TRANSPORT FOR LONDON

ENVIRONMENT AND PLANNING PANEL

SUBJECT: UPDATE ON SUB-REGIONAL TRANSPORT PLAN DEVELOPMENT

DATE: 21 OCTOBER 2009

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1   PURPOSE

1.1   There is a policy commitment within the Mayor's Transport Strategy (MTS) to develop sub-regional transport plans for the five sub regions of London. This paper provides an overview of the development of these plans.

2   BACKGROUND

2.1   The Mayor has made clear that he expects to see a much closer working relationship between TfL and the boroughs. TfL needs to:

"listen and learn from the boroughs....help them achieve their objectives and... negotiate solutions that will benefit the whole of London."

(Way to Go, p12, Nov 2008)

2.2   The London sub-regional approach is one of the key ways in which TfL is hoping to achieve this. TfL, in conjunction with the GLA and LDA, has been working closely with the London boroughs to develop an integrated approach to sub-regional transport development and land use planning based around five sub-regions (central, north, south, east and west London).

Figure 1: The Five London Sub Regions (with "fuzzy" boundaries)
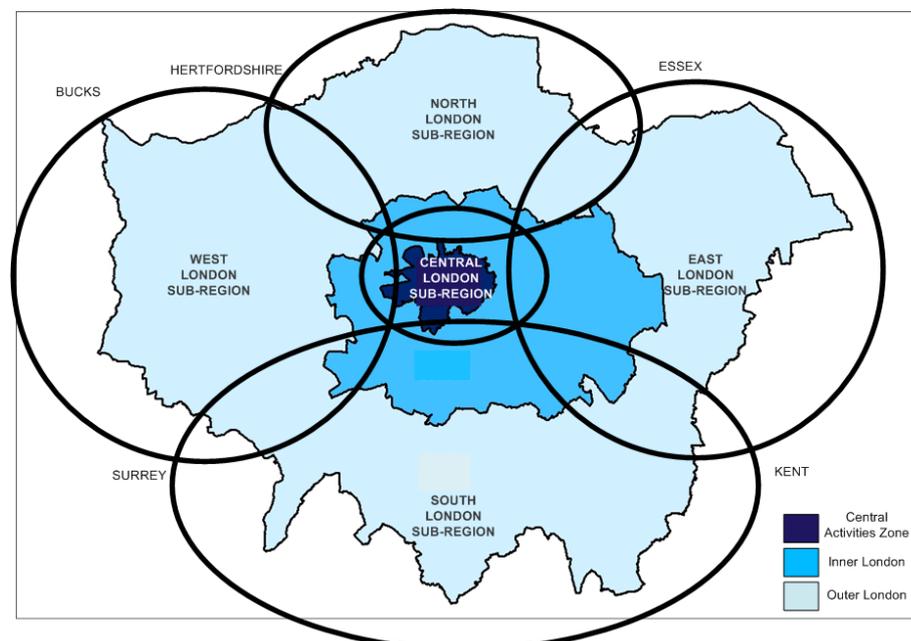
2.3　The approach includes:

(a) Development of sub-regional Transport Plans to provide a cohesive link between boroughs' Local Implementation Plans (LIPs) and the MTS;
(b) Development of sub-regional modelling frameworks to support development of sub-regional plans and ongoing scheme development assessment; and
(c) Importantly, a TfL Ambassador for each region to improve TfL and borough liaison and collaboration.

2.4　The London sub-regional approach will be used to connect the high-level Mayoral strategies for spatial planning, transport and economic development, to the local level planning within boroughs as shown below.

Figure 2: The relationship between the Mayor's Transport Strategy, the Sub-Regional Transport Plans and other key planning documents
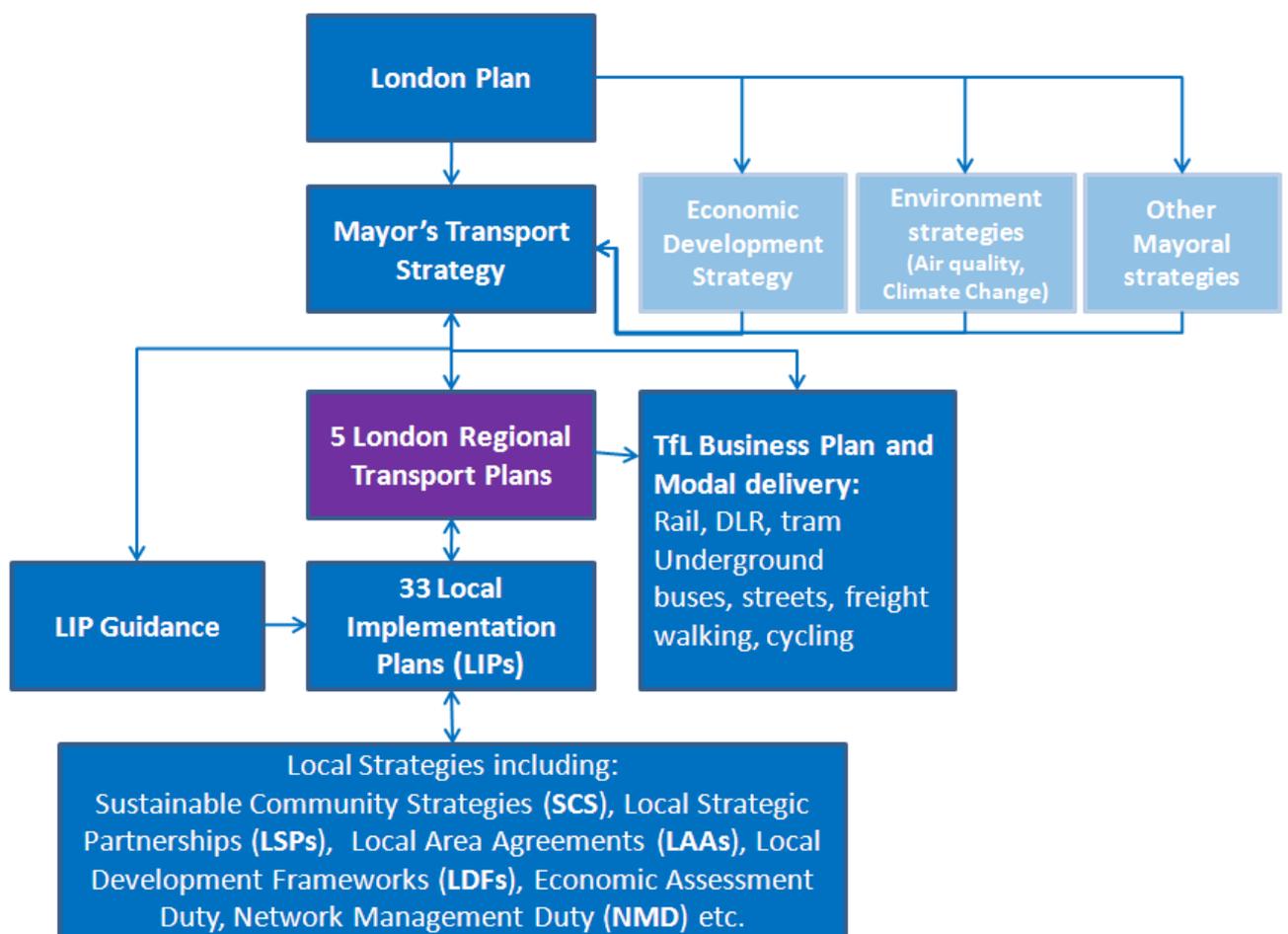
3　SUB-REGIONAL MODELS

3.1　An important aspect of the London sub-regional work is the development of five multi-modal sub-regional models (for central, north, east, south and west London) to complement TfL's London-wide strategic models and more detailed operational models. These, along with an enhanced analytical capability, will help provide a more robust framework for assessing schemes and development. These models will also enable the assessment of cumulative impacts of separate proposals to be better understood. TfL is on track to deliver two sub-regional models this year (central and

north) and the other three (south, east and west) by the end of 2010. The sub-regional models will be used to assess highway and public transport demand.

3.2 The sub-regional models and additional analysis will help the development of sub-regional transport plans for each region.

4   SUB-REGIONAL TRANSPORT PLANS

4.1 The role of the sub-regional transport plans is to set out a clear and agreed understanding of the challenges and priorities for each sub-region and then identify what policies and interventions should be prioritised. The work to date has helped identify the challenges in the sub regions which have informed the MTS. Key schemes to help address congestion and overcrowding problems, as well as improve connectivity, have been identified through the MTS and sub-regional work (for examples see Appendix 1). The sub-regional transport plans will map to MTS policies and proposals and detail what the policies and proposals of the MTS mean for each sub-region. This will include the identification of schemes of sub-regional importance. Appendix 2 provides two potential examples of how MTS policies and proposals could be translated to a sub-regional level.

4.2 The sub-regional transport plans will also provide a framework for more detailed modal planning and delivery and act as a bridge between the MTS and local delivery through LIPs. They will be dynamic documents that influence LIPs and third party funding, as well as helping to determine priorities for TfL's future annual Business Plans. The sub-regional transport plans are being developed in conjunction with boroughs and other key stakeholders.

4.3 In summary sub-regional transport plans will:

(a) Improve information to support decision making (existing and forecast data, highlighting key challenges for the region and supporting LIPs submissions);
(b) Provide information to support TfL modal delivery (Surface Transport, London Rail and London Underground);
(c) Provide a mechanism to coordinate and lever third party funding (e.g. National Rail's High Level Operating Strategy (HLOS) 2, section 106, Community Infrastructure Funding and Community Infrastructure Levy);
(d) Provide policy support for key initiatives (e.g. Opportunity Area Planning Frameworks, Transport and Works Act submissions and Planning Applications); and
(e) Influence TfL's future Business Plans, particularly post 2017, with regard to new schemes.

5   NEXT STEPS

5.1 TfL Planning has set up regional teams which have up to now been focusing on engaging with the boroughs to understand their challenges and to feed into the development of the MTS.

5.2 To fit with the boroughs' preparations for LIPs it is intended that the sub-regional transport plans are produced in summer 2010. The next step for this involves a

meeting with London Councils Transport and Environment Committee on 12 November followed by stakeholder workshops for each sub-region in November. The objective of these sessions is to review how the MTS shapes the sub-regional work, discuss key policies and proposals and set out the next steps in developing sub-regional transport plans, in particular whether the boroughs want wider engagement on the plans.

5.3   Following this, an initial "Sub-regional Challenges and Issues" document is planned for December to help boroughs in preparing their LIPs and TfL in considering its modal priorities.

5.4   Each sub-regional plan will be based on the modelling and analysis work, including borough data, for each sub region. In addition, each plan will have an accompanying Strategic Environmental Assessment or Integrated Impact Assessment. To ensure consistency and efficiency in preparation, the intention is that these will be built upon the same assessment framework as that used for the MTS.

6   RECOMMENDATION

6.1   The Panel is asked to NOTE this paper.

7   CONTACTS

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Example of sub-regional analysis for the south sub-region

TfL Planning has completed detailed analysis of the challenges and issues within each of the five sub-regions. The boroughs and sub-regional partnerships have been engaged in this process through regular liaison with officers and members. This has included an analysis of the stresses and strains faced by the key places and corridors identified in each region, both now and in the future. This analysis has highlighted problem areas and has informed some of the priority places and possible policies and schemes that will help address the problems associated with high levels of congestion, crowding and poor connectivity.

The example on the following pages illustrates the analysis completed for the south sub-region. In particular it shows:

Figure A: the process of moving from the strategic modelling output for crowding, congestion and connectivity;

Figure B: The detailed connectivity for one of the south sub-region's four metropolitan town centres (Croydon); and

Figure C: A map showing the "priority" corridors in the sub-region.

The section concludes with an initial view of the potential solutions to the identified issues.

Figure A: Modelling output for levels of congestion and connectivity along public transport and road corridors between key places in the south sub-region

South - 2026 - Met Centres

sorted by level of concern

From	To	Demand – all modes (am peak)	% PT mode share	PT Crowding (4)	'Speed' (5) (km/h)	Netwk Length / crow flies	Journey Time (unpenalised)	Total Wait Time (mins)	Interchanges	HW Congestion (1)	Average Speed (2) (km/h)	Approximation Speed (3)	Journey Time (congested)	Netwk Length / crow flies	Overall Level of concern
Bromley	Canary wharf	98.2	83%	1.2	18.1	1.8	36.8	5.2	2.0	3.2	13.2	8.9	76.5	1.5	3
Canary wharf	Bromley	6.0	37%	1.1	15.2	1.5	43.9	10.5	2.5	2.5	17.9	11.4	59.6	1.6	3
Bromley	Clapham Junction	18.8	64%	1.2	22.7	1.6	37.8	6.4	2.0	2.3	14.7	11.6	74.3	1.3	3
Clapham Junction	Bromley	8.2	15%	1.0	21.8	1.6	39.5	4.3	1.0	2.2	15.2	12.0	71.6	1.3	3
Bromley	Victoria	247.3	99%	1.2	28.9	1.2	31.0	4.5	1.0	2.3	13.6	10.6	83.8	1.3	3
Victoria	Bromley	53.9	99%	1.0	27.5	1.3	32.5	3.0	-	1.9	17.1	12.8	69.4	1.3	3
Croydon	Bank	895.0	99%	1.2	35.1	1.2	26.2	4.6	2.0	2.5	11.9	9.5	98.5	1.3	3
Bank	Croydon	32.5	96%	1.0	33.1	1.2	27.8	4.3	1.0	1.9	15.0	11.3	82.6	1.3	3
Croydon	Canary wharf	812.2	99%	1.3	29.7	1.5	30.8	4.4	2.0	2.6	13.0	8.2	113.4	1.6	3
Canary wharf	Croydon	86.8	97%	1.0	32.2	1.2	28.4	5.8	2.1	2.4	17.0	9.1	102.1	1.9	3
Kingston	Bank	406.8	99%	1.3	30.1	1.3	36.9	5.0	2.0	2.8	12.3	10.0	113.8	1.2	3
Bank	Kingston	13.4	96%	1.0	23.9	1.4	46.5	6.5	2.5	2.1	16.6	13.7	83.2	1.2	3
Kingston	Canary wharf	404.8	99%	1.3	29.3	1.3	45.0	4.4	2.0	2.7	12.5	9.2	145.0	1.4	3
Canary wharf	Kingston	32.4	96%	1.1	26.4	1.2	50.0	8.6	1.0	2.5	14.0	10.6	126.4	1.3	3
Sutton	Bank	255.0	98%	1.2	25.2	1.3	43.0	5.9	2.0	2.6	11.1	9.2	118.0	1.2	3
Bank	Sutton	3.9	88%	1.0	22.1	1.3	49.3	5.1	1.0	2.0	15.8	13.4	81.0	1.2	3
Sutton	Canary wharf	314.3	99%	1.2	24.3	1.5	48.5	6.6	2.5	2.4	13.3	8.2	144.0	1.6	3
Canary wharf	Sutton	5.9	85%	1.0	25.8	1.3	45.6	11.1	2.6	2.3	13.6	9.7	120.7	1.4	3

Figure B: Detailed representation of corridor analysis for Croydon (2006)

Public Transport

Highway

Relative Scoring System:
Easy access ▮ (green)
Intermediate access ▯ (orange)
Low levels of access ▮ (red)
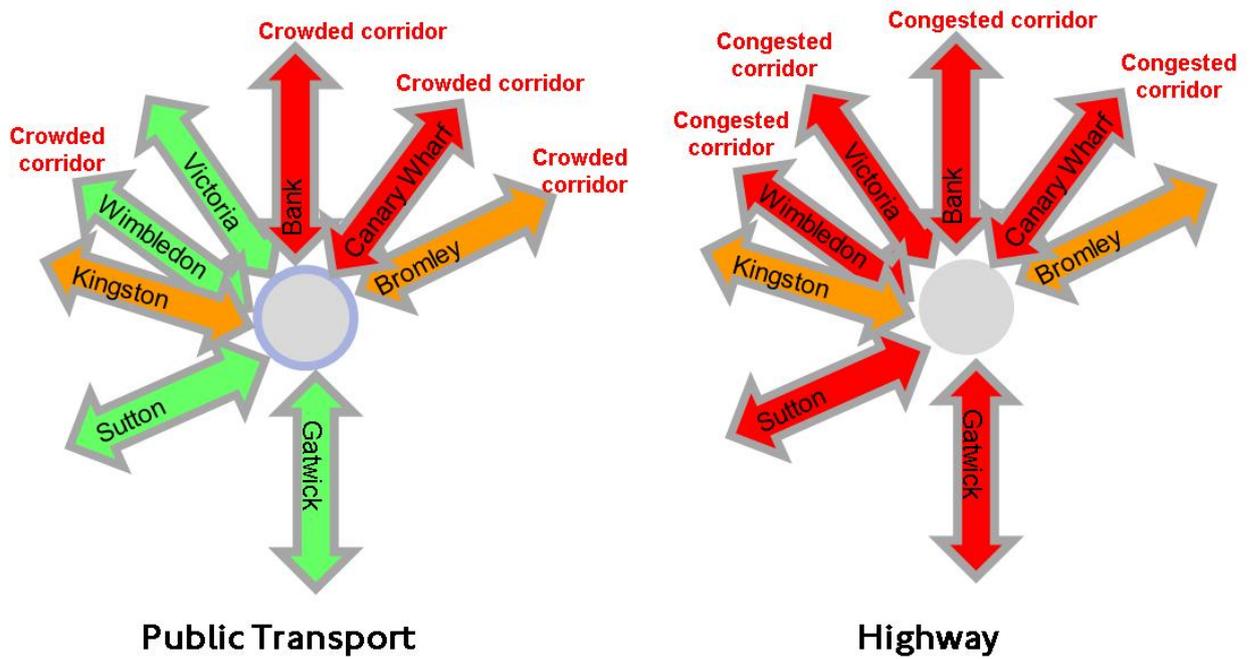
Figure C: High priority corridors in the south sub-region

South London High Priority Corridors

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Transport for London
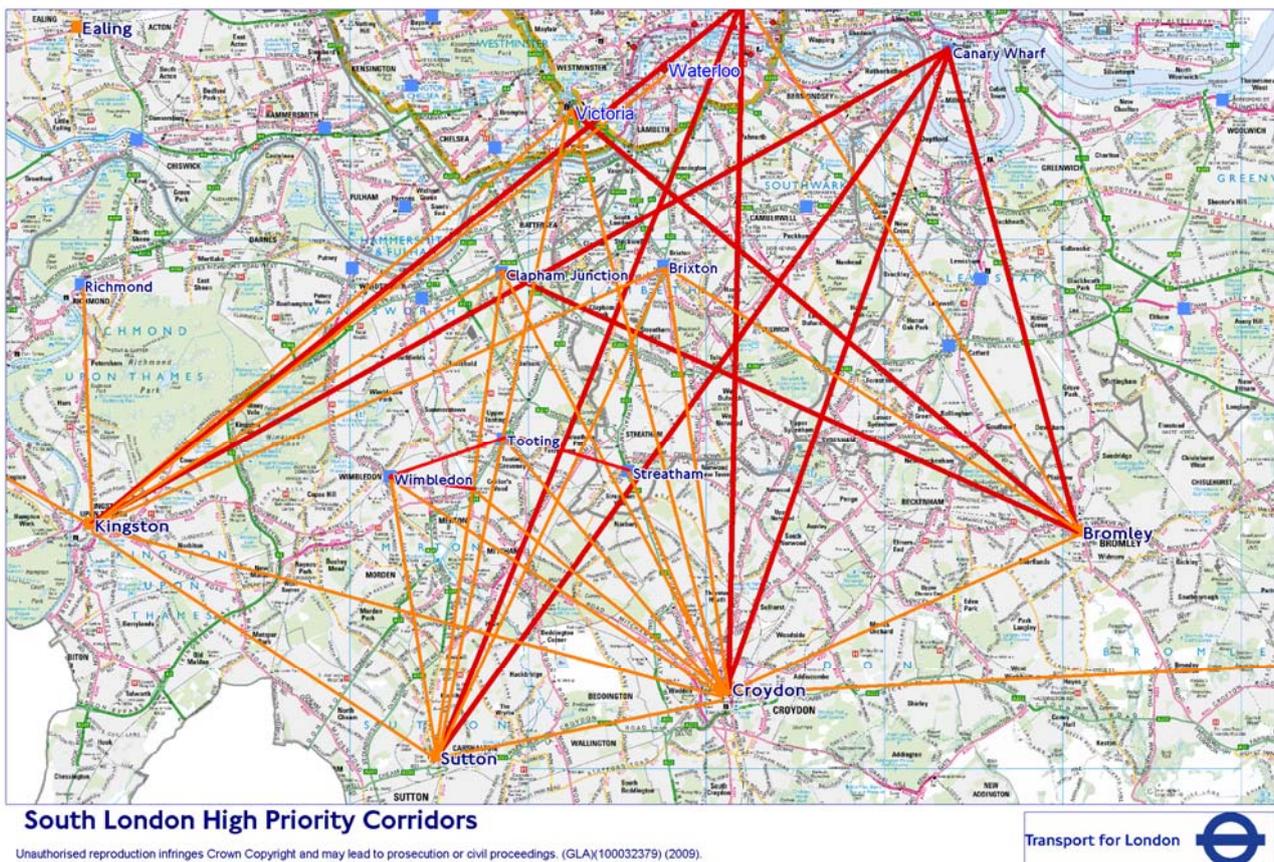
Following this initial analysis of the priority places and corridors in the sub-regions, further work is underway to identify possible solutions to the issues identified that are consistent with the goals and policies set out in the Mayor's Transport Strategy. In this example, the analysis identified key challenges relate to managing/minimising crowding/congestion and making good use of the road network, improving connectivity, and improving access to town centres. In addition to possible schemes, the sub-regional analysis will also address other non-engineering based options such as information, the role of behavioural change, parking policies etc.

Indicative examples of possible schemes and solutions that could be tested further in the south, including more detailed modelling when the sub-regional models are available, include:

- Role out Smarter Travel across the south sub-region, cycle hire, Park and Cycle schemes;

- Northern line extensions to Battersea Nine Elms, A23 corridor improvements, the Bakerloo line extension;

- Capacity on National Rail (South West Trains, South Eastern, South Central) – longer trains (as per HLOS2);

- Interchange improvements at East and West Croydon, Clapham Junction, Wimbledon and Vauxhall;

- Airtrack, X43 orbital bus frequency; and

- Tramlink extensions (Bromley-Croydon, Sutton-Wimbledon), East London Line extension to Sutton.

Potential examples of mapping MTS policies/proposals to the sub-regional level

Example of a behavioural change/ mode share policy

Whilst there is one specific policy that makes explicit reference to increasing the mode share of public transport, walking and cycling (Policy 11), there are several other policies in MTS that make implicit reference to the role of "sustainable modes" such as walking, cycling and public transport, e.g. Policies 3, 5, 8, 9 and 17. With the case of cycling, the Strategy also sets out a desire to increase the mode share to 5 per cent of all trips in London (or a 400 per cent increase on 2000 levels). The Strategy goes on to set out current, future potential, and policy recommendations for cycling in central, inner and outer London (Proposals 50 to 57). However, as is appropriate for the MTS, the Strategy does not set out more detailed recommendations for delivery at a sub-regional level - this will be addressed in the sub-regional transport plans.

The sub-regional transport plans will identify the "cycling potential" in each sub-region, based upon current trip patterns and mode share. It will help identify the barriers and challenges to cycling in the sub-region and which of the suite of proposals could be appropriate for implementation. For example, if there are a large number of short trips made by car in a region, despite services and opportunities being relatively accessible by walking and cycling, these are trips which could be transferred through better information and smarter travel initiatives, as well as improvements in the urban realm and safety.

Example of a strategic scheme based proposal

In MTS there is reference to the Mayor and TfL supporting the development of a national high-speed rail network (Proposal 4). Amongst other considerations, it proposes that a London terminal should be centrally located and well-connected to the existing public transport network, with Euston currently considered best at meeting these criteria. The benefits of high-speed rail are predominantly considered at a national and Londonwide level, however, the impacts of onward passenger distribution are particularly important for the area around a terminal or station. This is an issue that is relevant at a sub-regional level and will therefore be addressed in the sub-regional transport plans.

In the case of high-speed rail, the Central London sub-region will be particularly interested in analysing the impact and possible options for onward passenger transfer from Euston. This could include station capacity, as well as analysis of increases in demand on the Tube and bus networks. Furthermore, there are also issues that High Speed 2 Limited is testing relating to possible interchange opportunities with Crossrail. This will have an impact on the sub-region where a potential interchange could be located. For instance, one possible option that has been presented is a site at Old Oak Common (LB Hammersmith and Fulham on the border of the West and Central sub-regions). The implications of such a station would be much greater than at a borough level, with regeneration, connectivity and onward distribution issues for the sub-regions. The sub-regional transport plans for these regions could potentially evaluate the impact of such a scheme and suggest complementary measures to support it if it is considered appropriate.