

Accessibility and Inclusion in Transport Planning

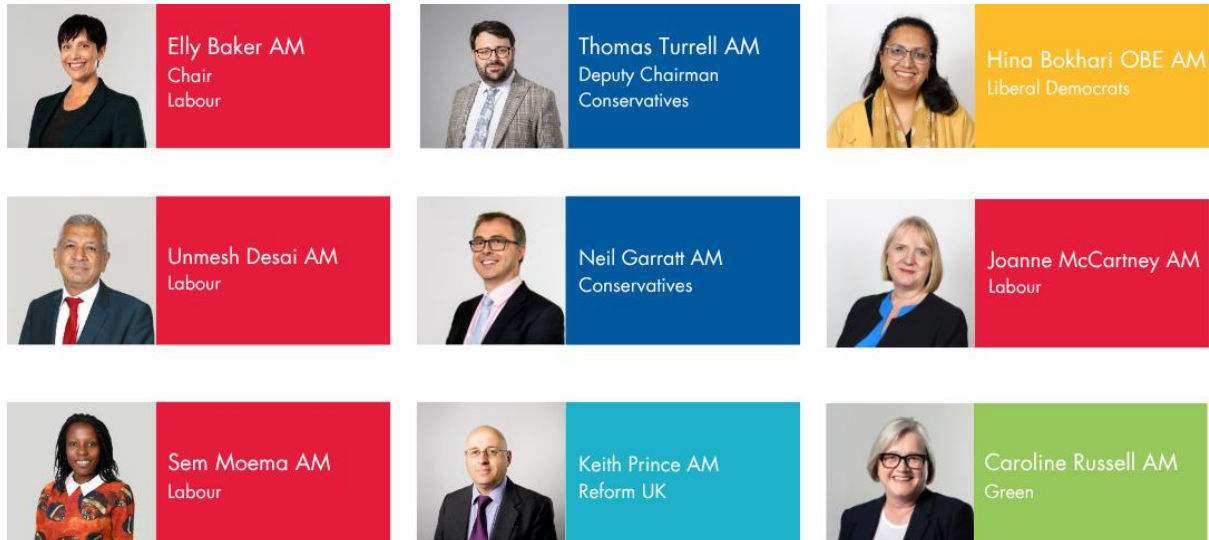
Transport Committee

February 2026



LONDONASSEMBLY

Transport Committee



This investigation was carried out by the Transport Committee in 2024-25, with Elly Baker AM as Chair and Caroline Russell AM as Deputy Chair. Bassam Mahfouz AM was also a Committee Member in 2024-25.

The Transport Committee examines all aspects of the capital's transport system in order to press for improvements for Londoners. The Committee pays particular attention to how the Mayor's Transport Strategy is being implemented and looks closely at the work of Transport for London and other transport operators.

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Foreword



Elly Baker AM
Chair of the Transport Committee

Our public transport in London must be for everyone.

The transport system not only gets Londoners to work, it facilitates social and family life, and being able to get out and about supports good physical and mental health. But to truly ensure all Londoners are able to participate in the life of our city, we must understand which Londoners face barriers to using public transport, and actively put in ways of removing or mitigating these barriers.

Many Londoners will face physical barriers to using transport, through mobility or other impairments, but those barriers faced also include cost, perceptions of safety, and the simple existence of public transport that goes to where you need it to go, when you need to go. In 2026 it is no longer reasonable for London not to fully understand these barriers, how they affect all Londoners, and be at the forefront of UK and international cities putting in structural and organisational methods to design them out.

Our public transport network in London is something we are rightly proud of, but this report should be challenging to TfL. We applaud the ongoing programme to make more stations step free, but we also need to make sure our existing lifts and escalators are working and we have trained staff on hand. We have an incredible accessible bus network, which caters for so many who have few other transport options, but pure budgetary decisions are driving cuts to our buses in many areas of London. It's time to truly examine how we can do better, and for that we urge TfL to listen, and to genuinely work with, Londoners.

I sincerely thank all those Londoners who have talked to the Committee through this investigation, and who express their transport challenges to Assembly Members on a daily basis. We cannot hope to do justice to the wealth of problems that are faced and need to be fixed in this relatively short report, but we hope that this attempt to tackle some of the underlying reasons TfL is sometimes making the wrong decisions can contribute to London being on the right track.

Executive Summary

Over 8 million public transport journeys take place in London every day. But we do not believe all of these journeys are valued equally by Transport for London (TfL) when making decisions about services and infrastructure, regardless of their value to the Londoner making that journey. The reasons behind how and why people need to travel will vary depending on their background, lifestyle, and mobility. Through this investigation, the Committee wanted to explore those experiences, and for those who face additional barriers, examine the issues creating those barriers.

This report seeks to explore how TfL can overcome barriers that currently exist in London's transport network, including: wheelchair users who arrive at a station to find the lifts are out of order and must then find an alternative route; parents waiting for a delayed, irregular bus service, wondering if they will get their children to school on time; and low-income households who are forced to use a car they cannot afford because there are so few public transport options in their area.

It's vital that all Londoners are able to make the journeys they need to. Disabled Londoners, older Londoners, young Londoners, low-income Londoners, parents with young children and women; we heard that all these groups could currently face barriers to using London's transport network. Inclusion is not only about fairness – it's also about functionality and the future resilience of our city.

TfL published *Equity in Motion* in 2024, its plan for creating a fair, accessible and inclusive transport network and for “unlocking opportunity for Londoners by breaking down unfair barriers to travel”.¹ *Equity in Motion* has many laudable aims to reduce and remove barriers to travel in London.

Through this investigation, we heard that it is too early to say how effective the *Equity in Motion* plan is. At the same time, we cannot ignore the many questions raised as to whether it will drive meaningful change at TfL.

We have heard that for London to have a truly accessible and inclusive transport network, TfL must understand and balance the travel needs of different Londoners, with accessibility and inclusion a driving force behind every decision TfL makes.

In this report, we have looked closely at how TfL is building its understanding of how and why Londoners travel – its data-led approach. TfL collects a significant amount of data on its passengers, but this is lacking depth and nuance around issues concerning accessibility and inclusion and those people who are not using its services. We have also examined TfL's engagement with key stakeholders to understand their varied travel needs, and while we welcome TfL's engagement with its advisory groups, we feel this is limited and TfL could do

¹ TfL, [Equity in Motion](#), February 2024, p.3

more to engage with more diverse voices. To embed accessibility and inclusion into the heart of its decision making, we believe TfL must:

- gather more in-depth data into when and how people choose to travel and the barriers that influence these decisions.
- use this data at the earliest stage of planning to inform transport projects and budgets.
- conduct genuine and meaningful stakeholder engagement at a stage which can influence the outcomes.

At present, TfL's efforts to consider accessibility and inclusion appear to those most impacted as only surface level. At its worst this may be putting people off using TfL's network entirely. It is vital therefore that these issues are mainstreamed throughout the organisation and become part of the fabric and culture of how TfL operates.

Recommendations

Recommendation 1

Ahead of collecting data for the 2027/28 period, TfL should refresh its London Travel Demand Survey (LTDS) in order to collect more detailed data on the travel patterns and needs of different user groups. The refresh should include additional questions on:

- how much money people spend on each journey;
- whether journeys are care-related;
- the time it took people to travel from door-to-door; and
- who people travel with.

Recommendation 2

TfL should analyse and present the data it collects from the LTDS consistently each year in its *Travel in London* report. This includes publishing data disaggregated by different sociodemographic groups.

Recommendation 3

Once TfL has improved its data collection through the LTDS, and is analysing and presenting this data consistently, it should review and update the actions set out in *Equity in Motion* to reflect the findings from the data.

Recommendation 4

TfL should publish its new process for reviewing accessibility and equality issues at an earlier stage of a project than the current Equalities Impact Assessment method. This should include details on how the process will include at the start an analysis of TfL's data and how this analysis will inform proposals. TfL should also publish details of how it plans to embed this new process throughout the organisation.

Recommendation 5

The Mayor should require TfL to publish an equality assessment on its budget starting with the 2027/28 budget process. The Mayor should use his budget guidance to require TfL to pilot gender-responsive budgeting.

Recommendation 6

TfL should commission, by September 2026, a feasibility study to develop a transport-related social exclusion tool for London.

Recommendation 7

TfL should publish the number of Dial-a-Ride journeys made annually in its *Travel in London* report, starting with the figures for 2024-25 and 2025-26. TfL should also conduct a needs

assessment for its assisted transport services, to better understand the needs of Dial-a-Ride users and potential users and whether current service levels are meeting demand.

Recommendation 8

TfL should establish new advisory panels to ensure it has diverse representation of different demographic groups across its advisory panels. TfL must conduct specific engagement with these different advisory panels to understand the types of journeys they need to make. TfL should also set targets to expand the membership of its advisory panels, including its new All Aboard research panel and any additional new panels, and to regularly refresh the membership of these panels to ensure it is hearing from a wider and more diverse range of voices. TfL should conduct yearly audits of the individuals and organisations it has heard from on these panels and use this information to take steps to proactively reach out to other groups of people to fill in any gaps.

Recommendation 9

As part of TfL's review into stakeholder engagement it should develop a new engagement policy that follows the co-production model, with particular emphasis on early involvement. This policy should be embedded within the practice of TfL's transport planning teams by the end of 2026.

Recommendation 10

Network Rail's Regional Access for All delivery programme teams should work in partnership with TfL to establish a priority list and schedule of work for Access for All programmes in London and should publish this by the end of the 2026/2027 financial year.

Terminology used in this report

Accessible	Easy to reach, enter or use. ²
Bus stop bypasses	Bus stop bypasses, or floating bus stops, are where a cycle track runs between a bus stop and the pavement. ³
Care-related journeys	Journeys made for the purpose of giving and receiving informal care and support, e.g., taking children to or from school, shopping for food or house supplies, accompanying a relative to an appointment. ⁴
Commuter journey	Journeys from home to usual place of work or from work to home. Standard commuting journeys are usually concentrated into the morning peak, from 07.00 – 09.00, and evening peak, from 16.00 to 19.00. ⁵
Co-production / co-design	A way of designing and delivering public services in an equal and reciprocal relationship between professionals and citizens which results in shared strategic policy objectives and includes joint working to design and develop solutions to address inequality. ^{6, 7}
Disabled people	Disabled people refers to anyone who faces access barriers due to an impairment. This includes those who are Deaf, neurodivergent, chronically ill, have a mental health condition, have age-related impairments and people with both visible and non-visible impairments. ⁸ The Equality Act 2010 defines a Disabled person as someone with a physical or mental impairment that significantly limits their ability to do everyday activities. ⁹
Digital exclusion	Unequal access to digital technology, including smartphones, tablets, laptops and the internet, creating inequality around access to information and resources. ¹⁰

² TfL, [Equity in Motion](#), February 2024, p.10

³ DfT, [Floating bus stops provision and design](#), January 2026

⁴ Croucher K, Gilroy R, Bevan M, Attuyer K. [The mobilities of care in later life: exploring the relationship between caring and mobility in the lives of older people](#). Ageing and Society. 2021;41(8): pp.1788-1809

⁵ Department for Transport, [Personal Travel Factsheet Commuting and Business Travel](#), April 2011, pp.1-3

⁶ Local Government Association, [Co-production](#), accessed 5 March 2025

⁷ Department for Environment, Food & Rural Affairs, [What we mean by “co-design”](#), 11 December 2020

⁸ Transport for All, [Are we there yet? Barriers to transport for disabled people in 2023](#), December 2023

⁹ UK Government, [The Equality Act 2010](#), April 2010

¹⁰ TfL, [Equity in Motion](#), February 2024, p.10

Disabled People's Organisations (DPOs)	Organisations that are led, directed and governed by Disabled people for Disabled people and have an implicit or explicit commitment to the social model of disability and promoting/advancing the human rights of Disabled people. ¹¹
Gender-responsive budgeting (GRB)	The process of analysing government budgets for their effect on genders and the norms and roles associated with them. ¹²
Impairment	Impairment is an individual's physical, sensory or cognitive difference. For example, being blind, experiencing bipolar, having M.S. or a learning difficulty. ¹³
Inclusion	The idea that everyone should be able to use the same facilities, take part in the same activities, and enjoy the same experiences. ¹⁴
Level-boarding	When there is no gap or change in height between a train and the platform. ¹⁵
Radial planning	In transport terms, this refers to transport routes which connect the city centre with outlying neighbourhoods or suburbs. ¹⁶
Sex-disaggregated data	Data disaggregation refers to the process of breaking down or separating sets of data into smaller, more specific groups to reveal patterns or disparities that may be hidden within a larger dataset. ¹⁷ Sex-disaggregated data is any data on individuals that is broken down by sex. ¹⁸
Social model of disability	An approach that focuses on removing the barriers that prevent a person fully taking part in society, rather than looking at the Disabled person as a problem to be solved. ¹⁹
Step-free access	Transport routes that include lifts, ramps and level surfaces so passengers do not have to use stairs or escalators, and can avoid the step or gap onto trains, buses and boats. ²⁰

¹¹ Disability Action, [DPO is an acronym for Disabled Peoples Organisations](#), 5 August 2021

¹² Oxfam, [A Guide to Gender-Responsive Budgeting](#), 28 February 2018

¹³ Inclusion London, [The Social Model of Disability](#), accessed 20 October 2025

¹⁴ TfL, [Equity in Motion](#), February 2024, p.10

¹⁵ Campaign for Level Boarding, [FAQs What is level boarding](#), accessed 5 February 2025

¹⁶ Pedestrian Observations, [Mixing Circumferential and Radial Transit](#), 31 December 2014

¹⁷ The Oxford Review, [Data Disaggregation – Definition and Explanation](#), accessed 24 February 2025

¹⁸ European Institute for Gender Equality, [Sex-disaggregated data](#), accessed 5 February 2025

¹⁹ TfL, [Equity in Motion](#), February 2024, p.10

²⁰ TfL, [Wheelchair access & avoiding stairs](#), accessed 5 February 2025

London's transport network	TfL run the day-to-day operation of London's public transport network which includes London Buses, London Underground, Docklands Light Railway, London Overground, the Elizabeth Line and London Trams. ²¹
Transport poverty	When the total costs of private and public transport drive a household into poverty. ²²
Transport-related social exclusion	Being unable to access opportunities, key services, and community life as much as needed, and facing major obstacles in everyday life through the wider impacts of having to travel. ²³
Travel demand	Overview of the number of people using the transport network. ²⁴
Trip chaining	Taking multiple short journeys as part of a longer journey. ²⁵
User groups	A term used to break up the population into smaller clusters to define their individual traits when using transport. ²⁶

²¹ TfL, [What we do](#), accessed 24 February 2025

²² Social Market Foundation, [Getting the measure of transport poverty](#), 15 November 2023

²³ Transport for the North, [Transport-related social exclusion in the North of England](#), 22 September 2022, p.2

²⁴ TfL, [Travel in London 2024](#), December 2024

²⁵ Women's Budget Group, [Public transport and Gender](#), March 2020

²⁶ Department for Transport, [Transport user personas: understanding different users and their needs](#), 18 July 2023

What is an accessible and inclusive transport network?

Whether it is taking a child to school, caring for an elderly relative, going to work, socialising with friends or completing a weekly shop, using public transport is a vital part of daily life for many Londoners. In 2023, an estimated 8.6 million public transport journeys took place in London every day²⁷ on our world-leading transport network. Yet, there are still some journeys which are too long, more difficult and less welcoming for some groups, as London's transport network doesn't fully consider the needs of the widest range of Londoners. As the Mayor set out in his foreword to *Equity in Motion* (TfL's plan for creating a fair, accessible and inclusive transport network):

"[T]oo often barriers and inequalities exclude Londoners from the full use of London's streets and transport network – diminishing not only their mobility, but their prospects, too. Indeed, poor environments, high costs and limited public transport options can prevent people from achieving their dreams and realising their potential."²⁸

In the worst-case scenarios, individuals are losing trust in the transport system and only leaving their house for essential journeys, leading to social isolation and exclusion.²⁹

Given London's diversity – home to over 1.2 million Disabled people,³⁰ growing numbers of older Londoners,³¹ and parents with young children, all of whom rely on an accessible transport network – the Committee wanted to examine TfL's delivery of the actions set out in *Equity in Motion*. But, more than that, we wanted to look at:

- who is using transport services across London and what more needs to be done to provide accessible and inclusive transport options in London; and
- how TfL could improve the way it engages with user groups when planning and designing new infrastructure projects or upgrades.

To do this task proper justice, we wanted to hear directly from the individuals most impacted by the barriers on London's transport network. We are therefore hugely grateful to Inclusion London, which helped facilitate an informal roundtable to hear those views. And even more grateful to the 11 Deaf and Disabled people at that roundtable who took the time to share their, often very personal, accounts with the Committee about how difficult travelling around London can be.

²⁷ TfL, [Travel in London 2024](#), December 2024, p.6

²⁸ TfL, [Equity in Motion](#), February 2024, p.3

²⁹ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Ealing Community Transport [Ref No. AI007], p.25, Harrow Community Transport [Ref No. AI009], p.35, Transport for All [Ref No. AI018], p.172

³⁰ Office for National Statistics, [Disability, England and Wales: Census 2021](#), 2021

³¹ Resolution Foundation, [Ageing in the fast and slow lane: Examining geographic gaps in ageing](#), January 2025, p.4

Given *Equity in Motion* does not set out a definition of an accessible and inclusive network, we wanted to set out what the Committee considers an accessible and inclusive transport network should involve.

The Committee proposes the below definition, which we have put together following interaction with stakeholders throughout this investigation. We consider this definition to be essential and would encourage TfL to use it to communicate clearly with stakeholders.

An accessible and inclusive public transport network

An accessible and inclusive public transport network should be easy for everyone to use. It is a network that does not create access barriers for people living with an impairment and has been built with consideration of the needs of everyone who uses it, regardless of sex, age or class, not just the most common type of user.

Examples of what an accessible public transport network should look like include:

- wheelchair users are able to travel from the street to the train effortlessly;
- anyone who needs to use a toilet is able to easily find one;
- people who are deaf or blind have access to the same level of information as everyone else; and
- staff are available and well informed, allowing them to assist people with different needs.

Examples of how an inclusive public transport network should be built include:

- considering, when money is allocated, which users will benefit the most from this;
- considering who uses bus routes and for what purpose, and appropriately considering the impact of changes especially when making cuts to these services;
- funding journeys used by a wide range of Londoners for different purposes, such as shorter local journeys as well as longer commuter journeys.

Equity in Motion

Equity in Motion is TfL's plan for creating a fair, accessible and inclusive transport network. Published in February 2024, the plan contains both short term (2024-2026) and medium to long term (2026-2030) actions which range from "targeted changes that will make big improvements quickly, to more involved changes that will take time and are dependent on securing TfL's financial future".³² The Deputy Mayor for Transport, Seb Dance, described *Equity in Motion* as "a crucial document, a cornerstone of the work that TfL has been doing."³³ He went on to say:

"It really builds on the work that has been undertaken for many years and focuses particularly on 80 specific new actions that will be delivered over the next six years to ensure that as many Londoners as possible are able to access and benefit from the public transport network that we have and of course to make sure that our transport network is welcoming and inclusive as well."³⁴

Throughout our investigation, we have heard that *Equity in Motion* has many laudable aims to reduce and remove barriers to travel in London. And we have heard much evidence welcoming the aspirations and underlying principles of *Equity in Motion*. The Access Association told the Committee that: "If the aspirations and structure of [...] *Equity in Motion* are implemented there is no doubt [that] many aspects of travel would improve."³⁵ Ealing Community Transport also stated that the plan is "a thoughtful and effective articulation of TfL's accessibility journey over many years."³⁶

The plan includes actions running until 2030. It is therefore still very early to judge how successful the plan has been, or ultimately will be. We have heard from many organisations that it would be commendable if TfL managed to complete everything it has set out to do. But we also heard some substantial scepticism about whether the level of detail included in the plan is sufficient to ensure the aims are actually met.³⁷

³² TfL, [Equity in Motion](#), February 2024, p.15

³³ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.1

³⁴ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p. 1

³⁵ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Access Association [Ref No. AI002], p.8

³⁶ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Ealing Community Transport [Ref No. AI007], p.26

³⁷ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Age UK London [Ref No. AI004] p.14, Arup [Ref No. AI005] pp.18-20, Ealing Community Transport [Ref No. AI007] pp.26-27, Guide Dogs [Ref No. AI008] p.34, Harrow Community Transport [Ref No. AI009] p.35, Joy Riders [Ref No. AI011] p.55, London TravelWatch [Ref No. AI012] pp.67-68, Transport for All [Ref No. AI018] pp.177-178, Women's Budget Group [Ref No. AI024] pp.325-326, Ref No. AI025 p.328, Ref No. AI027, pp.337-338

Tom Cohen PhD, Reader in Transport Policy at the Active Travel Academy, University of Westminster, told the Committee that there is a varied level of detail set out in the *Equity in Motion* actions:

“There is a variety of precision in the definitions of actions in EiM [*Equity in Motion*]. This is to some extent unavoidable – opening a new lift at Surrey Quays is well defined and its equity impacts predictable; conducting a review or feasibility study may produce much that is valuable but this will be known only when the work is well advanced.”³⁸

Transport for All told us that some of the actions are “concerningly vague” and lacking in detail.³⁹ Transport for All gave the example of *Equity in Motion*’s commitment to reviewing TfL’s complaints processes by 2025, saying this action is promising, but that the lack of a clear timeline or concrete plans leaves doubt over how effective this action will be. Transport for All cited the same concern over TfL’s commitment to review and improve its ‘turn up and go’ service.^{40 41}

“Equity in Motion contains promising initiatives aimed at creating a fairer, more accessible transport network. However, it is difficult to assess its full effectiveness at this stage, as many of the actions are either still in development or have yet to begin. Additionally, the plan lacks transparency and specificity in key areas which raises concerns about its potential to drive meaningful change and influence decision-making across London.”⁴²

Transport for All

The lack of action on the issue of inconsistency across the transport network is another example. We heard from Disabled people that they face additional stress and anxiety because of the inconsistent level of service and support across London’s transport network.⁴³ *Equity in Motion* acknowledges the issue of inconsistency, with Andy Lord, TfL Commissioner, stating that to “drive forward change” TfL is prioritising the areas customers say need to be improved, which includes “consistency of customer experience across all modes of transport.”⁴⁴ However, *Equity in Motion* does not contain a specific action to address this inconsistency.

³⁸ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Ref No. A1028, pp.342–343

³⁹ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for All [Ref No. AI018], p.177

⁴⁰ TfL offer a turn up and go service on the Tube, London Overground and Elizabeth line. TfL staff are trained to give assistance to customers and say this service is available to everyone, including those with visual or mobility impairments, families or groups. See TfL, [Help from staff](#)

⁴¹ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for All [Ref No. AI018], p.177

⁴² London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for All [Ref No. AI018], p.177

⁴³ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Inclusion London [Ref No. AI010], p.52

⁴⁴ TfL, [Equity in Motion](#), February 2024, p.4

There is also a sense that there is little that is new or novel in *Equity in Motion*. Several of the actions in *Equity in Motion* are things that had already been planned. For example, in August 2023 the Deputy Mayor for Policing and Crime announced a decision that the Mayor's Office for Police and Crime, with partners including TfL, conduct localised women's night safety audits. The decision document approved "the transfer of up to £125,000 to TfL in 2023/24 to deliver the pilot women's night safety audits in London."⁴⁵ It stated that the purpose of these audits was "(i) to gather data on women's night safety experiences and (ii) using the data gathered in the audits, collaborate with local stakeholders to create local Women's Safety Action Plans."⁴⁶ TfL then included the following action in *Equity in Motion*: "Use safety audits to gather data to inform how we design public spaces to improve the safety of women, girls and gender-diverse people, starting with five locations in early 2024."⁴⁷

It is welcome to see consistency between GLA and TfL documents and policies. Yet, where TfL appear to be repackaging existing work under the banner of *Equity in Motion*, this naturally prompts scepticism about its commitment and approach among its key stakeholders. TfL must make it clear when it is setting out new commitments and what is a continuation of current work and be open about when changes are being made as a result of collecting new information.

Given the lack of detail in some of the *Equity in Motion* actions, we have concerns over whether *Equity in Motion* will drive meaningful change. With no clear definition of what an accessible and inclusive transport system should look like, nor measurable targets, it will be difficult to judge whether TfL has successfully achieved its aims.

Alex Williams, Chief Customer and Strategy Officer, Transport for London, did tell us that "the publication is the end of the beginning, as it were" on TfL's work around accessibility and inclusion.⁴⁸ So, there is certainly scope for more ambition to follow. Accordingly, we would like to see a clearer articulation of *how* TfL will achieve its aim of building a more accessible and inclusive transport network.

The biggest concern to emerge during our investigation is that despite TfL's stated commitment to address issues of accessibility, Disabled people told us they feel ignored by TfL, and lack faith in its understanding and commitment to act on its *Equity In Motion* promises.^{49, 50} Transport for All told the Committee that: "meaningful engagement must go beyond tick-box exercises, ensuring that feedback from disabled people is genuinely considered and integrated into decision-making. Too often, input is collected but then overlooked in final outcomes."⁵¹

⁴⁵ Mayor of London, [PCD 1493 Womens Night Safety Audits](#), August 2023

⁴⁶ Mayor of London, [PCD 1493 Womens Night Safety Audits](#), August 2023

⁴⁷ TfL, [Equity in Motion](#), February 2024, p.31

⁴⁸ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.2

⁴⁹ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Ealing Community Transport [Ref No. AI007], National Federation of the Blind [Ref No. AI015], Transport for All [Ref No. AI018], United Cabbies Group [Ref No. AI021], Ref No AI026

⁵⁰ Informal roundtable with 11 Deaf and Disabled people, 27 November 2024

⁵¹ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for All [Ref No. AI018], p.177

TfL must take action to restore confidence in *Equity in Motion* and its plans to create an accessible and inclusive transport network.

Passenger experience

For many people, London's transport network works extremely well. In 2023, there were an estimated 26.1 million trips on an average day in London.⁵² TfL's service means that, for many Londoners, travelling around London on public transport is an easy and routine thing to do. But this is not the case for everyone. There are many – and an increasing number – of Londoners who face additional barriers which mean there are far more considerations to make before they can travel.

People have different transport needs and use transport in different ways. This can include well-known considerations such as step-free access to platforms, but also people's choices around their sense of personal safety, vulnerability to injury, and affordability. An individual's circumstances and the journeys they need to make will impact their travel decisions. As part of this investigation, we therefore sought to understand what passenger considerations and experiences TfL is taking into account, and whom it is designing its services for.

Equity in Motion contains an action stating that by 2025 TfL will:

“undertake analysis to fill gaps in understanding regarding the travel patterns and experience of customers from protected characteristic groups and other groups such as low-income and homeless to inform our investment priorities.”⁵³

TfL's ambition to develop a greater understanding of the travel patterns and needs of different Londoners is welcome. Through this investigation we have heard about the current challenges different Londoners face in using London's transport network, and the additional considerations particular groups have to factor in. To demonstrate the need for more nuanced understanding here, we have set some of these out below.

Considerations for how and why Londoners travel

Through this investigation we have heard examples of some of the factors different people have to consider when travelling. The time of day, affordability, safety and accessibility all affect different groups of Londoners in different ways when they try and use public transport. These chime with TfL's characterisation of the different barriers to travel it categorises in *Equity in Motion*.⁵⁴

- Accessibility
- Availability
- Affordability
- Acceptability

⁵² TfL, [Travel in London 2024](#), December 2024, p.4

⁵³ TfL, [Equity in Motion](#), February 2024, p.35

⁵⁴ TfL, [Equity in Motion](#), February 2024, p.9

Through this investigation we heard examples of all these different issues that impact how and why Londoners choose to travel.

We heard about how some people will choose how to travel based on what they can afford. London TravelWatch told the Committee that many people on lower incomes that rely on public transport will choose to travel on the bus, as it is the most affordable form of public transport in London.⁵⁵

We heard how others may prioritise distance and safety and choose a route that is closest to their start or end destination or avoid routes that are dark or involve unsafe waiting spaces. The Women's Budget Group told the Committee that for women: "The last mile of travel from the public transport stop to home is referred to as a significant 'pain point' due to distance, dark routes and unsafe waiting spaces."⁵⁶

We heard about how older people and Disabled people may consider the time of day and avoid travelling at peak times, when services are more likely to be overcrowded.⁵⁷ London TravelWatch told us:

"Lack of accessibility can negatively impact Disabled people's use of transport. It can impact the time people travel, with peak times when overcrowding is more likely making the barriers worse (such as limited priority spaces and seating)."⁵⁸

We also heard about how Disabled people will choose their method of travel based on accessibility needs. Transport for All told the Committee: "It's important to recognise that disabled people's transport choices are often driven more by accessibility barriers than by personal preferences" and that many Disabled people would prefer to use more sustainable travel options such as trains or the London Underground but instead use cars or taxis because public transport is not accessible.⁵⁹

Gideon Salutin, Senior Researcher at the Social Market Foundation (and lead author on *Getting the measure of transport poverty*⁶⁰), told the Committee about how journey patterns differ from standard commuter journeys for low-income households:

⁵⁵ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), London TravelWatch [Ref No. AI012], p.57

⁵⁶ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Women's Budget Group [Ref No. AI024], p.323

⁵⁷ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Harrow Community Transport [Ref No. AI009], p.35; London TravelWatch [Ref No. AI012], pp.57-58

⁵⁸ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), London TravelWatch [Ref No. AI012], pp.57-58

⁵⁹ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for All [Ref No. AI018], p.173

⁶⁰ Social Market Foundation, [Getting the measure of transport poverty: Understanding and responding to the UK's hidden crisis](#), 15 November 2023

“Low-income households often do not go to work during standard work times, they often do not use standard lines, and they tend to live in areas that have low bus access, which have also proven vulnerable to cuts. This leads them to rely quite a lot on cars.”⁶¹

The Women’s Budget Group’s evidence to the Committee highlighted different travel patterns that women make, often as a result of being the primary carer: “The gendered division of domestic and caring responsibilities means women make more frequent, short journeys throughout the day, whereas men make fewer but longer journeys during peak hours.”⁶²

People aren't defined by a single trait like age or gender—we are a unique combination of many different characteristics. This means that some people will face a combination of multiple transport needs. London TravelWatch told the Committee that “someone who is both Disabled and has a low income may face compounded barriers associated with affordability and accessibility that affect how they use transport.”⁶³

In another example, Dr Emily Barker, Research and Learning Officer at 4in10, a London-wide campaigning network of over 400 organisations working to improve the lives of children living in poverty across London,⁶⁴ told the Committee about the particular challenges young women and girls face. She told us: “for young women and girls it is tough because the research has shown that there is just a lot of awareness that it is not safe, that I need to think about what I am wearing, that I need to think about the time of day of travel.”⁶⁵

Given these considerations currently affecting passengers’ experience on London’s transport network, we welcome TfL’s commitment in *Equity in Motion* to fill the gaps in its understanding. As part of this we want to see TfL explore deeper issues, such as understanding the transport needs of different groups of people or who is most disproportionately affected by an inaccessible transport network.

⁶¹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.1

⁶² London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Women’s Budget Group [Ref No. AI024], p.322

⁶³ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), London TravelWatch [Ref No. AI012], p.57

⁶⁴ 4in10, [About us](#)

⁶⁵ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.8

Experiences of Disabled people

The Committee is grateful to all the Disabled people, and particularly the 11 Deaf and Disabled people who attended our informal roundtable, and took the time to share their experiences of how difficult travelling around London can be. This report cannot do justice to the wide array or complexity of issues faced by Disabled people that the Committee heard during this investigation. Each separate issue alone could warrant its own report. In this report, we aim to highlight the impact of an inaccessible transport system and why it is important for TfL to consider this when planning for and providing transport services.

The Committee heard many personal statements from Disabled people, which highlighted several reoccurring barriers. Some examples of these include:

Level-boarding – Emma Vogelmann, Head of Policy, Public Affairs and Campaigns at Transport for All, told the Committee that a lack of step-free access from the street to the train (i.e., level-boarding) means that Disabled passengers can't travel independently and must rely on staff to assist them from the platform onto the train.⁶⁶



Priority seating – Inclusion London gave evidence that priority seats on buses are often occupied and that Disabled passengers can experience negative attitudes from other passengers while using priority seats, particularly if they have non-visible impairments.⁶⁷

Bus stop bypasses – The National Federation of the Blind UK told the Committee of the risk for Disabled people of being hit by a cyclist when alighting at a bus stop bypass and the anxiety this causes, particularly for those who are blind or partially sighted.⁶⁸



Journey planning – representatives from Disabled People's Organisations (DPOs) told the Committee that a lack of correct or relevant information on services such as lifts, step-free access, toilets, or disruption, makes planning and making a journey significantly difficult for those with accessibility needs.⁶⁹

Signs and maps – Dr David Crepaz-Keay, Head of Research and Applied Learning at the Mental Health Foundation, told the Committee that a lack of continuity in the way information is presented, such as font sizes and where information is displayed, can cause confusion. This is especially true when there is a disruption to a journey and temporary signs are put in place.⁷⁰



Staff assistance and attitudes – representatives from DPOs and participants at the informal roundtable told the Committee that TfL staff can be difficult to locate, that they are not always well informed on how to assist people with certain disabilities and can have negative attitudes towards Disabled passengers.^{71, 72}

⁶⁶ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p.8

⁶⁷ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Inclusion London [Ref No. AI010], p.46

⁶⁸ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), National Federation of the Blind UK [Ref No. AI015], p.124

⁶⁹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p.13-17

⁷⁰ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p.2

⁷¹ Informal roundtable with 11 Deaf and Disabled people, 27 November 2024

⁷² London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, pp.4-5

Inconsistency and travel anxiety

We have heard repeatedly through this investigation that the accessibility of London's transport network is inconsistent. It was described as "patchy" by Emma Vogelmann and other guests.⁷³

This inconsistency creates an additional barrier for Disabled people as Paul Herriotts, Director at the National Centre for Accessible Transport, told the Committee "it is the inconsistency that catches people out."⁷⁴

*"I have had some really brilliant experiences with really helpful staff who explain things clearly, who make sure I am known to the staff at the station I am travelling to, who make sure the driver of the train knows that I am there in the car right behind them, all that sort of thing. Then sometimes no one turns up at all. There is no way you can tell for sure what kind of experience you are going to have."*⁷⁵

Erik Matthies

Policy Officer, Royal National Institute of Blind People

We have also heard that the barriers and inconsistent accessibility in London's transport leave Disabled people feeling anxious and lacking confidence when travelling.

The Committee heard from Erik Matthies, Policy Officer at the Royal National Institute of Blind People, who has been partially sighted his whole life, that travelling in crowded conditions can cause anxiety for blind and partially sighted people:

"There is a lot of potential stress involved with being jostled around by people you cannot see [...] To an extent, that is inevitable sometimes, but a lot of that can be avoided by having a seat. It definitely reduces my level of stress and anxiety on a journey, which, like we have been saying, have enough reason to be elevated anyway."⁷⁶

The Committee also heard that barriers to accessing London's transport can cause increased stress and anxiety for other users. Dr Emily Barker told the Committee about the anxiety related to care journeys, when carers are:

⁷³ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p.1

⁷⁴ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p.3

⁷⁵ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p.4

⁷⁶ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, pp.14-15

“juggling multiple children or they are trying to drop off their kids at multiple locations and another concern is about reliability, when they are waiting on a bus and they are late [...] all of that adds to the stress and anxiety”.⁷⁷

An individual’s circumstances and experiences will shape the way they travel. In order to build a truly inclusive and accessible transport network in London, TfL needs to factor these into its planning and design of services. In the next chapter, we will look at how TfL can use data to build this understanding and inform its decisions.

⁷⁷ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.1

A data-led approach to accessibility and inclusion

*"[...] it's important that TfL have data across different demographics to properly inform their work, planning services and infrastructure according to the needs of the people who use them."*⁷⁸

London TravelWatch

Understanding Londoners' transport needs

Data collection is vital to ensure that TfL understands the journeys Londoners are taking, as well as the journeys people want to make but can't due to various barriers.

In *Equity in Motion*, TfL states that:

"Effective use of high-quality data is essential to helping us identify and understand the barriers and inequalities people face when using our services. We can then design our services to be more inclusive and channel our funding where it is most needed to address the key issues."⁷⁹

However, in *Equity in Motion* TfL also acknowledges that "the data we analyse is often used only in limited areas and not collated consistently" and it states that "we are taking action to plug gaps in our knowledge."⁸⁰ TfL sets out that in order to successfully implement *Equity in Motion*, it needs to "improve how we monitor, measure and evaluate, by improving how we collect and use data and research".⁸¹

The London Travel Demand Survey (LTDS) is an annual survey that TfL sends to a random sample of 8,000 households in London.⁸² Through the LTDS, TfL attempts to understand the way people travel and how this differs between communities. The LTDS collects information on travel by ethnicity; travel by household income; travel by journey purpose and travel by London

⁷⁸ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), London TravelWatch [Ref No. AI012], p.63

⁷⁹ TfL, [Equity in Motion](#), February 2024, p.47

⁸⁰ TfL, [Equity in Motion](#), February 2024, p.47

⁸¹ TfL, [Equity in Motion](#), February 2024, p.14

⁸² TfL, [Consultations and surveys](#), accessed 7 October 2025

area.⁸³ At present, TfL does not publish the survey questions for the LTDS. It does publish the survey results.^{84 85}

Alex Williams, Chief Customer and Strategy Officer, Transport for London, told the Committee that the LTDS is “the richest data source we have got, particularly in terms of journey purpose” and that it is used to “write a whole series of reports”.⁸⁶ TfL also uses LTDS data for statistical analysis to “plan transport services for the future.”⁸⁷

TfL’s *Equity in Motion* does not refer to the LTDS or contain any actions regarding the LTDS. But given its centrality to TfL’s understanding of Londoners’ transport needs, we explored the strengths and weaknesses of the LTDS with guests. We looked in particular at the ways in which the LTDS could be improved and how it could contribute to two actions in *Equity in Motion*:

- “By 2025, undertake analysis to fill gaps in understanding regarding the travel patterns and experience of customers from protected characteristic groups and other groups such as low-income and homeless to inform our investment priorities”.⁸⁸
- “In 2024, undertake a study to better understand how cost affects the travel of people with protected characteristics, to inform our investment priorities”.⁸⁹

Throughout the investigation, we heard pleas for TfL to collect new data in a range of areas consequential to accessibility and inclusion, including on:

- how much money people spend on each journey⁹⁰
- the time it took people to travel⁹¹
- the different priorities children and young people have when making journeys⁹²
- carers’ travel patterns⁹³
- journey purpose⁹⁴

The Deputy Mayor for Transport, Seb Dance, told us how important he felt data was to the actions in *Equity in Motion*. He said “without ensuring that the quality of the data you will not

⁸³ TfL, [Travel in London 2023: The travel behaviour of London residents based on the London Travel Demand Survey](#), December 2023

⁸⁴ TfL, [Consultations & surveys](#), accessed 7 October 2025

⁸⁵ The LTDS survey results are shown by trips, stages, trip rates, stage rates, trip rates – weekdays, trip rates – weekends, mode shares, mode shares – weekdays, purpose shares, purpose shares – weekdays, time of day – weekdays, travel times, travel distances, car ownership and non-travel.

⁸⁶ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.22

⁸⁷ TfL, [Travel surveys](#), accessed 1 April 2025

⁸⁸ TfL, [Equity in Motion](#), February 2024, p.35

⁸⁹ TfL, [Equity in Motion](#), February 2024, p.38

⁹⁰ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.14

⁹¹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, pp.14-15

⁹² London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.7

⁹³ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), London TravelWatch [Ref No. AI012], p.64

⁹⁴ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.16

be able to make progress on *Equity in Motion*. However, *Equity in Motion* is specifically, in part, about addressing that gap.”⁹⁵

We welcome the commitments from TfL to undertake analysis of protected groups and travel needs. Yet, in its March 2025 update on *Equity in Motion*, TfL stated that these two actions were “in progress” despite having 2024 and 2025 deadlines.⁹⁶ We would like to see more detail on how TfL is conducting this research and believe work to improve data collected by the LTDS should form a major part of this research. It is vital that TfL understands the nuance and detail of different experiences in order to be able to respond appropriately.

The LTDS is due a refresh. As it stands, it does not capture the nuanced travel patterns or needs of different groups of people. This includes care journeys, journeys made by women, or how much low-income households are spending on transport.

With this detailed data, TfL can make more well-informed decisions on what services will best meet the needs of Londoners.

Recommendation 1

Ahead of collecting data for the 2027/28 period, TfL should refresh its London Travel Demand Survey (LTDS) in order to collect more detailed data on the travel patterns and needs of different user groups. The refresh should include additional questions on:

- how much money people spend on each journey;
- whether journeys are care-related;
- the time it took people to travel from door-to-door; and
- who people travel with.

Using data to inform decisions

We also heard there are ways in which TfL could improve the way the LTDS data is analysed and presented. Dr Liz Hind, Local Partnerships and Training Officer, Women’s Budget Group, told us that very little of the data presented in the LTDS is sex-disaggregated. This means this data cannot be used to understand the differences in travel patterns by gender.⁹⁷

TfL’s Alex Williams told the Committee that TfL disaggregates data “where we can by day of week, by time, by purpose as well.”⁹⁸ He went on to say that TfL “disaggregate that by protected characteristics as well” and “[i]f you look at the report we did in December last year

⁹⁵ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.24

⁹⁶ TfL, [Customer, Sustainability and Operations Panel Agenda](#), 13 March 2025, p.49

⁹⁷ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.14

⁹⁸ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p. 22

[2023], we had a lot more data on how travel demand levels vary by gender, by ethnicity, by disability as well.”⁹⁹

TfL publishes its LTDS survey results in its *London Travel Demand Survey workbook*. In this publication some, but not all, of the data is disaggregated by London area, gender, working status and age.¹⁰⁰ Journey purpose is just disaggregated by London area and only trip rates and non-travel are disaggregated by age and working status.

TfL also publishes data from the LTDS in its *Travel in London* reports. In its December 2023 report, TfL published some data broken down by sociodemographic groups, but this was very limited. It published LTDS data on the proportion of London residents who cycled at least once in the last year by gender, age, ethnicity, household income and work status. It also published LTDS data on walking trip rates among London residents by the same sociodemographic groups, and also by disability. There was no disaggregated journey purpose data.¹⁰¹

TfL’s December 2024 *Travel in London* report did not publish any data broken down by sociodemographic groups.¹⁰² This is disappointing, and hard to understand in the context of the commitments in *Equity in Motion*.

Using transport planning methods that start with the collection and analysis of this data is the best way to remove accessibility and inclusion barriers on London’s transport network and ensure that it works for all. When the Committee asked TfL about presenting and analysing more data in a sex-disaggregated way in the future, Alex Williams said TfL is “always open to looking at how we can improve our data collection and analysis.”¹⁰³

Improving data through the LTDS is important for TfL to improve its understanding of Londoners’ travel needs. But it is also vital that TfL then uses this data to inform decisions on its services.

We heard from London TravelWatch and Transport for All that TfL’s Public Transport Access Level (PTAL) is an area where there is a gap in TfL’s data and how it is being used to inform service planning.¹⁰⁴ PTAL is a measure of access to the public transport network, which combines walk times from a certain point to the network with service frequency.¹⁰⁵ Transport for All has conducted an accessibility review of PTALs which found that the PTAL measure could be adapted to incorporate accessibility considerations such as step-free access, station crowding and toilet facilities, which would make it more inclusive and effective for transport

⁹⁹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p. 22

¹⁰⁰ TfL, [Consultations & surveys](#)

¹⁰¹ TfL, [Travel in London 2023 Annual overview](#), December 2023

¹⁰² TfL, [Travel in London 2024 Annual overview](#), December 2024

¹⁰³ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.22

¹⁰⁴ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), London TravelWatch [Ref No. AI012], p.63 and Transport for All [Ref No. AI018], p.175

¹⁰⁵ TfL, [Glossary](#)

planning in London.¹⁰⁶ The Committee believes this is an excellent example of how richer data reflecting Londoners experience of using public transport can help TfL plan better.

In *Equity in Motion*, TfL acknowledges it must use the data it collects to design its services to be more inclusive.¹⁰⁷ But it does not contain detail or specific actions on how exactly TfL plans to improve its use of data to inform decisions. It also does not contain any actions to review and update *Equity in Motion* once this data has been collected. TfL must ensure that it uses the data it collects in a meaningful way and updates its strategy to reflect the findings from the data.

Recommendation 2

TfL should analyse and present the data it collects from the LTDS consistently each year in its *Travel in London* report. This includes publishing data disaggregated by different sociodemographic groups.

Recommendation 3

Once TfL has improved its data collection through the LTDS, and is analysing and presenting this data consistently, it should review and update the actions set out in *Equity in Motion* to reflect the findings from the data.

Having heard from the Chartered Institution of Highways and Transportation (CIHT) and others about how important early assessments of accessibility and inclusion are in the design and redesign of transport services,¹⁰⁸ we asked TfL at what stage accessibility and inclusion issues are considered in TfL's decisions around planning services. Alex Williams told the Committee that they are picked up by TfL through the Equality Impact Assessment (EqIA) process.¹⁰⁹ While not always legally required, EqIAs are an important tool for demonstrating due regard to the Public Sector Equality Duty.¹¹⁰

Alex Williams told us that TfL conducts EqIAs before and after public consultations on planning decisions. He said:

“There is an EqIA process, which is comprehensive and is where we would look at it before the consultation. We also review it after the consultation, before we issue a

¹⁰⁶ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for All [Ref No. AI018], p.175

¹⁰⁷ TfL, [Equity in Motion](#), February 2024, p.47

¹⁰⁸ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Chartered Institution of Highways and Transportation [Ref No. AI006], p.21

¹⁰⁹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.24

¹¹⁰ The Public Sector Equality Duty is a legal requirement for public authorities in Great Britain to consider the impact of their policies and decisions on individuals protected under the Equality Act 2010, see [Public Sector Equality Duty: guidance for public authorities – GOV.UK](#)

decision. That is a comprehensive analysis of all the protected characteristics and understanding their impact.”¹¹¹

Yet, we have heard scepticism from some of our guests that TfL’s EqIA process is not effective, and even that the results are ignored by TfL. Age UK London told the Committee that it feels like the findings captured by TfL during an EqIA process “rarely impact decision making”.¹¹² Transport for All provided an example of this:

“One example of poor interchange management is the change to the 211-bus route which previously connected major transport hubs to hospitals, including those offering specialist care. Many disabled patients, including those with medical equipment like ventilators or feeding tubes, relied on this route. Despite an Equality Impact Assessment [EqIA] showing that the changes would negatively affect eight out of nine protected characteristics, TfL rejected proposed alternatives. The diversion now forces passengers to make interchanges, disproportionately affecting disabled people by increasing physical strain and posing serious risks to their health.”¹¹³

The United Cabbies Group told us that:

“Transport planning often considers the needs of disabled or older passengers as an afterthought with Equality Impact Assessments being treated as tick box exercises by TfL and the boroughs not looking to really mitigate the impact and have due regard to the Equality Act.”¹¹⁴

We also heard that TfL conducts its EqIA often too late in the process. CIHT told the Committee that it welcomes TfL’s use of EqIAs but “recommends that instead of being completed at the end of the design process, TfL should carry out an access and inclusive design review as early in the design process as reasonably possible.”¹¹⁵

At its meeting on 27 February, the Committee asked Andy Lord, TfL Commissioner, whether TfL has considered establishing a process for reviewing accessibility and equality issues at an earlier stage of a project than the current EqIA method. The TfL Commissioner stated: “Yes, I believe so, for all new programmes and projects going forward. There will be a point in time at which everything will have had that included.”¹¹⁶

¹¹¹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p. 24

¹¹² London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Age UK London [Ref No. AI004], p.14

¹¹³ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for All [Ref No. AI018], p.174

¹¹⁴ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), United Cabbies Group [Ref No. AI021], p.309

¹¹⁵ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Chartered Institution of Highways and Transportation [Ref No. AI006], p.23

¹¹⁶ London Assembly Transport Committee, [Question and Answer Session with the Transport for London Commissioner and the Deputy Mayor for Transport](#), 27 February 2025, p.31

This is encouraging. However, we do not yet have the detail on what this process will involve and are disappointed that this was not set out clearly in *Equity in Motion*.

The Committee recognises that TfL must conduct EqlAs in order to meet the Public Sector Equality Duty (PSED) under the Equality Act 2010.¹¹⁷ But given the late stage at which EqlAs are currently conducted in the planning process, we encourage TfL to consider conducting these at an earlier stage of the design process, which will make it more likely that the EqlA will influence its final decisions. Across the organisation, TfL's approach to transport planning and budgeting should *start* with an analysis of data on the diverse transport needs of Londoners.

Recommendation 4

TfL should publish its new process for reviewing accessibility and equality issues at an earlier stage of a project than the current Equalities Impact Assessment method. This should include details on how the process will include at the start an analysis of TfL's data and how this analysis will inform proposals. TfL should also publish details of how it plans to embed this new process throughout the organisation.

Alternative methods of accessibility and inclusion in transport planning

Equity in Motion does not include details of how TfL will analyse its data to inform its decisions. The Committee consequently took evidence on various kinds of alternative data-led methods of transport planning. These methods use analysis of data on users' needs and transport patterns as the first step in the planning process. Highlighted below are some examples of particularly interesting methods that TfL could consider adopting to meet its aim to build a more equitable transport network.

Gender-responsive budgeting

Gender-responsive budgeting (GRB) in transport planning is one way to assess how transport needs vary by gender, to ensure that inequalities are not exacerbated by planning or budget decisions.¹¹⁸ Dr Liz Hind of the Women's Budget Group told the Committee that a GRB approach to transport planning in London "would have [a] brilliant knock-on effect to women's life choices and women's ability to take up paid employment".¹¹⁹

In evidence to the Committee, the Women's Budget Group stated that: "Implementing GRB is not about doing an additional budget, but rather doing budgeting and planning better to achieve improved outcomes by understanding the full implications of decision-making."¹²⁰ It

¹¹⁷ The Public Sector Equality Duty is a legal requirement for public authorities in Great Britain to consider the impact of their policies and decisions on individuals protected under the Equality Act 2010, see [Public Sector Equality Duty: guidance for public authorities - GOV.UK](#)

¹¹⁸ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Women's Budget Group [Ref No. AI024], p.321

¹¹⁹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.2

¹²⁰ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Women's Budget Group [Ref No. AI024], p.324

cited Barcelona City Council and the City of Vienna as two examples of best practice for GRB.¹²¹ The Women's Budget Group gave an example of what this looked like in the City of Vienna, stating that: "some districts collected gender-disaggregated data on urban mobility and found that women walk and take public transport more than men. Officials then allocated resources for pedestrian safety improvements."¹²² Dr Liz Hind told the Committee that gender budgeting in these two cities is creating "a nicer, more positive city for everyone to live in, with huge knock-on effects to employment and children's poverty, [and] sport participation".¹²³

TfL has not committed to gender-responsive budgeting. And the Mayor has previously dismissed questions about whether this would be feasible on the budget, telling the Assembly: "With respect, you would not see that on a budget. There are other places to see that."¹²⁴ The Mayor's Budget Guidance for 2025-26 directed functional bodies, including TfL, to "assess their budget proposals against the broad question of how they will affect poverty and economic inequality in London, as well as the impact of proposals on the specific protected characteristic groups."¹²⁵ In evidence to the Budget and Performance Committee, Rupinder Parhar, Head of Equalities at the GLA, described the GLA's EqIA framework and tool as the key means for assessing equality on budget proposals.¹²⁶

TfL has, however, committed to carrying out women's safety audits on its transport network to "help better understand the perceptions and experience of women, girls and gender diverse people in using public spaces"¹²⁷ and help "inform the way organisations plan, design and manage public spaces with their safety in mind."¹²⁸ The Mayor has described these audits as "women-led and women-conceived. We are going around London to work out where there are the issues that you have identified so that we can address them."¹²⁹ He has also said: "These audits are used to gather the safety and security concerns of women in public spaces and assess safety measures designed to protect them. They enable a diverse group of women to share their views and what is needed to make them safer and to help them feel safer."¹³⁰

In its *Equity in Motion: Spring 2025 update* TfL said it has completed a Women's Safety Audit trial project and was "reviewing the results to understand how we could embed the audit process into the way organisations plan, design and manage public spaces."¹³¹

¹²¹ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Women's Budget Group [Ref No. AI024], p.321

¹²² London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Women's Budget Group [Ref No. AI024], p.326

¹²³ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 24 October 2024, p.5

¹²⁴ London Assembly Plenary, [Questions to the Mayor on his draft Consolidated Budget Proposals for 2025-26](#), 23 January 2025, p.22

¹²⁵ Mayor of London, [The Mayor's Budget Guidance for 2025-26](#), 31 July 2024, p.32

¹²⁶ London Assembly Budget and Performance Committee, [The 2025-26 GLA Group Budget](#), 12 December 2024, p.2

¹²⁷ Mayor of London, [Women's Safety on London's Transport Network](#), 24 January 2025

¹²⁸ Mayor of London, [Women's Safety on London's Transport Network](#), 24 January 2025

¹²⁹ London Assembly Plenary, [Questions to the Mayor on his draft Consolidated Budget Proposals for 2025-26](#), 23 January 2025, p.22

¹³⁰ Mayor of London, [Women's Safety on London's Transport Network](#), 24 January 2025

¹³¹ TfL, [Equity in Motion: Spring 2025 update](#), March 2025. This update came after the Committee's evidence gathering had ended, so we did not question TfL on the detail behind this update.

Women's safety audits are a helpful pilot, but we believe it is well beyond time TfL budget and policy makers must consistently consider equalities at the start of the process, rather than retrospectively. Gender-responsive budgeting is an approach that starts with analysis of gender impact. We believe TfL should begin a phased introduction of gender-responsive budgets, which starts with a pilot on the 2027/28 budget.

Recommendation 5

The Mayor should require TfL to publish an equality assessment on its budget starting with the 2027/28 budget process. The Mayor should use his budget guidance to require TfL to pilot gender-responsive budgeting.

Transport-related social exclusion

Transport-related social exclusion (TRSE) is defined as a situation where someone is unable to access opportunities, key services, or community life due to factors such as the cost, accessibility and anxiety linked with using transport. Transport for the North (TfN) argues that TRSE can contribute to a cycle of poverty, isolation, and poor access to basic services.¹³²

TfN has been measuring the extent of TRSE and has investigated how this can be considered in local transport plans.¹³³ In its *Connecting communities* strategy, TfN's research shows that "people with disabilities and long-term health conditions, people on low incomes and in insecure work, and carers are much more likely to be socially excluded by transport issues."¹³⁴ TfN estimates that "3.3 million people in the North live in areas where there is a high risk of social exclusion because of transport issues."¹³⁵

In evidence to the Committee, the global consultancy Arup stated that it would be "interesting to see how Transport Related Social Exclusion could take a more prominent role in influencing the planning of the network."¹³⁶

Mapping transport-related social exclusion is an approach that starts with an analysis of the travel patterns and needs of users. There is no current estimate of the risk in London of social exclusion resulting from inaccessible transport. However, we have heard this is an issue in London. Ealing Community Transport told the Committee that each journey not taken as a result of inaccessible transport is "independence curtailed, social isolation compounded, health and well-being corroded".¹³⁷

¹³² Transport for the North, [Transport-related social exclusion in the North of England](#), 22 September 2022, p.2

¹³³ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for the North [Ref No. AI019], p.181

¹³⁴ Transport for the North, [Connecting communities](#), April 2023, p.4

¹³⁵ Transport for the North, [Connecting communities](#), April 2023, p.4

¹³⁶ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Arup [Ref No. AI005], p.18

¹³⁷ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Ealing Community Transport [Ref No. AI007], p.25

The Committee would like to see this type of approach from TfL to ensure it is keeping pace with the latest thinking on accessibility and delivering a truly world-leading transport network.

Recommendation 6

TfL should commission, by September 2026, a feasibility study to develop a transport-related social exclusion tool for London.

Dial-a-Ride

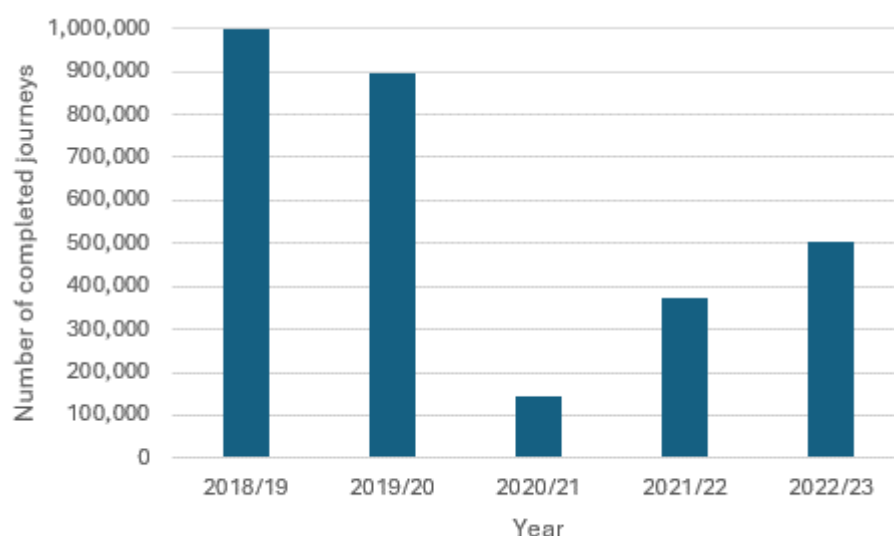
Dial-a-Ride is TfL's free, door-to-door transport service for individuals with permanent or long-term disabilities that prevent them from using mainstream public transport.¹³⁸ Delivered partly through Community Transport providers, the service plays a critical role in supporting independent living, reducing isolation, and promoting social inclusion for older and Disabled Londoners.

We were therefore concerned that evidence presented to the Committee suggests that the service may be failing to meet its core purpose.

A declining service

The number of completed Dial-a-Ride trips has declined by almost half between 2018/19 and 2022/23.¹³⁹ This data is not routinely published by TfL.

Figure 1: Number of Dial-a-Ride journeys completed from 2018/19 to 2022/23¹⁴⁰



While the Covid-19 pandemic understandably disrupted travel patterns and reduced overall demand, usage has notably not recovered in line with other parts of the transport network.¹⁴¹

¹³⁸ Transport for London, [Dial-a-ride](#), accessed 7 October 2025

¹³⁹ Analysis of data provided by Mayor of London, [Dial-a-Ride \(1\)](#), 15 October 2024

¹⁴⁰ Analysis of data provided by Mayor of London, [Dial-a-Ride \(1\)](#), 15 October 2024

¹⁴¹ TfL, [Travel in London 2024 Annual overview](#), December 2024

The Mayor has previously cited the pandemic as a key factor in this downturn,¹⁴² but Community Transport¹⁴³ charities told us that current underperformance cannot solely be attributed to behaviour change as a result of the pandemic.

Community Transport organisations told us that many individuals eligible for Dial-a-Ride are now relying on local providers instead. These providers noted that users are turning away from Dial-a-Ride, citing concerns around eligibility criteria, unreliability, and the service's reported inability to meet demand at key times.

Harrow Community Transport told the Committee that many of its regular passengers are either ineligible for Dial-a-Ride or find the service insufficient to meet their needs. As a result, this group of people experience what the organisation termed an "inequity of motion," leading to increased social exclusion.¹⁴⁴ Similarly, Ealing Community Transport described Dial-a-Ride as a "heavily rationed old-style public service" with "intense barriers to participation".¹⁴⁵ It said that Dial-a-Ride is the only major transport service that does not begin with a strategic needs assessment of its user base—raising concerns about the alignment between service design and actual demand.¹⁴⁶

If Dial-a-Ride is not operating at full potential, a significant number of older and Disabled residents may be unable to complete essential journeys—to shops, health appointments, or social activities. This could place them at increased risk of transport-related social exclusion, exacerbate isolation and deepen inequalities.

A service that meets users' needs

Of further concern is the apparent lack of strategic direction for the future of Dial-a-Ride. When asked whether TfL had set any targets for growth or service recovery, James Mead, General Manager for On-Demand Transport, told us: "No, I do not think I would want to be setting targets because I do not know what a sensible target would be, to be honest."¹⁴⁷

This absence of ambition or measurable objectives significantly limits TfL's ability to monitor performance, assess unmet need, or plan service improvements. Without targets or a strategic recovery plan, the Committee believes there is a real risk that Dial-a-Ride will enter a period of *managed decline*—potentially eroding a vital mobility lifeline for many Londoners.

Dial-a-Ride needs to be seen as a key piece in the varied patchwork of accessible transport services in London. However, without an assessment for the demand of the service across

¹⁴² Mayor of London, [Dial-a-Ride \(1\)](#), 15 October 2024

¹⁴³ Community Transport can provide door-to-door transport to people in local communities who can't use mainstream public transport. See TfL, [Community Transport](#), accessed 8 October 2025

¹⁴⁴ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Harrow Community Transport [Ref No. AI009], p.35

¹⁴⁵ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Ealing Community Transport [Ref No. AI007], p.27

¹⁴⁶ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Ealing Community Transport [Ref No. AI007], p.27

¹⁴⁷ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 13 November 2024, p.11

London, meaningful performance monitoring and responsive service delivery, it risks becoming a legacy system—out of step with the needs of those it was designed to serve. TfL should urgently undertake a comprehensive needs assessment, engaging with Dial-a-Ride users and Community Transport organisations to fully understand the current and future travel requirements of Dial-a-Ride’s target user base and the current unmet need. Given the fall in the number of Dial-a-Ride journeys, we believe targets may be required to grow the service to meet demand.

Recommendation 7

TfL should publish the number of Dial-a-Ride journeys made annually in its *Travel in London* report, starting with the figures for 2024-25 and 2025-26. TfL should also conduct a needs assessment for its assisted transport services, to better understand the needs of Dial-a-Ride users and potential users and whether current service levels are meeting demand.

Stakeholder engagement

In *Equity in Motion*, TfL sets out the following aim:

“We want to build a high-engagement culture, to encourage more public conversation about the future of transport, streets and neighbourhoods, bringing together engineers, planners and innovators with a diverse range of Londoners, to support the design of projects throughout their whole lifecycle – from the initial idea to implementation.”¹⁴⁸

We welcome this ambition. It is vitally important for TfL to develop meaningful engagement with all its stakeholders. Through this investigation we have heard about some of the really positive experiences Disabled people and representative groups and charities have had engaging with TfL through its existing structures. Yet, we have also heard specific examples of TfL not engaging with relevant stakeholders on its projects. We have also heard about limitations on the engagement taking place given the size of TfL’s advisory panels, lack of reach into those not currently using TfL services and an (over)reliance on established stakeholder relationships.

TfL’s stakeholder engagement

TfL has three main advisory groups it uses to discuss key transport accessibility issues (see box). Alex Williams told the Committee that “the key” for TfL’s engagement with a wide range of Londoners is its Inclusive Transport Forum.¹⁴⁹

TfL advisory groups

- Independent Disability Advisory Group – a panel of 13 members, appointed for their professional expertise and lived experience of disability, as well as their extensive expertise and knowledge of the key issues and barriers to accessing public transport.¹⁵⁰
- Inclusive Transport Forum – made up of pan-London and national accessibility groups and advocates, to provide expertise and insight from lived experience on key pieces of TfL policy.¹⁵¹

¹⁴⁸ TfL, [Equity in Motion](#), February 2024

¹⁴⁹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.8

¹⁵⁰ TfL, [Diversity & inclusion](#), accessed 8 October 2025

¹⁵¹ TfL, [Diversity and inclusion](#), accessed 8 October 2025

- TfL Youth Panel – consists of around 30 volunteers, aged 16 to 25, who travel in London.¹⁵²

During this investigation, we heard directly from members of TfL’s advisory groups on how TfL’s engagement with these groups works. A key theme of their evidence to the Committee was that the engagement they have with TfL is improving and that the engagement process is much more valuable when TfL initiates conversations at the start of a project.¹⁵³ Lauren Price, a member of TfL’s Youth Panel, told the Committee that early engagement with TfL is more valuable and feels more meaningful.¹⁵⁴ A member of TfL’s Independent Disability Advisory Group (IDAG), James Lee, told the Committee that the quality of TfL’s engagement has improved now that projects “come to IDAG at a much earlier stage of their lifecycle where we can have the greatest impact.”¹⁵⁵ A member of TfL’s Inclusive Transport Forum (ITF), Callum Shakespeare, shared his frustrations over times when TfL approached the group at the late stages of a project: “there have been times when things have come to us and we have provided feedback just to be told, ‘But this has already been implemented’. Well, why are you asking for our feedback if you are already running it?”¹⁵⁶

Similarly, Alex Williams told the Committee that TfL has started involving its Independent Disability Advisory Group (IDAG) earlier on: “What has happened over the last 18 years of the evolution of IDAG is we are getting them involved earlier on.”¹⁵⁷ He added that this is where “they add most value.”¹⁵⁸ TfL’s engagement with IDAG and its other advisory panels appears to be improving and we support the approach of TfL involving stakeholders earlier on in the design process.

TfL has also set up its ‘All Aboard’ research panel, which is made up of 200+ Disabled Londoners.¹⁵⁹ The purpose of this panel is “to provide detailed quantitative and qualitative data, to inform a clear, evidence-based approach to accessibility provision that is aligned with TfL’s strategic needs.”¹⁶⁰

The creation of TfL’s All Aboard research panel is welcome, but the Committee would also like to see aspirations from TfL to grow the panel’s membership beyond 200 individuals. As we

¹⁵² TfL, [TfL Youth Panel](#), accessed 8 October 2025

¹⁵³ The Committee heard from three of TfL’s advisory groups: the Independent Disability Advisory Group; the Inclusive Transport Forum and the TfL Youth Panel. London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 24 October 2024

¹⁵⁴ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 24 October 2024, p.3

¹⁵⁵ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 24 October 2024, p.3

¹⁵⁶ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 24 October 2024, p.3

¹⁵⁷ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.6

¹⁵⁸ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.6

¹⁵⁹ TfL, [Equity in Motion: Spring 2025 update](#), March 2025, accessed 8 October 2025

¹⁶⁰ Mayor of London, [All Aboard research panel](#), 5 July 2024

heard from Paul Herriotts, it is important to engage at scale – both in terms of numbers, but also the range of people and their experiences. He told the Committee that the National Centre for Accessible Transport has a pan-disability panel of “around 1,600 or 1,700” people with ambitions to get that up to 10,000.¹⁶¹ As Nick Tyler, Director of the UCL Centre for Transport Studies, put it: the major way in which engagement fails is when “somebody gets left out.”¹⁶² By engaging at scale, TfL is more likely to be able to hear from those diverse perspectives.

Widening and deepening engagement

TfL has clearly built up strong relationships with key partners – both through its advisory panels and through ongoing stakeholder management. Yet, we are concerned that TfL’s engagement, particularly with its advisory groups, is entirely focused on engaging Disabled people and young people. TfL is not doing enough to engage with other groups of people whose transport needs may not be being served. We have also heard through this investigation that TfL also needs to ensure it is hearing from people who are *not* using its services.

Ealing Community Transport told the Committee that TfL collects data on “service users” but does not make a serious attempt to “understand – through the use of data or any other measure – those who do not use TfL services as a result of age or disability”.¹⁶³ Similarly, Paul Herriotts told the Committee that good engagement means “reaching out to potential users as well as regular users to really understand people’s needs.”¹⁶⁴ In particular, he recommended that TfL should be engaging with people who do not use public transport because they are frightened of using it or because they have had a bad experience in the past.¹⁶⁵

Dr David Crepaz-Keay told the Committee that the “diversity of approach is really important” and that it is also important to have “really good monitoring of who is being consulted with so you can spot gaps.”¹⁶⁶ He also said that TfL should be proactively reaching out to stakeholders: “Come to us rather than expecting us to come to you.”¹⁶⁷

“We really have to think also about intersectionality so that we are not just thinking about a pan-disability group but we might be thinking about other attributes like age and gender and country of origin and so on. Suddenly to be talking to three or five people, how can five people represent the population of London in a project? How can 10 or 20 people represent? We really have to

¹⁶¹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p.3

¹⁶² London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p. 2

¹⁶³ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Ealing Community Transport [Ref No. AI007], p.26

¹⁶⁴ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p.13

¹⁶⁵ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p.13

¹⁶⁶ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p. 23

¹⁶⁷ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p. 24

*understand who we are engaging with and what experience they are bringing.*¹⁶⁸

Paul Herriotts

Director, National Centre for Accessible Transport

We heard support from several guests for TfL to keep a thorough record of everyone it engages with to inform who it should proactively reach out to and involve in transport planning decisions. *Equity in Motion* sets out an action to “Conduct a review of our customer and stakeholder engagement approach to assure inclusion of more diverse views by 2025”.¹⁶⁹ In a written response to the Committee Alex Williams provided the following update on this action:

“We have begun this review and are examining the bodies and expert groups we plan to engage with and the views they encompass – both at a customer level and a stakeholder level. We are now looking to identify where certain experiences may be missing and how they can be further engaged with.”¹⁷⁰

This is a positive step. And overall, the Committee is encouraged by TfL’s establishment of and engagement with its advisory panels, but there is scope for TfL to be more ambitious. *Equity in Motion* does not include proposals to increase the size or demographic of these groups, but TfL should nonetheless consider proposals for how it can grow these panels further.

Without a concerted effort to engage more in depth and widely, TfL risks making decisions that result in additional barriers. Emma Vogelmann shared an example of this happening with the introduction of the new Piccadilly Line trains.¹⁷¹ Emma Vogelmann told the Committee that the new Piccadilly Line trains have a “gap between the platform edge and the new stock [that] is wider than at some existing stations.”¹⁷² This means wheelchair users cannot get their chair over the larger gap, so this new stock is already inaccessible to them. Emma Vogelmann told the Committee only eight Disabled people were consulted on the design of the new trains and, as a result this issue was not identified until too late. She questioned why more Disabled people were not brought into the conversation at an earlier stage, which would have allowed these issues to be picked up sooner.¹⁷³

For TfL to be able to understand the needs of a wider range of Londoners, and to achieve its ambition to build a high-engagement culture, it needs to be engaging with as many diverse voices as possible. TfL should review its current advisory groups and commit to expanding these to represent different demographic groups.

¹⁶⁸ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p.3

¹⁶⁹ TfL, [Equity in Motion](#), February 2024, p.49

¹⁷⁰ London Assembly Transport Committee, [Appendix 6 – Letter to the Chair of the LATC from Chief Customer and Strategy Officer](#), 17 February 2025, p.4

¹⁷¹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p.9

¹⁷² London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p.9

¹⁷³ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, p.9

Recommendation 8

TfL should establish new advisory panels to ensure it has diverse representation of different demographic groups across its advisory panels. TfL must conduct specific engagement with these different advisory panels to understand the types of journeys they need to make. TfL should also set targets to expand the membership of its advisory panels, including its new All Aboard research panel and any additional new panels, and to regularly refresh the membership of these panels to ensure it is hearing from a wider and more diverse range of voices. TfL should conduct yearly audits of the individuals and organisations it has heard from on these panels and use this information to take steps to proactively reach out to other groups of people to fill in any gaps.

From consultation fatigue to co-production

We have heard previously from Transport for All that people can experience “consultation fatigue” when they feel engagement isn’t meaningful.¹⁷⁴ This is particularly the case when people see nothing change, despite them sharing details of difficult or traumatic experiences.¹⁷⁵ This was echoed by Age UK who told the Committee that organisations who engage with TfL find it hard to know the extent of their influence and that “[i]t can sometimes feel [like] stakeholders are kept a few steps away from final decisions.”¹⁷⁶

“What helps is to know what will be done with the information that is being given and especially if you can come back to people and say, ‘Because of you telling us that X was important, we have done Y’. That kind of thing really, really makes a difference in the quality of the engagement that you can expect as well.”¹⁷⁷

Erik Matthies

Policy Officer, Royal National Institute of Blind People

The Deputy Mayor for Transport acknowledged the importance of taking on board feedback when conducting stakeholder engagement:

“Whenever you have a process of stakeholder engagement, I am talking generally here, not just TfL, but where there is a difference of view and opinion, it is always important to distinguish between feeling not listened to and having your opinion taken on board and your concerns addressed.”¹⁷⁸

¹⁷⁴ London Assembly Transport Committee, [The Mayor's 2024 Manifesto Commitments and Delivery of the Mayor's Transport Strategy - Panel 1](#), 10 July 2024, p.20

¹⁷⁵ London Assembly Transport Committee, [The Mayor's 2024 Manifesto Commitments and Delivery of the Mayor's Transport Strategy - Panel 1](#), 10 July 2024, p.20

¹⁷⁶ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Age UK London [Ref No. AI004], p.14

¹⁷⁷ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 3 September 2024, pp.22-23

¹⁷⁸ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.28

He also stated: “It is a concern for me and the Mayor if the feedback that is being given is not being taken on board”.¹⁷⁹

We share the Deputy Mayor’s concerns that those groups of Londoners who are excluded from the transport network in one way or another do not feel they are being heard. As Transport for All suggested, TfL should be transparent and provide regular updates on “how feedback is shaping policies” and demonstrate “clear actions based on consultations”.¹⁸⁰

Accessible and meaningful involvement of a wide range of Londoners must take place early enough to influence TfL’s decision-making. Throughout this investigation, we repeatedly heard support for a co-production approach—a collaborative approach that brings in diverse voices and ensures participation is inclusive, meaningful, and sustained throughout the lifecycle of a project.^{181, 182}

We heard from Paul Herriotts that “you cannot add on accessibility afterwards. You cannot add on inclusivity. These things have to start on day one. When we are designing something, we really need to engage on day one with that end user group”.¹⁸³ Once TfL has conducted stakeholder engagement early in a project, we heard that this engagement should be continued throughout the lifecycle of the project. Paul Herriotts described this as “not one engagement but continuous engagement.”¹⁸⁴

This was echoed by CIHT, who told the Committee that engagement should be done “from the outset and design through construction, operation, monitoring, and evaluation (rather than just consultation on a scheme).”¹⁸⁵

“Co-production goes beyond information sharing, consultation and engagement as set out in ladder of participation models. Co-production must be about jointly working together, end to end from need to solution with equal access to all relevant information.”¹⁸⁶

Inclusion London

¹⁷⁹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.29

¹⁸⁰ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Transport for All [Ref No. AI018], p.177

¹⁸¹ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p.6

¹⁸² London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Active Travel Academy [Ref No. AI003] p.12, Inclusion London [Ref No. AI010] p.41, London TravelWatch [Ref No. AI012] p.67, Transport for All [Ref No. AI018] p. 176, Wheels for Wellbeing [Ref No. AI023] p.319

¹⁸³ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p. 1

¹⁸⁴ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 3 September 2024, p.6

¹⁸⁵ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Chartered Institution of Highways and Transportation [Ref No. AI006], p.21

¹⁸⁶ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#), Inclusion London [Ref No. AI010], p.41

In September 2024 the London Assembly agreed a motion which called on the Mayor to appoint a Disability Equality Champion to lead on making London a better place for Disabled people. The motion stated:

“A Disability Equality Champion would be responsible for developing specific GLA disability policies and programmes and would work closely with Deputy Mayors to ensure disability equality and co-production is embedded into all their plans and policies.”¹⁸⁷

The motion also called on the Mayor to establish an “effective co-production mechanism where lived experience is recognised and Disabled Londoners and their organisations can play an active role in developing policies that affect their lives.”¹⁸⁸ In his response the Mayor stated that there are “currently no plans to introduce a Disability Equality Champion”, but that “co-production and being led by the experience of disabled people are extremely important to City Hall’s policy development.”¹⁸⁹

Since then, the Mayor has rejected two further calls for the Disability Equality Champion, stating:

“I continue to believe that the most effective way to ensure the interests of deaf and disabled people are centred within our decision making is by having a lead advocate in City Hall with the status of a Deputy Mayor. The Deputy Mayor for Communities and Social Justice’s brief deliberately considers the intersectionality of inequality in our city.”¹⁹⁰

We nonetheless consider that it is important to ensure that both lived experience of disability and co-production with Deaf and Disabled Peoples’ Organisations are embedded in the Mayor’s approach to inclusion in all his policies, and we expect to see evidence of this in his upcoming disability action plan, including in relation to transport policy *Equity in Motion*.

One of the actions in *Equity in Motion* sets out that TfL would establish an Inclusive Design Centre of Excellence.¹⁹¹ The Deputy Mayor for Transport told the Committee that this will be a:

“[...] body within TfL that will be set up specifically to ensure that at the very start of any design and every design process that co-design is embedded to recognise the ways in which people are excluded by design and highlight the opportunities to create solutions to those embedded design barriers”.¹⁹²

¹⁸⁷ London Assembly, [A Disability Equality Champion for London](#), September 2024

¹⁸⁸ London Assembly, [A Disability Equality Champion for London](#), September 2024

¹⁸⁹ London Assembly, [A Disability Equality Champion for London](#), September 2024

¹⁹⁰ [MQ 2025/2371](#) [Disability Equality Champion] 24 Jul 2025

¹⁹¹ TfL, [Equity in Motion](#), February 2024, p.27

¹⁹² London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.25

In its March 2025 update on *Equity in Motion*, TfL stated that the Inclusive Design Centre for Excellence had been established.¹⁹³ TfL said the Centre consists of around 50 representatives from different business areas and has drafted objectives and operating principles.¹⁹⁴

The Committee welcomes TfL's creation of an Inclusive Design Centre for Excellence and aspirations to adopt a co-production approach. This would be a real change of approach, as demonstrated when the Committee asked Alex Williams from TfL about co-design and earlier engagement with stakeholders, he focused on engagement around a public consultation rather than as part of the planning process. He told the Committee that when TfL consults, it is on a specific proposal, but that:

"I also take the point that the activity before the consultation is valuable. That pre-consultation activity, when there is more opportunity to shape the questions that are being asked for the proposal, it is important. We do attempt to do that through what we do with the boroughs, what we do with IDAG and what we do with the Youth Panel. There is certainly a keenness to engage well before the formal consultation, as well as at the formal consultation."¹⁹⁵

We believe TfL needs to embed a more nuanced and ambitious approach to co-design than that outlined above – one that is embedded throughout the organisation. As IDAG member James Lee told us:

"I think that there is a question around, I guess, fluency around equity issues at TfL, especially for a really large organisation where you are doing lots of very complex, very varied work. The conversation around considerations about equity issues is not always the first conversation that is had and so that is when you see the participation of those equities groups coming further down the line".¹⁹⁶

Recommendation 9

As part of TfL's review into stakeholder engagement it should develop a new engagement policy that follows the co-production model, with particular emphasis on early involvement. This policy should be embedded within the practice of TfL's transport planning teams by the end of 2026.

¹⁹³ TfL, [Equity in Motion: Spring 2025 update](#), March 2025, accessed 8 October 2025

¹⁹⁴ TfL, [Customer, Sustainability and Operations Panel Agenda](#), 13 March 2025, p.42

¹⁹⁵ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.29

¹⁹⁶ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 2](#), 24 October 2024, p.4

Access for All

TfL is not solely responsible for the accessibility of railway stations in London, as Network Rail manages 11 stations in London, including major interchanges such as Euston, King's Cross and London Bridge.¹⁹⁷ During this investigation, we heard from Network Rail about the Access for All (AfA) programme, a Government funded programme that aims to: "address the issues faced by disabled passengers and passengers facing mobility restraints (such as heavy luggage or pushchairs) when using railway stations in Great Britain."¹⁹⁸

AfA funding can be used at railway stations and London Overground stations in London, but not for London Underground or bus stations.¹⁹⁹ The Department for Transport (DfT) states that:

"The funding is used to create an obstacle free, accessible route from the station entrance to the platform. This generally includes providing lifts or ramps, as well as associated works and refurbishment along the route."²⁰⁰

The DfT has also previously stated that funding will be given to solutions that are targeted at improving access for Disabled people.²⁰¹

In London, AfA funding has largely been used to install lifts in train stations,²⁰² which is a key requirement for wheelchair users to be able to use a station. Network Rail told the Committee that since 2016 there have been 82 AfA schemes in the Greater London area, of which 68 are complete and 14 are ongoing.²⁰³ Kayleigh Spires, Network Rail's National Access for All Programme Director, said Network Rail is "absolutely committed to continuing to improve accessibility" but that there is "still much more to be done and continue."²⁰⁴

There have been severe delays to some AfA works in London, despite allocated funding. Battersea Park, Peckham Rye and Queen's Park stations all received AfA funding in 2014. Yet, over a decade later these stations still have not had AfA works completed.^{205 206}

¹⁹⁷ Network Rail, [Our stations](#)

¹⁹⁸ Department for Transport, [Access for All: funding to improve accessibility at rail stations](#), 19 April 2013

¹⁹⁹ Department for Transport, [Access for All: funding to improve accessibility at rail stations](#), accessed 20 October 2025, see also TfL, [Your accessible transport network](#), December 2012

²⁰⁰ Department for Transport, [Access for All: funding to improve accessibility at rail stations](#), 19 April 2013

²⁰¹ Network Rail, [Access for All – improving accessibility at railway stations nationwide](#), see: Application Pack for the Mid-Tier programme, 8 July 2019

²⁰² Analysis of Network Rail's "Map of station accessibility improvements". Network Rail, [Access for All – improving accessibility at railway stations nationwide](#)

²⁰³ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 13 November 2024, p.7

²⁰⁴ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 13 November 2024, p.7

²⁰⁵ UK Parliament, [Access for All \(Funding\)](#), 29 April 2014

²⁰⁶ Analysis of Network Rail's "Map of station accessibility improvements". Network Rail, [Access for All – improving accessibility at railway stations nationwide](#)

Kayleigh Spires told the Committee that “inflationary pressure” and “supply chain costs” were reasons for the delays.²⁰⁷

Delays to the AfA programme are detrimental to the independence and well-being of Disabled passengers and contribute to the inconsistencies in the accessibility of London’s public transport.

Network Rail Board Minutes from May 2024 acknowledge a “lack of traction” with the AfA programme, stating it had “significantly underperformed” during Control Period 6 (2019 – 2024).^{208 209}

To improve the performance of the AfA programme, Network Rail has stated that a Regional AfA programme team would be created in each of Network Rail’s five regions (Eastern; North West and Central; Scotland’s Railway; Southern; and Wales and Western), “who would be accountable for delivery and local sponsorship.”²¹⁰ Currently, London is split across four of these five regions.²¹¹

Network Rail manages 20 of the country’s busiest and biggest stations, 11 of which are in London.²¹² The total number of stations in each region are:

- Greater London has 334 stations.²¹³
- Eastern region has over 237 stations.^{214 215}
- North West and Central region has 571 stations.²¹⁶
- Scotland’s Railway region has 359 stations.²¹⁷
- Southern region has more than 544 stations.²¹⁸
- Wales and Western has 453 stations.²¹⁹

The Committee believes Network Rail and TfL must work in partnership to establish a renewed focus on delivering AfA schemes in London and ensure there are no further delays to AfA works.

²⁰⁷ London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 13 November 2024, p.9

²⁰⁸ Network Rail, [Minutes of a Meeting of the Board held on Thursday 2 May 2024](#), 2 May 2024, p.2

²⁰⁹ Network Rail is funded for operations, maintenance and renewal of the railway in five year cycles called ‘control periods’. Control Period 6 (CP6) started in April 2019 and ended in March 2024. See: Network Rail, [Your railway: 2019-2024](#)

²¹⁰ Network Rail, [Minutes of a Meeting of the Board held on Thursday 2 May 2024](#), 2 May 2024, p.3

²¹¹ Network Rail, [Our regions](#)

²¹² Network Rail, [Our stations](#)

²¹³ Trainline, [Trains in London](#)

²¹⁴ Network Rail, [Eastern Region](#)

²¹⁵ Network Rail, [About the Anglia route](#)

²¹⁶ Network Rail, [North West & Central region](#)

²¹⁷ Network Rail, [Scotland’s Railway](#)

²¹⁸ Network Rail, [Region profile - Southern](#)

²¹⁹ Network Rail, [Wales & Western Region](#)

Recommendation 10

Network Rail's Regional Access for All delivery programme teams should work in partnership with TfL to establish a priority list and schedule of work for Access for All programmes in London and should publish this by the end of the 2026/2027 financial year.

Appendix: Minority report

Hina Bokhari OBE AM considers that this Report should have included a recommendation to the Mayor calling for him to create the role of Disability Equality Champion, to be filled by someone with experience living with a disability, who would take the lead on the development of the Disability Action Plan, and work to ensure that co-production becomes a guiding principle across the GLA family. The inclusion of this recommendation was supported by Assembly Members Thomas Turrell and Keith Prince.

In September 2024 the London Assembly agreed a motion which called on the Mayor to appoint a Disability Equality Champion to lead on making London a better place for Disabled people.²²⁰ The Mayor's response to the motion stated that there are "currently no plans to introduce a Disability Equality Champion".²²¹

In this investigation, the Deputy Mayor, Seb Dance, was asked about how this role could work within TfL's structures. He stated:

"It is certainly a suggestion that is welcome and obviously I cannot commit to changing the structure and so on of the Greater London Authority (GLA); that is above my pay grade. In terms of having a focus and a voice, I am confident that the work that TfL are doing addresses the need to mainstream and ensure that accessibility is part and parcel of everything that TfL is doing. On the specific question of a Disability Commissioner, I will certainly have those discussions with colleagues and discuss the merits."²²²

At the Committee's roundtable on 27 November 2024, facilitated by Inclusion London, the need for a Disability Equality Champion at the GLA was discussed by Deaf and Disabled people who attended.

As this report has made plain, an accessible and inclusive transport network is vital to enable the independence, wellbeing and full participation of Disabled people in London's economic, social and civic life. Creating a Disability Equality Champion to lead on making London a better place for Disabled people could unlock these benefits.

²²⁰ London Assembly, [A Disability Equality Champion for London](#), September 2024

²²¹ London Assembly, [A Disability Equality Champion for London](#), September 2024

²²² London Assembly Transport Committee, [Accessibility and Inclusion in Transport Planning – Panel 1](#), 10 December 2024, p.1

Committee Activity

Committee meetings: The Transport Committee held its first meeting on accessibility and inclusion in transport planning on 3 September 2024 with the following guests:

- **Dr David Crepaz-Keay**, Head of Research and Applied Learning, Mental Health Foundation
- **Emma Vogelmann**, Head of Policy, Public Affairs and Campaigns, Transport for All
- **Erik Matthies**, Policy Officer, Royal National Institute of Blind People
- **Nick Tyler**, Director, University College London Centre for Transport Studies
- **Paul Herriotts**, Director, National Centre for Accessible Transport

The Committee held its second meeting on 24 October 2024 with the following guests:

- **Callum Shakespeare**, Partnership and Engagement Officer, Whizz Kidz, and Member of TfL's Inclusive Transport Forum
- **Dr Emily Barker**, Research and Learning Officer, 4in10
- **Gideon Salutin**, Senior Researcher, Social Market Foundation
- **James Lee**, Bridge Programme and Total Assets Lead, City Bridge Foundation, and Member of TfL's Independent Disability Advisory Group
- **Lauren Price**, Member of TfL's Youth Panel
- **Dr Liz Hind**, Local Partnerships and Training Officer, Women's Budget Group

The Committee held its third meeting on 13 November 2024 with the following guests:

- **Alison Smith**, Head of Accessibility and Inclusion, Great British Railways Transition Team
- **Imogen Westcott**, Head of Assisted Transport, TfL
- **James Mead**, General Manager for On Demand Transport, TfL
- **Kayleigh Spires**, National Access for All Programme Director, Network Rail

The Committee held its fourth meeting on 10 December 2024 with the following guests:

- **Seb Dance**, Deputy Mayor, Transport and Deputy Chair, TfL
- **Alex Williams**, Chief Customer & Strategy Officer, TfL
- **Lorna Murphy**, Director of Buses, TfL
- **Trish Ashton**, Director of Rail and Sponsored Services, TfL

The Committee also collected views through a call for evidence and an informal roundtable.

Call for evidence: The Committee published a call for evidence in September 2024 and received a total of 30 submissions. Seven were from individuals and 23 were from the following organisations:

- Ability (GMB London Region)

- Access Association
- Active Travel Academy
- Age UK London
- Arup
- Chartered Institution of Highways and Transportation (CIHT)
- Ealing Community Transport
- Guide Dogs
- Harrow Community Transport
- Inclusion London
- Joy Riders
- London TravelWatch
- Municipality of Umeå
- National Federation of the Blind
- Social and Environmental Justice
- Southwark Torch Fellowship Group
- Transport for All
- Transport for the North
- Transport Infrastructure Ireland
- United Cabbies Group
- Wandsworth Community Transport Group
- Wheels for Wellbeing
- Women's Budget Group

The submissions received by the Committee have been published alongside this report.²²³

Informal roundtable: Through an invitation from Inclusion London, on 27 November 2024 the Committee held an informal roundtable with 11 Deaf and Disabled people to hear about their experiences of travelling in London. In this meeting the Committee and roundtable attendees discussed the main barriers to travelling in London, good practice and solutions, and TfL's engagement with Deaf and Disabled people.

²²³ London Assembly Transport Committee, [Accessibility and Inclusion – written evidence](#)

Other formats and languages

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

Chinese

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