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Transport in London

“It is difficult to speak adequately or justly of London. It is not a pleasant place; it is not agreeable, or cheerful or easy, or exempt from reproach. It is only magnificent.”

- Henry James, *Notebooks*

This paper gives an overview of transport governance and provision in London since the Greater London Authority and a Mayor of London were elected in 1999.

The final section gives a brief summary of the transport policies proposed by the Conservative, Green, Labour, and Liberal Democrat candidates for London Mayor at the forthcoming 2008 London elections.

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Overview

In 2006 London was home to over 7.5 million residents, of whom approximately 3.0 million live in Inner London and 4.5 million live in Outer London boroughs. Between 1991 and 2006, the population of Inner London increased by 14 per cent and the population of Outer London increased by eight per cent. The population of Great Britain as a whole rose by six per cent during this period:

Resident population

Thousands

Year	All London				All ages		
	0-14	15-64	65 and over	All ages	Inner London	Outer London	Great Britain
<i>Estimates</i>							
1971	1,598	4,922	1,010	7,529	3,060	4,470	54,388
1981	1,245	4,513	1,048	6,806	2,550	4,255	54,815
1991	1,266	4,600	964	6,829	2,599	4,230	55,831
1996	1,360	4,686	929	6,974	2,656	4,318	56,477
2001	1,368	5,058	897	7,322	2,859	4,463	57,361
2002	1,362	5,104	895	7,362	2,886	4,475	57,627
2003	1,356	5,116	892	7,364	2,891	4,473	57,855
2004	1,351	5,150	888	7,389	2,907	4,482	58,136
2005	1,355	5,214	887	7,456	2,944	4,512	58,514
2006	1,360	5,269	884	7,512	2,973	4,539	58,846
<i>Percentage change</i>							
1971 - 1981	-22%	-8%	4%	-10%	-17%	-5%	1%
1981 - 1991	2%	2%	-8%	-	2%	-1%	2%
1991 - 2001	8%	10%	-7%	7%	10%	6%	3%
2001 - 2006	-1%	4%	-2%	3%	4%	2%	3%

Source: Office for National Statistics

The economy of London is very strong with gross value added (GVA) per head being 53 per cent above the national average. Even after allocating workers' incomes to the region where they live, GVA per head is 36 per cent above the UK average, still making London the region with the highest GVA per head. The average weekly household income (including all sources of income) in London is £304 per person, over 20 per cent higher than the national average. However, there is a significant disparity in income, and while a quarter of households are earning over £1,000 per week, 14 per cent have an income of less than £150 per week.¹

The number of people in employment in London rose by 18 per cent over the decade to 2006 – from 3.4 million to slightly over 4.0 million - while the number of people who were self-employed rose by 22 per cent, from 520,000 to 636,000. Overall the number of people working in London rose from 3.9 million to almost 4.7 million:

¹ *ibid.*

Working population

Thousands

Year ¹	Employee jobs in Greater London	Self-employed ²	All jobs
1992	3,352	453	3,805
1993	3,307	449	3,756
1994	3,365	535	3,900
1995	3,458	499	3,957
1996	3,425	520	3,945
1997	3,562	512	4,074
1998	3,695	544	4,239
1999	3,897	513	4,410
2000	4,041	547	4,588
2001	4,046	536	4,582
2002	3,940	548	4,488
2003	3,920	637	4,557
2004	3,910	589	4,499
2005	3,987	617	4,604
2006	4,034	636	4,670
<i>Percentage change</i>			
<i>1 year</i>	<i>1%</i>	<i>3%</i>	<i>1%</i>
<i>10 years</i>	<i>18%</i>	<i>22%</i>	<i>18%</i>

1. September estimates of the workforce in employment.

2. From 1997, self-employed includes those on work-related government supported training schemes without a contract of employment.

Source: Office for National Statistics *Annual Business Inquiry*

London is a major hub of international air travel; London's airports carried three-quarters of all scheduled air passengers in the UK, while the total number of passengers using London airports increased by almost four per cent between 2004 and 2005.² Between 2000 and 2006 the number of people visiting London fell by approximately five million, with the most significant fall among domestic visitors, while the number of foreign visitors increased. However, foreign visitors are spending less, on average, than in 2000.³

Londoners on average take the longest time to travel to work at 43 minutes compared with 26 minutes nationally.⁴ More people commute into London than commute to workplaces outside the Greater London area, although over time the number of people commuting from London to outside has risen sharply. In 2007, 767,000 people routinely commuted into London, 80,000 higher than in 1995, whereas 321,000 commuted from London to outside, 131,000 more than in 1995:

² *ibid.*

³ Visit Britain, *United Kingdom Tourism Survey*; ONS, *International Passenger Survey*

⁴ *op cit.*, *Focus on London: 2007 edition*

Commuters to and from Greater London

Thousands

Year	In-commuters¹	Out-commuters²	Balance
1995	647	190	+457
1996	629	205	+425
1997	678	234	+444
1998	683	240	+443
1999	720	249	+471
2000	691	257	+433
2001	703	254	+449
2002	698	264	+434
2003	675	285	+390
2004	706	275	+432
2005	717	281	+435
2006	735	331	+404
2007	767	321	+446

1. Workers in Greater London with residence outside Greater London

2. Residents in Greater London with workplace outside Greater London

Source: Office for National Statistics *Labour Force Survey* - Spring sample

1.1 million people travelled to Central London during the morning rush hour on an average day in Autumn 2006, 12 per cent more than 10 years before. Most people (78 per cent) travel by rail or Underground, or a combination of both. Ten per cent of all those travelling into the central zone travelled by bus in 2006, an average of 116,000 people per day – an increase of 70 per cent compared to 1996. The number of people travelling by car to Central London in 2006 fell by one-half compared to 1991, down from 155,000 per day to 78,000 per day:

People entering central London in the morning peak (7am to 10am)

Thousands

Year	All modes	Rail with transfer to		LUL or DLR only		Coach/ minibus		Car	Taxi (1)	Two wheeled motor vehicles		Cycle
		Rail only	LUL/DLR	All rail	DLR only	Bus	minibus			vehicles		
1991	1,042	258	168	426	347	74	20	155	...	12	9	
1992	992	245	156	401	337	61	24	150	...	11	9	
1993	977	214	168	382	340	64	20	150	...	11	9	
1994	989	221	171	392	346	63	23	145	...	11	9	
1995	993	221	174	395	348	63	21	145	...	11	10	
1996	992	223	176	399	333	68	20	143	...	11	10	
1997	1,035	240	195	435	341	68	20	142	9	11	10	
1998	1,063	252	196	448	360	68	17	140	8	13	10	
1999	1,074	259	201	460	363	68	15	135	8	15	12	
2000	1,108	269	196	465	383	73	15	137	8	17	12	
2001	1,093	263	204	468	377	81	10	122	7	16	12	
2002	1,068	245	206	451	380	88	10	105	7	15	12	
2003	1,029	265	191	455	339	104	10	86	7	16	12	
2004	1,043	256	196	452	344	116	9	86	7	16	14	
2005	1,065	273	200	473	344	115	9	84	8	16	17	
2006	1,114	280	211	491	380	116	8	78	7	15	18	

1. Data for taxis were not recorded before 1996.

Technical notes:

Estimates are derived from counts of vehicle occupants on each road entering central London. The cordon is situated outside the inner ring road and encloses an area slightly larger than the Central London Congestion Charging zone (excluding the Western Extension).

Rail passengers are counted by observers at their last station stop before the cordon. Inter-city passengers are counted on arrival at the central London rail termini.

Results for London Underground are derived from exit counts of people leaving stations within the central area. Since 1996, these have been taken from automatic ticket gate data.

Source: Transport for London *London Travel Report 2007*

In 2006, 80 per cent of those travelling to work in Central London used public transport (bus, National Rail, or London Underground). Those working in Outer London tended to travel much more by car or van (63 per cent). There was also a significant difference in the patterns of travelling to work depending on the area in which people live. People living in Inner London were much more likely to use public transport (58 per cent), whereas those living in Outer London tended more to use their cars to travel to work (47 per cent):

Main mode of travel to work by area of workplace and residence, 2006

Main mode	Area of workplace						Area of residence		
	Rest of				Rest of		Inner London	Outer London	All London
	Central London	inner London	Outer London	All London	Great Britain	Great Britain			
Car and van	11	31	63	37	76	71	20	47	37
Motorbike, moped, scooter	2	1	1	1	1	1	2	1	1
Bicycle	3	4	2	3	3	3	6	2	3
Bus and coach	12	16	14	14	7	8	21	13	16
National Rail	40	16	5	19	2	4	11	14	13
Underground, tram, light rail	28	19	5	16	-	2	26	14	18
Walk	4	12	10	9	11	11	14	8	10
Other modes	1	1	1	1	1	1	1	1	1
All modes	100	100	100	100	100	100	100	100	100
Number of people (millions)	1.11	0.87	1.36	3.34	21.48	24.83	1.06	1.88	2.94

Source: Office for National Statistics *Labour Force Survey (Autumn 2006 sample)*

Compared to the national average, Londoners continue to spend more on travel fares each week. Data from the Office for National Statistics *Expenditure and Food Survey* identified that, in the period 2003-04 to 2005-06, London households spent £5.70 per week on fares compared to £0.80 for the average UK household. By contrast, London households spend less on motoring than UK households generally, spending £13.50 per week on petrol and diesel compared to £16.80 per week across the UK as a whole. Overall, London households spend £77 per week on all forms of transport, compared to £75.50 per week for all UK households. Londoners' transport expenditure accounts for 15 per cent of their total household expenditure:

Expenditure per London household per week on travel and transport (2006/07 prices)

All figures in GBP (£)

Type of expenditure	London		United Kingdom	
	2001/02 to 2003/04	2003/04 to 2005/06	2001/02 to 2003/04	2003/04 to 2005/06
<i>Motoring and cycling</i>				
Purchase and repairs ¹	31.50	29.30	35.00	32.50
Spares and accessories ¹	1.90	1.60	2.20	2.10
Motor vehicle insurance and taxation	11.90	12.40	11.20	12.40
Petrol, diesel and other motor oils	13.10	13.50	16.20	16.80
Other motoring costs	2.40	2.50	2.10	2.30
Total motoring and cycling	60.80	59.30	66.70	66.10
<i>Fares and other travel costs</i>				
Rail and Underground fares	4.30	3.70	2.00	2.10
Bus and coach fares	2.30	2.30	1.50	1.60
Combined fares ²	6.10	5.70	0.90	0.80
Other travel costs ³	5.60	6.00	4.80	4.90
Total fares and other travel costs	18.30	17.70	9.20	9.40
Totals				
Transport expenditure per household	79.10	77.00	75.90	75.50
Total expenditure per household	533.00	518.80	445.90	448.10
Transport expenditure as % of total	14.8%	14.8%	17.0%	16.8%

1. Includes cars, vans, motorcycles, cycles and other vehicles.

2. Includes travelcards to be used on Underground, rail and bus.

3. Includes air fares, school travel, taxis, hire cars and ferry travel.

Source: Expenditure and Food Survey, Office for National Statistics

Although several bodies managed transport provision in London in the first half of the twentieth century, it was not until the Greater London Council and London Transport were established by a 1969 Act that there was cohesive, unified governance of transport in the capital. The GLC was abolished in the mid-1980s and there followed a further period of fragmentation until a new Greater London Assembly and a Mayor were elected in 2000. Transport responsibility in the capital now rests with the Mayor and the GLA and, in some areas, the London boroughs. The mayor's strategy is implemented by Transport for London.

On 1 May 2008 Londoners will elect representatives to the Greater London Assembly and a new Mayor of London.

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I Transport Governance

A. Bodies overseeing transport in London pre-1999

Transport organisation in London changed several times during the twentieth century. The July 1968 London transport White Paper explained the situation as of that date:

Changes over the years have progressively concentrated responsibility for the development and operation of important aspects of transport. As long ago as 1933 the Underground railways and a variety of bus and tram operators were brought together under unified management and in public ownership. The newly-created London Passenger Transport Board was given in effect a statutory monopoly, with a duty to provide an adequate and co-ordinated system of passenger transport, and the surface railways and London Transport were required by statute to co-ordinate their services. Setting up the British Transport Commission made it unnecessary to continue this obligation specifically in the 1947 Act, but it was revived in the 1953 Act, and re-defined in up-to-date terms in the 1962 Transport Act. In 1965, re-organisation of local government in London created more powerful local authorities, including the new Greater London Council. This resulted in a new – though by no means yet perfect – distribution of powers relevant to transport. The impact was particularly important in highways and traffic (...)

In spite of changes over the years noted earlier, the main organisational difficulty of transport in London is still fragmentation. Responsibility for building, improving and maintaining various classes of London's *roads* is shared between the Minister, the GLC and the Boroughs, and on principles that are not wholly logical (...)

The GLC is the overall *traffic* management authority. But although in practice many important parking measures are initiated by the Boroughs at the instance of the GLC, it is the Boroughs who have powers to provide on- and off-street parking (...)

There is something much closer to integration in *public transport*, where two operators provide virtually all the services. London Transport operates the buses and the Underground system. British Rail runs the vitally important suburban rail services. In many ways co-ordination of their services works well. But it could be more effective if it formed part of a wider co-ordination of the various elements which make up transport in London.⁵

As well as a lack of a single body for planning transport in London, the 1968 White Paper identified a lack of adequate coordination between public transport providers and traffic management and parking authorities; and the arms-length relationship between transport planning and land-use planning as further weaknesses in the system.⁶

⁵ Ministry of Transport, *Transport in London*, Cmnd 3686, July 1968, paras 6 and 30-32

⁶ *ibid.*, paras 33-35

In July 1982 the Transport Committee published a report on transport in London, which set out the changes since 1969 and the then current position:

Under section 1 of the Transport (London) Act 1969, the Greater London Council has imposed upon it a general duty “to develop policies, and to encourage, organise and, where appropriate, carry out measures, which will promote the provision of integrated, efficient and economic transport facilities and services for Greater London”. The Act goes on to specify a number of duties and powers to be vested in the GLC, including the duty to prepare general transport plans for Greater London (to which the Secretary of State and the British Railways Board are to “have regard”); the power to make grants to both the London Transport Executive, “for any purpose”, and the British Railways Board, in respect of passenger services and amenities “which appear to the Council to be required to meet the needs of Greater London”; and various powers and duties in respect of Metropolitan roads and traffic management. The Act also establishes the London Transport executive as a body corporate appointed by the GLC, gives to the Executive certain duties and powers, including powers in relation to the provision of bus services in the GLC area by other bodies; and imposes a *duty* on London Transport, British Rail and the National Bus Company to “co-operate with one another in the exercise and performance of their respective function”, and empowers them “to enter into such arrangements with one another with respect to the exercise and performance of their respective functions on such terms as may appear to them to be expedient”.

The powers and duties of the GLC, London Transport and the other operators as laid down in the 1969 Act were evidently designed to give the Council a central coordinating and controlling role in the provision and improvement of all transport services in London, and to encourage co-operation between the public transport operators. It is generally agreed, however, that the Act has not, on the whole, achieved those objectives. This is partly because the provisions in the Act have sometimes proved mutually contradictory – as demonstrated by the Law Lords’ interpretation of the respective duties and responsibilities of the GLC and London Transport; partly because in some important areas the duties and rights of the GLC are not accompanied by powers to compel compliance with GLC policies and plans by the other authorities involved, including the Secretary of State and British Rail; and partly because so much of the Act, particularly as it relates to co-operation between the public transport operators, is permissive rather than compulsory in character, more important, however, the Act takes no account of the reality of central Government control of both British Rail and the National Bus Company, and of central Government’s effective control of local authority expenditure, now exercised through the Block Grant and Transport Supplementary Grant.⁷

Tony Ridley and Tony Travers take up the story of the Greater London Council (GLC) and the role it played in managing and promoting transport in London:

More recently, the GLC provided a lobby for transport in the late 1970s and early 1980s. First, Sir Horace Cutler’s Conservative administration fought hard with central government to develop a new tube line to the docklands as part of an

⁷ Transport Committee, *Transport in London* (fifth report of session 1981-82), 127-I, 6 July 1982, paras 6.4-6.5

effort to redevelop the area. Then, in the early 1980s, Ken Livingstone's Labour GLC chose to increase operating subsidy to the Underground and buses under its "Fares Fair" policy (...). In 1984, in preparation for GLC abolition, the Government transferred control over LT [the London Transport Executive] from the GLC to a Nationalised Industry board appointed by the Secretary of State for Transport. The removal of directly-elected London control over public transport did not prove popular.⁸

Between the abolition of the GLC, by the *Local Government Act 1985*, and the establishment of the Greater London Authority (GLA) in 2000, the arrangements for managing London's transport system were diverse. Central government, in the form of the Department for Transport⁹ and the Government Office for London, were responsible for setting overall strategy and overseeing London Transport. The road network was the responsibility of the Highways Agency, the 32 London Boroughs and the Traffic Director for London. London Transport managed Underground and bus services; over-ground trains were run by British Rail and then private sector operators. Activities on the Thames were co-ordinated by the Port of London Authority (PLA).

London Regional Transport (LRT) was established as a public corporation by the *London Regional Transport Act 1984*. Its remit under the 1984 Act was to plan, provide or procure services to meet the present and future public passenger services of Greater London. In doing so LRT had a responsibility to ensure that the operation of its services was safe, economic and made provision for all passengers, including those with disabilities. In 1994-95 LRT sold its ten remaining bus operating companies into the private sector but LRT retained responsibility for running the Underground. LRT worked with Railtrack, British Rail, the Docklands Light Railway and private bus companies to plan and co-ordinate London's public transport and to provide integrated ticketing and information for Underground, bus, and rail services. Among LRT's other responsibilities were the operation of Victoria Coach Station and the London Transport Museum.

B. Greater London Authority Act 1999

1. Government proposals and consultation

In July 1997 the new Labour Government published a consultation paper on its proposals for a new Greater London Authority.¹⁰ In March 1998 the Government published the results of its consultation along with its final proposals. On transport, it stated that the Government had three key aims: to deliver an integrated and sustainable transport strategy in London; to create a unified body to tackle transport issues on a London-wide level; and to define clear boundary lines between the responsibilities of the Government, the GLA and the Boroughs.¹¹ More specifically, the paper set out:

⁸ "London government and a voice for transport" by Tony Ridley and Tony Travers in *Transport options for London* (ed. Stephen Glaister), 1991, pp165-166

⁹ formerly the Department of Transport (-1997); the Department for the Environment, Transport and the Regions (DETR) (1997-2001); and the Department for Transport, Local Government and the Regions (DTLR) (2001-2002)

¹⁰ DETR, *New leadership for London: a consultation paper*, Cm 3724, July 1997

¹¹ DETR, *A Mayor and Assembly for London*, Cm 3897, March 1998, para 5.13:
<http://web.archive.org/web/19981202160633/www.london-decides.detr.gov.uk/page14.htm>

- the Government's plans for an integrated transport strategy for London;
- the constitution and powers of Transport for London (TfL);
- the powers of the London Boroughs;
- the GLA's relationship with the Government on transport matters; and
- how transport would be funded.¹²

In summary, the paper outlined the anticipated powers of the Mayor, TfL, the Assembly, the London Boroughs and the Government as follows:

The Mayor will:

- have a duty to produce an integrated transport strategy for London;
- use TfL as his or her agent to implement that strategy and discharge those duties; and
- be able to chair TfL if he or she wishes.

TfL will:

- have an executive board of 8-15 members; and
- have day-to-day responsibility for managing buses, the underground, strategic roads and other transport services.

The Assembly will:

- approve the integrated transport strategy and transport budget, scrutinise the performance of TfL and the Mayor, and be able to conduct wider investigations of transport issues; and
- scrutinise the sustainability of the Mayor's and TfL's activities.

The London boroughs will:

- retain responsibility for delivering local transport measures within the context of the pan-London strategy set by the GLA.

The government will:

- pay financial support earmarked for London's transport in a single block grant.¹³

2. Changes during the passage of the Bill

The *Greater London Authority Bill 1998-99* was published on 2 December 1998. Part IV of the Bill as it was originally published contained the transport provisions. It stated that:

- The Mayor would have a duty to produce an integrated transport strategy for London and would be able to fund new services, make investments and introduce new ticket systems;
- Transport for London (TfL) would be the Mayor's executive arm and directly accountable to him. It would implement the Mayor's transport strategy and oversee transport services on a day-to-day basis;

¹² *ibid.*, paras 5.14-5.46

¹³ *ibid.*, paras 5.47-5.51

- The London Assembly would approve the integrated transport strategy and the transport budget, scrutinise the performance of TfL and the Mayor, and be able to conduct wider investigations of transport issues;
- The London Transport Users Committee would be established to pursue complaints about transport in London; and
- The Boroughs would continue to deal with local transport issues and would retain most of their powers. They would have a duty to draw up local implementation plans to give effect to the Mayor's transport strategy in their area.

TfL would be run by a board of between eight and 15 members, appointed by the Mayor and would be chaired by the Mayor or someone acting on his behalf. It would manage the Underground and the buses, and be responsible for road maintenance and traffic management on a network of roads to be known as the strategic London road network. It would also regulate taxis and minicabs, help co-ordinate Dial-a-Ride and the Taxicard schemes and take over responsibility for traffic lights across London. Although mentioned in the White Paper, there was no mention on the face of the original Bill that TfL would manage the Croydon Tramlink and the Docklands Light Railway, and promote the use of the River Thames for passengers and freight.

The Bill gave the Secretary of State for Transport the power to make provisions in connection with the Public Private Partnership (PPP) for the London Underground, announced in March 1998. Powers were included in the legislation to introduce road user charging and a levy on parking places. The revenue raised would be used for improvements to public transport or the management of traffic.

The Bill stimulated a great deal of debate about the **relative powers of the Mayor, the Secretary of State, and the London Boroughs** and where the balance should be struck between them. When the Bill was debated in Committee there was a sentiment amongst opposition Members of all parties that “the balance between the Secretary of State and the mayor is wrong: too much overriding power is held by the Secretary of State”.¹⁴ There was also a general feeling that the balance between the Mayor and the Boroughs was tilted too much in favour of the Mayor and that his power to reject a Borough’s local implementation plan was unnecessarily broad. The opposition wished to change the ‘onus of proof’ so that the default position would be for the Mayor to approve a plan unless it fell short of specific criteria.¹⁵ In the Lords the Government moved amendments to extend **TfL’s financial powers** to enable them to make grants to other bodies and persons (such as the Boroughs) and to provide and procure guarantees. These were added to the Bill.¹⁶

On **TfL’s powers**, the Government made amendments at Report stage in the Lords to ensure that any members of the TfL Board disclosed any relevant interests and did not take part in any discussions related to them.¹⁷ The Government also inserted a new

¹⁴ SC (A) Deb 16 February 1999, cc565-582; opposition Members voted against clause 124, on directions by the Secretary of State; they were defeated 15-9

¹⁵ *ibid.*, cc582-602; opposition Members voted for the Conservative amendment to shift the ‘onus of proof’ and against clause 127 standing part, they were defeated on both counts 14-10

¹⁶ HL Deb 1 July 1999, cc505-509

¹⁷ HL Deb 19 October 1999, cc999-1002

clause to permit TfL to promote or oppose Bills in Parliament.¹⁸ In the Commons, there was discussion about **TfL's ability to borrow money** against revenues from road charges and/or a workplace parking levy; this was considered important by opposition Members for several reasons, including as a 'backstop' in case the PPP plans for London Underground failed.¹⁹ In the Lords the Government proposed amendments to TfL's powers to dispose of operational railway and tramway land to remove the blanket requirement of the Secretary of State's consent for such disposal and to apply specific restrictions in some cases. This was added to the Bill.²⁰

At Committee stage in the Commons the Government introduced a number of amendments and new clauses to the Bill to make provision for the **London underground PPP**. There was a great deal of debate about the timing of the amendments and whether further amendments would follow at a later stage; the Government indicated that on some areas of the PPP (such as the arbiter's powers), they would.²¹ There followed a long debate on the principles and application of the proposed PPP agreements.²² The Government made further provision regarding transitional arrangements²³ and the PPP arbiter²⁴ at Report stage. In the Lords the Government introduced a new clause to prohibit TfL from franchising out certain parts of the Underground, in effect to ensure that it remained publicly owned.²⁵

Major changes were made to the provisions on **road charging**, which the Government amended at Committee stage to give the Mayor and the GLA and, with their permission, the London Boroughs the power to make charging schemes. In the Bill as originally drafted, the power to make road charging schemes in London lay with the Secretary of State. There followed a lengthy debate on the principle and application of road charges in London.²⁶ At Report stage the Conservatives argued, in another long debate, to remove the road charging clause from the Bill; they were defeated 265-97.²⁷ The Government made further amendment to the road charging provisions to allow the Secretary of State to make regulations exempting disabled drivers from such schemes.²⁸ In the Lords, changes were made to **parking powers**, to allow TfL to operate a decriminalised parking regime on GLA roads; to permit the Mayor to set decriminalised parking penalties across London; and to permit the Mayor to specify where parking

¹⁸ *ibid.*, c1037 and cc1065-1066

¹⁹ SC (A) Deb 16 February 1999, cc619-625; opposition Members voted to add such a power to the Bill in clause 132, they were defeated 15-7; they tried again in the Lords and were defeated 134-55 (HL Deb 19 October 1999, cc970-974)

²⁰ HL Deb 1 July 1999, cc517-520

²¹ SC (A) Deb 23 February 1999, cc749-767; opposition Members voted against adding New Clause 36 on LRT's powers of disposal to the Bill, they were defeated 15-9

²² SC (A) Deb 25 February 1999, cc777-803; opposition Members voted against adding New Clause 39 on the PPP agreements to the Bill, they were defeated 16-9; separate Conservative and Liberal Democrats amendments were also voted down

²³ HC Deb 5 May 1999, cc958-971

²⁴ *ibid.*, cc972-992

²⁵ HL Deb 1 July 1999, cc558-560

²⁶ SC (A) Deb 9 March 1999, cc1006-1120; Conservative Members voted against Clause 200 on the powers for the Mayor to introduce road charges, they were defeated 19-6

²⁷ HC Deb 5 May 1999, cc1000-1033

²⁸ HL Deb 21 October 1999, cc1335-1336

surpluses may be spent.²⁹ Further amendments were made to give TfL the power of a **traffic authority** over 'GLA side roads' whilst ensuring that the Boroughs remained the highway authority,³⁰ and to require Boroughs to notify the Secretary of State before introducing 'non-standard' traffic calming schemes, including road humps.³¹

As to **buses**, the Government made several amendments in the Lords to extend appeals to bus operators (permit holders) and to allow TfL to charge a fee for expenses incurred by the authority in the course of such an appeal.³² There was a further amendment to allow for the continuation of a bus service during the course of an appeal or an application to renew a permit.³³

On **rail powers** for London, there was disagreement about the ability of the GLA to give guidance to what was then the rail franchising director as to rail services in London, with the Opposition objecting to the overriding power of the Secretary of State to overrule any such guidance.³⁴ The Government introduced amendments to the Bill at Committee stage in the Lords. The amendments placed a duty on the franchising director to consult the Mayor over proposed changes to service levels and fares on rail services affecting London; clarified the relationship between any guidance from the Mayor to the franchising director in so far as it contradicts a direction from the Secretary of State; and permitted the Mayor to issue 'instructions' as well as 'guidance'. They were added to the Bill.³⁵ A further Government amendment transferred the decision making power to close applicable railway, Underground and light rail services to the Mayor.³⁶

Originally, the Bill provided only that the Secretary of State would have the power to make regulations as regards **concessionary fares, transport for disabled people and penalty fares**; at Committee stage the Government proposed substituting new clauses for these powers to put them on the face of the Bill. All were accepted.³⁷ The Government also proposed replacing the **taxi and minicab provisions** in the Bill at Commons Committee stage, inserting several technical schedules,³⁸ while later in the Lords they introduced further amendments to allow TfL to charge for initial driver and vehicle applications.³⁹ In Committee in the House of Lords, the Government brought forward amendments to provide for the revision of the Boroughs' local implementation plans.⁴⁰ Also in the Lords the Government inserted a new clause to transfer operation of the **Woolwich Ferry** from the Secretary of State to the Mayor,⁴¹ and to ensure that TfL

²⁹ HL Deb 5 July 1999, cc679-682

³⁰ HL Deb 21 October 1999, cc1313-1315

³¹ *ibid.*, cc1315-1322

³² HL Deb 1 July 1999, cc536-537

³³ *ibid.*, cc541-542

³⁴ SC (A) Deb 23 February 1999, cc743-745; Conservative Members voted against stand part of clause 163, they were defeated 16-6

³⁵ HL Deb 1 July 1999, cc544-547

³⁶ *ibid.*, cc556-557

³⁷ SC (A) Deb 25 February 1999 cc843-866; and 2 March 1999, cc869-878

³⁸ SC (A) Deb 2 March 1999, cc902-935

³⁹ HL Deb 5 July 1999, cc631-633

⁴⁰ HL Deb 28 June 1999, cc157-158

⁴¹ HL Deb 5 July 1999, cc633-634

may provide or secure amenities or facilities for the benefit of people using London's **waterways** by virtue of a licence or consent.⁴²

In the Lords the Government brought forward proposals to require the Mayor to consult with groups representing **people with reduced mobility** before drawing up his transport strategy and to require the Mayor to set a timetable for introducing the accessibility portions of his strategy.⁴³

While accepting the case for a "representative body to speak for London", the Conservatives voted against the Bill on Third Reading on the grounds that it failed adequately to tackle London's transport problems.⁴⁴ The Opposition also criticised the extent to which the Bill was amended during its passage through the House and particularly after it had proceeded through both Committee stages.⁴⁵

The *Greater London Authority Act 1999* received Royal Assent on 11 November 1999. The powers of the various bodies with responsibility for transport in London, as provided for in the final Act, are given in the following section.

C. Transport responsibilities since 1999

Under the *Greater London Authority Act 1999*, London's buses, trains, Underground system, traffic lights, taxis and river transport, now fall within the control of a single institution. The Mayor is responsible for policy and all statutory duties rest with him. He has a duty to produce an integrated transport strategy for London. A new executive body, Transport for London (TfL), was set up under the 1999 Act to replace London Regional Transport. TfL implements the Mayor's transport strategy and oversees transport services on a day-to-day basis. The London Assembly approves the integrated transport strategy and the transport budget, scrutinises the performance of TfL and the Mayor, and is able to conduct wider investigations of transport issues.

1. Mayor of London and the Greater London Authority (GLA)

The Mayor is responsible for developing the Greater London Authority's (GLA's) strategies for transport, planning and the environment in London and has a range of powers to implement them. The Mayor also approves strategies for economic development and culture. The Mayor is required to ensure that these strategies take each other into account. The Mayor is responsible for setting a budget for the GLA and its four functional bodies, and may make appointments to the boards of the four functional bodies, one of which is Transport for London (TfL), and other London organisations.

The Mayor has a duty to produce an integrated transport strategy for London. This strategy should be prepared within the context of wider Government transport policy. The

⁴² HL Deb 19 October 1999, cc1029-1032 and HL Deb 1 November 1999, cc622-628

⁴³ HL Deb 19 October 1999, cc979-984

⁴⁴ HC Deb 5 May 1999, cc1043-1057, they were defeated 265-105

⁴⁵ HC Deb 8 November 1999, cc695-696

Act also provides the Mayor and the London Borough councils with enabling powers which would allow them to introduce road user charging and a levy on workplace parking in the context of the Mayor's integrated transport strategy. The current Mayor published his transport strategy in July 2001; it was revised in 2004 and 2006.⁴⁶

The London Assembly holds the Mayor to account and investigates issues affecting Londoners. Its 25 members are elected at the same time as the Mayor. The Assembly works by directly questioning the Mayor about his activities, strategies and decisions. It also publishes the findings and recommendations from its investigations and makes proposals to the Mayor. The Assembly publishes scrutiny reports on a range of issues; those affecting transport are available on the London Assembly website:

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

2. Transport for London

TfL is currently chaired by the Mayor, Ken Livingstone. Peter Hendy is Transport Commissioner; David Brown is Managing Director of Surface Transport; Ian Brown is Managing Director of London Rail; and Tim O'Toole is Managing Director of London Underground.⁴⁷

Part IV of the 1999 Act established TfL as a statutory corporation and requires it to exercise its functions in accordance with guidance or directions given by the Mayor in order to facilitate the general duty of the GLA, and to implement the transport strategy. TfL must have between eight and 15 members,⁴⁸ all of whom will be appointed by the Mayor. The Mayor may choose to be a member of TfL and, if so, shall be the Chairman. In making appointments, the Mayor must consider the desirability of ensuring that TfL members, between them, have experience of transport, finance and commerce, national and local government and the organisation of trade unions or matters relating to workers generally. The membership of TfL should also reflect the interests of women and disabled people. Apart from the Mayor, no holders of specified political offices (including Members of either Houses of Parliament or councillors) may be members of TfL. TfL decides for itself how its committees, sub-committees and individual officers operate, and what functions each has. Written records must be made of all meetings of committees and sub-committees.

The Mayor has a very wide power of control over TfL. The Mayor is given power to issue guidance and general or specific directions as to the exercise of any of the functions (duties as well as powers and operational as well as policy matters) of TfL. Directions and guidance must be in writing.

TfL has general powers to form companies and make agreements. These powers are similar but not identical to those that belonged to LRT.⁴⁹ Such agreements may, for example, include arrangements for joint operation, ticketing and revenue pooling

⁴⁶ available at: <http://www.london.gov.uk/mayor/strategies/transport/index.jsp>

⁴⁷ profiles all available at: <http://www.tfl.gov.uk/corporate/about-tfl/boardandchiefofficers/1434.aspx>

⁴⁸ increased to 17 by section 16 of the *Railways Act 2005*

⁴⁹ under section 3 of the *London Regional Transport Act 1984*, as amended by the *London Regional Transport Act 1996*

between TfL and another party. Where such agreements were entered into by LRT prior to its abolition, TfL subsequently took on LRT's obligations. TfL may transfer its relevant property, rights and liabilities to the company or person with whom they have the agreement. TfL may make schemes transferring property, rights and liabilities between itself and its subsidiaries or between subsidiaries. TfL has the power to guarantee the obligations of its subsidiaries or of any person with which it has an agreement; and to procure such a guarantee from a third party (for example from a bank or insurance company) and to indemnify the person who gives the guarantee. TfL is required to include in its published annual report details of any financial assistance, guarantees or indemnities it has given. The Mayor and TfL have a duty to ensure that the subsidiaries of TfL do not do anything that TfL has not been given power to do by the Act.

TfL may carry passengers, luggage and other goods by any form of land or water transport to, from or within Greater London, and may enter into agreements with others to provide air transport between places in Greater London or between Greater London and places outside. TfL may provide incidental amenities and facilities for use by other parties with whom it has entered into agreements to carry out transport services (for example, TfL might agree to provide a private bus company with a rest room for off-duty drivers). TfL may also provide (or agree with others to provide) amenities and facilities that it thinks would benefit people using other transport facilities and services (for example, TfL might provide a snack bar at a station). TfL may also provide car parks, and parking for public service vehicles (such as buses).

The Secretary of State may, by order made with the consent of the Treasury, specify activities which TfL is not to carry on except through a subsidiary or a jointly owned company. TfL itself (but not its subsidiaries) is exempt from income, corporation and capital gains tax. By requiring TfL to carry on certain activities only through subsidiaries, an order would have the effect of defining those activities of TfL which would attract liability to tax and those which would not.

TfL may give financial assistance (by grant or loan or other means) to any person or body for expenditure conducive to the provision of safe, integrated, efficient and economic transport facilities. For example grants could be made to London Boroughs or to voluntary organisations (such as Dial-a-Ride) to provide transport services to meet the needs of disabled London residents.

TfL cannot dispose of operational land such as railway or tramway lines or stations, either through freehold sale or lease of over 50 years, without the consent of the Secretary of State.

TfL can promote and oppose local Bills in Parliament. For example, at the moment TfL is sponsoring two Bills to change its powers related to road charging and tolls, London cabs and private hire vehicles, fare enforcement, street management and other miscellaneous matters.⁵⁰

⁵⁰ *Transport for London Bill*: <http://services.parliament.uk/bills/2007-08/transportforlondon.html>; and *Transport for London (supplemental toll provisions) Bill*: <http://services.parliament.uk/bills/2007-08/transportforlondonsupplementaltollprovisions.html>

TfL also has a number of ‘miscellaneous powers’ such as:

- It can acquire, develop, sell and/or lease land and may also, with the authorisation of the Secretary of State and consent of the Mayor, acquire land compulsorily.
- When letting vehicles for hire or developing land, TfL and its subsidiaries must act as if they were commercial businesses.
- It has the power to make byelaws for its railways and its piers.
- It may provide and maintain a transport museum, and make a charge for admission.
- It has power to make investments by lending money, to acquire securities and to inherit loans or guarantees made by LRT and any securities acquired by LRT.
- It can apply to the Secretary of State for Orders under the Transport and Works Act 1992 to give statutory authorisation to railways, other guided transport systems, canals, and interference with navigation rights.
- It may make byelaws where no other procedure has been specified.

TfL’s corporate documents, such as the annual reports, statements of accounts and business plans, are available on its website:

<http://www.tfl.gov.uk/corporate/about-tfl/2786.aspx>

3. London Boroughs

The London Borough councils and the City of London must prepare local implementation plans (LIPs) setting out their proposals on how they intend to put the Mayor’s transport strategy into effect in their respective areas. The councils are required to consult various bodies and must include a timetable for when they intend to implement the proposals in their plan. The Mayor must approve each local plan, ensuring that they adequately implement his transport strategy; if a council fails to prepare such an adequate plan the Mayor can recover the cost of preparing a plan himself in default. When the Mayor revises his strategy, the LIPs must be revised in accordance with the planned changes.

Once a plan has been approved, the council must implement it according to the timetable in the plan. A plan prepared by the Mayor for a council will be treated as if the council itself had written it. If the Mayor considers that a council has not carried out any proposal in its LIP satisfactorily and according to the timetable in the plan, he will be able to exercise the appropriate powers of the council, at their expense, in order to fulfil the strategy. The Mayor may give legally binding directions to councils on the manner in which they perform any of their duties related to the plan.

As part of its Group Planning Directorate, TfL has set up a Borough Partnerships Group. The objectives of this group are:

- To provide a corporate focus for TfL’s relationship with the boroughs and sub-regional partnerships
- To work with other parts of TfL to improve the coherence, consistency and transparency in these relationships, particularly where funding is provided
- To lead TfL’s involvement in the land use planning system

- To lead communication and consultation on TfL's major projects
- To manage the process by which TfL provides funding to boroughs for transport schemes through the Local Implementation Plan (LIPs) process
- To directly manage the budget for eight of the borough programmes funded through the LIPs process⁵¹

The Boroughs are represented by London Councils, which describes itself as follows:

Much of our work consists of lobbying the government and others on behalf of our member councils, not just for a fair share of resources, but also to protect and enhance council powers to enable them to do the best possible job for their residents and local businesses.

We develop policy and do all we can to help our boroughs improve the services they deliver. We also run a range of services ourselves, all designed to make life better for Londoners.⁵²

4. London Transport Users' Committee

Information about London TravelWatch can be found at:

<http://www.londontravelwatch.org.uk/index>

The 1999 Act abolished the London Regional Passengers Committee (LRPC) and replaced it with the London Transport Users' Committee (LTUC). LTUC combines the role of complaints body for TfL with that of the Rail Users' Consultative Committee for Greater London and the surrounding area. The LTUC was established in July 2000 and is known as London TravelWatch.

The Assembly appoints LTUC's chairman and other members, and in doing so must have regard to the desirability of ensuring that the membership adequately represents the interests of the users of all transport facilities and services that will be considered by LTUC. Assembly members, members of TfL and employees of the Authority or TfL may not be appointed members of LTUC. Complaints of maladministration by LTUC may be investigated by the Local Government Ombudsman.

LTUC should consider and, where it thinks it desirable, make recommendations about matters affecting the passenger transport functions of the Authority or TfL which have been the subject of representations, have been referred to it by TfL or the Authority or which LTUC otherwise thinks it should consider.

⁵¹ <http://www.tfl.gov.uk/corporate/about-tfl/1472.aspx>; the Boroughs' LIPs and current spending plans are also available at: <http://www.tfl.gov.uk/corporate/about-tfl/boroughpartnerships/1474.aspx>

⁵² <http://www.londoncouncils.gov.uk/cat.asp?cat=954>

D. Budget

In its March 1998 document outlining the future of governance in London, the Government set out how it intended to fund transport in the capital in the future:

At the same time as rationalising the structures for the provision of transport in London, the government wishes to simplify the funding arrangements. Transport funding in London will come from two sources. A portion of the GLA's resources will be earmarked for transport and the Mayor will have a degree of flexibility in deciding how much of the GLA's general revenues to spend on transport. In allocating the transport budget, the Mayor must have the freedom to set his or her own spending priorities, consistent with the principles to be set out in the integrated transport white paper and with the integrated transport strategy for London. To that end, those resources from government which are earmarked for transport will be paid in the form of a single block grant, which will include those grants currently given to borough capital projects under the Transport Policies and Programmes (TPP) system. The Mayor will be free to spend this grant on all aspects of transport in London for which he or she is responsible. The government will not set separate budgets for the different transport modes, for the Mayor and borough expenditure, or for capital and current spend. The Mayor will be expected to accommodate capital investment schemes within the budget available and will not require the government's approval for these.

The transport budget for the first year of the new GLA will be established by drawing together the existing earmarked budgets for the transport functions which the GLA will inherit, in the light of decisions reached as part of the government's comprehensive spending review (CSR). Thereafter, as part of its integrated transport strategy, the GLA will outline its proposed forward plans for transport spending. It is likely that these plans will cover the four-year GLA term. Having considered the plan, the government will reach decisions on the levels of support that will be provided to the GLA. In doing so the government will aim to provide a predictable profile of funding for the GLA but it is important to recognise that, as with all elements of public spending, this intention may be constrained by changing economic and other circumstances. The government must also have regard to the need to deal equitably with London and the other regions of the country. We do not intend to become involved in a detailed scheme-by-scheme scrutiny of the GLA's plan, although we may consider its broad balance.⁵³

In a letter from the Department for Transport to Transport for London in October 2007, the Government set out the extent of central government funding for TfL to 2017-18.⁵⁴ In 2008-09 the grant to TfL will amount to £2.53 billion rising to £3.87 billion in 2017-18. The Mayor of London will also be separately entitled to raise £3.5bn for Crossrail between 2010-11 to 2014-15.

The vast majority (82 per cent) of TfL's operating revenue is generated by the collection of bus and Tube fares. In 2006-07, 48 per cent of TfL's operating revenue was raised from Tube fares with an additional 34 per cent raised from bus fares. Eight per cent of

⁵³ op cit., *A Mayor and Assembly for London*, paras 5.45-5.46

⁵⁴ <http://www.dft.gov.uk/pgr/regional/policy/lt/tflsettlementletteroctober.pdf>

revenue was raised from congestion charging, six per cent from DLR fares, and the remaining four per cent from commercial activities such as rent and advertising.

Fifty-five per cent of TfL's operating expenditure (£4.63 billion) in 2006-07 was attributable to running costs for the entire transport network alongside 19 per cent for staff costs. TfL spent £1.97 billion on its London Underground services and £1.63 billion on the running of the London bus network. Spending on DLR services amounted to £62 million.

2006-07 was the second year of the TfL Investment Programme. TfL capital expenditure rose to £1.86 billion in 2006-07 from £1.78 billion in the previous year. Over 80 per cent of TfL's capital expenditure during 2006-07 related to capital works being undertaken on the infrastructure of the London Underground network (£1.50 billion). Capital spending on London Underground in 2006-07 included £1.12 billion of capital works undertaken by Infracos through PPP contracts.⁵⁵ Infracos capital works included the full or part refurbishment of 20 stations, the modernisation of 10 stations, the renewal of 40km of track, and the refurbishment or replacement of 20 escalators and two lifts. The upgrading of the Waterloo & City line was also delivered during the year.

During 2006-07, £205 million was spent on capital works with respect to surface transport including the renewal works programme for the road network, safety improvements to bridges and tunnels, the development of bus priority systems, Congestion Charging (particularly the western extension of the charging zone), the introduction of the *iBus* radio and information system, improvements to the Blackwall Tunnel, the Coulsdon Relief Road Project, further walking and cycling initiatives, traffic signal modernisation, and other improvements to road safety. A further £72 million of capital expenditure was made in respect of the upgrading of the East London Line.⁵⁶

II Public transport

Information on individual modes of public transport is given in sections below.

Overall, the cost of bus travel has fallen over time whereas the cost of travelling on London Underground has risen. In 1993-94 the average bus fare per kilometre travelled (in 2006-07 prices) was 16.6 pence per kilometre, falling to 14.3 pence/kilometre in 2006-07, whereas the average Underground fare rose from 15.5 pence to 18.5 pence:

⁵⁵ 'infracos' and the infrastructure companies operating services on the Underground (see separate section below)

⁵⁶ TfL, *Annual Report and Accounts 2006/07*: <http://www.tfl.gov.uk/assets/downloads/corporate/annual-report-and-statement-of-accounts-06-07.pdf>

Average fare per passenger kilometre*Pence (2006/07 prices)*

Year	Bus	Underground	DLR
1993/94	16.6	15.5	16.5
1994/95	17.0	16.3	17.0
1995/96	17.0	16.1	17.9
1996/97	17.1	16.9	18.4
1997/98	16.8	17.5	17.3
1998/99	17.0	17.8	17.7
1999/00	17.1	17.8	17.6
2000/01	16.3	17.7	17.7
2001/02	15.2	17.8	19.0
2002/03	13.8	17.7	18.2
2003/04	13.1	17.3	18.1
2004/05	13.7	17.4	19.1
2005/06	14.6	17.8	19.9
2006/07	14.3	18.5	17.5

Source: Transport for London

Passengers travelled on London buses and the Underground for 14.7 billion kilometres in 2006-07 – more than twice the distance from Earth to Pluto. In 2006-07, bus travel in London accounted for 7.0 billion passenger kilometres, 75 per cent higher than in 1991-92. Travel on London Underground accounted for 7.7 billion passenger kilometres, 30 per cent higher than 15 years before. Travel on the Docklands Light Railway has trebled over the last 10 years, from 110 million passenger kilometres in 1997-98 to 301 million kilometres in 2006-07:

London public transport passenger kilometres*Millions*

Year	Bus	Underground	DLR	Croydon Tramlink
1991/92	3,996	5,895	32	...
1992/93	3,922	5,758	33	...
1993/94	3,819	5,814	39	...
1994/95	3,912	6,051	55	...
1995/96	4,018	6,337	70	...
1996/97	4,159	6,153	86	...
1997/98	4,350	6,479	110	...
1998/99	4,315	6,716	139	...
1999/00	4,429	7,171	152	...
2000/01	4,709	7,470	195	...
2001/02	5,128	7,451	207	97
2002/03	5,734	7,367	232	100
2003/04	6,431	7,340	235	103
2004/05	6,755	7,606	243	113
2005/06	6,653	7,586	257	117
2006/07	7,014	7,665	301	127

Source: Transport for London *London Travel Report 2007*

A. Concessionary travel

Information about the London concessionary travel scheme is available at:

<http://www.freedompass.org/>

Section 50 of the *London Regional Transport Act 1984* placed the statutory responsibility on the London Borough councils to fund concessionary travel and to enter into arrangements with LT. The 32 London Boroughs and the City of London could unanimously agree a scheme of concessionary fares for elderly, blind and disabled people, to be operated by London Transport on their behalf. The local authorities then reimbursed the transport operators. Unanimous agreement to continue the voluntary scheme for each financial year had to be reached by 31 December of the previous year. If unanimous agreement was not reached the Act provided for the Secretary of State to enforce a scheme on the Boroughs.

Under the *Greater London Authority Act 1999* responsibility for concessionary fares remains with the Boroughs but they must now enter into arrangements with Transport for London (TfL). Section 240 of the 1999 Act established a similar scheme to the previous one: the local authorities make voluntary arrangements with TfL and other transport operators, but if they do not agree, TfL is able to implement a reserve scheme and charge the Boroughs for the cost of doing so. The *Transport Act 2000* and the *Concessionary Bus Travel Act 2007* modified the provisions in the 1999 Act to bring it into line with provision with the rest of England and defined when the reserve free travel scheme would be triggered. In practice it has had little effect as the London scheme was already more generous than the then statutory minimum one: it would only be triggered if the London scheme became less generous than the statutory one.⁵⁷ There has been disagreement between the Boroughs on the one hand and the current Mayor on the other about whether the reserve scheme should be removed in favour of a 'carry-over' provision, that would roll-over arrangements from the previous year where agreement could not be reached.⁵⁸

The London scheme (known as the Freedom Pass) provides a standard concession for the elderly, blind and disabled people across the 33 Boroughs, with the costs of the single scheme being charged back to each of the Boroughs under an agreed formula, based on the number of permits issued to the residents of each Borough. The scheme provides free travel for passholders on bus, Underground, Docklands Light Railway (DLR), and Croydon Tramlink services. There are not as many categories of eligibility listed as in the *Transport Act 1985*, which provides the basic framework for concessions in other parts of England: child concessions are not included in the legislation and are provided on a commercial basis by TfL.

⁵⁷ For a fuller debate about the relative merits of the London scheme and the new national scheme for England, see HC Library Research Paper 07/19:

<http://www.parliament.uk/commons/lib/research/rp2007/rp07-019.pdf>

⁵⁸ see, e.g.: London Councils press notice, "Freedom pass safe in our hands", 30 January 2007; and: London Mayor press notice, "Freedom pass guarantee must remain", 29 January 2007; Parliamentary efforts to amend the legislation in line with the Boroughs' views were made and resisted during the passage of the *Concessionary Bus Travel Act 2007*, see: HL Deb 8 January 2007, c GC 29-31, HL Deb 29 January 2007, c36-38, and PBC Deb 5 June 2007, cc47-52

There are certain restrictions on the times that permit holders can travel:

- **Buses:** If you are aged 60 or over travel is free on most buses between 0900 and 0430 the following morning Monday to Friday, plus all day at weekends and on public holidays. Disabled Freedom Pass holders can travel free at all times. The Freedom Pass is not valid on some sections of routes outside the boundary of the London Boroughs or on some special services.⁵⁹
- **Underground:** If you are aged 60 or over, travel is free Monday to Friday from 0900 and 0430 the following morning, plus all day on weekends and public holidays. Disabled freedom pass holders travel free at any time.
- **Railways:** Free travel for all pass holders in standard accommodation on most local rail services between 0930 and 0430 the following morning Monday to Friday, plus all day at weekends and on public holidays. On some routes times can vary.⁶⁰ The Freedom Pass is not valid for travel on train services operated by Gatwick Express, National Express East Coast, East Midlands Trains, CrossCounty, Virgin Trains and Heathrow Express, or on Heathrow Connect between Hayes & Harlington and Heathrow.
- **DLR:** If you are aged 60 or over you travel free between 0900 and 0430 the following morning Monday to Friday, plus all day at weekends and on public holidays. Disabled Freedom Pass holders can travel free at all times.
- **Croydon Tramlink:** If you are aged 60 or over you can travel free on Tramlink after 0900 Monday to Friday, plus all day at weekends and on public holidays. Disabled freedom pass holders can travel free at all times.
- **Thames River Services:** Freedom Pass holders of any type can get a discount on the following Thames Riverboat services: City Cruises (Westminster to Greenwich); Catamaran Cruisers (Embankment to Greenwich); Westminster Passenger Services (Westminster to Thames Barrier); Crown River Cruises (Westminster to St. Katherine's); WPSA (Westminster to Hampton Court); Thames Speed Ferry Company (Cadogan/Chelsea Embankment to London Bridge City); Collins River Enterprises (Savoy to Greenland or Holiday Inn); and Champion Launches (Greenwich to Thames Barrier).

⁵⁹ A list of these services is given here: <http://www.tfl.gov.uk/tfl/fares-tickets/2006/downloads/Freedom-Pass-30-Sep-2006.pdf>

⁶⁰ For details of these routes, see: <http://www.freedompass.org/travelareas.htm>

B. Buses

Information about London buses is available at:

<http://www.tfl.gov.uk/modalpages/2605.aspx>

Bus services are subject to different legislative regimes. The *Transport Act 1985* deregulated buses outside London. The *London Regional Transport Act 1984*, under which the Government took over control of London Transport (LT) from the Greater London Council (GLC), placed on LT a duty to tender activities and operation where it thought appropriate. This resulted in progressive competitive tendering of bus operations in London after 1985. In London therefore there has been regulated competition – competition for the market rather than the ‘on the road’ competition of deregulation. The 1984 Act also required LT to set up operating subsidiary companies to run London bus and Underground services. In 1985 London Buses Ltd. (LBL) was formed as a wholly-owned subsidiary of LT and subsequently 11 subsidiary companies of LBL were set up. The LBL subsidiaries were then sold to the private sector in 1994 and London bus routes have since been run by private sector companies through the competitive tendering process.

The *Greater London Authority Act 1999* transferred responsibility for London's bus services from LT to Transport for London (TfL). TfL now decides which local services are required for the purpose of providing "safe, integrated, efficient and economic" transport services in Greater London and plans the detailed pattern of bus services, known as the London Bus Network. Only TfL, its subsidiary or someone with an agreement with TfL, may provide a service on the network. London Buses, as part of TfL, plans the bus network and controls fares. At present, London Buses uses a route-based tendering system which groups routes into discrete tranches. This allows neighbouring routes to be tendered together and hence for discounts to be achieved for letting a group of routes to one operator. This also allows review of the service structure of each small network prior to tendering.

Between 1984 and 1995 tendering was conducted on a gross cost basis. The essence of this system is that the operator is paid the cost of operating the route, including overheads and profit. Deductions are made from contract payments where, for reasons within the operator's reasonable control, scheduled mileage is not operated. All fares revenue is paid to/retained by London Buses. Net cost contracting was introduced in the mid 1990s. The objective of net cost contracts was to transfer revenue risk to the private sector and thereby provide an incentive for operators to improve quality, increase passenger numbers and thereby increase revenue. However, analysis by London Buses in 1998 showed that net cost contracts did not improve operational performance and incurred greater administrative costs. Also any increased revenue was retained by the operators and hence was not available for investment in the bus network. In 1999 London Buses reverted to gross cost contracts. At the same time a new incentivised contract was developed. The quality incentive contract (QIC) is designed to create a direct link between quality of service (reliability) and contract payments.

TfL describes London's bus network as “one of the largest and most comprehensive urban transport systems in the world”. Every weekday over 6,800 scheduled buses carry around 6 million passengers on over 700 different routes. Every year one-fifth of the bus

service is re-tendered, with around one-half of the network subject to some form of review. Figures indicate that:

- Bus usage is growing at its fastest rate since 1946;
- Bus ridership grew more than 38 per cent between 1999-2000 and 2004-05;
- Buses in London now carry the highest number of passengers since 1968;
- In the year to March 2005, there were 1.79 billion passenger trips on the network; and
- Bus mileage in London is higher than at any time since 1957, with 450 million km operated in 2004-05.⁶¹

C. London Underground

Information about London Underground is available at:

<http://www.tfl.gov.uk/modalpages/2625.aspx>

The London Underground has been known as 'The Tube' since 1890, when the first deep-level electric railway line was opened and the Underground name first appeared on stations in 1908. London Underground's world-famous logo, the roundel - a red circle crossed by a horizontal blue bar - was designed by calligrapher Edward Johnston and first appeared in 1913. The London Underground network is 253 miles long, 46 per cent of which is in tunnels. The longest continuous tunnel runs from East Finchley to Morden (via Bank) for 17.25 miles.

Each London Underground train travels approximately 73,500 miles each year, and in total the Underground network carries more than one billion passengers a year. There are 4,070 cars in the Underground 'fleet'. Passengers enter the Underground system at a rate of 146,000 people an hour. The Underground serves 268 stations on which there are 412 escalators; Waterloo has the most escalators in one station (23). During the three-hour morning peak, London's busiest Tube station is Waterloo, with 48,800 people entering. The busiest station in terms of passengers is Victoria, with 73 million passengers a year.

A short overview of London Underground was given in a 2000 report by the Work Foundation:⁶²

LUL is responsible for running the world's oldest underground railway and one of the largest (...) Of the twelve lines comprising the Underground, seven are 'deep tube' lines (the Bakerloo, Central, Jubilee, Northern, Piccadilly, Victoria and Waterloo & City) and five are 'sub-surface' lines (the Circle, District, East London, Hammersmith & City and Metropolitan) reflecting their respective methods of construction.

Since 1990 London Underground has been funded from two main sources: passenger fares and central government grant. Fare revenue increased in

⁶¹ Transport for London

⁶² then the Industrial Society

absolute terms and as a proportion of income since 1984-5, partly due to increased demand and partly as above-inflation fare increases. Travel patterns and trends are closely related to the level of economic activity with more than half of all journeys each day directly connected with work.

Accordingly, passenger journeys dipped during the early 1990s recession, falling from 815m in 1988/89 to 728m in 1992/93. Since that time however, they have risen each year to the present all-time peak. As a consequence LUL has recently generated operating surpluses year on year (income less operating costs and before deducting depreciation and renewal costs), achieving an overall figure of £265m in 1997/98, and £225m for 1999/2000.

These operating surpluses should not be taken to imply that London Underground makes a profit. Profit is what remains after providing for depreciation and capital maintenance. After taking these charges for capital maintenance into account, LU does not make, and indeed does not report a profit. Moreover, it is only in the last two financial years that LU has reported positive cash flows from operative activities.

LUL is part of London Transport (LT), a nationalised industry owned by the Government, which has suffered from chronic under-investment. Investment in infrastructure between 1988 and 1996 amounted to only £800m. Of the £816m LUL received from the government by way of grant in 1999/2000, £655m was invested in the Jubilee Line extension (JLE), leaving £161m to support core investment.

Moreover, the level of spending in any one year is only part of the story. The Underground has also suffered from a lack of stability in its funding. Funding levels have changed from year to year making long-term investment planning extremely difficult. Under the present system, the Government announces in November or December what the level of funding will be for the year following the next April, and announces a further figure for the subsequent two years. However, this latter figure is only notional, and has been known to differ by as much as 50% from the eventual funding ... Consequently, London Underground has built up an investment backlog of around £1.2 billion, with consequent increases in maintenance requirements and asset unreliability.⁶³

In 1998, the Government announced that it would tackle the modernisation and funding problems of London Underground by means of a Public Private Partnership (PPP). The basic structure of the PPP is that the infrastructure is leased to the private sector (Infracos) under 25 to 30 year concessions with operations remaining with a publicly-owned body (Opsco), formed by the restructuring of London Underground (LUL).

The line groups that were offered to the private sector are as follows:

⁶³ Industrial Society, *The London Underground Public Private Partnership: An Independent Review*, September 2000, pp25-27:
http://www.london.gov.uk/news/2000/ind_society_report.jsp

Sub Surface Lines (SSL)

Circle
 District
 East London
 Hammersmith and City
 Metropolitan

Infraco BV

Bakerloo
 Central
 Victoria
 Waterloo and City

Infraco JNP

Jubilee
 Northern
 Piccadilly

The PPP contracts set out a performance-related incentive and penalty scheme to remunerate the Infracos for the improvements they make to the network. The three key performance measures are:

- **availability:** a measure of delay attributable to the infrastructure company, for example equipment failures or overruns on engineering works;
- **capability:** a measure of the journey times for passengers for a given line or part of a line; and
- **ambience:** a reflection of the cleanliness and general condition of the trains and stations.⁶⁴

Improvements are measured against a baseline of historic performance. The Infracos are paid £3 for every "passenger hour of benefit" they create;⁶⁵ penalties are incurred for performance that falls below the baseline levels. The Infracos have a large degree of flexibility in how they choose to deliver the improvements required in order to repay their investment costs. LUL also specified a number of achievements that must be met by given target dates such as station refurbishments, replacement of train fleets and track replacement.

The Infraco bids were submitted for a programme of improvements over a 30-year period. The 30-year period is sub-divided into four periods of seven and a half years. The prices submitted in the final bids were only fixed for the first quarter of the 30-year period. At the end of each period, a review will allow LUL to change the total investment package or the balance of priorities across the network. At each review, the Infracos present a new price for delivering the improvements over the next seven and a half years. If the two parties fail to agree on the price the PPP Arbiter, appointed by the Government, makes a binding ruling.

In Spring 2000, three bidding consortia were competing for each of the contracts; their bids, known as 'Best and Final Offers', were evaluated by London Transport to identify the preferred bidder in each case to negotiate the final bids. On 2 May 2001 the preferred bidders for the BCV and JNP lines (the 'deep tube' lines) were selected as Metronet⁶⁶ and Tube Lines⁶⁷ respectively. Bidding for the sub-surface lines (SSL) was held up by the ultimately unsuccessful exclusive contract negotiations between London

⁶⁴ NAO, *The financial analysis for the London Underground Public Private Partnerships* (session 2000-01), HC 54, 15 December 2000, para 47

⁶⁵ 'passenger hour benefits' are measured by improvements in journey times compared to the historic base line combined with the number of passengers who experience the savings

⁶⁶ as at January 2007 Metronet comprised WS Atkins, Balfour Beatty, Bombardier, Seeboard and Thames Water

⁶⁷ as at January 2007 Tube Lines comprised Amey, Bechtel and Ferrovial

Transport and Railtrack. On 19 September 2001 Metronet was announced as the preferred bidder for the SSL.⁶⁸ The Government estimated that, under the PPP, Metronet and Tube Lines would realise over £16 billion of investment in the Underground over the following 15 years and the PPP would save an estimated £4 billion over the same period.⁶⁹ On 8 May 2002 the then Secretary of State for Transport, Stephen Byers, announced that the Board of London Transport had agreed to the signing of the PPP contracts, following consultation between the London Mayor and the London Transport Commissioner.⁷⁰

The *Greater London Authority Act 1999* provided the legislative basis for the PPP contracts and provided for LT to remain in existence under Ministerial sponsorship until the PPP contracts were let. It was intended that once the PPP contracts were let, management of the PPP and LT's Underground functions would pass to the Mayor and TfL. The private consortia, however, found a loophole in the GLA Act. As the Act did not contemplate the possibility of a significant delay between completion of a PPP agreement and transfer of the London Underground to TfL, there was no provision for ensuring the return of the assets of LUL to the public sector in the event of a PPP company defaulting on a contract before LUL was transferred to TfL. Nor was there provision for the insolvency provisions to come into effect if a PPP company became insolvent before the transfer of LUL to TfL. The private consortia insisted that the Act be amended before London Underground transferred to TfL.

The necessary amendments were made in section 114 of the *Railway and Transport Safety Act 2003* and on 15 July 2003 London Underground and all the remaining assets and liabilities of London Regional Transport transferred to TfL.⁷¹ Since the transfer, the PPP infracos have been working under contract to London Underground, which is directly accountable to the Mayor. The Mayor is ultimately responsible for all aspects of the day-to-day operation of the Tube, its trains and stations. He also has powers to review all aspects of the contracts at periodic intervals and to deliver changing performance requirements.

TfL publishes annual performance reviews of the PPP. The most recent, for 2005-06, offers a broad picture of success in meeting targets and carrying more passengers, though it cites asset failures, in particular a three-day suspension of the Northern Line, as an area that require further work:

At the end of 2004/05, we achieved all the targets set for us by Government; we had delivered one of the highest levels of service volume ever delivered in a year and did all this in the context of more tube journeys being made than ever before. This performance continued into the first three months of 2005/06. Then London suffered the horror of the July terror attacks. Our staff performed magnificently in response to these atrocities, and the Infracos also excelled themselves in helping manage the service disruption, and later recovery of the network. Later in the

⁶⁸ London Transport press notice, "Preferred bidder for Underground Sub-Surface Lines contract named today", 19 September 2001

⁶⁹ HC Deb 7 February 2002, cc1128-1130

⁷⁰ DTLR press notice, "The Tube is on track thanks to £ billions in modernisation", 8 May 2002

⁷¹ HC Deb 14 July 2003, c1WS

year a minority of our operating staff followed a union call for industrial action which, while not actually causing the closure of the network, nonetheless had a small effect on performance. The following table shows our Government targets for 2005/06 and actual performance both including and adjusting for the terrorist attacks and industrial action.

Performance measure	Target	Actual	Adjusted**
Overall customer satisfaction (score 0-100)	77	78	78
Excess journey time (minutes, unweighted)	3.25	3.34	3.10
Excess train time (minutes, unweighted)	1.93	1.76	1.74
Service volumes (million kms operated)	70.5	68.8	70.5
Schedule operated (%)	94.3	93.6	95.4
Peak trains cancelled due to staff shortage (%)	0.6	0.2	0.2
PPP lost customer hours (millions)	17.0	15.56*	15.56*

* LCH figure subject to revision following resolution of outstanding LCH in abeyance, however, this will not alter achievement of the target.

** Adjusted series removes the estimated effects of the July terror attacks and industrial action (worth 1.2m and 0.3m kms respectively) but includes the effects of the Northern Line 'tripcocks' failure which required suspension of service for three days. This is worth a further 0.3m kms and 0.04 mins on journey time.

In 2005/06 we carried 971 million customer journeys. As a consequence of the July terror attacks this figure is slightly down on the all time high of 976 million recorded in 2004/05. However the recovery in demand since July has been remarkable – by September year-on-year growth was positive again. This is a tribute to the resilience of Londoners and their confidence in the tube and our staff. This is further evidenced through customer satisfaction, which averaged 78 out of 100 throughout the year, with an all time high of 79 recorded in the second quarter.

Overall reliability improved with a further improvement recorded in our excess journey time metric, and operated train service volumes comparable to the records set last year, despite the planned closure on the Jubilee line over Christmas to lengthen all trains to seven cars. The continued overall improvement is partly due to the reductions in Infracore lost customer hours discussed above. It also reflects other factors: train operator availability has continued to be good; signals passed at danger (SPADs) attributable to train staff has improved by 14% in the last year, on top of the 11% improvement achieved in 2004/05; and active management of security alerts by our staff and the police has mitigated the impact of these incidents on overall performance.

Industrial action continued at a low level in 2005/06, and we are actively seeking a second multi-year deal to provide stability for employees and customers.

The improvements of the last year are however marred by disruptive one off failures, particularly the three-day service suspension of the Northern line associated with the 'tripcocks' failure. This incident cost over a quarter of a million train kilometres and caused severe inconvenience for thousands of Northern line customers. Communications failures were responsible for a number of lengthy delays, and changes in our operating procedures since the July terror attacks

now mean trains must be withdrawn from passenger service if the radio is not working. The new radio system being delivered by the late running Connect PFI is now working on the East London line, and implementation on other lines is an absolute priority.

Factors such as these, and the continuing occurrence of asset failures across the system, albeit less frequent than three years ago, makes it difficult to credit fully the year on year improvement recognised earlier this year in our HSBC 'Train Operator of the Year' Award. Our customers will judge us on their last journey, and that is why more energy must be devoted to achieving consistently reliable performance.

Throughout the last year, we have continued to increase service volumes and capacity. Enhanced services were introduced on the Central and Jubilee lines, but the most notable improvement has been the lengthening of all Jubilee line trains from six to seven cars – providing an overall capacity increase of 17% per train.

Improved reliability is essential as the investment programme gathers pace and the number of weekend closures increases. The provision of information about planned closures remains a priority for London Underground, while the Infracos' priority must be to ensure closures are used effectively and that the railway is handed back for customer service on time and in the right condition.⁷²

Over the longer term, in terms of the health and safety record of London Underground, the number of people injured on the network each year has risen significantly over recent years. In 2006-07, 150 people were injured compared to 95 people in 1996-97 and 58 in 1994-95. Excluding suicides and victims of assault, nine people were killed in 2006-07.

⁷² TfL, *London Underground and the PPP: the third year 2005/06*, 31 March 2006, pp62-63: <http://www.tfl.gov.uk/assets/downloads/tfl-ppp-financial-report-05-06.pdf>

Number of people accidentally killed and injured on London Underground

Period	<i>Number of people</i>	
	Killed	Injured
1994/95	6	58
1995/96	4	86
1996/97	7	95
1997/98	4	108
1998/99	1	123
1999/00	6	106
2000/01	7	136
2001/02	5	102
2002/03	7	101
2003/04	5	136
2004/05	4	118
2005/06	2	117
2006/07	9	150

1. Exclude suicides, victims of assault and terrorist activity.

Source: Transport for London

All Underground lines have reliability scores of 90 per cent or higher (defined as the proportion of scheduled line kilometres that are operated) although reliability varies quite considerably between lines, ranging from 90 per cent (Circle and Hammersmith & City lines) to 98 per cent and 99 per cent for the comparatively short Waterloo & City and East London Lines:

London Underground service reliability by line, 2006/07

Underground line	Service reliability
Bakerloo	95%
Central	97%
Waterloo & City	98%
Circle and Hammersmith & City	90%
District	95%
Jubilee	97%
East London Line	99%
Metropolitan	96%
Northern	91%
Piccadilly	94%
Victoria	96%

Source: Transport for London

In May 2007 Metronet admitted that it was expecting an overspend of more than £1 billion – higher than the £750 million anticipated by the PPP Arbiter in November 2006.⁷³ In early June it was reported that Metronet had been refused access to its loan facilities

⁷³ “Tube contractor pins hopes on review as overshoot hits £1bn”, *The Guardian*, 23 May 2007

by the banks.⁷⁴ On 28 June Metronet made a reference to the PPP Arbiter, triggering an Extraordinary Review of the BCV PPP. As part of that reference, it sought a direction on the interim level of Infrastructure Service Charge (ISC) to be paid by London Underground while the Extraordinary Review was being completed. It asked for this direction to be given within a period of four weeks from the date of the reference. Metronet initially sought an increase in ISC of £400.2 million over the twelve month period from the date of the reference. On 12 July, it made a supplemental submission which increased this figure to £551.1 million. On 16 July the PPP Arbiter, Chris Bolt, provisionally concluded that the interim level of ISC in the twelve months from 29 June 2007 to 28 June 2008 should be an increase of £121 million (at nominal prices).⁷⁵

It was widely predicted that, if Metronet could not secure the full amount of funding it requested, it would be forced into PPP Administration.⁷⁶ On 18 July 2007 this is exactly what happened.⁷⁷ In December 2007 TfL acknowledged that it would miss its own deadline of 18 January 2008 to take over Metronet, claiming that the delay was due to issues out of its control such as obtaining approval from the European Commission under the state aid rules.⁷⁸ In January 2008 there were reports of further delays due to a dispute between TfL and Bombardier Transportation about aspects of its contracts with Metronet including train maintenance and contracts for new signals.⁷⁹ All that aside, a Memorandum of Understanding between the Department for Transport and TfL was published in January on the assumption that London Underground is successful in its bid for the Metronet contracts.⁸⁰

On 6 February 2008 the Secretary of State for Transport, Ruth Kelly, made a written statement to the House announcing that the Government would pay TfL £1.7 billion to cover the 95 per cent public sector guarantee to the company's creditors and a further £300 million to cover its administration costs.⁸¹

⁷⁴ lead by the European Investment Bank, see: "Metronet in cash plea", *The Sunday Times*, 3 June 2007

⁷⁵ The PPP Arbiter, *Reference for Directions from Metronet Rail NCV Ltd: draft directions*, 16 July 2007: http://www.ppparbiter.org.uk/files/uploads/o_direction/200771665446_Final%20draft%20directions.pdf

⁷⁶ e.g. "Metronet braced for ruling on £2 billion overspend", *Financial Times*, 16 July 2007

⁷⁷ Metronet press notice, "Metronet BCV & SSL of into PPP administration", 18 July 2007: <http://www.metronetrail.com/>

⁷⁸ "TfL will miss own Metronet takeover deadline", *Financial Times*, 18 December 2007

⁷⁹ "Dispute delays Metronet takeover", *Financial Times*, 10 January 2008

⁸⁰ *Memorandum of Understanding between Department for Transport and Transport for London*, 4 February 2008 (DEP 2008-0360), copies available from the House of Commons Library

⁸¹ HC Deb 6 February 2008, cc74-76W

D. Overground railways

Information about London Overground is available at:

<http://www.tfl.gov.uk/corporate/projectsandschemes/networkandservices/5011.aspx>

Section 175 of the *Greater London Authority Act 1999* (as amended) outlines Transport for London's current responsibilities with regard to national rail in London. In its 2004 rail White Paper the Government set out its intention to revise the Mayor's powers regarding overground rail in London. In summary it stated:

Because of the complexity of London's transport system and the long-term nature of agreements with train companies we propose to proceed by a staged approach. In the short term:

- the Government will work with the Mayor on rationalising fares (including Travelcard) and ticketing technology within the GLA boundary;
- the Government will actively explore options for giving an increased role for the Mayor on discrete services within the GLA boundary;
- the Government will consult fully with a wide range of London and South East stakeholders; and
- the Government will take enabling powers when Parliamentary time allows that will allow it to introduce greater changes at a later date if satisfied that they will bring the expected benefits.⁸²

Consequently, sections 15-17 of the *Railways Act 2005* provided a duty on the Secretary of State and TfL to co-operate on rail matters, including a requirement that the Secretary of State must consult TfL before issuing a rail franchise invitation to tender (or when entering a franchise agreement for which an ITT has not been issued) for railway passenger services to, from or within London. The Act also relaxed the contractual restrictions on TfL, limiting the prohibition on TfL to enter into agreements with rail franchisees without the consent of the Secretary of State. Certain agreements (those in respect of the grant of a use of a railway facility) were excluded from the prohibition.

A consultation document on the Mayor's rail powers was issued in March 2006. This proposed that the Mayor should, within a defined network extending beyond the London boundary, have the power to:

- propose "franchise increments" – train services additional to DfT's base specification, that TfL would buy;
- propose "franchise decrements" – reductions to train services in DfT's base specification, adding any savings made to TfL or the relevant local authority's transport budget, and allowing them to be spent elsewhere within their jurisdiction (not restricted to National Rail services);
- propose and, if appropriate, buy changes to train service stopping patterns;
- apply rationalised integrated fares and ticketing arrangements (including a possible role in fares setting); and

⁸² DfT, *The future of rail*, Cm 6233, July 2004, paras 5.7.1-5.7.7:
<http://www.dft.gov.uk/about/strategy/whitepapers/rail/>

- pay for other enhancements, such as station improvements.⁸³

In July 2007 the Department for Transport announced its decision to extend the Mayor's powers in the following way:

I am today announcing that TfL, as part of the franchise specification process, can propose and pay for extra train services or improvements to stations on a number of these "inner suburban" routes.

It is vital to ensure that the rights and interests of rail passengers outside London are protected by those democratically accountable to them. Therefore TfL will be required to consult with Local Transport Authorities in the affected areas beyond the boundary, as well as Regional Assemblies, and London TravelWatch.

Were TfL to seek any reductions to service levels, the governance arrangements are stronger. TfL would be required to obtain the agreement of affected Local Transport Authorities.

In instances where TfL and Local Transport Authorities cannot reach agreement, the disputes should come to the Secretary of State for Transport and feed through the normal franchise dispute resolution process. The Secretary of State shall be the final arbiter of any disagreements.

(...) TfL will not be able to propose changes to fares on "inner suburban" routes that run beyond the boundary. As a general rule, TfL will not be allowed to propose additional stops on long distance and inter-city services, although the Department will look at individual proposals on a case by case basis.

The "inner suburban" services that terminate beyond the GLA boundary, and on which TfL will be able to propose changes to services levels are:

"Services from Charing Cross, Victoria or Cannon Street, terminating at Dartford;"
"Services from Blackfriars or Victoria, terminating at Sevenoaks, via Swanley;"
"Services from Charing Cross, Cannon Street or Victoria, terminating at Sevenoaks, via Orpington;"
"Services from Victoria or London Bridge, terminating at Caterham;"
"Services from Victoria or London Bridge, terminating at Tattenham Corner;"
"Services from Victoria or London Bridge, terminating at Epsom or Epsom Downs;"
"Services from Waterloo, terminating at Hampton Court;"
"Services from Waterloo, terminating at Shepperton;"
"Services from Waterloo, terminating at Windsor and Eton Riverside;"
"Services from Waterloo, terminating at Epsom;" "Services from Paddington, terminating at Slough;"
"Services from Kings Cross Thameslink, terminating at St Albans;"
"Services from Kings Cross or Moorgate, terminating at Welwyn Garden City;"
"Services from Kings Cross or Moorgate, terminating at Hertford North;"
"Services from Liverpool Street, terminating at Hertford East;"
"Services from Liverpool Street, terminating at Shenfield;" and

⁸³ DfT, *Consultation on Proposals for the Mayor's Powers beyond the London Boundary*, 9 March 2006, para 13: <http://www.dft.gov.uk/consultations/archive/2006/cpmp1b/>

"Services from Fenchurch Street, terminating at Grays, via Rainham."

The services above reflect the main weekday services and may alter for operational purposes or for some late night or weekend services.⁸⁴

TfL appointed London Overground Rail Operations Limited (LOROL) to run rail services; they work to TfL's standards of quality, safety, staffing, frequency and ticketing. TfL is responsible for the overall management, and the track and signalling is managed by Network Rail. TfL has given a contract to build new trains to Bombardier.

TfL is also working on developing a London Orbital Railway. 'London Overground' currently runs on the North London, West London, Gospel Oak to Barking and the Euston to Watford lines. From 2011 it will be connected to the extended East London line - the start of a proposed orbital service around the whole of London.

Overall, the number of rail journeys made each year in London remained relatively constant over the four years to 2005-06. In 2005-06 there were 503 million London rail journeys compared to 505 million in 2002-03. However, compared to 10 years before the number of rail journeys in 2005-06 had increased by one-third (33 per cent). The proportion of rail trips made entirely within London has fallen slightly over time. Whereas in 1995-96, 53 per cent of rail trips were made entirely within London, by 2005-06 this had fallen to 46 per cent of trips, such that most trips (54 per cent) were made to or from London either into London or to destinations outside it:

National Rail passenger trips in London

Millions/Percentage

Year	All trips	Within London	To/from London	Percentage within London
1995/96	379	201	178	53.0
1996/97	406	212	194	52.1
1997/98	434	223	211	51.4
1998/99	458	235	223	51.4
1999/00	484	246	238	50.8
2000/01	492	248	244	50.4
2001/02	493	247	246	50.1
2002/03	505	254	252	50.2
2003/04	502	244	258	48.6
2004/05	503	238	265	47.3
2005/06	503	232	271	46.1

Technical note:

Estimates are derived from ticket sales data and relate to complete rail trips with either origin or destination (or both) within London. Through trips with both origin and destination outside London are not included

Source: Office of Rail Regulation

⁸⁴ HC Deb 18 July 2007, cc23-25WS [DEP 07/1743]

1. Crossrail

Crossrail is the plan to integrate the mainline railways to the east and west of London through the construction of two tunnels beneath central London from Paddington to Liverpool Street.⁸⁵ It was initially recommended by the *Central London Rail Study* in 1989 to address the overcrowding on London trains. There were various initiatives to get it started but the scheme stalled, for various reasons, until 2003 when the then Secretary of State for Transport announced that the Government supported the principle of a new east-west Crossrail link and commissioned a review of the business case. The scheme was estimated to cost approximately £10 billion. The *Review of the Crossrail Business Case* was published in July 2004. In his response to the document, the then Secretary of State announced that the Government intended to introduce a Hybrid Bill to take the powers necessary for Crossrail to be built.⁸⁶ The *Crossrail Bill* was first introduced on 22 February 2005, but the dissolution of Parliament meant that it had to be reintroduced on 18 May 2005. The Bill is currently in its Lords Committee stage.

In October 2007 the Government announced that it would definitely go ahead with the scheme and that the funding 'gap' had been filled. The expected cost of the scheme is now approximately £16 billion and it would not begin operation until 2017.⁸⁷ The 2007 *Pre-Budget Report* gave some detail of what London businesses could expect in terms of costs for Crossrail:

London businesses will contribute broadly another third through a variety of mechanisms:

- Direct contributions have been agreed with some of the project's key beneficiaries along the route. Canary Wharf Group has agreed to make a significant contribution to the project and will in addition be responsible for delivering the Isle of Dogs station on advantageous terms. The City of London Corporation will make a significant contribution from their own funds, and will assist in delivering additional voluntary contributions from the largest London businesses. The Government will offer the Corporation its support, where necessary, to deliver these additional contributions. BAA have also agreed in principle to make a financial contribution.
- The Government is separately publishing a White Paper setting out its proposal to introduce a power for local authorities to raise supplementary business rates to fund economic development. Following discussions with the Government, the Mayor has indicated that, subject to appropriate consultation, he envisages using these powers to levy a supplement of two pence per pound of rateable value across London from April 2010, with relief for businesses with a rateable value below £50,000, which will be used to service £3.5 billion of debt raised by the Mayor during construction.

⁸⁵ for more information, see HC Library Research Paper RP 05/38:
<http://www.parliament.uk/commons/lib/research/rp2005/rp05-038.pdf>

⁸⁶ HC Deb 20 July 2004, c159

⁸⁷ DfT, "Crossrail gets go-ahead as funding deal secured", 5 October 2007

- The Mayor has further indicated that he envisages securing contributions from property developers, particularly those who develop in the vicinity of Crossrail stations, and that subject to any appropriate obligations such as Examination in Public, he expects to bring forward London Plan alterations to this effect.⁸⁸

2. Thameslink

Thameslink involves electrification, signalling and new track works to expand significantly the current Thameslink route through central London. It will provide new opportunities for services around London and enhance access to both Gatwick and Luton airports. It will also make it easier for passengers to travel by rail to and from the Channel Tunnel Rail Link (CTRL) at St Pancras. The new works will allow 12-car trains to run on routes from Peterborough to Brighton. Increased route capacity between St Pancras and Blackfriars will allow up to 24 peak-time trains an hour and additional tracks at London Bridge will raise capacity to up to 16 trains an hour. A new low-level station at St Pancras will replace the existing Kings Cross Thameslink station. The short spur from Farringdon to Moorgate will be closed subject to the approval of the Office of Rail Regulation (ORR).

A public inquiry was held into the proposals in 2000 and the Inspector's report was published in 2002. It found three significant deficiencies in the transport and works applications. In September 2005, the inquiry was re-opened to consider the new proposals put forward by Network Rail to address the three deficiencies identified by the inspector in his report following the first public inquiry. The Inspector delivered his report to the Department for Transport on 21 February 2006.

On 24 July 2007 the Secretary of State for Transport announced the publication of the Government's rail White Paper, *Delivering a Sustainable Railway*, which includes its high level output specification (HLOS). On Thameslink, the White Paper states that the total cost will be around £5.5 billion and the Government is committing to the implementation of the programme, with the full scheme delivered by the end of 2015. Significant interim outputs will be delivered by the end of 2011, including the ability to run 12-car trains along the Midland Main Line and through central London.⁸⁹

⁸⁸ HM Treasury, *Pre-Budget Report 2007*, Cm 7227, October 2007, p58: http://www.hm-treasury.gov.uk/media/6/8/pbr_csr07_chapter4_241.pdf

⁸⁹ DfT, *Delivering a Sustainable Railway*, Cm 7176, 24 July 2007, p50: <http://www.dft.gov.uk/about/strategy/whitepapers/whitepapercm7176/whitepapersustainable railway1>

E. Light rail and trams

Information about the Docklands Light Railway is available at:

<http://www.tfl.gov.uk/corporate/modesoftransport/1530.aspx>

Information about London Trams is available at:

<http://www.tfl.gov.uk/modalpages/2674.aspx>

The Docklands Light Railway (DLR) runs from Bank and Tower Gateway in the City of London through Canary Wharf to the Isle of Dogs and Greenwich, and through Poplar to Stratford, Beckton and London City Airport. Extensions to Woolwich Arsenal, Stratford International and Dagenham Dock are in various stages of development. A map of the planned extensions is available on the Transport for London website:

<http://developments.dlr.co.uk/map/index.asp>.

As the Docklands has developed, particularly around the Canary Wharf business district, the extent of use of the DLR has increased significantly, both in terms of passenger kilometres travelled and individual journey stages (boardings), rising to 300 million passenger kilometres and 61 million individual journey stages by 2006-07. The average fare per kilometre travelled has remained relatively constant over time, although there have been year-on-year variations. In 2006-07 the average fare was 17.5 pence per kilometre compared to 17.3 pence in 1997-98:

Docklands Light Railway key trends

Year	Passenger kilometres (m)	Passenger journey stages (m)	Average fare per passenger	Revenue (£m)	Train
			kilometre (pence) 2006/07 prices	2006/07 prices	kilometres (m)
1987/88	15.4	3.3	17.7	2.7	0.5
1988/89	32.0	6.6	14.4	4.6	0.8
1989/90	37.8	8.5	14.9	5.6	0.7
1990/91	33.0	8.0	14.6	4.8	0.8
1991/92	32.3	7.9	13.8	4.5	1.0
1992/93	32.5	6.9	16.4	5.3	1.1
1993/94	39.4	8.3	16.5	6.5	1.1
1994/95	55.0	11.5	17.0	9.4	1.5
1995/96	70.0	14.5	17.9	12.5	2.0
1996/97	85.6	16.7	18.4	15.8	2.3
1997/98	109.9	21.4	17.3	19.0	2.4
1998/99	138.7	27.6	17.7	24.6	2.5
1999/00	152.2	30.9	17.6	26.7	2.6
2000/01	195.3	38.4	17.7	34.5	2.9
2001/02	206.9	41.3	19.0	39.3	2.9
2002/03	232.0	45.7	18.2	42.3	3.2
2003/04	235.0	48.5	18.1	42.5	3.4
2004/05	242.8	50.1	19.1	46.3	3.3
2005/06	257.4	53.0	19.9	51.2	3.6
2006/07	300.6	61.3	17.5	52.5	4.3

Source: DLR/Transport for London

Powers for the construction of the Croydon Tramlink were obtained under the *Croydon Tramlink Act 1994*. The scheme was jointly promoted by LRT and the London Borough of Croydon. LRT signed a 99-year concession agreement with Tramtrack Croydon Ltd to

build, operate and maintain Tramlink. In March 2008 TfL announced that it would take over Tramlink later this year after an offer of £98m to acquire Tramtrack was accepted.⁹⁰ TfL is planning to extend Tramlink to Crystal Palace by 2013 if funding and Government approval is obtained.

Over the past few years there has been much discussion and two public consultations by TfL about a possible west London tram scheme, running from Uxbridge to Shepherd's Bush. Following the Government's announcement in 2007 that it would provide the funding for Crossrail (see above), TfL has opted to put the scheme 'on hold' and states that it intends to work together with the relevant local Boroughs on a bus-based solution to the problems on the Uxbridge Road. Information on the scheme is still available on the website at:

<http://www.tfl.gov.uk/corporate/projectsandschemes/networkandservices/3223.aspx>

F. River services

Information about River Thames transport can be found at:

<http://www.tfl.gov.uk/modalpages/2648.aspx>

Under the 1999 Act, TfL may provide or secure the provision of such amenities and facilities as it considers would benefit persons using any waterway. Before commencing works in relation to waterway amenities or facilities, TfL must comply with any statutory requirement for a licence or consent. Where there is no requirement, consent must be obtained from any person who is under a duty to maintain the waterway to which the works relate. TfL also assumed responsibility for the free Woolwich Ferry service across the Thames from the Secretary of State for Transport. TfL explains its role in providing services on the River Thames as follows:

What is London River Services?

London River Services (LRS) licenses passenger services using Transport for London's (TfL) eight piers. These services fall into two categories:

- Scheduled services: operating on a regular time-tabled basis
- Charter services: typically used for corporate or private parties

What does it do?

LRS is accountable for the integration of river transport with the rest of the public transport network.

This is being achieved through carefully considered signs and passenger information. LRS has also integrated riverboat services into TfL's other forms of passenger information systems (e.g. maps and the Travel Information Service).

As part of the Mayor's Transport Strategy, LRS is currently examining the viability of developing other piers. It is also looking at extending services, improving regularity and frequency, and introducing new services.

⁹⁰ TfL press notice, "TfL announces plans to take over Tramlink services", 17 March 2008

LRS financially supports the Thames Clippers riverbus service which operates between Savoy (Embankment) and Masthouse Terrace piers with certain journeys extended to Greenwich and Woolwich Arsenal. The riverbus Monday to Friday peak frequency has recently been enhanced to operate every 15 minutes.

A new pier has been constructed at Millbank close to Tate Britain. A river boat service will operate from this pier calling at Waterloo and Bankside, near the Tate Modern.

In a move to improve integration with other TfL services, Travelcard holders are able to purchase tickets at a third discount on the advertised adult or child fare on most normal riverboat services.

To improve accessibility for the mobility impaired, a Ramp Rider has been installed at Greenwich pier to facilitate access to the pier pontoon from the land at low tide. All LRS' piers are now accessible and step-free at all states of the tide.

Most of the newer river craft have dedicated wheelchair spaces and step-free access to and from boats is now available at most piers.⁹¹

The Port of London Authority (PLA) has statutory responsibility for the conservancy and regulation of navigation of 95 miles of the tidal River Thames and owns much of the river bed and foreshore to the high water mark. It provides navigational services for ships using the Port, including the maintenance of shipping channels, moorings, lights and buoys. Other responsibilities include the inspection and licensing of commercial vessels and of river works extending into, over, or under the Thames below mean high water level. The PLA is the pilotage authority for the tidal Thames and it owns and operates public boat moorings.⁹²

The extent of use of the River Thames as a means of public transport has tended to oscillate year-on-year, although there was a 10 per cent rise in the number of tickets sold between 2005-06 and 2006-07. In 2006-07, 1.76 million tickets were sold at London River Services piers, in addition to 662,000 tickets for the Thames Clipper services. Westminster pier is consistently the busiest in terms of tickets sold, accounting for around 45 per cent of tickets in 2006-07:

⁹¹ <http://www.tfl.gov.uk/corporate/modesoftransport/1562.aspx>

⁹² http://www.portoflondon.co.uk/display_fixedpage.cfm/id/43/site/pla

Tickets sold at London River Services piers*Thousands*

Piers¹	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
Bankside	4	3	5	45	80	109	114	104
Blackfriars ²	7	25	28	67	13	24	29	...
Embankment	316	357	395	345	310	255	190	216
Festival	11	15	18	9	10	9	6	8
Greenwich	215	177	185	162	197	184	194	209
Millbank	...	...	...	...	59	83	75	93
Tower	274	237	224	235	207	289	272	332
Waterloo ³	61	291	178	272	171	...	...	...
Westminster	725	468	706	634	636	745	721	796
All Piers	1,613	1,574	1,739	1,767	1,682	1,699	1,601	1,759
<i>Annual % change</i>	...	-2.4%	10.5%	1.6%	-4.8%	1.0%	-5.7%	9.9%
Thames Clippers ⁴	...	...	...	...	183	367	525	662

1. Excludes charter ticket sales.

2. From 2006, Blackfriars is served only by Thames Clippers therefore all passengers at this pier are included in the Thames Clippers total.

3. Waterloo Pier was managed by LRS (and therefore data only collected) until 31/07/03 only.

4. Thames Clippers run under contract to LRS. Passengers have not been counted in LRS pier totals.

Source: Transport for London

III Roads and traffic

The *London Government Act 1963* largely brought the highway law affecting London into line with that applying elsewhere; this is now consolidated in the *Highways Act 1980*. There was, however, a slight difference in Greater London where there was a three-tier hierarchy of highway authorities:

- the Secretary of State was highway authority for trunk roads;
- the Greater London Council (GLC) for 'metropolitan roads'; and
- the London Borough councils for all other roads.

'Metropolitan roads' were abolished along with the GLC by the *Local Government Act 1985*, and some of them became trunk roads and the rest borough roads. The *Greater London Authority Act 1999* aimed to reduce the number of roads designated as trunk roads in London and to create a network of key roads for which the GLA would be the highway authority; these are called 'GLA roads'. The initial GLA roads were designated by order by the Secretary of State and when trunk roads became GLA roads they ceased to be trunk roads (i.e. a highway for which the Secretary of State, rather than a local authority, is the highway and traffic authority). Any road in Greater London except a trunk road can become a GLA road by order of the GLA and can cease to be a GLA road by the same process; the consent of the transferee/ing authority (i.e. the relevant local council) must be obtained.

TfL and the Boroughs may construct road humps and/or traffic-calming schemes which do not conform to current Government regulations without the need for specific authorisation by the Secretary of State. Where a Borough proposes to construct non-

standard road humps, it must notify the Secretary of State and take his/her comments into account before proceeding.

Stopping up and diversion orders may be made by London Boroughs rather than the Secretary of State. Where an order is opposed, the decision on whether to dispense with a public inquiry will be made by the Mayor. The Mayor must consent to the making of an opposed order where an inquiry has been held.

The general law on road traffic regulation, consolidated in the *Road Traffic Regulation Act 1984*, is varied considerably in its application to London. The *Local Government Act 1985* transferred most of the traffic authority functions of the GLC to the London Borough councils. Part II of the *Road Traffic Act 1991* made further provision about traffic in London, by creating a network of priority ('red') routes and a new statutory office of Traffic Director for London to carry out the red route programme. The Explanatory Notes to the 1999 Act explain that:

Traffic regulation law, unlike highways law, is entirely a creature of statute. It enables traffic authorities - in this case TfL - to regulate the way in which the public use highways and other roads to which the public has access. It is principally concerned with the regulation of vehicles, whether moving or stationary, but also extends to all other types of traffic.

TfL is the traffic authority for GLA roads. For roads in Greater London that are not GLA roads or trunk roads, the traffic authority is the relevant London Borough or the Common Council. TfL is also the traffic authority (but not the highway authority) for a new class of road called 'GLA side roads'. TfL may place traffic signs on nearby roads (for which the relevant London Borough council is the traffic authority) in connection with a GLA road. The signs may be placed on any structure on that road, whether or not the structure belongs to TfL. TfL may carry this out in connection with traffic regulation and experimental traffic orders and in other circumstances, provided they consult the relevant Borough.

TfL has assumed the Secretary of State's statutory functions for traffic control systems in Greater London for all roads other than trunk roads.⁹³ Responsibility for the maintenance and operation of traffic signals may be devolved to the Boroughs and traffic control systems in Greater London may be devolved to TfL. On all roads in Greater London other than trunk roads, wherever a traffic sign is a light signal, TfL is to be deemed to be the traffic authority for those roads. TfL also has some responsibilities for road safety and traffic reduction.

In 2003-06, average traffic speeds in Central London were approximately 1.5 miles per hour slower than in 1977-82. Traffic speeds in the morning peak period in 2003-06 in Central London were similar to the daytime off-peak periods, while there was no difference in speeds in the evening compared to the morning peak period. Naturally, traffic speeds outside the central area are higher. In the morning peak period, traffic

⁹³ traffic control systems can be defined as electronic systems which provide regulation, instruction, information or guidance to road users and to authorities from installations on or adjacent to the highway (e.g. traffic signals and signalled pedestrian crossings)

speeds in Outer London are 5.7 mph faster than in Central London, 10.8 mph faster during the daytime off-peak period, and 7.3 mph faster in the evening rush hour. Average speeds in 2006-09 are forecast to be lower than in 2003-06, particularly in Central London. At 9.3 mph in Central London, traffic speeds in the morning rush hour in Central London will be almost 3 mph slower than in 1977-82:

Average traffic speeds in Greater London

Year	Greater London					<i>Miles per hour</i>
	Central area	Rest of inner area	All inner	Outer area	All areas	
Morning peak period						
1977-1982	12.2	14.1	13.6	19.2	17.2	
1983-1990	11.7	12.7	12.4	18.6	16.5	
1990-1997	10.6	13.3	12.4	17.2	15.7	
1997-2000	10.0	12.0	11.4	18.2	15.9	
2000-2002	9.9	11.6	11.1	16.9	15.0	
2003-2006	10.6	11.7	11.4	16.3	14.8	
2006-2009	9.3	11.2	10.7	...	...
Daytime off-peak period						
1977-1982	12.1	17.3	15.3	25.0	20.8	
1983-1990	11.5	15.5	14.1	24.0	19.9	
1990-1997	10.7	15.4	13.7	22.7	19.2	
1997-2000	10.0	14.8	13.0	21.9	18.5	
2000-2002	9.0	13.7	12.0	21.4	17.7	
2003-2006	10.5	14.1	12.9	21.3	18.3	
2006-2009	9.4	13.7	12.3	...	...
Evening peak period						
1977-1982	12.1	13.8	13.3	20.3	17.6	
1983-1990	11.3	12.4	12.1	20.0	16.9	
1990-1997	10.6	13.0	12.2	19.3	16.8	
1997-2000	10.2	11.4	11.0	19.1	16.2	
2000-2002	9.6	11.3	10.8	18.4	15.7	
2003-2006	10.6	12.3	11.9	17.9	16.0	
2006-2009	10.2	12.2	11.7	...	...

Technical note:

Traffic speed surveys are carried out on a 3-year cycle in central, inner and outer London, supplemented by more frequent surveys in central London since the introduction of Congestion Charging. The data are collected by a car moving at the prevailing speed of the traffic.

Source: Transport for London *Traffic Speed Survey*

Sustainable transport also plays a key part in road use, wellbeing and environmental protection. The number of pedal cyclists using London's main roads in 2006 was almost double the number in 2000. There was a particularly marked rise in cycling after 2003 – the year of introduction of congestion charging. Across all age groups, men tend to cycle more than women, accounting for 65 per cent of all cycle trips. Sixty per cent of cycle trips by both men and women are undertaken by those aged 25 to 44. Only seven per cent of trips are undertaken by those aged 60 and over:

Average daily cycle flows on major roads in London¹

Year	Pedal cycles
1991	290
1992	240
1993	260
1994	270
1995	260
1996	290
1997	280
1998	260
1999	260
2000	250
2001	270
2002	260
2003	330
2004	330
2005	400
2006	470

1. Major roads include trunk and principal roads

Source: Department for Transport National Road Traffic Survey

Cycle trips by age group (2006/07)

Trips (Thousands)

Age	Male	Female
5-16	14	5
17-24	22	0
25-44	128	68
45-59	33	30
60+	11	10

Source: LTDS Household Survey 2006/07

A. Street works

Control of how street works are carried out is the responsibility of the local highway authority. Various codes of practice have been prepared (and updated) by the highway authorities, the Highway Authorities and Utilities Committee (HAUC)⁹⁴ and the Department for Transport. Street works carried out by public utilities and by cable companies are undertaken by virtue of a statutory right or a licence granted under the *New Roads and Street Works Act 1991* and do not need the prior consent of the street authority. Cable companies became statutory undertakings as a result of the licences issued to them by the Secretary of State for Trade and Industry, under Part II of the *Telecommunications Act 1984*. This allows them to install and run their systems and gives them the authority to break open streets.

The *Traffic Management Act 2004* introduced new powers to prevent roads from being dug-up repeatedly by banning works on a particular road until a specified date. The fines for non-compliance have been increased and some are to be subject to fixed penalty notices. It also introduced a new regulatory regime for utility companies' street works

⁹⁴ <http://www.hauc-uk.org.uk/>

known as a permit scheme and gave highway authorities more effective control over those works. They now have powers to specify which route road works should follow and decide what day of the week and at what times works can be carried out. These changes came into effect on 1 April 2008.

A Borough council carrying out highway work which affects a GLA road or a road in another London Borough must notify TfL, and where the road is in another Borough, the council of that Borough as well. TfL has the power to direct the Borough not to undertake the work so long as TfL or another Borough objects. Where TfL or another Borough objects, the GLA can give consent to the work after consideration of the objection.

B. Taxis

Information on London taxis and minicabs is available at:

<http://www.tfl.gov.uk/modalpages/2680.aspx>

In London there are: 24,677 licensed taxi drivers; 21,924 licensed taxis; 2,254 licensed private hire operators; 45,773 licensed private hire vehicles; and 46,142 licensed private hire drivers.⁹⁵ There are two types of London taxi driver licence:

- **green** badge holders can ply for trade anywhere in the metropolitan police district;
- **yellow** badge holders can operate in one or more of sixteen suburban sectors.

There has been little fundamental change in the legislation relating to taxis in London since the present system was established in the first half of the nineteenth century. The *London Cab Order 1934* (SI 1934/1346) is the main legislative base for the present licensing regime. Overall responsibility for London taxis now lies with Transport for London (TfL), which took over the function from the Secretary of State for Transport.⁹⁶ TfL sets fare levels and approves fees for driver and vehicle licences directly. Taxi fares are set in accordance with a formula devised by the Home Office with the help of independent consultants and agreed by the London Taxi Board. They are reviewed annually. Delegated authority for day-to-day licensing operations is carried out by the public carriage office (PCO). This is responsible for ensuring that taxi drivers and proprietors are of the standard specified by the mayor of London and that their taxis conform to the specification he sets. Previously the PCO was the responsibility of an assistant police commissioner, although the day-to-day licensing work was done by the PCO as a civilian branch of the Metropolitan Police.

The PCO has a duty to ensure it grants licences only to people who are 'fit and proper' to drive a taxi. The minimum age for drivers is 21 and there is no upper age limit. A licence can be suspended, limited or revoked by the licensing authority although there is an appeal mechanism to the courts. Driver licences are valid for three years. Taxi owners, including owner-drivers, are licensed. If a proprietor is deemed unsuitable, his taxi(s) will not be licensed. The majority of taxi drivers in London own their vehicles although there

⁹⁵ Transport for London

⁹⁶ who in turn took over from the Home Secretary in 1984

are some owners of fleets of ten taxis or more. Vehicles for use as taxis in London have to satisfy the metropolitan conditions of fitness laid down by the assistant commissioner. In addition, a taximeter must be fitted. All new taxis are required to be constructed to accommodate a person in a wheelchair in the passenger compartment. Licences are valid for one year.

The London minicab trade used not to be regulated at all. In that respect it was different from the London taxi trade, which is regulated by the PCO and also from the taxi and minicab trades outside London, where regulation by local authorities is almost universal. In 2000 TfL assumed responsibility for PHV licensing from the Secretary of State under section 254 of the *Greater London Authority Act 1999*.

The *Private Hire Vehicles (London) Act 1998* provided for the licensing of minicabs in London and applies to minicab operators, drivers and vehicles. It was a Private Member's Bill introduced by Sir George Young with the support of all three main political parties. It did not specify the regulatory system in detail, preferring to leave considerable discretion to the regulatory authority to decide the details. Such an arrangement is in line with the precedents for the regulation both of London taxis, and of taxis and minicabs outside London. The definition of a private hire vehicle is slightly different from that in the 1976 Act:

...a vehicle constructed or adapted to seat fewer than nine passenger seats which is made available with a driver to the public for hire for the purpose of carrying one or more passengers, other than a licensed taxi or a public service vehicle.

The implementation of the 1998 Act was phased, starting with the licensing of the operators. The Government published a consultation paper on the licensing of operators in May 1999⁹⁷ and consulted on draft regulations in August 2000.⁹⁸ The *Private Hire Vehicles (London) (operators' licences) Regulations 2000* (SI 2000/3146) came into force in January 2001; they set out the procedure for applying for licences, the fees payable on application and on grant of a licence and placed certain obligations on operations such as keeping records of hirings. Since 22 October 2001 it has been an offence to operate minicabs without a licence.

TfL was responsible for the next two phases of minicab licensing and made the regulations covering drivers and vehicles. The *Private Hire Vehicles (London PHV Drivers' Licences) Regulations 2003* came into force on 1 April 2003 and, together with section 13 of the 1998 Act, govern the requirements for a drivers licence. Regulation 3 of the 2003 Regulations specifies that Group 2 medical standards or the equivalent have to be met.

The final phase of implementing the 1998 Act was the licensing of vehicles. The purpose is to ensure that private hire operators offer their customers only vehicles that have been

⁹⁷ DETR, *Private hire vehicles (London) act 1998: operator licensing*, May 1999: <http://www.dft.gov.uk/consultations/archive/1999/pvvl00/>

⁹⁸ DETR, *Private hire vehicles (London) act 1998*, August 2000: <http://www.dft.gov.uk/consultations/archive/2000/phvlon/>

inspected and passed fit for use. The intention is that all licensed vehicles are identifiable by means of a licence plate or disc displayed prominently on the outside of the vehicle. Following consultation in 2001 and April 2003,⁹⁹ the *Private Hire Vehicles (London PHV Licences) Regulations 2004* were introduced and came into force in March 2004.

A problem was identified in the definition of 'private hire vehicle' in the *Private Hire Vehicles (London) Act 1998*. The 1998 Act defines a private hire vehicle as "a vehicle constructed or adapted to seat fewer than nine passengers which is made available with a driver to the public for hire for the purpose of carrying passengers, other than a licensed taxi or a public service vehicle". The words "available ... to the public" have created a problem in that some PHV operators and drivers who provide their services on a contract basis to one or more companies, local authorities, schools, hospitals etc have argued that they are not making their services available to the public at large and therefore their vehicles do not fall within the definition of "private hire vehicle" in the 1998 Act. Accordingly, they have argued that the whole operation does not require licensing. The Government legislated to close this loophole in section 53 of the *Road Safety Act 2006*.¹⁰⁰

C. Road charges

Information on congestion charging and the low emissions zone is available at:

<http://www.tfl.gov.uk/modalpages/2656.aspx>

The *Greater London Authority Act 1999* introduced the primary legislation for a road charging scheme in London. This allows Transport for London (TfL) to introduce charging across all or part of London in accordance with the Mayor's Transport Strategy. The Mayor has considerable discretion over the design of the charging scheme and approves the final Order setting up the scheme. The Government has powers to intervene only on issues such as the level of penalty charges and exemptions or discounts in line with national policy. It also has to ensure that the proceeds from a charge are spent on schemes that give value for money. The *Local Transport Bill*, published in November 2007 will, if passed, make changes to the powers to operate charging schemes in London.

On 10 July 2001 the Mayor, Ken Livingstone, published his Transport Strategy for London. A key element in the Mayor's plans was the proposed congestion charging scheme for central London. The scheme began on 17 February 2003. The scheme presently covers a zone of eight square miles in central London, this was extended to include Kensington and Chelsea in February 2007. In February 2008 the London Low Emission Zone (LEZ) came into force; this affects heavy goods vehicles entering the capital.

The Government first announced in the 1998 transport White Paper, *A new deal for transport*, that it would consider introducing legislation to allow local authorities to charge

⁹⁹ TfL *Follow-up consultation paper on vehicle licensing*, April 2003

¹⁰⁰ DfT, *Changes to Taxi and Private Hire Vehicle Legislation in the Road Safety Act 2006*, 28 February 2007, paras 10-13: <http://www.dft.gov.uk/pgr/regional/taxis/changestaxiandphv>

road users.¹⁰¹ The Government issued a consultation paper, *Breaking the Logjam*, on congestion charging and workplace parking in December 1998.¹⁰² Charges could be introduced to reduce congestion, to prevent traffic growth, or to assist in other aims as part of a local transport plan. The paper outlined the primary legislation necessary to enable traffic authorities to introduce charging in their area, although it considered that much of the detail (such as possible limits to the size of the charges imposed, exemptions from charges and preferential rates, penalties for non-compliance and procedures for appeals) would be best provided in secondary legislation, statutory guidance or dealt with in the approval of individual schemes. It was not compulsory to introduce schemes but would be up to local councils.

About the same time as the consultation paper *Breaking the Logjam* was published, the *Greater London Authority Bill* was published. It provided for the introduction of road user charging schemes in London. Later, the *Transport Act 2000* introduced powers to charge road users in towns in the rest of England and Wales. The charging provisions in the *Greater London Authority Act 1999* and the powers in the *Transport Act 2000* are broadly similar. They differ in that the decision to introduce road charges in London is entirely for the Mayor. Section 295 of the *Greater London Authority Act 1999* provides for TfL to introduce road user charging across all or part of London. Details of the possible scheme were set out in Schedule 23. The main points are:

- TfL is the charging authority; its role is to implement the Mayor's Transport Strategy and manage the transport services for which the Mayor is responsible;
- The Mayor has considerable discretion over the design of the charging scheme and, acting on behalf of the Greater London Authority (GLA), approves the final Order setting out the scheme;
- The Government has powers to intervene on issues such as the maximum level of penalty charges and exemptions or discounts in line with national policy. It also has to ensure value for money in how the proceeds from a charging scheme are spent;
- For at least ten years all net proceeds from a charging scheme must be spent on improving transport in accordance with the Mayor's Transport Strategy; and
- Individual Boroughs or the Common Council of the City of London may also introduce charging but will first need the agreement of the Mayor.¹⁰³

The Secretary of State has no right to veto any plan for the introduction of congestion charges in London, though (s)he could, in theory, refuse to make the necessary regulations and to approve the proceeds of any scheme (Schedule 23, paragraph 17). Furthermore, any charging scheme that is introduced under the 1999 Act must conform to the Mayor's Transport Strategy and the Secretary of State may direct the Mayor to change his Strategy if it is inconsistent with national policy and likely to have an adverse effect outside London (section 143). Two sets of regulations concerning the powers and procedures for the enforcement of road charging schemes in London provide that:

¹⁰¹ DETR, *A new deal for transport: better for everyone*, Cm 3950, July 1998, paras 4.92-4.99:

<http://www.dft.gov.uk/about/strategy/whitepapers/previous/anewdealfortransportbetterfo5695>

¹⁰² DETR, *Breaking the logjam: consultation paper*, December 1998:

<http://www.dft.gov.uk/consultations/archive/1999/logjam/breakingthelogjamconsultatio1676>

¹⁰³ full details of the powers to make a scheme can be found in the Explanatory Notes to the Bill, section 295 and Schedule 23: <http://www.uk-legislation.hms.gov.uk/acts/en1999/1999en29.htm>

- The Secretary of State for Transport is responsible for making regulations concerning the imposition and payment of penalty charges; liability for charges and penalty charges; the examination of motor vehicles; and for the immobilisation and removal of vehicles.¹⁰⁴
- The Lord Chancellor is responsible for making regulations concerning the appointment of adjudicators, evidence, representations against penalty charges and the procedures for adjudication hearings, and the recovery of penalty charges.¹⁰⁵

Sanctions against those who fail to comply with road charges are civil rather than criminal. The model for much of the approach taken for road charging enforcement has been the decriminalised parking enforcement system, with a comparable system of civil penalties and independent adjudication. The Government has to ensure value for money in how the proceeds from a charging scheme are spent.

The *Local Transport Bill 2007-08* provides the Secretary of State with the power to notify the GLA if equipment used as part of a charging scheme in London is incompatible with technology being used in other parts of England and require that it be made compatible. It also proposes further changes to the provisions for road charging schemes in London to broadly bring them into line with the legislation for the rest of England.¹⁰⁶

The latest Congestion Charge monitoring report was published by TfL in July 2007, and provided data on the number of cars and minicabs entering the charging zone up to Autumn 2006. This showed that the number of cars entering the charging zone during charging hours had fallen to 124,000 per day by Autumn 2006, compared to 196,000 in Autumn 2002 – the year immediately before the introduction of charging. In their report TfL observed that there was a particular increase in congestion in the charging zone during 2006 compared to previous charging years, although this was likely to be influenced by short-term interventions on the road network, notably an increase in road works during the latter half of 2006. Nevertheless, TfL concluded that congestion levels in 2006 were eight per cent lower than the pre-charging baseline, although in 2003 congestion was itself 30 per cent lower than the pre-charging baseline:¹⁰⁷

¹⁰⁴ SI 2001/2285

¹⁰⁵ SI 2001/2313

¹⁰⁶ DfT, *The Local Transport Bill: the Government's response to the consultation* (Vol. 1), 7 November 2007, para 4.6: http://www.dft.gov.uk/162259/165237/299192/vol1_Government_Response.pdf

¹⁰⁷ TfL, *Central London Congestion Charging Impacts monitoring Fifth Annual Report*, July 2007, pp35-40: <http://www.tfl.gov.uk/assets/downloads/fifth-annual-impacts-monitoring-report-2007-07-07.pdf>

Cars (and minicabs) entering the Congestion Charging zone during charging hours

Thousands

Date	Cars
Feb/Mar 2002	198
Spring 2002	194
Autumn 2002	196
January 2003	179
Feb/Mar 2003	123
Spring 2003	133
Autumn 2003	128
Spring 2004	130
Autumn 2004	129
March 2005	128
Spring 2005	128
Autumn 2005	123
November 2005	121
Spring 2006	126
Autumn 2006	124

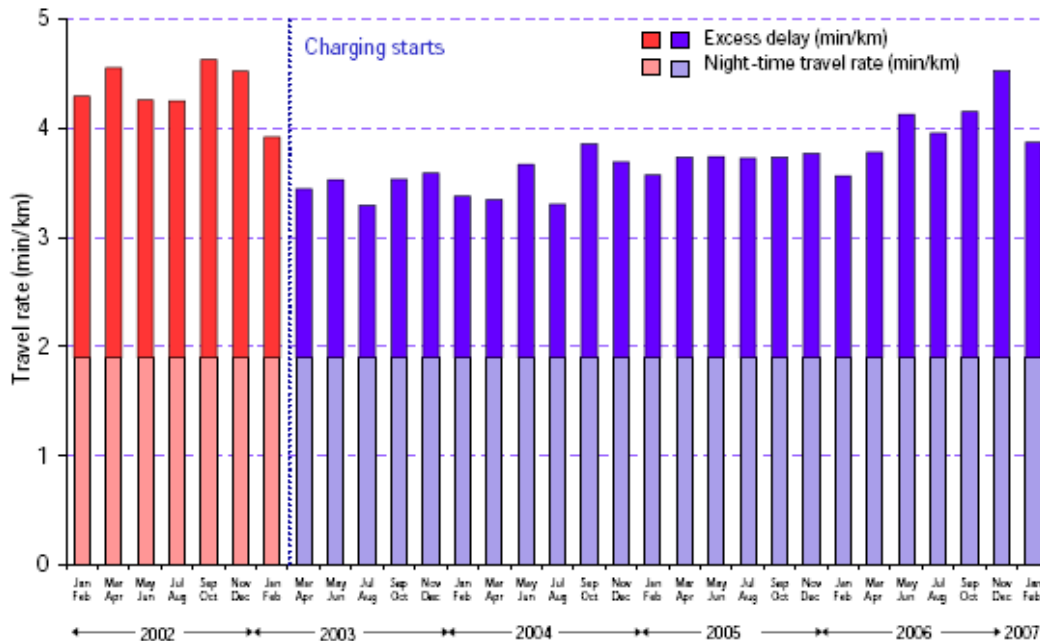
Source: Transport for London

Since the introduction of charging, the number of weekday personal injury road traffic accidents in the central charging zone has also fallen, from 1,418 in the year to January 2003 to 1,001 in the year ending February 2006.¹⁰⁸ There have also been reductions in vehicle emissions from road traffic within the charging zone. Between 2003 and 2006, emissions of nitrogen oxides fell by 17 per cent, carbon dioxide by three per cent, and other particulate matter by 24 per cent:¹⁰⁹

¹⁰⁸ *ibid.*, p63

¹⁰⁹ *ibid.*, p66

Congestion in the central London congestion charging zone during charging hours (07.00-18.30). Moving car observer surveys.



D. Parking

The *Road Traffic Act 1991* set up a Parking Committee for London to co-ordinate the introduction of the new parking scheme; the Committee consisted of one councillor from each London Borough. Its functions were to set the level of fines that local councils could charge, operate the adjudication service, ensure consistent treatment of motorists across London and maintain 'persistent evader' records in order that London's most inconsiderate parkers could be targeted by each local council. An independent adjudicator was appointed by the Committee to consider appeals from motorists not satisfied with a local authority's actions. Appeals may be made to the independent parking adjudicator for London once an appeal has been made to and rejected by the relevant London Borough.¹¹⁰ The new system began in July 1993 when the London Borough of Wandsworth became the first London local authority to take on the new parking enforcement powers. Although all London Boroughs had to take responsibility for parking regulation at meters and in bays in their areas by 4 July 1994, they had the choice as to whether or not to apply to the Secretary of State to enforce non-endorseable yellow line offences.¹¹¹

The *Traffic Management Act 2004* extends and rationalises the powers enabling the civil enforcement by local authorities of driving and parking contraventions. It provides a single body of primary legislation enabling civil enforcement of parking, bus lanes,

¹¹⁰ the London Parking Adjudicators were established by the *Road traffic (parking adjudicators) (London) regulations 1993* (SI 1993/1202): <http://www.parkingandtrafficappeals.gov.uk/appealsexplained.htm>

¹¹¹ the relevant guidance is: DoT, *Traffic management and parking guidance for London* (local authority circular 5/92), August 1992 (as amended)

specified moving traffic regulations and the London lorry ban. From 31 March 2008, Part VI of the TMA 2004 and regulations made under it have replaced existing provisions in the 1991 Act, the *Transport Act 2000* and the various London local authority acts. Consultation on the draft regulations to Part VI of the TMA 2004 took place between July and September 2006.¹¹² The consultation on the draft guidance took place between August and October 2007.¹¹³

The money raised from parking enforcement tends to help fund the Freedom Pass, providing free travel to the elderly and the disabled, contributes to the taxicard scheme and in some Boroughs has helped fund the London Cycle Network.

In terms of disabled parking, the Blue Badge scheme operates throughout England, Scotland and Wales with the exception of the City of London (the 'red badge scheme');¹¹⁴ the City of Westminster (the 'white badge scheme');¹¹⁵ the Royal Borough of Kensington and Chelsea (the 'purple badge scheme');¹¹⁶ and that part of the London Borough of Camden to the south of and including Euston Road (the 'green badge scheme').¹¹⁷ These areas operate their own independent concessionary scheme for disabled people who live or work in the area and now offer some limited concessions in regard to designated parking and meter parking to badge holders generally. The London Boroughs were originally exempted from the Blue Badge scheme under 1971 regulations.¹¹⁸ These were updated in 1986 and 2000 and the exemption is currently set out in Regulation 5 of the *Local authorities traffic orders (exemptions for disabled persons) (England) regulations 2000* (SI 2000/683).

Section 296 and Schedule 24 of the *Greater London Authority Act 1999* introduced primary legislation to provide a legal basis for charging for workplace parking in London. Under it, the Mayor, acting for the GLA and individual Boroughs, has the ability to:

- bring forward proposals for parking levies in their areas;
- approve a borough scheme with or without modification, or to reject it; and
- arrange for the boroughs to operate a GLA workplace parking levy scheme on the Mayor's behalf.

It is not possible for a Mayor's scheme and a Borough scheme for a workplace parking levy to operate simultaneously in the same area although the proceeds from a single scheme could be distributed between them by agreement. In July 2003 the current Mayor issued a press notice ruling out a workplace parking levy in London.¹¹⁹

¹¹² all the relevant documents are available here: <http://www.dft.gov.uk/consultations/archive/2006/contma/>

¹¹³ see: <http://www.dft.gov.uk/consultations/closed/betterparking/>

¹¹⁴ http://www.cityoflondon.gov.uk/NR/rdonlyres/205D2B93-B8C4-4AF5-B974-8A6DA4A7A0A6/0/HT_PK_disabled.pdf

¹¹⁵ <http://www.westminster.gov.uk/transportandstreets/parking/disabledparking/permits/index.cfm>

¹¹⁶ <http://www.rbkc.gov.uk/EnvironmentalServices/Parking/purplebadgescheme.asp>

¹¹⁷ <http://www.camden.gov.uk/ccm/content/transport-and-streets/parking/permits/disabled-permits/green-badge-scheme.en>

¹¹⁸ *Road Traffic Authorities Traffic Orders (Exemption for disabled persons) (England and Wales) Regulations 1971* (SI 1971/1493)

¹¹⁹ Mayor of London press notice, "Mayor says no to workplace parking levy", 16 July 2003

IV Transport policies of candidates for London Mayor in 2008

The election for London Mayor will take place on 1 May 2008.

The headline transport policies of the four main candidates are given in the table below. The candidates are listed in alphabetical order, by surname. The policy area is identified in the left hand column.

These are direct quotations taken from the relevant transport manifestos and provided with page references; where the policy is given with explanatory text that is also provided in an attempt to ensure that all quotations are given in context. In the cases of Mr Johnson and Mr Livingstone, they are taken from the summaries at the beginning of their manifestoes, and for Ms Green and Mr Paddick, they are taken from the documents as set out on their websites. *These are not exhaustive and for complete details the reader should refer to the full manifestos:*

Sian Berry (Green):

<http://www.greenparty.org.uk/files/reports/2008/transport.pdf>

Boris Johnson (Conservative):

http://www.backboris.com/assets/completed_transport_manifesto.pdf

Ken Livingstone (Labour):

http://ken.3cdn.net/2ff5ff0212517b94db_sym6bxz3i.pdf

Brian Paddick (Liberal Democrat):

<http://www.brianpaddick.org/serious-about-london/transport-manifesto> and:
<http://www.brianpaddick.org/serious-about-london/black-cab-manifesto>

Area of transport policy	Sian Berry (Green)	Boris Johnson (Conservative)	Ken Livingstone (Labour)	Brian Paddick (Liberal Democrat)
Transport governance			<p>“[The challenge of the next 4 years] requires an administration with a proven ability to get the right transport decisions made and delivered to time and to budget – as with the huge expansion of the bus system and the introduction of the massively complicated congestion Charge”. (p3)</p>	
Overground railways	<p>“London Overground services would be extended and improved to serve South and West London and create a full orbital ‘Rail Ring’”. (p4)</p> <p>“Siân would also plan to bridge gaps between existing lines to provide links between outer London boroughs”. (p4)</p> <p>“more commuter routes would be properly absorbed into London’s transport network, with Transport for London taking control of whole rail franchises where possible, as well as timetables for more routes into London”. (p5)</p>	<p>“I will stand up for rail commuters in London, and champion their cause by working tirelessly with the companies who operate our railways to improve the dire service. I will fight for longer trains, more frequent services, manned stations, better lighting, Oyster at every station and lower fares”. (p6)</p>	<p>“We will raise the standards and frequency of over-ground rail services in London starting with the new London Overground services. By 2010 we will open the East London Line extension and by 2011 we will extend it further, connecting up the East and North London lines with extra services and new high capacity trains on all routes. It will establish a major orbital rail service around North, East, South and West London. The standards and frequency of over-ground rail services in London will be transformed and full Oyster card operation will be extended in the next four years to national rail in London”. (p2)</p>	
	“A Green Mayor would ...	“In the short-term, we must look	“London Underground will take	“Run the Tube on the model of

<p>London Underground</p>	<p>bring in an all-night tube service at weekends". (p4)</p> <p>"The use of regenerative braking on tube trains could reduce their energy consumption by up to 25%. Siân would ensure all new tube trains have this technology fitted and would provide 100% of the remaining electricity needs of the tube network through green, renewable generation by 2020 at the latest". (p5)</p> <p>"A Green Mayor would demand that the Tubelines PPP is also be brought back under the control of Transport for London". (p5)</p>	<p>again at air conditioning on the Tube ... I want to see air-conditioning on new trains on the sub-surface lines, like the Hammersmith & City Line, Circle Line, Metropolitan Line and District Line. I will order TfL to reinvestigate getting air-conditioning on the deep lines, like the Northern Line, Jubilee Line, Bakerloo Line, Piccadilly Line and the Victoria Line". (p5)</p> <p>"I want the Tube to open for one hour later on Friday and Saturday nights, so Londoners can get home safely late at night". (p5)</p> <p>"In the long-term, the review of the PPP contracts in 2010 provides us with the perfect opportunity to prioritise what we want from the Tube. Under my leadership, London Underground's submission will be focused on upgrading the signals that will enable us to get more trains per hour on all the major lines, and upgrading the track to make the service more reliable". (p6)</p> <p>"I will look to reduce the disruption caused by strikes on the Tube by negotiating a no strike deal, in good faith, with the Tube unions. In return for agreeing not to strike,</p>	<p>over the contracts of the Metronet company and restructure them to begin to deliver the track, train and signalling upgrades required along with station and security improvements". (p2)</p>	<p>award winning and successful concession model along the lines of the DLR and London buses. One company runs the tracks, trains, staffing and signalling for a fixed fee and TfL take the fare box. TfL act as asset managers overseeing operations but huge tier of middle management will go".</p>
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		<p>the unions will get the security provided by having the pay negotiations conducted by an independent arbiter, whose final decision will be binding on both parties. I believe this is the fairest way to ensure that London is not brought to a stand-still every time there is a pay negotiation, and to ensure union members get a secure deal". (p6)</p> <p>"I will reduce the number of pointless announcements at open-air Tube stations in order to reduce noise pollution for local residents". (p8)</p> <p>"I will stop the planned [Tube] ticket office closures, and focus on increasing the number of Oyster outlets in outer London so local people have greater access to Oyster". (p9)</p>		
<p>Sustainable transport (e.g. walking, cycling)</p>	<p>"Walking measures would receive the same increase in funding as cycling – a tripling of the budget up to 2012". (p6)</p> <p>"...there would be a pedestrianised zone in every town centre in London by 2015". (p6)</p> <p>"Siân would also commit to creating by 2012 a car-free zone extending across central</p>	<p>"My vision is a London where children and adults cycle and walk to school or work and feel safe to do so". (p1)</p> <p>"I will introduce a central London cycle hire scheme, so that Londoners will be able to hire a bike at convenient locations across central London. This will provide a genuinely sustainable alternative to the car, and encourage more Londoners to</p>	<p>"I will also oversee a five hundred million pound investment programme that will deliver a revolution in cycling across London, with dedicated cycle-ways, a bicycle hire scheme and safer cycle zones". (p3)</p>	<p>"License all cycle couriers".</p> <p>"Additional £50m to be spent on cycle lanes on all red routes".</p> <p>"Introduce the Velib scheme, similar to the one in Paris".</p> <p>"Cycling representative on the TfL board".</p> <p>"Walking timetables at bus, tube</p>

	<p>London from east to west, enabling people to walk right through the city on traffic-free roads". (p6)</p> <p>"... the temporary pedestrian zone that covers shopping streets in the West End every year in December would be extended to every Sunday". (p6)</p> <p>Siân would continue to increase [the cycling] budget rapidly, tripling it again over four years so that at least £150 million a year is invested in cycling from 2012. This would provide more support for cycle routes, accelerated provision of parking facilities at stations, more support for school cycling and more training for children and adults". (p9)</p> <p>"Bringing Paris and Copenhagen-style street bikes to London [by 2011] could revolutionise public transport by dramatically increasing the number of people with access to this healthy, green way to travel". (pp9-10)</p>	<p>cycle ... and I will increase cycle parking by funding over 10,000 cycle stands". (p7)</p>		<p>and train stops".</p>
<p>Road charges</p>	<p>"Siân would maintain the new higher Congestion Charge for the most polluting vehicles and discounts for the cleanest vehicles. She would also set</p>	<p>"I will vigorously oppose the Government's plans to increase the Dartford crossing toll, and campaign for residents in neighbouring London boroughs to</p>	<p>"Introducing a £25 a day charge for gas guzzlers entering the congestion charging zone, and free entry for very low emission cars, will cut down on carbon</p>	<p>"Keep flat rate of £8.00 per car travelling into central London. No exemption for Band A & B cars and no £25 charge for Band G cars".</p>

	<p>more stringent emissions targets in the future for both the higher and lower bands". (p8)</p> <p>"Greens recognise that an ever-expanding Congestion Charge zone will become self-defeating, so would work on developing more sophisticated solutions for road-pricing in the future, which would target the most congested streets across London". (p8)</p>	<p>be given a discount as is currently planned for residents in Dartford and Thurrock". (p3)</p> <p>"I will not allow smaller cars into the Congestion Charge zone for free, or introduce Ken Livingstone's £25 charge on large family cars". (p4)</p> <p>"I will seek to reform the Congestion Charge after the contract changes in 2009, so it is fairer and more effective. I believe we should move to a flexible pricing system, so we can more effectively target the worst congestion". (p4)</p> <p>"I will do what Ken Livingstone did not, and listen to Londoners on the Western extension. The Western extension was introduced despite the overwhelming opposition of local residents and I think that was wrong. I will consult the residents in the zone and on the border on whether we should keep the Western extension, and whatever the result I will abide by it". (p4)</p> <p>"I will move to an account-based system, to make paying the Congestion Charge more convenient. Londoners will be able to register with TfL and get</p>	<p>emissions and raise a minimum of £30 million a year for public transport, and, in particular, cycling and walking". (pp2-3)</p>	<p>"Scrap the Western Extension Zone [and] introduce in its place a 24/7 £10 greater London congestion zone for non-Londoners. Commercial vehicles and London registered vehicles will be exempt. Aimed at encouraging visitors and commuters to use public transport".</p> <p>"Scrap the Low Emission Zone which is putting small and medium businesses at risk. Introduce in its place a 24/7 £10 greater London congestion zone for non-Londoners. Commercial vehicles and London registered vehicles will be exempt. Those who live just outside of London but travel in to carry out everyday activities - eg shopping, work, visiting relatives etc - will be able to register the registration plate of their vehicle with TfL to be exempted from the £10 charge. As with any congestion charging scheme order, there will have to be a consultation period. This will help the new Mayor to judge the scope of what 'local' should mean".</p>
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		<p>sent a bill at the end of every month, and they will be able to pay by direct debit and other convenient payment methods". (p4)</p>		<p>"Use the extra revenue from the expanded congestion charge to fund improvements in public transport specifically in the outer London boroughs. For example, I could finance network enhancements to enable commuter trains to run more frequently".</p> <p>"Streamlining the way the charge is administered: No more fines for late payment. The charge will be collected by sending a bill to registered address once it reaches £40 and can be paid by direct debit. This scheme, modelled on one in Oslo, would cost 10% of revenue generated to run".</p>
<p>Bus services</p>	<p>"New orbital bus routes providing cross-links between major roads will make bus travel more convenient than the car for reaching nearby high streets and services". (p4)</p> <p>"Siân would make sure all new buses are hybrids or hydrogen fuelled". (p5)</p>	<p>"I will commission a trial of orbital express bus routes for outer London. I believe they should be designed as a distinct mode of transport, connecting, for example, key rail terminals initially across South London with coach style vehicles and a limited number of stops. The fares should be no more expensive than current bus fares and should include full Oyster access". (p5)</p> <p>"I support the right of disabled</p>	<p>"A major new step forward, leading the world, will be large investment in clean vehicle technology, by putting five hundred hybrid buses - which cut CO2 emissions by up to forty per cent - on London's roads by 2010, with all new buses being hybrids by 2012 at the latest". (p2)</p>	<p>"Shorten bus routes in congested areas so buses pick-up fewer delays and provide a more reliable service".</p> <p>"Implement the Brighton and Hove GPS system to track where buses are, with an indicator on every bus stop accurately stating when the next bus will be arriving. This allows for regulation of service to ensure buses arrive at regular</p>

		<p>Londoners to get around their city, by ensuring the renewed Routemaster is fully accessible, and ensuring Dial-a-Ride is fully utilised. I will also ensure that no bus will be allowed to leave the garage if their disabled ramps are not working". (p6)</p> <p>"I want to introduce a 21st century Routemaster that will once again give London an iconic bus that Londoners can be proud of ... I will commission a competition for the world's best designers and engineers to design a brand-new Routemaster that is fully compliant with EU legislation, has disabled access and is run on green fuel. I want to see the next generation Routemaster, with conductors, running on the streets of London by the end of my first term as Mayor". (p7)</p> <p>"I also believe we need fresh thinking about the bendy bus. The truth is they were never suited to London's roads and the facts show they have twice as many accidents as normal buses.¹¹ In addition, open boarding means they have become known as 'free buses', and the facts show they lose almost three times as much fare revenue as other types of buses. When routes that operate</p>		<p>intervals".</p>
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		<p>these buses come up for renewal, I will set new terms that specify a different type of bus must be used". (p7)</p> <p>"I will introduce live bus mapping to coincide with the introduction of iBus. There will be an interactive map on the TfL website which will allow users to access a map of their local area, and see where their bus is in real time". (p8)</p>		
Fares and travel concessions	<p>"a 20p fare cut across all fares, except at peak times on the tube". (p4)</p> <p>"On Oyster, a new one hour limit of £1 in the cost of bus travel will be introduced". (p4)</p> <p>"The £2 cash fare on the bus would also be valid on other routes for an hour after purchase". (p4)</p> <p>"A Green Mayor would make free travel available 24 hours a day for Freedom Pass holders and would defend free travel on buses for under 18s". (p4)</p> <p>"The 30% student Oyster discount, now only valid on weekly or monthly</p>	<p>"I will deal with the minority of under-18s who abuse their right to travel for free on buses. I will withdraw the concession from those who abuse it and expect them to earn it back through a scheme called 'Payback London', which will involve doing community service with local voluntary groups". (p7)</p> <p>"For those who are entitled to the Freedom Pass, I will protect it as an untouchable right, and I will, unlike the current Labour Mayor, work with the local councils who fund it to make it operational 24 hours a day". (p8)</p> <p>"I also want to introduce a system for Londoners to renew their travel cards by direct debit, meaning they will no longer have to queue when they expire". (p9)</p>	<p>"I want to extend the hours of operation of the Freedom Pass to 24 hours a day and improve the student travel discount. To make travel even more hassle-free, technology will be introduced to allow Oyster Pay As You Go top-up via mobile phones". (p3)</p>	<p>"Allow pre-pay Oystercards to be used for unlimited bus journeys within an hour so people can change buses with no additional charge. You don't need to pay twice when you change tubes, why should buses be any different?"</p> <p>"Guarantee the Freedom Pass and allow travel on buses only before 9am"</p>

	travelcards, would be extended to all fares, including pay-as-you-go". (p4)			
Crime and passenger safety	<p>"Siân would set up a special investigation team to prosecute repeat offenders and pursue all hit and run drivers, and would provide for a Road Safety Unit of at least three police officers in every borough. These units will support the work of local police in tackling illegal and dangerous driving in their neighbourhoods". (p7)</p> <p>"The police in London would be funded to make cycle theft a priority". (p10)</p>	<p>"I will double the strength of Safer Transport Teams by releasing money that the Labour Mayor has earmarked for TfL press officers and advertising to be spent on 440 extra PCSOs, who will patrol the bus network". (p6)</p> <p>"I will also make station platforms in outer London safer, by releasing money that the Labour Mayor has earmarked for police press officers and advertising to be spent on 50 extra British Transport Police officers to patrol the worst stations". (p6)</p>	"Safety on public transport will continue to be improved with the expansion of the Safer Transport policing teams". (p3)	<p>"Safer Transport Officers on every bus on the top 10 most dangerous routes in London from 9pm-1am Sunday to Wednesday and 9pm-4am Thursday to Saturday".</p> <p>"A guard on one dedicated 'women friendly' carriage, on every tube from 9pm till closing time 7 days a week".</p>
Taxis and minicabs		<p>"I will crack down on the scourge of illegal minicabs, which congregate around well-known hot spots in the West End and outer London town centres every Friday and Saturday night. Everyone has seen them, and I will ensure there are more random spot checks at these venues so there is a real chance of illegal minicabs being caught touting for business. To guarantee this, I will double the strength of the police Cab Enforcement Unit, investing in 34 more fully-warranted officers to undertake these spot checks, both in the West End and outer London town</p>		<p>"I will consult on the possibility of banning pedicabs or severely restricting their numbers. If a ban is not possible, I will look to license pedicabs with an identification plate clearly visible. Their riders must be licensed and trained in road safety and the pedicabs subjected to safety checks".</p> <p>"The obligations for licensed black taxis for more stringent driving tests, vehicle examinations and 'the knowledge' must result in</p>

		<p>centres". (p7)</p> <p>"I will also protect London's black cab trade, which has been undermined and neglected by Ken Livingstone, by giving cab drivers formal representation on the TfL Board and working with local councils to synchronise bus lane rules. I will also ensure that pedicabs, or rickshaws, are properly regulated, and are safe for all users". (p8)</p> <p>"I will ensure that London's licensed minicabs are also properly represented, by giving them representation on the TfL Board". (p8)</p>		<p>privileges not afforded to private hire vehicles. Private hire vehicles will not be given access to bus lanes and enforcement against private hire cars plying for hire will be stepped-up".</p> <p>"Licensed black taxis drivers should be encouraged to make their vehicles more environmentally friendly not penalised for doing so. I will look at working with taxi manufacturers to develop more environmentally friendly vehicles and providing a subsidy to licensed black taxi drivers who buy new environmentally friendly vehicles".</p>
<p>Street works and traffic management</p>	<p>"20 mph would be the default speed limit for all London streets, with named exceptions for a small number of major routes". (p7)</p> <p>"... a Green Mayor would guarantee to abolish all the big one way systems and turn them back to two-way streets by 2025". (p7)</p> <p>"A Green Mayor would rapidly increase the space available for car club parking by creating dedicated bays within</p>	<p>"My administration will get to grips with congestion, and I will re-phase the traffic lights with the sole intention of getting traffic flowing more smoothly. The Mayor's Transport for London (TfL) have openly admitted that their traffic light schemes in central London have had the practical effect of reducing capacity, and have therefore slowed London down". (p3)</p> <p>"I will be tougher with utility companies, and I will call for the Government to finally give the</p>	<p>"A compulsory permit scheme for all road-works in London will be enforced so there is proper co-ordination and disruption is avoided. As Thames Water and other utility companies complete their large replacement works, together with the reduction in traffic already produced by the congestion charge, and accompanied by other measures to reduce traffic congestion in central London, there will be no let-up in pressure to reduce delays". (p2)</p>	<p>"I would completely overhaul traffic management in Central London, including the re-phasing of traffic lights, the proper management of road works and a scheme to reduce the number of vans and lorries, to ensure smoother traffic flow, less congestion and faster journeys".</p> <p>"Road planners need to consult with those who know London's road best. I would look to consult the taxi trade on all future road schemes on TfL</p>

	<p>controlled parking zones across London. The target would be for every home to have a car club space within 5 minutes walk by 2012". (p7)</p>	<p>Mayor the power to fine utility companies who cause delays. It is unacceptable that the Labour Mayor has failed to persuade the Labour Government to give him this basic power that would make an enormous difference to congestion levels". (p3)</p> <p>"I will also support 20-mph zones where they are appropriate". (p7)</p> <p>"I will also re-instate tidal flow in the Blackwall tunnel at the earliest opportunity". (p3)</p> <p>"I will allow motorcycles in bus lanes. I believe that motorcycles will help combat congestion, and we should encourage greater use of them". (p5)</p>		<p>roads (Red Routes) and encourage local authorities to do the same on all other roads".</p>
<p>Crossrail</p>		<p>"I will continue to support new projects that will relieve congestion in London, in particular Crossrail. I will ensure that this long-overdue and sorely-needed scheme is delivered on time and on budget, and that the same financial calamities that have recently befallen the Tube will not be repeated with Crossrail. I will therefore support strong independent oversight of Crossrail". (p6)</p>	<p>"My job will be to begin to deliver the massive £16 billion Crossrail project, which by itself adds ten per cent to London's public transport capacity, and will be the biggest transport scheme in the world outside China". (p2)</p>	
<p>Light rail and</p>	<p>"A Green Mayor would plan for investment in new tramways and light rail routes for</p>	<p>"I will support the existing Croydon Tram Link, and call for the Government to grant the</p>	<p>"There will be extensions to the Docklands Light Railway and enhanced services on it". (p2)</p>	

trams	<p>outer London". (p4)</p> <p>"In the future, the shuttle-bus [service on Oxford Street] would be replaced with a tram service, linked to the new cross-river tram system running from Southwark to Camden". (p5)</p> <p>"Investment in the future would be focused on other major improvements to London's transport infrastructure, including the West London Tram and upgrading the East London and Greenwich Waterfront transit schemes from buses to trams". (p5)</p>	funding for the proposed extensions". (p6)	"Major new schemes such as a dedicated transport system on Oxford Street will also be started". (p3)	
Olympic transport			"With an investment programme negotiated with government we will deliver an effective transport system before, during, and after the 2012 Olympic and Paralympic games". (p3)	
River transport		"I will promote greater use of the river, by making it more integrated into the current system". (p8)		