

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> December 15 2009	<b>Meeting Name:</b> Executive
<b>Report title:</b>		Response to Mayor's draft Transport Strategy	
<b>Ward(s) or groups affected:</b>		ALL	
<b>From:</b>		Strategic Director of Regeneration and Neighbourhoods	

## RECOMMENDATION(S)

That the Executive:

1. Agrees the council's formal response to 'Mayor's draft Transport Strategy' as set out in Appendix A.

## BACKGROUND INFORMATION

2. The 1999 Greater London Authority Act requires the Mayor to produce a transport strategy for London and also requires the 33 local authorities in London to implement it. The first Mayor's Transport Strategy (MTS1) was published in 2001 and was revised in August 2004 to support the western extension to the congestion charge zone and again in July 2006 to reflect the London Low Emission Zone.
3. The Mayor is reviewing the transport strategy with the aim of publishing a revised Mayors Transport Strategy (MTS2) in 2010. As the first stage in this process, the Mayor produced a direction of travel document titled 'Way to Go! – Planning for Better Transport'. This document listed the principles that the Mayor proposed would shape the next MTS.
4. Since the publication of 'Way to Go', the Mayor has decided to undertake a full review of the London Plan and the Mayor's Economic Development Strategy in parallel with the development of the new MTS. The council's response to these strategies is covered in a separate report.
5. Following on from this, on May 18 2009, the Mayor published the Mayor's Transport Strategy – Statement of Intent (Sol) for consultation with the London Assembly and GLA Group. This document provided a framework for developing the new strategy and outlines potential policies and proposals which could be developed further.
6. The public consultation on the draft MTS2 commenced in late October and responses are sought by mid January 2010. The final strategy is expected to be published in spring 2010.

## Sub regional transport plans

7. To assist with the preparation of the Mayors Transport Strategy and to better understand the implications of the London Plan policies, local regional transport plans are being developed in partnership with the boroughs. Southwark is included in both the central and southern sub regional areas and the borough's needs will be reflected in both plans. These sub regional transport plans will reflect the MTS and translate the policies into specific schemes and measures. These sub regional

plans, in conjunction with MTS, will provide the overarching framework for the preparation of local implementation plans, which will prioritise transport schemes in the boroughs.

8. It is through this mechanism that local implementation plans are linked to local development frameworks to ensure that local transport projects and priorities are matched to transport improvements required by the delivery of new housing and jobs.

### **Outer London Commission**

9. The outer London commission was established by the Mayor to explore how outer London can better realise its economic potential; it reported its preliminary findings in summer 2009 with the final report due in the autumn.
10. Initially the commission has rejected the concept of developing super-hubs in favour of strategic outer London development centres and reconfiguring linkages between existing business centres. It considered that this would minimise the need to travel, make the best use of existing transport facilities and any available future transport investment.
11. In terms of transport investment the commission rejected creating a high-speed contiguous orbital public transport system in favour of the 'hub and spoke' concept. Key recommendations likely to have an impact in the south of the borough include closer integration of bus with rail and improving rail interchange.

### **KEY ISSUES FOR CONSIDERATION**

12. The draft MTS2 covers a period from 2009 to 2031. However, many of the initiatives set out to 2017 largely relate to the projects and proposals already committed to in TfL's nine-year business plan to 2016, such as improvements to the National Rail network to be delivered by Network Rail and the government up to 2014, and by other major agencies delivering transport improvements impacting on London, such as the Highways Agency.
13. Alongside the existing proposals, the document makes it clear that more will need to be done between 2017 and 2031 to meet the challenges that remain unaddressed. The Mayor is therefore considering various transport network infrastructure enhancements, as yet unfunded, including Crossrail 2, underground extensions into South London and a new river crossing.
14. In developing the new MTS, the Mayor is considering a series of policy measures aimed at achieving a series of 'thematic goals' as set out below:
  - Support economic development and population growth
  - Enhance a better quality of life for all Londoners
  - Improving the safety and security of all Londoners
  - Improving transport opportunities for all
  - Reduce transport's contribution to climate change and improve its resilience
  - Support delivery of the London 2012 Olympic and Paralympic Games and its legacy

## SUMMARY RESPONSE

15. The MTS does not commit further public funding to the improvement of key transport interchanges in the borough. Part of the strategy for managing congestion at central London rail termini involves improving interchange at early points in the network classed as strategic interchanges. In particular, Elephant and Castle is expected to see significant growth in passenger numbers as a result of line upgrades and background growth. There is an underlying assumption that the redevelopment scheme will fund any infrastructure improvements required to deal with the additional capacity requirements whether generated by the redevelopment or by reconfiguration of the existing tube network. Whilst it is accepted that there will be developer contributions to secure large scale infrastructure improvements needed to accommodate new proposals, investment is likely to be required from TfL. This is particularly important where there has been underinvestment in the past.
16. Peckham Rye is also identified as a strategic interchange but again no funding for the necessary improvements has been identified. Given the need for regeneration in this area passing the whole costs to developers would be unrealistic and is likely to make the proposals undeliverable.
17. The Cross River Tram (CRT) does not appear in the strategy even for further consideration post 2018. No alternative public transport improvements are identified that would provide the same step level change for key regeneration areas such as the Elephant and Castle, Aylesbury estate and North Peckham
18. The possible extension of the Bakerloo line is welcome, but appears unlikely to provide the same step level change for key regeneration areas such as the Aylesbury estate. Furthermore, there is no guarantee that the line extension will ever be delivered and no clear indication that it would represent better value for money than the CRT
19. The South London Line is not referenced in the MTS. The future of this line is currently under review and the results of the current TfL / London Travelwatch study should feed into the MTS.
20. The East London Line phase 2 (extension to Clapham Junction) is confirmed in the MTS. There remains uncertainty, however, over the proposed Surrey Canal Road station (shown on the map but not currently funded) and Brixton High Level (not shown) are not further referenced.
21. The reopening of Camberwell Station or the provision of a new station at Camberwell is not included in the programme for further investigation.
22. The MTS proposes a continuing review of bus services, but currently this only happens at the end of bus operator franchise periods. There is a need for a more fundamental analysis of bus provision across London, rather than incremental review. Key routes identified in this way should be protected from any reduction in service level as a result of possible future budgetary restrictions.
23. While the MTS implies that pedestrians as well as vehicles may be beneficiaries of 'smoothing the traffic flow', the stated priority of this objective over others such as public realm improvements and quality of life factors may counteract this. In practice, a default priority for traffic may make it more difficult to obtain approval

(where appropriate) and funding from TfL for future projects that seek to prioritise pedestrian amenity.

24. The MTS does not set out a coherent speed reduction programme that would support the council's 20mph strategy. The focus on enforcement is welcome, but no new resources are identified for this purpose. A great deal is staked on the introduction of average speed cameras, but the feasibility and benefits of these cameras in London are yet to be proven. The wider benefits of reduced speed limits are not fully acknowledged.
25. The MTS does not set out a convincing approach for encouraging walking. Improved way-finding (Legible London) is welcome, but may not be directly relevant outside the central area. Further increases in walking are likely to depend on sustained investment in the public realm and no further funding is identified to deliver such improvements.
26. While cross-borough initiatives to promote cycling are welcome (hire scheme, superhighways), there is no clear programme or additional funding identified to deliver the concept of 'biking boroughs'.
27. The MTS identifies challenging targets to reduce CO2 emissions, but lacks a coherent strategy to achieve these. Local air quality factors are also not considered sufficiently. In practice, more may have to be done to manage demand on the road network if the targets are to be achieved.

### **Policy implications**

28. Through the GLA Act, the borough is required to prepare a local implementation plan which details how the authority plans to deliver the aims and ambitions of the Mayor's transport strategy. This revision will require the authority to revise Southwark's local implementation plan which may have implications for the direction of delivery of transport improvements within the borough.
29. Further clarity will be identified through the formal consultation process which will occur in spring/summer 2009.

### **Community Impact Statement**

30. The impacts of MTS2 will have a secondary impact on Southwark's transport improvement programme delivered through the local implementation plan. A fuller assessment of this impact will be undertaken through the revision of the borough's local implementation plan which would become effective from April 2011.

### **Resource implications**

31. The submission of a letter to the Mayor will have no financial, budget or staffing implications. Staff time for submitting the consideration, preparation and submission of this response has been allowed for in existing revenue budgets and work plans.

### **Legal implications**

32. Through the Greater London Authority Act, London boroughs are required to prepare a local implementation plan setting out how they will implement the

Mayor's Transport Strategy. Therefore a review to the transport strategy will require the borough to subsequently review its local implementation plan.

## **Consultation**

33. The council's response to Mayor's draft strategy does not require consultation at this time. Detailed consultation, which will be carried out in accordance with the statement of community involvement, will be undertaken during the preparation of the revised local implementation plan through 2010.
34. Initial comments were received from the public transport forum and they have requested that concerns be raised regarding the need for greater speed control both through increased enforcement and lower limits on the TLRN. They requested a greater emphasis on van driver training with regards to cyclists.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Strategic Director of Communities, Law & Governance**

#### **Functions & Responsibilities**

35. Members of Executive are requested to approve the council's consultation response to the Mayor's draft Transport Strategy ("the MTS") as set out in Appendix A.
36. By virtue of Part 3B: Executive Role and Functions, paragraph 24 under the heading of "General", it is the function of Executive to approve the council's response to consultation papers such as the draft MTS. Members are therefore advised that they may approve the response proposed by officers in Appendix A. [subject to such further comments or responses Executive deem appropriate.]

#### **The Greater London Authority Act 1999 ("the 1999 Act")**

37. Under Section 142 of the 1999 Act, the Mayor of London has a general transport duty to develop and implement transport infrastructure within London including (among others) provisions for pedestrians.
38. Pursuant to the discharge of this general duty, the Mayor must prepare and publish a document called the Transport Strategy containing relevant policies and measures which must include: -
  - i. transport for those with mobility problems
  - ii. a timetable for implementation of proposals
39. As stated in the main body of this report, the Mayor is currently in the process of revising the existing Transport Strategy.
40. The 1999 Act makes provision for London boroughs to ensure implementation of the adopted Mayor's Transport Strategy through the mechanism of local implementation plans (LIPs). Under Section 144 of the 1999 Act London Boroughs have a specific duty to have regard to the implementation Mayor's Transport Strategy in preparing their LIPs. As the main report identifies, transport infrastructure will impact significantly the delivery of the council's aspirations for key regeneration areas such as the Aylesbury, Elephant and Castle and Peckham

hence the importance of a considered response to the draft MTS in light of the council's regeneration plans.

### Consultation

41. There is no requirement for the council to consult upon its responses to consultation documents such as the MTS. However, in so far as the MTS impacts on revisions to the council's existing LIP, it is understood that consultation will be carried out in respect of revisions to the LIP by the relevant department at the appropriate time.

### Departmental Finance Manager

42. There are no specific financial implications associated with this paper. The financial implications of any particular policy or strategy should be addressed as part of any specific proposal.

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Mayor's Transport Strategy 2001	Transport Planning, 160 Tooley Street	Sally Crew 020 7525 5564
Southwark's Local implementation plan 2006	Transport Planning, 160 Tooley Street	Sally Crew 020 7525 5564
Response to Mayors Transport Strategy, statement of intent	Transport Planning, 160 Tooley Street	Sally Crew 020 7525 5564

### APPENDICES

No.	Title
Appendix A	Response to Mayor's draft Transport Strategy

### AUDIT TRAIL

<b>Lead Officer</b>	Richard Rawes, Strategic Director of Regeneration and Neighbourhoods	
<b>Report Author</b>	Barbara Selby Head of Transport Planning	
<b>Version</b>	Final	
<b>Dated</b>	December 4 2009	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES /</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director for Communities, Law & Governance	Yes	Yes
Departmental Finance Manager	Yes	Yes
<b>Executive Member</b>	Yes	No
<b>Date final report sent to Constitutional team</b>	December 4 2009	