

Date: 9 April 2014

Item 7: Roads Task Force Update

This report will be considered in public

1 Summary

- 1.1 The purpose of this paper is to provide an update on the development of strategic measures required to achieve the Roads Task Force vision for London's roads and streets.

2 Recommendation

- 2.1 **The Panel is asked to note progress and the proposed next steps.**

3 Background

- 3.1 The Roads Task Force (RTF) called for a long term strategy and investment to create 'world class roads and streets'.
- 3.2 It made ten recommendations, including; to develop and assess strategic measures to mitigate the impact of 'place', walking and cycling improvements on congestion (particularly arising from e.g. planned cycling measures and major development in the central area and Inner Ring Road). The ten recommendations are shown in Appendix 1. An outline of TfL's response on the strategic measures is given in Appendix 2.

4 Recent Analysis and Findings

- 4.1 Since last year's launch of the RTF report, TfL has conducted additional analysis which has highlighted the further pressures that new, higher growth forecasts and aspirations for a better city will place on London's roads. This analysis has confirmed that, even with all of the Mayor's Transport Strategy investment, significant increases in road congestion can be expected.
- 4.2 TfL has looked in more detail at the effectiveness of a range of 'easier' measures that might reduce congestion, such as even greater use of traffic control technology and active management, freight and personal travel demand management, and public transport investment beyond that already set out by the Mayor's Transport Strategy.
- 4.3 This analysis suggests that these measures, though worthwhile, would be insufficiently effective by themselves to hold congestion at today's levels and will

in fact only provide a few years of mitigation. The slides presented regarding the development of strategic measures are given in Appendix C.

- 4.4 Work to date was shared on 3 March 2014 at a stakeholder event attended by over 150 delegates from a wide range of business, borough and other groups.

5 Next steps

- 5.1 TfL is now embarking on a programme of four strategic studies to seek to mitigate the impacts more fully and enable a more comprehensive delivery of the place and other aspirations.
- 5.2 A central/inner London study is intended to better understand the long term vision for central London and the role of the Inner Ring Road (IRR). The IRR forms the diversionary route around the congestion charging zone and is key to movement in inner London. However, much of the IRR is equally important for its 'place' function and a series of major developments are underway or planned in areas such as Vauxhall, Nine Elms, Battersea, Elephant & Castle and Euston. The study will seek to understand the extent (and benefits) of place ambition, how it may be achieved, and to what extent traffic congestion might increase.
- 5.3 In parallel, the study will explore whether the provision of alternative 'replacement' capacity elsewhere in inner London – in the form of a new tolled tunnel – could be effective and feasible in order to sustain network functioning.
- 5.4 A second study will look at the 'rest of London' to explore opportunities to transform key corridors, including the North and South Circulars, both in terms of tackling congestion, unlocking growth, and improving community impact. Measures such as fly-unders or new tolled tunnels will be considered. Decking-over sections of road to free up land for housing will also be investigated.
- 5.5 A demand management study will identify further ways to encourage people to modify their travel behaviour. It will look at the extent to which congestion can be reduced through measures such as greater use of car clubs and car lite developments and if necessary more radical demand management measures.
- 5.6 A freight study will explore the effectiveness of voluntary schemes, incentives, and then, finally, regulation to reduce congestion as well as improve its contribution to safety and the environment.
- 5.7 Ultimately, it is expected that additional funding would be required for delivery of the recommendations from these studies. TfL's current £4bn roads improvement programme – itself a doubling of the previous level of spend - will make progress towards achieving the RTF vision. However, much more will be required to fully achieve the vision: the RTF report itself estimated about £30bn over a twenty year period would be required. Strategic measures, such as tunnels, would require funding over and above that.
- 5.8 Each of these studies is now underway. An update can be given during the year, and interim reports are expected in late autumn. TfL will continue to seek stakeholder input as it takes forward this analysis and strategy development.

List of Appendices to this report:

Appendix 1 – Re-cap of RTF's Ten Recommendations

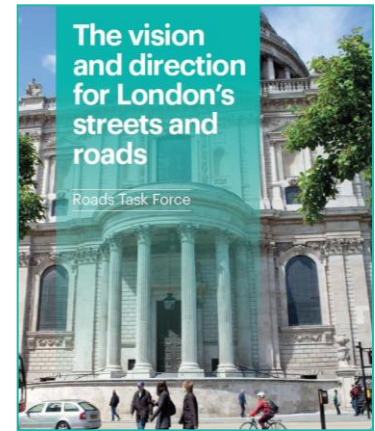
Appendix 2 – An Outline of TfL's Strategic Response on Strategic Measures

Appendix 3 – Stakeholder Event Update

List of Background Papers:

Roads Task Force Report – July 2013 and TfL Response

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APPENDIX 1:

A RE-CAP ON THE RTF'S TEN RECOMMENDATIONS

I: Adopt the RTF vision

The Mayor endorses the vision set out in this report and continues to make the case for a far greater investment programme in London's streets and roads.

At least £30bn is needed over the next 20 years. This is a comparable level of investment to that made in the vital Tube and rail networks.



2. Adopt the RTF's three aims



The Mayor adopts the core principle that the strategy must deliver overall against all three aims:

- transforming conditions for walking, cycling and public transport;
- delivering better, active and inclusive places and new city destinations; and
- Maintaining an efficient road network for movement and access.

3. A bold approach is needed

The Mayor accepts the need to be even bolder to achieve this ambition and make use of tools that have not been fully applied, including demand management and new/improved infrastructure.

The Mayor must also recognise that this will entail making choices in particular locations – it will not be possible to cater fully or equally for everyone, everywhere, at the same time.



4. Develop strategic measures



TfL, working with boroughs and other stakeholders, should undertake initial feasibility studies into the potential for applying these strategic measures within London.

In the interim, a plan for the Inner Ring Road must be developed as a matter of urgency, given the cumulative development pressures.

5. Improve governance

The Mayor must ensure that TfL and other organisations involved in the management and planning of streets have fit for purpose culture, governance and resources to deliver this vision.

This will require changes to be made to how things are done, as well as what is done.



6. Adopt the street-family approach



TfL and the boroughs adopt and implement the new London street family and street-types approach as an aid to their planning and work with stakeholders.

An agreed framework, key performance standards and designation of an initial set of roads should be completed before the end of 2014. Ahead of this there should be early piloting with boroughs keen to adopt this framework.

7. Innovate

TfL and the boroughs implement measures from across the different toolbox compartments.

This should include a focus on innovation and trialing new approaches. The Mayor should establish an innovation fund with the aim of starting five pilot schemes by the end of 2014.

TfL should set out a list of regulatory changes to overcome existing barriers – linking with the Government's Red Tape Challenge.



8. Use world leading technology



TfL should establish and promote London as a world leader in traffic and road network management, and more widely in 'smart' city mobility management and planning.

This should use cutting edge cooperative technology, make use of new data sources and communicate with road users in real time and in new ways to deliver benefits for reliability, customer experience, safety and the environment.

9. Enhance evaluation and review

TfL should enhance its evaluation of schemes and monitoring of what is happening on the road network.

This should include monitoring of both wider network conditions and the impacts of specific interventions designed to deliver the vision.

There should be an annual review of progress against the aims and recommendations set out in this report.



10. Engagement for action



The Mayor should promote this vision and begin a wider programme of engagement with Londoners and stakeholders (representing all interests) about the future of London's streets and roads.

This should include new, exciting ways of engaging and involving people, and increasing understanding about the challenges and tradeoffs, and the need for action.

APPENDIX 2:

AN OUTLINE OF TFL'S RESPONSE ON THE STRATEGIC MEASURES



TfL is taking forward the RTF's recommendations through seven workstreams

- Adopt the RTF vision for world class roads and streets

Project
development
and delivery

- Adopt the RTF's three aims
 - Walking, cycling and public transport
 - Places
 - Efficient network
- Use world leading technology
- Be bold

- Develop strategic measures
- Adopt the street-family approach
- Improve governance
- Innovate
- Engage for action
- Enhance evaluation and review

High level
vision and
strategy

Street types
and service
levels

Capability
and
partnership
development

Pilots

Comms and
stakeholder
engagement

Monitoring
and
evaluation

With regard to developing strategic measures, TfL's response to the RTF report said:

High level
vision and
strategy

“An increased demand on limited road space means congestion is likely to remain a feature of the network in 2021/22. To address this, we will need to consider new ways of managing demand and providing capacity for living and moving. To understand the scope of change needed and the role of strategic measures, we will begin a series of further studies to understand their application more fully. These will include:

- A study of the Inner Ring Road, to assess its strategic ‘moving’ function and role in enabling new development
- Assessment of further measures to tackle congestion including increases in junction and link capacity, and enhancements to orbital capacity
- Feasibility studies to assess more radical solutions. For example, physical measures to improve the public realm cater for growth, and increased levels of cycling and pedestrian activity while providing alternative space for vehicle movement
- Assessment of measures to further manage demand in Inner and Outer London, including: ‘maximum’ application of smarter travel initiatives; time or area-based HGV restrictions; a tougher town centre first higher density, mixed development policy, including parking restraint; and ‘car-lite’ housing development
- Development of a longer term strategy for delivery and servicing activity in London, potentially complementing work to develop an Ultra Low Emission Zone and including consideration of restrictions on vehicle access to central London

TfL will start these studies immediately, and aim to complete them by late 2015”

High level
vision and
strategy

APPENDIX 3:

STAKEHOLDER EVENT UPDATE

Updated analysis has confirmed that new, higher, growth forecasts and aspirations for a better city will place further pressure on London's roads



1.6 million more people by 2031



Extra space for walking and cycling



Movement of people and goods by private vehicle



Place making and a better quality of life

Even with all the Mayor's Transport Strategy investment, this will cause significant increases in road congestion by 2031

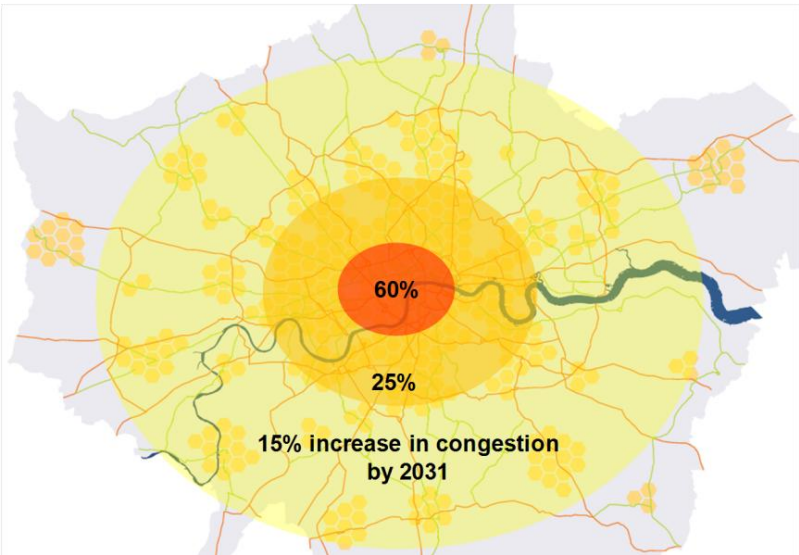
60% increase in congestion in central London



25% increase in congestion in inner London

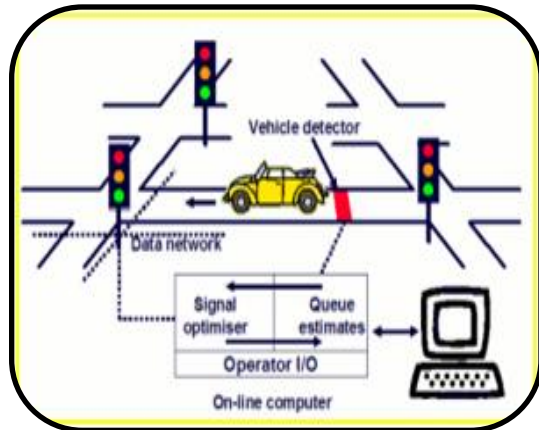


15% increase in congestion in outer London



We have looked in more detail at the effectiveness of various strategic measures that might reduce congestion

Intelligent systems & traffic management



- Scoot extended over whole network
- Active network management to manage flows in to congested areas especially central London

Changing travel behaviour & managing demand



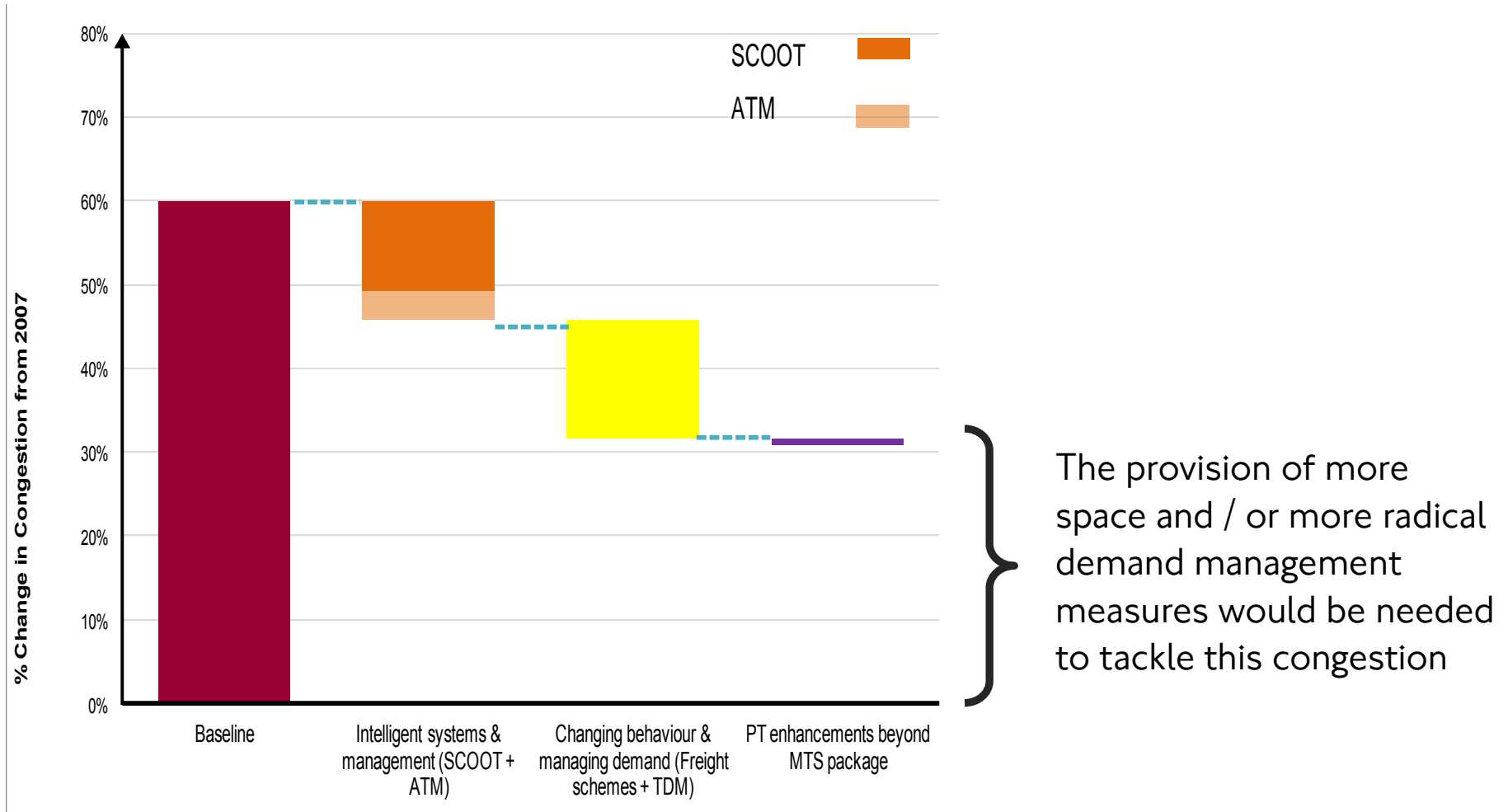
- Assumes 3% of car trips replaced by other modes / home working
- Assumes a reduction in HGVs in peak hours

Further public transport enhancements beyond Mayor's Transport Strategy

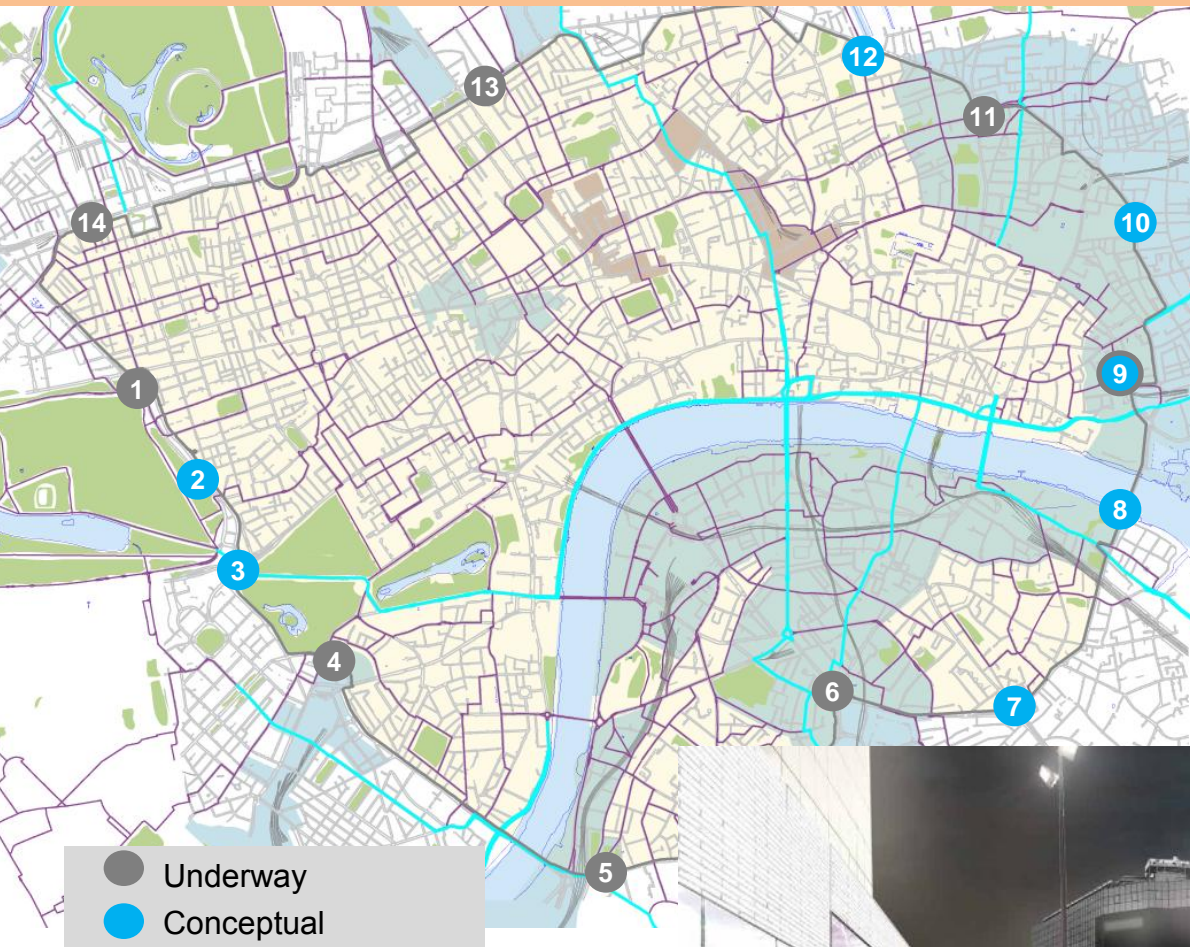


- Bus capacity increase in line with population growth
- Conceptual new outer London orbital rail service

This analysis suggests that these measures, though worthwhile, would be insufficiently effective by themselves



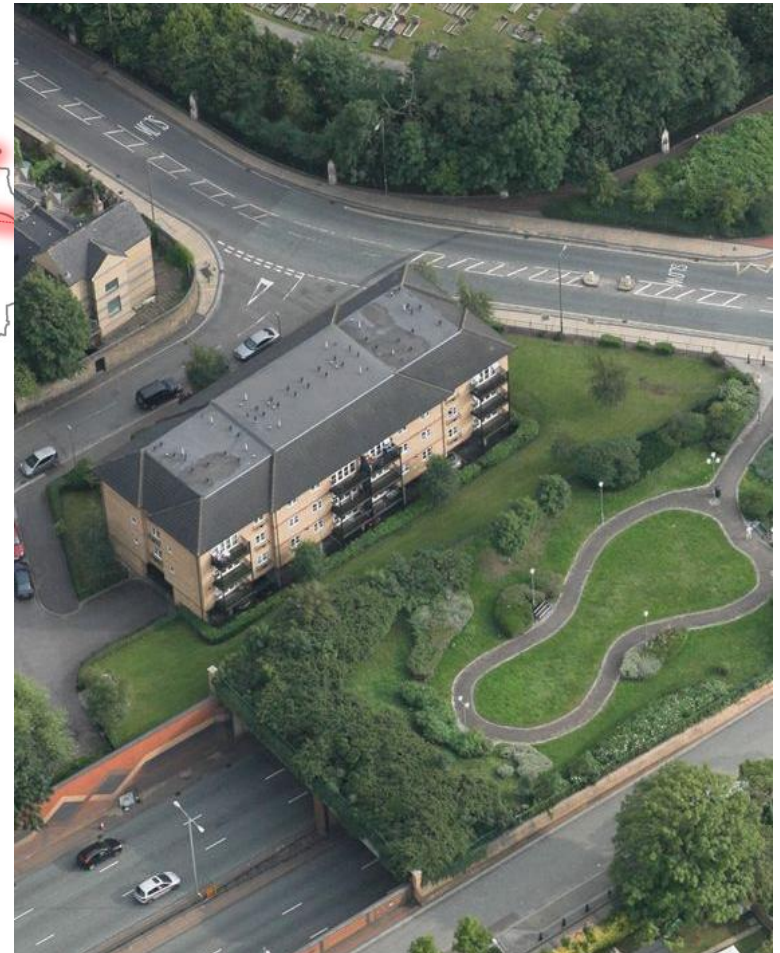
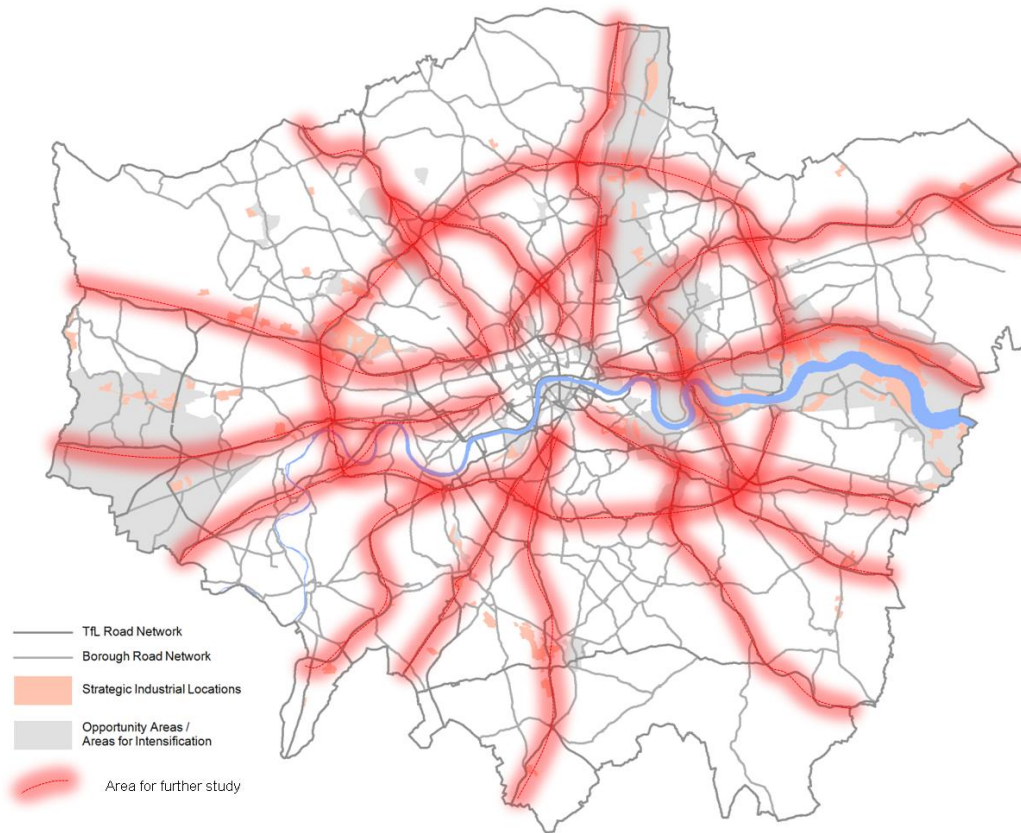
We are looking at the long term role for the Inner Ring Road



- A 5-20 year strategy balancing movement and place
- We have begun discussion with central boroughs
- Update report in summer



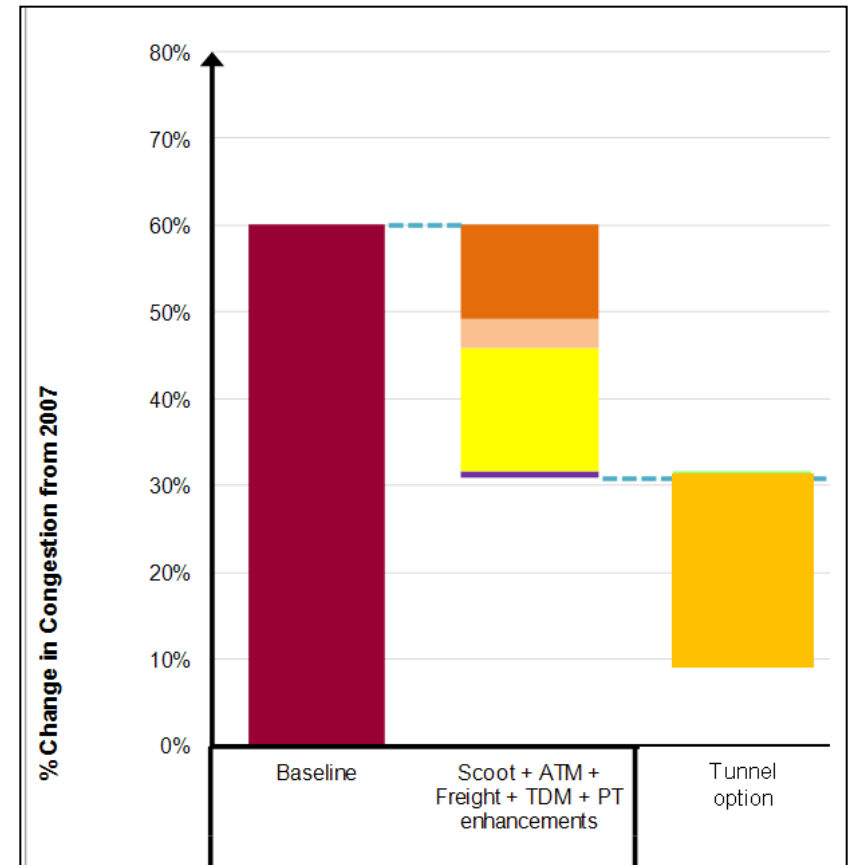
We are looking at the opportunities to transform key corridors, including the North and South Circulars



Example of existing decked-over section of North Circular Road at Tangle Tree Crescent

- Priority locations are currently being identified
- An update will be provided in the summer

We are looking at whether there is role for fly-unders or new tolled tunnels



- We are currently assessing the effectiveness and feasibility of conceptual tolled tunnels
- Update report later this year

We are looking at ways of further encouraging people to modify their travel behaviour



- We are assessing the effectiveness of a range of measures to encourage walking, cycling, the use of public transport and car clubs as well as more radical demand management measures

- We will provide an update in summer



We are looking at how we can manage freight to improve its contribution to congestion as well as safety and the environment



Next Steps include...

A M J J A S O N D

Central London:
Inner Ring Road
and orbital tunnel
study

Key corridors in
inner and outer
London

Demand
management
(people)

Freight

Modelling and feasibility study:

- Engineering feasibility study
- Cost
- Effectiveness at reducing congestion
- Funding package required

Policy development:

- Research, best practice review
- Pilots, trials
- Business and community engagement

Stakeholder
update