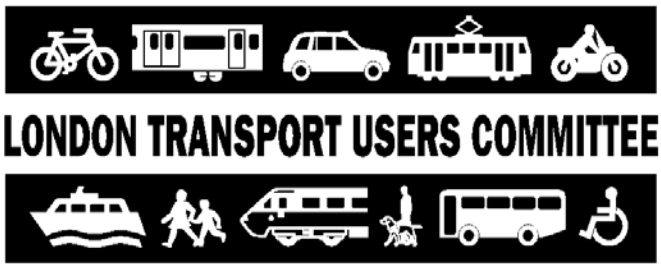

London on the Move

Transport policies for a liveable city

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Foreword

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by Suzanne May
Chair of the London Transport Users Committee

We believe that London's citizens and visitors need and deserve a high-quality transport system, to enable them to get around this vast, vibrant city with ease and enjoyment. We want a transport system that can be used with confidence, and that its staff can be proud of.

London's transport has reached its turning-point. National, regional and local policies are increasingly aimed at producing a more sustainable, effective transport system, which in turn would lead to a more liveable city. There is political backing for sustained investment in both upkeep and enhancements, based on the Government's ten-year plan for transport and a Mayoral strategy brimming with proposals. It is striking that today's political debates are often not about *whether* to invest, but about *how* to.

Yet the standards that should be expected from transport in and around London are rarely elucidated. There is no shortage of schemes and initiatives, but we are conscious that there is no clear end-point. Objectives such as 'improved', 'bigger', 'better', 'safer', or 'faster' are laudable, but what do they mean in practice?

In putting together this strategic policy statement, we wanted to set out what the end-point should be: a *vision* for transport in the London region. Some aspects (such as station facilities) are amenable to specific standards, and we have made an initial attempt at setting those standards out. Other matters (such as reliability) are less amenable to such standards, but no less important; here too we have set out our aspirations.

We have deliberately eschewed the traditional mode-by-mode list of issues. Although the operational problems and solutions may vary between modes, the users' needs (and the standards required in order to meet them) are similar. In an integrated system, the focus must be on those needs and standards.

'London on the Move' therefore begins with our principles and aspirations, applies them to the various stages of a journey, and only then discusses the specific issues for individual modes. And we have also taken this opportunity to put our perspective on how the planners, funders and regulators can help to achieve the vision.

A great deal of thought, discussion and time went into this report. I commend it to all those who, like us, want to promote high standards for London's transport.

Executive summary

Transport users are consumers, and expect a level and quality of service that corresponds with the rest of their lifestyles (Section 1). Although London's transport system has much to commend it, notably the relatively comprehensive public transport networks, there is a long way to go before the system fully meets Londoners' needs and expectations (Section 2).

The overall aim is for a high-quality, pleasant, reliable, co-ordinated, more inclusive transport system (Sections 3 and 4). Few dispute this – and fortunately there is increasing recognition that the starting-point must be to rebalance it in favour of the more sustainable modes (Section 3). Because users' needs depend heavily on land-use patterns, the planning system must provide a sound basis for sustainable transport provision (Section 5).

The report goes on to consider the standards the transport system must achieve in order to meet the challenges upon it. Routes and timetables are the essence of the product offered by public transport; these must meet the full range of travel requirements (Section 6). The numerous opportunities for new stations or new routes should be investigated. Light rapid transit offers medium-term potential for a step-change in local and orbital travel opportunities (Section 7). Roadspace is scarce, and choices must be made (Section 8). The way forward is to reduce general traffic, liberate main roads to be distributors, remove parked obstructions, introduce further bus priority measures, and ensure that restrictions are enforced. Congestion charging in central London is supported. Rail capacity, too, is limited, and major enhancements are required; in the short term, more emphasis is needed on London's local and regional services (Section 9).

Achieving reliability (Section 10) and addressing the endemic rail overcrowding (Section 11) are two key priorities for the public transport system. On other quality issues, users' needs must be addressed at all stages of the journey. Adequate, reliable, accessible information must be provided before the journey (Section 12). A standardised range of tickets is needed to suit differing needs, within a comprehensible and integrated ticketing system (Section 13). The waiting environment must be of a high quality, with adequate facilities and information available at all locations and a wider range of facilities at the busier ones; their upkeep is equally vital (Section 14). Similarly, the on-board experience in public transport must hold its own in comparison with the car (Section 15). Existing Routemaster buses may still have a role, but otherwise the new accessible bus designs are the way forward. The Committee is cautious about the true value of bus conductors, but a passenger-facing staff presence on trains, buses and stations can be useful and reassuring.

High-quality streets are needed for all transport users (Section 16), and the street environment should be closely managed. Safety is a prerequisite for the transport system, and a holistic approach is needed, targeting effort and expenditure where they will be most effective (Section 17). Almost all transport involves interchange, and the key to making transport attractive is for the journey's stages to mesh well together. Too often, interchanges are challenges for the hapless user; these must be made to work seamlessly (Section 18).

As consumers (and often a captive market), transport users deserve a say in their services; operators and government should be listening (Section 19). Complaints must be addressed professionally and genuinely. Users ought to receive fair recompense when things go wrong – and tendered operators should be incentivised to get things right in the first place (Section 20).

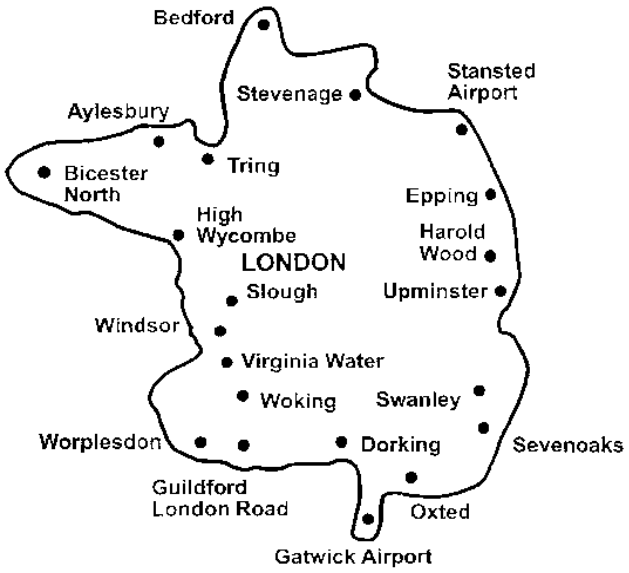
The transport system can be funded both through fares and through government support; each has a role, as does private-sector financing (Section 21). Finally, the administrative structures that govern the transport system must be effective, co-ordinated, and focused on the users (Section 22).

About LTUC

The London Transport Users Committee (LTUC) is the official watchdog organisation set up by Parliament to represent the interests of transport users in and around the capital. We cover London's buses, the Underground, the National Rail services to and within the capital, Docklands Light Railway, Tramlink, taxis, and the needs of pedestrians, cyclists and motorists using the main road network controlled by Transport for London.

We:

- investigate suggestions and complaints from users who are dissatisfied with the response received from the service provider;
- monitor trends in service quality, including reliability, comfort, cost, information and safety;
- maintain a regular dialogue with the service providers about all aspects of their policies and plans affecting transport users; and
- actively lobby national and local government on behalf of London's travelling public.



The LTUC area

Defining London

The administrative area of Greater London is at the heart of a city-region that stretches far across the south-east of England. Employment, leisure and social patterns make Greater London and its surrounding region interdependent. The built-up area of the London conurbation itself extends well beyond the Greater London boundary in some places.

Travel patterns, and the transport system, reflect this. More than two million trips are made across the Greater London boundary on a weekday. Places as far away as Bedford and Brighton supply many workers to the West End and the City. London's local train services also run deep into the Home Counties. Essex and Buckinghamshire host the outermost reaches of the Underground.

Thus the first problem with London is to define it. This report uses the following terms, where necessary, to clarify the area that is being referred to:

- **Greater London:** the area served by the Greater London Authority.
- **The London conurbation:** Greater London, plus the extensions of the built-up area into places such as Waltham Cross, Watford, Staines, Esher, Epsom and Dartford (reflected in the pattern of 'Metro' rail services and Transport for London's bus routes, and approximately bounded by the M25).
- **The London region:** the LTUC area (see map above).

1 Transport, a consumer necessity

1.1 For a few lucky souls, transport is an end in itself. The train buff, the bus-spotter, the fitness-cyclist and the rambler share an unusual attitude: it is better to travel happily than to arrive.

1.2 But for the rest of us, it is a means to an end. People want to (or must) do things that cannot reasonably be done right outside their doorstep: journeys to work, leisure trips, social calls, or day-to-day personal business. Land-use planning, telecommunications and teleworking can (and should) reduce the need to travel, but will never eliminate it. And transport can be a means to a positively desirable end. It can give people the ability to have the sort of interaction that makes us a society rather than a collection of individuals; the ability to choose the job we want rather than have to take the nearest one on offer; or simply the ability to have a change of scenery.

1.3 Transport users are consumers, and the Committee firmly believes that transport is no different in principle from any other consumer product or service. In a civilised society, there is no reason in principle why the quality of transport should necessarily fall below that of other facets of our day-to-day lives. People expect a reasonable level and quality of service that corresponds with the rest of their lifestyles, and LTUC gladly signs up to the consumer principles that lie behind the work of all consumer organisations (Table 1.1).

1.4 In the alternative language of economics, if transport is the means to the end, then transport is a cost that users must pay in order to 'acquire' the end – a cost paid not just in money but in time, frustration, stress, injury, or pollution. Often, these costs are paid by non-users too. The goal is to minimise the costs.

Table 1.1:
The consumer principles

- **Access:** Can people get the services they want?
- **Choice:** Is there any? Can users affect how services are provided through their buying decisions?
- **Safety:** Do the services pose any threat of injury or health hazards?
- **Information:** Is it available, accurate and useful?
- **Fairness:** Are some or all consumers unfairly discriminated against?
- **Redress:** If things go wrong, is there an effective system for putting them right?
- **Representation:** Do consumers have a say in how goods or services are provided?

Source: National Consumer Council (adapted)

2 The state of play

On the agenda

2.1 Transport, as a consumer necessity, accounts directly for about 17% of household expenditure, and is important in people's lives for other reasons (Table 2.1). Yet, politically speaking, transport has been a dog that seldom barked. It has never been in the forefront of a general election campaign. Ministers of transport (often with little first-hand knowledge of the daily realities) come and go with astonishing frequency, usually leaving little public memory of their identities or policies.

Table 2.1:
The wider importance of transport

Transport represents:	
34%	of energy use
17%	of household expenditure
4%	of people's time
6%	of jobs
30%	of all causes of accidental deaths
3%	of public expenditure on services
12%	of Greater London's land area
26%	of carbon dioxide emissions
51%	of nitrogen oxide emissions
70%	of carbon monoxide emissions

Sources: National Statistics; former Department of the Environment. Figures refer to the UK.

2.2 What accounts for this apparent paradox: that an activity which plays such a central part in our lives has hitherto excited so little political interest? In part, this may be because (unlike education or health care) most transport expenditure is incurred and funded directly by end users rather than through the state. In common with (say) retailing, the Government's role has been seen as primarily regulatory, rather than as the supplier. Even in public transport, which is now a minority sector of transport even in London, the state has withdrawn from many aspects of ownership and operation. If transport issues have suffered from political neglect, politicians have presumably been under the impression that their constituents' priorities lay elsewhere.

2.3 But there are signs that change is now in the air, with yaps of discontent, particularly in London, though not necessarily for reasons that the Government might wish. It was the fuel price protests, rather than publication of the Transport White Paper, which catapulted transport policy onto the front pages. It was the collapse of Railtrack, rather than the appearance of the Government's ten-year transport plan, which kept it there. And it is the Mayor's castigation of the proposed Public-Private Partnership (PPP) scheme for the Underground, rather than the assurances of its ministerial sponsors, which most Londoners could most readily quote.

2.4 It was scarcely a surprise that the first Greater London mayoral election was largely fought on transport issues, given that the Mayor has so few direct powers in any other major area of policy. But when Londoners were asked[1] by MORI in 2001 in which of seven aspects of life in their city they most wished to see improvements, only crime rates (at 26%) exceeded transport (at 23%). Housing and schools, which have historically loomed larger on the political agenda, scored only 10% each. So the message is now becoming clear: transport does matter, and failure to meet voters' expectations carries a high electoral risk.

2.5 The difficulty for decision-makers is, however, that voters' expectations are seldom wholly consistent. Some can be achieved only at the expense of others, and some may be undeliverable in practice. For example:

- Predictable journey times by road require free-flowing traffic, but this implies severely restricting on-street parking, or massive destruction of property to accommodate extensive building of new roads.
- Running additional trains at busy times should help to reduce overcrowding and make rail travel more attractive, but when the network is operating close to capacity, inserting any more trains can affect reliability.
- Creating space in buses for wheelchairs and buggies helps to reduce social exclusion, but only at the expense of providing fewer seats for other users who may be too frail to stand.
- There is a delicate trade-off between fare levels, service levels and subsidy from taxpayers.

2.6 Furthermore, carrots are much more electorally popular than sticks, but (ironically) carrots tend to have a cost, while sticks are actually more successful at delivering the outcomes that electors desire.

1 *Draft Transport Strategy: Public Opinion Poll*. Conducted by MORI for the Greater London Authority, June 2001

What Londoners want

2.7 So what firm evidence is available about Londoners' wishes in relation to transport? As part of the consultation on the Mayor's draft Transport Strategy in 2001, an extensive opinion poll[2] was conducted, to gauge the degree of support for 30 of his policy proposals. This was potentially a valuable opportunity to measure the relative popularity of alternative policy packages, and the degree of priority which should be given to delivering particular outcomes. But unfortunately it was an opportunity that was largely missed. Several of the options were so bland as to invite little more than an affirmation of the merits of motherhood and apple pie. Who, for instance, would seriously oppose the aim of promoting "a Londonwide network of reliable and frequent railway services", or "co-ordinating roadworks better to reduce disruption to traffic"? It can have come as no surprise that only five out of the 30 proposals attracted opposition from more than one in ten of the respondents. Top of this list was congestion charging in central London, followed by stricter enforcement of parking regulations, introducing more bus lanes, enforcing speed limits more strictly, and investing in new trams or guided buses. All of these could be represented as curtailing the freedom of the motorist. What the survey does not show is whether those who opposed such measures were also in favour of less congestion, more attractive public transport and lower accident rates – and, if they were, how else they believed these goals could be attained.

2.8 In the real world of finite resources and the unavoidable need to set priorities, it is of little use to know that most Londoners are in favour of 'more and better everything'. What matters is the relative importance they attach to each objective, given that money invested in one objective is not then available to invest in the others. And here the survey's findings are of little help.

2.9 One question in the survey did attempt to investigate the public's priorities, by asking respondents which of a list of what were described as "six areas to do with transport in London" they thought it most important to improve. Top of this list, with 28%, came tackling traffic congestion. This was followed at 23% by improving Underground services. Improving bus services scored 15%, with reducing fares and building new lines to reduce overcrowding gaining 12% each, and improving National Rail services coming last at 11%. But sadly, the opportunity was not taken of investigating respondents' understanding of the interaction between these options. Only a much more searching analysis, based on responses to costed policy packages, would give a clear steer as to how the application of funds can be optimised.

2.10 A more interesting insight into Londoners' views is provided by the findings of another poll, conducted on behalf of the Commission for Integrated Transport (CfIT)[3]. This was designed in part to investigate public attitudes towards transport issues in general, but also to reveal the extent of local variations in opinion. It confirmed that in Greater London transport and crime top the list of local problems, that Londoners are particularly worried by traffic congestion, and that they are more willing than people elsewhere in England to travel less frequently by car if rail services and conditions for walking were better. Londoners are relatively unconcerned about the cost of using and owning a car, or the level of fares, but are much more concerned about overcrowding and personal security on public transport, and about the unreliability of services. They tend to be more pessimistic about the likelihood of matters improving in the next ten years, particularly in relation to overcrowding and to rail safety, though they have a higher opinion of safety on the Underground and buses.

2.11 Interestingly, Londoners are less enthusiastic than respondents elsewhere about increasing off-peak and night bus frequencies, or supportive of concessionary fares for retired and disabled people – perhaps because provision in London is already superior to that found countrywide. But, oddly, they are more prepared to consider switching to public transport if information about it is improved, even though in this respect, too, London's existing standards tend to be higher. (This may be because in London it is the complexity of the public transport system which is a deterrent to greater use, whereas elsewhere it is the paucity of provision). And Londoners are more supportive of charging for driving into congested areas, especially if the proceeds are used exclusively to improve public transport.

What Londoners get

2.12 Turning from aspirations to realities, data on what London's travellers think about their own particular services – and their priorities for improvement – are variable. No reliable cross-modal comparisons exist, and there are few meaningful data about satisfaction with street management or taxi issues. Complaints data are difficult to compare across modes and operators, due to variations in their compilation, and reflect the complaint-handling process as much as the service in question.

2 *Draft Transport Strategy: Public Opinion Poll*.

3 *The CfIT Report 2001: Public Attitudes to Transport in England*. Commission for Integrated Transport, July 2001. See www.cfit.gov.uk

2.13 More useful are the statistics on how the main public transport modes are performing, in terms of both the quantity of service delivered and the users' satisfaction with it. The results inevitably fluctuate, as operators address some problems and encounter others, but the broad picture is of a very mixed quality of service – and one that, for National Rail and bus passengers at least, is poor at delivering the most valued aspect of all: reliability.

2.14 Perhaps the most telling indictment – for transport as a consumer service – is contained within the CfIT report. CfIT asked people how satisfied they were with their local supermarket, car-servicing garage, high street bank, bus, train and Underground services. The transport services took the bottom places. Similarly, transport staff consistently emerged as among the least customer-sensitive of a range of people providing services to the public. Londoners generally have a lower opinion of transport staff (including taxi drivers) than people elsewhere.

The outlook for London's transport

2.15 Table 2.2 draws together the picture of London's transport system, from the users' point of view and in terms of the administrative situation behind it. There is much to celebrate, especially the relatively copious public transport compared to other parts of the UK, the popular Travelcard, and some outstanding successes (such as the Docklands Light Railway). Yet the system often cannot cope with the demands placed upon it – and when it can, it is still a long way from the level and quality of service that people expect and deserve as consumers.

More policies

These three policy statements give a flavour of the current situation on the main public transport modes:

GOING UNDERGROUND: A statement of evidence from LTUC to the GLA's scrutiny of 'The Tube –Moving On' (October 2001)

ORGANISING NATIONAL RAIL IN LONDON: A statement of evidence from LTUC to the GLA's scrutiny of mainline rail services in London (January 2002)

ALL ABOARD? LTUC's submission to the GLA's scrutiny of 'Priority Bus Issues for London' (March 2001)

A glossary of abbreviations appears on page 83.

Table 2.2:
SWOT analysis of London's transport

Strengths	*Weaknesses*
• Relatively extensive public transport networks • Relatively frequent public transport services • Strong public transport ridership base • Relatively good pre-journey information • User-friendly Underground system • Relatively sophisticated management of road infrastructure • Political commitment to improvements • Some high-quality services – e.g. Tramlink • Growing accessibility • Travelcard • Simplicity of many bus or Underground fares • Some cheap deals, e.g. with bus passes • Good access to/from central London • High quality of analytical background to London Underground's / Transport for London's (TfL's) policy-making, and in many areas of delivery • Relatively high availability of Dial-a-Ride service	• Road congestion • Parking stress in many areas • Overcrowding on public transport • Patchy quality levels – functionally, spatially and between modes • Poor reliability • Fragility of rail services – periods of disruption are common • Patchy integration between modes – e.g. interchange, ticketing • Patchy access to London's major suburban centres and orbital links • Patchy accessibility • Major adverse externalities – noise, pollution, casualties (especially from motoring) • Multi-location journeys poorly catered for by public transport • Poor waiting environments • Perceptions of low personal security • Bus network is user-unfriendly for infrequent users • Poor walking environment • Few easy cycling routes • Poor attention to detail – e.g. in information displays • The school run • High fares
Opportunities	***Threats***
• Public pressure for improvements • Public acceptance that unfettered motoring is unachievable • Political recognition of need for action • Mayor can co-ordinate transport with planning • TfL – an integrated delivery body for most transport in Greater London • Growing Strategic Rail Authority (SRA) pro-activity in co-ordination and 'backroom' work • Congestion charging • Plenty of improvement schemes to choose from • Compliance with the Disability Discrimination Act (DDA) will raise standards for everyone • Critical mass of population – supports high levels of public transport • European-level recognition of importance of public transport	• Demand growth that cannot be met • Financial and structural instability of National Rail network • Lack of resources (money and skilled personnel) for major new projects, due to existing commitments • Absence of secure long-term funding, hence continuing short-termism • Paralysis by analysis • Loss of political commitment before projects reach fruition • Long lead-time for major infrastructure projects • Industrial action • Local opposition to specific measures – e.g. bus lanes outside shops • Lack of staff/skills for day-to-day operation – e.g. bus or train drivers • Continued attractiveness of cars and rising traffic levels • Fragility of the Underground's infrastructure • Trespass and vandalism • DDA-compliant train toilets will reduce seating capacity • Rivalry rather than co-operation between Mayor and Government and/or London Assembly and/or Boroughs • Weak commitment by many Boroughs to taking hard decisions about managing roadspace effectively • Police indifference to traffic enforcement functions

The comments are generalisations, and do not necessarily apply equally to all areas or situations

3 Approaches and priorities

Quality must meet people's expectations

3.1 The quality of the service offered must meet people's aspirations. There is no intrinsic reason why travel should be a more squalid, dispiriting, frustrating or simply under-performing experience than shopping, working or any other facet of anyone's lifestyle. That so many people tolerate services that are below those aspirations – what one railway proprietor criticised as 'the communist experience' – is perhaps mostly down to the lack of any other option but to grin and bear it.

3.2 These aspirations change over time – and, as living standards get higher and technology more developed, expectations are rising. Twenty years ago, the Underground's dot-matrix information displays were revolutionary. Nowadays they are regarded as essentials.

3.3 Nowhere is that change over time more starkly demonstrated than in cars, which have gained creature comforts that other transport has rarely matched. Who, accustomed to a comfortable, spacious seat in a smoothly-moving air-conditioned car with an electronic navigation system and lots of luggage space, would relish using cramped and noisy public transport, or a walk through grimy puddles and grim subways?

3.4 Changes also come about as a result of social trends. For example, people nowadays aspire to travel on Sundays nearly as much as on Saturdays, a situation unthinkable perhaps thirty years ago in the days before Sunday shopping and DIY warehouses. Needs also change as the population changes – such as with the increasing number of frail elderly people, who as a group have particular transport requirements. The average traveller of 2015 (elderly or not) will be wider and taller than the traveller of today – with implications for the design of new train fleets that will operate for perhaps 15 years before a major refit. And people with disabilities now expect to lead independent lives, and to travel accordingly.

The whole journey counts

3.5 The entire journey chain matters to users. This cannot be stressed enough. Both practical experience and extensive libraries of research have shown this. One weak link is enough to put people off using that method of access – particularly in the complicated journey-chain that is public transport. A high-quality bus is wasted if potential passengers are put off by a dingy, insecure-feeling bus stop. A deserted, vandalised station with no information is unlikely to attract many passengers. An exemplary cycle route is not enough if it stops just short of a difficult road junction. The easier and more seamless the journey can be made, the better.

3.6 This is what the mantra of integrated transport really means: making a journey chain out of the individual links. There must be integration between functions (so that the information systems know when the buses/trains are actually coming); between services (so that people can make connections); and across operational or ownership boundaries (because however many suppliers' systems a user's journey involves, to them it is still just the one journey).

3.7 Part of the trick is for networks to be marketed and perceived as a *co-ordinated* whole, rather than a collection of individual modes or individualistic operators. The user expects a total service, and is rarely interested in (or even aware of) which body does what.

Reliability, the top priority

3.8 That said, the essential function of the transport system is to get people from A to B, at the time they want. The bottom line, for the user of any mode, is: can the journey be made? How long will it take? How long will it *really* take? Can I rely on it? If the answers to these questions are uncertain, the journey will be unattractive whatever its other attributes. The user must be able to rely on the transport system being likely to get him/her there on time. This is particularly important for public transport if it is to attract passengers out of cars, which are perceived (usually correctly) as putting the user in control.

3.9 So reliability is the most important thing for the transport system to get right – as the public has consistently shown, not just when its opinion has been sought but in the cruel reality of daily travel choices. Operators have learnt the hard way – through their fareboxes – the cost of rapidly falling reliability, and the readiness with which users return to the fold once performance is restored.

Sustainability and the 'new realism'

3.10 From the users' point of view, it is the end, not the means, that counts. People in London don't drive for the sheer pleasure of driving, but because in a car they feel more in control, more secure, or simply more likely to arrive on time. Rail commuters aren't in it for the joy of train travel, but because that's the only mode that gets them to

work in a reasonable time at a (fairly) affordable price. So what matters is that the transport system as a whole is managed for its users (and others on whom it has an impact) with the maximum efficiency and effectiveness.

3.11 This is the 'new realism' that has gradually – and still somewhat shakily – been accepted by planners, regulators and even parts of the road lobby. The Committee strongly welcomes this change of tack, along with the resultant move towards a more level playing field when assessing the competing claims for investment in different modes, and the recognition of the role of cross-modal packages of schemes.

3.12 The key element of this is the move away from car-based planning assumptions and a free-for-all on the roads. It is plain that the current level of London's traffic is environmentally unacceptable and economically damaging. The external costs of motoring in London are substantial: danger, air pollution, noise, severance (dividing communities) and an overall strain on the city's 'liveability'. Further traffic growth would exacerbate these, and to accommodate it would simply be physically intolerable anyway. 'Predict and provide' is actually 'predict and be unable to provide'. A rationing process is going to occur whatever policies are adopted, but unless this is planned it will happen through congestion – a solution which is economically costly and which is the worst overall solution for users.

3.13 And there are other fundamental limitations to a car-based policy. It will always exclude wide swathes of society: young people, many disabled people, many infirm elderly people, people who are medically prevented from driving, people who have shown themselves unable to drive to the required standard, and people who simply cannot afford the cost of owning and maintaining a car. If the transport system caters for everyone, it ought to be possible to live and work (in Greater London, at least) without using a car and without suffering any social disadvantage as a result.

3.14 Although some of the problems caused by motoring also apply to buses, they are a far more muted case, using resources – notably roadspace – far more efficiently than cars. And no other mode could do the railway's job of carrying commuters in their hundreds of thousands, into and within densely built-up cities.

3.15 Walking and cycling impose fewer demands for land, and few dangers on other transport users. Nor do they create air pollution or noise pollution. They are socially inclusive, cheap and infinitely versatile (if properly catered for), allowing for changing needs and not leaving the user at the mercy of timetables or traffic jams. Almost half of the journeys made in Greater London are less than two miles long, so potentially these modes have a major contribution to make[4].

3.16 The Committee accepts that users ought ideally to be given a choice of mode, and we recognise the legitimate needs of those road users for whom car travel is the only realistic way of making particular journeys (such as those involving the transport of heavy or bulky items). But the stark reality of London's transport is that to have a more effective system will require a more sustainable, rationally-managed and socially inclusive approach.

3.17 We therefore have no hesitation in adopting the well-known 'sustainability hierarchy' as the broad way forward:

1 **Walking**
2 **Cycling**
3 **Buses, trains, and intermediate modes**
4 **Taxis**
5 **Private motoring**

3.18 This does not mean that the Committee is 'anti-car' – simply that car use should be rendered as un-necessary as possible, and that where there are conflicts the car user will normally have the lowest priority. The sustainability hierarchy is not a list to be followed slavishly in all circumstances. For example, we recognise that London's main roads are essential for city-wide travel, and therefore that when necessary buses must be given priority on them over cyclists. And for some trips – such as those with heavy luggage, or to/from destinations poorly served by public transport – the car will remain the most practical mode; it is for occasional trips such as these that 'car clubs' have potential.

The challenges for modal shift

3.19 The growth in car travel in recent decades has come about from two factors: changes in activity patterns and changes in land use patterns. It involves longer trips, and new trips, between widely dispersed origins and destinations. It is a shift away from walking and cycling, far more than it is a shift away from public transport. Thus frequent walks to local shops have been replaced by the longer weekly trip to the supermarket, and the 'school run' has replaced the walk to school. A vicious circle is created, as people without cars find services and facilities increasingly geared to their car-borne counterparts.

3.20 This has two main implications. Firstly, people should be able to walk or cycle for many of the short journeys that are currently made by car. Even now, one in three journeys in Greater

4 Source: *Transport Statistics for London 2000* (Transport for London, 2000), Table 4c.

London is made on foot[5] – but the historic under-recognition of the importance of walking and cycling is only slowly being rectified. Too often, only motorised travel has appeared worthy of appraisal mechanisms – and so only expenditure on motorised travel has been able to justify itself. The Government recently admitted that it had no way of appraising walking or cycling projects. Few local authorities have officers dedicated to promoting these modes. Yet those two modes are fundamental to mobility patterns. They must be treated as full parts of the transport decision-making (and budgeting) process, rather than as stand-alone optional extras.

3.21 Secondly, 'getting people back into public transport' is a misinformed slogan: they were not in public transport to start with. Clearly public transport must play to its strengths, attracting (for example) inter-city business travellers, or people working in Greater London's suburban town centres. But there are plenty of journeys where public transport is not yet an attractive option, if it exists at all: for example, to the out-of-town supermarket, around the suburbs, with luggage, in a wheelchair, on Sundays, or late at night. Concerted action (and sometimes imaginative solutions) are needed to attract these journeys from the car – and to make them possible for those who do not have the car at all.

The relative importance of mega-projects and midi-projects

3.22 The Mayor's Transport Strategy proposes a pot-pourri of major projects, ranging from Crossrail to a collection of intermediate mode schemes. The Strategic Rail Authority (SRA) is also keen to take forward the major rail projects.

3.23 The Committee supports all the rail and intermediate mode projects, in principle, but we are keen to ensure that resources are directed in the most effective ways. It is not clear whether – and when – the resources will be available to build them all. Choices may still have to be made between the possible schemes (or any others that may appear) – indeed, it seems likely that that there will probably only be enough resources for one or two of the intermediate mode schemes in the next ten years.

3.24 Perhaps the most obvious question is over the merits or otherwise of giving priority to 'mega-projects' focussed primarily on the central area, compared with a wider range of smaller-scale rail projects that would spread benefits more thinly but more widely. Many stakeholders are hostile to concentrating resources on a limited number of mega-projects if this means that smaller schemes bringing benefits to a wider range of individual localities are crowded out. Each of Thameslink 2000, Crossrail 1 and Crossrail 2 (formerly known as the Chelsea-Hackney line) has strong support. But Crossrail 1 retains active opposition on a significant scale, mainly because its huge cost could be seen as disproportionate to such benefits as it would bring. Several more modest proposals attract backing from well beyond their immediate areas of impact, notably a Woolwich rail tunnel, the East London line extensions, and the Croxley Link[6].

3.25 The large schemes are clearly important, but implementing a range of smaller schemes will also bring substantial benefits to many people. A supply of small schemes must be available ('oven-ready', in the jargon). Furthermore, the 'will they, won't they?' funding arrangements of the past must be avoided. These have hitherto bedevilled the rail networks in particular, and have resulted in dashed expectations and sub-optimal use of resources. There should be two parallel budgets, for larger and smaller schemes, to ensure that small schemes are not easily squeezed out by funding constraints.

Stepping-stones and synergy

3.26 Within each of the parallel budgets proposed above, it is difficult to make choices between particular schemes in the absence of adequate details of the costs and benefits. In general terms, where cost-benefit calculations leave little to choose between schemes, we see the following priority order:

(a) schemes that address the facets of travel which market research has shown to be the most unpopular ones;

(b) schemes that spread benefits (e.g. journey time savings) widely to many people, rather than concentrating large gains on relatively few people;

(c) schemes that facilitate local journeys rather than longer ones; and

(d) schemes that facilitate existing journeys (e.g. by reducing congestion) rather than encourage new ones.

3.27 That said, there will be occasions where the 'total route modernisation' or 'quality corridor' approach, as demonstrated by the London Bus Initiative, will be a useful stepping-stone to network-wide quality

5 Source: *Transport Statistics for London 2000*, Table 4a.

6 This has been most comprehensively documented in *Major Rail Construction Schemes in London: Results of a Public Consultation Exercise by the London Regional Passengers Committee* (LRPC, 1998). This was undertaken in the context of the Crossrail scheme of the time; subsequent changes to what is now 'Crossrail 1' may change some views.

improvements, by making a positive difference to particular journeys. Synergy is sometimes essential: for example, a low-floor bus is of far less benefit if the bus stops cannot accommodate it.

Segmentation versus simplicity

3.28 There are two valid but competing pressures on transport provision. The first, with the backing of the consumer principle of choice, acknowledges that different travellers have different origins, destinations, needs, aspirations, quality requirements and pocket depths. To give people the service that suits them best, there should be a range of options (market segmentation) rather than 'one size fits all'. In many cases, if the product is not right then it won't be bought at all. Thus (for example) inter-city train operators offer a variety of trade-offs between ticket price and choice of service. Similarly, a single service could vary according to the demands on it – such as a bus route that serves different points on weekdays and at weekends.

3.29 The alternative pressure is one for simplicity. Parking restrictions are a classic case, with cases of inconsistent hours of operation or exemptions, even along a single street. On public transport, there are complaints of a bewildering array of ticket types; confusing local quirks; and needing a timetable to know where your service goes at what time of day. Getting correct details out to staff is sometimes difficult enough, so who can blame an utterly confused potential user for voting with his/her feet and making the journey by car (or not at all) instead? Many people who do not normally use public transport are, according to both qualitative research and experience, wary of attempting to use a system that they do not understand. Frightened off by the complexities of an alien system, it is much easier to get in the car. To misquote Transport for London's (TfL's) slogan, 'making transport simple' would go a long way to making it psychologically accessible.

3.30 To balance these two pressures requires judgement. But many of the Byzantine complications faced by passengers seem to arise not through genuine market segmentation or deliberate tailoring of resources, but (as subsequent sections will exemplify) for less defensible reasons: historic factors that no longer apply (or not so much as before); institutional inflexibility (including the 'not invented here' syndrome); or operators simply feeling the need to do things their own way. Operators must be prepared to dismantle these if they wish to create an attractive service.

About our vision

These 'standards boxes' are an initial attempt to define the level and quality of London's transport services that should be aimed at. It is probably not complete; it is certainly not set in stone.

London's transport planners have standards of their own, couched in technical terms. No doubt this vision can be even better expressed in such terms. The aim here is to show the sort of transport system that the Committee believes the Mayor's and SRA's objectives rightly require, and towards which the operators and other agencies should be working.

We accept that derogations will sometimes be needed, even in the longer-term, for particular routes or locations. The key point is that the onus should be on operators and funders to explain why the required standard should not be met, rather than vice versa.

The vision does not cover aspects of service provision where there can theoretically be 100% performance, such as punctuality or user satisfaction. For these attributes, the ultimate aim is, of course, a 100% score, but that is not very helpful in practice (nor often achievable, particularly for subjective measures). Incremental targets will still need to be set.

An objective, and the principles behind our vision

Objective

For all transport users to have access to the places that they need and want to go to, and for this access to satisfy their quality requirements, within the bounds of reasonable practicability.

The principles underlying our vision of how to achieve the objective

1. The planning system should aim to reduce the need to travel, by minimising the number and length of journeys that have to be made.
2. New transport provided to reflect land-use changes and population growth should primarily be public transport.
3. Transport users should have good local access to the public transport system, so that transport can contribute fully to promoting social inclusion.
4. The transport system should be comprehensive for journeys within and into/out of London.
5. Transport should meet users' service needs and their quality aspirations, having regard to their lifestyles and living standards. People's expectations are rising, and transport quality must rise with them.
6. Capacity should be provided, as far as practicable, to meet these demands. But much of that is impracticable – e.g. providing capacity for all desired car journeys in London. So rational choices have to be made about which journeys are provided for.
7. This means that sustainable modes will normally get priority. There should be a presumption in favour of greater use of walking, cycling and public transport, and a reduction in the use of private motor transport.
8. The transport system should be truly public – i.e. catering for all. Avoid 'travel of the fittest'. Within Greater London, it should be possible to live and work without using a car, without suffering social disadvantage as a result.
9. Actual and perceived safety and personal security for all transport users should be maintained and enhanced.
10. Users must be able to influence the planning and delivery of the services they receive, and be fairly treated when the service goes wrong.

4 Catering for everyone

4.1 Transport is a public necessity and therefore must be seen as a service for *all* the public. Indeed, a 'public' service from which certain parts of society are excluded, merely for historical reasons or operators' convenience, is probably not deserving of the name. This section picks out some issues and some groups of people to which particular attention needs to be given.

People with impaired mobility

4.2 The Committee warmly welcomes the growing public and political awareness of the needs of people who have impaired mobility. This term embraces not only those with walking difficulties, but those who are frail, have visual or hearing impairment, or are simply encumbered (with pushchairs, toddlers, shopping trolleys, or heavy luggage). Too often the message is ignored that accessibility is about more than just disabled people. In fact, taken together, people with impaired mobility constitute a large proportion of the actual or potential market for transport services. Yet streets and public transport systems are often ill-equipped to cater for them.

Why accessibility?

4.3 It is a basic principle that people with impaired mobility should be able to get to where everyone else goes, and do so as easily and without extra cost. We believe that accessibility must be the responsibility of the provider rather than the user; that new facilities should be accessible as a matter of course; and (most fundamentally) that accessibility should be a mainstream activity rather than an afterthought.

4.4 Indeed, the benefits of mainstream accessible transport go beyond simply providing inclusive transport, and include:

(a) facilitating social inclusion;

(b) making travel easier for everyone, not just for the people who particularly benefit;

(c) encouraging modal shift (by making public transport easier to use – e.g. for families with pushchairs); and

(d) reducing the need for specialist accessible transport, which can be very resource-intensive, and allowing it to concentrate on those users who have such special needs that mainstream accessible public transport is unsuitable.

The way forward

4.5 The Docklands Light Railway (DLR) and Croydon Tramlink, although not absolutely perfect, exemplify what can be achieved when the needs of people with impaired mobility are taken into account at the initial planning stage. Ideally, the Committee would like to see the whole of the street and public transport networks upgraded to at least that level of accessibility. Realistically, full attainment of this will remain a very long-term ambition, particularly in the case of the deep-level tube stations. But a determined effort must be made.

4.6 Accessibility does not always involve expensive physical or technical innovations or adaptations. Appropriate staff training is often all that is required (e.g. for having patience with people with speech impairments). Better management control can ensure that where information systems (such as destination displays and public address equipment) exist, they are used consistently and properly. The problems caused by lift failures on the DLR are a reminder that where physical accessibility features are provided, they must be kept usable.

4.7 Accessibility needs to be comprehensive to be of real benefit. Although the debate continues over whether the staging-post to network-wide accessibility should be via core locations first, branching outwards, or via a route-by-route approach, either of these options recognises that a few token schemes here and there are of little use. Concerted action rather than lip-service is necessary if accessibility is to be genuine in practice rather than sporadic and thus barely useful.

More policies

EASING THE TRIP: Addressing the needs of disabled rail users (March 2001)

Disadvantaged social groups

4.8 Social inclusion – be it job-seeking, personal business (such as healthcare) or simply social intercourse – usually demands mobility. By its very nature, public transport is (or could be) open to all in a manner which private transport is not and never can be. Social inclusion is therefore best served by a dramatic uplift in the availability and quality of public transport, and by ensuring that all who wish to use it have the means to do so. For those sections of society who suffer social exclusion by virtue of their limited means, the walking environment is likely to be especially important, yet

this is generally too low on the list of transport priorities.

4.9 Many of the things that deter people in general from using public transport, or make them least satisfied with it – cost, perceived insecurity, incomprehensibility – are the key obstacles to socially inclusive transport in particular. For example, the steep rises in many long-distance walk-on rail fares have made rail travel far more expensive for those who have to travel in an emergency (e.g. a family illness) or those who do not have credit cards and/or internet access (since some discounts are only available on-line). Rail travel is already a luxury mainly enjoyed by people in higher-income groups, and these pricing/ticketing policies reinforce the situation.

4.10 Conversely, a user-friendly system has the most benefit to those people who require such friendliness the most. The bonus is that improvements designed to aid specific groups often aid everyone. For example, clear and simple signage benefits people with poor command of English and those simply in a hurry. Improvements to security in public spaces (such as streets and transport interchanges) will address the very real fear, among some sections of society[7], of becoming victims of crime and disorder, which results in a form of self-imprisonment – yet these improvements will reduce the fear of crime for all legitimate travellers.

4.11 Other aspects of public policy impinge on social exclusion through the need for transport. For example, health facilities have often been relocated to premises with easier car access, without regard for the impact of such decisions on those who have – or choose – to access them by public transport. It is a failure of the planning system that such developments have been permitted. The practice of dispersing prisoners around the country (often in remote locations) means that their families and friends often have long and difficult journeys to make when visiting them. If they cannot do so, such social bonds may fail, and rehabilitation becomes more difficult and costly. Public agencies must not take locational decisions without reference to their potentially adverse transport effects, and to the consequences for other areas of public policy.

The 24/7 city

4.12 Many parts of London society have long been a 24-hour, 7-day operation. A large city demands shift work and other work at unsocial hours: manufacturing firms; the emergency services; other essential services such as hospitals; transport providers; and night-time maintenance or cleaning staff.

4.13 But leisure travel is increasingly continuous too. Central London now effectively has a 24-hour leisure and service economy (clubbing, shopping, etc.). Other parts of London also have 24-hour activity (on a much smaller scale). The other phenomenon is the increasing importance of Sunday travel, which is often made by car to locations traditionally poorly served by public transport anyway: car boot sales in fields, DIY superstores on trading estates, country parks or heritage attractions. Sunday is now as important as Saturday for many shopping and leisure journeys – and therefore for workers in those sectors too.

4.14 Public transport provision has not always kept pace with these developments, particularly on the National Rail network where these times are the traditional engineering hours. Night-time travel is poorly served. Personal security is a vital element in making the city, and its transport, attractive at night. The growing number of Sunday journeys must be catered for from the outset, so that car-based habits (which are hard to shake off) do not develop further.

Travel to airports

4.15 Travel to airports is growing in importance. Air travellers tend to have particular needs. Luggage, deadlines and perhaps unsocial timings make for demanding journeys; the more so if you are flying in to a strange location and having to make sense of timetables, tickets and where to go next.

4.16 The users sub-divide into business travellers, leisure travellers, 'meeters and greeters', and staff, with differing travel needs, price-sensitivities, levels of familiarity with the airport environment, and knowledge of the surface transport system. But the characteristic clientele is unfamiliar with the journey, unfamiliar with the surface transport system, sometimes unfamiliar with the English language, and/or weighed down with luggage. The system must adapt to suit them, not leave them to struggle.

4.17 Airports can be particularly strong examples of the 24-hour society. Flights come and go at most hours of the day and night – in some cases, at all hours. Check-in horizons, arrivals formalities and the omnipresent delays to flights all add to the hours for which surface access is needed. Airport staff have their own travel needs associated with 24-hour shift operation.

4.18 Services to airports, and their related facilities, must therefore:

(a) provide adequately for the airport's entire surface catchment area (access from London's suburbs or the Home Counties can currently be patchy);

7 As highlighted, for example, in the 2001 *Annual London Survey*, conducted by MORI for the Greater London Authority.

(b) reflect the particular needs of the clientele (e.g. by facilitating travel with heavy luggage); and

(c) be available at times that match the travellers' needs.

4.19 There is the possibility of trains substituting for short-haul flights. Rail passengers could benefit from this, but limited rail capacity must be used in the most effective way – which may not be for substitute 'flights'. Airports are increasingly becoming interchange hubs for surface travellers who have no business at the airport itself. The facilities should be planned with these users in mind too.

More policies

REACHING THE SKIES: Policies for surface access to London's airports (February 2002)

School commuting

4.20 Schoolchildren's daily travel has distinct requirements and problems. The 'school run' causes congestion, creates parking and dropping-off pressure, and (with parking regulations being frequently unenforced) has endemic illegality and safety risks. The very localised demand peaks (in time and space) require either inefficient use of resources to accommodate them, or overcrowding. Groups of older children on public transport can be intimidating for other passengers, and cause vandalism (especially graffiti).

4.21 The only realistic solution to the congestion and peaking problem is a transport-led one, because more fundamental options such as staggering school hours or restricting catchment areas are unlikely to be politically achievable in the foreseeable future - even if they were proved to be socially beneficial (a sad comment on the local democratic process). The Committee welcomes the increasing amount of work on 'safe routes to schools' and the experiments with 'walking buses', but this sustainable approach is only part of the answer. Roadspace and kerbspace must be managed enforceably; operators must find ways of controlling in-vehicle and at-stop/station behaviour; and the Committee awaits with interest the experiments with American-style dedicated school buses.

The humble commuter

4.22 (And commuting is certainly a humbling experience.) London's commuters are rightly peeved at their daily travails. Their journeys are often the most economically necessary, but are usually the least comfortable. Unlike inter-city and off-peak travellers, their journeys offer few opportunities for commercial investment aimed at easing their lot. With a few honourable exceptions, National Rail season ticket holders don't get clear and immediate compensation for delays. Not least, there are alternative modes available for inter-city travel, but not (realistically) for London's commuters. They cannot often vote with their feet, so is it any wonder they get a raw deal?

4.23 We accept the stark reality that commuting will often involve a degree of standing and the use of busy stations. But the current commuting experience is often quite intolerable. Overcrowding is the second most important problem (after reliability) to be addressed on London's transport system – and is not confined to commuters (Section 11, 'Easing the Crush').

The importance of outer London

4.24 Most travel within Greater London is in the suburbs. Yet compared with the central area, public transport is less widely available, and (with the exception of radial rail links) less well attuned to the diverse range of journeys. Unsurprisingly, car travel is dominant in the suburbs – and is forecast to grow strongly. The suburban town centres are a particularly important part of the system, because:

(a) they are equivalent in size and function to large towns or small cities in their own right. Croydon is outstanding among them. (Over 50,000 people commute into the London Borough of Croydon every day, which is nearly as many as commute out of it. Central Croydon is a major commuter destination.);

(b) they also have a helpful role in spreading demand for transport, rather than concentrating it in commuter flows converging on central London. This makes for a more efficient and sustainable system; and

(c) they are the parts of outer London that are most accessible by public transport, yet in which congestion and conflicts are most prevalent.

4.25 Disappointingly, the Mayor's Transport Strategy seems distinctly to under-state their importance. The strategy's proposals for outer London are relatively limited, especially in comparison to the proposals for central London (and particularly the mega-projects, which are focused on the centre). He needs to go further in supporting the outer centres and in promoting sustainable access to them (including traffic reduction). Orbital journeys can be particularly difficult, and must be improved.

More policies

WHAT DO PASSENGERS WANT FROM PUBLIC TRANSPORT IN OUTER LONDON? A note to the Greater London Authority's scrutiny of public transport in outer London (November 2001)

5 The planning context

Planning to promote sustainability

5.1 As London's daily throng of commuters demonstrates, the demands on the transport network are heavily determined by the results of the land-use planning system. Land-use planning policies must therefore be consistent with the transport planning policies if a high-quality sustainable transport system is to be achieved.

5.2 Planning guidance must therefore emphasise the need to:

(a) reduce the need to travel, so that the journeys that are made are (i) the desirable ones (e.g. social calls, or going on holiday), or (ii) the ones that cannot be avoided (e.g., in practice, many shopping and work trips). This includes both eliminating unnecessary journeys and shortening necessary ones;

(b) manage demand for all forms of travel – by price, parking restraint and roadspace reallocation to the more sustainable modes; and

(c) reduce the absolute levels of traffic (as opposed to reducing congestion or simply reducing growth levels) as a prerequisite for (and concurrently with) improving public transport, cycling and walking journeys. It is idle to argue that roadspace management policies such as congestion charging should be deferred until after public transport improvements have been made, because most of the improvements which are attainable in the short term are road-based, and rely upon traffic restraint for their success.

5.3 The system must match transport capacity with demand when development and regeneration occurs, and not afterwards. The experience of Docklands, in the early years of its regeneration, shows what happens when transport provision does not keep up with development. It is unacceptable to allow developments to go ahead without adequate access by foot, cycle and public transport, and for car-based habits to develop.

Guidance and delivery

5.4 Greater London's new structure of governance, with an executive Mayor as part of the Greater London Authority (GLA), provides the co-ordinated administration that is necessary if planning and transport policies are indeed to be complementary. However, the authority does not have the influence it should have over National Rail policy and programmes in the capital, nor does it have control of many of the roads that are used by buses. Both of these limitations have the potential to undermine the GLA's ability to improve London's transport system.

5.5 The national-level framework for land-use planning is capable of delivering the Committee's objectives, albeit slowly. The corpus of Planning Policy Guidance and Local Transport Plan guidance is generally excellent. This is taken up into regional and local plans that, in general, say the right things, although some development plan policies allow too many loopholes through which car-dependent development will find its way.

5.6 But even where policies are complementary, the resources may not be in place. There are huge infrastructure needs identified by the Mayor's initial planning proposals, his transport strategy, the regional planning strategies covering the Home Counties and the emerging multi-modal studies. The Mayor attempts to square this circle by stating that he will continue to lobby for extra money for the capital. The East of England Strategy fails to address the issue of priorities. The costs and benefits of the various investments need to be quantified, and there will have to be a realistic debate about the priorities should there be insufficient funds to implement the full programme.

5.7 It is when individual schemes come before local planning authorities that the horse-trading starts and too many car-dependent schemes are allowed. The authorities' hand is often weak, and the 'carrots' dangled by developers can be too big a part of the planning process. There is also a political reluctance to jeopardise development for fear of losing out to adjoining authorities' areas. When the Committee asked one developer of a major site in London, ideally placed for public transport and national cycle routes, to consider a car-free development, the idea was simply not entertained.

Speak for yourselves!

5.8 The transport system's needs must be kept on the planning agenda if they are to be considered as more than a side-issue. Operators (because it's in their commercial interest) and funders (in the interests of co-ordinated government) should be involved in strategic land-use planning, via regional planning bodies and local authorities. They must also be prepared to put their case in planning discussions at the local level, especially in the formative stages of proposals – often making common cause with the users' voice that

LTUC brings to the table. Many developments are an opportunity for transport operators to improve their facilities (especially if someone else can be persuaded to pay), but too many are missed opportunities. Indeed, some (such as out-of-centre developments that cannot adequately be served by public transport) have been a retrograde step for the transport system. Similarly, the bus industry has been woefully unassertive in resisting the pressure of nimbyist elements opposed to bus priority measures. In return, consulting the transport operators and users should be an integral part of an authority's process, at an early stage, rather than an afterthought. It is only recently that 'traffic impact assessments' have given way to 'transport impact assessments' in planning applications.

The balance of activity within London

5.9 Once the co-ordinated governance structure is in place, the policies themselves must be co-ordinated too. The Mayor's Transport Strategy and his intended approach to his Spatial Development Strategy are well-matched in this respect. But the Committee remains concerned at whether the transport planning proposals can actually rise to the land-use-led task in hand, rather than simply mitigating a worsening trend. The current levels of crowding (and resultant delays) at interchanges, on the roads, on some pavements, on the Underground and on the National Rail network are already unacceptable. The Mayor plans to encourage growth in economic activity in Greater London, particularly in central London, with a resulting growth in demand for travel. The proposed rail mega-schemes are intended as much to accommodate this growth (and currently suppressed demand) as to relieve existing congestion.

5.10 The Committee is therefore sceptical whether transport capacity can be provided adequately to meet the increased demands of an ever more densely-developed central area. Our response to the Mayor's initial paper on his Spatial Development Strategy therefore rejected his proposal for more development in central London. We believe that the Strategy should indeed generally retain economic and population growth within the GLA boundary, but that there should be dispersal of employment to Greater London's existing suburban town centres. There may also be opportunities to disperse growth to existing centres far enough from London to minimise the risk of swelling of long-distance commuter flows, though this would not find favour with the current Mayor .

The multi-modal studies

5.11 The Government has developed a series of multi-modal studies to address the problems associated with many of the trunk roads in the Committee's area. We welcome the holistic nature of these studies. But wider Government policy seems to be putting a greater emphasis on tackling congestion than on tackling both congestion and traffic levels. We are concerned that this will lead to proposals for more road capacity, leading to further traffic growth and worsening conditions for public transport users, cyclists and pedestrians. The study results so far have not been promising in this respect. We believe that the multi-modal studies should include absolute traffic reduction and congestion reduction among their objectives. They should make a presumption against additional road capacity for general traffic, and in favour of solutions involving more sustainable modes. 'Predict and provide' cannot be the basis for long-term sustainability.

Land ahoy

5.12 It is vital that land-use policy and practice safeguards London's transport needs. Bus garage sites must be protected, and indeed new ones found, so that it is physically possible to accommodate an expanded bus service. Space must be reserved for rail freight, so as to assist with keeping lorries off London's roads.

5.13 The DLR, Tramlink and now the East London Line extensions have proved the value of former railways in providing corridors for a resurgence in public transport. Conversely, piecemeal loss of land can eliminate breathing-space for future enhancements. There should accordingly be a presumption in the London region that the trackbed of former railways, or redundant trackbed where there has been a reduction in width, should not be sold unless previous sales have already made it impractical for the land to be restored to railway or other public transport use.

6 Service availability

6.1 Bus, rail and ferry journeys are set apart from journeys on other modes, because they are dependent on the routes provided and the times selected for services. This is the most fundamental constraint upon meeting the users' needs.

Basic requirements

6.2 The various modes must together provide:

(a) direct services to/from central London;

(b) direct services between the suburbs / Home Counties and outer London (or out-of-London) interchange points, so that journeys can be made without travelling via the centre;

(c) the ability to make cross-London (including orbital) journeys with a minimum number of changes;

(d) direct services to nearby strategic centres, hospitals, colleges and leisure facilities;

(e) direct services to major strategic centres in neighbouring boroughs/counties;

(f) local connections to stations and smaller district centres (often hoppa-style services);

(g) adequate services to schools; and

(h) services along strategic routes throughout the night.

The good timetable

6.3 Services should be as frequent as can be economically or socially justified. The more often services run, the more convenient they are, and the less waiting time there is (passengers dislike spending time waiting more than they dislike spending time on the move). The ideal is a 'turn-up-and-go' service, for which you do not need a timetable because the next service will always be along in a few minutes. Londoners do not expect to have to time their journeys by Underground to suit the convenience of the operator, and the same principle should apply to other modes too. Such a service also minimises the effects of cancellations. Six departures per hour (representing an average wait of five minutes) is the minimum that will achieve this standard. Where a turn-up-and-go service cannot be justified, services must run on a 'clockface' pattern, running at equal intervals at the same minutes past every hour. Peak timetables should be made by adding extra services to the basic off-peak service. Where capacity constraints make this impossible to achieve, any broken links in the peak should be provided with quick connections in lieu.

6.4 Parts of the transport system have been slow to follow changed work and leisure patterns that have increased the demand for travel on Sundays and in the evenings. The current tailing-off of many services at these times (and late starts on Sundays) can put people off making journeys by public transport. Although it would be difficult to justify daytime frequencies around the clock, to the individual passenger making a time-critical journey at unsocial hours (e.g. to/from an early or late shift at work in an essential public service) the bus or train is no less important than to those who travel in greater numbers at other times of day. The standard off-peak timetable must operate seven days a week (with a slightly later start-up being acceptable on Sundays) and late into the night. All-night services are needed between central London and key outer areas (including rail interchanges), as well as covering other important locations (notably airports).

6.5 Opportunities should always be taken to improve journey times, particularly on rail networks through higher-performance vehicles or infrastructure improvements. Inter-operator and inter-modal connections must be convenient. Good connections can make a dramatic difference to end-to-end journey times, and long waits for connections are particularly irritating. A turn-up-and-go service eliminates these automatically. Good connections coupled with fast journey times can compensate for the journey-time benefits of through services, so trade-offs may be possible in order to achieve the best overall result.

Rail timetables

6.6 The Underground's timetable is a model of the walk-on approach. The principle – if not, realistically, the sheer number of trains – should extend to the National Rail service too. It is a vital part of the mass transit system throughout London, but especially south of the Thames (where there are few Underground lines). The Committee is therefore delighted that the Mayor and SRA have picked up our 'Metro' approach, first proposed in relation to the south London network but equally applicable elsewhere.

6.7 Some Metro routes are at a walk-on frequency already, but many others need uplift to that level

of service. Late-evening and Sunday services remain variable – often, it seems, based merely on historical levels of provision – but generally poor and occasionally non-existent. A 'third peak' now occurs, with people going home from evening leisure activities, and last National Rail or Underground trains from central London can be uncomfortably crowded. A careful study should be made of why (and how) some overseas metro systems maintain a 24-hour service, and of the costs and benefits of doing so in London too. Many of the train services that will make up the London Metro run across the Greater London boundary (e.g. to Dartford), to places that are part of the London conurbation in all but administration. Service and quality specifications should not neglect those locations. As well as a consistent walk-on service, the Metro routes need strong line branding to make them comprehensible within the network.

6.8 Radial inter-city and inter-urban routes are generally approaching acceptable service frequencies. Good interchange with local services is essential, and sufficient longer-distance services should stop at key interchange stations in the LTUC area to facilitate out-and-back day/weekend trips and to avoid the need to double-back via London termini. Frequencies on cross-country or suburban orbital routes are often so poor as to be positively unattractive.

6.9 On some routes, major infrastructure works may be necessary for the Committee's requirements to be met in full, and on others there may need to be minor track layout or signalling improvements. We expect the SRA, TfL and operators to take account of these requirements when developing and prioritising both major projects and minor upgrades. On most routes, however, we believe that considerable progress can be made by reviewing present timetables and resource utilisation. Where a route is used by more than one operator, we expect them to co-operate to provide integrated timetables in the overall best interests of passengers. If necessary, such co-operation should be enforced by the SRA.

6.10 Schedules seem increasingly to be 'padded' with recovery time, so as to create contingency time for delays and thus improve punctuality – not to mention savings in incentive penalties. Passengers certainly prioritise punctuality and predictability, and the timetable should therefore be realistic about what can, in practice, be delivered. *Small* allowances may therefore sometimes be acceptable. But excessively generous scheduling is treating the symptom, not the cause, and should not become an easy substitute for real attention to what the railway is capable of achieving. In short, timetables should be challenging but achievable.

Engineering works

6.11 Operators often cite current infrastructure maintenance patterns as a constraint on improving Sunday, late-evening and night-time services, and we are told that higher performance standards will require even more maintenance time. We accept that railways will sometimes need to be closed to allow this work ('possessions'). But there seems to be no coherent policy behind the current arrangements on the Railtrack network, and we look to consistent policies that are based on the needs of the passenger.

6.12 The rail networks must be available to provide the maximum possible service to passengers whilst allowing sufficient – but no more than sufficient – time for maintenance. But this should not automatically mean that possession times must be increased or even remain as generous as they are. We believe that the route to higher performance should lie in a more robust infrastructure that needs less maintenance (see Section 10, 'Reliability'). Based on this design philosophy, we believe that it should be practical for Railtrack's maintenance to move towards the system successfully used by London Underground whereby there is a short overnight closedown of around four hours (six hours on Sunday mornings) – similar to the system used in Japan and on the French high-speed lines. Where four tracks (or more) are available, possession arrangements should be flexible enough to accommodate all-night services where appropriate. On certain two-track routes (e.g. those used by airport services), we would look to the provision of bi-directional signalling to permit all-night operation.

6.13 Special possessions would still need to be taken for major renewals. As now, the choice between a series of short possessions or one extended 'big bang' closure should be taken on the merits of each case. The hassle, discomfort and delays caused by replacement bus services are so great that even quite long diversionary rail routes are preferable. More imagination and flexibility needs to be used when identifying alternative routes. Some replacement bus services will still be needed, and it is important that these be organised and publicised with passengers' needs in mind (see Section 15, 'Quality on board').

Planning the timetable

6.14 There is no coherent process for planning rail timetables which takes a holistic view of the interests of passengers. Existing timetables have grown like Topsy, and their continued development is driven by an un-coordinated mixture of what the train operators (TOCs) perceive as profitable, what Railtrack decides suits its interests, and Railtrack's licence

requirement to behave equitably as between the private interests of private companies.

6.15 From experience of trying to persuade the industry to move towards our aspirations for timetables in the London region, the Committee has no confidence that this system of timetable development will be able to deliver the necessary service levels and patterns based on passengers' needs. Instead, we believe that railway timetabling should be planned under the overall control of the SRA with, in the case of London, detailed input from TfL. The timetable (based on passengers' needs as put forward by LTUC and other interested bodies) would then form the centrepiece of each franchise, with TOCs bidding to operate them. Where infrastructure limitations prevent the desired timetables from being introduced, it would be for the SRA and TfL working together to specify and procure the necessary infrastructure improvements.

More policies

REQUIREMENTS FOR TRAIN SERVICES
Incorporates 'ORR Possessions Review – LTUC Policy Statement' and 'Code of Practice on Rail Replacement Bus Services' (Issue 1, February 2002)

THE SOUTH LONDON OVERGROUND
(London Regional Passengers Committee (LRPC), July 1998) (Out of print)

WHO GOES HOME? A study of last trains from London (LRPC, April 2000)

THERE'S MORE TO CHILTERN THAN THE CHILTERNS: The case for a Chiltern Metro (January 2001)

ORGANISING NATIONAL RAIL IN LONDON: A statement of evidence from LTUC to the GLA's scrutiny of mainline rail services in London (January 2002)

Buses

6.16 Greater London is well supplied with buses, with about 30% of Britain's bus kilometres serving only 12% of the population, and on a growing trend: bus kilometres in passenger service have increased by 35% in the past 15 years. The growth is partly an operational response to traffic congestion, but there has also been a notable (and welcome) extension of small-bus services off main roads into residential estates, and of night buses.

6.17 Nevertheless, some aspects of bus availability fall well short of the Committee's aspirations. There are places which have become no-go areas for buses because of vandalism or because of on-street parking congestion. Insensitive forms of traffic calming are also a serious obstacle (sometimes requiring buses to follow excessively circuitous routeings), and some boroughs have opposed the extension of bus services to roads not currently served because of nimbyist objections from a vocal minority of residents. Major suburban centres tend to have dense connections with their immediate catchment areas but a paucity of links with points further afield. As for frequencies, buses (like trains) often thin out or disappear altogether in the evenings and on Sundays.

6.18 People in Greater London ought to be within (say) ten minutes of a bus – comprising both walking time and waiting time. Research suggests that, on balance, able-bodied passengers dislike waiting more than they dislike walking, so TfL should concentrate on improving frequencies ahead of extending network density – except to any areas more than (say) ten minutes' walk from a bus stop. For people who cannot walk far, an affordable demand-responsive, door-to-door mode would be more appropriate.

6.19 Most bus trips are short, and in recent years many bus routes have been shortened in an attempt, of uncertain success, to improve reliability by containing the effects of traffic congestion to a more restricted area. This has created a vicious circle: longer journeys are made more difficult by the need to change en route (and more expensive for those paying cash fares, because through-tickets are not offered), so fewer through trips are made by bus, so the case for longer routes is weakened.

6.20 This is no help to the non-users who might be persuaded to switch to buses if the services more closely met their needs. Most travel in Greater London is wholly within the suburbs, and there are vast numbers of orbital journeys made by car, for which the largely radial rail network is ill-suited, that would currently be extremely time-consuming to make by bus. The few significant longer orbital routes that have operated in outer London have virtually all been fragmented, and the only one which survives (726) has been truncated, had a higher fares regime imposed, and had its already low frequency reduced. But these routes have been vulnerable to serious traffic-related unreliability, which has depressed ridership. If London boroughs are sincere in their desire for improved orbital bus connections, the roads used by these services will require comprehensive and well-enforced bus priority works no less than their radial counterparts. The Committee is yet to be convinced of the case for new limited-stop express services, since passengers often prefer the bus that stops right outside their origin or destination.

6.21 Users whose journeys take them across the Greater London boundary have not shared in the benefits that passengers elsewhere have seen. The trend in cross-boundary bus service levels (including services to new or rapidly-growing destinations like Lakeside, Bluewater and Heathrow) has not matched the increase in services in the adjacent counties, let alone the increase within London. The reason for this

neglect is want of administrative 'ownership' – neither London Transport / TfL nor its local authority neighbours have regarded these services as their prime responsibility, although clearly they are of common benefit to travellers to and from both London and adjoining areas. Such routes also have the potential to divert local 'dog-leg' car journeys which account for much of the peak congestion on the M25. The administrative no-man's-land cannot be in the interests of passengers. LTUC welcomes the review of cross-boundary services now being conducted by London Buses, and is looking to TfL to take a stronger and more positive policy lead.

6.22 The regulated system of bus operation in Greater London does have the drawback that it is relatively difficult to test new services. It is virtually impossible to gain a freelance foothold in the London bus market, because TfL controls access to the Travelcard and bus pass 'pot'. TfL is reluctant to sponsor routes which may merely abstract traffic from current contracts, and/or to test the market by putting on experimental operations. Funding for new (or enhanced) services can only be provided at the expense of existing ones, and users seldom if ever ask for current services to be reduced as a quid-pro-quo. A solution might be for TfL to have a ring-fenced annual budget for experimental routes, to be trialled on a 'use it or lose it' basis, subject to there being sufficient time (say two years) for them to generate permanent ridership.

More policies

CROSSING THE BORDER: A study of cross-boundary bus services (December 2000)

ALL ABOARD? LTUC's submission to the GLA's scrutiny of 'Priority Bus Issues for London' (March 2001)

River services

6.23 The River Thames is grossly under-utilised as a transport artery, and the Committee is disappointed that the Millennium-assisted level of river bus services has been decaying again, as operators have pulled out. We are keen to see a useful level of all-day service, covering additional points both upstream and downstream, and are pleased that TfL is hoping to sponsor one. A critical mass of service must be achieved before river services become accepted as a genuine travel option. We also welcome the new and upgraded piers, although there are still gaps in pier provision; a strategic study of options for new piers is required, in order to maximise the service offered. However, we believe that river services are only likely to achieve their full potential when integrated with the rest of London's public transport.

Door-to-door accessible transport

6.24 Users with impaired mobility will increasingly benefit from the improving accessibility of mainstream public transport. Nevertheless, there will remain a continuing role for door-to-door accessible transport – notably Dial-a-Ride and Taxicard – in catering for users and journeys for which mainstream accessible transport is unsuited. There is currently a 'postcode lottery' for Taxicard entitlement, with each London Borough deciding how many trips (if any) to fund. This is clearly inequitable, and the Committee welcomes the Mayor's plans to set up a common standard across Greater London. Specialist accessible transport services (such as Dial-a-Ride) should, like any other service, also cater for travel across the Greater London boundary.

Timetable changes

6.25 Bus route and timetable changes occur frequently, compounding the difficulty of maintaining the currency of information displays and literature, and giving rise to frequent complaints from users. Too often, the passenger gets no advance notice.

6.26 National Rail passengers fare a lot better. Timetable changes are largely restricted to fixed dates, twice a year, although changes can occur at other times if they are 'dated' in the timetable database (it is poor that some operators operate the 'winter' timetable pattern until June). Various requirements exist to (supposedly) ensure passengers are quoted correct times in the few weeks preceding a change, but short-notice 'tweaks' are still possible. For most Underground passengers, timetable changes (as opposed to frequency changes) generally only matter for first and last trains, although the Metropolitan line is an exception.

6.27 Clearly, changes are often desirable (and LTUC argues for many). London's urban fabric is constantly evolving, and passengers' needs will evolve with it. We also accept that there are sometimes strong operational arguments for change. For example, splitting a long bus route into shorter overlapping sections can help to reduce the effects of congestion, and separation of conflicting train movements can improve reliability and create capacity for extra trains – thus assisting the majority of users at the expense of the minority whose particular journey is made more difficult. But conversely, important decisions about people's choice of home, job, or school are taken in the light of the available transport, and the reduction or severance of established links can cause much inconvenience and some hardship. Changes to route patterns should therefore be approached with caution.

6.28 Proposed changes on any mode should be publicised by all appropriate means, well in advance of the intended date of their introduction. There may be a case for implementing bus timetable changes on fixed dates (e.g. those used for rail timetable changes), to save confusion and to help minimise the rate at which the currency of information literature decays. There should, of course, already have been consultation on the changes (see Section 19, 'Representation'). Short-notice changes should be used sparingly, and only when the need to react to a situation outweighs the need for stability.

New stations

6.29 For many people rail travel is not a realistic option because their origin or destination has no convenient station, even though a railway runs nearby (such as at Camberwell), or because there is no convenient interchange. The role of local services as legs within longer-distance journeys should not be under-estimated; for people without a local station the railway is rarely considered for *any* journey. If people have to drive a long distance to the nearest station, they tend to drive all the way instead (provided they can also park at their destination).

6.30 A more imaginative approach to station re-openings or relocations is required, in response to changes in London's urban geography. It seems inconceivable that housing estates such as Eastfields (Mitcham) or Broadfields (Edgware) would have been left un-served by the railways that adjoin them had they existed when these lines were first constructed. And it is astonishing that in those few locations where lines have been re-opened in recent years, interchange opportunities have still been missed. Passengers destined for Docklands from the upper Lee Valley are still condemned to trek through the side streets from Hackney Downs to Hackney Central. Even at West Hampstead, where three busy lines converge and where interchange improvements have been sought for as long as anyone can remember, Railtrack's recent property development plans offered what could only be described as an apology for an interchange.

6.31 There are various proposals (Table 6.1) for new stations or simply new platforms that would bring substantial benefits either to local areas (through improved access) or to London as a whole (through improved interchange). As well as improving journey opportunities, they would particularly support the Mayor's objectives of integration, social inclusion, and regeneration. They have long been mooted, or even worked-up, and a few are currently making progress of some sort. All these should be assessed and prioritised. They are an important opportunity to make much more of the system in the medium term at moderate cost.

New railways

6.32 Many journeys are unrealistic by rail because there is no reasonable service. In particular, orbital links in the northern Home Counties are poor – for example, Bedford to/from Cambridge or Oxford by rail requires travel via London, and is far easier by bus or by car. And the rail network is only gradually catching up with the growing demand for travel to airports.

6.33 Two potential 'quick wins' must be singled out for particular support. Firstly, the East London line extensions, linking this somewhat isolated line northwards and southwards onto the Railtrack network. These would provide rail access to part of Hackney, orbital links between north and south London (allowing passengers to avoid central London), and numerous interchange opportunities. The Committee is delighted that works have started on the northern extension, but is very concerned that the whole project may be delayed and complicated by the last-minute designation of the Braithwaite Viaduct at Bishopsgate Goods Yard as a listed structure. This is also a new obstacle to the vital scheme for expanding the Liverpool Street approach from six tracks to eight. The viaduct's somewhat dubious heritage value cannot be allowed to wreck two major transport infrastructure projects.

6.34 Secondly, the Croxley Link project, which would see Metropolitan line trains running along Railtrack's Croxley Green branch into Watford Junction station, would fill a missing link. It would benefit the London region as a whole, and north-west London in particular, by improving access to and from Watford, and by eliminating the need to travel via central London for many journeys (e.g. Harrow to the West Midlands). It has widespread support across Greater London and Hertfordshire, but (astonishingly) it gets merely half a sentence in the Mayor's Transport Strategy – possibly because the physical works for this project lie outside Greater London. Government funding is awaited, through the Local Transport Plan process, to fill the funding gap.

6.35 Both of these schemes involve re-activating disused or under-used routes, and similar opportunities are the basis of many of the other schemes that are currently serious possibilities (Table 6.2). These are all worthy of serious consideration. (The table excludes Crossrail and the other capacity-related major schemes, which are discussed in Section 11, 'Easing the crush'.)

6.36 A good bus link can extend the railway system's reach beyond the tracks. To counter the (well-founded) negative perceptions of buses compared with trains, these need to be unequivocally 'trains on rubber tyres': co-ordinated with train times, having through-ticketing and a place in the train timetable, and with a level of permanence and predictability that matches the rail system. The

Committee welcomes the spread of these to towns and villages just off the rail network (e.g. Chinnor-Princes Risborough), and to cross-country journeys that cover missing links (e.g. Watford-Heathrow Airport and Luton-Milton Keynes).

6.37 The Central Railway proposal, for a freight-carrying railway between the Channel Tunnel and Liverpool, has undoubted attractions for taking lorries off roads. The Committee supports, in principle, the aim of transferring freight from road to rail. But we are cautious about this scheme, as it has particular implications for stations, pathing and performance on the Chiltern line that have yet to be resolved.

A glossary of abbreviations appears on page 83.

Table 6.1:
Potential small schemes for new stations or platforms

Location	*Scheme*	*Benefits*
WITHIN GREATER LONDON		
Brixton	High-level platforms for South London Line services	Key bus & tube interchange and town centre. Currently rail-served only by the limited local service on the Victoria-Bromley main line.
Brockley	High-level platforms for Nunhead line	Improved east-west journey opportunities, and potential interchange (particularly synergetic with East London line extensions).
Camberwell	New station	Serving a rail-starved area.
Eastfields	New station	Serving a large estate and Mitcham town centre. To be included in the new South Central franchise.
Junction Road	New station on Gospel Oak to Barking line	Improved journey opportunities, avoiding congested roads, plus potential interchange with Northern line at Tufnell Park.
Lea Bridge, Ruckholt Road	New stations to be served by an expanded service on the under-used Tottenham-Stratford line	Serving residential, industrial and leisure areas, and avoiding congested roads. Ruckholt Road also serves retail area.
Loughborough Junction	Platforms on eastern arm of triangle	Improved journey opportunities and interchange.
Shepherd's Bush	New station on West London Line	Key bus & tube interchange and town centre currently missed. May link with commercial development.
Kings Road area (several possible locations), North Pole	New stations on West London Line	Serving rail-starved areas. There may have to be trade-offs between service patterns and the number of stations. Shepherds Bush is the higher priority.
West Hampstead	New Chiltern line platforms. Interchange improvements between the three (currently separate) stations	Key bus and rail interchange, currently missed by some services and suffering from difficult on-street interchange. New Metropolitan line platforms are unlikely.
Willesden Junction	(1) Platforms on low-level relief lines (which link the West London Line with the West Coast Main Line (WCML)) (2) Platforms on low-level (WCML) slow lines (3) Extensions to high-level (North London Line) platforms	Key orbital and radial rail/bus/Underground interchange currently missed by: (1) South Central's Watford to Gatwick trains, (2) Silverlink County trains and (3) Anglia CrossLink trains, respectively.
Haverstock Hill, Finchley Road, Brent Cross, Broadfields/ Scratchwood	Potential new stations	Better local access to rail network (particularly synergetic with a Metro-style Thameslink service).
OUTSIDE GREATER LONDON		
Bicester	New interchange station between the Chiltern and Oxford-Bicester routes	Improved interchange.
South Aylesbury	New station (single-platform halt) on Princes Risborough-Aylesbury line	Serving an extensive housing development, avoiding the need to double-back via the town centre.

Some 'new' stations are actually re-openings.

Table 6.2:
Possible new rail routes (excluding capacity-related schemes)

Scheme	*Route*	*Benefits*	*Notes*
WITHIN GREATER LONDON OR ON LONDON UNDERGROUND			
Croxley Link	Metropolitan line connecting with disused Railtrack branch to Watford Junction	Links between north-west London and Watford. Connections to the Midlands & north-west.	Scheme is awaiting funding.
East London line extensions	Whitechapel to Dalston along disused formation. New links to Railtrack network from Surrey Quays to Peckham Rye and at New Cross Gate	Improved local orbital links with numerous route possibilities. Serves rail-starved area of Hackney.	Preparatory works have started on the northern extensions.
Cross-river link(s) at Woolwich	DLR and/or National Rail route from Silvertown or North Woolwich to Woolwich	Links between east and south-east London. Currently the Woolwich Ferry and foot tunnel are the only cross-river provision for public transport users between North Greenwich and the Dartford Crossing.	Design work for DLR link in progress. The Committee reserves its position on possible closure implications of any other schemes.
Airtrack	Staines to Heathrow Airport	Improved local access to Heathrow from south London and Surrey. Possible inter-city services via Heathrow. Also facilitates local non-airport journeys and improves the utility of Terminal 5 as a multi-modal interchange.	
Heathrow north-west link	Heathrow Airport to Great Western Main Line at West Drayton / Iver	Improved local access to Heathrow from the Thames Valley; also services from the west of England and south Wales. Cross-London services via Heathrow.	Has been assessed as a less cost-effective scheme than Airtrack. Would be reliant on Airtrack being built first.
OUTSIDE GREATER LONDON			
Stansted to Braintree	Stansted Airport to Braintree, and possibly onwards to Colchester	Improved access between Stansted Airport / the Lea Valley and East Anglia.	Mostly on disused formation. A longer-term possibility as the airport grows.
East-West Rail (Oxford – Bedford – Cambridge)	Phase 1: Bicester to Bletchley (on existing freight line) Phase 2: Bedford to Sandy	From LTUC point of view, improved access between Bedford area and East Anglia, the East Coast Main Line, the West Coast Main Line, Oxford and the west.	Bid for Rail Passenger Partnership funds for Oxford-Bedford has been turned down by SRA. Bedford-Sandy mostly on disused formation.
Aylesbury to Milton Keynes	Aylesbury – Calvert – Bletchley (on existing freight line)	Links between Buckinghamshire and Milton Keynes, connecting to points north.	A long-term aspiration in the Chiltern Railways Franchise Agreement. Overlaps with East-West Rail.
Princes Risborough to Oxford	Princes Risborough – Thame – Oxford	Alternative access between London / Buckinghamshire and Oxford, connecting to points west.	Mostly on disused formation. A long-term aspiration in the Chiltern Railways Franchise Agreement.
Dorking curve	East-to-north curve between Betchworth and Dorking	Improved links between the Gatwick / Redhill area and the Leatherhead / Epsom area.	Arose from a study by Surrey County Council. Proposal is aimed at modal shift from cars.

Most 'new' routes are actually re-openings.

Standards for service availability

All locations

- All housing and employment locations in Greater London to be within *XX** metres and *XX** minutes of access to public transport which offers the following minimum facilities:
    - Direct service to a local shopping centre (defined by having a post office, banks and a major supermarket). Hours of operation: 0700 - 2100 (Sundays 0800 - 1800). Frequency: at least every 12 minutes.
    - Direct service to regional centre (defined by having a main post office, banks, a major supermarket, a good selection of multiple retailers and a significant entertainment facility [e.g. cinema, bingo, sports / leisure centre]). Hours of operation: 0700 - 2400 (Sundays 0800 - 2400) – later services to operate where there are late-night attractions. Frequency: at least every 12 minutes.
    - Service to Central London (defined as Zone 1 north of the river), requiring no more than one interchange between bus / tram and rail / underground, and no more than two interchanges in total. Hours of operation: 0500 - 0100 (Sundays 0800 - 0100).
    - Also all-night service connecting local shopping centre and Central London (may be by different mode from normal service). Frequency: at least every 15 minutes.

    ** The Committee is open to a suitable planning standard for each. The time taken to access public transport comprises a walk time (to the access point) and a waiting time (for the vehicle to arrive). There can be trade-offs between the two elements. However, there are limits to what is acceptable for each element, which is why maximum walking distances and minimum frequencies also need to be specified.*
- Social and leisure facilities, where not covered above, to have services at least every 15 minutes during opening hours, connecting with the rest of the network as appropriate.
- Cross-boundary services: local shopping centres and regional centres with a hinterland in the adjacent county to be serviced to the Greater London standard regardless of the boundary.
- Airports with scheduled air services to have public transport access at all times that are required by staff or passengers (this will be around the clock at the principal airports).
- Timetables to operate with the same service throughout the operating day, seven days a week (with extra trains at peak times and a later start on Sundays). Exceptions to be justified individually.
- Where frequencies are less than every 10 minutes, timetables to be on a standard clock-face pattern. Peak services should involve these 'standard' times plus whatever extra services are needed.
- Christmas Day: rail operators, in conjunction with TfL, to operate a co-ordinated rail/bus network of limited but strategic services. Airport rail services to operate as necessary.

Rail services *(General principles only – full details are contained in 'Requirements for Train Services')*

- At stations within Travelcard zones 1-6, a minimum of 6 tph, at regular ten-minute intervals where possible (see Diagram 6.3).
- At stations on main suburban routes beyond the Travelcard zones, a minimum 4 tph service, at regular 15-minute intervals where possible (see Diagram 6.3).
- At stations in the remainder of the LTUC area, a minimum 2 tph service, at regular 30-minute intervals where possible (see Diagram 6.3).
- All journeys that are possible in the off-peak to also be possible throughout the peak.
- All stations to be open every day and for full duration of service.
- All inter-city routes to provide at least hourly connections with appropriate Metro and regional services, so as to minimise the need to double-back via London terminals.
- Local trains should be available to connect into the first tranche of long-distance services out of London each day, including an early (pre-06.30) departure from Waterloo International.

- Last departures to any LTUC-area station from its London terminus should be no earlier than 0030 to stations within the Travelcard zones and 2400 to other LTUC-area stations.

- Full Saturday service to operate on Bank Holidays.

- Boxing Day: presumption that all routes will operate, at a minimum of 2 trains per hour (tph).

River services

- All riverside locations between Woolwich and Chelsea to be within 10 minutes walk of a pier served by a regular riverbus service.

Taxis

- Maximum waiting time for a taxi in Zone 1 to be *XX* * minutes [may vary between locations or across time].

  ** The Committee is willing to consider a suitable standard. It is acknowledged that this would be a planning standard, rather than a service specification, given the indirect nature of TfL's control over taxi provision. London-wide waiting time standards would probably be unmanageable.*

Door-to-Door services

- Special services for passengers unable to use mainstream public transport shall be in accordance with standardised eligibility criteria and service levels throughout Greater London.

Journey time

- Peak journey times to be no more than *XX%* * longer than journey times when roads are at their least congested (e.g. early Sunday morning). This requirement should define the division of road space between buses / trams and other road users.

  ** The Committee is willing to consider a suitable standard.*

- Maximum journey time of 30 minutes between rail stations in Greater London and the relevant London terminus. For LTUC-area stations outside Greater London, the target journey time to be equivalent to 60mph average speed.

- All bus queues to be cleared by the first bus, or within 10 minutes (whichever takes longer).

Diagram 6.3:

This page is reserved for the diagram of LTUC's rail frequency policies, which for technical reasons is stored separately on the computer files.

7 Light relief for London

7.1 London's two light rail systems (Croydon Tramlink and the DLR) are now established as great successes, and have given impetus to four other light rapid transit (LRT) (or 'intermediate mode' in TfL-speak) schemes that are on the drawing board for various other parts of London. These cover the Uxbridge Road corridor, the Greenwich/Woolwich waterfront, the Barking/Ilford area and a north-south axis between Peckham and Camden. The Committee supports all four of these, in principle.

7.2 LRT is a term which covers a wide range of technologies, from guided busways through traditional manually-operated street-running trams (such as Tramlink) to reserved-track automated railways (like the DLR) and magnetically levitated 'people-movers'. They are flourishing across Europe as a response to traffic problems and as an energy-efficient, less-polluting means of combating congestion. Relative to conventional buses, the benefits of LRT lie in its greater reliability, speed, carrying capacity and (in some cases) public 'image'. The benefits over conventional railways are their economy of construction and operation, lack of intrusion and noise (if built on the surface) and ability to cope with steeper gradients and sharper curves. Modern systems can largely overcome the problems of noise and the visual intrusion of the overhead wires and their poles (unless built down to the minimum price). Much ingenuity has been devoted to the design of safe and accessible waiting points.

7.3 There is considerable scope in London for schemes in this field. Both Tramlink and the DLR have shown that high-quality orbital links will be well used, and that car drivers *will* change to public transport. They succeed because they have been well-designed to provide orbital links to key suburban centres, with key destinations and interchanges at each end of the route to maximise their worth.

7.4 Tramlink and the DLR both make extensive use of former disused or under-utilised rail routes. There are few remaining opportunities to utilise disused routes in this way, but the Committee is keenly interested in the possibilities of converting further comparatively lightly-used stretches of the National Rail network to light-rail operation. This can provide more frequent services and better access to town centres at lower maintenance and operating costs, and might also relieve capacity at the London termini (though with the disbenefit in certain instances of severing some existing through-journey opportunities). The success of Tramlink has shown the potential. Advances in signal technology mean that it is now possible for light rail and heavy rail vehicles to share tracks, so that routes converted to light rail operation can still be used (for example) to preserve freight connections. But if LRT is to be able to contribute on a significant scale to meeting London's transport needs, this will only be feasible if it can utilise some of the 'trackspace' currently devoted to road vehicles. Again, Tramlink shows the way. The Committee would be keen to support, in principle, on-street running in other areas.

7.5 The two existing systems have potential for expansion. The DLR is to be extended to London City Airport, at last giving the airport a direct and attractive rail connection, and we believe funds should be found for the 'possible' extension to a King George V Dock station. Further expansion, under the river to Woolwich, is part of a multidimensional problem involving links to Stratford International station, the future of the Silverlink route to North Woolwich, some variants of Crossrail 1 and the possible Thames Gateway Bridge. The Committee will be scrutinising future proposals, to ensure that the best overall solution is found.

7.6 For Tramlink, TfL is studying a number of possible extensions, which need to be considered in the context of how to make best use of the existing conventional rail corridors in the area, and how best to support the existing longer-distance bus services. Merton's smaller town centres are currently patchily served by rail or tram, and some may particularly benefit from such extensions. There may also be scope for extensions on other corridors that are not currently rail-served.

8 Managing road capacity

Problems

8.1 It is self-evident that an effective system of traffic regulation is needed on London's crowded roads, whose users suffer from a series of related problems.

8.2 **Congestion**: Central London's traffic stands still or simply crawls. Large swathes of inner London are heavily congested at peak times. There are also congestion 'hot-spots' in outer London town centres, along the busy radial 'high road' corridors and on some orbital routes. The efficient and economical movement of people and goods to, from and within London is imperative if the capital's residents and workers are to flourish. Road congestion causes unnecessary delays, frustration, pollution, noise, energy wastage, and the inefficient use of expensive publicly-funded infrastructure. The costs of such congestion fall on the whole community.

8.3 **Kerbspace conflict**: London's main roads will never have enough kerbspace to satisfy all the competing interests: bus stops, taxi ranking, parking and loading/unloading. Parking space is in particularly short supply, and central London's parking stress is now spreading to outer London. Commuter parking around stations is a particular problem. Shortage of parking space leads to cars circulating in a search for space.

8.4 **Obstructive parking**: The conflict over kerbspace is one of the reasons why parking regulations are ignored so often, causing delays to traffic. Obstruction of bus stops is particularly unwelcome, as it prevents buses from pulling up close to the kerb and therefore neutralises their full accessibility. It has been estimated that there are over 300,000 unauthorised parking acts on Greater London's roads each day. Lawlessness on this scale ought to be a source of public outrage. Obstructive loading/unloading is as much of a problem as obstructive parking, and the 'white van problem' must be tackled. Part of the problem arises from the move towards low stock-holding and 'just-in-time' deliveries, but part is due to the out-sourcing of maintenance activities, so that frequent calls are made by (e.g.) office technology engineers.

8.5 **Street works**: Further obstructions are caused by the growing number of utility companies, who have the right to dig up roads as they please. There is currently little co-ordination, so that (for example) roads may be dug up twice in quick succession, or several sets of works may affect the same area simultaneously. Utilities claim many of these to be emergency works, but it is not clear how unmanageable they truly are.

8.6 **Impact on buses**: By common consent, London's bus network is a grossly under-utilised asset. Buses make far more efficient (and energy-efficient) use of available roadspace than do private cars. By encouraging greater use of existing capacity within the bus network, and by enhancing the network where required, it would be possible, at relatively low cost, to help to reduce air pollution, lower the number of accidents, make more road space available for other essential road users, and increase the freedom of Londoners at large. In the short-term, no other policies are likely to bring such immediate and cost-effective results. But London's buses can never be expected to operate at their maximum level of efficiency while the road space they require is clogged with other vehicles.

Principles for managing roadspace

Traffic reduction

8.7 There will never be enough roadspace in London to satisfy everyone's unfettered requirements. Building major new road capacity in a heavily built-up area is politically unviable, and if provided it would merely fill up very quickly and take the situation back to square one. So the most effective use must be made of the existing network instead.

8.8 The Mayor has left open a limited opportunity for major road schemes, but his policy effectively gives a presumption against schemes that increase capacity for private vehicles. TfL has reviewed the schemes it has inherited (notably the North Circular Road projects) and is developing smaller-scale alternatives.

8.9 We believe that any new capacity for general traffic is only desirable in some limited circumstances. Such schemes should be appraised on a suitable basis (such as the Government's New Approach to Transport Appraisal framework), in order that proper consideration can be given in the light of the assessed costs and benefits. Schemes should be specifically targeted, and must take every opportunity to provide additional benefits for public transport users.

8.10 The disbenefits of traffic are well known. Reductions in non-essential traffic will benefit all Londoners (if the displaced users are properly accommodated on other modes) – and the increased demand for public transport will help to

fund improvements to it. The Committee would therefore look, in principle, to real reductions in traffic in all areas of London.

8.11 What can be done practically and politically to achieve this? The Mayor's congestion charging proposal for the central area goes as far as is realistically achievable for a charging scheme at this stage. Its operational feasibility and practical consequences will have to be fully assessed before there can be any question of extending it more widely. Attention must therefore also turn to two other key areas of policy. Firstly, the suburban town centres, some of which have catchment areas equivalent to small cities in their own right, are major sources of traffic (see Section 5, 'The Planning Context'). Their role – and the opportunities for reducing traffic in them – is underplayed in the Mayor's Transport Strategy. Secondly, the supply of parking is a major policy tool.

Liberating main roads to be distributors

8.12 Clear priority must be given to those categories of traffic whose presence is most beneficial to the community at large, and the traffic regulations required for this purpose must be generally respected and systematically enforced. As with traffic reduction, there is a political decision to be made about the extent to which winners and losers can be created. But the Committee has no hesitation in recommending to the Mayor that he should be firmer in re-allocating roadspace to the more sustainable modes.

8.13 The Committee agrees with the Mayor that main roads are important for distribution. They will therefore require roadspace to be allocated so as to optimise the net mobility of goods/people (or minimise net delay). But the wider aim of securing modal shifts will give opportunities to allocate roadspace in accordance with the 'sustainability hierarchy' of modes (Section 3). We welcome TfL's plan to extend Red Route-type measures (which, contrary to some opinions, are not about prioritising fast cars and lorries) to the remainder of its network.

8.14 On main roads, we would modify the hierarchy in one respect: buses should get priority over cyclists. This is because of the far greater importance of buses than cyclists on these roads, and because of the practical difficulties in sharing roadspace between the two – for example, the safety issues arising from having the two modes sharing bus lanes.

Removing obstructions

8.15 The essential purpose of the road network is to permit and facilitate access and distribution. There is no general right for citizens to deposit other obstructions on the highway, without prior permission, and we see no reason why drivers should consider themselves to enjoy such a right, simply because the obstruction in question is a parked road vehicle. Once that is accepted, parking restraint can liberate kerbspace and roadspace for more essential uses. By reducing the wasteful use of land for parking, particularly in town centres, it can contribute to wider regeneration and sustainability objectives.

8.16 It is essential to create a climate of opinion in which abuse of bus lanes, bus stops and other bus priority measures becomes socially unacceptable and a source of shame to anyone tempted to commit it. A determined attempt is required, London-wide, to free up the roads from parked obstructions and to ensure that the space thus created is not invaded by less-essential categories of traffic. This requires the active support of all parties involved in providing or enforcing traffic management: TfL, the boroughs and the police.

8.17 To reduce the impact of streetworks, voluntary co-ordination arrangements could be strengthened, and the forthcoming pilot 'street-space rental' schemes are a very welcome step. TfL's proposed London Traffic Control Centre may also help with co-ordination. But the real solution lies in using technology to make street works less invasive of the road surface, and in more widespread creation of ducts in which future utility networks can also be laid.

Congestion charging

8.18 We would be aghast at a £5 hike in Zone 1 public transport fares – so why do we approve of the central London congestion charging scheme?

8.19 Of the consumer principles (see Section 1, 'Transport, a Consumer Necessity'), fairness and choice are the most relevant to the principle of congestion charging, the others being more relevant to the detailed implementation. The travel patterns to and within central London, and the results of modelling of the Mayor's proposed scheme, suggest that neither of these principles is violated by the scheme (Table 8.1). Although there will be gainers and losers, the Mayor's scheme will serve the greater good. More people are likely to gain than to lose, and the extent of the loss is unlikely to be great for many people.

8.20 It is odd that congestion charging has not yet found favour across the political spectrum. Those on the right will find in it a practical application of their belief in the free market as the best means of securing the correct balance between finite supply and excess demand. Those on the left will find in it a means of applying the Robin Hood principle of redistributing wealth from rich to poor (provided the income is earmarked for use in public transport), because on balance those who drive in central London are more affluent than those who travel by other means, especially buses.

8.21 If congestion charging is seen as desirable in principle, then the principle is potentially applicable to a much wider area than the current proposal. There are two reasons, however, why we are happy to go along with the limited extent of the current proposal. The first is that the times and locations at which vehicles will be charged must be comprehensible and memorable, in order to be workable in practice. The Inner Ring road is clearly a sensible boundary. The second reason is practicality. In central London, compared with other areas, public transport is more plentiful and more frequent, and car use (and the need for car use) is lower. The pain of charging would accordingly be less in central London (particularly in terms of the effect of charges on people with lower incomes), and thus the case against charging is weakest there.

8.22 We have a number of concerns about the details of the scheme. The proposed exemptions seem likely to diminish the revenue stream too heavily. Furthermore, TfL must do all it can to minimise the potentially adverse side-effects of the scheme. Firstly, buses running along (or crossing) the Inner Ring Road, which will take the brunt of the traffic diverted from the charging zone, must be protected from any resulting delays, and must not suffer from re-phasing of traffic light sequences to accommodate orbital car travel. TfL has not yet managed to give us adequate reassurances. Secondly, the already strong 'parking stress' on the fringes of central London will be increased, as some drivers will want to get as close as they can to the charging area before leaving their cars. TfL's plans to pay for the setting-up of Controlled Parking Zones to counter this problem are welcome. Thirdly, it is not clear what the impact will be on rush-hour demand on London's rail network, which on most routes simply cannot take any extra demand in the short term.

Table 8.1:
Key aspects of the expected impact of congestion charging

Fairness

- Most journeys in Greater London would gain from reduced congestion or improvements to public transport.
- Most trips by lower-income households throughout Greater London, and most trips into the charging area, are made by public transport – so they would gain considerably from the extra resources for better or cheaper public transport.
- Residents of the charging area could not avoid being charged for a car journey, but will get a 90% discount. They already have a high-density public transport system, which is the principal alternative to paying the charge, and would benefit from a reduction in traffic levels and congestion.
- Most residents of inner London would benefit from a reduction in traffic levels and congestion, and already have relatively dense public transport networks. (Some would see increased traffic levels.)

Choice

- The charge makes car journeys to and within the central area more expensive. However, its rationale is to improve access by other modes. The expected £130 million per year in revenue will be a vital resource for all Londoners' transport.
- In any case, the choice is already limited by relatively low car ownership in central London and substantial restrictions on parking space.
- Public transport (which most car users can use as an alternative) is widespread in the charging area.

Make way for buses!

8.23 The Committee warmly welcomes the London Bus Initiative (LBI), and its recognition that smart buses must be accompanied by speedy movement through the streets, if passengers are to be attracted to this mode. Crucially, the LBI operates on a whole-route basis, which is more likely to deliver a step-change in speed and reliability than was the previous ad-hoc approach (which never managed to tackle many of the biggest unreliability hotspots). The Committee looks to further London-wide adoption of LBI-style bus priority measures:

(a) providing additional bus lanes, bus advance areas and other priority measures through known pinch-points on the network;

(b) constructing contra-flow bus lanes on one-way streets, to eliminate costly and circuitous diversions;

(c) installing selective detection equipment more widely, to permit bus-actuation of all traffic lights; and

(d) a determined assault on obstructive parking.

Parking reduction

8.24 Parking reduction is a tool not just for removing obstructions but also for traffic restraint. It should be an explicit aim (with targets) of boroughs' parking plans, in order to encourage modal shift – particularly in town centres. Buses, in particular, should be given priority over private parking for kerbspace – e.g. for access to local shops.

8.25 The availability of private non-residential (PNR) parking (i.e. parking spaces at workplaces, shops and leisure locations) is a key factor in influencing modal choices. Boroughs and TfL should attempt to reduce existing levels of PNR parking. This will involve both negotiation and matching public transport improvements. It *is* possible. For example, Ikea in Croydon is providing fewer parking spaces now that its customers are using Tramlink extensively. Boroughs should also be reducing the levels of public off-street parking (and, as major employers themselves, reducing their own staff parking levels).

8.26 Given the growing population pressure on London, the scarcity of land, and the amount of land required for parking provision, an element of car-free housing should be provided (demand for which exists at both the high and low ends of the housing market). Lack of car *ownership* does not automatically preclude car use. Hire cars and 'car clubs' provide an alternative, with the added advantage of not occupying scarce kerbspace with under-used individual vehicles.

8.27 In more general terms, parking reduction must be supported by public transport improvements, so that there is already an attractive alternative to the car-based journeys that are to be discouraged. In particular, access to town centres and orbital journeys in outer London must both be facilitated. But it is not tenable to argue that traffic/parking restraint must await such improvements, because in the short term only the bus network offers scope to improve them, and this will only be possible if roadspace is vacated by other traffic.

Parking in town centres

8.28 It is important that London's many diverse town and district centres remain viable, especially for local residents. This reduces the need to travel greater distances or use cars when it would be possible to walk to a local centre for shopping and services. The Committee is conscious of the frequent calls, on that basis, for free or cheap parking to be provided in these centres. The rationale is that high cost of, or difficulty in, parking (e.g. with bus priorities) will drive trade away – perhaps with people making longer car journeys to the next area which costs less or is free, or to parking-friendly out-of-centre developments, or to mega-complexes outside the Greater London border. The smaller centres in particular are seen as vulnerable, as they lack the inherent pulling-power of larger centres such as Kingston.

8.29 However, research (such as that undertaken on the Red Routes) has found that turnover for small retailers depends far more on pedestrian and bus-borne access, and far less on car-borne access, than many traders imagine. The Committee believes that abundant cheap parking is not a long-term solution to out-of-town competition. A high-quality, un-polluted environment that is friendly for pedestrians, cyclists and bus users is the way to encourage shoppers. Carrot measures will be needed, including both public transport improvements and re-use of the liberated parking space in a way that will enhance the attractiveness of the town centre. Nevertheless, we accept that those people who travel by car will indeed be swayed by the relative level of parking fees. We believe that a consistent regional strategy is needed, to avoid a 'tragedy of the commons' in which no authority is willing to make the first move.

Servicing and deliveries

8.30 Road freight transport serves two main functions: long-distance haulage and local distribution, each with its own problems and solutions.

8.31 The Committee supports, in principle, the transfer of long-distance freight onto the rail or waterway networks. This frees up roadspace for other users, and reduces the environmental impact of freight in London. However, we believe that providing freight train paths must take second place behind providing for passenger trains, when there is insufficient capacity for both (see Section 9, 'Managing rail capacity').

8.32 But rail-freight or water-freight cannot deliver on the final leg to the high street, and a more diverse range of measures is needed to cope with local distribution. The Committee believes that the most effective basis is to give priority to moving traffic and to bus stopping arrangements, because:

(a) the greater good is served by a loading movement making way for the far more numerous other priority road users, rather than by the numerous others being held up by the one loading movement;

(b) business as a whole will benefit from better flow of traffic. Some services (e.g. emergency repairs) are time-critical, and some businesses might need to adjust the hours of deliveries and of staff who receive goods, but there are more opportunities for adjustments to servicing and deliveries than there are for wholesale changes to wider travel patterns; and

(c) where available, rear delivery or loading/unloading on side roads are hardly more onerous or costly than loading/unloading directly outside a front door. This option is not available to buses.

8.33 Accordingly, policy should be based on:

(a) a presumption that on-street loading/unloading is confined to side road returns or off-peak times (off-peak being defined as appropriate in each case – e.g. late evening is a peak time in the West End);

(b) a presumption against permitting on-street loading/unloading, where rear servicing is available;

(c) assisting the development of rear servicing facilities, where these are currently lacking or require upgrading to suit current requirements; and

(d) an effective level of enforcement.

8.34 More fundamentally, however, an integrated distribution strategy for London is needed.

Otherwise, any policy risks perpetuating the idea that white vans must be necessarily be accommodated on the roads at all times of day. It would be better to avoid the conflict, where possible, than to have to resolve it. The Mayor's proposals for investigating sustainable distribution do not go far enough in this respect. In addition, planning policies aimed at protecting residential amenity should not unduly restrict the scope for making deliveries at quiet times of the day/week.

Enforcement

8.35 It is clear that, given existing and likely future police resources, any strategy relying on police enforcement is likely to be of limited value (even though police attention to parked vehicles and other motoring offences often brings to light other, more serious, offences). The Committee therefore welcomes TfL's intention to fund a dedicated transport policing unit, with enforcement among its responsibilities, and to take over much of the enforcement of the Red Routes. Boroughs are responsible for many aspects of parking enforcement elsewhere, but their resources are also limited.

8.36 Clamping merely perpetuates obstructions, so it cannot be used to deal with seriously obstructive parking (although it does serve as a visible deterrent to others). Tow trucks continuously and conspicuously on the prowl would be welcome – coupled with confiscation of assets from those who fail to recover vehicles from the pound (because they are worth less than the release fee and/or because they are untaxed). No vehicles should be released until all of their owners' outstanding parking tickets have been paid (as will be the policy for congestion charging penalties). Untaxed, stolen, rented, diplomatic and foreign-registered vehicles create special enforcement problems for which imaginative solutions are needed. Prosecution should be available as a reserve option for use against persistent offenders, e.g. those who charge fines to their employers and are therefore undeterred by them. The main disadvantage of decriminalisation is that it removes the option of awarding licence points (which are a criminal sanction) from some offences. Is there any way round this?

8.37 In some areas, enforcement activity is visibly concentrated on side streets (typically those with parking meters or residents' parking schemes) rather than the main roads. This may be driven by the scale of revenue obtainable from charges or by pressure from frontagers whose sectional interest should not take precedence over that of travellers in general. Enforcement seems to diminish on Sundays and in the evenings. Initial experiments with camera enforcement of bus lanes (on the bus and at the roadside) have been very encouraging, and this technology now needs to be rolled out London-wide. The deployment of mobile wardens on buses is another welcome initiative.

8.38 In order to make the regulations as comprehensible and unambiguous as possible, bus priorities should operate at standardised times (24 hours wherever possible), and road surfaces should be clearly marked. If traffic authorities cannot be persuaded to offer 24-hour availability, they should provide variable message signing (e.g. red/green lights) to indicate when other traffic is excluded. Is London ready for the New York approach: lettering on the carriageway conveying messages like "Only idiots park here" and "Drive right in: fine $100"? Driver-education is needed if the underlying culture of violation is to be reversed.

Towards the end of the gyratory system

8.39 Traffic reduction and/or roadspace reallocation policies present an opportunity (either as a policy tool or as a resulting benefit) for London's gyratory systems to be reviewed. There may be opportunities for bus-specific measures (e.g. contraflow bus lanes), or indeed more extensive changes. The problems, and the potential improvements, are that:

(a) they often use residential roads, which could be returned to more appropriate uses;

(b) they tend to exclude buses from key traffic objectives in one direction and/or make it difficult for passengers to find bus stops, both of which make bus use both unattractive and confusing – this could be remedied;

(c) they often involve lengthy, difficult routes for pedestrians, which can be made shorter and easier; and

(d) there may be opportunities to create a pleasanter street scene, or for better use of land that is currently wasted (e.g. in the middle of large roundabouts) or isolated (e.g. surrounded by a one-way system).

Traffic-calming

8.40 Traffic-calming measures, ranging from the humble hump to the creation of 'home zones' or 'play streets', and other measures for reducing traffic speeds, can be a useful means of making streets pleasanter and reducing accident rates. But these must not be allowed to impair the essential distributive function of bus routes. Ill-designed traffic-calming schemes can make progress difficult and uncomfortable for bus passengers. Where a road is used by buses, or could potentially become a bus route in future, we expect authorities to ensure that their schemes meet London Buses' operational requirements.

Standards for managing road capacity

See also the standards for Section 16 ('Better streets')

- All bus routes through gyratory systems to follow the same roads in both directions.
- Compliance targets already exist for enforcing parking restrictions on some streets; these should be applied on all main roads and bus routes, and be the subject of wider debate.
- All bus stops to be 'at any time' clearways, with geometry that meets the London Bus Priority Network standard (or any successor standard).
- All traffic-sensitive streets to have ducts/tunnels for utility cables/pipes.
- 'Car clubs' to be available to all residents of Greater London, plus other major towns in the LTUC area.

9 Managing rail capacity

Prioritising the use of existing capacity

9.1 Whilst the increasing number of trains on the National Rail network in the past few years is a welcome development in itself, it has left many routes operating at (or even above) their practical capacity. Operators' aspirations on many key corridors are now thwarted by under-capacity. The London-Brighton line, the East Coast, West Coast and Great Western main lines, the West Anglia suburban lines, the inner London orbital routes and much of the south London suburban network all have demands from operators and the Committee alike for extra paths, but are all effectively full, often even off-peak.

9.2 Where choices must be made between competing claims for capacity, the Committee would first prioritise passenger traffic over freight traffic. This is not merely a function of the Committee's duty to promote the interests of passengers. There are other reasons too:

(a) Passenger railways, thanks to the time savings that they bring to travel, make possible lifestyles and personal travel opportunities that would otherwise be impossible (especially for people who cannot drive). There are few such *direct* lifestyle benefits from rail freight transport (although we acknowledge that in some locations modal shift of freight can noticeably improve the environmental quality).

(b) Passenger services generally require a high frequency if they are to be used and useful. This is less acute with freight.

(c) For passenger trains, intermediate stations are as important as the origin and destination, and so the chosen route is vital to the service pattern. With freight, rarely do more than the origin, destination and journey time count. Passenger travel is therefore more route-critical.

(d) Passenger travel is almost always time-critical, whereas much rail freight is far less so.

(e) Train-for-train, freight consumes more line capacity than a fast passenger train. The repercussions from freight trains making unscheduled stops (e.g. at signals) or running out-of-turn are greater than from passenger trains, due to their different performance characteristics.

9.3 In London, where the railway not only serves as part of the national passenger network but also has important local mass transit functions, passenger services should have *particular* priority over freight, and strategies for development of freight capacity should reflect this.

9.4 But there will nevertheless be cases when decisions must be made between competing proposals from passenger train operators, or between different services that could be provided by the same operator. The Committee believes that each case should be considered on its merits, taking into account all the factors relevant to that particular route (including the existing levels of services) and the different benefits of each option.

9.5 That said, the Committee will often conclude that the first call on any remaining (or new) capacity in the London region should be for the local services. In circumstances where a local service is competing against a long-distance service, there are several compelling advantages behind local services:

(a) There is a pressing need to reduce urban traffic levels, which have the strongest negative environmental impacts. This is particularly important at present in London, where the inner-suburban commuter railway will need to assist with achieving the Mayor's traffic restraint targets.

(b) In many parts of London, the National Rail network substitutes for the Underground. This demands a turn-up-and-go frequency (all day, every day), which is not often the case at present. Movement towards this is vitally important as part of the London Metro proposals.

(c) In some cases, long-distance and outer suburban services have seen uplifts in recent years which have not been matched on inner-suburban (i.e. London Metro area) services. The latter are, as a result, often the more overdue for improvement. (The Chiltern route is an outstanding example: the Marylebone to West Ruislip section has no regular day-long all-stations service at all.)

(d) Sustainability policies relating to the desirability of reducing travel volumes would, all other things being equal, give local services priority over long-distance services.

9.6 There are also specific problems with peak-time links. Priority seems to be given to getting outer-area commuters into central London. As a result, some inner London stations (e.g. South Bermondsey) have a worse service in the peaks than off-peak. Similarly, some important

connections are reduced in the peaks (notably links from outer areas to, or via, Wimbledon, Clapham Junction and Orpington, the Charing Cross to Croydon link and the London Bridge to Thameslink (north) link). These problems can inhibit employment opportunities and regeneration in those areas, and also contribute to congestion in the inner area and at central London stations.

Outer London interchange

9.7 For many passengers travelling from suburban London to the Home Counties or beyond, the quickest route is via central London, often involving an Underground journey. This contributes to the pressures on central London, and adds stress to the journey. Some outer-London (or beyond London) interchanges allow this to be avoided, by connections into local services or bus/light rail routes. TfL should investigate the opportunities for enhancing the utility of such interchanges (particularly through timetabling issues), and come up with a policy that is logical and achievable. Its appointment of a 'champion' to hasten progress at West Hampstead, a very under-used interchange, is a welcome start.

9.8 Cross-London inter-city routes (such as Anglia's Crosslink service) should be encouraged for similar reasons (provided they do not take up capacity that is needed for local services). These will also assist with longer-distance journeys via London, relieving pressures on the central area and also providing a boost to the outer London areas that are served. Capacity is a real problem here – notably, we are disappointed that capacity constraints will prevent Virgin Trains from operating its intended hourly service via Kensington Olympia, which will now be just one train per day.

9.9 With the construction of Airtrack, Heathrow Airport could have a major role as an interchange – both for inter-city services (perhaps including international ones) and local services, although the latter need to take priority.

Optimising path allocation and use

9.10 Whilst we support, in principle, the development of rail freight, this freight can bring difficulties to London in its use of capacity. By-pass routes must be available so that freight can avoid London where possible (notably liberating capacity on the North London orbital routes). The SRA has been looking at freight routeing options for London, and the Committee will be keenly scrutinising them for their effectiveness, as well as any impact they may have on passenger capacity (whether liberating or restrictive).

9.11 There are also unused freight and regional Eurostar paths to which the operators concerned are contractually entitled, even if they do not use them. This unused capacity is a thorny issue that the passenger operators can do nothing about. It may be that the clout of the Mayor can assist in rectifying the situation. It may involve buying out those rights.

9.12 In the shorter-term, operators must be prepared to work together to make the best use of existing passenger capacity, and the SRA (as principal funder) needs to be prepared to act as the broker. There is a classic example of impasse on the Brighton line, where extra calls at the local stations from Purley to Gatwick could be accommodated if only a way could be found for the line's TOCs to work together and plan a coherent service.

9.13 A number of fill-in electrification schemes are possible, to maximise network synergy or to remove some of the constraints on London's rail services. These include Gospel Oak to Barking plus the link to the East Coast Main Line (moving freight off the congested North London Line, and providing potential synergy with other orbital passenger services), Acton to Cricklewood (providing a diversionary route), and Kew Bridge to Acton (providing a diversionary route for regional Eurostars and Channel Tunnel freight, avoiding the West London Line).

New capacity

9.14 Many problems will remain even if the existing capacity is better-used. Bottlenecks will still prevent operators from meeting the Committee's timetable requirements in full, and these must be eliminated.

9.15 Fortunately, many of the infrastructure schemes that could address overcrowding (see Section 11, 'Easing the crush') will help with this too, such as re-signalling, the construction of flying or burrowing junctions, and the building of extra tracks to reduce conflicts between Metro and longer-distance services. The 'mega-schemes' should eventually release space at the London termini.

10 Reliability

The importance of the problem

10.1 We make no apology for devoting a whole section to the need for a reliable service. It is the most important facet of London's public transport operation, because the ability to arrive at your destination in good time is a prerequisite of any travel option. If that reliability is not assured, those with no alternative will grin and bear it, but those with the alternative will not travel at all, or will travel by a mode in which they feel more in control: the car. There is no doubt that current levels of reliability are often unacceptable (Table 10.1). And the loss to London's economy, and people's leisure time, through delays is immense.

10.2 Various factors come together to ensure reliability, and there can be trade-offs between them in order to do this in the most practical way. A high service frequency can partially compensate for delays caused by cancellations. On most parts of the Underground, no-one minds (or even knows) if a single train is cancelled, because they come along so often. Good connections coupled with fast journey times can substitute for the journey-time benefits of through services.

Table 10.1:
The reliability of London's public transport: some statistics

National Rail

Even before the Hatfield accident, 10-20% of trains run by London & South East operators were 'late' or cancelled (with seasonal fluctuations). For the main longer-distance operators serving London, 15-20% of trains had the same fate.

Underground

An average journey of planned duration 35 minutes actually takes, typically, about 43 minutes.

Buses

On high-frequency bus routes, average waiting time is 7 minutes compared to a scheduled 5 minutes. On low-frequency routes, less than 70% of services run 'on time'.

Other modes

The minor modes fare much better: DLR, Tramlink and river services are all achieving reliability of 97% or more.

On National Rail services, 'late' is defined as being more than five minutes late for London & South East operators, or more than ten minutes late for longer-distance operators, measured at the final destination. On low-frequency bus routes, 'on time' means running between two minutes early and five minutes late.

Sources: Performance Monitoring Report on National Rail Passenger Services in the London Area, Quarter 2 2001-02 (LTUC, December 2001). Finance & Performance Report to the TfL board on 5 February 2002.

Infrastructure and congestion

Rail

10.3 Infrastructure reliability is critical to rail travel, and this shows in the performance statistics. On the National Rail network, about 28% of the delays are due to infrastructure-related causes[8]. On the Underground, 22% of peak-time train cancellations are currently caused by signalling or track defects[9]. Both systems have suffered from under-investment and from patch-and-mend, which in turn can be put down to a lack of stable long-term funding (plus some works having previously being done to the lowest acceptable standard rather than to the highest quality, without regard for whole-life cost).

10.4 'Muddling along' is no longer enough. The route to reliable rail infrastructure lies in:

(a) higher-quality equipment;

(b) duplication of critical items so that one equipment failure does not stop the trains;

(c) better monitoring so that equipment deterioration can be more accurately tracked and action taken before it fails; and

(d) better design so that as much equipment as possible can be maintained by easy component replacement, with any time-consuming repairs being carried out away from the track.

10.5 As operators' demands to run trains have grown, so the network has reached capacity in many places. London Underground (LUL) has found that leaving breathing space in the timetable, rather than over-filling it, can optimise the practical capacity. On the Railtrack network, a similar issue applies, and indeed there are now siren voices suggesting that improving punctuality levels will require service *reductions* in some areas. This has major implications for peak services, and perhaps also for off-peak services where these are approaching peak frequencies.

10.6 The Committee fully understands the arguments that extra trains compromise reliability. But we firmly believe that this cannot be a long-term excuse for not running trains that are needed to meet passengers' requirements. It is a counsel of

8 Source: *The Strategic Plan* (Strategic Rail Authority, January 2002).
9 Source: *Finance & Performance Report* to the TfL board on 5 February 2002.

despair. The way forward – as the Swiss and Japanese systems have proved – lies in infrastructure improvements to create capacity and in slick operation to make the best of it.

Road

10.7 The bus network is in a less fortunate position, being at the mercy of other road users on roads which are mostly run by other authorities. Anarchic utility works add to the problem. Only with a high level of bus priority, suitably enforced, will buses be able to reduce the traffic-related element in the causes of unreliability. Section 8 ('Managing road capacity') puts forward the LTUC policies for achieving this.

10.8 London Buses has shortened/split a number of longer routes in recent years, in the belief that shorter routes are easier to manage (because buses encounter fewer points of congestion, and layover time at termini is longer relative to running time). Other routes remain which are possible candidates for such action. But route splitting is always unpopular with those passengers previously carried across the point of divide. Clear evidence regarding the advantages and disadvantages of this practice is required.

Vehicles

10.9 Eliminating delays for vehicle-engineering reasons requires vehicles built to withstand the rigours of operation in London conditions (particularly for buses), good engineering support, and sufficient spare capacity to cover breakdowns, planned overhauls and service disruption. (This applies equally to other equipment, such as escalators.) London's bus operators deserve recognition for their success in substantially reducing the breakdown rate of their vehicles.

Staff

10.10 Eliminating delays for staff-related reasons requires a full complement of qualified staff, with adequate stand-by cover for holidays, last-minute sickness, service disruption, etc (and reduced reliance on voluntary overtime working, which can be withdrawn at will).

10.11 There is little difficulty in recruiting people to be train drivers, but their training (rightly) takes months rather than weeks. Operators need to plan ahead – and avoid the South West Trains experience of over-optimistic attempts to reduce their driver establishment. But with locally-settled pay deals and the inevitable differing working opportunities in different companies, operators must allow for considerable turnover of drivers from one company to another.

10.12 The problems with bus staff shortages are different. Terms and conditions are undoubtedly quite poor. High housing costs, inflexible shift work patterns and unsocial hours create recruitment problems for all public services in London. Bus drivers must live within reach of their depots, pass the driving test for passenger-carrying vehicles (PCVs), have the right temperament to drive in London traffic, pass regular health checks, and be able to handle and account for cash. And ideally, they should also have all the 'people skills' which are so desirable given their role as the human face of the industry. So the pool of potential recruits is small, and of those who apply, a high proportion do not qualify.

10.13 The fewer people who are willing to be bus drivers or conductors, the more services will be cancelled, and the less scope operators will have to choose only those applicants who have the self-discipline essential to the job. Bus operators freely admit that in a difficult labour market, it is the softer 'people skills' which become an optional extra – and in the short term, most passengers would probably prefer a bus with a surly driver to no bus at all. Pay bonuses may ameliorate the situation in the short term, and the current 'TfL bonus' is welcome. But in the long term, the bus industry must address this deficiency. The real need is to find ways of creating greater job satisfaction by raising the perceived status of the driver's task. Is there any reason why a bus driver's uniform should not invest its wearer with status and respect equivalent to that enjoyed by his or her counterpart in the cockpit of a plane?

Operating control and recovery from disruption

Buses

10.14 It is disappointing that the spread of Red Routes and the London Bus Priority Network has not been accompanied by a noticeable and sustained upward shift in network-wide reliability, although performance on the sections of route benefiting directly from these measures has generally improved. If they are to sustain political goodwill towards an enhanced bus priority programme, the operators must demonstrate that they are doing all they can to eliminate causes of unreliability that are within their power.

10.15 Operational research is needed to establish what proportion of allegedly traffic-related delays are genuinely outside the operators' control, and what proportion are the product of poor supervision and driver indiscipline. The operators claim that it is London's traffic environment which is the principal impediment to operational reliability. But there is a widespread belief that more vigorous route control could mitigate its effects, and that the virtual disappearance of roadside inspectors has resulted in a lack of effective control and a relaxed

attitude to timekeeping. Good route regulation can compensate for a missing or delayed bus by adjusting the operation of other vehicles – but bad route regulation simply delivers volume without regard to passenger demand, so that there are insufficient buses at the times and places they are needed and a surplus at other times run largely to avoid mileage-based contract penalties.

10.16 Automatic Vehicle Location (AVL) should allow operators to exercise constant control over the operation of each route, and allow TfL to obtain a much closer knowledge of the true causes of irregularity. So it is worrying that operators claim that its reliability still leaves much to be desired. Even where AVL has been provided, some operators make little or no use of it. TfL's review of this system is therefore welcome.

Rail

10.17 The rail operators have perhaps fared better in this respect. The Underground has long had detailed control arrangements and close scrutiny of its own performance. On the National Rail network, there are also control arrangements, and perhaps more systematic performance monitoring than hitherto, now that a detailed performance incentive regime exists – although there are debates about exactly what that regime incentivises in practice. Operators are only now learning to smooth the TOC/TOC and TOC/Railtrack interfaces in control arrangements. Joint control operations are being introduced in some areas, and contingency planning is at last being formalised. 'Performance drives' are welcome, but it is worrying that such close attention to punctuality is regarded as a special exercise.

10.18 There are serious issues, and conflicts, about the policies that are adopted to recover from disruption: how long to hold connections with delayed trains; whether a late-running train should omit stops in an attempt to make up lost time; and what the best balance is between providing spare resources to step in during disruption and using those resources to boost the normal service.

A glossary of abbreviations appears on page 83.

11 Easing the crush

The problem

11.1 Passenger demand on London's railways (both National Rail and Underground) has shown a dramatic revival in the past two decades, and (cyclically fuelled by central London employment as well as other factors) passenger journeys have soared to record levels. The Committee naturally welcomes this unprecedented turnaround in the fortunes of London's two rail systems. But because this growth has exceeded all expectations, it has not been planned for, with the result that many services are now under acute pressure.

11.2 **Peak overcrowding**: During the peaks, travelling conditions verge on the intolerable. No other form of transport could accommodate similar numbers with equal efficiency – but the fact that passengers are captive to the railway is no reason to ignore the tide of anger at the conditions they endure. Some shoulder-peak services and counter-peak services can be uncomfortably full. Overcrowding also hinders accessibility.

11.3 **Off-peak overcrowding**: Passengers accept that some standing is inevitable during the commuter peaks, but they do not expect to have to stand at quieter times as well. Yet this too is now endemic on the Underground. Even in the off-peak, only East London line users can be sure of obtaining a seat.

11.4 **The 'third peak'**: Many late-evening services within and leaving Central London are standing-room-only. Just when services tail off with reduced frequencies, the users and employees of London's booming evening economy want to go home.

11.5 **The inter-city peaks**: People do not expect to stand on inter-city trains, but a number of factors mean this too can be common: business peaks, long-distance commuting and the 'weekend rush' on Fridays and Sundays. There is a danger in the 'more trains, but shorter' approach, if the service is so attractive that it becomes overcrowded again.

11.6 Overcrowding on trains is the most obvious and most physically arduous symptom, but it also results in delays due to station closures (for safety reasons), increased journey times (because of longer station stops for boarding and alighting), and greater irregularity of operation (because there is little leeway in the schedules to compensate for day-to-day perturbations) which itself produces even more overcrowding. Cancellations compound the whole problem.

11.7 The Committee accepts that provided that the optimum timetable is run reliably, *a degree* of standing in the commuter peaks is unavoidable. But substantial work must be done if the rail network is to be able to simply accommodate predicted growth in central London employment, let alone to allow commuters a more civilised journey. And unless there are truly dramatic improvements, the efforts to attract people out of their cars will fail.

Solutions soon

11.8 There have been suggestions that people should be barred from trains once they have reached a certain level of occupancy, but this is impractical even on inter-city trains – and the very nature of the problem shows that users would rather be cramped than late. Fares policy can be used to encourage travel at quieter times, but the Committee is wholly opposed to the British Rail tactic of pricing-off demand (Section 13). Discounted 'Early Bird' tickets on commuter routes would benefit passengers who are willing to trade off the need for early arrivals against the cost saving.

11.9 In the short term, tweaking train lengths, timetables and the balance between first and standard class seating may help to ease (slightly) the most acute pressures. Whilst there are clearly limits to the affordability of trains that will not be in use all-day every day, the railway remains a public service, and must be managed so as to accommodate this demand. The SRA must take a lead in making best use of existing trains, re-activating stored ones and redeploying those displaced by new deliveries. Short but crowded shoulder-peak trains must be lengthened. There can be no excuse for overcrowding on late-evening services, when spare rolling stock is readily available. There should be a pool of resources to cover for special events.

11.10 In the medium-term, new signalling schemes, new rolling stock, train (and platform) lengthening and the construction of flying or burrowing junctions (to reduce conflicting train movements and thus increase line capacity) can all be progressed. Many National Rail stations have services restricted because of the need to share tracks with longer-distance fast trains, because of lack of space at the London termini on which the lines converge, and because of signalling or other restrictions on the infrastructure. Urgent action is needed to alleviate bottlenecks on such routes. In certain instances (e.g. between Raynes Park and Clapham Junction, or along the Lea Valley route)

additional tracks could be constructed without requiring any land acquisition, and would offer valuable extra capacity. Changes to train design (see Section 15, 'Quality on board') can create more on-train space, and (by reducing station stop times) increase the number of trains that can be run. The East London line extensions, Cross-River Transit and improvements to bus services will also help.

11.11 The Committee supports (in principle) the Thameslink 2000 project, which will ease overcrowding pressures on the National Rail and Underground networks, as well as providing new through journey opportunities. However, we have reservations about the value and the reliability implications of the current 'scatter-gun' approach to the proposed service pattern, which features both suburban and regional services. We believe that the project would benefit from a greater emphasis on shorter, more concentrated Metro-type services, and welcome TfL's planned review of the options for service patterns in south London.

Major capacity-related rail schemes

11.12 Given the scale of the current demand for transport to central London from a wide area beyond the conurbation, and the lack of political support for the Committee's view that some employment should be dispersed away from the central area (or that working hours should be staggered), only the construction of new rail capacity appears to offer the prospect of substantial relief. So there is pressure for major expansion of London's rail infrastructure, which is seen as the only means of accommodating all of this burgeoning demand at an environmentally and socially acceptable cost, and of providing a mass passenger transport system appropriate in scale and quality to London's claims to 'World City' status.

11.13 After years of inaction, major rail projects are once more on the live agenda (or nearly so). We are following with close and friendly interest the Mayor's and SRA's plans jointly to develop schemes that have long been on the drawing-board. They are united in aspiring not only to build Thameslink 2010 (if we can irreverently but pessimistically describe it thus) but also CrossRail and the Merton-Hackney line (now re-branded as Crossrail 1 and Crossrail 2 respectively).

11.14 If built, these schemes would eliminate the need for interchange between National Rail and the Underground for large numbers of passengers at London termini, provide relief to parallel Underground routes, and release scarce platform space at the termini for other National Rail services. We anticipate long discussions ahead about routeing options for these projects. But hitherto they have always foundered for want of Treasury support, without which they cannot realistically be funded, even if innovative financing devices can be found to keep their cost off the Public Sector Borrowing Requirement. The capital sums required – probably £5 billion or more apiece – are truly gigantic. There is no question that they would bring significant benefits, but the challenge still facing their promoters is to demonstrate that they represent real value for money, given their enormous cost and the many alternative claims on scarce public resources in the transport sector alone. Clearly, there are interesting debates in prospect.

11.15 For inter-city journeys, capacity is constrained by the mixed-use nature of the railway, and it is this (rather than speed) which could justify one or more wholly new high-speed lines. Although these would be major undertakings, the Channel Tunnel Rail Link is proof that they can be delivered. As the West Coast upgrade has shown, simply attempting to rebuild an existing route carries its own disruption, cost and delay risks anyway. The Rail Passengers Committee (RPC) network will be taking a close interest in future possibilities for a new line between London and northern England.

Health and safety

11.16 Trains are built to cope safely with a crush load, and the Health and Safety Executive sees no inherent safety risk in overcrowding. But we are concerned about the wider health effects of travelling in severely crowded conditions (or indeed of encountering delays), about which relatively little is known (compared with the health effects of car driving, or the safety risks in rail travel). Stress is a major cause of illness and economic loss, but it is not clear to what extent it is exacerbated by the journey-to-work experience. The Rail Passengers Council is commissioning research into this topic.

Standards for overcrowding

- Standing only to be acceptable on peak-time rail services, for no more than 20 minutes.

12 Before the journey

12.1 The popularity of the National Rail Enquiry Service (NRES) (apparently second only to Directory Enquiries for call volumes) and the unprecedented passenger frustration and operator-humiliation in the abyss of the post-Hatfield gauge corner cracking crisis (when operators could not plan timetables for more than a few days in advance, if that) are testament to the importance of being able to plan your journey beforehand, particularly for longer trips.

12.2 People need to be able to find out: whether the journey can be made at all; what the times/routes are; how much it will cost; and (nearer the time) whether the system is actually running properly. Ticket pre-purchase is very welcome for longer-distance journeys in particular. Passengers cannot be expected to be 'timetable buffs' in order to work out these supposedly simple matters – yet in some cases that is still the only way to get anything approaching a definitive answer. Simplifying service patterns, ticketing and other aspects of the travel product (a running theme throughout this manifesto) makes this much easier to achieve, but there will always be a need for precise information.

Printed and web-based information and publicity

12.3 Basic printed information is very much a case of horses for courses. Some passengers require full system-wide timetables, but some find a local area guide (covering all modes) more convenient; others simply require a localised timetable. The common theme is that these must all be well-designed, clear, consistent, and tested against non-expert users. Operators must avoid the pitfall of omitting competitors' services that run in 'their' territory, when in fact they need to be growing the whole market – passengers rarely care what colour the bus or train is, but need to know that it exists! Passengers with disabilities have special information needs, both about the services themselves (e.g. the accessibility of the system) and in terms of making the information itself available in accessible formats.

12.4 National Rail operators provide printed information on their own services, each having its own style, and the Committee is researching how well their timetables meet user needs. Multi-TOC regional information seems to be disappearing, such as summary details for bank holiday periods (for which even TOC-specific information is patchy).

12.5 TfL provides a lot of information, and has fewer faults in this regard. Comprehensive local travel guides are distributed annually to all addresses in Greater London. Area bus maps are available free on request, as are LUL's 'Local Tube Guides' for some stations, but all are patchy in leaflet-racks. Given the complexity of the London bus network, making it comprehensible to unfamiliar users is a major challenge. The bus maps are not easy to use, and TfL should continue to seek ways of making them more accessible to a mass readership. Although the London network is more stable than that elsewhere in Britain, the frequency with which routes change is an added complication – particularly as there are no regular dates for these changes.

12.6 The nearest equivalents outside Greater London are the county and unitary councils, which vary in their willingness to take the lead in providing comprehensive travel information. Instability of bus routes makes provision of multi-modal information difficult – such as including bus routes in twice-yearly National Rail timetables or providing bus timetables at stations.

12.7 Websites are now *de rigeur*, and as the technology and experience bed down, we would expect all operators to provide the full range of information by this means. Full advantage must be taken of the medium's surfability, to allow users to gain what might be doubly described as network benefits. Unfortunately, what purports to be up-to-the-minute information on such sites is rarely so, especially when services are disrupted and the need for it is greatest. There is no value in establishing a site without the intention and means to maintain it properly. Software and phone lines are rarely suitable entirely to *replace* printed information, which for many passengers is still the most convenient format (particularly when browsing potential journeys, or finding times 'on the move').

12.8 The operators deserve a bit of help, though. One practice, common abroad, is for businesses to give particulars of nearest stations and bus routes on their letterheads, to encourage those visiting their premises to use public transport. Hospital appointment cards could give public transport details on the reverse. And there are still 'How to find us' maps (issued by hotels, tourist attractions, etc.) which wax lyrical about car access but say little or nothing about public transport.

Demand-responsive information

12.9 Users should be able to ring up an information line before travelling, in order to plan their journey. But they must be confident that the information they are being given is accurate – so people must be advised of the most appropriate route, and of any disruption (planned or unplanned) that might affect their journey. Phone lines must also be available by minicom or Typetalk.

12.10 TfL's London Travel Information line is exemplary, offering door-to-door travel advice for all modes on any journey within Greater London (although too few people are aware that it covers National Rail journeys), in more languages than you might expect, and around-the-clock in English. The National Rail Enquiry Service (NRES) is much improved in both accuracy and call-acceptance, after an unfortunate start, and now generates few complaints.

12.11 The Holy Grail is a nationwide, door-to-door travel enquiry service, covering all modes (public and private), for both times and fares, and with ticket-purchasing facilities. (In practice, the car driver can often fend for him/herself, with road atlases and route-planning software commonplace.)

12.12 The nearest approach to such a one-stop shop is 'Transport Direct', the Government's proposed national travel enquiry service. The scale of the task in setting this up should not be underestimated. NRES took time to get right, with only one database and only 2,500 stations. Transport Direct must cope with disparate data covering perhaps ¼ million bus stops, only a few of which appear in timetables and some of which are only approximately defined places, plus more nebulous matters such as roadworks. The Committee wishes this concept well, but it will be a long job. In the meantime, the recently-introduced 'Traveline' network of regional call centres, on which many passengers have to rely for planning bus or rail/bus journeys, is going through the NRES experience of imperfect data – a basic problem for any such system. It is particularly vulnerable to error when handling enquiries about journeys that cross its regional boundaries.

12.13 Electronic journey-planners (whether software or web-based) are a clear way forward, but the technology is not yet wholly reliable. It is a testament to the difficulty of getting it right multi-modally that even TfL's own well-developed system is still not on the web. The various National Rail journey-planners occasionally give misleading answers, and have yet to supplant the knowledge and common-sense of an experienced ticket clerk. As the technology beds down, these quirks must be eliminated. Usability must also improve, and updates must be easily made. The aim must be for these systems to develop the level of convenience and functionality that car drivers now take for granted with their route-planning software. Perhaps the main problem with the National Rail journey-planning systems is that they are woefully poor at coping with journeys to/from the Underground (which has one in ten of Britain's railway stations). One website that purported to offer a 'total journey' plainly did not!

Real-time advance information

12.14 Supposedly real-time information, delivered before the journey, has long been a bugbear. TV, teletext and radio bulletins are unreliable, as they give patchy coverage, and the information can be out of date. Operators' own recorded phone lines don't always get it right, perhaps because passenger information seems too often to be the last priority when the service goes down. The current experiments in web-based, WAP-based and e-mailed service updates are welcome. But the situation must not develop in which information is only available to the fortunate people who can afford and can use electronic gadgetry. A human on a phone line can be just as good – as long as the staff themselves know what's going on. National Rail operators sometimes seem to ignore other TOCs' services, and should instead be prepared to disseminate information on an area-based, not TOC-based, system.

12.15 Perhaps the key is to have current information on your service, sent direct from the train/bus/tram itself, rather than relying on operators' and broadcasters' interpretations of the overall situation. Real-time information screens should be installed in key places such as supermarkets and public buildings, repeating the actual information shown at the relevant station or bus/tram stop. The DLR is experimenting with WAP technology to bring this direct to the user. The emerging technology for allowing users to hail the nearest cab using a mobile phone is also a potentially useful development.

Publicity outreach

12.16 Even the best information line is preaching to the converted. To attract new journeys (and to publicise the information service), public transport operators must get their message to their non-users. Perhaps every house in London has something with an Underground diagram on it, but information on other modes is harder to come by. TfL (and London Transport before it) has traditionally been better at outreach (with both timetables and ideas for places to go) than other operators, whose attempts are more patchy. Libraries, hospitals, office blocks and other major buildings could and should be cornucopiae of transport knowledge, either on paper or with interactive journey planners. Door-to-door leafleting is also helpful, and stations are often

neglected as locations at which to publicise other operators' services (or, for that matter, to display operators' own handy guides).

Pre-ticketing

12.17 The need to queue up at a station to buy a ticket is one of the least pleasant aspects of rail travel. Long queues cause passengers anxiety about missing their trains – but to abandon the queue, in the hope of 'paying at the other end', invites awkward questions from ticket inspectors and a possible Penalty Fare. Pre-purchase tickets (e.g. Travelcards and carnets) and having sufficient machines/staff at ticket offices will assist, but a better solution (probably only practicable for National Rail journeys) is to tackle the problem at source wherever possible.

12.18 Ticket-purchase by phone and from websites is increasingly common, but its principal disadvantage is the need to rely on tickets coming in the post (and having been issued correctly). Technology used overseas allows large organisations to print travel tickets on a specialist printer in their own offices. Some TOCs have been experimenting with ticket-on-departure schemes, confined to their own major stations. These need to blossom into a nationwide system in order to maximise their potential. The low-cost airlines (and National Express coaches) have demonstrated the practicability of e-ticketing, and the National Rail network should aim to follow suit.

Standards for before the journey

Advance information

- There should be an accurate, impartial one-stop-shop service, covering public transport nationally, door-to-door, offering ticket-purchase and real-time information on planned/unplanned disruption. (There need not be just one of these – competition could drive up standards and will accommodate passenger preferences.) The service(s) should exist in the following media:
  - phone line – open 24 hours a day (including Christmas Day if services are operating)
  - minicom or Typetalk – open 24 hours a day (including Christmas Day if services are operating)
  - website
  - computer software (without ticket-purchasing or real-time information)

  (Should a national system prove to be unworkable, the London Travel Information line should be retained as the basis of a similar system covering the London region.)
- Integrated (multi-operator) printed service guides for bank holiday periods (probably on a regional basis)

Advance ticketing

- Establishment of a nationwide National Rail ticket-on-departure scheme
- Establishment of a National Rail e-ticketing scheme

13 Tickets to please

A coherent policy is needed

13.1 Fares serve two functions. The main one is to raise revenue; the other is to send price signals. If the aim is to maximise revenue, then fares will be set at the highest levels the market (in its different segments) will bear. This was roughly the Government's attitude to London Transport (LT) pricing – though not to fares on the regulated railways. If there are other social or economic policy aims (e.g. maximising ridership, fostering modal split, or changing journey patterns within a mode), then fares will be set in ways designed to promote those aims. This will usually involve reducing some fares, thus requiring subsidy from the public at large. Determining the right balance between fares and subsidies requires an assessment of who gains, who pays, how effective this is as a means of promoting the chosen policy goals, what the wider effect on travel patterns is (e.g. encouraging or discouraging long-distance commuting), and what the same money could have been used for instead (the 'opportunity cost').

13.2 London's fares policies have insufficiently considered these basic questions. It is not clear that the Mayor's fares strategy – whilst at first seductive – is based on more than simply an instinctive political judgement. And National Rail fares have a curious mix of influences: the need to relate to TfL fares (to which they are linked via Travelcard), the SRA's regulation policies and TOCs' own commercial decisions.

13.3 A thorough review is therefore needed of what the fares are meant to achieve, of the correct balance between fares and subsidy, and thus of how fares policy can best contribute to the Mayor's and SRA's objectives. Without this, it is difficult to assess fares proposals in a holistic way. The Committee has long been disappointed that no funding authority seemed willing to support such a review; it is not clear whether the current TfL and SRA fares reviews will address these fundamental questions.

Integrated fares within London

13.4 Currently, the National Rail, bus, Underground/DLR, Tramlink and river fares systems are basically separate entities. The only real integration is with Travelcards, and with some through fares between the various rail networks. This lack of integration produces a number of problems (Table 13.1).

13.5 In a truly integrated and seamless system, passengers making journeys within Greater London should be able to buy one ticket, at (or before) the first point they access the system, which will cover them for the whole journey. Thus TfL, the SRA and the Association of Train Operating Companies (ATOC) should be working together to bring all the modes into a single, simple and coherent ticketing system.

Table 13.1:
Problems with London's fares and ticketing systems

- Journeys that are most conveniently done multi-modally (e.g. bus then rail) often cost more than similar journeys using just one mode.
- Such journeys (especially those involving buses) often require more than one ticket purchase, thus delaying the passenger and adding to the demands on the system.
- Bus-bus journeys require two fares – with a particular impact on passengers whose route has been split into two sections.
- The disparity between single/return fares on the Underground and fares for similar local journeys by National Rail is unfair on those who live in areas not served by LUL. It also distorts the inter-modal allocation of resources between one part of London and another.
- Underground ticket offices (even at stations served by National Rail trains) cannot sell the full range of tickets for journeys involving National Rail legs, even for journeys wholly within London (which especially frustrates passengers who are taking National Rail services from that very station). (The new all-day Travelcard should help to alleviate this problem.) Farringdon is a prime example.
- National Rail stations cannot sell the full range of tickets covering the outer reaches of the Metropolitan line.
- National Rail stations do not sell bus passes or bus Savers, despite being often a potentially convenient outlet.
- Passengers have to learn the quirks of several different ticketing systems and the complicated rules about exactly what tickets are valid on what elements of London's rail networks (e.g. the status of Exchange Travelcards, the extent of inter-availability between National Rail and LUL services, or the long-standing confusion about 'what tickets are valid to what stations' on the central part of Thameslink).
- Certain Railcard-discounts and charter-discount arrangements for otherwise identical tickets will differ according to whether they were bought from LUL or National Rail outlets.

13.6 This will probably require the National Rail network to join the Underground in a zonal fare system within Greater London. Although this can disadvantage people who are making very short journeys, the overall benefits (in terms of simplicity, retailability and integration) of a well-designed zonal system would be substantial.

13.7 In the meantime, better integration of the existing systems is needed. There are various problems that arise from seemingly small administrative details but which collectively, and quirkily, inconvenience many passengers. For example, Exchange Travelcards (issued by conductors on National Rail trains) are not accepted on the Underground or buses, requiring a swap for an 'acceptable' ticket (at a interchange station with an open ticket office) or an extra payment (on a bus). Closer integration of ticketing for bus journeys that cross the Greater London boundary should also be investigated. River services should come under Travelcard; the current discount for Travelcard-holders is a welcome step.

Travelcard

13.8 The Committee very strongly supports the London Travelcard system. This has been one of the major successes of London's public transport, providing a simple and attractive product. The off-peak Travelcard, in particular, is now the ticket of first choice among leisure travellers. Its retention as a product, even if smartcards are used as the ticketing medium, is vital. We warmly welcome the new all-day one-day Travelcard. The scope for niche Travelcards (with 'add-ons' for particular services, admission to leisure attractions, etc.) should also be considered.

13.9 Some operators have criticised the system, seemingly on the grounds that the revenue returns to them only slowly and indirectly, and that service improvements do not readily translate into additional shares of Travelcard revenue. Indeed, some operators specifically point out that they receive only a proportion of the revenue from each Travelcard they sell – although they are less keen to point out that they receive a share of each Travelcard sold by everyone else. The Committee believes that these stated problems probably lie more in the system's internal 'money-go-round' (which may indeed need to be made more responsive) than in genuine and serious un-commerciality of the product. But the Committee does feel the need to restate the case for Travelcard. Its passenger benefits, in terms of convenience, seamless travel and the incentive to make extra trips by public transport rather than other modes, make it a vital (and highly appreciated) part of London's ticketing system. Its loss would remove a convenient and popular product, and would probably increase the costs of travel. It would also be political suicide for whoever proposed it.

The non-season problem

13.10 There are many loyal customers of the transport operators who travel often (maybe three times a week) but not often enough to make a season ticket worthwhile – such as part-time workers, homeworkers, people who make one-way trips, and people with 'portfolio careers'. They feel hard done-by as a result of having to buy individual tickets each time. TfL and the SRA should explore the extent to which advanced bulk buying at a discount (similar to the Underground and bus carnets) or part-time season tickets can assist this market, as well as reducing the demands on ticketing facilities. Stored-value ticketing using smartcards should facilitate this.

The cashless bus?

13.11 We welcome the Mayor's policy of making it easier to buy bus tickets before boarding, such as TfL's current experiment with kerbside ticket machines and with the 'Saver Six' ticket. But the Mayor seems to be gravitating towards the 'cashless bus'. Whilst this is attractive in speeding up journey times, there are potential downsides too – such as whether occasional users would have to go out of their way to buy a ticket, and whether roadside ticket machines would be reliable and robust enough to replace the human interface. This is particularly crucial in some outer areas where there are few ticket outlets. The Committee has no objection *in principle* to a cashless bus system, if it can be made comprehensible, workable and convenient for all. The devil will be in the detail. Such a system should only be introduced consciously after serious thought, learning from experience of such systems abroad (and of cashless tram systems in Britain), and consultation. It should not be the inevitable product of the transition to increased off-bus ticket sales. The Committee would have to be fully convinced of the viability and value in practice of any proposed system, before it could lend its full support to the concept.

Smartcards

13.12 The Committee welcomes TfL's strong commitment to the introduction of smartcards, under the 'Prestige' project banner (subject to the caveat given above). Experience of trial schemes in London suggests that once users have become accustomed to them, they become very popular (like phonecards). But it is essential that the reliability of the equipment is proven before they go live network-wide, and that they are sold (and re-charged) at prices low enough not to deter low-income bus users who live in a cash economy.

Long-distance train fares

The trend

13.13 National Rail operators have gradually been introducing a wide range of cheap fares for longer-distance journeys. These typically require pre-booking ('Advance-Purchase' (AP) fares) and are subject to quota control (requiring you to use the specific train on which you are booked, and meaning that the tickets can become sold out) – unlike the traditional 'walk-on' fares, which can be bought just before departure and have no quotas.

13.14 Users of unregulated walk-on fares (particularly tickets from London to the north-west) are being hit by a double whammy: (a) fare rises and (b) extension of the hours during which the cheaper walk-on tickets are not valid, requiring people to 'trade up' to a higher-priced ticket or change the time they travel. Some SuperSavers have been withdrawn altogether. The operators defend these moves on the grounds that demand must be managed, and that the AP fares (which are designed mainly to generate new business rather than divert existing demand) offer a cheaper alternative.

The problems

13.15 **Confusion**: Passengers are sometimes faced with a confusing variety of ticket types, and the spectre of a supplement for being on the wrong train.

13.16 **Comprehension**: There are numerous complaints specifically about the quota system, which not all passengers seem to comprehend or perhaps not all staff make clear (e.g. when passengers find they cannot get tickets at prices they have previously been quoted). It is unacceptable for passengers to be told that a ticket is not yet available, and then find out that it has been sold out when they return to buy it at the time indicated. We are restricted by the commercially sensitive nature of the quotas when we investigate possible inconsistencies. It also waters down considerably the force of the contention that the onus is on the passenger to have the right ticket.

13.17 **Costs**: Many longer-distance journeys have become progressively more expensive for those who have to travel in an emergency (e.g. a family illness) or cannot pre-plan their trips for any other reason, and/or those who do not have credit cards and/or internet access (since some discount tickets are only sold on-line). Evidence from the National Travel Survey shows that rail travel is already a luxury mainly enjoyed by people in higher income groups, and these pricing/ticketing policies serve to reinforce the situation.

Analysis

13.18 There have been calls for change – at their most extreme, for a simple 'pence per kilometre' system – some of which really boil down to 'cheap fares for all'. The ideal situation would indeed be for fares to be both affordable *and* flexible, if passengers are to be attracted from car travel which is usually perceived to have both of those attributes. This is unlikely to be possible on a network-wide basis, at least in the medium term. The railway needs the income. Given this constraint, the existence of cheaper but less flexible fares is of benefit to those passengers who are willing to make the trade-off, particularly those such as students, pensioners and others on low incomes for whom cost is otherwise a major barrier to rail use. The substantial take-up of these fares shows their popularity. The Committee has therefore consistently welcomed, and encouraged, the development of cheap fares, especially when they are available with relatively few restrictions.

13.19 Nevertheless, the walk-on ticket still has an important place. To be a true public service, the rail network must retain the walk-on principle because:

(a) the AP ticket is unavailable to passengers who do not know their need to travel before the booking deadline (such as those faced with emergencies or short-notice meetings);

(b) if the AP quotas are sold out (which can happen very early), the walk-on ticket becomes the only ticket available; and

(c) some people do require flexibility, particularly for return journeys (e.g. for business meetings of indeterminate length).

13.20 We also accept that in the real world, the fare *structure* needs to be used to manage demand in the short term on routes where regular peaks occur. The ways to manage demand are to:

(a) accommodate peaks (expensive – assets sit idle for much of the day or the week; passengers will pay in the end through higher fares all round); or

(b) price it off (sometimes the British Rail approach – this is incompatible with the railway being seen as a national resource, and encouraging modal shift and social inclusion); or

(c) attempt to even it out.

13.21 Evening out the demand has the advantages of accommodating everyone somehow, of making conditions less stressful for those who can't be flexible (especially commuters), making travel cheaper for those who can, and (by utilising the minimum resources) keeping the overall cost of fares down.

13.22 The best of both worlds can be achieved. It *is* possible both to retain the cheaper fares (for those passengers who can only afford them, or

who are happy to trade flexibility in return for cheapness) and to have a simplified fares structure. This requires clear fare structures, and nationwide consistency in them. The real reason the fares are so complex is that the operators have (and exercise) so much freedom to divert from any kind of standard. There are, encouragingly, signs that operators can work together to standardise ticket types, such as the collective approach being taken to GroupSave by many operators.

Recommendation

13.23 The current essential spread of fares must be retained, with standardised names, restrictions and conditions network-wide. 'Clear, simple and consistent' should be the guideline. The system then becomes more comprehensible (to passengers *and* staff!), whilst still preserving the spread of options on any particular route, and making it easier to compare offers where there is a choice of operators for a particular journey. Some degree of regulation of the currently unregulated walk-on fares would be appropriate in future franchises, so as to avoid repeating the most extreme of the recent price rises.

Where you can buy your ticket

13.24 There are some good aspects to London's ticket-selling arrangements, such as the 2,400 local ticket outlets, which represent a very useful network for Travelcard and bus pass sales. But there are still gaps in the system. Most importantly, the Committee believes that as long as tickets of any sort are sold on buses, one-day tickets should be among them, and that there should be timed-transfer tickets for passengers without Travelcards/passes who are obliged to change buses en route. National Rail ticket offices in Greater London should also sell bus passes. Adoption of a fully integrated ticketing system, as the Committee recommends, ought to eliminate these problems, but in the meantime the inconsistencies should be addressed.

13.25 The role of National Rail stations in selling their own tickets is as important as ever. It has been suggested by ATOC that the growth of telesales and internet sales means that there is less need for stations to sell advance-purchase tickets. A recent proposal to reduce the number of stations that could sell these attracted scorn, and rightly so. Not everyone has convenient access to the internet or even to a phone, and many people prefer the certainty and reassurance of a face-to-face transaction where your tickets can't get 'lost in the post'. Reliance on credit cards for internet-only or phone-only fares excludes the poorest sectors of society from the cheapest tickets (paragraph 4.9). It is astonishing that the railway industry has seen its own retail outlets as a problem rather than as a sales opportunity – particularly in relation to what is actually a growing product range. Where better to connect with your customers?

Early birds

13.26 The wider introduction of 'Early Bird' tickets on commuter routes would benefit passengers who are willing to trade off the need for early arrivals against the cost saving. It would also assist, if applied correctly, in spreading morning peak loading (which is more concentrated than the evening peak), thus easing travelling conditions for all passengers (see Section 11, 'Easing the Crush'). We would like to see a standardised Early Bird product available on all commuter routes into London, although we acknowledge that this may in practice only be enforceable with the spread of automatic gating at stations, and employers will need to be willing to promote staggered working hours and/or flexitime.

Passenger-friendly revenue protection

13.27 The Committee firmly believes that fare-dodgers should be prosecuted and be given a meaningful punishment. Too many National Rail routes, in particular, are now regarded as a 'free system'. Their operators must improve their ticket examination arrangements (both on trains and at stations, as appropriate). This is not just so that operators receive the revenue they deserve, which can then be reinvested into the system. Honest passengers are justifiably aggrieved when they see others getting away with free travel. Vandals and other criminals will generally only travel for free, so eliminating ticketless travel will help to reclaim the railway for the genuine passenger. A staff presence on trains and at ticket barriers gives passengers reassurance and an information source.

13.28 However, Penalty Fares have caused substantial upset to many Underground passengers who have found themselves caught up in a system that (they believe) has unfairly penalised them. The Committee has sympathy with a great many of these cases. Recent changes to the system have vastly reduced the number of situations in which we believe Penalty Fares are issued inappropriately (but legally). Nevertheless, the virtually complete gating of the Underground provides an opportunity for LUL to abolish Penalty Fares altogether, and to deal more appropriately with the few passengers who are still intent on defrauding the system.

Taxi fares

13.29 The Committee has noted with interest the Mayor's changes to taxi fares; our experience in this new field is growing and at this stage we offer

no comment on general issues. We note with interest the Mayor's changes to the night fare tariffs and the extension of the range of compellability (i.e. the distance above which a driver need not accept a journey) to 12 miles. We have also continued to debate the need to provide a fairer deal for passengers undertaking local journeys from Heathrow, and those travelling from the airport to places outside the Greater London boundary. The latter issue arises because journeys across the boundary have no set fare, but are subject to driver-passenger negotiation. We are taking a particular interest in the experimental arrangements now in place at Heathrow on these issues.

Standards for fares and tickets

- A single, fully-integrated fares system for public transport travel within Greater London, in which any journey can be made on one ticket, bought from any outlet irrespective of administrative boundaries. (It is acknowledged that on-bus ticket-issuing may, in practice, need to be more restricted than this.)
- All staffed National Rail stations to sell the full range of National Rail tickets.
- Longer-distance National Rail journeys to offer a standardised range of fares with standardised restrictions, based around the current spread of options. To include an advance-purchase ticket with a flexible return leg.
- A standardised small-group ticket (building on the GroupSave ticket) to be available on all journeys.
- A standardised 'Early Bird' ticket on all London commuter routes.
- Abolition of Penalty Fares on London Underground.

14 How are we waiting?

General principles

14.1 There are essential facilities that a public transport access point must have, regardless of the mode being used. The station or stop must be reached via accessible, secure and convenient routes from the catchment area it serves. There must be somewhere weatherproof in which to wait. Users must be able to get help and information – and that really means help and information, not just a poster saying when the service is theoretically due to come, or who to phone if you have an enquiry and are fortunate enough to be travelling during office hours! Real-time information is vital, as is a means of seeking other information and emergency assistance. London's operators are poor at conveying real-time information when things are normal; during disruption it can be shambolic. Such displays are only as good as the data collection system which supports them, and problems arise here too. Ideally, this information should include disruption on connecting services by other lines and other modes. The 'whole journey approach' also means giving passengers real-time information at the points where they are in charge of their travel options – i.e. not just once they have gone through barriers onto platforms, but in ticket halls (or elsewhere), where they can decide to use a different mode or to do something else (e.g. having a cup of tea) in the waiting time.

14.2 Beyond that, there are some facilities that, whilst clearly not realistic at all 17,000 of London's bus stops, are certainly justified at the key access points, where most people wait or where people wait for longest: railway stations, bus stations and the key bus stops. A comfortable, heated waiting room makes for an agreeable wait, along with a newspaper kiosk or refreshment stand. Busking is acceptable if the musicians are licensed and on suitable pitches. Toilets are the most neglected facility (see below).

14.3 A step-change in quality would be achieved simply by a wider availability of staff. A staff presence provides reassurance, surveillance, information and the human touch which no telecommunications system can ever fully replace. Yet this presence (if it exists at all) disappears at the very times and places when it is needed most: in the evenings and at the least busy locations. Rail stations should progress towards being staffed throughout their hours of service, with targeted staging-points. Bus stations (and perhaps some key bus stops) could also justify a staff presence.

14.4 Staff must be approachable (not hidden behind a door marked 'Private'), knowledgeable about their services and those of other modes, and pro-active in meeting customers' needs. Too often staff seem to 'hide' when the service is disrupted and passengers most need their help – perhaps because they sometimes seem to know no more than the poor beleaguered passenger about what is supposed to be happening. They must be trained to make clear announcements, and recorded announcements must be used correctly. Staff should be able to assist mobility-impaired users, and have the necessary skills to deal with difficult situations and to respond to people in distress. 'Head office' staff whose work does not bring them into frequent contact with customers should go 'back to the floor' at regular intervals. Fortunately, operators have been increasingly looking to customer service skills in their recruitment policies, and it is telling that the DLR and Heathrow Express approach is to recruit people with these skills and then train them in railway operations – rather than the conventional, opposite approach.

14.5 Once the facilities are in place, they must be maintained. Too often they are left scruffy, with litter and graffiti allowed to accumulate. No other successful retail environment would let things deteriorate to the stage of having layers of peeling paintwork, but for some reason this seems to be accepted at railway stations. It shouldn't be. A poor state of upkeep puts off passengers and merely encourages vandals to contribute to the decay. Increased staffing will help.

14.6 But there is more to access points than simply 'ticking the box' for having the facilities. We believe that off-peak traffic can be won if the access points are attractive. A bus or rail station which is desolate and lifeless will deter potential travellers. One which is attractive and welcoming will encourage them. Ideally, each should be a focus of community life, to which visitors are attracted by its bright lights, savoury smells and general busyness. If, in Denmark, the local station restaurant can be the favourite family venue for Sunday lunch, why not in London too?

Personal security

14.7 People must be able to feel secure when waiting for onward transport. There is no formulaic solution to insecurity: measures must address the specific problems at each location. But the presence of staff and other users is a major contributor to feeling secure at interchanges, by countering feelings of desolation/isolation. Staff can also eject people with no genuine reason to

be present but who make others feel insecure. Encountering touts, pesterers, beggars or inebriates is a major contributor to perceived insecurity, and concerted action must be taken to resolve the problem beyond the stalemate of 'moved on only to return'. There is a perception that the British Transport Police have insufficient presence on the ground. Security officers (in distinctive uniforms) are a substitute, but are not regarded as highly as police officers or genuine 'staff'.

14.8 CCTV is helpful, but must be monitored in real-time if it is to be a deterrent, and the ability to make loudspeaker announcements to miscreants who are caught on camera is remarkably effective. It is, however, not a substitute for staff on the spot who can attend incidents immediately. Other factors relating to the general level of facilities will also assist; good signage, lighting, cleanliness, seats, and phones all contribute to perceived security. Existing facilities must be reviewed to 'design out' crime. Help points are widely welcomed, although these need to have an 'information' button as well as an 'emergency' one.

National Rail and Underground stations

14.9 The quality of National Rail stations is presently patchy, despite the commercial incentives on train operators to improve their retail environments. Railtrack's 'Developing Modern Facilities at Stations' standards[10] should be the minimum. Some TOCs are making good progress on some stations, but many other stations offer fewer facilities today than in the century before last when they were built. More attention needs to be paid to the basics. It is nothing short of shocking that many operators provide timetables that are illegible or incomprehensible, or put key information inside a booking hall that is locked up for most of the day. It is unbelievable that some operators seem willing to leave passengers (their customers) helpless, perhaps relying on under-used or inoperative public address systems. The few requirements in TOCs' Franchise Agreements are well-meant but not always particularly rigorous. New or extended franchises must improve upon these, but it is not clear how seriously the SRA is taking the issue – nor whether the SRA's proposals for funding station improvements in the meantime are sufficiently comprehensive.

14.10 National Rail stations are often desolate wildernesses, but it *is* possible to reclaim the rail network for the genuine passenger – as the concerted effort on the Wimbledon Loop has shown. Secure Station accreditation should be standard for all stations, and similarly for Secure Car Parks accreditation. Some suburban stations are hidden away in side streets but could be reconstructed (perhaps as part of platform extension schemes or other works) to provide direct access from a main road, enhancing their presence and convenience. Where this is already the case, new subsidiary entrances could sometimes improve access to/from the side streets.

14.11 Underground stations have a notably friendlier, safer feel than National Rail stations – not just because there are often more people around, but because they are generally a closed system, staffed and cared for. Their front-line staff are conspicuous at busy times and locations – but ironically, this has made their absence at other times more obvious, and for some users it is precisely these times when their visible presence would be most reassuring. In general, the standard of cleanliness on the Underground seems to have been improving in recent years – this despite the monumental scale of the task, given the number of users, their habits, the security-related lack of bins and the widespread distribution of free periodicals. The exceptions are perhaps those stations in urgent need of renovation; water-stained passageways are not an inspiring sight.

14.12 The Underground has traditionally been good at providing 'static' information, in the form of the 'Tube map' and of other signage or information at stations. National Rail operators would do well to follow LUL's standards (for example, in its local area maps). Real-time information is less good. LUL's dot-matrix train indicators were a world-leader when installed, but the signalling is often inadequate to allow them to be used to full effect. Nor are they yet found on all platforms or at station entrances. LUL, with higher levels of station staffing, is in a better position than the National Rail operators, but messages on whiteboards at station entrances are frequently unclear and/or out of date.

14.13 The Committee supports, in general terms, the installation of automatic gates at stations. These help the operators to reclaim the railway from people who should not be there and to recover all the revenues due to them. But the gates are costly, and at several stations lesser-used side entrances/exits were closed (without consultation or warning) to avoid the cost of gating them. Where such side entrances/exits provided the only step-free means of access to particular platforms, some passengers were denied use of the station (or could occasionally be left stranded on the platform after leaving a train). LTUC's intervention in a number of cases contributed to the Rail Regulator's decision to limit this practice, and LTUC was glad to receive an assurance from LUL's Managing Director that the practice will stop on his system too. Even when an accessible route is still available, the closure of the subsidiary entrance sometimes eliminates the more

10 *Developing Modern Facilities at Stations – Consultation Report* (Railtrack, November 1998). The standards divide stations into six categories, according to their importance, with higher levels of facilities in the higher categories.

convenient access to the station for some passengers. Common-sense solutions, as well as consultation at an early stage, are required.

14.14 Where both systems fall down is at 'joint' stations, served by both but operated by one or other. Each system has different standards, causing confusion for passengers, and (unsurprisingly, but quite unacceptably) there is usually too little information or facilities for users of the 'guest' train operator. It is disgraceful that at important stations such as Farringdon, Ealing Broadway or Highbury & Islington, passengers are denied the level of ticketing facilities and information that they would normally expect, simply because of arbitrary organisational boundaries. We believe that common – high – standards must apply irrespective of who operates the station.

Station accessibility

14.15 Given that most of London's stations are little changed from their Victorian origins, it is no surprise that few are fully accessible to passengers with impaired mobility – especially those who require step-free access. Much can be done in the short term, with the small details, such as making sure that train indicators are legible by people with limited vision, or having information in large print. Existing accessible facilities must be retained and properly maintained (lifts are no good if they don't work), and closing a step-free side entrance to an otherwise inaccessible station (see above) is a retrograde move.

14.16 But the big legal question lies in the implementation of the Disability Discrimination Act (DDA): what level of accessibility provision is it reasonable to expect operators to make, given the scale of the task (especially at Underground stations)?

14.17 On the National Rail network, the long-term aim is for full accessibility, and operators of new franchises are expected to work towards this. The promises of a programme leading to full accessibility on both the Chiltern and the South West Trains replacement franchises are a welcome start, and progress must begin on franchises with short extensions (possibly by direct funding from the SRA).

14.18 We support LUL's programme for making a number of 'core stations' fully accessible, and it is also experimenting with platform humps at fixed points on platforms to facilitate boarding and alighting by wheelchair users. But given the scale and cost of the physical works involved, and the urgent call on available funding simply to keep the current assets working, creating a fully-accessible Underground system will unfortunately remain a very long-term goal. It would give greater confidence that LUL is indeed committed to delivering the standards set by the DDA if it was to publish a target programme for delivering full accessibility at the core stations, with a ring-fenced budget and regular monitoring of the progress made towards achieving it.

14.19 And it is not yet apparent that all parts of the organisation are fully committed to delivering LUL's professed objectives in this sphere. Like some TOCs, it has been guilty of trying to close step-free side entrances. Many of the fixtures and fittings of stations on the Jubilee Line extension have limited (if any) colour contrast, suggesting that consideration for the needs of visually-impaired users has been subordinated to architectural aesthetics insufficiently informed by an awareness of good practice in this sphere. The inoperable state of the lifts at these stations, long after their opening, was a disgrace.

Bus stops

Facilities

14.20 Bus stops have traditionally been the poor relation, with few facilities beyond a timetable and (only recently widespread) a shelter. But there is increasing recognition that this cannot continue. Real-time information is a prerequisite, and TfL's programme of Countdown indicators at stops needs to be extended London-wide, with a push-button audible alternative for passengers with impaired vision. Such information is extremely popular with users, though its reliability still needs improvement as displays too frequently give false information or none. Help points should be a longer-term goal. Legibility of information after dark remains a problem, with many stops poorly lit. The fruits of research into the best format for timetables are now seen in stop-specific departure sheets, and we expect TfL to continue to seek ways of making its bus maps more user-friendly too. The question of ticketing facilities at bus stops is closely related to London Buses' fares policy, but in any case the provision of ticket machines at stops is an interesting experiment aimed at reducing dwell times.

14.21 Thereafter, other amenities can be added, and key bus stops should become mini-hubs in their own right. But facilities should be *near* rather than *at* stops, to ensure unobstructed sightlines and to discourage motorists from stopping there.

Accessibility

14.22 An accessible bus service demands not just a low-floor bus but accessible infrastructure too. The prerequisite is for the bus to be able to pull close enough to the kerb for people not to have to step into the road, and for the ramp (when deployed) to rest on the kerb. Other vehicles must not be allowed to obstruct the stop, and so all bus stops should be covered by unambiguous 24-hour clearways. Some authorities still propose 7am-7pm clearways even when services extend

beyond these hours. The geometry of the stop is also vital. The once-standard 'bus bay' is wholly unsuitable for today's buses and their docking requirements, and also encourages obstructive parking. Traffic authorities should instead upgrade every stop layout to meet London Buses' current published standards. The layout of the shelter, pole, timetables and other facilities must also be accessible, although this is made harder by physical constraints in some locations and by the variations in bus door layouts.

Hail-and-ride

14.23 All this presupposes that a fixed stop is needed; hail-and-ride routes do away with this. Hail-and-ride has expanded as the bus network has extended into London's back streets, and is a great boon to the many ambulant disabled people who cannot walk far. But there are growing pressures against this system. There is a conflict between the desire to drop passengers off conveniently and the need to avoid stopping in unsafe places or too frequently. People with limited use of their arms can have difficulty in hailing a bus. The absence of fixed stops makes it harder to provide accessible infrastructure and information – but in these back streets it is not always possible to find satisfactory locations for fixed stops. The Committee looks at each situation on its merits, but is concerned that this convenient system is being gradually eroded.

River piers

14.24 The Committee welcomes the relatively high-quality approach that TfL has been taking to the design of its new or rebuilt piers, which make the remaining piers now look unimpressive. Perhaps the key quality issue, however, is access. Some piers are hard to reach, particularly from other public transport modes, and we welcome TfL's intention to explore possible improvements. The Woolwich Ferry (which is curiously absent from the Mayor's Transport Strategy) has particularly circuitous access for its few foot passengers.

Toilets

14.25 Public toilets seem to be a disappearing breed. They are perhaps the most neglected facility in public transport, because they are expensive to provide and maintain, and because they need to be actively managed to prevent them from attracting undesirable activities. It seems that station operators and local authorities would be pleased to abandon toilet provision entirely. But this would show scant concern for users' welfare, especially those whose medical condition means that ready access to these facilities is important, or those who are travelling with small children.

14.26 It is unacceptable for a high proportion of toilets to be out of use because of vandalism. The Committee condemns vandalism, and believes that the perpetrators should be treated with a severity that fully reflects the difficulties they cause to other users. However, experience elsewhere (e.g. motorway service areas) shows that with modern equipment and materials, the problem can be overcome. All new or renovated stations and other main interchanges should incorporate toilets as a matter of course. Station operators and local authorities (many of whom seem inclined to ignore the matter entirely) should work jointly to ensure the optimal provision of these facilities.

A glossary of abbreviations appears on page 83.

Standards for access points

See also the standards for interchanges in Section 18 ('Moving swiftly on')

- All public transport access points and interchanges to provide the following, throughout their operating hours:
    - Weatherproof shelter (heated at key locations*).
    - Conspicuous information on the facilities available there.
    - Real-time visual and audible information for all relevant modes, including connecting modes. The audible information can be activated by a push-button or via a telecommunications link to someone in a control room. The information should cover actual timings on the modes from that access point, plus generalised information on disruption elsewhere.
    - A help point, for information and for emergency assistance. This could be via a staff member visibly on the spot, or through a telecommunications link to a control room.
    - Unassisted step-free access within the facility and to/from other modes and the street. (Derogations, e.g. for Underground stations, to be individually justified.)
    - Layout and information to be fully accessible (i.e. to meet the relevant design standards).
    - Secure cycle parking at key locations*.

    ** Key locations will comprise all rail and riverboat stops, all bus stations and key bus or tram stops.*
- Bus stops to have at-any-time clearways and geometry to London Bus Priority Network (or successor) standards.
- All stations to meet Railtrack's 'Developing Modern Facilities at Stations' standards, as a minimum.
- In the short term, stations should be visibly staffed (including for ticket-purchase) from at least 0630 to 2130. In the longer-term, all stations and other key locations to be staffed throughout their operating hours.
- All stations to have a fully accessible toilet on the premises (or within the interchange complex, if part of one), open throughout the station's operating hours. Toilets to be attended at main locations.
- All stations to have Secure Station accreditation.
- All car parks to have Secure Car Park accreditation.

15 Quality on board

Introduction

15.1 Passengers' expectations of their in-bus, in-train or on-boat experience are nowadays benchmarked against the car. Whilst opinions are perhaps divided as to the merits of sharing one's travel experience with strangers, there is little doubt that in-vehicle quality on public transport is tolerated rather than relished.

15.2 Perhaps the least subtle influence on in-vehicle service quality has been the move towards greater accessibility, with the necessary changes in internal layout and appearance. The Committee unhesitatingly welcomes this. But there remains a tension between the growing recognition among operators that quality counts and what seems to be a continuing desire to squeeze quarts into pint pots.

Bus design and layout

Routemasters and the future of the open platform

15.3 The future of the Routemaster bus is perhaps one of the most hotly debated questions in London's transport. There are arguments for and against, too numerous to reproduce here, but the key issues relate to the presence of the conductor, and the open platform that allows users on and off at will. The presence of a conductor is not an argument for Routemasters, because any bus can have a conductor (if the internal layout is properly designed for that system). So the real question is over the open-platform, rear-door design.

15.4 There have been suggestions that a custom-designed 'bus for London', which could have an open platform but would have to be fully accessible, could be developed to replace the Routemasters. The legal context appears to be as follows. Regulations made under the Disability Discrimination Act (DDA) require newly-built buses to be fully accessible. Existing non-compliant buses (including Routemasters) may continue in service until 2017. The Regulations concerning other aspects of bus design do not prohibit an open platform on either existing or newly-built buses. There is currently in the pipeline a European Union directive on bus construction, which would require all newly-built buses from 2005 to have doors. However, this directive has already been long in gestation and its progression into law (soon, or at all) is not yet certain.

15.5 There are accordingly two related questions: Should the open platform be perpetuated in future (accessible) bus designs? And should Routemasters be kept until the end of their useful life, or replaced early? We acknowledge that the arguments are finely balanced in both cases. On balance, we believe that the Routemasters should be retained until the end of their working lives, because they are an existing resource and they are popular with their users. Their lack of accessibility must be addressed using accessible buses (and accessible bus stops) on parallel routes. However, open platforms should not be perpetuated in future bus designs, particularly in view of the increased safety risk arising from that feature.

Other layout issues

15.6 The low-floor, accessible bus designs that have been developed to meet the DDA requirements (requirements which the Committee fully endorses) have been of clear benefit to many bus users: not just disabled people but also those with shopping, heavy luggage or pushchairs. Some criticisms of these designs – such as lack of a lower-deck rear window – are merely teething faults that have been easily corrected. A more serious problem is the loss of seats in the front part of the bus, in order to accommodate a wheelchair space. This is allied to the high steps to the seats at the rear, needed because the low-floor at the front forces more mechanical equipment to the rear. The Committee looks to TfL and the bus operators to optimise the designs in the light of the growing service experience with these buses, but is adamant that the baby should not (and legally cannot) be thrown out with the bathwater.

15.7 The Committee welcomes TfL's intention to develop a common specification for London buses, which will be of particular use to some disabled people and will make it easier to design bus stops that can cope with the buses (e.g. in terms of the shelter and pole layout). That said, the Committee is interested in the outcome of TfL's experiment with three-door articulated buses, in an attempt to reduce dwell times. Some overseas cities have bike racks on the front of each bus. In London, there seems little general demand for this, except in some specific cases such as routes serving country parks; the practicability of such arrangements (including safety implications) would need to be thought out first.

Information

15.8 Following vigorous representations from the Committee, the accuracy (and legibility) of bus destination displays has gradually improved – and the DDA requirements will bring further

improvements in time. But British bus operators have been slow to adopt new motorised technology which allows blinds to be reset centrally from the cab, and ensures that all displays are mutually consistent. TfL is justified in banning dot-matrix indicators, because they have poor reliability and they are difficult to read quickly on a moving vehicle.

15.9 In-bus information could be much better. In Paris, semi-geographical route maps showing all stops are the norm, slotted into frames so that buses can be transferred between routes without carrying misleading information. Underground-style line diagrams found on a few London routes are less appropriate to buses, because users need 'ground references' (e.g. street names and prominent buildings) to identify their location. Real-time "next stop is…" announcements (both aural and visual) are, like on trains, a boon to people who don't know the route, have visual impairments, cannot see through the crowd, or simply want to do without the anxiety of overshooting their destination. Expensive technology is not needed to achieve this – London drivers' voices should be no less fit for this purpose than those of their counterparts in Gothenburg and Berlin.

Reducing bus stop dwell times

15.10 Buses (particularly at busy locations) spend a lot of time stationary at bus stops. This is time wasted for those passengers already on the bus, and needs to be minimised. TfL is already encouraging pre-purchase of travel by making it significantly cheaper, and simplifying fares, so that those paying on entry know in advance which coins are required. It has also been experimenting with two-stream boarding. The cashless bus is a more radical option, although the Committee has reservations about this approach (see Section 13, 'Tickets to please'). The interior layout of buses should be designed to minimise conflicting flows (with separate doors, and in the case of double-deckers, centre staircases), and buses must be able to pull up close to the kerb at stops. We await the results of TfL's experiments with articulated buses. As described below, an optional conductor would be valuable on the busier routes at the busier times – but only on buses with a unobstructive location for him/her to stand in.

Railway carriage design

15.11 A passenger train operator is effectively giving its customers a home for perhaps several hours, and so its quality is crucial. Trains are now ordered much like airliners: a standard shell is fitted out to the operator's specification.

15.12 What is certain is that the on-board quality needs to be as high as possible. Key aspirations are given in the 'standards box' at the end of this section, but the Rail Passengers Committee (RPC) Network's full specification is available separately. A smooth ride, and good sound-proofing against track/motor/engine noise, are prerequisites. Corridor connections must be available between all passenger coaches (including units coupled together). This promotes passenger security, facilitates ticket-inspection, spreads passenger loads within the train, allows access to catering facilities, and makes it less likely that all available toilets will be unusable. Leg-room must be comfortable – it is ironic that as people have become progressively taller, the design of train interiors has proceeded on the opposite assumption. Seats must be aligned with windows, to allow good visibility rather than claustrophobia. Luggage space is important, and it must be where passengers can keep it in sight. Any smoking accommodation must be self-contained, with no smoke drift into non-smoking areas through the air-conditioning system. Prototypes of both new trains and refurbishments should be tested with user consultation and by in-service experience, and designs fine-tuned accordingly. Technical acceptance of new trains into service has been disappointingly problematic, and we welcome the SRA's recently-increasing focus on managing this challenge effectively.

15.13 Unfortunately, not only are people getting wider but (for technical reasons) trains are getting narrower. Seats need to get wider, but aisles must be wide enough to walk along easily with luggage, young children, etc. Five-abreast seating is therefore increasingly untenable – and on some recent long-distance trains, even four-abreast is tight for many people.

15.14 Long-distance and inter-regional trains clearly demand a high level of comfort and facilities. It is a testament to the chequered nature of recent progress that the level of comfort in the Mark 3 coach, now twenty-five years old, makes it still the carriage of choice for many regular inter-city passengers. The new Virgin Voyager trains, which seem likely to become the post-Turbostar de facto inter-city standard, amply demonstrate the paradox of modern designs. If retail is detail, the Voyagers are a triumph: power points for laptops/mobiles (for all passengers, not just in first class), an audio system, seat-back magazine nets, window blinds, coathooks and a cheery décor. But they also represent the 'quart in a pint pot' syndrome: fewer toilets and fewer luggage racks, per seat, than the trains they replaced. It will be interesting to see how they fare on busy summer holiday services, especially with many standing passengers in their aisles and vestibules.

15.15 To be fair, Virgin's shop-style buffet counter is the sort of imaginative idea that operators should be coming up with. They need to go further, to tailor the train to the users' needs rather than vice

versa. We wouldn't necessarily insist upon the luxurious on-train bath which appeared in a well-known soap advert some years ago, but aspects of the Continental approach are worth importing: semi-compartments for business meetings, a play area for families with young children, and a genuine bar area. GNER's 'White Rose' trains, highly-Gallic regional Eurostars in disguise, have been well-received – perhaps because the home-grown alternative was originally built down to a price rather than up to a specification.

15.16 Metro and other local train services can clearly manage with a lesser level of facilities (such as catering) and segmentation, but there is no reason why they should be of a lower quality. The local nature of a service is no reason to offer its users a bargain-basement ride that cannot compete with today's 'supermini'. There are, however, specific design challenges. There is a balance to be struck between providing the maximum number of seats and the maximum overall capacity. Connex's recent experiment of altering a train from five seats abreast to four, increasing the overall capacity of the train, seems to have been popular with passengers. The Committee is certainly not averse to such a measure being more widely adopted, given the other problems with five-abreast seating, although it should not be used as an easy way to avoid tackling capacity problems at source.

15.17 Minimising dwell times (the periods trains spend at stations) is vital to squeezing the maximum capacity out of the rush hours, and here train design can help too. Wide doorways speed the flow, and appropriate interior layouts (including wide standing areas) can encourage people to 'move right down inside the cars'. The Committee is willing to consider omission of toilets from metro trains, in view of the difficulty in keeping them maintained and the space they take up. Each case will be treated on its merits, but equivalent alternative provision at stations will certainly be required.

15.18 In between those two roles come the outer-suburban and regional services (e.g. London to Bedwyn or King's Lynn). Their passengers have journeys of an hour or more, and therefore deserve relatively comfortable trains, rather than the souped-up commuter train that is used on some of these routes – particularly as it is these middle-distance journeys for which the car has a great deal of attraction. Refreshments and first class seating should be considered on a case-by-case basis.

Underground trains

15.19 The key issues for Underground trains arise from overcrowding. We are interested in the 'Space-Train' concept for the deep tube lines: a radical design that would squeeze the most out of the available cross-section and provide inter-carriage walkways. More immediately, a major comfort problem is the lack of adequate ventilation, particularly when heavily loaded and in deep tunnel sections. Limitations of space on the deep tube lines is undoubtedly one of the technical challenges, but it is not acceptable for Underground travellers to endure such discomfort indefinitely.

Cycles on trains

15.20 Current provision for cycles on trains is a production-led hotch-potch, based on how the trains in question were built, rather than being a customer-led service. It is reasonable for cycles to be barred from peak-hour with-flow trains, given the pressures on them, but otherwise adequate provision should consistently be made. Bikes need a separate area designed specifically for them. This must be visible, though, as cyclists prefer the reassurance of knowing that their bike is still there. (On long-distance trains, a locked cycle/luggage compartment might be helpful.) Bike areas must be in a consistent point on all trains, and conspicuously marked on the exterior. Consistency is needed in cycle reservation policies.

More policies

ASPIRATIONS FOR NATIONAL ROLLING STOCK DESIGN: A POLICY STATEMENT (Central Rail Users Consultative Committee [now Rail Passengers Council], December 1998)

Keep it clean

15.21 If cleanliness is next to Godliness, then reconciliation is well overdue. Exterior dirt not only obscures windows, but also makes for a poor image. Lack of interior cleanliness is a problem created by anti-social passengers, but one which operators need to tackle for the benefit of the remaining clientele. Although buses and trains usually enter service 'clean' (which tends to mean simply litter-free), they are allowed to accumulate rubbish throughout the day because there is often no – or wholly insufficient – cleaning at the ends of journeys.

15.22 Given the security-dictated removal of all litter bins, and the busyness of (particularly Underground) trains and platforms whilst in use by passengers for 18 hours each day, the scale of the challenge faced by railway cleaners should not be underestimated. Some operators have discovered that it is not rocket science to employ travelling litter-pickers or cleaners at termini, although these are among the first to be dropped when price triumphs over quality. Most buses do not return to their garages during the course of the operating day, and it would be difficult for operators to sweep buses out at route termini if there are no litter disposal facilities there. Light

cleaning could be carried out at layovers at bus stations, but only a minority of routes have these. The most fruitful approach is probably one of passenger education (as with motorists who abuse bus lanes). It is not clear whether London's passengers would easily accept a total ban on eating and drinking on board buses or local trains.

15.23 Unfortunately, litter-picking is sometimes the limit of attempts at cleanliness, with surfaces allowed to get grubby or tatty through their daily use. One bus operator's benchmark for cleaning approximates to 'just like new'. This is far preferable to making a fanfare out of overdue 'spring cleaning'.

On-board staff

Bus Conductors

15.24 Like the future of Routemasters (and too often confused with it), the desirable extent of conductor-operation on London's buses is a hot topic, with the Mayor having set out his stall in its favour. There are arguments on both sides (Table 15.1).

15.25 In the 1980s, when London's conversion to one-person-operation was being completed, passengers appeared to prefer having conductors, but were unwilling to pay higher fares for the privilege. As the Mayor does not seem to be considering raising fares for that purpose, funding for conductors will inevitably mean diverting funds from another part of the transport system – unless they are expected to be self-funding from reduced vehicle requirements (due to higher speeds) and higher revenue (due to greater attractiveness to passengers).

15.26 In an ideal situation with unlimited resources, increased numbers of conductors would be desirable. But the situation is far from this. Staff shortage is currently a key factor in London. There is no clear prospect of an end to the current endemic driver shortages. It is not realistic to assume that even more staff can be recruited and retained in the next few years. Furthermore, the Mayor's aspiration (which the Committee supports in principle) to reduce the need for on-bus ticket purchase will, if successful, reduce the delays at bus stops which appear to be the principal reason for the Mayor's policy.

15.27 But there is a clear case for an *optional* 'second person' on some buses (or at some stops), who would have duties appropriate to that particular location, route or time – such as fare collection, security (on late-night buses or those full of schoolchildren) or passenger information (e.g. on tourist routes). But the absence of a rostered 'second person' must not result in a service being cancelled.

Bus staff attitude

15.28 Complaints about driver attitude and behaviour are the most common bus-related appeals to LTUC. They are also the most difficult to resolve, because there are usually two irreconcilable versions of the event and seldom any independent witnesses. They cover a variety of issues, including failure to observe stops, failure to prevent anti-social behaviour (e.g. of drunks and school children), rudeness, and poor driving skills.

15.29 The driver (or conductor) is the human face of the company, by whom the entire organisation is judged. Passengers are entitled to seek the same standards of service that they have come to expect from other 'customer-facing' organisations. If checkout operators in supermarkets are trained in the importance of making eye contact and offering a friendly greeting, so too should bus drivers be. In TfL's recent customer satisfaction surveys, almost one passenger in five, when asked about the attitude and behaviour of staff, found it unacceptable – a score which other service organisations would regard as horrific.

On-train staff

15.30 The Committee has taken no view on the current issue of the changed role of train guards. But LTUC certainly believes that an accessible on-train staff presence – as distinct from the

Table 15.1:
The arguments for and against bus conductors

For Conductors	***Against Conductors***
No delays at stops due to a queue for cash fares (nullified by cashless bus)	Targets for robbery (nullified by cashless bus)
Can provide a tourist information and general assistance function (if the conductor is good enough or well-motivated enough)	Twice as many opportunities for cancellations or timetable cutbacks due to *endemic* staff shortage
Can improve perception of personal security	Twice as many opportunities for ad-hoc cancellation due to staff shortage *on the day*
Can raise the recruitment pool for (and the quality of) bus staff, by attracting people who want to drive but not deal with passengers or cash, and vice versa	Extra staffing costs – requiring either higher fares or money that would have been used elsewhere

traditional 'guard in the rear cab' – is an important part of on-board quality. On long-distance trains, this is not an acute problem – indeed the inter-city operators are leading the way in having staff who see it as their job to assist passengers. At the other end of the scale, conductors are present on pay-train routes and many regional services, although there are complaints that they are not as visible as they could be. Metro services are the problem. We accept that the sheer number of these trains would make it impossible to justify a second person in the short term. But we believe there is a better balance to be struck, and, as with buses, particular duties could be performed in different circumstances. Employing security guards at known 'problem times' is a welcome development, although these are among the first facilities to be cut when finances are tight, and passengers prefer a clear *staff* presence to a 'bouncer'. On-board staff should be visible and accessible, in a mid-train office, rather than hidden in the rear cab.

Rail replacement buses

15.31 One major hazard awaiting passengers is the spectre of the replacement bus service due to engineering work. On any weekend (and sometimes on weekdays), and at bank holiday periods, several rail routes are operated by buses.

15.32 It is therefore particularly surprising that the quality of the replacement service is often very poor. In fact, there is not even an obligation on franchised TOCs to provide an alternative service when engineering work has closed the railway; sometimes they simply do without. Individual problems with specific replacements can be put down to poor management coupled with an assumption that passengers – even those who are unfamiliar with the system – will somehow 'know where to go' and just 'get by'. Information is often poor. The arrangements must be carefully planned, properly implemented and adequately staffed and supervised on the day.

15.33 In some situations, slavishly attempting to replicate the normal railway service pattern with a bus is indeed a poor way of making alternative arrangements – such as in inner London, where in some cases stations are close together, the bus may have to stop some way from the station entrance anyway, and traffic congestion would make the bus very slow. But passengers should not be left disadvantaged. Arrangements need to be made for tickets to be accepted on alternative routes or modes. In some cases, imaginative planning of bus routes linking to other rail services can make the best of the situation.

15.34 It is quite unacceptable that passengers who can travel as a matter of course with heavy luggage, prams and bicycles (and from some stations can travel in a wheelchair) are suddenly debarred from travel on seemingly random occasions, simply because maintenance work has forced the operator to use road transport instead. The Committee therefore welcomes the provisions in the Transport Act 2000 which require operators of rail-replacement road services to ensure that disabled passengers can travel safely and in reasonable comfort. But this needs to go further, in order to accommodate people with luggage and bicycles, who have every right to travel with them.

More policies

CODE OF PRACTICE FOR RAIL REPLACEMENT BUS SERVICES
(Contained within 'Requirements for Rail Timetables', Issue 1, February 2002)

River-boat design

15.35 There seem few pressing issues about the design of London's river ferries. Recent designs have provided for full accessibility. Although few foot passengers use the Woolwich Ferry, their experience could be improved. The on-board environment is poor, and the boats lack the full accessibility of their passenger-only counterparts upstream.

Personal security

15.36 Some people feel insecure on board certain buses and trains, and others avoid particular routes or times (or avoid public transport altogether) for similar reasons. Particularly amongst female passengers, the *perceived* risk is much higher than the reported rate of *actual* incidents, because much of the concern arises from the conduct of fellow passengers (often in groups and/or alcohol-fuelled) which is disquieting rather than actually threatening. Most assaults on passengers are on victims known to the assailant rather than involving strangers, but witnessing these can be distressing.

15.37 Anti-social behaviour, along with graffiti and other vandalism, tends to be limited to certain routes and times. Crime-prevention resources should be targeted at these, although this can be difficult to reconcile with the general desire for more (visible) staff and police overall. In any case, staff must be able to draw upon timely police back-up when necessary. Miniature video cameras are a welcome deterrent, but may be less so than the presence of staff. Optional second people on buses or trains (described above) may therefore have a role. Speedy removal of graffiti and repair of damage caused by vandalism is important in creating the sense of a managed environment.

15.38 On trains, talk-back alarm systems and (on the Underground) car-end windows are welcome developments, but aggressive begging is an unwelcome one. On buses, upper decks are particularly problematic, and it may be useful to lock

them out of use at certain times. Unfortunately, employing bus conductors results in a rise in crime, because their farebox present a target for attack.

15.39 The peak time for disorderly conduct is the end of the school day. The unruly behaviour of groups of school and college pupils is part of a wider problem with their travel (paragraph 4.20). Schools are often unable to provide monitors off their premises, and even if they do, they have no powers to enforce good conduct. If supervisory personnel are to be deployed, it will normally have to be done by the operators themselves.

Standards for quality on board

Standing

- Standing only to be acceptable on peak-time rail services, for no more than 20 minutes.

National Rail *(Principal aspirations only – see the RPC policy statement for the full specification)*

- Gangways between all carriages (including between units).
- Trains on journeys more than an hour long, and all trains that are predominantly operated on an all-day basis, to have 2+2 seating.
- Accommodation for several bicycles.
- Secure luggage space (e.g. coin-operated lockers).
- Compliance with the Disability Discrimination Act (aspiration particularly applicable to refurbished trains; new trains will be compliant anyway). This particularly covers physical accessibility, and also audible/visual information displays.
- Air-conditioning (or, as a minimum, forced-air ventilation).
- Toilets (exceptions may be made for Metro trains in certain circumstances).
- A suitably enforced 'quiet coach' (or more than one, if demand justifies this).
- Rail replacement buses to accept cycles and heavy luggage, and to conform to LTUC's proposed Code of Practice.
- All services to operate under a quality incentive system for cleanliness (including litter, graffiti and toilets).
- All trains should have a passenger-facing conductor to provide reassurance, customer care, revenue protection and/or light cleaning (as appropriate on each service). The conductor's absence must not require the train to be cancelled.

Buses

- Compliance with the Disability Discrimination Act (by gradual introduction of new buses). This particularly covers physical accessibility, and also audible/visual information displays.
- Designated services to have a second person, to provide reassurance, customer care, revenue protection and/or light cleaning (as appropriate on each service). The second person's absence must not require the service to be cancelled.
- All services to operate under a quality incentive system for cleanliness (including litter and graffiti).

Underground

- Air-conditioning (or a suitable alternative ventilation system).
- Compliance with the Disability Discrimination Act (aspiration particularly applicable to refurbished trains; new trains will be compliant anyway). This particularly covers physical accessibility, and also audible/visual information displays.

16 Better streets

16.1 The on-street environment has hitherto undoubtedly been managed with motor vehicles in mind; the needs of other road users have been subordinated to those of the fastest and heaviest mode. Thankfully, this approach is changing, with TfL leading the way in re-directing policies towards more sustainable (and often pleasanter) outcomes. Good practice guidelines abound, but the basic requirements are worth repeating.

Networking

16.2 In general, the pavement and footpath network takes people where they want to go, but there are discontinuities. Road traffic often creates difficulties, particularly at major junctions and gyratory systems where pedestrians were hitherto squeezed-in around (often under) the traffic. The Committee welcomes TfL's more pedestrian-friendly approach to road layouts, but there is a lot of work to be done in bringing London's roads up to a pedestrian-friendly standard. In some places, particularly large modern developments such as Canary Wharf, it is not clear what is 'public realm' and what is private land upon which you walk only at the owner's discretion (and therefore which organisation is responsible for managing the space). Cycle networks, too, are discontinuous – particularly in the suburbs and also at the frontiers between boroughs that take different approaches to cycling provision. Routes tend to peter out at junctions and other locations where they are most needed.

16.3 There are distinctions between segregated cycle-only routes and cycle-friendly 'back street' routes. Cyclists see a role for both, and indeed have varying preferences as to what level of traffic they are willing to encounter en route. The Committee's feedback from users has been that a major modal shift in favour of cycling would require a core segregated network; in the meantime, however, safer lanes on roads are needed. There is also a view that all roads should be made safe for cyclists, not just specialised routes that cater for only a small minority of journeys. The London Cycle Network's approach has been to create a diffuse back-street network, but TfL's thinking seems to be shifting towards more localised, higher-profile projects.

Pedestrian routes

16.4 With walking as the priority mode for short journeys, pleasant, safe, direct routes are needed. This requires attention to both on-road routes and free-standing footpaths. 'Safe routes to stations', and indeed 'safe routes to bus stops', are particularly important, but so are the key routes to town centres and other main destinations. The aim should be progressively to bring London's entire pedestrian network up to the required standards. It seems that boroughs hitherto have not given this a high priority; the Mayor must ensure that this is taken more seriously in their Local Implementation Plans (LIPs).

16.5 Signage is important for unfamiliar users, such as for routes to and from stations and for routes between stations and bus stops, or simply to identify streets. It must be continuous (i.e. repeated regularly until the destination is in sight), and consistent in style and location.

16.6 Routes should have consistently high levels of lighting, and dropped kerbs throughout. The routes should be planned with full accessibility in mind. Tactile paving helps people with visual impairments, as would standardisation of layouts (e.g. at bus stops). Enforcement is needed to counter illegal parking that obstructs pedestrian routes.

16.7 Where inter-modal conflicts occur, pedestrians (often the main street users) should be given priority, rather than yielding to the largest vehicles on the road. Subways are insecure and unsavoury; people should be able to remain on the surface, with motor traffic going under or over if necessary. For surface crossings, we welcome the current move away from the 'cattle-pen' approach, which many people tended to evade anyway. The new approach, involving wider crossings with better timings, provides safer and better-used crossings. Many road junctions with traffic lights lack pedestrian phases, or do not give enough time to cross. Pedestrian phases should have standardised timings, long enough for slower users. 'All-red' pedestrian phases are useful. Guard-railing is widely disliked for its intrusion and perceived ineffectiveness; the Committee welcomes the Mayor's commitment to review its utility.

Cycle lanes

16.8 Although the principal safety risk to pedestrians is from motor vehicles, there are serious arguments as to just how compatible cycling and walking are. It is not helped by the fact that some cyclists bring the entire velofraternity into disrepute by cycling wherever they like, seemingly oblivious of the Highway Code.

16.9 But it is fair to say that lip-service was long the rule for on-road cycling provision. Cycle lanes must be properly planned – not just a white line painted a certain distance from the kerb, petering out at the next parking bay or junction. Car parking cannot be allowed in cycle lanes (either legally or illegally). Standardised cycle lane markings and colours would help. One-way streets and contraflows are particularly unhelpful to cyclists – cycle lanes through 'point no entry' locations can help. Gyratory systems present particular dangers to cyclists. Illegal cycling on the pavement is a widespread and much-disliked problem, but it is difficult to see what form of enforcement could prevent it; a change in social attitudes seems necessary.

16.10 Some areas have good cycle lanes, but nowhere to park. All major buildings (e.g. shopping centres and office blocks) should provide secure cycle (and indeed motorcycle) storage, suitable for both employees and visitors. Facilities should be well-designed, visible, well-signed, conveniently sited, secure, and weatherproof.

16.11 There is quite justifiable resentment of those cyclists who travel with little respect for other road users, annoying (and endangering) them and indeed fellow cyclists too. Cycle couriers have a particularly poor reputation. There seems to be a growing body of opinion in favour of requiring cyclists (like motorists) to have a licence, in order to improve behaviour and/or make third-party insurance compulsory. This would be a major step, and would raise the 'entry barriers' into adopting cycling as a mode of transport. It would be worth exploring the pros and cons of such a policy.

Cycle stations?

16.12 Some authorities have experimented with municipal 'shared bike' schemes. These perhaps have some potential. But they appear doomed to be expensive 'bike donation' schemes, unless sophisticated means are used to avoid theft, vandalism and the costs of recovering or replacing abandoned bikes.

Clutter and signage

16.13 Street clutter is an endemic problem, in two halves. The first problem is pavement furniture, ranging from permanent equipment (e.g. litter bins, phone boxes) to objects for which the pavement is a convenient standpoint (e.g., rubbish bags, traders' signs, pavement parking). Whilst some of these are necessary, they all take up pavement space, may obstruct pedestrians, wheelchairs, pushchairs and visually impaired people, and can also interfere with the visibility (and hence effectiveness) of essential signs. The second problem is visual clutter, ranging from fly-posting to overgrown shrubbery, which interferes with the clear view of essential signage or interferes with safety sight-lines.

16.14 Authorities must pro-actively manage the street scene in an integrated way. All pavement users should be able to use the pavements in safety, and be able to see clearly-displayed signs, instructions, warnings and directions. Essential signage should take priority over non-essential and/or unauthorised signs and posters. Parking restrictions are particularly difficult to see, and such simple solutions as better-positioned (or better-aligned) signs, or coloured road surfaces, need to be explored. Multifunctional poles and signs should be used, to avoid a plethora of individual poles. Sensitively-sited information boards would be useful in drawing essential information together in one spot (e.g. in shopping centres, and by transport facilities and interchanges). Signs must be kept clean, and fly-posting removed. TfL and local authorities need to have mechanisms to check for any problems (such as broken paving stones, illegal dumping or potholes). Street name signage is often patchy and badly sited.

16.15 Drivers get the best of the street signage, particularly now that London's Primary Route network has been fully re-signed (for drivers). The network of signage for drivers should be emulated for pedestrians. Information and signage audits should identify the problems and user-test proposed solutions. Real-time on-street information is a developing art. The current variable-message signs could be used to give real-time information to drivers, although they may simply distract them.

Maintenance

16.16 Users have a low opinion of street maintenance: too many potholes, uneven pavements and inadequate cleaning. Utilities are notorious for poor making-good after works, on both pavements and roads, or failure to make-good at all. Dropped kerbs are often not 'dropped' enough, which can prevent their use by wheelchairs, or alternatively semi-dropped through neglect. But many others are dropped too far, resulting in semi-permanent puddles. TfL has discovered a backlog of structural maintenance on London's main roads, and is concentrating on rectifying this over the next few years. This is undoubtedly correct; patch-and-mend is worse in the long run.

Accessibility

16.17 Streets need to be accessible in their own right, and indeed an accessible public transport system is only available if the on-street approach is accessible too. Currently, the provision of dropped

kerbs and other accessibility features (such as tactile paving) is patchy, and clutter makes many streets difficult to navigate. Boroughs and TfL will need to address this, just as the Mayor is addressing the issue of accessible bus stops and stations. We suggest a rolling programme aimed at eventually making all streets accessible. To maximise the early benefit, it should start with the areas around accessible stations, or along accessible bus routes, and work outwards from them.

Utilities digging

16.18 Utility works represent another bugbear for motorist and pedestrian alike – not just affecting capacity (see Section 8), but also downgrading the street environment. Poorly-stockaded works create a trap for visually-impaired people, and temporary surfaces impede accessibility. Standards must improve. But the long-term answer is to lay tunnels or ducts under the roads, so that maintenance and installation of new pipes/cables can take place without digging trenches.

Standards for streets

See also the standards for Section 8 ('Managing road capacity')

- All road junctions to be capable of being crossed safely without using subways or bridges.
- All roads of four or fewer lanes to be capable of being crossed safely in one go.
- Where road crossings require pedestrians to deviate up a side street, the deviation to be no more than 20* metres.

  * *This is a suggestion; the Committee is open to the development of a different standard.*

- Development of a 'London standard' for pavement and footpath quality, followed by progressive implementation.

17 Safety

17.1 It is noticeable that although the Mayor's Transport Strategy contains a professed commitment to "an integrated approach to safety", the choice of measures is addressed on a purely mode-specific basis, along with a recognition that safety matters on each stage of a journey. The strategy refers to the need to tackle "those parts of a journey that are perceived as being less safe" – as opposed to those that are *genuinely* so.

17.2 The safety levels of the Underground and the National Rail network (for which the Mayor had no responsibility at the time the strategy was compiled) – and their causes – attract particular criticism, while road safety levels (which are TfL's responsibility, in concert with the London boroughs) attract rather less dramatic coverage.

A holistic approach to safety

17.3 In the Committee's view, there is no justification for taking a more relaxed view of safety on one mode rather than another. If the sum total of death and injury is to be reduced, a holistic approach to the targeting of effort and expenditure should be adopted, concentrating resources where they are most effective, taking the transport system as a whole. What is required is a *transport* safety policy, rather than a series of free-standing mode-specific strategies, independent of each other and applied by separate agencies with widely differing terms of reference, powers and resources. This will not be easily achieved within the current administrative framework for regulating transport safety, but at the very least there should be a conscious recognition of the disparities of outcome to which the current arrangements have led.

17.4 It is not possible to make inter-modal comparisons for Greater London alone, because rail casualty statistics are not compiled on this basis. But the national statistics are striking enough. Table 17.1 shows the relative risk of death or injury to passengers in each mode.

17.5 Care should be taken in interpreting these data. For example, the definitions of reportable injury used may not be wholly consistent, and there is almost certainly significant under-reporting of injuries, especially to users of non-motorised modes. If the data are normalised according to journey time rather than journey distance, or according to the number of journeys made, the relative values change significantly, though not the overall ranking. Rail casualties include those occurring at level crossings, though most of these are to road users. Pedestrian casualties generally involve interaction with a road vehicle, and could therefore be ascribed causally to other modes, which would significantly worsen their safety rates. And while journeys by private transport modes are often door-to-door, rail and bus travel generally involves access to and from the station or stop by another (riskier) mode, which may offset or even negate the relative safety of the public transport segment of the trip.

17.6 Nevertheless, it is clear that travel by either form of public transport is much safer than by any private mode, that rail travel is generally safer than road travel, and that (with the exception of motor cycles) motorised modes are safer than non-motorised modes, simply because the vehicle protects its occupants. The risk of death on a rail journey is less than one in a hundred million – seven times less than winning the National Lottery jackpot. Bus and coach passengers are far less likely to be killed than car passengers, although the difference in injury rates is smaller (because bus passengers can travel standing, or unrestrained when seated). Pedal cyclists and motor cyclists are about equally likely to be injured, usually as a result of collisions with other road users, but motor cyclists are much more likely to be killed, because they travel at greater speeds. Pedestrians are less likely to be injured than cyclists, but when they are involved in accidents there is a greater risk of these being fatal, because they have little or no protection (and many are very young or very old).

17.7 A wholly rational approach to reducing the toll of transport-related injury would clearly be focussed

Table 17.1:
The relative risk of death or injury to transport users, per kilometre travelled

Mode	*Relative risk of death*	*Relative risk of injury*
Bus and coach	0.8	459
Rail	1.0	42
Van	2.6	284
Car	6.3	786
Pedal cycle	85	12461
Walking	120	5839
Motor cycle	216	12656

The figure for death in the course of a one-kilometre rail journey is taken as 1. 'Rail' includes the Underground. See paragraph 17.5 for notes on the data.

Source: Transport Statistics Great Britain 2001

heavily on those modes where the quantum of risk is greatest. Since there are more than 100 times as many injuries caused to road users as to rail users, and of these almost two thirds are caused to car drivers and their passengers, reducing these should, in the Committee's view, be an overriding preoccupation.

17.8 Oddly, however, there appears to be much greater public (and political) acceptance of danger on the roads than is the case with railways. Part of the explanation lies in the fact that the railways have historically achieved higher standards (and in the process they have heightened expectations), and in users' belief that they have paid their fares to travel safely. But it is also related to the fact that the railways are more prone than the roads to suffer 'low frequency, high outcome' accidents, in which a substantial number of fatalities and other injuries occur in a single event. Such catastrophes are rare but spectacular, and this very fact makes them newsworthy – even though they make only a modest contribution to the aggregate level of risk.

Safety on railways

17.9 Both Railway Safety (for the National Rail network) and LUL have developed sophisticated risk analysis models, in order to prioritise safety-related expenditure, and ensure that whatever the level of funding available, it is applied in the manner which can contribute most cost-effectively to raising safety standards.

17.10 On National Rail, the principal safety risk is not from train accidents, but from trespassers being hit by trains (Table 17.2). Tackling this, along with the next two largest risks ('slips, trips and falls', and 'vehicles hit by trains on level crossings'), requires behavioural change on the part of their victims which it is very difficult for the railways alone to achieve. The fourth and fifth-placed risks ('collisions between trains' and 'derailments') are capable of being reduced by technical improvements on the part of the industry.

17.11 The Railway Group's safety plan sets a target of halving the accidental equivalent fatality rate by 2009, an objective which the Committee welcomes. The plan commits the industry to a range of measures including campaigns against careless behaviour and vandalism, a strategy for reducing signals passed at danger, risk assessment of level crossings, and introducing a confidential incident reporting system to ensure that precursor events (inaccurately called 'near misses') are fully recorded and analysed. The Committee particularly welcomes the rail industry's campaign against trespass and vandalism, which addresses not just a number of safety risks (to staff, passengers and others) but also a significant cause of delay and disruption.

17.12 On the Underground, the equivalent list is headed by incidents at the train/platform interface (Table 17.3). In the context of the billion passenger journeys made annually on the system, the numbers of equivalent fatalities are astonishingly small, and support the claim – contrary to much hostile media coverage – that the Underground is the safest form of mass surface transport yet invented. Nevertheless, the Underground's safety plan contains key programmes targeted at reducing risks associated with the platform/train interface, derailments, collisions, station congestion, and falls on stairs and escalators. The flooding risk has already been dramatically reduced by protective measures applied to the tunnels under the Thames.

Safety on roads

17.13 On the road network, target-setting appears to be based on rather less sophisticated analysis. The Mayor's Road Safety Plan records that 47.9% of casualties on Greater London's roads in 2000 occurred to car occupants, 18.8% to pedestrians,

Table 17.2:
The five 'top event' risks on the National Rail network

Event	*Equivalent fatalities per year*
Trespassers hit by trains	53
Slips, trips and falls	19
Vehicles hit by trains on level crossings	6.5
Collisions between trains	5.8
Derailments	4.2

An 'equivalent fatality' is one fatality, or ten major injuries, or 200 minor injuries.

Source: Profile of Safety Risk in Railtrack plc-Controlled Infrastructure, Issue 1, January 2001 (Railway Safety)

Table 17.3:
The five 'top event' risks on the Underground

Event	*Equivalent fatalities per year*
Incidents at the platform/train interface	4.9
Derailments	3.9
Collisions between trains	1.9
Flooding	1.8
Slips, trips and falls	1.1

An 'equivalent fatality' is one fatality, or ten major injuries, or 200 minor injuries.

Source: London Underground Safety Plan 2000

16.8% to motor cyclists, 7.6% to pedal cyclists, and 8.9% to occupants of other vehicles (of whom a small proportion are bus users). It also points out that males are more vulnerable than females, mainly because more of them use motor cycles, and children account for a disproportionately large share of pedestrian casualties. It adopts the national targets of reducing deaths and serious injuries by 40% by 2010, reducing child deaths and injuries by 50%, and reducing minor injuries by 10%. It applies the 40% target separately to pedestrians, cyclist and motor cyclists. But unlike the railways' plans, it does not categorise accident types in detail, or set out the relative contribution of different causal factors.

17.14 It proposes a range of measures heavily weighted towards speed management (including both physical works and better enforcement arrangements), but also including improved pedestrian crossings, educational and attitudinal campaigns targeted at motor cyclists and at children, remedial measures on cycle lanes, and better training for bus drivers. Other elements in the Mayor's Transport Strategy which are intended to increase safety as part of a package of benefits include congestion charging, greater use of buses, and more effective parking control. A 'collision analysis service' will indicate locations and conditions that are generating disproportionately high numbers of accidents, and a 'remedial measures design service' will be offered to the boroughs.

17.15 All of these initiatives are welcome in themselves, but it is difficult to relate the road safety goals directly to some of the Mayor's other policies. For example, Routemasters have a much worse safety record than doored buses, yet the Mayor is keen to retain them. Exempting motor cycles from congestion charging will encourage their use, although their safety record is the worst of any mode. Discouraging the motorised 'school run' may lead to more accidents to child cyclists and pedestrians. And promoting the '24-hour city' will encourage more people to be out and about after dark, even though this is when the risk of accidents is greatest. This does not mean that these policies are necessarily wrong, if they offer other beneficial outcomes which more than offset these safety considerations. But it does mean that the safety implications should be taken fully into account in assessing their impacts.

18 Moving swiftly on

The importance of interchange in the journey chain

18.1 Unless a journey is made entirely on foot, it will involve some sort of interchange. Most journeys are made out of individual links (paragraph 3.5), and the key to making transport of any type a safe and attractive option is to ensure that the individual links mesh together into a well-formed chain.

18.2 Too often, interchange is thought of as the interface between the same or different modes of public transport (such as bus/bus, bus/rail, or rail/plane). A journey from home to office may involve a walk to the bus stop (including crossing a number of busy roads), a bus journey and then a further walk to the final destination – but it will often be classified as travel by bus, with the other elements totally ignored. Yet people will take all aspects of their journey into account when making their travel choices, and even in this simple example there are many opportunities for problems to arise through interchange. The walk from home to the bus stop needs to be pedestrian-friendly, with safe, conveniently located crossings to enable the bus stop to be reached without undue delay or deviation from the most direct route. When the bus arrives at the stop, it should pull up to the kerb, kneel if such a facility is provided, and allow adequate time for passengers to board and alight safely before it departs. When the destination is reached, the bus should again pull up close to the kerb and give passengers adequate time to alight safely. The final route to the office, like the walk from home to the bus stop, should have conveniently-located, pedestrian-friendly crossings.

18.3 Seen in this way, it is not surprising that a user's choice of mode can be affected by elements beyond the major leg of the journey. Thus, in the example above, a series of pedestrian-unfriendly crossings (with long waits for the 'green man') on the walk to/from the bus stop could tip the balance in favour of using a car instead (especially if convenient free parking is available close to the user's office).

18.4 If the links between the different elements of that simple journey will affect modal choice, how much more is this true for journeys that involve interchange between more than one mode of public transport? For most people, more interchanges equal greater uncertainty. The greater the uncertainty, the greater the likelihood that other travel options (which provide greater reassurance) will be considered.

18.5 For users, the important issue is whether transport meets their needs – not who plans, owns or runs it. When cracks appear at the interface between modes, the alternatives become attractive options. For public transport to compete effectively with the car, planners must ensure that the interface is incident-free, and that journeys are looked at from beginning to end. It is not enough for operators to concentrate on the delivery of 'their' part of a multi-modal journey. They must think beyond the confines of that box, so that by working with their counterparts in other modes they deliver a journey chain out of the individual links. A bad experience at the interchange will reflect badly on them all.

Making interchanges work

18.6 Thankfully, the vital importance of making interchange work properly is now well recognised by transport operators. Nevertheless, many major transport projects win prestigious design awards and are built to the most modern engineering standards, but fail the acid test of meeting the needs of the users for whom they are provided – as the catalogue of failures at Stratford[11] shows. There is still a reluctance to involve users in the development of truly integrated transport until *after* the designers and engineers have put together their ideas. That is too late, and the wrong way round; users must be involved in the planning process. The designers must listen to users' expressed needs, and then design to meet them.

18.7 TfL's forthcoming Interchange Plan (on which LTUC *was* consulted) will hopefully determine the way ahead, at least within the TfL area. There are numerous locations – large and small – where interchange arrangements need to be improved. Many will need major infrastructure work, which only takes place once in a generation, if that, and a missed opportunity to get things right can adversely affect transport users for decades. It is no small challenge for the operators and planners – as well as for the Committee, in devoting the

11 Those failures in full: insufficient signage throughout station, unfriendly subway, all lifts inoperative, problematic sunlighting of concourse, inaudible announcements, insufficient real-time information displays, clandestine information offices, information "lottery", buses absent from bus station, poor access on foot to bus station, wet and windswept seating at taxi rank, wrongly-located 'Queue Here' sign, insufficient onward signage outside the station, and flooding on station forecourt after rain. Source: *Best Value Pilot Review – Report: Review of Service Integration* (TfL, February 2001), Appendix B.

necessary resources to supplying the user's voice in each case.

18.8 Every interchange is also an access point, and achieving the standards for access points (Section 14, 'How are we waiting?') will make a tremendous difference to the users' experience. Signage is particularly vital, but often inadequate. Users require clear, complete and consistent signage, and see this as far more important than the precise layout of the various facilities. It must be planned with the infrequent user in mind, not from the operator's 'regular traveller' eye. Even committed users (let alone new users) of public transport need reassurance that they will be able to complete their journey, especially when things go wrong or when travelling to unfamiliar places, so real-time information is needed. Passengers welcome the presence of uniformed staff who can provide assistance, but get frustrated if the staff are unwilling or unable to give advice on (or find out about) services provided by another company serving that location. The waiting environment must be attractive, warm and clean. Every effort should be made to 'design out' hidden corners where miscreants can lurk. The continuous presence of large numbers of people adds to users' sense of personal security, so interchanges should be made attractive for public use throughout the operating day.

18.9 Similarly, improved through-ticketing arrangements (Section 13, 'Tickets to please') will avoid an extra hassle at an interchange. For example, there is still no through ticketing from bus to rail (or vice versa) for one-off trips. Ultimately, the user should be able to buy a single ticket covering any point-to-point journey in London by any mode or combination of modes.

18.10 Where interchanges can be made within the confines of a single high-quality location, the interchange burden may be relatively light. But the quality is vital. Boundaries of ownership must not be allowed to impede the provision of cross-modal information or facilities. Organisational 'tidemarks' make a journey feel complex and disjointed. For larger locations, consideration should be given to appointing an 'interchange champion', with a co-ordination role involving all service providers and the interfaces between them.

18.11 Traditionally, it has been much easier to find one's way into and around the rail systems than out of them, and much remains to be done to improve signage to important passenger objectives in the locality, including connecting bus services. LUL has taken some small but welcome steps – e.g. improved area maps and bus information at its stations – but there is seldom anything comparable at National Rail stations.

18.12 Station forecourts must be properly planned, to separate incompatible movements (e.g. between cars and pedestrians). Where there are conflicts for space, the more sustainable modes should normally be given priority. Interchange between trains and buses is usually poor. Even where stops/stations are adjacent, movement between the two can be circuitous, while on-street bus stops are often sited with little apparent reference to station entrances. Information about either network on the premises of the other (especially real-time information) tends to be sparse. Bus-bus interchange can be poorer still, particularly at major road junctions where connecting stops can be some way apart. Bus stop locations have traditionally been governed more by easing road traffic flow than by passengers' convenience. Whatever the modes, users prefer short transfers from one vehicle to another – long circuitous routes are an obstacle to interchange.

18.13 Proper consideration must be given to the pedestrian links between interchanges and the communities they serve. A safe, convenient street environment is required. Transport operators should not regard it as someone else's problem; it is the access to their service, and they should be pro-active in local planning and civic amenity circles in pushing for improvements where necessary. Key town-centre interchanges are particularly important – It is not acceptable for busy gyratories to isolate bus and rail stations from the centres of communities.

The final link

18.14 The final link in the chain is to get the user to his/her doorstep. For rail journeys in particular, where stations can be some way from users' destinations, it should be easy for passengers to access a final mode. When walking (as discussed above) is not practicable, other forms of onwards travel are needed.

18.15 Cycle storage should be available at all rail stations, all tram stops and key bus stops. Bikes are valuable, so the storage must be secure (e.g. in lockers). Traditional 'hoops' are insufficient, although supervised storage (e.g. using CCTV) may be an acceptable compromise if necessary. It would be reasonable to pay a small charge for the use of secure facilities, especially lockers, although such facilities are always likely to be a net cost to the operator. Already existing smartcard technology avoids having cash in machines. Motorcycle parking simply requires a designated area. 'Ground hoops', to which the motorcycle can be locked, are fairly secure. As with bicycles, the parking area must be well-sited and well-lit.

18.16 In the short-term, cycle hire facilities would only be justified in certain niche locations. But as cycling becomes (hopefully) more popular, and better infrastructure is provided, there may well be scope for more extensive cycle hire facilities.

18.17 The Dutch 'Treintaxi' scheme involves pre-booked shared taxis from the station to passengers' final destinations. Several TOCs (and LUL) have been trying out similar schemes, aimed at eliminating the difficulties (including perceived insecurity) of a potentially long walk. LTUC welcomes these experiments, and wishes to see them blossom into a consistent, widely-available service. We also welcome the growing number of 'bus zone' add-ons to rail tickets for connecting bus services in towns in the LTUC area. Both 'train-taxi' and bus zones could also benefit people on the first leg of the journey, travelling to a station.

18.18 The presence of station car parking, concentrated in the outer parts of the rail system, is largely a matter of historical chance. LTUC has no objection in principle to operators obtaining a revenue stream from this source on a commercial basis. At some remoter stations which are poorly served by buses or taxi schemes, reasonably-priced car parking can be a way of attracting people onto trains. However, we have reservations about new car park developments which may encourage diversion of trips from other public transport services and add to pressure on the local road network, particularly in town centres.

18.19 There seems little scope for further encouraging car hire from stations in the London area; it is out-of-fashion. Minicabs, train-taxi schemes or bus zone add-on tickets could cover many of the hire-car's functions.

Standards for interchange

See also the standards for access points in Section 14 ('How are we waiting?')

- For larger locations, an 'interchange champion' to be appointed, to co-ordinate the interface between all service providers.
- A pre-booked train-taxi scheme to operate at all stations (covering both the start and the end of a journey).
- A 'bus zone' through-ticketing scheme to cover each town in the LTUC area (excluding Greater London, which is covered by Travelcards).

A glossary of abbreviations appears on page 83.

19 Representation

Elicit liaisons

19.1 The Committee welcomes, and appreciates, the efforts made by some operators to engage in genuine consultation, to the extent of positively asking for the Committee's views by way of informal discussions at early stages in the policy development process. By contrast, other operators are responsive when pressed, but otherwise do little more than a passable minimum. Others still define consultation as involving advance notice of *faits accomplis*, or even no notice at all.

19.2 In general, it is unsurprising that the most robust liaison arrangements are those which are specifically laid down in operators' contracts or arise through supportive regulatory policy. The weakest are those in which liaison is either not obligatory or is required in such generalised and loose terms that it is effectively meaningless. Too often the Committee has to chase up operators in an attempt to kick-start discussion on specific issues.

19.3 Liaison is not synonymous with influence, and even where there is good liaison this does not lead to universal acceptance of the Committee's views. On changes to bus routes, for example, the Committee's perception is that in the majority of instances, little real weight has been given to its wishes, though this is hard to quantify. The main problem is that TfL's proposals often appear to have progressed to a near-final state before we are made aware of them, and given the long lead time required for re-tendering, it may be too late to make any substantial amendments at that stage. Although the Committee is given reasons for the non-acceptance of the suggestions it makes, these tend to be rather perfunctory. TfL possesses much information gathered from market research which it uses for service planning, but which it does not make widely available. Unless it is more willing to share such knowledge, and to demonstrate the effects of modelling alternative options proffered by others, the justifiable suspicion will inevitably remain that it is prone to the 'not invented here' syndrome, and not really committed to an open process of consultation.

19.4 But we are increasingly seeing influence on other issues. Operators' applications for minor closures (e.g. closing certain station facilities), and changes to flows (i.e. routes for tickets) under the Ticketing and Settlement Agreement (which governs the rail industry's ticketing arrangements) are subjects on which objections from the Committee are taken seriously by the SRA. We also welcome the generally improving attitude to consultation that is being taken by ATOC, while the SRA's attitude – although having some way to go – is a world away from the approach of its predecessor OPRAF (of which 'lip-service' would be a generous description).

19.5 In many areas, however, the Committee's voice, let alone its influence, is severely limited. It is astonishing, for example, that consultations on fares are very much hit-and-miss, depending on the attitude of the operator. It is for National Rail issues such as these that a jointly-agreed national protocol, setting out all sides' reasonable expectations and requirements for the process, is needed.

Face the customer

19.6 The Committee, like any other consumer body, cannot have complete knowledge of all elements of every user's journey experience. All our attempts to communicate with the travelling public will inevitably leave some gaps in our knowledge of their needs and preferences.

19.7 For this reason, operators still need to consult directly with their users. It is important to hear the views of users who are not sufficiently moved to complain but who nevertheless will have opinions on how to improve their journeys. To develop mechanisms that are effective in practice, there is scope for wider experimentation with rail users' or road users' surgeries, similar to those operated by the National Federation of Bus Users. And it is quite odd that when bus route changes are proposed, or traffic management orders are drafted, until now no-one has seen fit to consult the bus users themselves directly – thus laying the process open to the full force of nimbyism without hearing the reactions of people who might be expected to support the proposal. In some cities overseas the transport authority is required to hold public hearings before making major changes to bus routes or frequencies, and this provides users with a formal opportunity to proffer their own suggestions. It would be worth experimenting with this approach in London (possibly with the help of the boroughs, as part of the consultation process for their LIPs). But democratic processes do have to be funded, and may serve to delay the implementation of desirable changes as much as of unwelcome ones. Consultation with non-users is difficult. It is important to know what would turn prospective users into actual users – but without giving a free platform to an opposing lobby.

User groups and passengers' panels

19.8 The Committee welcomes the activities of voluntary user groups based on individual modes, routes or localities. They play a vital part in monitoring service quality, and liaising with the transport managers responsible for the services they use – with the close local watchfulness that LTUC as a London-wide organisation cannot often provide. They can also ensure that LTUC is kept informed of major problems that require further action or that raise issues of wider concern. The most active groups offer the sort of outreach – ambassadorship for 'their' route – that the operators really ought to be performing for themselves. For our part, we try to keep them involved in our work, particularly through our bi-annual liaison meetings.

19.9 The Committee is taking a close interest in the move by some TOCs to establish 'passengers' panels'. We are keen to ensure that these panels add value to the representational process, without being puppets, and without blurring the distinction between the service provider and the RPC network.

Dealing with complaints and suggestions

19.10 There are as many approaches to complaint-handling as there are operators. Their attitudes, and their ability (or willingness) to handle complaints effectively, vary widely. We would tentatively ascribe this partly to the culture of each individual complaint-handling office, and partly to the differing qualities and levels of resources devoted to the function. Not all companies seem to have realised that complainants are a source of free customer feedback and market research, rather than merely an irritant to be fobbed off. It is astonishing that one board member of a public transport conglomerate characterised his dis-satisfied but captive customers as whingers.

More policies

YOURS DISGUSTED, YOURS DELIGHTED: Case studies in complaint handling (LRPC, March 2000)

19.11 The Committee fully endorses the list drawn up by Service First (part of the Cabinet Office) of the basic principles behind effective complaints systems. They should be:

(a) easily **accessible** and well publicised;

(b) **simple** to understand and use;

(c) **speedy**, with established time limits for action and keeping people informed of progress;

(d) **fair**, with full and impartial investigation;

(e) **confidential** for both staff and complainants;

(f) **effective**, addressing the points at issue and providing appropriate redress;

(g) **informative**, providing information to management so that services can be improved; and

(h) regularly **monitored** and audited, to ensure continuing effectiveness and improvement.

19.12 Some of the commuter TOCs seem, despite all their other problems, to give complaints more individual attention (or, at least, more individualised responses) than the ex-inter-city TOCs. Too often the latter reach for standard letters and vouchers, rather than respond to the substantive points of the complaint. It is an approach that not only suggests futility in making an individual complaint, but also irks the complainant further. Although financial compensation is welcomed by many people, and is often a most appropriate token of goodwill, it is not a substitute for a substantive reply. It is noteworthy that the inter-city TOCs receive far more complaints relative to the number of passengers they carry, even though they win higher satisfaction ratings in the National Passenger survey, probably because they cater for a larger number of one-off journeys and have more complex ticketing systems.

19.13 Relative to the number of passengers carried, and setting aside cases involving Penalty Fares, LTUC receives far fewer appeals arising from complaints about Underground travel than it does about the National Railways, and this is due at least in part to LUL's greater proficiency in handling them appropriately.

19.14 Arguably, London Buses and bus operators have been the worst at handling public correspondence. The Best Value Pilot Review of TfL's customer services (conducted soon after TfL replaced London Transport as London Buses' parent body) was an appalling indictment. Letters were "uniformly poor, at best. Many examples are amongst the worst we [the reviewers] have seen." Rather than being customer-focussed, London Buses' responses "made the organisation appear to be bureaucratic, resistant to change, defensive and unresponsive." It generally came across as "out of touch, out of date, more concerned with its own processes and operations than with genuine service, defensive rather than listening or taking customer care seriously, and not very good at communicating." Fortunately, London Buses now has a much more positive philosophy, and is keen to do better in both correspondence and consultation. We look forward to seeing the resulting improvements in the way it treats its correspondents.

20 Charters and incentives

The need to incentivise

20.1 In the conventional private sector, operating with true competition, dissatisfied consumers can vote with their feet. If the goods and services provided by one supplier are not acceptable value for money, they will switch to another. The businesses that thrive will be those that have correctly identified the consumers' needs. And if the product is defective, the purchaser has the legal right to his/her money back. Public transport is a retail business, and (as far as is practicable) the same consumer rights should apply in to it.

20.2 The difficulty is that many passengers are a captive market. Only rarely are there multiple operators on a route, so the dissatisfied passenger cannot switch from one to another. (Some passengers are in a position to switch to car travel, which is the least desirable outcome of all.) And poor service does not always harm the operator, at least in the short term, if this helps to reduce the 'problem of the peak' when carrying fewer passengers makes the operator's life easier. So a procedure is needed for penalising the operator directly for poor service, and encouraging it to do better.

20.3 All of London's franchised or tendered transport includes such regimes, of sorts, at least in relation to punctuality, the number of services run and short formations (i.e. trains operated with fewer than the planned number of carriages). But these provide only indirect recompense, through public finances, for passengers who have been let down; so a direct form of recompense is needed.

Charter rights

20.4 Above all else, passengers require reliability. If this is not delivered, the passenger (who has paid money up-front) is the innocent victim, and should be entitled to a fair reimbursement. This is the key function of a Passengers' Charter: to further incentivise operators to get the service right, and to give passengers compensation for having suffered a poor service. Research has shown that the compensation arrangements in operators' charters are the element most highly valued by users. The rest is regarded (not without justification) as little more than propaganda.

20.5 The charter rights currently vary dramatically by mode. The best system is the LUL one, which refunds the cost of a journey after a 15-minute delay that was the company's fault, and treats all ticket holders equally. The National Rail operators typically have somewhat tokenistic partial refund arrangements for single or return ticket holders, and a very complicated system for season ticket holders that is Byzantine in structure, subject to qualifications and conditions, capricious in effect, and incomprehensible to the average passenger. Happily, the SRA has indicated that it expects replacement franchises to follow the Committee's own proposal: a 50% refund for a half-hour delay, and a 100% refund for an hour's delay. Bus passengers are worst off, for the bus company will merely 'carefully consider whether or not you should get compensation'. Efforts to persuade TfL's predecessor to include a less grudging commitment to passengers have made little headway. (By contrast, a number of bus operators outside London choose to set serious no-quibble compensation standards, believing it to be a good selling-point for their services.)

20.6 In an integrated transport system, these differences are arbitrary and unfair. Many passengers are justifiably aggrieved when they too often get little or no recompense for having been let down by the transport operators. The various regimes should move towards the Underground's system, which is a simple, understandable and effective model.

Incentivise for quality

20.7 But there are other aspects of service quality that matter. High standards, consistent across the networks, are important in meeting passengers' expectations and in achieving modal shift. The actual availability of advertised ticket-issuing facilities, or of toilets, and the cleanliness of trains and stations, are examples that come readily to mind. It is much more difficult for an incentive system to cover these factors on a journey-by-journey refund basis, so the service specifications in operators' contracts must include an 'internal' incentive regime.

20.8 Customer satisfaction indicators (CSIs) are a useful measure for this purpose, but they are not enough on their own. They are a very blunt tool, and their use alone will not ensure *consistency* of standards, so a service quality specification is required. From the passenger perspective, it is the outcomes (not the inputs) that must be explicitly stated. What matters is (for example) that the bus is clean, rather than how frequently it is cleaned. Delivery should be systematically monitored so that shortcomings are quickly identified and remedied. Not all attributes are of equal importance to passengers, so reward/penalty payments must be suitably

weighted to ensure that operators' priorities coincide with those of users.

20.9 The provincial Passenger Transport Executives (PTEs) use a system of performance incentives (known as SQUIRE) to cover these aspects for the rail services they sponsor. SQUIRE payments are related to scores awarded by trained observers for a specified range of service attributes, such as accuracy of information displays and cleanliness of vehicles. This is a model worth adopting in London.

Rail

20.10 Despite some examples of good practice, London's National Rail operators have often proved themselves unwilling or unable to provide a consistently high standard of service – often even failing on the low-cost, short-term basics such as cleanliness and information posters. Although some operators have made laudable efforts to keep their systems presentable, often in challenging circumstances, nevertheless many parts of the railway remain of poor quality. The supposed commercial incentives to improve the product, its retailing and its marketing have produced only patchy improvements. Whatever the reason for this, we believe that in practice an incentive system for these quality factors is desirable.

20.11 There is nationally, in practice, a noticeable contrast in station and on-train standards between the SQUIRE-incentivised PTE areas and the non-PTE areas. In the latter, there is only a weak set of vague requirements, with the SRA only recently becoming interested in systematic monitoring of their delivery, and with no realistic penalties for failure anyway. It is not surprising that in PTE areas a far higher standard of service seems generally to be both required *and* delivered. SQUIRE is far from popular with the operators which are subject to it, which is probably evidence of its effectiveness.

20.12 The SRA intends to use only CSIs in replacement franchises, regarding SQUIRE as producing "bureaucratic micromanagement". We disagree, for the reasons given above. And in any case, the Committee does not have full confidence in the ability of the SRA (a national body which understandably focuses on the big picture) adequately to specify standards for the particular needs of London's complex and (hopefully) integrated transport system. The Committee therefore believes that TfL should procure an incentive regime for operators via instructions to the SRA, if the SRA is unwilling to do so itself. SQUIRE could be a useful starting-point, adapted to London's needs, along with LUL's own Customer Service Delivery Standards (CSDS).

20.13 The CSDS are impressive on paper, but in reality the Underground often falls far short of them. There are some output-based performance measures in the PPP contracts with the incoming infrastructure companies (infracos), but little has been said in public yet about how they are intended to work. And they will not apply to the operating company (LUL), which will continue in being as a public sector monopoly.

Buses

20.14 Until recently, the incentives in TfL's bus contracts have been entirely related to the kilometres operated, irrespective of punctuality. TfL is now moving to 'quality incentive contracts', in which there will be penalty/reward payments for good or bad punctuality/reliability. This is a welcome move.

20.15 The principle could be extended further. Although TfL tracks the qualitative aspects of bus performance (such as cleanliness, information and staff attitudes) by means of its CSIs and 'mystery traveller' surveys, until recently it has had no means of compelling operators to improve these. TfL has admitted that it has hitherto been too preoccupied with cost, to the virtual exclusion of quality considerations. Here, too, LTUC is interested in adopting the SQUIRE approach, and regards London Buses' new 'quality incentive contracts' as a step in that direction.

Standards for Passengers' Charters

- National Rail, Underground, bus and river-boat users should have an unambiguous guarantee that if they are delayed for a reason within the industry's control, they will be refunded in accordance with a realistic and published scale, consistent (although not necessarily identical) across the modes.

21 Who pays?

Mind the funding gap

21.1 It is clear that substantial levels of investment, over and above that which is currently planned, will be needed if London's transport system is to meet its users' aspirations.

21.2 There is a substantial funding gap (about £1.7 billion up to 2007/8) between TfL's Business Plan (based on the Mayor's Transport Strategy) and the resources that are likely to be available to implement it – and this is *without* substantive work on the two Crossrail schemes or, indeed, any provision for spending on either the Underground or the National Rail network. The Council Tax precept could be increased, if the London Assembly permits this, but central government grant seems to be the only realistic means of plugging the gap.

21.3 On the National Rail side, the Government's ten-year plan (now a nine-year plan, and counting) expected the rail industry nationally to raise £34 billion of private finance, and the Government to commit £29 billion. The Government's own contribution is less than it might seem. Much is effectively committed to ongoing subsidy of existing service levels, the installation of train protection systems, and the potential expenditure on meeting DDA obligations from 2004. Little is thus left for other improvements or expansion. The likelihood of the private sector raising the predicted sums was largely untested even before Railtrack went into Railway Administration. Railtrack's contribution to network development has been wiped off the balance sheet altogether, and the City's future willingness to invest in railways is unclear. Will the Government step in if – or, as seems increasingly likely, *when* – the private sector fails to provide finance?

21.4 The balance sheet on the SRA's Strategic Plan, ostensibly similar to that envisaged by the ten-year plan, is enough only to cover existing commitments plus certain priority projects – nowhere near the full list of aspirations. For example, some commuter TOCs are expected still to be breaching their overcrowding targets. Furthermore, it assumes that Railtrack's successor will not require additional funding, and excludes the cost of interoperability directives and implementing the European Train Control System (which is effectively committed with a blank cheque). The expanded Rail Passenger Partnership fund and the Incremental Output Statements are both very useful means of getting 'pounds into the ground' in the short-term, but it is unclear whether funds will ever be available for large-scale investment.

21.5 It appears that additional Government funding is unlikely to be available for transport overall. Might TfL's funding be squeezed, to achieve results on the National Rail network – or vice versa? The imminent Comprehensive Spending Review adds to the uncertainties.

Recognising externalities

21.6 The benefits of an extensive, efficient and affordable public transport system extend far beyond the users themselves. They manifest themselves in accident savings, energy conservation, reduced pollution, quicker journey times for other essential road users, lower road maintenance costs, less land-take for car-parking, easier recruitment for employers, higher turnover for retailers, and in a host of other ways.

21.7 Whilst we accept that passengers themselves should make a reasonable contribution to the direct operating costs of the services they use, the external benefits to the community at large are such that it is entirely reasonable that these should be paid for from general taxation. We see no reason why, when the capital cost of highway schemes is funded wholly by local and central government, the same should not apply in the case of public transport.

21.8 The Committee is opposed to any overall real-terms increases in fares, and is keen to see further changes in fiscal policy that will discriminate more positively in favour of public transport use, such as limited tax concessions on employer-provided season tickets and other contributions to sustainable staff travel. Occupants of free car-parking spaces should pay an appropriate level of tax on the benefit in kind that these confer, and the burden of car taxation should be shifted from ownership (i.e. vehicle excise duty) towards use (i.e. fuel tax and, in the right circumstances, congestion charging). The pros and cons of a hotel bed tax, as is used in some overseas cities, deserve serious examination.

The UK's World City

21.9 London's transport system is part of the city's social fabric, and profoundly affects the city's economic performance and quality of life. Britain, in turn, depends to a great degree on London, particularly in economic terms. The finances of London's transport must reflect their value to the national balance sheet. This may therefore mean support at a national level to reflect London's particular needs and its importance to the national economy. The Committee supports, in principle, the Mayor's representations to central

government on this issue. But the use of such resources (as with any others) must be carefully targeted, to ensure that they are spent in the most effective way.

Jam tomorrow

21.10 It is not acceptable to raise fares now to fund investment in improved transport systems in the future, the benefits of which will not accrue to today's users. The Committee is firmly opposed to this 'jam tomorrow' approach. Long-term capital investment should not be financed from current revenue, but by equity, borrowing and (where justified on social cost-benefit grounds) public grant. Any variations to fares, to pay for investment, must only be permitted once the investment is completed and the benefits are demonstrably being delivered to passengers.

21.11 It may not often be possible, in an integrated fares system, to target these 'winners' in a workable manner. A more fruitful approach might be to take contributions from the enhanced property values arising from greater accessibility. A more responsive system of property taxation (especially for commercial property) would be required. The merits of such a solution should be examined.

The roles of public and private money

21.12 The Committee is equally willing to see the use of either commercial or government funding and financing to implement transport projects. In the real world, government resources are under strain from wider public expenditure pressures, from the sanctity of the Public Sector Borrowing Requirement, and simply from short-term changes in policy. It is telling that it took a private firm, with a long-term contract, to get work started on the long-awaited (and comically oft-announced) West Coast main line upgrade – and perhaps it will need government money to get it finished. It is entirely proper for the public sector to fill the gap between the standards that are expected of the transport system and what the private sector will deliver. Whether the borrower is the Treasury or a private company, the source of the borrowing is the same – though the Treasury can usually borrow more cheaply, because of its good credit rating.

21.13 What really matters is that the contribution of the private sector is a positive one. It must do the things that government can't or won't do, rather than (like Railtrack at times) taking its cut from the things that government surely did no worse. What is certainly wrong is the 1990s approach of 'planning by cheque-book', in which crucial transport infrastructure decisions affecting London as a whole were heavily influenced by the sectional interests of particular private sector enterprises. The opportunity cost of the Jubilee line extension may never be properly counted.

Skills

21.14 Money is not the only limit on resources. There may also be limits to the engineering and technical resources that are available at any time, and thus to the number of projects that can be undertaken at once. This is currently particularly acute for railway signalling projects. Operators and government must address these limits, where necessary, and the Committee welcomes the SRA's new focus on tackling skill shortages within the national rail industry.

22 Administrative affairs

Regulation in the public interest

22.1 The transport system cannot be left entirely to market forces. It is too important to be subject to economic cycles or the short-term pressures of the stock market (or, for that matter, a stop-go approach to public-sector funding). Where subsidy is being paid in order to capture externalities, or to further other social objectives, it is proper for the Government to ensure it gets value from its money. And although there are examples of commercial acumen providing a better service for the user, there is no lack of examples where such improvement has failed to materialise.

22.2 That is not to say that the transport system need necessarily be *provided* directly by government. The key question is: what is the outcome (and what works best) for the user? We also recognise the risks of complacency and inefficiency which can arise in monopolies (whether public or private), however well regulated, and there are certainly niches for open-access operators.

Welcoming the establishment of TfL

22.3 The Committee firmly welcomed the establishment of TfL as part of Greater London's new local government structure. For too long, the city's transport decision-making had been fragmented and isolated from land-use planning decisions. Control of main roads by the strategic authority – and the bus authority – is a vital step in ensuring that these roads are managed properly for distribution. And as the Mayor is the channel through which funding is provided for Boroughs' own transport projects, the latter have an incentive to work in harmony with TfL. We also welcome TfL's introduction of a licensing regime for private hire vehicles (minicabs), bringing Greater London into line with the rest of the country.

Underground, overground

22.4 But TfL, although soon to take over the Underground, did not gain control of the National Rail network in London. The interface between these two networks is a vital one. The National Rail network fulfils the mass-transit role in the parts of London that the Underground does not reach. The two networks have joint routes, and operate stations on each other's behalf.

22.5 Thus Underground-National Rail interaction is about more than simply interchange. From the passenger's point of view, the *administrative* distinction between the two networks should not be visible – yet differences on issues such as ticketing rules, or conditions of carriage, have sometimes led to confusion and difficulties for passengers (see Section 13, 'Tickets to Please'). The problems at Stratford (see Section 18) and Farringdon show what can arise from poor design and messy interfaces. The seams show.

22.6 It is therefore vital that the two systems work, and are managed, in harmony. At the local level, facilities must be managed in an integrated way – for example, some major joint stations (such as Stratford) need an overall manager to co-ordinate the various parties. At the higher level, the SRA and TfL must maintain close liaison and co-ordination, recognising that the two rail networks are interdependent and share some passenger-facing functions. We welcome the plan by the two organisations to set up a joint company to manage the major London rail schemes.

A transit authority for London?

22.7 More fundamentally, however, it is astonishing that TfL, a new body that was supposed to be the strategic transport authority for London, was not given real power in determining the role to be played by the National Rail network in and around London, which is an integral part of London's transport system. TfL's recent proposal for such a role is worthy of careful consideration. It is supported by a reasoned analysis and (most important) does not require immediate legislation. The proposal is to adopt a co-operative role of active participation with the SRA as the initial stage of a five year plan to work towards a transit authority – the precise form of which is open to discussion. This means that the many issues which would need to be resolved can be the subject of measured debate in the light of developing experience.

22.8 The present performance of National Rail in London is clearly deficient in terms of both planning and delivery. As the ultimate responsibility for both rests with the SRA, it seems sensible that the influence and experience of TfL (including funding where appropriate) in both areas should be brought more firmly into its work. If this can be achieved through the co-operative approach, underpinned by formal Directions and Guidance, then the transit authority might prove to be unnecessary.

22.9 At the same time, preparations must be made for the possibility that the co-operative approach fails to deliver. Work should therefore be carried out in parallel to develop workable proposals for a

transit authority, covering what such an authority might do, the area it might serve, the implications for planning and implementation of major infrastructure projects, the relationship with the wider South East region and its local and regional authorities, and the implications for other rail services. The issues are complex, but we have no doubt that workable solutions can be found, as they are elsewhere in the world. In London's case it will not be easy, but to consign the problems to the 'too difficult' box is not an option.

22.10 Perhaps the most difficult issue will be to define the boundaries. The strict Greater London boundary would make no sense in terms of railway operations or commuting patterns. Either structure should cover the London travel-to-work area. The experience of cross-boundary buses (paragraph 6.21) shows the dangers of boundaries that are meaningless in transport terms; the issues for rail services are writ larger.

More policies

ORGANISING NATIONAL RAIL IN LONDON: A statement of evidence from LTUC to the GLA's scrutiny of mainline rail services in London (January 2002)

Procuring bus services

22.11 A tendering regime should continue for London's buses. The acid test for any proposed change in the regulatory regime should be its contribution to retaining and fostering passenger support – a test in which the London system has fared much better than the deregulated model elsewhere. In 1998/99, the number of bus passenger journeys in London was 11% higher than in 1985/6, the year of deregulation elsewhere. In the English metropolitan counties, it was 42% lower. Fares rose by 40% and 64% respectively in real terms. Local authorities' powers (outside Greater London) to implement 'quality partnerships' do not allow them to stipulate fares or frequencies, the two most important of the factors within the industry's control that influence demand. The alternative model of 'quality contracts' is much closer to the London arrangement.

22.12 Within the tendering system, some tweaks are needed to raise the quality of the service that is bought (and TfL's recent 39-step plan is addressing these). There is incentive value in giving incumbent operators periodic challenges from new entrants, and TfL has tried hard to encourage new operators to bid. Some have been very successful, but others were clearly not adequately equipped to meet the demands of bus operation in London and have collapsed, have had their contracts terminated, or have run into difficulties and had to be taken over. Some expanded beyond their management capacity. The debacles on routes 60 and 185 (in which the incoming operator was unable to start its services on the agreed date, necessitating emergency arrangements with other companies) were a warning to London Buses to make sure that new bidders are genuinely able to fulfil their obligations.

22.13 Passengers sometimes find it difficult to understand why apparently poor performers have had their contracts renewed, while apparently good performers have lost them. TfL is under no formal obligation to account for its tendering decisions publicly (and unlike local authorities elsewhere it still has discretion over what information about them, if any, it chooses to release). Public hearings or written evidence-taking on the merits of alternative bids would allow users to have a more direct input into the decision.

Towards the decently modern Underground

22.14 The future funding, maintenance and management structure of the Underground may (or may not) soon be resolved, for better or worse. The Government's Public-Private Partnership (PPP) approach is under attack from the Mayor, who has proposed a more conventional bond-funded solution. LTUC has taken no position on the respective merits of the Government's and the Mayor's competing proposals, but has stressed that the important issue for passengers is what the improvements consist of and how they are measured. A guaranteed income flow is vital, and the investment must begin as soon as possible. Some details of the PPP's intended outputs have now been released, but much is still unclear. It seems that not even LUL itself yet knows the extent of the necessary works. It is also important that the future contractual and managerial arrangements allow TfL to react adequately to unexpected events, including any under-delivery of particular projects or standards. These issues, and indeed the overall value-for-money offered by each approach, are shrouded in the veil of argument and counter-argument. What is now clear, however, is that ongoing external support (from which the PPP was originally seen in the eyes of its more enthusiastic advocates as a means of freeing the system) will, after all, be required – to the tune of roundly £1 billion a year.

For want of a rail

22.15 Until the Hatfield accident, the jury was still out on the performance of the privatised rail industry; 'slow progress' was perhaps the best interim verdict. Hatfield – and the performance crisis that followed – was a tragic exposure of Railtrack's engineering shortcomings. But it was also the cue for pent-up disquiet at the structure of the whole rail industry to erupt. This, coupled with spiralling

infrastructure cost increases, made reform of Railtrack inevitable.

22.16 Debate is now raging about whether a not-for-profit trust is really workable, and whether or not vertical re-integration is a better solution. The industry itself is split. As with the Underground, what matters to passengers is that the new system works, and provides the framework for an improving, high-standard railway.

22.17 In the meantime, the SRA has been instructed to work on two-year extensions to many of the existing franchises. This may represent a useful breathing-space, and may assist with the redrawing of the franchise map, but even so the problem of 'end-of-franchise blight' will remain. Passengers' patience will wear still thinner if there is scant evidence of short-term improvement in relatively simple areas such as the introduction of new rolling stock or station improvements.

22.18 Even the two-year extensions are of limited benefit. The Midland Mainline deal, whilst welcome, is not a model that can easily be applied to many TOCs. Most of the London area franchises expire in 2004. But as most railway investments take at least two years from planning to fruition, this gives no prospect of operators achieving a return on anything but cosmetic work. Few of the commuter franchises feature premium payments to the SRA that could be waived in return for equivalent levels of investment. The improvements being sought in the extensions, such as reduced overcrowding or extra drivers, are ones which impose extra costs but will do little to generate extra revenue for commuter TOCs.

22.19 Franchise extension is therefore unlikely to be a mechanism for achieving any permanent easement of the difficult (often barely tolerable) travelling conditions experienced by many London commuters. Quick wins are welcome, as far as they go. But new, long-term franchises *are* vital. The top priority must be to get the future structure up and running, so that (if franchising remains) long-term franchises with long-term investment can be let across the network.

More policies

JOINING UP THE RAILWAY – PASSENGER PRINCIPLES AND KEY QUESTIONS (Rail Passengers Council, October 2001)

Our nationalised railway

22.20 We now have a nationalised passenger railway in all but name. TOCs are effectively the SRA's outsourced service delivery agents, with opportunities for extra commercial work on the margins. Given the limited capacity on the network, these opportunities (and those for open-access operators) are now few. Railtrack's successor(s) will be essentially a gigantic contractor, providing what the SRA pays for or underwrites (through the TOCs or directly). So it all comes down to the SRA, and we welcome the Government's view that the SRA must provide leadership. No-one else can (except, perhaps, the Government itself).

22.21 But however good the policy directions given to the SRA, the keys to success are the quality of the SRA's plans, its ability to manage the industry to achieve them, and its ability to co-ordinate and consult with the industry, all tiers of government, and user representatives. On its performance to date, although there are emerging signs of improvement, we are not yet confident that the SRA is adequately resourced in terms of number, quality or balance of professional expertise to achieve its task. It has also yet to prove itself in terms of strategic vision and leadership ability – although it is now beginning to recognise that it *must*, after all, 'command and control'.

22.22 The Committee has therefore broadly welcomed the SRA's recently-published Strategic Plan. It contains much common sense, such as the need to give priority to tackling unreliability, and the acknowledgement of London's vital importance to the national network. The commitment to review overcrowding standards is also welcome. On a more cautious note, the proposals to review the number of franchises deserve careful consideration. They may offer the potential for a better-integrated railway, but it is actually some of the smallest franchisees that consistently deliver the best services to passengers.

Overcoming the arbitrary border of 'London'

22.23 The Mayor's approach to transport is firmly rooted in the recognition that London (by which he means the GLA area) is a national and international centre. It also recognises that London is the hub of a city-region (e.g. in terms of its commuter and leisure catchment area) that extends well beyond the GLA area. But his Transport Strategy gives little further consideration to the practical implications of the latter. The only issue that is seriously addressed in the Strategy is the pressure on rail capacity for commuters. Thus there is too infrequent a recognition that meeting London's needs means considering issues that go across the border, and influencing planning and transport policy-making on the other side. By the same token, policy must reflect what people living on the other side need from London's transport and from the transport that crosses the border.

22.24 There are several places that, for administrative rather than practical reasons, are outside the Greater London boundary, but are part of London in functional terms – places such as Chigwell, Dartford, Epsom and Waltham Cross. Indeed,

they are very often part of the continuous urban fabric. Furthermore, outer London's town centres have catchment areas that extend beyond the boundary (e.g. Denham looks to Uxbridge, Caterham to Croydon, and Thames Ditton to Kingston). All these places rely on their cross-border links, and so there must be adequate short-distance links across the boundary. These are sometimes weak at present, and we have already highlighted the key issues:

(a) the level of cross-boundary bus services, and who is to champion and fund them (paragraph 6.21);

(b) cross-boundary train services that are functionally part of the London Metro network (paragraph 6.7);

(c) the Croxley Link (paragraph 6.34);

(d) cross-boundary taxi fares (paragraph 13.29);

(e) cross-boundary accessible transport (paragraph 6.24); and

(f) the need for meaningful boundaries for any formal or informal London PTE-type arrangement (paragraph 22.10).

The role of the boroughs

22.25 The level and quality of interest shown by London boroughs in improving their local public transport is extremely variable. Only a minority have appointed public transport liaison officers. Some boroughs are keen to make constructive suggestions and to enter into quality partnerships (e.g. to improve bus infrastructure as a quid-pro-quo for new vehicles and better frequencies), or to work within sub-regional partnerships. This encourages operators to look constructively at their ideas. Others are at best indifferent, and at worst cast themselves as the transport industry's most vituperative critics.

22.26 The latter stance is unlikely to engender the co-operative relationships needed for the seeds of progress to take root. Resolutions critical of current services are unconvincing if they come from authorities whose own traffic management policies do little to assist bus movement, or whose planning policies disperse activity to places away from obvious public transport nodes. Boroughs have power to offer funding to support their proposals (as do other bodies, such as NHS trusts), but few have backed their suggestions with cash (though it is important to ensure that such payments do indeed secure additional services, rather than substitute for funding which would otherwise be offered by the industry itself). Perhaps some boroughs have become discouraged by encountering a "Broadway knows best" attitude in the past, and a joint GLA / Association of London Government (ALG) initiative may be required to rebuild relationships. In the meantime, Boroughs' liaison meetings with operators are a useful forum for public discussion of local issues, and operators must take these seriously if they are to be seen as willing partners in addressing those issues.

The standard-bearers

22.27 Transport does not run itself, and the Committee is acutely aware of the important roles of the system's operators, funders and regulators in deciding what level and quality of service is provided – in theory and on the ground. We are conscious that (after making due allowance for the circumstances in which they operate and the systems they have inherited) the operators and funders who stand out as pleasing their users are those that:

(a) have a 'can-do' culture at all levels;

(b) are customer-focused, not production-led or hung up on their own brand;

(c) are prepared to be imaginative in meeting users' needs rather than hiding behind traditional practice;

(d) pay attention to supposedly small details (like displaying correct timetables!); and

(e) are genuinely prepared to listen, consult and *only then* take their decisions.

22.28 Perhaps these should be their standards.

22.29 Yet none of this will suffice if the policy-makers and service providers are not seen to have confidence in their own words and products. The attitude exemplified by the utterance of a recent Prime Minister dies hard: "If you're still using a bus when you're thirty, you're one of life's failures." Such perceptions are widely shared by the public at large, and to redress this state of affairs, actions will speak louder than words. It is surprising that TfL had so little faith in its own services that it had a car fleet and car subsidies for senior officials until the Mayor abolished them. It is difficult to imagine the directors of a car manufacturer receiving subsidies to avoid using its own products.

22.30 In Switzerland, cabinet ministers take the bus home from work. In Norway, the head of state rides on public transport and pays his own fare. In Britain, television offers 'Top Gear', not 'Top Deck', and the star prize in game shows is a car, not a lifetime Travelcard. At gala nights at the theatre or cinema, celebrities alight from cars, not from buses, to process up the red carpet. When our public icons are *seen* using public transport as a matter of course, instead of merely heard preaching its virtues at photocalls, we will know that the tide of opinion has truly changed.

Appendix: Summary of key policies for each mode

This Appendix summarises the key policies that relate particularly to each mode. The numbers in brackets refer to the start of the relevant part of the main text. Cross-modal policies (e.g. interchange) and basic policy principles (e.g. making transport socially inclusive) are not listed here.

Walking

- Reallocation of roadspace to the more sustainable modes (3.17)
- Progressive improvements to the quality of London's pedestrian network (16.4)
- Where inter-modal conflicts occur, pedestrians normally to be given priority (16.7)
- Pro-active management of pavement clutter and signage (16.13)
- Improved standards during utility work; in the longer term utility ducts/tunnels (16.18)

Cycling

- Reallocation of roadspace to the more sustainable modes (3.17)
- Safer cycle lanes on roads; in the longer-term, a core segregated cycle network (16.3)

Buses

- Continuation of tendering regime, but with improvements (22.11)
- Improved orbital routes (6.20)
- Improved cross-boundary routes (6.21)
- Continued introduction of fully-accessible buses. Retention of existing Routemasters *pro tem* (with accessible routes provided in parallel), but no further construction of open-platform buses (15.3)
- Designated routes to have an *optional* second person with appropriate duties, rather than a traditional conductor (15.24)
- Further, well-enforced, whole-route bus priority measures (8.23)
- High-quality bus stop environment (14.20)

Underground

- Guaranteed income flow, to allow the necessary improvements to happen, as soon as possible.
- Abolition of Penalty Fares (13.28)
- High-quality station environment (14.11)
- Addressing overcrowding by short-term measures (11.9) and major new capacity (11.12)

Intermediate modes

- In-principle support for TfL's four proposed schemes (7.1)
- Consideration of potential DLR and Tramlink extensions (7.5)

National Rail

- Resolution of the network's future organisational structure, so that long-term investment can be made (22.19)
- Metro-style walk-on frequencies (all day, every day) on the London Metro services (6.3)
- SRA to take overall control of the timetable, with detailed input from TfL (6.15)
- TfL and SRA to co-operate on planning National Rail services in London, with parallel work to develop a transit authority as a fallback option (22.7)
- Assessment of various new stations (Table 6.1) and new routes (Table 6.2)
- Outer-London interchange to be encouraged (9.7)
- Addressing overcrowding by short-term measures (11.9) and major new capacity if shown to be cost-effective (11.12)
- Clear, standardised range of ticket types (13.13)
- High-quality station environment (14.9)
- High-quality on-board environment, with a level of facilities appropriate to each service (15.11)
- Accessible on-train staff presence (15.30)
- Improvements to quality of rail replacement bus services (15.31)

River services

- An all-day service, covering new locations upstream and downstream (6.23)
- Improved access between piers and other public transport (14.24)

Taxi and minicab users

- Support for licensing of minicabs in Greater London (22.3)
- Resolution of cross-boundary taxi journey issues (13.29)

Car users

- Support for congestion charging experiment in central London (8.18)
- New capacity for general traffic is desirable only in very limited circumstances (8.9)
- Traffic restraint and parking reduction, combined with attractive public transport alternatives (8.7)
- Elimination of structural maintenance backlog (16.16)
- Improved standards during utility work; utility ducts/tunnels in the long term (16.18)
- Support for 'car clubs' (8.26)

More policies

Copies of these policy statements and research reports are available on request.

All Aboard?
LTUC's submission to the Greater London Authority's scrutiny of 'Priority Bus Issues for London'
(LTUC, March 2001)

Aspirations for National Rolling Stock Design: A Policy Statement
(Central Rail Users Consultative Committee [now Rail Passengers Council], December 1998)

Crossing the Border
A study of cross-boundary bus services
(LTUC, December 2000)

Easing the Trip
Addressing the needs of disabled rail users
(LTUC, March 2001)

Going Underground
A statement of evidence from LTUC to the Greater London Authority's scrutiny of 'The Tube – Moving On'
(LTUC, October 2001)

Joining Up the Railway – Passenger Principles and Key Questions
(Rail Passengers Council, October 2001)

Organising National Rail in London
A statement of evidence from LTUC to the Greater London Authority's scrutiny of mainline rail services in London
(LTUC, January 2002)

Reaching the Skies
Policies for surface access to London's airports
(LTUC, February 2002)

Requirements for Train Services
Incorporates 'ORR Possessions Review – LTUC Policy Statement' *and* 'Code of Practice on Rail Replacement Bus Services'
(LTUC, Issue 1, February 2002)

The South London Overground
(LRPC, July 1998 – out of print)

There's More to Chiltern than the Chilterns
The case for a Chiltern Metro
(LTUC, January 2001)

What do Passengers Want from Public Transport in Outer London?
A note to the Greater London Authority's scrutiny of public transport in outer London
(LTUC, November 2001)

Who Goes Home?
A study of last trains from London
(LRPC, April 2000)

Yours Disgusted, Yours Delighted
Case studies in complaint handling
(LRPC, March 2000)

Glossary of abbreviations

ALG	Association of London Government
AP	advance-purchase (ticket that must be booked before a specified time in advance of the journey)
ATOC	Association of Train Operating Companies
AVL	automatic vehicle location
CCTV	closed-circuit television
CfIT	Commission for Integrated Transport
CSDS	Customer Service Delivery Standards (on London Underground)
CSIs	customer satisfaction indicators
DDA	Disability Discrimination Act 1995
DIY	do-it-yourself
DLR	Docklands Light Railway
GLA	Greater London Authority
GNER	Great North Eastern Railway
LBI	London Bus Initiative
LIPs	Local Implementation Plans (transport plans produced by London borough councils)
LRPC	London Regional Passengers Committee (predecessor to LTUC)
LRT	Light rapid transit
LT	London Transport (predecessor to TfL)
LTUC	London Transport Users Committee
LUL	London Underground Ltd
NRES	National Rail Enquiry Service
OPRAF	Office of Passenger Rail Franchising (predecessor to SRA)
ORR	Office of the Rail Regulator
PCVs	passenger-carrying vehicles
PNR	private non-residential parking
PPP	public-private partnership
PTEs	Passenger Transport Executives
RPC	Rail Passengers Committee *or* Rail Passengers Council
SQUIRE	Service Quality Incentive Regime (used by PTEs in rail franchises)
SRA	Strategic Rail Authority
TfL	Transport for London
TOC	train operating company (on the National Rail network)
WAP	Wireless Access Protocol (communication standard used by some mobile phones)
WCML	West Coast Main Line (runs from London Euston northwards to the West Midlands, north-west England and Scotland)

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Locations or routes are only indexed if they are specifically mentioned in the text. They are normally indexed in their own right, rather than under the relevant mode or topic.

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