

<b>Committee(s):</b> Planning and Transportation Committee	<b>Date(s):</b> <b>08/09/2020</b>
<b>Subject:</b> Transport Strategy: 2019/20 progress update and 2020/21 – 2022/23 Delivery Plan	<b>Public</b>
<b>Report of:</b> Director of the Department of the Built Environment	<b>For Information</b>
<b>Report author:</b> Samantha Tharme, Strategic Transportation Officer Giacomo Vecia, Strategic Transportation Officer	

### Summary

The City of London Transport Strategy was adopted in May 2019. The Strategy sets the framework for the design and management of transport and streets in the Square Mile over the next 25 years. The Transport Strategy is supported by a three-year Delivery Plan. This provides details of projects to deliver the Transport Strategy and has been updated for the 3-year period 2020/21 – 2022/23.

This report summarises progress with delivering the Transport Strategy in 2019/20 and sets out the Delivery Plan for 2020/21 – 2020/22. The quarterly update for the first quarter of 2020/21 is included alongside the Delivery Plan in Appendix 2.

Delivery of the Transport Strategy is progressing well, but the COVID-19 pandemic has delayed some projects and activities since the end of March 2020 and into the first quarter of 2020/21. It is expected that progress on some schemes will be impacted by COVID-19, particularly in this financial year. However, at present, all schemes in the Delivery Plan are anticipated to progress to some degree.

Key progress in 2019/20 includes:

- Introduction of the Zero Emission Street on Beech Street using an experimental traffic order.
- Hosting the London Walking and Cycling Conference in partnership with LB Hackney in June 2019.
- The first year of Lunchtime Streets, closing St Mary Axe and Chancery Lane to traffic to provide more space for people during the lunchtime peak.
- Supporting the Mayor of London and TfL to deliver the Reimagine Car Free Day event in central London.
- Successfully trialing a new approach to managing dockless cycle hire.
- Securing Committee approval for a policy to not permit A-Boards on the public highway.
- Securing Committee approval to introduce a City-wide Traffic Management Order (TMO) to prohibit unnecessary idling of vehicle engines.

Key progress at the year-end on projects and activities to deliver Vision Zero and help mitigate the CR20 - Road Safety corporate risk includes:

- Approximately 50% of pavement widening at Bank junction complete at the end of March, before pausing due to the COVID-19 pandemic.
- Works to deliver safety improvements at Gresham Street/Old Jewry are substantively complete.
- Supporting the City of London Police's winter speed enforcement campaign.
- Supporting the implementation of a 20mph speed limit on all Transport for London Road Network (TLRN) streets within the Square Mile.
- Working in collaboration with TfL to deliver the Ludgate Circus experimental scheme.

The City of London Transport Strategy includes a set of key targets. Details of progress against these is detailed in this report. Headline results include:

- Motor vehicle volumes declined 7% against 2017 baseline values, maintaining the City's vehicle reduction trend. (City Streets traffic survey, Autumn 2019)
- Cycle volumes increased 11% between 2017 and 2019 after remaining relatively static since 2012.
- No net change in freight vehicles compared to 2017, with a reduction in lorry volumes offset by increased van volumes.

The Delivery Plan for 2020/21 – 2022/23 is provided in Appendix 2. The Delivery Plan will be kept under review and updated if necessary when officers have further understanding of the financial implications arising from the COVID-19 pandemic. This includes the implications of reductions in or changed priorities for TfL funding. Further guidance and information on TfL funding is anticipated in September 2020. Other funding sources, including City Corporation funds, may also be impacted, and schemes will be revised where necessary.

### **Recommendation**

- Members are asked to note the report.

## **Main Report**

### **Background**

1. The City of London Transport Strategy was adopted in May 2019. The Strategy sets the framework for the design and management of transport and streets in the Square Mile over the next 25 years.
2. Section 1 of this report provides an update in progress in delivering the Transport Strategy in 2019/20.
3. The Transport Strategy is supported by a three-year Delivery Plan. This provides details of projects to deliver the Transport Strategy and is updated on an annual basis.
4. Section 2 of this report covers any changes to the Delivery Plan for the 3-year period commencing 2020/21. The updated 2020/21 – 2022/23 Delivery Plan is attached at Appendix 2; this incorporates the first quarterly update for 2020/21.
5. All projects and activities that are currently underway are expected to be able to continue, although the COVID-19 pandemic will have an impact on some completion dates. Design and planning work have continued where at all possible. Where an impact is already known this is noted in the Delivery Plan.
6. The Delivery Plan will be reviewed when officers have a better understanding of the financial implications arising from the COVID-19 pandemic. This includes the implications of reductions in or changed priorities for TfL funding. Further guidance and information on TfL funding is anticipated in September 2020. Other funding sources, including City Corporation funds, may also be impacted and schemes will be revised where necessary.

### **Section 1: Transport Strategy progress in 2019/20**

7. This section summarises progress in delivering the Transport Strategy in 2019/20, including an update on key targets. Traffic trends (including walking) is also covered and reported in further detail in the City Streets report (Appendix 1).
8. Key progress in 2019/20 includes:
  - Introduction of the Zero Emission Street on Beech Street using an experimental traffic order.
  - Installation of 1 rapid 50kW EV charge point on Noble Street in May 2019. 6 new rapid EV charge points in a hub at Baynard House were installed in March 2020, however this site is not yet operational due to ongoing UKPN installation of the electricity sub-station and the City Corporation's ventilation upgrades.
  - Installation of Legible London signs, completing walking wayfinding maps to match standards across the rest of central London.
  - Substantial completion of improvements to Puddle Dock, linking Queen Victoria Street to Upper Thames Street, in preparation of TfL's installation of a new crossing on Upper Thames Street.

- Hosting the London Walking and Cycling Conference in partnership with LB Hackney in June 2019. The event drew over 220 delegates, and speakers included the Mayor of London and Deputy Mayor of Rotterdam.
  - The first year of Lunchtime Streets, closing St Mary Axe and Chancery Lane to traffic to provide more space for people during the lunchtime peak. The success of these events generated additional requests from local business organisations for future years of the programme.
  - Supporting the Mayor of London and TfL to deliver the Reimagine Car Free Day event in central London, opening 27km of streets for people to enjoy walking, cycling and spending time on traffic free streets.
  - Successfully trialing a new approach to managing dockless cycle hire while continuing to work with TfL, London Councils and boroughs to develop the byelaw on dockless vehicles.
  - Securing Committee approval for a policy to not permit A-Boards on the public highway.
  - Securing Committee approval to introduce a City-wide Traffic Management Order (TMO) to prohibit unnecessary idling of vehicle engines.
  - Inviting bids from potential operators for a last mile logistics hub at London Wall car park, although the bidding process was placed on hold due to the COVID-19 pandemic.
  - Commissioning consultants to develop the City of London Streets Accessibility Standard.
9. Key progress in 2019/20 to deliver Vision Zero and help mitigate the CR20 - Road Safety corporate risk includes:
- Approximately 50% of pavement widening at Bank junction complete at the end of March, before pausing due to the COVID-19 pandemic.
  - Works to deliver safety improvements at Gresham Street/Old Jewry are substantively complete.
  - Beginning the process of preparing a request to the Department for Transport (DfT) to introduce a City-wide 15mph speed limit.
  - Supporting the implementation of a 20mph speed limit on all Transport for London Road Network (TLRN) streets within the Square Mile.
  - Supporting the City of London Police's winter speed enforcement campaign including funding additional police enforcement to meet shared road danger reduction priorities.
  - Working in collaboration with TfL to deliver the Ludgate Circus experimental scheme to adjust signal timings and ban some vehicle movements to improve the safety of people walking.

### **Key targets and traffic trends**

10. The City of London Transport Strategy includes a set of key targets. Progress on delivering these is outlined below.
11. Data for four of the key targets is not currently available. The targets for improving the experience of walking and cycling in the Square Mile are based on the City Streets Survey, which was originally programmed for mid-2020.

The survey had to be postponed because of COVID-19's impact on travel patterns and will now be run in 2021.

12. The latest data for the road danger reduction target is not yet available. Data on collisions and casualties is still pending for 2019 due to some processing problems. Work with City of London Police to address this is progressing and data will be available later this year.
13. Data on the proportion of zero emission capable vehicles entering the City is not currently available and baseline data collection is still pending.

#### People rating experience of walking in the City as pleasant

14. Baseline, 10%. 2030 target, 35%. 2044 target, 75%. Source: City Streets Survey
15. The data for this target is not available at the time of writing. An update on the City Streets Survey was programmed for mid-2020. This will now be carried out in 2021 to ensure results are not affected by the impacts of the COVID-19 pandemic.

#### Number of kilometres of pedestrian priority streets

16. Baseline, 25km. 2030 target, 35km. 2044 target, 55km. Source: City GIS
17. 337m of pedestrian priority streets has been completed in 2019, including at Shoe Lane Quarter, Finsbury Circus western arm, 60-70 St Mary Axe and 100 Bishopsgate. Schemes to deliver a further 2,103m are currently in progress, for delivery by 2024. Further opportunities are being identified, and the transport response to COVID-19 recovery may provide an opportunity to accelerate delivery of pedestrian priority. A more detailed report on pedestrian priority is being prepared for the October meeting of the Streets & Walkways Sub Committee.

#### Reduction in motor vehicle traffic (counted in our traffic composition survey counts)

18. Baseline, 185k. 2030 target, 139k (-25%). 2044 target, 93k (-50%). Source: City Streets traffic survey
19. Traffic composition surveys conducted in November 2019 shows that the declining trend in motor traffic volumes has continued with a net reduction of 7% against the 2017 baseline, which is a reduction of 173,000 vehicles in a 24-hour period measured across all City monitoring sites.

#### Number of people killed and seriously injured on our streets

20. Baseline, 54. 2030 target, 16. 2044 target, 0. Source: ACCSTATS/STATS19
21. The data for this target is not available at the time of writing. Data on collisions and casualties is still pending for 2019 owing to some processing problems.

Work with City of London Police to address this is progressing and data will be available later this year.

#### People rating experience of cycling in the City as pleasant

22. Baseline, 4%. 2030 target, 35%. 2044 target, 75%. Source: City Streets traffic survey

23. The data for this target is not available at the time of writing. An update on the City Streets survey was programmed for mid-2020. This will now be carried out in 2021 to ensure results are not affected by the impacts of the COVID-19 pandemic.

#### Increase in the number of people cycling (counted in our traffic composition survey counts)

24. Baseline, 44k. 2030 target, 66k (+50%). 2044 target, 88k (+100%). Source: Traffic Composition Survey

25. The 2019 surveys show a rise in cycling of 11% on the 2017 baseline. Personal and Santander cycle volumes increased after remaining relatively static since 2012, despite counts being undertaken later in the autumn than previous years. Cycle volumes have more than quadrupled since 1999. This is an increase of 5,000 to 49,000 people cycling counted across city monitoring sites in a 24-hour period.

#### Proportion of zero emission capable vehicles entering the City

26. Baseline: N/A. 2030 target, 90%. 2044 target, 100. Source: tbc

27. This data is not currently collected and the most effective and reliable means of establishing a baseline and collecting regular data are currently being explored. Data collection is expected to begin in 2021.

#### Reduction in motorised freight vehicle volumes (24hrs)

28. Baseline, 39k. 2030 target, 33k (-15%). 2044 target, 27k (-30%). Source: Traffic Composition Survey

29. While there has been a reduction in overall vehicle volumes, freight vehicles alone are unchanged compared to 2017 values. Lorry volumes decreased while van volumes increased by 2%.

#### Reduction in motorised freight vehicles volumes (peak)

30. Baseline, 18k. 2030 target, 9k (-50%). 2044 target, 2k (-90%). Source: Traffic Composition Survey

31. For the peak period there has been no change in overall freight volumes, in line with no change for the 24-hour period.

### City Streets traffic survey

32. The City Streets traffic survey, conducted roughly every other year since 1999, provides details of the volumes and types of vehicles using the City's streets. Since 2016 the survey has been conducted over 24 hours rather than 7am – 7pm and since 2017 has counted people walking as well as vehicles.
33. The most recent traffic survey was conducted on 21 November 2019. The key findings are summarised here, with the full report provided in Appendix 1. The report explores the 2019 count data, examines longer term trends in City traffic, and compares 2019 data to 2017 (the baseline year for the City of London Transport Strategy).
34. The 2019 traffic survey counted more than 1,486,000 individual motor vehicles and pedestrians over the 24-hour count period across an expanded set of 30 sites. People walking accounted for over two-thirds of all observations. Just over 50% of all counted vehicles were cars, taxis and private hire vehicles and people cycling made up 19% of vehicular traffic.
35. Comparisons with historical data shows volumes for motorised traffic have declined by over 55% since 1999. Cycle volumes have more than quadrupled over the same period. Long term trends of motor vehicle volume reductions and increased numbers of people cycling continued in 2019.
36. Comparisons between 24-hour 2017 and 2019 data from our fifteen Transport Strategy baseline count sites found that motor traffic volumes continue to decline on City streets. Exceptions include vans and coaches which increased 2% and 71% respectively in 2019. Overall, motor traffic volumes declined 7% from 2017 baseline values. Freight traffic volumes did not materially change as the reduction in lorries was offset by an increase in vans. Cycle volumes increased by 11%.
37. The majority of cars and private hire vehicles and nearly two-fifths of taxi volumes are observed on our streets at night (7pm - 7am). In contrast, over four-fifths of total cycle volumes are observed on our streets during the daytime. Approximately two-thirds (64%) of all vehicle traffic was observed during daytime hours. Data suggests there were more people walking than driving motor vehicles on City streets between 7am and 10pm.
38. Peak and off-peak motor traffic count comparisons found that there was no material change in peak versus off-peak freight traffic proportions or volumes compared to 2017.
39. Data collection on pedestrians commenced in 2017 with 15 sites. For the comparable sites over the two years, the number of pedestrians counted increased 2% from approximately 413,600 to 422,400.
40. These traffic count surveys will be repeated in autumn 2020 at selected sites. This, alongside monitoring of the COVID-19 recovery programme, will help us understand the short to medium term traffic impacts of COVID-19.

## Speed survey key findings

41. The City of London undertook a speed sampling survey in the late autumn and early winter of 2019. The survey captured vehicle speeds at 65 sites across the Square Mile for 7 days. The results of the study showed:

- Average speeds across the majority of City streets were below 15mph between 7am and 7pm
- Speeding was observed more often outside peak hours on all streets and across the 24-hour period on some 20mph limit streets (at the time of the survey parts of the TLRN in the City were still 30mph). Street and junctions with higher observed rates of people killed or seriously injured have higher rates of speeding outside peak hours
- A handful of junctions have much higher rates of speeding than the City average.

## City of London Air Quality Annual Status Report for 2019

42. In addition to traffic data, the City Corporation completes an annual report on air quality data. Motor traffic in the Square Mile is a significant contributor to nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM) levels. The Transport Strategy outcome 'The Square Mile's air and streets are cleaner and quieter' includes proposals that are directly aimed at improving air quality. Air quality is identified as a Corporate Risk (CR21).

### Nitrogen Dioxide

43. Roadside concentrations of NO<sub>2</sub> saw a dramatic drop across nearly all sites in the City in 2019. Some sites had a reduction of 35% from the previous year. London wide ULEZ restrictions are likely to be the main cause of these reductions. Continuous roadside monitoring of NO<sub>2</sub> on Beech Street and at Walbrook shows a reduction in hourly exceedances of the Air Quality Objective of 200 µg/m<sup>3</sup>. Both sites have met the objective of no more than 18 exceedances a year for the first time in 2019. Hourly exceedances at Beech Street have reduced from 67 in 2017 to 7 in 2019 and at Walbrook have reduced from 126 in 2017 to 15 in 2019. Both sites continue to exceed the annual mean objective of 40 µg/m<sup>3</sup> (Beech Street, 62 µg/m<sup>3</sup> and Walbrook, 73 µg/m<sup>3</sup>)

### PM10

44. There has been a consistent reduction in PM10 levels at roadside sites over the past 7 years (except for Walbrook in 2015 which was influenced by the construction of the cycle superhighway). PM10 levels at Sir John Cass School have been more varied over the past 7 years as background sites are more heavily influenced by weather and long-range transport of particulates from sources outside the City. All three continuously monitored sites had a reduction in annual mean PM10 concentrations in 2019, the reduction on 2018 values was at 3 µg/m<sup>3</sup> at Sir John Cass School, 2 µg/m<sup>3</sup> at Beech Street and 5 µg/m<sup>3</sup> at Walbrook. All sites are meeting the annual average air quality



objective ( $40 \mu\text{g}/\text{m}^3$ ) and the short-term objective of not exceeding  $50 \mu\text{g}/\text{m}^3$  on more than 35 days in the year.

### PM2.5

45. The Farringdon monitoring site has shown a steady decline in PM2.5 annual average concentrations, from over  $25 \mu\text{g}/\text{m}^3$  to just under  $15 \mu\text{g}/\text{m}^3$  over the past 7 years. The monitor at Sir John Cass School recorded a small decrease in concentrations from 2016 to 2018 and then has stayed at the same level in 2019. The figure recorded data for both sites in 2019 is within the objective of an annual mean of  $25 \mu\text{g}/\text{m}^3$ , although there is no recommended safe limit for PM2.5 concentrations.

## **Section 2: Transport Strategy Delivery Plan 2020/21 to 2022/23**

46. The updated 2020/21 – 2022/23 Delivery Plan is attached at Appendix 2 and incorporates the Quarter 1 update for 2020/21.
47. All projects and activities that are currently underway are expected to be able to continue, although the COVID-19 pandemic will have an impact on some completion dates. Design and planning work has continued where at all possible. Where an impact is already known this is reflected in the Delivery Plan and the progress update for Quarter 1 (Appendix 2). The plan will be reviewed again when officers have a better understanding of the financial implications arising from the COVID-19 pandemic.
48. Overall, the delivery plan for the next 3 years is largely unchanged from the 2019/20 – 2021/22 Delivery Plan. Major projects are developed and delivered over several years. Some of the smaller schemes are delivered under rolling programmes (such as Healthy Streets minor schemes) and can continue into the next plan period provided funding is secured.
49. Known changes to delivery dates are highlighted in the Delivery Plan. Where funding is subject to the City Corporation's annual bid process or TfL funding there may be impacts which have not yet been identified (LIP decisions are anticipated in January 2021 for financial year 2021/22). The working assumption for this report is that TfL funding will be as set out in the approved LIP programme to 2021/22, but this may be subject to change. Capital bids for central funding are expected to be decided in February 2021.
50. Measures to support the City's COVID-19 recovery may provide an opportunity to accelerate delivery of the Transport Strategy. However, this is not reflected in the Delivery Plan as no decisions have been taken and all on-street change is still temporary.

### Prioritisation of schemes

51. A prioritisation exercise was undertaken and approved in July 2019 for DBE projects fully or partly funded from central funds. Schemes fully funded from external funding, limited S106 or TfL were not subject to prioritisation. The ranking from the exercise is included against those projects in the delivery plan.

52. All schemes have already been identified as necessary to achieve the outcomes in the Transport Strategy and support Corporate Plan outcomes. Indication is also given whether they address a Corporate Risk.
53. Some projects are largely officer time, or fully funded by ringfenced S106 and S278 therefore these projects can be taken forward without additional City capital or external funding from TfL. Capital bids will be submitted for projects in accordance with the Corporations guidelines.

#### Delivery Plan changes to programme or major new projects/activities

54. Notable changes are described below. More detail on the impact of COVID-19 on City Transportation projects will be covered in a report to the October meeting of the Streets & Walkways Sub Committee.
55. Pedestrian improvements at Riverside Walkway – Globe View section and Puddle Dock are likely to be impacted by at least 6 months, due to COVID-19 restrictions preventing work on site. This will take both schemes into the next financial year for completion in 2021/22. Delivery of the pedestrian crossing from Puddle Dock to the Riverside Walkway is a TfL project. We are seeking clarification on the status and delivery timetable.
56. The cycle network improvements are anticipated to incur a 12-month delay as TfL wish to review the scope of the work due to COVID-19 impact on funding. This takes implementation into 2022/23 for Phase 1 route sections assuming funding resumes in 2021/22.
57. Bank Junction and surrounding streets: £4m capital funding has been allocated through the annual bid process so the project financial range has been scaled back. At the time of writing, the project is on target for its Gateway 4 milestone in September/October 2020. It is uncertain at present given the current COVID-19 situation but there may be delays to Gateway 5 milestones depending on modelling requirements and other risks.
58. Beech Street Transport and Public Realm: The project has been impacted by the significant reduction in traffic volumes throughout Beech Street and surrounding area that have occurred as a result of COVID-19. In order to understand the impacts of the Experimental Traffic Order we have delayed the monitoring and enforcement of the scheme and restarted this phase in August. The public consultation phase has also been extended until July 2021 and this will delay decision making regarding whether the project should be made permanent. Up to a 12-month delay has been reflected in the programme.
59. Liverpool Street and Moorgate Crossrail: The Liverpool Street and Moorgate Crossrail Phase 2 projects have experienced delays to the overall project programme because pedestrian modelling works have been impacted by COVID-19 and restricted resourcing within Transport for London. A programme delay of 2 to 3 months is expected. There is no impact on the wider transformational change programme scheduled for completion in 2025.
60. City Cluster Area Programme and the City Cluster Zero Emission Zone: The feasibility modelling for the City Cluster Healthy Streets Plan has been put on hold as temporary COVID-19 transport recovery measures have been

implemented throughout the project area. The feasibility modelling will resume in September 2020 and the overall programme has a delay of 3 to 4 months. The St Mary Axe Experimental Timed Closure development work has paused due to the temporary COVID-19 transport recovery measures introduced. At this stage, the experimental timed closure scheme may be modified or superseded by a decision to make permanent the COVID-19 recovery measures. Should the COVID-19 transport measures not be feasible or approved for St Mary Axe on a permanent basis, recommencing the original scheme would lead to a 6 to 9-month programme delay. The longer-term impacts on the wider programme are not yet identified.

### **Corporate & Strategic Implications**

61. Delivery of the Transport Strategy supports the delivery of Corporate Plan outcomes 1, 3, 5, 8, 9, 11 and 12. It also indirectly supports the delivery of Corporate Plan outcomes 2 and 4.
62. Delivery of the Transport Strategy also helps mitigate corporate risks CR20 – Road Safety and CR21 – Air Quality.
63. Delivery of the Transport Strategy will support delivery of the City of London Climate Action Strategy.

### **Conclusion**

64. Delivery of the Transport Strategy is progressing well, but the COVID-19 pandemic has delayed implementation of some projects. There is uncertainty around future funding, including TfL grant funding and City Corporation central funds. The Delivery Plan will be reviewed as the extent of COVID-19 impacts and associated funding implications becomes clearer. We will continue to update Committee on delivery for the Transport Strategy on a quarterly basis

### **Appendices**

- Appendix 1: City Streets 2019
- Appendix 2: 2020/21 – 2022/23 Delivery Plan and Q1 2020/21 update

### **Background Papers**

- City of London Transport Strategy  
<https://www.cityoflondon.gov.uk/assets/Services-Environment/city-of-london-transport-strategy.pdf>

### **Samantha Tharme**

Strategic Transportation Officer  
Department of the Built Environment

T: 020 7332 3160

E: [samantha.tharme@cityoflondon.gov.uk](mailto:samantha.tharme@cityoflondon.gov.uk)

