

Transport in Paris

A delegation's visit to Paris

July 2003

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Foreword



Many of the transport problems we are all overly familiar with are not the preserve of London alone. All world cities face similar problems of congestion and over-crowding. Renovating and expanding public transport services require new ways of thinking about how to finance them and how to engage local people in their development. By looking at good practice in comparator cities we can examine alternative policies and learn from successes. And incidentally, in a challenge to our national pastime of berating our failures and under-recognising success, by looking at outcomes elsewhere we can often recognise that London does have many examples of good practice.

There exists in France a stronger national consensus for publicly funded infrastructure investment than we have in the UK. This means that new and modern rail lines, for example, are built more easily, and we saw a good example in the Meteor line. However, while what we saw of the new line was splendid, even here the completion of an expensive project has been delayed by a degree of the 'stop-go' government funding of which we have experience in the UK. It may simply be that such projects are so expensive that they will compete for national resources in almost any country. The network of RER lines is the Paris equivalent of Crossrail, and shows how such major projects can help improve transport and unlock development opportunities in old large cities. Achieving proper recognition within our Government of this benefit for London would be a major boost for our city.

The Paris Metro has much to commend it. It is in large part essentially a subsurface tram system, but nevertheless serves the dense inner city area well. However, it clearly performs a very different and more local function than our tube. We saw an example of a new tram line, which had clearly not only served a basic transport need, but appeared to be addressing issues of social exclusion by linking into a deprived area. And La Defense, the Paris equivalent of Canary Wharf, was at the opposite extreme an example of how an out-of-centre office hub could develop with the aid of public transport, which is perhaps a lesson again to London in our eternal debate about Crossrail and about traffic congestion and public transport over-crowding at Canary Wharf.

Finally, a striking discovery in Paris is of just how weak are the powers of that city's Mayor. It is however, an office with long-standing authority and this perhaps illustrates how London's infant Government needs to develop - leverage and status on behalf of London being exercised by a Mayor with an Assembly active in consultation, scrutinising and driving forward innovative transport policies, in partnership with the other players in London's Government. We shall see.

This was a short and I think useful visit for Londoners.

A handwritten signature in black ink that reads "John Biggs". The signature is written in a cursive, slightly slanted style.

John Biggs, Leader of the Transport Committee's Paris Visit

Transport Committee Delegates

John Biggs	Labour
Lynne Featherstone	Liberal Democrat
Jenny Jones	Green
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1 Transport Committee Visit to Paris

1.1 The transport system in Paris is widely seen to be reliable, well integrated and affordable and is the result of factors, which historically, are similar to London. Representatives from all four parties on the London Assembly's Transport Committee visited Paris from Sunday 19th to Tuesday 21st January 2003 to see for themselves whether this was indeed the case and to discuss how transport service providers, funded by the state, can be made accountable to local people. The Assembly Members were John Biggs, Lynne Featherstone, Eric Ollerenshaw and Jenny Jones.¹

1.3 The visit had been agreed by the Transport Committee on 21st November 2002 and had the following aims.

Key objectives:

- To better understand how a city government can influence the development and performance management of an integrated transport system.
- To understand better how a comparably sized European city tackles the key issues of capacity expansion, reducing congestion and improving services for the traveller;
- To learn from innovative policies that the Mayor of Paris has introduced; and
- To exchange experiences of scrutinising Mayoral teams and holding accountable the public bodies that run the services.

1.4 We would like to thank all of the staff at the British Embassy and at the various transport organisations that we met for their help in making this a successful visit.

1.5 This report sets out our findings from our meetings with a number of organisations, our visits to a number of transport projects in Paris and information that formed the context to our visit.

1.6 The next section describes our conclusions. Each of our personal observations is referenced to a number of Appendices to this report where more detailed information is set out. These Appendices are:

- Appendix A: A record of our meetings and visits to transport projects
- Appendix B: The French system of government
- Appendix C: Organisational structure
- Appendix D: The Paris transport system

¹ Members were accompanied by three officers.

2 Overview

- 2.1 As an historic and dynamic world city with a population of over two million² Paris faces many of the same challenges that London does in delivering quick, efficient and economically priced transport for all its citizens. Many of the current and pressing debates are similar to those taking place in London: should car use be controlled, if so how? How can pedestrian journeys to school be made safer for children? And, how can public transport be made more accessible?
- 2.2 Paris does have some advantages in that the relatively small size of the central area and high residential densities allows for easier provision of public transport, while the more recent (19th century), more rational boulevard layout gives a greater amount of road space to distribute between different types of transport.
- 2.3 Furthermore there appears to be a strong, civic commitment to ensuring long term sustainable investment for public transport. Public transport is viewed as being a necessary factor in promoting social and economic well-being. These deep-rooted principles allow a greater degree of certainty for all stakeholders involved in transport policy development.
- 2.4 And there are important examples of innovative transport policy that London can learn from. The fully integrated transport interchange at La Defense is a model we would do well to emulate. Furthermore, Paris appears ahead of London in the integration of safety and anti crime features into the design of station and interchanges. Transport providers are able to form subsidiary companies which can bid for work elsewhere – deepening experience and deriving a useful additional stream of revenues.
- 2.5 But Paris appears to lag behind London in developing more robust systems of accountability and public consultation, in identifying the problems of ensuring deprived suburbs benefit from access to good quality public services and in providing a focus for further development of cycling and walking.
- 2.6 London is fortunate in that there is a less complex political machinery that delivers transport policy; there are fewer layers and the process is more transparent. It is clear that there is a vital role for the London Assembly in enhancing the means by which local concerns are reflected more accurately in the development of transport services, and in performance management and holding to account transport providers.

² The Ville de Paris recorded a 1999 population of 2,125,000 while the wider Paris region had a population of 10,952,000.

3 Assembly Member's Views: Some Conclusions and Messages

This section summarises the conclusions reached by visiting Members of the London Assembly. Reference is made to background material and further information which can be found in the Appendices to this report and sets out in more detail the problems, priorities and ways of tackling the urban transport issues in Paris.

John Biggs, Labour Chair of the Transport Committee

- 3.1 There is a difficulty in trying to compare the positions of the Mayors of Paris and London. The Paris Mayor seems to have surprisingly few powers – unlike the London Mayor he does not have responsibility for delivering transport operations through a body such as Transport for London (TfL). Similarities exist however in that both roles are high profile almost regardless of the limited scope of their power.
- 3.2 The existence of a national consensus on the importance of public transport extends to a French willingness to publicly fund infrastructure. There may be a question of whether, given almost guaranteed state funding, the French project development and implementation regime is as cost effective as in the UK. I would be very interested to see an analysis of the two systems through further studies.
- 3.3 This question of economic efficiency also applies to the budget setting for public transport providers such as the Regie Autonome des Transports Parisiens (RATP). We saw the existence of a target driven system for transport providers even where there is no real market or competition. It was admitted that failure to meet these targets is unlikely since they are always set quite low.³
- 3.4 National government plays a leading role in most decision making bodies through state appointed chairmanship and there appears to be a lack of local accountability or influence particularly considering the level of local revenue raising powers and local contribution of funds for transport infrastructure.⁴ There is an agenda for change to a more devolved system but has not been concluded at the time of our visit. It is interesting that we often berate the London version of devolution for having too little independence from Government. This appears to be even more the case in Paris.
- 3.5 French transport providers can form subsidiary companies which can bid for and undertake work elsewhere. It would be potentially interesting to make comparisons and see if there are lessons for TfL. The French metro is currently engaged as a partner in delivering a subway system in Italy. A topical example

³ Details of the RATP contract with STIF (the Paris Transport Authority) and the performance target setting process are set out in Appendix A paragraphs 4.9 - 4.11. The respective roles and operation of STIF and the RATP is described in Appendix D paragraphs 4.1 - 4.3.

⁴ While the Ile-de-France contributes between 75% and 80% of the funding and subsidies for public transport and road programmes it has little control over infrastructure planning and system operation compared to the national government.

would be to examine the potential for TfL to earn income from the promotion of its congestion charge expertise around the world, an opportunity which at present appears to have been rejected.

- 3.6 Further differences apply to the approach to car use and road traffic. Parisian traffic jams can be considerably worse than Central London. Central Paris has far higher residential densities and is more middle class which encourages a more receptive approach to and political support for pedestrianisation and home zones. On the other hand, the French continue to demonstrate an appetite for road, and motorway, construction, which would probably be unthinkable in the UK.
- 3.7 The different urban structure also has implications for social equity. Affordable housing patterns mean that poorer residents live in the suburbs where public transport is less available and therefore forces people to spend a large percentage of their income on travel costs.⁵ The City of Paris however is both transport and economically rich.
- 3.8 We saw that La Defense, as a transport hub, seems to work. I am curious however to ask if we only saw the best example in Paris. More time would have allowed us to make better judgements about whether we have so much more to learn.

Lynne Featherstone, Liberal Democrat Deputy Chair of the Transport Committee

- 3.9 What struck me was the apparently remarkable political consensus that exists in France surrounding the belief that investment in public transport is necessary to serve the need for social and economic well being. From this consensus funding appears to follow the acceptance that public transport needs subsidy if it is to play its role in the functioning of a city such as Paris. Transport planning and investment can therefore operate with relative certainty that new infrastructure and network enhancements can be delivered over the medium and long term once the political decisions have been made.
- 3.10 The French legal framework supports this political will – compulsory purchase and other mechanisms drive policy in a way that is almost impossible to imagine in London as the progress of the major infrastructure projects such as Crossrail, Thameslink and the East London Line extension demonstrate. Overall the consultation process appears better and quicker than in the UK.
- 3.11 The new stations we saw on the metro's Line 14 particularly impressed me. We learnt that one of the key requirements for design of the line had been safety and to reduce the fear of crime. The public and circulation areas were generally glazed or open and visible from a variety of positions within the station. It is clear that opportunities have been taken in the design of these stations to make them transparent to the user with no hidden corridors, which go a long way to

⁵ GART told us that suburban residents generally pay about 25% of their income on transport costs (Appendix A paragraph 3.27).

reduce the fear of crime. Video cameras have also been installed in the stations and there are 12 cameras on each train (two to a car).⁶

- 3.12 We were shown the station at La Defense which is Paris' major new employment centre. Here, Tram, RER, Metro, bus and SNCF terminals are all integrated within the station, which is handling some 450,000 passengers per day. The interchange is properly integrated not just by mode but also the terminal layouts and information points.⁷
- 3.13 Finally, I was most impressed by the fact that in the two days travelled throughout Paris we never had to wait more than 60 seconds for any mode of transport throughout the day.

Eric Ollerenshaw, Leader of the London Assembly Conservative Group and Member of the Transport Committee

- 3.14 One of the first impressions is the similarity of the issues faced by Paris and London and of the proposals developed to deal with these. Since 1996 tackling these issues have been the responsibility of the Urban Mobility Plans, which all authorities have been required to produce.
- 3.15 Some of these key priorities are familiar to Londoners such as reducing car traffic; developing public transport and other sustainable means of travel such as cycling and walking in particular; giving priority to the implementation of public transport road schemes; reducing the impact of journeys to school; and encouraging businesses and public authorities to promote staff use of public transport and car-sharing.⁸
- 3.16 Paris does appear to have some advantages over London. The relatively small size of the central area and high residential densities makes the provision of public transport easier and means there is less reliance on the car. The 19th century street layout, with its wide boulevards makes it easier to reallocate road space without significantly reducing the amount of space for cars.
- 3.17 Notwithstanding the relative ease of instituting segregated road space for buses, Paris appears to be behind London in terms of bus priority and enforcement – however it is catching up with the installation of cameras on buses and priority at traffic signals.
- 3.18 The Parisien Mayor's views on the congestion charge scheme were interesting. His view is that the same approach to tackling congestion as was taken in London could not work in Paris for a variety of cultural and social reasons. There the preferred approach seems to be variable charging for parking to deter some users. This, combined with a range of controlled parking zones would deter commuters could work both in Paris and as an alternative to congestion charge scheme in London.

⁶ Further details of Line 14, its planning, passenger numbers and unique driverless operation are described in Appendix A paragraphs 4.13 – 4.18.

⁷ A description of La Defense, as a multi modal transport interchange are set out in Appendix A paragraphs 4.19 – 4.21.

⁸ The details of the Paris Urban Mobility Plan were presented to us by the staff of the Deputy Mayor of Paris (Appendix A paragraphs 4.41 – 4.44.)

- 3.19 Integration of the RER with metro and other modes seems to work well. However, I for one, would need more evidence of other interchanges to see if the example of La Defense which we were shown is an exception rather than the rule.
- 3.20 In terms of institutional arrangements for transport in Paris, there is a bewildering political hierarchy which appears to complicate decision-making and causes frustration at a number of levels – particularly the local level.

Jenny Jones, Green Lead Member on Transport and Member of the Transport Committee

- 3.21 As with all the other delegates to Paris I was impressed with the political will to long-term plan and fund public transport infrastructure. The certainty that, once a project has been identified as beneficial, the planners, implementers and operators can have the confidence that funding will be available over 15 to 20 years.
- 3.22 We saw that the new Metro stations have been well-designed using materials that are easy to maintain and repair, which is both functional and practical. Open spaces within these stations not only give a sense of security but also are built on a far more human scale - unlike the new Jubilee Line stations.
- 3.23 In many places physical barriers separating bus lanes from the general traffic have reinforced road space reallocation policies. This sends a powerful message of intent to both public transport users and the private driver. Other priorities are not underlined so well – for example on street parking appears to be chaotic with little evidence of control or enforcement.
- 3.24 La Defense is a truly integrated transport interchange. It is not confined to linking different modes of transport but extends to information integration which allows real time information provision which can really help to inform people's travel choices across a variety of modes.
- 3.25 The possibilities of creating an organisation like GART could be explored.⁹ This region wide organisation brings together local communities, transport users and political organisations in order to lobby government on transport and sustainability issues. An organisation like this, a kind of amalgamation of the ALG and LTUC, might make consultation easier on a London wide level for transport providers such as TfL.¹⁰
- 3.26 A longer visit would have allowed Members to meet other agencies which have a wider impact on transport in Paris such as the Police and Communes. The pace of developments in Paris was also notable.
- 3.27 A few days after returning to London a proposal was made to ban cars from certain areas of Paris. I for one will keep a close watch on developments like this for ideas that can be recreated here.

⁹ GART (Groupement des Autorites Responsables de Transport) is a non-profit association of 218 French local governments, including all the 150 major metropolitan areas, from cities with 30,000 inhabitants up to the City of Paris. GART is also a platform for discussion and exchanges between transport officials. It represents all political parties and is vocal on national and European transport policy.

¹⁰ The work of GART was described to us at our meeting (Appendix A paragraphs 4.27 – 4.29 – 3.35).

Appendix A

Our meetings and visits to transport projects

Our schedule of meetings is set out below. This section details the key points of our discussions.

Sunday 19 January

- Arrive Gare du Nord by Eurostar from Waterloo
- Meet staff from the British Embassy in Paris to be briefed on background issues
- Walking tour of Paris to see a number of schemes in operation

Monday 20 January

- Meet at RATP main offices. Visit Line 14 and discuss organisation, policies and funding issues
- Visit La Defense's multi modal interchange. Discuss issues of integration, security and tramway
- Meet GART to discuss issues such as traffic reduction, participation in transport planning and provision

Tuesday 21 January

- Meet staff from Deputy Mayor's office to discuss strategic transport issues and implementation of new schemes
- Demonstration of central traffic control system
- Meet STIF to discuss transport policy for Ile de France, funding and organisation
- Meet British Ambassador to France for debriefing session
- Depart Gare du Nor on Eurostar

Transport providers and performance management

- 4.1 The Regie Autonome des Transports Parisiens (RATP) was founded in 1948 and is the region's main provider of public transport (75% of overall passenger traffic). It operates the Paris Metro, parts of the regional railway system (RER) and buses. Although it operates solely within the Ile-de-France region, it is a national company, supervised exclusively by the government. Its board has 27 members – 9 government representatives, 9 representatives from the RATP employees and 9 people representing local elected officials, passenger representatives and a transport specialist. The chair is appointed by Prime Ministerial decree on the proposal of the Minister of Transport.¹¹

Funding for transport in the Ile de France comes from three sources:

- Regions 50%

¹¹ We saw no evidence that the RATP is called to account by any political entity as TfL is by the Assembly here in London.

- State 30%
 - Transport operators 20%
- 4.2 The Departments often contribute to investments (e.g. City of Paris to Line 14 and bus lanes).
- 4.3 Public transport in the Ile-de-France region is managed, and partly financed, through the Ile-de-France Transport Authority - the Syndicat des Transports d'Ile-de-France (STIF). STIF, a modern-day version of the Paris Transport Authority founded in 1959, gathers together representatives from the State, the region, as well as the eight departments included in the Ile-de-France region.
- 4.4 Its role is to co-ordinate local public transport more efficiently, to make decisions regarding leading policies, network development and fares, etc. The STIF board of Directors comprises 34 members, 17 of which represent the French State, and 17 the local authorities of the Ile- de- France.
- 4.5 The STIF budget for 2003 amounts to €3.7 billion, a major part of it comes from the "transport tax"¹² from Ile-de-France businesses and amounts to some €2,4 billion. The two other major sources of revenue for STIF are the contributions from its members (€1.1 billion) and the revenue from police fines from parking and traffic offences (\$86 million).
- 4.6 While the Ile-de-France contributes between 75% and 80% of the funding and subsidies for public transport and road programmes it has little control over infrastructure planning and system operation. Priorities are set by central government and RATP is only accountable to central government. Local politicians struggle to influence transport provision.
- 4.7 The RATP cover the Ile-de-France of 7 departments surrounded by 4 counties. Key facts about the Ile-de-France are:
- It covers an area of 12,000 km square - 2.2% of France.
 - It has a population of 11 million – 19% of the French population and 22.5% of the working population
 - There are 5 million jobs in the region

RATP Transport Provision

- 4.8 RATP serves 8 of the 11 million residents in the Ile de France. Nearly 10 million trips are made on RATP services daily:

Metro (14 lines)	4,467,000
RER (2 lines)	1,539,000
Bus (3,863 buses)	3,239,000
Tram (3 lines)	177,000

¹² Much STIF's budget comes from a hypothecated employers tax (the "versement de transport"). The tax is paid by employers with 10 or more employees at a rate of 2.2% of the payroll. Eighty five percent of the "versement de transport" is used to subsidise the loss making public transport operations from the "carte orange" season tickets.

Total 9,430,000 daily trips

Urban Travelling Patterns

- 4.9 Within the region the mode of transport varies. Within the city of Paris 61% of all trips are made by public transport and only 31% by car. However trips made between suburban locations are dominated by the car, which is used for 82% of trips. While there is good radial provision for travelling in and out of Paris, the orbital routes are poorly supported so people have to travel into Paris and out again to move around the suburbs by public transport.
- 4.10 STIF attempts to performance manage RATP through the use of performance bonuses. This system is based on a range of service quality indicators which cover:
- Train reliability
 - Services at station premises
 - Cleanliness of stations
 - Availability of escalators and ticket vending machines
 - Driver behaviour
 - Information provision at bus stops
 - Commercial speed
- 4.11 These bonuses are designed to provide an incentive to operator performance. For example, in 2000 a train reliability target of 93% was set. Bonuses were offered for performance above this to a 96% ceiling and penalties would be suffered for performance below 93%.
- 4.12 Bonuses are not restricted to RATP as an operator. Up to 10% of bonuses earned in 2001 were allocated to staff as part of a profit sharing scheme. RATP is not a profit making body and would suffer a penalty if it failed to meet its targets. However, so far, RATP has not yet failed to meet its targets. If a penalty were ever incurred this would not have a direct effect on salaries but would harm the bonus system which existed for all staff.
- 4.13 Industrial relations have improved following a complete overhaul of management, which was now decentralised. RATP had, in the past, suffered a lot of strikes due to attacks on RATP staff and a "social alarm" system had been set up where managers enter into negotiation with other partners to try to improve safety.

Key recent transport developments

Line 14

- 4.14 We were told that Line 14 was opened 1998, the first new line since 1935, and is Paris's first driverless metro. The line is designed to relieve pressure on other lines and to open new stations. The piloting system automatically controls the line's train traffic, regulates the train speed, manages several alarm devices, and manages both automatic and non-automatic trains on the same line. Known as the METEOR project Line 14 cost approximately €1 billion. The design of the

system emphasised safety and reducing the fear of crime. It carries up to 55 million passengers each year. It has proved very popular with passengers.

- 4.15 Passenger numbers have increased from 100,000 in 1998 to 230,000 per day. Features of Line 14 are:
- Rubber tyres which enable good acceleration and braking performance
 - An average speed of 40 kph as opposed to the 20-27 kph of other lines
 - Headways (time distance) between trains of 85 seconds (42 trains per hour)
 - Operation at 99% reliability and with half the operating cost of other lines
- 4.16 To reduce the fear of crime the line has been designed with glass walls overlooking the central platform. Video cameras have also been installed in the stations and there are 12 cameras on each train (two to a car).
- 4.17 The interchange between the metro and RER is by means of a large open area rather than a maze of tunnels, which are disliked by passengers. This interchange handles 25,000 people every day. In the event of emergency evacuation from trains there is an escape path 50 cm wide through out the tunnel to enable people to walk from a broken down train to the station.
- 4.18 A key component of Line 14 is the safety system, which enables driverless operation. Communication between transponders in the track and the train at a rate of three signals per second allows safe operation. These signals relay the exact position of the train and confirm that the track ahead is clear. If no signals are received from the train then the system fails safe and the train has to be started manually. This happens, on average, about once per month.
- 4.19 Other features of the line include:
- Video cameras which allow the control room to intervene in crowd situations via the intercom;
 - Platform edge doors (as with the Jubilee extension); estimates suggest that 50% of delays are caused by items falling onto the tracks;
 - Platforms are longer than currently required that so that trains could be lengthened to increase capacity;
 - It fully complies with disability standards with lifts from the street to the platforms, a wider turnstile to accommodate wheelchairs and level access from the platform onto the train; and
 - Trains are protected from glass scratching and graffiti by layers of plastic, which are peeled off once the train was marked.

La Defense – A Multi Modal Transport Interchange

- 4.20 Accompanied by Jean-Frédéric Collet (RATP Strategy Department) we travelled by RER from the Gare de Lyon to La Défense the major new employment centre for Paris to see the station's multi-modal interchange.
- 4.21 Tram, RER, Metro, bus and SNCF terminals are all integrated within the station which handles some 450,000 passengers per day. The central area of the station has ticket sales and information points with shops on the periphery. The station

is used to shop at weekends. The station is owned by RATP and generates significant income for them. The different transport services are integrated and the information desks can now give real time information about all means of transport.

- 4.22 We visited the control room where we were shown how both transport and security operations were overseen and integrated. Staff from RATP, the police and fire services work and train together to ensure efficient control and responses.

Tram T2

- 4.23 The newest tramway, T2, is 11.5 kilometres in length with 13 stations and carries 63,800 passengers per day on 18 trams. Technical constraints meant that more trams could not use the system, however there are plans to lengthen platforms so that longer trams can tackle congestion through increased capacity. On board real time information displays show the destination of the tram, the next two stations and the time to the next stop.
- 4.24 There has been a pro-active approach to ticket evasion which had fallen from 24% in 2001 to 9-10%. This had been achieved by using former drivers to talk to fare evaders about the consequences of their actions in terms of lost revenue and future investment in the service.
- 4.25 There are plans to extend the line, which would be used to aid regeneration in the more deprived southern areas.

Political influence and the planning process:

Deputy Mayor of Paris' Office

- 4.26 We were told that since the election of Denis Baupin (a member of the Green Party) there has been a profound change in policies committed to reducing the rate of car use in Paris.
- 4.27 Since 2002 the Mayor had taken over some traffic controls from the Police. The Police remain in control of major roads and roads on which there are buildings considered security risks. The Mayor has control of traffic lights, signals, car parks and on-street parking. The Mayor, with the Council, determines road priorities with the agreement of the Prefect of the Police (as with other French towns). The Prefect can veto any traffic schemes devised by the Mayor. The Prefect is the representative of the Government and therefore a representative of the centralised state.

GART

- 4.28 We then visited Le Groupement des Autorités Responsables de Transport (GART) where we spoke to Chantal Duchêne, the Director Generale. GART is a non-profit association of 218 French local authorities, including all the 150 major metropolitan areas, from cities with 30,000 inhabitants up to the City of Paris. It is a political organisation chaired by the Mayor of Grenoble.
- 4.29 GART also represents all types of transport businesses in France. It is a platform for discussion and exchange between those engaged in the transport industry,

providers, regulators and users. It represents all political parties and is also a vocal representation on national and European transport policy.

- 4.30 Its mission is to act as a public spokesperson for councils and to offer economic, financial, legal and technical expertise.

Administrative Complexity

- 4.31 France has an immense number of small communities (36,0000) with their own local political administration. In the Paris area there are 390 communities alone and it is very difficult to link them together in order to discuss transport issues and also very difficult to get politicians to agree on the introduction of new public transport provision.
- 4.32 The Deputy Mayor recognises that a more coherent approach is needed. He is pressing for a more co-ordinated political structure to deliver more investment into public transport in the suburbs.

Consultation

- 4.33 We discussed the process of consultation and found that as in London there is a growing interest in ensuring that all stakeholders are involved at an early stage in policy development. We learnt that in Paris the procedure is long and complex particularly where there are legal risks where compulsory purchase is required for new schemes. With new transport infrastructure proposals many towns are initially resistant but become enthusiastic once the scheme is in place. There was a difference between the Ile de France in which the national government has a powerful voice and other towns which have more autonomy.
- 4.34 We heard that there exists a wide political consensus, not only about the importance of transport, but also for the need to fund it adequately. This consensus has existed over a considerable period and allowed sustained investment.
- 4.35 The car is still widely seen as a status symbol and a programme to look at integrated transport has only just begun. A good bus service may exist in the suburbs but if there is only one bus every half hour people would use their cars for 20 minute journeys.
- 4.36 In Paris there is a difference between those who lived in the Ile de France, which has a high public transport share and high rates of walking trips (only 50% of households own a car) and the outskirts of Paris where there was a high car usage. It was suggested to us that the use of the car is not yet so high that it has galvanised political will to act.
- 4.37 The disabilities issue has only recently come onto the agenda. It is dealt with positively in the Ile de France with almost all trams built in the 1990s being accessible. It will be harder to convert the older transport system although President Jacques Chirac has made it a priority.

Transport Planning

- 4.38 There are two layers of planning one with the Ile de France and the other with the Municipalities. In theory all of the wishes of the municipalities should accord

as all of the municipalities agree local plans which are coherent with regional plans. But the regions' plans are very general and some areas (such as parking) are excluded. In reality the municipalities were able to thwart some schemes through objection.

- 4.39 The Mayor has to plan and develop any new routes through STIF as it holds the budget. The Deputy Mayor however is a member of the STIF board.

Urban Planning

- 4.40 The strategic transport plan is difficult to integrate into the region's urban plan and consequently suburban and new town developments create transport problems. Municipalities are keen to encourage development in order to gain money through higher property taxes although there are some planning restrictions.
- 4.41 STIF are in favour of 2 layers of decision making – a strategic one for services such as the RER and one for local transport such as buses. We were given an example of the complexities of planning a bus route in Fontainebleau which involved getting agreement from 20 different mayors. STIF would prefer to deal with a single organisation.

Urban Mobility Plans (UMP)

- 4.42 By law each large town has to implement a UMP – a five-year plan to improve the health and economy of the area. The Paris UMP, agreed in 2000, targets a traffic reduction of 5% which, we were told, would be relatively easy to achieve as traffic was reducing annually by 2-3% in Paris. The reduction targets will be more difficult to achieve in the Ile de France region where car usage is much higher.
- 4.43 Targets are set by consultation with all the stakeholders which is piloted by the Prefect and then voted on by each department. As this objective had been implemented before the Deputy Mayor had been elected it was not as pro-active as it could have been. A more specific plan for Paris is being drafted which will be more ambitious.
- 4.44 The UMP can be used by organisations to lobby the Government and an organisation can take an institution to a tribunal for violating the UMP.
- 4.45 We heard that more than 65% of travel within the suburb are car journeys. The "school run" does make up a lot (but not the majority) of these journeys. This has been a problem for the last 10-15 years. An experiment has been undertaken with one Parisian primary school. Following detailed analysis work, had been undertaken to encourage children to travel to school by foot or bike. A walking bus has been instituted. There has been considerable consultation with police, teachers, residents associations and the fire brigade. Confronting the very high level of deaths and serious injuries on the roads is a major challenge facing the administration and is an area where Assembly members, reflecting the better relative performance in London, may be able to provide input into the debate.

Recent initiatives Paris: Green Plan

- 4.46 There is a programme to improve Parisian Streets to make walking and cycling more attractive through wider pavements, easier crossing and street planting.
- 4.47 Cycling is also being encouraged and there are schemes around bike parking, bike rental and information about repair. Cycles can be carried on the RER outside of peak time for no charge. SNCF is also working on transporting bikes. The first world congress on cycling "VeloCity" is being organised for September.

Road Traffic Reduction

- 4.45 There is a lack of co-ordination on road policy. Until recently there has been little interest in restraining the use of cars. There is now new rising and popular concern about constraining cars, but people, as in many cities, are happy to reduce overall car usage but not their own. Currently there is not much political interest in entering this debate. Nevertheless, the Mayor has been elected with the ambition of reducing traffic and STIF is looking at London's Congestion Charge scheme.

Alternatives to Congestion Charging

- 4.46 However, we were told that the Mayor did not think that a similar congestion charging scheme could be implemented in Paris due to social and cultural difficulties. In Paris the primary aim is to reduce the amount of space which the car could occupy and provide more public transport. We were told that policies involving differential parking prices were likely to be used to further reduce the use of the car within Paris.

Appendix B

The French System of Government

Decisions about the provision of transport services, the way it is funded and provided are substantially affected by the system of government. An understanding of the democratic context in which Paris operates is a useful tool for assessing the issue of transport in Paris. This section briefly deals with the French system of government.

National Context

- 5.1 The National Government is made up of two bodies: the National Assembly with directly elected deputies and the Senate with members elected indirectly through local authorities. At regional level, functions are divided between three levels: regions, departments and municipalities (communes). There are 26 regions, 100 departments and 37,000 municipalities.
- 5.2 The French system seeks to avoid overlapping responsibilities. National government therefore has a regulatory role and can impose obligations on regions, departments and municipalities. In contrast with other regions, in Paris the responsibility for enforcement of traffic regulations lies with the Director of Police rather than the Mayor or President of the Regional Council. Decentralisation of responsibilities in 1982 redefined the powers of French local authorities, transferring some national responsibilities to a more local level.

Parisian Government

- 5.3 In Paris, the regional council is the Ile-de-France¹³. It is composed of directly elected members, each elected for six years, who elect the President of the Regional Council. The Ile-de-France has special status – national government oversees the organisation of public transport. The Ile-de-France has no direct responsibility for organising or operating passenger transport however it is the government's main partner in selecting and jointly funding transport infrastructure. There have been recent moves to create a Regional Transport Agency for the Ile-de-France to move it into line with the rest of the country.

In the Ile-de-France, in contrast to other regions in France, organisation of the transport system is centralised at national level. National government, through the Ministry of Finance and the Ministry of Transport have responsibility for:

- Regulation of transport activities
- General policy for urban and non-urban passenger services
- National and regional passenger transport projects
- Supervising and organising public transport
- Trusteeship of national companies such as RATP and SNCF
- Preparing national transport master plans and promoting public transport

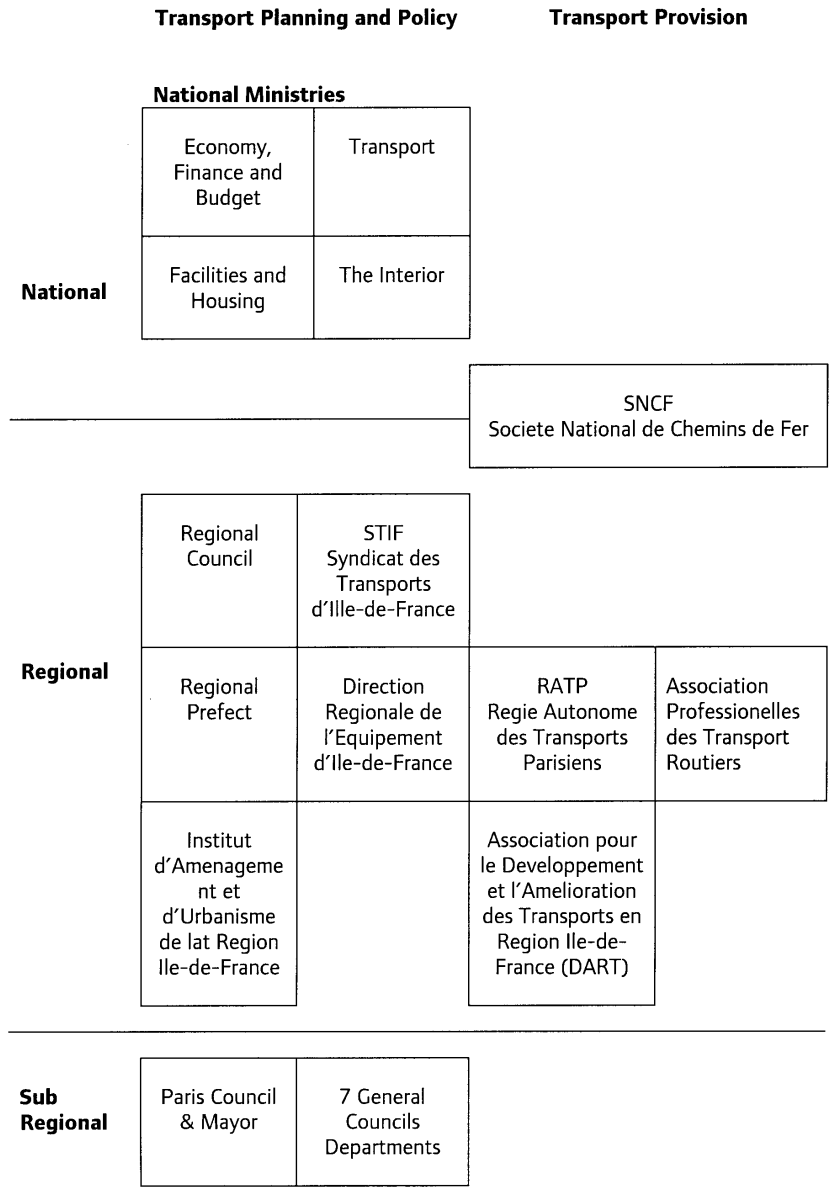
¹³ The Ile-de-France is the Paris metropolitan region which has around 11 million residents. It is slightly wider than the boundary encompassed by Greater London.

The Mayor of Paris

- 5.4 The Mayor of Paris is elected for a 6 year renewable term using a two round first-past-the-post system. Paris has financial autonomy in the sense that it adopts its own annual budget. The 2002 consolidated budget was set at €5,512 billion (£3.3 billion)
- 5.5 The current Mayor of Paris, Bertrand Delanoë, is a socialist, was elected in March 2001 and leads a Red/Green alliance in the Town Hall. He has a broad agenda of transport initiatives; exploring ways to reduce car journeys into city centre, expanding trams in the outer suburbs and pressing for the use of greener fuels in buses. He is also prepared to throw political weight behind some of the more radical proposals (e.g. car free days) coming from his transport section, headed by Denis Baupin, a Green Deputy.

Appendix C

Organisational Structure



Appendix D

The Paris Transport System

The Paris Metro

- 6.1 The first metro line opened in 1898. The Paris metro network provides a closely-knit network with exceptionally closely spaced stations. This means a substantial proportion of metro passengers are making short journeys, which might be taken by bus in London. The network extends to the inner suburbs of the city but, unlike in London, not beyond that. No metro line extends beyond the distance that defines zone 2 on the London Underground. The network has 14 lines and a total network length of just over 210km.
- 6.2 Although no new lines were built between 1935 and 1998, the network was slowly expanded through extensions of existing lines. In the 1990s, however, it was decided to build a completely new line (Line 14 "Météor") from the south to the north-west of the city. The first 7km stretch opened in October 1998; work on a further section is currently under way. It took ten years from the first presentation of the ideas for the new line to the Government to the opening of its first stretch, with the actual construction taking six years.

Metro Facts and Figures

About one third of the network is operated by rubber tyred trains. The 297 stations give an average distance between stations of 700 metres (London: 1600 metres). On an average weekday, the system is used by about 4.35 million passengers. Peak service intervals in Paris are generally between 1.5 and 2 minutes. During the middle of the day, headways are around 3.5 minutes, whereas trains run every 7 or 8 minutes during late evenings. A slightly reduced service operates in the summer months.

Regional Rail

- 6.3 In the 1970s many of the regional railway lines in Paris were taken over for construction of the Regional Express System (RER) which provides rapid transit through the central area.¹⁴ Most RER lines were built by linking the city centre termini of existing regional rail lines but some were created through extensions to new towns and Charles de Gaulle airport.
- 6.4 Since it was first launched the RER has extended to the entire Greater Paris Area, thereby ensuring high levels of mobility for its population. It comprises 5 lines, including lines A and B, which are operated by RATP (except for the north-west section of line A and the north section of line B), and lines C, D, E, operated by SNCF.
- 6.5 There are approximately one million and a half passengers every day on lines A and B. These lines run through Paris and provide links to all the departments of the Ile-de-France region, while ensuring service to the two main airports, Orly and Charles de Gaulle.

¹⁴ The proposed Crossrail scheme in London would be similar in nature to the RER lines in Paris.

Recent RER improvements include:

- Commissioning new dual-level trains, which are more comfortable and equipped with a cooled-air system
- Improving service on weekends, working days and during the summer.
- Increasing regularity, frequency and comfort during non-peak times
- Increasing the number of stops in the nearby suburbs.

Paris Buses

- 6.6 The bus networks mainly developed in the inter-war period and progressively replaced tram routes, as franchises ran out and were not renewed.
- 6.7 The present regional bus network is composed of three separate networks:
- The Paris buses run by the RATP which operates up to 60 routes mainly within the Ville de Paris. Some routes extend further into the suburbs wherever there is inadequate metro coverage and especially to the suburban riverside communes. The average speed of the buses is around 12 kilometres per hour despite increasing numbers of bus priority lanes and segregated bus lanes. The average frequency is 4 to 5 minutes (peak) and 7 to 8 minutes off-peak.
 - Suburban buses (about 220 routes) are also run by the RATP. These serve inner suburbs outside the Ville de Paris covering main radial roads and orbital connections between suburbs. They also form feeder services to railway stations.
 - A network of privately owned buses which carry 8% of passenger traffic is operated by 90 companies which are grouped into two trade associations. These run 837 routes in the region but do not cover the city centre or inner suburbs. Many routes are feeder services to railway stations but there are also a number of express services between departments.

Paris Trams

- 6.8 All of Paris' original tramlines were dismantled but new lines were opened in 1992 (T1) and 1997 (T2). A segregated bus line that only uses private rights of way was opened in 1993 (T3), is 13 kilometres long and has 23 stops.
- 6.9 These three lines are located exclusively in the suburbs and carry over 42.7 million passengers every year.¹⁵ Their average commercial speed is 24.03 km/h. Lines T1 and T2 cover a total of 20 km and call at 34 stops.

¹⁵ Croydon Tramlink carried 18.3 million passengers in the 12 months to March 2002.

Appendix E Orders and Translations

For further information on this report or to order a bound copy, please contact:

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tel. 020 7983 4393

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

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Appendix F

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 <http://www.london.gov.uk/approot/assembly/index.jsp>

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