TRANSPORT FOR LONDON

ENVIRONMENT, CORPORATE AND PLANNING PANEL

SUBJECT: INTERCHANGE PLAN FRAMEWORK

DATE: 17 NOVEMBER 2010

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1   PURPOSE AND DECISION REQUIRED

1.1   This paper summarises the purpose, scope and methodology for the Interchange Plan Framework and sets it in context as a tool to support future prioritisation of interchange improvements.

1.2   Appendix 1 shows an example of the top 20 interchanges when assessed against all three policy documents - Mayor's Transport Strategy, Economic Development Strategy and the (draft) London Plan.

1.3   An example of how this framework analysis is being used to inform the prioritisation of specific schemes is set out in Appendix 2, showing the analysis behind the identification of potential 'Strategic Interchanges'.

1.4   The Panel is asked to note the contents of this report.

2   BACKGROUND

2.1   Improved public transport interchanges that enable better integration of London's public transport systems are a key element of the Mayor's Transport Strategy.

2.2   In 2002, TfL produced its first Interchange Plan setting out priorities for interchange improvements across the 640+ interchanges across London. This plan was aligned with the then Mayor's Transport Strategy and provided a solid framework for both short, medium and long term interchange improvements and fed directly into TfL's 10 year investment programme.

2.3   Since 2002, the Interchange Plan has been used by TfL to advise the Interchange Team's prioritisation process and portfolio of schemes and provided the basis for the development and delivery of a number of Interchange improvements with stakeholders and partners.

2.4   Earlier this year, the Mayor published three key Policy Framework documents calling for integrated transport and efficient, high quality Interchanges:

(a)   Mayor's Transport Strategy (MTS);

(b)   Economic Development Plan (EDS); and

(c)   (Draft) London Plan (LP).

The Interchange Plan is now being updated to reflect these three key documents.

2.5   The Mayor's Transport Strategy (May 2010) sets out the process for updating TfL's Interchange Plan:

> *"In parallel with the development of the London sub-regional transport plans, TfL will update its Interchange Plan. This plan will complement the MTS, London Plan and EDS and help TfL and the boroughs to prioritise how available resources should be put into the development and implementation of particular interchange proposals. It will build on the analysis at a regional level, identifying strategically and regionally important interchanges and provide a common benchmark for quality across all categories of interchange. It will provide a framework to enable consideration of arising opportunities to leverage funding as well as consideration of area and system-wide initiatives, including facilities for walking and cycling, adjacent to the interchanges"[1]*
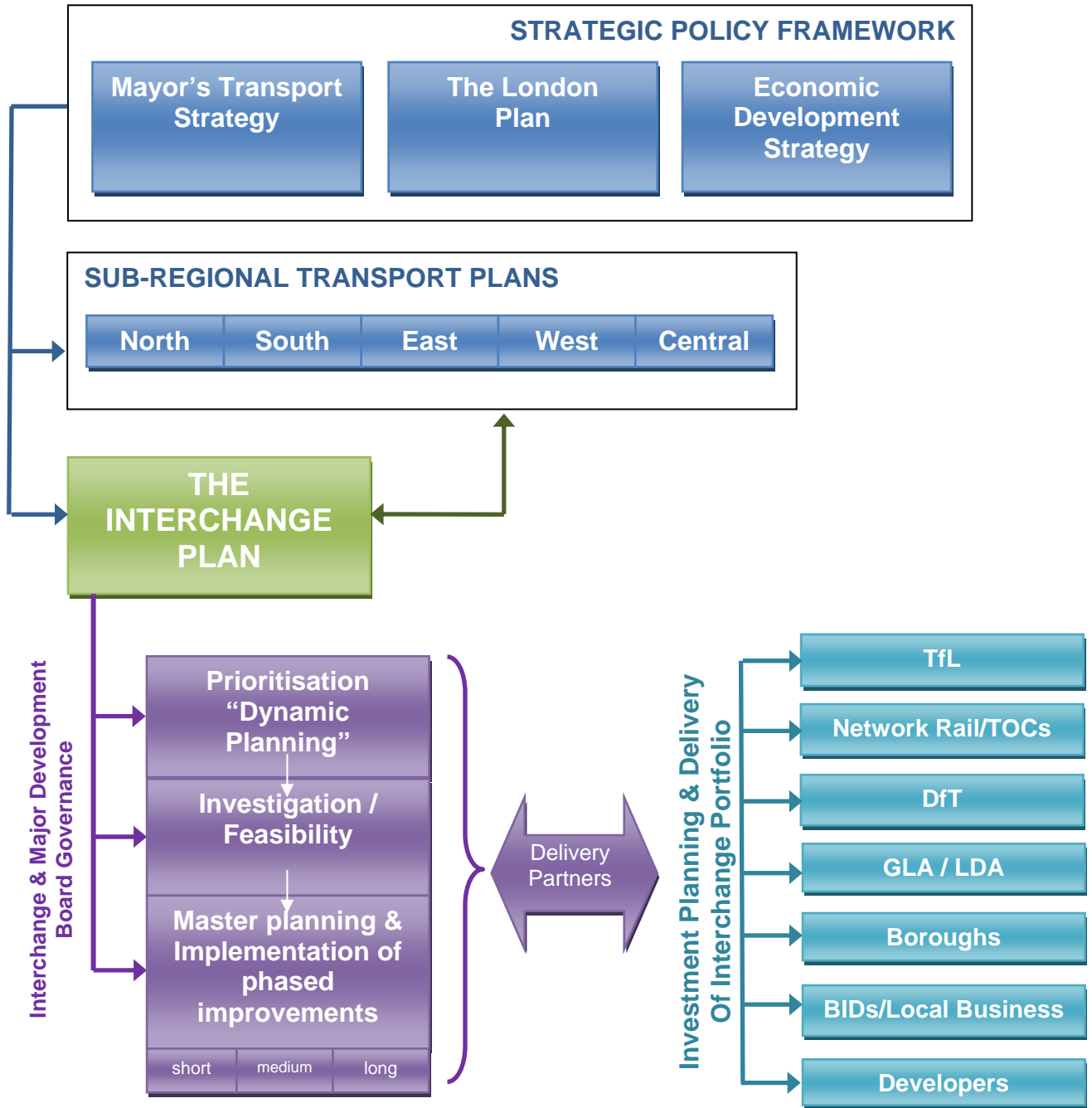
Mayor's Transport Strategy 2010, Chapter 7, Section 3.2

3   PURPOSE OF THE PLAN

3.1   The most important difference to the 2002 Interchange Plan is that the new plan provides a framework to inform prioritisation on improvements. It will not be prescriptive with respect to where improvements to interchanges should take place or commit any TfL funds to any particular project; nor will it be the only source of data for prioritising any such investment. Instead, it is intended that it will help TfL and the boroughs in prioritising how available resources should be put into the development and implementation of particular interchange proposals*.*

3.2   With drivers such as customer perception, network changes, quality of life issues and significant growth and regeneration, there is almost unlimited scope for interchange improvements from minor to major interventions. However, with limited funding, it is vital to focus on those interchanges where TfL can ensure maximum value from any improvements.

3.3   The purpose of the Interchange Plan is to provide a ranking of these 640+ interchanges by assessing:

(a)   the role and importance of each in delivering the Mayor's Strategic Policy Framework: Mayor's Transport Strategy, (Draft) London Plan and Economic Development Strategy, and

(b)   a consideration of the customers' perception of the quality of interchanges, i.e. how well it performs from the customer's perspective.

3.4   Figure 1 sets out the update in context. The updated analysis has been developed in parallel with the analysis for the Sub-Regional Transport Plans (SRTP) and has advised the SRTP priorities in terms of regionally important and Strategic Interchanges (see Appendix 2).

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[1] Mayor's Transport Strategy 2010, Chapter 7.3.2

Figure 1 – Interchange Plan in Context

STRATEGIC POLICY FRAMEWORK

| Mayor's Transport Strategy | The London Plan | Economic Development Strategy |

SUB-REGIONAL TRANSPORT PLANS

| North | South | East | West | Central |

THE INTERCHANGE PLAN

Interchange & Major Development Board Governance

- Prioritisation "Dynamic Planning"
- Investigation / Feasibility
- Master planning & Implementation of phased improvements

| short | medium | long |

Delivery Partners

Investment Planning & Delivery Of Interchange Portfolio

- TfL
- Network Rail/TOCs
- DfT
- GLA / LDA
- Boroughs
- BIDs/Local Business
- Developers

4   INTERCHANGE PLAN ANALYSIS

4.1   Interchanges serve three purposes; as an origin, a destination and a place to travel through. Locations have been assessed against two sets of criteria:

Policy –   the role that the interchange can play in delivering the Mayor's Transport Strategy, the draft London Plan and the Economic Development Strategy; and

Quality –   the perceived quality of facilities that currently exist at interchanges as perceived by customers;

4.2   The Policy Criteria used to rank interchanges are summarised in Table 1.

4.3   Interchanges that score highly on policy objectives are considered to be the most important interchanges for the strategic development of London. However, just because an interchange is important it does not necessarily need improving - 'importance' is only one of the considerations in deciding where resources should be focused. The current quality of facilities also needs to be considered.

4.4   The concept of a 'Quality Gap' has been developed. For example, if two locations are equally important in policy terms, it is obvious that the one that currently has the worse customer perception of quality is more in need of improvement.

4.5   The data can be analysed in a number of different ways depending on the stakeholder's aims or policy drivers and this forms a framework of ranked interchanges, which will inform TfL's and other stakeholder's prioritisation processes. Appendix 1 shows a list of the 'top 20' interchanges across 5 categories when all 3 policy documents (MTS, EDS & London Plan) are considered (that is no weighting specifically for MTS).

Table 1   Interchange Criteria mapped to Mayoral Policies and Proposals

Policy Criteria				
Interchange Criteria	**Link to MTS Proposals**	**Link to LP Policies**	**Link to EDS Proposals**	**The Contribution of Interchange**
IP1 Supporting Sustainable Growth	4; 6; 7; 8; 9; 11; 15; 16; 17; 19; 22; 46	1.1; 2.7; 2.11; 6.1; 6.4	1A; 4F; 5A; 5B; 5D; 5G	Provide well designed interchange environment to ensure the interchange itself is not a capacity constraint. Particular consideration with regards areas designated for significant growth Provide interchange opportunities thus relieving network crowding on key links
IP2 Improving Transport Connectivity	4; 6; 14; 19; 23; 26; 27; 28; 30; 36; 37; 46; 49	2.8; 6.1; 6.4		Provide interchange opportunities across modes, particularly in consideration of its role in the transport geography network set out in MTS
IP3 Promoting Businesses	30; 49	2.7; 2.16; 6.1; 6.4	2F; 5A	Improve access to jobs through improved interchange opportunities Improve efficiency of movements of people and goods particularly in strategic industrial / business locations
IP4 Supporting Regeneration	60; 83; 84	2.7; 2.13	4A; 5A; 5E; 5F	Enhanced connectivity to reduce severance Targeted improvements in deprived / regeneration areas
IP5 Promoting Active Travel	51; 53; 56; 59; 115	2.8; 2.13; 2.15	2H	Removal of physical barriers for pedestrians / cyclists through better street design - accessibility to cycling network Cycling facilities at interchanges Way finding / Legible London / Walking schemes

Quality Criteria				
Interchange Criteria	Link to MTS Proposals	Link to LP Policies	Link to EDS Proposals	The Contribution of Interchange
IP6 Improving Journey Experience	13; 21; 41; 42; 43; 45; 59; 60; 82; 83; 114	2.15; 6.1; 7.5	2G; 5F	Ensure quality interchange environment, clear wayfinding, better information provision Provide well designed interchange environment to ensure the interchange itself is not a capacity constraint. This feeds customer experience of crowding
IP7 Improving Safety and Security	13; 42; 43; 59; 73; 77; 78; 80	2.8	2J	Ensure the secure and safe nature of an interchange through provision of adequate lighting, CCTV and other security provisions Provide clear security measures and particularly a security presence
IP8 Improving Accessibility	18; 21; 40; 45	7.2		Ensuring interchanges are accessible to all through removing physical barriers, providing accessible movement for disabled passengers as well as providing disabled facilities

4.6 To ensure TfL considers a full range of interchanges and does not neglect the sub-regional or outer London interchanges, a categorisation process has been developed, aligned with the Transport Geography set out in the Mayor's Transport Strategy. Table 2 shows this categorisation.

4.7 In this way, TfL is able to present the ranking in a more meaningful and user friendly way, to ensure important, but smaller, local interchanges are not compared unfavourably against major termini with international connections.

4.8 The data will be organised in such a way to allow TfL to present the analysis in a number of different ways. For example, by geography (i.e. borough), by major investment (i.e. Crossrail) or even by MTS outcomes such as identifying potential Strategic Interchanges to help ease central London congestion. An example of the latter is set out in Appendix 2.

Table 2 - Interchange categorisation against MTS Levels of Transport Network

Interchange category		Definition (MTS Transport Geography Fig 4)	Number in Category
A	International	International transport connections including airports and international rail and coach.	6
B	National and inter-regional	Inter-regional and national transport connections including national rail and major coach stations.	42
C	London-wide	London-wide strategic transport connections including major rail and tube stations, and major bus and coach interchanges.	49
D	Sub-Regional	Regional strategic transport connections serving metropolitan town centres and major employment hubs.	211
E	Local	Local strategic transport connections serving local town centres, residential areas, jobs and services.	334

5 OUTCOMES AND USE OF THE ANALYSIS

TfL's Planning Process

5.1 Whilst the Interchange Plan analysis set out above provides a framework to enable consideration of arising opportunities and inform the prioritisation of investment in interchange, there are inevitably a large number of factors that cannot be taken into account in such a formal assessment. Not least among these is the need to react to changing circumstances, including the appraisal of new schemes and developments as they emerge, and building on existing schemes and strategies across London.

5.2 By providing a policy framework for prioritisation it is hoped TfL and stakeholders can target limited funds and resources to greatest effect, to continue to deliver greatest benefits to the customer

5.3 TfL has developed a live process for this prioritisation which considers not only the interchange Plan's policy framework but also a number of influencing factors such as potential development, deliverability and fundability.

5.4 TfL Interchange Team manages this process, evaluating a number of different criteria to advise the business and stakeholders on priorities for interchange improvements. The criteria are evaluated and updated for a portfolio of schemes on a bi-monthly basis and reported to TfL's Interchange and Major Development Board.

5.5 This process utilises six criteria as set out below and provides a "framework for the consideration of arising opportunities"[2].

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[2] MTS Ch 7.3.2

Prioritisation Consideration	Definition
Policy Importance (MTS, LP, EDS)	The Policy analysis in the Interchange Plan.
Interchange Experience	Advised partially by the Quality Gap analysis in the Interchange Plan. Also considers live data including feedback from customers and impacts of both short and long term construction works around the capital.
Transport Development	Opportunities and risks from funded schemes such as Victoria Station Upgrade or Crossrail. Captures integration opportunities to maximise benefits from the planned investment.
Transport capacity / crowding	Considers both anticipated growth as well as the impact of local developments on the use of public transport. Consideration of the number of existing and forecast interchangers and relative interchange capacity.
Deliverability	Considers resource requirements, fundability, levels of support as well as physical constraints for all stakeholders.
Urgency	Considers third party drivers such as imminent development or transport issues (i.e. London 2012 Olympics and Paralympic Games) or significant decisions (i.e. planning applications).

5.6   The initial analysis has already been used to support the development of the Sub-Regional Transport Plans and the first stage of analysis into Strategic Interchanges (Appendix 2).

5.7   The data is also being collated in a GIS-based format to improve usability of the analysis and base data for the modes. This is being developed to allow simple interrogation of all elements that comprise the overall rank to ensure the data is as accessible and usable as possible. As soon as this is available, it will be offered to the modes.

6   THE NEXT STEPS

6.1   Work will continue throughout November on the editing of the main plan itself and finalising the graphics, maps and tables for inclusion. Currently, resources are focussed on the publication of the Sub-Regional Transport Plans. Once they are finalised TfL will ensure consistency with these documents and complete the editing and production of the document in early 2011. Publication will be on-line only.

6.2   It is proposed to introduce the Interchange Plan Framework as part of the wider presentation at the Interchange Forum on 16 November 2010. This forum is an invited audience of 200 representatives from the boroughs, developers and transport operators. This will be the start of the third party information rounds and will help to gauge interest in further engagement.

6.3   Timeline

    Soft launch at Forum   16 November 2010

    Finalise presentation of analysis   November / December 2010

    Editing and Production   January / February 2011

    Third Party Information Rounds   March / April 2011

    Publication on the Internet   to be confirmed early 2011

    Refresh full interchange prioritisation   January / February 2011

7   RECOMMENDATION

7.1   The Panel is asked to NOTE this paper.

8   CONTACT

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DRAFT Summary Findings – Top 20 interchange across all three policy documents

This table shows the key interchanges in each category in terms of delivering the three Mayoral Strategies for London - <u>unweighted</u>.

Category A International	Category B National & Inter-Regional	Category C London Wide	Category D Regional	Category E Local
Kings Cross St. Pancras	Waterloo	Moorgate	Barbican	Battersea Park
Victoria	London Bridge	Bank / Monument	Chancery Lane	Queenstown Road
Heathrow Terminals 1, 2 and 3	Liverpool Street	Oxford Circus	St. James's Park	Clapton
London City Airport	Paddington	Old Street	Southwark	Hoxton
Heathrow Terminal 4	Euston	Holborn	Russell Square	Catford Bridge
Heathrow Terminal 5	Charing Cross	Tottenham Court Road	Goodge Street	Warwick Avenue
	Blackfriars	Green Park	Mansion House	Charlton
	Elephant & Castle	Vauxhall	St. Paul's	Mornington Crescent
	Cannon Street	Aldgate	Covent Garden	Stepney Green
	Farringdon	Finsbury Park	Temple	Northumberland Park
	Baker Street	Tower Hill	Angel	Plaistow
	Marylebone	Piccadilly Circus	Royal Oak	Drayton Park
	East Croydon	Aldgate East	Lambeth North	Essex Road
	Fenchurch Street	Westminster	Great Portland Street	Cutty Sark
	Embankment	South Kensington	Greenwich	Silver Street
	Stratford	Euston Square	Brixton	Bow Road
	Clapham Junction	Leicester Square	Borough	Westferry
	Whitechapel	West Croydon	Shadwell	Loughborough Junction
	City Thameslink	Seven Sisters	Kennington	Devon's Road
	Shepherd's Bush (Central)	Warren Street	Pimlico	Stoke Newington

How the Interchange Plan Framework has been used to inform the identification of Strategic Interchanges – MTS Proposal 46

By utilising the Interchange Plan Framework analysis in wider studies we can inform the development of key priorities such as "Strategic Interchanges"

> *"Strategic interchanges are primarily radial to orbital rail interchanges. They have the potential to reduce travel times and relieve crowding in central London, including interchange capacity pressures at London's rail termini. Connectivity and central London crowding relief benefits are offered by new and enhanced orbital public transport services, some also offer significant development potential, due to their enhanced public transport accessibility and connectivity."*[3]

Enhancements to Rail and Tube interchange facilities in outer London can help reduce crowding on trains and central London termini by intercepting passengers before they get to central London. They can also improve orbital connectivity and can reduce crowding at some central London stations.

Interchange Plan Category **IP2** specifically measures potential for improved connectivity at an interchange. When looking at this criterion alone interchanges such as Clapham Junction, Stratford, East and West Croydon, Wimbledon and Willesden Junction are all ranked highest. The top interchanges identified in this analysis informed the 'Examples of Strategic Interchanges" identified in the Mayor's Transport Strategy. Figure A2.1 shows examples of these strategic interchanges.

TfL is developing a Strategic Interchange Delivery Strategy which will build on this analysis and expand the review to look more closely at potential new connections and links to major schemes such as High Speed 2.

Opportunities to deliver strategic interchange benefits include:

- The London Overground network, to be complete by 2012 offers new orbital connectivity and capacity in Inner London
- DLR provides opportunities for orbital travel in East London
- A Crossrail / High Speed 2 (HS2) interchange at Old Oak Common, would ease pressure on Euston and the central London LU network

The strategy will link up with walking and cycling initiatives to investigate priorities for surface connection where proximity interchange can link two networks and potentially relieve congestion (e.g. New Cross / New Cross Gate).

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[3] MTS 2010 – Chapter 5.10.2

Figure A2.1 – Examples of Strategic Interchanges (MTS Figure 46)