Transport for London

Newham Local Plan Review Examination
Matters Issues and Questions
Transport for London response

5 June 2018

Matter 8 Transport

8.1 Strategic Transport:

Is policy INF1 justified, effective and consistent with national policy as expressed in section 4 of the Framework, and in particular with regard to:

(i) Whether the major schemes outlined in the strategic networks listed under policy INF.1.b are realistic ie either programmed or likely to be implemented within the plan period, or whether they are aspirational?

The draft London Plan Policy T3 and Table 10.1 (Indicative list of transport schemes) and Mayor’s Transport Strategy (MTS) and Figure 55 (Implementation Plan) in particular outline the range of schemes which Development Plans, such as Newham’s Local Plan, should support, with orders of costs (low / medium / high) and timescales, which corresponds with INF.1.b. The tables do not explicitly include international trains stopping at Stratford International station; MTS page 35 identifies that improved international rail services could strengthen links between the UK and continental Europe’s economic centres to allow support for this proposal.

(ii) Whether the proposed river crossings would be designed to allow for the full range of river uses to continue, especially for large sea-going vessels

Policy INF1 sets out, in particular at paragraphs 6.189 and 6.204 how Newham Council will work with TfL and other partners to secure the delivery of strategic transport projects. The Port of London Authority (PLA) is the statutory authority responsible for safeguarding navigational rights and safety on the River Thames. The PLA would be a key stakeholder in shaping the development of any future river crossing to ensure that the location and type of crossing would protect the right of navigation of the river, and the size of vessels that use this part of the river, as detailed on the Policies Map attached to Policy INF1.
(iii) Whether the proposed safeguarding of land for DLR depot expansion is realistic?

Draft London Plan Policy T3 and Paragraph xix of INF1 set out the safeguarding for rail, bus and cable car stations lines and depots, and section 2 design and technical criteria would need to be complied with.

The Statement of Common Ground (SOCG) includes next steps for the masterplanning of the Beckton Riverside area to include Docklands Light Railway (DLR) depot expansion alongside other DLR alignments and station location. The following sections provide further background.

**DLR Upgrade Plan**

MTS Proposal 69 sets out the long-term goal of maximising DLR capacity by 120% and frequency across the network by the 2040s so that growth can also be maximised. Our Upgrade Plan goes into more detail on the delivery through more frequent, longer and more capacious trains through a series of staged service enhancements.

**Network capacity**

Frequency increases are possible on most DLR routes if more trains are made available; the signalling system was upgraded ahead of the 2012 Olympic & Paralympic Games and allows trains to operate at intervals of two minutes or better (a frequency already operated on the City branch). The main limitation on DLR is the fleet size and consequently the size of depots.

**Fleet size**

The current fleet is equivalent to 50 trains of 90m length. Through the DLR Rolling Stock Replacement Programme (RSRP), we will expand to 61 trains to support imminent growth in the Royal Docks and Isle of Dogs. The current TfL Business Plan includes a £650m project to replace 94 life-expired 30m Light Rail Vehicles (LRVs) with a new fleet of 43 higher-capacity walkthrough 90m length trains (equivalent to 129 current railcars).

The RSRP includes options for up to 34 more trains, to support additional growth in these areas, meaning we could reach a fleet of 95 trains by the early 2030s. This includes 2-3 trains for a potential service to Beckton Riverside and Thamesmead. Further growth in Stratford, Pudding Mill and Bow could mean needing 103 trains – allowing us to deliver 30tph almost everywhere. Beyond this, there may be scope to expand service to 36tph, needing 127 trains.

**Depots**

The existing Beckton depot is the primary depot for stabling and major maintenance activities. A secondary depot at Poplar is used for stabling and
light maintenance, and we are committed to retaining that site (which is highly constrained but will allow for some reconfiguration), and have carried out a high-level review of alternative brownfield, low-density sites with accessibility to the DLR network sites big enough for either a third depot (~12ha) or complete relocation and expansion of the primary depot at Beckton (~20ha) for. Only six other sites were identified, which would require relocation of active industrial or commercial uses, and have a range of well established and protected uses or proposals for managed release and redevelopment.

Compared to these alternatives, expansion of Beckton would not displace any active businesses, almost certainly cost significantly less to the public purse and make more efficient use of space than a third depot, avoiding duplication of facilities. Beckton depot is the only viable location for stabling & maintenance of an expanded fleet.

**Beckton and efficient use of land**

Expanding Beckton depot would require additional land, and there are options to explore further for making the most efficient possible use of this space, in line with Local Plan Policy J2.

Figures 1 and 2 below shows the phasing of train fleet expansion and the identified land which would be required for DLR purposes. In the SOCG it has been agreed that SIL can be retained to the south of the DLR depot as far as Armada Way. BED North 1 and 2 (to the west of the DLR depot and mostly within the river crossing safeguarding) are labelled on Figure 2 but are not identified for DLR purposes.

Without expansion of Beckton depot, DLR cannot accommodate large-scale growth in Newham and east London.
Figure 1: Phasing of DLR Train Fleet Expansion

<table>
<thead>
<tr>
<th>Year</th>
<th>Description</th>
<th>Space needed for</th>
<th>Fleet size (# at Beckton out of # total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2017</td>
<td></td>
<td></td>
<td>29 out of 50</td>
</tr>
<tr>
<td>2020</td>
<td>Expand Beckton within current footprint, allowing 15tph to Stratford International, Beckton &amp; City Airport branches (DLR Rolling Stock Replacement Programme) (RSRP + BED North 1)</td>
<td>+11 trains</td>
<td>46 out of 61 (extra is because Poplar has limited 3-car capacity)</td>
</tr>
<tr>
<td>2020-2030</td>
<td>Create space at Beckton for further increases in service to Stratford and Royal Docks (BED South 1, 2 and 3)</td>
<td>+34 trains</td>
<td>78 out of 95 (assumes Poplar reconfigured for 17x90m)</td>
</tr>
<tr>
<td>2030-2040</td>
<td>Add space at Beckton to allow DLR service levels to reach 30tph across network (BED South 4 &amp; 5)</td>
<td>+8 trains</td>
<td>85 out of 103</td>
</tr>
<tr>
<td>2040-2050</td>
<td>Further expansion at Beckton to allow DLR service levels to be maximised to around 36tph (BED South 4 and 5)</td>
<td>+24 trains</td>
<td>109 out of 127</td>
</tr>
</tbody>
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Figure 2: Extent of land identified for DLR depot expansion

Note - Areas BED North 1 and 2 to the west of the existing depot are included here, though are not identified for DLR depot expansion.
(iv) Does the evidence point to the DLR and/or other public transport modes having sufficient capacity to accommodate peak hour flows if the proposed development comes to fruition during the plan period?

Policy INF1 sets out, in particular at paragraphs 6.189 and 6.204 how Newham Council will work with TfL and other partners to secure the delivery of strategic transport projects.

The Mayor’s Transport Strategy (MTS) sets out current and future conditions on the rail and bus network. Between 2015 and 2031 a significant programme of funded rail and Underground investment will be undertaken. Funded projects through to the early 2020s add 70 per cent extra capacity to the national rail network and 50 per cent to the LU, DLR and tram network. At present, no schemes have been committed to between 2031 and 2041. Overall, crowding is expected to reduce by 2021, primarily due to the opening of the Elizabeth line and other new capacity, but will begin rising again by 2031 and returning to similar levels to today by 2041.

The same demographic and economic factors that lead to busier trains will result in increased passenger numbers at stations, and considerable pressure on key destination and interchange stations.

The following sections contain some relevant examples. This all demonstrates the need for phased interventions in network and station capacity (and DLR depot capacity as set out in 8.1 (iii)) to meet the forecast demand to support consented and proposed additional jobs and homes and patterns of travel, and securing via appropriate mechanisms contributions to make developments acceptable in planning terms and in line with the delivery of transport improvements.

**Buses**

The MTS sets out the current strategy for bus network development is to redistribute resources to reflect changing patterns of demand, and demand for buses is expected to increase in outer London and where rail coverage is less. TfL has and will seek to continue to secure contributions from new developments to enhance the bus network, and in particular to enhance north south links to the “Arc of Opportunity”. TfL has recently undertaken a consultation on proposals for changes to the bus network to support the opening of the Elizabeth line and Royal Docks development, and the regeneration of Stratford town centre and the Queen Elizabeth Olympic Park. TfL will be seeking additional bus depot capacity across London to support the bus network.
DLR Airport Line (Canning Town to Woolwich Arsenal) Capacity Review

TfL has assessed the DLR capacity, as in this example of the DLR Airport branch (Canning Town to Woolwich Arsenal) where significant growth in homes and jobs is consented and expected to continue, and the changes to travel patterns expected from the opening of Elizabeth line at Woolwich Arsenal and Custom House.

This waterfall chart (Figure 3) shows the impact of consented, active and allocated developments and demand interventions, against lines showing capacity with DLR enhancements. The green bars show demand at key points.

Figure 3: Expected Airport line demand
Demand on the Airport line will reach around 126% of available capacity before the Elizabeth line opens, and fall to a projected 83% immediately thereafter.

By adjusting our deployment strategy for the funded part of DLR’s rolling stock replacement programme, reviewing our capacity guidelines, and delivering enhancements to local walk, cycle and bus connections, we can just about accommodate consented development and development with active planning applications, leading to 92% of the expanded capacity being used.

The timing of the development yet to receive consent will need to be carefully managed to avoid them opening before the new trains are in place.

Any further development generating trips on the Airport line will require the DLR rolling stock order to be increased and associated stabling to be built at Beckton.

Increasing service to 22.5 trains per hour (tph) by adding 5-8 trains to the rolling stock order, and building sufficient stabling for them, would allow around 10,500 additional homes to be built along the corridor.

At a wider scale, our funded plans increase capacity on DLR’s Airport branch by 32% and on the Beckton branch by 100%; in combination with the capacity relief provided by Elizabeth line, which allows us to accommodate consented development. We are bidding for HIF funding to allow us to support Local Plan levels of development, including increasing capacity on the Airport branch by 97% over today. Ultimately, we could deliver around 164% more capacity than today to the Airport line and 340% more capacity on the Beckton line, allowing us to support all Local Plan growth in Newham and beyond, but this requires the expansion of Beckton depot.

**DLR stations**

There is an ongoing programme of enhancements to DLR stations, for example to extend platforms to accommodate three car trains, and to provide additional station capacity where necessary, generally in line with planning consents to mitigate the impact of new development, and a bid to be made to Housing Infrastructure Fund (HIF).

**Stratford station**

At present Stratford station is operating close to capacity during peak periods, particularly in the key interchange routes via the subways, requiring the introduction of operational control systems with additional station staff.

Analysis has been carried out for three demand scenarios as part of an overall strategy for 2016, 2021 and 2031 London Plan delivery horizons. By 2031 the south ticket hall, and western subway and central subway will be undersized to meet the long term level of demand.
A range of interventions have been identified in the short medium and long term, including new entrances and a new overbridge at the western end of the station. Further feasibility work is underway to investigate these options further and to identify appropriate methods of delivery and funding.

(v) Are all the key linkage / connectivity issues addressed in the Plan?

TfL welcomes that maps and plans have been amended to reflect our representations and suggestions.
8.2 Sustainable Transport

Is policy INF2 justified, effective and consistent with national policy? In particular:

8.2 (i) Should there be a presumption in favour of car-free developments in areas with a high PTAL, in line with the draft London Plan?

To create high-density, mixed-use places that make the best use of land, those involved in planning and development must plan for good local walking, cycling and public transport connections and limiting car parking to support a strategic target of 80 per cent of all journeys using sustainable travel, enabling car-free lifestyles that allow an efficient use of land. Car-free development should be the starting point for all development proposals in places that are, or are planned to be, well-connected by public transport. Maximum standards for car parking should take account of PTAL in line with policies T6.1 – T6.5 in the draft London Plan as well as London Plan spatial designations and land use. Developments in town centres generally have good access to a range of services within walking distance, and so car-free lifestyles are a realistic option for many people living there. Opportunity Areas offer the potential to coordinate new transport investment with development proposals to embed car-free lifestyles from the outset. Large-scale purpose-built shared living, student accommodation and other sui generis residential uses should be car-free.

The draft London Plan policy on car parking for residential development (T6.1) states that in the Central Activities Zone, Inner London Opportunity Areas, Metropolitan and Major Town Centres, all areas of PTAL 5 – 6, and Inner London areas of PTAL 4 should be car-free. All office development in Inner London should be car-free (T6.2) and retail development in areas of PTAL 5-6 should also be car-free (T6.3).

Delivery and Servicing Plans should demonstrate how the requirements of each site are met. Car-free developments should consider facilitation of home deliveries in a way that does not compromise the benefits of creating car-free environments.

8.2 (ii) Should the Plan set modal shift targets to promote sustainable transport?

Any mode shift targets should be consistent with achieving the Mayor’s Transport Strategy target for 80 per cent of all trips in London being made by walking, cycling, or on public transport by 2041.
8.3 (iii) Are parking and access issues in the town centre properly addressed in the Plan?

Policy 6.13E of the adopted London Plan sets out strategic policies on parking relevant to LDF preparation. As town centres are likely to have the highest levels of public transport access, part b of the policy is relevant in advising that car free developments should be promoted. Part c allows for a more flexible approach to the provision of public parking for the town centre as a whole where there are identified issues of vitality and viability. In the draft London Plan, policy T6.2 (office parking) states that car free development should be the standard for inner London and well-connected parts of outer London including town centres. Policy T6.3 (retail parking) sets out maximum standards and part B identifies the use of existing public provision, such as town centre parking, as the starting point for assessing the need for parking provision.