

Getting the public on board

A Transport Scrutiny update

April 2003



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Chair's Foreword



Scrutiny is not an exact science but is largely a matter of collecting evidence on performance against agreed targets, of bringing political pressure to bear where performance has been poor and of proposing new or alternative approaches to issues where this suggest themselves after considering evidence.

This can of course mean that scrutiny appears to those scrutinised as a negative process, particularly since the media tend to focus on areas of disagreement. So let us state clearly in this forward that the Transport Committee recognises and applauds much good work by TfL, particularly its achievements with London's bus services. We are particularly pleased to note that TfL has chosen to implement the majority of the Committee's recommendations on improving bus services, made in one of our first scrutiny reports: 'Improving London's Bus Services'. While it is in the nature of scrutiny that positive outcomes have many parents other than the scrutineers, it is to be hoped that the continued interest of the transport committee will assist in both keeping TfL on their toes and building a constructive partnership with regard to improvements in the services they provide.

Other positive areas include the work in progress on Personalised Travel Planning, on night time travel and further development of travel information.

So now the bad news!

First, while applauding the improvements to London's bus services, we are alarmed about the growth, and unsustainability, of the budget deficit this has created. It will be a priority of the Assembly to scrutinize, and where possible assist with, the resolution of this problem. This concern has been recorded elsewhere but is reinforced here, particularly as much good work is at risk if the problem is resolved through a crisis, rather than managed thoughtfully.

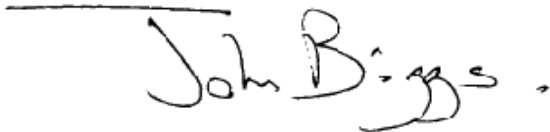
Second, while praising improvements to bus services, it is disappointing to note that TfL has failed to make as much progress with the delivery of sorely needed additional river crossings or improvements to the South London Metro. At the point of writing this report TfL has begun to act with greater urgency but there is a sense of that London could have been further forward with both of these initiatives if they had been afforded greater priority.

Finally, and worryingly, a theme that has emerged strongly from this scrutiny has been a growing mistrust in TfL's consultation process, stemming from a seeming reluctance for dialogue and a certain high-handedness in TfL's dealings with other key stakeholders

and the public. There have been enough separate instances, in different service areas and different parts of London, for this to be more than a 'slip-up' and more of a generic, structural problem for Transport for London. Examples include the West London and Cross River Tram schemes, various changes to local bus routes, and the river crossings, where TfL has failed to engage people sufficiently in a constructive manner. The risk within this flaw is not just that it will lead to unhappiness and dispute but that otherwise good ideas, such as new tram services, might be jeopardized by a failure to take people along with them.

The Committee therefore calls on TfL to explain to the Transport Committee in a policy statement what exactly they mean by consultation, detailing how they define the period involved to bring in all interested parties, how they weigh up & assess those concerns and how they explain their decisions and the reasons behind them to the public.

Scrutiny should be a partnership. We look forward to constructively engaging with Transport for London, and the Mayor, on these issues.

A handwritten signature in black ink that reads "John Biggs". The signature is written in a cursive style and is positioned below a horizontal line.

John Biggs
Chair of the Transport Committee

Membership of the Transport Committee

John Biggs	- Chair (Labour)
Lynne Featherstone	- Deputy Chair (Liberal Democrat)
Tony Arbour	- Conservative
Roger Evans	- Conservative
Nicky Gavron	- Labour
Sally Hamwee	- Liberal Democrat
Samantha Heath	- Labour
Jenny Jones	- Green
Eric Ollerenshaw	- Conservative

The Transport Committee's general terms of reference are to examine and report on transport matters of importance to Greater London and the transport strategies, policies and actions of the Mayor, Transport for London, and the other Functional Bodies where appropriate. In particular, the Transport Committee is also required to examine and report to the Assembly from time to time on the Mayor's Transport Strategy, in particular its implementation and revision.

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Executive Summary

There are many positive developments to come out of the Committee's scrutinies, and we commend TfL for their work in:

Improving London's Bus Services - Most of our 27 recommendations have been implemented or are being taken forward by TfL. There has been an increase and improvement in bus services across London, substantial investment has been made and patronage has increased. The Committee acknowledges that progress is being made with bus services but we will continue to monitor TfL's sharply rising costs in this area.

Safer Routes Home - The Committee is pleased to see that TfL has been making progress with improving safety on public transport, at stations and at bus stops, particularly with the introduction of help/information points, CCTV, and better lighting.

Personalised Travel Plan Pilot Schemes - TfL has confirmed that four pilot schemes in Southwark, Lambeth, Kingston and Enfield will commence in April and finish by the end of 2003 with evaluation in 2004. The Committee is pleased that work is now proceeding with these important pilot schemes.

However, despite the above progress, the Committee is concerned that TfL has not been performing adequately in the key areas below.

Public Consultation - We remain concerned that TfL is failing to learn lessons from previous public consultations. The Committee would like to see better public consultation with the boroughs and the public on new or enhanced bus services and routes, trams and river crossings. We recommend that:

- TfL should review their bus route consultation procedures to ensure that they are effective at resolving conflicts between their network expansion plans and potential opposition from the boroughs and the public;
- We request that TfL now explain to the Transport Committee how they will revise their consultation process in order to restore public confidence in the way that TfL develops and implements its transport improvement schemes. In particular TfL should make a clear statement through this Committee to the public in West London about what statutory consultation is required, what formal consultation process that TfL will adopt and how this will take account of best practice before they go ahead with the tramway.
- In order to restore public confidence in the process the Transport Committee will undertake a specific scrutiny on the proposed river crossings schemes and the way TfL is managing them.

South London Metro - The Committee is disappointed at the slow progress being made with the implementation of the South London Metro, which will be vitally important to the improvement in public transport in South London. We recommend that:

- The Mayor, TfL and the SRA should work effectively together to ensure that the South London Metro is developed speedily.
- We want the Rail Services Directorate at TfL to specify exactly what their £500,000 will achieve for the four pilot routes. We want to know in more detail what will actually improve at interchanges, stations and in marketing and fares.

Transport Operational Command Unit (TOCU) – The Committee welcomes the excellent progress being made with improving safety and tackling crime on transport. TfL said that TOCU has had an impact on reducing bus and street related crime. However, the Committee is concerned with two issues: whether TOCU provides value for money and also the possibility that crime is displaced to other areas. We recommend that:

- As a first step to making a judgement on the benefits of TOCU, we will be asking the Metropolitan Police Authority to assess whether TOCU does provide value for money for Londoners. The Committee will consider commissioning an independent verification and assessment of its effectiveness.
- We will be asking the Metropolitan Police Authority to provide an assessment of whether there is any evidence of crime being displaced to other areas.

Walking and Cycling - The Committee is concerned that there is a lack of political will at senior level within TfL to progress walking and cycling measures. We recommend that:

- The Transport Committee should undertake a specific scrutiny on the implementation of TfL's walking and cycling schemes.

The Committee is grateful to Transport for London (TfL), the Association of London Government (ALG) and the South West London Transport Conference (SWELTRAC) for updating the Committee about progress with the four scrutiny reports: Transport in Outer London; Improving London's Bus Services; Alternatives to Congestion Charging; and Safer Routes Home.

1. Introduction

- 1.1 An important part of the scrutiny process is the follow-up of recommendations contained in scrutiny reports. This involves:
- Ensuring that bodies accountable to the Assembly (Mayor and Functional Bodies such as Transport for London) respond to the Assembly's recommendations
 - Giving an opportunity to other interested bodies (e.g. Boroughs, partnerships and the people of London) to respond, particularly on recommendations which affect them
 - Monitoring implementation of recommendations and developments relevant to the original scrutiny report as events unfold.
- 1.2 The Committee met on 16 January to establish what progress had been made with the recommendations from the following reports: Transport in Outer London; Improving London's Bus Services; Alternatives to Congestion Charging; and Safer Routes Home. These reports were produced between June 2001 and April 2002.
- 1.3 We made 55 recommendations in these four reports. The Committee received evidence on 16 January from Transport for London (TfL), the Association of London Government (ALG) and the South and West London Transport Conference (SWELTRAC)¹ on the progress made on implementing the recommendations.
- 1.4 We concentrated on the main areas from the four scrutiny reports where action by TfL could make a significant difference to Londoners' travel patterns. These were:
1. Bus Improvements
 2. South London Metro Scheme
 3. Personal Travel Plan Pilot Schemes
 4. Trams
 5. River-crossings
 6. Walking and Cycling Initiatives
- 1.5 In addition to monitoring progress, the Committee was concerned to use this opportunity to explore issues surrounding the consultation processes used by TfL when implementing projects. At a number of meetings during 2002 we heard concerns that confusion over the methods and status of the consultation process had provoked local opposition and had led to delay in project development and implementation. We explore this issue more thoroughly in the following sections.

¹ SWELTRAC is a sub regional partnership of 12 south and west London local authorities, TfL, Bus and Train Operators, and Network Rail. SWELTRAC is working with TfL to obtain and implement practicable measures to enhance public transport interchanges and improve public transport accessibility to town centres and businesses.

2. Improvements to Bus Services

- 2.1 The Improving London's Bus Services scrutiny report published in June 2001 made 27 recommendations. The recommendations were made mainly to TfL and focused on accessibility; costs of improvements; performance; improving safety and tackling crime and enforcement of bus lanes.

Bus Accessibility

- 2.2 TfL aims to provide a comprehensive bus network serving residential and employment centres, and ensuring that people have access to their local amenities such as shops, hospitals, schools and transport interchanges.²
- 2.3 In our reports we recommended that TfL improve access to the bus network by identifying strategies for serving areas that are more than 5 minutes away from a bus stop. TfL told us that over the last two years they had sought to move bus services closer to where people live. However they face the challenge of convincing some people of the desirability of running buses in some residential roads.
- 2.4 Improving access to the bus network often means buses are travelling on more residential streets, and accessible buses means bigger vehicles. In many areas this has met with local resistance often supported by local authorities and MPs.
- 2.5 We believe that TfL should continue to explore ways of increasing access to the bus network, working closely with the local authorities to ensure services can run safely and reliably with appropriate traffic management schemes.

Recommendation 1:

TfL should review their bus route consultation procedures to ensure that they are effective at resolving conflicts between their network expansion plans and potential opposition from the boroughs and the public.

- 2.6 TfL must engage with local communities to determine appropriate and safe routes for bus services, and should avoid unilateral decisions which fly in the face of clearly expressed majority opinion. This would be assisted if TfL would devise routes or route changes after they engaged in dialogue with communities, rather than seeking to impose solutions.

² When planning the network, their guidelines include:

- In residential areas, routes should be designed to run within five minutes walk of most homes, subject to the layout of the road network. This is about 400 metres at the average walking speed.
- The 400 metres guideline will be used alongside other indicators of accessibility to the network. These may for example be demographic, such as low car ownership, or physical, such as steep hills, parkland or severance due to main roads.

Recommendation 2:

TfL should as a planning tool analyse the accessibility of high and low frequency bus services in London so that significant gaps could be identified. This would help stimulate a public debate about how best to improve general accessibility.

- 2.7 **Action: The Assembly should look at how local communities plan their bus services and identify good practice followed by local authorities and partnerships in trying to reach the goals.**

Performance

- 2.8 The Committee had recommended in the Improving London’s Bus Services report that future contracts should provide greater incentives to bus operators to provide a reliable and high quality service. The Committee is delighted that Quality Incentive Contracts (QICs)³ have been introduced progressively on the bus network since April 2001. By 1st October 2002, 117 routes - 23% of the network in terms of scheduled kilometres - had adopted QICs. In addition, a number of other routes have introduced “incentivised” supervision schemes (ISS) where the cost of additional service control is refunded if negotiated performance targets are met. Compared with the network as a whole, QIC routes perform significantly better than average. There has also been an overall improvement in network performance as a whole.

Year	High frequency services Excess Wait Time (mins)	Low frequency services Buses departing on time (%)
1999/00	2.1	67.8
2000/01	2.2	67.7
2001/02	2.0	69.4
2002/03	1.8	72.0

Source: Transport for London

The above table shows that excess waiting time⁴ has decreased from an average 2.1 minutes in 1999/00 to an average 1.8 minutes in 2002/03, while the number of buses departing on time has increased from 67.8% in 1999/00 to 72% in 2002/03. However, it would be helpful if TfL could produce figures for bus services in inner and outer London, so that effective comparisons can be made. We would also welcome more detailed figures for different boroughs, for example, performance figures for Barnet, Barking & Dagenham, Hillingdon and Camden.

³ QICs include incentives/deductions related to reliability targets i.e. the quality of service provided. The quantity of service provided is also important and deductions for lost mileage are also included.

⁴ Excess waiting time is the time passengers have to wait over and above the average scheduled waiting time.

- 2.9 The Committee welcomes the apparent improvement in the performance generated by the new bus contracts. **Action: We will continue to monitor this and will consider commissioning detailed work, perhaps from LTUC, to understand this better.**

Costs of Bus Improvements

- 2.10 The overall cost of London Buses is rising sharply; from £376.9m in 2002-03 to £597.5m in 2003-04. The bulk of the increase is an increase in bus network costs (£181m in 2003-04). But further increases in costs are projected over the medium term – bus network costs are set to virtually double over the next five years⁵.
- 2.11 TfL told us that the implementation of the Mayor’s bus improvement policies and his objective of improving the extent and frequency of the bus network had been largely successful, but that service improvements had a cost. Underlying bus contract prices were increasingly sharply, due largely to the increase in drivers’ wages.⁶ Other costs such as insurance and fuel prices were also rising and operators had to replace older buses and to make buses more accessible.
- 2.12 The Committee appreciates that expansion of the service and improvements to the fleet will come at a cost. However, we fear that **TfL is losing control of its costs base**. The ALG shares the Committee’s concerns and believes that TfL should take steps to cap bus cost increases. Indeed TfL themselves recognise that the strategy of freezing bus fares and network developments is not sustainable over the medium term⁷. They are committed to a thorough review and to report before the 2004-05 budget and business plan round commences. We expect TfL to publish in full this review and discuss its implications with the committee in public. The Committee need more detailed information on the bus contracts that TfL have signed in the year 2002/3. We want TfL to provide us with a detailed breakdown of all the bus contracts agreed with all the various bus companies. We want to see the number and type of contract agreed, how the cost of that contract has changed since it was last agreed and the reasons for any increase. The Transport Committee and Budget Committee of the Assembly will monitor and review this work

**Recommendation 3:
TfL should publish in full this review of their costs and discuss its implications with the Committee in public.**

⁵ For more information see “Bus Network Budget and Plan Proposals” TfL, January 2003

⁶ TfL has been working to raise the income of bus drivers and the staff shortage is now a quarter of what it had been. TfL argued that that wages had increased above the cost of inflation but were still low compared to other transport employees on the Tube.

⁷ “Bus network Budget and Plan Proposals, TfL, January 2003, page 17

Improving Safety and Tackling Crime

- 2.13 The Committee made a number of recommendations concerning improving safety and tackling crime on London's public transport. TfL told us that the establishment of the Transport Operational Command Unit (TOCU) has been effective and it has had an impact on reducing bus and street related crime.
- 2.14 TfL expect that TOCU would be fully operational by March 2003 and would consist of approximately 206 officers and 276 Traffic Wardens/Community Support Officers, to address crime, disorder and obstructions on 20 key bus corridors. The unit would also enforce the law relating to taxis and private hire vehicles. There were plans to extend transport policing and phase 2 would extend it to two more corridors and have a 24-hour presence two days a week. The Metropolitan Police believe that the target for policing of corridors would be met by the end of March.
- 2.15 The Committee welcomes the excellent progress being made in this area. However, we are concerned about two key issues:
- Value for money; and
 - The possibility that crime is displaced to other areas.

Recommendation 4:

As a first step to making a judgement on the benefits of TOCU, we will be asking the Metropolitan Police Authority to assess whether TOCU does provide value for money for Londoners. The Committee will consider commissioning an independent verification and assessment of its effectiveness.

Recommendation 5:

We will be asking the Metropolitan Police Authority to provide an assessment of whether there is any evidence of crime being displaced to other areas.

- 2.16 **The Safer Routes Home report highlighted the safety issues of travelling on public transport, including buses, particularly at night. We had also recommended that bus shelters and stations should be made safer with the installation of more help/information points.** We note the progress made in this area and that TfL's Business Plan for 2003/04 - 2007/08 includes provision for further installations, at approximately eight sites each year. We welcome the Mayor's commitment to make progress in this area.
- 2.17 Currently around 11,700 out of a total of 17,500 stops now have shelters, an increase of some 300 sites [in the past year]. TfL's Business Plan aims to

continue this progress with budget provision for a further 200 new sites during 2003/04. Bus stops must be well lit and where shelters are replaced, or new facilities provided, these always have lighting. There are, however, some sites where facilities cannot be lit from the national grid due to the cost of mains connection or lack of electrical services. We hope that successful pilots of solar power lighting in these challenging locations could see a programme of solar power-lit bus shelters introduced further.⁸

- 2.18 CCTVs that can be remotely monitored from bus garages have been installed at on-highway bus stands. The first system was installed in December 2002 at Whitechapel bus stand, linked to Stagecoach's garage at Stratford. Two more projects are planned.

Monitoring and Enforcement of Bus Lanes

- 2.19 We made a number of recommendations regarding the hours that bus lanes should be operable and the need for greater enforcement including increasing the number of enforcement staff.
- 2.20 The ALG disagreed with our recommendation relating to 12 hour bus lanes, as it believed that timing should be on case by case level depending on local requirements. In areas where 12-hour bus lanes had been wrongly proposed, for example where only peak hour ones were needed, there had been considerable opposition leading to the non-implementation of schemes. There is also the issue of bus only bus lanes, such as at Angel Islington, from which even taxis are banned.
- 2.21 TfL is completing a Transport Policing and Enforcement Strategy to co-ordinate its various activities aiming to improve compliance with regulations, traffic flows and address anti-social behaviour throughout the transport system. This strategy will detail the short and medium-term recommendations for investment in activities that will strengthen the impact on traffic flows and safety. It will be delivered through a new Transport Policing and Enforcement Directorate. This new directorate will co-ordinate the development of strategy and delivery of enforcement activity across TfL.

Recommendation 6:

The Transport Policing and Enforcement Directorate should review the effectiveness of their consultation procedures on 12 hour bus lane proposals and 'bus only' bus lanes, to avoid potential opposition and conflict between TfL plans and local opinion. TfL should respond to the ALG's alternative view.

Greener Buses

- 2.22 The Committee welcomes the progress that TfL has made in this area. TfL has stated that they have got the youngest and most environmentally-friendly bus

⁸ Trials of solar power have already begun with 4 shelters already fitted. A further 2 sites and around 50 bus stops are also being fitted with solar power equipment in early 2003. The findings from these trials will be reviewed in May 2003.

fleet in the UK but they've still got some targets ahead. They have said that the next major target will be to ensure that all of the non-Routemaster fleet will be a minimum of Euro 2 standard by March 2005, so all the fleet will be less than nine years old. In addition to that, they are doing a lot of work in trying to reduce NO_x emissions which are probably the one area that the Euro standard and the particulate traps that have been fitted to all new vehicles are not totally addressing. The two main initiatives are the water and diesel emulsion fuel trials - that have been very successful - and trials of exhaust gas regeneration systems. Both are designed to reduce NO_x emissions. There is a base programme of renewing and improving the fleet, the next major target being March 2005 which TfL say they will comfortably achieve. 75% of the fleet already meet those standards but they will be doing some trials of alternative technologies to make further improvements. Given the current level of replacement TfL said they are probably looking at something like 2011, 2012 for a Euro 3 compliant fleet but that assumes TfL carry on replacing at the current level which is relatively high.

Recommendation 7:

We suggest that the London Assembly's Environment Committee continues to monitor improvements in green technology and particularly the progress that TfL is making on low emissions buses and assess the benefits of additional expenditures in this area.

3. South London Metro

- 3.1 Two of our reports⁹ recommended that TfL give the concept of a South London Metro greater priority, as it has the potential to improve transport in outer London where tube services are absent. A South London Metro running on the existing rail network could produce a frequent urban rail service with simple fare systems similar to the London Underground. We are disappointed at the slow progress in introducing the South London Metro, which we regard as having the potential to generate significant improvements quickly and cheaply for travellers.
- 3.2 TfL told us that the South London Metro was being driven forward by a partnership steering group of TfL, the Strategic Rail Authority (SRA), Train Operating Companies (TOCs), SWELTRAC and SELTRANS.¹⁰ The Mayor has announced that in September 2003 a £0.5m pilot South London Metro scheme will be launched on four routes operated by Connex South East, South West Trains and South Central with a service level of a minimum of four trains an hour. The routes will be London Bridge to Dartford via Greenwich, Victoria to Croydon, Waterloo to Twickenham and Waterloo to Teddington. We reiterate our desire to see a frequent service of between 6 and 8 trains an hour, throughout standard operating times of the rail system.¹¹
- 3.3 SWELTRAC and SELTRANS have been instrumental in persuading the SRA to support the scheme. TfL is now match funding the SRA for signage and research. TfL told us that there would also be improvements to interchanges, stations, marketing and fares. TfL had been approached by SWELTRAC and SELTRANS about funding for these improvements in time for the launch and we understand that there will be a positive response.
- 3.4 However, we remain concerned that the Rail Services Directorate submitted in September 2002 a higher bid for metro services than has been included in the 2003/04 TfL Budget. The 2003/04 budget provides for a £1m contribution to national rail improvements, of which £0.5m represents TfL's share of the cost for 4 pilot routes. We wish TfL to explain to us why this service has not been granted high enough priority to secure the funding that is necessary to deliver fully on this project.

Recommendation 8:

The Mayor, TfL and the SRA should recognise the importance and need of the four pilot routes and the other metro lines in the future. They should work effectively together to ensure that the South London Metro is developed speedily. We want the Rail Services Directorate at TfL to specify exactly what their £500,000 will achieve for the four pilot routes. We want to know in more detail what will actually improve at interchanges, stations and in marketing and fares.

⁹ Transport in Outer London, March 2002 and Alternatives to Congestion Charging, April 2002.

¹⁰ SELTRANS is a sub-regional partnership of seven south east London boroughs.

¹¹ ATOC evidentiary hearing, 30 January 2002.

4. Personalised Travel Plan Pilot Scheme

- 4.1 The Transport in Outer London and Alternatives to Congestion Charging scrutiny reports recommend that TfL and London boroughs conduct a pilot project whereby individuals are given personalised advice about their travel options. The scheme first introduced in Perth, Australia, demonstrated that it is possible to reduce car use through increasing awareness of the alternatives available for specific journeys.¹²
- 4.2 We welcome TfL's readiness to take our recommendation on board. TfL told us that four pilot studies for the individualised marketing studies would take place in Southwark, Lambeth, Kingston and Enfield. The pilots would trial the individual learning approach used in Perth. The project will start in April 2003 and finish by the end of 2003 with evaluation in 2004.
- 4.3 TfL told us that 1,000 people would be contacted for each pilot scheme and they would be given information on travel options in an attempt to make them re-consider their method of travel. There would then be a measurement exercise to see if any shift in transport mode was sustained. The boroughs are heavily involved as joint partners in each of the pilots and are undertaking a considerable amount of the necessary work.
- 4.4 The Committee believes that such travel awareness schemes should have a high priority and TfL told us that more resources would be put into this area in the future. Other schemes were being tested with the boroughs such as work-place charging and travel plans. The ALG commented that there had already been work in the boroughs on green travel plans and that TfL should not duplicate these studies.
- 4.5 *The Committee is pleased that its recommendations in this area have begun to be implemented. TfL should work effectively with boroughs in driving forward the Personalised Travel Plan Pilot Schemes.*

Recommendation 9:

TfL should ensure that sufficient resources are provided for the effective implementation of the Personalised Travel Plan Pilot Schemes; that they work closely with the boroughs on this and that they update the Committee with regular progress updates in April and September 2003.

¹² Car driver trips were reduced by 14 per cent, while walking, cycling and public transport use all increased. After-studies have shown that these reductions were still being achieved three years later. 11

5. Trams

- 5.1 New tram, trolley bus or guided bus systems have the potential to expand the options available to those wishing to use public transport and attract current car users. The Transport in Outer London Report recommends that TfL give clearer prioritisation of new schemes or extensions as well as more preparation for new schemes.
- 5.2 TfL told us that, following extensive consultation, the Mayor has given the go ahead for the West London tram scheme by 2009, East London Transit Scheme – first phase by 2006, and Greenwich Waterfront Transit Scheme by 2008. A study has also been undertaken on the most suitable extensions to the existing Croydon Tramlink network. There is also the planned Cross-River Transit scheme (Camden-Peckham), which is likely to be implemented immediately following the West London scheme. Residents along the projected route (e.g in Somers Town) are already complaining about inadequate consultation.
- 5.3 Despite TfL's assurances we remain concerned that there has been considerable conflict between local residents and TfL over the perceived objectivity of the consultation process. Members have received significant representations from residents who believe that they have not been fully consulted and that the consultation process has been truncated to suit TfL's purposes over and above the desires of the local population. Local residents do not believe that there has been genuine consultation.

Croydon Tramlink

- 5.4 Croydon Tramlink has been successful in attracting car users and we were keen to hear about progress with the proposed extensions to it. Following a feasibility study, four options are being examined for the extension of Tramlink. Each line is being investigated for its contribution to regeneration and overall cost effectiveness. We were told that though all four schemes might be recommended only one or two schemes would be progressed in the immediate future. The feasibility report would be completed in March 2003 and reported to the Mayor shortly after.
- 5.5 Provided the feasibility report indicates there is a strong transport case for one or more extension and that this would provide good value for money, then development work will progress. Indeed TfL are confident of this outcome and have included some funding in the Transport Planning budget for the years 2003/4 to 2005/6. However, we are concerned that TfL's business plan indicates a substantial funding gap in subsequent years, and progressing these schemes through development and implementation would require either an increased long-term funding commitment from government or access to additional funding sources as indicated in the business plan.
- 5.6 We request that **before** the feasibility report on extending that Tramlink is published, TfL provide their priorities for the area. This information should demonstrate to what extent regeneration benefits will be taken into account in the decision making process. We remain concerned that there should be clear

agreement as to how successful the Croydon Tramlink has been in attracting car users. We want to know from TfL what studies are in place to deliver an accurate assessment of the modal shift from car to tram.

West London Tram Scheme

- 5.7 The West London tram scheme will run from Uxbridge to Shepherds Bush via Acton, Ealing, Hanwell and Southall town centres. The route which is projected to be completed by 2009 will carry 50 million passengers a year and cost approximately £425m.
- 5.8 A recent survey commissioned by Transport for London of a cross section of people questioned in West London along the route showed that 56% support building the new tram with 30% not in favour. However, the results of opinion polls and surveys depend on what questions are asked and how the information collected is interpreted. The Committee is concerned that TfL's consultation for the West London Tram scheme has alienated residents who, originally, had been enthusiastic but now want the line to go elsewhere due to a fear over the displacement effect on traffic. The Committee believes that the consultation to date had been too limited and misleading. We asked TfL whether proposals would be modified and whether there would be adequate consultation for future proposals.
- 5.9 TfL told us that the project team for the West London scheme had been involved in consultation. There was a strong view that the tram would be of benefit but people wanted to see the traffic issues addressed. TfL are confident that there would be a well-designed project within 12 months, the environmental assessment would have been completed and TfL would be ready to apply for powers to build the tram.
- 5.10 After initial general consultation, and as a result of objections, detailed work on modelling and further consultation is now taking place. TfL is trying to work more effectively with local people and the original plans have already changed as a result of consultation. The only decision made so far was that the Tram was the best mode to improve transport in the Western corridor and that a decision would be made by the Mayor in August 2003. This would be followed by a public inquiry in 2004.

Recommendation 10:

We request that TfL now explain to the Transport Committee how they will revise their consultation process in order to restore public confidence in the way that TfL develops and implements its transport improvement schemes. In particular TfL should make a clear statement through this Committee to the public in West London about what statutory consultation is required, what formal consultation process that TfL will adopt and how this will take account of best practice before they go ahead with the tramway.

6. River Crossings

- 6.1 The Mayor has indicated that he wants the focus on regeneration and development over the next 30 years to be focussed on the Thames Gateway region. As part of that strategy The Transport in Outer London report supported the implementation of river crossings where there is new development. We are aware however that the construction of new cross-river road links is highly contentious with outright opposition from some quarters.
- 6.2 Three proposed crossings are: the Woolwich Rail Crossing; the Thames Gateway Bridge; and the Silvertown Link and TfL has commissioned further work to understand the potential social and economic benefits from the crossings.
- 6.3 We raised our concerns about the inadequate consultation on the Thames Gateway Bridge. The scheme is at an early stage of development and a consultation process is being drawn up which would be carried out alongside the environmental assessment. This will continue into the summer of 2003.

Recommendation 11:

In order to restore public confidence in the process the Transport Committee will undertake a specific scrutiny on the proposed river crossings schemes and the way TfL is managing their development.

7. Walking and Cycling

- 7.1 We made a number of recommendations on the wider aspects of TfL's work on traffic reduction particularly in relation to walking and cycling initiatives.
- 7.2 During 2002 the Committee was concerned that spending on cycling was being reduced. TfL revealed that an under spend in the cycling budget did look likely, and this was of concern as it would impact on the Mayor's transport strategy targets. The key concern was the availability of skilled staff in the boroughs to implement schemes for walking, cycling and other programmes such as road safety.
- 7.3 The ALG told us that some of the problems had been caused by cycling being cut from the budget 14 months previously and then reinstated after 3 months subject to the "reconceptualisation" of walking and cycling schemes. This three-month hiatus had led to uncertainty in planning and delivering schemes. The reconceptualisation programme had delayed the allocations for 2002-3 which had also led to the underspend. This issue had now been resolved
- 7.4 The ALG also said that the Walking and Cycling and Town Centre budgets were closely linked and due to the delay it was difficult to have a coherent planning process for work to be carried out in the good weather months. The ALG believed that the move to continual funding would reduce the rush to spend budgets at the end of the year.
- 7.5 Although underspends should not occur in the following year as changes have been made in the funding mechanism, we note that the issue of skills shortages will take several years to address.
- 7.6 We are concerned that there is a lack of political will at senior level within TfL to progress these measures. TfL told us that the boroughs would deliver a vast majority of the walking schemes. TfL confirmed that they are thinking strategically about pedestrians and that there has been an acceptance at senior level within TfL about the importance of cycling and walking initiatives in London. **We remain to be convinced.**

Recommendation 12:

We remain concerned that there is a lack of political will at senior level within TfL to progress walking and cycling measures. The Transport Committee should undertake a specific scrutiny on the implementation of TfL's walking and cycling schemes.

8. Evaluation of the Successes from the Scrutinies

Improvement to Bus Services in London

- 8.1 Most of the 27 recommendations have now been implemented or are being taken forward by TfL.
- 8.2 It is in the nature of scrutiny that positive outcomes have many parents other than the scrutineers. However, the Committee is delighted that these recommendations have been implemented. This has led to an increase and improvement in bus services across London, substantial investment has been made in bus services, patronage has increased, Quality Incentive Contracts have been introduced and the performance of services is beginning to improve. The Committee acknowledges the progress that is being made with bus services and will continue to monitor TfL regularly. In particular the Committee will wish to see better public consultation with the boroughs and the public on bus services and routes.

Safer Routes Home

- 8.3 The Committee is pleased to see that TfL has been making progress with improving safety on public transport, at stations and at bus stops. The Committee has noted the installation of more help/information points, CCTV and better lighting at stations and bus stops. The Committee is also interested in seeing the impact that the Transport Operational Command Unit can make on reducing crime on public transport, especially after March 2003 when it will be fully operational.

Personalised Travel Plan Pilot Schemes

- 8.4 The Committee recommended in the Alternatives to Congestion Charging report in January 2002 that TfL and London boroughs should conduct a pilot project whereby individuals are given personalised advice about their travel options, similar to the scheme introduced in Perth, Australia. TfL has confirmed that four pilot schemes in Southwark, Lambeth, Kingston and Enfield will commence in April and finish by the end of 2003 with evaluation in 2004. The Committee is disappointed that these pilots could not have been implemented sooner but they look forward to seeing the results. The Committee will be monitoring TfL closely and will receive regular progress updates.

Annex A: Recommendations and Actions

1. TfL should review their bus route consultation procedures to ensure that they are effective at resolving conflicts between their network expansion plans and potential opposition from the boroughs and the public. **[para 2.5]**
2. TfL should as a planning tool analyse the accessibility of high and low frequency bus services in London so that significant gaps could be identified. This would help stimulate a public debate about how best to improve general accessibility. **[para 2.6]**
3. The Assembly should look at how local communities plan their bus services and identify good practice followed by local authorities and partnerships in trying to reach the goals. **[para 2.7]**
4. We will continue to monitor this and will consider commissioning detailed work, perhaps from LTUC, to understand this better. **[para 2.9]**
5. TfL should publish in full this review of their costs and discuss its implications with the Committee in public. **[para 2.12]**
6. As a first step to making a judgement on the benefits of TOCU, we will be asking the Metropolitan Police Authority to assess whether TOCU does provide value for money for Londoners. The Committee will consider commissioning an independent verification and assessment of its effectiveness. **[para 2.15]**
7. We will be asking the Metropolitan Police Authority to provide an assessment of whether there is any evidence of crime being displaced to other areas. **[para 2.15]**
8. The Transport Policing and Enforcement Directorate should review the effectiveness of their consultation procedures on 12 hour bus lane proposals and 'bus only' bus lanes, to avoid potential opposition and conflict between TfL plans and local opinion. TfL should respond to the ALG's alternative view. **[para 2.21]**
9. We suggest that the London Assembly's Environment Committee continues to monitor improvements in green technology and particularly the progress that TfL is making on low emissions buses and assess the benefits of additional expenditures in this area. **[para 2.22]**
10. The Mayor, TfL and the SRA should recognise the importance and need of the four pilot routes and the other metro lines in the future. They should work effectively together to ensure that the South London Metro is developed speedily. We want the Rail Services Directorate at TfL to specify exactly what their £500,000 will achieve for the four pilot routes. We want to know in more

detail what will actually improve at interchanges, stations and in marketing and fares. **[para 3.4]**

11. TfL should ensure that sufficient resources are provided for the effective implementation of the Personalised Travel Plan Pilot Schemes; that they work closely with the boroughs on this and that they update the Committee with regular progress updates in April and September 2003. **[para 4.5]**
12. We request that TfL now explain to the Transport Committee how they will revise their consultation process in order to restore public confidence in the way that TfL develops and implements its transport improvement schemes. In particular TfL should make a clear statement through this Committee to the public in West London about what statutory consultation is required, what formal consultation process that TfL will adopt and how this will take account of best practice before they go ahead with the tramway. **[para 5.10]**
13. In order to restore public confidence in the process the Transport Committee will undertake a specific scrutiny on the proposed river crossings schemes and the way TfL is managing their development. **[para 6.3]**
14. We remain concerned that there is a lack of political will at senior level within TfL to progress walking and cycling measures. The Transport Committee should undertake a specific scrutiny on the implementation of TfL's walking and cycling schemes. **[para 7.6]**

Annex B: How to Obtain the Scrutiny Reports

The Committee met on 16 January to establish what progress had been made with the recommendations from the following reports which were produced between June 2001 and April 2002:

- Transport in Outer London;
- Improving London's Bus Services;
- Alternatives to Congestion Charging; and
- Safer Routes Home.

These reports together with a copy of TfL's response to the Improving London's Bus Services report can be downloaded from the London Assembly web-site at:

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

Annex C: Orders and Translations

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

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If you, or someone you know, needs a copy of this report in large print or Braille, or a copy of the summary and main findings in another language, then please call 020 7983 4100. You can also view a copy of the Report on the GLA website:
<http://www.london.gov.uk/approot/assembly/reports/index.jsp>.

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ਜੇ ਤੁਸੀਂ ਜਾਂ ਕੋਈ ਤੁਹਾਡਾ ਜਾਣ-ਪਛਾਣ ਵਾਲਾ ਇਸ ਰਿਪੋਰਟ ਦਾ ਅਗਜ਼ੈਕਟਿਵ ਸੁਮਾਰੀ ਅਤੇ ਸੁਝਾਵਾਂ ਦੀ ਨਕਲ ਵੱਡੇ ਅੱਖਰਾਂ ਵਿਚ, ਬ੍ਰੇਅਲ ਵਿਚ ਜਾਂ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਮੁਫਤ ਪ੍ਰਿੰਟ ਕਰਨਾ ਚਹੁੰਦਾ ਹੈ ਤਾਂ ਕ੍ਰਿਪਾ ਕਰਕੇ ਸਾਡੇ ਨਾਲ 020 7983 4100 ਤੇ ਟੈਲੀਫੋਨ ਰਾਹੀਂ ਸੰਪਰਕ ਕਰੋ ਜਾਂ assembly.translations@london.gov.uk ਤੇ ਸਾਡੀ ਈ-ਮੇਲ ਕਰੋ।

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Annex D: 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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