

Written Statement for the London Plan Examination in Public – Matter 77

Transport for London (1170) March 2019

M77. Would the successful implementation of the policies in the Plan, including delivery of the transport schemes set out in Table 10.1, be likely to achieve (a) the target of 80% of all trips in London being made by foot, bicycle or public transport by 2041, and (b) the mode shares in central (95%), inner (90%) and outer (75%) London set out in Figure 10.1A?

1. INTRODUCTION

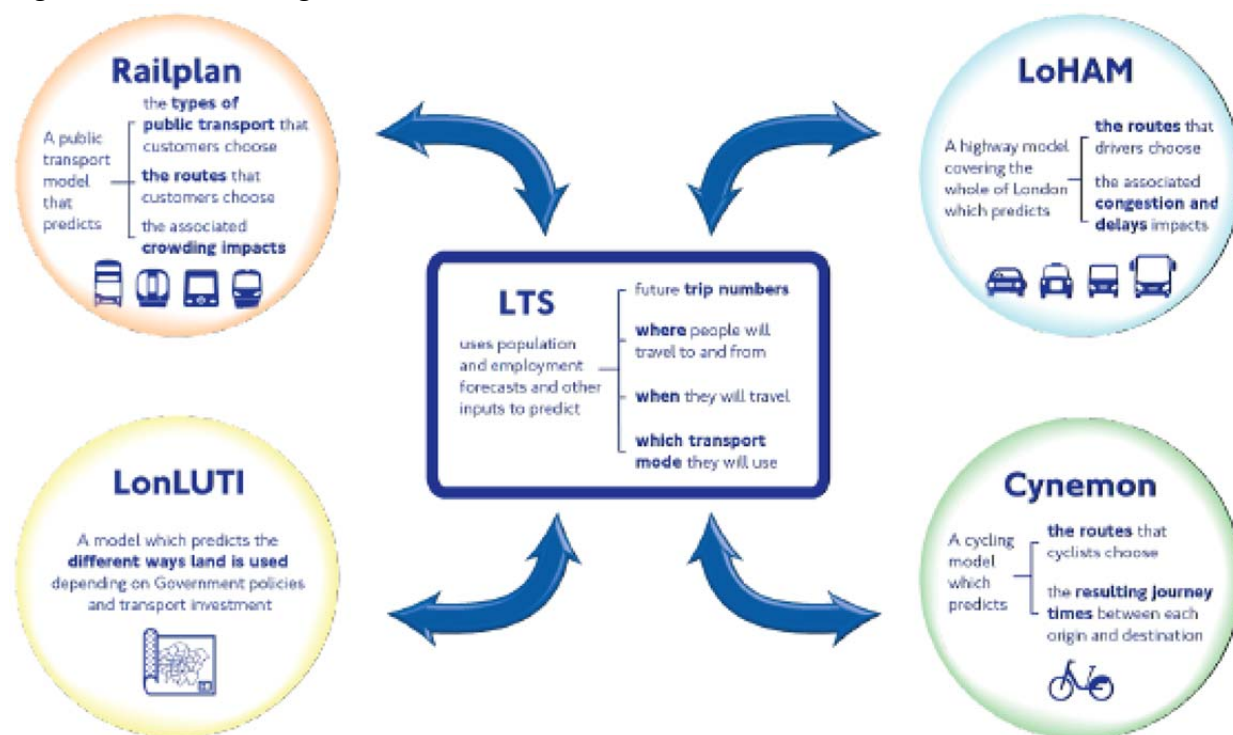
- 1.1. Although the target is (necessarily) ambitious, the successful implementation of the policies of the draft London Plan and the delivery of the transport schemes in Table 10.1, alongside delivery of the Mayor's Transport Strategy (MTS), should achieve the aim of 80 per cent of all trips in London being made by foot, cycle or public transport by 2041. This is supported by the strategic modelling¹ that we have carried out for the Mayor's Transport Strategy (MTS) and draft London Plan, which demonstrates that the target can be achieved. The package of interventions necessary to support this, which was identified through the process above, informed the development of Table 10.1. The scenario where these schemes are delivered in full resulted in mode shares of 95 per cent, 90 per cent and 75 per cent respectively. Figure 10.1A was added to the draft Plan in response to consultation feedback to clearly illustrate how expectations for mode share vary across different areas of London, with lower car use in better connected locations.

2. TFL'S STRATEGIC MODELS AND EXPECTED MODE SHARE OUTCOMES

- 2.1. We have a suite of strategic transport models capable of testing different scenarios and forecasting transport impacts over a number of decades. In particular, these can make forecasts of where future trips will be generated, by which mode and along which route, based on both the distribution of population and employment growth and planned and proposed transport improvements. They are also capable of considering and factoring in the land-use implications of transport investment. These processes allow for estimation of future mode share, road congestion, public transport crowding and other outcomes, and are detailed in Figure 1 below.

¹ Mayor's Transport Strategy: Outcomes summary report (NLP/TR/016) and addendum (NLP/TR/16a)

Figure 1 – TfL's strategic models

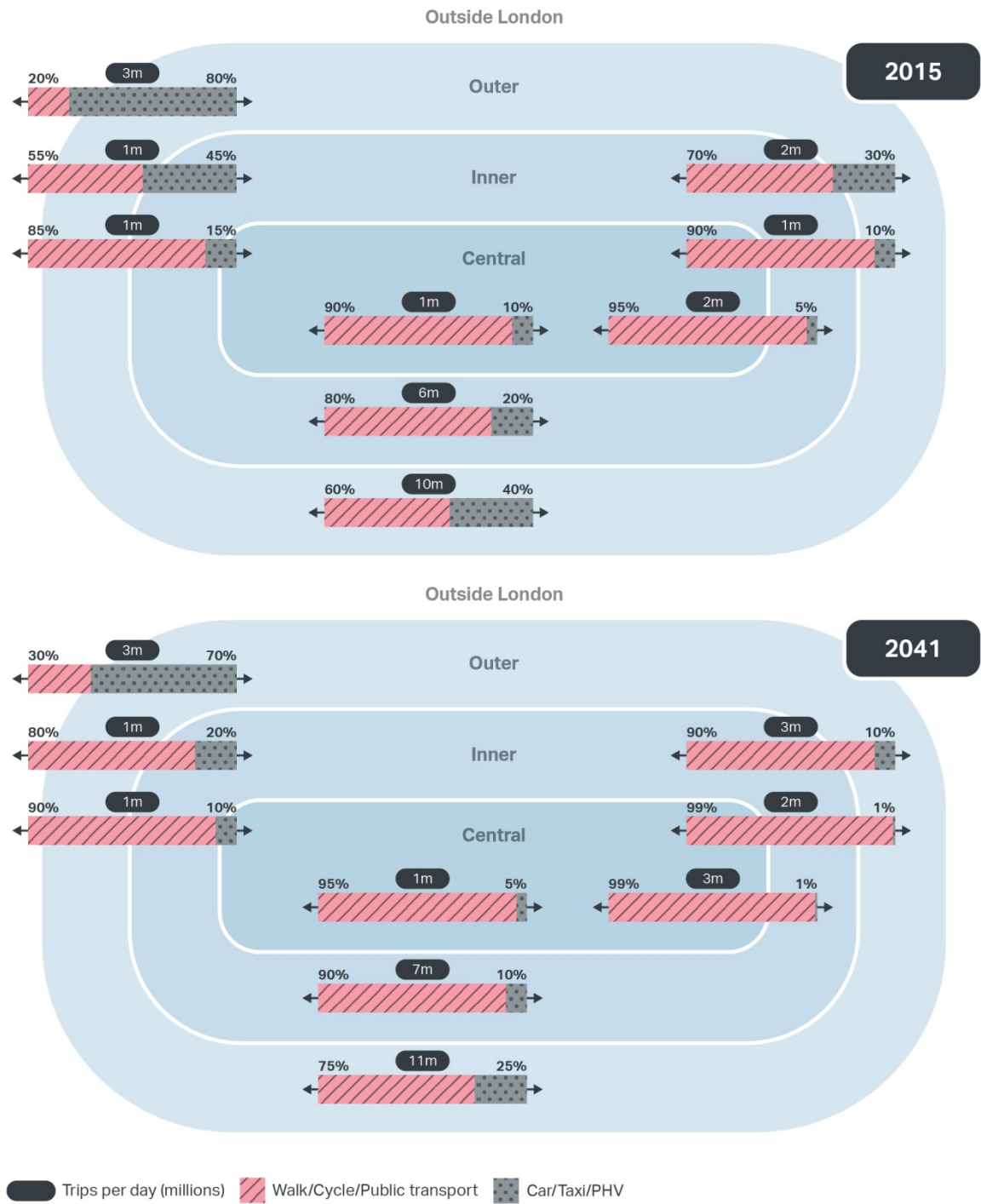


Source: TfL City Planning

- 2.2. The outputs of these models support and shape robust long term decision making for land use and transport policies in London and help ensure policies are sustainable. The impacts of the current MTS and draft London Plan – as well as their predecessors – have been assessed using these models.
- 2.3. To test the proposals in the final MTS and policies and distribution of growth set out in the draft London Plan, we used the models to test a series of cumulative packages to determine the level of intervention required to support the aim of 80 per cent of trips to be made by walking, cycling or public transport by 2041. As described above, in the scenario in which the MTS is implemented in full and growth occurs according to the draft London Plan, the target is achieved and the sustainable mode shares for central, inner and outer London are 95, 90 and 75 per cent respectively within² each area, as shown by Figure 2.

² Figure 2 also depicts the expected mode shares between central, inner and outer London, as well as travel between each of these areas and areas outside London. Figure 10.1A in the draft Plan is a simplified version of this figure aimed at illustrating that the 80 per cent mode share target is not expected to be applied uniformly across London. The figures for within central, inner and outer respectively do not significantly differ when trips to other areas are also included.

Figure 2 – Expected mode shares for travel within and between central, inner, outer and outside London under the MTS scenario



Source: Figure 57, Mayor’s Transport Strategy (2018)

- 2.4 These results are set out in more detail in the Outcomes Summary Report³ (published alongside the draft MTS) and its addendum⁴ which updates the forecasts in line with revised population and employment projections following the publication of the draft Plan. The Strategic Transport Modelling evidence paper⁵ explains the approach taken to the modelling of the Plan's growth.
- 2.5 The approach we took included testing a core reference case based on the population and employment projections of the London Plan and funded public transport and highways schemes detailed in the 2017 TfL Business Plan only. This both highlighted particular future potential transport challenges to address and allowed us to test packages of schemes to resolve them against this baseline.
- 2.6 The MTS scenario differs from the reference case in that it includes currently unfunded and unconfirmed schemes, the vast majority⁶ of which are included in Table 10.1. The implementation of many of the schemes in Table 10.1 will be core to achieving the mode share target. In addition, the policies of the draft London Plan will be needed, particularly to positively influence the nature and location of development. For instance, the MTS scenario assumes a reduction in car ownership which would be achieved in practice partly through the car parking policies of the Plan, while many of the schemes in Table 10.1 require support such as through Policy T3 to be delivered. It is unlikely that other measures could adequately compensate for the lack of supportive planning policy, as the MTS already assumes significant changes in road space allocation and user charging by 2041. Table 10.1 also includes schemes whose impact cannot be reasonably captured in a strategic transport model, (e.g. cycle hire, electric vehicle charging points) but which nevertheless play an important role in supporting growth, achieving mode shift and/or other objectives and need to be supported through the Plan.
- 2.7 We recognise the inherent uncertainty in forecasting future travel demand, and carried out a range of sensitivity tests to examine the impact of making different assumptions about the future. While we acknowledge the inevitable limitations of making 20 year forecasts, our strategic models provide a particularly sophisticated set of tools that are not available to many cities and we believe the approach taken to be a robust (and best available) basis on which to plan. We have provided the GLA with additional relevant information which is included in the Mayor's statement on this matter.

3. DELIVERING THE SUSTAINABLE MODE SHARE TARGET

- 3.1 While the policies of the Plan and the schemes in Table 10.1 are necessary to support the mode share target, they will need to be complemented by a series of more detailed actions that we are working with the Mayor, boroughs and other stakeholders to develop and deliver over the lifetime of the Plan.
- 3.2 Our 2018 Business Plan sets our priorities for the next five years and these are expected to support a positive trajectory towards the target. We have published action plans on walking, cycling and Vision Zero (the approach to eliminating death on

³ Mayor's Transport Strategy: Outcomes summary report, July 2017 (NLP/TR/016)

⁴ Mayor's Transport Strategy: Outcomes summary report addendum (NLP/TR/16a)

⁵ Strategic Transport Modelling Report, December 2017 (NLP/TR/002)

⁶ The exceptions being the Croyley Rail link, which sits outside of the GLA boundary, and future frequency enhancements on the Elizabeth line

London's transport networks) which offer more detail about how some elements of Table 10.1 will be delivered. We are also working to deliver the public transport elements of the MTS, such as 'metroisation' (supporting areas of London more dependent on suburban rail services such as south London), and are currently reviewing how to reshape the bus network to: provide more direct, more frequent and faster connections, offer new routes and test new types of service. We are also currently working with the boroughs to support them as they finalise their Local Implementation Plans, which set out local interventions to deliver the MTS.

4 CONCLUSION

- 4.1 The schemes contained in the draft London Plan are vital to support the achievement of 80 per cent of all trips in London being made by foot, cycle or public transport by 2041, and our strategic modelling suggests that this can be achieved with these or equivalent interventions.
- 4.2 The draft Plan's policies further support the achievement of this target by focusing new development towards well connected locations and ensuring that: it is designed to support the Healthy Streets Approach, enables the enhancement of public transport services and provides adequate cycle parking and much more restricted car parking.