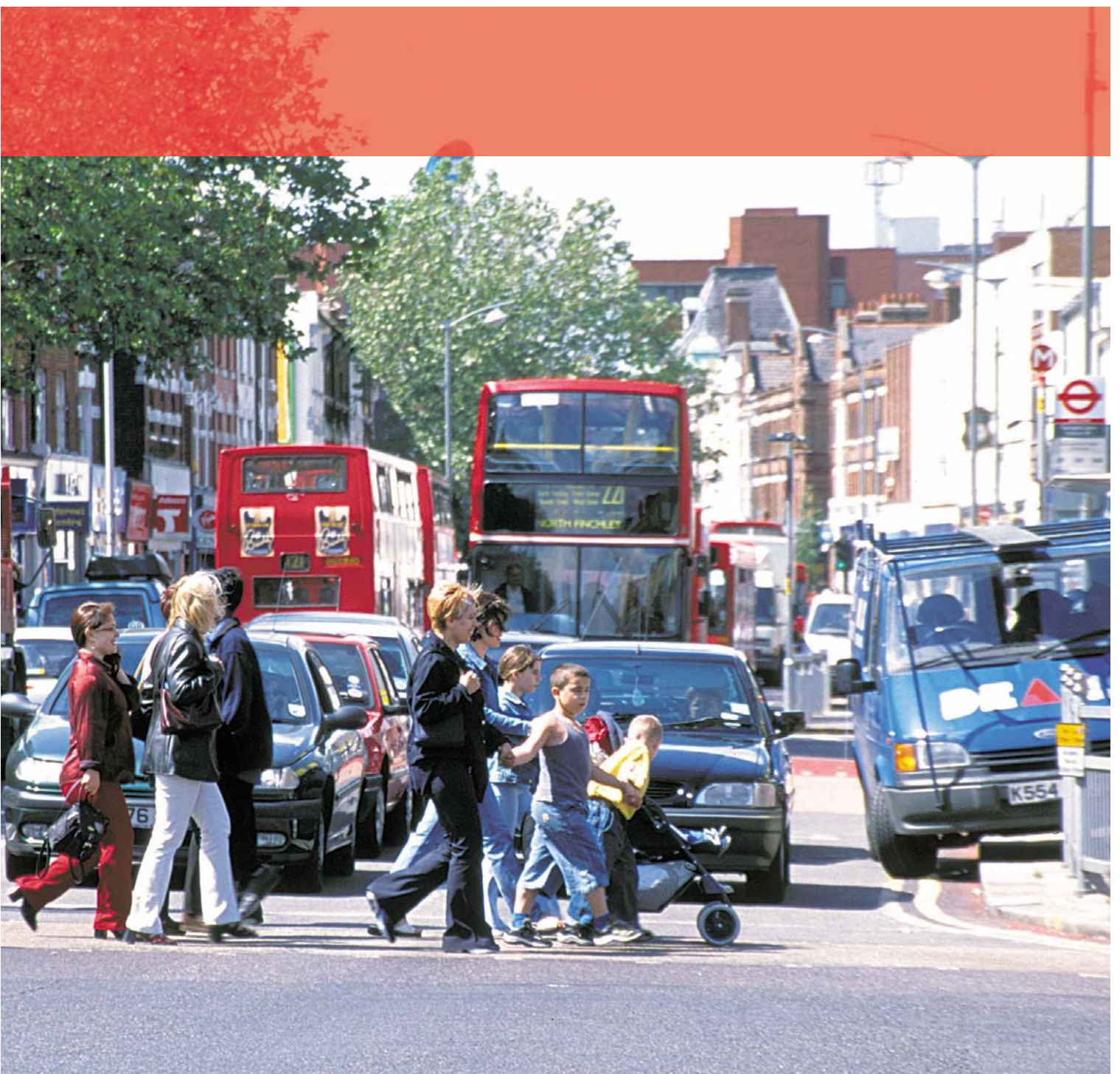


**Transport for all of London**  
Report of the London Assembly's  
Public Transport in Outer London Investigative Committee  
March 2002



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## Chair's Foreword



The Mayor has often been criticised by the London Assembly and others as being zone 1 focused, concentrating on central London. Preparations for central London congestion charging are skewing investment to inner London. By contrast the Mayor's transport strategy highlights the car as the main transport mode in outer London.

Our investigation set out to look at the potential for providing public transport alternatives. The Commission for Integrated Transport suggests there is a real willingness in outer London to reduce car use. We believe that the Mayor and Transport for London should develop an approach which supports this and which ensures that the 60 per cent of Londoners who live in outer London get value for money from their council tax investment in transport.

We heard evidence in six public sessions from expert witnesses. We were also keen to hear the views of ordinary Londoners and encouraged written evidence and responses to a questionnaire on key issues. We also held a one day workshop with 80 members of the public. Concerns raised here reinforced the other evidence we were gathering. I would like to thank all those who gave up their time to respond and participate.

As well as looking at examples of large infrastructure projects we looked closely at initiatives which could achieve quicker, cheaper solutions. We conclude that much can be achieved through encouraging a change in the travel habits of individuals at a very local level. We would like to see Transport for London pilot a project of face to face interviews with Londoners which explains travel alternatives. In Perth, Australia, this had a significant impact in reducing car use. We believe that there could be real benefits in outer London.

We would also like to see Transport for London work more effectively to promote travel plans with councils and businesses in outer London and pilot other initiatives such as shared taxis at outer London interchanges.

We recognise the need for the forthcoming London Plan to understand the dynamics of a city with many suburban town centres. We hope that it will be clear about the need for strong public transport infrastructure to support the development of outer London.

Finally, I would like to thank our researcher Monica de Swain, Dan Hawthorn and our consultants JMP. My five colleagues on the Committee have individually and collectively made valuable contributions for which I thank them.

A handwritten signature in blue ink that reads "Meg Hillier". The signature is written in a cursive, flowing style.

Meg Hillier

Chair of the Public Transport in Outer London Investigative Committee



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## The Public Transport in Outer London Investigative Committee

The Public Transport in Outer London Investigative Committee was established by the London Assembly in 2001. The following membership was agreed for the year 2001/02:

Meg Hillier (Chair)	Labour
Roger Evans (Deputy Chair)	Conservative
John Biggs	Labour
Jenny Jones	Green
Andrew Pelling	Conservative
Graham Tope	Liberal Democrat

The terms of reference of the Committee are set out in appendix A.

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## Executive Summary

Many Londoners believe the Mayor's Transport Strategy doesn't do enough for outer London. 60 per cent of Londoners live in outer London; their needs and priorities are important too.

The Public Transport in Outer London Investigative Committee of the London Assembly ("the Committee") was set up to examine this issue. The Committee was particularly interested in car use in outer London and how outer London can be provided with a greater choice of travel options.

The Committee is of the view that public perceptions of a lack of attention to outer London in the Mayor's Transport Strategy are well founded. The Committee recognises that good work is in progress and improvements are being made to bus services for outer London in the short term, but has concerns for longer term, lasting solutions. The Committee agrees that TfL could do more to address the needs of outer London.

Those responsible for planning and providing public transport solutions tend to believe that the lower density of suburban London means the car will always be dominant. But the Committee received evidence of a willingness to reduce car use in outer London, provided people can first see real improvements in their transport services.

The Committee's main findings are:

- Soft policy options offer tremendous potential and do not appear to be recognised by the Mayor and TfL. We need a Perth pilot here in London.
- People in outer London need better information and better interchanges before they can be expected to embark on long and complex orbital journeys using public transport rather than a car.
- There is a conflict between suburban and long distance rail – the suburbs around London are losing out – TfL and the SRA need to do more to redress this balance.
- The concept of a metro for south London needs to be given proper attention and impetus.

The Committee received evidence that certain soft transport policy options could have a major impact on the level of car use for relatively little cost compared with new infrastructure schemes. These measures can be quick and cheap to implement – they should be given far more consideration by the Mayor, TfL, the boroughs and employers.

These and the Committee's other findings are set out in this Report. Recommendations for consideration and action by the Mayor, Transport for London and other bodies are shown in the text and listed in detail in section 11.





# 1 Outer London

This section of the Report summarises the travel problems people who live or work in outer London<sup>1</sup> must face, outlines how this Report addresses these issues and discusses whether Transport for London's spending plans are likely to meet the needs of people who live and work in outer London.

## The problems

- 1.1 There are many types of journey in outer London where it simply isn't possible to use public transport. This is a critical problem that needs to be addressed constructively.
- 1.2 Many journeys in outer London are long and complex. People will only use public transport if they can plan their journeys with confidence.<sup>2</sup>
- 1.3 Most people in outer London who use public transport are using the bus network. Increasing traffic congestion in outer London threatens the reliability of their bus services. The Transport Strategy sets a low target for reducing traffic growth in outer London that may do little to reverse increasing congestion. Congestion in outer London town centres is often more severe than in Central London. Boroughs need more guidance and assistance from Transport for London ("TfL") in addressing these problems.
- 1.4 Much of the population and employment growth that will occur in London in the next 20 years will be in outer London, in regeneration areas such as Thames Gateway. Shifting economic activity into areas where public transport is currently limited will pose particular challenges. Such new developments should be accessible by many means of transport, not just the car.
- 1.5 The low density of population and dispersed economic activity in outer London mean most people use a car. A few centres in outer London, such as Croydon, Richmond and Wembley, are focal points for public transport interchange and enjoy good levels of accessibility. Elsewhere, services are more sparse and fail to provide the links and connections that people need to see before they will think public transport meets their needs.
- 1.6 Most of the barriers to increased use of public transport in outer London are much the same as those for inner London. They include poor reliability of services and overcrowding. Where outer London differs is that residents report that public transport is too difficult to use, due to lack of information and poor integration of the different services. No through ticketing, poor integration of services and inadequate interchange facilities all discourage greater use of public transport. A concerted effort is needed to provide the seamless journey that would overcome opposition to use of public transport.
- 1.7 Bus services in outer London are mainly focused on town centres and in these corridors generally provide reasonable services, subject to some reliability problems and often at

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<sup>1</sup> See appendix A for the Assembly's definition of outer London, used for the purposes of this Report.

<sup>2</sup> See Appendix A for summary results from a survey conducted by the Commission for Integrated Transport ("CfIT")

frequencies that result in long wait times. Transport for London is expanding night and weekend services and this should enable people to undertake many more journeys by bus. However, bus services are increasingly subject to congestion in outer London and bus priority measures need to address bottlenecks. A more comprehensive network of bus services is required in outer London.

1.8 Orbital rail services in London are rare, and those that do exist are often unattractive.

1.9 The Mayor's Transport Strategy recognised the existence of these problems.

Extract from the Mayor's Transport Strategy<sup>3</sup>

Outer London has 1.7 million jobs and 4.5 million residents. Its patterns of travel to work and car use are more like other UK metropolitan areas than central and inner London, which rely more on public transport. Outer London's housing and jobs are far more dispersed than in the city centre. In 1999, two-thirds of outer London jobs were accessed by car or van, compared to 19 per cent by public transport – 11 per cent by bus, 5 per cent by National Rail, 3 per cent by Underground. In addition, 11 per cent walked to work, 2 per cent cycled and 1 per cent travelled by motorcycle and other modes. The average travel time to work was 31 minutes. Outer London is more prosperous than inner London. However about 30 per cent of households have no car, and there are significant pockets of deprivation.

The density of the public transport network is relatively low in outer London reflecting the generally lower population density and lower land-use density. Town centres provide a focus, with around one fifth of trips in outer London beginning or ending in a major town centre. The problems of some town centres are similar to inner London, with intense congestion and poor environments. Public transport users in outer London are highly dependent on bus services to enable them to access the rail and radial bus networks, and for orbital trips within outer London.

Journeys by bus in outer London are often slow and unreliable due to traffic congestion, and links between public transport services are frequently poor. There is significant scope for higher frequency bus services, particularly to serve town centres better.

There is heavy road congestion on key cross-suburban and orbital roads, into and out of main suburban centres, as well as on many routes into central London.

Peak hour Underground and National Rail capacity from outer London into central London is inadequate on many corridors, leading to over-crowding on many lines. There is a particular lack of off-peak National Rail services, given the rapid growth in off-peak demand for public transport.

1.10 The Mayor's Transport Strategy acknowledges a pressing need to invest in the Underground, expand bus services, to make better use of national rail services and to expand capacity by means of new rail links. But most of the schemes likely to be put in place by TfL are aimed at reducing overcrowding on services in central and inner London or reversing a backlog of under-investment. The Committee is unaware of any

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<sup>3</sup> Mayor's Transport Strategy, chapter 2, paragraphs 2.86 to 2.90

proposals from the Mayor that will achieve a step change in the level of service of public transport in outer London.

#### Addressing these issues

- 1.11 This scrutiny of public transport in outer London was established to examine the Mayor's Transport Strategy in relation to road, bus and rail use in outer London, and to consider how a greater range of travel choices could be provided. The scrutiny was particularly interested in whether improving the range and quality of public transport services would encourage their greater use as an alternative to the car.
- 1.12 When the Assembly first reviewed the Mayor's Transport Strategy it concluded the strategy was too biased towards central London, and overly focused on a congestion charging scheme.<sup>4</sup> The strategy, in its first consultation draft, failed to address the diversity of London adequately or to pay enough attention to the different needs of central, inner and outer London. Improvements were made to the Mayor's strategy before it was finalised, but the Assembly remains of the view that it still pays too much attention to the centre, at the expense of the people who live and work in outer London.
- 1.13 This Report considers each principal mode of transport, from the point of view of its usefulness and suitability to outer London, as follows:
- Section 2 : buses
  - Section 3 : rail
  - Section 4 : trams and other alternatives
  - Section 5 : cars and traffic reduction
  - Section 6 : walking and cycling
- 1.14 Section 7 then considers how the various modes of transport need to be joined up, so that people needing to make potentially difficult long journeys can be assured they will reach their destination within a reasonable time and safely.
- 1.15 Sections 8 and 9 add some notes on relevant aspects of land use planning, regeneration, freight transport and air travel.
- 1.16 Section 10 raises issues the Committee considers to be among the most interesting in this investigation. Travel plans, defined and discussed in section 10, may be a soft option and a cheap one, but they offer tremendous potential to improve the take up of public transport in outer London.
- 1.17 A full list of the recommendations in this Report is shown in section 11. The Assembly urges TfL and the other bodies concerned to action these recommendations, particularly those concerning imaginative and innovative schemes that have been shown to work in comparable cities and that could do much to improve the quality of life for people in our city.

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<sup>4</sup> Assembly scrutiny of the Mayor's draft Transport Strategy, April 2001

## The role of Transport for London

- 1.18 Transport for London is responsible for the Transport for London Road Network (TLRN), the Docklands Light Railway (DLR), London Buses and the regulation of taxis. Once the PPP contracts for the London Underground have been signed, control of the network will pass to TfL.
- 1.19 TfL makes an annual spending settlement to the boroughs, giving it only an indirect influence over many aspects of travel in outer London. Funding is regulated through the local implementation plan (LIP) process by which borough council spending plans are assessed against strategic objectives.
- 1.20 In outer London especially, the Mayor's Transport Strategy provides little guidance to boroughs as to consistency between local initiatives and the objectives and priorities of the strategy. The Committee heard evidence from the London Boroughs of Brent and Bromley to the effect that there is little understanding of how to develop local schemes consistent with the wider strategy.<sup>5</sup> These boroughs felt that the strategy fails to provide enough substance for real progress in outer London.
- 1.21 The Committee asked if TfL is able to quantify the allocation of resources in the Transport Strategy across the different areas of London. TfL answered this by stating that 60 per cent of London's population resided in outer London, 60 per cent of the Mayor's road network was situated in outer London, and therefore 60 per cent of the overall budget and projects should be allocated to outer London.<sup>6</sup> On the basis of this answer TfL did not convince the Committee that their spending plans offer a fair and equitable distribution across London.

*London is a city of many centres and the development of a public transport system driven by greater recognition of the importance of suburban centres would better serve Londoners and London's development.*

### Recommendation 1

Outer London taxpayers contribute significantly to the Mayor's transport budget. Transport for London should be able to break spending down by area to justify its claims that it can prove what money it spends in outer London.

## The Congestion Charge Scheme

- 1.22 The Congestion Charge Scheme (CCS) is central to the Mayor's Transport Strategy. The Committee heard evidence from TfL that CCS is predicted to have very little effect on congestion in outer London. This estimate does not allow for the predicted growth in London traffic. TfL estimate traffic will increase in outer London by 5 per cent in the next 10 years, and possibly more if various supporting strategies are not implemented.

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<sup>5</sup> London Boroughs of Brent and Bromley, evidentiary hearing 4<sup>th</sup> December 2001

<sup>6</sup> TfL, evidentiary hearing 17<sup>th</sup> December 2001

1.23 This scrutiny did not set out to examine the impact of the CCS on outer London and so congestion charging is not considered further in this Report.

## 2 Buses

This section recognises the importance of bus travel in outer London and discusses ways and means of making improvements. The Committee is convinced that bus services in outer London are being improved and it welcomes this progress. But fresh ideas may be needed to solve the particular problems of outer London.

### Passenger concerns

- 2.1 The Committee heard evidence that, in most cases, buses are the only realistic alternative to the car in outer London.

"The only solution provided is Route 409 which is detoured from its normal route to travel once an hour to the Fairfield Halls bus stop. This is virtually useless to people attending evening performances at Fairfield. Who would want to wait 59 minutes late at night for the next bus?"

"Why, after seventy eight years, to my knowledge, did they suddenly change our bus stop from a fare stage to a request stop without telling us? Lots of little old ladies - including me - forget to raise our hands and the bus hurtles by... Why do the drivers think we are waiting there in the first place?"

- 2.2 The frequency, reliability and penetration of bus services need careful and continuing attention to meet Londoners' needs. TfL assured the Committee that it recognises the bus network must be comprehensive, frequent, simple and reliable.

### Frequency and reliability

- 2.3 TfL stated that, as part of its strategy to improve bus services, a package of bus priority, enforcement and other quality and accessibility initiatives is to be delivered by the London Bus Initiative (LBI), the London Bus Priority Network, the boroughs and Sub-Regional Partnerships.

#### London Bus Initiative - LBI

The LBI is a partnership which brings together all the organisations responsible for delivering bus services in London, including TfL, the London local authorities, the police, bus operators and the London Bus Priority Network (LBPN).

The aims of the London Bus Initiative (LBI) are to bring about real change in the actual and perceived quality of London's bus services by achieving:

- reductions in the variability of passenger waiting times;
- reductions in the variability of bus journey times;
- reductions in whole route bus journey times;
- improved customer satisfaction on a variety of attributes;
- increased patronage.

Over the next three years, the LBI will upgrade 70 bus routes across London to make them more reliable, safer, cleaner and more comfortable.

## The London Bus Priority Network - LBPN

The London boroughs are responsible for introducing the range of measures to give buses priority over other traffic. Since 1993/94, over 400 bus lanes and over 500 signal priority junctions have been introduced. By April 2004, the 860km of the LBPN will have been reviewed and bus priority introduced.

Sub-regional partnerships of boroughs have been formed to co-ordinate delivery.

- 2.4 TfL told the Committee that in phase 1 of the London Bus Initiative, 20 out of 27 routes were in outer London and of the 43 more routes in the second phase of LBI, 24 were to be operated in outer London. Five of these routes were to be allocated flagship status.<sup>7</sup> The LBI and LBPN promise to deliver both more frequent and more reliable buses, and the Committee welcomes this.

*In the Committee's view, what matters most in outer London is reliability. People will not wait for a bus that may not arrive. That means the LBPN is all very well as far as it goes, but further efforts will be needed to give buses real priority, and the priority measures introduced must be enforced.*

## Expanding the bus network

- 2.5 TfL stated that it keeps the bus network under constant review and that changes are made to the network in anticipation of, or in response to, local need. Ideas for change come from a variety of sources including London buses and the operators or other parts of TfL, LTUC, the boroughs and sub-regional partnerships, elected members, other consultee bodies and members of the public. The principles used for reviewing the network are set out in the London Buses Service Planning Guidelines.<sup>8</sup>
- 2.6 TfL gave the Committee many examples of service changes in 2001/02 directly enhancing the service in outer London. These include extensions to routes, new Sunday services and new night bus services including nine "Suburban Orbitals".<sup>9</sup>

*The Committee welcomes these extensions to the bus network serving outer London. The effectiveness of these measures can be monitored in due course.*

## Communicating changes and alterations to routes

- 2.7 The Committee received letters from members of the public expressing concern about a lack of information and consultation when proposals for changes are made to bus routes. Members of the Committee heard similar concerns when they attended three community forum meetings to discuss the issue of transport in outer London.

"... more often than not it runs alongside Route 64 and the two buses virtually travel together from West Croydon to Addington, to the infuriation of people waiting at bus stops. If you miss one, you have probably missed both and will have to wait until the next two buses appear, one behind the other"

<sup>7</sup> Flagship routes will receive bus priority all the way, better buses on the route, and enforcement.

<sup>8</sup> TfL written evidence, Appendix 2, received 14<sup>th</sup> December 2001

<sup>9</sup> TfL written evidence, Appendix 3, received 14<sup>th</sup> December 2001



- 2.8 Members of the travelling public should be made aware of proposals for change so that their views can be taken into account. It is also important that members of the public can make suggestions for alterations easily, and that such suggestions should be given proper consideration.

*The Committee was pleased to hear from TfL that it is reviewing its consultation procedures and also visiting every local authority to ask how boroughs listen to their residents. So far TfL has met seven outer London boroughs.*

## Innovations

- 2.9 The Committee concluded that, up to a point, steps were being taken to improve the status quo. But some of the most interesting evidence received by the Committee on the subject of bus services was concerned with whether there are any fresh ideas or new approaches that could be of benefit to outer London.
- 2.10 One suggestion questioned TfL's current criteria for service planning. TfL uses a 400-metre distance to bus stop benchmark, which means no-one should live more than 400 metres (about a quarter of a mile) from a bus stop. It was suggested that perhaps "10 minute to a bus" would be more effective in promoting bus use, which would mean that no matter what combination of walking and waiting time was involved, passengers could be sure of being able to board a bus within 10 minutes of setting out.<sup>10</sup>
- 2.11 The Committee heard how the potential contribution of "hoppa" buses, "poly buses", community transport and other demand-responsive forms of service might be more appropriate for outer London.<sup>11</sup> Car clubs, discussed later in this Report, also have a role to play.
- 2.12 The Committee also heard interesting ideas relating to the concept of using shared taxis as a form of semi-public transport. It was suggested that these could fill a niche in the market, but someone needs to take the initiative.<sup>12</sup>

### Recommendation 2

Transport for London should conduct pilot studies on innovative ideas such as demand responsive buses, hail and ride services, shared taxis at interchanges and town centres and car clubs as supplements to existing bus services in less well served areas. The Public Carriage Office should pilot shared taxis and encourage new ranks as a priority.

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<sup>10</sup> London Transport Users Committee, evidentiary hearing 22<sup>nd</sup> November 2001

<sup>11</sup> Hoppa buses are small buses with limited capacity and are particularly suitable for residential streets. A poly bus is something between a taxi and a bus, a form of demand responsive transport, originally aimed at meeting the needs of elderly and disabled people, but now being seen as having wider applicability.

<sup>12</sup> Professor Peter White, evidentiary hearing 4<sup>th</sup> December 2001

## 3 Rail

Limitations on capacity pose problems for transport providers and there is an enduring conflict between providing local services and running the more profitable longer distance lines.

Passengers' concerns about issues such as safety and confusing ticketing arrangements need to be addressed urgently if more people are to use these services.

'Metro' style services offer real potential for the areas of London not covered by the Tube and could be implemented relatively quickly.

### Difficult choices on capacity

- 3.1 The pattern of rail services in London is highly radial with few orbital or cross-city routes, the very routes which are often more important in outer London. The number of passengers on peak services into overloaded central London termini presents major operational problems for the Train Operating Companies (TOCs). The Committee heard that in the short to medium term it is very difficult to increase train capacities. Passenger demand is growing but the supply of track is fixed, in the short term, and major investment would be required to expand it in the longer term.
- 3.2 Faced with falling subsidies, the TOCs find it more profitable to focus on the growing long distance market at the expense of inner suburban commuter lines. Long distance travellers offer higher value to the TOCs. Given a mainly radial rail network with little spare capacity, it is easier to allocate train paths to long distance/fast services than to local/stopping/metro services.<sup>13</sup> The lack of competition to rail in outer London for radial journeys delivers a captive market to the TOCs.
- 3.3 South East London Transport Strategy ("SELTRANS") is a sub-regional partnership of seven south east London boroughs. SELTRANS saw this conflict between local rail services and the long distance routes as a good reason to argue for a London transit authority, which would mean giving the Mayor responsibility for the entire transport system in Greater London.
- 3.4 The Committee sought the views of witnesses on this idea and found that the general consensus was that a transit authority was not the answer at present. The reorganisation that would be required would detract too much from more urgent operational requirements.<sup>14</sup> It would take at least five years to establish a proper transit authority and in the meantime at least 70 per cent of the benefits of such an authority could be achieved through existing structures.<sup>15</sup>
- 3.5 A Transport Operations Scrutiny Committee special meeting on 21 January 2002, which examined the current state of mainline services in London, came to a similar conclusion. That Committee felt that the advantages of a transit authority would not outweigh the immediate disadvantages, adding that if current arrangements do not produce a

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<sup>13</sup> London Borough of Greenwich, written evidence 18<sup>th</sup> January 2002

<sup>14</sup> Professor Peter White, evidentiary hearing 4<sup>th</sup> December 2001

<sup>15</sup> Ian Brown, Managing Director of Rail Services, TfL, evidentiary hearing 17<sup>th</sup> December 2001

measurable improvement to rail services in London over a reasonable timescale, the idea should be revisited in the future.<sup>16</sup>

- 3.6 Although extending capacity is difficult, with investment, it can be done. The Mayor's Transport Strategy includes certain major new rail or tram/bus transit schemes or extensions to existing networks.<sup>17</sup> They are:<sup>18</sup>
- Thameslink 2000
  - East London Line Extension (including southern extension)
  - Intermediate Mode Schemes (tram/bus transit)
  - CrossRail
  - Hackney-South West Line.
- 3.7 The first three schemes are unlikely to be opened within the next five years, although it is possible that a tyre based bus transit scheme could be implemented sooner. CrossRail and the Hackney-South West line are unlikely to be realised within the next ten years.
- 3.8 The Committee received much written evidence supporting extensions to the rail network in London particularly focussing on improvements to orbital travel routes. Suggestions included improvements and extensions to the North London Line<sup>19</sup> which could improve capacity and reliability, extension of the already planned East London Line scheme to East Finchley and on to Edgware<sup>20</sup> in the north and to Wimbledon and West Croydon in the south. The Committee recognises that some of these proposals have yet to be subject to detailed feasibility studies and considers that they merit examination.
- 3.9 There is concern that these suggestions are not being considered, do not have sufficient funding or depend on Railtrack projects. For example, there is no definitive timetable leading up to work on the southern extension of the East London Line.<sup>21</sup>
- 3.10 Rail services in London are operated on franchises granted by the Strategic Rail Authority (SRA). Franchise agreements were initially for seven-year periods typically, but it is now recognised that this period fails to encourage commitment and genuine long term investment.<sup>22</sup> New franchise agreements are being renegotiated in several cases, and these are likely to be for 15 years.
- 3.11 The GLA Act provides for the Mayor to issue Directions and Guidance to the SRA on the services, facilities and standards in London. The Mayor will be issuing this guidance shortly.

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<sup>16</sup> Minutes of the Transport Operations Scrutiny Committee, 21<sup>st</sup> January 2002

<sup>17</sup> The Mayor's Transport Strategy, chapter 4Q – Expanding London's transport system: major projects

<sup>18</sup> See Appendix E for descriptions of these schemes

<sup>19</sup> Roger Blackhouse, written evidence 16<sup>th</sup> December 2001

<sup>20</sup> Muswell Hill Metro Group written evidence 11<sup>th</sup> December 2001

<sup>21</sup> East London Line Group written evidence 15<sup>th</sup> January 2002

<sup>22</sup> Andy Head, ATOC, evidentiary hearing 30<sup>th</sup> January 2002

*This Committee urges the Mayor to address improvements in orbital and metro style services, and to counter the trend of providing for journeys to and from destinations outside London at the expense of journeys within London.*

#### Recommendation 3

The Strategic Rail Authority, Transport for London and the train operating companies need to review rail services in London to ensure that Londoners' suburban services do not lose out to the more profitable long-distance routes.

Transport for London and the Strategic Rail Authority must develop a mechanism for ensuring that London services are given a higher priority on suburban rail. The Committee does not believe a London Transit Authority is necessary to drive this forward.

#### Passengers' concerns

- 3.12 Evidence heard by the Committee, especially from LTUC<sup>23</sup>, emphasised passenger concerns. Reliability is a common concern across all rail services, but more specific to outer London are problems associated with unstaffed stations, long intervals between trains, complex ticketing, lack of information and difficult interchanges.
- 3.13 There were some positive findings, such as the introduction of real-time passenger information displays at some suburban stations. The Committee would like to see more efforts being channelled into responding to concerns that suburban stations should be more user-friendly. The SRA Strategic Rail Plan envisages funds being used to open or re-open facilities at stations.

*The Committee welcomes this SRA initiative to improve facilities at stations and suggests that more could be done to encourage commercial opportunities at suburban stations to be expanded as this reduces the sense of isolation.*

#### London Metro – a potential service for South London

- 3.14 London south of the Thames has very limited coverage by the Tube and is consequently disadvantaged compared to north London. The Committee heard from a number of witnesses that the concept of developing a "metro" service comparable with the tube service has been around for several years and is actively supported by boroughs, TfL, the SRA and the TOCs but has failed to gain sufficient recognition and support.
- 3.15 A seminar held in January 2002 by the London Assembly Transport Operations Scrutiny Committee on exploring alternatives to the CCS also supported the metro concept.<sup>24</sup>
- 3.16 A South London Metro could produce a well-marketed, consistently branded, network of frequent urban rail services, with frequent services and simple fare systems, similar to the London Underground. Such metro services use the currently existing, extensive mainline rail network in south London. Safe, user friendly stations and easy to use

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<sup>23</sup> London Transport Users Committee, evidentiary hearing 22<sup>nd</sup> November 2001

<sup>24</sup> Transport Operations Scrutiny Committee seminar 21<sup>st</sup> January 2002

interchanges would be key features of the new system. The advantage of this scheme is that it can be introduced by TfL, SRA and the TOCs in partnership without either new powers or changes to franchises.

- 3.17 The Association of Train Operating Companies (ATOC) gave a definition of a “turn-up-and-go” service as being 6 to 8 trains per hour.<sup>25</sup> Adrian Bell for the London Borough of Bromley was concerned that the definition of minimum level of service was in danger of being reduced and that it should not fall to 4 trains per hour.<sup>26</sup>
- 3.18 A map was produced at one of the evidentiary hearings, which showed how this kind of service could be offered as widely in South London as the tube north of the river. This could be implemented within 3 years and replicated on rail tracks north of the river.<sup>27</sup>
- 3.19 There was a concern by South London Metro supporters that the concept does not have sufficient priority in TfL and that it suffers from the conflict, discussed above, between providing local frequent services and the more profitable longer distance routes operated by the train operating companies. Capacity is limited, and so if a Metro were to be introduced then long distance routes would suffer.

Recommendation 4

Transport for London should give the South London Metro concept greater priority, since it offers the potential to improve transport in outer London where Tube services are absent.

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<sup>25</sup> ATOC, evidentiary hearing 30<sup>th</sup> January 2002

<sup>26</sup> London Borough of Bromley, evidentiary hearing 4<sup>th</sup> December 2001

<sup>27</sup> SWELTRAC (South and West London Transport Conference, a sub regional partnership of eleven London boroughs), evidentiary hearing 8<sup>th</sup> January 2002

## 4 Trams and other alternatives

New tram, trolley bus or guided bus systems have the potential to attract current car users. In outer London there is wider opportunity to be able to allocate the road space which these systems need. The Committee received interesting evidence that the Croydon Tram link has been successful in attracting car users.

### The Croydon Tram link

- 4.1 The Committee considered the successful case of Croydon Tramlink and whether lessons can be learned from it that could benefit other areas of outer London.
- 4.2 Proposals for a light rail scheme in Croydon were first identified in the 1970s and early 1980s. A feasibility study in 1990 confirmed the business case and a Private Bill was promoted in Parliament in 1991. Powers were obtained from Parliament in 1994, Tramtrack was awarded the concession in 1996 and started operating the service in May 2000.
- 4.3 Tramlink comprises 28 kilometres of route with 38 stops and serves the four London Boroughs of Croydon, Bromley, Merton and Sutton. It is based on streets running in a loop around Croydon town centre with branches running west to Wimbledon, east to Beckenham Junction and Elmers End, and south to New Addington.
- 4.4 Stops are close together in the on-street section in the town centre and more widely spaced on the reserved rights of way. This combines convenience of access for short journeys with fast journeys on the branches. About 90 per cent of the route is segregated from other traffic and, in general, trams have priority at road crossings. Each tram stop is fully accessible, shelters are provided with seating, are well illuminated and monitored by closed circuit television cameras. Passenger information displays give real-time information and passenger help points have been provided.
- 4.5 The Committee asked whether Tramlink has been successful in taking people out of their cars. The Chairman of Tramtrack, which operates Tramlink, was unable to confirm the figures as he was still awaiting the output from a study commissioned by TfL on this issue, but gave it as his opinion that more than 20 per cent are ex-car users, which is considered to be high. From international transport studies, the lowest switching use had been reported as 7 per cent in Paris, and the highest was 30 per cent in San Diego.<sup>28</sup>
- 4.6 Tramlink is seen as more attractive and higher status than other forms of public transport, which shows the importance of offering a high quality and highly reliable alternative if people are to be persuaded out of their cars.
- 4.7 Tramlink also shows that there is unfilled demand for orbital travel in outer London, something the Committee heard from several witnesses.
- 4.8 The Committee noted the utilisation of disused rail lines in Croydon, which made the development of the system easier and not so easy to replicate elsewhere, but was told that any location will have its own specific problems. Tramtrack faced and overcame problems such as linking to existing rail corridors and difficulties with old signalling and

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<sup>28</sup> Bob Dorey, Chairman Tramtrack Croydon Ltd., evidentiary hearing 30<sup>th</sup> January 2002

equipment. Lessons to be learnt overall were the need to minimise disruption and to provide a service which meets the needs of the local community.

#### Other alternatives

- 4.9 The Committee was told that light rail is sometimes described as expensive, but this kind of statement is misleading if potential benefits are not taken into account. The capital costs of light rail schemes are likely to be higher than bus-based schemes, but the operating costs are likely to be lower and benefits higher if there is sufficient demand. The Committee heard that the cost of Croydon Tramlink (about £200 million) is similar to the cost of one relatively simple tube station, and that for the estimated cost of Crossrail or the Hackney-Southwest Line it would be possible to build twenty to twenty-five Tramlinks.<sup>29</sup>
- 4.10 The Chairman of Tramtrack recognised that this is not an argument for light rail as the answer to all transport problems. It is an argument for choosing appropriate solutions based on an objective assessment of the costs and the benefits of the alternatives, recognising the wider benefits which some solutions will deliver. When investment is made in new infrastructure and systems, those systems must be fully integrated with the existing services.
- 4.11 A tram or light rail solution is not always the best local option. TfL are consulting on four separate schemes (trams, and rubber tyre based trolley buses and guided buses<sup>30</sup>), three in outer London, but it has taken some five years since an original London Transport report to get to this stage. Results from TfL's consultation on the Uxbridge Road Transit, East London Transit, Greenwich Waterfront Transit and Cross River Transit had not been released at the time of preparing this Report. The Committee also notes that TfL has allocated funding for only one full scheme in its latest business plan.

#### Recommendation 5

New tram, trolley bus or guided bus systems have real potential to attract current car users. While the Committee recognises that funding more than one light rail and three rubber tyre schemes over six years is not currently feasible, it would like to see TfL give clearer prioritisation of new schemes or extensions to existing ones as well as more preparation for new schemes.

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<sup>29</sup> Tramtrack Croydon Ltd, written evidence 18<sup>th</sup> January 2002

<sup>30</sup> A guided bus travels in physically separated sections of the road, giving it priority over other traffic.

## 5 Cars and traffic reduction

The apparently inexorable increase in traffic in outer London is being addressed by the Mayor and by the boroughs, with varying degrees of commitment. Many boroughs would benefit from more central support in achieving demanding targets and the Mayor could do more across the board, working with the other authorities concerned.

### Outer London traffic growth

- 5.1 Travel by private car is higher in outer London, where 54 per cent of trips undertaken by residents are by private car. Residents of inner London make only 30 per cent of their journeys by car. Journeys made to places of work in outer London are even more likely to be by car, with 67 per cent of trips by this mode. For inner London, 45 per cent of work trips are by car.
- 5.2 Car ownership trends in London are complex; despite overall growth in recent years, the cars to household ratio is falling in some parts of London. However, TfL continue to expect car ownership to increase with much of the increase being in outer London.
- 5.3 TfL submitted a report showing modelling results to assess the overall effectiveness of the Transport Strategy<sup>31</sup>.
  - The TfL model shows that the strategy has very little effect on traffic in outer London (it shows an increase of 0.1 per cent).
  - The TfL model predicts a 7.5 per cent growth in traffic in outer London. By taking into account town centre walk strategies and green travel plans, TfL were able to reduce this prediction to 5 per cent growth. These walking strategies are subject to funding constraints and the green travel plans apply only to new developments.

*It is clear to the Committee that the Mayor's Transport Strategy and TfL are more concerned with managing and slowing the upward growth of traffic in outer London than reducing it.*

### Road traffic reduction

- 5.4 The Committee heard a wide range of evidence as to why traffic is growing in outer London and what could be done to tackle it. Factors such as the school run, the development of car-based retail and out-of-town shopping centres, the rationalisation of hospital and law court services, contribute to a steady increase in the number of cars on London's roads.
- 5.5 The London Planning Advisory Committee (LPAC) suggested targets to reduce road traffic from the 1997 level by 2005.<sup>32</sup> As a result of consultation with boroughs, an overall traffic reduction target for London was set at 15 per cent and a lower traffic reduction target of 10 per cent was introduced for most outer London boroughs.

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<sup>31</sup> London Transportation Studies – LTS Modelling to Inform Work on the Mayor's Transport Strategy, November 2001

<sup>32</sup> LPAC – Supplementary Advice on a Strategy for Road Traffic Reduction in London, 1999



5.6 The traffic reduction targets for the boroughs this Committee is treating as outer London were:

- 25 per cent - Brent, Greenwich
- 20 per cent - Ealing, Hillingdon, Hounslow, Merton, Richmond, Waltham Forest
- 15 per cent - Redbridge
- 10 per cent - Barking & Dagenham, Barnet, Bexley, Bromley, Croydon, Enfield, Havering, Harrow, Kingston, Sutton.

5.7 The Mayor's Transport Strategy is less aggressive in proposing traffic reduction targets and the Committee heard some evidence that boroughs were disappointed that their efforts and aspirations were not being supported in the Transport Strategy.<sup>33</sup>

5.8 Boroughs have prime responsibility for achieving targets in road traffic reduction. They seem to be committed to these targets but need more support from TfL in their efforts to reduce traffic locally.

*Transport for London should give the boroughs more support in achieving their local targets for traffic reduction.*

#### The effect of parking provision and standards

5.9 The Mayor's Transport Strategy notes that parking provision (both residential and non-residential) has a significant effect on whether people choose to drive.

5.10 In 1996, the Government's Strategic Guidance for London Planning Authorities (London Planning Guidance - RPG3) set standards for employment generating development (primarily office development) in London. In outer London these were set at a maximum of one parking space per 300 – 600 square metres of gross floor area (GFA).<sup>34</sup> These standards cause concern to a number of outer London boroughs due to:

- The limited ability of public transport to provide an alternative means of transport for many journeys to and within outer London, especially for orbital journeys and those from outside London.
- Competition for development from centres outside London where adjacent authorities' equivalent standards can be as low as one space per 20 or 25 m<sup>2</sup> GFA.
- The consequent ability of developers using different parking standards to play one borough off against another during negotiations.

5.11 The Committee heard evidence to support these concerns about parking standards from the Association of London Government (ALG)<sup>35</sup> and from the London Boroughs of Brent<sup>36</sup> and Bromley.<sup>37</sup> There appears to be a need for a consistent approach in the

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<sup>33</sup> London Borough of Brent, written evidence 3<sup>rd</sup> December 2001

<sup>34</sup> The Mayor's Transport Strategy, 2001, Annex 2

<sup>35</sup> ALG, evidentiary hearing 22<sup>nd</sup> November 2001

<sup>36</sup> London Borough of Brent, written evidence 3<sup>rd</sup> December 2001

<sup>37</sup> London Borough of Bromley, evidentiary hearing 4<sup>th</sup> December 2001

parking policies of the boroughs, and of the local authorities for areas adjoining London. This need not mean London-wide or borough-level parking standards. Town centre targets may be the most appropriate level.<sup>38</sup>

*The GLA and Transport for London should continue to work with the Regional Planning Bodies (the East of England Regional Assembly and the South East England Regional Assembly) on cross-boundary issues, particularly parking standards and land use policies for outer London and adjoining areas.*

*The Mayor's London Plan must address concerns over parking standards and controls across London and the adjoining authorities.*

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<sup>38</sup> Professor Peter White, evidentiary hearing 4<sup>th</sup> December 2001

## 6 Walking and cycling

Walking and cycling are the only truly sustainable modes of transport. Lower densities and greater distances in London's suburban areas make a difference to whether they are attractive modes of travel in outer London.

- 6.1 The option to use walking and cycling as a form of transport depends on the physical ability of a person to undertake them. They can therefore not be alternatives for everyone.
- 6.2 Cycling and walking will be realistic for shorter distances for many people. Statistics from the National Travel Survey suggest that almost half of all journeys are of less than two miles and a quarter of all car journeys are less than two miles long.<sup>39</sup> The Committee sought evidence as to the proportion of trips which take place over relatively short distances.

### The role of walking

- 6.3 Every journey must involve some element of walking and forms an almost forgotten part of longer journeys by car or public transport. Government guidance suggests that it has the potential to be the most important way of travelling at the local level, particularly to replace short car trips under 2 kilometres.<sup>40</sup>
- 6.4 The Committee heard evidence that people were generally prepared to walk for up to fifteen minutes before switching to alternative means of travel and consequently the issue of close proximity to local amenities is vital. The Committee heard that some 133 million trips a year are being made by car when it would be quicker to walk.<sup>41</sup> The reasons for this include the fact that it has become cheaper to use a car, once it has been purchased. There is no financial deterrent for using the car, once you have one, for short journeys.
- 6.5 Members asked what discourages people from walking more and were told the reasons include pavements in a poor state of repair, problems with road crossings and the progressive loss of local shops and other amenities. The increase in children being driven to school instead of walking is also a significant factor.
- 6.6 Factors which could increase the number of walking trips include the promotion of walking strategies, improving infrastructure (pavements, lighting and crossings), better information (walking maps of local areas and better signage) and improved pedestrianisation of town centres. It was suggested that signage could indicate walking times rather than distance. The contribution of home zones, where priority is given to people and walking, was also discussed.
- 6.7 The promotion of walking strategies had proved effective in some cases. The London Borough of Richmond's walking strategy was cited as particularly effective, along with

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<sup>39</sup> Transport 2000, written evidence 12<sup>th</sup> December 2001

<sup>40</sup> Planning Policy Guidance Note 13: Transport, DTLR, March 2001

<sup>41</sup> Philip Connolly, Living Streets, evidentiary hearing 4<sup>th</sup> December 2001

examples from Bromley and Wallington town centre in Sutton. Walking, the Committee was told, should be incorporated into any travel plan.

### The role of cycling

- 6.8 Cycling also has the potential to substitute for shorter car trips, particularly those under 5 kilometres<sup>42</sup>, and local authorities are required to produce a cycling strategy as part of their local transport plan. The Committee heard evidence that cycle journey times to stations and town centres during peak hours are, in many cases, lower than the same journey by car.<sup>43</sup>
- 6.9 However, the contribution of cycling in London is significantly lower than many other European cities. The Mayor's Transport Strategy draws a telling comparison between the proportion of journeys made by bicycle in London (2 per cent) and the proportions in Berlin (5 per cent), Munich (12 per cent), Copenhagen (20 per cent) and Amsterdam (28 per cent).<sup>44</sup>
- 6.10 The Mayor's Strategy notes that more than one-third of households in London own at least one bicycle.
- 6.11 The Committee was told that the lower densities in outer London and the consequent dominance of the car and car centred infrastructure made cyclists (and potential cyclists) fear for their safety. Unlike cycling, public transport does not go where people want to go or when they want to go, is often operating at full capacity (i.e. is crowded), and is more expensive than cycling. The main barriers to cycling are safety and fears about safety, lack of information about safe routes, image, and secure bicycle storage facilities at the place of destination.<sup>45</sup>
- 6.12 In written evidence the London Cycling Campaign (LCC) said for cycling to be maximised in outer London a combined approach to infrastructure improvements, traffic speed reductions, promotion and training had to take place. Infrastructure improvements include:
- A local cycle network for every town centre which facilitates access to amenities and key transport hubs
  - Stations and interchanges need accessible, safe and secure cycle parking (Woking was quoted as a particularly good example)
  - Dangerous junctions need improvements.<sup>46</sup>
- 6.13 Speed restriction to 20 miles per hour should be the London norm to encourage cycling, reduce deaths and injuries and improve air quality, LCC told the Committee.
- 6.14 Promotion measures include publicising bike-rail trips and the London wide cycle route maps which are being introduced in April 2002. The maps should be displayed on

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<sup>42</sup> PPG13

<sup>43</sup> SWELTRAC, evidentiary hearing 8<sup>th</sup> January 2002

<sup>44</sup> The Mayor's Transport Strategy, section 4J.1

<sup>45</sup> London Cycling Campaign, written evidence received 18<sup>th</sup> December 2001

<sup>46</sup> Peter Lewis, London Cycling Campaign, evidentiary hearing 6<sup>th</sup> February 2002

billboards, buses, trains and the Underground to make everyone aware of the potential of cycling.

- 6.15 Finally, on-road training should be provided for every outer London school child. LCC suggested that evidence showed cycle training increased safety, independence, health and well being. Cycle training would cost £35 for each child. This could make a significant contribution to confidence and safety.
- 6.16 Members asked how many journeys in outer London were achievable by bicycle and were told that there were, in theory, no limits as long as the facilities, publicity and education were provided. In York, 22 per cent of journeys were now made by bicycle, a dramatic increase over the last fifteen years. In London cycling currently accounted for less than 3 percent of journeys. Practical distances for cycling were linked to public perception - the distance of most outer London boroughs to Central London is only about 7 miles, which is a 45-minute cycle ride on average. The same journey by Tube would take about an hour.
- 6.17 A journey of five miles by bicycle was considered practical for most adults, and this would place every town centre in London within cycling reach of its neighbour.
- 6.18 The LCC sees encouraging more people to make short trips and workplace journeys by bicycle as the way to increase cycling levels. Facilities for cyclists at supermarkets and pilot studies for innovative ideas could facilitate a change in behaviour. The London Borough of Waltham Forest and British Airways in west London are two examples of employers who have positively encouraged sustainable forms of transport, including cycling.
- 6.19 The Committee is of the view that much can be done in a relatively short time to promote walking and cycling as alternative to motorised transport in outer London. Members note TfL's commitment to make these modes safer and more convenient but are not convinced that best practice has been sufficiently disseminated.

Recommendation 6

The Committee commends walking strategies and cycling strategies, particularly for town centres and interchanges. Transport for London should collect best practice in this field and make it more widely available to the councils. TfL should draw up a 10 year plan for the projected improvements that this sort of travel planning could bring to local areas.

## 7 Interchanges and the GLA boundary

The complexity of journeys in outer London is a deterrent to the use of public transport. Good interchange facilities are essential. The Committee heard evidence of the difficulties that travellers in London face, especially when attempting to make unusual or occasional journeys.

### Interchanges

- 7.1 Journeys in outer London by public transport will frequently mean using more than one service and hence necessitate interchange at some point. The London Transport Users Committee ("LTUC") in its written evidence cited a recent meeting of local transport user groups where nobody present was able to name a good public transport interchange in London.<sup>47</sup>
- 7.2 As defined in "Towards the London Plan", London has 2 international centres, 10 metropolitan centres, 30 major centres, 161 district centres and over 1,500 neighbourhood centres.<sup>48</sup> The Committee heard about the importance of town centres as transport hubs. These are places where local amenities and public transport services are already concentrated and their public transport importance will grow as policies to improve interchanges are implemented.<sup>49</sup>

"The timing of the bus in the morning is such that it is timetable to arrive at the station about a minute before the train is due in. If the bus is delayed very slightly then you nearly always miss that train. In the evening the bus seems to be timetable to depart from the station just before the train arrives so 99 times out of 100 you miss the bus. This then means a walk of over a mile or waiting for the next bus if it arrives.. "

- 7.3 Transport hubs and interchanges are often perceived as difficult to use and, in many cases, as complicated and unattractive. The problems include:
- Inadequate information on services and routes
  - No through tickets
  - Poor linking and integration of services
  - Unattractive and inaccessible interchanges.
- 7.3 The Committee asked about the quality of interchange facilities. SWELTRAC's view was that the main hubs are quite good but as you go further down the hierarchy usage becomes less frequent and safety and environmental shortcomings make stations unwelcoming. SWELTRAC supported the idea of the police developing greater links with the train companies in an attempt to resolve some of these problems. The introduction of CCTV both inside and outside stations and increased staffing levels is essential to improving the image of many stations and therefore people's use of

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<sup>47</sup> London Transport Users Committee, written evidence, 14<sup>th</sup> November 2001

<sup>48</sup> Towards the London Plan – Initial Proposals for the Mayor's Spatial Development Strategy, May 2001

<sup>49</sup> Transport 2000, written evidence 12<sup>th</sup> December 2001

interchanges. Mitcham urban village, Teddington town centre in Richmond and Brentford station were all quoted as good examples of improvements.<sup>50</sup>

- 7.4 Passenger information is essential to encouraging use of public transport. LTUC noted recent improvements in information available to passengers, especially on buses, but noted the lack of comparable information at National Rail stations. Ian Brown also said that TfL and ATOC are about to launch a new version of the London Connections Map showing combined rail and underground services.<sup>51</sup>
- 7.5 Transport for London is promoting quicker and easier interchanges to attract new passengers by providing new journey opportunities, and by increasing the convenience, security and speed of public transport relative to the private car. TfL referred to its guidance on best practice for interchange design that is aimed at achieving an integrated transport system.<sup>52</sup>

#### Transport Development Areas

- 7.6 The Committee received evidence from the North London Transport Forum<sup>53</sup>, which highlighted a report on Transport Development Areas (TDAs). The Royal Institute of Chartered Surveyors report concluded that a positive framework already exists but the guidance provided within PPG 13 requires more focus on the movement towards formalising TDAs. The report suggests that the role of these areas is to "concentrate development at locations where there is a high provision of public transport services and that can contribute to the future improvement of these services and to the overall local transport policy objectives".<sup>54</sup>

#### Town centres

- 7.6 Some town centres in outer London are not served predominantly by public transport. Croydon centre, for example, was developed with a high level of car parking and reversing this dependency will be difficult. Croydon Tramlink is making progress in rectifying the balance, but this will take time. In general, however, public transport use is greater to town centres than other outer London destinations. Land use policies should aim to concentrate development in these locations, whilst at the same time enhancing public transport services.
- 7.7 Larger town centres in outer London have catchment areas that are sometimes not accessible by public transport. The Committee heard suggestions that for centres such as Kingston, both bus and rail-based park-and-ride should be considered to reduce car travel.<sup>55</sup>

#### Bus and rail interchanges

- 7.8 SWELTRAC gave examples of efficient interchanges achieved through partnerships involving local authorities and operators. The Feltham Interchange was noted as an

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<sup>50</sup> SWELTRAC, evidentiary hearing 8<sup>th</sup> January 2002

<sup>51</sup> TfL, evidentiary hearing 17<sup>th</sup> December 2001

<sup>52</sup> Intermodal transport interchange for London, TfL January 2001

<sup>53</sup> North London Transport Forum, written evidence 7<sup>th</sup> December 2001

<sup>54</sup> Royal Institute of Chartered Surveyors – Transport Development Areas, 2000

<sup>55</sup> Professor Peter White, evidentiary hearing 4<sup>th</sup> December 2001

example of interchange between bus and rail for trips to Heathrow that achieves a high standard of service.<sup>56</sup>

- 7.9 Bus services will continue to be the main public transport mode in outer London, and initiatives such as those given by SWELTRAC to integrate services with rail will improve network integration. Buses typically offer short distance services into town centres, but there is the opportunity to use buses to provide longer distance trunk services to provide connections between rail stations, to supplement the rail network in outer London. Interchange between rail and longer distance bus services could be advertised through separate maps.
- 7.10 Orbital journeys are often the most complex, especially if multiple interchanges are involved. SWELTRAC noted the difficulty of travelling between Bromley and Sutton, mainly due to the need to purchase multiple tickets.<sup>57</sup> The Travelcard system enables pre-purchase of tickets for daily or longer periods, but through tickets for single journeys using multiple services are not generally available.

#### Ticketing

- 7.11 More flexible ticketing arrangements are complicated by revenue sharing agreements between operators. ATOC noted that train operators felt they did not always receive their full share of Travelcard revenue. Transport for London's PRESTIGE project will introduce smart cards that are capable of storing value that can then be used to purchase a variety of ticket types. The technology inherent in smart cards should overcome many of the barriers to through ticketing and increase the pre-purchase options available to passengers.

*An interchange is a place where the passenger changes from one type of service (e.g. a bus) to another (e.g. a train or another bus). A hub is a complex interchange, a place where several different modes of transport meet, together with local facilities. In the Committee's view, transport providers and land use planners should ensure that hubs are genuinely at the centre of public transport catchment areas so that they provide a real opportunity for increasing local use of public transport.*

#### The GLA boundary

- 7.12 The GLA boundary is the limit of the Travelcard scheme and this precludes many travellers from outside London from taking advantage of the system. The boundary issue creates price anomalies and is a deterrent to the increased use of public transport for cross-boundary journeys. The Committee received much evidence on this issue.<sup>58</sup>

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<sup>56</sup> SWELTRAC, evidentiary hearing, 8<sup>th</sup> January 2002

<sup>57</sup> SWELTRAC, evidentiary hearing 8 January 2002

<sup>58</sup> Examples include evidence received from: Mr Kenneth Case, written evidence dated 3<sup>rd</sup> December 2001, Federation of Bexley Residents Associations, written evidence received 11<sup>th</sup> December 2001, Mr Simon Norton, written evidence dated 20<sup>th</sup> December 2001



7.13 Professor Peter White suggested a “Zone 7” be created to overcome this problem, possibly with voluntary funding agreements with neighbouring authorities.<sup>59</sup> A shadow zone 7 could readily be created with revenue sharing agreements until such time as other areas are fully integrated.

Recommendation 7

As well as better transport links within London there is a need for better integration of bus services outside of London. Cross border services and the ability of the passenger to use one ticket for the whole journey are key. Transport for London should investigate the feasibility of this, perhaps by taking on contractual arrangements for transport in boundary areas. The idea of a zone 7 travel card should also be explored.

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<sup>59</sup> Professor Peter White, evidentiary hearing 4<sup>th</sup> December 2001

## 8 Land use and transport planning

Good planning takes both land use and transport into consideration. Most of outer London's transport problems arose because transport planning and land use planning did not tend to proceed hand in hand in the past. The Committee is concerned to see better integration in future.

### Land use planning and transport

- 8.1 Government has set out its policy with regard to the relationship between transport and land use planning in a Planning Policy Guidance Note (PPG13).
- 8.2 Thoughtful land use planning is fundamental to delivering an integrated transport strategy. Good planning can help reduce the need to travel, shorten the length of journeys and make it easier for people to access jobs, shopping and other services by sustainable transport. Consistent application of planning principles which reduce the physical separation of land uses, can make it possible for people to travel more easily without a car.<sup>60</sup>
- 8.3 Planning policies can increase the effectiveness of other transport policies and help maximise the contribution of transport to improving our quality of life. However, as a number of witnesses told the Committee, these have not until recently been consistent with the principles of sustainable development. Even with the gradual introduction of new PPG13 principles in planning, the bulk of the urban fabric reflects pre-sustainability guidelines.<sup>61</sup>
- 8.4 The report of the Assembly Scrutiny Committee looking at the Mayor's "Towards the London Plan" has noted the apparent difficulty in reconciling sustainable travel and land use development. The following are some of that Committee's observations:

"Despite the emphasis on sustainability, Towards the London Plan does not assign priority to the minimisation of the need to travel between home, work and facilities. The Committee believes that reducing the need to travel would be consistent with PPG13, the principles behind more sustainable development, and attempts to develop local communities and neighbourhoods. This would require a more polycentric form of development, perhaps based on a greater share of growth being focused on the various town centres rather than being concentrated around central London.

Making better use of public transport is central to the Mayor's aspiration for growth, and is reflected in his Transport Strategy. However, both strategies say little regarding complementary timescales for transport investment and development. Evidence the Committee has received suggests this relationship is more complicated than it is assumed to be in Towards the London Plan. The London Development Agency stated that in certain locations developers are willing to take a risk and develop on the promise of future infrastructure development. Canary Wharf is a good - or bad - example of

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<sup>60</sup> Planning Policy Guidance Note 13: Transport, DTLR, March 2001

<sup>61</sup> TGLP, written evidence 10<sup>th</sup> December 2001 – quoting the new Romford Brewery development as an example

this. Given that this can take at least 15 years, there is a clear need to get proposals underway in the Thames Gateway now.<sup>62</sup>

- 8.5 This Committee endorses this view and shares the concern that Towards the London Plan and the Mayor's Transport Strategy are not pulling in the same direction.
- 8.6 There are several major regeneration projects in outer London identified in the Mayor's Transport and draft Spatial Development strategies as opportunities to expand employment and create more sustainable development. Wembley, the Lea Valley and Thames Gateway are major projects in outer London which will need significant expenditure in the related transport infrastructure. The Committee heard evidence from London Borough of Brent<sup>63</sup>, which touched upon Wembley, and from the Thames Gateway London Partnership (TGLP).<sup>64</sup>

#### Wembley

- 8.7 Wembley involves proposals for a new National Stadium with supporting development within the Comprehensive Development Area and employment uses in the Wembley Park area to the east. Wembley has a clear development framework based on altering access patterns in favour of greater use of public transport, essential for the increased numbers of people that will be travelling into the area. The framework includes upgraded rail and bus services and improved walk links to major stations. Parking levels across the regeneration area will be capped at a level consistent with the transport access strategy and the capacity of the local road network.

#### The Thames Gateway

- 8.8 Thames Gateway is a project of strategic significance for London. It will create a high proportion of the new jobs and housing that the capital requires in the next 15 years.<sup>65</sup> The size and diversity of the area presents a unique challenge for planners to ensure the creation of sustainable communities, a challenge further complicated by the River Thames, which divides the area. Thames Gateway London Partnership (TGLP) appreciates the need for a strategic partnership approach if the scale of supporting transport infrastructure required is to be delivered.<sup>66</sup>
- 8.9 Thames Gateway is unlike Wembley in that it is a diverse mix of areas rather than a single destination. This diversity creates transport needs across a wide spectrum, from local area public transport systems to major strategic links to areas such as Canary Wharf and the Royal Docks. Major employment areas require cross-river public transport links to be sustainable and to be open to a sufficiently wide pool of labour. TGLP supports the extension of the DLR to Woolwich, both to open job opportunities to communities south of the river and to improve public transport access to City Airport.
- 8.10 Greenwich Waterfront and East London Transit schemes are important elements of the Thames Gateway transport strategy<sup>67</sup>, and important links between new communities

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<sup>62</sup> The Spatial Development Strategy Investigative Committee Report, January 2002

<sup>63</sup> London Borough of Brent, evidentiary hearing 4<sup>th</sup> December 2001

<sup>64</sup> TGLP, written evidence 10<sup>th</sup> December 2001

<sup>65</sup> Towards the London Plan – Initial Proposals for the Mayor's Spatial Development Strategy, May 2001

<sup>66</sup> TGLP written evidence 10<sup>th</sup> December 2001

<sup>67</sup> London Borough of Greenwich, written evidence 18<sup>th</sup> January 2002

and town centres and employment areas. TGLP argued that it is vital to establish these as public transport links at the outset, even if this involves conventional technology, whilst retaining scope to introduce more innovative schemes as patronage expands. At present, TfL has included these schemes in its business plan, although there may be opportunities to accelerate delivery with private funding. The Committee had heard from SWELTRAC about a limited contribution from local businesses to Croydon Tramlink and wished to see this reliance on the public sector to fund schemes minimised where possible.

8.11 The Committee heard from TGLP of the importance of new cross-river links, including the eventual connection between the proposed transit schemes.<sup>68</sup> The construction of new cross-river road links, the Committee is aware, is highly contentious.

8.12 In the Committee's view, where such cross-river links are to be set up, it is important that they are planned in to the new development from the outset.

Recommendation 8

Major employment areas require cross-river public transport links to be sustainable and to be open to a sufficiently wide pool of labour.

The Committee supports road river crossings where there is new development in east London. These must be developed to include comprehensive and sustainable public transport links at the outset.

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<sup>68</sup> TGLP, evidentiary hearing 8<sup>th</sup> January 2002

## 9 Freight and air

The Committee's terms of reference (see appendix A) did not specifically include freight and air travel. These important topics were raised by many individuals and organisations submitting evidence to the Committee, and are noted below for completeness.

### Road and rail freight movements

- 9.1 The Committee recognised that the subject of freight has a major impact on its discussion of transport in outer London. There is a desire to see more freight on rail and less on road. There are however some significant implications for the capacity of the rail system, particularly as the Committee would like to see local rail journeys expanded and maintenance continued to guarantee a safe rail system. The Committee has also been made aware of the interest in seeing provision for long distance freight services to bypass London.<sup>69</sup>
- 9.2 The Committee has noted the work done by the North London Transport Forum on establishing a Quality Freight Partnership<sup>70</sup> and moves by TfL to introduce a sustainable freight initiative and would like to see further work addressed to the London freight issue.

### Heathrow airport

- 9.3 The Committee considered evidence on the impact of the decision on the new Terminal 5 at Heathrow. SWELTRAC stated that the decision to go ahead with Terminal 5 was made on the grounds of national interest, but the consequences will have to be dealt with locally.<sup>71</sup> Local boroughs, businesses and sub-regional partnerships were all concerned that the result of this decision would have an adverse impact on the transport situation in west London. The Committee recognises that any future expansion of Gatwick, Stansted or Luton airports will also impact on outer London. The Committee considers this to be a subject which merits further attention by the London Assembly.

#### Recommendation 9

The expansion of Heathrow Airport has enormous implications for public transport in south west London. The British Airports Authority and Transport for London should be working with the South West London Transport Conference and other interested organisations to develop a workable transport strategy for Heathrow airport that enables public transport across south west London to be planned and delivered within a coherent framework.

The future of airports in London and the south east should be the subject of a further Assembly investigation.

<sup>69</sup> ALC, written evidence undated (reference PTOL 14)

<sup>70</sup> North London Transport Forum, written evidence 7<sup>th</sup> December 2001

<sup>71</sup> SWELTRAC, evidentiary hearing 8<sup>th</sup> January 2002

## 10 Innovative approaches: the soft policy options

This section deals with some significant areas where action could take place immediately and where impressive results have been quoted to the Committee. These are often referred to as "soft policy" options. The Committee heard evidence on the potential usefulness of school travel plans, travel plans, personalised travel plans, car clubs and better information.

### School Travel Plans

- 10.1 The Committee received much written evidence regarding the growing effect of the school run on levels of traffic congestion and increasing car use.<sup>72</sup> These journeys account for 20 per cent of peak hour traffic and are often for less than a mile. Car travel for school journeys is the mode adopted by 29 per cent of school children or their parents. This last figure has doubled in the last 20 years and the trend is growing.<sup>73</sup>
- 10.2 The National Travel Survey 1997-99<sup>74</sup> adds more information on the scale of this trend:
- In 1997-98 48 per cent of school-children aged between 5-16 walked to school compared with 59 per cent in 1985-6
  - Since 1985-86 the proportion of primary school children walking to school declined from 67 per cent to 53 per cent, with a corresponding increase in those being taken by car from 22 per cent to 38 per cent.
- 10.3 These figures do not relate to outer London but the Committee sees no reason to believe the pattern there is significantly different from the national picture.
- 10.4 The reasons for this pattern are complicated and inter-related, including:
- Rising car ownership
  - A wider choice of schools<sup>75</sup>
  - Inadequate bus services and high fares
  - Increased traffic and fears about road safety
  - Increased fears about the safety of children
  - Parents under increasing pressure of time.
- 10.5 The Committee heard that a variety of approaches such as Safe Routes to School (for walking and cycling), Walking Buses, improved school crossing patrols have the

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<sup>72</sup> Among this evidence was that received from: Bexley Federation of Residents Associations, 11<sup>th</sup> December 2001, The London Wandle Valley Partnership, 11<sup>th</sup> December 2001, The Croydon Society Transport, 16<sup>th</sup> November 2001 and The Highgate Ward Traffic Action Group 10<sup>th</sup> December 2001

<sup>73</sup> Transport 2000, supporting documentation for written evidence 12<sup>th</sup> December 2001

<sup>74</sup> National Travel Survey 1997-99, DETR, August 2000

<sup>75</sup> Some boroughs see the popularity of their schools working against them through increasing numbers of children travelling long distances to reach the school in cars. The London Borough of Bromley, written evidence 29<sup>th</sup> November 2001

potential to make a measurable difference in the number of children being taken to and from school by car. This, in turn, has an impact on local traffic congestion.

#### Travel Plans for businesses

- 10.6 Travel Plans (formerly known as Green Travel Plans) are aimed at reducing car use for travel to work and for travel for business. The contents of these plans vary according to particular circumstances but typically include measures to encourage workers to use alternatives to the car (particularly to single-occupancy car trips) and to reduce the need to travel during work.
- 10.7 The basic concept is to make alternatives more attractive and feasible. Elements of travel plans include:
- Setting up car sharing schemes
  - Negotiating improved public transport services – for example new bus routes
  - Offering travel information to staff
  - Providing improved cycling facilities
  - Restricting car parking.
- 10.8 The Government wants to encourage widespread voluntary take-up of travel plans. The Government awards bursaries to local authorities to employ travel plan co-ordinators to advise and assist businesses to develop plans.
- 10.9 The Committee also heard evidence from a Business Park<sup>76</sup>, which has achieved reductions in car use amongst employees using a range of techniques. Stockley Park is a business park in west London between Heathrow Airport and Uxbridge just off the M4 motorway. It covers 440 acres and contains 30 different companies employing 7,000 people.
- 10.10 The Stockley Transport Plan was launched in 1998. It commits the Stockley Park Consortium to work with employers to reduce car usage by 20 per cent over a five-year period by encouraging people to use public transport, cycle or car share.
- 10.11 The Committee heard that “commercial sense” was the motivation for the businesses becoming involved in promoting more sustainable travel patterns. It was proven that measures taken to reduce car dependency attracted better companies and better workers because the travel choices were widened. Specific measures introduced to the business park aimed at reducing car use included:
- ✓ An employer’s bus subsidy which was introduced for two years to provide new buses and re-routed bus routes through the business park
  - ✓ Personalised travel plans for 100 car users who lived on bus routes which were specifically aimed at first time bus users
  - ✓ A car sharing scheme based on the internet for those who lived too far from public transport

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<sup>76</sup> Sarah Clifford, Stockley Park Consortium, evidentiary hearing 8<sup>th</sup> January 2002

- ✓ A cycling club (since 25 per cent of employees live locally) with 80 members who meet quarterly
- ✓ Awareness raising and information provision through a travel information website, which integrates bus and rail information
- ✓ Reduced day time car use through on-line shopping opportunities and free lunch time buses to a local shopping centre.

10.12 Key lessons to be learnt had included the importance of bringing businesses together and the development of local travel planning network to consolidate funding possibilities. Senior level support in businesses is also essential for credibility and success. The type and quality of information available to staff was critical in encouraging use of public transport.

10.13 Travel surveys conducted in 1997 and 1999 showed an increase in the use of sustainable transport (public transport use up from 10 per cent to 12 per cent, cycling up from 1 per cent to 2 per cent) while car use had declined from 88 per cent to 84 per cent.

Recommendation 10

Transport for London should provide support to councils and businesses in introducing travel plans. Further guidance to councils on conditions that planning authorities could impose, to ensure that default measures, for example to reduce parking spaces or introduce bicycle parking, be introduced if voluntary agreements prove ineffective. TfL should also offer councils guidance on seeking private sector funding for these travel plans where it is appropriate.

The option of large retailers being required to facilitate home deliveries as part of a travel plan is worth exploring in order to reduce the need for shoppers to drive to town centres.

### Car clubs and car free developments

10.14 The Committee heard how car-free developments and the piloting of car clubs had dramatically reduced the number of cars in use. So far there have been few examples of these schemes in London compared with mainland Europe, however research exists to show that each car-sharing car removes four privately owned vehicles from the road.

10.15 Evidence was received from the London Borough of Sutton of a pilot scheme called "CARvenience". This is a European funded project in conjunction with the car hire firm Avis, which aims to set up borough wide car sharing scheme which is integrated into a number of town centres, industrial estates and residential areas.<sup>77</sup>

10.16 In mainland Europe and some American cities, car clubs have begun to be integrated into urban development. Instead of every flat being built with a car parking space, less car dependant residential development can be designed, incorporating a variety of public transport incentives, walking and cycling incentives and car club use and access.

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<sup>77</sup> London Borough of Sutton, written evidence dated 4<sup>th</sup> February 2002



Model schemes can be found in the Netherlands which now has integration of car clubs into residential development as a national planning requirement.<sup>78</sup>

#### Section 106 Agreements

- 10.17 Section 106 of the Town and Country Planning Act 1990 allows legal agreements to be made between developers and local authorities to secure private sector contributions toward things such as affordable housing and public transport infrastructure.
- 10.18 The Committee is of the view that new proposals for supermarkets could offer the opportunity to secure section 106 funding for things like home delivery services, which could minimise the impact of traffic growth which these developments often produce.

#### Personalised Travel Plans : the example of Perth

- 10.19 The Committee saw the results of a project in Perth, Western Australia, called Travel Smart. Perth has a very much lower density than most of outer London. By drawing up detailed personal travel plans for those that wanted them, car usage was reduced by 14 per cent without making any changes to the existing transport system.
- 10.20 In summary, some 15,300 households were contacted asking if they would be interested in participating in the project. 61 per cent said they were. Drawing up detailed personalised travel plans of the options resulted in the following before and after effects:
- ✓ Car driver trips declined by 14 per cent
  - ✓ Public transport share increased 17 per cent
  - ✓ Cycling increased by 61 per cent
  - ✓ Walking increased by 35 per cent.
- 10.21 These results show that this approach can have a positive effect on getting people to switch to public transport. If properly applied, personalised encouragement, motivation and information can lead to considerable increases in public transport patronage. The increase comes from people who, in general, are not reluctant to use the system, but need additional motivation and advice to enable them to make more trips by public transport.
- 10.22 It was estimated that a similar programme could be implemented in London for £60 - £100 million, which is potentially beneficial if a similar reduction in car use could be achieved. The Committee noted that such a scheme on a relatively large scale has not been conducted in the UK, although the results from a pilot in Gloucester has shown by far the greatest switch from car use of any of the forty pilots so far conducted in Europe.<sup>79</sup>

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<sup>78</sup> London Borough of Southwark, written evidence received 14<sup>th</sup> February 2002

<sup>79</sup> Werner Brög – Alternatives to Congestion Charging Seminar, Romney House, 31<sup>st</sup> January 2002

## Evaluating the soft policy options

10.23 The Government has just published the results of its own research into the potential of a wide range of travel planning techniques.<sup>80</sup> The overall conclusions of this research are:

- The potential for these techniques in the UK is very large
- To achieve measurable change will require techniques such as Personalised Journey Planners for inclusion in Travel Plans
- These techniques have not been implemented widely enough to allow a full evaluation, but some of the initiatives have produced encouraging results
- These techniques generally only work on their own:
  - where there is a large gap in perception between what exists and what people believe exists
  - where it is known that usage of existing services (or the level of cycling and walking) is lower than would be expected given the quality of those services in an area.

10.24 If these techniques are used as part of a wider strategy to change travel behaviour then it is very likely that the full benefit of the strategy will be felt. It is clear, however, from this research that not enough is known about this area. It appears to offer great potential.

### Recommendation 11

The Mayor and Transport for London concentrate a lot of energy on large infrastructure projects which would primarily lead to benefits in central London. TfL should give a higher priority to “softer” policy options, which could lead, to relatively cheap and quick wins for outer London.

In particular a more effective information strategy for passengers and potential passengers; support for travel co-ordinators in boroughs; and conducting a pilot project along the lines of the Perth, Australia, example where individuals are given advice about their travel options should all be explored.

*The Committee considers this to be the most important of its recommendations. It believes insufficient attention has been paid to soft transport policy, despite its potential for having a major impact on the level of car use for relatively little cost. These measures, compared to new infrastructure projects, are much more quick and cheap to implement. They should be given far more consideration by the Mayor, TfL, the boroughs and employers.*

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<sup>80</sup> DTLR – Review of the Effectiveness of Personalised Journey Planning Techniques, 25<sup>th</sup> January 2002

## Improved public transport information

- 10.25 The Committee received evidence that existing information is not being used or promoted as effectively as it could be.
- 10.26 One example is the difficulty obtaining the London Connections Map. This map is published twice yearly by ATOC with the railway timetable - one side shows all the National Rail lines in London and the other the whole of the south-east's network. Poor distribution, availability and publicity appear to reduce the effectiveness of this existing and, potentially, useful information source.<sup>81</sup> The Committee heard that there is also a general limited awareness of TfL's telephone enquiry line - 020 7222 1234.<sup>82</sup>
- 10.27 The existing "Countdown" electronic bus information system attracted praise but also complaints that it does not have comprehensive coverage, is unreliable and could potentially carry more information such as giving passengers details on cancellations or delays so they can plan alternative journeys.<sup>83</sup> The Committee notes with disappointment that TfL has now delayed the planned extension of Countdown to all bus routes in 2002-03.
- 10.28 The Committee also received suggestions that real time transport and running information should not be confined to bus stops and train and underground stations but should also be available at shopping centres and major employment centres.<sup>84</sup>
- 10.29 Although TfL produce some excellent timetable guides, route maps and have improved the spider maps at bus stops it has been suggested that there is poor awareness of the public transport network, especially by motorists. More could be done to focus on providing the car user with information, which could then inform them of public transport alternatives.
- 10.30 It is clear that improved information about public transport alternatives for journeys can make an immediate impact on people's travel choices. Improvements which can be made to:
- Give existing public transport users more information
  - Give existing car drivers information about public transport alternatives
  - Co-ordinate information systems and information providers to improve effectiveness.

### Recommendation 12

TfL should use its influence with the Strategic Rail Authority and with operating companies to ensure an improved co-ordination of rail travel information.

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<sup>81</sup> Colin Newman, written evidence 21<sup>st</sup> November 2001

<sup>82</sup> London Transport Users Committee, evidentiary hearing 22<sup>nd</sup> November 2001

<sup>83</sup> Capital Transport Campaign, written evidence 7<sup>th</sup> December 2001

<sup>84</sup> TGLP, written evidence 10<sup>th</sup> December 2001

## 11 Summary of recommendations

In this section we list our recommendations with our two most important first.

### Recommendation 11 (paragraph 10.24)

The Mayor and Transport for London concentrate a lot of energy on large infrastructure projects which would primarily lead to benefits in central London. Transport for London should give a higher priority to “softer” policy options, which could lead, to relatively cheap and quick wins for outer London.

In particular a more effective information strategy for passengers and potential passengers; support for travel co-ordinators in boroughs; and conducting a pilot project along the lines of the Perth, Australia, example where individuals are given advice about their travel options should all be explored

### Recommendation 12 (paragraph 10.30)

Transport for London should use its influence with the Strategic Rail Authority and with operating companies to ensure an improved co-ordination of rail travel information.

### Recommendation 1 (paragraph 1.21)

Outer London taxpayers contribute significantly to the Mayor’s transport budget. Transport for London should be able to break spending down by area to justify its claims that it can prove what money it spends in outer London.

### Recommendation 2 (paragraph 2.12)

Transport for London should conduct pilot studies on innovative ideas such as demand responsive buses, hail and ride services, shared taxis at interchanges and town centres and car clubs as supplements to existing bus services in less well served areas. The Public Carriage Office should pilot shared taxis and encourage new ranks as a priority.

### Recommendation 3 (paragraph 3.11)

The Strategic Rail Authority, Transport for London and the train operating companies need to review rail services in London to ensure that Londoners’ suburban services do not lose out to the more profitable long-distance routes.

Transport for London and the Strategic Rail Authority must develop a mechanism for ensuring that London services are given a higher priority on suburban rail. The Committee does not believe a London Transit Authority is necessary to drive this forward.

### Recommendation 4 (paragraph 3.19)

Transport for London should give the South London Metro concept greater priority, since it offers the potential to improve transport in outer London where Tube services are absent.

### Recommendation 5 (paragraph 4.11)

New tram, trolley bus or guided bus systems have real potential to attract current car users. While the Committee recognises that funding more than one light rail and three rubber tyre

schemes over six years is not currently feasible, it would like to see TfL give clearer prioritisation of new schemes or extensions to existing ones as well as more preparation for new schemes.

Recommendation 6 (paragraph 6.19)

The Committee commends walking strategies and cycling strategies particularly, for town centres and interchanges. Transport for London should collect best practice in this field and make it more widely available to the councils. TfL should draw up a 10 year plan for the projected improvements that this sort of travel planning could bring to local areas.

Recommendation 7 (paragraph 7.13)

As well as better transport links within London there is a need for better integration of bus services outside of London. Cross border services and the ability of the passenger to use one ticket for the whole journey are key. Transport for London should investigate the feasibility of this, perhaps by taking on contractual arrangements for transport in boundary areas. The idea of a zone 7 travel card should also be explored.

Recommendation 8 (paragraph 8.12)

Major employment areas require cross-river public transport links to be sustainable and to be open to a sufficiently wide pool of labour.

The Committee supports road river crossings where there is new development in east London. These must be developed to include comprehensive and sustainable public transport links at the outset.

Recommendation 9 (paragraph 9.3)

The expansion of Heathrow Airport has enormous implications for public transport in south west London. The British Airports Authority and Transport for London should be working with the South West London Transport Conference and other interested organisations to develop a workable transport strategy for Heathrow airport that enables public transport across south west London to be planned and delivered within a coherent framework.

The future of airports in London and the south east should be the subject of a further Assembly investigation.

Recommendation 10 (paragraph 10.13)

Transport for London should provide support to councils and businesses in introducing travel plans. Further guidance to councils on conditions that planning authorities could impose, to ensure that default measures, for example to reduce parking spaces or introduce bicycle parking, be introduced if voluntary agreements prove ineffective. TfL should also offer councils guidance on seeking private sector funding for these travel plans where it is appropriate.

The option of large retailers being required to facilitate home deliveries as part of a travel plan is worth exploring in order to reduce the need for shoppers to drive to town centres.

## Appendix A : Terms of reference, definitions, facts and figures

### Terms of reference for this scrutiny

- To identify the particular needs of people using cars and buses in outer London.
- To examine the current provision of bus transport in outer London against these needs and to identify issues arising, having regard where appropriate to the findings of the June 2001 Bus Scrutiny.
- To examine the current provision of rail transport in outer London against these needs and to identify issues arising.
- To examine issues that can affect the use of the car in outer London and to consider how outer London can be provided with a greater choice of options.
- To examine the provisions in the Mayor's Transport Strategy for bus, car and rail users in outer London and identify issues arising.
- To consider how the Mayor might use his links with the rail companies to tackle some of these issues.

### Defining outer London for the purposes of this Report

For the purposes of this Report outer London lies within the boundary as defined by the Greater London Development Plan (GLDP) comprising the following 17 boroughs.

Barnet, Bexley, Bromley, Brent, Barking & Dagenham, Croydon, Ealing, Enfield, Greenwich, Harrow, Havering, Hillingdon, Kingston upon Thames, Merton, Richmond, Sutton, Waltham Forest

This definition accords with several statistical indicators, which was helpful in making uniform comparisons between inner and outer London.

Other means of defining outer London might be by accessibility, population density, or car ownership but, on balance, the list of 17 boroughs shown above proved the most straightforward and most easily understood option.

It should be noted that there are areas of suburban London with good public transport and less car dependency, and there are areas closer to the centre with relatively poor public transport services. It follows that there are many recommendations of this investigation that are equally applicable to boroughs in inner London, such as Hackney or Haringey.

### Facts and figures on outer London

Outer London suburbs developed from Victorian times, together with the growth of the railway. London grew again in the 1920s and 1930s with the extension of the underground network.

New centres were developed and existing towns absorbed into what is now outer London. Less dense housing development housing, which access to a car allowed, filled the spaces between.

A recent report summarised various types of suburbs<sup>85</sup>, many of which have examples in London:

- Historic inner suburb (e.g. Clapham)
- Planned suburb (e.g. Bournville, Birmingham)
- Social housing suburb (e.g. St. Helier, Sutton)
- Suburban town (e.g. Croydon)
- Public transport suburb (e.g. Ruislip)
- Car suburb (e.g. Bushey Heath, Hartsmere)

London is now a poly-centric city made up of a series of town centres, which vary in size, function and accessibility, with complex movements of people and goods between them.

In their written evidence TfL noted that 61 per cent of London's population lives in outer London, where residential densities are low, car ownership is high and growing, and trip patterns are diverse. TfL recognised that the public transport market share in outer London is demonstrably lower than in central and inner London.

## Travel Patterns

TfL's analysis of the 1991 London Area Transport Survey (LATS) data, reveals that of all the mechanised trips originating in outer London, 74 per cent are destined for outer London, 10 per cent are destined for inner London, and 9 per cent are destined for Central London, with the remainder of trips having a destination outside London.

A lower proportion of people in outer London regularly use Public Transport. 14 per cent of the population in outer London hold either Travelcards or Bus Passes compared with 19 per cent in Inner London.

Coverage of the rail system in outer London is less comprehensive, resulting in relatively greater take-up of bus passes.

A much higher proportion of people in outer London use cars for both the journey to work and other purposes (74 per cent of all journeys to, from, or within the outer area are made by car).

TfL also stated in their written evidence that the road network in outer London evolved to generally support car ownership and use, in line with national trends from the 1960s to 1980s. As a result outer London tends to be better connected to the motorway network and many housing and employment areas are supported by good road access and parking spaces. Planning decisions in the past generally supported this pattern of development, though more recently policies have started to be oriented towards more sustainable transport patterns.

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<sup>85</sup> Sustainable renewal of suburban areas by Michael Gwilliam, Caroline Bourne, Corinne Swain and Anna Prat, Joseph Rowntree Foundation, 1999

## Commission for Integrated Transport (CfIT) Survey

The role of the Commission for Integrated Transport is required by the DTLR to “provide independent advice to Government on the implementation of integrated transport policy, to monitor developments across transport, environment, health and other sectors and to review progress towards meeting our objectives”<sup>86</sup>.

In 2001 CfIT published its second survey into the Public Attitudes Towards Public Transport in England. An extract from that survey carried out by MORI comparing outer London to London as a whole<sup>87</sup> shows that the significant issues for outer London are:

- Residents in outer London use bus and rail services much more than the average for England, but much less than residents in inner London
- In outer London, 54 per cent and 23 per cent of residents used bus and rail services respectively at least once a month, compared with 73 per cent and 35 per cent respectively in Inner London
- The general responses show greater levels of satisfaction with transport services than dissatisfaction, but the approval ratings are well below what would normally be expected for a public service
- Inner London residents are marginally more satisfied than outer London residents, for example 62 per cent satisfied with bus services against 52 per cent in outer London.
- Attitudes towards bus services in outer London show that reliability and overcrowding are the two issues where more respondents rated quality poor than good. The pattern for inner London is similar
- Outer London residents are generally more satisfied than Inner London residents with services, but exceptions are journey time and service coverage

These MORI results show several reasons why public transport is not as well used in London as it might be. In both inner and outer London, respondents agreed that buses and trains would be easier to use if interchange and information on services were better. For example, 57 per cent of residents in Inner London and 58 per cent in outer London would use public transport more if services were better connected.

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<sup>86</sup> The Commission for Integrated Transport was set up following the publication of the “New Deal for Transport” the Government White Paper on transport policy in 1998

<sup>87</sup> MORI, report into the differences between the inner and outer London survey results commissioned by the Public Transport in Outer London Investigative Committee, November 2001



## Appendix B : Principles of Assembly scrutiny

The powers of the London Assembly include power to investigate and report on decisions and actions of the Mayor, or on matters relating to the principal purposes of the Greater London Authority, and on any other matters which the Assembly considers to be of importance to Londoners. In the conduct of scrutiny and investigation the Assembly abides by a number of principles.

Scrutinies:

- aim to recommend action to achieve improvements;
- are conducted with objectivity and independence;
- examine all aspects of the Mayor's strategies;
- consult widely, having regard to issues of timeliness and cost;
- are conducted in a constructive and positive manner; and
- are conducted with an awareness of the need to spend taxpayers money wisely and well.

More information about the scrutiny work of the London Assembly, including published reports, details of committee meetings and contact information, can be found on the GLA website at [www.london.gov.uk/assembly](http://www.london.gov.uk/assembly)

## Appendix C : Evidentiary hearings and expert witnesses

First Evidentiary Hearing – 22 November 2001

Witnesses:

Nick Lester, ALG, Director of Transport & Environment

Gordon Heyward, London Borough of Bromley, Director of Environmental Services

Dominic West, London Borough of Newham

John Cartledge, Deputy Director, LTUC

Second Evidentiary Hearing – 4 December 2001

Witnesses:

Peter White, Professor of Public Transport Systems, University of Westminster

Philip Connolly, Living Streets, London Manager

Phil Rankmore, London Borough of Brent, Director of Transportation

Qassim Kazaz., London Borough of Brent ,Policy & Strategy Team Manager

Adrian Bell, London Borough of Bromley, Head of Transport Strategy

Third Evidentiary Hearing – 17 December 2001

Witnesses:

Ian Brown, TfL, Managing Director of Rail Services

Peter Hendy, TfL, Managing Director of Surface Transport

Richard Meads, TfL, Business Planning and Performance Manager

Derek Turner, TfL, Managing Director of Street Management

Fourth Evidentiary Hearing – 8 January 2002

Witnesses:

John Barkley, SWELTRAC, Communications Director

Bob Pinkett, Peter Brett Associates (for SWELTRAC)

Carol Rapley, London Borough of Richmond, Transport Planning Manager

Dr Tim Williams, Thames Gateway London Partnership, Partnership Director

Jonathan Spear, Thames Gateway London Partnership, Transport Officer

Tony McBrearty, Thames Gateway London Partnership, Policy Officer

Sarah Clifford, Vipre UK (for Stockley Park Consortium), Project Manager

Fifth Evidentiary Hearing – 30 January 2002

Witnesses:

Bob Dorey, Tramtrack Croydon Limited, Chairman

Paul Smith, ATOC, London Manager

Andy Head, ATOC, London Integration Manager

Sixth Evidentiary Hearing – 6 February 2002

Witnesses:

Richard Bourn, Transport 2000, London Campaigner

Peter Lewis, London Cycling Campaign, Director

Paula Smith, London Cycling Campaign

## Appendix D : Listing of evidence received from organisations and individuals

Abbey, Gascoigne & Thames Community Forum	Ms Gwaldys Grimwood
Age Concern	Mr Rodney Hanshaw
Association of London Government	Mr Stephen Howard
B Charles	Mrs Magda Le Duc
Bexley Federation of Residents Associations	Mr Chris McTighe
Capital Transport Campaign	Ms Pam Nassau
Chingford Line Users Group	Mr Colin Newman
Confederation of Passenger Transport	Mr Simon North
Croydon Society Transport Group	Mr Michael Peacock
Dagenham Village Residents Association	Ms Clare Raymond-Barker
East London Line Group	Mr Gordon Rookledge
East Surrey Transport Committee	Mr John Simpkins
Eltham Public Transport Users Group	Ms Elizabeth Smith
Highgate Ward Traffic Action Group	Mr Alan Storkey
Independent Transport Commission	Mr Shaun Testoni
Living Streets	Mr J Windus
London Borough of Brent	Mr Owen Woodliffe
London Borough of Bromley	Muswell Hill Metro Group
London Borough of Greenwich	North London Transport Forum
London Borough of Redbridge	Paddington & Thames Valley TSSA
London Cycling Campaign	Park Hill Residents Association
London Forum of Amenity and Civic Societies	Professor Peter White
London Transport Users Committee	SELTRANS
London Wandle Valley Partnership	Sense With Roads
Mr Roger Backhouse	South London Fawcett Group
Mr Roy Bennett	Southall Transport Action Group
Ms Audrey Botting	SWELTRAC
Ms D Canlan	Thames Gateway London Partnership
Mr Kenneth Case	Tramtrack Croydon Ltd
Ms Anna Condon	Transport 2000
Ms Theresa Cornish	Transport for London
Mr Keith Dyall	TRL Ltd
Mr B Fenton	URS Corporation
Ms Joan Fratter	Waltham Forest Civic Society
Mrs Irene Gibbs	Wembley Area Consultative Forum
Mr B Goodchild	West London Transport Group

## Appendix E : Glossary of major rail projects

Thameslink 2000 – possible completion date 2008

The main objectives of this scheme are increasing rail capacity across the central area and directly linking many areas north and south of the Thames. It would serve a range of destinations both within and outside London. There is a need to ensure that stations within London are properly served, and that interchanges are enhanced to facilitate orbital and local journeys in inner and outer London.

CrossRail – possible completion date 2011

This scheme should provide substantially increased capacity into and across central London, tackling overcrowding at Liverpool Street and Paddington mainline termini, linking the City and West End to Heathrow and assisting economic development in east London. Journey times to, from and across the central area will be dramatically improved, as trains run from suburban and inner London destinations directly across London, improving accessibility between east and west London. Some journey times could be halved.

Depending on the final routes and service patterns adopted, a number of town centres, such as Romford, Ealing, Stratford and Barking, and major strategic locations would benefit from significantly improved accessibility.

Hackney–South West Line – provisional completion date of 2015

This is aimed at providing further rail capacity across central London and providing rail access to areas currently unserved and to major regeneration areas such as Thames Gateway and the Lee Valley. Possible options beyond Clapham Junction include linking with suburban commuter rail services, serving regeneration areas in the Wandle Valley, or extending Underground services to London's south western boroughs.

East London Line extensions – operational by 2006 subject to powers granted

The northwards extension to Dalston will connect with the North London Line and allow services to run through to destinations through to Willesden Junction, providing opportunities for interchange with other National Rail and Underground services. The southern extension would also connect with National Rail, with services potentially running through to West Croydon and Wimbledon, and in due course possibly Clapham Junction.

New intermediate mode schemes

The Croydon Tramlink project showed how intermediate modes – such as trams and bus transit – can provide solutions for specific areas. Four possible schemes have been identified:

- East London Transit, a bus based network between Barkingside, Rainham, Harold Hill, Collier Row and Elm Park
- Greenwich Waterfront, a bus or tram based proposal extending to Abbey Wood
- Uxbridge Road, a bus or tram based proposal from Uxbridge to Shepherd's Bush
- Cross River Transit a bus or tram based proposal from Peckham across central London to Camden

## Appendix F: Summary of questionnaire results

The Committee wanted to understand how Londoners feel about transport and to make sure the issues they were asking about really were of important to people. A questionnaire was available on the Assembly website and was distributed at the consultative forum meetings that Members attended.

The questionnaire was completed and returned by 76 members of the public. This is a small, self-selecting sample of those who live and work in outer London. Their responses cannot be assumed to be representative of the wider outer London population, either demographically or in terms of their views on public transport in outer London.

Nevertheless, the respondents were, by their nature, concerned about transport issues. The issues identified by these responses were very much in line with those raised in submissions by the expert witnesses, and allowed the Committee a greater degree of confidence in making these the central issues of the investigation.

An analysis of the questionnaire responses is given below.

### Summary of Results

The following figures include those respondents who answered “don’t know” or declined to give an answer.

### Characteristics of respondents

- Almost half the respondents were over the age of 60, while only ten per cent were under 35
- 70 per cent were male and 91 per cent were white
- 20 per cent of people had some form of disability or long-term health problem which affects their daily activities or the work they can do
- 42 per cent live in south London, 25 per cent in the east, 13 per cent in the west and 8 per cent in the north
- 48 per cent have no access to a car

### Journey details

The Committee asked people to give them details about one journey they make every week and asked for details about why, where, when and how they chose to undertake this journey:

- 47 per cent of people told the Committee about their journey to work, 21 per cent about shopping trips, another 21 per cent about leisure trips and 9 per cent for either visiting or voluntary work
- 42 per cent of people used the bus to make their nominated trip, 24 per cent the train, 17 per cent the Tube, and 14 per cent the car
- 38 per cent made this journey daily and 37 per cent less than 3 times a week

### Personal reactions

- 13 per cent of respondents have had to change their home or journey destination to make travelling easier in the last five years

- 55 per cent of people think travel conditions in outer London to get worse in the next five years – 28 per cent think conditions will improve

Specific suggestions for improvement to transport in outer London

Comments were received on the main areas of improvements people would like to see. The following are some of the most frequently suggested.

#### Buses

Enforcement of bus lanes with penalties to ensure more reliable services  
 Review current service provision and company performance  
 Bus services to reflect actual passenger demand  
 Automated bus timetables  
 More bus ramps for easier accessibility  
 More women bus drivers and better training for bus drivers  
 Improve bus design  
 Create low volume but high frequency services  
 Security cameras on upper decks of all buses  
 Bus activated traffic lights

#### Trains

Increase the number of fast commuter trains  
 Alternate regular and express services  
 Heathrow to Stansted direct service  
 Removal of graffiti along tracks  
 Use existing track to run orbital services e.g. Ealing to Kingston

#### Cars and Roads

Introduce congestion charging  
 Increase the real cost of motoring

#### Information and ticketing

Automated information on buses to inform passengers of delays on the road system  
 Pre-paid fares to cut down on delays  
 Ticket machines and Countdown at all bus stops

#### Interchange and access

Better access for the disabled at stations  
 More parking facilities at stations  
 More staff to monitor waiting areas  
 Better interchanges at terminals

#### Education

Introduce school buses  
 Educate young people on how best to use public transport

## Appendix G : Summary of consultation and workshop event

As well as hearing from expert witnesses the Committee was also keen to hear from individuals who, as users of transport in Outer London, know all too well the reality of the situation and what needs to be achieved.

The Committee held a consultation and workshop event on Saturday 9<sup>th</sup> February 2002 at Romney House. Over eighty members of the public and five Assembly Members attended this meeting. Two rounds of workshops took place designed to hear of specific transport issues in different areas of London and, secondly, to hear ideas of improving transport in outer London.

### Area Based Workshops

Workshops covered the following areas of London:

- Brent, Ealing and Hounslow
- Hillingdon, Harrow and Barnet
- Enfield Waltham Forest and Redbridge, Barking, Dagenham and Havering
- Greenwich, Bexley, Bromley and Croydon
- Sutton and Merton
- Richmond and Kingston

### Transport Theme Workshops

These workshops covered the following broad themes:

- Bus Services
- Rail Services
- Underground Services
- Interchange Facilities
- Transport Information
- Women & Public Transport
- A Car Free Outer London?
- Visions of Public Transport in Outer London

A question and answer session followed a feedback presentation from members of each workshop at the end of the morning and afternoon session.

The Committee was pleased to hear that the majority of the issues discussed and raised during the workshops had been addressed throughout its previous investigation.

A summary report is available which sets out the main issues discussed during the day and a copy of this can be obtained by contacting:

Assembly Secretariat  
Paul Watling, Scrutiny & Investigation Manager  
020 7983 4393 [paul.watling@london.gov.uk](mailto:paul.watling@london.gov.uk)



## Appendix H : Orders and translations

To order a copy of the Report, please send a cheque for £10 payable to the Greater London Authority to GLA Publications, Room A405, Romney House, Marsham street, London SW1p 3PY. If you wish to pay by credit card (Visa/Mastercard), please phone 020 7983 4323, fax 020 7983 4706 or email to [publications@london.gov.uk](mailto:publications@london.gov.uk), or write to the above address, quoting your card number, expiry date and name and address as held by your credit card issuer.

You can also view a copy of the Report on the GLA website:  
[www.london.gov.uk/assembly/reports/index.htm](http://www.london.gov.uk/assembly/reports/index.htm)

If you, or someone you know, needs a copy of 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](mailto:assembly.translations@london.gov.uk)

আপনি বা আপনার পরিচিত কেউ এ রিপোর্টের সারসর্ম ও প্রস্তাবের কপি বিনামূল্যে বড়ছাপা বা ব্রেইল, অথবা তাদের নিজের ভাষায় চাইলে 020 7983 4100 এ নাম্বারে ফোন করুন বা ই-মেইল করুন এ ঠিকানায়:  
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