16TH JANUARY 2017

Surface Transport Healthy Streets

Strategy/Business Assurance Portfolio Board (Shadow)

Thursday16 Feb 2017

09:30 – 11.30

0YM6&7 - Room Name: Saville Row & King's Rd

230 Blackfriars Rd, London, SE1 8PJ

EVERY JOURNEY MATTERS

Meeting: Healthy Streets Strategy/Business Assurance Portfolio Board (Shadow)

Date: Thursday 16 February 2017

Time: 09:30 – 11:30

Place: 0YM6&7, (Saville Row & King's Rd)
230 Blackfriars Rd, London, SE1 8PJ

Members of Portfolio Board

Co-chairs: Ben Plowden and Alan Bristow

Alex Williams	Patrick Doig	Tim Steer	Edward Preedy (secretariat)
Gareth Powell	Nick Fairholme	Will Norman	Michael Bridgeland
Peter Blake	Dana Skelley	Siwan Hayward	

Other attendees

David Stacey	Nigel Hardy	Carl Eddleston	Joy Wigg	Julie Lewington
Sam Monck	Lilli Matson	John Barry	Tanya Durlen	Zoe Vidion
William Bradley				

Apologies

Nick Fairholme	Glynn Barton	Alex Williams	Tim Steer

Agenda

Time	No	Item Name	Purpose	Lead
Opening Items				
09:30-09:40	1	Introductions and actions from previous meeting	Note	Ben Plowden
09:40-09:50	2	Portfolio Overview	Note	Lilli Matson
09:50-09:55	3	Governance Update	Note	Tanya Durlen
Main Decision Items				
09:55-10:15	4	Healthy Streets Portfolio 17/18 Budget	Endorse	David Stacey
10:15-10:40	5	PIC Paper	Endorse	Lilli Matson
10:40-11:20	6	Healthy Streets Portfolio Outcome Appraisal • For Discussion: Cycle/Bus options in West London	Endorse	Zoe Vidion/Joy Wigg
Close				
11:20-11:30	7	Forward Plan	Note	Ben Plowden

Portfolio Overview

Agenda Item 2

EVERY JOURNEY MATTERS

[redacted]

[redacted]

Healthy Streets Outcome Appraisal

February 2017

Agenda Item 6

EVERY JOURNEY MATTERS

Optimising Outcomes of Healthy Streets Schemes

- The new Healthy Streets Portfolio Board will take a multi-modal approach to scheme approval, accounting for competing demands for road space and aiming to optimise outcomes

- The overall Healthy Streets Portfolio will be positive for pedestrians, safety, cycling and bus passengers (bus priority, improved waiting facilities, enhanced interchange). However, some schemes include some adverse bus impacts, such as increased journey times resulting in reduced fare box revenue

- The following appraisal aims to give reassurance that 'in-flight' schemes will deliver a balance of Healthy Streets outcomes. It will aim to support development of any proactive measures needed to mitigate adverse bus journey times as far as possible at an early stage. Some schemes may require a more regional and multi-modal approach to strategic planning

Healthy Streets Portfolio

The new Healthy Streets Portfolio is the amalgamation of existing programmes, incorporating a variety of modal outcomes. These include:

- **Safety:** All schemes aim to design out collision hotspots and undertake a safety audit, before and post delivery
- **Bus Priority:** The Bus Priority Programme is included in this Portfolio and delivers not only bus passenger and operational benefits, but also safety improvements, signal upgrades and in many cases facilities that can also be of use to cyclists
- **Transformational Projects:** These schemes provide upgrades to significant places including removing gyratorys, delivering cycle facilities and creating pedestrian zones
- **Cycle Superhighways and Quietways:** These schemes are designed to provide safe and consistent cycle infrastructure that will encourage more cycling . They are why London is becoming defined as a 'cycle city'
- **Mini-Hollands:** Three schemes span three boroughs across London providing cycle facilities that encourage cycling to and within these boroughs

Bus Revenue Context

- In the last two years one of the greatest challenges facing the bus network has been falling bus speeds due to a number of causal factors including population growth and construction activity

- Average bus speed has declined by over 3 per cent, increasing operational costs and correlating with reduced patronage of 6 per cent

- The new TfL Business Plan is predicated on a forecast growth in patronage and revenue, and a recovery of bus network performance is critical. It forecasts an increase in patronage, from under 2.3 billion journeys in 2016/17, to over 2.5 billion in 2021/22. Average bus speeds are targeted to rise from a forecast 9.2 mph in 2016/17 to 9.6mph in 2021/22

- Many Healthy Street Schemes will provide benefits to the bus network and its passengers such as improved reliability, reduced journey time, improved interchange and improved infrastructure (e.g. Bank Junction, Tottenham Court Road, Plumstead Road Bus /Cycle scheme). However a small number may lead to adverse bus revenue impacts

Summary of Assessment - 1

The appraisal of the Healthy Streets schemes revealed:

- The vast majority of Healthy Streets schemes (>2000) do not have significant adverse bus impacts or are positive for Buses
- The 15 schemes that may impact the bus network the greatest are estimated to result in a roughly estimated bus revenue loss of circa £2m-£4m per year
- Some schemes with a higher level of adverse bus impacts may be subject to further alterations (including delays to scheme delivery). These should be considered alongside the scheme benefits and stakeholder/political context before proceeding further (see Appendix 1)
- The Bus Priority Programme in 17/18 estimates delivering a total journey time saving of 170mins, resulting in a approximate bus revenue increase roughly estimated at £4-6m per year

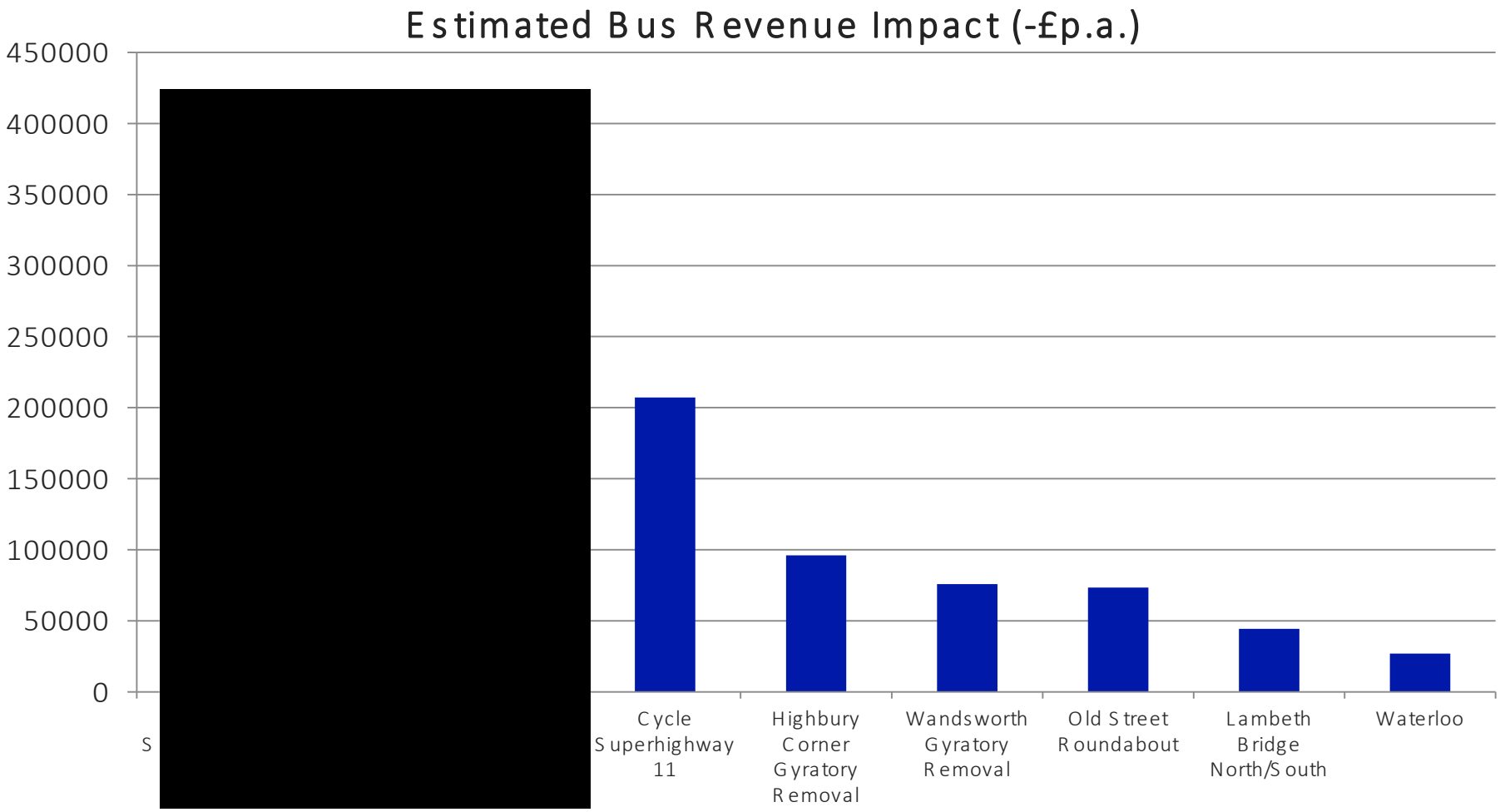
Summary of Assessment - 2

Most of the Healthy Streets Portfolio of schemes are bus positive or have already undertaken design work to address (some) adverse bus impacts. These include:

- Extending & removing fewer bus lanes (Old Street Roundabout, CS4)
- Improving infrastructure (Vauxhall gyratory bus station)
- More intuitive bus routings (Vauxhall gyratory, Wandsworth Gyratory)
- Change in alignment (CS1, CSNS Phase 2)
- Exclusion of segregation at selected junctions (CS2X)
- Introducing bus priority measures elsewhere (CS11, Stratford)

N.B. The assessment did not consider disruption during construction, which can be worse than end state and where additional revenue loss is expected. Schemes such as Tottenham Court Road and the Cycle Superhighways will take approximately two years to construct

Summary of Assessment – TLRN Schemes



N.B. Oxford Street excluded on the basis of uncertainty around highway operations

Traffic modelling results not yet available

* Does not include the impact of significant mitigation work underway

Cycle Superhighways

- The Cycle Superhighways (in this case routes 4, 9, 10 and 11) provide a segregated, safe and continuous route for cycling within inner London and to central London, on corridors with existing high demand for cycling and high future potential for cycling

- These four routes represent:

  CS 4: A route to east London's growth areas south of the River Thames

  CS 9/10: Routes between central London and west London

  CS 11: A route to northwest London

- Cycle Superhighways are paramount in encouraging additional cycling (less general traffic and emissions), providing safety for cyclists in an effort to achieve Vision Zero in London and in delivering the Mayor's manifesto commitments for cycling

- These schemes tend to be designed along main roads (e.g. TLRN), where by the nature of the road network there are already high volumes of cyclists and bus passengers

Recommended Next Steps – TLRN Schemes

Schemes with low adverse bus revenue impacts - Continue as planned but explore mitigation options outside of scheme extents – no impact on delivery timescales:

- Lambeth Bridge North/South
- Old Street Roundabout
- Kings Cross Gyratory
- Wandsworth Gyratory

Schemes with higher adverse bus revenue impact :

- **CS11** – Although the scheme has had some bus mitigation it retains adverse bus revenue impacts, it also has a high level of Mayoral/political commitment and has undertaken extensive stakeholder engagement. How do we proceed?

- **Highbury Corner** – In addition to revenue impacts, one route will be curtailed between Hackney & Islington, reducing ease of interchange and bus passenger impacts. How do we proceed?

- **CS4** – Recent mitigation has included the addition of bus priority measures modelling is underway to assess how successful this has been – further action may be required

- **CS9**
- **CS10**

} Review alignment or design – separate Agenda Item

Next Steps – Borough Schemes

Schemes with low adverse bus passenger impacts - Continue as planned – no impact on delivery timescales:

- Forest Gate
- Baker Street
- LB Enfield Mini Holland
- Stratford Gyratory

Waltham Forest Mini-Holland not included as in construction phase and not as impactful.

Scheme with high adverse bus passenger impact:

- Kingston Mini Holland – Wheatfield Way is a key bus corridor and crucial to serve the town centre. All 16 routes carrying a total of 28,000 passengers per day experiencing between 1 and 5 minutes delay. Review alignment or design

Recommendations

- Take a more regional approach to planning:
  - Consider strategic bus requirements from the outset of schemes, responding to passenger demand and informed by revised road layouts
  - Healthy Streets Portfolio Board to review new schemes at an early stage (e.g. pre-feasibility)

- Consider how we may develop more schemes that deliver for cyclists, pedestrians and bus passengers – Consider developing integrated modal design guidance to deliver Healthy Streets principles (e.g. Healthy Streets 'check')

- Undertake (ONE model) modelling to understand the cumulative impact of schemes (e.g. in central London) and be able to understand the impact of roadworks to minimise construction impact

Appendix – Individual Scheme Assessment Forms

Appraising the Healthy Street Schemes

The following slides show a full summary of each schemes benefits and impacts

- The strategic case including modal priorities (e.g. reducing KSIs, increasing active travel)
- The schemes political and stakeholder context
- The spatial priorities in the local area (e.g housing)

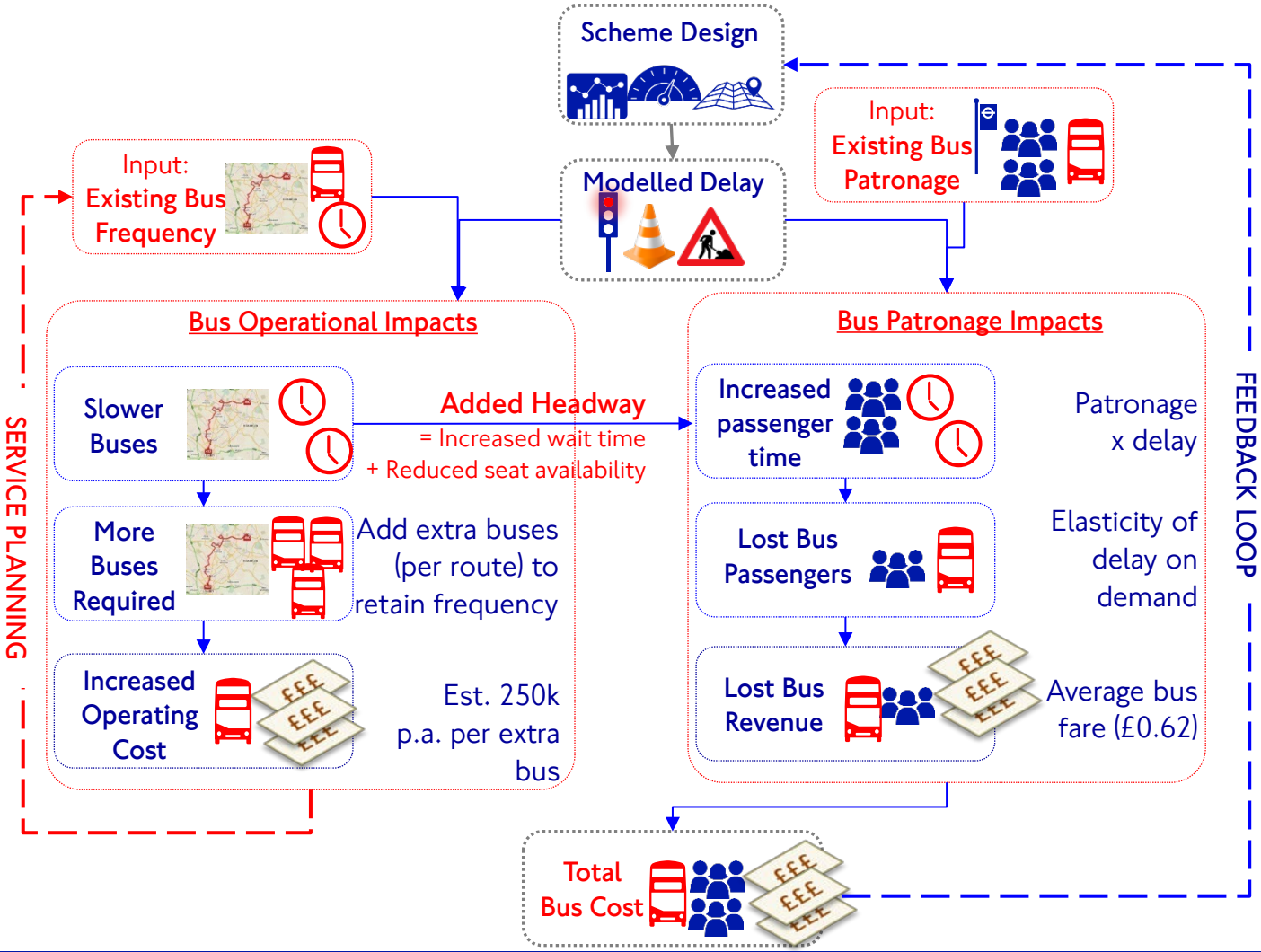
- The strategic importance of the bus services (e.g. access to interchange, level of patronage)
- Potential passenger impacts
- Potential financial bus impacts (costs and revenue)

The appraisal has considered the potential mitigations and their impacts on delivery timescales

Assessing Bus Impacts

The key calculations of bus impacts are **bus passenger delay, operating costs**, and **lost revenue**.

They are calculated as follows:



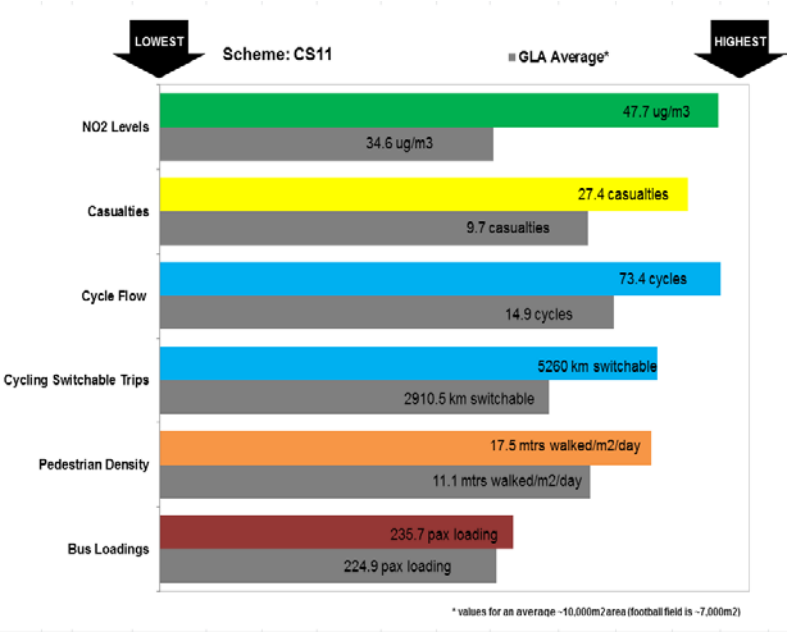
Cycle Superhighway 11 (CS11)

Scheme Description

- Provide safer cycling route between Swiss Cottage and the West End - interventions tailored for different sections, including Swiss Cottage gyratory removal with a new bus and cycle-only route and new public space on Avenue Road
- Detailed design due to start in March 2017

Stakeholder/Political Context

- Significantly contribute towards £154m on cycling expenditure PA until 2021/22 with a focus on tripling segregation (Mayoral manifesto commitments)
- Mayor publicly committed (2016) to working to deliver CS11 from Swiss Cottage to the West End in 2017
- Public consultation undertaken early 2016 (>6,000 responses ; 60% supported or partially supported the proposals, 37% objected including a large petition against the scheme); Response to Issues Raised report published late 2016 outlining changes to the proposals consulted on in response to stakeholder concerns (e.g. allowing two turns originally proposed to be banned). Despite extensive stakeholder engagement and changes to proposals, some stakeholders will continue to oppose the scheme (eg. Stop CS11 campaign)
- **LB Camden (c. 40% of route incl. Swiss Cottage gyratory)** – broadly supportive, local concerns (traffic reassignment and modelling);**WCC (c. 60% of route)** – opposed to gate closures in Regent's Park; **TRPs (c. 50% of route)** – very supportive of gate closures but prepared to work with TfL to explore alternative options

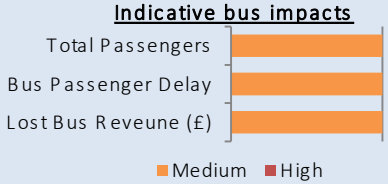


Scheme Benefits

- **Cycling** – potential to increase cyclists by 33% (vs. 'do nothing')
- **Safety –** improves safety throughout the route. All left hook risks removed or mitigated. Improves perception of safety and opens up 5/6 lane Swiss Cottage gyratory to pedestrians and cyclists
- **Walking** – 9 new pedestrian crossings, existing crossings made simpler and more direct
- **Public realm** – major improvements at Swiss Cottage (currently completely dominated by traffic). New public space and avenue of trees

Bus Impacts

- 5 bus routes carrying 27,600 daily passengers, with an estimated over 1.5 minutes delay per bus
- Impacts on 31 threaten viability of local routeing.



Recommended Next Steps: Continue as planned

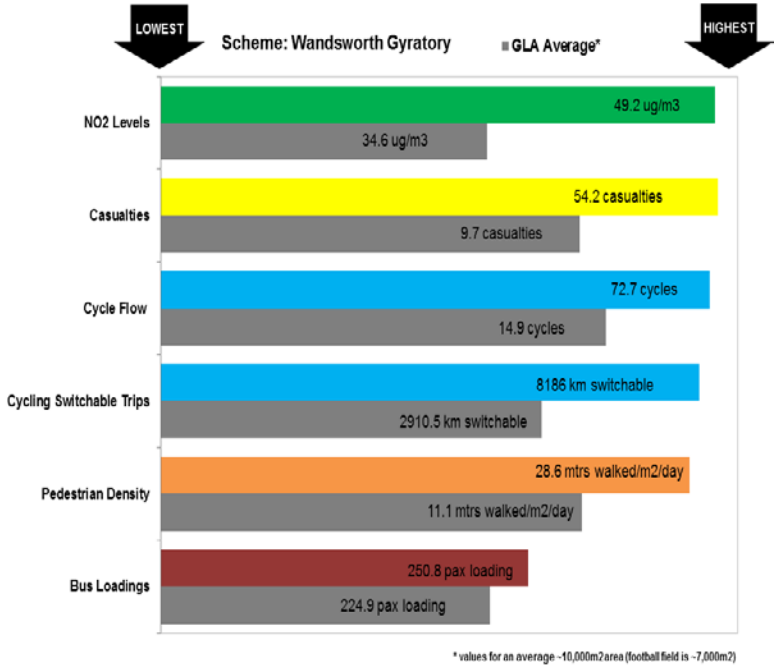
Wandsworth Gyratory

Scheme Description

- Town centre transformation removing through traffic along the high street and return the road network to two way operation
- Detailed design due to commence summer 2017, CPO for required land being progressed in parallel. Subject to necessary permissions and approvals, construction could start in 2019

Stakeholder/Political Context

- Significantly contribute towards £154m on cycling expenditure PA, and £875m to improve air quality in London through to 2021/22 (Mayoral manifesto commitments)
- LB Wandsworth members and Chief Exec very supportive (included in Local Plan) - committed £27.5m via CIL & S106
- Two rounds of public consultation (2014 and 2016) received positive with support from local businesses and public (59% supportive - 2016)

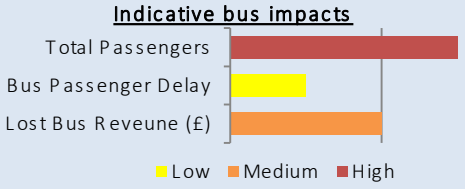


Scheme Benefits

- Town centre **regeneration and public realm** improvements
- **Roads** - improved journey times (-9% PM peak) - and JTR for through traffic, including taxis
- **Safety** – separation of vulnerable road users from heavy traffic flows
- **Buses** – c. 15 routes during peaks with improved journey times (-<60 seconds)
- **Walking** – wider footpaths, additional crossing points
- **Cycling** – route cohesion (CS8 links)

Bus Impacts

- Many routes receive benefits from the scheme
- 5 bus routes carrying 14,000 daily passengers, with an estimated over 1 minute delay per bus
- *Schemes includes rationalisation of bus stops and bus interchange in the town centre*
- *10 routes traverse the town centre*
- *Further mitigation being investigated at traffic signals*

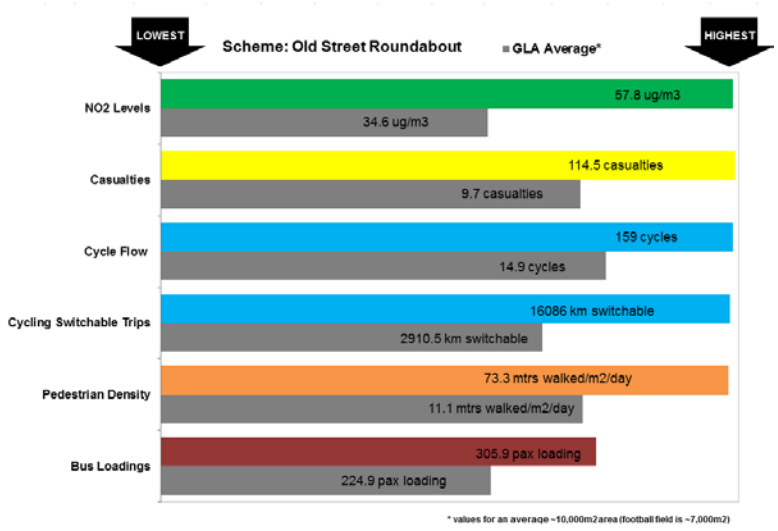


Recommended Next Steps: Continue as planned

Old Street Roundabout

Scheme Description

- Transformation to create a new peninsular public space and deliver highway changes to improve safety and facilities for vulnerable road users, particularly cyclists and pedestrians
- Wider vision and ambitions for the area include the upgrade the LU station after c. 2022, and to maximise over-station commercial development opportunities where possible.
- Currently in detailed design, works could start mid-2018. Over-station development and LU's station upgrade proposals are dependent upon the Roundabout removal being completed in advance



Stakeholder/Political Context

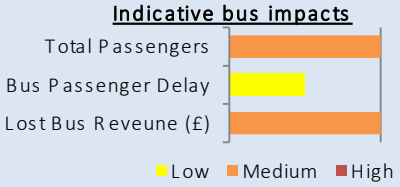
- Significantly contribute towards £154 million per year to be spent on cycling in London until 2021/22 ; Making TfL more efficient and exploring new revenue raising opportunities (Mayoral commitments)
- Key development priority within the City Fringe Opportunity Area, strongly supported by the GLA
- Core aspiration of LB Islington, which has been lobbying for improvements for the past decade
- Continued close working with LB Islington, and wider TfL stakeholders to maximise long term benefits and opportunities

Scheme Benefits

- **Walking** - 3 subway closures; 3 new crossings, and significant upgrade to urban realm
- **Cycling** – c. 300m new segregated cycle lanes across the junction
- **Buses** - c. £78k of ambience benefits as a result of highway works, and bus stop/stand and lighting enhancements
- **Commercial Development (CD)** – potential to generate £65m revenue from peninsular development as part of future CD scheme

Bus Impacts

- Significant Bus Mitigation measures have been developed and integrated during concept design to minimise bus journey time impacts.
- Residual 1-2 minute delay anticipated for route 205

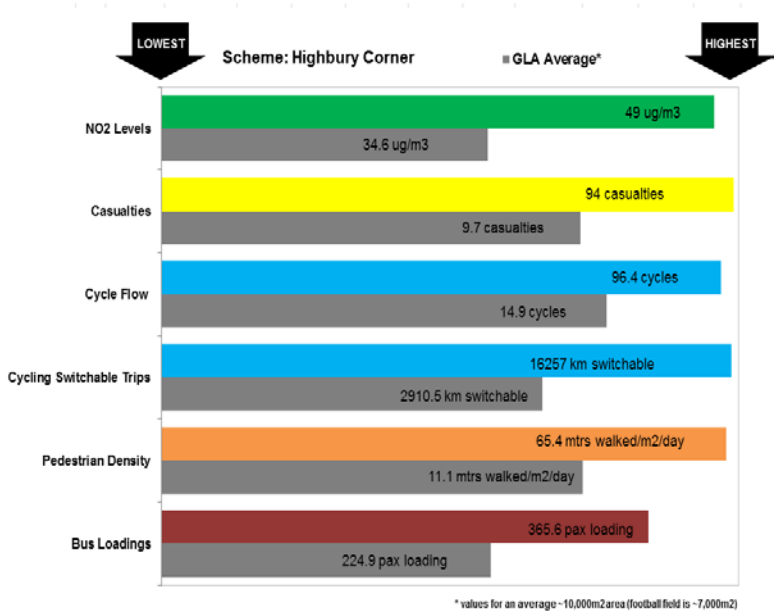


Recommended Next Steps: Continue as planned

Highbury Corner

Scheme Description

- Change the one-way roundabout to a two-way operation; proposed closure of the western side of the roundabout and a new public space outside Highbury and Islington station
- Public consultation report to be issued in summer 2017 outlining next steps – subject to further design and approvals, construction could begin in 2019 (coordination with adjacent Highbury Bridge works – due to complete in 2018)



Stakeholder/Political Context

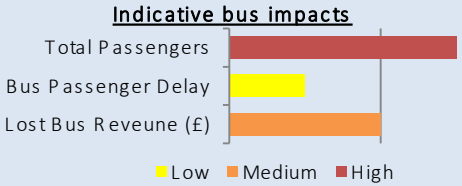
- Significantly contribute towards £154 million per year to be spent on cycling in London until 2021/22, with a focus on segregation; and targeting safety improvements at priority locations (Mayoral manifesto commitments)
- Core aspiration of LB Islington, which has been lobbied for
- Concerns about shortening bus route 277 raised by LB Hackney and public – Transport Commissioner reviewed and confirmed to LB Islington in summer 2016 the route would curtail at Dalston
- Public consultation undertaken early 2016 strongly supported – pedestrian improvements (71% support), cyclist improvements (67% support)

Scheme Benefits

- **Cycling** - New segregated cycling facilities reducing conflicts between cyclists and vehicles and improve cycling experience at Highbury Corner
- **Walking** – Improved pedestrian crossings allow pedestrians to move around Highbury Corner more safely and directly
- **Safety** – Tackles safety issues for cyclists and pedestrians by removing existing conflicts and reducing the dominance of traffic
- **Public realm** – Creation of new green public space leading to Highbury and Islington station

Bus Impacts

- Up to 6 bus routes carrying 32,000 daily passengers experiencing in excess of 30 seconds delay
- Link Between Hackney and Islington



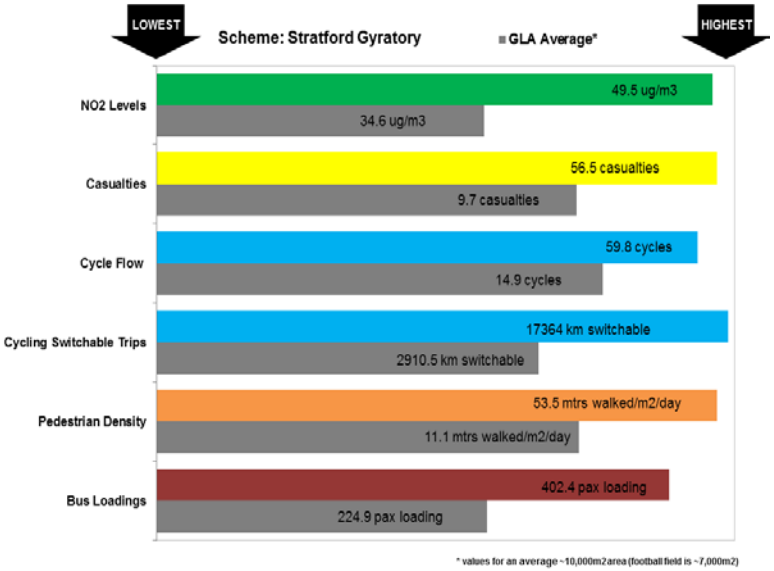
- Loss of bus standing and turnaround points (e.g. 277 to curtail early at Dalston Junction)
- Impacts access to interchange at Highbury & Islington
- Negative feedback in consultation

Recommended Next Steps: Continue as planned?

Stratford Major Scheme

Scheme Description

- Conversion of the current Stratford Gyratory to two-way operation.
- Included in Better Junction list.
  Includes improvements to the public realm and safety with better crossings, cycle facilities, lighting and tree planting.
- Extensive technical/design engagement undertaken with TfL and stakeholders
- Submitted to STB (All Approvals Board) meeting 14th Feb



Stakeholder/Political Context

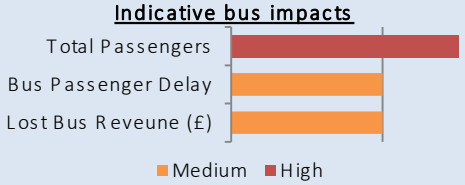
- Local Implementation Plan (LIP) funded. Scheme
- Borough scheme announced as part of Mayoral LIP announcement
- Delivers MTS objectives and supports the Healthy Streets approach
- Supports wider regeneration in Stratford Area - Approximately 20,000 new homes and 46,000 new jobs being created in the coming decade
- Strong political support from Deputy Mayor and local authority
- Included in TfL Business Plan

Scheme Benefits

- Increased cycling and walking
- Improved road safety
- Improved air quality
- Delivering 'Healthy Streets' by making the town centre more attractive, accessible and people-friendly
- Creates better public spaces within the town centre
- Improved interchange with buses and taxis

Bus Impacts

- 16 routes carrying 72,000 passengers travel trough the scheme including to interchange
- 38,000 passengers per day experiencing 1.5 to 2 minutes benefit

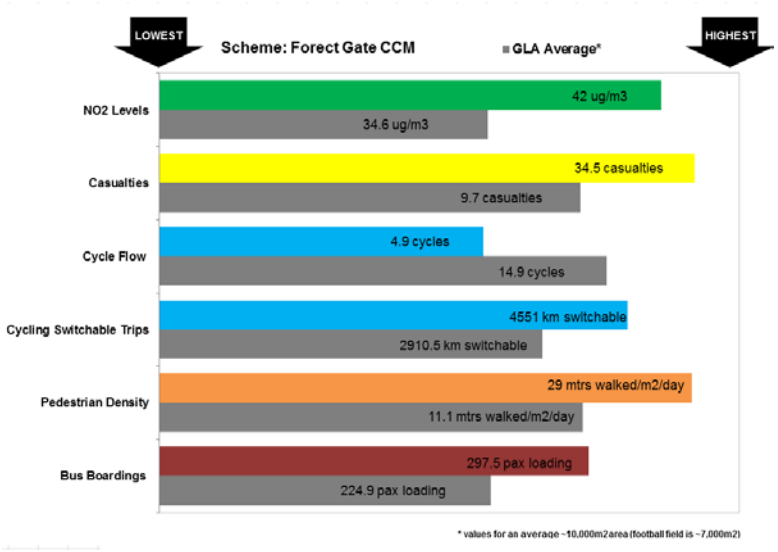


- 23,000 passengers per day experience 1 to 1.5 minutes delay
- Key access to Stratford Station and Westfield Mall

Recommended Next Steps: Continue as planned

Forest Gate CCM scheme

- One of a portfolio of urban realm and interchange improvement schemes at Crossrail stations
- Proposals at the station include improved pedestrian crossing facilities, urban realm improvements, new taxi rank facilities introduction of a 20mph speed limit, cycle parking
- Design completed



Stakeholder/Political Context

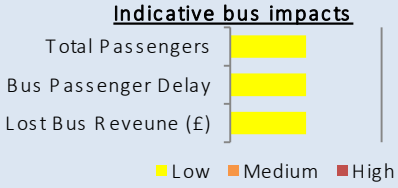
- Supported by Crossrail, TfL, Network Rail, Department for Transport (DfT), London Development Agency (LDA) with associated MOU committed
- High profile projects with strong political support from boroughs
- Delivers MTS objectives
- Programme included in Business Plan

Scheme Benefits

- Improved quality of urban realm and pedestrian environment outside station
- A safer, high quality interchange environment for users
- Provision for increased cycling to the station
- Improved personal safety and perceived safety in the vicinity of the station
- Improved taxi and pick-up/drop-off facilities at the station

Bus Impacts

- 3 routes carrying 8,000 passengers per day experiencing minor delays
- Improved pedestrian crossing facilities will improve provision for pedestrians interchanging between rail and bus.



Recommended Next Steps: Continue as planned

Enfield Mini-Holland

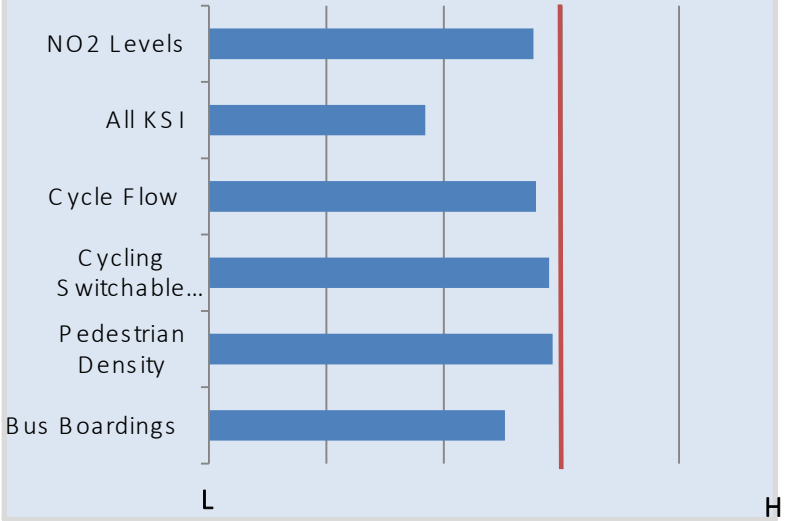
Scheme Description

£30m investment in and around Enfield town centres to enable and encourage active travel for all, with emphasis on new and less-confident cyclists.

High quality cycling & pedestrian infrastructure and public realm improvements, supported by behaviour change initiatives.

The infrastructure programme features five corridor schemes on A-roads feeding the town centres, plus Greenways, Quietways, cycle hubs, traffic calmed neighbourhoods and severance (crossing) schemes on the TLRN. Current indications from the borough are that only three of the corridor schemes are affordable within the £30m.

Local Metrics



Stakeholder/Political Context

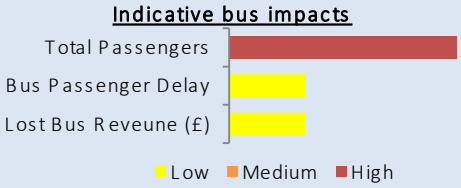
- Mini-Hollands (MHs) directly contribute toward the Mayor's manifesto commitment to make 'London a byword for cycling', increase the proportion of TfL spend on cycling and delivering more segregated routes. City Hall is concerned currently that not enough is being delivered in the context of that commitment.
- In 2014 TfL wrote to the successful MH boroughs and confirmed support for the programmes. Boroughs have now carried out public consultation on the majority of their schemes.
- Deputy Mayor Val Shawcross has visited all three MH boroughs and given her personal pledge of support.
- There has been a difficult stakeholder environment in Enfield from the start and the council has stood firm in its commitment to deliver the programme.

Scheme Benefits

- Serving the increase in demand for travel in Outer London due to residential growth
- Making cycling an accessible , attractive and safe mode choice for all
- Journey time and ambience improvements for cyclists
- Catering for journeys at low operational and user cost
- Reducing car dependency
- Health benefits to individuals and cost savings for healthcare system
- Business benefits from town centre transformation
- Creating more attractive neighbourhoods with cycle-friendly characteristics
- Improving access to employment

Bus Impacts

- 11 routes carrying 31,000 passengers per day
- Some journey time savings possible, up to 90 seconds.
- Could impact access to stands
- Issues around Enfield town centre



- Buses keen to remain bus stop which serves Church Street

Recommended Next Steps: Commence construction of A1010 South in May 2017 and Enfield Town in December 2017. Understand financial position & review programme with a view to deliver minimum of three corridors plus the QWs, greenways and Quieter Neighbourhoods

Kingston Mini-Holland

Scheme Description

£32.7m investment in and around Kingston town centre to enable and encourage active travel for all, with emphasis on new and less-confident cyclists.

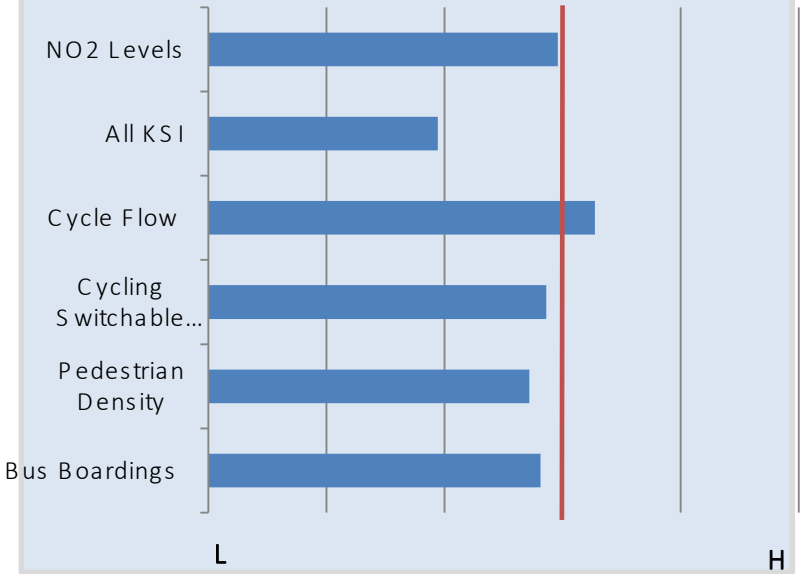
High quality cycling & pedestrian infrastructure and public realm improvements, supported by behaviour change initiatives.

The infrastructure programme features corridor schemes on four key routes (A-roads) feeding the town centre, plus "landmark"/severance schemes at Kingston Station and Wheatfield Way.

Stakeholder/Political Context

- Mini-Hollands (MHs) directly contribute toward the Mayor's manifesto commitment to make 'London a byword for cycling', increase the proportion of TfL spend on cycling and delivering more segregated routes. City Hall is concerned currently that not enough is being delivered in the context of that commitment.
- In 2014 TfL wrote to the successful MH boroughs and confirmed support for the programmes. Boroughs have now carried out public consultation on the majority of their schemes.
- Deputy Mayor Val Shawcross has visited all three MH boroughs and given her personal pledge of support.

Local Metrics

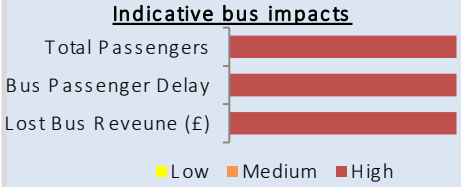


Scheme Benefits

- Serving the increase in demand for travel in Outer London due to residential growth
- Making cycling an accessible , attractive and safe mode choice for all
- Journey time and ambience improvements for cyclists
- Catering for journeys at low operational and user cost
- Reducing car dependency
- Health benefits to individuals and cost savings for healthcare system
- Business benefits from town centre transformation
- Creating more attractive neighbourhoods with cycle-friendly characteristics
- Improving access to employment

Bus Impacts

- 16 routes carrying 28,000 passengers per day experiencing between 1 and 5 minutes delay
- Kingston town centre hub of borough bus network
- Many routes impacted are high frequency services



- Concerns around traffic signal rephrasing adding bus delays

Recommended Next Steps : Commence construction of Wheatfield Way and Station Plaza in April 2017 and Kingston Hill in summer 2018

Recommended option: Engage with borough on strategic re-alignment of two cycle routes and design of bus priority corridors on A-roads