Transport planning from 2015 (Just Space workshop briefing 2015)

The challenge: how to accommodate 10 million people in future in the space where 8 million are experiencing overcrowding now.

The solution: London Plan Policy 6.1, **reducing the need to travel** (instead of predict and provide).

Why? Predict and provide did not work with motorways, and no chancellor is going to fund 100% of T*f*L's wish list. Moreover, predict and provide is not compatible with our carbon emission targets.

WHAT IS HAPPENING AND WHAT COULD BE DONE?

CrossRail 1. Due to be completed in 2018, this scheme is projected to achieve significant reduction in overcrowding in the early years of its existence. Its long gestation period (John Major tried to get through parliament more than 20 years ago) was punctuated by criticism that, as a regional scheme, it would encourage people working in London to live further out.

CrossRail2. This began life as a Metro scheme and there are those in the treasury who would like it to have remained so. When the route was first safeguarded, the Metro scheme had a higher cost benefit ratio than CrossRail1 and also extended into parts of London not hitherto served by the tube. TfL is pinning its hopes on this scheme avoiding a catastrophe at Euston and the danger with their strategy is that the case for CrossRail2 will be undermined if HS2 falls.

HS2. This scheme was supported 10:1 in parliament, but the general public are nearly as strongly against it. Once CrossRail 1 is built, connections at Old Oak Common will be so good most of London will choose to connect with it there rather than at Euston. Coming into Euston will destroy precious housing stock in an area of greatest need - the 116 dwellings currently proposed to replace them are badly needed to meet the existing housing shortage. The Chancellor is making great play of regenerating the north of England, but the main economic benefits would be felt in London. His HS3 proposal has a lot more going for it in terms of regenerating the north and to a lesser extent the same is true of the aspiration of the SNP to start construction in Scotland.

Old Oak Common. This is a prime opportunity, a brownfield site with potential for fantastic railway interchange. The danger is that the desire to bring in income will result in a development that compromises the transport potential of the site.

Northern line extension. This relatively low cost scheme has operational benefits for TfL and should make regeneration of Battersea Power station feasible after years of failed schemes.

Possible Bakerloo extension. The case for extending the Bakerloo line to Camberwell has been recognised as desirable since 1931. It is more cost effective to run through central London than terminate in zone 1. But the scheme to take line to Hayes seems counter-intuitive. Downgrading from heavy rail to light makes sense only if demand is

light, e.g. Stourbridge Junction to Stourbridge Town. The Hayes line is an ideal candidate for London Overground expansion.

Overground expansion. London Overground has shown what can be achieved with existing lines if you replace a tired infrequent service with something more vibrant. TfL would like to run all local services within Greater London and perhaps just beyond, and the performance of LOROL has strengthened their case.

Upgrading signalling, remodelling Bank station. These schemes have had an enormously beneficial effect at a relatively low cost (setting aside the cost to individuals of short term disruption during construction), increasing capacity by up to 50%.

Outer London orbital travel. The success of the inner London orbirail has encouraged TfL to look at an outer London equivalent. Details are sketchy, and some of the outer ring overlaps with the inner ring, bringing capacity problems, but the concept is sound. It is the lack of non-radial routes in outer London that make the car a mode of choice when inner Londoners are happy to rely on public transport.

Barking / Gospel Oak electrification. Long overdue, overcrowding is phenomenal on this line and any delay in introducing higher capacity and more frequent electric trains would be disastrous.

Freight trains. Existing lines cannot take many of the freight trains which can use rail in the rest of Europe, because of the lower and narrower clearances. It would make sense to build a new freight route, rather than HS2, freeing space on existing lines for more passenger services. Alternatively upgrading the line from Felixstowe to Nuneaton would divert a lot of freight from London freeing up paths for passenger trains on the North London line.

Interchange. After more than a century of building railways it was finally realized that they are not in competition with buses and that buses complement trains as part of the public transport alternative to the private car. The proximity of bus stops to station entrances, and the ease with which buses can gain access or egress, determines whether an interchange is successful or not.

Favouring cycling and walking: Work on making roads fit for cyclists has resulted in the rate of cycling doubling between 2000 and 2012. Continuing to re-engineer roads so they are cycle friendly and building more cycle routes will continue this growth. There is still however some timidity in routeing cycle super highways along minor roads rather than taking space away from motor traffic along more direct major roads. Encouraging walking not only results in less traffic but also has health benefits. Better and wider pavements and improvements in lighting and way marking are required. Full pedestrianisation of streets and squares are also possible including perhaps the pedestrianisation of Oxford Street.

Reducing emissions: Transport accounts for a third of CO_2 emissions of which cars account for 40%. This is the most pressing reason why a reduction of vehicle use and a transition to more fuel efficient vehicles are required. The inner London ultra low emission zone should be extended to cover the whole of London and should be

strengthened. Road pricing would encourage drivers to consider the cost of their trip to the environment and encourage them to use other modes. Electric cars, whilst not resolving problems of congestion, would reduce emissions at least at the point of use.

Buses: The bus network in London, whilst expensive, is amongst the most comprehensive in the world. Almost half of Londoners use buses on at least two days per week. Bus use in inner London exceeds car use but the situation is not the same in outer London. Here over half journeys are made by car whilst bus use is some 13%. However there is scope for greater bus use. There are opportunities for increasing the speed of buses, and their attractiveness, by, for example, more bus lanes operating for longer hours, traffic lights reacting to bus demand and built out bus stops (incidentally increasing accessibility). More orbital bus routes are also necessary. Supplementing bus services with tram lines would also increase attractiveness and shorten journey times, as well as helping to reduce carbon emissions.

Accessibility: Transport has to be accessible for all passengers. All London buses are now fully accessible but work is still necessary to ensure that buses can always draw up to the kerb. Constructing build-outs - projections from the pavement into the roadway – to replace bus bays helps and discourages bus stop parking. It also helps buses to pull out onto the carriageway. A great deal of work is still necessary in making rail stations, particularly underground stations, accessible and the programme needs to be speeded up. It is gratifying to note the all Crossrail stations will be accessible and it is assumed that this will also apply to all new-build stations.

TfL's considerations for 2050:

• The central (mid-range) population projection would mean an increase of 35-40% in the number of trips by 2050
• We will need a 70% increase in public transport capacity
• A balance will need to be found between where growth is accommodated:
    - Maximising the role of London's Opportunity Areas
    - Areas with good public transport
    - A growing role for town centres
    - An inner London focus
    - A denser Outer London
    - Outside of London (perhaps some Green Belt and areas outside it on transport routes)
• If fully autonomous vehicles are legalised the benefits could be great:
– Shared ownership models
– Sustainable mobility patterns
– Road capacity efficiencies
– Improved road safety
– Demand management
• Further devolution of suburban rail networks in London
• Extend high quality metro style services across whole city including south London metro
• Improved public transport and sustainable travel options to support densification of suburbs
• Targeted investment to help town centres adapt to changing role as locations for city living

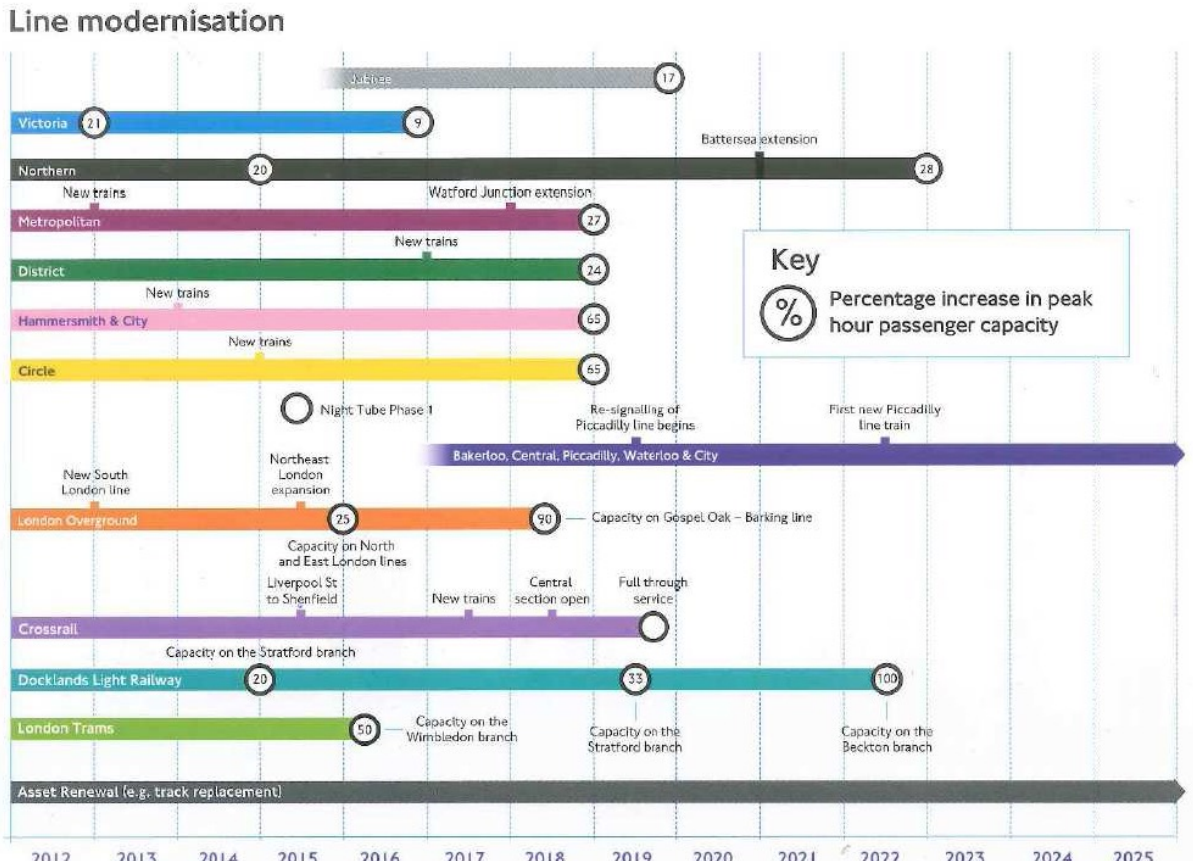
• An enhanced accessibility with two thirds of public transport journeys step free by 2050
• Provision of seamless information and integrated systems for users
• Delivering a cooler Tube
• 'Fit for the future' stations
• Improved real time information / WiFi
• Simplified ticketing experience with visitor information centres
• 24/7 services
• Major junction and gyratory improvements
• Restoring two-way traffic - e.g. Baker Street
• Payment for road usage
• Cycle Superhighways with segregated lanes
• Rising congestion to be tackled. By 2031: +60% Central London, +25% Inner, +15% Outer
• Promotion of walking, cycling and public transport plus car clubs
• In 2020, Ultra Low Emission Zone in central London may reduce vehicle kms by 5% only
• Increase proportion of freight deliveries outside congested times
• 'Replacement' road space, such as tunnels for essential traffic. e.g. A4 at Hammersmith

There must be consideration of increased use of the Blue Ribbon Network for freight. The important development is for modal shift, especially centrally, for localised deliveries and journeys. This does not only involve use of the canals but also short-run localised transport on the Thames, across river and from wharf to wharf in small craft (white van transport! rather than only large tonnage and bulk transport)
Transfer stations for goods on the waterways must be safeguarded and more of them created.

See also the Transport Supporting Paper for the Mayor's 2050 Infrastructure Plan at:-
https://www.london.gov.uk/sites/default/files/transport_supporting_paper.pdf
Schemes and costings are given in the appendices.

The Mayor's Transport Strategy is now seven years old.
- Transport for London's suggestions above are no replacement for a new strategy

The London Plan since its 2004 version has called for intensification of land use in outer London boroughs, near to transport nodes. Not enough of it has happened.
Local NIMBY-ism by existing communities has not helped (where will their children live?) and there is not the local political will, because Councillors who promote densification fear they would not be re-elected.



Key Transport Policies of the London Plan:-

Integrating transport and development

POLICY 6.1 STRATEGIC APPROACH

Strategic

A The Mayor will work with all relevant partners to encourage the closer integration of transport and development through the schemes and proposals shown in Table 6.1 and by:

a encouraging patterns and nodes of development that reduce the need to travel, especially by car – boroughs should use the standards set out in Table 6.2 in the Parking Addendum to this chapter to set maximum car parking standards in DPDs

b seeking to improve the capacity and accessibility of public transport, walking and cycling, particularly in areas of greatest demand – boroughs should use the standards set out in Table 6.3 in the Parking Addendum to set minimum cycle parking standards in DPDs

c supporting development that generates high levels of trips at locations with high levels of public transport accessibility and/or capacity, either currently or via committed, funded improvements including, where appropriate, those provided by developers through the use of planning obligations (See Policy 8.2).

d improving interchange between different forms of transport, particularly around major rail and Underground stations, especially where this will enhance connectivity in outer London (see Policy 2.3)
e seeking to increase the use of the Blue Ribbon Network, especially the Thames, for passenger and freight use
f facilitating the efficient distribution of freight whilst minimising its impacts on the transport network
g supporting measures that encourage shifts to more sustainable modes and appropriate demand management
h promoting greater use of low carbon technology so that carbon dioxide and other contributors to global warming are reduced
i promoting walking by ensuring an improved urban realm
j seeking to ensure that all parts of the public transport network can be used safely, easily and with dignity by all Londoners, including by securing step-free access where this is appropriate and practicable.

B The Mayor will, and boroughs should, take an approach to the management of streetspace that takes account of the different roles of roads for neighbourhoods and road users in ways that support the policies in this Plan promoting public transport and other sustainable means of transport (including policies 6.2, 6.7, 6.9 and 6.10) and a high quality public realm. Where appropriate, a corridor-based approach should be taken to ensure the needs of street users and improvements to the public realm are co-ordinated.

6.6 The Mayor recognises the need, when planning for where people will live, work, study and pursue leisure activities, to improve movement between these places in an integrated way, emphasising the quality of the public realm, and the safety and comfort of travellers. A similar approach should be taken when planning the location of businesses, taking account of the ways they receive the goods and services they need, and how conveniently they then serve their customers. For a range of policy reasons, the best option is to reduce the distances involved, in turn reducing the need for the transport system to accommodate unnecessary travel demands: this principle underlies many of the spatial proposals set out in Chapter Two (particularly, perhaps, as regards Outer London). However, this is not always possible in a complex urban environment like London's, with its specialist clusters of economic, social, educational and leisure activities and its unique place in the wider south-east of England. Moreover even with greater locational efficiencies, consideration has to be given to providing additional transport capacity needed to support London's growth, and to ensuring that the most is made of existing transport infrastructure by smoothing traffic flows and travel planning.

6.7 This close co-ordination of land use and transport planning is crucial to effective and sustainable spatial development and is supported by the approach taken by the Government in the NPPF. This states that planning has a key role in delivering the Government's integrated transport strategy. Shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, can help reduce the need to travel and the length of journeys, and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling.

6.8 These approaches, individually and cumulatively, help achieve the aims of reducing the need to travel and offering alternatives to the car. Ground based transport is a major source of carbon dioxide emissions; reducing trip lengths, promoting the use of

electric and other low carbon vehicles and using more-sustainable modes (cycling and walking in particular – see policies 6.9 and 6.10 below) have important roles to play in helping to tackle climate change. In May 2009 the Mayor produced an *Electric Vehicle Delivery Plan for London*[190] to promote a network of publicly available electric vehicle charging points across London[191]. The use of travel plans can help reduce emissions by promoting alternatives to the car. Ensuring the most efficient forms of transport freight and making deliveries through modern logistics techniques will also be important. The Mayor is committed to increasing the use of the Blue Ribbon Network for both passengers and freight transport. Specific policies to promote this are contained in Chapter 7.

6.9 London's unique national and global role, and its specialism in higher value sectors of the economy, has resulted in an extended labour market catchment area. London's projected longer-term growth in employment and population will result in an increase in overall travel – increasing from 25 million to about 30 million trips per day by 2031. The policies in this Plan and the Mayor's

190 Mayor of London. *Electric Vehicle Delivery Strategy*. GLA, 2009.

191 Source London Network

Transport Strategy (and in particular the schemes and proposals shown in Table 6.1) aim to minimise this growth in travel and ensure it occurs in a sustainable way.

6.10 Future transport policies, proposals and projects should be developed and implemented in order to support the spatial priorities set out in this Plan (see Chapters One and Two). In particular to support:

London's world city status by maintaining and improving its links with the rest of the world, including through taking a balanced and sustainable approach to additional airport capacity in south-east England, (see Policy 6.6 below) and the development of rail and road links between London, neighbouring regions and the rest of the United Kingdom

outer London in increasing the contribution it makes to London's economic success, and to making the capital a better place to live, work, study or visit – in particular supporting the success of its network of diverse town centres and enhancing the contribution these make to the neighbourhoods and communities in surrounding areas (see Policy 2.8)

the development and continued growth of inner London in ways that improve the quality of local environments and enable deprived communities to access jobs and other opportunities and facilities they need

central London's accessibility and environment

the lasting legacy from the Olympic and Paralympic Games

the development of the opportunity areas and areas for intensification identified in Chapter 2 of this Plan

an integrated, environmentally-friendly and sustainable approach to freight and deliveries.

6.11 High quality facilities for easy interchange have a major role to play both in ensuring effective working of transport networks and in shaping the places where they are located. They can also provide new development opportunities, enabling efficient use of land in places with high levels of accessibility – and for development to help contribute to

the cost of new infrastructure. Realising these benefits requires close working between transport providers, local authorities, developers and, where appropriate, the Mayor.

POLICY 6.4 ENHANCING LONDON'S TRANSPORT CONNECTIVITY

Strategic

A The Mayor will work with strategic partners in neighbouring regions to:

a ensure effective transport policies and projects to support the sustainable development of the London city region and the wider south east of England

b develop efficient and effective cross-boundary transport services and policies – including exploring the scope for high speed rail services reducing the need for short- and some medium-haul air travel.

B The Mayor will work with strategic partners to improve the public transport system in London, including cross-London and orbital rail links to support future development and regeneration priority areas, and increase public transport capacity by:

a implementing Crossrail, the Mayor's top strategic transport priority for London (see Policy 6.5 and paragraph 6.21)

b completing upgrades to, and extending, the London Underground network

c developing Crossrail 2

d implementing a high frequency Londonwide service on the national rail network

e providing new river crossings

f enhancing the different elements of the London Overground

g completing the Thameslink programme

h improving and expanding London's international and national transport links for passengers and freight (for example, High Speed 2)

i seeking improved access by public transport to airports, ports and international rail termini

j improving the reliability, quality and safety of inter-regional rail services including domestic services for commuters, while safeguarding services within London

k enhancing the Docklands Light Railway and Tramlink networks

POLICY 6.9 CYCLING

Strategic

A The Mayor will work with all relevant partners to bring about a significant increase in cycling in London, so that it accounts for at least 5 per cent of modal share by 2026. He will:

a identify, promote and implement a network of cycle routes across London which will include Cycle Superhighways and Quietways

b continue to operate and improve the cycle hire scheme

c fund the transformation of up to four outer London borough town centres into cycle friendly 'mini- Hollands'.

Planning decisions

B Developments should:

a provide secure, integrated, convenient and accessible cycle parking facilities in line with the minimum standards set out in Table 6.3 and the guidance set out in the London Cycle Design Standards (or subsequent revisions)
b provide on-site changing facilities and showers for cyclists
c contribute positively to an integrated cycling network for London by providing infrastructure that is safe, comfortable, attractive, coherent, direct and adaptable and in line with the guidance set out in the London Cycle Design Standards (or subsequent revisions)
d provide links to existing and planned cycle infrastructure projects including Cycle Superhighways, Quietways, the Central London Grid and the 'mini-Hollands'
e facilitate the Mayor's cycle hire scheme through provision of land and/or planning obligations where relevant, to ensure the provision of sufficient capacity.

LDF preparation

C DPDs should:

a identify, promote and facilitate the completion of relevant sections of cycle routes including Cycle Superhighways, Quietways and the Central London Grid and local borough routes, in light of guidance from TfL
b identify and safeguard sites for new or expanded cycle docking stations to increase capacity of the Mayor's cycle hire scheme in areas of high usage or operational stress
c identify and implement safe and convenient direct cycle routes to town centres, transport nodes and other key uses such as schools
d implement secure cycle parking facilities in line with the minimum standards set out in Table 6.3 or implement their own cycle parking standards to provide higher levels of provision.