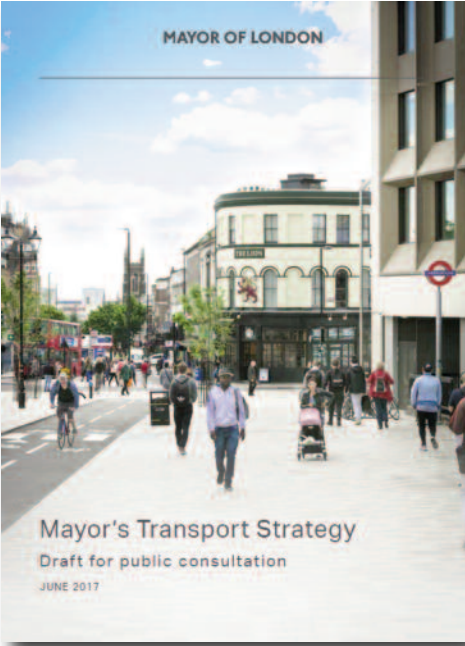


Mayor's Transport Strategy & a new Design Companion

Minutes of the meeting on Monday 25th September at UCL in the Peter Hall Room.

Our host was Michael Edwards. Full minute by Drummond Robson at planninginlondon.com, LP&DF



The Chairman welcomed Mike Keegan, Policy Manager from TfL in the City Planning Department to introduce the first Discussion Topic, on the Draft Mayor's Transport Strategy 2017 (now published and for which the Consultation closed on 2 Oct 2017). He said the challenge was to decide which bits of the plan would sharpen growth and ensure sustainable development.

To date there have been some 5,000 responses and some stakeholder responses.

Discussion Topics:

1. Draft Mayor's Transport Strategy 2017

MK said that this will be the third Mayor's Transport Strategy. The first two (starting with Ken Livingstone in 2001) introduced Congestion Charging and Transformation of the bus network (increasing it by 30 per cent) and Established TfL's multi modal role for transport in the capital as well as putting Crossrail on the map and in the second Enabled removal of the Western extension, increasing cycling, smoothing traffic while being modally agnostic Less prescriptive. Key future challenges include putting people at the centre of things - notably streets while challenging cars, public transport and the quality of life and future growth, especially encouragement to healthy streets and clean air:

He illustrated ways of increasing the quality of public spaces for example in already busy areas by increasing pedestrian space.

A key conclusion is that, with the actions identified in this strategy, a sustainable mode share of 80

Healthy Streets Approach

- The Healthy Streets Approach will ensure that transport decisions prioritise human health and quality of life
- This is the first transport strategy anywhere in the world to apply the Healthy Streets Approach to the entire transport system of a city like London
- Using the approach to create a city that is not dominated by traffic will improve the city in a whole range of ways



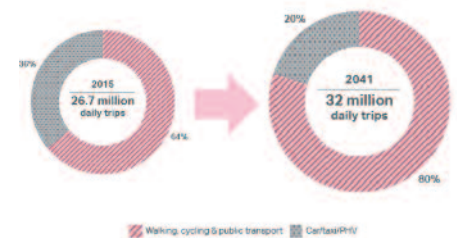
per cent can be achieved, meaning that eight in ten journeys made in London will be made on foot, by bicycle or by public transport and just two in ten by car, taxi, private hire vehicle or motorcycle

However London is expected to grow to 10.5 million by 2041 and has already increased by half a million in the last 5-6 years. This was seized on by a member of the audience concerned that there was nothing in the plan about containment and the context of the wider south east, a theme returned to later.

The matrix shows London with some 60 per cent of current trips being "sustainable" – in transport terms - compared with 80 per cent at the end of the plan period in 2041. [Whether the definition of sustainable here is the same used by Boroughs for development schemes as it should be is not clear].

New homes and jobs were described as the principles of good growth: Good access to public transport, High density, mixed use developments, People choose to walk and cycle, Car-free and car-lite places, Inclusive, accessible design, Carbon-free travel

By 2041 the aim is for 80% of Londoners' trips to be on foot, by cycle or using public transport



Meeting on Monday 25th September at UCL in the Peter Hall Room.

Our host was Michael Edwards.

ATTENDANCE:

- Brian Waters (Chairman)
- Dom Barton: Metropolitan Infrastructure
- Duncan Bowie: UCL
- Esther Kurland: Urban Design London
- Jenny McCarthur: UCL
- Jonathan Manns: Colliers International
- Judith Ryser: Isocarp/Ugb/Cityscope Europe

Mike Keegan: TfL

Michael Bach: London Forum

Michael Coupe: London Society and Coupe Planning

Michael Edwards: UCL

Owen Woodward: Be

Ron Heath: RIBA

Drummond Robson: Honorary Secretary and Robson Planning

Apologies were received from:

- Alastair Gaskin, Andy Rogers, Brian Whiteley, David Bradley, Jessica Fern, Peter Eversden, Riëtte Oosthuizen, Tim Wachter and Tom Ball

el and efficient freight.

MK referred to the example of Cheapside with narrowed carriageway, zero emission buses, cargo bikes and a high frequency station at Bank.

This premise was challenged by DR who thought that growth would sometimes be good but often not and it would be a major problem separating out the two – greater congestion and poorer environmental quality would be natural outcomes of not considering London's growth outside its present confines in the wider south east, whether the home counties wanted it or not. A support document image not included in the presentation shows pictures we all recognise increasingly.

>>>

Towards the Mayor's Transport Strategy

London Forum held two Open Meetings to discuss this important strategy. On 29 March Lucinda Turner of Transport for London outlined the key aims and principles, and Jeremy Leach of Living Streets set out what they would like to see in the strategy. *Peter Pickering reports.*

Jeremy Leach noted that the Mayor's transport Strategy will be only the third such strategy since the Greater London Authority was created. Living Streets' manifesto for walking in London, concerned with both the mode of travel and also with the quality of places, had been accepted by the Mayoral candidates of all the main parties. He expected Healthy Streets to be a central concept in the Mayor's Strategy: this concept includes places to shelter from the weather, shade, seats, control of noise levels, a zero target for deaths and serious injuries, and interesting things to see and do. Although Mini-Hollands had brought benefits to whole areas, and in Walthamstow overall traffic had been reduced by 16%, the wider objective ought to be creating Liveable

Neighbourhoods. In 1971 many children under 10 were allowed to go on their own to any place within walking distance, but now almost none can. Although walking and cycling are crucial it is also vital to integrate them with public transport; improving public transport may need to be a first step. Living Streets would like to see road pricing and the Ultra Low Emission Zone extend to the whole of London. New York, Paris and Madrid seem to be ahead of London in dealing with diesel emissions and traffic more generally. A consultation is expected soon on what is now being described as the 'transformation' rather than the 'pedestrianisation' of Oxford Street. But there are also many other opportunities, such as the Strand, Soho, Parliament Square and the Mayfair squares. Action on these would be important to encouraging walking in the 21st Century Global City.

Key principles of Transport Strategy

Lucinda Turner apologised for not being able to provide a preview of the Mayor's Transport Strategy; some aspects were still under discussion. She would outline the key principles and the direction of travel.

TfL's Business Plan is for a 5-year period and covers only TfL's responsibilities, and all its content has to be fully funded. The Mayor's Transport Strategy has a longer timescale and a wider perspective, including the policies and proposals of bodies other than TfL; policy on fares is dealt with separately. The first Strategy was quite specific, but inevitably in some respects overtaken by events. The second Strategy was more flexible but at the cost of being vaguer.

Including specific projects in the Strategy provides a firmer legal basis for further work on them, even if their funding is not yet in place. Account should also be taken of the possibility that central government may devolve further functions to the Mayor.

The three broad aims of the Strategy will be to create Healthy Streets, improve public transport and provide for the projected increases in population and employment. There will be greater emphasis on integrating transport provision and land use. The planning rules on the amount of car parking and cycle storage will be reviewed. PTAL will be retained as a well understood tool even if it is not perfect.

Healthy Streets

Healthy Streets must be embedded in the planning system. Some improvements, for example landscaping, can be made at low cost. The appointment of the Walking and Cycling Commissioner has given walking a higher profile. With the increase in home deliveries sustainable freight systems will be

important, but have not proved easy to establish. Air quality will be improved: NOx levels will be reduced by 40% in the Ultra Low Emission Zone proposed by the Mayor. The Mayor is lobbying central government to introduce a diesel scrappage scheme, and is of course committed to reduce carbon emissions to zero by 2050.

Improving public transport

The great challenges in improving public transport include maintaining the reliability of bus services. We are approaching Peak Tube: passenger movements into, out of and between trains will become the constraint, rather than the capacity of trains. The first stage in extending the Bakerloo Line will be identified as a priority and the Mayor still wants to reorganise the South London suburban lines into a Metro system. Bus transit schemes may be proposed in some areas.

Population and employment

There has been an 11% shift away from car use since 2000: that trend is expected to continue and the aim will be to achieve an even larger shift. But the projected increases in London's population and employment are estimated to result in an extra 6 million trips a day. Greater density of development should help in achieving sustainable transport. Potential growth areas often do not have good transport connections at present. DfT's assessment methodology gives emphasis to the benefits of time savings on existing transport corridors and does not give equal weight to meeting latent demand. The Strategy will have to establish a framework for use of new technology. Electric vehicles do not produce emissions on the road but still take up road space. With the aid of the internet car sharing and demand-responsive systems could be a major factor in Outer London. However, it is difficult to persuade car clubs to devote effort to Outer London because they foresee larger profits in Central London; and borough councils may raise objections to allocating road space for private profit.

Borough Local Implementation Plans (LIPs) have led to big achievements and £1 billion will be allocated to them over the next five years. There will be firmer guidance about how the money should be used, with the emphasis on traffic reduction strategies. Publication of the draft of the Mayor's Strategy may be accompanied by the draft guidance to boroughs on LIPs. The consultation period will be 12 weeks.

Discussion from the floor

Following the presentations there was a lively discussion with the two speakers. Peter Eversden asked how much influence Living Streets has. Jeremy Leach said there have been some achievements but the position varies between boroughs and is affected by the resources a borough has available. Living Streets is not anti-car, and accepts that some people need to use a car but it is against disproportionate emphasis on it (Dick Allard emphasised the importance of cars to people of limited mobility). A representative of the Sydenham Society doubted the wisdom of promoting walking in Outer London given the bad state of footways and reduction in Summer 2017 street lighting.

Chris Barker (Campaign for Better Transport) said the gaping hole in integration is mainline rail.

Representatives of the Highgate Society complained that schemes for major intersections tend to give creation of town centres priority over integrating transport modes; bus stops had been scattered at Archway, with not enough attention paid to the needs of disabled people. Jeremy Leach said things had been managed more successfully on the Walworth Road. John Cox (Campaign for Better Transport) said too little attention has been paid to placemaking in proposals for the Bakerloo Line at Lewisham, although the con-

>>> sultation on it is still in progress. He said that the new Brent Cross scheme would generate increased car traffic.

Attention was drawn to the potential conflicts between pedestrians and cyclists; other speakers emphasised the need for a co-operative approach by the two groups in order to maximise the number of people campaigning for

change. A speaker from the Chiswick Society drew attention to the convenience of combining cycling and walking.

Representatives of the Marylebone Association highlighted the need to calculate displacement effects when traffic schemes are being planned. All the Central London amenity societies think there is no way of pedestrianising Oxford Street which will not damage air quality in nearby streets.

Healthy Streets Board

TfL has set up a Healthy Streets Board with the aim of balancing all the various factors involved. It may sometimes be possible to take mitigating measures outside the area covered by a scheme. Some people criticised excessive reliance on traffic modelling. Andrew Bosi said predictions of increased congestion or pollution are not always borne out in the event. Some complained about the impact of satnavs, which depending on the traffic conditions may well direct vehicles down streets which planners had assumed would be lightly used but did not want to close off.

Michael Bach said developments at high densities must be accompanied by provision of social infrastructure and sites should be planned for that. Where developers provide contributions through section 106 agreements or Community Infrastructure Levy the need for transport improvements has to be weighed against other needs.

Closing remarks

Lucinda Turner said reducing the volume of traffic must be part of a solution. There are significant numbers of car journeys in Outer London which could be switched to other modes. Differences in trends in car use in different parts of London are explicable in terms of drivers' motivations. Don't underestimate the political opposition to proposals to limit vehicle use or increase its cost. The high-level commitments made by other world cities can be misleading because they tend to be subject to lots of exceptions. Making tube stations collection points for goods ordered on the internet will contribute to a sustainable freight system. TfL is requiring contractors to agree logistics plan at major sites. But the market is not bringing about consolidation of loads. Peter Eversden pointed to the advantages of transporting freight by water, including canals.

The Mayor's draft Transport Strategy was published on June 21 and was presented at London Forum's Open Meeting by Lucy Saunders, Consultant in Public Health - Specialist in Transport & Urban Realm, and Mike Keegan, Policy Manager, Transport for London. Michael Bach introduced the speakers with some historical background. He explained that following the abolition of the Greater London Council (noteworthy for the 'Fares fair' policy) the central Government's Department of Transport, as responsible for transport in London, had sought to build more roads but Ministers had eventually realised that such a policy was unacceptable to the people of London. The first Mayor after the formation of the Greater London Authority, Ken Livingstone, had introduced the Congestion Charge and increased bus usage. His successor, Boris Johnson, had retained the congestion charge (though removing the extension of its area) and had strongly encouraged cycling. TfL had taken over some of the heavy rail routes in London (the 'Overground' etc) and much increased their usage. Sadiq Khan was now consulting on a new transport strategy, emphasising air quality and health, not just traffic.

Healthy Streets - the overarching framework

Ms Saunders said that in Sadiq Khan's new draft transport strategy air qual-

ity and health, not just traffic, were emphasised: 'Healthy Streets' was its overarching framework. Londoners' health was strongly influenced by transport. Car ownership was the biggest cause of inactivity. Changing the look and feel of streets would encourage healthy activity, and reduce air pollution. London must be made walkable.

Mr Keegan said that the draft Transport Strategy was putting people at its heart. The aim should be twenty minutes of active travel a day. The forecast of population growth, and road building not being an option, meant that there would have to be much greater use of public transport, cycling and walking. In central London there would have to be pressure on the most inefficient uses of space: demand management was the key - since the congestion charge was introduced travel on Saturdays and Sundays had greatly increased, as had the number of taxis and private hire vehicles (exempt from the congestion charge); policy on taxis and private hire vehicles would be kept under review, with some numerical limit on the latter not being ruled out. In inner London the increase by five times in the use of the Overground since TfL became responsible showed what could be achieved; buses could be redeployed, and bus speeds could be increased.

In outer London car dependency would have to be reduced, cycling made safer, and air quality and the environment generally improved; it was important that an attack on diesel cars did not lead to a switch back to petrol; there should be low and zero emission zones. Individual boroughs should have local traffic reduction strategies. The draft Strategy strongly favoured devolving more of the rail services in London to the Mayor. That would support new homes and new jobs in London. As autonomous and connected road vehicles made their appearance in London they would have to be consistent with the strategy.

Question and answer session.

There followed a lively question and answer session.

Richard Bourn (Campaign for Better Transport) was surprised that the draft strategy still favoured the Silvertown Tunnel, which seemed entirely contrary to its philosophy. Mr Keegan said that the present nineteenth-century Blackwall Tunnel did not meet modern safety standards. It had to be replaced; charging for use of the replacement and for the Silvertown Tunnel would keep travel down consistently with the strategy.

Ruth Mayorcas queried whether anything in the strategy would succeed in deterring car use; improvement in cycleways and strengthening of the congestion charge was required. Mr Keegan pointed out that the draft strategy was out for consultation; points like these should be made in response to that consultation.

Charles King (East Surrey Transport Committee) said that the strategy, though right in principle, was not practical in areas like his, with hills that were difficult for pedestrians and cyclists; car use there was increasing.

Wandsworth Living Streets thought target dates in the draft strategy were too distant, and should be brought forward; and wondered if it would be possible to get boroughs to act. Mr Keegan replied that there were interim target dates, and pointed out that local implementation plans had to be approved by the Mayor.

Tom Ball sought more emphasis on, and action to curb, the common bad behaviour by cyclists. Mr Keegan said that improving the design of facilities for cyclists would have a good impact on their behaviour.

Peter Pickering claimed that the draft strategy failed to mention the economic and financial impacts of its proposals. Mr Keegan drew attention to the discussion beginning on page 265 of the funding of the capital proposals (some £3.3bn a year); other funding mechanisms were being examined including the devolution of

Vehicle Excise Duty to the GLA. Current costs (like that for freezing fares)

>>> Mike continued his presentation with images of recent and proposed new projects beginning with the Elizabeth Line (Crossrail) and following it with what were described as transport driven developments at Canary Wharf (DLR and Jubilee Line). [The City of London, The Reichmann brothers and Olympia and York (the developers) would have different perspectives on what drove these schemes].

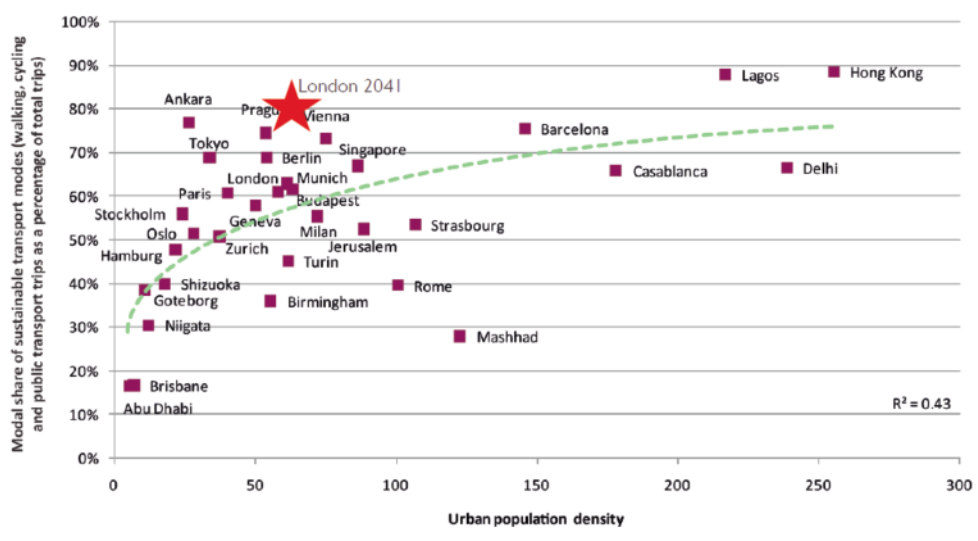
The Transformation of Barking Riverside, with 11,000 new homes supported by an extension to London's Overground. The Old Kent Road growth will be associated with the Bakerloo Line extension and expansions of The Overground into Outer London adding 50,000 more homes a year or many more jobs as an alternative generator of funds. Bus transit schemes and demand responsive transport schemes can support new jobs and homes with fixed infrastructure including guided buses.

By 2041 modal share indicators predicted are 90 per cent of central London and 75 per cent outer London will not be car based in some 5.5 million journeys a day on an upgraded Underground.

MK referred also to "Travel in London", an annual statistical compendium of data from TfL/GLA

Mike Keegan ended his presentation with the key question not yet resolved which is how to fund this strategy. Crossrail 2 is half government funded. Old Kent Road and the Bakerloo Line extension will

This would make London one of the most sustainable cities for transport (for its density)



generate many new jobs. Waterways offer growth in freight movement. Where there is no central government subsidy land value capture will provide an alternative funding source.

Brian Waters, Chairman thanked MK for his worthwhile talk and extended the discussion which had taken place to interplay with the presentation.

A key concern expressed by Duncan Bowie who queried whether there was the transport capacity to meet London's population growth, and where the evidence was for this. He too was concerned that the strategy was not looking outside London.

>>> *The London Forum Open Meeting Discussion is reproduced in the box and reflects an earlier stage of consideration of the same topic.*

were the subject of the separate TfL business plan, and were being met by efficiency savings in TfL, including the profitable use of transport land.

Steve Christof of Warren Street said that densification of his estate meant the loss of gardens where children played. Ms Saunders agreed that the healthy strategy should cover everything and take account of matters like that (which were outside her personal responsibility)

Dick Allard said that any road user charge should be distance-based. Mr Keegan said that page 82 recognised this.

Chris Barker (CBT London) advocated trams rather than buses on suitable routes - they were more successful in attracting people from cars.

Alex Jenkins (Tower Hamlets branch of the London Cycling Campaign) asked about discussions with cyclists. Mr Bach said that demographic change was resulting in more cycling. Ms Saunders emphasised the inclusivity of the whole strategy.

Diane Burridge sought better enforcement of the rule requiring cars to remain stationary until the lights changed.

She also asked for public toilets to be more available; they were necessary for truly healthy streets.

Gail Waldman (Highgate Society) emphasised the importance of Crossrail2 if the necessary housing was to be built in London. Mr Keegan said that the Mayor was giving 100% backing to having Crossrail2 by 2033.

Roger Blake (Railfuture) said that TfL must keep on with its policies, knowing that even if borough councils supported things like parking restraint local residents might not; charging for parking on red routes was a possibility. Mr Keegan drew attention to the Implementation Plan at the end of the document. The GLA/TfL had to

concentrate on its own road network, but must work with the boroughs.

Bill Linskey suggested a single highways authority for London, but Mr

Keegan had his doubts.

Mr Egan (Highbury Community Association) said that requiring children to go to the nearest school would greatly

reduce car use. Other questions raised concerned Heathrow and whether there was a healthy airports strategy; Mr Keegan drew attention to pages 248-9 of the draft strategy. The Mayor was opposed to Heathrow

expansion unless very stringent conditions could be met; there would in any case have to be better public transport links. Other points made: buying up and removing parking spaces throughout London to deter car use; there were now specially adapted cycles which could be used by people with serious walking disabilities; more people in central London no longer had cars and if they moved outwards they might be less likely to acquire one. Mr Keegan observed that fewer people were taking driving tests. The NHS should be championing healthy

streets; what mechanisms were there for improving the quality of road schemes; Ms Saunders said that, ironically, some schemes to encourage cycling were opposed by NHS London. There has been controversy surrounding the role of US engineering consultant, CH2M, the preferred project manager for phase 2, which has withdrawn amid a row over conflicts of interest. It had emerged that Chris Reynolds, a former HS2 Ltd executive who is now working for CH2M, led the phase 2 bid team. Mace, the British company that came third in the tendering process, commented: "In our 26-year history, working on some of the UK's most iconic projects, we have never seen a procurement process run like this."

There have been two important changes of personnel in charge of High Speed Two at the Department for

Transport. The director-general of High Speed rail and the DfT's long-serving permanent secretary have left. Could this have implications for direction of future policy?

A good public transport experience



London suburban metro by the late 2020s



Improve accessibility - halve additional journey time by 2041



Crowding on rail and Underground will reduce by around 10-20 per cent



Bus speeds will improve by 10-15 per cent London-wide



The Thames will be used more for passengers and freight

4 passengers standing per square metre



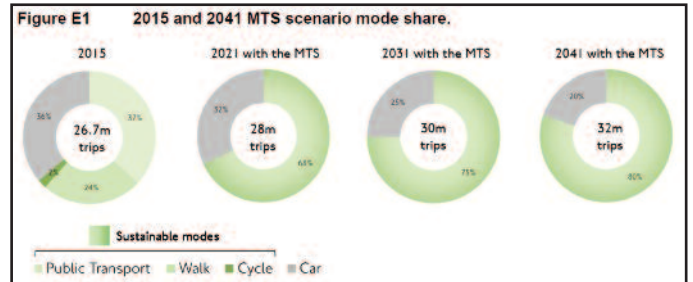
6 passengers standing per square metre



FIGURE 29: POTENTIAL MINI-RADIAL HUBS AND IMPROVED ORBITAL RAIL LINKS IN INNER AND OUTER LONDON



Source: City Planning



Funding the strategy

Existing sources:

- Fares and 'user pays' sources for example congestion charging
- Borough contributions (Freedom pass for older people)
- Business Rate Retention
- Non fares eg advertising
- Developer funding (eg Community Infrastructure Levy)
- Prudential borrowing

Potential additional sources:

- Land value capture (Development Rights Auction Model)
- Devolution from national Government of:
 - Property taxes
 - Council tax
 - Business rates
 - Stamp duty

5 passengers standing per square metre



7 passengers standing per square metre



Crossrail 2

Open Crossrail 2 by 2033.

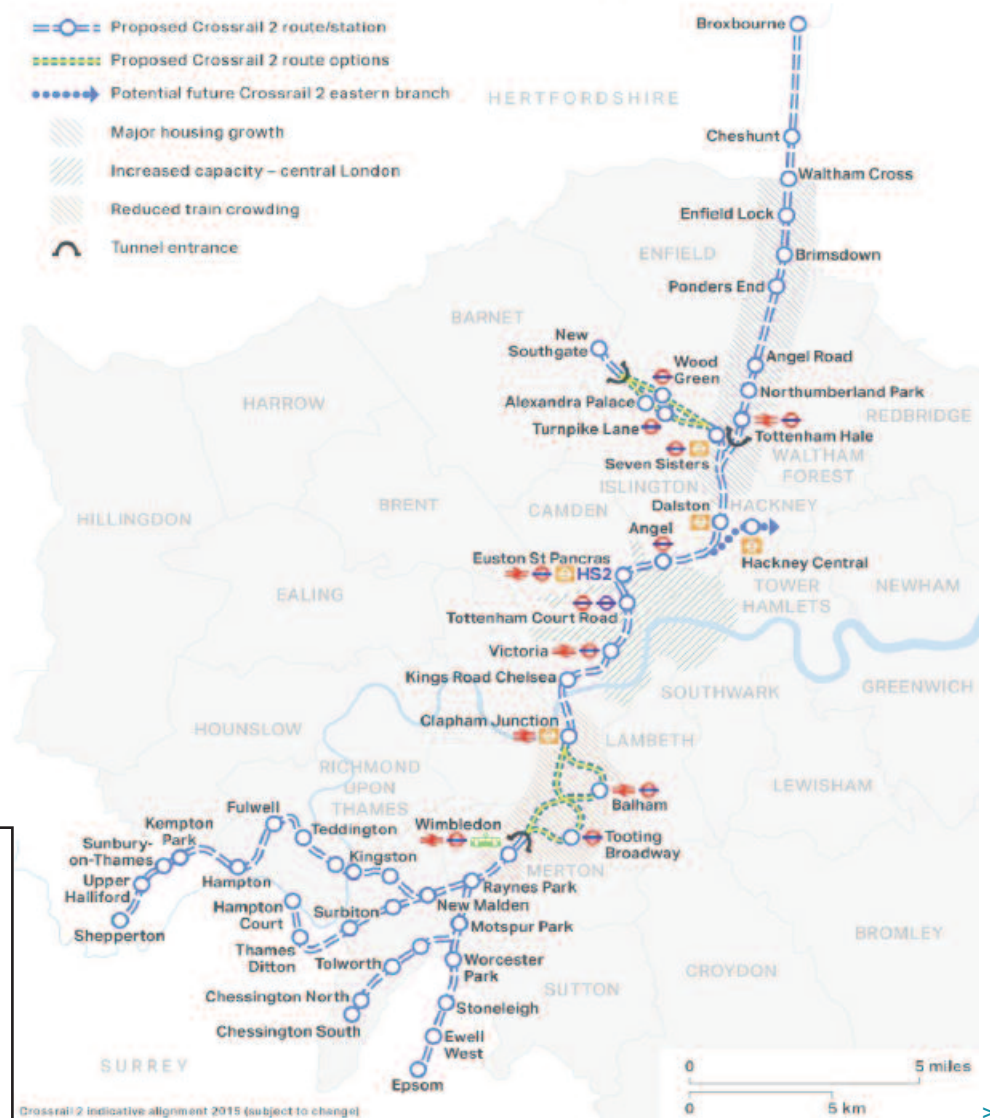
200,000 homes

200,000 jobs

Rail capacity to central London will increase by more than 8- per cent.



FIGURE 23: CROSSRAIL 2 ROUTE (CONSULTATION 2015)



Discussion item 2 Esther Kurland of Urban Design London. UDL's activities and their new book: The Design Companion for Planning and Placemaking by TfL and UDL

The Chairman introduced Esther Kurland who has been Director of UDL since 2006. Since that time she has worked to develop and improve UDL's programme, working closely with core partners TfL, the GLA, London boroughs and many others to support and encourage good design in the capital.

The Design Companion for Planning and Placemaking, issued in May 2017 is an essential primer to help those involved in the planning and placemaking process secure higher standards of urban design and the delivery of better places.

This book expands on the design policies found in the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) and provides up to date explanations, examples, top tips and practical advice to help the reader understand and apply national policies and guidance.

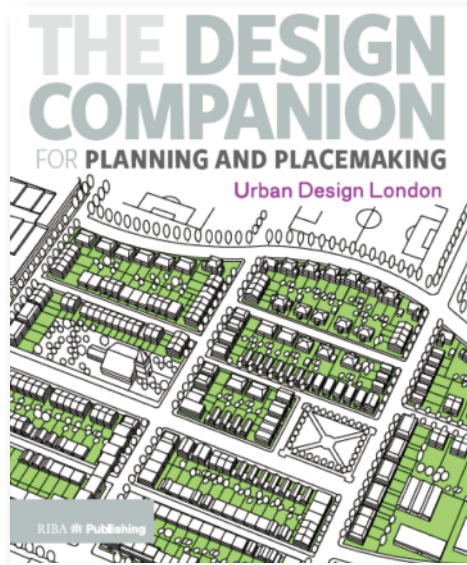
The book is structured in an easy to use fashion, with general principles and concepts described in Part 1, and Part 2 explaining how these can be applied to particular development types, such as housing, public space or tall buildings.

This book has been written by a team of experts. Together, the contributions combine knowledge and expertise to showcase an established, common and practical approach to delivering better urban spaces, not just in London but throughout the UK and abroad.

The book will be invaluable for planners, councillors, highway engineers and anyone involved in planning, creating or changing places.

EK asked how Design and Planning Fit Together a key question which the book seeks to answer, responding that they are indivisible in terms of planning legislation, policies and processes. She highlighted some well-designed spaces and places from the seating around St John's Church Chipping Barnet to Birmingham City Library, from NPPF to movement networks and pedsheds. She gave examples of distinctiveness, historic High Streets and the effects of different densities, materials and patterns. There were examples of Planning as a creative process based on different design schemes and the planning process, as well as the contribution to amassing cultural and community activities using graphics.

There followed examples of design specifics related to different land uses and buildings contributing to urban spaces, be the buildings infill, basements or ingenious solutions to tight spaces. The theme of "Built for Life" is next – a series of assessments to evaluate whether the scheme is well integrated, characterful and with public and



SEE: Books for a pre-view

private space well integrated. Often the perceived qualities are incidental to why they were put there. A bar and bollards to restrict vehicular access is seen as a structural feature enhancing identity and interest.

Wind, street pollution, sunlight and daylight, scale and dimensions, uses of street space and so on together with other recognised standards are critically interpreted rather than used and calculated or tested in their sites and contexts.

For example Eagle House is shown to illustrate different elements of scale of the building appreciated in near, middle and further distance views, rather than the building in City Road as a whole – as photographed.

Perhaps the wider purpose is simply to increase design awareness and ensure that government advice and guidance (NPPF, Planning Practice Guidance etc.) is included for technical appraisers and for Council officers to interpret.

Peter Murray, Chairman of New London Architecture says of it: "a marvellously comprehen-

sive guide to the complexities of planning...it is an essential companion for all those involved in the environment game – designers, developers, politicians as well as local communities".

Discussion

Wider discussion included from Judith Ryser that she thought the document was axiomatic one liners. She asked who designs, who manages?

Another comment stressed that it was not to design which requires different skills. EK was asked who the document was for. She thought it was aimed in particular at Junior Planners. She said however that the new Minister of State for Housing and Planning, Alok Sharma, – an accountant – was not interested and that she did not intend to edit another edition. She said that "By Design" set the principles

The Chairman thanked EK for her presentation and Michael Edwards and Jessica Fern for hosting the event. ■



**NEXT MEETING on
Monday 11TH DECEMBER at
HTA Design, 78 Chamber Street
London E1 8BL
Our host: Riette Oosterhuizen**

**Topics to be announced: check
www.planninginlondon.com - LP&DF
Forum meetings are open but please notify
the Hon Secretary at robplan@btconnect.com**

