
Secretariat memorandum

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Agenda item 7

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LTW 332

The Draft Mayor's Transport Strategy, the Draft London Plan and the Local Implementation Plan guidance Consultations

1 Purpose of report

- 1.1 To brief members regarding the consultation on the Draft Mayor's Transport Strategy, the Draft London Plan and the Local Implementation Plan guidance and highlight some of the key issues members may wish to explore with Transport for London.

2 Recommendations

- 2.1 Members debate this report and agree a response to the Mayor.

3 Background

- 3.1 The Mayor of London is required by the GLA Act 1999 to have a Transport strategy. In November 2008 the Mayor wrote a very personal view of travel and transport in London entitled 'Way to go!' as a precursor to the statutory process. In May 2009 a more formal consultation was launched entitled, Mayor's Transport Strategy, Statement of intent. This was formally designed for consultation with the GLA family, but the Mayor invited everyone to contribute.
- 3.2 On 12 October 2009 the Draft Mayor's Transport Strategy was formally launched for consultation with a deadline for responses of 12 January 2010.
- 3.3 In parallel to the development of the Mayor's Transport Strategy a similar process has been followed in the production of a replacement London Plan. Again the deadline for comment is 12 January 2010.
- 3.4 Both the Draft Transport Strategy and Draft London Plan look forward to 2031. The third document in the suite of strategies, the Mayor's Economic Development Strategy, has not been commented on because it has less direct relevance to transport users.
- 3.5 Additionally, both Transport for London and London Councils are consulting on the guidance given to the London boroughs prior to their production of Local Implementation Plans (LIPs). London boroughs are required by the GLA Act to produce LIPs which describes how they plan to implement the Mayor's Transport Strategy. They also form the basis for TfL funding of London

borough transport expenditure. The deadline for responding to the draft LIPs guidance is 18 December 2009.

- **Mayor's Transport Strategy**

http://mts.tfl.gov.uk/docs/MTS09_Complete.pdf

- **London Plan** – See Chapter 6 for Transport Section

<http://www.london.gov.uk/shaping-london/london-plan/docs/london-plan.pdf>

- **Local Implementation Plans**

<http://www.tfl.gov.uk/corporate/about-tfl/boroughpartnerships/1474.aspx>

4 Key issues for London TravelWatch

4.1 The following issues are based on the transport challenges faced by London and Londoners as outlined in our transport manifesto:

- A Transport network accessible to all
- A fair deal for travellers on fares
- Health services that everyone can reach
- Room to breathe (reducing overcrowding on public transport)
- Priority for buses (on the road network)
- Transport systems that respect the environment
- Travelling with confidence (reducing the fear of crime and anti-social behaviour)
- Walking with pleasure
- A road network that is fit for purpose

They also follow on from London TravelWatch's previous contributions to A 'Way to go!' and 'The Mayor's Transport Strategy, Statement of Intent'.

5 Mayor's Transport Strategy

5.1 London's population is forecast by 2031 to grow by 1.3 million and employment by 750,000 over the period of the Transport Strategy and London Plan. Great reliance is placed on huge increase in rail based public transport (see appendix). Some projects have commenced, some have identified funding, but others are aspirational. Specifically the Crossrail 2 (Chelsea to Hackney) and the Bakerloo line southern extension are very substantial capital projects which are as yet unfunded. These and other capital projects (see appendix) are needed to provide the capacity that is forecast to be required by 2031.

5.2 In the current economic climate, public finances are likely to be under considerable pressure in the foreseeable future. This can be evidenced in the London and Transport context by the recent TfL Business Plan 2010/11 which has seen pressure on investment. Members may wish to know if there is a realistic likelihood of schemes being delivered which currently do not have committed funding. The appendix details the list of schemes in both the Plan

and Strategy, which have no committed funding at the time of writing. Of these unfunded schemes the majority are rail schemes and a number have a capital investment cost in excess of £1 billion.

London TravelWatch concern – how realistic is the deliverability of this scale of investment when compared to current levels of public spending on transport?

- 5.3 Previous analysis by TfL contained in Transport 2025 it was suggested that prior to the opening of Crossrail 1 and other rail based capacity there would be a requirement for an additional 40% increase in bus services to meet demand. The recently released TfL 2010/11 business plan shows bus kilometrage declining from 485.5 million in 2009 to 478 million km in 2018. In the previous business plan over the same period an increase of 3% was forecast between 2009 and 2018.

London TravelWatch concern – how will the demand for transport be met prior to the implementation of Crossrail 1 in 2017?

- 5.4 The Transport Strategy makes it clear that congestion levels on London's roads will increase over the life of the plan, even with the proposed public transport infrastructure, better management of the road network and with huge increases in cycling. In addition with the exception of some addition cross river links in East London there is virtually no investment in new road infrastructure.

London TravelWatch concern – is it realistic to plan for virtually no new road infrastructure between now and 2031? What measures will be used to mitigate the impact and expense of congestion on buses?

- 5.5 The strategy suggests that measures to smooth traffic flow will benefit travellers. However, without complementary traffic management the benefits of smoothing traffic may be eroded if it encourages other additional journeys. Smarter travel initiatives are suggested as a way of reducing demand on the road network. However, researchers into smarter travel insist that without complementary measures the benefits of smarter travel initiatives will be eroded by others using any freed up road space (<http://www.dft.gov.uk/pgr/sustainable/smarterchoices/ctwwt/smarterchoiceschangingtheway5769>).

London TravelWatch concern – that it will not be possible to maintain the reductions in congestion without additional measures to lock-in the benefits.

- 5.6 Bus services in London have benefited from the 'the London Bus Initiative's' support for substantial increases in bus priority. The evidence is that this has protected bus service performance from delays caused by increasing congestion on London's roads. In addition to the performance benefits of bus priority schemes, the operational costs of running bus services can be reduced by the implementation of bus priority.

London TravelWatch concern – that there is not sufficient emphasis on bus priority measures.

- 5.7 Transport users do not recognise governmental or any other boundaries. They want a consistent level of service across London. It is important that the Mayor's Transport Strategy sets out clear and consistent policies that will improve transport in London and both advocates for these policies and sets priorities. It is important that the borough LIPs are consistent with the Mayor's Transport Strategy and funding supports the transport strategy priorities.

This is particularly important in promoting bus priority where there is most benefit from whole route priority across the different borough / highway authority boundaries and where there are many local political difficulties in reallocating road space from its present use. The new LIP guidance seems not to prioritise bus priority – indeed it does not appear in the list of high profile outputs whereas street trees and electric cars do.

London TravelWatch concern – that there are not enough incentives for bus priority in the LIPs guidance.

- 5.8 The strategy highlights the importance of partnership working with the NHS to improve access to health, but no specific policies or proposals are promoted in the draft Strategy.

London TravelWatch concern – given the levels of trips generated by health service related journeys, but no specific.

- 5.9 Further tram schemes do not appear to have been included in the Draft Mayor's Transport Strategy but the West London and Cross River trams would appear to offer solutions in the corridors in which demand has been identified.

London TravelWatch concern – that the potential for new tram lines does not appear to have been considered amongst the solutions to future transport demand.

- 5.10 The Draft Mayor's Transport Strategy places considerable emphasis on the potential of both walking and cycling. Particularly in the latter's case it is only projected to form 5% of journeys and therefore does not represent a substantial solution to London's transport needs. Walking is forecast to increase by 1% from 2006 levels. While welcome, the emphasis on schemes such as the cycle hire or superhighways may detract from more substantive solutions to London's transport needs.

London TravelWatch concern – that there is very significant emphasis on walking & cycling, along with rail schemes but that the balance with other modes may have been lost.

6 London Plan

- 6.1 Chapter 6 of the London Plan sets out how transport in London will deliver the objectives of the London Plan. Although the London Plan's coverage of transport is shorter, in a number of areas it appears to give more detail on transport schemes. Most obviously the list of schemes in the London Plan contains subtle differences from the Transport Strategy. Some schemes are included in the London Plan such as Edgware Station remodelling, but are not

in the Draft Mayor's Transport Strategy. Whereas in the case of DLR and Bakerloo line extensions the London Plan details possible route options which are not present in the Draft Mayor's Transport Strategy.

London TravelWatch concern – that there appear to be differences between the two documents and it is uncertain how they are to be treated in terms of policy priority.

7 Local Implementation Plans Guidance

- 7.1 London is now well placed in terms of accessible buses. London has a great network of bus services and every bus in London is low floored and has a space for wheelchairs. This is an important achievement as buses will continue for many years to be the only form of public transport in London that can be accessible to almost all. The Underground and National Rail will take much longer to achieve this and some stations may never be fully accessible. However, to be truly accessible all London's boroughs will have to install accessible bus stops. In the TfL Business Plan it is only planned that in 2018 65% of bus stops should have accessible footways, in the 2008/9 plan this figure was 76%.

London TravelWatch concern – that there is not more emphasis on bus priority in the LIPs guidance.

8 Equalities and inclusion implications

- 8.1 The Mayor Transport Strategy must comply with all relevant equalities legislation. London TravelWatch has a particular remit to consider the needs of disabled users.

9 Legal powers

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

10 Financial implications

- 10.1 There are no financial consequences for London TravelWatch.

Appendix – List of Schemes in the Draft Mayor’s Transport Strategy and London which are currently unfunded

Draft Mayor's Transport Strategy			Draft London Plan		
Scheme	Description	Scheme Cost	Scheme	Description	Scheme Cost
Rail					
Airtrack	Link South West Trains network to Heathrow (part-funded)	M	Airtrack	Link South-West trains network to Heathrow (progressing towards TWA Inquiry)	M
Chelsea Hackney line (Crossrail 2)	Enhanced southwest London – northeast London capacity and connectivity	H	Chelsea Hackney line (Crossrail 2)	Enhanced South West London – North East London capacity and connectivity. Scheme detail to be reviewed to ensure maximum benefits and value for money.	H
Crossrail 1	Westerly extension(s) and/or increased frequency west of Paddington	M	Crossrail 1	Westerly extension(s) potentially to Reading / Milton Keynes / Watford / Staines (via Airtrack) and/or additional services to Heathrow and West Drayton. Easterly extension from Abbey Wood to Gravesend	M
Crossrail 1	Easterly extension	M			
Great Eastern	Further capacity increases	L	Great Eastern	Further capacity increases	L
Great Northern	Further capacity increases	L	Great Northern	Further capacity increases	L
Great Western	Electrification	H	Great Western	Electrification and Crossrail services	H
High Speed 1	International services stopping at Stratford	L	High Speed 1	Enhanced domestic services and International services stopping at Stratford. Direct services to a wider range of European destinations (making use of new European infrastructure)	L
High Speed 1	Direct services to a wider range of European destinations (making use of new European infrastructure)	L			

Draft Mayor's Transport Strategy			Draft London Plan		
Scheme	Description	Scheme Cost	Scheme	Description	Scheme Cost
High Speed 2	London to the west Midlands, north of England and Scotland. Scheme under development	H	High Speed 2	London to the West Midlands, North of England and Scotland. Scheme under development	H
Improved access to enhanced rail services	For example, enhanced bus services and interchange at selected Crossrail and/or Thameslink stations	L	Improved access to enhanced rail services	For example, enhanced bus services and interchange at selected Crossrail and/or Thameslink stations	L
Improved rail freight routes	Rail link from Barking to Gospel Oak line to West Coast Main Line	M	Improved rail freight routes	New rail link from Barking to Gospel Oak Line to West Coast Mainline	M
Improved rail freight terminals to serve London	New and/or expanded rail freight terminals to serve London	L	Improved rail freight terminals to serve London	New and/or expanded rail freight terminals to serve London	L
London Overground	Further train lengthening	L	London Overground	Train lengthening. Diversion of Watford Junction services to Stratford (instead of Euston) to release capacity for High Speed 2 at Euston	L/M
London Overground	Diversion of Watford Junction services to Stratford (instead of Euston) to release capacity for High Speed 2 at Euston	M			
London Overground	Barking to Gospel Oak line – electrification and train lengthening	L			
Rail termini enhancement	Passenger congestion relief/onward movement capacity enhancement works. Schemes under development	M	Rail termini passenger congestion / onward movement works	Schemes under development	M
South central London	Further capacity increases	M	South Central London	Further capacity increases	M
Southeast London	Further capacity increases	M	South East London	Further capacity increases	M
Southwest London	Further capacity increases	M	South West London	Further capacity increases	M
Strategic interchanges	Programme of schemes under development	M	Strategic Interchanges development works	Programme of schemes under development	M
Thameside south Essex	Further capacity increases	M	Thameside South Essex	Further capacity increases	M

Draft Mayor's Transport Strategy			Draft London Plan		
Scheme	Description	Scheme Cost	Scheme	Description	Scheme Cost
Thameslink	Expand 12-car capability coverage	M	Thameslink	Expand 12 car capability coverage	M
West Anglia	Lea Valley four-tracking leading to increased frequencies to Stansted and local service to Stratford	H	West Anglia	Lea Valley 4-tracking leading to increased frequencies to Stansted and local service to Stratford	H
West Coast	Further capacity increases	L	West Coast	Further capacity increases	L
Tube					
Northern line	Developer-led extension: Kennington to Battersea to support the regeneration of the Battersea/Nine Elms area	M	Northern line	Developer led extension: Kennington to Battersea to support the regeneration of the Battersea/Nine Elms area (see Policy 6.5)	M
Croxley rail link	Metropolitan line link to Watford Junction	M	Croxley rail link	Metropolitan line link to Watford Junction	M
Bakerloo line	Bakerloo line southern extension; scheme and route under development	H	Bakerloo Line	Northern extension to Watford Junction (replace Overground north of Queens Park) Southern extension to Hayes via Peckham and Lewisham – scheme and route under development	H
			Edgware Road station remodelling	Redesign of tracks around Edgware Road to improve capacity and network resilience	M
Core asset renewal	Programme of core asset renewal to lock-in benefits from the upgrades and maintain assets in a state of good repair	H			
Further Tube station congestion relief schemes	Targeted station capacity expansion programme	H	Tube station congestion relief schemes	Congestion relief schemes at Victoria, Tottenham Court Road, Bond Street, Bank (partially funded) and Paddington (Hammersmith & City line)	H
DLR					
			Extension: Gallions Reach - Dagenham Docks	Currently unfunded, ongoing discussion with DfT	M

Draft Mayor's Transport Strategy			Draft London Plan		
Scheme	Description	Scheme Cost	Scheme	Description	Scheme Cost
Further DLR network enhancements	Potential extensions and/or capacity increases	M	Further DLR Extensions	Following potential routes: Bank to Victoria Stratford International to Walthamstow Central via Leytonstone Stratford International to Walthamstow Central via Leytonstone Lewisham to Catford/Catford Bridge/ Hither Green Hayes/Beckenham via Catford	M
Tramlink					
Tramlink further enhancements	Potential extensions and/or capacity increases	L/M	Increased Capacity	Higher frequency on current network, including two-tracking Croydon - Wimbledon section and improved signalling	L
			Network extensions	Potential routes include: Beckenham Junction to Bromley Wimbledon to Sutton	M
Cycle					
London Cycle Hire Scheme enhancement	Expansion of area covered and/or additional bikes in London Cycle Hire Scheme	L	Central London cycle hire scheme enhancement	Potential expansion of area covered and/or additional bikes in central London cycle hire scheme	L
Walking and the Urban Realm					
			New pedestrian bridge(s) across River Thames in central		
Roads					
Further gyratory, one-way system and bottleneck improvement works	Works to improve facilities and conditions for pedestrians and cyclists, and to smooth traffic flow	M			
River Services & River Crossings					

Draft Mayor's Transport Strategy			Draft London Plan		
Scheme	Description	Scheme Cost	Scheme	Description	Scheme Cost
New vehicle ferry between Gallions Reach and Thamesmead	To be implemented in advance of a potential fixed link	L	New vehicle ferry or link between Gallions Reach and Thamesmead		L
New walk/cycle Thames crossings	Including schemes in central London and walk/cycle links to access Isle of Dogs from east and west	M			
New and enhanced road vehicle river crossing(s) in east London (package of measures)	Programme of works under development to improve cross-Thames links in east London	M			