

# Agenda Item 6

---

13 January 2010

---

## **CLEANER AND GREENER SCRUTINY COMMITTEE**

---

### **Mayor of London's Transport Strategy**

---

#### **WARD/S**

All

---

#### **CONTRIBUTORS**

Environment

---

#### **SYNOPSIS**

This report provides a summary of the consultation on the draft second Mayor's Transport Strategy and suggests the Council's response. There will be a presentation on the Strategy by Transport for London (TfL) officials at the meeting.

---

#### **RECOMMENDATIONS**

1. That members note the report.
  2. That the Committee pass any suggested additions or amendments to the Council's response to the Mayor's Transport Strategy, or comments or questions on issues raised in the report, to the Cabinet Member for Environment and officers in the Environment Department.
- 

#### **CONTACT OFFICER:**

Chris Bainbridge  
Head of Transport Planning  
Environment Services Department  
Hammersmith Town Hall Extension, King Street, London W6 9JU  
0208 753 3354

---

## **PART I: THE DRAFT STRATEGY**

1. The Greater London Act 1999 requires the Mayor of London to produce a transport strategy. The previous Mayor, Ken Livingstone, issued the first Mayor's Transport Strategy in 2001 and the present Mayor, Boris Johnson, issued a consultation draft second Mayor's Transport Strategy (MTS2) in October 2009. This report includes a summary of the key themes of the MTS2. A copy of the full document and executive summary of the MTS are available at [http://mts.tfl.gov.uk/Read-the-strategy/Download-the-full-strategy-\(1\).aspx](http://mts.tfl.gov.uk/Read-the-strategy/Download-the-full-strategy-(1).aspx)

Responses are required by 12 January 2010. The Mayor is expected to approve the final strategy in March 2010, and at the same time will issue final guidance to boroughs on the production of their second Local Implementation Plans (LIPS 2), which the GLA Act requires them to produce, showing how they intend to implement the Mayor's Transport Strategy in their borough.

2. The MTS is a statutory document produced alongside the London Plan and Economic Development Strategy as part of a strategic policy framework to support and shape the economic and social development of London over the next 20 years.
3. The Mayor's Transport Vision is that "London's transport system should excel among those of global cities, providing access to opportunities for all its people and enterprises, achieving the highest environmental standards and leading the world in its approach to tackling urban transport challenges in the 21<sup>st</sup> century".
4. This will require a transport system with enhanced connectivity, that is efficient and integrated, encourages mode shift to cycling, walking and public transport, is accessible and fair to users, offers value for money, contributes to improving quality of life and the environment, and improved opportunities for all Londoners.
5. The MTS has six overarching goals:
  - support economic development and population growth: 1.3 million more people and 750,000 new jobs are forecast for the capital by 2031
  - enhance the quality of life for all Londoners
  - improve safety and security of all Londoners
  - improve transport opportunities for all Londoners
  - reduce transport's contributions to climate change and improve its resilience
  - support delivery of the London 2012

6. While continuing to support central and Inner London, the Mayor is also determined to improve public transport and quality of life in, and support the development of, outer London.
7. **Supporting sustainable population and employment growth:** a package of infrastructure improvements, including Crossrail, a comprehensive upgrade of the tube network, Thameslink and a “massive” expansion in the capacity of suburban rail services. This will give a 30% increase in public transport capacity in the morning peak between 2006 and 2031, but some parts of the rail and tube networks will still be overcrowded as a result of population and employment growth. The number of trips in Greater London will increase from 24 to 27 million per day. Modal shift away from the private car, smoothing traffic flow, continuing the cycling revolution, making walking count, improving interchange, locating homes, services and employment opportunities together and making more use of London’s rivers and canals (the “Blue Ribbon” network) for transport will all help accommodate this growth. However, in the longer term further investments in transport infrastructure will be required. These include:-
  - i. the Chelsea-Hackney line
  - ii. an extension of the Northern Line to Battersea
  - iii. new river crossings in east London
  - iv. a possible extension of the Bakerloo line in south east London
  - v. extensions to Tramlink and the Docklands Light Railway
  - vi. Airtrack and other rail improvements to Heathrow
  - vii. capacity enhancements to several national rail routes into London.

The Mayor believes that adequate airport capacity is needed but is opposed to further expansion of Heathrow. He supports the development of High Speed Rail in the UK and better rail services to Europe as an alternative to short and medium haul air travel. The strategy seeks to enhance links between metropolitan and major town centres, including better north-south links to and from Shepherd’s Bush and between Shepherds Bush and Ealing. The type of measures considered are better information and marketing of bus and rail links, improved walking and cycle routes to and from town centres, and maximising the benefits of existing rail services.

8. The Mayor will implement a package of measures to reduce congestion, including rephrasing of traffic signals and providing better information for drivers. He is minded to remove the western extension of the congestion charge, subject to statutory consultation, because of the effect on businesses. The Mayor may consider targeted road user charging schemes during the lifetime of the plan if other measures do not meet his objectives.

9. **Enhancing the quality of life for all Londoners** will be achieved by **improving the journey experience** through improving the quality of public transport services, raising standards of cleanliness, cooling the tube, providing more journey planning information and promoting a fair approach to traffic enforcement. The **built and natural environment** will be **enhanced** using “better streets” principles, including less clutter, high quality materials and redesigned streets, creating a better balance between all road users that will create streets that are a pleasure to use. These measures will support walking, cycling and biodiversity. **Air quality** will be improved in accordance with the Mayor’s statutory duties by providing incentives to use low emission vehicles, develop the current Low Emission Zone (LEZ) and promoting cleaner buses, taxis and GLA group vehicles. The Mayor will **reduce noise impacts** from transport through providing speed control alternatives to road humps, promoting smoother driving and the use of quieter vehicles. The Mayor will **improve health impacts** by promoting the uptake of physically active travel modes through information campaigns, travel planning, training and improved infrastructure such as cycle superhighways and cycle training, and ensuring that new developments are planned in such a way as to encourage walking and cycling.
10. The Mayor will **improve the safety and security of all Londoners** by **reducing crime, fear of crime and antisocial behaviour** through better policing and enforcement by TfL, the boroughs and the police. This will enable integrated reporting of antisocial behaviour and crime on the transport system and focus staff resources at times and places where people feel particularly vulnerable, and designing out crime with good use of lighting and CCTV. **Road Safety** will be **improved** through the promotion of balanced streets and a better urban realm to make roads physically safer, particularly for vulnerable road users such as pedestrians and cyclists. The strategy will also provide more advice on staying safe on the roads, such as road safety campaigns aimed at young people. **Public transport safety** will be improved through partnership working, even though injury rates on public transport are low.
11. The Mayor will **Improve Transport Opportunities for all Londoners** through measures to further improve the physical accessibility of streets, bus stops, stations and vehicles, and fares will be kept under review to ensure that they are affordable (both to passengers and TfL) and offer concessions to those most in need. Transport investment will be prioritised in those areas identified in the London Plan as having greatest need, and ensuring that new housing and employment is supported by good public transport accessibility and adequate capacity. The strategy promotes measures to enhance connectivity, improve the urban realm and provide better access to jobs and services in deprived areas.

12. To **reduce transport's contribution to climate change and improve its resilience**, the Mayor has a target of reducing CO<sub>2</sub> emissions by 60% of 1990 levels by 2020. This will be a huge challenge, given the projected growth in population and employment. Road vehicles account for 80% of transport-related CO<sub>2</sub> emissions in London, and there will need to be strong commitment by TfL, the government, the boroughs, the European Union and others to catalyse the introduction and use of low carbon vehicles, including charging points for electric vehicles and a package of incentives to ensure price competitiveness of low carbon vehicles, and further demand management measures if required. The Mayor will reduce emissions from his vehicle fleet, such as low emission buses and electric vehicles, and encourage walking, cycling and smarter travel. The Mayor will take steps to ensure that the transport systems will be more resistant to extreme weather conditions and will undertake urban greening measures, such as the planting of more street trees.
13. The Mayor will **support the delivery of the 2012 Olympics and Paralympics and their legacy** through transport infrastructure schemes such as East London Line and DLR extensions, the Olympic Javelin train service, and walking and cycling routes to the games venues. One games venue, Earl's Court, is partly in Hammersmith & Fulham, and the A4 and A40 are on the Olympic Route Network for transporting athletes and officials to events.
14. Implementation of the MTS will be through TfL's Business Plan, sub-regional plans, and partnership working with stakeholders such as the government, Network Rail, the London Development Agency and developers. Boroughs will play an important part in implementing MTS 2 through their LIPs (Local Implementation Plans). Final LIPs guidance will be issued in March 2010 along with the agreed version of MTS2.

## **PART 2: LBHF DRAFT RESPONSE**

We generally support the Strategy and the Mayor's vision. However, we have the following priorities and concerns:

### **Sub-Regional Priorities**

1. **Abolition of the Western Extension of the Congestion Charge zone (WEZ)**

There was an overwhelming response in favour of the removal of WEZ to the Mayor's informal consultation in the autumn of 2008.

Hammersmith & Fulham Council and our residents and businesses have consistently opposed the extension. We held a public meeting in October 2008, with a presentation from TfL and speakers for and against the extension, and 81% of those present were in favour of the removal of the extension.

Firstly, the extension has done nothing to relieve congestion in Hammersmith & Fulham, which is just outside the zone boundary, even though TfL's figures show that congestion levels in Hammersmith & Fulham are the highest in London. We have a limited number of north-south roads in the borough and measures to improve traffic flow on these roads, without attracting commuter traffic from a wide area, should accompany the removal of the WEZ, which should be effected as soon as possible.

There are quite large pockets of Hammersmith and Fulham and Kensington and Chelsea which have poor public transport, and many people are reliant on cars to visit relatives, schools and hospitals, and find the £8 charge a heavy additional burden. The charge is unfair in that residents of the zones receive a 90% discount while those just outside it have to pay the full charge. As residents of Hammersmith and Fulham are, in general, less well-off than those of Kensington and Chelsea, this amounts to a regressive tax which falls most heavily on poorer people.

Local trade has been adversely affected and businesses such as florists, estate agents and dry cleaners are losing customers who are deterred by the £8 charge.

There has been additional parking pressure around tube stations near the border in Hammersmith & Fulham, where parking stress is already extremely high.

## **2. Provision of Crossrail/High Speed 2 Station at Old Oak Common**

We welcome the commitment to build Crossrail but are deeply disappointed that the strategy does not make any mention of a possible interchange station in the Mitre Bridge/Old Oak Common/Willesden Junction area. Crossrail (Great Western main line) crosses several lines here, including the West London Line, and by not providing an interchange station, Crossrail is repeating the missed opportunities of the nineteenth century railway companies by ignoring the presence of other lines. We are aware of the Royal Borough of Kensington & Chelsea's aspiration for a Crossrail station nearby at Ladbroke Grove and are working with them to devise a solution that best meets the needs of both boroughs, the sub-region and London as a whole.

Added impetus for such a station comes with the development of High Speed 2 between London, the Midlands and the North. We welcome the Mayor's support for such a line and note his view that the main terminal should be in Central London. High Speed 2, the company set up by the government to develop proposals for such a line, is currently developing proposals for the line. We believe that the transport case for a station at Old Oak Common, providing interchange with Crossrail, Heathrow Express, the North and West London Lines and Great Western Main line is extremely strong. It would act as a secondary

distributor for London area passengers, relieving underground networks at the main central London terminus. It would give rapid access to Heathrow Airport and would be efficient in terms of High Speed Rail operation, in that it would not require trains to slow down after getting up to their maximum speed – they would not reach high speeds between the terminus and Old Oak Common. Most importantly, from the point of view of the boroughs and the sub-region, the station would give a very strong impetus for the regeneration of this part of west London and Park Royal. We therefore ask that the Mayor includes in-principle support for an Old Oak Common hub station in MTS2.

### **3. Relocation of A40 Northwards**

There is great potential to improve the environment and stimulate regeneration, as well as smooth traffic flows in the north of both Hammersmith and Fulham and Kensington and Chelsea if the A40 were to be moved towards the Great Western railway alignment between Westbourne Park and north Acton. This would release land for redevelopment in North Kensington and White City, eliminate the barrier effect which the road has in these locations, and serve regeneration sites at Kensal Green and Old Oak Common, connecting with possible Crossrail and High Speed 2 stations in these areas. This is a longer term aspiration, but we ask the Mayor to undertake feasibility studies into this proposal, taking to account its environmental, social and economic effects as well as its transport benefits.

## **Borough Priorities**

### **4. Improve traffic flow on North-south Borough Roads**

TfL's figures show that Hammersmith & Fulham's roads are the most congested in London (TfL Road Network Performance & Research Team Technical Note 3, April 2006). We have a very limited number of north-south roads and the Western extension of the congestion charge is likely to have displaced more traffic on to them. Of particular importance is the Putney Bridge-Fulham Palace Road-Shepherds Bush Road-Wood Lane-Scrubs Lane corridor. We are working with TfL on a scheme to improve flows at the Fulham Palace Road junction with Hammersmith Broadway, and Hammersmith Bridge Road and we wish to see a more comprehensive programme of improvements for the corridor. These should be for the benefit of all road users, and be designed so as not to attract traffic from a wider area, e.g. by not increasing capacity at Putney Bridge, and by continuing to improve the reliability of bus services, improve services on the West London Line and continue with the implementation of school and workplace travel plans. The improvements are necessary both for existing users and also to facilitate regeneration of the White City Opportunity Area, Earl's Court, Fulham Riverside and Old Oak Common.

**5. Improve District Line in Fulham**

We welcome the Mayor's commitment to improving the Underground Network, but we believe that the upgrading of the District Line, in terms e.g. speed, capacity and reliability should be a very high priority. Hammersmith and Fulham residents use the Underground to get to work more than those of any other borough (36%) and the Wimbledon branch of the District Line is the most overcrowded section of the underground in West London. Passengers are often unable to board trains in the morning peak at Parsons Green and Fulham Broadway, and delays are incurred by the flat junctions at Earls Court.

**6. Improved East West Links at Fulham Riverside**

The Council is developing a plan for redeveloping brownfield sites in the Fulham Riverside area, which could add over 10,000 more residents to this area. The recently opened station at Imperial Wharf has opened up access to this area and we believe that the Chelsea-Hackney line should be re-routed south of Victoria to serve this area. Road access also needs to be improved, and we would ask the Mayor to support improved road permeability between Hammersmith & Fulham and Kensington and Chelsea.

The Mayor should revisit proposals to provide a pedestrian/cycle bridge across the Thames at Imperial Wharf/Chelsea Harbour to improve connections between this regeneration area and those at North Battersea.

This is supported by Wandsworth and Kensington and Chelsea councils as well as LBHF.

**Other Points on MTS2**

7. Shepherds Bush should be recognised as a major interchange between the Underground, buses, and West London Line, as it is recognised in the London Plan as a Metropolitan Centre. As such, high priority should be given to overcoming the difficulties in providing step free access to the Central Line platforms here.
8. Cycling: We welcome the Mayor's initiatives to increase cycling but cycle superhighways should be implemented in consultation and agreement with boroughs, not imposed on them. We note from TfL's Transport for London Road Network Improvement Plan (TIP) that TfL intend to install cycle facilities on the A4 footway between Hammersmith gyratory and the Chiswick roundabout in 2011/12, but would urge that this be brought forward to provide faster moving cyclists with an alternative to the riverside path. TfL should join the boroughs in pressurising the Department for Transport to allow "No Entry" signs with "Except Cyclists" plates underneath. We support the continued provision of cycle training, which will give cyclists the skills

and confidence to ride in traffic and reduce their propensity to ride on footways. Most cyclists are younger males and efforts should be focused on enabling more women, children and older people to cycle.

9. Buses: The use of smaller, quieter, lower emission (possibly electric) and less intrusive vehicles should be considered, particularly where services run through residential streets with tight corners and intensive parking.
10. The West London Line: As well as an interchange with Crossrail /HS2 (see item 2 above), the through service to Gatwick Airport should be restored to increase the convenience of passengers who are encumbered with heavy luggage, and platform 1 at Clapham Junction station should be reopened to enable a more frequent service to operate on the West London Line.
11. Electric Cars: we have some reservations about the Mayor's proposals to encourage the use of electric cars. People may switch from walking, public transport and cycling, and some may purchase a second, electric, car rather than replacing an internal combustion engine car. The disposal of batteries is problematical and on-street charging points could add to parking stress. It is better to continue our existing approach of providing charging points in off-street car parks.
12. Better streets: We welcome the Mayor's commitment to improve the streetscene, particularly by de-cluttering and providing more street trees. Street trees can assist in traffic calming by changing drivers' perception of the type of area they are driving through. However, in some areas it may be difficult to find space for more street trees because of the congested infrastructure under the streets, such as vaults and basements.

### **PART III: OTHER TFL ISSUES**

Members of the Committee have identified the following TfL related issues to be addressed at the meeting which are not directly or fully dealt with above:

1. Maintenance of A4 and A40 which is poor. Would these be better managed at a local level by Hammersmith and Fulham, given that local roads (surface, rubbish, clutter etc) are in better condition.
2. Cycle routes, including installing one on the relatively unused pavement on the south side of the A4 so as to deflect commuting cyclists from the narrow and pedestrian-shared Thames Path. (see above)

3. Lift access to Tube stations in the borough, Disability Discrimination Act (DDA) compliance, and also improving areas around the tube stations e.g. Stamford Brook.
4. Update on more frequent and reliable District line services through Ravenscourt Park and Stamford Brook stations, and through Parsons Green.
5. Traffic light phasing in many places, e.g. intersections, and pedestrian crossings, often not phased, or inflexible to needs.
6. How to rationalise signage (parking, traffic etc) in line with the Council's Street Smart clutter reduction concepts.
7. Policies for dealing with aggressive cyclists, particularly in shared spaces with pedestrians.
8. TfL parking plans for Westway.

TfL will respond to these issues at the meeting. A copy of the TfL presentation is also attached as Appendix 1 to this report.

**LOCAL GOVERNMENT ACT 2000**  
**LIST OF BACKGROUND PAPERS**

<b>No.</b>	<b>Description of Background Papers</b>	<b>Name/Ext. of Holder of File/Copy</b>	<b>Department/ Location</b>
1.	Mayor's Transport Strategy, Public Draft, October 2009	Chris Bainbridge, 3354	Environment, HTH Extension