

# TRANSPORT FOR LONDON

## AGENDA

### BOARD MEETING

**TO BE HELD IN ROOM AG16  
ROMNEY HOUSE, MARSHAM STREET, LONDON SW1P 3PY  
ON TUESDAY 17<sup>th</sup> JULY 2001, STARTING AT 10.00 A.M.**

A meeting of the Board will be held to deal with the following business. The public are welcome to attend this meeting, which has disabled access. Please note that members of the press should use the Tufton Street Entrance.

A presentation will be given between 9.00 and 9.45 in Room AG16  
by Nicky Gavron  
on the Spatial Development Strategy

1. Apologies for absence
2. Minutes of the previous meeting held on 29<sup>th</sup> May 2001
3. Matters arising, not covered elsewhere
4. Commissioner's Report Paper by TfL
5. Finance and Performance Report Paper by TfL
6. 2001/2002 Budget Paper by TfL
7. January 2002 Fares Revision and Autumn 2001 Bus Fares Initiatives Paper by TfL
8. Safety, Health and Environment Committee Report Paper by TfL
9. Formation of a Joint Venture Company Paper by TfL
10. London's Road Safety Plan Paper by TfL
11. Annual Report Paper by TfL
12. Spatial Development Strategy Paper by TfL
13. Any Other Business

# **Transport for London**

Minutes of a meeting of the Board  
held on Tuesday 29<sup>th</sup> May 2001, commencing at 10.00 a.m.  
in Room AG16, Romney House, Marsham Street, London SW1P 3PY

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**Present:** Ken Livingstone (Chair)  
**Board Members:** Dave Wetzel (Vice-Chair)  
Sir Christopher Benson  
Stephen Glaister  
Kirsten Hearn  
Mike Hodgkinson  
Oli Jackson  
Susan Kramer  
Joyce Mamode  
Paul Moore  
David Quarmby  
Tony West

**Special Advisor  
in attendance:** Bryan Heiser

**Others  
in attendance :** Robert Kiley  
Valerie Chapman  
Nicky Gavron  
Peter Hendy  
Maureen Nolan  
Richard Smith  
Michael Swiggs  
Derek Turner  
Jay Walder

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## **22/01 APOLOGIES FOR ABSENCE**

Apologies for absence had been received from David Begg, Jimmy Knapp, Steven Norris and Lynn Sloman.

## **23/01 PRELIMINARIES**

The Chair welcomed Sir Christopher Benson to his first Board meeting. It was **noted** that Sir Christopher had replaced Rob Lane, who would now be assisting the GLA team developing the Mayor's Spatial Development Strategy. It was **agreed** that the Chair should send a letter to Rob Lane on behalf of the Board, thanking him for his contribution over the previous year.

## 24/01 **DECLARATION OF INTERESTS**

The Chair reminded Board Members of the requirement to declare any interests. No interests were declared.

## 25/01 **MINUTES OF PREVIOUS MEETINGS**

The minutes of the previous meeting held on 13<sup>th</sup> March were **agreed** as a true record.

## 26/01 **MATTERS ARISING**

There were no matters arising.

## 27/01 **PPP UPDATE**

The Commissioner gave a brief oral update on the PPP negotiations. He reported that he had been appointed Chair of London Regional Transport with effect from May 8<sup>th</sup> 2001, with the remit of concluding the negotiations with the PPP bidders. The ongoing discussions were progressing reasonably well, but it was recognised that it would be very difficult to conclude the matter successfully.

## 28/01 **COMMISSIONER'S REPORT**

The Commissioner gave a presentation, highlighting key points from his written report. It was noted that: this was the first Board meeting held under the new organisational structure; the meetings of the Committees and Advisory Panels had gone well, but it would take time to refine the structure; and the new Standing Orders required that a full review of the new structure should take place one year after implementation.

It was also noted that:

- TfL had inherited predecessor organisations which need to be integrated. The Executive Management Group will focus on achieving this, particularly with regard to: the Transport Strategy; the Business Plan; allocation of resources across TfL activities; performance management; and a corporate commitment to social inclusion;
- The Executive team will refine performance indicators during the remainder of the year;
- TfL must have a good working relationship with the Boroughs, in particular with regard to the allocation of funding and co-operating on initiatives such as taxi-card;

- A critical part of TfL's future is the advancement of major rail initiatives which will require a close relationship with the Strategic Rail Authority;
- The following points will be significant over the next few months:
  - The Mayor's Transport Strategy was almost finalised and will be published in early July;
  - Effective relationships must be built with the Metropolitan Police and the British Transport Police; and
  - The profile of congestion charging will be raised over the next few months.

During discussion, the following points were **noted**:

- Co-ordination with the Boroughs currently lies with the Integration directorate, though every directorate within TfL is affected by relationships with the Boroughs. It was anticipated that by the July Board meeting, the Public Affairs Unit within the Communications Directorate will play a more significant part in forming a corporate view of relationships with the Boroughs;
- The suggestion of using the new concept of Community Safety Wardens, to assist with enforcement of security at stations, will be pursued;
- Derek Smith, the Managing Director of LUL, leaves on 1 October 2001. It was recognised that it is important for LUL to find someone to fill the position in the interim before the transfer to TfL.
- The Judicial Review date had been adjourned to the week commencing 23<sup>rd</sup> July;
- A multifaceted campaign for bus lane enforcement will take place in the Summer, when the majority of cameras will be in operation in bus lanes. An aggressive recruitment campaign by contractors was already in place for new bus drivers; and
- The Cycling Centre of Excellence represented a significant step forward, but it should be recognised that TfL needs to co-operate with the Boroughs to obtain the necessary resources. Recruitment was underway for the Centre and it was intended to recruit a total of nine people. Rose Ades from the London Cycling Campaign had been appointed Head of the Unit.

## 29/01 **FINANCE AND PERFORMANCE**

### 29.1/01 Finance and Performance Report

Jay Walder made a presentation reviewing current financial issues.

It was **noted** that:

- 2000/01 had been a start up year for TfL with several practical implications, including: inherited budgets from predecessor bodies; accounting policies that are not consistent; and a lack of provision in budgets for accommodation and administration costs;
- Total TfL income was broadly on budget at £484m. Revenues from Buses were £8m higher than budget and Street Management income was £8m less than budget.
- Total TfL revenue costs were £740m, compared with a budget of £720m. Buses were broadly on budget, but contract prices continued to increase.
- Capital expenditure was £235m, compared with a budget of £214m. The main variances included: increased investment by Buses on Countdown, shelters and other bus infrastructure projects; a move from cash to accruals accounting in Street Management; and slower financial progress on the DLR City Airport Extension.
- Working capital at the year-end was £53m higher than budget and cash balances invested increased by £18m over the year.
- Service performance for each business area is now reviewed at the Advisory Panel meetings. TfL's performance information is still under development but is currently summarised in the finance report in six key areas.
- Growth in year-on-year demand had increased for all TfL services and traffic levels on TfL road network had increased at all times of the day. There was an increase in scheduled services on LUL, DLR and bus services during 2000/01 but the percentage of the schedule mileage operated continued to fall for both LUL and Buses combined with a deterioration in service reliability.

29.2/01 Budget

29.3/01 TfL Business Plan 2002/03 onwards

Jay Walder gave a presentation which covered Agenda items 6.2 and 6.3. He was congratulated on his comprehensive business planning and budgeting process and Board Members expressed their support for these developments.

The following points were **noted**:

- The 2001/02 Budget contains £830m of net programme spend against which, TfL has grant and precept funding of £731m;
- Initial budget reviews had been carried out with each business unit and corporate department within TfL and follow up work has been identified;

- TfL had received legal advice which restricts its position to borrow as intended;
- TfL had a legal responsibility to manage within its available resources and not to incur unfunded expenditure;
- The budget includes a commitment to achieve efficiency savings of £10m and several areas, for example, IT and Travel Information systems, may require more funding;
- Performance measurement will be integrated into the business plan and business units will propose business plans to respond to corporate priorities.

During the discussion following the presentation, the following points were **noted**:

- The performance indicators had not been finalised and suggestions for refining the indicators from Board Members would be welcomed;
- TfL's headcount was within budget, but the number of agency staff was double that budgeted. There was a need to move away from such a high use of agency staff and build skill levels within TfL so that work could be undertaken by in-house staff;
- Control of expenditure in relation to priorities has to be handled carefully. Some programmes currently starting may incur delayed expenditure;
- TfL is examining potential income from the disposal of surplus properties, taking into account general market conditions.

The Board **noted** the current position in implementing the 2001/02 Budget and **agreed** the following actions:

- Strengthening of the process of financial oversight, control and adherence to project milestones and budget. Milestones and deliverables for all key projects will be presented to the next meetings of the Finance and Audit Committee and Advisory Panels. Thereafter, these milestones will be used for monitoring purposes and variance reporting;
- TfL finance and legal departments will continue to work with Counsel to determine a clear position on TfL's position to borrow;
- Other areas of financial flexibility will be explored to increase the limit on TfL's borrowing capacity, and the financial arrangements and phasing of major project schemes;
- A list of uncommitted spending or enhancements where physical work has not started is under development, to ensure that the budget is balanced and that spending is directed towards priorities and managed within available resources.

- a constrained spending programme for 2002/03 will be developed as one of the initial steps in the business planning process and it would also have a consequential impact on the 2001/02 budget.
- Specific actions will be identified to meet the efficiency savings target of £10m;
- Progress against each of these actions will be put to the next meeting of the Advisory Panels, Finance and Audit Committee and the TjL Board in the next cycle of meetings.

The recommendations for the development and implementation of a revised business planning process to produce a full six year Business Plan and proposed 2002/03 Budget (as outlined in the Board paper headed Agenda item 6.3) were **noted** and **endorsed**.

### 30/01 **UPDATE ON MAJOR RAIL SCHEMES**

A paper summarising the current position on the major rail schemes involving the National Rail Network was considered.

It was **noted** that the report contained some negative outcomes and it was suggested that mechanisms to ameliorate outcomes be considered. The development of projects should be argued within the context of the Spatial Development Strategy and the development of London. TjL needs to gain the support of the community as a whole when implementing these schemes.

The commuter rail service was considered to be in a very poor condition. Re-franchising is a critical factor, but it was **noted** that the franchise process had largely stalled. The SRA had agreed to share the bids with TjL on a confidential basis and issues such as overcrowding, unreliability and standards of national rail will be addressed.

It was **agreed** that the report entitled Thameslink 2000, commissioned by Halcrow Fox, should be distributed to Board Members.

The paper was **noted**.

### 31/01 **REPORTS FROM COMMITTEES**

#### 31.1/01 Safety, Health and Environment Committee

David Quarmby gave an oral report on the Safety, Health and Environment Committee, which met on 11<sup>th</sup> May.

The following points were **noted**:

- A four point plan had been adopted for safety performance reporting, including: accident statistics; the health of safety management systems in each part of TfL; progress of safety action plans; and key issues emerging;
- The status of safety management systems within TfL had been reviewed and the status of risk assessment across each business area had been collected and summarised;
- Counsel's opinion had been sought on the issue of contractors' health and safety liabilities and a report will be made to the next Committee meeting.
- The Committee had reviewed two issues concerning the Road Safety Plan: the need to promote and encourage full support by the Boroughs to promote road safety education; and the desirability of more emphasis in the Road Safety Plan on measures designed to address high risk traffic users, particularly two wheelers (both cyclists and powered two wheelers). The use of two wheelers was likely to increase in London following the introduction of congestion charging.
- The introduction of diagonal crossings and an all red pedestrian phase at traffic crossings were discussed. It was **agreed** that a report on the level of accidents at junctions where a normal two way road was not in operation should be prepared.

## 32/01 ANY OTHER BUSINESS

### 32.1/01 Standing Orders

At the Board meeting on 13<sup>th</sup> March 2001, the Board agreed the new Standing Orders and delegated to the Commissioner the power to make minor drafting amendments. The amended Standing Orders (including the Terms of Reference of the Committees and Advisory Panels), which had been circulated to Board Members on April 12<sup>th</sup> with a note of the amendments, were **noted**.

One amendment which comprised more than a minor drafting change was the alteration in paragraph 26 of Standing Order 2 to include the Chief Finance Officer as a person who, in the absence of the Managing Director, Finance and Performance, can discharge TfL's functions relating to revenue agreements with train operating companies, bus companies and others. The Board **agreed** this amendment.

### 32.2/01 UITP

TfL was congratulated for hosting a successful UITP conference and for producing an innovative stand. Thanks were expressed by the



Chair to Peter Ford for the work he put in when bidding for participation several years ago.

It was also **noted** that Women in Transport, the International Women's network aimed at improving transport for women, was launched at the conference.

It was **noted** that feedback from overseas visitors reinforced the fact that years of underinvestment in transport had resulted in London standing still compared with the rest of the world. This served as a timely reminder of the importance of TfL's agenda and the Mayor's Transport Strategy.

32.3/01 Director of Communications

Bob Kiley introduced Colin Douglas, the recently-appointed Director of Communications. Colin Douglas joined the meeting and, after a brief summary of his career to date, said how much he was looking forward to the challenges ahead.

There being no further business, the meeting closed at 12.25 p.m.

\_\_\_\_\_  
Chair

\_\_\_\_\_  
Date

**TRANSPORT FOR LONDON**

**TfL BOARD**

**SUBJECT: COMMISSIONER'S REPORT FOR JULY 2001**

**MEETING DATE: 17 JULY 2001**

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**1. PURPOSE**

This is the Commissioner's written report for July 2001. This report:

- Provides an overview of issues and developments since the Board meeting on 29 May 2001;
- Informs the Board of major projects and initiatives being undertaken by TfL; and
- Updates the Board on actions that the management team are taking.

**2. INTRODUCTION**

This has been an important two months for Transport for London. Over the last few days public attention has inevitably focused on the Government's decision to proceed with the PPP for the Underground. Board Members will be briefed on latest developments at the Board meeting. The rest of this report sets out our progress on the wider transport agenda.

On 10 July the Mayor published his Transport Strategy for London. This sets the policy framework for TfL's operations and our improvement programme. We are well into a business planning process which will set out how the commitments in the Mayor's Transport Strategy will be delivered. The TfL Board will be closely involved in the development of our business plan through September and October.

We are now moving into the detailed planning and implementation stages of major projects such as the London Bus Initiative (already underway), congestion charging and the new CrossRail, Hackney-South West and East London Line Extension routes. These will place new and significant pressures on our organisation. We are introducing more effective project planning and review processes which will feed into the Advisory Panels and the Finance and Audit Committee.

Some adjustments have been made to the senior TfL management structure. Board members will already be aware of the appointment of Ian Brown as the new Managing Director of Rail Services. Lesley McLeod has also joined TfL as the Head of Media Relations.

### **3. TFL OPERATIONS**

An overview of our operations is included in the separate finance and performance report. There are two particular issues to draw to your attention.

#### **3.1 Bus service reliability and quality**

Bus operator staffing levels have started to improve in recent months. The introduction of the TfL Bonus and wage settlements between 6% and 10% by a number of major operators is expected to continue this trend. London Buses are now pursuing the issue of service regularity as a top priority.

As discussed at the Surface Transport Advisory Panel and Finance and Audit Committee, we have concerns around the effectiveness of the AVL system (which is supposed to provide real-time service control for the bus operating companies) and the associated Countdown system (which aims to deliver “next bus” information to waiting customers). Peter Hendy is undertaking a full review of both systems and the bus radio network on which they are dependent. This review will also examine options for future investment.

#### **3.2 Passenger safety and security**

At the March Board meeting we discussed the issue of assaults on passengers and transport staff. This was also raised at the last Safety Health and Environment Committee. As with much of our performance data, there are inconsistencies in definition between modes. Furthermore, there is likely to be significant under-reporting – particularly of assaults on passengers which do not cause serious injury.

Despite these data limitations, a worrying picture of increased levels of violence on London’s public transport system emerges. Reported assaults (causing injury) to bus staff almost doubled between 1998/9 and 2000/01. There was a similar doubling of verbal and physical assaults on Underground staff over the same period – mirrored by a general rise in the level of crime reported to the British Transport Police on the Underground. Assaults on passengers also increased although the data for bus passengers is unreliable.

We are looking into the analysis of these figures. More importantly this is one of a number of issues that we are raising with the various police agencies at the most senior levels.

### **4. TFL PROJECTS**

Amongst the many, we would like to draw your attention to the following.

#### **4.1 Congestion charging**

In his Transport Strategy the Mayor confirmed his commitment to introducing congestion charging in central London in 2003. This is one of the most complex and challenging projects that TfL will undertake. We have now started our preliminary consultation on the details of the scheme with key stakeholders and expect to publish the scheme order by the end of this month. Board members on the Street Management Panel and the Finance and Audit Committee will be monitoring this project as it progresses.

## **4.2 Private hire vehicle licensing**

One hundred licences have now been awarded to private hire operators, out of a total of 583 applications submitted. All operators are legally required to become licensed by 22 October 2001. The driver licensing consultation document has been issued with a deadline for responses of 8 August. The consultation paper on vehicle licensing is in draft and will be issued when the driver licensing consultation is complete.

We are consulting on a series of initiatives with the black cab trade. These include an increased night tariff, an increase in the distance beyond which cabs can refuse from six miles to twelve miles and reform of the Knowledge. The Mayor met cab representatives on 6 June and we are now undertaking a formal consultation with the aim of bringing a series of proposals to the Board in September.

It will take a while for these reforms to take effect. In the meantime, illegal taxi touting remains a problem which puts passengers at risk. Only limited enforcement action is currently undertaken by the police. This is one of the areas currently under discussion between TfL and the Metropolitan Police Service.

## **4.3 New bus fares**

Cheaper bus passes and a new low-tech Saver carnet ticket sold in packs of six were introduced on 20 May. Early information suggests the Saver ticket is selling in higher numbers than projected. A publicity campaign on the one day bus pass is due in July.

On 17 May the Mayor launched a one third discount scheme for Travelcard holders on riverboat services which also commenced on 20 May.

## **4.4 Borough Spending Plans**

For the current financial year, TfL has set aside £110 million to be allocated to Boroughs for local transport projects. To date we have not undertaken sufficient scrutiny of Borough proposals or reviewed the quality and effectiveness of the Borough works funded by TfL. As such it is difficult for us to judge whether this expenditure - which accounts for 14% of TfL's budget - is being put to its best possible use.

At the end of this month, the Boroughs are due to submit their Interim Local Implementation Plans and Spending Plans for 2002/3. We have much to do to improve our handling of these bids; particularly if we are to align Borough priorities to those set out in the Mayor's Transport Strategy. We intend to apply the same discipline to Borough spending as we do to our own spending through the close scrutiny of the finance and performance directorate. We will make a start in this funding cycle, though further adjustments will be necessary next year.

## **4.5 Enforcement and policing of the transport system**

We discussed some of the issues around the enforcement and policing agenda at our last Board meeting. A number of concerns have already been noted in this report with regard to crime, assaults and illegal activity on London's transport system.

Effective enforcement and policing is critical to the delivery of the Mayor's transport strategy. We will not be able to improve the reliability and quality of bus operations if bus lanes are blocked by other traffic. People will not be encouraged out of their cars if they feel at risk when using public transport. Reforming the taxi trade will only deliver full results if we crack down effectively on illegal taxi touting.

These are not issues that TfL can resolve on its own. Although we are exploring the extent to which we can use our own resources – for example increased use of camera technology – we have to work more effectively with the various police agencies, Boroughs and other organisations. We are drawing on the expertise of former NYPD Police Commissioner Bill Bratton and his colleague Bob Wasserman to define our needs around enforcement and policing support. Both have direct experience of transit policing and the importance of ensuring effective and robust enforcement in order to deliver real improvements in public transport services.

Following on from discussions with Sir John Stevens we have also established a senior TfL/MPS working group looking at the policing and enforcement of our transport system. This group includes Peter Hendy, Derek Turner and Assistant Commissioner Tarique Ghaffur of the MPS and will focus on the enforcement of bus lanes, public safety and security on public transport, tackling illegal taxi touting and wider public safety issues.

## **5. STRATEGIC ISSUES**

### **5.1 Delivering on strategic locations**

There is an emphasis on key strategic locations within the Mayor's "Proposals for the London Plan" as well as the draft Economic Development Strategy. We have had initial discussions with Richard Rogers who is advising the Mayor on the GLA's Architecture and Urbanism agenda.

There is clearly a strong link between transport and the economic and social regeneration of major areas of London. TfL should work with the GLA and the London Development Agency to identify strategic sites, particularly around existing or potential transport hubs. More work needs to be done across our organisations in order to align our investment programmes and service enhancements to a wider regeneration programme for those areas.

### **5.2 Social inclusion**

We reported at the last Board meeting that Alice Maynard is working with Board members, Directors and staff to develop TfL's social inclusion agenda. Alice is undertaking initial discussions with the Directors and drafting an outline framework for discussion by the Executive Management Group at the end of August. This will be developed further during September and October and put before the Board at its November meeting.

## **6 UPCOMING EVENTS**

This Board meeting has a substantive agenda reflecting our scale of operations and the level of intensity in our work programme. Future Board meetings this year will also have weighty agendas. Issues likely to arise at our Board meetings in the September – November period include:

- Proposed performance measures for TfL operations
- Proposed TfL communications strategy
- Progress with congestion charging
- Progress with the London Bus Initiative
- Proposals for enforcement and policing of transport in London
- Proposal for establishing an Economics Observatory for London
- Proposed social inclusion framework for TfL

In addition, a special cycle of Panel, Finance and Audit Committee and Board meetings has been arranged for October to focus on TfL's business plan.

## **7. CONCLUSION**

It has been an important year of transition for TfL. With the publication of the Mayor's Transport Strategy we have a set of policy objectives. Most of our organisational restructuring is complete and we have strong leadership in the key operational areas. Our business planning process is starting to improve the quality of our project plans for the wide range of activities for which we are responsible.

The next four months will be critical for TfL. We will define the programmes that can be delivered within the resources available. A number of our key projects will reach important milestones. This period will see the shaping our relationships with other London organisations with which we need to work closely in order to deliver an extremely challenging agenda.

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**ROBERT R. KILEY**  
**COMMISSIONER FOR TRANSPORT**

**TRANSPORT FOR LONDON**

**TfL BOARD**

**SUBJECT: FINANCIAL & PERFORMANCE REPORT**

**MEETING DATE: 17 JULY 2001**

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**1. INTRODUCTION**

- 1.1 This paper provides a review of the current financial issues facing TfL and items discussed at the Finance & Audit Committee meeting held on the 3 July 2001, including a summary of TfL's financial position for the first two months of the year. It also provides a summary of the Group's service performance over the same period, but recognising that performance reports for each of the TfL Business units have already been reviewed in more detail at each of the Advisory Panels.

**2. 2001/02 TFL BUDGET**

- 2.1 The Board at its 17 July 2001 meeting is considering a separate report on the 2001/02 budget. Pending resolution to the actions contained in that Staff Summary, and in order to provide a meaningful basis for comparison, forecasts have been included in the May results based on the same funding assumptions as those used to prepare the budget.

**3. 2001/02 FINANCIAL PERFORMANCE**

**Revenue Account**

- 3.1 For the two months to the end of May 2001, TfL's revenue expenditure totalled £150m, £18m (11%) less than expected in the budget. Of this favourable variance, £5m refers to a combination of lower payments for additional conductors, service improvements and marketing within London Buses, with further underspends in Street Management due to the slower recruitment of permanent staff, settlement of land claims and progress on London Bus Initiative work.
- 3.2 In addition, a re-assessment and review of project work within Integration has deferred the progression of a number of work programmes such as major project development and interchange planning, resulting in cumulative savings of £4½m. Payments to the London Boroughs have also fallen behind budget due to the impact of more detailed work programmes, not available at the time the budget was established. Income in May was broadly in line with budget at £84m, with only a small unfavourable variance recorded on bus ticket sales.

### Revenue Account

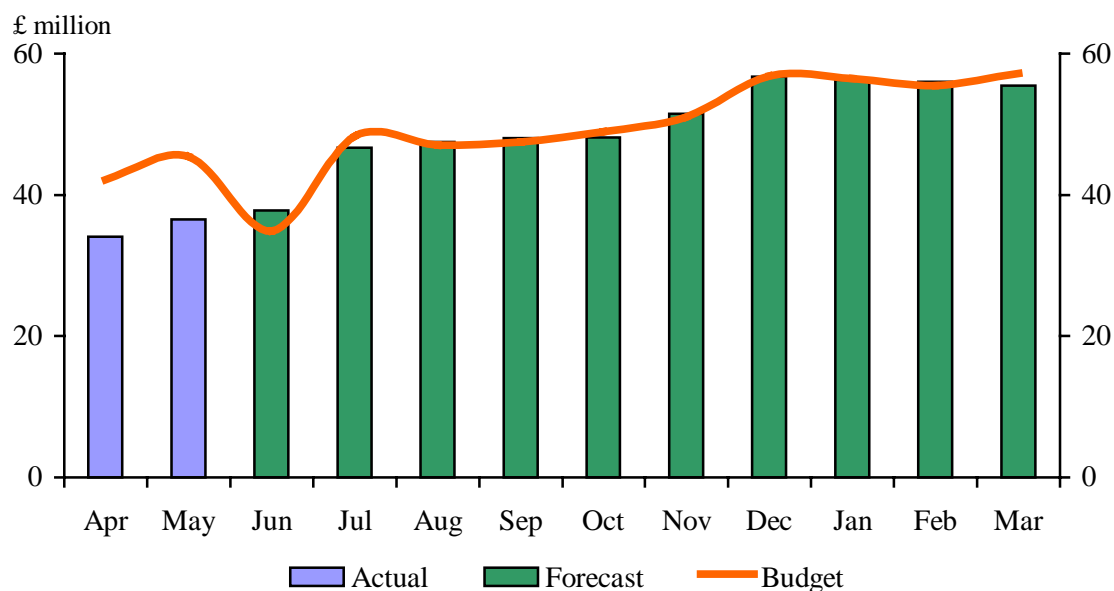
	May 2001		Full Year		
	Year To 31 May	Variance to Budget	May Forecast	Variance to Budget	Variance to Apr Forecast
	£m	£m	£m	£m	£m
<b>Expenditure</b>					
London Buses	98	5	671	2	2
Docklands Light Railway	2		14		
Street Management	20	5	179	(1)	5
Borough ITP's	13	2	110		
TfL Centre / GTS	13	6	78	11	11
Other services	4		30		
	150	18	1,082	12	18
<b>Income</b>					
London Buses	76	(1)	485	1	1
Docklands Light Railway	2		11		
Street Management	2		16	4	
Other services	4		22		(1)
	84	(1)	533	5	
<b>Net Cost of Services</b>	<b>66</b>	<b>17</b>	<b>549</b>	<b>17</b>	<b>18</b>
PFI capital & interest charges	4		26		
<b>TfL Net Revenue Costs</b>	<b>70</b>	<b>17</b>	<b>575</b>	<b>17</b>	<b>18</b>

3.3 The May forecast indicates that revenue costs will total £1,082m for the year as a whole, and this would be £12m (1%) less than the full year budget, with £10m of the savings resulting from the full-year effect of the review of work programmes within Integration, and a lower than budgeted increase in bus contract costs adding a further £2m. Income from ticket sales and trading activities is now forecast at £533m for the year, £5m higher than budget. This is due primarily to additional income generated from the decriminalisation of traffic offences and additional enforcement activities in Street Management together with higher property rental income than assumed in the budget at both London Buses and Street Management.

3.4 The resulting net revenue costs forecast in TfL totals £575m, £17m less than budget and £18m less than forecast in April. As shown in the chart set out below, the forecast shows that net costs will be broadly in line with budget over the remainder of the year, and will require an increase in the rate of expenditure from £36m per month over the first quarter of the year to £56m over the last quarter.



### TfL Net Revenue Costs - 2001/02



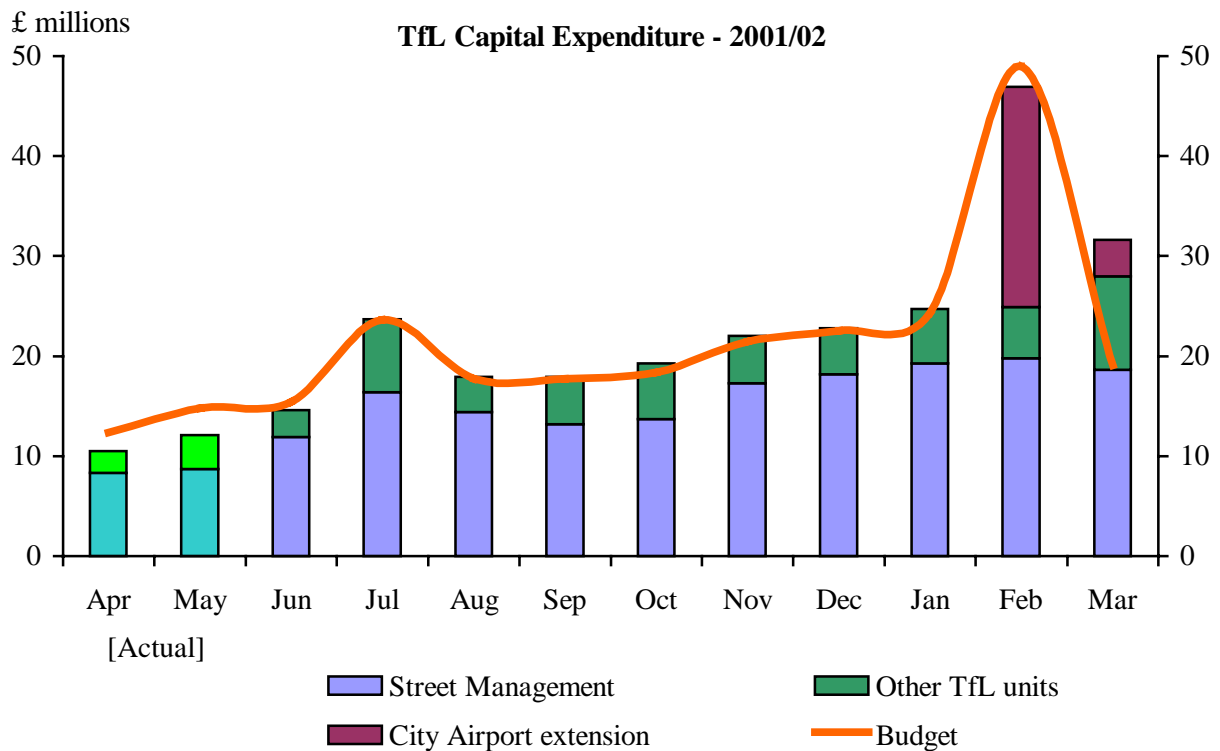
### Capital Expenditure

- 3.5 Net capital expenditure for the first two months of the year totalled £20m, and this was £3m (14%) less than assumed in the budget. Small underspends have occurred on many capital projects across the Group, but particularly in reduced activity on London Bus Initiatives (£4.9m), congestion charging traffic management schemes (£1.2m), expenditure on new DLR rail cars (£1.4m) and on Canning Town sidings (£0.8m), due to the expenditure taking place in 2000/01.
- 3.6 Offsetting these areas of underspend is increased activity on A406 completed schemes (£1.2m), Red Routes (£1.2m), TfL's contribution to the Hungerford foot bridge (£1.2m), and lower proceeds from the sale of surplus property (£1.9m), all within Street Management. In addition, London Buses carried out the purchase of land adjacent to Hounslow bus garage during May for the purposes of constructing a new bus garage, and this was not included in the budget (£1.8m).
- 3.7 The new forecast for net capital spend indicates that for the year as a whole TfL will spend £233m, £4m higher than budget and £4m higher than forecast last month. Of the budget variance, higher expenditure on land claim settlements (£3m) and capital expenditure on road renewal (£1m) within Street Management combines with the total land purchase at Hounslow (£2.3m) and increased expenditure on bus environmental and security measures (£1.5m). Finally, Local Authority contributions to traffic management schemes are expected to result in a positive offsetting variance of roundly £3m.

### Capital Expenditure Summary

	May 2001		Full Year		
	Year to 31 May	Variance to Budget	April Forecast	Variance to Budget	Variance to Apr Forecast
	£m	£m	£m	£m	£m
Street Management	17	2	180	(4)	(2)
Docklands Light Railway		3	53		
London Buses	5	(2)	18	(3)	
Other services	1	1	13		
<b>Total capital expenditure</b>	<b>23</b>	<b>4</b>	<b>264</b>	<b>(7)</b>	<b>(2)</b>
Capital receipts	(1)	(2)	(16)		
Third party contributions	(2)	1	(15)	3	(2)
<b>Net Spend on Capital</b>	<b>20</b>	<b>3</b>	<b>233</b>	<b>(4)</b>	<b>(4)</b>

3.8 As shown in the chart below, the small underspends in April and May's expenditure are expected to be more than recovered over the remaining months of the year. It should be noted that the significant increase in expenditure in February and March 2002, represents the advance payments planned to be made on the signing of the DLR City Airport extension concession.



## Cash Spend

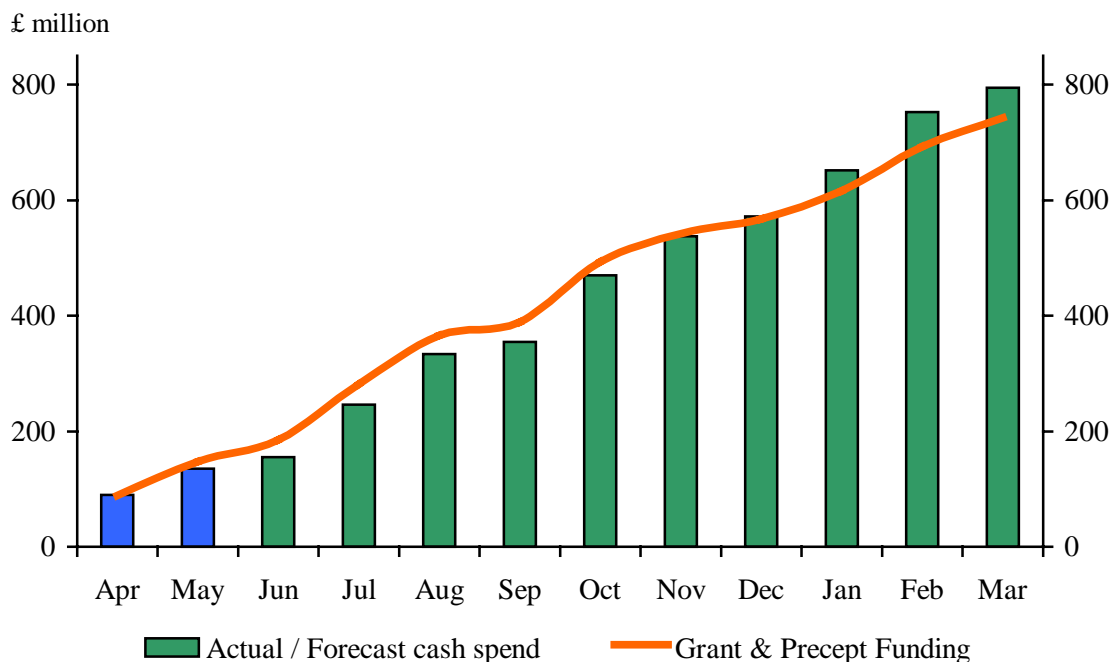
- 3.9 Cash payments during May totalled £135m (£91m on operating activities and £44m on capital activities) and this was £9m higher than budget. Whilst accrued expenditure fell short of budget for the first two months of the year by £20m for the reasons noted above, this was more than offset by the settlement of working capital balances. This exceeded budget by £29m mainly due to the late recovery of VAT (£11m finally received on 3 June), and the continued spill-over from work carried out by Street Management during the last few months of last year. Grant and precept funding of £148m has now been received from Government and as a result, cash balances have increased by £13m over the first two months of the year.
- 3.10 The May forecast predicts a cash spend of £794m for the year as a whole, and this is £8m less than budget. As cash expenditure on capital is in line with budget, this favourable variance is all due to the £17m savings in net revenue costs noted above (in para 3.3) partially offset by the increased settlement of working capital balances (£9m). The forecast currently assumes grant and precept funding for the year of £743m and so continues to require a balance of funding from external borrowings or other sources. However, in this month's forecast this has been reduced by £9m to £54m as a result of the reduced cash spend.
- 3.11 As mentioned above (in para 2.1), TfL is intending to carry out a number of actions that will maintain flexibility in the level of expenditure incurred during the year, whilst attempting to secure additional funding, and will not undertake expenditure that is unfunded.

### Cash Summary

	May 2001		Full Year		
	Year to 31 May £m	Variance to Budget £m	May Forecast £m	Variance to Budget £m	Variance to Apr Forecast £m
Net revenue costs	(70)	17	(575)	17	18
Movement in working capital	(21)	(9)	12	(9)	(13)
Cash spend on operating activities	(91)	8	(563)	8	5
Net spend on capital	(20)	3	(233)	(4)	(4)
Movement in working capital	(24)	(20)	2	4	8
Cash spend on capital activities	(44)	(17)	(231)		4
GLA Transport grant	146		707		
GLA grants			25		
DETR start-up grants	1	1	1	1	
Precept funding	1	(1)	10		
External Borrowing			54	(9)	(9)
Cash inflow from financing	148		796	(8)	
<b>Movement in Cash Balances</b>	<b>13</b>	<b>(9)</b>	<b>2</b>		

3.12 The chart below compares the forecast cash spend over the remainder of the year on a cumulative basis with the grant and precept funding currently available to TfL during 2001/02 (totalling £743m). This indicates that cash expenditure is not expected to match the profile of grant funding until December 2001 and then exceeds current funding levels by £57m over the last quarter of the year.

**TfL Cash Expenditure - 2001/02**



### Staff Numbers

3.13 TfL staff numbers (defined as the full time equivalent number of permanent and temporary agency staff) increased by a net 29 during May to 2,559 mainly through recruitment in Travel Information Centres and the Call Centre, and within the Communications central directorate. Compared with budget however, there are still 221 vacancies at month-end the majority of which occur in :-

- \* Integration (34) due to the reassessment of work on major project development, market research and slower progress than assumed on Crossrail,
- \* Corporate Services due to the deferral of travel information expansion plans during the last few months of last year (86),
- \* Street Management (40) due to slippage in the build-up of staff in April and May than compared to budget, and
- \* Public Carriage Office (23) due to the delayed set-up of private hire licensing.

These variances are also the result of the budget not reflecting the freeze in staff recruitment initiated by the TfL Commissioner that particularly affected Integration and Corporate Services, and PCO.

3.14 The April forecast shows staff employed of 2,958 by year-end and this is broadly in line with budget, requiring the hiring of a net 399 staff by year-end. However, this overall small variance includes an additional 30 revenue protection staff in London Buses to improve bus security and ticket inspection, offset by a fall in recruitment in Travel Information Centres and the Call Centre as the budget for expansion is again under review. The increase in revenue protection staff has not yet been agreed, and London Buses is in the process of preparing additional information that can support the business case for this change. Work is also underway to determine how the number of agency / consultancy staff covering permanent positions can be reduced to below the 344 included in the forecast, between now and the end of the year.

### Staff Employed

31 March 2001	(increase) / decrease in staff	Month-ended 31 May 2001		Year-ended 31 March 2002	
		Actual	Variance to Budget	Forecast	Variance to Budget
	<b>TfL Corporation</b>				
261	TfL Centre	263	54	316	
126	Public Carriage Office	128	23	162	
604	Street Management	610	40	800	
991		1,001	117	1,278	
	<b>Transport Trading Ltd</b>				
724	London Buses	738	(2)	797	(40)
235	East Thames Buses	218	8	225	1
32	Docklands Light Railway	28	8	36	
120	Victoria Coach Station	123		121	
86	Museum	92	4	98	
18	London River Services	18		18	
4	Dial-a-Ride	4		4	
314	Group Transport Services	337	86	381	42
1,533		1,558	104	1,681	
<b>2,524</b>	<b>Total TfL Staff Employed</b>	<b>2,559</b>	<b>221</b>	<b>2,958</b>	<b>3</b>
2,130	Permanent	2,169	279	2,614	15
394	Agency	390	(58)	344	(12)
<b>2,524</b>		<b>2,559</b>	<b>221</b>	<b>2,958</b>	<b>3</b>

## **4. 2002/03 BUDGET & BUSINESS PLAN**

### **4.1 Actions to Date**

Engaged the Board and External Stakeholders in the Business Planning process

- The timetable for the approval of the TfL Budget and Business Plan has been co-ordinated to meet the requirements of the GLA budget process.
- The first of two GLA Budget Steering Group meetings for TfL will be held on Friday, 13 July. The purpose of this first meeting will be to discuss priorities and look at possible constraints and problems.
- Special meetings have been scheduled in October for the Finance and Audit Committee and Advisory Panels to consider the Budget and Business Plan proposals, prior to approval by the Board at a special meeting to be held on 24 October 2001.

Implementation of the Business Planning process

- Business Planning Guidelines were issued to the Business Units on 15 May 2001, with supplementary guidance being issued subsequently.
- TfL Finance and Performance is leading a Working Group with representation from all TfL businesses to assist during the preparation of the Business Plan.

Integrating the London Underground

- London Underground will participate as a business unit in the TfL Business Planning process, with the intention that it should be included as part of TfL for the purposes of the budget proposal to GLA. Once the terms of TfL's responsibilities for the Underground and the Government settlement have been determined, the TfL Budget and Business Plan will need to be modified.

Draft 'Constant Quality' Plans Completed

- Business Units submitted draft Plans on 15 June 2001, which include only recurring and committed expenditures, plus expenditure proposals to maintain current level of service quality. Proposals for initiatives (including Congestion Charging) to support our key operational objectives will be included in the full Business Plan proposals later in July. The purpose of the draft Constant Quality Plans is to estimate the level of funding required for ongoing needs and identify how much funding will be available for new initiatives.

### **4.2 Next Steps**

Business units propose full Business Plans (late July)

Executive management review and recommendations (September)

- The Commissioner has scheduled two full-day off-site meetings with the Chief Officers for the purpose of business plan decision-making. At these meetings, the Chief Officers will consider the Business Plan proposals and recommend priorities for the Budget and Business Plan in advance of the Panel, Committee, and Board meetings in October 2001.

## **5. INTEGRATION OF LT/ LUL INTO TfL**

- 5.1 A programme has been established to co-ordinate the dissolution of LT and subsequent transfer of LT Pensions and any residual assets and liabilities of LT to TfL, together with the integration of LUL into the TfL Group. A key element of the programme is the completion of a due diligence review of LT and LUL by TfL. To date an OJEC Notice has been published for the services of financial advisers, responses received and evaluated, and an invitation to tender issued to those companies who have been shortlisted. A selection is anticipated during the week commencing 9 July 2001.

## **6. OTHER KEY ITEMS DISCUSSED AT THE FINANCE AND AUDIT COMMITTEE ON 3 JULY**

### **January 2002 Fares Revision and Autumn 2001 Bus Fares Initiatives, and 2000/01 TfL Annual Report**

- 6.1 Separate papers on these items are being presented to the Board.

### **Project Monitoring**

- 6.2 In discussions at the TfL Board on 29 May, in the context of the TfL 2001/02 Budget, it was noted that milestones and deliverables were being developed for all key projects and that these would be presented during the current Board cycle to both the Advisory Panels and the Finance and Audit Committee. The Finance and Audit Committee considered a full set of activity reports for all significant projects and programmes within TfL, covering Street Management, Docklands Light Railway, Integration and London Buses. These activity reports show both financial progress against the budget for each project, and physical progress against key milestones. They will provide the starting point for monitoring progress from here on.
- 6.3 It is the intention that, in future, the Advisory Panels will consider progress against these milestones and the Finance and Audit Committee will receive exception reports for projects where there are significant variances against current plans.

### **Countdown**

- 6.4 The Finance and Audit Committee received a report on the current position regarding the Bus Countdown project and the actions being taken to improve performance and reliability in respect both of the Countdown system itself and the supporting Automatic Vehicle Location (AVL) system that provides the base data on vehicle location.
- 6.5 The Committee noted in particular that a full technical review was being undertaken of the three associated systems of Bus Radio, AVL and Countdown. This will review the current technical issues and risks regarding the reliability of Countdown and its extension in terms of the roll out of additional signs. In addition, the review will re-evaluate the present choice of technology and consider options for change. The review has a target date for completion this autumn.

## **Auditor's Report on Best Value**

6.6 The Finance and Audit Committee considered the report from KPMG on TfL's Best Value Performance Plan (BVPP). TfL has been issued with an unqualified audit opinion on its BVPP, but with recommendations on areas that could be improved in terms of the overall arrangements for delivering best value. A formal response to the Auditor's report is being prepared.

## **7. SERVICE PERFORMANCE**

7.1 Service Performance for each of the TfL Business Units is now reviewed in detail at meetings of the Advisory Panels on the basis of existing performance measures. Proposals for more effective measures to be used for the future are being identified as part of the 2001 Business Planning process and this will include measures to be used for target setting to drive improvements in key areas of the business, in line with the priorities from the Mayor's Transport Strategy.

7.2 It will take some time to develop and implement these new performance measures, and so in the meantime, the attached charts and tables provide a summary of performance across TfL for the year-to-date under the following headings :-

- Trends in the economy and patronage on TfL's main services
- Service provision
- Service reliability
- Safety
- Customer satisfaction
- Workforce composition.

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**JAY WALDER**  
**MANAGING DIRECTOR, FINANCE AND PERFORMANCE**



**Transport for London  
Service Performance Report  
May 2001**

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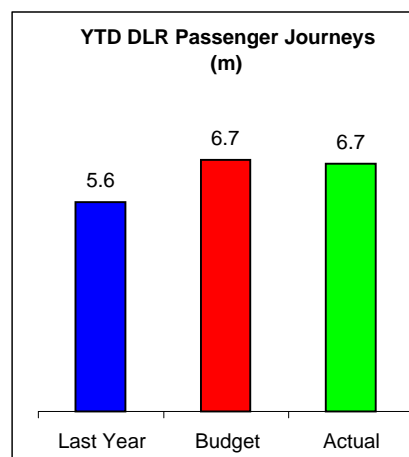
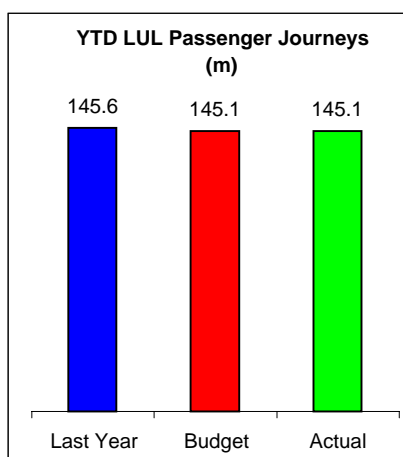
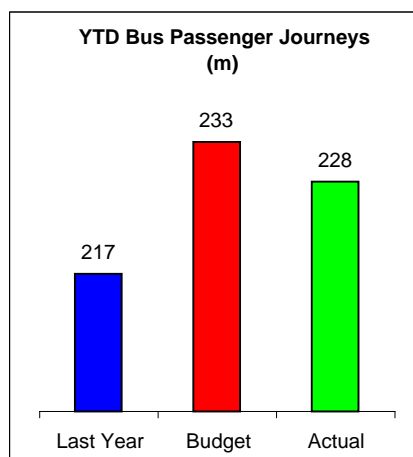
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# 1. Trends in the Economy and Patronage on TfL's Main Services

General Economic Indicators reported in May 2001

Annual RPI (headline) monthly	Base Rates 4 weekly	GDP Growth quarterly	Retail Sales monthly	Avg Earnings in Service sector monthly	Central London FT Employment quarterly	Central London PT Employment quarterly	Tourist Visitor Nights % year to date	London Population annual
<b>2.1% p.a.</b>	<b>5.3% p.a.</b>	<b>2.7% p.a.</b>	<b>6.4% p.a.</b>	<b>4.0% p.a.</b>	<b>-1.7% p.a.</b>	<b>11% p.a.</b>	<b>-12.3%</b>	<b>0.7% p.a.</b>
Comparative figures for prior period								
1.8%	5.3%	2.4%	6.1%	4.4%	0.6%	1.4%	-10.8%	0.3%

Headline inflation rose by 2.1% in the year to May 2001, markedly up on the 1.8% increase in April. The latest upward effect came from higher food prices due to poor farming weather conditions, and higher motoring costs. May retail sales volumes rose above expectations, climbing a strong 6.4% year on year compared to a revised 6.1% in the previous month. In the labour market, London unemployment remained unchanged this month at 3.3% of the Capital's labour force, while the growth in service sector average earnings eased to 4.0% year on year compared to the revised increase of 4.4% in April. Finally, tourist visitor nights in London remained weak, falling by 12.3% year to date compared to a year ago.

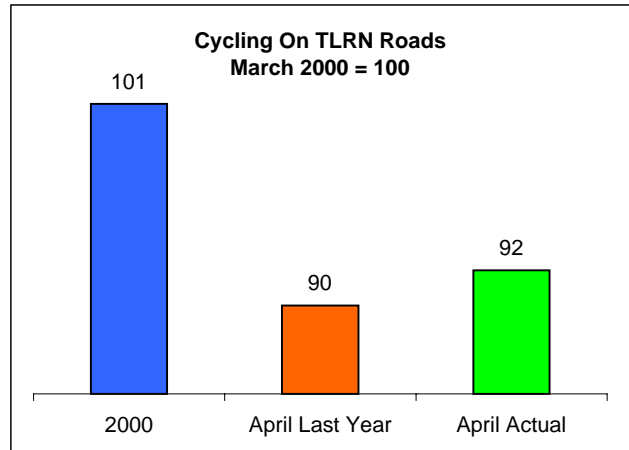
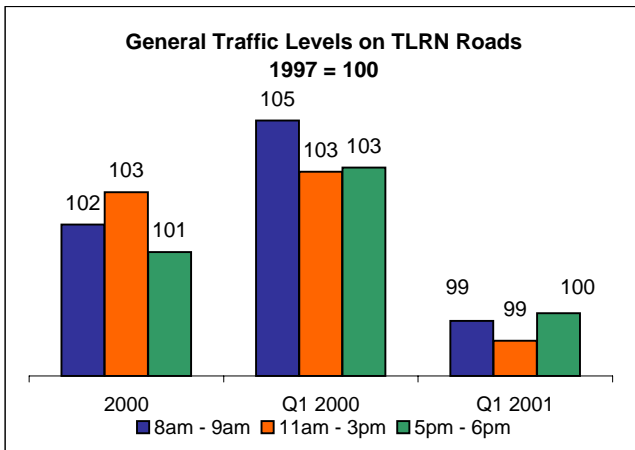


London Buses passenger journeys were 5 million (2%) less than budget after two months of the year. Patronage is expected to increase in the coming months as a result of the recent fare changes and as a consequence it is forecast that passenger journeys will exceed budget for the year as a whole.

Passenger journeys on London Underground in the year to date is broadly in line with performance in the same period last year despite the serious May Day demonstrations and the late withdrawal of threatened strike action during period 2. Demand continues to be buoyed by strong retail sales growth and rising overall employment in Central London and Docklands.

Passenger journeys on DLR rose to just over 6.7 million for the first two periods of the year, with record Saturday levels and near-record weekday and Sunday figures as the tourist season gets into full swing. Passenger journeys are showing an increase on all routes, with sharp increases on the Lewisham Extension which has now had over 14 million journeys since its November 1999 opening date.

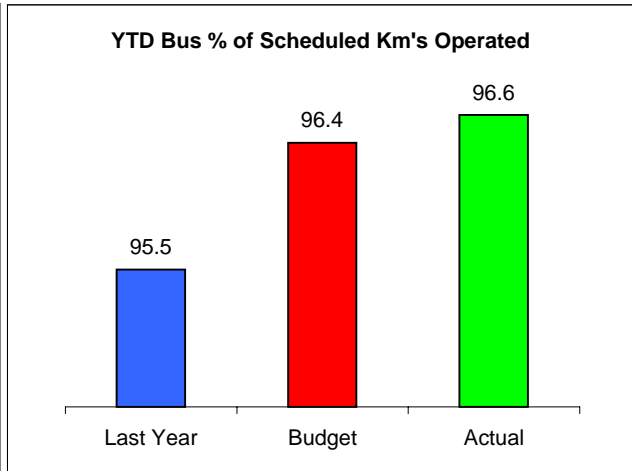
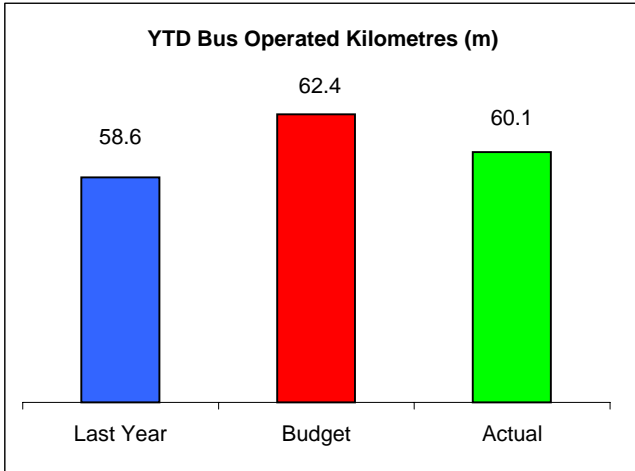
## 1. Trends in the Economy and Patronage on TfL's Main Services



This index records the average vehicles per hour per lane weighted by lane. The figures are derived from 23 automatic traffic counters. Compared to the first quarter 2000 the first quarter of 2001 (Jan - Mar) shows a decrease in all of the time periods, AM peak (8am - 9am) 4.9%, PM peak (5pm - 6pm) 3.6% and the Inter Peak (11am - 3pm) 4.1%. The data reported is currently one quarter in arrears, (Quarter 1 = Jan - Mar 2001).

The index of total cycle flow is derived from 48 automatic counters spread over the TLRN. The base line figure of 100 relates to demand in March 2000 when monitoring began and is used as a comparison with the latest data. During April cycling on the network is still below the average for the past year, however the level of cycling is 2% more than for April 2000.

## 2. Service Provision



### Reasons for lost mileage in

Traffic congestion  
Staffing  
Mechanical

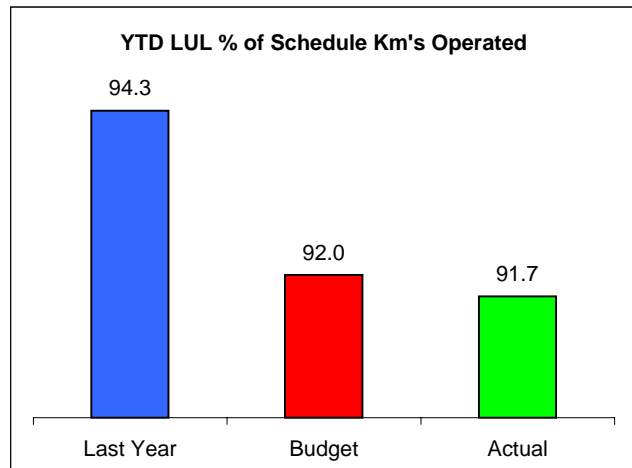
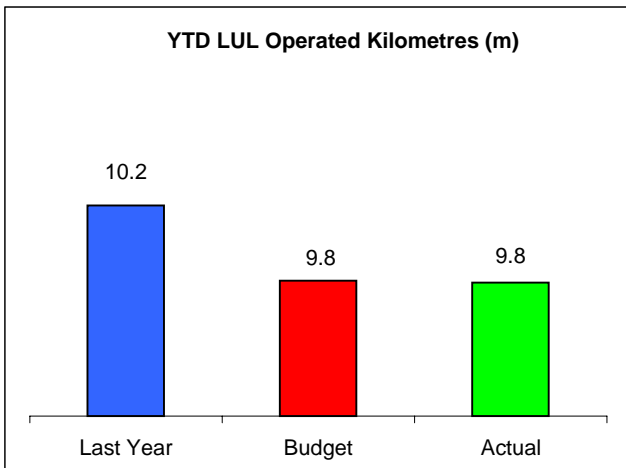
### May 2000

44%  
42%  
14%

### May 2001

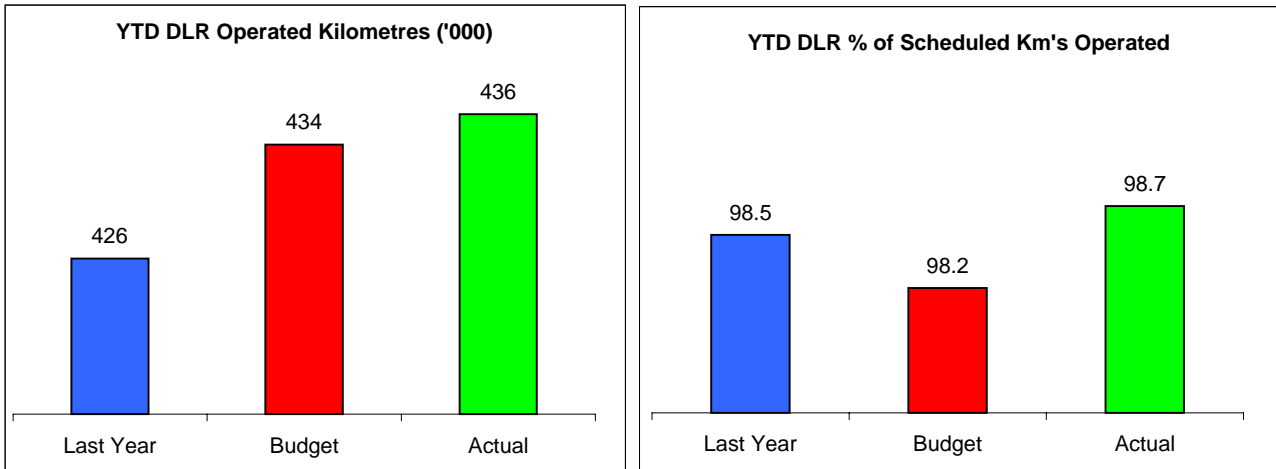
58%  
24%  
18%

After two months of the year, 60.1m bus kilometres were operated by bus companies, a fall of 2.3m (4%) compared with budget mainly as a result of the impact of service improvements being overstated in the budget. However, in terms of the actual percentage of schedule, 96.6% was operated, an improvement of 0.2% percentage points over budget. The bus network experienced significant traffic delays in May, including roadworks at New Cross, Kings Cross, Edgware Road, Brixton, Wimbledon and Blackfriars. The May Day protests also caused significant problems for buses, as did a high level of disruptive incidents on the railways. Nevertheless, the encouraging trend in the staffing situation was maintained, with losses currently running at less than half the level of a year ago.



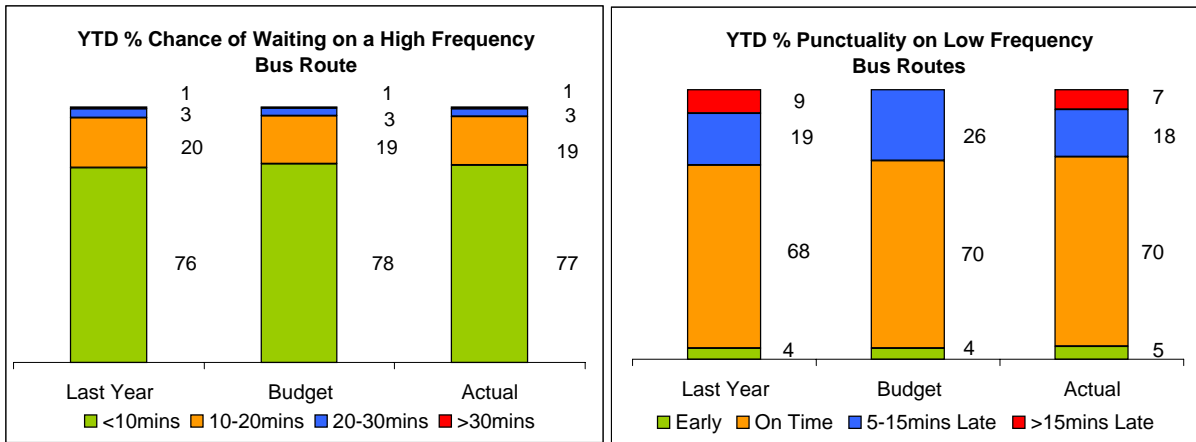
The percentage of scheduled kilometres operated in the first 8 weeks of the year was down substantially compared with the same period last year, but compares favourably with performance over the second half of last year and was close to budget. The Metropolitan and Circle & Hammersmith lines were affected by several signal and track circuit failures particularly in the central area, while operator shortage and signal problems were the principal causes of lost service on the Jubilee line. The Northern maintained its position as the best performing major line, operating 98.4% of its scheduled kilometres, while the Bakerloo remained the worst performer, operating just 81.5% of its schedule due principally to staff shortages. Two incidents outside LUL's control contributed to the Central Line's shortfall against its budget in period 2 - a person under train at Mile End and a bridge strike at Fairlop.

## 2. Service Provision



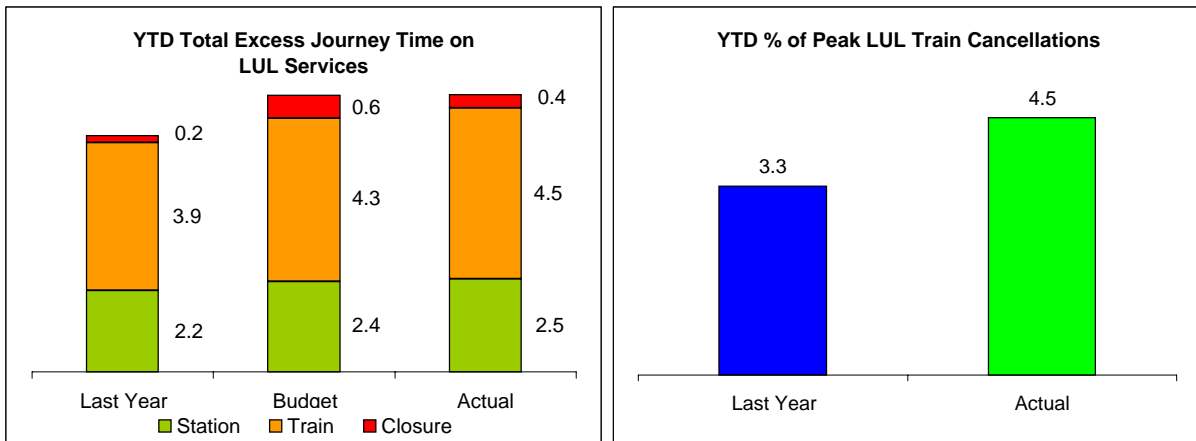
The target for service departures for DLR was again beaten in the first two periods of the year, with 436,000 kilometres operated representing 98.7% of the schedule, 0.5 percentage points above the target and without the use of Quality Exclusion provisions in the contract.

### 3. Service Reliability



Traffic caused significant delays to buses compared with same period last year. Despite this, reliability on both high frequency and low frequency routes was broadly unchanged over same period.

Note ! The budget for punctuality on low frequency bus routes includes only one 'late' category.



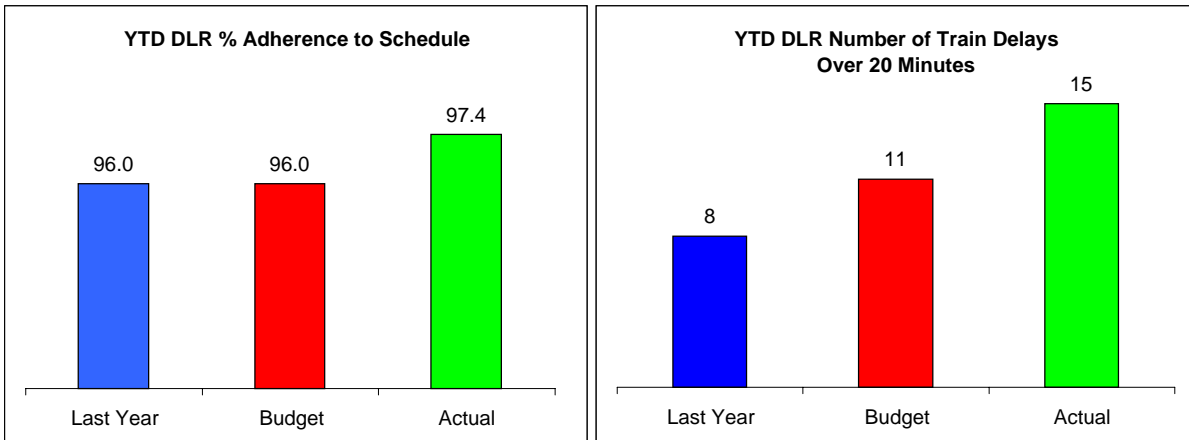
**Cause of Peak Train Cancellation :**

	YT pd 2 00/01	YT pd 2 01/02
Operator not available	23%	42%
Defective or no rolling stock	28%	25%
Signal or track defect	15%	16%
Other	34%	17%

Total excess journey time in period 2 showed an improvement compared with period 1 and was within the budget set for 2001/02. All journey time components performed within their target levels in period 2 except platform wait time, which at 2.5 minutes exceeded its target. This is an increase of 0.09 minutes compared with the last period, despite most lines showing an improvement in excess platform wait time this period. The network increase was mainly attributable to substantial increases on the Metropolitan and Circle (MCL) and Jubilee Lines.

The network 'operator not available' situation continued to improve but remained the main cause of peak service cancellations on the Bakerloo, Jubilee and Piccadilly lines in period 2. Compared to the same period last year, overall percentage of trains in peak service has fallen mainly due to an increase in the number of cancellations caused by no operator, slightly offset by a fall in the number of cancellations caused by factors outside LUL's control.

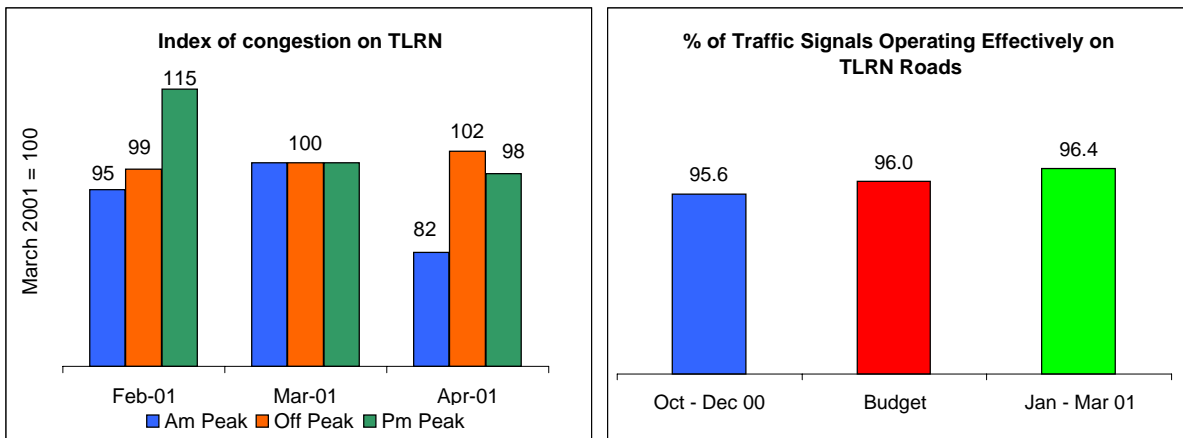
### 3. Service Reliability



#### Causes of Delays :-

Vehicle	2
Track	2
External	11

Period 2 saw the franchisee beat the 96% target for service reliability by 1.4% without the use of Quality Exclusions, but with an increased number of train delays over 20 minutes recorded during period 1 and 2. As shown, the majority of these delays were the result of external factors to the railway.



The Index of Congestion on the TLRN is a new performance indicator that is being developed using the ASTRID database to analyse 157 SCOOT sites across the TLRN. This monitoring sample comprises approx 7% of the UTC capacity on the TLRN and encompasses all types of location and all differing road types found on the TLRN.

SCOOT measures the percentage of four second intervals during a green period when a detector is occupied by stationary traffic. The data is indicative in nature (not absolute) and is intended to reflect changes in congestion, for this reason the data has been indexed to March 2001, (a neutral month for traffic flows). In April, the AM and PM peak index decreased by some 17% and 2% respectively, while the interpeak increased by 2%. These results are likely to be due to the Easter period and school holidays reducing peak traffic levels and hence congestion, but increasing the interpeak levels.

Signals that are all out, stuck, have no or a short or long right-of-way or have detector faults reported as not operating effectively. The results for the latest quarter recorded suggests performance 0.4% above the target set for the current year.

#### 4. Safety

London Buses Fatalities and Injuries									
	Fatality			Major Injury			Total		
	2000/01	Last Yr YTD	Actual YTD	2000/01	Last Yr YTD	Actual YTD	2000/01	Last Yr YTD	Actual YTD
Passengers				21	4	6	21	4	6
Staff				64	14	14	64	14	14
Public	8	1	2	54	8	12	62	9	14
<b>Total</b>	<b>8</b>	<b>1</b>	<b>2</b>	<b>139</b>	<b>26</b>	<b>32</b>	<b>147</b>	<b>27</b>	<b>34</b>

London Underground Fatalities and Injuries									
	Fatality			Major Injury			Total		
	2000/01	Last Yr YTD	Actual YTD	2000/01	Last Yr YTD	Actual YTD	2000/01	Last Yr YTD	Actual YTD
Passengers	7	2	2	126	18	13	133	20	15
Staff	1			9			10		
<b>Total</b>	<b>8</b>	<b>2</b>	<b>2</b>	<b>135</b>	<b>18</b>	<b>13</b>	<b>143</b>	<b>20</b>	<b>15</b>

TLRN Roads Fatalities and Injuries									
	Fatality			Major Injury			Total		
	Mar 99 - Feb 00	Mar 00 - Feb 01		Mar 99 - Feb 00	Mar 00 - Feb 01		Mar 99 - Feb 00	Mar 00 - Feb 01	
Pedestrian	37		36	368		381	405		417
Cyclist	6		6	117		118	123		124
Motorcyclist	15		21	347		382	362		403
Car User	14		26	538		599	552		625
Other	5		4	108		106	113		110
<b>Total</b>	<b>77</b>		<b>93</b>	<b>1478</b>		<b>1586</b>	<b>1555</b>		<b>1679</b>

There have been two customer accidental fatalities on the Underground in the first two periods of 2001/02. On 28th April, at Perivale, the last eastbound train stopped halfway into the platform when the operator reported seeing something on the track. The train departed and investigation revealed a body on the track. It was observed on the CCTV that a person had gone on to the track, indications being that the person had been struck by the train. On 9th May, a passenger fell between cars of a westbound Central line train between Stratford and Mile End. Reports are mixed as to the circumstances that led to this fatality but until a coroner's verdict has been received, it will be treated as an accident.

##### Definitions used :-

London Buses Passengers / Public Fatalities & Major Injuries = the number of passengers / public fatalities & major injuries resulting from an incident involving a bus or tram or on London Buses property. Staff Fatalities and Major Injuries = the number of London Buses bus contractor fatalities & major injuries incurred while in the performance of duties on behalf of London Buses.

London Underground Staff Fatalities and Major Injuries = the number of Employee and Contractor Fatalities or Major Injuries occurring while on duty. Customer Fatalities and Major Injuries = the number of customer fatalities and accidental major injuries caused through accident reckless behaviour, trespass, or crime.

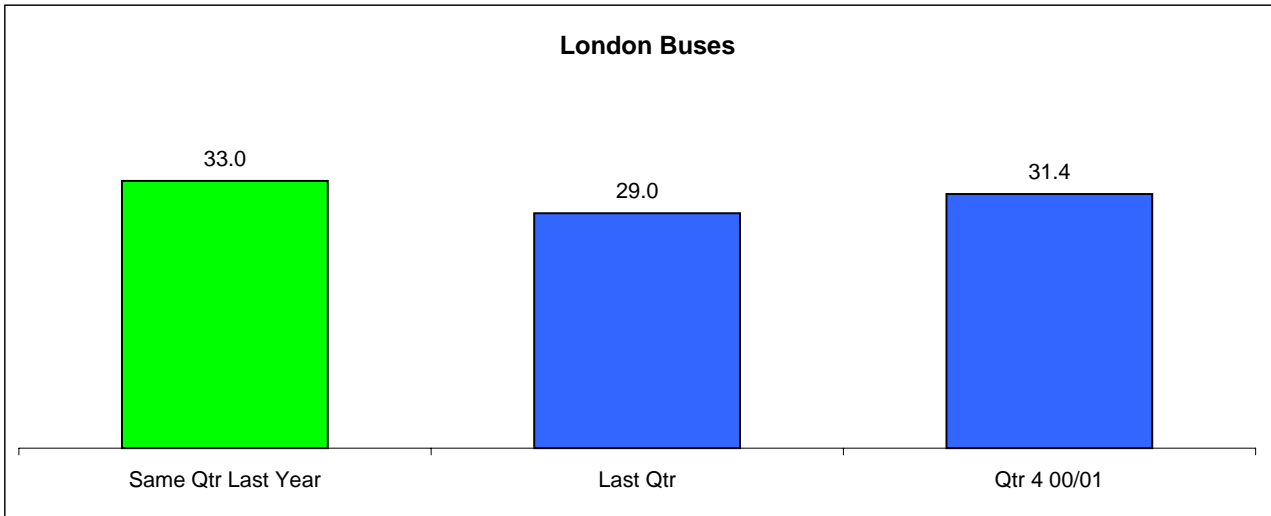
Note : The consistency of data definitions for staff injuries needs to be examined, London Buses includes 'lost time injuries'.

TRLN Roads Fatalities = Those cases where death occurs in less than 30 days as a result of the accident. 'Fatal' does not include death from natural causes or suicide. TRLN Roads Major Injuries = An injury for which a person is detained in hospital as an in-patient, or any of the following injuries whether or not they are detained in hospital: fractures, concussion, internal injuries, crushing, burns (excluding friction burns), severe cuts, severe general shock requiring hospital treatment, injuries causing death 30 or more days after the accident.

Note : An injured casualty is coded by the police as seriously or slightly injured on the basis of information available within a short time of the accident. This generally will not include the results of a medical examination, but may include the fact of being detained in hospital, the reasons for which may vary somewhat from area to area.

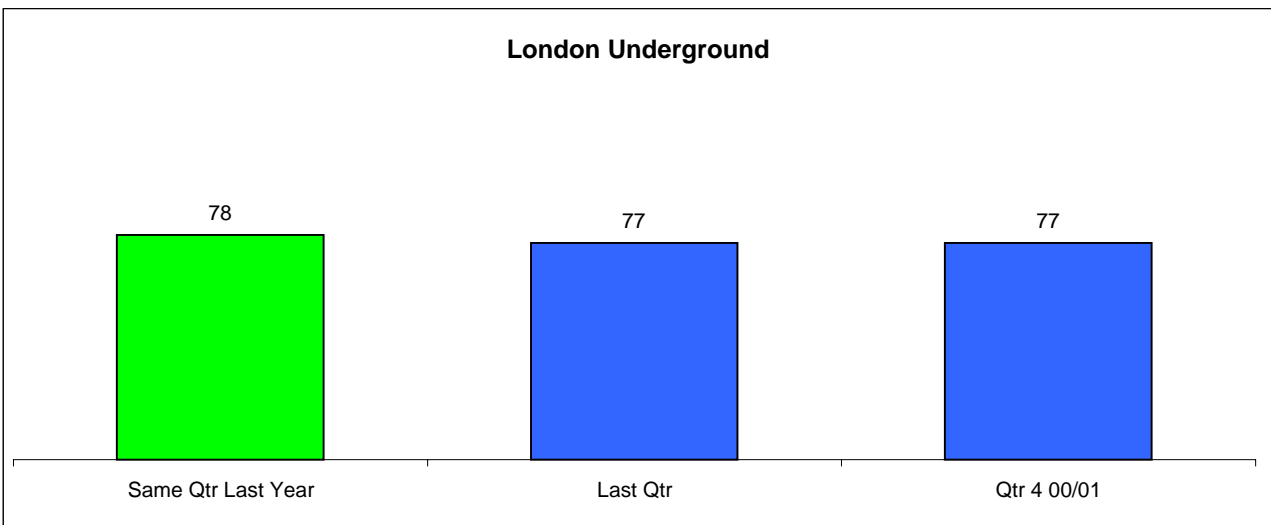


## 5. Customer Satisfaction



This indicator measures the proportion of very satisfied customers - ie those giving a rating of 9 or 10. The proportion of very satisfied customers in the last quarter of 2000/01 has increased for ten measures and stayed the same for two. The increased satisfaction with journey time and service reliability are consistent with operational quality of service results for the current quarter.

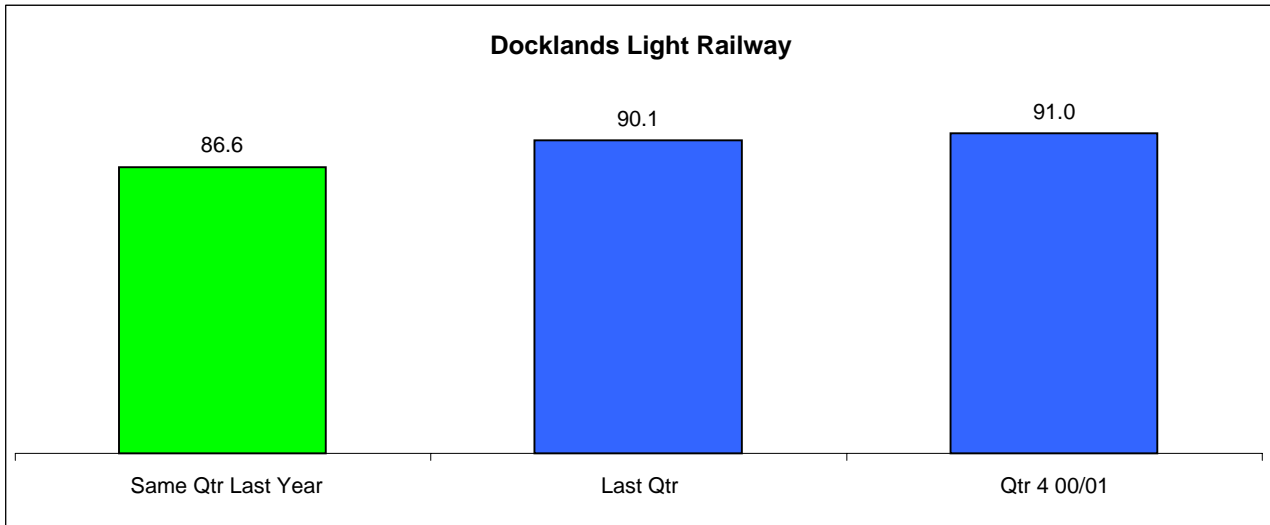
Compared to the corresponding quarter in 1999/00, the proportion of very satisfied customers decreased for all twelve measures.



For this indicator customers are asked to rate the current level of service on a scale of 0 to 10 by responding to a single question :-  
"Thinking of this particular Underground journey as a whole, from beginning to end, how satisfied were you with the service experienced today, as a score out of ten?"

The indicator is an average of these scores (x by 10).

## 5. Customer Satisfaction



The customer satisfaction results for the fourth quarter (January to March 2001) has improved slightly from the third quarter and indicates that all targets were met, matching the continuing improvements in service quality offered to passengers.

Basis of measure - The level of positive customer satisfaction with the service performance as recorded by independent survey.

## **TfL Workforce Composition Commentary**

### **May 2001**

The attached paper details the current workforce of the constituent parts of TfL broken down by ethnic group, gender and employees declaring disability.

### **Summary of Information**

The tables show that women are under-represented in LBSL, DLR, Public Carriage Office, Street Management and East Thames Buses. The male/female ratio is more representative in TfL Corporate and TTL, mainly because of the relatively high percentage of women in Corporate Services and in Communications and Public Affairs.

People from ethnic minority groups are under-represented across all the divisions in Transport *for* London when comparison is made with the economically active ethnic minority community in London. Street Management and LBSL have the most representative workforce in this regard. Within TfL Corporate and TTL, Finance and Performance does have a representative workforce with 29% of staff from ethnic minority community groups.

The percentage of staff declaring a disability ranges from a high of 5.26% in TfL – Corporate and 5.15% in TTL to none in DLR and East Thames Buses.

Information is now being collected from all but two of the main bus contractors on the ethnic breakdown of their workforce together with information on gender. Please note that the information on which these figures are based is from data gathered for March and April 2001.

### **Actions**

A series of initiatives has been planned to improve the overall representation of the workforce. One of the main issues highlighted, as a result of monitoring undertaken so far, is the TfL does not attract a high number of job applicants from ethnic minority groups. Many of the initiatives are aimed at addressing this issue by both targeting recruitment advertising at underrepresented groups and improving the perception and awareness of TfL as a diversity employer.

- We have begun to place advertisements targeted at underrepresented groups, such as ethnic lawyers. This advert attracted a positive response from both applicants and managers. We continue to place all advertisements in a range of publications to reach as wide a spread of communities as possible.
- In addition human resources is working in partnership with the Greater London Authority (GLA) to develop a joint recruitment strategy, focusing on attracting Asian employees, who are particularly underrepresented in certain sections of TfL and the Greater London Authority.
- We are taking part in a number of branding exercises with community groups including the Respect Festival, the Notting Hill Carnival and the Caribbean Expo 2001.
- Action plans are being implemented in LBSL and East Thames Buses in light of the recommendations made by the equalities audit undertaken by Phoenix HR and progress against these plans are monitored.
- Sir Herman Ousley has agreed to work with the Transport for London Senior Managers to review equality policies and plans in September.

- TFL is taking part in the cross cutting GLA review – ‘Equalities for All’. The steering group and working group meet for the first time on 27<sup>th</sup> June 2001.

The initiatives outlined in this paper and previous board papers have resulted in a significantly raised awareness of equality and diversity issues. The foundations are now in place to take forward positive action plans and embed diversity in all our activities.

## 7. Workforce Composition

Employee Percentage Figures - by Ethnicity								
	TfL Corp	TTL	LT Buses	DLR	PCO	Streets	ET Buses	Total
White	85.0%	84.0%	77.0%	95.0%	88.0%	77.0%	80.0%	80.0%
Mixed Race	1.0%	3.0%	2.0%	0.0%	0.0%	0.0%	2.0%	1.8%
Asian or Asian British	3.0%	5.0%	4.0%	0.0%	4.0%	8.0%	6.0%	4.6%
Black or Black British	11.0%	7.0%	16.0%	5.0%	6.0%	12.0%	12.0%	11.8%
Chinese or other ethnic group	1.0%	1.0%	1.0%	0.0%	2.0%	3.0%	0.0%	1.0%
<b>Totals</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Employee Percentage Figures - by Gender								
	TfL Corp	TTL	LT Buses	DLR	PCO	Streets	ET Buses	Total
Male	58.9%	56.0%	77.0%	67.0%	71.6%	72.0%	94.1%	72.8%
Female	41.1%	44.0%	23.0%	33.0%	28.4%	28.0%	5.9%	27.2%

Employee Percentage Figures - by Disability								
	TfL Corp	TTL	LT Buses	DLR	PCO	Streets	ET Buses	Total
Disability	5.3%	5.0%	2.0%	0.0%	2.4%	2.2%	0.0%	3.0%

The above tables show details (full time equivalents and percentages) of the current workforce of the constituent parts of Transpo for London (TfL), broken down by ethnic group, gender and employees declaring disability.

### Summary of Information

The tables show that women are under-represented in LBSL, DLR, Public Carriage Office, Street Management and East Thames Buses. The male/female ratio is more representative in TfL Corporate and TTL, mainly because of the relatively high percentage of women in Corporate Services and in Communications and Public Affairs.

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The percentage of staff declaring a disability ranges from a high of 5.26% in TfL – Corporate and 5.15% in TTL to none in DLR and East Thames Buses.

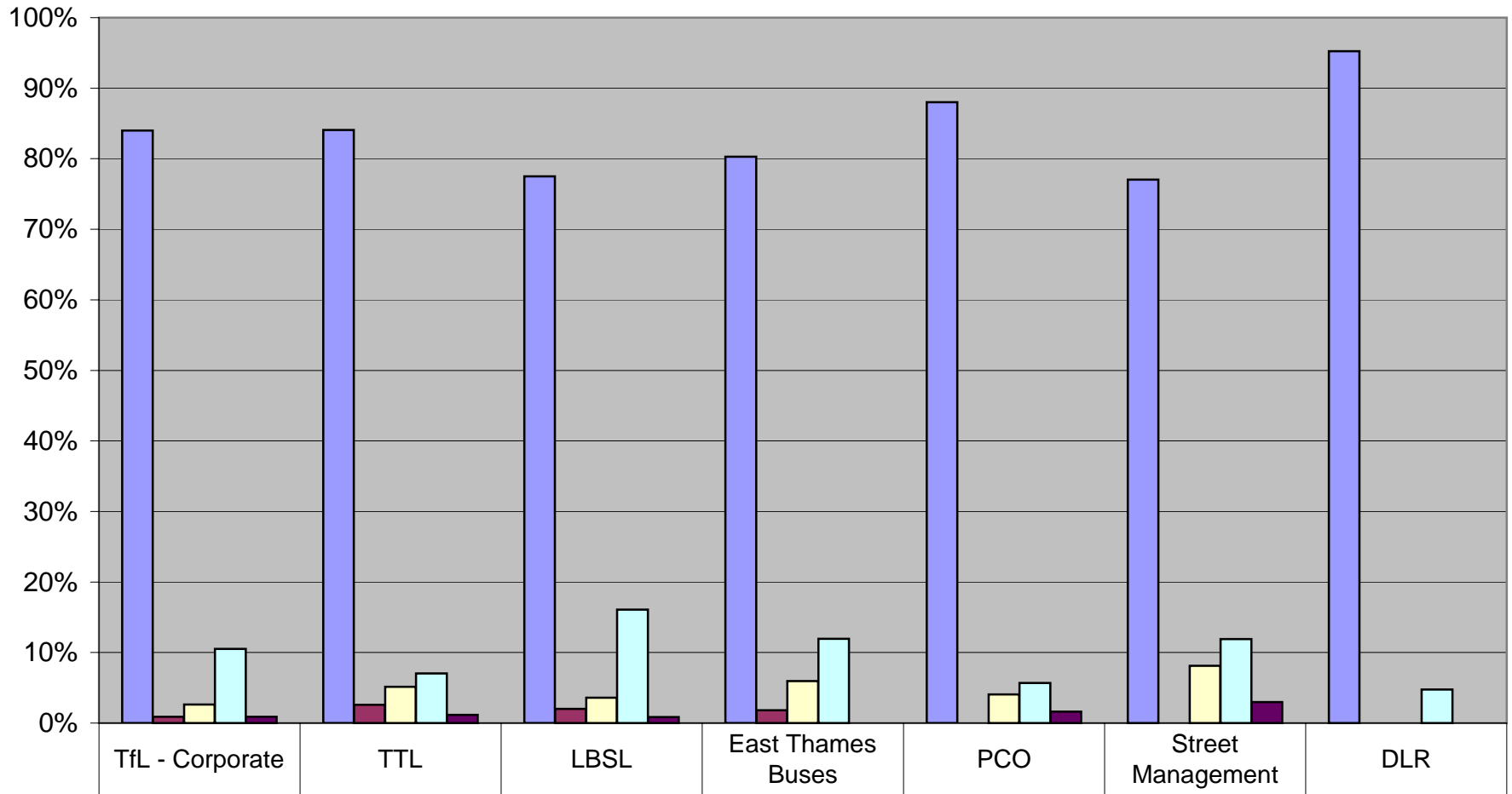
### Actions

A series of initiatives has been planned to improve the overall representation of the workforce. One of the main issues highlighted, as a result of monitoring undertaken so far, is the TfL does not attract a high number of job applicants from ethnic minority groups. Many of the initiatives are aimed at addressing this issue by both targeting recruitment advertising at underrepresented groups and improving the perception and awareness of TfL as a diversity employer. These initiatives have resulted in a significantly raised awareness of equality and diversity issues. The foundations are now in place to take forward positive action plans and embed diversity in all our activities.

## Transport for London - Workforce Composition - by Gender

Percentage

### Workforce Composition

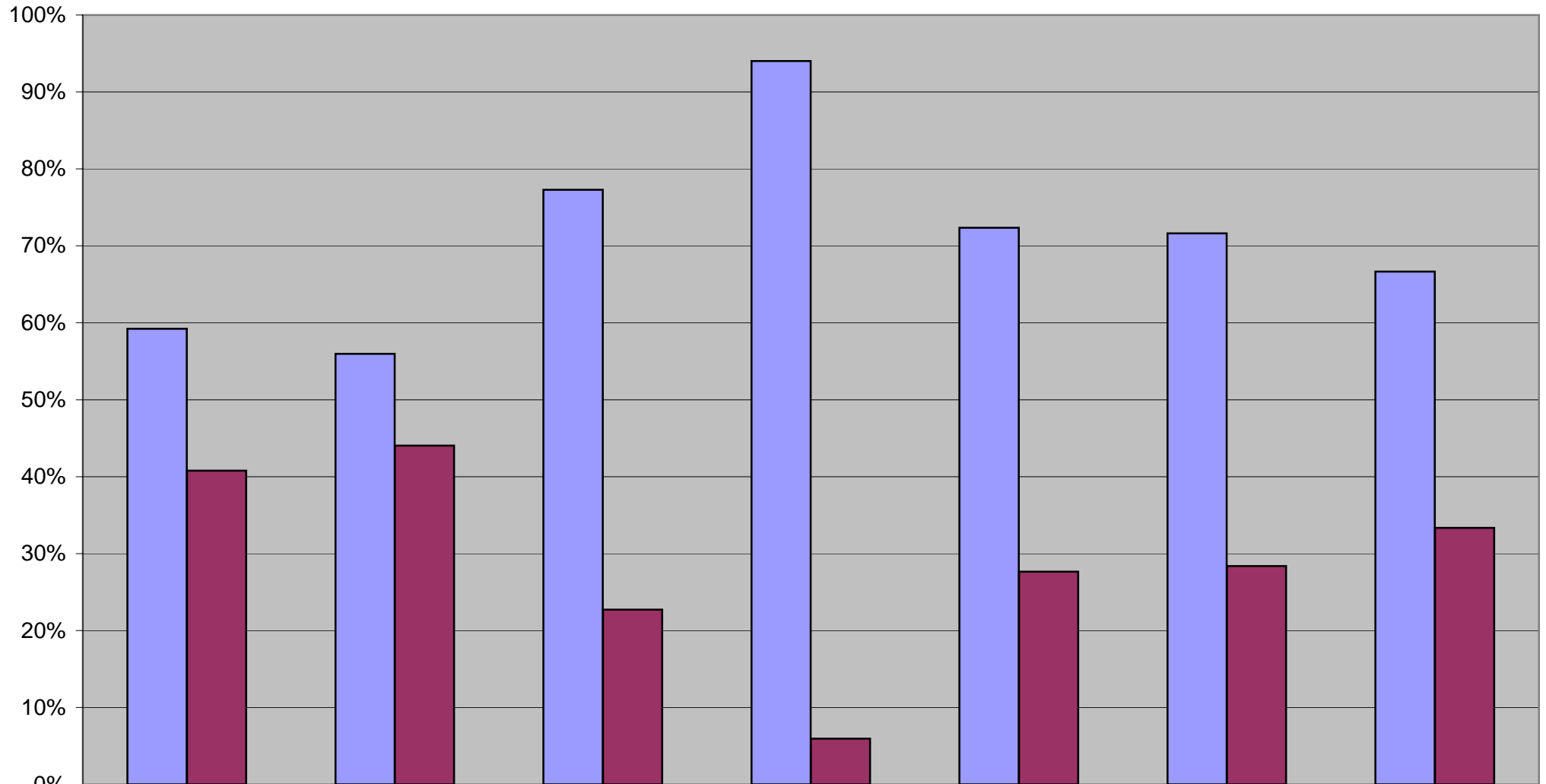


White	84%	84%	77%	80%	88%	77%	95%
Mixed Race	1%	3%	2%	2%	0%	0%	0%
Asian or Asian British	3%	5%	4%	6%	4%	8%	0%
Black or Black British	11%	7%	16%	12%	6%	12%	5%
Chinese or other ethnic group	1%	1%	1%	0%	2%	3%	0%

# Transport for London - Workforce Composition Breakdown - by Ethnicity

Percentage

Gender Breakdown



Male	59%	56%	77%	94%	72%	72%	67%
Female	41%	44%	23%	6%	28%	28%	33%

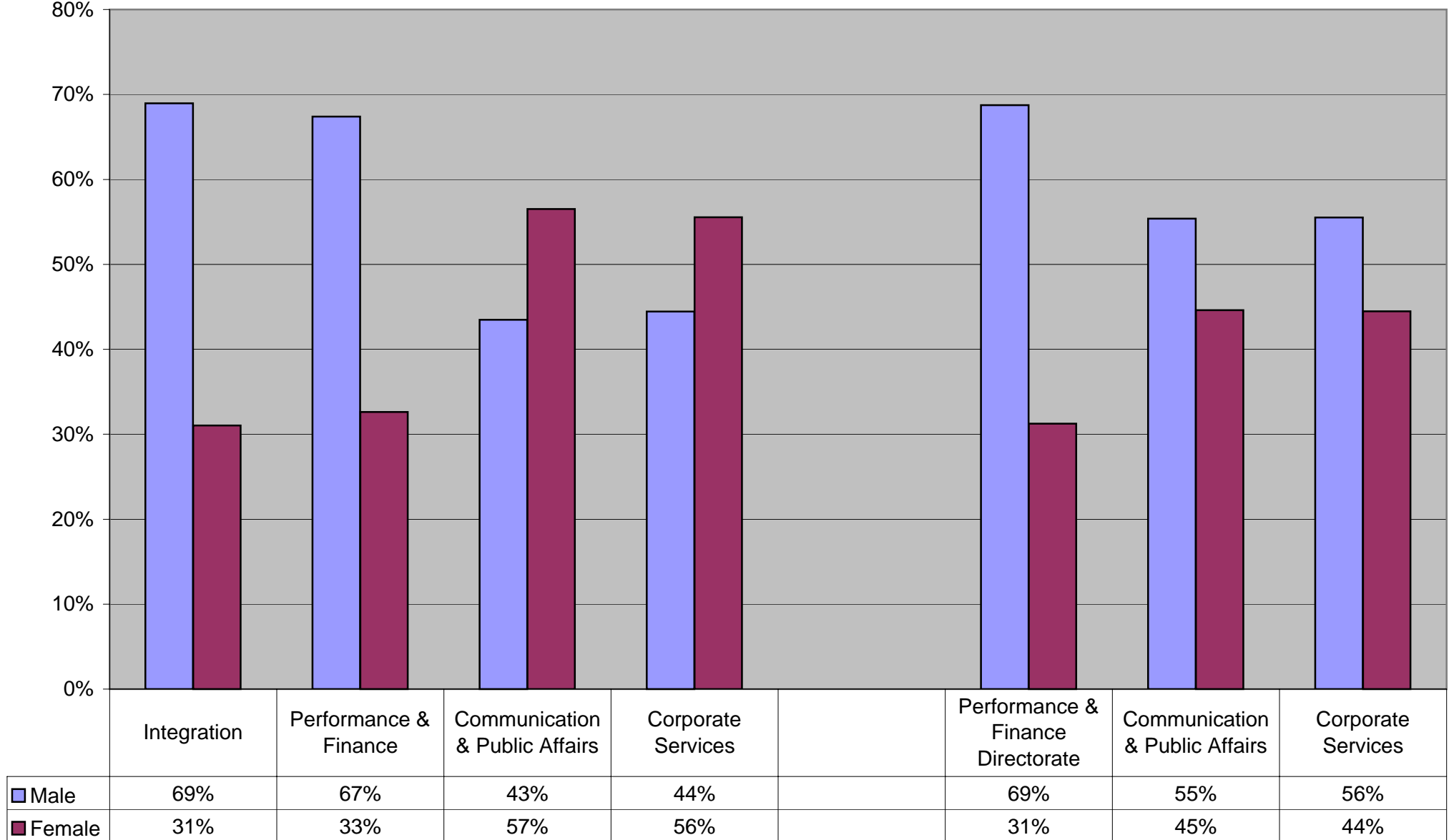
# Transport for London - Directorate Information

## Gender Breakdown

Percentage

Transport for London

Transport Trading Limited





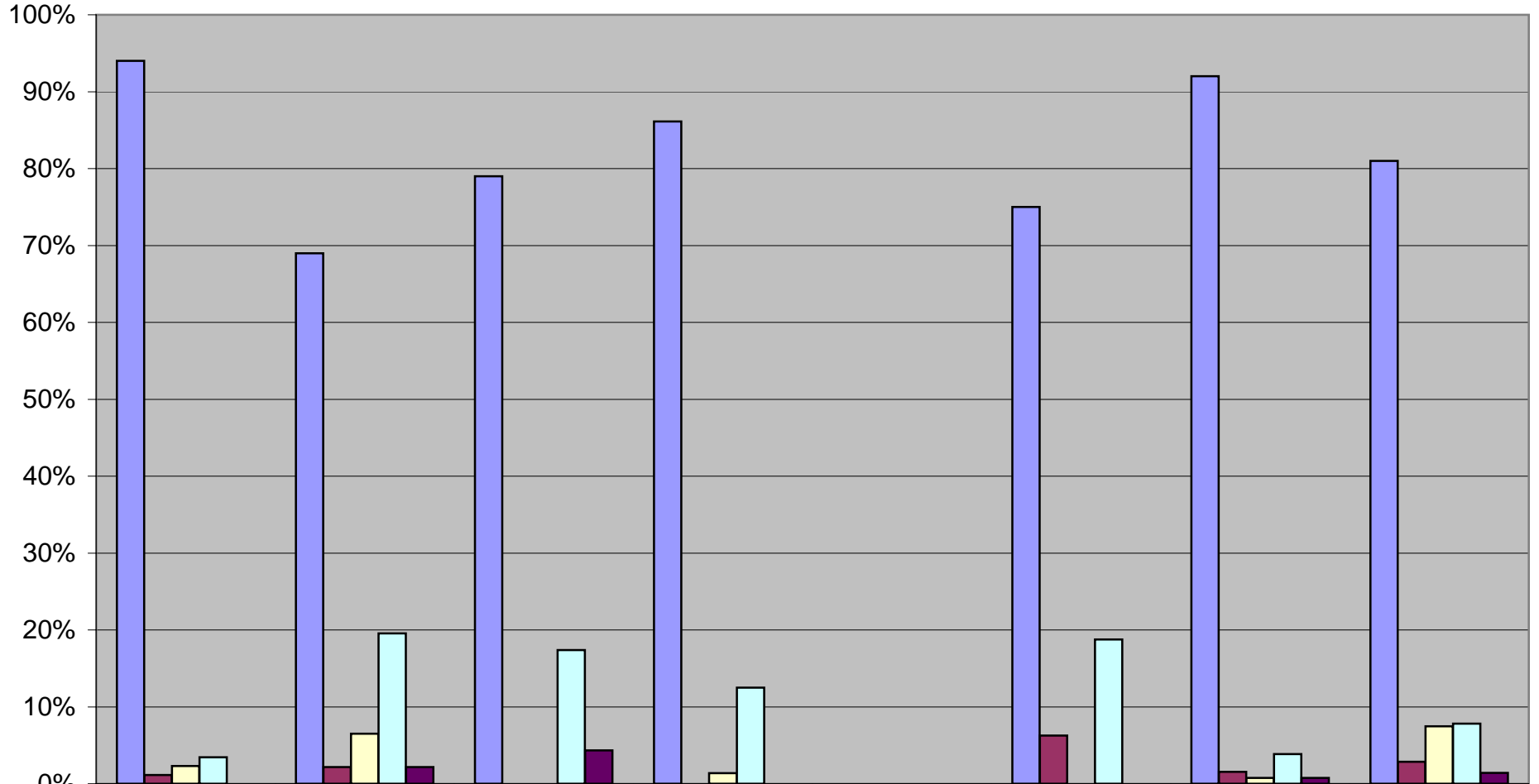
# Transport for London - Directorate Information

## Ethnicity Breakdown

Percentage

Transport for London

Transport Trading Limited



	Integration	Performance & Finance	Communication & Public Affairs	Corporate Services		Performance & Finance	Communication & Public Affairs	Corporate Services
White	94%	69%	79%	86%		75%	92%	81%
Mixed Race	1%	2%	0%	0%		6%	2%	3%
Asian or Asian British	2%	7%	0%	1%		0%	1%	7%
Black or Black British	3%	20%	17%	13%		19%	4%	8%
Chinese or other ethnic group	0%	2%	4%	0%		0%	1%	1%

**TRANSPORT FOR LONDON**

**TfL BOARD**

**SUBJECT: TfL 2001/02 BUDGET**

**MEETING DATE: 17 JULY 2001**

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**1. PURPOSE**

1.1. To inform the TfL Board of the latest position on TfL's 2001/02 Budget.

**2. BACKGROUND**

2.1 At its meeting on the 29 May 2001, the TfL Board received a update report on the 2001/02 budget which :-

- reported the initial impressions from the budget reviews carried out by the Managing Director of Finance & Performance during April, including :-
  - some programmes in the current budget assume substantial expenditure in future years that may not be available,
  - contractual commitments are building-up for both the current year and 2002/03,
  - some of the programmes included in the 2001/02 budget are not clearly scoped or do not have milestones / deliverables,
  - in the past, control has been exercised principally on an input cost basis without multi-year projects being managed as a whole,
  - the budget includes a heavy reliance on consultancy / agency staff,
  - some business areas may require strengthening in terms of additional resources during 2001/02,
- highlighted that the existing 2001/02 budget assumes that Transport Trading Ltd will raise £62.8m of short-term external debt during the last three months of the year, in order to support the higher level of programme expenditure included in the budget.

- outlined Counsel's reconsidered opinion that the capacity of Transport Trading Ltd to borrow is restricted to the level of TfL's borrowing limit and which, if confirmed, would disallow the level of borrowing assumed in the budget.
  - highlighted the further problem existing in the preparation of the 2002/03 budget in that preliminary plans contained expenditure of roughly £500m in excess of the guideline funding for that year, and that the resolution of this problem during the 2001 planning cycle may impact on the programmes taken forward in 2001/02.
  - identified a number of actions that will be taken to address the issues raised from the revised legal opinion on borrowing and the budget reviews.
- 2.2 Following the review of the paper by the TfL Board, it was agreed that TfL would not enter into any commitment to expenditure during the current financial year dependent upon assumed borrowing unless and until funding is assured and, in any event, will balance the budget.

### **3. PROGRESS ON ACTIONS**

#### **Improving financial oversight**

- 3.1 The process of oversight and control is being strengthened by reporting the milestones / deliverables for each key project and initiative included in the 2001/02 budget, whilst tying these outputs to the input costs and resources required to support the project or initiative. During the current cycle of meetings, this reporting has occurred for the first time to each of the Advisory Panels and Finance & Audit Committee meeting, primarily to set out the base line milestones and expenditure for each project, but also to provide progress during the first two months of the year.
- 3.2 In future meeting cycles, it is expected that monitoring of all projects / initiatives will be carried out by the relevant Managing Director, and reviewed at the appropriate Advisory Panels, and only projects at material variance to the base line will be reported to the Finance & Audit Committee.

#### **A clear position on external borrowing**

- 3.3 TfL Central Finance and Legal departments have maintained a continuing dialogue with Counsel and GoL/DTLR officials. These discussions have confirmed that Counsel's interpretation of the Local Authority regulations associated with TfL's capacity to raise external debt does not reflect the Government's intent for the regulations. As a result, DTLR are looking into the possibility of putting forward an amendment to the regulations to clarify the intent of the legislation.
- 3.4 Given that this process would be subject to consultation, and consideration of how such a change would affect other Local Authorities, TfL has explored with GoL/DTLR officials the possibility of the Secretary of State allowing TfL a short term increase in its borrowing limit. On the basis that such arrangements would be temporary until such time as any change in the regulations is carried out, it is hoped that a request on TfL's behalf would be viewed favourably.

- 3.5 TfL officers' best judgement is that these issues will be resolved in time to report back to the TfL Board meeting in September.

### **Other sources of financing**

- 3.6 GLA officials are in the process of confirming the arrangements for making available the £25m grant from GLA functional bodies, and are currently seeking to finalise the details in respect of contributions from core GLA and LFEPA. GLA officials have also been asked to consider increasing the amount of grant transferred to TfL in 2001/02, taking into consideration the Mayor's concern that all of the programmes incorporated into TfL's budget be taken forward this year. The initial response from officials is to suggest that it may be possible to identify a further £10m of grant that could be transferred to TfL during the current year.
- 3.7 The final accounts for 2000/01 indicate that cash management actions undertaken in the last few weeks of the year, along with a lower cash spend in the year than grant funding received, has resulted in roundly £20m of additional cash resources available in the current year.
- 3.8 Funding for the Borough Interim Transport Plans (ITP) has been changed from the provision of credit approvals to borrow last year to the direct payment of grant from TfL in 2001/02. Even if the £110m budget for work undertaken is completed during the year, this change in funding should still result in some of the £110m spend ending the year as unpaid invoices. On this basis, it is likely that TfL will hold back up to approximately £5m as retention from the last quarter ITP cash payments to the London Boroughs, without affecting these programmes.
- 3.9 As part of the grant settlement for 2001/02, the Government has provided £22m and £20m of Capital Modernisation funding to cover expenditure on the London Bus Initiative and DLR's City Airport extension respectively, and has indicated that it will provide £7.15m of ring-fenced funding to TfL in 2001/02 to progress the major cross London projects.
- 3.10 In discussion with GoL officials, they have indicated their willingness to see any of this grant funding that remains unutilised by March 2002 being retained by TfL, on the basis that an equivalent amount of grant is allocated to the schemes/projects in 2002/03, and that should TfL fail to progress the work, then the monies would be repaid to the Government in full.
- 3.11 The 2001/02 Budget contains £15.3m of proceeds from the sale of non-operational property and other assets, almost exclusively within Street Management. Work is currently being carried out to more clearly identify and value surplus property inherited by TfL, and this process may allow an increase in the value of disposals planned in 2001/02.

**Other financial flexibility & the effect of a constrained programme for 2002/03**

3.12 In the light of the above, it is not yet appropriate to submit a revised budget. However if, after the above actions are taken into account, TfL is unable to secure sufficient additional funding or borrowing capacity, then a list of uncommitted spending on enhancements where physical work has not yet started is being developed. At this point, the items included in the list (set out below) represent budget savings already identified by the business units, and items currently in the process of being developed with Directors where decisions could be taken to re-phase uncommitted work, or delay programmes that are subject to re-scoping or review within this year's Business Planning cycle.

	£m
<b>Economies / efficiencies already identified by Business units</b>	
London Bus economies	3.0
Major project development within Integration	1.6
Interchange planning	2.6
Integration economies and general savings	2.3
Hackney South-West studies (now included with CrossRail)	1.6
Taxicard funding (work delayed until second half of the year)	2.0
Savings on road infrastructure projects and claims	7.6
Other general savings in Street Management	3.0
<b>Total</b>	<b>23.7</b>
<b>Revised timing / phasing</b>	
London Bus Priority Network capital spend (part of Borough ITP will probably not be utilised this year)	5.0
Delay in the refurbishment of DLR rolling stock	1.6
Reduce capital spend on routes within London Bus Initiative (delay replacement buses on three LBI routes)	2.0
Delay in Red Route implementation	1.0
General deferrals and reductions in the Street Management programme	2.4
<b>Other Items</b>	
Communications re-branding TfL and advertising campaign (will be considered as part of the business planning round)	3.7
<b>Total</b>	<b>39.4</b>

3.13 It should be noted that the budget reviews carried out in April by the Managing Director, Finance and Performance identified a number of budget areas that will require

increased spending above that allocated in the Budget. Specifically, this included spending by TfL on external advice on the Underground PPP, the purchase of land at Hounslow to allow a new bus station, IT systems around the Group, the development Travel Information and National Rail project management and work with the SRA.

#### **4 RECOMMENDATIONS**

- 4.1 The Board is asked to AGREE that the actions set out in this paper are appropriate in the light of the current position on borrowing, and will ensure that TfL does not enter into any commitments to expenditure during the current financial year that are dependent upon assumed borrowing unless and until funding is assured. TfL will in any event, balance its budget.

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**JAY WALDER**  
**MANAGING DIRECTOR, FINANCE AND PERFORMANCE**

## TRANSPORT FOR LONDON

### TfL BOARD

**SUBJECT: JANUARY 2002 FARES REVISION AND AUTUMN 2001 BUS FARES INITIATIVES**

**MEETING DATE: 17 JULY 2001**

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#### 1. PURPOSE

This paper sets out proposals for revised fares on London's buses, tubes, trams and DLR to be implemented from January 2002. Bus fares initiatives to be implemented in autumn 2001 are also outlined. Details of all proposals are set out in Annex A. The proposals have been submitted to the Finance and Audit Committee and to the Surface and Rail Transport Advisory Panels and the paper reflects discussion at those meetings. The Board's review will be considered by the Mayor prior to his making his directions under Sections 155 and 174 of the GLA Act.

#### 2. BACKGROUND

Contractual agreements with the Train Operators (in respect of Travelcards and through single fares), and with TfL/LU's Ticketing contractor Transys (in respect of all tickets sold by buses and the Tube) mean that proposals for fares changes in January next year need to be finalised by the end of August. Similar deadlines apply to the proposed autumn bus fares initiatives.

As last year, proposals for fares are being brought to the Board for review now (in July), with a view to the Mayor making his decision towards the end of August. It is intended to seek views on the proposals from the London Boroughs through the ALG, the London Transport Users' Committee, the London Business Board and the relevant trade unions. London Buses have already carried out extensive consultation with bus union representatives. Notification of the Mayor's directions will be given to the Board in September.

#### 3. PROPOSALS AND ALTERNATIVES

##### 3.1 Tube Fares: core proposals for January 2002

Detailed proposals for Tube fares and Travelcard prices in London from January 2002 are set out in **Annex A**, Tables 1 and 2. These proposals reflect the Mayor's policy to increase Tube fares (including Travelcards) overall in line with inflation (roundly 2% currently, based on the "headline" index released in June). The proposals also reflect the

two year programme for Tube fares that was endorsed by the Board last year whereby: (a) the Zone One single fare was frozen at 150p in January 2001 but programmed to increase in January 2002; and (b) single fares to central London from Zones Two and Three, which were increased by more than inflation in January 2001, were programmed to be frozen in January 2002.

Bearing these commitments in mind, it is now proposed that the Zone One fare increases by 10p to 160p in January 2002. The two suburban fares that were frozen last year are also proposed to increase by 10p. The single zone suburban fare rises from 90p to 100p and the two zone suburban fare from 120p to 130p. These fares were last increased in January 1999. Inflation since then to January 2002 is projected to be about 8 to 9%. It is proposed that the Zone One Carnet price also increases (by 5p per ride, as in January 2001). All other adult Tube single fares in London are proposed to be frozen. Child single fares are frozen for a further year. Travelcard prices are proposed to rise overall broadly in line with inflation.

While London Underground fares are set by the Mayor, the GLA Act requires that London Regional Transport is consulted and that the Mayor has due regard to the impact of his proposals on LRT's financial and other interests. Consultation with LRT is underway and the proposals presented here have been drafted bearing LRT's interests in mind. Further consultation will occur once the Mayor has prepared a draft direction. The Government's previous plans envisaged an equivalent inflation-matching revision in January 2002, following an increase 1% above inflation in January 2001.

London Underground's initial reaction to the proposals outlined above has been to express a preference, as last year, for an option that increases both the Zone One and One to Two fares by 10p in January 2002 but freezes the suburban and carnet prices. This would focus the revision on markets where there might be least impact on demand, maximising the revenue benefit. However, a further increase in the Zone One to Two fare would be contrary to the proposals endorsed by the Board in the context of the 6% increase made last year (from 180p to 190p). It is acknowledged that a fare of 200p would be simple for passengers and staff but, on balance, this further increase is not recommended for January 2002.

Travelcard prices are subject to agreement with the Train Operating Companies. The proposals reflect discussions with the TOCs to date but are subject to final agreement and ratification during August following publication of the retail prices index for July, as required under the various Agreements.

### **3.2 All Day Travelcard Proposals for January 2002**

A significant gap in the current ticketing range is a one day ticket covering all London public transport services in the morning peak. Outline agreement has now been reached with the Train Operating Companies to introduce a new All Day Travelcard in January 2002. This would generally be priced marginally above the existing One Day "LT Card" which is valid all day but is not valid on National Rail. The new ticket would not have the morning peak restriction of the existing One Day Travelcard, which would continue unchanged.

It is proposed that the One Day "LT Card" ticket would be withdrawn, except for the all-zones version. This would be retained because, in this case, the equivalent all-zones All Day Travelcard will be significantly more expensive. This reflects the Train Operators'



requirement that the new Travelcard should not substantially undercut existing rail fares from the edge of London.

Nonetheless, as shown in **Annex A**, section 1, the proposed new ticket will significantly improve value for money for multi-mode customers who currently must purchase a series of single cash tickets. If adopted, the cost of the All Day Travelcard to the Tube would be met from within the overall Tube and Travelcard increase to result in an overall net revenue yield for London Underground in line with inflation.

### **3.3 Bus and Tram Fares: core proposals for January 2002**

The Mayor's policy envisages that bus and tram-only fares are frozen once again in January 2002, with a possible move to a bus flat fare structure in the autumn of 2002. Continuing with the fares freeze (for buses and Tramlink) is the core proposal for next January.

### **3.4 Bus Fares Initiatives for Autumn 2001 and January 2002**

Last year's paper to the Board referred to the desirability of additional bus ticketing initiatives where, for example, these could help simplify or improve pre-paid ticketing or make the bus service more affordable for key groups such as families with children. **Annex B** summarises initiatives introduced to date as part of this programme.

The following new initiatives are proposed for implementation **this autumn**:

- the introduction of a child version of the recently introduced Bus Saver ticket priced at 35p per ride; and
- the standardisation of fares on day and Night Bus services (which would adopt day fares).

It is felt on that, on balance, the operational and security advantages derived from Night bus fares standardisation outweigh any commercial disbenefits. Implementation would complement and be timed to coincide with the proposed increases in taxi fares during the evening and night times.

For **January 2002**, a reduction in the price of the All Zones Bus Pass season ticket (from £9.50 to £8.50 for a weekly All Zones ticket) is proposed. This will be a significant further step towards a completely flat Bus Pass season structure and will enable zonal restrictions on Travelcard use on buses to be withdrawn. The ending of these restrictions will be a significant benefit for Travelcard users and will continue the process of simplifying the bus fare structure. The allocation of Travelcard revenue to buses is projected to increase marginally. **Annex A, section 2** provides further detail.

Work on a number of additional bus fares initiatives is being carried out as part of the current Business Planning round. Proposals to introduce these initiatives will be brought forward in due course subject to their affordability, value for money and contribution to strategic objectives being confirmed.

## **4. IMPACTS ON FUNDING**

### **4.1 January 2002 Tube fare proposals**

It is proposed to introduce the All Day Travelcard and to end the zonal restrictions on Travelcard use on buses as part of an overall package delivering the agreed, inflation matching revenue yield for the Tube. There would thus be no impact on funding relative to the Mayor's existing commitments.

A yield of roundly 2% (corresponding to current inflation) is worth just over **£20m** per annum to the Tube.

### **4.2 September 2001 bus fares initiatives**

The initiatives proposed for Autumn 2001 – the introduction of the child Bus Saver; and the adoption of day fares by Night Buses – will cost about **£0.6m** in a full year.

### **4.3 January 2002: continued bus fares freeze**

The continued freeze on bus fares will attract some extra traffic as real fares fall. This effect, together with the impact of higher Travelcard fares on bus revenue, is estimated to yield some **£6m** for the buses in a full year. However, compared to an inflation matching bus fares revision, the fares freeze will save existing bus passengers about £8m per annum.

### **4.4 January 2002: Bus Pass Season price reduction etc.**

The incremental cost of the reduction in the All Zones Bus Pass season price will be about **£2m**. However, the introduction of the All Day Travelcard, and the lifting of zonal restrictions on Travelcard use on buses, should each result in a revenue yield for buses of **£1m**. A package comprising these measures will thus have zero incremental impact on funding.

The financial effect of all these measures is summarised in section 3 of Annex A.

## **5. RECOMMENDATIONS**

The Board is asked to review and consider the fares proposals and initiatives outlined above, in particular:

- the core proposals for next January for an inflation matching set of fares changes for the Tube and a freezing of bus only fares;
- the proposed introduction in January 2002 of an All Day Travelcard as part of an overall package that delivers the target yield for the Tube;
- the introduction in autumn 2001 of a child Bus Saver ticket;
- the adoption of standardised Night Bus fares, also in autumn 2001; and

- the proposal to reduce the All Zones Bus Pass season price in January 2002 to £8.50 for a weekly ticket and, linked to this, to remove zonal restrictions on the use of Travelcards on buses.

Subject to the Board's review and the further consultation outlined in section 2, the Board is asked to note that the Mayor will take the necessary decisions to finalise the fares proposals. A report of the Mayor's directions will be given to the Board in September. The Board is also asked to note two directives issued by the Mayor, relating to bus fares and ticketing changes implemented on 20 May 2001. These changes were endorsed by the Board on 13 March. The text of these directives is attached as Annex C.

**ANNEXES ATTACHED:**

- A. DETAILED PROPOSALS.**
- B. RECENT BUS FARES INITIATIVES**
- C. MAYOR'S DIRECTIVES FOR 20 MAY FARES CHANGES**

**JANUARY 2002 FARES REVISION AND AUTUMN 2001 FARES INITIATIVES: ADDITIONAL DETAIL**

**A.1 PROPOSED ONE DAY ALL-DAY TRAVELCARD**

Outline agreement has now been reached with the Train Operators for significant changes to one day ticketing. Specifically:

- a new range of All Day Travelcards will be introduced, valid all day Monday – Friday on bus, tube, rail etc;
- the current range of One Day “LT Cards”, which are not valid on National Rail, will be withdrawn, except for an All Zones ticket;

Proposed prices from next January are set out in Table A2:

- prices of the existing One Day Travelcard generally increase by 10p;
- prices of the new All Day Travelcard are set marginally higher than prices for LT Cards at the moment, reflecting the general revision of fares in January and the wider validity of the new ticket.

In order to avoid undercutting rail fares from outside London, the proposed price of the Zones One to Six All Day Travelcard is significantly higher than that of the current LT Card. An All-Zones LT Card is, therefore, being retained for this market – with a price 20p above that of the current LT Card.

Discussions to develop an acceptable package of proposals with the Train Operators have been protracted and compromises accepted by both sides. However, it is felt that, overall, the current proposals, if implemented, will represent a distinct improvement for a significant number of passengers. The table below illustrates some of the benefits created by the new product.

If introduced, the cost of the new ticket to the Underground (up to £2.5m) would be absorbed within the overall fares package. It is estimated that there will be a gain to the buses of roundly £1m p.a. as a result of new bus trips generated by the new product.

**Example of customer benefit created by the proposed All Day Travelcard**

Before	After
<p>A Zone 4 resident living in Crystal Palace and wishing to travel up to central London for the day before 09:30 hours (Monday to Friday) must currently buy single tickets e.g. bus fare to the station (70p), rail fare to Victoria (240p), Underground or bus fare to Oxford Circus (100p or 150p).</p> <p>Total one way cost is 410p to 460p; total daily cost £8 to £9.</p>	<p>In future, the customer will be able to buy an All Day Travelcard priced at £6.80, covering all journey stages and giving unlimited bus and Tube travel within Zones 1 to 4.</p> <p>As well as improving value for money, this will be far more convenient, with a single purchase transaction covering the whole day's travel.</p>

**A.2 PROPOSED SIMPLIFIED BUS PASS SEASON AND TRAVELCARD TICKETING FROM JANUARY 2002**

Following on from the May 2002 changes described in Annex B, it is proposed to simplify the Bus Pass seasons range further. The top-most of the three zonal Bus Pass season tiers would be removed, with the price of the system-wide Bus Pass season, currently £9.50 for a weekly, reduced to match that of the ticket covering all the suburban bus zones, currently £8.50 for a weekly. The range would then comprise an All Zones ticket costing £8.50 for a weekly, and single zone tickets costing £7.50 for a weekly. **The direct cost of this change is put at £2m per year.**

Following this change, the most expensive Bus Pass season (£8.50 for an all zones weekly) will undercut the least expensive Travelcard (currently £8.80 for one suburban zone). This will enable zonal restrictions on Travelcard use on buses to be ended - effectively making any Travelcard an all-zones Bus Pass in addition to providing Underground and rail zonal validity.

The One Day Bus Pass, at £2.00, already undercuts the cheapest One Day Travelcard, which is priced at £4.00.

The ending of zonal restrictions on bus use will enhance the Travelcard “package” by making free bus travel “out-of-zone”, which is currently charged at the full cash fare. This will remove a source of friction between customers and bus staff; reduce overriding by customers; and make routine ticket checking on bus easier and simpler. It will also marginally speed up boarding. The increased use of the bus network covered by the Travelcard will mean that the percentage of Travelcard revenue allocated to bus will increase slightly, **increasing bus revenue by an estimated £1m.** The Tube fares package is being designed to compensate the Underground for the revenue transferred.

### A.3 SUMMARY AND REVIEW

The table below summarises the bus initiatives proposed for Autumn 2001 and January 2002. Their cost to London Buses, in a full year, can be broken down, as follows:

<b>Bus revenue change in a full year due to:</b>	<b>(£m)</b>
Introduction of child Bus Saver (6 rides for 210p)	-0.1
Night bus fares put on the day basis etc	-0.5
Simplified Bus Pass Season structure;	-2.0
Wider acceptance of Travelcards for bus travel	+1.0
All Day Travelcard	+1.0
<b>Bus Initiatives total effect</b>	<b>-0.6</b>

Overall, the proposed initiatives, if adopted, will help to simplify the bus fares structure and to make bus use more attractive. They will set the scene for a further package of initiatives in and around central London to complement the introduction of congestion charging and are consistent with the Mayor's strategy of moving towards a flat bus fares structure covering the whole of London.

The total effect on fares revenue of all the proposals described in this paper can be summarised as follows:

	<b>(£m per year)</b>
Bus revenue change due to:	
- fares initiatives	-0.6
- fares freeze and Travelcard price increases	+6.0
<b>Bus Revenue change: total effect</b>	<b>+5.4</b>
<b>Tube revenue yield (in round terms)</b>	<b>+20.0</b>

**Table A1**  
**Summary of Underground Fares Proposals for January 2002 (pence)**

Adult Single Tickets	Current Prices	Proposed Changes	After (if different)	Notes
Zones				
1	150	+10 (6.7%)	160	Fare frozen last year
12	190	-	-	Fares increased by 10p last year
123	220	-	-	
1234	270	-	-	
12345	330	-	-	
123456	360	-	-	
Non-central				
-one zone	90	+10 (11.1%)	100	Fares frozen last year and in January 2000
-two zones	120	+10 (8.3%)	130	Fares increased by 10p last year
-three zones	170	-	-	
-four zones	210	-	-	
-five zones	230	-	-	
Child Single Tickets				All fares frozen for a second year
Central Zone Carnet	1150	+50 (4.3%)	1200	Equivalent increase to that in January 2001

**Table A2**  
**Summary of One Day Ticket Proposals for January 2002 (pence)**

Tickets	One Day offpeak Travelcard Prices		One Day LT Card Prices		All Day Travelcard Prices	
	Current	Proposed	Current	Proposed	Proposed	Increase compared to current LT Card
<b>Adult</b> Zones						
12	400	410	510	N/A	530	+20
123	430	440	620	N/A	620	NIL
1234	430	440	620	N/A	680	+60
12345	490	500	770	790	870	N/A
123456	490	500	770	790	1050	N/A
Non central	350	350	-	-	-	-
<b>Child</b> Zones						
12	-	-	250	N/A	260	+10
123	-	-	300	N/A	310	+10
1234	-	-	300	N/A	310	+10
12345	-	-	330	330	430	N/A
123456	200	200	330	330	520	N/A
NOTES			To be withdrawn in favour of the All Day Travelcard, except for the All Zones ticket		All modes validity to be provided at prices close to LT Card except for All Zones. LT Card retained for this market.	

**Note: Proposals for Travelcard prices are subject to final agreement with the Train Operating Companies  
Travelcard season prices are proposed to rise broadly in line with inflation.**



**RECENT BUS FARES INITIATIVES**

Over the last year, the Mayor's overall policy of freezing bus fares has been reinforced by a number of specific initiatives to simplify ticketing and further promote bus use.

**November 2000** saw the acceptance of One Day tickets on Night Buses and the extension of the validity of such tickets until 04.30 on the following day. This is the first stage in a programme to eliminate special Night Bus ticketing. This reflects the increasing number of bus routes operating on a 24 hour basis and the great growth in evening bus travel over the last 10 years (nearly 50%) which has made late night travel increasingly mainstream.

More recently, **May 2001** saw the introduction of a package of initiatives to promote bus use. This included:

- The introduction of a carnet-style ticket, the Bus Saver, priced at £3.90 for six rides.
- The introduction of a London-wide adult One Day Bus Pass priced at £2.00, replacing zonal tickets priced at £3.00 and £2.40. The aim here has been to provide a simpler and more affordable ticket for part time workers and others, particularly women and the less well-off, who make frequent use the bus service but not necessarily every day.
- A significant reduction in the price of the adult All Zones Bus Pass season. As an example, the price of the weekly ticket fell from £11.50 to £9.50. This compares with other weekly tickets in the range which are priced at £8.50 and £7.50. This is a key step in moving towards a fully simplified Bus Pass structure with a single ticket covering the whole bus system.
- Withdrawal of the photocard requirement for adult weekly Bus Passes. This reflects increasing evidence that photocards constitute a significant barrier to weekly ticket take-up while doing little to combat fraud. Photocard IDs for discounted, child and youth weekly tickets are being retained.
- The creation of a new tier of retail ticket outlets selling Bus Savers and One Day tickets. The new outlets will enable the retail network to be extended to include quieter locations where a full scale Agency equipped with an electronic point of sale device is not justified.

These initiatives are to be seen as part of an overall strategy to simplify bus fares and ticketing generally, improve off bus ticketing and make use of buses more convenient and affordable.

ANNEX C

BUS FARES DIRECTION

I, KEN LIVINGSTONE, MAYOR OF LONDON in exercise of the powers conferred on me by sections 155(1) © 174 and 421 of the Greater London Authority Act 1999, (“the Act”), hereby vary a direction dated 16<sup>th</sup> November 2000 in which I directed Transport for London to determine the general level and structure of the fares to be charged for public passenger transport services provided by Transport for London or by any other person in pursuance of any agreement entered into by Transport for London by virtue of section 156 (2) or (3) (a) of the Act or in pursuance of a transport subsidiary’s agreement by directing that the bus ticket prices to be charged from 20<sup>th</sup> May 2001 shall be in accordance with the Schedule hereto.

Date this                    day of May 2001

**KEN LIVINGSTONE  
MAYOR OF LONDON**

SCHEDULE

Bus Ticket Prices From 20 May 2001

Prices for the following tickets valid on TfL bus services are to be charged as indicated below:

Ticket/Zones	Adult Price		Change (£)	Change %	Child Prices		Change (£)	Change %	Youth Prices		Change (£)	Change %
	Current	New			Current	New			Current	New		
<b>Bus single (excl night bus fares)</b>												
Any journey including Zone 1	£	£	-	0.0%	£	£	-	0	N/a	N/a	N/a	N/a
Any journey in the rest of London	£	£	-	0.0%	£	£	-	0	N/a	N/a	N/a	N/a
<b>Bus Single (night bus fares)</b>												
Any journey including Zone 1	£	£	-	0.0%	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
Any journey in the rest of London	£	£	-	0.0%	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
<b>One Day Pass</b>												
234	£	N/a	Withdrawn		N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
1234	£	£	£	-33.3%	£	£	-	0	N/a	N/a	N/a	N/a
<b>7-Day Bus Pass</b>												
2	£	£	-	0.0%	N/a	N/a	N/a	N/a	£5.20	£5.20	-	0
3	£	£	-	0.0%	N/a	N/a	N/a	N/a	£5.20	£5.20	-	0
4	£	£	-	0.0%	N/a	N/a	N/a	N/a	£5.20	£5.20	-	0
234	£	£	-	0.0%	N/a	N/a	N/a	N/a	£5.90	£5.90	-	0
1234	£	£	£	-17.4%	£	£	-	0	£8.00	£6.60	£-1.40	-17.5%

Longer period Bus Pass prices are to be calculated from the 7-day prices using the agreed formulae (monthly = 384\*7-day annual = 40\*7-day, rounded to 10p multiples).

I, KEN LIVINGSTONE, MAAYOR OF LONDON, in exercise of the powers conferred on me by sections 155(1) (c) and 174 of the Greater London Authority Act 1999 (“the Act”), hereby direct Transport for London to sell bus saver tickets, to be charged for public passenger transport services provided by Transport for London or by any other person in pursuance of any agreement entered into by Transport for London by virtue of section 156 (2) or (3) (a) of the Act or in pursuance of a transport subsidiary’s agreement, in accordance with the provisions set out in the attached schedule.

Dated this            day of May 2001-07-13

**KEN LIVINGSTONE**  
**MAYOR OF LONDON**

## **SCHEDULE**

### **BUS SAVER TICKETS**

A new ticket called the “Bus Saver” is to be sold from 20<sup>th</sup> May 2001. This will be priced at £3.90 for six tickets, each one being valid for a single journey on TfL bus services (including night buses) anywhere within the London area.

**TRANSPORT FOR LONDON**

**TfL BOARD**

**SUBJECT: SAFETY, HEALTH AND ENVIRONMENT  
COMMITTEE REPORT**

**MEETING DATE: 17 JULY 2001**

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1. The Safety, Health and Environment Committee met on 2 July. The main item on the agenda was the review of safety performance reports for 2000/01 for all business areas across TfL.
2. These reports reflect the structures and recording systems of predecessor units, but future reports (to be presented quarterly) will follow an agreed structure and will include an executive summary arranged under four headings:
  - Progress against plan;
  - The health of the Safety Management System(SMS);
  - Accident statistics and trends;
  - Summary analysis and key issues.
3. The Committee also continued its review of the work on developing safety management systems including risk assessment processes across TfL. It noted the review by Peter Henty of the Surface Transport group with regard to safety management.
4. Safety plans and objectives for 2001/02 have been set by most business units across TfL as part of the process of annual reports and reviews, and these were discussed briefly at the meeting. These reflect three principal aspects: areas of past performance where improvement is sought; risks ; and future work to develop safety management systems.
5. Particular issues noted by the Committee, which Officers will be reviewing further, include:
  - assaults on staff;
  - customer/passenger security;
  - street accident statistics with particular reference to powered two wheelers, and pedestrians;
  - bus driver standards and training/retraining programmes;
  - alcohol as a cause of accidents and the potential effects of deregulation of alcohol licensing.

Officers will report back to the Committee on these topics in due course.

6. The matters discussed at the Committee meeting involved the full participation of LUL.
7. The Board is asked to note the report from the Committee. The next meeting of SHEC will be on Friday 14 September.

**TRANSPORT FOR LONDON**

**TfL BOARD**

**SUBJECT:                   FORMATION OF A JOINT VENTURE COMPANY FOR THE DEVELOPMENT OF THE CROSSRAIL AND NORTH EAST/SOUTH WEST SCHEMES**

**MEETING DATE:         17 JULY 2001**

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**1.    PURPOSE**

The purpose of this paper is to seek approval for Transport Trading Limited (TTL) to form a joint venture company with a wholly owned subsidiary of the Strategic Rail Authority (SRA) (to be formed by the SRA) for the development of the Crossrail and North East/South West Schemes.

**2.    BACKGROUND**

- 2.1    On 29 May 2001, the TfL Board noted that the government had confirmed its support for Crossrail and North East/South West Line to be taken forward. It is proposed that this be achieved by forming a company jointly owned by TTL and the SRA subsidiary. The proposed name of the company is Cross London Rail Links Limited.
- 2.2    For tax reasons, it is desirable for TTL to form the joint venture company rather than TfL. This is to ensure that the company is owned by a consortium (TTL and the SRA subsidiary) to enable TTL (and the SRA subsidiary) to provide tax relief for the joint venture company.
- 2.3    TfL (and therefore TTL) has statutory powers by virtue of Section 156(1) of the GLA Act to form companies for the purpose of carrying on any activities which TfL has power to carry on or carrying on such activities together with activities which TfL does not have power to carry on. TfL has the power to provide or secure the provision of public passenger transport services to, from or within Greater London. This includes developing the Crossrail and North East/South West Schemes.
- 2.4    The company will be limited by shares. This is a requirement of Section 157(1) of the Greater London Authority Act 1999 (GLA Act) if the company carries out "specified activities". TTL and the SRA subsidiary will each hold 50% of the shares. There will be no other shareholders of the company.
- 2.5    The SRA Board approved the formation of the company on 5 July.
- 2.6    Approval is sought for the formation of the joint venture company and the proposed Memorandum and Articles of Association of the company so that its incorporation can be implemented as soon as possible.



- 2.7 The proposed Memorandum of Association of the company set out the objects (i.e. purpose) of the company. The objects have been drafted widely to ensure that the company is able to carry out all activities required for the development of the Crossrail and North East/South West Schemes. In accordance with the Articles of Association, Standing Orders will be prepared for the company to control its activities and to ensure that it acts within the powers of both TfL and the SRA (where applicable).
- 2.8 In summary the main objects of the company would be to:
- a) facilitate the development and project management of the Crossrail and North East/South West Schemes;
  - b) carry out any feasibility studies relevant to the two schemes;
  - c) acquire or assist in acquiring the necessary statutory powers to construct the schemes;
  - d) enter into contracts for the purposes of facilitating the schemes;
  - e) purchase, or otherwise acquire or assist in the acquisition of property needed to develop the schemes; and
  - f) do all other things incidental or conducive to achieving the above.
- 2.9 The proposed Articles of Association of the company are largely standard with certain amendments to reflect the nature of the joint venture including the need to ensure flexibility going forward. For example, the number of Directors of the company will not be subject to a maximum but will initially be eight in total. It is proposed that the following Directors be appointed to the board of the company:
- a) 3 directors appointed by TTL. Robert Kiley, Jay Walder and Ian Brown have agreed to be appointed as directors. Directors appointed by TTL cannot be removed without the prior written consent of TTL.
  - b) 3 directors appointed by the SRA subsidiary. Mike Grant, Peter Hansford and Richard Morris have agreed to be appointed as directors. Directors appointed by the SRA cannot be removed without the prior written consent of the SRA subsidiary.
  - c) the Secretary of State for the Transport for Local Government and the Regions (DTLR) will have the right to appoint one director. The DTLR director cannot be removed without the prior written consent of the Secretary of State. The DTLR director is to be confirmed.
  - d) an independent chair will be appointed by unanimous agreement of the SRA subsidiary, TTL and the Secretary of State. The chair can only be removed by unanimous agreement. This post will be advertised.
- 2.10 Meetings of the company will not be quorate unless both a TTL appointed director and an SRA subsidiary appointed director are present. All business arising at board meetings shall be determined by resolution. No resolution will be effective unless carried by all of the TTL appointed directors and SRA subsidiary appointed directors present at such meeting. The chair of the company will not have a casting vote.
- 2.11 A legally binding Joint Venture Shareholders Agreement will be entered into by the Shareholders, TfL and the SRA. However, a number of issues need to be resolved before this can be finalised (such as the ownership of assets and intellectual property rights). Pending resolution of such issues, Heads of Agreement have been prepared which relate to the establishment and role of the company. For example, the budget and business plan of the company must be approved by TfL, the SRA and the Shareholders.

- 2.12 In addition, as the company will be owned jointly by TTL and the SRA subsidiary it is necessary for there to be a procedure in the event of deadlocks of the Board. The Heads of Agreement propose that any deadlocks which cannot be resolved between the members of the Board be referred to the “High Level Group”. It is proposed that this group consist of the Mayor of London, Commissioner of TfL, Minister of Transport and the Chair of the SRA and that determinations of the High Level Group be made by unanimous decision. Where the High Level Group cannot reach a decision termination of the joint venture will be an option. TfL and the SRA will be involved in the winding up upon any termination. However, such action would depend on the nature of the deadlock and how advanced the schemes are.
- 2.13 It is proposed that an officer of the SRA (Toni Eastland) be appointed as Company Secretary to the joint venture company.
- 2.14 The post of chief executive will be advertised and appointed by agreement of TfL and the SRA. Until a permanent appointment is made it is proposed to appoint Keith Berryman an officer of the SRA as interim chief executive.
- 2.15 It is not proposed that any staff transfer to the new company. All staff will be seconded to the company (secondments are proposed from TfL, the SRA and London Underground). The relevant staff to be seconded have been consulted. In addition, consultants will be engaged by the new company to provide, amongst others, administrative and support services.

### **3. ALTERNATIVES**

It is possible for TTL and the SRA subsidiary to enter into a joint venture agreement for the development of the proposed schemes without the need for the formation of a company. However, it is considered more appropriate to form a limited company which will be accountable and act as the “public face” for the schemes.

### **4. IMPACT ON FUNDING**

The schemes should be funded wholly by the Government. All set up costs incurred by TfL and the SRA will be off-charged to the joint venture company when formed.

### **5. RECOMMENDATIONS**

- 5.1 It is recommended that the Board:
- (a) APPROVE the proposal for TTL to form the joint venture company Cross London Rail Links Limited to facilitate the development of the CrossRail Scheme and the North East/South West Schemes, such formation to be effected by Transport Trading Limited as the proposed shareholder of the company;
  - (b) APPROVE that TfL and TTL enter into the Heads of Agreement and any associated agreements required to facilitate the development of the schemes; and

(c) DELEGATE to the Commissioner (and in his absence the Managing Director of Rail Services) the power to:

- agree the final terms of the Heads of Agreement on behalf of TjL and TTL;
- agree the terms of any associated documents required to facilitate the development of the schemes including the Joint Venture Shareholders Agreement;
- make any minor drafting amendments to the Memorandum and Articles of Association as may be necessary; and
- agree any changes to the proposed membership of the High Level Group and how determinations are made.

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**IAN BROWN**  
**MANAGING DIRECTOR OF RAIL SERVICES**

**CONFIDENTIAL**

**TRANSPORT FOR LONDON BOARD**

**SUBJECT: LONDON'S ROAD SAFETY PLAN – RESULTS OF CONSULTATION**

**MEETING DATE: 17 JULY 2001**

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**1. PURPOSE**

This report provides information on the responses to consultation on the Draft Interim Road Safety Plan and presents a revised Road Safety Plan for approval.

**2. BACKGROUND**

2.1 The TfL Board of 5<sup>th</sup> December approved the Draft Interim Road Safety Plan for consultation, and this was circulated to the boroughs, the Police, the DETR and 18 other agencies concerned with road safety in London. The comments arising from the consultation have been incorporated into a revised draft, which is appended to this report.

2.2 The Road Safety Plan includes targets for the reduction in casualties by 2010 that are incorporated in the Mayor's Draft Transport Strategy. It calls for the boroughs to produce their own annual road safety plans setting out how they intend to meet the Mayor's targets.

2.3 The Road Safety Plan was considered by the Street Management Advisory Panel on 29<sup>th</sup> June. The Panel called for changes to the Foreword, which have been incorporated, and suggested that TfL implement a comprehensive communications policy with regard to road safety. This is discussed in section 4.

**3. RESPONSE TO THE CONSULTATION**

3.1 The main points raised during consultation and how the Road Safety Plan has been amended are discussed below. A summary of other points is contained in the Appendix to this report

3.2 The Metropolitan Police, 11 of the boroughs and 14 other organisations provided written responses to the Plan. All respondents welcomed the Plan and the general approach that was proposed. In line with the Transport Strategy the original wording of the Draft Interim Road Safety Plan has been retained except where specific changes have been identified.

3.3 Seven boroughs said that the targets were challenging, it would be difficult to apply them to individual boroughs, and that attention should be focussed on rates of casualties based on distance travelled or number of journeys. Five boroughs suggested interim targets during the 10 year period. Whilst recognising the concern of the boroughs there is evidence that setting challenging targets plays a positive role in achieving reductions in casualties. Interim targets are of limited value because of the significant year to year variation that is typical of road collision casualties, but the analysis of trends through the period of the plan is useful. The Plan retains the original

targets and now includes proposals to monitor trends and progress annually using casualty rates as well as the absolute numbers.

3.4 Several respondents sought a clearer description of the relationships and responsibilities of the different organisations in London that deal with road safety. Since the Draft Interim Road Safety Plan was published the structure of the Pan London Road Safety forum and its sub groups has been clarified. The Road Safety Plan now contains an appendix which sets this out. A detailed guide to the road safety organisations in London with membership, terms of reference and contacts will be issued when the Plan is published. A number of points were made by consultees concerning funding for the road safety work. This is discussed below under Finance.

#### **4. PUBLICATION**

4.1 Following this Board meeting it is proposed that the Road Safety Plan in its present format be distributed immediately to the boroughs and the Police so that these key organisations can incorporate it in the preparation of their Borough Spending Plans and other work. A comprehensive communications strategy for road safety is being developed by TfL. This will have as key elements the publication of the Road Safety Plan in colour format with graphics, the launch of a mass media campaign targeted at one of the vulnerable groups, probably children or powered two wheeler riders, and publicity around the speed camera initiatives. The launch will be aimed to ensure the full participation of all those who have an interest in road safety in London. This is planned for mid September. The details of the launch and the strategy will be reported to the next meeting of the Street Management Advisory Panel.

#### **5. ALTERNATIVES**

5.1 Alternatives are discussed in this report and the Road Safety Plan

#### **6. IMPACT ON FUNDING**

6.1 The target reductions in casualties are challenging. They represent a greater percentage reduction for serious and slight casualties than was achieved during the period of the previous targets from the early eighties to the year 2000. It is important to note that many of the quick win remedial schemes have already been done. There is a need to change driver behaviour through campaigns and education as well as enforcement. The analysis that has been done so far suggests that to meet these targets the level of funding for road safety will have to be increased significantly above current spending levels.

6.2 An assessment has been done of funding levels based on information from DTLR, the Home Office and other sources of how casualty levels respond to investment in engineering, enforcement and other measures. This shows that the following spend will be required to achieve the targets **over the period to 2010**. The figures in brackets show the increase above current year spending levels. This additional funding can be phased in although higher spending will have to be brought in within the first few years.

**Table 1 Total spend on road safety to achieve the target reduction in casualties**

<b>Item</b>	<b>Total spend to 2010 £m (increase over current year spend levels £m )</b>
Safety engineering works on the TLRN	120 (100)
Safety engineering works on borough roads	175 (65)
Safety Camera installation and operation	65 (50)
Campaigns and educational initiatives	55 (50)
Borough 20 mph zones	17 (0)
Borough Safer Routes to Schools	32 (0)
20 mph links on TLRN	9 (0)

6.3 The safety engineering include measures such as revised junction layouts, new and improved pedestrian crossings, anti-skid surfacing, improved lighting schemes, lower speed limits and better signing and lining. Safety cameras are for both red light and speed enforcement. The cost of this initiative would be funded from revenues from fines. The Campaigns and educational initiatives would include material and initiatives for distribution at a local level but would mainly relate to London-wide initiatives using mass media.

6.4 It is proposed that the analysis is refined and the requirements for additional funding are put forward during the budget development process

## **7. RECOMMENDATIONS**

The Board is asked to:

- (1) APPROVE the revised Road Safety Plan.
- (2) APPROVE the proposals for publication set out above

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**DEREK TURNER**  
**MANAGING DIRECTOR**

**6 July 2001**

### Main points arising from consultation on the Draft Interim Road Safety Plan

The points listed below have been made by the boroughs, the Police or other organisations working in the field of road safety in London. The numbers of boroughs and other organisations that made the comments are shown in brackets. The points have been incorporated into the Road Safety Plan where possible. Comments from Street Management are shown in **bold**.

- The targets are challenging. Rates should be used not absolute numbers. The targets could be applied to groups of boroughs or regions (7). **The overall targets are set by Government, and TfL would not wish to adopt easier targets. There is evidence from Europe that challenging targets are useful in achieving reductions in casualties.**
- Provide a clearer explanation of the Pan London Forum and the organisations that deal with road safety in London (6).
- Use guardrail to direct pedestrians safely across crossings (6). **The Plan now calls upon TfL to provide guidance on guardrails.**
- Hypothecation & decriminalisation should be brought in (6). **The enabling legislation is now in force and plans are in hand to adopt hypothecation (or netting off as it is now called) through the London Safety Camera Partnership.**
- Interim targets are needed for three (possibly 5) & six years not just 10 – too long-term, boroughs will need guidance (5). **There is significant year to year variation in casualties and this undermines the value of interim targets. The Plan now calls for annual monitoring of achievement against the targets.**
- Timing – review the plan annually (5).
- Provide a stricter method of enforcement (with education & funding) (5).
- Speed- a number of boroughs want better enforcement if 20mph zones are to be extended. These zones should be targeted at areas of specific risk (4).
- Change ‘accident’ to ‘crash/collision’ (4).
- Comments about powered two wheelers using bus lanes with differing views (4). **There are plans for an experiment with Powered two wheelers using some bus lanes**
- Secure access to public transport – people should feel safe when travelling. Better co-ordination of services and standardised frequencies are required (4). **The Road Safety Plan now deals exclusively on casualties from collisions and excludes issues around security. This is to focus attention and develop specific action plans without widening the terms of reference of the Plan excessively.**
- Parking Enforcement – this should be done as a safety measure (4). **There is now a section in the Plan dealing with parking**
- The Police need additional funding for enforcement (4).
- There should be an increase in borough funding (4) – **the Plan now identifies an increase in borough funding as a priority.**
- Cyclists – there is a need for more driver awareness and better infrastructure should be provided for cyclists(3).
- To achieve targets we will need to have education, enforcement, training & publicity (3).
- Finance – car park revenues to be used for road safety. (3)
- Endorse ‘Think’ and other campaigns (3).
- More use of Children’s Traffic Club (more training for children, cycle retraining for children & adults) (3).
- There needs to be a fairer split of funding between boroughs & TfL (3).
- More consultation & close working with boroughs (2).

- Pedestrians – The Plan should include pavement analysis – e.g. collisions with cyclists, etc (2)
- Vehicle Design – improved safety design required for all vehicles. Introduce driver-operated speed limiters on public vehicles (2).
- Occupational Road Risks – this should be a key theme in Road Safety Plan (2).
- Intelligence and Information – this should be a key theme in Road Safety plan (2).
- Include road safety in all crime & disorder consultations (2).
- Include a wider range of organisations under partnership (and local road safety groups too) (2).
- Better monitoring of pedestrian flows is required (1).
- Parking on red routes or loading bays should be discouraged – this causes problems for cyclists (1).
- Consultation – there is a need to clarify the situation between boroughs and TfL (1).
- Some reservations were expressed about the intelligence led approach (1).
- Disability – mention DDA, elderly peoples needs and street furniture (1). **This is an important area and is being dealt with through other agencies. The Road Safety Plan is focussed on collisions, excluding trips on the footway, and pedestrians striking street furniture**
- Mention driver training (1)
- Investigate ways of measuring walking (1).
- Ban the use of mobile phones (1). **This is an issue that requires national legislation – the plan includes a section on providing a voice for London’s road safety issues and making representations to Government and the EU.**
- Include targets/section for HGVs and buses (2). **There are already a significant number of targets and the Plan does not have specific targets for these types of vehicles**
- 20mph should be the standard speed limit on London’s roads (1). **This is not practicable nor enforceable at present.**



# London's Road Safety Plan

## FOREWORD

Last year 284 people were killed on London's roads and 5,833 people were seriously injured. Pedestrians suffered more than most and accounted for almost half of all fatalities.

Although London has seen a substantial reduction in collisions since the 1980s the toll of deaths and injuries is still far too great. Each casualty represents a personal tragedy for someone. This first Road Safety Plan for London sets out what must be done to create safer streets for people.

My Transport Strategy aims to reduce our dependence on the car and increase how much we walk, cycle and travel by public transport. A safe environment on London's streets is essential if that strategy is to succeed. Vehicles travelling at high and inappropriate speeds cause collisions and intimidate pedestrians and cyclists. I expect to see 20mph speed limits introduced in many areas of the Capital and tackling speeding drivers and riders will be a high priority.

We can only reduce casualties through a partnership between all those whose actions affect road safety. We have consulted the Police, London boroughs, schools, health authorities, road user groups, the voluntary and the private sectors, and their comments are reflected in this Plan..

Key themes throughout this Plan to reduce casualties include:

- Safety through partnership working.
- Managing speeds- reducing high and inappropriate speeds
- Protecting vulnerable road users – children, pedestrians, cyclists and powered two wheelers.

The Plan sets out a framework that is intended to encourage effective joint working but it will only succeed if all the various organisations play their full part in driving down the number of casualties. All those who live and work in London will have to change the way they use the streets. The Plan includes proposals for campaigns and education, and joint initiatives with London's businesses to raise awareness of the need to create safer streets for people .

I challenge to Londoners and the organisations involved in road safety to work together to achieve the reductions set out in this Plan.

Ken Livingstone, Mayor of London

July 2001

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## **APPENDICES**

### **Road Safety Organisations in London**

## 2. INTRODUCTION

### The Scope of the Plan

- 2.1 The Greater London Authority Act 1999 gives Transport for London (TfL) the power to prepare and carry out a programme of measures to promote road safety on London's roads, and contribute to measures taken by other authorities. Transport for London also has a duty to carry out and act on road collision studies on roads that it is responsible for. Developing a Road Safety Plan is one of the proposals in the Mayor's Transport Strategy.
- 2.2 About 28% of road collisions occur on 550km of London's most important roads – the Transport for London Road Network (TLRN). A further 71% of collisions occur on the 12,985km local roads managed by London boroughs. The other 1% of collisions occurs on the Motorways within the M25 that the Highways Agency manages.
- 2.3 This plan deals with all road collisions in London. It sets out proposals for joint work by TfL and the many agencies that have road safety responsibilities. These include:
- London boroughs that are responsible for roads on which nearly three quarters of road collisions occur
  - the Police that are involved in many aspects of road safety including enforcement and collecting collision data
  - London boroughs' road safety officers and school teachers have key roles in educating children and other road users to avoid collisions
  - Health authorities provide information for parents and carers to help protect children below school age from collisions.
- 2.4 The Plan covers the whole of London and has targets for reducing casualties over the next ten years. It identifies objectives and procedures for achieving the target reductions and proposals for the joint working by the various agencies. There are also specific proposals for developing safety measures on the TLRN.

### Key trends

- 2.5 In 1987 the Secretary of State for Transport set a target to reduce casualties in Britain by one third by the year 2000. This is compared with the 1981-85 average.
- 2.6 In London the number of fatalities fell by 47% by 2000 exceeding the target significantly. Seriously injured casualties were reduced by 24% and total casualties fell by 15% , well below the target reduction.

2.7 Much of the reduction in fatal and serious collisions for car occupants was due to improved vehicle design and greater use of seat belts. For other road users including pedestrians, cyclists and riders of powered two wheelers the position was not as satisfactory. The number of killed and seriously injured casualties for these groups has not reduced in the same way and is a particular cause for concern.

2.8 In the last two years the most significant change has been a 19% increase in pedestrian fatalities. There has also been an increase in collisions for powered two wheelers, with total casualties up 13% and fatalities up 53%.

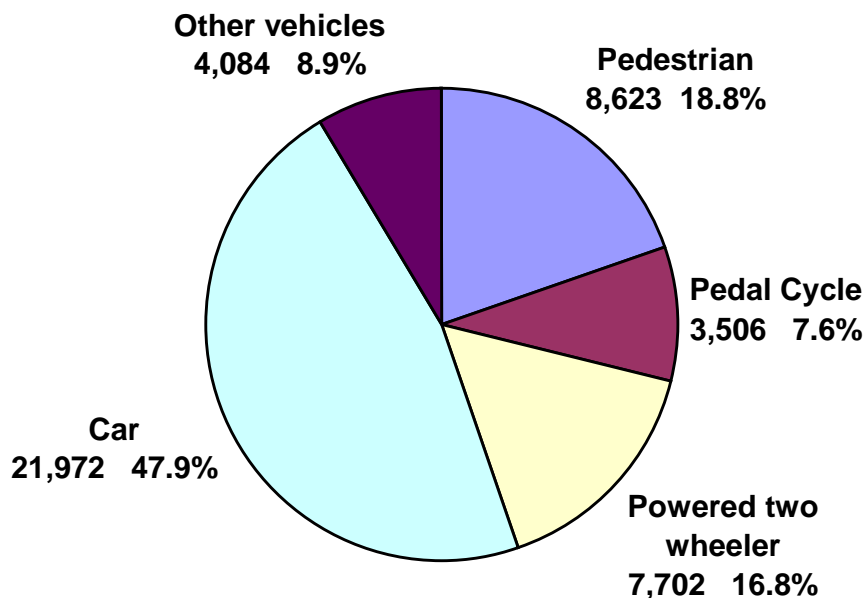
2.9 Who are killed and injured?

2.9 Chart 1 below shows that some modes of travel involve high numbers of casualties.

2.10 Nearly 20% of all casualties and half of all fatalities are pedestrians. Cyclists are 9% of the total casualties but make only 2% of the total number of trips.

2.11 Riders of powered two wheelers make up nearly 16% of all casualties and 20% of all fatalities but make less than 2% of total travel by road.

**Chart 1. All casualties in Greater London by mode of travel, 2000**



- 2.12 In London certain groups are much more likely to have road collisions. Males are 50% more likely to be injured or killed than females. This is mainly because of their exposure as cyclists and powered two wheeler riders.
- 2.13 Age is an important variable as table 1 below shows. The 16-24 age group is the most likely to be injured or killed - and these are as pedestrians as well as car drivers and powered two wheeler riders.
- 2.14 Children suffer disproportionately as pedestrians – a quarter of all pedestrian casualties are below 15 years old. The shaded cells in table 1 below show the highest casualty rates. Children from 5 to 15 years as pedestrians and adults from 16 to 59 years as car occupants have the highest rates of serious and fatal injuries.

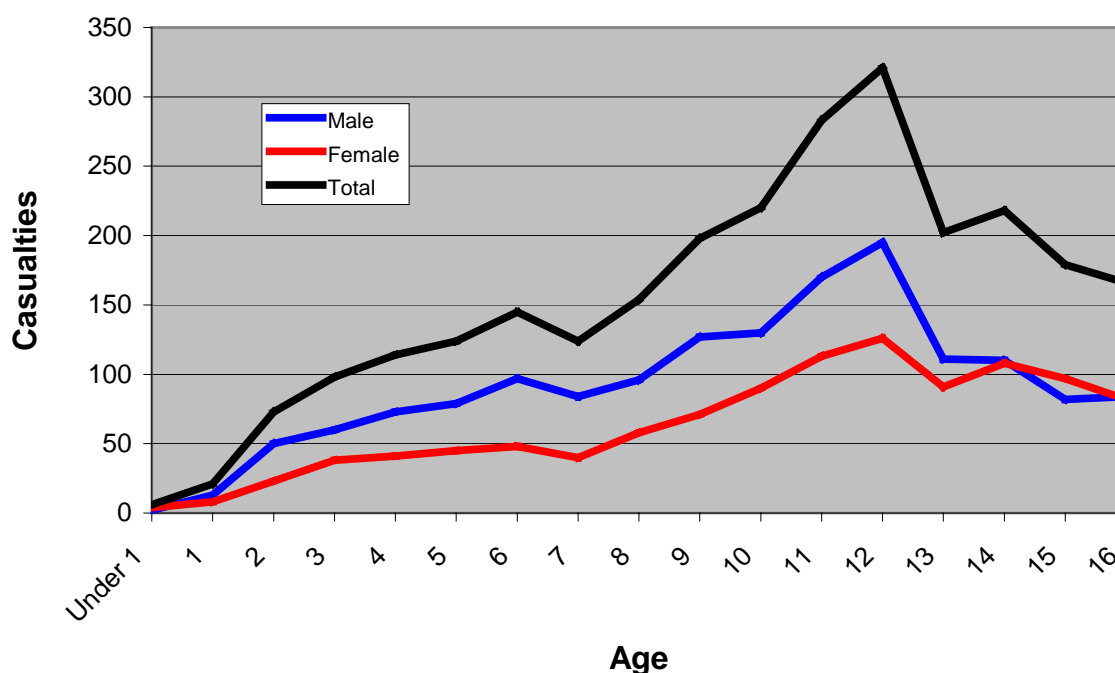
**TABLE 1 Casualties in London by Mode and Age Group**

Killed or seriously injured casualty rates per 100,000 population by age group and mode London 1999							
Mode	Age group						Total *
	0-4	5-9	10-15	16-24	25-59	60 & over	
Pedestrian	14.8	34.9	50.8	28.4	18.2	29.7	25.6
Pedal cyclist	0.2	3.1	12.5	8.5	7.8	2.1	6.8
Powered two wheeler	0.0	0.0	2.7	28.3	20.0	1.0	14.6
Car	10.6	8.9	9.7	58.9	30.1	20.1	29.2
Other	1.0	0.8	2.5	4.9	4.9	10.2	5.4
<b>Total</b>	<b>26.6</b>	<b>47.8</b>	<b>78.3</b>	<b>129.0</b>	<b>80.9</b>	<b>63.1</b>	<b>81.5</b>

\* including unknown age

- 2.15 Children between 5 and 15 years old have high rates of collisions as pedestrians, and they peak around 11 and 12 years old as the Chart 2 below shows. There are particular problems around the time that children change to secondary school and travel independently before they have developed skills to recognise the risks of road collisions and how to reduce them.

**Chart 2 Child pedestrian casualties in Greater London, 1999**



### Road Safety as a Priority

- 2.16 Collisions are a significant cause of suffering – a recent study has shown that fear of death or injury to children on the roads is parents’ greatest concern. Each casualty represents at the very least pain and inconvenience, and for more serious injuries loss of earnings and, for some, permanent impairment. Fatal collisions have long term or permanent consequences for the bereaved.
- 2.17 Collisions are a drain on the economy. In 1999 the cost to society of road collisions in London was put at about £2,300m from loss of earnings, cost of medical support and property damage.
- 2.18 Some collisions can be prevented and action by key organisations can lead to fewer and less serious casualties. Road Safety will therefore continue to be a high priority for the Greater London Authority, TfL, the London boroughs, the Police and other organisations.

## **3. Targets for reducing casualties**

### National Targets

- 3.1 In 1987 Government set a target to reduce road collision casualties by one third by 2000 compared with the 1981-85 average. This was achieved nationally for road deaths, which fell by **39%**, and for serious

injuries, which fell by 45%. The reductions in casualties with slight injuries did not meet the target.

3.2 In March 2000 Government announced new targets for reducing casualties nationally. The targets are compared with the average of the base years 1994-98. By 2010 there should be:

- a 40% reduction in the total number of people killed or seriously injured
- for children there should be a 50% reduction in those killed or seriously injured
- a 10% reduction in the slight casualty rate based on distance travelled.

3.3 These are challenging targets. The previous achievement was helped by the marked change in attitudes to drink driving and legislation on seat belts. Engineering work has been carried out at sites with relatively high numbers of casualties. We have already carried out the easy and obvious remedial measures. Further reductions in casualties will be difficult, but the Government has indicated that with sustained effort the new targets are achievable.

#### Targets for London

3.4 London has particular difficulties with high numbers of pedestrian casualties and casualties from people riding cycles and powered two wheelers. The Transport Strategy is intended to promote and increase walking and cycling. There has been a recent increase in the use of powered two wheelers and further rises are expected. Increased walking, cycling and use of powered two wheelers will make it even more challenging to achieve the national casualty reduction targets.

3.5 Despite the additional challenges that London faces in meeting the targets Tf L recognises that they are appropriate and suitable. Their achievement will mean a reduction of 2,673 in the total number of people killed and seriously injured and 467 fewer children killed and seriously injured in London. These are significant and worthwhile reductions and this Plan adopts the national targets for London.

3.7 In addition there should be some recognition of the particular circumstances in London. Therefore the 40% reduction target is to be applied to each of the categories of pedestrians, cyclists and powered two wheeler riders to ensure that attention and action is focussed on these groups.

3.8 The full set of targets is shown below:-

Category	1994-8 Base	2000	Reduction by 2010	Reduction by 2010
<b>Killed and seriously injured casualties</b>	<b>Casualties</b>	<b>Casualties</b>	<b>%</b>	<b>Casualties</b>
Total	6,684	6,117	40	2,673
Pedestrians	2,137	1,870	40	854
Pedal cyclists	567	422	40	226
Powered two wheelers	933	1,195	40	373
Children	935	728	50	467
<b>Slight casualties *</b>				
Total	38,997	39,770	10	3,900

**Table 2 Target Reductions in Casualties**

Note \* The national target is for a reduction in slight casualties per 100,000 vehicle kilometers traveled. The method of measuring the level of travel has not yet been established and the figures given above show casualties without adjustment for the volume of travel.

- 3.9 There are problems in applying these numbers to the London boroughs because of the level of casualties. For example there are low numbers of child casualties in some boroughs. It is difficult to identify a pattern amongst such low numbers and random effects can distort casualty reductions. This issue, together with and the difficulties in meeting targets for reducing casualties involving pedestrians, cyclists and powered two wheeler users when there is a shift towards these modes were raised during the consultation period of this Plan.
- 3.10 There is evidence from other European countries that setting challenging targets is an important factor in achieving significant reductions in casualties. Whilst recognising the difficulties involved in meeting the targets they are retained in this plan. As part of the monitoring process further work will be done by TfL to establish the volume of travel in London by the different modes, and these indicators will be used to calculate changes in the accident rates for the vulnerable modes.

#### 4. Partnerships

- 4.1 We are committed to close partnership working with all other agencies involved in road safety to achieve the target reduction and building quality partnerships is a key part of this plan. These include:
- **London Boroughs.** Most collisions in London and 79% of pedestrian collisions are on borough roads. Therefore, boroughs have a key role in reducing collisions locally, although this needs to



be co-ordinated with work taking place on the Transport for London Road Network. For example, educating school children can only be done at a local level through schools and education authorities.

- **Police.** The Police play a key role in enforcing speed controls, and other traffic management regulations. They are directly involved in dealing with the after effects of collisions. Data collected by the Police is vital in analysing collisions and this needs to be timely and accurate.
- **DTLR.** The Department for Transport, Local Government and the Regions set national standards for driver training and vehicle standards and promote national campaigns.

4.2 We will also work with a range of other agencies including the Association of London Government, the Royal Society for the Prevention of Collisions Accidents, the Health and Safety Executive, user groups and the voluntary sector, as well as the bus operators

#### A new role for the Mayor

4.3 This is the first Road Safety Plan under the new arrangements for London. These give the Mayor responsibility for developing and implementing safe transport facilities throughout London. The duties extend beyond the Transport for London Road Network. Boroughs will continue to be responsible for traffic management and safety issues on their roads.

4.4 As the new Metropolitan Police Authority is under the control of the GLA there may be greater scope to develop their role in road safety and particularly in enforcement.

4.5 The Mayor's Transport Strategy sets out his priorities including road safety and this allows the promotion of road safety in ways not possible before. This includes better publicity for safety issues; lobbying organisations such as the car industry and making representations to Government about driver training and vehicle standards. There is scope through TfL and the boroughs for the Mayor to develop and share best practice on road safety issues. The Mayor can also encourage the bus operators to provide bus driver training to reduce collisions for bus passengers inside the bus and to make journeys smoother.

4.6 The Mayor is in a good position to provide a framework for the contributing agencies to work together through partnerships.

## 5. Excessive and Inappropriate Speeds

### Problems with inappropriate speeds

- 5.1 Excessive and inappropriate speed is a direct factor in about a fifth of all collisions and involved in a third of all road deaths. High speeds lead to more severe injuries. In collision with a vehicle travelling at 20mph most pedestrians survive, with the vehicle travelling at 40mph most do not.
- 5.2 Research has shown that average speed is important – a 1mph reduction in average speeds leads to a reduction of 6% in the number of collisions. The speed of the fastest drivers is also significant – if the faster drivers increase their speeds by 1mph collisions go up by 19%. Drivers who travel 15% - 20% above average speeds are much more likely to be involved in collisions.
- 5.3 Fast and aggressive driving is intimidating to pedestrians and cyclists. It deters people from these sustainable modes and encourages parents to drive their children to school and for other journeys.

### Measures to reduce speeds

- 5.4 Speed cameras have been introduced at 312 sites in London and these have been effective. Speed cameras can reduce average speeds by around 4 to 5 mph and reduce the number of collisions by around 28%. They also reduce the number of severe and fatal casualties.
- 5.5 These benefits arise only on roads with speed limits of 30mph or above where the cameras have been installed. Speed cameras have not yet been installed on roads with lower limits. On local roads boroughs have introduced traffic calming to control speeds and are beginning to introduce 20mph limits and 'Home Zones'.

## 6. Vulnerable Road Users

- 6.1 Vulnerable users are identified as those who have relatively high numbers of collisions and are more likely to suffer severe and fatal injuries.
- 6.2 These are pedestrians, especially children, cyclists and powered two wheeler riders. Reducing all casualties is important but the Plan focuses on these categories for specific reasons.

- 6.3 Walking is the basic method of transport in London and all residents should be able to walk in safety. Children should be able to walk and cycle in safety for their social development, health and general fitness. Cycling could make a major contribution to London's transport with health benefits and no environmental damage. Many people find roads too threatening to cycle and improving safety could assist in promoting this mode.
- 6.4 Motorcycle and moped use has increased recently as riders seek to avoid congestion and parking charges. They are involved in a large proportion of road collisions with a high incidence of serious and fatal injuries. Improving safety for these users through training, awareness campaigns and engineering measures could bring significant benefits in reduced casualties.
- 6.5 Reducing the number and severity of these casualties will require specific programmes tailored to each category of vulnerable road user. In addition casualties to vulnerable road users normally involve another vehicle. Therefore, effective driver training will make a significant contribution to reducing the risk and deterrents to walking and cycling. The Plan sets out how we will achieve this.

## **7. Safer Routes to Schools**

- 7.1 Safer Routes to Schools schemes are packages of simple practical measures to tackle safety concerns and reduce dependence on travelling to school by car. Their main aim is to encourage sustainable methods of travel to school as part of a Green Travel Plan or other initiative by boroughs. They are included in this Safety Plan because they can promote safer use of the roads and build up travel habits that may have longer term benefits. However, child casualties are diverse and are not restricted to the journey to school.
- 7.2 Safer Routes to Schools schemes involve a comprehensive review of areas around schools and the introduction of measures that make walking and cycling safer and more convenient. They involve close working with schools to identify the measures required and integrating training within the educational programme.
- 7.3 Measures can include:
- Traffic management
  - Better facilities for walking and cycling such as controlled crossings and cycle paths
  - Walking buses and other escort services
  - Revised school start and finish times
  - Improved and more convenient bus services
  - Training programmes in schools

- 7.4 A successful scheme can increase the number of children who walk, cycle or use public transport to get to school rather than travel in cars. This has the benefits of promoting sustainable transport and supporting good travel habits at an early age.
- 7.5 Schemes have been introduced in most boroughs and proposals have been received for more schemes for 2002/2003.

## **8. THE ROAD SAFETY STRATEGY**

- 8.1 This section sets out how the Mayor intends to achieve the targets for the reductions in road casualties. The Mayor's Transport Strategy calls on TfL to develop London's first Road Safety Plan. The Transport Strategy encourages people to use public transport and this is expected to lead to a reduction in collisions and casualties.
- 8.2 The Plan builds upon and continues the extensive work that has already been done in London. This includes work by the boroughs, the Police and others to reduce casualties directly and through schemes such as traffic calming, street lighting and other engineering measures that have reduced casualties indirectly. The ALG set up the Pan-London Forum for Road Safety and this is being developed to co-ordinate road safety work. Appendix 1 to this Plan provides a guide to road safety work in London. The Transport Strategy calls on boroughs to adopt the casualty reduction targets set out in this plan and incorporate them in their own road safety plans.
- 8.3 The Road Safety Plan is intended to cover the period 2001/02 to 2004/05, and it will be reviewed and reissued in 2004/05.
- 8.4 On an annual basis TfL will carry out the following:-
- Monitor progress towards achieving the target reductions in casualties
  - Monitor progress in implementing the proposals set out below
  - Produce an Action Plan for specific road safety work on the TLRN
  - Review and re-issue guidance to the boroughs for their Borough Spending Plans and road safety plans

## **9. Quality Partnerships**

- 9.1 Reducing casualties will require concerted action by a range of organisations in London. The Road Safety Forum has been set up to exchange information and views and to oversee the work. Joint working will be promoted; best practice will be developed and disseminated. Guidance and funding approvals will be geared towards the casualty target reductions.

## 9.2 Specific proposals are to:

- Support the London-wide Road Safety Forum. This builds upon the steps taken by the Association of London Government and is described in Appendix 1 to this Plan.
- Gain a commitment from the Police for specific resources for road safety to deal with enforcement of speeding, vehicle defects, seatbelts and other issues.
- Investigate the prospect of decriminalising non-safety issues to free up Police resources for road safety work.
- Encourage boroughs to include road safety in their Crime & Disorder priorities

## 10. Speed Management

10.1 Speed management and a reduction in the number of vehicles travelling at inappropriate speeds will directly assist in reducing the number and severity of casualties. It will also help reduce the intimidation that many pedestrians and cyclists feel when using London's streets.

10.2 The Plan will involve increasing the use of measures such as speed cameras, 20mph zones and 'home zones'. These measures have already proved their worth and their expansion to other parts of the London is considered essential in creating safer streets for people. New initiatives could include area wide 20mph speed limit experiments potentially using speed cameras rather than physical measures. Enforcement will be important and there is scope to develop a speed limit enforcement action plan along the lines of the one developed recently by TfL aimed at enforcing regulations to assist bus movement.

10.3 For the first time in London a concerted high profile publicity and awareness campaign is proposed to change the public's perception of inappropriate speeds. This is intended to have the kind of step change impact that the anti drink-driving campaigns have achieved. All these initiatives must be brought together in order to create safer streets. Specific proposals include to:

- Lead and contribute financially to a series of educational/attitudinal campaigns to reduce the incidence of driving at inappropriate speeds and to promote better driving and riding standards. This campaign would identify speeding as unsocial behaviour and promote disapproval amongst key groups such as the under 25 years of age. This will complement national campaigns (DTLR), such as "Speed Kills", and "Think", etc. wherever possible.
- Support the recently formed London Safety Camera Partnership. This will install and operate speed and red light enforcement

cameras on the TLRN and borough roads where they can be expected to contribute to reducing casualties

- Develop a speed limit enforcement action plan in conjunction with the Police and the boroughs through the Enforcement Task Force.
- Support the continued introduction of 20mph zones and home zones mainly on borough roads. However, in certain circumstances Tf L will consider 20mph zones that include parts of the TLRN where the lower speed limit is appropriate.
- Support area wide 20mph limit experiments without physical measures.
- Use collision data and speed surveys in treating sites where there may be a speeding problem. This information will be used to focus remedial action and police enforcement effort.
- Explore the issue of voluntarily fitting “black box” speed monitoring devices to Buses, Police vehicles, Taxis, Tf L fleet, and to commercial fleet. The aim of these measures is to identify patterns of speeding amongst drivers and to identify the causes of collisions.

## **11. Protecting Vulnerable Road Users**

### Pedestrians

11.1 A key aim of the Mayor’s Transport Strategy is to encourage people to walk and protect them from road collisions. To do this the approach is to make it easier and safer to walk along and to cross roads, to improve driving and riding standards and to encourage pedestrians to take greater care.

11.2 Footbridges and subways have not proven satisfactory for pedestrians. Safe crossings are required at surface level. Guardrails can take pedestrians away from their direct routes and although they provide protection they can lead to higher vehicle speeds. The provision of guardrails needs to be reviewed.

11.3 Local action is the key to improving conditions for walkers. A walking plan for London and guidance will be issued to the boroughs for their Spending Plans. Effective measures include:

- Well planned and maintained pedestrian routes
- Pedestrianisation schemes for town centres
- Adequate lighting and security measures such as CCTV
- Safe and convenient street crossings
- Traffic calming and home zones for residential areas.

11.2 Specific measures are proposed for the TLRN. Tf L will initiate these but will work closely with boroughs. Proposals include to:

- Review the layout of TLRN junctions and links to identify shortcomings for pedestrians that could lead to additional collisions. A programme of remedial work will be introduced to improve conditions for pedestrians without encouraging more traffic onto borough roads.
- Consult the Pedestrians Association, boroughs and local community groups to identify locations where crossing roads on the TLRN is difficult. Safer and more convenient crossings will then be identified. This will include the continued conversion of Pelican to Puffin crossings that reduce the amount of time pedestrians have to wait to cross the road and extend the vehicle red time whilst pedestrians are still on the crossing.
- Develop guidance for the use of pedestrian guardrails on the TLRN to promote road safety whilst not providing barriers that encourage speeding and degrade the street scene.
- Review pedestrian facilities at all signal-controlled junctions on the TLRN and introduce a programme of improvements based on the numbers and severity of collisions. TfL will make available this service for traffic signalled junctions on the borough roads.
- Develop a plan for measuring pedestrian flows

### Powered two wheelers

- 11.3 Further work is required to establish how best to tackle this type of collision. Some of the casualties, and in particular serious injuries and deaths, are young males travelling at inappropriate speeds. Others involve car and lorry drivers turning into the path of motor cycles or scooters they had not noticed. Measures such as compulsory day-time running lights have been used successfully in other countries to improve the visibility of motorcyclists.
- 11.4 There are national initiatives involving training, helmets and vehicle construction. For London part of the solution may involve engineering work on the road. Emphasis will also have to be put on education and awareness campaigns for riders and other road users.
- 11.5 The London Congestion Charging Scheme (referred to in section 15 below) may lead to an increase in the use of powered two wheelers if it is introduced. This is being assessed as part of the current analysis of the scheme.
- 11.6 Innovative measures will be explored to tackle the problem of powered two wheeler casualties. Specific proposals are to:

- Commission research into the causes and possible preventative measures for collisions for powered two wheelers

- Use collision data to identify locations and conditions with high incidence of collisions involving powered two wheelers, and conflicts with pedestrians and cyclists, for remedial work.
- Introduce a programme of remedial measures on the TLRN where they are identified from collision analysis.
- Advise London boroughs of locations and conditions on borough roads that generate high numbers of collisions involving powered two wheelers.
- Examine innovative measures to reduce powered two wheeler casualties, including the scope for allowing powered two wheelers to use some existing or widened bus lanes on an experimental basis.
- Research and introduce educational and attitudinal campaigns for riders and other road users, in consultation with motor cycle users groups.

### Child pedestrians

11.6 Analysis has shown the main risks to children:

- There is a sharp peak of casualties at age 12
- Boys are involved in more collisions than girls
- Children from the lowest socio-economic groups are more likely to have collisions.
- Children from ethnic minority backgrounds are more likely to have collisions.

11.6 The approach for training and educating children depends on their age. For pre-school age children the main requirement is to provide information for parents and carers. This should raise awareness of the risks of collisions and provide suitable techniques to teach basic road safety skills together with guidance on the use of child seats and restraints. A national Children's Traffic Club initiative provides guidance and support for pre-school age children when they develop walking skills around the age of three and beyond. Action includes to:

- Encourage health authorities to provide information about child pedestrian safety to parents of pre-school age, in consultation with the borough's road safety officers (RSO's).
- Encourage health authorities and London boroughs to participate in the Children's Traffic Club and other initiatives to promote road safety amongst pre-school age children, including the National Pilot Network of Child Pedestrian Training Schemes, currently being undertaken by the DTLR.
- Commission research into the relationship between ethnicity, socio-economic background and road collisions and ways of reducing casualties for children from these groups.



11.7 For older children school is important for teaching road safety. Considerable work is being done locally through borough's road safety officers, in schools by teachers and by the Police. This work needs to be supported and developed to achieve the target reductions. Action includes to:

- Develop and disseminate London-wide best practice on education and training for school age children to improve their behaviour on the road, building upon the work already being done by the boroughs Road Safety Officers (RSOs).
- Promote and support London-wide working, involving all the RSO's

### Child cyclists

11.8 Cycling can play a positive role for travel by children and in the journey to school, but only if it is safe. For cycling on public roads there are actions that can be taken through the schools and boroughs. In preparing their road safety plans the boroughs may consider the following:

- Extend the provision of cycle training and proficiency testing to school-age children, targeting children aged 10-14 years.
- Set up low cost cycle helmet schemes and other combined packages.
- Allowing children to cycle to school only if they have been trained and have appropriate clothing and equipment.

### Cyclists

11.9 Levels of cycling are low in London compared with other cities in the UK and Europe. The Draft Transport Strategy seeks to increase cycling and improving safety will be necessary to achieve this.

11.10 The London Cycle Network is an important resource for improving cycling safety and convenience. To date about 1,200 km of the 2,900km network is complete and the London boroughs are working to complete the rest. There are proposals for Transport for London to allocate technical and management resources and play a more active role in the project management for implementing the London Cycle Network. Work will continue to be done in partnership with boroughs.

11.11 However, most cycling occurs off the London Cycle Network and there needs to be improvements to the rest of the road network. These changes would involve Tf L and boroughs taking cyclists into account when monitoring and introducing changes on the street network.

11.12 Proposed action to improve cycle safety include to:

- Continue to support implementation of the London Cycle network
- Carry out an audit of TLRN to ensure that protection is provided for cyclists and compile and implement a programme of remedial measures.
- Contribute to educational and attitudinal campaigns to improve awareness of cyclists by other roads users, and improved driving and riding standards
- Build upon the existing London Cycle Network Design Guide to include monitoring & safety enhancements. Develop and disseminate best practice for highway design to assist cyclists on borough roads including cycle safety audits.

## **12. Safer Routes to Schools**

12.1 We support the extension of these schemes that have been developed by most of the boroughs. Tf L will work with the boroughs to maximise the number of children who travel to school independently and safely. This will be done by developing and promoting best practice, and by recognising these types of schemes in guidance for Local Spending Plans. Specific measures are to:

- Support boroughs that wish to introduce safer routes to schools schemes, through the Local Spending Plan system.
- Develop and disseminate a London-wide best practice approach on safer routes to schools.
- Carry out works on the TLRN to accommodate the safer routes to schools initiatives.

## **13. Supporting the Boroughs**

13.1 Joint working by Tf L and the boroughs is essential to achieve the targets. The majority of casualties, and in particular pedestrian casualties, are on borough roads. Therefore, engineering work and education work with schools and others will be required at local level. Tf L and boroughs will work jointly to develop and provide guidance

and technical support. The Borough Spending Plan mechanism will be used to allocate funding to the boroughs based on bids and estimates of the likely achievement of casualty reduction targets by the proposed projects. Specific proposals for TfL are to:

- Ask all boroughs to prepare an annual Road Safety Plan setting out how they will achieve the target reductions in casualties.
- Annually draw up guidance in consultation with the boroughs for the preparation of Borough Spending Plans and Road Safety Plans.
- Allocate funding through the Local Spending Plan system for Local Safety Schemes based on the expected reduction in casualties.
- Monitor spending by the boroughs on road safety measures and their implementation.
- Extend the collision analysis service and offer it to the boroughs to indicate the locations and conditions that are generating unexpectedly high numbers of collisions. The remedial measures design service will be developed and offered to the boroughs
- Work through the London Road Safety Forum to develop and disseminate best practice in road safety engineering and education across the boroughs.
- Consult boroughs at an early stage on all engineering proposals for the TLRN that have significant implications for the borough roads.

## **14. Managing the Transport for London Road Network**

14.1 Reducing casualties will continue to be a high priority for the management of the TLRN. Proposals for the TLRN are contained in several of the safety initiatives described above. Other specific proposals for the TLRN are to:

- Safety Audit all modifications to the Transport for London Road Network. The safety audit processes will be reviewed to ensure that they reflect the categories of road users that have been identified for casualty reductions.
- Use the accident analysis system to monitor collisions on the TLRN and identify locations, stretches of road and types of collisions that are generating high and unexpected numbers of casualties.
- Devise and implement a programme of local safety schemes for the TLRN, based on the output from the accident analysis system geared towards the achieving the casualty reduction targets
- Carry out an informal preliminary safety audit on all major development proposals and their associated transport changes on the TLRN as part of the planning process.

## **15. The London Congestion Charging Scheme**

15.1 A key aspect of the Transport Strategy is the proposed introduction of the Central London Congestion Charging Scheme. This scheme, if it goes ahead, will result in a reduction in traffic flows in the charging area and on the radial routes approaching the charging area during the period of operation – 7am to 7pm. Preliminary analysis has shown that this reduction in traffic flows is likely to lead to a reduction in the total numbers of accidents and casualties. This is after allowing for the expected transfer of some car drivers to powered-two-wheelers, cycling and walking following the imposition of charging. More detailed analysis of the safety impact of the scheme is being undertaken.

15.2 If a scheme is introduced there will be some transfer of traffic to the ring around the central area and work is required to ensure that this does not lead to more casualties. The following is being undertaken:

- The change in traffic flows is being forecast and roads and junctions experiencing increases or changes in traffic movements will be identified. Any remedial measures will be funded from separate budgets and this will not reduce funding for road safety work.
- A programme of remedial measures to address the changes in traffic patterns will be identified in 2001/2 and largely implemented before any scheme becomes operational.
- The effects of the congestion charge on traffic levels and the number and severity of casualties to different groups of road users will be monitored both within the area and in the surrounding area.

## **16. Safer Use of Buses**

16.1 The Transport Strategy aims to bring about an increase in public transport usage and measures are required to make the buses more attractive and safer to use. There are concerns about the numbers of collisions that are experienced by passengers, especially the elderly and infirm, whilst on the bus. Rapid braking or accelerating can make the bus journey less attractive, and occasionally dangerous. Working with the bus companies TfL will develop proposals for better training and monitoring of driver performance as well as looking at motivational factors. The proposal is:-

- Introduce proposals to improve driver training and management through Tf L's contractual arrangements with the bus operating companies, including an investigation into the use of "black box" technology. This will be to improved driving standards and reduce the incidence of passengers being injured within the bus or when boarding or alighting.

## 17. Occupational Road Risks

17.1 Research outside London has shown that 30% of all serious/fatal road traffic incidents involve at least one person 'at-work'. The Government has set up an independent Work-related Road Safety Task Group to make recommendations on preventing at-work road traffic incidents. Issues such as excessively tight schedules for delivery drivers leading to speeding, inadequate training and staff development and treating road collisions as less serious than incidents in the work place are contributory factors.

17.2 The Task Group have produced a report "Preventing at-work road traffic incidents" that argues that effective measures could significantly reduce at-work road collisions. Guidance procedures for employers are to be produced, covering training for employees and other matters. A key proposal is to ensure that the Health and Safety Executive become more involved in road collisions that involve people at work. There is scope to make a significant impact on road crashes in London with this approach but the detail has not yet been worked out. The proposal is :-

- TfL to support the initiative from the Work-related Road Safety Task Force and the proposal that collisions involving work vehicles (or employees 'at work') come within the remit of the Health and Safety Executive.
- TfL through the Road Safety Forum to develop a strategy for encouraging significant employers within London to adopt best practice with regard to work-related road safety

## 18 Parking and Safety

18.1 Effective enforcement of well designed parking controls can help reduce road collisions and casualties. Problems arise where vehicles are parked so as to impair visibility or obstruct movement. The introduction of the Red Route approach to controlling parking, loading and waiting has led to a reduction in casualties and the Mayor's Transport Strategy proposes extending this approach. The boroughs' parking control systems can improve road safety, particularly where the enforcement effort is targeted to preventing parking offences that create hazards. The Transport

Strategy calls for the boroughs to produce parking plans and this issue could be addressed through this process. The proposals are:

- Develop guidance for the borough parking plans to ensure that parking controls and enforcement activities have road safety as a priority

## **19. National Standards with Implications for London**

19.1 Many factors, which impact on road collisions and casualties, are determined nationally. Several of these have particular implications for London. The new arrangements will enable London to have a clearer voice in making representations so that measures to reduce road collision casualties in London can be promoted. Issues that may fall into this category include:

- Decriminalise certain offences such as some speeding, banned turns and yellow box offences to allow traffic authorities to prosecute (but not to stop moving traffic).
- Developing vehicle standards with DTLR and the EU that could reduce the severity of injuries to pedestrians.
- Change time zones to increase daylight during the evenings to reduce collisions for child pedestrians.
- Investigate the use of daytime running lights to improve visibility and reduce casualties.

## **20. Finance**

20.1 Funding for road safety work in London is complex, with a range of sources and different agencies for commissioning work. The table below shows the funding that is provided or managed by Transport for London for the current financial year.

## Funding for road safety work through TfL 2001/2

Spending Agency	Item	£m
TfL	Engineering works on the TLRN	<b>2.5</b>
TfL and Boroughs	Campaigns and Education	<b>0.5</b>
TfL, Boroughs, Police and Courts	Speed and Red Light Safety Cameras	
Boroughs	Engineering work on borough roads	<b>12.5</b>
Boroughs	20 mph zones	<b>1.75</b>
Boroughs	Safer Routes to Schools	<b>3.5</b>

20.2 The funding shown above excludes funding by the boroughs from their own sources on road safety engineering and education, or from national sources for safety campaigns and other initiatives.

20.3 The target reductions in casualties are challenging and will require additional funds for road safety work if they are to be achieved. Estimates have been made based on information from the DTLGR and other sources of the impact of funding on casualty reductions. An increase in funding over current year levels is likely to be required over the period up to 2010 to achieve the targets. The likely increases are:-

- An additional £100m for the TLRN safety engineering works
- An additional £65m for the borough safety engineering work
- An additional £50m for London-wide safety campaigns and educational work
- An additional £50m on Safety Cameras. This expenditure is likely to come from receipts from fines through enforcement of speed limits and traffic signal regulations

20.4 This additional expenditure on road safety, equivalent to about £25m per annum, excluding the costs of the safety cameras, is intended to lead to a reduction of 2,000 killed and seriously injured casualties in London per year with an economic saving of over £150m pa.

## 21 Conclusions

21.1 This Road Safety Plan forms part of the Mayor's transport strategy and will set guidelines to be used London-wide. The action proposed within the plan, can help to;

- Focus initiatives to where they will be most cost effective, whether educational, engineering or enforcement activities.
- Look to initiate new partnerships, and develop upon those already in existence in an combined effort to improve road safety
- Use road safety to contribute to other projects

21.2 Road Safety can be used most effectively where education, enforcement

and engineering are used together, and when they are targeted together. Where possible schemes which have been implemented using road safety initiatives will be monitored to identify good techniques, as well as bad.

- 21.3 This plan sets out TfL's priorities related to road safety. It enables other agencies, authorities, firms and individuals to consider how their actions can interact with those in the plan and also how they can seek to in achieve their goals.



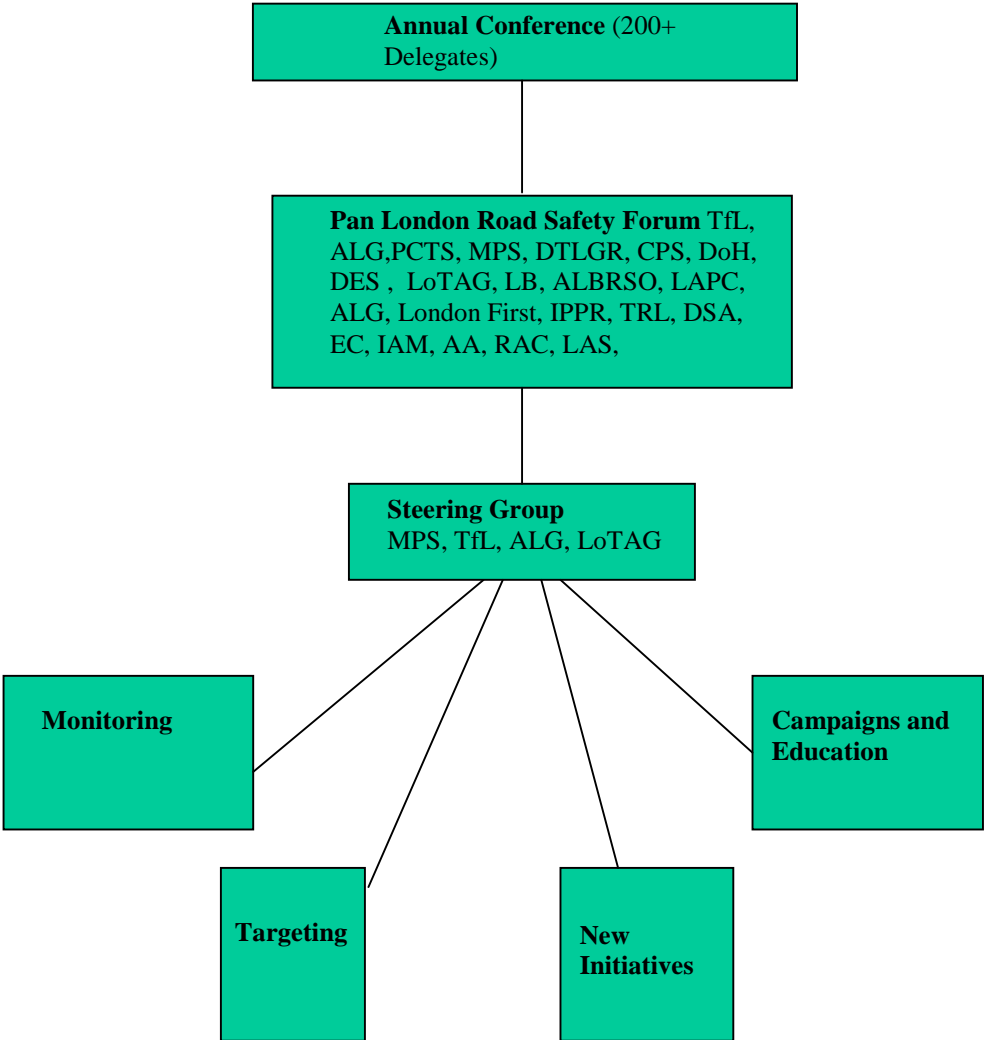
**LONDON ROAD SAFETY ORGANISATIONS**

This appendix describes the main organisations in London that are involved in road safety. Transport for London will publish with this plan, and update annually, a guide to these organisations with terms of references, membership and contact points

**The Pan London Road Safety Forum**

This organisation was set up by the ALG in 2000 and has now evolved into the structure shown in the diagram below.

**The Pan London Road Safety Forum**



The approach of the Forum reflects the three main themes of intelligence led road safety, partnership and leadership. These are encompassed in the following terms of reference:

- To act as London's key stakeholder forum on road safety issues.
- To work towards achieving the Government's and Mayor for London's road casualty reduction targets.
- To develop initiatives, campaigns and a media strategy to improve road safety in London and challenge inappropriate thinking.
- To review, consider and respond to national and regional guidance, strategies and plans on road safety.
- To hold a conference once a year on road safety issues in London.
- Produce codes or guidance on preparation of ILIPS and LIPS to provide a consistent approach across London.
- To work towards consistency and a common understanding of road safety data across all stakeholders to allow easy comparison and assessment of performance.
- To disseminate best practice advice through effective joint working and partnership.
- To act as a voice for London on pertinent road safety issues.

**The Road Safety Forum:** This is designed to determine direction and actions and to create ownership of the road safety issues and co-operation across a wide field of expertise through partnership and joint working. The membership of this Group may be subject to change and expansion. The Steering Group will look to this group for advice, consultation and recommendations. Membership currently is as shown in the diagram – the glossary provides a definition of the acronyms used in the diagram.

**Steering Group:** This Group is responsible for moving forward, directing, leading and establishing the strategy for road safety in London. It includes the four main stakeholders, TfL, the Metropolitan Police Service (MPS), the Association of London Government (ALG) and the Boroughs.

**The Sub-Groups:** These Groups are designed to advise the steering group and take action in their own right on issues that the Steering Group and the Forum consider require dedicated attention. The number and membership of Sub-Groups will be flexible and conditioned by issues and expertise as appropriate.

## **OTHER KEY ROAD SAFETY ORGANISATIONS IN LONDON**

Other key organisations for road safety are listed below. This does not represent an exhaustive list. Transport for London will produce with this plan a guide to these groups including terms of reference, membership and contacts.

- Association of London Borough Road Safety Officers
- London Accident Prevention Council

- London Road Safety Advisory Group
- London Safety Engineering Forum

## **GLOSSARY**

<b>Acronym</b>	<b>Definition</b>
AA	Automobile Association
ABI	Association of British Insurers
ALBRSO	Association of London Road Safety Officers
ALG	Association of London Government
APIL	Association of Personal Injury Lawyers
CPS	Criminal Prosecution Service
DES	Department of Education and Skills
DoH	Department of Health
DSA	Driver Standards Agency
DTLR	Department for Transport, Local Government and the Regions
IAM	Institute of Advanced Motorists
IPPR	Institute of
LAPC	London Advisory Planning Committee
LAS	London Ambulance Service
LB	London Buses
LoTAG	London Technical Advisor's Group
MPA	Metropolitan Police Authority
MPS	Metropolitan Police Service
PCTS	Parliamentary Committee for Transport Safety
RAC	Royal Automobile Club
ROSPA	Royal Society for the Prevention of Accidents
TfL	Transport for London
TRL	Transport Research Laboratory

**TRANSPORT FOR LONDON**

**TfL BOARD**

**SUBJECT: 2000/01 TfL ANNUAL REPORT**

**MEETING DATE: 17 JULY 2001**

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**1. PURPOSE**

The purpose of this paper is to agree the proposed approach to publication of the 2000/01 TfL Annual Report.

**2. BACKGROUND**

TfL needs to produce a report on the exercise and performance of its functions during the year.

**3. PROPOSED APPROACH**

3.1 The 2000/01 TfL Annual Report will be prepared by the Director of Communications and Public Affairs with assistance from the Managing Director Finance and Performance, and will be made available to meet the requirements of section 161 of the GLA Act 1999.

3.2 It is proposed that for this year the Annual Report will be a low-key document. A professional looking but low cost format of some 30 pages length is envisaged, with a limited print run. There will be a small circulation of hard copies to key stakeholders and the principal offices of the Greater London Authority. The document will also be placed on the TfL website.

3.3 Approval of the Annual Report is a matter reserved to the TfL Board under Standing Orders. The TfL Board is asked to:

- (a) approve the proposed approach for the outline Annual Report; and
- (b) comment, by a date to be specified, on a full version of the Annual Report which will be circulated to them; and
- (c) delegate to the Director of Communications and Public Affairs and the Managing Director Finance and Performance authority to finalise the Annual Report (in consultation with the Chair of TfL) having considered any comments received from Board members.

3.4 The proposed approach was endorsed by the Finance and Audit Committee on 3 July 2001.

#### **4. PROPOSED DOCUMENT STRUCTURE**

- 4.1 It is proposed that the TfL Annual Report follows the overall theme of “Getting London moving”. The suggested structure for the Annual Report is given in **Appendix B**, and adopts a format based on TfL’s key activities and achievements.
- 4.2 A summary of the year in brief is provided in **Appendix C**.
- 4.3 It is anticipated that the Mayor will publish his Transport Strategy on 10 July. A summary of TfL’s achievements against the Mayoral priorities identified in the Transport Strategy will be developed once the strategy is finalised.

#### **5. ALTERNATIVES**

None. Production of the report is a statutory requirement, but the selected format and profile of the approach is a matter for TfL.

The GLA Act 1999 (section 161) places a statutory duty upon TfL to produce an Annual Report on the exercise and performance of its functions, including the contribution made towards the achievement of the Mayor’s Transport Strategy. There is a requirement to provide certain financial information, such as grants given to other bodies. **Appendix A** details section 161 of the GLA Act and its requirements in full.

The Mayor’s Office has been asked to advise on whether there is any specific information (under section 161(3)) that the Mayor may wish to include in relation to the Annual Report. A formal response is currently awaited.

#### **6. IMPACT ON FUNDING**

None. The estimated cost for the production and print of the report is £5,000. Funds are available within the TfL budget.

#### **7. RECOMMENDATIONS**

The TfL Board is asked to:

- (a) **APPROVE** the proposed approach for the outline Annual Report; and
- (b) **COMMENT**, by a date to be specified, on a full version of the Annual Report which will be circulated to them; and
- (c) **DELEGATE** to the Director of Communications and Public Affairs and the Managing Director Finance and Performance authority to finalise the Annual Report (in consultation with the Chair of TfL) having considered any comments received from Board members.

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**COLIN DOUGLAS**  
**DIRECTOR OF COMMUNICATIONS AND PUBLIC AFFAIRS**

**Appendices:**

- Appendix A GLA Act requirements for the Annual Report
- Appendix B Annual Report – proposed structure
- Appendix C Year in Brief

**For detailed enquiries on the content of this paper, please contact:**

Colin Douglas, Director of Communications and Public Affairs  
(Telephone: 020 7941 4198)

## GLA ACT 1999 REQUIREMENTS FOR THE ANNUAL REPORT

### Section 161

- (1) Transport for London shall, as soon as possible after the end of each financial year, make to the Authority a report on the exercise and performance by Transport for London of its functions during the year.
- (2) The report shall deal with-
  - (a) the contribution made by Transport for London towards the implementation of the transport strategy;
  - (b) the activities of any subsidiaries of Transport for London, so far as relevant to the performance of the functions of Transport for London during the year in question;
  - (c) any financial assistance given under section 159 above;
  - (d) any guarantees given under section 160(1) or (2) above;
  - (e) any arrangements entered into under section 160(4) above; and
  - (f) any indemnities given by virtue of section 160(5) above.
- (3) The report made under this section in respect of any financial year shall include such information as the Mayor may from time to time specify in writing with respect to any matter the report is required to deal with by virtue of subsection (1) or (2) above.
- (4) Transport for London shall publish any report made under this section.
- (5) A copy of any report made under this section shall be kept available for the appropriate period by the Mayor for inspection by any person on request free of charge at the principal offices of the Authority at reasonable hours.
- (6) A copy of any report made under this section, or any part of any such report, shall be supplied to any person on request during the appropriate period for such reasonable fee as the Mayor may determine.
- (7) In this section "the appropriate period" in the case of a report under this section is the period of six years beginning with the date of publication of the report pursuant to this section.

## **ANNUAL REPORT – PROPOSED STRUCTURE**

**1. Message from the Mayor (Chair of TfL)**

**2. Commissioner’s review**

Theme: “Getting London moving”

- Introduction - TfL’s unique role, key challenges, preparing the groundwork for transforming London’s transport
- Brief highlights of progress in specific areas e.g. customer information, simplifying ticket purchase, working with the boroughs, providing accessible transport
- Looking forward - commitment to transforming transport in London and implementing the Transport Strategy.

**3. 2000/01 at a glance** – graphs and diagrams highlighting key facts and figures.

**4. Brief outline of roles and achievements of TfL subsidiaries**

**5. Brief financial review** – overview of TfL’s financial resources (income, expenditure and investment) including details required by the GLA Act 1999 e.g. financial assistance given under section 159 (these may be shown in an Appendix)

### **Appendices**

Financial data

Key statistics

Board members/Committee/Advisory Panel structure

Bullet points of achievements against key Transport Strategy priorities



**YEAR IN BRIEF**

**July 2000**

TfL established – the Board started its activities with a commitment to open its doors to the public

Official opening of the rebuilt Tower Millennium Pier by the Mayor

**August**

Internet sales of Travelcards and other season tickets launched

**September**

Free admission to London's Transport Museum for accompanied children introduced – children's attendance has more than trebled since this change

**October**

Public inquiry held into the Docklands Light Railway's London City Airport extension

'Fish Island Hopper' service 339 introduced to increase social inclusion

Thirty second-hand Routemasters purchased for refurbishment, to boost existing conductor-operated services

Enforcement Task Force set up in partnership with a number of organisations to start to tackle road congestion

**November**

Travelcard and bus/tram pass validity extended to include Night Buses

Launch of the Mayor's draft Transport Strategy for consultation with the Assembly Members and GLA functional bodies

A 60-strong contingent representing TfL, London Underground and the London Transport Old Comrades' Association took part in the Remembrance Day parade

Bob Kiley appointed as Transport Commissioner

**December**

Introduction of free travel for volunteers who take guide dogs-in-training onto public transport

Completion of a £1.5 million road improvement scheme to reduce accidents at Barnet's Fiveways Junction

Twenty-four new Docklands railcars ordered to cater for increasing customers

Rebuilt Westminster Millennium pier reopened

## **2001**

### **January**

Bus and Tramlink fares frozen. Underground and Docklands Light Railway fares increased by around 3.3% on average – the smallest increase for many years.

Start of the public consultation process on the Mayor's Draft Transport Strategy

Waltham Cross Bus Station opened providing an interchange between 21 bus routes

Victoria Coach Station awarded the Government's 'Charter Mark' for excellence in public service for the third time

Emergency Help Points (EHPs) featuring a two-way audio-visual ISDN link introduced at Crystal Palace Bus Station and Addington Village bus and tram interchange

Licensing process for private hire operators began

Upgrade and improvement to 20 km of the A13 Thames Gateway corridor in East London began under a DBFO (Design, Build, Finance and Operate) contract

Launch of the first free, secure motorcycle parking facility on TfL's road network

### **February**

New real-time travel information service via mobile phones launched, in partnership with UK mobile and internet information provider Kizoom

TV style real-time passenger information system introduced on the Docklands Light Railway

Development work commenced for a Cycling Centre of Excellence, to help to provide better cycling facilities and promote cycling in the Capital.

### **March**

Draft interim Road Safety Plan launched for consultation

Roadside Ticket Machines for bus fares and passes introduced to 19 new sites

Preparation for a trial of zero emission fuel cell buses in 2003 commenced

Safety measures aimed at reducing accidents introduced on the A2 between the Danson and Falconwood junctions in Bexley

New £4.7 million Turnpike Lane bus station opened, giving a boost to public transport in Haringey

**TRANSPORT *for* LONDON**

**TfL BOARD**

**SUBJECT: TfL OFFICER COMMENTS ON TOWARDS THE LONDON PLAN: INITIAL PROPOSALS FOR THE MAYOR'S SPATIAL DEVELOPMENT STRATEGY**

**MEETING DATE: 17<sup>th</sup> July 2001**

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**1. INTRODUCTION**

1.1 This paper sets out TfL's formal response to 'Towards the London Plan: Initial Proposals for the Mayor's Spatial Development Strategy'. It includes officers' comments for consideration, amendment and addition by the Board. Approval is sought for forwarding these formal comments to the GLA.

**2. BACKGROUND**

2.1 Since the mid 1980s London has been without a city-wide plan guiding the land use plans of the 32 Boroughs and the City of London. The 1999 Greater London Authority Act rectified this situation by requiring the Mayor to produce a Sustainable Development Strategy ('the London Plan').

2.2 'Towards the London Plan' sets out for consultation a vision for London and the broad policy directions that will guide the preparation of the final version of the London Plan. The Mayor wants views on these broad policy directions at an early stage to develop a consensus on the way forward and to assist with refining some of the specific proposals.

2.3 The consultation period closes on 31 July. A draft London Plan will be published later in 2001/2. This will be a detailed formal planning document and be subject to a statutory three month consultation period. The responses to that consultation will be considered by a government appointed panel at an Examination in Public. The Mayor will publish the final London Plan taking account of the panel report.

2.4 The London Plan will look forward over a 15-20 year period. It will:

- be the London-wide context in which the boroughs must set their own planning policies and specific site proposals which both need to be set out in their Unitary Development Plans (UDPs);
- set the framework for the Mayor's decisions on individual planning applications;
- express and integrate the physical and geographic dimensions of the Mayor's other strategies (Transport, Economic Development, Culture, Biodiversity; Noise, Air Quality and Waste Management) – the GLA Act requires all the Mayor's strategies to be consistent.

- 2.5 The Plan must set out how the Mayor’s own resources will be deployed to bring about the strategy. This will relate to the implementation of the other seven mayoral strategies; a major element will be expenditure on transport infrastructure.
- 2.6 In terms of private resources, the London Plan will steer private investment through the operation of the land use planning system. Individual planning permissions granted by the local authorities have to be consistent with their UDPs which in turn have to be ‘in conformity’ with the London Plan. The Mayor (advised by GLA and TfL) can enforce this power through:
- his scrutiny of UDPs, followed by formal objections if necessary; and
  - his power to direct boroughs to refuse individual planning applications.

**Content of Towards a London Plan**

- 2.7 Towards the London Plan sets out the Mayor’s vision. This is to develop London as an exemplary sustainable world city based on three elements:
- strong and diverse economic growth;
  - social inclusivity to allow all Londoners to share in London’s future success; and
  - fundamental improvements in environmental management and use of resources.
- 2.8 The projected growth of population (from 7.4m. to 8.1m.) and prosperity needs to be accommodated in a way that achieves social and environmental benefits. Towards the London Plan states that a form of growth that recognises constraints and pressures in a realistic way and promotes a sustainable pattern of development is the only option.
- 2.9 A number of challenges are set out in Towards the London Plan, together with the proposed policy directions for tackling them:

Challenge	Policy direction
Economic and demographic growth	<ul style="list-style-type: none"> <li>• Accommodate sustainable growth</li> <li>• Ensure facilities and services needed to support growth are available</li> </ul>
Creating a prosperous city	<ul style="list-style-type: none"> <li>• Ensure a steady supply of business space</li> <li>• Anticipate that most ‘World City’ development will occur in Central London and Docklands and in defined locations to the east and south</li> <li>• Improve quality of life</li> <li>• Identify employment land through a flexible planning framework, sensitive to changing business needs</li> <li>• Improve regional links</li> <li>• Enhance local economies</li> <li>• Enhance skills and employment opportunities</li> <li>• Integrate education and business opportunities</li> <li>• Enhance the communications infrastructure</li> <li>• Facilitate new styles of living and working</li> <li>• Improve London’s attractions as a world city</li> <li>• Regenerate local communities</li> </ul>

	<ul style="list-style-type: none"> <li>• Improve access to cultural, arts and sports facilities</li> </ul>
Increasing the supply of housing	<ul style="list-style-type: none"> <li>• Increase the overall supply of housing</li> <li>• Maximise provision of affordable homes</li> <li>• Protect and improve London’s housing quality</li> <li>• Create balanced and mixed communities</li> </ul>
Ensuring an accessible city	<ul style="list-style-type: none"> <li>• Use public transport as the framework for development</li> <li>• Reduce congestion and encourage use of alternatives to the private car</li> <li>• Take account of the differing needs of national and international freight and passenger transport</li> </ul>
Promoting a green city	<ul style="list-style-type: none"> <li>• Improve the public realm</li> <li>• Enhance safety, security and accessibility</li> <li>• Promote better urban design</li> <li>• Protect and create open areas</li> <li>• Manage open space</li> <li>• Provide burial space</li> <li>• Plan for climate change</li> <li>• Apply the principle of proximity</li> <li>• Reduce the use of natural resources</li> <li>• Create a better environment</li> <li>• Create a ‘Blue Ribbon’ network of waterways</li> <li>• Protect wildlife and natural habitats</li> </ul>
Creating a city for people	<p>In addition to wider references above:</p> <ul style="list-style-type: none"> <li>• Promotion of diversity and social inclusion</li> <li>• Promotion of a healthy city</li> </ul>

These challenges and policy directions are also reflected in the Transport Strategy and help to set the context for all the Mayor’s strategies.

2.10 A great deal of work has already been carried out at the GLA and with TfL to ensure consistency between the Transport Strategy, the broad policy themes in Towards the London Plan and the Mayor’s other emerging strategies. TfL’s current plans reflect the priorities set out in Towards the London Plan. TfL needs to ensure that the implementation of the Transport Strategy is fully integrated with the London Plan.

**TfL’s response to the broad policy directions**

2.11 TfL supports the broad policy directions outlined above. However, the achievement of the vision of London as an exemplary sustainable world city will need co-ordinated concerted effort for it to be fully realised. Future development trends and the role that transport investment can play in stimulating new employment generating development need to be further explored in the next stages of developing the London Plan.

2.12 Transport is an essential component in achieving sustainable growth – TfL supports the view that the public transport network should provide the framework for development. In certain areas new transport investment can also help to make locations more attractive to investors. However, it will be important to understand the scale and type of likely development in particular areas so that the substantial investment in new transport infrastructure that will inevitably be needed to facilitate regeneration is well matched to the likely needs. Moreover, the London Plan needs to

ensure the supporting policies and parallel investment in other parts of the social infrastructure needed for regeneration are also delivered. Transport infrastructure alone is not necessarily a sufficient catalyst, as can be seen from the many locations on the public transport network with high levels of accessibility and spare capacity, which have not historically proved attractive to investors. The London Plan will need to put forward policies for maximising the potential of sites on the existing network as well as creating new opportunities for development through large-scale investment in new infrastructure.

- 2.13 The London Plan may also need to prioritise identified areas for population and employment growth. This is particularly relevant in the inner Thames Gateway where there are likely to be choices between the Isle of Dogs, Stratford, Royal Docks and North Greenwich as locations for intensive employment generating development. The available capacity of public transport and the capacity of the roads may in some of these locations indicate that a balanced mix of land uses including a large proportion of residential development could be more appropriate. As the London Plan is developed, clarity over this issue will be needed to enable TfL to reconcile the proposed transport capacities with the requirements of potential development.
- 2.14 Towards the London Plan sets out the first steps in this development. This response generally endorses the main policy themes set out above and concentrates on how they can be developed into more detailed policies in a way that is complementary to the Transport Strategy.
- 2.15 Taking forward Towards the London Plan has a range of implications for TfL. There are four areas in which TfL will need to work closely with the GLA in further development of the London Plan to ensure maximum impact and consistency.
- **i) New transport investment to meet development needs:** The emphasis in Towards the London Plan towards certain growth areas is also reflected in the Transport Strategy (including expansion of bus services, rail and Underground extensions and river crossings). The scale of the transport requirement will need to be established, and whether the Transport Strategy proposals provide appropriately for the level of population and economic growth which the London Plan envisages. A number of capacity studies are underway or planned to provide this information.
  - **ii) Promoting development sites around transport nodes:** The London Plan needs to encourage major new trip generating development to locate at strategic sites close to transport nodes with adequate capacity. In particular, maximum benefit should be secured from new transport investment outlined in the Transport Strategy through identification of surrounding areas for appropriate development.
  - **iii) Land use policies to support sustainable development:** The London Plan will need to include strategic land use policies required to assist in the management of the demand for travel and transport. For example policies on car parking standards, and the encouragement of higher density development around public transport interchanges will have consequences for traffic levels and levels of Underground and bus trips. TfL will need to work with the GLA to develop these policies.
  - **iv) The land use needs of Transport for London:** TfL will need to develop its requirements of the London Plan that will help deliver the Transport Strategy. For

example, what are the types of land uses that the Transport Strategy identifies for special protection by the boroughs and the Mayor? Examples are riverside wharves, and land and buildings for public transport facilities such as bus garages.

**Annex 1** discusses in detail the issues relating to each of these four areas.

### **Work priorities for TfL**

2.16 A key priority for TfL will be capacity and accessibility analysis work to support development of the London Plan. TfL will also want to carry out work to ensure the London Plan includes policies that enable it to carry out its functions more effectively.

Key work areas are:

Capacity issues/area studies:

- Thames Gateway, particularly the Isle of Dogs
- Western Wedge/M4/Heathrow
- Lee Valley/M11/Stansted
- Wandle Valley/M23/Gatwick
- Central London
- Heathrow

Accessibility analysis

- Identification of strategic sites
- Effects of Transport Strategy improvements

New policy concepts:

- Sustainable Access to Town Centres
- Transport Development Areas

Parking standards for non-residential and residential purposes

Protecting sites for transport purposes/safeguarding:

- Riverside wharves
- Freight transfer sites
- Bus garages/stations/stands
- Road improvements
- New rail/intermediate mode alignments

## **3. RECOMMENDATIONS**

3.1 The TfL Board is asked to:

- (1) Comment on and agree this paper as TfL's formal response to 'Towards the London Plan' and as a basis for further discussions with the GLA.

- (2) Comment on and agree further work priorities (in 2.14 above) for TfL to undertake to contribute to the GLA's preparation of the SDS.

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**AUTHORS OF PAPER: SAM RICHARDS/ RICHARD CARR**  
**POSITION: PLANNING AND PARTNERSHIPS TEAM, BOROUGH**  
**INTEGRATION**



## **Towards the London Plan – TfL response**

The Transport Strategy sets out a comprehensive set of policies and proposals to achieve the Mayor’s transport objectives. TfL will be responsible for implementing the Transport Strategy through its own Business Plan and through partnership working with other agencies. The London Plan will set the spatial context for this work. This Annex considers each of the key dimensions for the transport links to the London Plan as noted in paragraph 2.15 of the main paper.

- i) New transport investment to meet development needs and**
- ii) Promoting development sites around transport nodes**

### **Issues:**

Towards the London Plan indicates that four broad areas are under consideration to accommodate projected growth in London’s global economy sectors:

- Redevelopment in designated areas including the City of London and Isle of Dogs/Canary Wharf;
- Opportunity areas for new development, near some main rail termini;
- Extension of Central London activities in defined areas, particularly to the south and east;
- In and around town centres and locations with good public transport accessibility.

Figure 27 of ‘Towards the London Plan’ identifies indicative transport improvements and development interactions. The diagram indicates a number of regional corridors that are expected to be a focus for change. The ten largest town centres outside the central area are also included. Apart from the central area (including Canary Wharf) which is identified in its own right, the main growth areas are expected to be (in order of importance):

- Thames Gateway;
- Lee Valley;
- Wandle Valley;
- Western Wedge.

Towards the London Plan anticipates that broadly similar proportions of growth will take place in Central London, Docklands/Thames Gateway and the rest of London.

### **TfL comments:**

TfL expects the London Plan to develop more detailed guidance on the most appropriate locations for major trip generating development. It is essential that **access** to strategic public transport nodes and the **capacity** of the transport network are primary considerations in identifying the most appropriate locations for strategic employment sites.

The role of new transport infrastructure in stimulating development (particularly in the wider Thames Gateway) needs to be put into context. In developing significant new transport infrastructure there needs to be a degree of certainty that the predicted population and employment growth will materialise in the form envisaged. For major regeneration projects to succeed, timescales also need to be co-ordinated to ensure that transport investment takes

place in conjunction with phased public and private investment in an area. The London Plan needs to provide this certainty to enable TfL and other providers to ensure that infrastructure is well matched to development activity.

TfL is currently undertaking capacity work with the GLA to examine alternative transport investment and development options in the Docklands/Thames Gateway area to ensure that the projected growth can be accommodated on an expanded public transport network. The findings of this study, alongside ongoing work to assess current capacity constraints in the central area and to identify sites across London with high levels of public transport accessibility should be used to inform location policies in the London Plan.

The London Plan will need to recognise that the ability of the transport system to accommodate major growth will be variable across the identified corridors. It also needs to be recognised that much of the planned new capacity will be taken up in tackling existing overcrowding and underlying growth. Major trip generating development should be encouraged at locations where the capacity of the transport network as a whole is expected to increase rather than simply where improvements are planned

The London Plan needs to achieve a balance between sites that can capitalise on existing accessibility and capacity without the need for significant investment, accessible locations that will benefit from further planned investment to increase capacity and areas that are heavily reliant on new transport infrastructure.

There needs to be a balance in development across:

- Strategic locations where past transport investment has provided levels of public transport access and sufficient capacity to cater for substantial growth in population or employment.
- Strategic locations where planned transport investment will create or enhance significant new development opportunities by releasing extra capacity or by providing higher levels of accessibility.
- Locations that could be suitable for major trip generating development in the longer-term but existing transport capacity constraints or problems of poor accessibility will need to be overcome before development can take place.

It should also be recognised that the distance from strategic public transport, site constraints or surrounding land uses will continue to affect development, particularly for major trip generating uses.

### **iii) Land-use policies to support sustainable development**

#### **Sustainable development concepts**

##### **Issues:**

Towards the London Plan suggests that intensification of development at locations with good public transport accessibility and capacity will be needed to achieve the objective of sustainable growth. To ensure that new residential developments meet high standards of quality and sustainability it is intended that the London Plan will develop the concept of **‘Sustainable Residential Quality’ (SRQ)**. The SRQ approach takes account of location, public transport accessibility, density and car parking and ensures that new high density

housing is appropriately located in places with adequate public transport accessibility and capacity. **Urban Villages** are also put forward as a development concept, based on higher density mixed use development underpinned by improved accessibility through public transport investment. Finally **Transport Development Areas (TDAs)** are put forward for areas where boroughs could grant permission for higher density development provided that the developer contributes towards improving public transport or meeting other local transport objectives.

**TfL comments:**

TfL welcomes the intention to develop the concept of **Sustainable Residential Quality**. The London Plan should aim to promote higher residential densities accompanied by significantly reduced parking provision and ensure that site layouts cater for pedestrians, cyclists and public transport users. Streets-for-People areas and Home Zones should also be taken into account. These concepts are both promoted through the Transport Strategy and it would be appropriate to make reference to them in the context of Sustainable Residential Quality.

TfL would also like previous work on ‘**Sustainable Access to Town Centres**’ promoted in a similar way. This sets out approaches to accommodating an increased density of development in town centres without increasing traffic congestion or parking requirements.

The role for **Urban Villages** in the London Plan needs to be clarified. They could be used to define residential areas where the principles of Sustainable Residential Quality are applied. It is important to ensure that the key components of the original Urban Villages concept including walkable neighbourhoods, higher densities and good public transport accessibility are maintained.

TfL is keen to see **Transport Development Areas** promoted for areas surrounding key transport interchanges. The concept is still evolving but it will be important to ensure that the key component of developers providing guaranteed funding for transport investment in return for higher densities remains central to it. The promotion of the TDA concept in the London Plan needs to make this link explicit.

**Public transport accessibility measures**

**Issues:**

Towards the London Plan states that high density trip generating development should be focused at locations accessible by public transport and that account should be taken of the level of public transport accessibility and capacity when determining the appropriate mix of uses.

**TfL comments:**

TfL welcomes the emphasis in Towards the London Plan on ensuring that public transport accessibility is taken into account. There are currently a number of different methods for calculating public transport accessibility. The most widely accepted is the PTAL method. The London Plan should promote this as a standard to be adopted London-wide to ensure a common approach to measurement.

TfL is currently developing a PTAL calculator using its GIS. This can be used to assist boroughs in deriving levels of public transport accessibility for inclusion in Unitary Development Plans. In addition it has developed the CAPITAL model which can be used to

measure public transport travel times from a selected point. This allows public transport catchment areas to be derived and can be adjusted to take account of reductions in journey time following planned transport improvements. In conjunction with the PTAL calculator the CAPITAL model can provide an important tool to assist in identifying strategic sites. TfL would like to work closely with the GLA in developing these measures of public transport accessibility to ensure that they are more widely adopted.

## **Parking standards**

### **Issues:**

Towards the London Plan states that maximum parking standards will be set which are sensitive to the levels of public transport provision in different areas of London.

### **TfL comments:**

TfL views maximum parking standards for a range of developments as an essential counterpart to increased densities. Revised parking standards encompassing all major land uses and all modes should build on those outlined in the Transport Strategy. They will need to be restraint based to assist the boroughs in working towards their road traffic reduction duties and to meet the wider objectives of the Transport Strategy.

Consideration should be given to alternative means of deriving standards including the ‘net site area’ approach adopted by a number of boroughs. This allows a fixed amount of parking to be provided based on the site area rather than the floorspace, thereby permitting increased densities on more accessible sites without accepting an increase in car parking.

Public transport accessibility should be one factor taken into account, although care will need to be taken to ensure that differential parking standards work in tandem with locational policies and don’t provide an incentive for major trip generating development to become established in less accessible locations.

## **Section 106 agreements**

### **Issues:**

Section 106 agreements (also referred to as planning obligations or developer contributions) are put forward as a key planning mechanism to address the wider impacts of new developments and to provide community benefits. The London Plan will set out a pan-London framework for borough negotiations with developers on Section 106 agreements. Reference is also made to a future review of the system of planning obligations by the Government, which may consider the introduction of impact fees.

### **TfL comments:**

All development has a transport impact. In London where transport networks are frequently congested even a small impact can have effects over a wide area. Despite some successful examples the potential to secure contributions to address transport impacts is often not fully realised for a number of reasons.

The suggested pan-London framework should explore ways in which cumulative transport impacts can be satisfactorily addressed and also put forward a more formal process for securing contributions to major investment projects. The framework should provide greater

transparency and certainty for developers, local authorities and transport providers. It is important to recognise that there will be competing demands for funding. Transport should be the highest priority for seeking Section 106 agreements because of the direct impact that development has on the transport network.

TfL would want boroughs to secure planning obligations for a range of transport purposes:

- Provision of new transport infrastructure
- Revenue funding for new or enhanced services
- Pooling of funds from a number of developments around a transport node or along a proposed transport alignment
- Ability to fund off-site transport works
- Green Travel Plans with firm targets for reducing car travel
- Maintenance funding for TfL infrastructure provided in connection with new development e.g. traffic signals

The London Plan should require boroughs to consider the need for these when negotiating planning approval.

#### **iv) The land-use needs of Transport *for* London**

##### **Issues:**

TfL will need to ensure that the London Plan contains policies that protect existing sites used for transport purposes and also safeguards sites needed for future expansion of the network.

##### **TfL comments:**

The need for land to provide transport infrastructure includes:

- bus stands;
- bus stations;
- bus garages;
- staff facilities;
- taxi ranks;
- rail, Underground or intermediate mode alignments;
- rail or Underground stations;
- transport interchange facilities;
- transport depots;
- road improvement schemes;
- walking and cycling routes;
- freight transfer facilities; and
- riverside wharves.

These requirements often occur in areas where land is scarce and there is competition from commercial uses that may command a higher value. Neighbouring landowners may also object to the proposed or continued use of land for transport purposes.

The London Plan will need to ensure that land required for transport purposes can be protected from loss to other uses and that sufficient land can be made available to enable the network to expand as set out in the Transport Strategy. As major transport projects proceed there will also be a need to identify formal safeguarding of approved alignments. This needs to be translated into detailed local policies by boroughs in their UDPs. TfL will work closely

with the GLA to identify strategic transport sites for protection, develop policies to avoid the loss of existing sites and enable new transport sites to be developed. It will also advise on the need for formal safeguarding.

### **Maximising effectiveness of public and private investment**

#### **Issues:**

The London Plan aims to provide ‘a broad, integrative and spatial direction for future development and investment, taking a long-term view of resource requirements and priorities.’ It will also provide ‘a structure within which public agencies will be able to target their scarce resources as effectively as possible and to achieve the greatest added value from them.’

#### **TfL comments:**

TfL would expect the London Plan to identify priority areas for community regeneration and to highlight strategic locations that should be prioritised when allocating resources. The identification of areas covered by ongoing regeneration initiatives led by other agencies would enable TfL resources to be allocated to complementary measures.

The London Plan will provide the overarching framework for funding provided by TfL and the LDA to other agencies including the boroughs. Spatial initiatives will need to be co-ordinated to achieve Best Value and to maximise the leverage of private sector funding. Initiatives outlined in the Transport Strategy including Streets-for-People, Safer Routes to Schools, Home Zones and environmental improvements in town centres all have a spatial perspective. Guidance in the London Plan on the areas covered by complementary initiatives in the London Plan would enable funding for these purposes by TfL and other agencies to be targeted more effectively.