

## **Streets ahead**

Relieving congestion on Oxford Street, Regent Street  
and Bond Street





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# Contents

<b>Rapporteur's foreword</b>	<b>6</b>
<b>Executive Summary</b>	<b>8</b>
<b>Introduction</b>	<b>10</b>
<b>What is the problem?</b>	<b>12</b>
<b>An interim solution?</b>	<b>18</b>
<b>A long-term vision</b>	<b>26</b>
<b>Appendix 1 Reduction in bus flow 2009 and 2010</b>	<b>35</b>
<b>Appendix 2 Recommendations</b>	<b>37</b>
<b>Appendix 3 Orders and translations</b>	<b>39</b>
<b>Appendix 4 Principles of scrutiny page</b>	<b>40</b>

## Rapporteur's foreword



This is one of the most vital areas of London - with 170 flagship stores, 120 branded shops and that is just in the Oxford Street you immediately recognise. But let's not overlook the specialist shops in the surrounding streets, unique to this area, and definitely worth the journey. Oxford Street, Regent Street, and Bond Street combine to present one of the most important retail locations in Europe.

Having been born in London and lived and worked in London all my life I know how important this area is both commercially to all those that work here and as a real magnet for visitors and those looking for the best choice in London. This is an important retail environment but also an attractive residential neighbourhood providing magnificent accommodation with good transport links.

Some of the facts to come out of this investigation are staggering. Over 300 buses an hour in Oxford Street, separating the street by "a red wall of metal" in the view of the Mayor. Surely this fantastic destination deserves a comprehensive review of the travel patterns to enhance this area, not use it as a slow moving bus park. The buses dominate Oxford Street, but not Regent Street and Bond Street where a better balance of traffic is achieved. London has seen many improvements but because there has not been the impetus to drive through the necessary radical transport and streetscape changes, this area has not kept pace. Boris has made it clear that this must change.

To undertake this investigation I have received advice from a large number of people who are actually on the spot and either live or work in the area, and are dependent on its success: residents, shop keepers, landlords, local councillors, visitors and Transport for London.

Thank you to the members of the New West End Company (NWECC) for arranging the bus tour and excellent briefings, in particular Dame Judith Mayhew-Jonas, DBE, Richard Dickinson and David Miller for their ongoing advice on the practicalities. Thanks to Steve Rowe, Marks and Spencer, and John Bourne, Crown Estate for his comprehensive briefing and all the NWECC members who have contributed to the findings in this report.

I would also like to thank Westminster City Council, particularly the Director of Transportation Martin Low, providing information and for

organising the meeting for local councillors and residents to give us their views and recommendations directly. Kit Malthouse the Assembly Member for this area and previously Deputy Leader of Westminster City Council also came to the residents' meeting and has given me the benefit of his local knowledge.

Noel Saunders, Managing Director, John Lewis Partnership, has also briefed us about their trial of a new electric bus, which could add to the transport capacity in this area but with zero emissions.

The Clean Air in London campaign, led by Simon Birkett has helped make sense of the DEFRA figures and the obligations the Government has to fulfil to reduce the pollution in central London. Until other technology is in wider use this can only be done by a significant reduction in the current bus levels and by looking at other transport alternatives.

Baroness Jo Valentine, and John Dickie from London First provided us with valuable insight as to the impact of the current transport congestion on business and the overall amenity of the area. Mem Baybars provided the Committee with research into the transport studies in the area and briefed us on some of the potential options.

Thank you to all the Transport Committee who were keen to contribute their recommendations to improve this important area.

So what is our vision? It is to enhance Oxford Street, Regent Street, Bond Street so they are no longer used as transit routes, but as a destination. Crossrail will bring benefits to this area by enabling more visitors to come by that route. There have to be good transport links, using all modes, to provide facilities for the residents and those that work and shop in the area as a whole. This will also enable a comprehensive review of the travel patterns. The current over-provision of buses has to be examined as part of a full review of transport and ticketing; this will also enable innovative streetscape improvements to go ahead to improve the environment and the pollution levels to be reduced.

I welcome the ongoing work to this area and look forward to the continued improvements.

**Victoria Borwick AM**  
**Rapporteur**

# Executive Summary

The Oxford Street, Regent Street and Bond Street area has been described as the world's premier shopping destination. The West End is an economic powerhouse attracting overseas and national visitors. On one day in December 2009, shops sold £200 million worth of goods – a world record.

The area, though, has to some extent been a victim of its own success. Conditions for vehicles and pedestrians are extremely congested. Over 100,000 pedestrians per day pass along the busiest point on Oxford Street. Visitors to the area are sharing the space with its 36,000 residents and the large number of buses which use Oxford Street in particular as a major east-west route. At peak hours on Oxford Street, over 300 buses per hour are travelling up and down the street.

The shared use of the area as a place to visit and a transport link have created some significant problems. Average bus speeds are little more than walking speed. Accident rates on Oxford Street are 35 times the average of all other London streets and on Regent Street 18 times this average. It has been calculated that there is a collision involving a bus in the area every 3.4 days. Pollution levels are four and a half times the EU target and the area is predicted to be the most polluted in the UK by 2015.

These problems have led to a concerted lobby for change. Representatives of business in the area argue that the levels of congestion threaten the competitiveness of the West End. Residents have criticised the “filthy, noisy and dangerous traffic”.

There are no easy solutions. The main transport authorities and business representatives have come together to fund a series of improvements. The Oxford Street, Regent Street and Bond Street plan (ORB) includes improvements such as the recently introduced diagonal crossing at Oxford Circus and measures to encourage taxis to use side roads to pick up customers. Transport for London is committed to reducing the number of buses on Oxford Street by 20 per cent by November 2010.

But there is some scepticism about whether these proposals will be enough and that the pace of change is sufficiently quick to deal with the challenges currently faced in the Oxford Street, Regent Street and Bond Street area. Furthermore, it is unclear how the effect of these improvements will be measured and what success will look like. In this

report the Committee sets out its vision for the area and what improvements we expect to see in traffic congestion; pedestrian congestion; bus efficiency; and area amenity, including air quality (see recommendation 1, page 25).

The Committee also examines more radical, long-term solutions. It notes that there is no work currently being carried out to reconsider the long-term operation of the transport system in the area. It recommends that this should be undertaken and should include consideration of a comprehensive reconfiguration of the bus network to take the pressure off the area. This would open up other radical options which have the potential to enhance the streets in the West End. In particular, the Committee recommends that two options should be considered in more detail: a shuttle bus to replace the major bus routes travelling up and down Oxford Street and pedestrianisation of the short area between Oxford Circus and Bond Street. The Mayor should also include Oxford Street, Regent Street and Bond Street in his Great Spaces programme to improve the public realm for visitors and residents.

The problems faced in Oxford Street, Regent Street and Bond Street require strategic leadership to bring together the various interest groups and demands on the area. The Committee looks to the Mayor to provide such leadership and take forward the recommendations in this report. We believe that this would provide the necessary momentum to ensure that the West End of London remains a place where people continue to want to live, work and visit.

# Introduction

The Oxford Street, Regent Street and Bond Street area is London's most visited retail destination and a big player in the capital's economic success. The area's attractions draw millions of people to visit the West End every year. The Mayor recently highlighted in his New Year's message that, during the current recession, Oxford Street sold £200 million worth of goods on one day - a world record.<sup>1</sup> The area is also a thriving business district and home to 36,000 residents.<sup>2</sup>

The West End has around 1.5 million square metres of retail floorspace; almost equivalent to the size of London's next nine largest shopping centres combined.<sup>3</sup> It employs 31,000 people directly and with over 600 stores and five million visitors each week it contributes over £5.5 billion to the UK economy each year.<sup>4</sup>

However, it has long been recognised that these successes have been accompanied by problems of congestion – both on the roads and the pavements. The area struggles to accommodate the large numbers of vehicles and pedestrians travelling to, from or through the area.

The Committee appointed Victoria Borwick AM to carry out an investigation on its behalf. The aim of the investigation was to take a strategic view of the issues, examining current plans to address congestion; to gather views from all affected; and to assess the potential for longer-term more radical solutions.

During the review, meetings have been held with key stakeholders including TfL, local businesses and residents, Westminster City Council and transport groups. Written submissions have been received from over 40 groups and individuals. The written submissions and a summary of meetings are published separately with this report.<sup>5</sup>

The remainder of this Report sets out the problems faced in the Oxford Street area and summarises the views of those affected. This highlights the competing tensions between those who live, work,

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<sup>1</sup> Mayor of London's message for the New Year, 30 December 2009

<sup>2</sup> London First, West End buses: potential short-term changes, August 2008, table 0.1 (report reproduced in the consolidated submissions published with this report).

<sup>3</sup> Crown Estate submission, October 2009

<sup>4</sup> Presentation to the Committee from the New West End Company reproduced in the submissions published with this report

<sup>5</sup> Submissions cited in this report were received from the Committee between September 2009 and January 2010. They are reproduced in full, with other major sources, in a separate document available from

<http://www.london.gov.uk/assembly/reports/transport.jsp>

travel through or run businesses in the area. It summarises the measures currently being taken or planned to be taken by the two relevant transport authorities: Transport for London (TfL), responsible for the public transport and parts of the road network especially its role as part of the strategic bus network; and Westminster City Council responsible for the remainder of the road network and protecting the interests of its residents and businesses.

The following chapters look at the potential impact of the measures to reduce congestion and set out issues where the Committee expects to see some improvement including congestion, road safety and air quality. The report goes on to consider more radical alternatives put forward by some stakeholders and proposes that two, in particular, warrant further attention if the Oxford Street, Regent Street and Bond Street area is to maintain its position as an attractive, world class shopping destination.

# What is the problem?

The current operation of Oxford Street is a compromise between its role as a destination and a place of leisure and its function as a transport link to and across the West End. Both traffic and pedestrian congestion levels are high. Levels of congestion cause slow journey times for vehicles and a totally unacceptable environment for pedestrians and residents.

Oxford Street is an important east-west route through the West End, one of only three currently available to buses. But for the large numbers of pedestrians the volume of traffic is imposing and divides the street. Similarly, Regent Street's role as an important traffic artery adversely affects local users. Yet transport accessibility is key to the area's continuing success.

There are three related problems resulting from the volume of traffic and pedestrians in the area: traffic congestion; the pedestrian experience and road safety; and pollution.

## Traffic congestion

The volume of buses on Oxford Street is huge. Some 23 bus routes run along the street with peak flows in each direction of up to 160 buses per hour.<sup>6</sup> This means that during a peak hour over 300 buses will travel along Oxford Street. Londoners make 218,000 bus trips a day to, from or within the street. These buses share the street with taxis which take up around 30 per cent of the available road space.

As a result, traffic on Oxford Street is a "slow-moving procession of buses and taxis".<sup>7</sup> Average daytime speeds on Oxford Street are in the range of 4.4mph to 6.9mph on the western section and 3.7mph to 9.5mph on the eastern section.<sup>8</sup> Buses are scheduled to take 22 minutes to complete the approximately 1.5 miles length of Oxford Street.<sup>9</sup> Traffic speeds on Regent Street and Bond Street, which additionally allow private cars, are marginally better; both streets have fewer buses than Oxford Street which is a major east-west through route on the London bus network.

Traffic congestion has been exacerbated by the current Crossrail enabling works which have required buses to be rerouted. There will

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<sup>6</sup> Figures taken from Transport for London submission, October 2009

<sup>7</sup> Living Streets submission, September 2009

<sup>8</sup> Transport for London submission, October 2009

<sup>9</sup> Arriva buses submission, September 2009

be further challenges in the future. For example, part of Oxford Street will be on the Olympic Route Network which will impose restrictions and movements and have impacts on surrounding roads.

### **The pedestrian experience and road safety**

Pedestrian flows are very high, particularly along Oxford Street, with over 100,000 pedestrians per day passing the busiest point.<sup>10</sup> Areas around Oxford Circus have very high levels of congestion – at times it is so crowded that pedestrians are restricted to shuffling.<sup>11</sup> One survey found that 83 per cent of people believed that it was not easy to move around on Oxford Street and that it is not a pleasant place for pedestrians.<sup>12</sup> This is particularly notable when compared with the reported experiences of people on the recent VIP (Very Important Pedestrian) days when Oxford Street was closed to traffic.<sup>13</sup> Figures from counts carried out in each of the last three years showed the average number of pedestrians passing certain points on Oxford Street and Regent Street ranged from 13,000 to 29,000 per hour.<sup>14</sup>

Changes have been made to the road layout on Oxford Street to increase the space for pedestrians, such as the removal of bus lay-bys. This may have had a consequential detrimental effect on the flow of traffic as it is forced to stop every time a bus stops to pick up or drop off passengers. This highlights the tensions between the large amount of traffic and pedestrians in the area.

The figures for pedestrian flows are, of course, an indicator of the area's success and the extent to which it attracts visitors. Research by the New West End Company found that 82 per cent of shoppers and 91 per cent of tourists questioned found the area "a buzzing and stimulating place to be".<sup>15</sup> However, where such congestion particularly becomes an issue is when it has an effect on road safety.

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<sup>10</sup> Transport for London submission, October 2009

<sup>11</sup> No measurements have been published since the opening of the congestion relieving diagonal crossing at Oxford Circus.

<sup>12</sup> Living Streets survey, January 2008

<sup>13</sup> See Living Streets submission, October 2009

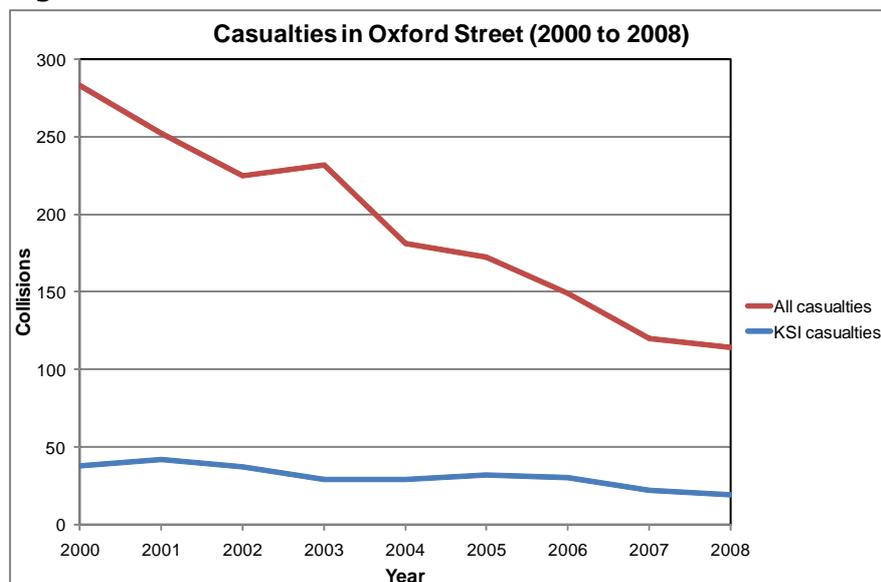
<sup>14</sup> The counts were carried out by Atkins for the Crown Estate during 2007, 2008, 2009 during the weekday pm peak hour (17.00-18.00) for traffic; Saturday peak hour (15.00-16.00) for pedestrians on Oxford Street and 16.00-17.00 on Regent Street.

<sup>15</sup> New West End Company, West End Shopper Insights – Profile and Positioning 2006

The annual collision rate per kilometre in the area remains much higher than on other roads in London, with 56.4 collisions per kilometre on Oxford Street and 27 per kilometre on Regent Street compared to 1.6 collisions per kilometre on 'all London roads'.<sup>16</sup> Two thirds of collisions on Oxford Street involve vehicles hitting pedestrians. The Institute of Advanced Motorists calculates that there is an accident involving a bus in the Oxford Street, Regent Street and Bond Street area every 3.4 days.<sup>17</sup> However, it is worth remembering that Oxford Street and Regent Street are two of the busiest streets in London. Nowhere else in the capital experiences the same volume of traffic and pedestrians in such close proximity.

TfL notes that good progress has been made in reducing casualty rates. Recent trends are shown in figure 1 below.

**Figure 1**



Source: TfL submission October 2009; KSI = killed or seriously injured

### Pollution

Air pollution in Oxford Street and Regent Street greatly exceeds EU targets. The West End is one of the most polluted in the country with annual average NO<sub>2</sub> concentrations on Oxford Street at around 180 micrograms per cubic metre.<sup>18</sup> This is four and a half times the EU

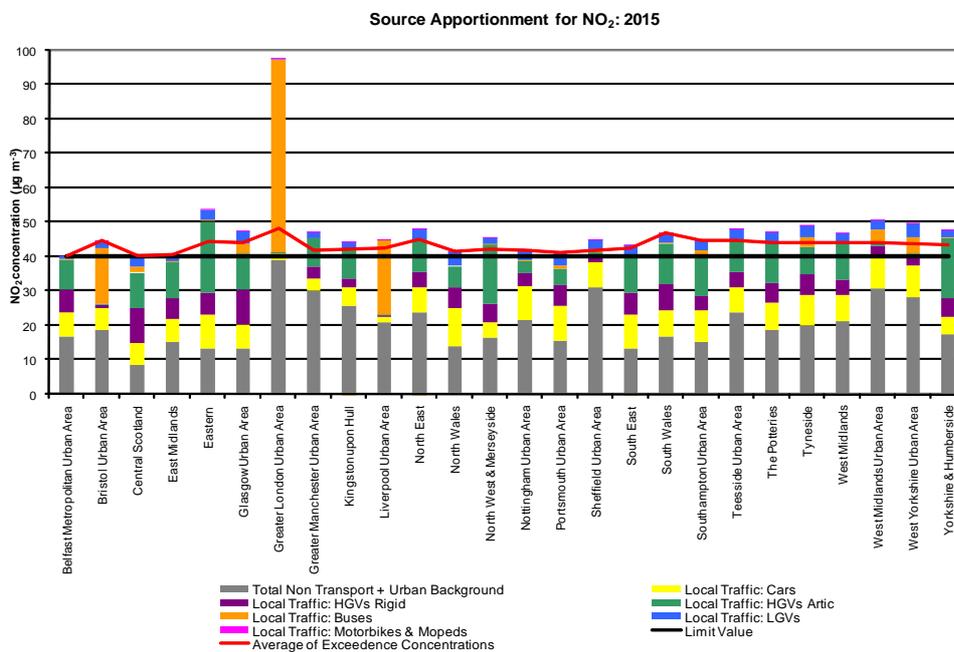
<sup>16</sup> Information provided by TfL for the three years to October 2008

<sup>17</sup> Institute of Advanced Motorists submission, October 2009

<sup>18</sup> Developing a new Air Quality Strategy and Action Plan - Consultation on Issues, Westminster City Council, August 2008, p 10

target of 40 micrograms per cubic metre.<sup>19</sup> The UK faces major financial penalties for failing to address its pollution issues. Defra predicts that in 2015 Oxford Street will have the worst level of NO<sub>2</sub> pollution in the United Kingdom, with elevated local pollution adding to high levels of pollution Londonwide.<sup>20</sup>

**Figure 2: Source apportionment NO<sub>2</sub> (2015) for the highest exceedance in each Zone or Agglomeration in the UK**



Source: figure 2.3 on page 15 of the UK Approach to its Application for Time Extension Notification to Nitrogen Dioxide Limit Value deadline, draft February 2009

The single biggest causes of NO<sub>2</sub> emissions are diesel-powered vehicles, such as buses and taxis. A significant reduction in the number of these vehicles entering central London would have a positive effect on these levels and create major benefits for pedestrians, residents and the general environment.

<sup>19</sup> Council Directive 1999/30/EC

<sup>20</sup> Para 46 of the report containing this graph states: "The location shown in Figure 2.3 for London is Oxford Street, where buses account for a high fraction of the traffic count compared to other London locations."

It is clear that Oxford Street will not comply with European limit values for NO<sub>2</sub> which became legally enforceable on 1 January 2010. Whilst complying with the EU air quality standards is the legal responsibility of the national Government, both the Mayor and Westminster City Council have to work towards meeting them. Given that buses and taxis account for much of the pollution, the Mayor has a clear opportunity to improve the health of Londoners visiting and working around Oxford Street.

Although the issues of congestion, road safety and pollution are not unique to the Oxford Street area, the scale of them is. As TfL put it: “there are many other streets in London with high demand for use by buses, taxis, pedestrians and other traffic. However, there are none that have comparable combination and intensity with Oxford Street”.<sup>21</sup>

### **The impact of these problems**

The effect of these problems on those who live, work and travel through and around the Oxford Street, Regent Street and Bond Street area vary. The views expressed to the Committee do suggest a consensus though that the impact of these problems is now of such an extent that the status quo is no longer an option.

Westminster City Council told us that the internationally renowned area had much to offer but that all uses of the Oxford Street, Regent Street and Bond Street area, from retailing and office work to cultural activities and residential, are adversely affected by congestion: “Oxford Street in particular has become synonymous with physical and visual severance”.

Local councillors and residents similarly voiced concerns. Residents consulted cited the “filthy, noisy and dangerous traffic”. Others lamented that residents “never seem to get away from the crowds and tourists,” whilst others were frustrated by the difficulty of driving across Oxford Street because of closed side roads.

Londoners from outside the local area who expressed their views during the review variously characterised the streets as noisy, overcrowded and unpleasant, and an embarrassment. Several mentioned that they either avoided the area because of the congestion or would if they did not work there. These views are

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<sup>21</sup> Transport for London submission, October 2009, para 6

echoed in the January 2008 survey carried out by Living Streets in which the majority of people felt the street “has a lot of traffic and pollution”.<sup>22</sup> Similarly, Oxford Street was described as “dangerous and awful” for cyclists.<sup>23</sup>

The New West End Company, the local Business Improvement District organisation, was firm about the “need for urgent action to reduce congestion, improve the public realm and the shopping environment, in order to maintain the competitiveness of the West End in the face of national and international competition.”

Perhaps unsurprisingly, there is far less of a consensus about what should be done to solve these problems. It is the responsibility of TfL and Westminster City Council to develop proposals which meet the competing needs and demands of the area. The air quality and environmental problems are also the responsibility of central government and the Mayor. The next section of this report looks at the current proposals to strike the difficult balance between these competing demands.

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<sup>22</sup> Summarised in Living Streets submission published in separate.

<sup>23</sup> Description from a cyclist who contacted the Committee (all submissions reproduced in separate document available from the Committee’s website)

## An interim solution?

Any solutions to the problems described in the previous chapter need to balance two apparently conflicting positions on one of the key sources of congestion in the area: buses. These positions are exemplified by two of the key stakeholders.

The NWECC highlighted the “concerns of business stakeholders on the impact of the sheer number of buses on the shopping environment.” It believes that the benefits of buses to London are not felt in the West End and that the number of buses has reached the point where “benefits turn into costs” in terms of congestion and numbers of buses in the street. Westminster City Council, Living Streets and NWECC have also all called for up to a 50 per cent reduction in bus numbers on both Oxford Street and Regent Street.

By contrast, London TravelWatch, the representative body for London’s passengers, argued that “buses are, in part, a solution to central London’s congestion problems.” It further notes that buses are socially inclusive, improve access for business and are very space efficient.

The Committee recognises the importance of buses as an integral part of London’s public transport offer. Our recent seminar highlighted their importance particularly for those on low incomes.<sup>24</sup> Any solution to the congestion in the Oxford Street area needs to ensure it does not significantly adversely affect the provision of bus services through the centre of the capital.

That said, there is a compelling argument that the current situation serves nobody well. Bus services themselves are particularly affected by the congestion in the area being “less reliable and ... more costly” due to longer and more variable journey times.<sup>25</sup> Indeed, several Londoners wrote to the Committee during this review protesting that it is often much quicker to walk than ride a bus down Oxford Street. This is borne out by the evidence which shows that average bus speeds during peak periods are currently around four mph, around the same as the typical walking speed.<sup>26</sup>

It is also questionable whether the buses that currently use Oxford Street as a through route are operating as efficiently as they might.

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<sup>24</sup> see [http://www.london.gov.uk/assembly/scrutiny/transport\\_bus\\_seminar.jsp](http://www.london.gov.uk/assembly/scrutiny/transport_bus_seminar.jsp)

<sup>25</sup> London TravelWatch submission, October 2009

<sup>26</sup> Based on Arriva’s schedule of 22 minute to travel the length of Oxford Street.

On average there are 18 passengers on each bus in Oxford Street.<sup>27</sup> This average masks large differences. For example, at different times of the day averages on some routes can be as low as five and as high as 43 passengers over a three-hour period.<sup>28</sup> It should be noted in this context though that at the beginning and end of their routes buses are often less likely to be full.

TfL provided the Committee with passenger loading profiles for buses serving Oxford Street in the evening peak period. This shows that, in most cases, the busiest section of the route is in the Oxford Street, Regent Street and Bond street area. This is to be expected in the peak periods; many contributors to our investigation queried the demand for buses on Oxford Street in off-peak periods. We request that TfL provide data on off-peak bus occupancy in its response to our report.

There are a number of small-scale initiatives by companies in the area aimed at reducing congestion. For example, John Lewis is operating an electric bus, known as the GUTSi service, to help some of its customers visit the store. John Lewis anticipates that this service would transport customers who would otherwise have driven into the area.

### **The Oxford Street, Regent Street and Bond Street (ORB) Plan**

The main driver for changes though is a joint initiative between Westminster City Council, the New West End Company and TfL. The Oxford Street, Regent Street and Bond Street plan (ORB) states that one of its key issues is to tackle the congestion problems in the area.<sup>29</sup> To date a number of measures have been, or are in the process of being, put in place. These include:

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<sup>27</sup> Transport for London submission, October 2009

<sup>28</sup> At the time of publication that Committee is waiting from TfL an analysis of passenger occupancy on the through routes and the routes that feed the Oxford Street, Regent Street and Bond Street area. We will publish this on our website when it is received.

<sup>29</sup> ORB Action Plan March 2008

Shifting taxi ranks to adjacent streets, usually north-south roads, and at alternative entrances at the rear of department stores	In progress
“Walk-with” traffic schemes – these enable pedestrians to walk along the streets whilst traffic is flowing in the same direction so they are not having to stop for right turning traffic. This is achieved by restricting some vehicle turning movements to give pedestrians longer crossing times	In progress
A Tokyo style diagonal crossing at Oxford Circus increasing the useable pavement space by 69 per cent	completed
Installing loading pads in the footway to allow for delivery vehicles to safely unload without obstructing traffic flow	completed
Improving maps and signage through the Legible London wayfinding project	in progress
Assessing options for shared surfaces in Oxford Street East	in progress

TfL and Westminster City Council are also discussing reductions in general traffic levels on the western end of Oxford Street between Marble Arch and Orchard Street.

Westminster City Council has committed £3 million over the life-time of the initiative to act as a pump-priming measure to encourage investment from other partners. Transport for London has invested £9 million to match the funding received from retailers and landowners. The New West End Company’s five year business plan published in 2008 states that £17 million will be raised from its members and landowners. It is anticipated that the cost of the action plan will be £40 million.<sup>30</sup> There is also substantial investment in the

<sup>30</sup> Funding figures taken from the ORB Action Plan, March 2008

area from other sources: the Crown Estate owns the freehold for nearly all of Regent Street and is part way through a £750 million regeneration of the street.<sup>31</sup>

The aim of the ORB is to improve the whole area, particularly for pedestrians. It is scheduled to be completed in 2013 and is subject to further funding from TfL and Westminster City Council.

### **Reducing buses**

In addition to the ORB, following a campaign by London First supported by the New West End Company, the Mayor asked TfL to reduce bus numbers in Oxford and Regent Streets by 20% by the end of 2010.<sup>32</sup> This will take place in two phases: the first reduction in bus flow of 10 per cent was completed in 2009; a further 10 per cent reduction will be implemented by November 2010. Full details of the reductions in 2009/10 are reproduced in Appendix 1 to this report.

There is pressure from some organisations to reduce further the volume of buses. The New West End Company has suggested continuing with a programme of annual reductions concentrating on reducing off-peak services during the middle of the day. This is intended to leave intact commuter services but reduce those buses running between the hours of 10am and 4pm.

London First has carried out an analysis of bus routes in the area and has put forward four packages of bus reductions which aim to ensure alternative routes are provided and disruption for passengers minimised.<sup>33</sup> Implementation of the packages would lead to 29 buses per hour removed from Marble Arch to Oxford Street; 18 buses per hour removed from Oxford Circus to Tottenham Court Road; and 25 buses per hour removed from Regent Street. It concludes that if all four packages were implemented 88 per cent of all current journeys on buses that operate on Oxford Street or Regent Street, would be unaffected.

Furthermore, the annual reductions being implemented by TfL do not include Regent Street. The New West End Company proposes

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<sup>31</sup> Crown Estate submission, September 2009

<sup>32</sup> New West End Company submission, September 2009

<sup>33</sup> See annex to Crown Estate submission which reproduces the London First work in full.

including Regent Street in the reductions suggesting this would reduce congestion by 27 per cent during shopping hours.

### **Effect of the ORB and bus reductions**

The effect of both the currently implemented and planned bus reductions, and the ORB plan work to date, has not been quantified. Most groups are broadly supportive of the changes being made to address congestion and improve the feeling of Oxford Street. However, there has also been some concern expressed about the effect on transport users. The changes to bus services to reduce bus numbers by 10 per cent have resulted in an estimated 4,300 bus passengers no longer able to make their journey without interchange and some routes experiencing a lower frequency service.<sup>34</sup>

Encouragingly, the redevelopment of Oxford Circus has increased pavement space by almost 70 per cent with anecdotal reports of improved conditions for pedestrians on this small but important section of Oxford and Regent Streets. However, conditions on large sections of the streets are largely unchanged.

The Fruin levels of service is a methodology for measuring pedestrian flow. This suggests that a flow of more than 33 people per minute per metre will lead to problems in crossing the pavement and restricted movement where there are people travelling in both directions. Fruin level of service B, with a rate of between 23 and 33 pedestrians per minute per metre, is generally considered to allow acceptable levels of flow.<sup>35</sup> In 2006, measured pedestrian flows at several locations significantly exceeded Fruin level B but no more recent data has been made available to the Committee.

One measure of traffic congestion is the change in bus speeds. Information provided by TfL on changes during 2009 provides a mixed picture. This shows reduced average bus speeds on weekday mornings, increased average speeds during the weekend and stable speeds at other times. TfL argues that the effect of roadworks has 'largely offset' the impact of ORB improvements and reductions in bus numbers. The new roadworks permit scheme may help manage this situation. The impact of Crossrail enabling works is also making it

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<sup>34</sup> TfL submission, October 2009

<sup>35</sup> see, for example, <http://www.crowddynamics.co.uk/Myriad%20II/Myriad%20Colour%20Conventions.htm>

particularly difficult currently to assess the effect of the improvements.

There is also a high degree of scepticism that the changes will be sufficient to meet the challenges faced. Whilst welcoming the diagonal crossing at Oxford Circus, London TravelWatch describes the remaining improvements as 'small' in scale; an assessment shared by Living Streets and independent transport consultant Tam Parry. These groups are also in agreement with NWECC's assessment that the impact of the changes will be 'limited'. NWECC, Campaign for Better Transport and Living Streets further characterise the current pace of change as "slow" given the scale of improvements they believe are needed.

TfL and Westminster City Council have claimed that current actions under the ORB are leading to some progress in reducing congestion of the streets. Steven Norris further suggested that a 10 per cent reduction in traffic levels would result "in very marked decreases in congestion levels."

The ORB plan contains proposals for improvements to be carried out beyond 2010, for example by widening footpaths in East Oxford Street, investigating removing private vehicles from Western Oxford Street and reviewing cycle routes in the area. Steven Norris also gave an indication that the Mayor and the Board of TfL do intend to consider further reductions to bus numbers if current actions do not result in a satisfactory outcome.

However, it remains unclear what outcomes will be regarded as satisfactory. It is TfL's stated goal to "seek an optimum balance for the various modes" and achieve a "reduction in 'stop start' conditions and crowding" for both pedestrians and traffic. It is not specified what an optimum balance will mean in practice or how much of a reduction in congestion is sought.

The Committee recognises the difficulties in trying to reconfigure bus services in central London and in trying to accommodate the competing demands of different users of the Oxford Street area. That said there is a disappointing lack of evidence or benchmarking of the ORB plan which we believe will make it very difficult for anybody to present a convincing case that it has or has not been successful. As we demonstrated in the previous chapter, congestion has a wide range of negative effects and it is an improvement in the position currently

faced in the area in relation to these threats which will show whether the ORB plan has been effective or not.

A strategic review of the provision of bus services in London, commissioned by TfL and carried out by KPMG, recommended that TfL should assess the impact of the changes being made on Oxford Street and develop a body of evidence to inform any future service changes.<sup>36</sup> The Committee believes that in developing this body of evidence a series of benchmarks should be identified against which progress can be measured. This should be supplemented by setting out the goals for each of these benchmarks that, if delivered, would add together to create an improved West End.

The Committee believes that the effect of the ORB plan needs to be clearly demonstrated and we will be looking for a marked improvement in three areas: traffic congestion and bus efficiency; pedestrian congestion; and area amenity and environment. Our first recommendation therefore seeks to provide a framework for considering the effect of the ORB plan and the 20 per cent reduction in buses. The table below sets out the benchmarks and targets which we recommend should be covered.

<b>Benchmark – current position</b>	<b>Target – with timetable</b>
<b>1. Traffic congestion and bus efficiency</b>	
Average bus journey times on Oxford Street, Regent Street and Bond Street (ORB) as measured by TfL’s Excess Waiting Time surveys	A reduction in average bus journey times
Peak time bus capacity on ORB.	Maintain sufficient peak time bus capacity
Average bus occupancy levels on ORB during off peak and peak periods	Increase average bus occupancy levels during off peak periods

<sup>36</sup> Presented to the TfL surface transport panel, 19 May 2009 and available from <http://www.tfl.gov.uk/assets/downloads/corporate/Item05-Independent-Bus-Review.pdf>

<b>2. Pedestrian congestion</b>	
Levels of pedestrian crowding as measured by number of people per metre per minute at the busiest points on Oxford Street, Regent Street and Bond Street (ORB)	To reach Fruin level of service B at the busiest points on Oxford Street, Regent Street and Bond Street by the end of 2010 while maintaining the number of visitors to the area
Length of time waiting at pedestrian crossings	A reduction in the length of time waiting at pedestrian crossings
<b>3. Area amenity</b>	
Accident rates on ORB per kilometre	Reduce accident rates involving cyclists and pedestrians to close to the London average
Pedestrian satisfaction	An improvement in pedestrian satisfaction based on annual pedestrian surveys.
Air quality	For the area to comply with EU air quality requirements

### **Recommendation 1**

**Transport for London, Westminster City Council and the New West End Company should agree a suite of benchmarks and goals for delivering on the overall vision for the Oxford Street, Regent Street and Bond Street area.**

**We ask that TfL report back to this committee by April 2010. Its report should set out the benchmarks against which the success of the ORB and the 20 per cent reduction in buses will be measured; the latest figures for each benchmark as at April 2010; what target is sought by what date; and how success will be measured. TfL's report should reflect the benchmarks in the table on page 21 of this report and include targets against those benchmarks.**

# A long-term vision

The West End is world renowned as a destination for shopping. The experience of Oxford Street, Regent Street and Bond Street should live up to this reputation – providing truly world class leisure and tourism facilities. While we recognise the work that is being taken forward through the ORB plan and TfL’s bus reductions to improve the area, the Committee believes there is a lack of ambition in the current plans. This section of the report examines some of the more radical options being proposed and sets out a way forward to examine the feasibility of some of these ideas further.

Our long-term vision is based on a series of underlying principles. The transport system in the area must be responsive to its needs, as well as those of local residents and of workers in local offices and shops. Transport provision should not impinge unduly on enjoyment of the area but should continue to provide good connections and easy access to, around and through the area. It must also meet the needs of disabled people and those with impaired mobility. The efficiency of the bus network should be improved.

The area is a leisure destination therefore the pedestrian experience should be pleasant. The streets should have an exciting, attractive appearance. Pedestrians should be free to move and the effects of traffic limited: so people are safe, have ample places and time for crossings and the air is less polluted.

The world-class promise of Oxford Street, Regent Street and Bond Street requires a re-examination of the current compromise between local amenity and transport. If current plans will not deliver the kinds of changes outlined above, then consideration should be given to whether a long-term redevelopment plan can be created to improve greatly both functions. The remainder of this chapter looks at options to improve the public realm particularly for pedestrians and the consequential radical changes to the configuration of public transport that would be needed to deliver this.

## **Improving the public realm**

Current schemes seek to provide some improvements for pedestrians by giving them greater space and more crossing time, whilst optimising the operation of the street in traffic engineering terms. To realise the goals set out in this report and in the ORB plan it is likely that this will need to be taken even further. Without large changes to

the volumes of traffic using the area it is unlikely that pedestrian congestion will be able to be addressed in any significant way and the sense of segregation between the north and south sides of the street decreased. The TfL commissioned Oxford Street Transit Feasibility Study which started work in 2007 found clear “pedestrian capacity constraints on Oxford Street” and advocated increasing “the space available to pedestrians”.<sup>37</sup>

However, accompanying changes to the operation of the transport system will also be needed. TfL and Westminster City Council support an incremental approach to implementing changes. TfL states that this is a “practical way to deliver the optimum level of benefits to all users.” However, Westminster City Council also recognises that “the present system utilising Oxford Street as a key through route has a finite ability to be amended” to achieve the substantial traffic reductions necessary to create a pleasant urban environment.

The Mayor’s Great Spaces programme has been created to champion existing public spaces that are currently “unwelcoming and unattractive”. The Committee believes that the Oxford Street, Regent Street and Bond Street area is an obvious candidate for this Great Spaces programme. It offers the potential for big benefits to both pedestrians and transport users from the creation of a long-term plan to improve radically the condition of the street and surrounding area.

## **Recommendation 2**

**The Mayor should include the Oxford Street, Regent Street and Bond Street area in his ‘Great Spaces’ programme and facilitate a study to examine ideas for further redevelopment of the area in the long-term. This should address the conflict on the street between high intensity shopping and leisure use and demand for transport links to and through the West End. The aim should be to improve the public realm particularly for pedestrians.**

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<sup>37</sup> The Mayor announced on 6 November 2008 that the Oxford Street Tram/Transit scheme would not be progressed within the TfL Business Plan 2009/10 – 2017/18 as the scheme was unaffordable and the disruption during construction would be very substantial.

**This study should build on the work carried out in the Oxford Street Transit Study and under the ORB plan to create a major improvement in the public realm and provide a significant increase in space for pedestrians. It should involve TfL, Westminster and other relevant stakeholders and be linked to a programme to develop a new way of delivering an integrated transport solution in the area that relies less on Oxford Street and Regent Street as traffic arteries. It should seek opportunities to improve the transport in the area, for example by improving connections and identifying potential taxi and bus stands.**

**The Mayor should report back to the committee by January/February 2011, once the effect of the 20 per cent reduction in bus numbers and other works can be seen, with a plan for how this work will be carried out. Any resulting scheme should be implemented in line with the opening of Crossrail in 2017 and delivered in conjunction with proposals resulting from implementation of our other recommendations.**

### **Reconfiguring public transport in the West End**

A range of radical changes to the transport system in the Oxford Street, Regent Street and Bond Street area were presented to the Committee. Many groups including NWECC, Living Streets, the London Group of the Campaign for Better Transport, the Crown Estate and a number of local residents believe that for the area to reach its potential more radical action may be needed. A number of groups have commented on the limited ability of incremental changes to address the challenges faced by Oxford Street, Regent Street and Bond Street and the need for a more strategic, long-term plan.

Poor air quality and a failure by the Government to gain an extension to comply with EU targets raises the prospect of a major fine for breaching EU standards. The Mayor also has a responsibility to make a contribution to tackling pollution at a regional level through his Air Quality strategy. Air quality in central London, and the Oxford Street, Regent Street and Bond Street area in particular, is very poor and this creates urgent pressure for the reconsideration of transport in the area. Addressing the issues on Oxford Street, projected to be the

street with the worst levels of NO<sub>2</sub> pollution in the UK in 2015<sup>38</sup>, should be a priority in this.

Figures provided to the Committee from the Campaign for Clean Air in London indicate the scale of the challenge: to meet EU standards without reducing background pollution bus numbers would require a 50 per cent reduction and for remaining vehicles to be made significantly cleaner. Increasing the proportion of CO<sub>2</sub> neutral vehicles and improving the consolidation of local deliveries, as proposed by the Crown Estate, would also help to improve air quality. A retail goods delivery consolidation scheme was started in July 2009 with nine participating retailers which is hoped to reduce the number of vehicles delivering to those participating by 75 per cent.<sup>39</sup>

There is some resistance to radical changes to the configuration of public transport in the West End. Steven Norris, Chair of the TfL Board's Surface Transport Panel, warns of "unforeseen consequences" from making large changes to the transport system. TfL has strongly cautioned against diverting a significant part of the bus service away from Oxford Street saying this would be "neither deliverable nor desirable" and warning of "major disruptions for passengers." The London Taxi Drivers Association also warns that "well meaning proposals to reduce traffic congestion may inadvertently discourage access to the area and ultimately lead to a decline in the area's commercial interests."

The Committee recognises these concerns but notes that there is currently no work being carried out to reconsider the long term operation of the transport system in the area. This is despite acknowledged poor performance and the challenge of addressing the various uses of the street. Previous studies such as the West End Central Retail Area Planning and Development Commission in 2006 and the Oxford Street Transit Feasibility Study considered long-term options for transport in the area. Any momentum was lost when the latter study was discontinued before the work to examine the impact of proposals on the bus and road network could be carried out.

There is a lack of convincing evidence that more far-reaching changes to reduce traffic on Oxford Street have been fully explored to see if

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<sup>38</sup> figure 2.3 on page 15 of the UK Approach to its Application for Time Extension Notification to Nitrogen Dioxide Limit Value deadline, February 2009

<sup>39</sup> Submission to the Committee from the Crown Estate, September 2009

they are feasible. Despite a call from the West End Central Retail Area Planning and Development Commission for open minded debate to solve the issues of congestion and poor pedestrian environment, a tendency to focus on buses has created some divisiveness. As one contributor to our investigation noted, “The easiest thing for key people and decision makers is not to do anything bold”.<sup>40</sup>

Westminster City Council, Camden Council, NWECC and London Councils all favour a comprehensive review of central London buses. These organisations recognise the bus network as “vital” but believe that a re-examination of the network as a whole may enable the bus contribution to congestion to be reduced and improvements to journey times for buses themselves. The feasibility of such a re-examination of the network would be key to delivering improvements to the West End.

There are various options for a complete reconfiguration of the bus network. None is without difficulties but there has been no comprehensive assessment of options to date. London TravelWatch proposes re-linking cross-London bus routes (which were split in the 1970s/80s to reduce the disruptive effects of traffic congestion on bus performance). Wider measures would be needed with this option to ensure service reliability could be maintained.

Another option is to cease bus routes at either end of Oxford Street which should increase the reliability of buses serving the area. This could be supplemented with some form of shuttle bus along Oxford Street.

TfL is currently opposed to the concept of a shuttle bus. At one of the Committee’s meeting with stakeholders, the Director of Strategy in TfL’s Surface Transport division cited problems with the idea such as the consequential displacement of bus routes; the detrimental effect on passengers wishing to travel through Oxford Street; and the lack of stand space at each end of Oxford Street.<sup>41</sup>

The Committee recognises that while the concept of a central London bus network with buses terminating at a series of hubs around the central area is logical and attractive it is difficult to deliver. It would take a considerable length of time to plan, consult and introduce.

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<sup>40</sup> Submission from Tamsyn Parry, Independent Transport Consultant

<sup>41</sup> see transcript of meeting on 15 October 2009

That said we are not convinced that the feasibility of a shuttle bus scheme has been fully explored: it is a goal that is worth striving for and the improvements it could offer to the West End and bus users should not be underestimated.

Such a reconfiguration of central London buses would open up a number of possibilities for the Oxford Street, Regent Street and Bond Street areas. Options presented to the Committee include the following:

- Part-pedestrianisation or a shared street scheme between Oxford Circus and Bond Street: all traffic would be diverted and pavement surfaces extended across on this part of the street.<sup>42</sup>
- Shuttle bus: The New West End Company, London First and others have proposed a dedicated bus which would run along Oxford Street for example between 10am and 4pm. This could either be combined with removal of all other traffic from the street or alongside other reductions in traffic levels. The Crown Estate also supports consideration of a shuttle bus on Regent Street.
- Tram: A tram would run up and down Oxford Street, all other traffic would need to be diverted from the street. This option has been considered and rejected by the current Mayor. It is likely to be expensive and disruptive to reintroduce the idea.
- Restrictions on taxis: Taxis would be restricted from using Oxford Street and/or Regent Street, either all of the time or just during busy times. This would require a change in the law. The ORB includes measures to encourage taxis to pick up off Oxford Street through additional ranks on side streets and signposting.
- Reconfiguring London bus routes; accompanied by increased bus priority usage.
- Further incremental work to improve junctions, shifting taxi ranks and creating side street 'oases'.
- Improving conditions for cyclists: the Crown Estate and the London Group of the Campaign for Better Transport particularly highlighted

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<sup>42</sup> There was little support for full pedestrianisation of Oxford Street because of its length, the terrain and the need for delivery access to the shops.

improving arrival points, for example, by increasing cycle storage areas.

Of these various proposals, we believe that two, in particular, warrant further attention. First, although TfL has identified practical obstacles to its operation, a shuttle bus or tram could interchange with reconfigured bus routes ending at each end of Oxford Street. This would need to be accompanied by more flexible ticketing arrangements so passengers are not penalised financially. Secondly, part-pedestrianisation of the road between Oxford Circus and Bond Street should be considered. This would have a much lower impact on surrounding traffic flows than reductions on the eastern section.<sup>43</sup>

### **Conclusion**

The Committee welcomes the measures being taken to improve the condition and operation of the West End. We note the view of TfL that the phased reduction of buses on Oxford Street by 20 per cent will improve the situation considerably. We also recognise the amount of work and detailed planning that has gone into reconfiguring bus routes in this way to date.

However, the Committee has yet to see compelling evidence that these various schemes will be equal to the challenges and opportunities in the Oxford Street area as a whole. Despite the efforts of Westminster City Council, local businesses, and others, the improvements have struggled so far to deliver the kind of West End that the Committee believes Londoners deserve. The Committee believes that strategic leadership is therefore needed to examine what further options may be required.

The Mayor should provide this leadership to ensure that the vision for Oxford Street, Regent Street and Bond Street set out in this report is delivered. He should bring together TfL, New West End Company, Westminster City Council and other central London boroughs to build on the work carried out to date and further examine how transport services could be reconfigured to contribute to a bolder long-term plan for Oxford Street. Our final recommendation is to this end.

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<sup>43</sup> see submission from the Institute of Advanced Motorists, October 2009

### **Recommendation 3**

**The Mayor should examine the impact of the current works to improve the area against the benchmarks set out in our second recommendation. In the light of this he should consider a further feasibility study the aims of which should be to deliver, as far as practical, the agreed goals for delivering our vision for the West End and to sustain an integrated transport system in central London.**

**To free up the space on the street required to implement these schemes the Committee believes that the following warrant further consideration:**

- **a comprehensive review of central London bus routes, to reduce bus numbers on the street whilst maintaining bus services in the overall area;**
- **more flexible ticketing arrangements – perhaps by piloting the one hour bus ticket in the area or some other form of price limiting to ensure passengers are not penalised financially;**
- **re-examination of the role of taxis in Oxford Street;**
- **opportunities to improve facilities for cyclists.**

**Two radical options should be considered to see whether the practical obstacles identified by TfL can be overcome:**

- **a shuttle bus (preferably zero emission)**
- **part-pedestrianisation between Oxford Circus and Bond Street**

**A plan for examining the transport system should be provided to the Committee by the Mayor by February 2011. By this date the effect of the 20 per cent reduction in bus numbers and other works can be seen and should take into account the implications of the current enabling works for Crossrail. The plan should include a description of the barriers to further addressing congestion and improving air quality and a proposed scope for further work.**

The Committee does not underestimate the problems faced by Transport for London, Westminster City Council and the New West End Company in developing a long-term vision for Oxford Street, Regent Street and Bond Street. Nevertheless, if the area is to maintain its position as a key part of the London offer, then a radical approach is needed. We look to the Mayor to provide the necessary leadership to bring together the various interest groups who have contributed to our report to develop such a radical approach. The final version of his forthcoming Transport Strategy is an opportunity to set out how he proposes to do this. We believe the recommendations in this report, if accepted, will provide the necessary momentum to ensure that when Crossrail opens in 2017, this prestigious area of London remains a place where people continue to want to live, work and visit.

# Appendix 1 Reduction in bus flow 2009 and 2010

Information from TfL submission January 2010:

## Reductions in bus flow in 2009 and 2010

TfL is delivering a 10 per cent reduction in each of 2009 and 2010. The changes are being planned so as to minimise inconvenience for users. All are subject to the normal consultation process.

The measures below deliver the 10 per cent reduction for 2009.

- A reduction in the peak frequency of route 23 from 12 to 10 bph, which took place in January 2009.
- Withdrawal of route 176 between Tottenham Court Road and Oxford Circus, also in January.
- Withdrawal of route 8 between Oxford Circus and Victoria, in June 2009. Route C2 was extended to Victoria via Berkeley Square and Green Park at the same time, to maintain links into Mayfair.
- Diversion of route 113 to Marble Arch on 7 November.

The following are under development for 2010:

- Route 15 curtailed at Regent Street, turning at Conduit Street. A stand is being discussed with Westminster City Council. In part replacement,
- route 159 (which already runs on Oxford Street) would be extended from Marble Arch to Paddington Basin via the current 15 routing. Consultation commenced in November 2009.
- Routes 8, 25 and 55: Oxford Circus terminal altered so buses will not use Oxford Street West in either direction. Instead they will depart via Wimpole Street, Wigmore Street, Cavendish Square, Cavendish Place, Mortimer Street and Great Portland Street, rejoining Oxford Street just east of Oxford Circus. Currently they depart via Vere Street. This would further reduce flows on Oxford Street and removes buses turning from Vere Street onto Oxford Street. It requires some traffic management and is being discussed with Westminster, after which formal consultation will commence.

### Overall effects of the 2009/2010 changes

These changes curtail three routes away from Oxford Street (15, 11, 3 and 176), reduce the frequency of one route (23) and alter three routes so that they no longer travel along Oxford Street West (8, 25, 55). Two routes are adjusted to compensate for the changes (159 and C2). Overall, the package is focused on the most sensitive point on the local network - the eastbound approach to Oxford Circus. The rate of bus flow here has a significant influence on flows and bunching at all other points on Oxford Street.

The changes have broken direct links for a total of 4,300 bus passengers per weekday. (Route 8 – 1,800, route 113 – 1,200, route 176 – 1,300). As expected, there has been some criticism of this from stakeholders and passengers. The change proposed for route 15 will break a further 1,350. However, because the planning is integrated into the overall strategic process, the schemes have also been designed to deliver offsetting benefits and with complementary route changes where appropriate. Some new links are being created on routes C2 and 159. The shortening of routes 8, 15 and 176 makes a contribution to improving reliability.

# Appendix 2 Recommendations

## **Recommendation 1**

Transport for London, Westminster City Council and the New West End Company should agree a suite of benchmarks and goals for delivering on the overall vision for the Oxford Street, Regent Street and Bond Street area.

We ask that TfL report back to this committee by April 2010. Its report should set out the benchmarks against which the success of the ORB and the 20 per cent reduction in buses will be measured; the latest figures for each benchmark as at April 2010; what target is sought by what date; and how success will be measured. TfL's report should reflect the benchmarks in the table on page 21 of this report and include targets against those benchmarks.

## **Recommendation 2**

The Mayor should include the Oxford Street, Regent Street and Bond Street area in his 'Great Spaces' programme and facilitate a study to examine ideas for further redevelopment of the area in the long-term. This should address the conflict on the street between high intensity shopping and leisure use and demand for transport links to and through the West End. The aim should be to improve the public realm particularly for pedestrians.

This study should build on the work carried out in the Oxford Street Transit Study and under the ORB plan to create a major improvement in the public realm and provide a significant increase in space for pedestrians. It should involve TfL, Westminster and other relevant stakeholders and be linked to a programme to develop a new way of delivering an integrated transport solution in the area that relies less on Oxford Street and Regent Street as traffic arteries. It should seek opportunities to improve the transport in the area, for example by improving connections and identifying potential taxi and bus stands.

The Mayor should report back to the committee by January/February 2011, once the effect of the 20 per cent reduction in bus numbers and other works can be seen, with a plan for how this work will be carried out. Any resulting scheme should be implemented in line with the opening of Crossrail in 2017 and delivered in conjunction with proposals resulting from implementation of our other recommendations.

### **Recommendation 3**

The Mayor should examine the impact of the current works to improve the area against the benchmarks set out in our second recommendation. In the light of this he should consider a further feasibility study the aims of which should be to deliver, as far as practical, the agreed goals for delivering our vision for the West End and to sustain an integrated transport system in central London.

To free up the space on the street required to implement these schemes the Committee believes that the following warrant further consideration:

- a comprehensive review of central London bus routes, to reduce bus numbers on the street whilst maintaining bus services in the overall area;
- more flexible ticketing arrangements – perhaps by piloting the one hour bus ticket in the area or some other form of price limiting to ensure passengers are not penalised financially;
- re-examination of the role of taxis in Oxford Street;
- opportunities to improve facilities for cyclists.

Two radical options should be considered to see whether the practical obstacles identified by TfL can be overcome:

- a shuttle bus (preferably zero emission)
- part-pedestrianisation between Oxford Circus and Bond Street

A plan for examining the transport system should be provided to the Committee by the Mayor by February 2011. By this date the effect of the 20 per cent reduction in bus numbers and other works can be seen and should take into account the implications of the current enabling works for Crossrail. The plan should include a description of the barriers to further addressing congestion and improving air quality and a proposed scope for further work.

# Appendix 3 Orders and translations

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### Chinese

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### Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

### Greek

*Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.*

### Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

### Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

### Hindi

यदि आपको इस दस्तावेज़ का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

### Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে যোগাযোগ করুন অথবা উল্লিখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করুন।

### Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا مذکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

### Arabic

الحرص على ملخص لهذا المبرتن بل غتك،  
فراجع الاتصال برقم الهاتف أو الاتصال على  
العنوان البريدي العادي أو عنوان البريد  
الإلكتروني أعلاه.

### Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોડતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ટપાલ અથવા ઈ-મેઇલ સરનામા પર અમારો સંપર્ક કરો.

# Appendix 4 Principles of scrutiny page

## **An aim for action**

An Assembly scrutiny is not an end in itself. It aims for action to achieve improvement.

## **Independence**

An Assembly scrutiny is conducted with objectivity; nothing should be done that could impair the independence of the process.

## **Holding the Mayor to account**

The Assembly rigorously examines all aspects of the Mayor's strategies.

## **Inclusiveness**

An Assembly scrutiny consults widely, having regard to issues of timeliness and cost.

## **Constructiveness**

The Assembly conducts its scrutinies and investigations in a positive manner, recognising the need to work with stakeholders and the Mayor to achieve improvement.

## **Value for money**

When conducting a scrutiny the Assembly is conscious of the need to spend public money effectively.

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