bus lanes to motorcyclists on major roads has helped to rectify this situation in some areas, but the failure to convince many London boroughs to do the same has created confusion and inconsistency. It is time TfL finished what it started seven years ago, and secured motorcyclist access to all bus lanes. But access to London's bus lanes is a privilege and with it should be a reinforced call to motorcyclist to ensure they drive responsibly, staying within safe speed limits, for their own sake and for the sake of other vulnerable road users like cyclists.

We should remember that motorcycle safety is not just a matter for motorcyclists. It is right that we acknowledge motorcyclists are disproportionately involved in collisions that injure other road users. Equally, motorcyclists themselves are endangered, for instance, by motorists who fail to look properly when turning at a junction. Awareness campaigns need to be continued and intensified to address this.

Our report comes at the end of the current Mayor's term of office. But we will be sharing it with London's new Mayor and urging a renewed focus on motorcycle safety in the coming years.

Valerie Shawcross CBE AM
Chair, Transport Committee

Executive summary

Motorcyclists are one of most vulnerable road user groups in London, along with pedestrians and cyclists. A significant number of motorcyclists have told the Transport Committee that they do not feel safe riding in London, and considering recent casualty data it is clear why this is the case.

Around 17 per cent of those injured on London's roads — and 24 per cent of serious casualties — are motorcyclists, despite this mode accounting for a very small minority of traffic. There is recent evidence, too, that the number of motorcyclist casualties in London is growing again, following a period of decline. It is also the case that collisions with motorcyclists are a risk faced by other vulnerable groups, such as pedestrians.

Transport for London (TfL) and partner organisations have been making significant efforts to make motorcycling safer in London, including through the recent Motorcycle Safety Action Plan. It is obvious that these efforts have not had the same level of media or political attention as schemes to promote the safety of cycling in London. But it would be wrong to view this issue as a competition between different modes. For the most part, making London's roads safer is to the benefit of all road users.

Our investigation has identified a number of areas where TfL needs to focus if it is to make motorcycling safer in London. We recommend that TfL makes these a priority in an updated Motorcycle Safety Action Plan, accompanied by a dedicated budget:

- We need a better understanding of why motorcyclist casualties occur. TfL largely relies on information recorded by police officers at the scene of a collision, which could be improved through the application of new technology by the MPS, and by supplementing it with information from the NHS.
- The inconsistency across London in access to bus lanes for motorcyclists causes unnecessary confusion. TfL allows motorcyclists to ride in bus lanes on the roads it manages, but many boroughs restrict access on their own roads. While boroughs need to determine their own policies, a more proactive strategy is required from TfL to help ensure a common approach across the city.
- Education is essential for increasing safe riding behaviour, such as riding at an appropriate speed and wearing protective equipment, to reduce casualties among both motorcyclists and other road users. Ongoing campaigns aimed at raising awareness of motorcyclists and preventing collisions are also vital.
- The BikeSafe scheme from TfL and the Metropolitan Police appears to be effective at increasing safety awareness among motorcyclists and attendance is growing. A key priority is to increase the participation of young riders. TfL should set a specific target for this objective, and consider how it could work in partnership with organisations to reach young riders.
- Good road design takes into account the needs of all vulnerable road users, and TfL's new design guidance for motorcycle safety is an opportunity to embed this

principle. Motorcyclists have expressed concern about the impact of segregated Cycle Superhighways on London's roads, particularly the reduction in road space for other traffic. The Committee strongly supports the Superhighways programme, but recommends close monitoring of segregated roads to assess the impact on safety for other vulnerable road users, and the application of new design guidance for motorcycle safety to all schemes where road layouts are being modified.

We call on the next Mayor to work with TfL to deliver these priorities. In addition, we also urge the Mayor to focus on the issue of traffic congestion in London. Heavy congestion is a danger to motorcyclists, as well as other vulnerable road users. Motorcycles may in fact be a part of the solution to this issue, particularly if more journeys by commercial vehicles can be undertaken by motorcycles. The next Mayor's transport strategy should set out long-term plans to reduce congestion.

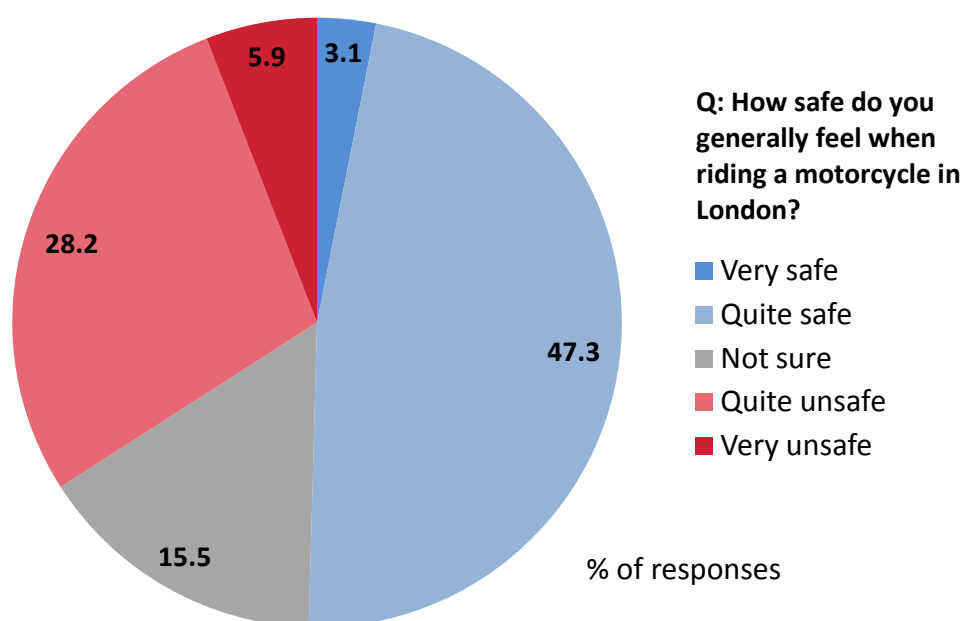
1. Vulnerability of motorcyclists

Motorcyclists are one of the most vulnerable road user groups in London, along with pedestrians and cyclists. They experience relatively high levels of casualties, and many have reported safety concerns to the Committee during this investigation.

In 2013, the Mayor set a target to reduce the number of people killed or seriously injured on London's roads by 40 per cent by 2020.¹ This target has already been met, and the Mayor has now updated it to aim for a 50 per cent reduction.² Not all road users have experienced the same level of improved safety, however.

According to our survey of over 1,200 motorcyclists, over a third said they generally felt unsafe while riding in London, as shown in Figure 1.³

Figure 1: Over a third of motorcyclist survey respondents feel unsafe on London's roads

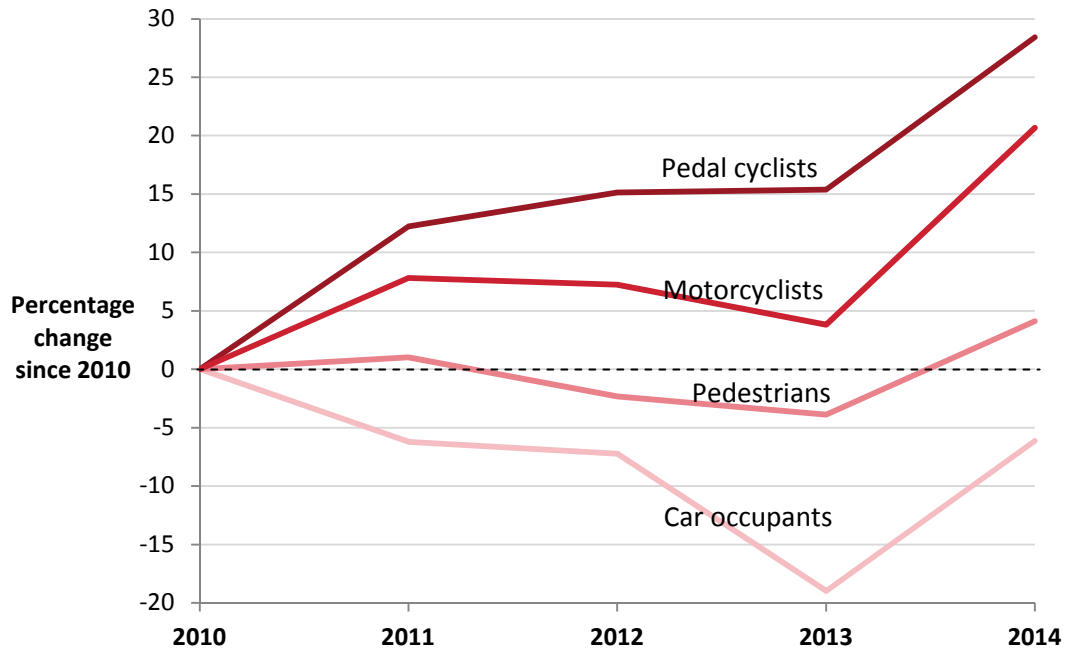


In our survey, we also asked riders to share their experiences of being involved in collisions and 'near misses'. Their responses revealed that, in the past two years:⁴

- One in five motorcyclists has been involved in a collision (20 per cent).
- Just over three in five motorcyclists have been involved in a near miss incident (62 per cent).

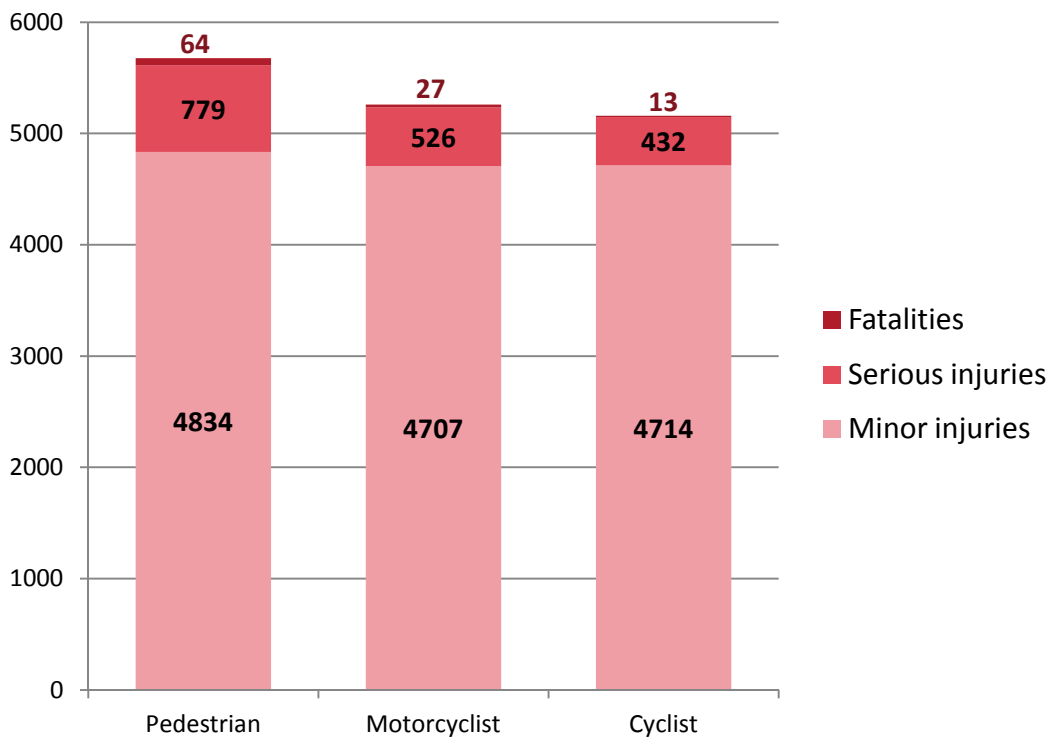
While casualties among motorcyclists are currently lower than previous peaks, they have been growing over the past five years. In 2010, 4,337 motorcyclists were injured on London's roads. By 2014, this had grown to 5,233, an increase of 21 per cent. Figure 2 shows how the number of casualties has changed across different transport modes in London since 2010.

Figure 2: Motorcyclist and cyclist casualties have increased significantly in the past five years⁵



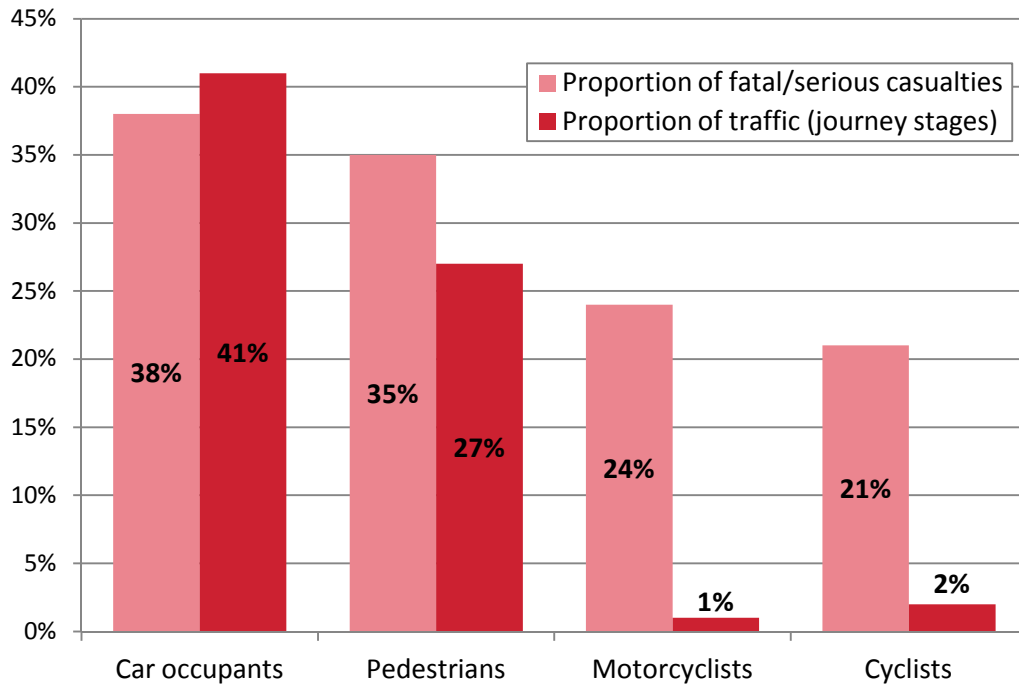
The level of motorcyclist casualties in London is broadly in line with those among pedestrians and cyclists, the two other groups of vulnerable road users in London. They have similar numbers of overall casualties, and of fatal and serious casualties:

Figure 3: Pedestrians, motorcyclists and cyclists experience similar numbers of casualties in London (2014)⁶



All three of these groups experience a relatively high level of casualties, considering their modal share in London. While car occupants have more overall casualties, this is proportionate to the number of car journeys undertaken. As Figure 4 shows, the likelihood of being killed or seriously injured on London’s roads is disproportionately high for both motorcyclists and cyclists.

Figure 4: Vulnerable road users experience a disproportionate level of casualties (2014)⁷



The increase in motorcycle casualties is not simply the result of more people riding motorcycles in London. TfL data shows that the number of motorcycle trips increased 4.1 per cent from 2013 to 2014, although the number had fallen slightly in the previous two years.⁸ Craig Carey-Clinch of the Motorcycle Industry Association (MCIA) told the Committee in October that there had been an increase in commuting by motorcycle in London in particular, although argued this change was not sufficient to fully explain the increase in casualties.⁹

It should also be noted that other vulnerable road users are injured in collisions with motorcyclists. In 2014, nine per cent of injuries to pedestrians on London’s roads involved a motorcycle. This is relatively high considering the low modal share of motorcycles. In contrast, four per cent of pedestrian injuries involve pedal cycles. This may indicate that pedestrian collisions with cyclists are less frequent, or that they are less likely to cause injury.¹⁰ These figures do not necessarily indicate that motorcyclists were at fault in the collisions.

The trends for motorcyclist casualties in London are worrying. Motorcyclists are injured at a disproportionate rate, given their modal share, and casualties are on the increase. Clearly, this should be a priority issue for the Mayor and TfL. In the remainder of this report we explore some specific concerns and suggest ways to increase safety.

2. Collision data

Developing new safety initiatives for London's roads requires comprehensive information on how and why collisions occur. Policy-makers need to know the circumstances involved in a collision to identify trends and make effective interventions to prevent them in future.

Primarily, information on the circumstances of road traffic collisions is written down by police officers at the scene using the STATS19 reporting form. Data is compiled and shared with TfL, and helps inform road safety schemes. But the data collected is not comprehensive or consistent enough, and takes too long to compile. As Craig Carey-Clinch of the MCIA suggested:

When you are looking at police officers and how they are trained to use STATS19, we know that tends to vary around the country. Most of them are very good but, in the heat of that particular situation, particularly if an officer has to deal with a very unpleasant, distressing situation, having to then immediately start collecting data and filling all of this in or even looking at somebody who has gone in an ambulance and trying to decide if they have a slight or serious injury and not actually knowing, can sometimes lead to some skews in the data.¹¹

David Davies of the Parliamentary Advisory Council on Transport Safety (PACTS) told us that at least 22 police forces around the country are now using digital devices to collect more accurate data on collisions, known as Collision Recording and Sharing (CRASH) devices.¹² The Metropolitan Police Service (MPS) is currently not one of them.

TfL told the London Assembly's Police and Crime Committee in February that the paper-based system for collecting information at the scene of a collision is *"in urgent need of modernisation and replacement."*¹³ Lilli Matson, Head of Strategy and Outcome Planning at TfL, told us they hoped to see the MPS using new digital devices in the future:

Our ideal is to get handheld devices for the police so that we do not have a three-month delay with handwritten information, which may be partial even though I know they are trying to do their best in the situation. We would like handheld devices so that we can have instant access to that data. That is our wish and that is what we are talking about. It would be much more free and flexible. The officers could record exactly what they see and it would not be limited.¹⁴

In 2013, the MPS told the Assembly's Budget and Performance it was aiming to introduce new mobile devices for officers during 2014/15.¹⁵ Progress has been slower than expected, with the MPS telling the Assembly's Budget and Performance Committee in January 2016 that pilots for new devices were still ongoing.¹⁶ It may also be the case that the use of body-worn cameras by police officers, currently being rolled out across the MPS, will help collect better information in the circumstances of a collision.¹⁷

When a collision results in a fatality, a richer set of information is collected than allowed in the STATS19 form, reflecting the more extensive investigations that are carried out. In part,

TfL's Motorcycle Safety Action Plan is based on research into the causes of fatalities taking place from 2006 to 2009 in London. According to the plan, TfL was to update this research in 2015, but it has told us that this work has not yet started because of issues accessing police data.¹⁸

Another source of information on motorcyclist casualties is the health service, for instance data from accident and emergency (A&E) departments collected for Hospital Episode Statistics. This includes information on injuries and their causes. Lilli Matson of TfL explained how this can supplement the police data:

*Other things we have been looking at are things like hospital episode statistics. Someone might have just a [minor incident] and it is not recorded in any police effort, but it is recorded if they then go to hospital. If we start collecting that data, again, we get a richer picture about where these incidents are happening.*¹⁹

The Mayor has recently announced a major initiative to use Hospital Episode Statistics data as a way of identifying and tackling crimes such as youth violence and sexual exploitation, noting that 17 out of 29 A&E departments now share their data with the police.²⁰ TfL included an action in the Motorcycle Safety Action Plan to make use of health service data to help identify ways to improve motorcycle safety. This was due for completion in 2014, but the project was delayed – TfL reports that a research study on hospital casualty data remains ongoing.²¹

Knowing why things go wrong is the first step toward putting them right. Although we are confident TfL understands many of the factors behind motorcycle casualties, we also believe there are opportunities to improve the information it receives. Research into the causes of motorcyclist fatalities should be updated, as TfL planned to do in 2015. We would also like to see the Metropolitan Police Service introduce digital devices for recording the details of all road traffic collisions in London, with this more accurate data also supplemented by casualty data from the health service.

3. Training and education

Improving the skills of motorcyclists is vital to improving their safety, as is educating other road users about how to avoid collisions. TfL has a number of initiatives in this area, which should be continued and extended where appropriate. A particular priority is to better engage young motorcyclists in training schemes.

We have heard during our investigation about a wide range of issues where expert advice and training can contribute to reducing motorcycle casualties, and casualties among other road users. Motorcyclists can benefit from advice on frequent types of collision experienced on London's roads and contributory factors, for instance the relationship between riding speed and collisions.²² In 2015 TfL initiated a 'Think! Don't ride too fast' campaign aimed at motorcyclists.²³ These topics are also covered in training schemes promoted or funded by TfL, as discussed further below.

Motorcyclists can also benefit from advice on the use of personal protective equipment (PPE), both to reduce the severity of injuries if they are involved in a collision and to increase their visibility on the road. Riders can receive this advice through formal training schemes, and TfL runs other initiatives on this issue as part of the Motorcycle Safety Action Plan, for instance to encourage motorcycle retailers to promote the use of PPE.

For other road users, public campaigns may seek to increase awareness of motorcyclists. For instance, drivers need to be aware that they may enter the path of a motorcyclists when changing lanes or turning into or out of a side road. TfL has run campaigns, such as the 'Share the Road' campaign launched in 2014 to increase awareness and understanding of vulnerable groups among all road users.²⁴

Training schemes

Motorcyclists can receive instruction in safe riding practice in a number of ways, including after they have obtained a motorcycle licence. Among the training available to riders is:

- All motorcyclists must undertake Compulsory Basic Training (CBT) to permit them to ride on public roads. This is generally a one-day course based in a classroom and on the road, delivered by a wide range of approved providers. Costs are met by the participant. If a motorcyclist has not passed a full motorcycle test within two years of completing CBT, they must undertake the course again.²⁵
- The Rider Intervention Developing Experience (RIDE) is a course to which motorcyclists are referred by police services, including the Metropolitan Police. It is offered to motorcyclists who have committed road offences, as an alternative to prosecution. The costs are met by the participant. It is a one-day, classroom-based course.
- BikeSafe is a course funded by TfL and delivered by the Metropolitan Police Service. Bike Safe is a national programme, which has been tailored for London by TfL and

the MPS. It is designed to improve behaviour management among motorcycle riders, and 'bridge the gap' between compulsory training, and the more advanced courses available. It costs £45 to attend, for a one-day course.

- Other specialist providers, notably the Institute of Advanced Motorists, offer a range of advanced training for motorcyclists.

Our investigation has considered in particular the BikeSafe scheme, as this is funded by TfL. The course consists of a classroom-based theory session and an assessed ride with MPS officers. During the classroom activity, the most common types of collision are explained, and riders are shown what to be aware of on the road. BikeSafe's five training centres are based on the outskirts of London so that they can take riders on different types of roads. A ScooterSafe course is also offered, aimed at scooter riders. Corporate packages are also available; for instance BikeSafe has provided safety training to drivers for the bus company Metroline.

"The BikeSafe course was fantastic but it's not that cheap. Most people are on scooters or motorbikes to save money."
Motorcyclist survey respondent

Attendance on BikeSafe courses has been growing.

BikeSafe aimed to recruit 1,146 participants in 2015, based on average performance in previous years. This target was exceeded by around 25 per cent, with 1,437 riders taking part; 123 of these riders participated in the ScooterSafe training. In a recent survey of BikeSafe attendees, 93 per cent said their road behaviour had changed as a result of the course.²⁶

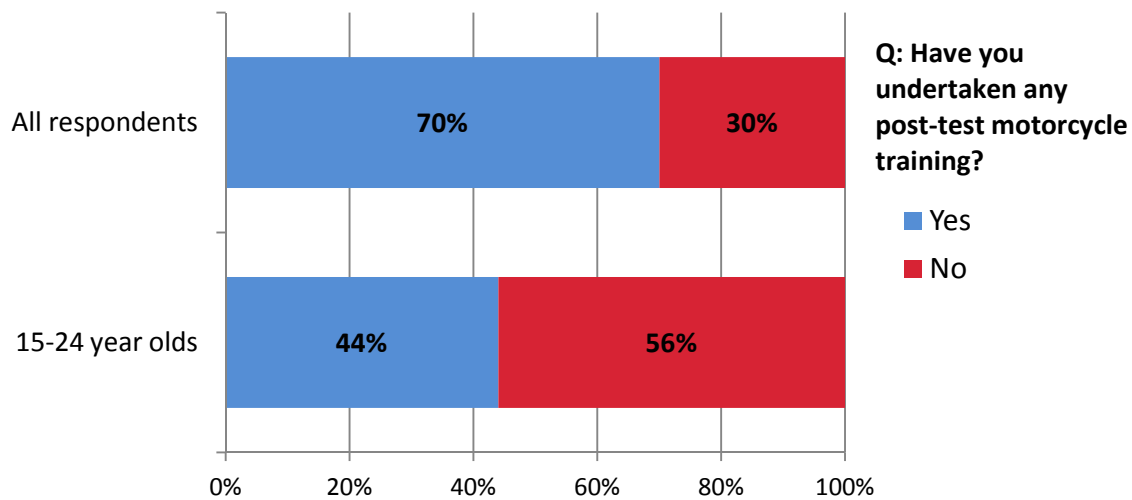
Young riders

One of BikeSafe's key challenges is a relative lack of participation among young motorcyclists. Lilli Matson of TfL told the Committee:

Perhaps not unexpectedly but unfortunately, the most at-risk or the ones with the highest accident rates are young groups, around 19- and 20-year olds. We are very aware that the BikeSafe product is quite difficult to get those groups to engage... we are struggling, to a degree, to really hit that target younger age group. We are looking at working with training colleges and working through the boroughs to try to encourage that age group to come along to training because that is actually who we need to target.²⁷

In our survey of motorcyclists we asked participants if they had undertaken any post-test training. The findings revealed that young people were significantly less likely to have undertaken training, as shown in Figure 5:

Figure 5: Young motorcyclists are less likely to have undertaken post-test training²⁸



There may be a number of reasons for the low engagement of young riders in BikeSafe. Many respondents to the Committee’s survey cited cost as a reason for not undertaking training, although young people are offered a discounted rate of £10 to attend the BikeSafe course. Publicity for the scheme may not reach young people in sufficient numbers. The Committee also heard at our event with BikeSafe that delivery of the scheme by police officers might discourage some young people from attending.²⁹

“I think you need to promote that BikeSafe is not police officers telling you off or lecturing you, it is police officers giving you good tips that... enable you to ride safer.”
Motorcyclist survey respondent

Some stakeholders have shared views with the Committee about expanding BikeSafe and reaching more young people. East London Advanced Motorcyclists (ELAM), a membership body affiliated to the Institute of Advanced Motorists, suggested working with voluntary bodies:

Outside of London, there is more interchange between BikeSafe and local voluntary training bodies. For example in some counties surrounding the capital, Institute of Advanced Motorists observers deliver BikeSafe assessments alongside traffic police riders. Such an arrangement in London could provide extra resources to help BikeSafe reach a greater number of riders.³⁰

The Royal Borough of Kensington and Chelsea shared its experience of working with youth services to encourage take-up of CBT, which might be applied to BikeSafe:

Following a spike in young motorcycle and scooter rider casualties in 2008, we developed a programme of basic safety awareness and participation in a Compulsory Basic Training (CBT) course, in partnership with the Youth Service, called the ‘Transit’. We delivered it in youth centres to young people who want to learn to ride or are already riding with limited or no training or CBT certification... [Since 2010/11] 60 young people per annum have participated, 340 participants in total. The course continues to be in high demand with the target audience and with youth centres who have acknowledged that CBT certification improves both the safety and the employability of their users.³¹

Given the importance of engaging young riders to improve their riding skills and safety awareness, we would expect TfL to prioritise this group in its motorcycle safety projects. Several actions in TfL's Motorcycle Safety Action Plan were aimed at improving the safety of young riders. For two actions, the latest update from TfL suggests progress has been slower than expected:

- TfL planned *“to undertake a multi-modal research study into younger riders and drivers to better understand their attitudes and behaviour to safety which will influence future road safety initiatives in London.”* This study was due for completion in 2014, but has not yet been started, with TfL saying the need for the research is being kept under review.³²
- TfL planned to *“develop and pilot a new approach involving schools, colleges, universities, trainers, retailers and businesses in order to reach out to young riders who are most at risk.”* This pilot was due for completion in 2015, but is still under development, with TfL working with the London Borough of Lewisham to develop it.

Adequate safety instruction is vital for motorcyclists, especially for young riders, who both are more likely to be involved in collisions and less likely to undertake training. TfL has not yet undertaken promised research or a pilot programme with young riders that would almost certainly have provided valuable insight into this issue – these should be prioritised and completed before the next Motorcycle Safety Action Plan is agreed.

We want more young people to complete TfL's BikeSafe scheme, and feel it would be appropriate for TfL to set a target for achieving this. To help increase participation among young people, TfL should consider whether the delivery of BikeSafe and any outreach work should involve other organisations as well as the police.

4. Road space

With a growing population and economy, there is huge and increasing demand for space on London's road network. There have also been recent changes in the composition of traffic which alter the way London's roads are used.

London's road traffic is on the increase again after almost a decade of decline. Between 2006 and 2014, annual vehicle miles fell in London by seven per cent, largely because of the impact of the recession on economic activity.³³ However, it rose by two per cent in 2014, and this was noted as a potential contributory factor in the increase in casualties at the Committee's meeting on motorcycles safety.³⁴ The Mayor and TfL have recognised this problem and recently launched a new team of Road and Transport Enforcement Officers to focus on reducing congestion.³⁵

"Streets are too congested, leading to frustrated drivers not showing due consideration for motorcyclists."

Motorcyclist survey respondent

The Committee has identified two trends in particular that are contributing to congestion in London:

- The growth in private hire vehicles. Enabled by new technology, the number of private hire drivers in London has increased from around 59,000 in 2009/10 to over 95,000 today.³⁶ To tackle this issue the Mayor has requested that the Government legislate to allow TfL to introduce a cap on the number of private hire licenses issued by TfL, and more recently has proposed removing the Congestion Charge exemption for private hire vehicles.
- The growth in light commercial traffic. Van traffic in London increased by 12 per cent between 2010 and 2014, driven in part by a growth in internet shopping deliveries and restrictions on Heavy Goods Vehicles. The Committee has recently investigated this trend and made suggestions to reduce the impact of van traffic, including re-timing deliveries and establishing new consolidation centres.³⁷

There is potential for motorcycles to help reduce road congestion in London. In our investigation into light commercial traffic, the Committee heard that for some journeys motorcycles or pedal cycles could be used as an alternative to large vehicles such as vans. This may apply to parcel deliveries or tradespeople on service calls, for instance. Greater use of motorcycles where appropriate could reduce congestion by taking up less road space and allowing quicker movement through traffic. This may also help to reduce carbon emissions, especially if electric motorcycles or 'hybrid' motorised pedal cycles become more prevalent.³⁸

Congestion is an issue that needs to be addressed by TfL. It is a long-term problem that affects all road users, including motorcyclists. We would urge the next Mayor to prioritise measures to tackle congestion in their first Transport Strategy. This should include consideration of how motorcycles can help reduce congestion, particularly by encouraging their use as an alternative to larger commercial vehicles.

Bus lanes

One of the biggest concerns raised with the Committee during this investigation was the inconsistency in access to bus lanes for London's motorcycles. In 2011, following successful trials, TfL confirmed that motorcycles would be allowed to ride in bus lanes on all TfL-managed roads.³⁹ TfL manages around five per cent of London's roads; these are known as the Transport for London Road Network (TLRN) or red routes. The TLRN includes most of London's major trunk roads, consisting of 5 per cent of total road length in the city but carrying 30 per cent of traffic.⁴⁰

TfL's decision to allow motorcycles to ride in bus lanes permanently was based on a reduction in journey times and emissions for motorcyclists, and the lack of any adverse safety impact on other road users. Findings of two independent trial studies conducted by Transport Research Laboratory included:⁴¹

"One of TfL's best policies. Riding in the lanes is fine, but lack of consistency across London means it's not always clear which ones are open for motorcycles."
Motorcyclist survey respondent

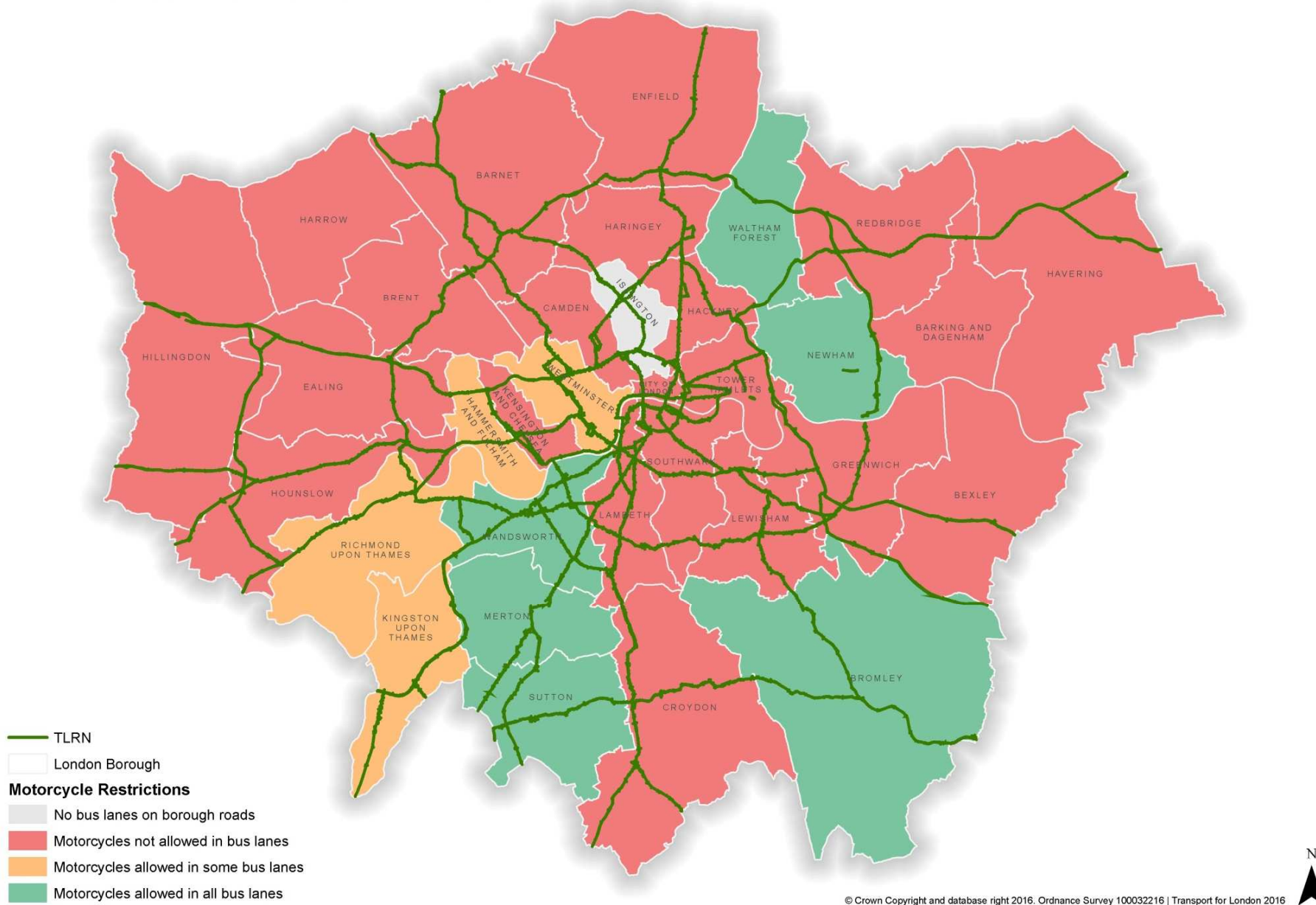
- There was no significant impact of allowing motorcyclists to ride in bus lanes on pedestrian collision rates.
- There was no significant impact of allowing motorcyclists to ride in bus lanes on cyclist collision rates, and there was no decrease in the number of cyclist using bus lanes.
- There was evidence of migration of motorcycles onto roads allowing bus lanes access from other, similar roads.
- The first study noted an increase in collisions for motorcyclists at trial sites, mainly involving cars turning into or out of side roads. In the second study it was shown that the increase in collisions in TLRN bus lanes was half the increase seen on the remainder of the road network between the two study periods.
- Average speeds of motorcyclists at trial sites increased, consistent with the hypothesis that motorcyclists used bus lanes to gain a journey time advantage.
- Bus speeds were unaffected by allowing motorcyclists to ride in bus lanes.

Ben Plowden, TfL's Director of Strategy and Planning for Surface Transport, summarised the findings at the time TfL's new bus lane policy was confirmed:

*The results of our latest trial show that the Mayor's policy of providing access to bus lanes along some of the busiest roads in London has delivered strong benefits for motorcyclists and in terms of improving the efficiency of the road network. The two trials have shown reduced journey times and environmental benefits with no significant safety issues thrown up for motorcyclists and other vulnerable road users.*⁴²

However, the benefits of this change are limited by the inconsistency in policy across London. While motorcycles can access all bus lanes on the TLRN, most individual boroughs do not allow access to bus lanes on borough-managed roads.

Figure 6: Motorcyclist access to bus lanes is inconsistent between London boroughs⁴³



In our survey of boroughs, 22 confirmed they do not allow motorcycles to ride in bus lanes on borough-managed roads. Six boroughs allow access to all bus lanes, while four allow access to some bus lanes (generally as part of trial schemes). The map in Figure 6 on the previous page illustrates all borough policies.

Vehicles allowed in bus lanes on the TfL Road Network

- Buses with at least 10 seats
- Licensed London Taxis (black cabs)
- Motorcycles (without side cars), mopeds and scooters
- Bicycles
- Tricycles (non-motorised, or motorised under 450kg, without side cars)

The London Borough of Hackney, which does not allow motorcycles to ride in bus lanes, explained its position to the Committee:

Clearly TfL do allow motorcyclists to ride in bus lanes but Hackney does not. At the time that TfL made decision to change to allow this the Council were not convinced that the evidence of the safety issues had been fully considered nor was there a compelling case to make this change.⁴⁴

Motorcyclists and other stakeholders have criticised the inconsistency in bus lane policies. ELAM suggested:

Access to bus lanes could be improved by a consistent rollout across London Boroughs, some of whom refuse to review a long-standing local policy decision in the light of evidence of successful implementations within TfL and elsewhere. This can be particularly confusing where a road alternates between TfL and local authority control.⁴⁵

Road Safety GB, which represents road safety professionals including officers working at all London boroughs, called for:

A consistent policy across London to allow motorcyclists into all bus lanes. Currently motorcyclists are allowed into some bus lanes and not others, creating confusion amongst riders. By allowing motorcycles into all of London's bus lanes, this will enable the motorcyclist to make safer and easier progress by blending within the traffic.⁴⁶

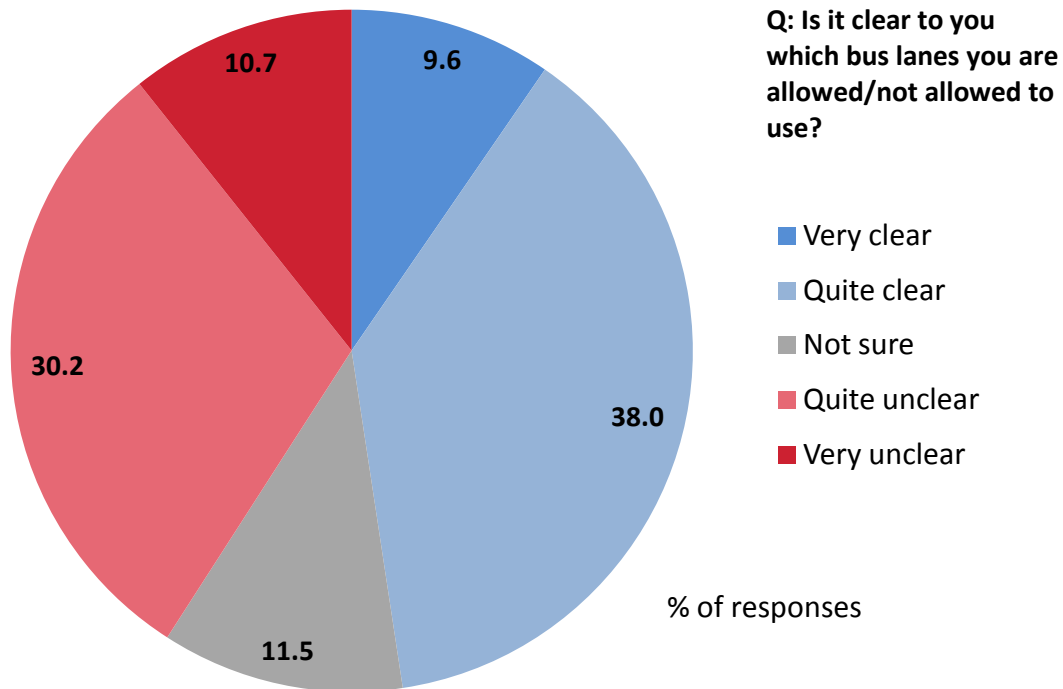
We asked motorcyclists in our survey about their experiences of riding in bus lanes in London. Over 40 per cent said it was not clear which bus lanes they were allowed to use, as shown in Figure 7 overleaf.

"Some bus lanes are allowed and others aren't. I spend more time looking for the signs than watching the road. It should be allowed at all times."

Motorcyclist survey respondent

TfL has regular and extensive contact with all London boroughs on road safety issues, not least with regard to the implementation of local road safety initiatives funded by TfL. Lilli Matson of TfL, told the Committee that it does encourage boroughs to allow bus lane access for motorcycles, and was recently successful in encouraging the London Borough of Wandsworth to do so. This initiative is not included in TfL's Motorcycle Safety Action Plan, however.

Figure 7: Over 40 per cent of motorcyclist survey respondents are unclear which bus lanes they are allowed to ride in



Allowing motorcycles into bus lanes is a TfL policy with proven benefits for motorcyclists, without negatively affecting safety for other road users. Over four years after TfL launched its new TLRN bus lane policy with great fanfare, therefore, it is disappointing that such little progress has been made to make bus lane access consistent across London. The lack of coordination across London creates unnecessary confusion and risk, and makes no sense from the perspective of some individual road users. Many motorcyclists are clearly unsure of where and when they are permitted to use a bus lane.

While TfL’s policy of opening up bus lanes is the right one, the inconsistency it has created risks being counter-productive. We urge all boroughs review their policy on this issue, and also recommend that TfL works harder to convince boroughs of the benefits of allowing motorcycles access to bus lanes. In the next Mayoral term we expect to see a more pro-active approach to promote policy change across London, with a specific and timed objective set in an updated Motorcycle Safety Action Plan.

We recognise, of course, that this policy can only be implemented within the wider context of motorcycle safety initiatives. Riding in bus lanes does bring motorcyclists into contact with other vulnerable road users, and it is therefore important to encourage take-up of training and education schemes as discussed in Chapter 3. If TfL is successful in securing the rollout of bus lane access across London, it would be appropriate to undertake further public campaigns to ensure widespread awareness of this change. New research should also be conducted to update TfL’s trial studies and assess the impact of this change on all road users, and to establish best practice on issues such as signage.

5. Engineering

The dangers facing motorcyclists on London’s roads include the design and condition of the road itself. We have heard from many motorcyclists about features of road engineering in London that could be improved in order to reduce risk.

A number of experts at our meeting in October raised concerns about specific features of London’s roads. Dr Leon Mannings of the Motorcycle Action Group highlighted the example — also discussed in a submission by Road Safety GB — of speed cushions placed on roads with bends, which tend to encourage motorists to drive directly into the path of turning motorcycles:

The problem is that if designers of schemes look at slowing down traffic by putting speed cushions in do that and do not realise that it is creating two hazards, one is it can trip the [motorcyclist] up but the other one is – and it literally does happen – it encourages oncoming traffic rather than staying in its own lane to drive down the middle of the road.⁴⁷

One of TfL’s key motorcycle safety schemes is the production of new road design guidance, based on new Institute of Highway Engineers guidelines and tailored for London. TfL’s Motorcycle Safety Action Plan set out that this will be applied on all TLRN schemes. Boroughs will be encouraged to follow the same principles through the Local Implementation Plan process, through which TfL funds local road safety schemes. Graeme Hay of the British Motorcyclists Federation discussed the potential benefits of this initiative, particularly how it could bring about more consistency in road design and spread good practice across London:

“Raised road bumps or sleeping policeman are lethal for all road users. The pillows encourage drivers to be in the centre of the road causing many near miss head-on collisions. The bumps are dangerous for motorcycles, especially in wet weather.
Motorcyclist survey respondent

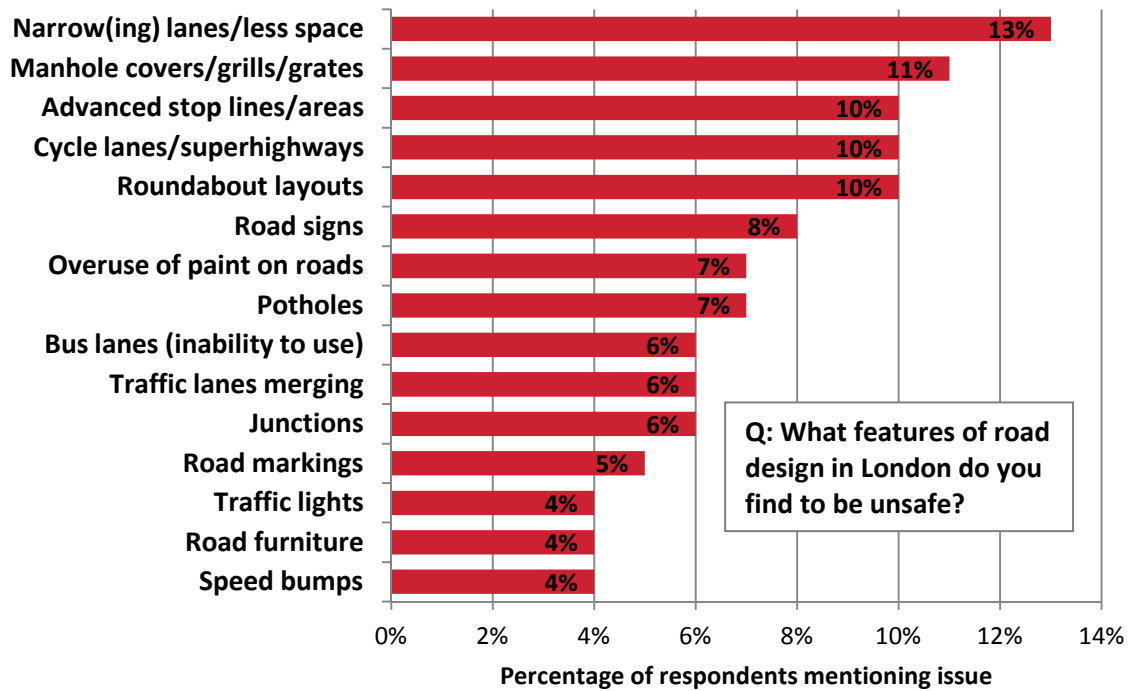
I very much support the preparation of the street design manual for motorcycle safety, which we are contributing to. One of the things that I think sets London slightly apart from most of the rest of the UK is the intensity of streets and the intensity of different authorities, the inconsistencies between road space availability. As a rider travels through London on and off of the TfL network and through various boroughs, there are areas of benefit and safety which are available on one network and not on another.⁴⁸

David Davies of PACTS stressed the importance of road maintenance in order to improve safety:

Huge amounts of attention and effort and so forth go into designing things and opening new schemes and so forth, which is all very important, but it is the quality of the construction and then the ongoing maintenance, which can be very important to safety and often gets neglected... there are potholes, road markings and making sure that signs and lines and so forth are kept up to date.⁴⁹

In our survey of motorcyclists we asked about what features of London’s roads they find unsafe. Figure 8 displays the issues that were mentioned most often by respondents when answering this question, and echoes the expert views we heard.

Figure 8: Motorcyclist survey respondents identified a range of unsafe features on London’s roads



The design of London’s roads has a big impact on the safety of riding a motorcycle in London. Clearly it is not possible to eliminate all risk, but features that present unnecessary danger to motorcyclists should be minimised. Roads must also be kept in a good condition in order to maintain as safe an environment as possible. We welcome the new design guidance TfL is developing for London and hope this is an opportunity to implement good practice across the capital. In this report, we have focused on key strategic concerns where TfL has a direct role, particularly bus lane access (see Chapter 3) and the changes associated with the introduction of segregated Cycle Superhighways.

Cycle Superhighways

Another significant change on London’s roads is the introduction of segregation between cycle lanes and general traffic as part of TfL’s Cycle Superhighways programme. Only a small minority of roads in London will be segregated, but these include some of the capital’s busiest roads.

There is widespread support among motorcycling stakeholders for measures to improve cycling safety in London. Often, road safety schemes designed for cyclists benefit all vulnerable road users. However, a number of organisations have expressed concerns about the implications of the new Cycle Superhighways for motorcyclists. The main concern is that the amount of space available to other road users is being reduced, therefore bringing

motorcycles into closer contact with other vehicles. As Dr Leon Mannings told the Committee:

...it is narrowing the space for powered two-wheelers. Whilst powered two-wheelers had access to the near-side section of a carriageway, where it was a bus lane in particular, that is being taken away. Therefore, we are going back to a position that is, in some sections of the Cycle Superhighway, even worse than it was before bus lanes were introduced because... the actual lane width being specified for what is called 'general traffic', which includes one-third of vulnerable road users who are powered two-wheeler riders, is being narrowed.⁵⁰

East London Advanced Motorists explained the specific risks of this:

Powered two-wheelers' characteristic manoeuvrability allows them to make better progress through congested traffic. At pinch points such as the Blackfriars Underpass, narrow lanes can result in powered two-wheeler riders attempting to filter inappropriately. It appears that similar problems are emerging along the new Cycle Superhighways.⁵¹

TfL accepts that lane widths are being narrowed along some stretches of new segregated Cycle Superhighways. Lilli Matson told the Committee that where this is the case, design guidance recommends that ambiguity is removed from road design. In effect, vehicles will be prevented from changing lanes to overtake — as motorcyclists may otherwise have done — by the introduction of solid white lines. It is expected this would reduce the speed at which motorcyclists can move through traffic.⁵²

The Committee has long supported the introduction of segregated Cycle Superhighways on London's roads, and continues to do so. It is a vitally important initiative aimed at reducing cyclist casualties and persuading more people to take up cycling. This will contribute significantly toward reducing congestion and pollution, and improving public health.

However, we recognise the legitimate concerns motorcyclists have about some newly segregated roads providing less space for general traffic. It is important that collisions are monitored closely on these roads for all types of user, and any findings reflected in the future development of the Superhighways scheme. In general, the new design guidance for motorcycle safety developed by TfL should be applied to all schemes where road layouts are changing, for instance in order to accommodate the safe filtering of motorcyclists.

6. Updating TfL priorities

Transport for London's key initiatives in this area are set out in the Motorcycle Safety Action Plan, published in 2014. As part of this investigation, we have assessed progress against the action plan. We found that while many actions have been completed, the timetable has slipped for some of the priorities.

There are a number of key actions where progress has been less than satisfactory. This includes:

- Actions to undertake research on young riders and piloting a new approach to engaging them (as discussed in Chapter 4).
- Updating research on motorcyclist fatalities (as discussed in Chapter 2).
- Working to bring together hospital and police data to improve understanding of how to prevent motorcyclist casualties (as discussed in Chapter 2).

Some initiatives considered by the Committee during this investigation, notably motorcycle access to bus lanes, are not featured in the action plan. A full summary of progress with the action plan, based on a submission from TfL, is included at Appendix A.

There is no dedicated budget for TfL to deliver this action plan. TfL's motorcycle safety initiatives are largely funded through the general road safety budget (Safer Streets for London programme). This budget amounts £258 million over the nine years from 2013/14 to 2021/22 (average of £29 million per year).⁵³

TfL's cycling programmes do have a specific budget of £913 million for a slightly longer period of ten years. However, the cycling and general road safety budgets overlap so it is not possible to provide a direct comparison of TfL's funding commitment. It is also the case that much of the cycling expenditure will help improve safety for motorcyclists and other road users, as well as cyclists.

TfL's Motorcycle Safety Action Plan includes a range of measures it has introduced to reduce motorcyclist casualties, often in partnership with other stakeholders. With the delivery period for the plan ending in 2016, TfL needs to start working on an updated version.

An updated plan needs to be underpinned by the latest casualty data and additional research promised in the existing plan. Based on our investigation, we would also recommend the following issues are prioritised in the plan:

- **We need a better understanding of why motorcyclist casualties occur. TfL largely relies on information recorded by police officers at the scene of a collision, which could be improved through the application of new technology by the MPS, and by supplementing it with information from the NHS.**
- **The inconsistency across London in access to bus lanes for motorcyclists causes unnecessary confusion. TfL allows motorcyclists to ride in bus lanes on the roads it**

manages, but many boroughs restrict access on their own roads. While boroughs need to determine their own policies, a more proactive strategy is required from TfL to help ensure a common approach across the city.

- Education is essential for increasing safe riding behaviour, such as riding at an appropriate speed and wearing protective equipment, to reduce casualties among both motorcyclists and other road users. Ongoing campaigns aimed at raising awareness of motorcyclists and preventing collisions are also vital.
- The BikeSafe scheme from TfL and the Metropolitan Police appears to be effective at increasing safety awareness among motorcyclists and attendance is growing. A key priority is to increase the participation of young riders. TfL should set a specific target for this objective, and consider how it could work in partnership with organisations to reach young riders.
- Good road design takes into account the needs of all vulnerable road users, and TfL's new design guidance for motorcycle safety is an opportunity to embed this principle. Motorcyclists have expressed concern about the impact of segregated Cycle Superhighways on London's roads, particularly the reduction in road space for other traffic. The Committee strongly supports the Superhighways programme, but recommends close monitoring of segregated roads to assess the impact on safety for other vulnerable road users, and the application of new design guidance for motorcycle safety to all schemes where road layouts are being modified.

We would also recommend that TfL identifies a specific motorcycle safety budget as part of this process. We accept there is a large amount of overlap between road safety programmes aimed at different road user groups, and where appropriate this would be explained in any budgetary information. However, a dedicated funding stream would reassure motorcyclists that their safety is being prioritised and allow for TfL activity in this area to be monitored effectively.

Finally, we also urge a focus on reducing congestion on London's roads. Motorcycles may be a part of the solution to this issue, particularly if more journeys by commercial vehicles can be undertaken by motorcycles. This issue is clearly wider than the remit of the Motorcycle Safety Action Plan, of course. TfL should work with the next Mayor to ensure a focus on congestion reduction in their first Transport Strategy.

APPENDIX

A. Motorcycle Safety Action Plan progress

TfL provided an update on progress with all of the measures in its Motorcycle Safety Action Plan. This is summarised below. A full version of TfL's update is included in the written submissions published alongside this report.

Action	Planned completion	Status
Reducing speed-related collisions		
Provide funding for a 40 per cent uplift in the activities of the Metropolitan Police's Motorcycle Tasking Team to clamp down on illegal and antisocial road user behaviour.	2014	Ongoing activity
Deliver safety campaigns to reduce speeding by motorcyclists.	2014	Ongoing activity
Install rear facing cameras on the A13 to enforce the speed limit. Ensure that all average speed camera trial locations will enforce the speed limit with rear facing cameras.	2015	Complete
Work with London's police to embed the use of Speed Awareness Courses for motorcyclists as an alternative to prosecution.	2016	Complete
Reducing right-turning vehicle collisions		
Produce hard-hitting safety campaigns to change road user behaviour that currently puts motorcyclists at risk.	2015	Ongoing activity
Produce new road design guidance tailored for London. Use the Local Implementation Plan process to encourage boroughs to apply these principles to their roads.	2015	In progress
Proactively trial new technologies designed to make motorcycling safer.	2016	Not started
Increasing enforcement and compliance with rules of the road		
Work with the Metropolitan Police to ensure that future monthly high visibility traffic enforcement operations will target motorcycle safety alongside that of pedestrians and cyclists.	2015	Ongoing activity
Work with the police to use alternative disposal schemes, such as the Rider Intervention Developing Experience, instead of issuing penalty charge notices for lower order offences.	2015	Ongoing activity
Fund ScooterSafe and BikeSafe rider assessment days for all high risk riders who have been involved in slight injury collisions in London.	2015	Complete
Work with the police to crack down on illegal bikes and riders, as well as cars, forcing them off the road.	2015	Ongoing activity
Increasing the use of personal protective equipment (PPE)		
Working with manufacturers, retailers and boroughs, advocate and encourage the increased use of PPE in order to reduce the severity of the injuries motorcyclists incur when involved in a collision.	2014-15	Ongoing activity

Work with the motorcycle industry and rider groups to improve awareness among riders on choosing and wearing helmets correctly.	2016	Ongoing activity
Lobby the government to include more makes and models of helmets in their Safety Helmet Assessment and Rating Programme.	2014	Complete
Improving motorcyclist skill and riding behaviour		
Develop and pilot a new approach involving schools, colleges, universities, trainers, retailers and businesses in order to reach out to young riders who are most at risk.	2015	In progress
The MCIA working with TfL, will increase the availability of post-test training through promotions, incentives and industry shows.	2015	Ongoing activity
Undertake a wide ranging review of Scootersafe and Bikesafe to ensure they reflect the most up-to-date evidence and best practice.	2014	Complete
Use the latest data analytics to ensure that its campaigns are targeted and delivered to the right groups and through the right channels.	2014-15	Ongoing activity
With the motorcycle industry, launch a new motorcycle courier and delivery rider code to protect those who use a motorcycle for work.	2015	Ongoing activity
Delivering in partnership		
Undertake a multi-modal research study into younger riders and drivers to better understand their attitudes and behaviour to safety.	2014	Not started
With the police, update the motorcycle fatality files research study to identify any emerging safety issues that lead to fatal collisions.	2015	Not started
With the MCIA, investigate motorcycle safety in European cities that have lower motorcycle injury rates than London.	2014	Complete
The Road Fatality Review Group will meet every two months and will use the latest 'Compstat' style approaches from crime analysis.	2014	Under review
Develop and fund new engineering guidance and training to up-skill London's road safety professionals.	2016	In progress
Enable boroughs to target motorcycle safety improvements are needed by providing information on high risk locations.	2015	Ongoing activity
The Road Safety Steering Group and Motorcycle Safety Working Group will define new areas of research and evidence, for instance bringing together hospital, trauma and police data.	2014	In progress
Lobby government for further safety and training elements to be included in the motorcycle CBT and licence test.	2015	Ongoing activity
With the government, the DVSA, industry and user groups, ensure that motorcycle training standards in London are industry-leading using the safest practices and equipment.	2016	In progress
Work with the motorcycle industry in Europe to continue to develop future designs and technology to improve motorcycle safety through trials and knowledge sharing.	2016	Not started

B. Notes

¹ Transport for London, *Safe Streets for London: the Road Safety Action Plan for London 2020*, 2013: <http://content.tfl.gov.uk/safe-streets-for-london.pdf>. The 40 per cent target applies to all transport modes combined. The baseline for the target is the average number of casualties in 2005-2009.

² Transport for London, *Mayor takes action to halve road casualties by 2020*, 9 June 2015: <https://tfl.gov.uk/info-for/media/press-releases/2015/june/mayor-takes-action-to-halve-road-casualties-by-2020>

³ Findings from the survey are available to download from the London Assembly website: <https://www.london.gov.uk/about-us/london-assembly/london-assembly-publications>

⁴ These figures are similar to those obtained by a recent Tfl survey of motorcyclists, in which 67 per cent of respondents said they had experienced a near miss and 29 per cent a minor crash in the past 12 months. See Transport for London, *Motorcycle Safety Action Plan*, 2014: <http://content.tfl.gov.uk/motorcycle-safety-action-plan.pdf>

⁵ Transport for London, *Casualties in Greater London during 2014*, 2015; *Casualties in Greater London during 2013*, 2014; *Casualties in Greater London during 2012*, 2013; *Casualties in Greater London during 2011*, 2012; *Casualties in Greater London during 2010*, 2011; Department for Transport, *Reported road casualties in Great Britain: main results 2014 tables*, 2015. Available at: <https://tfl.gov.uk/corporate/publications-and-reports/road-safety>

⁶ Transport for London, *Casualties in Greater London during 2014*, 2015: <http://content.tfl.gov.uk/casualties-in-greater-london-2014.pdf>

⁷ Figures do not total 100 per cent due to the exclusion of smaller transport modes, such as taxis and goods vehicles. Mode share is based on the number of journey stages undertaken by each mode (pedestrian mode share only includes complete journeys undertaken by walking). This method of calculation under-estimates the amount of motorcycle traffic, as motorcycles would be used for relatively longer journeys.

⁸ Transport for London, *Travel in London: Report 8*, 2015; *Travel in London: Report 7*, 2014; *Travel in London: Report 6*, 2013

⁹ Transport Committee meeting, 15 October 2015. The transcript of this meeting is available at: <https://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=173&MId=5692>

¹⁰ Transport for London, *Casualties in Greater London during 2014*, 2015

¹¹ Transport Committee meeting, 15 October 2015

¹² Written submission from PACTS, November 2015

¹³ Written submission from Tfl to the Police and Crime Committee investigation on road crime, January 2016

¹⁴ Transport Committee meeting, 15 October 2015

¹⁵ London Assembly, *Smart Policing*, 2013: https://www.london.gov.uk/sites/default/files/gla_migrate_files_destination/Police%20technology%20report%20-%20Final%20version.pdf

¹⁶ Budget and Performance Committee meeting, 5 January 2016. The transcript of this meeting is available at: <https://www.london.gov.uk/moderngov/documents/b13612/Minutes%20-%20Appendix%201%20-%20Transcript%20of%20Item%206%20Police%20Tuesday%2005-Jan-2016%2010.00%20Budget%20and%20Performa.pdf?T=9>

¹⁷ Metropolitan Police Service, *Body worn cameras*, 24 November 2015: <http://news.met.police.uk/news/body-worn-cameras-139203>

¹⁸ Written submission from Transport for London, February 2016.

¹⁹ Transport Committee meeting, 15 October 2015

- ²⁰ Mayor of London. *Mayor leads dramatic rise in hospitals sharing data with the police*, 15 January 2016: <https://www.london.gov.uk/press-releases/mayoral/hospitals-sharing-data-with-police-0>
- ²¹ Written submission from Transport for London, February 2016
- ²² Presentation from BikeSafe, Transport Committee motorcycle safety event, 15 December 2015, Notes from this event are available at: <https://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=173&MId=5695>
- ²³ Transport for London, *Motorcycle campaign launched to review casualties*, 9 March 2015: <https://tfl.gov.uk/info-for/media/press-releases/2015/march/motorcycle-campaign-launched-to-reduce-fatalities>
- ²⁴ Transport for London, *TfL asks road users to 'share the road'*, 11 July 2014: <https://tfl.gov.uk/info-for/media/press-releases/2014/july/tfl-asks-londoners-to-share-the-ro>
- ²⁵ The Driver and Vehicle Standards Agency reviewed CBT in 2015 and is aiming to introduce a number of improvements, such as stronger quality assurance of training providers. Driver and Vehicle Standards Agency, *Modernising motorcycle training*, 2 October 2015: <https://despatch.blog.gov.uk/2015/10/02/modernising-motorcycle-training/>
- ²⁶ Presentation from BikeSafe, Transport Committee motorcycle safety event, 15 December 2015.
- ²⁷ Transport Committee meeting, 15 October 2015
- ²⁸ Survey findings may over-estimate the total number of motorcyclists attending post-test training. The sample was self-selecting, meaning it is likely it will have been completed by many motorcyclists already engaged with a motorcycle organisation that offers or promotes training opportunities.
- ²⁹ Presentation from BikeSafe, Transport Committee motorcycle safety event, 15 December 2015
- ³⁰ Written submission from East London Advanced Motorcyclists, January 2016
- ³¹ Written submission from Royal Borough of Kensington & Chelsea, January 2016
- ³² Written submission from Transport for London, October 2015. TfL re-confirmed in February 2016 that this action had not yet been started.
- ³³ Department for Transport road traffic statistics: www.gov.uk/government/organisations/department-for-transport/series/road-traffic-statistics
- ³⁴ David Davies, PACTS, Transport Committee meeting, 15 October 2015
- ³⁵ Transport for London, *Mayor and TfL launch new team to crack down on congestion*, 30 November 2015: <https://tfl.gov.uk/info-for/media/press-releases/2015/november/test1>
- ³⁶ Transport for London, *TfL sets out plans to modernise and enhance London's private hire industry*, 20 January 2016: <https://tfl.gov.uk/info-for/media/press-releases/2016/january/tfl-sets-out-plans-to-modernise-and-enhance-london-s-private-hire-indust>
- ³⁷ London Assembly Transport Committee, Letter to Transport for London, 8 February 2016: <https://www.london.gov.uk/about-us/london-assembly/london-assembly-publications/commercial-traffic-london>
- ³⁸ Informal meeting with Motorcycle Action Group, January 2016
- ³⁹ Transport for London, *Motorcycles to be allowed permanent access to bus lanes*, 21 December 2011: <https://tfl.gov.uk/info-for/media/press-releases/2011/december/motorcycles-to-be-allowed-permanent-access-to-bus-lanes>
- ⁴⁰ <https://tfl.gov.uk/modes/driving/red-routes/rules-of-red-routes>. Maps showing bus lanes on the TLRN are available at: <https://tfl.gov.uk/modes/driving/red-routes/rules-of-red-routes/bus-lanes/motorcycles-in-bus-lanes>
- ⁴¹ Transport Research Laboratory, *Assessment of TfL's experimental scheme to allow motorcycles onto with-flow bus lanes on the TLRN*, 2010: <http://content.tfl.gov.uk/motorcycles-in-bus-lanes->

[full-report.pdf](#); transport Research Laboratory, *Motorcycles in Bus Lanes –Monitoring of the Second TfL Trial*, 2011: <http://content.tfl.gov.uk/motorcycles-in-bus-lanes-report.pdf>

⁴² <https://tfl.gov.uk/modes/driving/red-routes/rules-of-red-routes>. Maps showing bus lanes on the TLRN are available at: <https://tfl.gov.uk/modes/driving/red-routes/rules-of-red-routes/bus-lanes/motorcycles-in-bus-lanes>

⁴³ Based on responses to a survey of London borough road safety teams. Newham and Wandsworth are currently implementing a change in policy to allow motorcyclists to ride in bus lanes.

⁴⁴ Written submission from the London Borough of Hackney, January 2016. Written submissions received by the Committee are available to download via: <https://www.london.gov.uk/about-us/london-assembly/london-assembly-publications>

⁴⁵ Written submission from East London Advanced Motorcyclists, January 2016

⁴⁶ Written submission from Road Safety GB, January 2016

⁴⁷ Transport Committee meeting, 15 October 2015; Written submission from Road Safety GB, January 2016

⁴⁸ Transport Committee meeting, 15 October 2015

⁴⁹ Transport Committee meeting, 15 October 2015

⁵⁰ Transport Committee meeting, 15 October 2015

⁵¹ Written submission from East London Advanced Motorcyclists, January 2016

⁵² Lilli Matson, Transport for London, Transport Committee meeting, 15 October 2015

⁵³ Written submission from Transport for London, October 2015

C. Views and information

Committee meeting

The Committee met the following guests on 15 October 2015:

- Lilli Matson and Ben Plowden, Transport for London
- David Davies, Parliamentary Advisory Council for Transport Safety
- Dr Leon Mannings, Motorcycle Action Group
- Graeme Hay, British Motorcyclists Federation
- Craig Carey-Clinch, Motorcycle Industry Association

The transcript of the discussion is available at:

<https://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=173&MIId=5692>

Informal meetings

Committee Members received a briefing on motorcycle safety initiatives in London from the Metropolitan Police Service, London Fire Brigade, and London Ambulance Service in December 2015. Notes of this event are available at:

<https://www.london.gov.uk/moderngov/ieListDocuments.aspx?CId=173&MIId=5695>

Committee Members and officers also met informally with representatives of the Metropolitan Police Service, Motorcycle Action Group and Deliveroo.

Survey

The Committee conducted an online survey of London motorcyclists as part of this investigation, receiving approximately 1,300 responses. Detailed findings can be found on the publication page for this report via:

<https://www.london.gov.uk/about-us/london-assembly/london-assembly-publications>

Submissions

Written submissions were received from East London Advanced Motorcyclists, London Borough of Hackney, London Road Safety Council, Motoairbag, Motorcycle Action Group, Parliamentary Advisory Council for Transport Safety (PACTS), Road Safety Great Britain, the Royal Borough of Kensington & Chelsea, Royal Society for the Prevention of Accidents, and Transport for London. A further 31 London boroughs confirmed their bus lanes policies in responses to Committee officers, as set out in Figure 5.

D. Transport Committee

Members

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

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Online

Find out more about the work of the Committee and read other reports at:

<http://www.london.gov.uk/about-us/london-assembly/transport-committee>

Subject: Light Commercial Traffic	
Report to: Transport Committee	
Report of: Executive Director of Secretariat	Date: 9 March 2016
This report will be considered in public	

1. Summary

- 1.1 This report sets out for formal agreement the output from the Committee's work on light commercial traffic.

2. Recommendations

- 2.1 **That the Committee agrees the output of its work on light commercial traffic.**
- 2.2 **That the Committee notes the letter from the Commissioner of Transport responding to the Committee's recommendations on light commercial traffic.**

3. Background

- 3.1 The Committee agreed at its meeting on 9 June 2015 to carry out an investigation into light commercial traffic in London. The Chair, in consultation with party Group Lead Members, agreed the following terms of reference for this investigation:
- To consider the current and future impact of light commercial traffic on London's road network;
 - To examine Transport for London's plans for managing the expected growth and other changes in the amount and nature of commercial traffic in London; and
 - To contribute to the development of Transport for London's proposed freight strategy, with a view to encouraging more sustainable delivery options.
- 3.2 The following guests attended a meeting of the Committee on meeting on 9 September 2016 to discuss light commercial traffic in London:
- Ian Wainwright, Head of Freight and Fleet Programmes, Transport for London (TfL);
 - Jo Godsmark, Chartered Institute of Logistics and Transport;
 - Christopher Snelling, Head of Urban Logistics, Freight Transport Association;
 - Ian Wainwright, Head of Freight and Fleet Programmes, TfL;

- Kevin Greenaway, National Planning Manager – Logistics, Sainsbury's;
- Nicholas Dunn, Head of Transport UK, Tesco plc;
- Charlie Shiels, Executive Director, DPD Group UK Ltd;
- Richard Crook, Fleet Director, DHL Express UK; and
- Lali Virdee, Institute of Sustainability.

3.3 The Committee also conducted a targeted call for evidence, telephone poll and public survey as part of its investigation.

4. Issues for Consideration

4.1 The Chair, in consultation with party Group Lead Members, wrote to the Commissioner of Transport setting out the findings of the Committee's investigation, attached for formal agreement by the Committee at **Appendix 1**.

4.2 The output from the investigation includes findings relating to re-timing deliveries, congestion charging, consolidation centres, click & collect, sustainable delivery, cycles and motorcycles and the use of rail and water.

4.3 A letter from the Commissioner of Transport about light commercial traffic is attached for noting at **Appendix 2**.

5. Legal Implications

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

6. Financial Implications

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

List of appendices to this report:

Appendix 1: Letter to Commissioner of Transport re light commercial traffic

Appendix 2: Letter from Commissioner of Transport re light commercial traffic

Local Government (Access to Information) Act 1985

List of Background Papers:

None

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LONDON ASSEMBLY

Valerie Shawcross CBE AM, Chair of the Transport Committee

Mike Brown
Commissioner
Transport for London
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London Assembly
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The Queen's Walk
London, SE1 2AA

4 February 2016

Dear Mike,

London Assembly Transport Committee investigation into light commercial traffic

The London Assembly Transport Committee has recently been investigating the growth of light commercial traffic in the capital. Between 2012 and 2014, light commercial traffic is estimated to have increased by 13 per cent in London, while miles travelled by HGVs in the same period has remained the same. And the trend is forecast to continue. Our investigation was focussed on understanding some of the causes behind the increase, and to identify the steps TfL, local authorities and the transport and logistics industry could take to reduce the impact of the increase in light commercial traffic on congestion levels and the environment, while being careful not to harm economic growth. We focussed our research specifically on central London, as this is where the impact of the growth of light commercial traffic is most keenly felt.

As a Committee, we were also interested in understanding consumer habits and the extent to which people would be prepared to change the way they receive online deliveries to reduce the need for more vans on London's roads, and whether they would be willing to pay more for sustainable delivery modes.

Our research, which included a targeted call for evidence¹ as well a telephone poll and public survey, highlights a number of key issues (outlined below) where we believe significant progress can be made. Over the next Mayoral term, we would urge TfL to renew its focus on tackling road congestion in London, and make action in this area a priority for the next Mayor's Transport Strategy.

- **Re-timing deliveries**

Businesses should be encouraged to re-time deliveries during peak-times to reduce congestion. The Out of Hours Consortium, set up by TfL in 2013 to work with freight operators, retailers, trade associations and London boroughs, has successfully encouraged Tesco, Starbucks, Pret a Manager and Nero to move to overnight deliveries for some of their stores, within the context of the London Lorry Control Scheme. These lessons now need to be applied more widely, identifying the barriers some businesses face in changing delivery times. Local authorities have an important role to play in ensuring their planning policies are not preventing changes to delivery times, and their departments are working

¹ [Light commercial traffic summary of evidence](#)

together to deliver effective freight management policy. **More than a third of respondents to our survey said they would be in favour of more night-time deliveries.** However, it is a sensitive issue bringing with it the danger of exposing residential areas to noise.

- **Congestion charging**

A feasibility study could be carried out to assess whether changes to the congestion charge could help reduce light commercial traffic during peak times. While data is scarce, there is evidence more light commercial vehicles travel in central London during peak times, compared to HGVs. The study could also consider how an improved road charging system might “reward” more environmentally-friendly light commercial vehicles with lower tariffs. The Mayor has already indicated his desire to change the congestion charge to remove the exemption for private hire vehicles. Reducing the impact of light commercial traffic should also be considered as part of any changes to the scheme.

- **Consolidation centres**

Consolidation centres, both in outer and inner London, offer enormous opportunities to help reduce light commercial traffic. The London Borough of Camden used a consolidation centre, operated by DHL, to reduce delivery traffic to 300 council buildings in Camden, and partner boroughs, Enfield, Waltham Forest and Islington, by more than 40 per cent. Bond Street retailers have a shared consolidation centre. And in Brussels and Paris, urban consolidation centres were trialled, where goods from multiple shoppers and vendors were stored and delivered by third-party delivery firms using low-emission vehicles and, in some instances, electric cargo bikes. However, consolidation centres require significant investment to be established, and their success relies on strong coordination between local authorities, industry bodies and individual companies. Despite this, TfL should continue to work with Boroughs to identify how it can support the development of more consolidation centres in London.

- **Click & Collect**

Encouraging more people to use Click & Collect services could improve the efficiency of how goods are delivered across London. While more customers are starting to have their shopping delivered to shops and post offices, instead of their homes to avoid missing deliveries, collection lockers at railway stations are underused. A telephone poll, carried out on behalf of the Committee, found **only one in ten people had used a collection locker before. And while more than two-thirds of respondents to our survey said they would be willing to change the way they receive online deliveries, there was generally a lack of awareness about collection lockers.**

TfL has a role to play in influencing consumer habits by promoting the use of collection lockers at transport hubs. However, it is important solutions are designed to discourage additional car journeys being made to collect items. This was an issue raised in relation to Tesco and Sainsbury’s decision not to continue with a pilot of Click & Collect at tube stations. If TfL is to realise its ambition of having a Click & Collect service at every car park – as outlined in its Car Park Strategy – it should ensure the service is not creating additional congestion. TfL should also work with businesses to encourage more people to use collection lockers instead of getting deliveries sent to their place of work. The decision by banks in Canary Wharf to ban staff from receiving non-work related deliveries is a

model that could be examined. The move has led to a rise in collection points in Canary Wharf. **However, our survey identified an almost equal split between those in favour of the ban and those against.**

- **Sustainable delivery**

There is the potential for more sustainable delivery modes to be used in London. There are already a number of examples of sustainable transport modes being used for delivery in London. Gnewt, a delivery company, operates a fleet of more than 100 electric zero-emission vehicles, including cargo-cycles and minivans, in central London. And UPS said it is working towards the goal of running an all-electric fleet in London. The introduction of the Ultra-Low Emission Zone in London in 2020 is likely to put more pressure on delivery companies to upgrade to low-emission vehicles. The roll-out of more sustainable delivery modes would also be popular. **Almost half of all respondents to our survey said the sustainability of the transport mode being used to deliver their goods mattered “a lot”, and more than a third said it mattered “to some extent.”** However, the growth in electric vehicles is dependent on supporting infrastructure such as charging points. UPS said it was able to operate 28 electric vehicles after significant investment in new electricity sub-stations. But current electricity sub-stations are close to capacity. Without significant investment in London’s electrical infrastructure, the transition to electric vehicles will be slow. TfL and partners should lobby government to provide funding assistance to boost sub-station capacity in London.

- **Cycles and motorcycles**

Cycles and motorcycles could be used instead of light commercial vehicles in some cases. Many large international logistics operators are trialling or have started to implement cargo bike delivery solutions in cities both in the UK and Europe. As well as the environmental benefits, the main advantage to using cargo bikes for deliveries in central London is access to restricted areas (e.g. West End), and while there are some limitations in terms of range and load, there is clearly an opportunity for cargo bikes to be used more frequently in the last mile of the delivery chain. Motorcycles are also a viable alternative to light commercial vehicles. Motorcycle experts have suggested tradespeople could be encouraged to use motorcycles to attend jobs rather than using light commercial vehicles. This may not be appropriate in some cases, but where relatively small amounts of equipment are required it could reduce light commercial vehicle usage. However, safety concerns may prevent organisations from making this change, as cyclists and motorcyclists are both relatively vulnerable to injury in traffic collisions.

- **Rail and water**

Rail and water could be used instead of London’s roads for parts of the delivery chain. For example, Sainsbury’s has experimented with an overnight freight train delivery of goods from the Midlands to Euston station. This project, funded by the EU LaMilo programme, is one example of how rail can be used in the supply chain more effectively. Rail has also been shown to have lower costs than HGVs, which could make rail-connected consolidation centres more effective. In addition, combining passenger and freight transport is a possible option. Amazon currently uses the New York subway to distribute packages within the city, and has recently installed collection lockers in two London Underground stations.

TfL should also look at opportunities to increase freight delivery on rivers and canals. For example, the Freight Group of the London Waterways Commission has developed an initiative for a regular freight service, initially on the Paddington Arm of the Regents Canal, with a small number of pick-up/drop off points acting as minor consolidation centres. It could also look at schemes similar to that run in the city of Utrecht, which operates a zero emission electric boat, known as the 'beer boat', to make daily deliveries to more than 60 catering businesses located along the canal network. Funding for the boat came from the city's air quality improvement budget. While there are capacity and geographical barriers to this modal shift, London's rivers and canals are clearly underused resources that could help.

We hope TfL will find the issues identified in our investigation of interest. The Committee will continue to monitor changes in light commercial traffic in the capital, and we look forward to future discussions with the new Mayor and TfL about a new Transport Strategy, where we hope some of these issues will be addressed. We look forward to receiving your response shortly.

Yours sincerely,

A handwritten signature in black ink that reads "Valerie Shawcross". The signature is written in a cursive, flowing style.

Valerie Shawcross CBE AM
Chair of the Transport Committee



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17 February 2016

Dear *Val*

London Assembly Transport Committee into light commercial traffic

Thank you for your letter of 4 February. I am pleased the Committee has focused on this vital area, as it will help support our future work on delivery and servicing activity.

Light commercial vehicles play a significant role in London's growing economy. However, the rapid growth of these vehicles is an area of concern as we work to manage increasing volumes of traffic on a finite road network. By better understanding the economics, we can identify potential opportunities to reduce their impact on congestion, the environment and the safety of other road users.

As London's population and the number of road users continues to grow, the management of delivery and servicing trips, particularly van traffic, is high on our list of priorities. The Committee makes a number of thoughtful suggestions which we will ensure are considered as part of our work in this area.

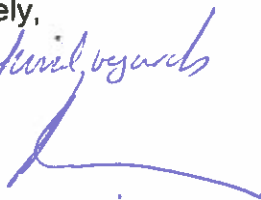
The Committee's observations about the complexity of this issue broadly match our current thinking. We recognise the challenges that delivering change will have to overcome, such as delivering potential benefits of retiming deliveries while considering the legitimate noise pollution concerns of local residents.

As your letter makes clear, there is no single solution to better managing freight in London, whether that be light or heavy commercial vehicles. Instead, the answer will be a series of positive actions, delivered in the right places at the right times, aligned with the right incentives for businesses and freight companies to encourage behaviour change.

It will also require the collaboration and support of London's boroughs, who manage the vast majority of London's road network and play a key role in planning, environmental health and local economic development. We are already working with London's boroughs and London Councils, and hope to broaden the scope of this work in the years ahead.

Thank you once again for your thoughtful set of recommendations and we look forward to further discussions with the Committee on this important area for London.

Yours sincerely,

Kind regards


Mike Brown MVO

Subject: Transport Committee Work in 2012-2016

Report to: Transport Committee

Report of: Executive Director of Secretariat

Date: 9 March 2016

This report will be considered in public.

1. Summary

- 1.1 This report sets out a summary of the work of the Transport Committee during this Mayoral and Assembly term, from May 2012 to March 2016.

2. Recommendation

- 2.1 **That the Committee notes this report as a record of its work in the current Assembly term.**

3. Background

- 3.1 The London Assembly Transport Committee examines the strategies, policies and actions of Mayor and Transport for London (TfL). It conducts investigation into specific transport issues, engaging with the Mayor, TfL and a wide range of other experts and stakeholders. The Committee determines its investigation priorities on an annual basis, as well as responding to consultations and emerging transport issues, and undertaking regular monitoring of major transport schemes and programmes.

4. Issues for consideration

- 4.1 Transport issues are of fundamental importance to Londoners. Many of the issues considered by the Committee may remain priorities for the next Assembly. Particular priorities for the next Assembly session may include issues such as the delivery of London Underground upgrades and other rail schemes such as Crossrail 2 and High Speed 2, road safety, traffic congestion, London's bus services, taxi and private hire services, door-to-door services and support for disabled public transport users. The Committee will also examine the new Mayor's transport strategy as this is being developed.

5. Topics investigated by the Transport Committee

- 5.1 The Transport Committee has investigated a wide range of topic in the current Assembly term. The following gives an overview of the major themes of the Committee's work, noting key publications, engagement activity and examples of the Committee's impact.

2012 legacy

- 5.2 The beginning of the Assembly term coincided with the Olympic and Paralympic Games, staged at the Olympic Park in Stratford and other venues across London. Prior to the Games the Committee examined plans for ensuring the effective operation of the transport system during the Games for athletes, officials, and spectators, as well as for the general public not travelling to the Games. In a follow-up report published in 2013, the Committee concluded the transport system had operated effectively and considered what legacy there would be beyond the Games. The report identified key lessons learned, including ways to improve coordination between operators and change the behaviour of transport users. The Committee shared its findings with organisers in Rio de Janeiro, in order to inform the planning of the 2016 Games.

Taxi and private hire services

- 5.3 The Committee's investigation into taxi and private hire services considered issues such as the availability of services, passenger safety, accessibility for disabled people and the use of new technology in the sector. The Committee received over 170 written submissions from members of the public, drivers, operators and other stakeholders during the investigation, which gained considerable attention in the press and on social media. We also commissioned a survey of 1,000 taxi and private hire passengers and focus groups with drivers, and invited stakeholders into City Hall for a 'Dragon's Den-style' session where Members heard about a large number of new ideas for improving the sector.
- 5.4 The final report from the investigation, *Future Proof*, was published in December 2014. We received support from many across the sector and widespread media coverage. The Mayor and TfL responded positively to the report and pledged to implement its recommendations. The Committee has followed up this work on a number of occasions, meeting the Deputy Mayor for Transport and senior TfL officers, and responding to subsequent consultations.
- 5.5 Among TfL's actions in response to the report were the development of a new strategy for taxi and private hire services, increasing the budget for new taxi ranks and publishing a ranks action plan, introducing a new system for passenger complaints, suspending private hire satellite offices, mandating the acceptance of card payments in taxis, and proposing significant amendments to the regulation of the private hire industry.

Rail services

- 5.6 The Committee has undertaken a range of scrutiny work in relation to London's National Rail services. In 2015 the Committee published a report on the devolution of rail passenger franchises in London, calling for TfL to take control of suburban routes on several South London franchises as a way of enhancing capacity, reliability and accessibility. A survey by the Committee showed for the first time that London rail users backed this reform, with 68 per cent wanting TfL to replace their existing operator. The Committee also engaged local authorities and passengers outside London, leading to a significant change in the devolution debate. While Kent County Council had previously opposed rail devolution, in discussions with the Committee the council adopted a more positive

stance on the proposals. This paved the way for a subsequent announcement from the Government and the Mayor they were actively planning for the devolution of suburban rail services to TfL, beginning with the South Eastern franchise from 2018.

- 5.7 Members have monitored the delivery of major upgrades, including Crossrail and the Thameslink programme. In 2014/15 the Committee responded to failings in the delivery of the Thameslink programme, with major disruptions being experienced by passengers into and out of London Bridge station. The Committee questioned Network Rail and operators, hearing about measures being put in place to address problems. The Committee made the case to the Government to reform the passenger compensation regime to make London commuters eligible for journey delay refunds; in the 2015 Spending Review the Chancellor confirmed this change was being introduced.
- 5.8 The Committee has monitored the ongoing delivery of the Crossrail programme, visiting construction sites and receiving regular updates on issues such as construction progress, sustainability, health and safety and employment and skills. The Committee also urged the Government to provide funding to ensure all Crossrail stations would be step-free; in 2014, we were pleased to receive confirmation that this would happen.
- 5.9 The Committee has argued for further investment in London's rail infrastructure, including measures such as four-tracking to Stansted Airport, electrification of the Barking-Gospel Oak line, the extension of the London Overground to Barking Riverside, and major schemes such as Crossrail 2. In its report on rail devolution, the Committee recommended the development of a shared TfL–Network Rail upgrade strategy for London, improving the piecemeal and disjointed planning process. In February 2016, the Chair of Network Rail, Sir Peter Hendy, confirmed that a London strategy would be developed for the first time.

Cycling

- 5.10 The Committee has maintained its focus on cycling safety during this term. Following a period of extensive stakeholder consultation, including an 'open mic' session to capture cyclists' views, the Committee published its report *Gearing up* in November 2013. The report contained seven recommendations addressed to the Mayor, TfL, Government and London boroughs. These recommendations included appointing a Cycling Commissioner, and at least doubling TfL's investment in cycling. The report was acknowledged by the Mayor and TfL as being a substantial influence in the development of the Mayor's Cycling Vision. For instance, it was cited by TfL in successful proposals to its Board to implement the scheme.¹
- 5.11 The Committee has continued to press TfL and the Mayor to address the safety concerns of cyclists. In 2014 it published the findings of a new survey of over 6,300 London cyclists, which found that more than two thirds of respondents had become more concerned about safety in the preceding six months. To launch the update, the Committee held a biking breakfast near Oval Tube station, where cyclists could receive cycling safety checks and markings from the Metropolitan Police Service.
- 5.12 The Committee has continued to regularly question the Mayor's Cycling Commissioner, Andrew Gilligan, TfL and the boroughs over progress in implementing the Mayor's Cycling Vision, including the Cycle Superhighways, Quietways and Mini-Holland programmes. Discussions have covered ways

¹ <https://www.tfl.gov.uk/cdn/static/cms/documents/board-20150204-part-1-item-07a-propose-csh-scheme.pdf>

to increase the diversity of cyclists, co-operation with London's boroughs on cycling delivery, and the mitigation of road space conflict.

London Underground

5.13 The Committee has scrutinised the performance of the Tube and ongoing upgrades on the network. In 2014, the Committee met with TfL and other experts for a wide-ranging discussion on the future of the Tube. Issues explored included service performance, TfL's plan for ticket office closures, the delivery of line and station upgrades and the potential introduction of driverless trains and plans for 24-hour Tube services. Subsequently, Committee Members visited Victoria Underground station to examine progress of upgrade work at the station. The Committee wrote to the Mayor in October 2014 to share the findings of this work, making recommendations on Tube staffing, support for disabled passengers, performance targets, the transparency of TfL's investment programme and the need to strengthen requirements on contractors delivering upgrade work.

5.14 The Committee has followed up this work in discussions with the previous TfL Commissioner, Sir Peter Hendy CBE, and his successor Mike Brown MVO. Key issues discussed at these meetings included:

- The failure of the signalling contract in the Sub-Surface Upgrade Programme. This led to significant cost overruns and delay in the programme. The Committee discussed this with Mike Brown MVO in December 2015, receiving assurances about the revised end-date for the programme.
- Ticket office closures. The Committee discussed this programme with Sir Peter Hendy CBE in February 2015, having obtained evidence that passengers at stations without ticket offices were being directed to travel to other stations. Sir Peter Hendy CBE agreed to investigate this practice, which contravened TfL policy, and it now appears to have ceased.
- The delivery of the night Tube. TfL failed to initiate 24-hour tube services on the date originally planned, following a failure to reach agreement with staff unions. In discussion with Mike Brown MVO in December 2015, the Committee confirmed that TfL was still planning to proceed with the programme but would not set a new launch date until agreement was reached.

5.15 In 2014 the Committee responded to TfL's proposals for the extension of the Bakerloo line into south-east London,² having discussed these proposals with TfL and a range of experts at our meeting on transport infrastructure in October. In our submission we supported the proposed extension of the line, but argued that it needed to be considered as part of wider strategy for improving connectivity in the sub-region and that TfL needed to examine the impact on journey times for people using existing National Rail services in the area.

Bus services

5.16 In 2013/14 the Committee investigated London's bus services. Our final report made a number of recommendations including a new measure of bus crowding, better planning of bus transport to hospitals, improving reliability through more bus priority measures, more orbital and express bus routes, and improved consultation with boroughs and bus users.

² <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/transport/bakerloo-line-extension>

- 5.17 The Mayor and TfL's response to our report³ confirmed a number of new TfL commitments in response to our recommendations, including reforming its current engagement process with boroughs on bus services; participating fully in the working groups planning health service reconfigurations; and delivering more bus priority measures.
- 5.18 Another direct impact of our report was a change to TfL's Business Plan. In the report, we recommended that the Business Plan should demonstrate the cost effectiveness of the bus service. We were concerned that the way TfL reported the cost of concessionary fares was under-valuing the cost effectiveness of buses, relative to other modes. We were therefore pleased to see TfL include information for the first time in its 2014 Business Plan showing that the bus network generates an operating surplus for TfL.⁴

Pedestrian safety

- 5.19 The Committee published the report of its investigation into pedestrian safety, *Feet First*, in April 2014. It showed that following a decade of progress in reducing the number of pedestrians killed or injured, casualty numbers started rising again in 2011. The Committee conducted two site visits, to collision hotspots in Whitechapel and along Oxford Street, accompanied by road safety and disability campaigners, as well as a public meeting and call for evidence. The report made eight recommendations to the Mayor and TfL, including a call for the Mayor to adopt the Vision Zero approach to eliminating road death and injury. To coincide with the release of the report and draw attention to the dangers pedestrian face, Committee Members undertook a photo shoot recreating the iconic Beatles Album cover at Abbey Road.
- 5.20 The investigation received good media coverage and a positive response from stakeholders, with the '20s plenty' campaign calling the report 'truly radical' and that it signalled a major shift in emphasis on reducing pedestrian casualties. The Committee has continued to press TfL on the delivery of its Pedestrian Safety Action Plan and wrote to the Mayor voicing concerns that pedestrian safety issues are still not adequately addressed in TfL's road safety policies. The Committee continues to champion public realm improvements that will enhance walking, and to call for the Mayor and TfL to ensure issues faced by pedestrians are fully considered in the development of new cycling infrastructure.

Door-to-door services

- 5.21 Following an investigation on this topic in the previous Assembly term, the Committee has monitored the performance of London's door-to-door services, which are specialised services for disabled people including Capital Call, Taxicard and Dial-a-Ride. In 2014 the Committee published a follow-up report making a series of recommendations aimed at increasing coordination between services. TfL accepted almost all of the Committee's recommendations. One immediate TfL action was to suspend the planned closure of Capital Call, which the Committee had argued would be inappropriate until a comprehensive door-to-door strategy was confirmed.

³ <http://www.london.gov.uk/sites/default/files/14-05-14-TfL%27s%20response%20to%20the%20LATC%27s%20investigation%20into%20bus%20s%20%20%20.pdf>

⁴ <https://www.tfl.gov.uk/cdn/static/cms/documents/tfl-business-plan-2014.pdf>

- 5.22 TfL incorporated the Committee's other recommendations into a new action plan, arising out the wider Social Needs Transport Review. This included new actions to introduce:
- A single customer feedback and complaints process for Dial-a-Ride, Taxicard and Capital Call;
 - A single set of eligibility criteria and membership process for these services;
 - A single journey booking process for these services; and
 - An extension on the existing five-mile limit for Dial-a-Ride journeys.

TfL customer services

- 5.23 The Committee conducted an investigation into standards of customer service at TfL, led by Valerie Shawcross CBE AM as a Rapporteur. This followed up an earlier report from the Committee on this topic, published in 2012, and included meeting passenger groups and experts, and a visit to Belfast to see how customer services are delivered by Translink, the city's integrated transport body.
- 5.24 The Committee's report published in March 2015, found that TfL had made improvements to its customer service in recent years, for instance by developing its social media presence.⁵ However, there was still a need for an overarching customer charter to set out what passengers can expect from TfL. It also recommended TfL make it easier for passengers to complain, improve the transparency of its customer service performance measures, and designate responsibility for customer service to a member of the TfL Board.
- 5.25 The report had a significant impact on TfL's policies in this area. Most notably, TfL agreed to produce a customer charter for the first time, covering all transport modes and setting out TfL's commitments on areas such as reliability, safety and information.⁶ TfL implemented the recommendation to simplify the menus on its telephone helpline, and in particular to include a complaints option on the main menu. TfL also commissioned an external audit of its complaints system, as recommended in the report.

Motorcycle safety

- 5.26 The Committee has undertaken an investigation into motorcycle safety on London's roads in 2015/16. This followed evidence of an increase in motorcyclist casualties, which grew by around 21 per cent between 2010 and 2014. The Committee met a range of stakeholders including motorcyclists groups, road safety experts and industry representatives. The Committee's investigation was notable for drawing considerable attention to the issue of motorcycle safety, which has in recent years been overlooked in favour of a focus on cycling among the media and policy-makers. The Committee's report, which is being considered under a separate item on this agenda, recommends TfL takes steps to ensure motorcyclists can ride in bus lanes throughout London, and increase take-up of training among young motorcyclists.

Congestion

- 5.27 The Committee has followed up its previous work on tackling road congestion and managing demand for road space. In 2012, the Committee responded to the Mayor's consultation on his Roads Task Force, highlighting the important role the task force should play in developing coherent plans to tackle congestion.

⁵ <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/transport>

⁶ <https://tfl.gov.uk/corporate/about-tfl/how-we-work/our-customer-commitments>

- 5.28 The Committee also submitted a response to TfL's consultation on a package of proposals for new river crossings to mitigate road congestion, including plans for a new road tunnel between Silvertown and the Greenwich peninsula, a new ferry at Gallions Reach, and a toll for new crossings and the Blackwall tunnel. Following a seminar with six expert guests and 80 delegates, the Committee's response highlighted the importance of TfL clearly explaining the potential impacts of the different proposals. The Committee has also pressed the Mayor and TfL to examine and mitigate the congestion impacts of other transport policies, including the delivery of new cycle infrastructure and the expansion of private hire services.
- 5.29 The Committee undertook an investigation into light commercial traffic in 2015/16, following evidence of an increase in van traffic, partially as a result of restrictions on Heavy Goods Vehicles and the growth of internet shopping. In a submission to TfL the Committee urged a focus on re-timing deliveries outside of peak times, the establishment of new delivery consolidation centres and measures to increase Londoners' use of Click and Collect.

Airport capacity

- 5.30 In 2013 the Committee published a report on airport capacity in London. This was intended to feed into the Airports Commission review of this issue led by Sir Howard Davies on behalf of the Government. The report recommended that Sir Howard rule out the expansion of Heathrow Airport, and focus on better utilisation of existing airport capacity, which could be enabled for instance by improving surface transport links to Luton and Stansted.
- 5.31 In 2015 the Airports Commission released its final report, recommending the expansion of Heathrow with the construction of a third runway. The Committee undertook further scrutiny of the Commission's findings, focusing on recommendations about upgrading surface transport access to Heathrow. The Committee wrote to the Government to set out its concerns that the Commission had under-estimated the level of increased demand for surface transport and the level of investment that would be required.

River services

- 5.32 The Committee published a report on London's river transport services towards the end of the Assembly term. In early 2013 the Mayor and TfL published a *River Action Plan*, in line with the Committee's recommendation. This is a strategy for developing river passenger services to increase the number of trips made by river to 12 million by 2020.

8. Legal Implications

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

9. Financial Implications

There are no financial implications arising from this report.

List of appendices to this report:

None

Local Government (Access to Information) Act 1985

List of Background Papers: None.

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