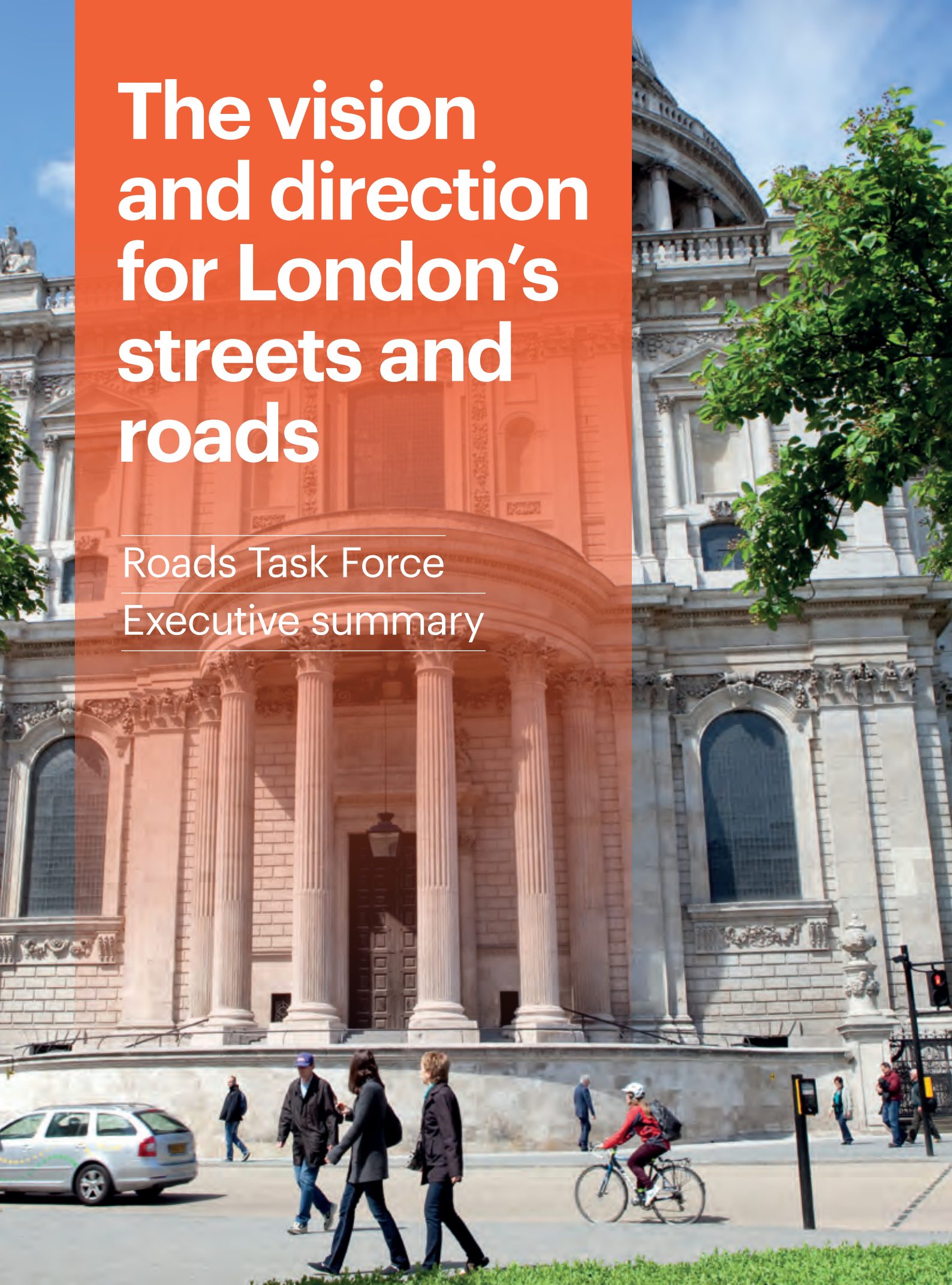


The vision and direction for London's streets and roads

Roads Task Force
Executive summary



Contents

Introduction	2
Roads Task Force vision	4
The functions of roads and streets	6
A new strategic framework	10
Learning from others	13
The toolbox	16
The need for strategic measures	17
Doing things better	18
What the RTF vision would mean for the Capital	19
Recommendations	30

Introduction

Tackling the challenges facing London's streets and roads

Every Londoner, business and visitor is affected by what happens on the city's streets and roads.

The Roads Task Force (RTF) was set up by the Mayor of London Boris Johnson to consider how to tackle the challenges facing London's streets and roads. It is an independent body that has brought together a wide range of different interests and expertise. What unites the RTF is the belief that these vital assets require a long-term strategy and commitment to investment.

The Mayor's 2020 Vision sets out his overall ambition for London. This report is a signal of the same ambition with regard to the city's streets and roads – commensurate with the vision to be the greatest city on earth – and outlines how this can be delivered.

Over the past year, the RTF has reviewed international experience, considered the evidence and engaged with a broad range of stakeholders. The results show that the Mayor and RTF are not alone in their ambition to see London's streets and roads planned, managed and developed in new ways. Offering world-class places and efficient and effective transport networks is vital to London's

continuing success as a vibrant and internationally competitive city.

This RTF report sets out a vision for 'world-class streets and roads in London, fit for the future' – and what is needed in the short, medium and long term. The RTF exhorts the Mayor to build a coalition of support to secure the means necessary to deliver this.

While considerable achievements have been delivered in recent years, with the Capital's population set to grow to around 10 million by 2031 there is now a need for even greater ambition and action. This will require substantial, long-term investment and will rely on boroughs, Transport for London (TfL), central government, businesses and other stakeholders working collaboratively. This is the start of the journey, not the end.



Roads Task Force vision

World-class streets and roads,
fit for the future



Key facts and figures

Over the next 20 years, London's growth is expected to be equivalent to absorbing the population of Birmingham and Leeds.

Eighty per cent of all trips made by people and 90 per cent of all goods moved in London every day are on roads.

Streets account for 80 per cent of London's public spaces.

Of trips within Outer London, about half are taken by car. For journeys between Outer London and outside of London, 80 per cent are by car.

Cycles now make up about a quarter of vehicular traffic in the morning peak in central London.

London's buses now carry 2.3 billion passengers a year – more than double the number carried by Tube.

Vulnerable users make up 80 per cent of all those killed or seriously injured (KSI) on London's streets and roads.

About a quarter of all trips in London are made entirely on foot.

The functions of roads and streets

London's road network needs to meet the RTF's vision

The RTF's vision focuses on three core aims:

- To enable people and vehicles to move more efficiently on London's streets and roads
- To transform the environment for cycling, walking and public transport
- To improve the public realm and provide better and safer places for all the activities that take place on the city's streets, and provide an enhanced quality of life

In order to achieve these aims, London's road network needs to perform better across its many and varied functions:



Moving

Helping people, goods and services to get from A to B, and enabling efficient and reliable movement by a range of different modes.

Did you know: Congestion currently costs the London economy around £4bn every year.



Living

Providing welcoming and inclusive places for all which support vital economic, cultural and community activities.

Did you know: More than 200 town centres are identified in the London Plan which act as a focus for economic, cultural and social activity across the city.



Unlocking

Improving accessibility, connectivity and quality of areas earmarked for major growth to deliver the homes, jobs and new economic sectors that London needs as it grows.

Did you know: London needs more than 40,000 new homes every year, but many potential development sites are constrained because of poor road access and the inability of the road network to cope with increased demand.



Functioning

Ensuring essential access for deliveries and servicing, and upgrading utilities under the roads, to serve London's growing needs and ensure a digital city.

Did you know: The value of freight moved per annum on London's roads is £200bn.



Protecting

Improving safety and reducing collisions, particularly for vulnerable users, and ensuring streets where people feel secure.

Did you know: Over the past decade, the average cost saving per year to employers and the National Health Service owing to improved road safety is £1.15bn.



Sustaining

Reducing emissions from the road network and supporting greener, cleaner, quieter streets and a healthier, more active city.

Did you know: Every additional kilometre walked each day is associated with a 4.8 per cent reduction in obesity risk.

These aims are extremely challenging, given the expected growth in London's population. Investment in rail is essential and schemes such as the Tube improvement plan and Crossrail will deliver 70 per cent extra capacity in the morning peak. Yet this will not be sufficient, by itself, to solve the problems on the Capital's road network or to cater for the diverse journeys made across the city.

A growing population means more pressure on London's road space.

Over the past 10 years, congestion on London's roads has increased by around 10 per cent, despite traffic levels falling by the same figure. This is in part due to the reallocation of road space to improve the urban realm, walking and cycling, and suggests London is approaching the limit of what can be achieved through road space reallocation alone.

The RTF has looked at what other cities around the world are doing. In successful cities, there is a clear trend towards reducing the impact of motor traffic to improve the quality of life and make them more attractive to live in and to do business. Exciting new spaces for city life have been created, and they have delivered

high-quality cycling networks and made cities great for walking.

At the same time, these cities are also improving and investing in their road infrastructure, roofing over ring roads and building tunnels to ensure people and vehicles can still get about the city.

To ensure London remains attractive and globally competitive, it must deliver more people-focused, inclusive places and transform conditions for more sustainable modes of transport. London must also deliver a well functioning road network that enables reliable journeys and tackles the congestion that afflicts the city and is a drag on economic growth. This means different things in different parts of London – as set out on pages 19-29.

London must, therefore, collectively raise its ambition for the scale and nature of investment in its street and road networks. To achieve truly transformative change, the Capital's streets and roads require at least £30bn of investment over the next 20 years or so.

Spending on rail is often seen as 'good' or 'green' and roads as

London must collectively raise its ambition for the scale and nature of investment in its street and road networks

'bad' or 'unsustainable'. The reality is that the quality of streets and roads is vital for all users, including emergency vehicles, business, freight, buses, taxis, pedestrians, cyclists and powered two-wheelers, as well as car drivers for whom there sometimes isn't a viable alternative, particularly in Outer London.

This investment represents excellent value for money, given the 21 million people-trips made on London's road network each day, the unlocking of thousands of new homes and jobs, and the cost of not making these changes to health, to business and lost inward investment. It should also be considered in the context of the investments being made by other world cities with which London competes.

Public spending is set to be constrained for some years to come. It will be necessary to seek new and innovative ways to fund these vital improvements from a range of public and private sources, delivered through TfL, London's boroughs, business, developers and others.

One of the biggest challenges is balancing the different aims and supporting the different functions,

street by street and road by road, as well as across the city overall. London has a choice – continue to make decisions about individual streets and roads on an ad hoc basis or sign up to a more strategic approach.

Continuing with business as usual may deliver some benefits in the short term in those areas which 'get their schemes in first', but more widely traffic could be pushed on to other roads. This will increase congestion, causing rising costs for business and impacting on many Londoners. Signing up to a new approach would enable a larger, coordinated programme of place improvements to be delivered, complemented by well-designed strategic measures to make London a great city to be in and to keep it moving.

A new strategic framework

Representing the variety of roles that streets and roads play

The RTF has set out a new framework that takes account of local and network priorities and aims to guide operational, policy and investment decisions. The priorities for streets and roads will differ depending on their role and location.

Many of London's streets and roads cater for high volumes of 'movement' by vehicles and/or pedestrians, while others are quiet local streets. Streets and roads are also 'places' such as shopping and leisure destinations, major growth areas, or local neighbourhoods.

Accordingly, the RTF proposes nine 'street-types', representing the variety of roles that streets and roads play in a well-functioning and successful city.

This framework will enable TfL, the boroughs and stakeholders to:

- Set priorities for different streets and roads, and make trade-offs accordingly
- Reflect changing functions and aspirations as streets and areas change
- Identify the tools that may be appropriate locally to deliver change
- Understand the need for intervention at a strategic level to keep London moving

Trade-offs between the impact on different road users are sometimes inevitable. For example, on an arterial road such as the A13 or A41, the focus will be on supporting reliable and efficient movement for motor vehicles while seeking to mitigate the impacts on communities that live alongside, in terms of noise, air pollution and severance. For other street-types, the priority will be to deliver improved conditions for pedestrians and cyclists, and to enhance the urban realm.

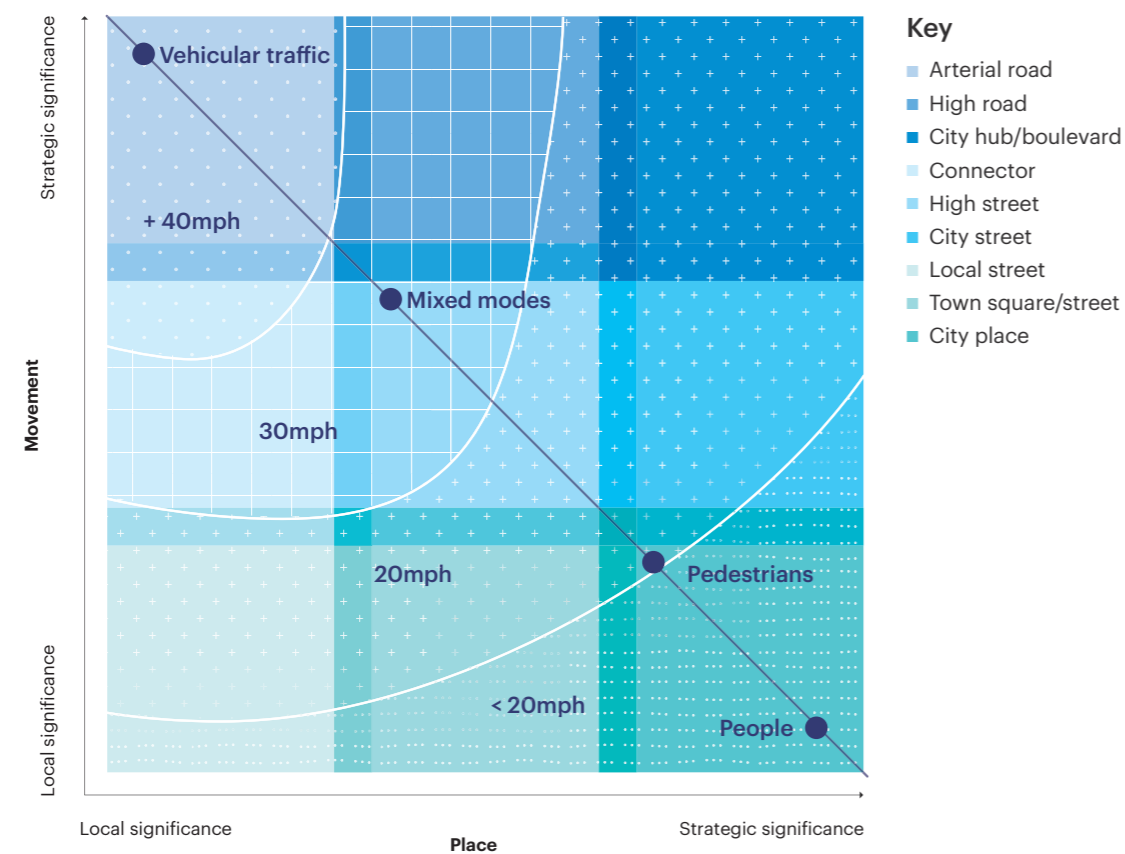


'Movement' and 'place' need to be better balanced where safety issues have been identified

Speed limits are likely to play an important role where 'movement' and 'place' need to be better balanced, where there are high levels of pedestrian activity and where safety issues have been identified. This

should mean the introduction of more 20mph speed limit areas across London. The diagram below illustrates how this links to street-types.

Street-types



Learning from others

Other cities are taking bold, strategic action

Urban street design and Boulevard Périphérique, Paris

A series of initiatives designed to encourage more sustainable travel, including: the creation of wider bus lanes; access for larger goods vehicles only between 19:30 and 07:30; and the removal of on-street parking for bus lanes and cycle docking stations. In addition, three sections of the busy dual carriageway Périphérique have been roofed over to provide green spaces and reconnect the city with the suburbs. This has reduced noise and air pollution, and contributed to urban regeneration (see image 1).

MIRACLES project, Barcelona

This freight project involved the introduction of variable, multi-use lanes for freight at different times; the conversion of on-street parking spaces into unloading spaces between peak hours; night-time delivery trials; roadside delivery management involving local delivery/logistic businesses; and a web-based information service providing locations and numbers of loading spaces available.



Redesigned junction, Poynton, UK

Traffic lights and highway clutter have been removed at Fountain Place, a major crossroads carrying 26,000 vehicles a day through the village centre. It is reported that delays to vehicles and pedestrians have reduced while trading in shops has doubled. Free-flowing traffic interacts sociably with pedestrians (see 2).

Reduced impact development, Stockholm

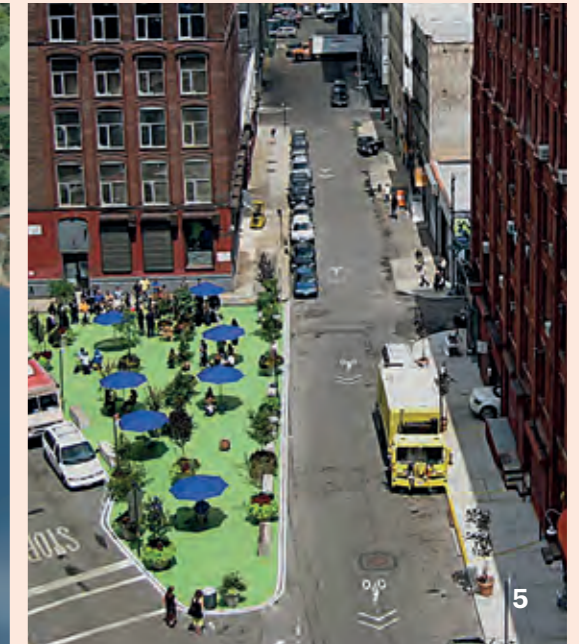
The Hammarby Sjöstad development of 11,000 apartments has been designed to have the greenest credentials from the outset, with a transport network characterised by car sharing, bike sharing, good transit access and high-quality cycle infrastructure. Currently only 21 per cent of trips are made by car, compared with 32 per cent for Stockholm as a whole (see 3).

Bjørsvika Tunnel, Oslo

The Bjørsvika Tunnel buried a major road in the centre of Oslo, allowing for the creation of Fjord City, which will deliver 15,000-20,000 jobs and 400,000m² of residential space. The project also includes new pedestrian and cycle paths and public transport lanes (see 4).

New community spaces, New York

The Down Under the Manhattan Bridge Overpass scheme in Brooklyn used planters to cordon off a new public plaza in a burgeoning residential and commercial district. On other streets, even the smallest and most 'unpromising' spaces have been turned into seating and café areas which New Yorkers have embraced (see 5).



The toolbox

The RTF has identified five key toolbox compartments

TfL and others have a range of 'tools' at their disposal to deliver improvements.

Compartment 1 **Infrastructure and assets fit for the future**

Focused on managing and improving existing assets – including pavements, street furniture and the wider urban realm, as well as carriageways, bridges, tunnels and signals – to improve their condition and quality, while also ensuring that vehicles are as clean, quiet and safe as possible.

Compartment 2 **More efficient/flexible use of space**

Focused on designing and using the available space more efficiently and flexibly by time of day, and supporting movement, as well as ensuring vibrant places and improving safety for vulnerable users, including pedestrians, powered two-wheeler riders and cyclists.

Compartment 3 **Intelligent systems and management**

Focused on developing and implementing smarter systems and using new techniques and technologies to get more out of the network than ever before and deliver more reliable journeys and improved customer experience.

Compartment 4 **Changing behaviour/ managing demand**

Focused on encouraging people and businesses to make changes to how, when or whether they travel, and on 'designing' the city and activities to reduce the need to travel.

Compartment 5 **Substitute/relocated/ enhanced capacity**

Focused on improved/new infrastructure to create better places, and support walking and cycling, while also maintaining capacity for the efficient functioning of the network.

The need for strategic measures

Aspirations can only be met through an even bolder approach

To achieve the vision, it will be necessary to explore wider interventions.

This includes managing demand:

- Changing the way goods and services are delivered, for example shifting freight out of peak hours as was achieved during the 2012 Games. A greater use of consolidation centres will reduce the number of freight trips, and switching deliveries to bikes and powered two-wheelers will also deliver benefits
- Shifting to more sustainable modes by supporting the move from private car to walking, cycling, public transport and, when appropriate, powered two-wheelers such as through 'next generation' travel demand management initiatives
- Embedding different travel patterns and land use, particularly for new developments, such as through new 'car-lite' neighbourhoods
- Smarter charging for the use of road space by tolling for new road infrastructure and investigating the potential to use pricing more widely to manage demand

This will also mean maintaining or enhancing capacity:

- Providing new capacity for

sustainable modes by reviewing the potential to create new walking and cycling facilities, such as new bridges across the Thames

- Reducing junction delays by addressing key pinch points across the network
- Providing new connectivity to unlock growth areas by ensuring road connections to, and streets and public spaces within, major new developments including new river crossings
- Creating new space for communities and development by identifying opportunities to roof over existing roads to create new 'surface space' and mitigating traffic impacts
- Relocating capacity underground for strategic traffic by considering the use of tunnels to enable improvements to places on the surface

There are clearly major challenges and costs associated with many of these. More work is needed to investigate the potential of these measures to deliver the intended benefits. It is not possible to simply cherry-pick the 'easy' bits. Failure to change the way Londoners use roads, or to maintain space, will require a lowering of ambitions in other respects.

Doing things better

A new approach must also be about the way things are done

The RTF recommends:

Greater transparency and improved decision-making

Better guidance for project promoters, clearer milestones for schemes and greater visibility of the decision-making process.

Improved accountability

Assign a named senior-level TfL project champion for all major schemes and new metrics to track performance on scheme progression and delivery.

Gearing up for delivery

A renewed focus for TfL and boroughs to recruit, train and retain world-class staff, and for TfL to provide specialist support to boroughs where needed.

Enabling innovation and 'giving things a go'

Identify opportunities for trials, establish an innovation fund and change regulations that are a barrier to trying new things.

Better evaluation and monitoring

Improve network understanding and learning from what is done and review progress against this vision.

What the RTF vision would mean for the Capital

Supporting a diverse London – the greatest city in the world





A world-class city centre: Central Activities Zone

Aspiration: To support the unique international, national and London-wide roles of the dynamic heart of London, ensuring an enhanced reputation as a place to do business, work, visit and live, and providing the right commercial districts for the next generation of businesses.

In terms of roads and streets, this means:

- A world-class public realm and re-imagined iconic streets and places, for example London Bridge, Waterloo, Victoria, Oxford Street, Tottenham Court Road and King's Cross
- A great environment for walking and cycling, with increased priority
- Area-wide 20mph zone

- Continued access for goods, services and visitors coming into central London – with dynamic traffic management to handle flows and priority
- Shifting of heavy goods vehicles out-of-hours
- Ultra-low emissions environment and vehicles
- Efficient movement within the centre, for example for people arriving at stations or going about their working day

A dense, vibrant Inner London

Aspiration: To support vibrant high streets, provide a safe, attractive and healthy home for young people, families and older people, and enhance the attractions of inner-city living through high-quality environment, design and public spaces to successfully accommodate a 20 per cent increase in homes.

In terms of roads and streets, this means:

- A more efficient allocation of space to support increasing density
- Attractive, accessible and bustling high streets
- 'Car-lite' neighbourhoods and significant increases in cycling and walking mode shares
- High-quality bus services and efficient access for goods and services
- An inspiring public realm and a safer, cleaner, greener environment
- 20mph zones
- Travel demand management measures, such as school and workplace travel plans and shifting freight to powered two-wheelers and bicycles



A network of diverse accessible and safe neighbourhoods across Outer London

Aspiration: To maintain and enhance a high-quality of life and attractive places to live and work and raise families. This is one of London's strongest assets and key to its future success. There must



be efficient access to jobs and services and recognition of the diversity of the area, from leafy residential suburbs of 'Metroland' to more industrial suburbs.

In terms of roads and streets, this means:

- Improved journey time reliability and reduced congestion hotspots for drivers
- Enforcement focused on where it matters most (for example congestion, safety)
- High-quality bus services
- Safer, greener streets and better mitigation of noise, air quality, severance issues
- Measures to support walking and cycling
- Efficient access for goods and services
- Potential for a tolled orbital tunnel to replace surface capacity and support network operation

Breathing life back into town centres across London

Aspiration: To support successful town centres (of all sizes, from metropolitan and major to district and local) across Inner and Outer London to serve as growing residential locations and economic, social and community centres, helping ensure a diverse range of employment and services accessible to all.

In terms of roads and streets, this means:

- More effective land use and transport integration, enabling intensification of use (including residential)
- High levels of accessibility by a mix of modes – reflecting the diversity of centres between and within Inner and Outer London, with cars important in many Outer London centres
- Increased mode shares of walking and cycling
- Improved quality and safety of the street environment and management of the strategic traffic that runs through town centres



- Efficient access for goods, services and buses
- Good quality parking – balance of car, bicycle, Blue Badge and powered two-wheeler to reflect existing/potential characteristics
- Mitigation of severance issues (eg changes to gyratories)



Unlocking major growth and regeneration across London

Aspiration: To help London adapt and thrive into the future by supporting major development and higher-density redevelopment – especially in opportunity and intensification areas – to provide homes and jobs, and to revitalise and re-imagine key parts of the city and create new sustainable destinations and communities.

Regeneration in east London

Aspiration: To transform previously industrial/derelict land into accessible and sustainable communities (for example London Riverside and Queen Elizabeth Olympic Park) and promote social and economic convergence with other parts of London, enabling east London to accommodate around 40 per cent of the Capital’s growth.

In terms of roads and streets, this means:

- new developments
 - Enhanced road links to connect areas, for example river crossings
 - Reducing congestion hotspots and improving corridors like the A12 and A13
 - Mitigations of community impacts (such as severance, noise, air quality), with the potential roofing over of arterial roads
 - Efficient access for goods and services
 - Transforming the quality of place and providing a high-quality environment
 - Creation of village-style streets in new developments for buses, walking, cycling and freight access, and embedding walking and cycling in new developments
- Provision of public transport access and connectivity to major





Iconic new inner-city quarters

Aspiration: To create and shape new city quarters which extend the economic reach of the productive central core and support dense, high-quality development, and inner-city lifestyles – establishing new city destinations, for example Elephant & Castle, Vauxhall Nine Elms Battersea, King’s Cross and Old Street, with an inspiring urban realm.

In terms of roads and streets (including the Inner Ring Road) this means:

- Transforming the quality of place and nature of the road infrastructure, while protecting essential movement of people
- Efficient access for goods and services
- Innovative and high-quality design and streetscape
- Ambitious levels of walking and cycling
- ‘Car-lite’ development
- Potential for ‘flyunders’ to enable transformation of surface space or high-quality separation



High-quality growth hubs in different parts of London

Aspiration: To support new and enhanced centres of growth across Outer London to help unlock new homes and jobs, and provide a wide range of services for a rapidly growing city and support increased intensity of residential development, for example Croydon, Old Oak Common, Brent Cross (above).

In terms of roads and streets, this means:

- Enhanced town centre connectivity and public transport capacity to support intensification
- Improvements programme for key road corridors and junctions
- Enhanced public realm
- Efficient access for goods and services
- Appropriate car parking reflecting local characteristics, public transport accessibility levels and mode share aspirations
- Embedding walking and cycling in new developments and town centres

Supporting diverse employment and businesses across London

Aspiration: To support successful centres of employment and businesses across Inner and Outer London where the majority of Londoners work, to ensure a diverse economy and accessible jobs and support strategic industrial locations, including for general and light industrial uses, waste management, logistics and environmental industries.

In terms of roads and streets, this means:

- Good local connectivity and accessibility to the local workforce – by road and public transport
- Efficient road links/junctions and access to the strategic road network to support business travel needs, for example tradesmen and small businesses reliant on vans, and access to suppliers and markets
- Appropriate parking (car, bicycle and powered two-wheeler) for employees and customers, reflecting local characteristics, public transport accessibility levels and the nature of employment (for example shift work)
- Loading/unloading provision
- Development of consolidation centres and freight break bulk points



Recommendations

The RTF has set out 10 recommendations to ensure London's streets and roads are fit for purpose now and in the future

Many of the recommendations will require a willingness to be even bolder and embrace change, but the time is right and action is needed now. The RTF recommends that:

- 1) The Mayor endorses the vision set out in this report and continues to make the case for a far greater investment programme in London's streets and roads. At least £30bn is needed over the next 20 years. This is a comparable level of investment to that made in the vital Tube and rail networks.
- 2) The Mayor adopts the core principle that the strategy must deliver overall against all three aims: transforming conditions for walking, cycling and public transport; delivering better, active and inclusive places and new city destinations; and maintaining an efficient road network for movement and access.
- 3) The Mayor accepts the need to be even bolder to achieve this ambition and make use of tools that have not been fully applied, including demand management and new/improved infrastructure. The Mayor must also recognise that this will entail making choices in particular locations – it will not be possible to cater fully or equally for everyone, everywhere, at the same time.
- 4) TfL, working with boroughs and other stakeholders, should undertake initial feasibility studies into the potential for applying these strategic measures within London. In the interim, a plan for the Inner Ring Road must be developed as a matter of urgency, given the cumulative development pressures.
- 5) The Mayor must ensure that TfL and other organisations involved in the management and planning of streets have fit for purpose culture, governance and resources to deliver this vision. This will require changes to be made to how things are done, as well as what is done.
- 6) TfL and the boroughs adopt and implement the new London street family and street-types approach as an aid to their planning and work with stakeholders. An agreed framework, key performance standards and designation of an initial set of roads should be completed before the end of 2014. Ahead of this there should be early piloting with boroughs keen to adopt this framework.
- 7) TfL and the boroughs implement measures from across the different toolbox compartments. This should include a focus on innovation and trialling new approaches. The Mayor should establish an innovation fund with the aim of starting five pilot schemes by the end of 2014. TfL should set out a list of regulatory changes to overcome existing barriers – linking with the Government's Red Tape Challenge.
- 8) TfL should establish and promote London as a world leader in traffic and road network management, and more widely in 'smart' city mobility management and planning. This should use cutting-edge cooperative technology, make use of new data sources and communicate with road users in real time and in new ways to deliver benefits for reliability, customer experience, safety and the environment.
- 9) TfL should enhance its evaluation of schemes and monitoring of what is happening on the road network. This should include monitoring of both wider network conditions and the impacts of specific interventions designed to deliver the vision. There should be an annual review of progress against the aims and recommendations set out in this report.
- 10) The Mayor should promote this vision and begin a wider programme of engagement with Londoners and stakeholders (representing all interests) about the future of London's streets and roads. This should include new, exciting ways of engaging and involving people, and increasing understanding about the challenges and trade-offs, and the need for action.



