

Board meeting  
15.10.19



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## **Secretariat memorandum**

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LTW608

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## **Transport Users Priorities**

### **Purpose of report**

- 1.1 To provide members with the draft documentation setting out London TravelWatch's priorities for transport users for the next Mayoral term.
- 1.2 This report identifies issues which affect London's passengers, and outlines six key principles to guide the Mayor's transport policy in the upcoming Mayoral term. The report recommends specific policies, along with broader objectives that we want to see the Mayor work towards.
- 1.3 These principles reflect the strategic direction set out in London TravelWatch's business plan and embody who we are and what we stand for. They will have a much broader role to play in our stakeholder work, and we will look to them when making representations on behalf of passengers.
- 1.4 We will review the work of the Mayor and other transport providers annually alongside these objectives to note progress, and identify transport principles which still need attention. By these means we will hold the Mayor, TfL and other transport providers to account over the next four years, highlighting our key role in improving the passenger experience.

### **Recommendation**

- 2.1 That members consider the draft documentation (poster and report) and suggest any additions and alterations to be included in the final version.

### **London TravelWatch priority**

- 3.1 The issues raised in this report reflect London TravelWatch's prioritisation criteria.

### **Equalities and inclusion implications**

- 4.1 None

## **Legal powers**

- 5.1 Section 248 of the Greater London Authority Act 1999 places upon London TravelWatch (as the London Transport Users Committee) a duty to consider – and where it appears to the Committee to be desirable, to make recommendations with respect to - any matter affecting the functions of the Greater London Authority or Transport for London which relate to transport (other than of freight).

## **Financial implications**

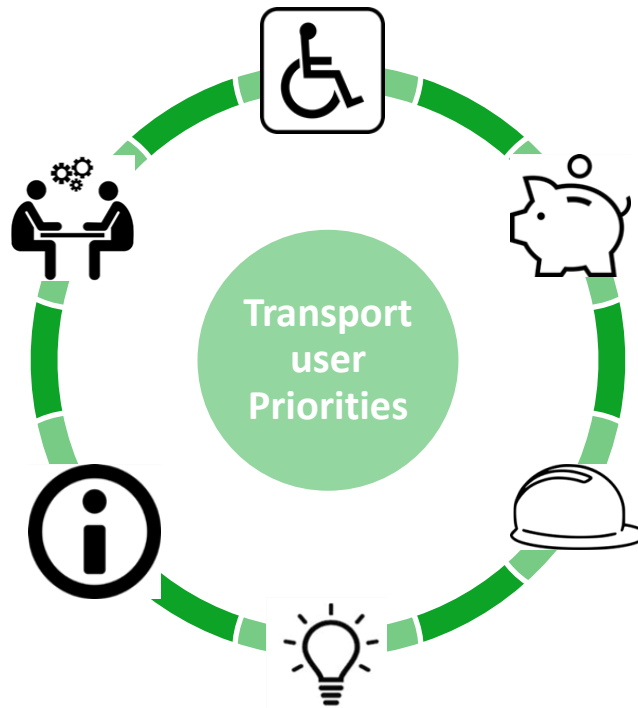
- 6.1 None

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# 2020-2024: Transport Priorities for London Passengers



## 6 Principles for improvement by 2024



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## Introduction

### Transport users' priorities for the new Mayoral term

London's transport needs are ever changing as demand on the capital's network continues to grow.

London TravelWatch plays a key role in representing passenger voices in London, supporting the Mayor and the GLA in improving public transport provision and holding transport providers to account. Recent changes to London TravelWatch, including closer working with the London Assembly and a new working relationship with Transport Focus, have provided a fresh opportunity to make a difference to passengers.

### What do transport users want?

We regularly gather evidence from London's transport users via our research and casework, supported by travel and performance data from TfL, transport operators and passenger satisfaction data from Transport Focus' National Rail Passenger Survey (NRPS). In addition, we convene key stakeholder groups and passengers to gather insight from seminars and public meetings to identify the most pressing issues for passengers.

Whilst much changes year on year in a fast-paced city such as London, many of the core issues remain constant. For passengers, the core priorities of value for money, clear and consistent information, reliability, accessibility and accountability do not

change. We want to see a commitment from all those responsible to focus on meeting these needs.

## **Transport Priorities for London's Transport Users: 6 guiding principles for improvement by 2024**

Transport is one of the Mayor's key responsibilities. London TravelWatch has identified issues which affect London's passengers and has formulated six key principles to guide the Mayor. These principles support specific policies which we will continue to focus on during the next Mayoral term.

London requires a strong commitment from the Mayor to use his or her influence and strategic powers to achieve a coordinated approach to improving the experience of London's travelling public.

A narrative has been allowed to develop that pits London against the rest of the country when it comes to investment. The Mayor should use their influence to emphasise that the whole country would benefit when money is spent on infrastructure in the capital, particularly as 70 per cent of passenger rail journeys either start, finish or pass through London. Passengers in and around the capital also cover a higher percentage of operational costs than those elsewhere in the UK<sup>1</sup>.

We look forward to hearing from all the candidates about how they will prioritise these principles, and how we can work together to achieve these goals.

### **How will we use these principles?**

The principles reflect priority areas in London TravelWatch's work over the next four years, which we hope to see adopted by the incoming Mayor. Whilst London TravelWatch works hard to represent passenger interests across a broad spectrum of the transport industry, it is the Mayor who has the political and strategic power to put pressure on key London players, as well as representing London's interests at a national level. TfL is held to account by the Mayor and we believe we can work together to ensure that London's network meets the needs of London's passengers during the 2020-2024 Mayoral period.

We outline specific policies, along with broader objectives that we want to see the Mayor work towards. We will review these annually to note progress, and identify principles which still need attention. By these means we will hold the Mayor, TfL and other transport providers to account over the next four years, highlighting our key role in improving the passenger experience.

These principles reflect the strategic direction set out in London TravelWatch's business plan and embody who we are and what we stand for. They will have a much broader role to play in our stakeholder work, and we will look to them when making representations on behalf of passengers.



## Principle 1: Accessible and Equal

**London's transport network should be accessible and open to all.**

Accessibility is a key priority for London passengers. Currently only 70 out of 270 tube stations and half of London Overground stations are step-free. It is essential that we ensure as much of the network is step-free as possible.

At present, the bus is the only fully accessible mode of transport in London. However in recent years it has suffered from rising congestion and slower speeds which has driven ridership down. As the most affordable mode, it is essential that the bus is prioritised in the upcoming Mayoral term. Issues of connectivity to outer London and public transport-poor parts of the city need to be addressed, with services and investment focusing on delivering better connectivity to London's lower-income and outer areas.

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*Only 70 out of 270 tube stations and half of London Overground stations are step-free*

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Equality in access to public transport goes hand in hand with accessibility. We must design a transport network which meets the needs of all its users including night-time workers and those who cannot afford expensive rail fares, providing an inclusive and welcoming environment across modes, to users and non-users alike.

**We call on the mayor to prioritise an accessible and equal transport network, and together we will work towards the following policy goals:**

### **ACCESSIBLE TRANSPORT INFRASTRUCTURE**

**Continue to work towards investing in physical infrastructure with step-free access and all bus services operating to fixed bus stops. All new transport must be designed to be fully accessible.**

Challenges faced due to poor accessibility on public transport are a frequent concern for many users. Rail and Underground transport users surveyed by Age UK in 2019 stated that steps and gaps on the Tube and rail network were concerns, as even a small number of steps or a steep ramp could be barriers to them using the network<sup>2</sup>. A station may be 'step-free' in name but still not fully accessible due to large train-to-platform gaps. In addition, 'step-free' navigation of particular stations can still mean walking significant distances. Where accessible infrastructure already exists, there should be better real time information for disabled travellers when lifts and escalators break down.

The bus service is the only potentially accessible public transport network that operates 24/7 across the capital. All London's bus services are low-floor, but not all bus stops are accessible where they could be. There are some conventional bus stops that are not yet accessible and 80 sections of 'Hail and Ride' services that are inaccessible to mobility impaired users or the blind and partially sighted<sup>3</sup>.

Bus stops are often busy places with all manner of passengers rushing to catch and alight the bus, with children in tow or with a sight or mobility impairment or just pedestrians distracted. London TravelWatch has a particular remit to represent disabled users and has expressed concerns regarding bus stops that have cycle lanes routed through or behind them. This may well be making accessible stops inaccessible. The RNIB tell us their clients cannot use such bus stops and will avoid them, but that the authorities are not taking their needs into account<sup>4</sup>. Transport for All who represent older and disabled passengers also object to them.

## **INCLUSIVE ENVIRONMENT**

**A travelling environment which meets the needs of those with hidden and visible disabilities or conditions.**

**Work with partners to understand and create a more inclusive environment which is sensitive to, and makes provision for, hidden disabilities, such as calm spaces, waiting rooms and additional staff training.**

**A system that accommodates all needs and creates a safe environment for all. Press transport providers to consider the needs of vulnerable groups and less confident travellers, creating a transport system which gives the freedom to travel with confidence.**

Accessibility must be of primary concern at every stage of designing the transport network. Growing consideration and awareness of the diverse needs of passengers with hidden and visible travel restrictions is a step in the right direction, but we want accessibility for all to be integral into the design of the network as well as transport industry practices.

A number of hidden conditions may create challenges for passengers using an often insensitive transport network, including those with mental illness, non-visible medical conditions or autism. Indeed, 52% of autistic people and 32% of parents of autistic children said they avoided going places because travel would be too difficult for them.<sup>5</sup> There is also evidence that mental illness, such as those suffering from anxiety or depression, will find travelling a more difficult and stressful experience and therefore may avoid it entirely.<sup>6</sup>

We are calling on the Mayor and London's transport providers to not only design inclusive environments which meet physical accessibility requirements, but also instil

and maintain inclusive practices and behaviours. For example, major interchanges, which can be hectic and overwhelming, should have calm spaces and waiting rooms available to passengers. When training staff how to assist passengers who look distressed or confused, ensuring staff know how and when it is appropriate to offer assistance is also vital.

The provision of accurate information at interchange and destination stations listed as street to platform accessible is a frequently raised issue to the London TravelWatch casework team. Therefore, making sure there is up to date, clear and accessible information available about potential changes and disruptions as soon as possible is of upmost importance. Feedback has shown us that for those with travel restrictions, knowing in advance about changes to services, potential barriers to accessible infrastructure – e.g. lift closures or a busier than usual network, is of great help. This information is essential for those with both hidden and visible disabilities.

## **IMPROVED CONNECTIVITY FOR ALL**

**All transport users should have access to public transport. Consider the needs of all passengers across geographic and demographic areas, whether long-distance commuters, leisure travellers, within or outside the GLA boundary, night-time or part-time workers.**

Ensuring that all transport users have access to good quality public transport is an equity and equality issue. Better connectivity is essential to creating a more accessible and equal transport network.

Work is the most important route out of poverty, yet an increasing number of households in poverty in London include someone who is working. 21% of employed London residents were low-paid in 2017, which is a 50% increase from 2007.<sup>7</sup> With the cost of living rising and the number of Londoners in working poverty increasing, it is essential that all Londoners have access to affordable public transport which is well-connected to employment centres. Our work in 2015 examined the challenges faced by Londoners living in the outer London transport zones who struggled to afford expensive rail fares, and were therefore making time-consuming, stressful journeys by bus to access employment<sup>8</sup>. For some, lack of affordable or accessible transport provision prevented them from working in certain areas, such as central London.

Access to a larger range of employment opportunities is a key benefit to making London's transport network more accessible and affordable, particularly for those living in outer London boroughs, or areas with poorer transport accessibility such as south London. We want the Mayor to commit to making transport decisions and using influencing powers informed by equality and equity issues, and work towards rebalancing the unequal access to public transport across the GLA area.



Efforts to reach out to non-users, and understanding the barriers or reasons for not using public transport would help ensure that the needs of all passengers can be better met in the future. For some, cost may be the main barrier: but for others, lack of safe routes to public transport or perceptions around individual safety may put them off. Conventional work and employment journeys often take priority in assessment and viability frameworks, with less thought given to the informal or unrecognised journey types undertaken by women, the elderly, tourists and younger users. It is important to challenge perceptions in the industry and more broadly, as the transport network has historically been designed for those with no restrictions. Therefore, the barriers to travel faced by users and non-users alike may not be known.

When we discuss connectivity and accessibility, it is important to remember that other passengers and certain vulnerable groups face additional barriers to travel, and could benefit from a more inclusive transport network. Passenger ambassador schemes (such as the DLR Community Ambassador scheme) are a positive encouragement to creating confidence in users. They reach out to non-users and more vulnerable users, and communities with different cultural backgrounds. Crucially, the DLR scheme offers information and advice both on the trains themselves (such as on accessibility trips), as well as directly in the community at regular drop-in sessions at local supermarkets, community centres and other locations. Such schemes are essential if we are to improve connectivity for all Londoners.

## **STREETS FOR ALL**

**Ensure that London's streets and pavements remain accessible for all, without pavement obstructions and with the needs of everyone bus, pedestrian and mobility-restricted – equally considered.**

London's household travel survey finds 30% of trips by London residents are made by walking. These are complete end to end journeys. Of course walking is also part of linked journeys by other modes.

Interestingly, despite the importance of the mode there are no measures of satisfaction of pedestrians, except TfL's recently introduced attempt to measure a 'healthy street'.

London TravelWatch has undertaken observations of highways obstructions on the pavements of London's boroughs. The introduction of cycles onto the pavement as shared pavements, bus stop boarders and bus stop bypasses will mean additional conflicts between cycle and pedestrians where there were none before. This is of

concern, particularly to older, disabled, visually impaired and other vulnerable pedestrians and those representing them.

We are pleased that TfL are now starting to enforce properly against those who obstruct the pavement. London TravelWatch has been campaigning for a number of years for TfL and the London boroughs to keep their pavements clear of illegal obstructions. Only a small handful of London boroughs do this as they should. Obstruction of the pavement, whether by advertising boards, pavement parking and, more recently, dockless bikes, is a nuisance for all pedestrians and a particular hazard for disabled users.

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## Principle 2: Value for Money

### Transport across all modes should represent good value for money

Public transport is expensive. Affordability, closely followed by reliability, is the most important priority for transport users in the capital. London passengers are the least satisfied with the value for money of their ticket price, compared to those in other metropolitan areas. This can be attributed to poor service performance, the higher level of rail fares paid by Londoners than those in other cities, as well as a higher dependency on public transport and greater levels of crowding, which affect passengers' perception of this measure.

We want to see compensation and redress for poor service and disruption become industry standard. When things go wrong, passengers need to know when they are eligible to claim refunds, and claiming must be a simple and accessible process.

It is essential that the new Mayor continues to push industry towards better standards and services, with a much wider variety of flexible ticketing options available. Changing travel patterns and the rise of flexible working have also left the travelling public needing a simpler, more transparent and affordable ticketing structure.

**We are calling on the new Mayor to prioritise value for money across all modes, and together we will work towards the following policy goals:**

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*Public transport is expensive. Affordability, closely followed by reliability, is the most important priority for transport users in the capital*

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### COMPENSATION AND REDRESS

#### **We want to see Delay Repay after 15 minutes as an industry standard for all Tube, Overground and rail services**

We first called for compensation to be available to commuters after 15 minutes in 2014, so we are pleased that compensation payments for delays after 15 minutes under the Delay Repay 15 scheme have gradually been adopted by National Rail operators in and around London. However, it needs to be extended to the remaining operators.

TfL repays Underground passengers automatically when their services are delayed by 15 minutes or more. The Mayor and TfL should lead by example by changing

their own compensation arrangements on the DLR, London Overground and TfL Rail to the 15 minute threshold so that all passengers can benefit.

## A TRANSPARENT FARES STRUCTURE

### There should be a clear, consistent, simple and transparent fares structure

For many, the fares system is complex and confusing, particularly when using the National Rail network, or changing between National Rail and other TfL services.

Fares for similar journeys can differ depending on the operator, where you travel to and from, or type of ticket purchased. Paper ticket prices can be different to Oyster and contactless card fares.

There are anomalies within London e.g. the Oyster Pay as You Go (PAYG) peak fare from zone 6 to zone 1 costs £5.10 by tube (Epping to London Bridge) but £7.40 by train (Coulsdon South to London Bridge). We also compared same length commuter journeys into London and found that some cost significantly more than others e.g. a weekly season ticket from Oxted costs £57 whilst the same ticket from Hemel Hempstead costs £92<sup>9</sup>.

We support Transport Focus in their campaign to make fares simple, as seen in the 2019 'Easier Fares For All' consultation held jointly with the Rail Delivery Group<sup>10</sup>.

Those in receipt of penalty fares or unpaid fare notices often say that they do not understand the fares structure. The London TravelWatch casework team received a case where a passenger's penalty fare was cancelled and they were charged a single fare. We thought the passenger had been overcharged but we had seen the *super* off peak fare; however, there was no way of knowing this unless you clicked on the fare and there is no reason why a passenger would do that.

## AN AFFORDABLE BUS SERVICE

### Bus travel must remain affordable and practical

Low paid workers in outer London have no real alternative to paying high travel costs. Our report: [Living on the Edge](#) (prepared jointly with Trust for London and London Councils) examined the impact of travel costs on low paid workers living in outer London.

The significant changes to bus services in central London in 2019 broke many direct connections from the suburbs. It meant that many passengers have had to rely on

*Low paid workers in outer London have no real alternative to paying high travel costs*

catching their connecting bus within the Hopper Fare time limit and has added to their overall journey time.

## **FLEXIBLE TICKETS**

### **Flexible ticketing options such as part-time season tickets should be available**

Commuters with flexible working hours are shunning rail season tickets, at the same time as the overall number of train trips has increased. Journeys using season tickets have dropped from 702 million in 2014/15 to 625 million in 2018/19. The market share of season ticket journeys was 36% in 2018-19, down from 48% a decade ago<sup>11</sup>.

Train companies are exploring the possibility of part-time season tickets. c2c offer a Flexi-Season ticket - a bundle of 10 day-long 'Season style' tickets to use within six months. All train companies should ensure that their passengers have the greatest possible flexibility if they are not working full time.

Early Bird discounted season tickets, ideal for early morning commuters, such as that offered by Southeastern from two stations in Kent to London, should also be adopted by other train companies.

## **SMART TICKETING**

### **Passengers want to see ticketing which matches technological advancements and provides all the benefits of new digital ticketing**

At present the availability of Oyster and contactless card readers is not consistent around the periphery of the London rail area or to London's airports. Oyster should be available at all stations used by a large proportion of commuters to London and for journeys from all London's Airports (Stansted Airport has neither Oyster nor contactless). Issues with differences of fare options to London's airports was explored in our report [Way to Go: Improving public transport access to London's airports](#) published in January 2019.

### **NEEDS WORK – ADD FURTHER EVIDENCE ABOUT MOBILE TICKETING AND OTHER BENEFITS**



### Principle 3: Safe and Healthy

#### Transport users in London should be and feel safe at all times

The issues around safety on public transport require constant attention to keep passengers safe. Further pressure must remain on transport providers to ensure operational safety to ensure reductions in the number of accidents on or around rail, bus or the streets.

Perceptions around safety, including concerns around crime and anti-social behaviour, can be off-putting and discourage Londoners from using public transport or choosing active modes of transport. All of London's TfL and rail services should be staffed from first to last.

*Perceptions around safety, including concerns around crime and anti-social behaviour, can be off-putting and discourage Londoners from using public transport*

Further, the safety risks facing more vulnerable groups, including those with hidden and invisible disabilities, the elderly, women and LGBTQ+ groups must be addressed. Attention to safety will be essential in the coming years, particularly if the current Mayoral Vision Zero policy is to be achieved.

**We are calling on the new Mayor to prioritise safety and health across all transport modes, and together we will work towards:**

#### UPHOLDING SAFETY STANDARDS

**Industry must be held to account for upholding safety standards, regularly listening to passenger concerns and reviewing processes**

We expect the Mayor and TfL to maintain and improve the standard of safety on London's transport network, seeking continuous improvement in the safety of passengers, transport users and staff, spreading best practice between modes and with other providers.

We will continue to provide independent safety monitoring and advocacy.

**NEEDS FURTHER EVIDENCE**

## **FEELING SAFE**

### **Transport users of all ages and demographics should feel safe and be safe when using public transport**

British Transport Police, who work closely with TfL and the Metropolitan police, reported 2,838 reported incidents between November 2017 and September 2018, a rise of more than 43% on the previous 12 months. There was a 25% increase in total criminal offences recorded on the entire network over the same time period. Weapons offences more than doubled from 42 to 95, while sexual offences increased from 925 to 1,047<sup>12</sup>.

Nonetheless, the likelihood of suffering crime is still very small given the overall number of passenger journeys. TfL's quarterly customer survey for quarter one in 2019/20 showed that there were 13 and seven recorded crimes per million passenger journeys respectively on the Underground and bus networks. However, there remains a significant fear that the network is unsafe. The same quarterly survey showed that almost one third of Londoners were worried about their personal security on public transport, with incidents on the Underground and bus networks causing the most concern.<sup>13</sup>

## **JOINT EFFORT FOR SAFETY**

### **Working together across the transport industry to provide a safe environment, tackling crime and anti-social behaviour across the network.**

According to our research, addressing the problem of anti-social behaviour is a fundamental need<sup>14</sup>. There is a universal requirement for the transport industry to be more proactive in tackling these issues. This is because many of the actions regarded by passengers as anti-social behaviour are not criminal in nature and are therefore a matter for operators to resolve rather than the police.

Passengers believe that the travelling environment would be significantly enhanced if operators paid more attention to the cleanliness of vehicles especially and stations and stops to a lesser extent. In contrast to anti-social behaviour and overcrowding, this is an issue that is considered to be the clear responsibility of service providers to address.

Network Rail needs to work with operators to tackle the issue of 'step-gaps' between the train and platform, as well as addressing issues of line-side litter, rubbish and graffiti more vigorously not only to improve operational performance, but also to help reduce the fear of crime and anti-social behaviour on the rail network. Bus operators should also consider regular 'in-service' cleaning of buses.

## A SAFE TRAVEL AREA

**Improve the public realm, streets and pavements to create a travelling environment in which active modes such as cycling and walking are safe, accessible and achievable for all**

It is now widely accepted that a wide, level, continuous and clear pavement will encourage more walking and that more walking has societal as well as transport benefits. The unlawful obstruction of the pavement is an issue that affects everyone who uses London's streets. All sorts of people are inconvenienced by narrowed and obstructed pavements: pedestrians with pushchairs; visitors with suitcases; shoppers carrying awkward loads; people in a hurry who, if they can't get through, may resort to dangerous activity like walking in the road or needlessly impeding others. And of course these difficulties are multiplied for older people and mobility and visually impaired users. To get more people walking we advocate for good quality surfaces; places to sit; and more, single stage formal and informal pedestrian crossings.

The introduction of cycles onto the pavement as shared pavements, bus stop boarders and bus stop bypasses will introduce additional conflicts between cycles and pedestrians where there were none before. This is of concern, particularly to older, disabled, visually impaired and other vulnerable pedestrians and those representing them.

More people will cycle if conditions can be improved and the cultural and other barriers to cycling for a wider demographic addressed. We have promoted 12 policies to enable more cycling. These are taken from our *Cycling in London* report<sup>15</sup> These include a wider and more sophisticated system of roads pricing – charging for the use of the busiest roads at the busiest times; cycle specific infrastructure and clear space for cycling.

## ROAD SAFETY

**Continue efforts to reduce accidents and collisions on roads, working towards the 'Vision Zero' policy.**

It is important to ensure that 'Vision Zero' is achievable and not merely displacing risk from one place to another.

Although London TravelWatch is a consumer watchdog, road safety is important to us. We advocate for a safe systems approach to road danger reduction and support slower speeds<sup>16</sup>. We support motor traffic reduction through our advocacy of Londoners using the most space efficient modes. We want to see targeted road engineering interventions where analysis identifies clusters of collisions and most casualties can be saved per pound spent. The UK and London have had success



over a number of years reducing the absolute number of casualties on London's streets. We recommend a continuation of data-led intervention, to ensure the number of casualties continues to reduce.

## **BUS SAFETY**

### **Work with the bus industry to continue to improve passenger safety when travelling on buses.**

As part of London TravelWatch's 2019 work into bus safety, Loughborough University Design School was commissioned to independently review and explore the causes of injury to bus passengers on the London bus network and suggest counter measures. Researchers examined bus operator reports where incidents have led to injury, studied video recordings of incidents and interviewed injured parties. Successful workshops to get feedback from operators and stakeholders were then held in London and Loughborough.

Work to fulfil the the report's recommendations will needs to progress with TfL and other operators. This includes recommendations to reduce harsh braking and acceleration incidents; encourage passenger behaviour change using nudge techniques or additional information sources to enable them to stay seated until the bus has completely stopped before alighting; and reviewing the issue of the 'open' forward-facing seats into the wheelchair / buggy area to prevent passengers being thrown out of them in instances of harsh braking<sup>17</sup>.

## **NEEDS WORK**

## **IMPROVE AIR QUALITY AND REACH SUSTAINABILITY GOALS**

### **Support sustainability goals, improve air quality and reduce air pollution to safe levels**

Although London TravelWatch is a consumer watchdog, we are mindful of the issue of poor air quality and recognise that users of the transport system are particularly affected. We have long advocated that reducing motor traffic and encouraging space efficient modes is the best way to reduce transport emissions.

Efforts by the mayor to reach sustainability goals should focus on:

- a) reducing harmful omissions from vehicles at source;
- b) encouraging the use of sustainable modes and active travel; and
- c) the use of mitigation measures such as 'green planting' areas or the installation of air filtration devices at key locations.

The Mayor should also support the electrification of remaining parts of the rail network in and around London, not so equipped.

**NEEDS WORK**

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## Principle 4: Invest and Innovate

### Transport users require investment and innovation to meet growing demand.

London has a large population with diverse needs. With increasing pressure on the existing network and the need for extra capacity, it is essential that the new Mayor focuses on investing in updating old and creating new infrastructure, as well as supporting innovation and new solutions for London's transport network.

Our research has shown passengers want reliable, affordable and convenient services that allow them to travel with ease around the capital. However, there is no reason why investment and solutions should not meet the other goals of the Mayor's existing transport strategy, including the Healthy Streets strategy and efforts to reduce carbon emissions.

*Passengers want reliable, affordable and convenient services that allow them to travel with ease around the capital*

Major investment is required in the next Mayoral term to meet the growing demand on the network, tackle congestion and crowding and meet London's population growth. We are supportive of innovative solutions and policies which seek to improve the experience of London's transport users.

**We are calling on the new Mayor to prioritise investment and innovation, and together we will work towards:**

### INTERCHANGE MATTERS

#### **Prioritise and invest in London's key interchanges, big and small, across the transport network.**

Interchange is a key issue for London TravelWatch and the passengers we represent. Whilst multi-modal travel and interchange are an accepted part of travel in London, passengers dislike interchange. Indeed, transport planners use what they describe as an 'interchange penalty' in their assessment of passenger travel, which gives a value to the amount of time taken to navigate confusing or congested interchanges. It is therefore vital that interchange is as seamless as possible.

Good interchange means step-free access, staffed and secure stations, good layout and wayfinding, with places for passengers to sit and wait.

Interchanges will need to get significantly better if users are to take full advantage of them or switch their journey from private car to public transport. Examples of this would include rebuilding Clapham Junction and Lewisham stations completely along with previously agreed schemes at Camden Town and Holborn, and adding new interchange capacity at West Hampstead (Chiltern line), Brixton (London Overground and Southeastern Victoria to Gravesend) and Brockley (Southeastern to Gravesend).

For details of what makes a great interchange see our report [Interchange Matters](#).

## ACCESS TO AIRPORTS

### Improving public transport access to London's airports is essential to meet sustainable travel goals.

In our 2019 report [Way to Go: Improving public transport access to London's airports](#) we raised the issue of the drop in the number of air travellers getting to the airport by public transport. The share of passengers using public transport to get to Heathrow, Gatwick and Luton airports has fallen from 41%, 44% and 33% respectively in 2012 to 39%, 43% and 31% in 2016. We attribute this to poor public transport access to the airports and the convenience of private hire apps such as UBER. The long-term solution may well be road charging schemes that fund public transport improvements. In the meantime, a commitment from all involved is needed to encourage and facilitate use of public transport to and from airports.

To help make using public transport to get to airports more attractive, interchanges need to be improved so people benefit from seamless journeys, making it easier to pay by extending Oyster/contactless on National Rail and increasing acceptance of contactless bank cards on local buses outside Greater London.

Poor rail connectivity to Heathrow Airport from South London, Surrey and surrounding counties is the cause of significant congestion and poor journey time reliability on the road network and bus services in West London. Completion of the Western and Southern rail access routes to Heathrow should be a priority.

Access to North West London, Buckinghamshire and Hertfordshire from Gatwick and Luton airports could be substantially improved, with a major reduction in journey times from these areas, by the construction of a station on the Chiltern line at West Hampstead. We also support work on developing proposals to improve the rail link between London and Stansted airport.

## INFRASTRUCTURE INVESTMENT

**Major investment in transport infrastructure is essential to meet London's growing demand and relieve congestion and overcrowding on the network.**

Whilst there are many projects across London that would welcome investment, we prioritise key major projects which will benefit London as a whole. In the next four years, we want to see commitment to both existing projects with established business cases as well as new projects to meet emerging demand and challenges.

In particular, we recommend a commitment to the following projects:

Extending the Bakerloo line to Lewisham and further into South East London is a key current infrastructure and development opportunity. It will add significant extra capacity to National Rail routes from that area, and beyond into Kent and Sussex. It will also make better use of an underused asset between Elephant and Castle and the West End, and open up significant opportunities for new housing.

Crossrail 2 would provide additional capacity for up to 270,000 more people to travel into London during peak periods. We support Crossrail 2 because of the wide benefits to passengers that it gives including the release of additional capacity on existing routes such as the South West Main Line and to Stansted Airport. Delaying or cancelling the project would mean that problems of crowding on many routes would continue or be exacerbated. Crossrail 2 must also be delivered if HS2 serves Euston station as it is vital that capacity is provided to distribute passengers arriving at that station.

We also want to see a continuation of the Mayor's commitment to projects such as TfL's Four Lines Modernisation Programme, which is nearing completion and will deliver a 33% capacity increase on the Underground's sub-surface lines by 2022. The Bakerloo, Central, Piccadilly and Waterloo & City lines upgrades will deliver significant capacity increases. When opened, Crossrail will add 10% to public transport capacity in London. It is hoped that Thameslink will implement its planned increase to the number of trains per hour from 18 to 24, a 33% increase in capacity.

## SUPPORT LONDON'S GROWTH

**New infrastructure investment is needed to connect areas with poor transport connectivity, and support new housing development across the city**

Bus services should be extended to areas where new developments are beginning, such as the Thames riverside from North Greenwich to Havering, town centre growth areas including Croydon and Ilford, and areas of regeneration such as along the Old Kent Road corridor.

Further commitment to the integration of transport and housing and planning policy is needed. Rail is a key component of planning communities, towns and cities. Rail plays an important role in enhancing the connectivity of existing urban communities in London, and facilitating better transport links for all Londoners, particularly in South London which has historically poor rail and tube access. Better integration with other policy areas would potentially enhance the community role of the railways and enable the smooth running of operations and in relation to the transport system as a whole. We recommended the best way to achieve this in London's case is to devolve rail powers to TfL, as this would bring suburban rail services into a wider, more comprehensive transport and planning policy framework, with consistent fares and more logical services better serving outer London communities.

The proposed new West London Orbital rail line from Hounslow and Kew Bridge towards Hendon and West Hampstead is a good example of multiple benefits arising from infrastructure investment. It would enable the creation of new homes and employment opportunities. It would also improve transport connectivity in west and North West London, which will encourage the shift to using more sustainable transport options.

## **BUS PRIORITY**

### **The bus network must be prioritised to restore performance**

Bus ridership has declined, particularly in central and east London. Where TfL's Roads Modernisation Programme most affected bus speeds, bus ridership dropped most sharply during the works and did not recover<sup>18</sup>. Other reasons cited for reduced ridership are switches to other modes, such as to the Jubilee line from buses along Finchley Road, minicab use, shopping, other lifestyle changes and fear of terrorism.

We recognise the need for the bus service to change and to reflect demand but are disappointed with TfL's recent response to reducing ridership. Frequency reductions may well be inevitable, but curtailing and withdrawing routes means additional forced interchange for passengers, where passengers are having to take 2 or 3 buses where previously they could have taken one direct route. Passengers are very clear: they do not like interchange.

Reduced bus ridership should be of concern at a time when the aspiration is to substantially grow the proportion of travel by the sustainable modes. TfL have told us there needs to be growth in the order of 40% in bus passenger journeys. The trend is presently in the wrong direction and must be reversed.

Our preferred response to reducing demand would be to address deteriorating performance and prioritise buses on all the roads they use. We have promoted:

- Longer operational hours of the red routes and bus lanes;

- Longer operational hours and weekend operation of the congestion charge zone;
- A review of parking on bus routes;
- More streets prioritised for bus services and cycles only in the manner that Tottenham Court Road has been;
- Investigation of a wider and more sophisticated roads pricing scheme

TfL has a desire for longer, express and orbital services. These can only really be delivered if bus services can be operated more reliably and not spend so much time held up by general traffic.

## **INNOVATIVE SOLUTIONS**

### **London's transport network requires innovative policies to solve big problems and improve users' journeys**

Roads pricing by distance, time of the day and location should be investigated. It is the only intervention that could practicably reduce congestion on London's streets.

We supported the idea of TfL's 12 month trial of demand responsive bus vehicles, with their aim to complement the existing bus network and increase sustainable travel by reducing car dependency. Beginning operation in Sutton in May 2019 and due to start in Ealing in late 2019, we look forward to reading the research findings from each of the trials once their 12 month trial periods have elapsed.

### **NEEDS WORK/FURTHER EVIDENCE**



## Principle 5: Inform and Communicate

### **All transport users must have access to accurate and timely information across multiple platforms and at all points of their journey**

Passengers expect that technology containing live and instant information from London's transport operators and third party providers to be of a high quality, reliable and timely and must remain a priority of technology providers.

Reliable journey times are the key factor behind passenger satisfaction and good information helps contribute to that.

Passengers also need to be able to see accurate online information to help with future travel planning. London must look to technology being developed, and capture its benefits for transport users. There also remains a significant need for traditional maps and forms of information for those without access to technology to ensure that London remains a city in which everyone can travel with confidence.

*Passengers expect that technology containing live and instant information from London's transport operators and third party providers to be of a high quality, reliable and timely*

**We are calling on the new Mayor to prioritise the provision of access to accurate and timely information across all modes, and together we will work towards:**

#### **ACCESSIBLE INFORMATION**

**Accurate and relevant information should be fully accessible – online and offline, and before and during a journey.**

The London-wide bus map is now only produced by an enthusiast. It is inexplicable that TfL, as one of the world's largest bus operators, does not produce its own map either in paper form or on their website. TfL's four quadrant maps covering London are their last remaining large scale maps but they date from 2016. There is a 'key routes in central London' map on TfL's website but it is not completely geographically accurate and shows only 22 routes. There are also spider maps covering key locations but they are being removed from TfL's website when they become out of



date. This gives us cause for concern. We are not convinced these actions will provide for the multiple users of London's public transport network, particularly those that cannot or will not use online services or those who are infrequent visitors.

London TravelWatch helped to develop Legible London, the on-street wayfinding sign comprising a planner map and a finder map, with walking circles to place the user in the context of his or her surroundings. We have advocated that Legible London be rolled out as a single system across London, with priority locations of transport interchanges and town centres. This has stalled, however. Firstly, the pan-London rollout became optional for boroughs – they had to choose to introduce the scheme. This is disappointing because many are not doing this, with different priorities taking precedence. Secondly, TfL have allowed the scheme to be downgraded from a high quality map based system with an occasional reinforcing fingerpost to one with far too many multi-fingerposts. This is disappointing as consistency, quality and quantity of information have been lost. A map based system delivers far more information.

## **DIGITAL AND INSTANT COMMUNICATION**

**Promote use of instant communication such as Twitter and live webchats, which provide greater support and up-to-date communication between customers and transport providers.**

Timely, accurate and useful information is important to keep passenger travel running safely and smoothly. It gives transport users some sense of being in control and having less stressful journeys. Transport operators need to ensure that the instant communication tools they provide are supplied with up-to-date information to ensure that passengers always have the latest picture, especially when unplanned disruption will force them to alter their journeys at short notice.

However, whilst the promotion of these forms of communication is great for those who are able to use these channels, it must not be to the detriment of passengers, such as the elderly, who are more dependent on traditional forms of communication.

## IMPROVE INFORMATION ACROSS ALL CHANNELS

**Guarantee that all apps, webpages and printed sources of information provide consistent and up-to-date information about services and facilities.**

**Support the growth of transport apps and online services which meet passenger needs.**

Today the majority of passengers make journeys which rely on mobile applications or websites to aid them with a variety of travelling concerns, including but not limited to:

- Maps of the transport network or local areas;
- Timetables for train, bus and tram services;
- Alerts or warnings about unexpected or planned disruptions;
- Journey and route planning;
- Mobile ticketing; and
- Sometimes integration of payment options or information about pricing and discounts.

These advances have brought a wealth of information right into the pockets of much of the travelling public. National Rail Enquiries handle an average of 2.5 million journey planning enquiries every week day through their contact centre, mobile, apps, website and information services supplied to 3rd parties. TfL have an open data policy, and actively encourage third party providers to develop apps and services for London Transport users, with 42% of Londoners using apps powered by TfL data<sup>19</sup>.

Whilst we welcome the innovation and broad benefits that comes to passengers as a result of the extensive range of apps available, the reliance on digital channels and platforms can also be a risk to transport users. We have encountered a number of issues with lack of consistency across channels, with different apps on occasion showing different information, and some failing to update information – for example cancellations or disruptions to services – and incorrectly showing they are still running. It is at these times that they prove to be a hindrance rather than an aid to the travelling public, and therefore efforts to ensure consistent and accurate information is presented is key.

Developers of such apps and websites which provide travelling information should be encouraged to incorporate a range of information which is of importance to consumers – including updates about disruption, changes to services and information about compensation – and design products which are accessible to as many users as possible.

Traditional forms of communication will continue to be essential to users and we do not suggest that digital channels can replace announcements, posters and paper

maps. However with the use of apps and websites now so prevalent, it is important to ensure they best serve consumers with the information they need.

## **CLARITY DURING DISRUPTION**

**Give clear and specific communication in times of service disruption – no jargon, with clear reasons and explanations.**

Consistency is required amongst providers. With the advent of digital technology, we also expect there will be more cross industry working to provide better information and alternatives during times of disruption to the networks via apps,

**NEEDS WORKS – ADD EVIDENCE**

DRAFT



## Principle 6: Joined Up and Accountable

**Passengers expect that the industry will work together when things go wrong to get them to their destination as quickly and smoothly as possible.**

As the majority of passengers will only interact with transport staff in times of service problems, it is critical that operators work together to provide seamless support.

The success of London Overground and TfL Rail has shown that devolving London's rail services to TfL works. The Mayor should continue to press for further rail devolution. The fares differential between TfL and train companies for similar distances also highlights the need for change.

London's transport is delivered by a multitude of operators and providers, with complex relationships and blurred lines of accountability.

We want transport users across the network to feel that they can trust in the system, and know it will stand up and take responsibility when things go wrong.

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*We want transport users across the network to feel that they can trust in the system, and know it will stand up and take responsibility when things go wrong.*

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**We are calling on the new Mayor to prioritise joined up and accountable actions across all transport modes, and together we will work towards:**

### DEVOLUTION

#### **Continue to push for the devolution of rail services to the Mayor and TfL**

TfL's London Overground network has been one of the great success stories of recent years. TfL Rail has also improved the operation of the service they took over significantly. Passengers across London should be able to enjoy the same level of service. Devolution of control for London's metro rail systems would be a great boon for London. Performance, customer satisfaction, long term planning and integration with other systems would all improve.

London TravelWatch takes the view that TfL are the competent body to deliver rail in the Greater London region<sup>20</sup>. Local accountability and local management is preferred, as it has proven to provide a better service to customers. The existing centralised model for delivery in which the DfT runs the franchising process can be improved and TfL would be better placed to deliver rail services in London. The

London Overground model of concession / franchise letting has proved to be a very effective means of raising the standard of rail operation in London, which we believe should be emulated in future devolution of rail powers to London.

Passenger satisfaction and passenger numbers have risen significantly since 2007 on the routes covered by this concession, which previously was regarded as a very poor operation. This difference in outcome for passengers is attributable to the different incentives and contracting arrangements that the devolved London Overground concession uses, rather than conventional franchise arrangements. It does this by ensuring that the concessionaire concentrates, and is incentivised to focus, on the delivery and development of services, with the setting of issues such as fares policy and forward policy being dealt with by TfL centrally, whilst the commercial risks associated with ticket and other revenue are also borne by TfL rather than the operator.

## **ONE TEAM APPROACH**

### **Roll out the successful 'One Team' approach to all major transport interchanges, providing one accountable face for transport users.**

There are several areas where London TravelWatch is working with the industry to improve information and manage disruption. The London Travel Demand Forum is a cross industry forum convened by TfL that came about from our lobbying to get the industry to work together as it had in the London Olympic Games. During the Olympics the industry had successfully adopted a 'One Team Travel' approach with the rail industry and TfL working side by side to:

- i) jointly manage transport across London's transport networks;
- ii) advise customers where transport systems would be very busy and give them alternatives; and
- iii) suggest what passengers might do in time of disruption.

This body is now working well on points i) and ii) with good joint working between Network Rail and TfL. Most, but not all TOCs participate regularly. Network Rail have co-located some of their operational control teams alongside of TfL in a single control room.

At London Bridge and Victoria stations, operators and Network Rail work together to provide a better customer experience. Staff also wear one standardised uniform so that both teams are available to assist passengers.

However, there is still work to be done at times of disruption and we continue to advocate that the One Team approach should extend to cover the co-ordination of real-time information. This would mean that, for example, passengers could be

informed about major disruption at a station and redirected to alternative routes before they get to the station or even before they set out.

The joint working between train operating companies and station managers in the management of the rail industry will be essential going forward. Without the effective introduction of contracted working partnerships, London's busiest routes and interchanges will suffer heavily in the coming years. London TravelWatch recommends an integrated and cohesive rail industry that works together rather than as separate entities. A more accountable and collaborative rail industry is essential, and will help build trust and confidence in rail, providing a more integrated and seamless journey experience for passengers.

A great example of the benefit of establishing such partnerships is the recent Victoria station partnership, which was set up to establish a more integrated service there. Prior to the change, the station staff at Victoria were divided into three – workers from Network Rail and the employees of train operators: Southern and Southeastern. Now, staff are aligned in a unitary team - 'Team Victoria'. This change has enabled closer communication, the alignment of goals and setting of common objectives, all of which is improving the experience of passengers at the station. This demonstrates the benefits of closer working relationships and effective partnerships between different actors within the rail industry to deliver a seamless, integrated and positive service to London passengers.

## **INTEGRATED NETWORK**

**The many multi-modal journeys must be planned for and embedded in working culture and practice**

**Provide a seamless service to those requiring assistance at stations and interchanges, taking responsibility for all journeys**

Passengers should not notice the transition from TfL's 'turn up and go' policy to National Rail's pre-booked passenger assist scheme. However, it is significant that passengers requiring assistance are falling victim to the reduction of staff at stations and on board services.

All staff and operators should have good channels of communication with other modes and services, especially at interchanges. All transport providers must take responsibility for all of their journeys to ensure transport users benefit from a seamless experience.

Service delivery requires a clarifying of roles and accountabilities. Each actor involved in delivering transport services must have clear parameters of responsibility and clear parameters for their relationships with other actors.

London TravelWatch research has shown that the fragmented and confusing industry structure often feeds back to the passengers, who often have little understanding of the various divided roles and responsibilities of different industry bodies. One accountable face is needed, but this unified front must go deeper than merely presenting a unified façade to the public.

**NEEDS WORK – ADD DETAIL ON MOST UP TO DATE CHANGES AND NEW ATPs**

## **REPRESENTATION**

**Consumers should be easily able to have their say on how transport services are provided.**

Passengers need to know that they have a voice and representation. All transport operators should be clear about how passengers can give comments, feedback and complaints. Operators should have representative panels or forums which allow easy input from a wide range of transport users. They should also ensure that details of these panels and forums are easily visible on websites, at stations and on board services.

TfL's consultation hub should be clearly signposted on their website. There should also be clear information on street where this is applicable e.g. the 2018 proposed changes to bus services in central London were signposted on a small bus stop panel but without any details beyond the route numbers affected.

There needs to be a renewed commitment to engaging with passengers across the transport industry. In 2018 we supported the London Assembly Transport Committee's call for greater communication and engagement with London passengers, to improve understanding and the relationship between passengers and the rail industry<sup>21</sup>. We think this should go further and improve representation across all transport modes.

## NEEDS WORK – FINISH CHECKLIST

### Checklist for the mayor, transport providers and other stakeholders

We are calling on the Mayor and other key stakeholders involved with delivering the transport network in London to commit to these policies. Each year we will be reviewing progress made, and will continue to push for those principles which have not yet been prioritised.

When making decisions about transport and working towards improvements, we ask the Mayor uses this checklist to guide their work:

<b>Guiding principle</b>	<b>Policies and objectives</b>	<b>Done?</b>
Accessible and Equal		
Value for Money	Value for money Affordable Reliable Affordable fares matched with reliable service Delay repay Flexible tickets Smart ticketing	
Safe	Operational safety Perceptions of safety Personal safety and crime Inclusive travel	
Invest and Innovate		
Inform and Communicate		
Joined Up and Accountable		



## References

### ADD FURTHER REFERENCES – IN TEXT

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<sup>1</sup> <https://dataportal.orr.gov.uk/media/1037/rail-finance-statistical-release-2017-18.pdf>

<sup>2</sup> <https://www.ageuk.org.uk/wp-assets/globalassets/london/documents/london-age/2019/london-age-summer-2019.pdf>

<sup>3</sup> London TravelWatch will publish a report looking at the issue of ‘Hail and Ride’ in late 2019.

<sup>4</sup> Add ref

<sup>5</sup> [https://www.londontravelwatch.org.uk/documents/get\\_lob?id=4796&age=&field=file](https://www.londontravelwatch.org.uk/documents/get_lob?id=4796&age=&field=file) Inclusive design – National Autistic Society slides from Interchange Matters

<sup>6</sup> UCL Mental illness and travel report find ref

<sup>7</sup> Trust for London <https://www.trustforlondon.org.uk/issues/work/london-living-wage/>

<sup>8</sup> Living on the edge report

<sup>9</sup> [https://www.londontravelwatch.org.uk/news/view?id=761&x\[0\]=news/list](https://www.londontravelwatch.org.uk/news/view?id=761&x[0]=news/list)

<sup>10</sup> [https://www.raildeliverygroup.com/files/Publications/2019-02\\_easier\\_fares\\_for\\_all.pdf](https://www.raildeliverygroup.com/files/Publications/2019-02_easier_fares_for_all.pdf)

<sup>11</sup> <https://dataportal.orr.gov.uk/media/1240/passenger-rail-usage-2018-19-q4.pdf>

<sup>12</sup> <https://tfl.gov.uk/corporate/safety-and-security/security-on-the-network/transport-policing>

<sup>13</sup> <http://content.tfl.gov.uk/customer-service-and-operational-performance-report-2019-20-q1.pdf>

The data referenced in this report can be found on pages 26 and 32

<sup>14</sup> Add ref

<sup>15</sup> [https://www.londontravelwatch.org.uk/documents/get\\_lob?id=4469&age=&field=file](https://www.londontravelwatch.org.uk/documents/get_lob?id=4469&age=&field=file)

<sup>16</sup> add ref

<sup>17</sup> London TravelWatch will publish the Bus Safety report in late 2019.

<sup>18</sup> add reference

<sup>19</sup> <https://tfl.gov.uk/info-for/open-data-users/open-data-policy>. See Deloitte report (2017) for further detail <http://content.tfl.gov.uk/deloitte-report-tfl-open-data.pdf>

<sup>20</sup> [https://www.londontravelwatch.org.uk/documents/get\\_lob?id=4772&field=file](https://www.londontravelwatch.org.uk/documents/get_lob?id=4772&field=file)

<sup>21</sup> Add LATC Broken rails report link