Transport for London

5th October 2009

David Brown BA CMILT
Managing Director
Surface Transport

Transport for London
11th Floor, Zone R4
Palestra
197 Blackfriars Road
London SE1 8NJ

Phone 020 3054 0180
Fax 020 3054 2002
davidbrownMD@tfl.gov.uk

Victoria Borwick AM
City Hall
The Queens Walk
London SE1 2AA

Dear Victoria

OXFORD STREET, REGENT STREET, BOND STREET ENQUIRY

Thank you for your letter of 27th August. I am also replying to your letter of 17th August to John Mason at the Public Carriage Office. The attached submission has information on all the areas requested.

At TfL, our work supports the overall aim of maintaining and developing the area's world-class status. We do this via the development of our own services and infrastructure, and, as importantly, by extensive joint working and consultation with other transport authorities, agencies and groups in the area. Planning takes full account of all the modes of travel including walking. Each of them interacts with all the others, and there is a fundamental inter-dependence between transport in the local area and transport across wider central London and beyond.

A quite significant part of the current discussion has been about buses. This is understandable as it is the most visible mode. They are a very popular mode of travel to Oxford Street and Regent Street, with over 1.4 million passenger trips per week. There has been a large increase in bus use in London over recent years, and a fall of around 6% in the mode share for cars between 2000 and 2007.

Despite this increase in bus use generally, the flow of buses along Oxford Street itself has not increased significantly in recent times, a deliberate outcome from our planning strategy. We are now implementing reductions in bus flow of 10% in 2009 and 2010. This will inconvenience some passengers' journeys but we have been careful to bring forward changes to minimise the impact. The bus network is kept under regular review, taking into account both detailed local requirements and the overarching strategic situation. This results in regular, progressive change. The London bus network development process was acknowledged in the recent independent review by KPMG to be a model of its type and fit for the purpose of

delivering strategic objectives. The bus review process is thus considered an important part of the strategic development of transport in London.

Likewise the performance of the road network is continuously assessed, working with our colleagues in the Boroughs who are the responsible authorities in most of the area. Current pressures include the need to accommodate the rebuilding of utilities, the modernisation of the Underground and the construction of Crossrail. These activities have significant effects on the movement of all kinds of traffic, including pedestrians. They increase the extent to which central London depends on an effective bus network while at the same time having potential impacts on bus reliability.

You have asked for comments on a number of potential transport options for the area. TfL believes that diverting a significant part of the bus service away from Oxford Street is neither deliverable nor desirable in transport terms. There would be major disruption for passengers. It would require some combination of new terminal capacity and diversion of routes to other streets. The new terminals to accommodate the interchanging passengers could not be contained within the limited available highway space and so would need significant amounts of land not currently in transport use. The total area of land available for existing transport terminals in central London is always under pressure, and there is no realistic prospect of a very significant increase. The main parallel routes for diversions are Wigmore Street, Piccadilly and Marylebone Road. Westminster City Council does not support the use of Wigmore Street. Piccadilly and Marylebone Road are, in most cases, significantly longer routeings and further away from the places that passengers want to get to. They are also of course busy places in themselves.

Thus full pedestrianisation is not likely to be feasible. Tram or shuttle bus schemes would have the same terminal and diversion considerations, with the additional need to accommodate the tram or shuttle bus itself. A tram scheme would be very costly (approximately £500m) and would almost certainly fail to become a funding priority in the current economic climate.

The way forward therefore is to continue seeking the optimum balance for the transport system in the area. This is the approach that has informed the ORB (Oxford Street/Regent Street/Bond Street) programme. It is progressively moving towards a situation where pedestrians enjoy wider pavements constructed with attractive materials, clearer signposting, fewer obstructions by vehicles at side streets, and excellent road crossings, including the new diagonals at Oxford Circus. Improvements to taxi rank facilities are being delivered. For bus passengers and other road users, the side road measures and traffic signal optimisation are also ensuring smoother progress. The reductions we are implementing in bus flows at the busiest points assist with the implementation of the pedestrian crossings and side-road treatments. Some have involved diversions of bus routes to other roads, others deal with terminals. The bus network will continue to be regularly reviewed.

We consider that this model of working is the practical way to deliver the optimum level of benefits to all users of the area and we will be keeping this under review and scrutiny with our partners in the councils and other agencies.

I trust that this letter and the attached information are useful and I look forward to further discussion with you and colleagues as the enquiry progresses.

Yours sincerely

David Brown
Managing Director, Surface Transport

TRANSPORT FOR LONDON

SUBMISSION TO THE LONDON ASSEMBLY TRANSPORT COMMITTEE: OXFORD STREET, REGENT STREET, BOND STREET ENQUIRY

Introduction

1. This submission has four sections:
   - Current situation;
   - Improvement programme;
   - An appendix of transport data supporting the main submission;
   - An appendix with summarised results from on-street interviews in the area.

Current situation

2. This section deals with the following topics in the Assembly's letter of 27th August:

   - *Please provide available information about congestion and the transport system on Oxford Street and Regent Street. If possible this should include:*
     - *Congestion levels including the difference between peak and non-peak journey times*
     - *Number of vehicles by vehicle type, including cyclists if possible (average peak, offpeak)*
     - *Traffic speeds (average peak, offpeak)*
     - *Pedestrian congestion and travel delays*
     - *Bus occupancy numbers (average peak, offpeak)*

   - *Please provide comparisons with other busy streets, especially if they are of a similar character eg Bishopsgate, Strand, Camden High Street.*

   - *Please provide information about Oxford Street VIP pedestrianisation days.*

The transport system on Oxford and Regent Streets

3. The area is served by the Bakerloo, Central, Jubilee, Piccadilly and Victoria Lines and twenty-three bus routes. It is well-supplied with taxis, though these account for a small proportion of total passenger volumes. There is a significant level of cycling in the area, proportionally greater on eastern Oxford Street than on the western end or in Regent Street.

4. In on-street interviews with visitors to the area in early 2009, around six in ten had travelled there by tube and a quarter by bus. Spending by tube users and bus users is almost identical, at £91/month for tube users and £89/month for bus users.

5. For all travel by public transport, walking is a component of the journey and, for many, walking on Oxford Street or Regent Street in the course of a shopping trip is an integral part of the overall visit. Pedestrian flows along Oxford Street in particular are very high, with over 100,000 pedestrians per day passing the busiest

measurement points on Oxford Street. The area is also served by goods vehicles and utility vehicles.

6. There are many other streets in London with high demand for use by buses, taxis, pedestrians and other traffic. However there are none that have a comparable combination and intensity with Oxford Street.

Traffic flows and speeds

7. The street network is managed by the City of Westminster and there are three broad categories.
   - Regent Street is available for all classes of traffic and the dominant vehicle is car/taxi, making up around 60% of motor traffic, followed by goods vehicles which form 18% of motor traffic south of Oxford Circus and 24% to the north. Average daytime speeds on Regent Street are in the range 3.8mph to 8.9mph.
   - Oxford Street is restricted to buses and taxis over most of the section between Selfridges and Tottenham Court Road. The dominant vehicle on the section west of Oxford Circus is the bus, which is 73% of the motorised flow, with taxis at 22%. However east of Oxford Circus, 66% of the flow is taxis, and buses form 24%. For Oxford Street, the speeds range is 4.4mph to 6.9mph on the western section and 3.7mph to 9.5mph on the eastern part.
   - Other streets across the wider area have a range of transport characteristics, from those which are pedestrianised or predominantly for local access to those providing significant east-west or north-south traffic routes, for example Wigmore Street.

Bus usage

8. For routes running on Oxford Street there are 218,000 bus trips per weekday to, from, within or across Oxford Street. Of these, approximately three quarters (157,000) board or alight at stops in the area, around 18,000 are short trips from one part of the area to another and 43,000 are trips not starting or finishing in the area. There are over 1.4 million bus passenger journeys per week to or from the area.

9. A further 55,000 bus trips per weekday involve Regent Street. This excludes trips between Regent Street and Oxford Street which are already included above. Hence the total for both streets is 273,000 trips per weekday. Of the Regent Street trips 43,000 (77%) board or alight on Regent Street itself.

Road safety

10. For Oxford Street over the period 2000-2008 there has been a reduction in all casualties and killed or seriously injured casualties (KSIs) reported to the police of 60% and 50% respectively, which is better than the equivalent reductions of 39% and 42% achieved across London over the same time period. Considering reported pedestrian casualties alone there have been reductions of 61% (all pedestrian casualties) and 60% respectively (pedestrian KSIs), which is better than the equivalent reductions of 41% and 35% achieved across London.

11. In 2008, the most recent year for which finalised data is available; there were 102 collisions in Oxford Street, resulting in injury to 114 casualties. Of these 64 (56%) were pedestrians, 20 were bus occupants (18%), 18 were pedal cyclists (16%), with 12 by all other modes (10%).

12. Oxford Street is unique in Great Britain in terms of the very high numbers of pedestrians and bus/taxi trips, so it is not possible to make meaningful comparisons of accident statistics with main shopping streets in other cities. High numbers of pedestrians have always led to a relatively high number of casualties. From a road safety viewpoint, the trend since 2000 is encouraging, with casualties falling by 60% on Oxford Street. While there have not been any major road safety schemes implemented along Oxford Street, there have been a large number of small interventions, many associated with improving the bus services, which have all had improving safety as an objective. We expect the road safety situation to improve again, following the opening of the diagonal pedestrian crossing at Oxford Circus. All safety issues are actively monitored with appropriate actions taken as needed.

Pedestrian ("VIP") days

13. There are substantial temporary modifications to the bus network to allow the road closures to go ahead. Some direct links across the central area are removed; others are diverted around the area. Substantial extra terminal capacity is needed. Local delays to buses and other traffic are dealt with by TfL and bus operator staff as they occur. For the most recent closures the principal area of concern has been in and around Marble Arch/Edgware Road. These actions contribute to the success of the VIP days on Oxford Street itself. They require intensive operational management while remaining disruptive to service quality over a wide area including places such as Peckham, Bow, Archway and Hammersmith.

Improvement Programme

14. This section deals with the following topics.

- *Please provide details of actions that have been taken or are planned under the ORB scheme or other schemes to address congestion on Oxford Street, Regent Street and Bond Street.*

- *How much workplace travel planning assistance is occurring in the area and what impact this is having.*

- *What processes are being followed to review options for addressing congestion in the area. What consultation is or has been undertaken?*

- *What impact will Crossrail have? Please include likely passenger numbers exiting Tottenham Court Road and Bond Street in comparison to current numbers and impact on bus passenger numbers and other modes from modelling or projections.*

Overview

15. TfL, the City of Westminster and the London Borough of Camden have the primary responsibility for managing and developing the transport networks in the area. TfL works closely across a range of areas with its partners in the Boroughs. All three organisations must take into account both the local and the wider impact of any actions.

16. Strategic co-ordination is determined at the top level in the Mayor's Transport Strategy. TfL and the Boroughs form partnerships and working arrangements as necessary, both with each other and with other organisations, to help ensure that implementation is co-ordinated.

17. The detailed management, development and consultation process for each aspect of the transport network varies according to the specific requirements of users and stakeholders. The "ORB" programme, the bus network development programme and travel planning are described below.

ORB programme

18. The "Oxford Street, Regent Street, Bond Street" (ORB) programme is a partnership between TfL, City of Westminster and the New West End Company (NWEC). TfL is providing £9m of funding to the New West End Company over the period 2006/07 - 2010/11. Work is directed at delivering enhancements for pedestrians while at the same time seeking to maintain or improve traffic flow.

19. Westminster City Council consulted widely on the proposals for ORB. There is specific consultation on the relevant Traffic Orders that are required for individual schemes. TfL, Westminster and NWEC meet regularly to review progress.

20. To date, the ORB partnership has delivered a number of schemes to improve facilities on Oxford Street and Regent Street, including:
    - The reallocation of road space to pedestrians at Old Quebec Street to create an "Oasis of Calm".
    - The introduction of the prototype pedestrian wayfinding system 'Legible London', in Bond Street in November 2007. The system helps pedestrians make a mental map of the area, and the prototype will help test the design principles for the further roll-out of the Legible London system across the West End.
    - Revisions to parking and loading facilities outside major department stores to allow the expansion of pavements.
    - The infilling of a bus lay-by at Bond St Station to increase pedestrian footways on Oxford Street.
    - Improvements to the junction at Holles Street to increase pedestrian footway width.
    - The introduction of new signal-controlled pedestrian crossing facilities at the junction of Oxford Street and Berners Street.
    - The introduction of six new pedestrian crossings at Marble Arch and the closure of an existing pedestrian underpass here.

- Improvements to urban realm and pedestrian facilities at the junction of Great Titchfield Street and Margaret Street.
- Traffic signals optimisation along Oxford Street from Tottenham Court Road to Marble Arch (operational 6 March 2009)
- The installation of three new CCTV cameras in the central area of Oxford Street in February 2009, to be used by Westminster City Council for managing crime prevention and anti-social behaviour.

21. Currently, TfL and Westminster City Council are constructing a new diagonal pedestrian crossing at Oxford Circus. This is funded by TfL and The Crown Estates and will reduce crowding on the pavements, reduce delays and increase safety. It is scheduled to open in November 2009. For the future, TfL and Westminster wish to widen the footway on both sides of Oxford Street (East) by up to 1.8m. This currently has no funding and opportunities are being investigated. TfL and Westminster are discussing means to achieve reductions in general traffic levels on the western end of Oxford Street. TfL and Westminster are also developing significant enhancements for Piccadilly Circus as part of the "Route 38 Project", including bus priority, pedestrian and streetscape improvements.

Bus network development

22. Usage of London's bus network has grown over the last ten years to over 6.3 million trips per day, the highest level since 1962. Travel by bus to central London in the morning peak period has risen by 66% in the last ten years. London has achieved a world-leading overall increase in the mode share of trips by public transport in recent years. Improvements to the bus network are a key contributor of this.

23. A major reason for this success is that the network is kept under continuous review. Development proposals are prepared in the context of wide-ranging research and active liaison with stakeholders. The consultation process applies to all significant proposals and involves a wide set of stakeholders including Boroughs, London TravelWatch, the Police, Assembly Members and MPs, transport user groups, residents and business associations and other relevant bodies. (NWEC and London First are included).

24. Services are planned to maximise passenger benefits whilst minimising operational cost. Passengers' highest priority is to minimise their overall journey time. This is confirmed in regular research. This will include all aspects of the trip, including walking time to and from the stop, waiting time, travel time on board the bus and any interchange required. Detailed monitoring of demand takes place. The journeys of approximately one million passengers per year are surveyed. Roadside loadings checks are carried out on a regular basis at over 400 locations, and also as required. Oyster data from bus ticket machines is used to monitor week-by-week trends in ridership.

25. Service capacities are set so that passengers at the busiest times/places can expect to wait no longer than ten minutes before boarding. Bus occupancies vary along the length of a route. Those starting in and around Oxford Street tend to build up loads progressively. In contrast services starting at major rail terminals will tend to start with higher loads and gradually reduce. All routes serve more than one major

purpose. For example route 159 (Streatham – Marble Arch) provides links to the West End from inner south London but also serves as a rail-feeder to the tube at Brixton and Kennington. Hence average occupancy across several routes at any given point will reflect a range of route-specific factors.

26. TfL is implementing a 10% reduction in bus services on Oxford Street in 2009, and developing plans for a further 10% reduction during 2010. Changes during 2009 are:
    - A reduction in the peak frequency of route 23, which took place in January 2009.
    - The withdrawal of route 176 between Tottenham Court Road and Oxford Circus, also in January.
    - The withdrawal of route 8 between Oxford Circus and Victoria, in June. Route C2 was extended from Regent Street to Victoria at the same time to maintain links into Mayfair.
    - Diversion of route 113 to Marble Arch will take place in early November.

27. Schemes to deliver a further 10% reduction are being developed and will be implemented by the end of 2010 subject to the outcome of consultation. One element under study is a change to terminal arrangements for routes from east London which currently run along the busiest section of Oxford Street.

28. The network will remain under review. This will include any changes needed to complement Crossrail from 2017. It is expected to reduce bus demand for onward services from Paddington, and hence will enable a reduction in bus capacity on this link. Other impacts on local buses are expected to be relatively small. Numbers entering the stations on Oxford Street are expected to rise compared to existing usage. Crossrail will also change the way people join and leave rail services in the area by providing entrances at new locations and improving existing facilities. This will have impacts on detailed pedestrian routes within the area.

Travel planning

29. Travel plans are ultimately the responsibility of each individual company. Boroughs and TfL provide support and advice. In some cases, the travel plan process may have been initiated through the development control and approval process run by the Boroughs.

30. TfL is currently aware of 36 organisations within the ORB area implementing travel plans. This includes retailers, construction companies, media organisations, banks and IT and business consultancies. These plans are at various stages of development and delivery and it is not yet therefore possible to provide post-implementation results for impacts on employee and visitor travel.

Air Quality

31. Reducing concentrations of fine particles and oxides of nitrogen in the air is a priority task applying to areas on or near busy roads across London. Projections to 2015 indicate that, without further action, annual mean NO2 concentrations will still exceed the European limit value on 65% of London roads, focused on central and inner London and near Heathrow.

32. Effective public transport is an essential part of achieving overall improvements in air quality. To do this, buses and taxis must provide convenient access to passengers' destinations. Moving buses from one road to another would not tackle the overall issue. It could well make it worse if the overall effectiveness of public transport were reduced. Hence TfL is implementing measures to ensure that emissions from each individual vehicle are effectively abated.
    - For particulates, all London buses already meet a minimum of Euro 4 standard for emissions of PM10, as all Euro 2 and 3 vehicles have been retrofitted with filters which remove up to 90% of particulate matter. As a result, emissions from the bus fleet have dropped from over 200 tonnes in 1997 to 10 tonnes in 2008.
    - For oxides of nitrogen, retrofitment of Selective Catalytic Reduction Technology is planned to bring all buses up to the Euro 4 standard for NOx by 2015. Fitting this technology has been shown to reduce emissions by 65% over TfL's emissions test cycle. A pilot programme will begin in 2010 and approximately 2800 buses will be retrofitted by 2015.
    - As a minimum all London taxis must now meet the Euro 3 standard for emissions of PM10 and NOx. Further development of engine emissions technology for taxis is being investigated by the Public Carriage Office.

33. In the medium-term, the introduction of hybrid buses will further reduce emissions and hydrogen technology is being explored for the longer term. The latest test results below show a 40% reduction in NOx emissions compared to a conventional Euro IV diesel bus. There is also a 41% reduction in fuel consumption and CO2, and a 5dBA noise reduction in the EU-legislated test. TfL will procure a further 300 hybrid buses by March 2011 and by March 2012 all new buses coming in to the fleet will be hybrid.

34. The Mayor's forthcoming Air Quality Strategy (currently in draft) will set out the wider context.

Freight

35. Goods vehicles are essential to the operation of the shops and other businesses in the area. They form a reasonably significant proportion of the traffic volume on Regent Street, but are not significant on Oxford Street itself. However vehicles loading and unloading may have a disproportionate effect on the overall flow.

36. TfL's London Freight Strategy includes the following projects relevant to central London:
    - Delivery and Servicing Plans (DSPs). These seek to use contracts to require freight operator legal compliance and use of best practice to reduce emissions, fuel use, collisions and fines/charges. DSPs also require the use of a legal loading plan and a plan to monitor deliveries and seek to reduce these, particularly in the peaks.
    - Construction Logistics Plans (CLPs). These are similar to DSPs but for the construction phase of a development.

37. Borough Planning Departments can require DSP and CLPs as part of planning applications. In principle, boroughs in their environmental health role can also consider permitting night time delivery (both for the vehicle routes and at the premises themselves). Clearly this requires careful consideration of impacts on others, particularly residents.

APPENDIX 1

DATA

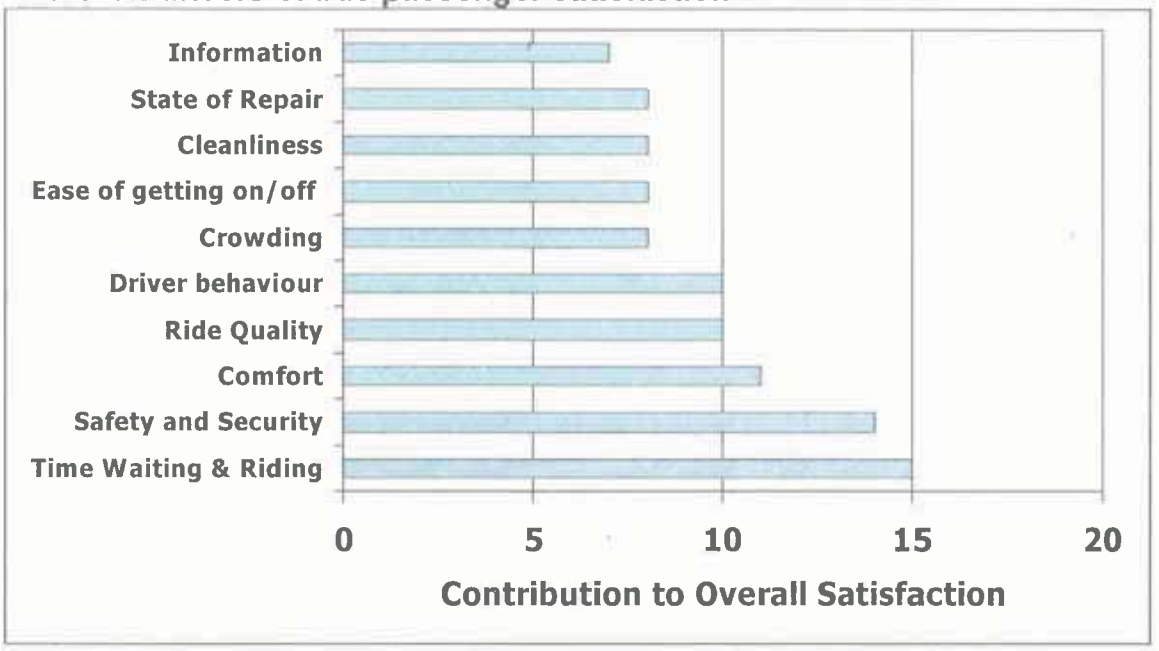
A. Bus usage

The table shows occupancy at key points in the area, by corridor of travel and by time of day. Occupancies vary according to route-specific factors including distance from terminus or starting point and distance to next significant passenger destination.

Table A1: bus occupancy

Passengers per bus	MF All day			MF Interpeak 1000-1559			MF PM Peak 1600-1900		
	Pssgrs	Buses	Pssgrs/ bus	Pssgrs	Buses	Pssgrs/ bus	Pssgrs	Buses	Pssgrs/ bus
Marble Arch - towards:									
NW London via Edgware Rd (routes 6,7,15,23,98)	16474	783	21.0	4784	257	18.6	5525	156	35.4
Bayswater Rd (routes 94,274,390)	9255	404	22.9	2615	139	18.8	3064	76	40.3
Park Lane (routes 2,10,73,74,82,137)	17254	948	18.2	5312	328	16.2	4897	176	27.8
terminating in the area (routes 30, 159)	0	279	0.0	0	98	0.0	0	51	0.0
total	42983	2414	17.8	12711	822	15.5	13486	459	29.4
Portman Square - towards:									
North London (routes 13,82,113,139,189,274)	14374	716	20.1	4176	262	15.9	4867	130	37.4
NE London (route 30)	613	110	5.6	177	36	4.9	201	21	9.6
terminating in the area (routes 2,74)	2995	289	10.4	988	104	9.5	697	53	13.2
total	17982	1115	16.1	5341	402	13.3	5765	204	28.3
Oxford Circus (John Lewis)									
all westbound buses	47649	2757	17.3	15815	953	16.6	13600	505	26.9
Tottenham Court Road - towards:									
North London via Warren Street (routes 10,73,390)	11401	504	22.6	3704	169	21.9	3454	93	37.1
East London via the City (routes 8,25,55)	13792	491	28.1	4363	170	25.7	3894	90	43.3
terminating in the area (routes 7,98)	2403	258	9.3	916	90	10.2	512	49	10.4
total	27596	1253	22.0	8983	429	20.9	7860	232	33.9
Regent Street (Hamley's) - towards:									
Edgware Road (routes 6,15,23,94)	10640	685	15.5	2989	227	13.2	2955	133	22.2
Oxford Street & Baker Street (routes 13,139)	3760	250	15.0	1346	94	14.3	1050	47	22.3
Oxford Street, Marble Arch only (routes 159)	2310	170	13.6	848	61	13.9	414	28	14.8
Subtotal via Oxford Street	*16710*	*1105*	*15.1*	*5183*	*382*	*13.6*	*4419*	*208*	*21.2*
terminating at Oxford Circus (routes 3, 12)	4148	304	13.6	1672	103	16.2	837	51	16.4
Portland Place (routes 88, 453)	5397	301	17.9	2017	107	18.9	1132	50	22.6
total	26255	1710	15.4	8872	592	15.0	6388	309	20.7

Chart A1: drivers of bus passenger satisfaction



This chart is based on the bus Customer Satisfaction Survey. It shows the percentage contribution of each element to overall satisfaction. The survey consists of 10,000 interviews with bus passenger each year.

B. Pedestrian and vehicle flows

The table shows pedestrian flows at specific locations on Oxford Street and Regent Street. The figures were collected in June and July 2009 and represent an average daily flow, taken across seven days. The data is taken from automatic pedestrian counters.

Table B1: pedestrian flows, average day

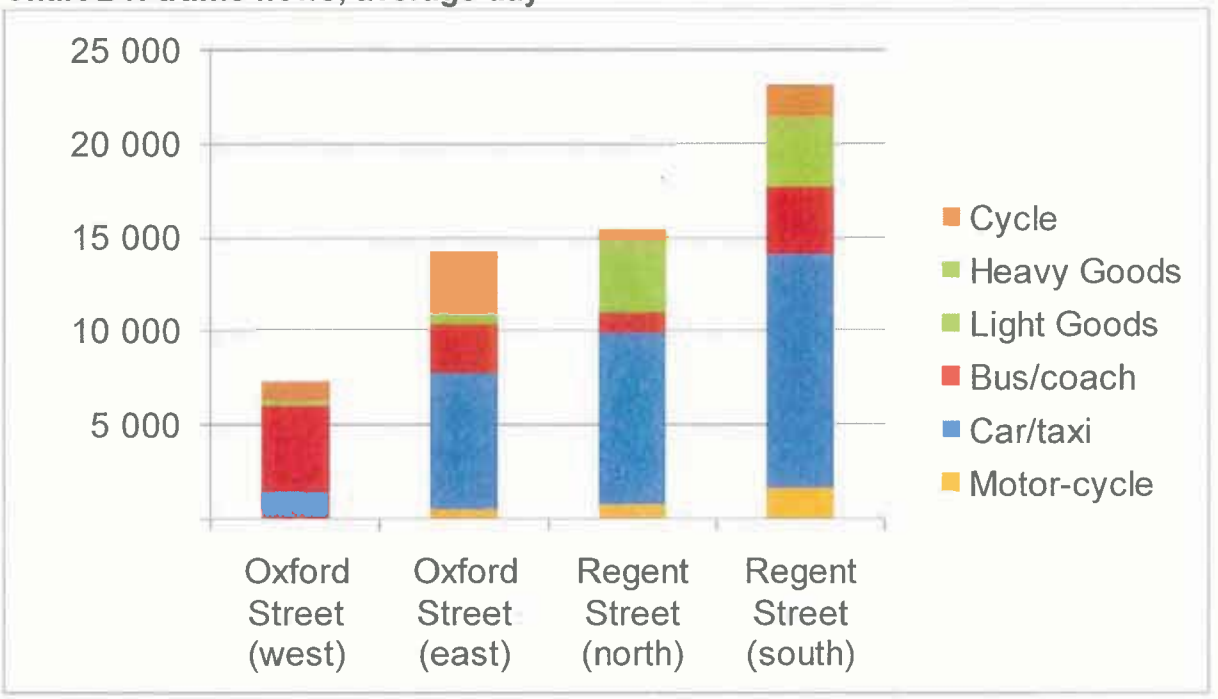
Counter location	Flow
Oxford Street (west) - outside "French Connection"	109 711
Oxford Street (west) - outside "Carphone W."	52 534
Oxford Street (east) - outside "Top Shop"	67 897
Regent Street - outside "Next"	33 726
Regent Street - outside Hedges House	45 490
Regent Street east	39 257
Regent Street west	34 335

Traffic flows monitored in Oxford Street and Regent Street are shown in the following table and chart. The figures represent an annual average, 24-hour daily flow for 2008. The data is taken from manual classified traffic counts undertaken for the Department for Transport.

Table B2: traffic flows, average day

Daily average, 2008	Motor-cycle	Car/taxi	Bus/coach	Light Goods	Heavy Goods	Cycle	All motorised traffic	All traffic
Oxford Street (west)	102	1 365	4 644	187	33	1 005	6 331	7 336
Share of motorised traffic	*2%*	*22%*	*73%*	*3%*	*1%*		*100%*	
Share of all traffic	*1%*	*19%*	*63%*	*3%*	*0%*	*14%*		*100%*
Oxford Street (east)	560	7 228	2 565	518	55	3 326	10 926	14 252
Share of motorised traffic	*5%*	*66%*	*23%*	*5%*	*1%*		*100%*	
Share of all traffic	*4%*	*51%*	*18%*	*4%*	*0%*	*23%*		*100%*
Regent Street (north)	810	9 161	1 082	3 080	662	643	14 795	15 438
Share of motorised traffic	*5%*	*62%*	*7%*	*21%*	*4%*		*100%*	
Share of all traffic	*5%*	*59%*	*7%*	*20%*	*4%*	*4%*		*100%*
Regent Street (south)	1 697	12 431	3 577	3 056	786	1 646	21 547	23 193
Share of motorised traffic	*8%*	*58%*	*17%*	*14%*	*4%*		*100%*	
Share of all traffic	*7%*	*54%*	*15%*	*13%*	*3%*	*7%*		*100%*

Chart B1: traffic flows, average day



C. Traffic speeds

The average traffic speeds on Oxford Street and Regent Street are shown in the following table for each time period: AM Peak (07.00 -10.00);Inter Peak (10.00 – 16.00);PM Peak (16.00 – 19.00); Evening (19.00 – 22.00);Overnight (22.00 – 06.00).

Table C1: traffic speeds, weekdays

Speeds (mph)		AM peak	Interpeak	PM peak	Over- night	Length (miles)
Regent Street (north)	n/b	5.0	4.3	4.8	12.0	0.15
Regent Street (north)	s/b	3.8	3.3	4.6	6.6	0.15
Regent Street (south)	n/b	5.6	4.8	4.6	10.1	0.40
Regent Street (south)	s/b	8.9	4.1	7.6	10.9	0.40
Oxford Street (east)	e/b	9.5	6.5	5.7	9.7	0.53
Oxford Street (east)	w/b	8.1	5.2	3.7	9.4	0.53
Oxford Street (west)	e/b	5.6	5.1	4.4	9.0	0.74
Oxford Street (west)	w/b	6.5	5.3	4.9	10.3	0.73

D. Road safety

The table below shows the breakdown of Oxford Street casualties reported to the police by mode of travel and casualty severity for 2008. The charts show the trends from 2000 to 2008.

Table D1: casualties, Oxford Street, 2008

	Casualty Severity				
	Fatal	Serious	Slight	Total	%
Pedestrian	1	11	52	**64**	56%
Pedal cycle	1	4	13	**18**	16%
Powered two-wheeler	0	0	6	**6**	5%
Car occupant	0	0	5	**5**	4%
Bus or coach occupant	0	2	18	**20**	18%
Other vehicle type occupant	0	0	1	**1**	1%
Total	**2**	**17**	**95**	**114**	100%
%	2%	15%	83%	**100%**	

Chart D1: casualties: Oxford Street 2000-2008

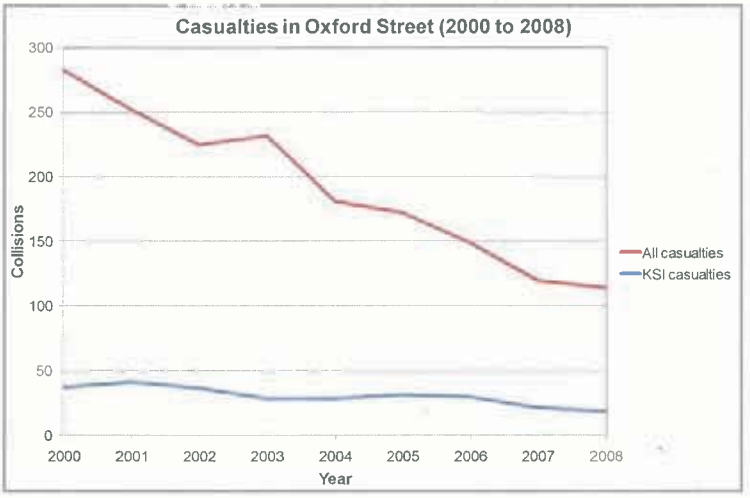
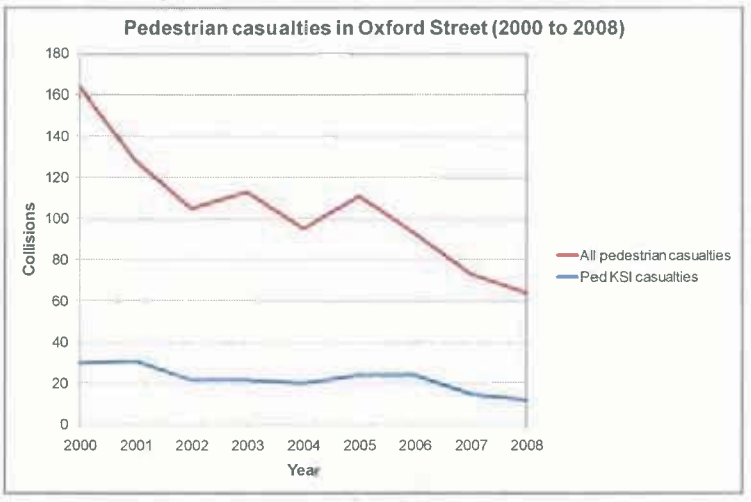


Chart D2: pedestrian casualties, Oxford Street, 2000-2008



E. Bus flows, start and end of 2009

The tables below show scheduled buses per hour, by time of day and direction, at the start and end of 2009.

Table E1: scheduled bus flows at January 2009

Vere St to Oxford Circus - eastbound

route	AM peak	Interpeak	PM peak	Evening
6	12	10	12	6
8	10	9	10	6
7	9	8	8	5
10	10	8	10	5
13	8	8	8	5
15	7.5	7.5	7.5	6
23	12	10	12	6
25	12	12	12	7.5
55	8	8	8	5
73	17	12	15	8
94	15	12	15	7.5
98	12	10	10	6
113	8	6	8	3
137	12	10	10	6
139	7.5	7.5	7.5	5
159	12	10	11	5
176	7.5	7.5	7.5	5
189	7.5	7.5	7.5	5
390	8	7.5	7.5	5
total	**195**	**170.5**	**186.5**	**107**

John Princes St to New Bond St - westbound

route	AM peak	Interpeak	PM peak	Evening
6	12	10	12	6
8	10	9	10	6
7	9	8	8	5
10	10	8	10	5
13	8	8	8	5
15	7.5	7.5	7.5	6
23	12	10	12	6
25	0	0	0	0
55	0	0	0	0
73	17	12	15	8
94	15	12	15	7.5
98	12	10	10	6
113	8	6	8	3
137	12	10	10	6
139	7.5	7.5	7.5	5
159	12	10	11	5
176	0	0	0	0
189	7.5	7.5	7.5	5
390	8	7.5	7.5	5
total	**167.5**	**143**	**159**	**89.5**

Table E2: scheduled bus flows at December 2009

Vere St to Oxford Circus - eastbound

route	AM peak	Interpeak	PM peak	Evening
6	12	10	12	6
8	10	9	10	6
7	9	8	8	5
10	10	8	10	5
13	8	8	8	5
15	7.5	7.5	7.5	6
23	10	10	10	6
25	12	12	12	7.5
55	8	8	8	5
73	17	12	15	8
94	15	12	15	7.5
98	12	10	10	6
113	0	0	0	0
137	12	10	10	6
139	7.5	7.5	7.5	5
159	12	10	11	5
176	0	0	0	0
189	7.5	7.5	7.5	5
390	8	7.5	7.5	5
total	**177.5**	**157**	**169**	**99**

John Princes St to New Bond St - westbound

route	AM peak	Interpeak	PM peak	Evening
6	12	10	12	6
8	0	0	0	0
7	9	8	8	5
10	10	8	10	5
13	8	8	8	5
15	7.5	7.5	7.5	6
23	10	10	10	6
25	0	0	0	0
55	0	0	0	0
73	17	12	15	8
94	15	12	15	7.5
98	12	10	10	6
113	0	0	0	0
137	12	10	10	6
139	7.5	7.5	7.5	5
159	12	10	11	5
176	0	0	0	0
189	7.5	7.5	7.5	5
390	8	7.5	7.5	5
total	**147.5**	**128**	**139**	**80.5**

The tables below show the flow for both eastbound and westbound combined, and the overall change during 2009.

Table E3: bus flows, start of 2009 (combined directions)

Both directions

route	AM peak	Interpeak	PM peak	Evening
6	24	20	24	12
8	20	18	20	12
7	18	16	16	10
10	20	16	20	10
13	16	16	16	10
15	15	15	15	12
23	24	20	24	12
25	12	12	12	7.5
55	8	8	8	5
73	34	24	30	16
94	30	24	30	15
98	24	20	20	12
113	16	12	16	6
137	24	20	20	12
139	15	15	15	10
159	24	20	22	10
176	7.5	7.5	7.5	5
189	15	15	15	10
390	16	15	15	10
total	**362.5**	**313.5**	**345.5**	**196.5**
average	**181.3**	**156.8**	**172.8**	**98.3**

Table E4: bus flows, end of 2009 (combined directions) & and change during 2009

With changes to 8, 23, 113, 176 (and C2)

Both directions

route	AM peak	Interpeak	PM peak	Evening
6	24	20	24	12
8	10	9	10	6
7	18	16	16	10
10	20	16	20	10
13	16	16	16	10
15	15	15	15	12
23	20	20	20	12
25	12	12	12	7.5
55	8	8	8	5
73	34	24	30	16
94	30	24	30	15
98	24	20	20	12
113	0	0	0	0
137	24	20	20	12
139	15	15	15	10
159	24	20	22	10
176	0	0	0	0
189	15	15	15	10
390	16	15	15	10
total	**325**	**285**	**308**	**179.5**
average	**162.5**	**142.5**	**154.0**	**89.8**

Change

Both directions

route	AM peak	Interpeak	PM peak	Evening
6	0	0	0	0
8	-10	-9	-10	-6
7	0	0	0	0
10	0	0	0	0
13	0	0	0	0
15	0	0	0	0
23	-4	0	-4	0
25	0	0	0	0
55	0	0	0	0
73	0	0	0	0
94	0	0	0	0
98	0	0	0	0
113	-16	-12	-16	-6
137	0	0	0	0
139	0	0	0	0
159	0	0	0	0
176	-7.5	-7.5	-7.5	-5
189	0	0	0	0
390	0	0	0	0
total	**-37.5**	**-28.5**	**-37.5**	**-17**
average	**-18.8**	**-14.3**	**-18.8**	**-8.5**
%	**-10.3%**	**-9.1%**	**-10.9%**	**-8.7%**

F. Emissions

The table below shows the forecast source by vehicle-type for modelled NO2 emissions in central London, in 2015. This is based on the London Atmospheric Emissions Inventory, 2006.

Table F1: N02 apportioned by vehicle type, central London

Vehicle type	% N02 apportioned
Cars	14%
Taxis	33%
Bus/coach	31%
Light Goods	9%
Heavy Goods	13%
Total	100%

APPENDIX 2

OXFORD STREET/REGENT STREET VISITOR RESEARCH

451 interviews were carried out with visitors to Oxford Street at three on-street locations, two in Oxford Street and one in Regent Street. The work took place during February and March 2009. The tables below summarise the results which cover:

- Visitor profile
- Characteristics of the journey to the area on the day of the interview
- The nature of the visit – purpose and duration
- Spending plans for the visit, and typical spending patterns in the area
- Suggestions for improvements

Profile

Table (i) - residence

%	
Inner London	43
Outer London	24
UK Outside London	10
Outside UK	9
Refused/Don't know	12

Table (ii) – gender, age, social grade

%	All	Tube	Bus
Gender			
Male	49	53	41
Female	51	47	59
Age			
14-24	35	38	30
25-44	51	51	53
45-64	11	8	13
65+	3	2	4
Social Grade			
AB	25	24	19
C1	43	44	41
C2	18	18	23
DE	13	11	17

Mode of travel

Table (iii) – mode of travel on day of visit

%	
Tube	61
Bus	24
Train	8
Walk	4
Taxi/minicab	1
Car	1
Cycle	1

Nature of the visit

Table (iv) – reasons for visiting

%	All	Tube	Bus
Shopping	75	72	83
Eating/drinking out	24	24	26
Other social/leisure	15	15	16
Window shopping	11	10	15
Work here	9	9	6
Personal business	9	7	3

Table (v) – planned duration of visit

%	All	Tube	Bus
up to 29 minutes	3	4	0
30-59 minutes	10	10	9
1-3 hours	60	58	67
More than 3 hours	27	27	21

Spending

Table (vi) - planned spend in visit

%	All	Tube	Bus
Nothing	6	5	5
Under £20	22	23	21
£20-£49.99	27	26	29
£50-£99.99	24	22	31
Over £100	14	15	10
Don't know	7	9	5

Table (vii) – average monthly spend on visits

%	All	Tube	Bus
Nothing	14	17	12
Under £20	12	11	15
£20-£49.99	18	16	20
£50-£99.99	18	16	14
Over £100	38	39	38
Mean	£91	£91	£89

Suggested improvements

Table (viii) – suggested improvements: all and most important

%	All		Tube		Bus	
	Suggested	Most important	Suggested	Most important	Suggested	Most important
Less traffic	58	21	57	20	68	22
More public spaces	43	13	42	12	52	17
Cleaner streets	41	8	41	9	43	7
Better range of shops	34	8	38	9	33	9
Longer shop opening hours	33	5	34	6	36	2
Improve shops / better quality shops	29	5	32	4	29	5
Better bus service	29	3	25	1	45	6
Reduce pollution	26	5	27	5	24	5
More leisure facilities, e.g. restaurants, etc	23	6	22	6	35	5
More pleasant / greener environment	21	5	21	5	21	6
More / easier parking	18	3	19	4	19	1
More shops	15	3	16	2	17	6
Pedestrianisation	13	4	14	4	13	1
Improve pedestrian environment	12	4	13	4	9	1
Remove undesirable element / more	12	3	13	3	10	2
Improved priority for buses	8	1	9	1	7	0
Improved cycle facilities	7	2	7	1	6	1
Improve access to bus stop locations	6	0	6	0	6	0

Transport for London

David Brown BA CMILT
Managing Director
Surface Transport

Transport for London
11th Floor, Zone R4
Palestra
197 Blackfriars Road
London SE1 8NJ

Phone 020 3054 0180
Fax 020 3054 2002
davidbrownMD@tfl.gov.uk

Victoria Borwick AM
GLA
City Hall
The Queen's Walk
London
SE1A 2AA

15 December 2009

Dear Victoria

Oxford Street, Regent Street and Bond Street Inquiry

I am writing further to the Committee's meeting on 15 October. Additionally, we were represented at the meeting at Westminster Council House on 2 November. This letter responds to actions TfL took from both meetings.

Numbers of people affected by the bus changes made so far as part of the first ten per cent (and how they are affected if possible)

The changes implemented in 2009 affected routes 8, 23, 113, 176 and C2.

Route 8 was withdrawn between Oxford Circus and Victoria and route C2 was extended from Regent Street to Victoria to provide a replacement service for the Berkeley Square and Green Park area. Davies Street and New Bond Street are no longer served by buses. The number of passengers on a weekday making a direct trip which is no longer possible was 1800. Around 300 of these were local trips in the Oxford Street/Berkeley Square and the remainder longer trips. Some new direct links were created on route C2.

Route 23 was reduced in frequency but otherwise unchanged.

Route 113 was diverted to Marble Arch, and no longer runs along Oxford Street to Marble Arch. Around 1200 direct passenger trips per weekday now require interchange. This is available to routes 13 or 139 at stops on Baker Street or Gloucester Place.

Route 176 was curtailed at Tottenham Court Road. This affected around 1300 direct passenger trips per weekday. These trips would not require interchange at Tottenham Court Road or Trafalgar Square.

In each case we would expect a proportion of the affected trips to be no longer made by bus. Some passengers would instead travel by rail or, for shorter trips by walking. Some of the trips would no longer be made at all.

Data on accidents by day and time of day etc and the number of accident deaths this year

Data showing the number of accidents on Oxford Street by day and time is attached as an appendix.

I also thought it useful to clarify the accident history of Oxford Street. Between July 2006 and June 2009, there have been six fatal and 60 serious collisions here. There have been three fatal accidents on Oxford Street in 2009, not four as Chief Superintendent Snelling commented during the meeting on 15 October. In total there have been 324 collisions of which 165 have involved buses.

I wanted also to include further information to show the trend in road safety on Oxford Street. Figure 1 shows the number of casualties from collisions in Oxford Street (Hyde Park Corner to Tottenham Court Road) reported to the police between 2000 and 2008, the latest year for which finalised data is available. Over this period there has been a reduction in all casualties and killed or seriously injured casualties (KSIs) of 60% and 50% respectively, which is better than the equivalent reductions of 39% and 42% achieved across London over the same time period.

Figure 1:

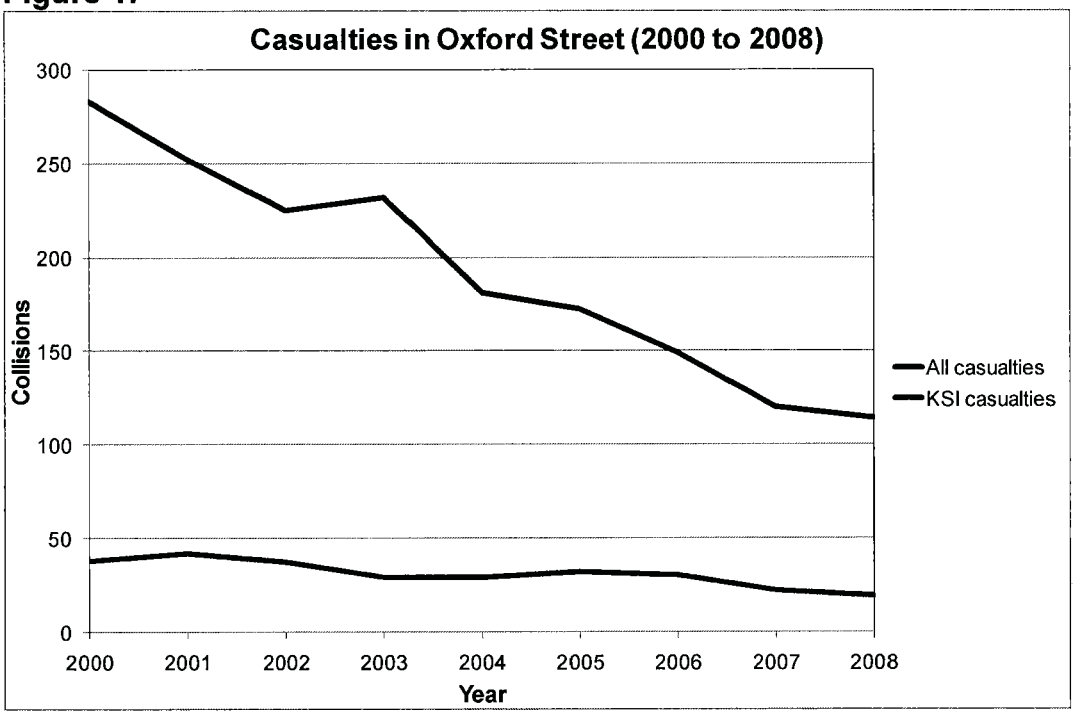
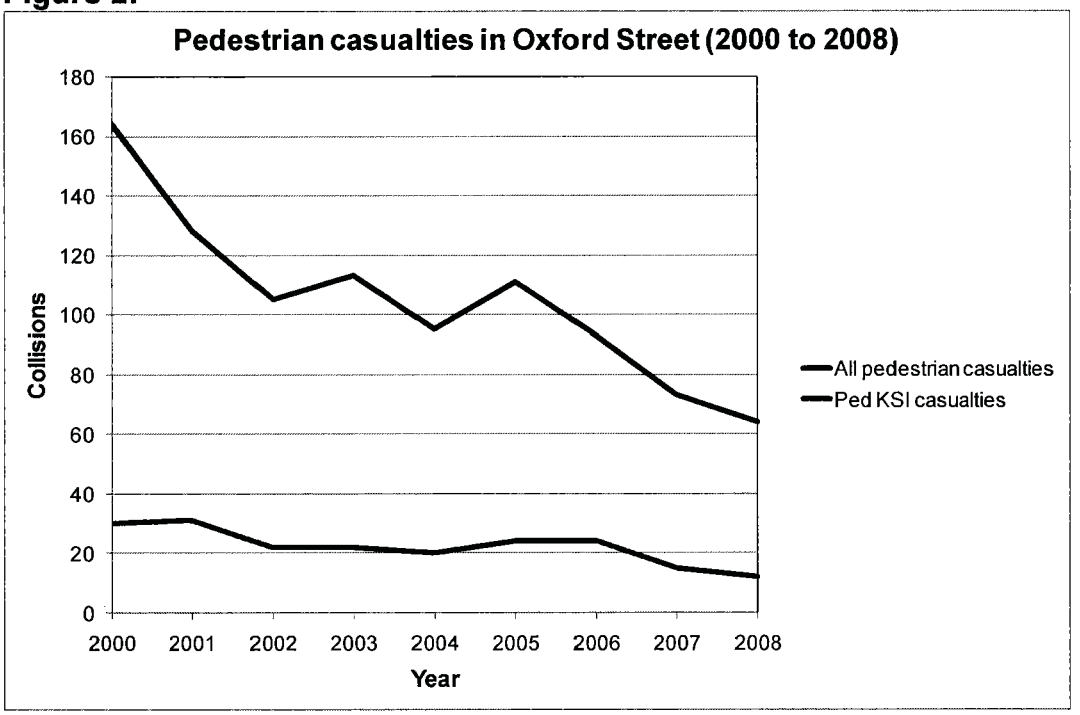


Figure 2 shows the change in pedestrian casualties in Oxford Street between 2000 and 2008. Over this period there has been a reduction in all pedestrian

casualties and KSI pedestrian casualties of 61% and 60% respectively, which is better than the equivalent reductions of 41% and 35% achieved across London over the same time period.

Figure 2:



Target/goal for journey time after the 20 per cent reduction in bus flows is completed in 2010/ Information on the way in which the impact of the 10 per cent reduction in 2009 may have been offset by road works, etc.

Bus journey times on Oxford Street are governed not only by the volume of traffic (including buses, taxis and other vehicles) but also by other factors of which the most significant is the capacity of the junctions. In turn the most significant junction is Oxford Circus.

TfL's approach is to seek the optimum balance for the various modes which require time and space here. Through the ORB programme, working with Westminster City Council we have benefitted pedestrians through widening pavements and providing new crossings, and have improved traffic flow through the use of 'walk with traffic' signal phasing and relocating taxi ranks into side streets. Thus the main benefit for all users, including both vehicles and pedestrians should be a reduction in 'stop start' conditions and crowding or bunching, and indeed it is our 'goal' to achieve this reduction.

We do nonetheless measure bus journey times as one indicator. During 2009 average bus speeds have reduced slightly during the Monday – Friday morning peak period, but have remained stable at other times and increased during the weekend. As discussed during the meeting on 15 October the traffic smoothing benefits of the bus reductions delivered during 2009 have been largely offset by a series of road works. During 2010 Thames Water must

undertake Victorian Water Main replacement and strengthening works to allow Crossrail tunnelling works to be undertaken. Thames Water's works will necessitate bus diversions from Oxford Street for at least 10 – 11 months, further impacting on bus speeds through the area. In addition there are planned works to upgrade Tottenham Court Road station, which will have a further impact on the road network. The traffic smoothing benefits of both our planned bus reductions and physical works through the ORB programme may not be fully realised therefore until 2012 at least, given the amount of planned activity in this area of central London.

Information on bus diversions during "VIP" Days

During the meeting on 2 November, there was a concern that the bus diversions necessary when Oxford Street and Regent Street are closed are not as well publicised as could be the case. I include with this letter an example of the publicity we produce. These notices are posted at affected stops on Oxford Street and are included in mailings publicising the VIP event distributed by the New West End Company. TfL's Journey Planner is updated to reflect the revised service patterns and TfL's Travel Information Centre can also provide information for passengers.

As you may be aware it is often the case that other events are also scheduled to take place in central London during VIP Days which also require bus diversions. Some of these will further affect routes already curtailed or diverted for a VIP Day. On occasion the exact timing and duration of these is not known in advance. The changes needed during such events do of course have to be managed as they happen. This can limit the extent to which precise information can be supplied in advance. Nonetheless we have noted the point made and will consider what can be done to maximise effective information.

Consultation on bus service changes

Members of the audience on the meeting on 2 November also expressed concern about the diversion to route 8, including what consultation TfL had carried out prior to the change. Our consultation on the proposal included the relevant Boroughs, AM's and MPs, in addition to London TravelWatch and a number of Residents Associations in Westminster.

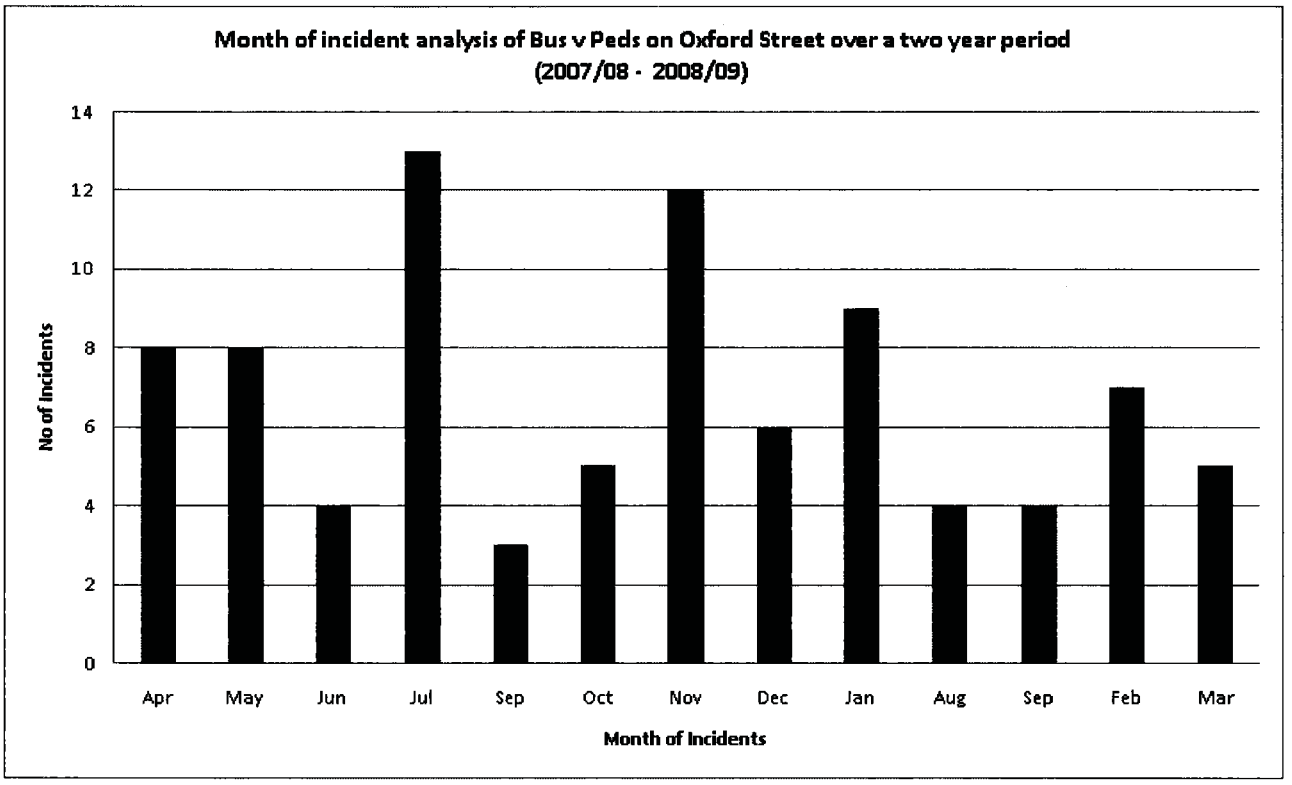
I hope this is useful. Please do not hesitate to let us know if you require any further information.

Yours sincerely

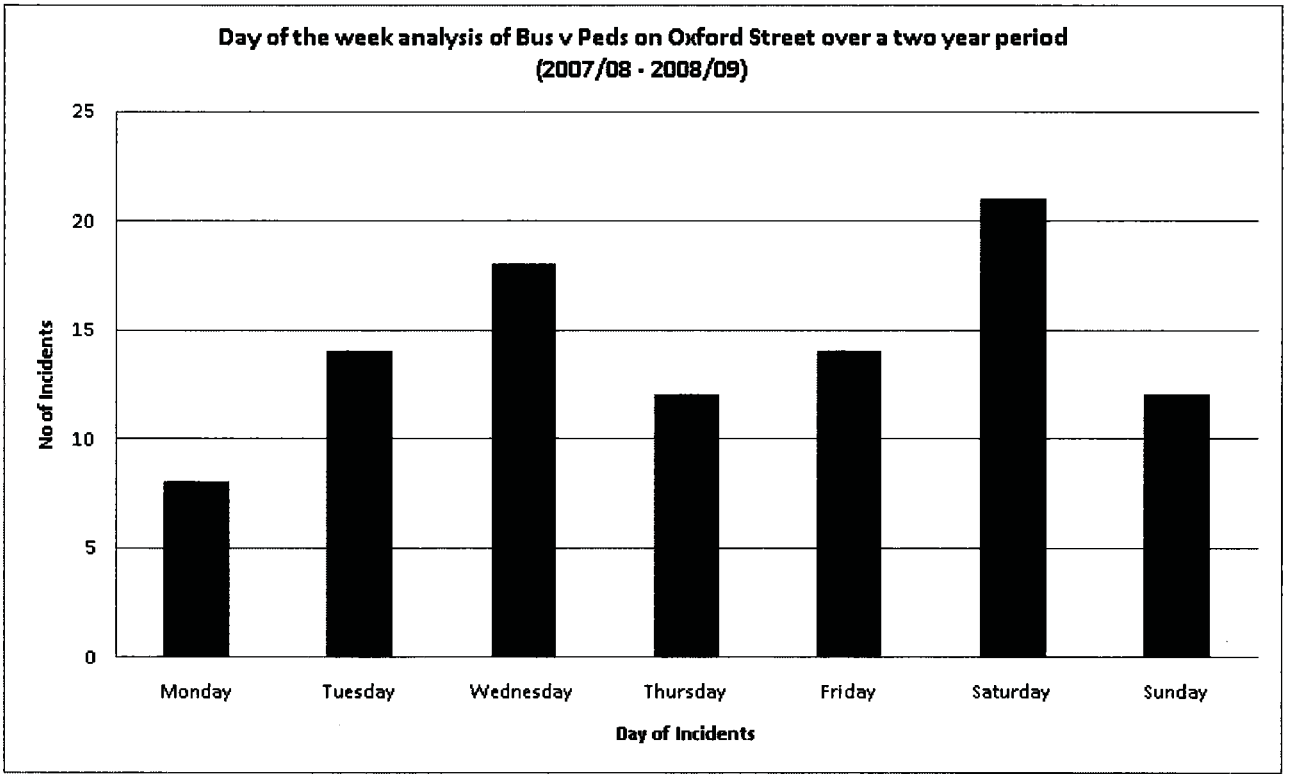
David Brown
Managing Director – Surface Transport

Appendix

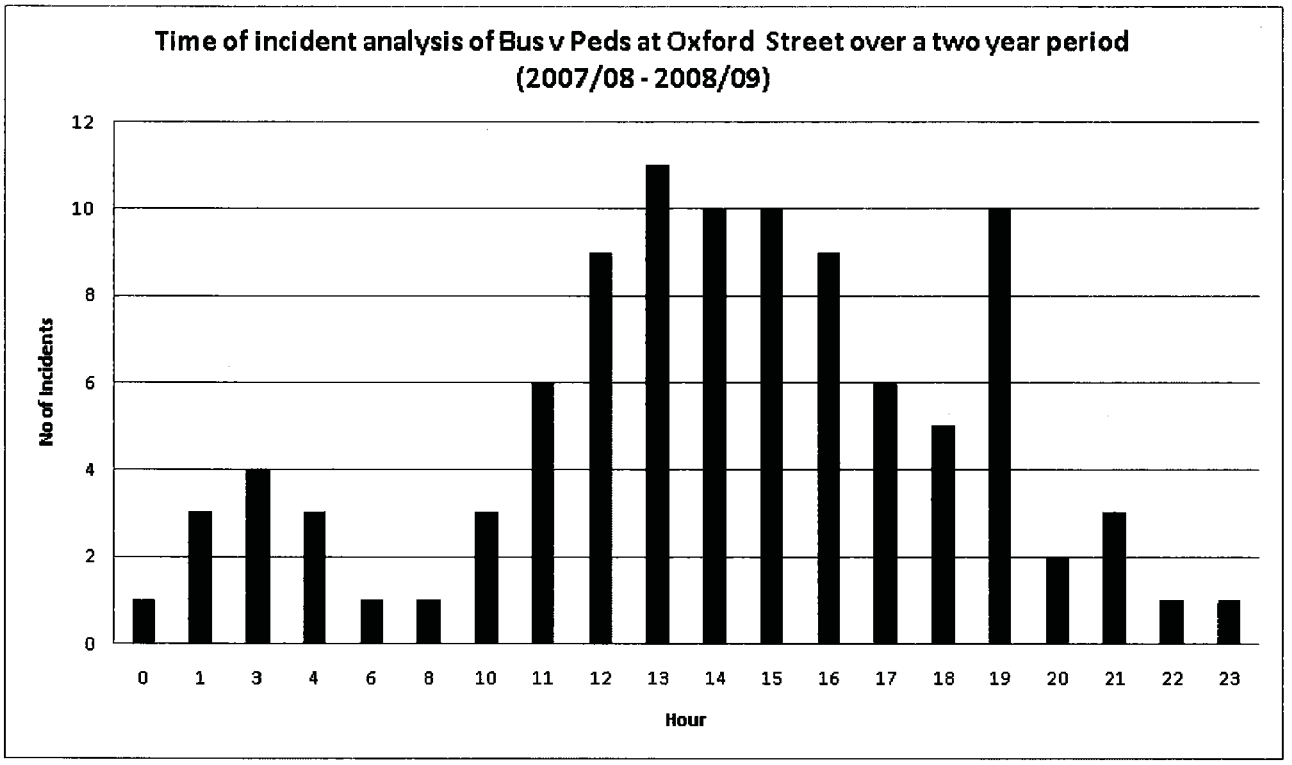
Breakdown of accidents on Oxford Street by month



Breakdown of accidents on Oxford Street by day



Breakdown of accidents in Oxford Street by time of day



WRITTEN RESPONSE FROM TRANSPORT FOR LONDON

GLA Transport Committee
Requests for information

Bus Services: the number of bus routes, buses per hour and occupancies of routes serving Oxford Street.

In total 23 day routes run on some part of Oxford Street but five of these use only the section between Marble Arch and Selfridges. Approximately 218,000 passengers per weekday use these routes for journeys to, from or through Oxford Street. For comparison there are around 2000-3000 passengers set down or picked up by taxis per day. Of the bus passengers around 157,000 (72%) board or alight at stops on or near Oxford Street. Around 18,000 make short trips from one part of the area to another and 43,000 travel along or across Oxford Street but do not board or alight there. Over the course of a week, about 1.4 million passengers travel by bus in, to, from or along Oxford Street.

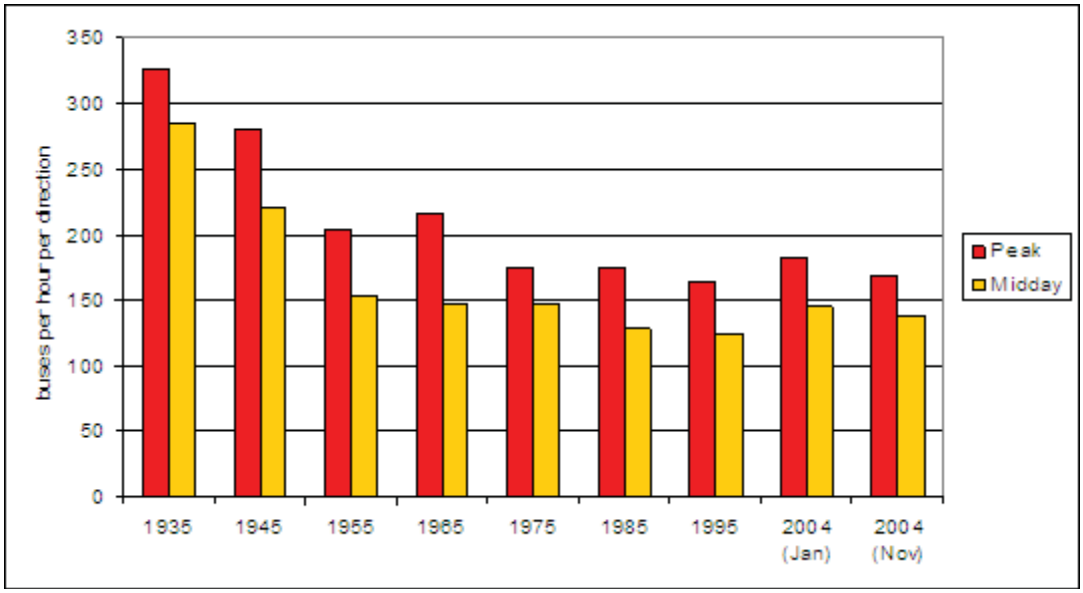
In total, buses form around two-fifths of the traffic on Oxford Street, with taxis making up a similar proportion. The highest bus flow in and around Oxford Circus is eastbound between Vere Street and Oxford Circus, where there are eighteen day routes with 187 buses per hour (bph) in the peak and 163 bph interpeak. Taking both directions together there are approximately 5600 bus departures per day over this section. For each bus trip, the average number of passengers getting on or off in Oxford Street or making a through trip via Oxford Street is approximately 35 and the average occupancy at this point is approximately 18. These are the averages across the whole day. The first measure is a better indicator than occupancy at any given point as the busiest points on individual routes vary according to their destination.

All services are kept under regular review. A number of schemes are being implemented to reduce the number of buses running on Oxford Street while minimising impacts on passengers. Route 176 was curtailed at Tottenham Court Road in January 2009 (the effect of this is included in the figures above). Changes to routes 8 and C2 will be made in June 2009. Consultation is taking place on a proposal to divert route 113 to Marble Arch. Further schemes are being developed.

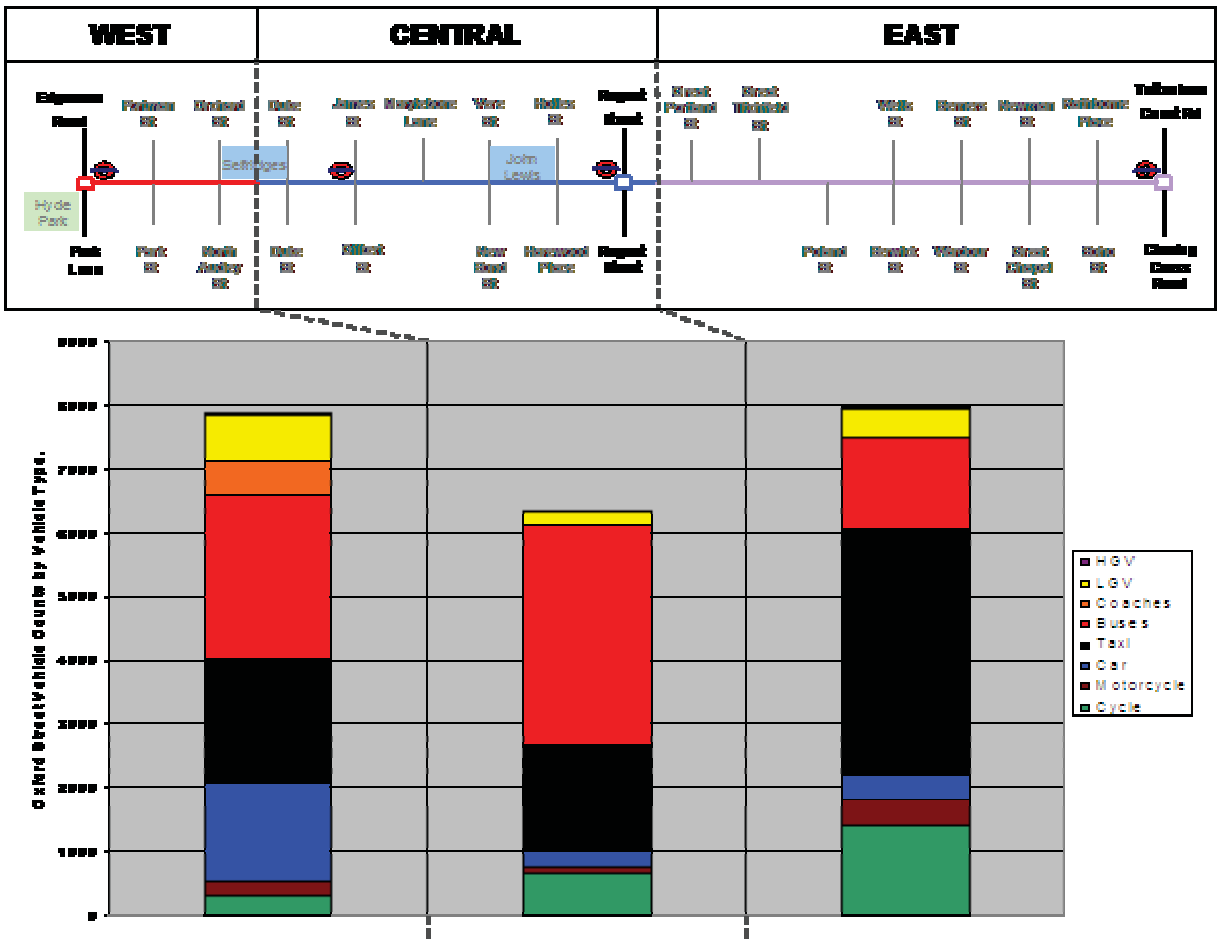
There have been a number of previous occasions when the number of buses operating along Oxford Street has reduced:

- September 2000 – Route 88 extended to Camden Town and route 135 withdrawn.
- February 2003 – Route 53 withdrawn between Oxford Circus and Whitehall. New route 453 between Deptford and Marylebone, running across Oxford Circus along Regent Street.
- June 2004 – Routes 25, 55 and 176: revised terminal working to eliminate turning movements at Holles Street junction, reducing delays to pedestrians and buses.
- November 2004 – route 12 withdrawn between Oxford Circus and Notting Hill Gate with associated changes to routes 148 and 390 to maintain capacity and make new links – net reduction in buses on Oxford Street.
- December 2006 – route 137 frequency reduced following restructuring of services in inner west London.

The number of buses operating on Oxford Street has reduced historically also. The chart below gives an indication of this:



Finally we have data to show vehicle composition of traffic on Oxford Street, showing the proportion of buses, taxis and other vehicles operating here:



Data on road traffic collisions on Oxford Street and Regent Street, and how this compares with other roads (TLRN / SRN / all roads)

TfL has data to show accidents on Oxford Street and Regent Street for the last three years until October 2008. This indicates that on Oxford Street, including the Oxford Circus junction (measuring 2.07kms in length), there have been 360 personal injury collisions over the last three years, resulting in 370 casualties. This gives an annual collision rate per km of 56.4. On Regent Street, from Mortimer Street to Piccadilly Circus (excluding the Oxford Circus junction and measuring 1.21kms in length), our records indicate that there have been 98 personal injury collisions over the last three years, which resulted in 114 casualties. This gives an annual collision rate per km of 27.0. A breakdown of the severity of these casualties, and the mode by which each casualty was travelling, is set out below.

The annual collision rate for all roads in London is 1.6 collisions per km, and is 11.5 collisions per km for the Transport for London Road Network (TLRN). We have no information however on the annual collision rate on the Strategic Road Network.

		0	No. of Casualties			
						Sum
		Casualty Severity	1 Fatal	2 Serious	3 Slight	
Route Name	Mode of Travel					
MB OXFORD	1 Pedestrian		4	51	183	238
	2 Pedal Cycle		1	6	37	44
	3 Powered 2 Wheeler		0	3	21	24
	4 Car		0	1	6	7
	5 Taxi		0	0	10	10
	6 Bus Or Coach		0	7	54	61
	8 Other Vehicle		0	2	4	6
	Sum		5	70	315	390
REGENT ST	1 Pedestrian		0	9	31	40
	2 Pedal Cycle		0	1	11	12
	3 Powered 2 Wheeler		0	1	20	21
	4 Car		0	0	18	18
	5 Taxi		0	0	2	2
	6 Bus Or Coach		0	1	17	18
	7 Goods Vehicle		0	0	3	3
	Sum		0	12	102	114

Oxford Street has a very high concentration of activity on all days of the week, with many crossing points, and a mix of pedestrians, buses, taxis, and cycles. There are also large numbers of visitors, including many from overseas. TfL and the City of Westminster (City of Westminster are the relevant highway authority) have discussed road safety issues on Oxford Street and Regent in the past and TfL will continue to consider any application from Westminster for funds for road safety schemes through the Local Implementation Plan funding process.

The outcome of the Oxford Street Transit study undertaken for TfL by John McAslan

The Oxford Street Transit study comprised three main elements; it was carried out for TfL by Mott Macdonald (Transport), John McAslan and Partners (Public Realm) and Colin Buchanan & partners (Economic Impact). The Mayor announced on 6 November 2008 that the Oxford Tram/Transit scheme would not be progressed within the TfL Business Plan 2009/10 – 2017/18 as the scheme was unaffordable and the disruption during construction would be very substantial. TfL is instead working with Westminster Council to implement streetscape improvements as part of New West End Company ORB proposals. Please see also the bus section above.