

Priorities for Transport in a Growing London

Event summary • January 2017



ARUP

About this briefing

The Mayor's Transport Strategy (MTS) sets out London's transport needs over the next 30 years, with consideration for housing, public health and economic development. The MTS also details Transport for London's (TfL's) delivery priorities and proposed funding mechanisms, providing a framework for boroughs and other delivery partners.

With a new MTS expected in autumn 2017, Future of London and TfL, with support from Arup, developed the Priorities for Transport in a Growing London series. Taking place in November and December 2016, the three events brought together expert speakers and cross-sector workshop participants to look at London's emerging transport priorities and how the MTS can deliver them.

The sessions were themed, exploring transport and the growth agenda, major infrastructure and local projects. Some overarching themes emerged, including transport's role in unlocking housing and employment, links between transport and public health, finance and delivery strategies, and opportunities and challenges for boroughs. This briefing captures the discussions, which will shape TfL's input into the MTS.

MTS priorities

London's new administration is establishing new ways of thinking about the city's future, and the MTS is one way London can confirm its priorities. The MTS will build on the Mayor's manifesto, [A City for All Londoners](#), with a core objective to build a fairer city.

Accessibility. While recent new infrastructure has helped connect and grow London, accessibility of existing infrastructure has been neglected. Investing in an accessible public transport network and public realm will be a priority; for the first time, the MTS will take a strategic view of accessibility across London.

Healthy Streets. Adopting a Healthy Streets approach, which promotes an inclusive built environment conducive to walking and cycling, will further thread accessibility into London's urban fabric. Walking and cycling is also integral to improving public health. London's new Walking and Cycling Commissioner will see that this is delivered.

Air quality. Air pollution is hugely affected by transport. The Mayor aims to bring the central London Ultra-Low Emissions Zone (ULEZ) into operation a year earlier than planned and to expand it to the north and south circulars. Hybrid buses will play their part.

Affordability. As the cost of living continues to rise, initiatives such as fare freezes and the bus hopper ticket keep transport affordable. The MTS will recognise the role of

London's buses as an accessible, flexible public transport option, particularly for outer London where being able to quickly deliver connectivity and orbital routes will support growth.

Budgets. As budget cuts affect TfL and boroughs, delivering improvements and additions to the transport network requires new sources of funding. TfL alone needs £3.4bn of income to deliver its goals and operations in coming years.

Alongside cost-saving measures such as reforming TfL's board and management structure, a substantial amount of income is expected to come from developing high-quality housing and mixed-use schemes on TfL's extensive property portfolio throughout London.

"Transport is a hugely powerful tool to take us forward on so many issues, from the economy to housing to health. The Mayor's Transport Strategy will set a high-level vision for transport that's greener, more affordable, and has a central role in achieving the mayor's wider vision for London."

Val Shawcross
Deputy Mayor for Transport

Transport and growth

As the city's population rises towards 10 million – while over one million commuters enter or leave the city daily and over 30 million visitors arrive yearly – pressure is mounting on London's transport.

There's a limit to how much capacity can be added to existing services and growth can't be accommodated on the road network alone.

Furthermore, while sizeable areas around the Lea Valley, Thames Gateway and Heathrow are expected to absorb significant growth, they lack adequate transport networks (see 'growth areas' map below). London needs new infrastructure.

Major schemes. In the short to medium term, East London and the Thames Gateway will see greater connectivity. The Silvertown river crossing will be part-funded by user charges. Barking Riverside will have an Overground extension subject to funding. The Mayor also supports a Rotherhithe pedestrian and cyclist bridge, linking Southwark to Canary Wharf, and extending the DLR to Thamesmead.

High-profile, long-term schemes HS2 and Crossrail 2 are not committed, but consultations and feasibility discussions with stakeholders continue. Closer to becoming a reality is the Bakerloo Line extension, with Mayoral commitment for a route to Lewisham via Old Kent Road.

Local schemes. Sitting between major and community-level transport projects, buses are the workhorse of London, carrying more passengers than other TfL-owned public transport modes combined. Buses can also respond quickly and flexibly to population growth in areas otherwise lacking public transport – strong reasons to prioritise buses across London.

Local walking and cycling schemes and non-infrastructure projects have an equally important role to play. Borough leadership in these areas is essential, whether through small-scale infrastructure initiatives or social measures like behaviour change programmes and user charging.

Transport and development

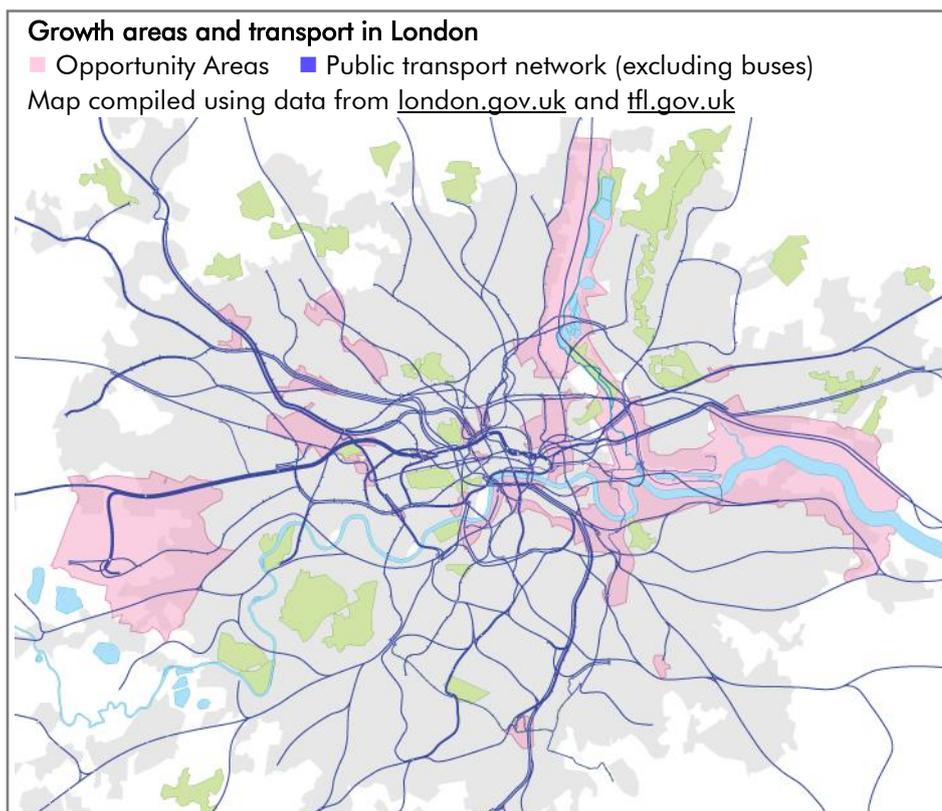
Developing public land. TfL has identified over 50 opportunities to use its own land as a catalyst for growth over the next decade, bringing in £1.1bn of income. These properties – largely in Zones 1 and 2 – can provide 10m sqft of residential and commercial space, with more opportunities to come in outer London.

Accounting for both TfL and other sites, London has over 300 potential locations for transport-oriented development (TOD), while rail devolution could bring additional 'station intensification areas'.

Land near stations has premium value and can fund development. This is particularly important given the constraints to London's ability to grow out: higher densities are necessary to accommodate more homes and employment spaces.

MTS role. London has been slow to capture land value. Sites tend to have unique constraints and often multiple owners, adding complexity to development. The new MTS should cut through this complexity and offer a framework for delivery, bringing together multiple disciplines and financing tools, such as planning, design, corporate finance, land sales, retail revenue and taxes.

Schemes could range from large-scale projects such as Old Oak Common (see case study overleaf) to single over-station developments. Common to cities in Asia but rare in London, over-station development offers good prospects for intensification and income. The new MTS should prescribe a way of doing over-station development that works for London. Alongside this commercial approach, as a public service provider TfL must ensure schemes integrate communities and support exemplar placemaking.



"The traditional approach to funding infrastructure has changed. The expectation that government can pay for everything has gone. We need to find a way to fund transport and deliver the outcomes the city needs. The catchment area around stations in London has premium commercial and residential value – but we haven't been good at capturing this to pay for transport infrastructure. Tapping into this and maximising its benefits in a reasonable, acceptable way that works for the different contexts of inner and outer London is a big opportunity."

Richard de Cani
Planning Leader, Arup

Creating a transport hub at Old Oak Common

Old Oak Common is located at the intersection of Crossrail and the proposed HS2 route. New transport infrastructure – including three new and two upgraded stations – will establish the area as a major transport hub. This will allow Old Oak to support a new mixed-use neighbourhood with potential to bring 25,500 homes and 65,000 jobs over the next 30 years.

In addition to new public transport stations, Old Oak Common will connect with neighbouring areas through the Grand Union Canal, new bridges and an improved Wormwood Scrubs.

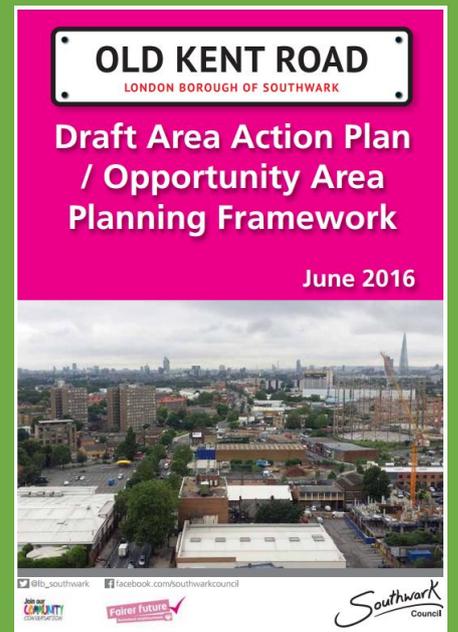
Old Oak has secured a pipeline of 10,000 homes for the next five to 10 years. However, additional financing is needed to stimulate development 10 to 20 years into the future.

Borough impact

Opportunities. While TOD can bring income for TfL and landowners, boroughs also stand to gain. For example, a Bakerloo Line extension to Lewisham via Old Kent Road will bring 20,000 to 30,000 homes to Southwark and Lewisham, in addition to opportunities for employment and education.

Anticipating the Bakerloo Line along Old Kent Road

The Old Kent Road Area Action Plan is LB Southwark's framework for managing growth stemming from the Bakerloo Line extension and expansion of central London over the next 20 years. The Plan envisions an improved public realm; high-density housing in a range of tenures; employment clusters that retain light industrial uses; safe cycling routes; better bus infrastructure; and new community amenities such as schools and health facilities. Consulted and published ahead of formal commitment to the extension, the Plan prepares the community for change and ensures new development serves local interest.



With expertise in local housing and amenity needs, boroughs have an important role to play in driving TOD that works for communities. In addition to the housing and employment benefits above, the Bakerloo Line extension could also improve walking and cycling routes and regenerate high streets/town centres.

Challenges. Significant development risks losing established communities, amenities and industrial land. Although 96% of Bakerloo Line extension consultation respondents were favourable towards an extension in principle, support could wane if community displacement becomes a threat. There is also a question of how to spread the benefits of the Bakerloo Line beyond the immediate station areas into the wider community.

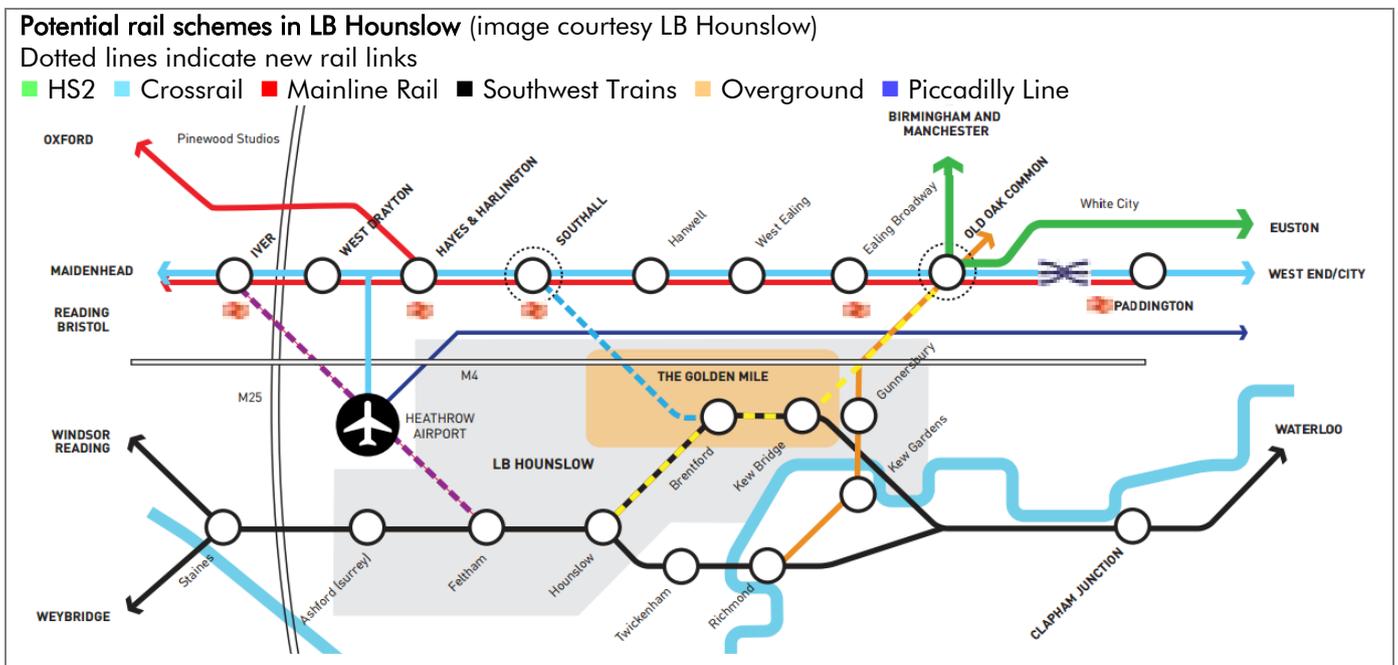
A particularly tricky element for boroughs is 'in-between schemes': too costly for boroughs to deliver on their own but too local to appear in GLA or TfL plans. For example, infrastructure such as an Old Oak to Brentford rail link and Southwest Trains extension (see image overleaf) to Heathrow could deliver up to 10,000 homes and 30,000 jobs for LB Hounslow. Without these links, the numbers drop to 3,000 and 5,000 respectively.

The value of such schemes is demonstrable: the Old Oak to Brentford link would create 180 jobs and 25 homes per million pounds invested – a higher yield than on major projects. But boroughs struggle to fund feasibility studies for intermediate-level infrastructure.

Role. Borough policies and strategies should anticipate major transport schemes and shape their development so that new infrastructure aligns with local context (see [Old Kent Road Area Action Plan](#) case study). A holistic, area-wide approach is especially valuable to maximising benefits beyond infrastructure, such as walking/cycling routes to stations and new local jobs. Measures such as Section 106, Section 278, and CIL agreements can also extract benefits for the wider community.

Delivery

Explore funding options. Boroughs increasingly understand the need to find new and innovative income solutions separate to TfL funding. In



in addition to planning agreements, funding could come from borrowing against future income, business rates, business contributions or leveraging public assets. However, there is a skills gap in boroughs for creating investment options that appeal to third parties. The new MTS should offer support for the technical elements of designing new funding arrangements.

Take a long-term view. Major transport schemes can take decades to come to fruition. For example, various forms of Crossrail have been conceived since 1943; the current route gained momentum in 2001, assent in 2008, and it will be fully operational by 2020. Delivering a scheme that works for the wider transport network as well as local communities requires long-term political and community support.

Achieve buy-in. The new MTS should stress the importance of achieving buy-in from boroughs and local stakeholders as early as possible, as well as maintaining good relationships throughout the project's lifetime. This can identify issues before development commences, reveal opportunities to co-fund projects and help create infrastructure that works for the community.

Spreading the benefits to communities

Sustainable travel. Bus, cycling and walking routes support growth in areas expecting major schemes, as well as reducing reliance on cars. Since 2000, London has made significant progress shifting people onto sustainable transport modes, with public transport, walking and cycling mode shares increasing by 10.4 percentage points.

This trend must continue: although the proportion of car trips city-wide is going down in favour of sustainable modes, the expected population increase will lead to an increase in car trips, with a projected 300,000 more trips daily by 2041. This has implications for London's air quality, public health and public realm.

Transport and public health. TfL, the GLA and boroughs increasingly understand the links between transport and public health, particularly since public health was devolved in 2013. Londoners are living longer than ever before, and poor health could be avoided through more physical activity and better air quality.

For example, nearly 60% of London adults are overweight or obese, putting them at high risk diseases such as diabetes. Children are also heavily impacted; 80% have less

than an hour of physical activity daily, partly due to concerns around safe walking, cycling and outdoor play. London's high nitrogen oxide levels – half of which come from motor vehicles – can exacerbate respiratory issues.

MTS role. The new MTS will promote a Healthy Streets approach to designing and managing London's roads. Healthy Streets uses transport to make people's lives better through outcomes such as providing a safe, relaxing and comfortable environment, facilitating inclusivity and creating opportunities to walk and cycle. The Mayor also supports further large-scale interventions for air quality, including an expanded ULEZ and a diesel scrappage scheme.

Borough impact

Opportunities. With responsibility for public health and local transport planning, boroughs are well-placed to deliver – and take advantage of – Healthy Streets. A more active population is at lower risk of several diseases, reducing health costs for boroughs. Walking in particular is affordable and available to all ages and abilities.

Early evaluations also indicate that, contrary to perceptions, reducing car use in favour of walking and cycling has a positive economic impact on local business.

Challenges. Road improvements alone won't reduce car traffic and improve public health. Perceptions of being 'anti-car' can incite public backlash; outer London communities, which tend to be more car-dependent than in inner London, may be particularly reluctant to support measures that impede car journeys.

Boroughs need political courage to drive change. The new MTS should support incentives to reduce car travel as well as provide an evidence base of the multiple benefits of reduced car use for individuals, businesses and communities.

Role. Boroughs can drive behaviour change programmes to encourage modal shift through travel plans with businesses and schools.

Encouraging active travel on the school run is especially popular for communities. Not only does it increase activity levels among children, it reduces local pollution and congestion, making a better environment for all road users.

Local policies and strategies should embed the Healthy Streets agenda in strategies and policies, put walking and cycling at the top of the road user hierarchy and aim for 20 mph streets on borough roads. Combined with restrictive measures (e.g. parking control), behaviour change programmes and spatial planning strategies can create a rounded local transport strategy (see Waltham Forest case study).

"Boroughs can deliver the Healthy Streets Approach in ways that suits the needs and aspirations of their residents and the unique character of their streets through public realm improvements and local policies that promote sustainable travel and reduce the dominance of motorised traffic. Engaging their residents around what would make their streets healthier can help to unlock creative solutions to long-standing challenges."

Lucy Saunders
Public Health Specialist, TfL/GLA

Healthy Streets indicators (source: Lucy Saunders)



Delivery

Invest in Healthy Streets. Healthy Streets may be affordable, particularly for outer London boroughs. For example, a £6,000 investment from LB Hounslow to Isleworth removed 2,000 cars and increased walking and cycling. Promoting modal shift from a public health angle also helps achieve buy-in from residents hesitant to lose parking and road space.

Align budgets and projects. Interdepartmental funding for transport schemes is an increasingly common way to get projects off the

ground. Similarly, aligning local transport initiatives with capital renewal or major transport schemes could tap into other budgets and resources. As with major schemes, planning agreements, business rates, business contributions and leveraging public assets can also secure income.

Trial infrastructure. Trials allow people to experience a scheme live, which can help inform engagement exercises, achieve community buy-in, and ensure the final scheme will function as intended.

Promoting sustainable travel in Waltham Forest

Enjoy Waltham Forest aims to improve the borough for all road users by replacing short car trips with other modes. It's underpinned by several LB Waltham Forest documents, such as a business case, engagement strategy, design guide and masterplan.

Major initiatives include road improvements for walking and cycling, which LBWF trials before construction. For example, a two-week traffic calming trial in Walthamstow Village used filtered

permeability and changes to one-way systems. It allowed the community to provide feedback and LBWF to amend the design based on real-world experiences of the scheme's impact. New road infrastructure is paired with 'soft' initiatives such as car-free developments, school engagement, local events and cycle training.

LBWF data indicates that the programme so far has resulted in an area-wide reduction of an average 10,000 cars per day.

Summary

Transport is about much more than moving people in, out and around the city. London's growth cannot be accommodated without improvement to existing transport services and new infrastructure, and these investments will also unlock housing and employment opportunities.

Mixed-use, high-density development around transport hubs are key to sustainable growth. Transport-oriented development should benefit local communities by providing affordable housing and quality public realm, with good public transport connections.

Delivering the transport schemes London needs will require a suite of funding, combining old (e.g. planning agreements) and new (e.g. land value capture) mechanisms. The latest London Finance Commission suggests that capturing a higher proportion of land value uplift would enable more transport projects to be funded locally, but this is not possible without greater fiscal devolution.

In the meantime, local authorities will need to tap into other budgets and resources, and find ways to bring forward the benefits of major infrastructure with long-term timescales. Community buy-in will be key, and stakeholder consultation needs to start early and occur often during the lifetime of a scheme, particularly on major projects.

Of course, the transport priorities of one area may be entirely different from another, and there is currently a notable contrast between the needs of central, inner and outer London. As London's economy increasingly relies on commuters from throughout the southeast, new strategies and partnerships may also be needed to address infrastructure beyond London.

MTS recommendations

Based on findings from the sessions, the forthcoming MTS should create policies that:

- Provide a framework for delivery that brings together multiple disciplines and financing tools, such as corporate finance, land sales, retail revenue and taxes.
- Prescribe a way of doing over-station development that works for London, with sensitivity to differences between central, inner and outer London.
- Promote exemplar placemaking for transport-oriented development and schemes on TfL's own land.
- Support boroughs to overcome skills gaps in areas such as feasibility studies and funding mechanisms.
- Stress the importance of early and ongoing stakeholder consultation, particularly long-term infrastructure schemes
- Offer boroughs incentives to reduce car travel.
- Provide an evidence base of economic and health benefits related to reduced car use that help sell schemes to individuals, businesses and communities.

Speakers

Mark Bland, Programme Manager for Enjoy Waltham Forest, LB Waltham Forest

Tim Chapman, Director of Infrastructure, Arup

Richard de Cani, Planning Leader, Arup

Mark Frost, Head of Traffic & Transport, LB Hounslow

Paula Hirst, Director of Strategy and Programmes, OPDC

Tom Platt, Head of Policy and Communications, Living Streets

Lucy Saunders, Public Health Specialist, TfL/GLA

Val Shawcross, Deputy Mayor for Transport

Lucinda Turner, Acting Head of Borough Relations, TfL

Matthew Yates, Head of Planning Projects, TfL

Thanks to all speakers and workshop attendees.

Next steps

March 2017: Consultation draft of Mayor's Transport Strategy

Autumn 2017: New MTS published

Watch for an FoL project on the regeneration benefits of proposed Crossrail 2 stations later in 2017, following in the footsteps of 2014's [Crossrail as Catalyst](#).