

Report – Planning and Transportation Committee

Traffic Order Review

To be presented on Thursday 13th October 2022

*To the Right Honourable The Lord Mayor, Aldermen and Commons
of the City of London in Common Council assembled.*

SUMMARY

In May 2022, following a motion passed in April by this honourable Court, your Planning & Transportation Committee tasked officers with reviewing all traffic management orders (TMOs) currently in effect on the City's streets, which amounts to 755 TMOs covering around 1564 individual restrictions and measures.

The review of TMOs is being undertaken in three stages. This first stage has been completed. This consisted of compiling an index of all 755 experimental and permanent traffic orders, data collection and developing a methodology for carrying out the actual review of the TMOs.

At its meeting on 20 September, your Planning & Transportation Committee noted the very high number of traffic orders and associated measures that need to be reviewed and the significant challenge of completing this task in line with the original deadline set by the Court motion of December 2022. The Committee highlighted the risk of rushing the review and subsequent decisions, and were of the view that the original timetable does not allow time for sufficient member scrutiny during the review process. There were also concerns that the timetable potentially limits the scope and depth of stakeholder engagement, including opportunities for members to feedback on issues affecting their wards.

Nevertheless, your Committee recognised the desire for the review to be completed in a timely manner and is therefore recommending that it should now be completed by March 2023, allowing the final recommendations to be submitted to the 27 April 2023 meeting of this honourable court.

The remaining stages of the review are:

- Stage 2 – review TMOs and associated measures using the outputs from the data collection exercise and against the objectives of the Transport Strategy, Climate Action Strategy, the draft Road Danger Reduction Action Plan and Destination City.
- Stage 3 – implementation of any modifications identified.

This report also seeks approval for the proposed methodology for Stage 2 (Appendix 2).

RECOMMENDATIONS

That this Honourable Court:-

- **Notes** the outcome of the Stage 1 TMO review.
- **Agrees** the Stage 2 TMO review methodology, detailed in paragraphs 11 to 15 and in Appendix 2.

- **Agrees** the categories of TMOs to be excluded from the review process, detailed in paragraph 14 and in Appendix 2.
- **Notes** the high number of traffic orders and associated measures that need to be reviewed and **agrees** to extend the deadline for completing the traffic order review to March 2023.

MAIN REPORT

Background

1. In May 2022, following a motion passed by this honourable Court in April, officers were tasked by the Planning & Transportation Committee with reviewing all traffic management orders (TMOs) in the City.
2. The methodology for the TMO review follows the staged approach agreed by your Planning & Transportation Committee:
 - Stage 1 – Compile an index of all experimental and permanent traffic orders.
 - Stage 2 – Review orders using the outputs from the data collection exercise and against the objectives of the Transport Strategy, Climate Action Strategy and Destination City.
 - Stage 3 – Implementation of any modifications identified.
3. The review will identify whether the original purpose for introducing each TMO is still valid and appropriate given changing traffic trends and patterns of use by people walking, cycling and driving and following the adoption of the Transport Strategy and Climate Action Strategy and the launch of Destination City.

Current Position

4. In May 2022, officers engaged the services of WSP consultants to assist with the task of undertaking the TMO review.
5. Stage 1 of the review is now complete. This has involved collecting and compiling TMO records held in paper and electronic format to create a comprehensive index to enable assessment during Stage 2.
6. There are around 1564 measures, which are covered by the 755 active City Corporation TMOs currently in force in the City. These have been indexed along with the reasons for their implementation and other relevant information (Appendix 1). Details of Transport for London TMOs have been requested but not yet received in full. These will be added to the index once available.
7. The TMO index lists each measure, the reasons for implementation and other information such as the date the order came into effect and the streets and Wards covered. The index will continue to be useful in the future and will be updated and maintained as new TMOs are made.
8. A range of traffic and highway related data has been collected or commissioned. Details of the approach to data collection and analysis is provided in paragraphs 16 to 22.
9. WSP have proposed the methodology that will be used to undertake Stage 2. Details are provided in paragraphs 11 to 15.

Options

10. Due to the nature of this task and the limited time available, the staged approach outlined in this report is considered to be the most appropriate method of carrying out the TMO review, therefore no other options have been considered at this stage.

Proposals

11. The proposed methodology for Stage 2 is set out in Appendix 2. In brief, it is proposed to:
 - a. undertake a desktop review of all TMOs and associated measures that will:
 - i. Identify TMOs in categories that have been agreed to be excluded from further review.
 - ii. Develop a scoring system to assess alignment with City Corporation strategies and initiatives.
 - iii. Review all remaining restrictions against relevant strategies, data and engagement to identify TMOs requiring detailed review
 - b. Carry out a detailed review, including site visits, for TMOs identified as requiring further investigation.
 - c. Draft recommendations for changes to individual measures/TMOs and general changes which could be applied City-wide. Propose process for making required updates to TMOs efficiently.
12. TMOs on the Transport for London Road Network (TLRN) will only be included in the desktop review. The City Corporation has no powers to make changes on the TLRN but can make recommendations for consideration.
13. The outcome of Stage 2 will be recommendations for amending, revoking, or keeping TMOs in place unchanged.
14. It is proposed that the following categories of TMOs are excluded from any further review:
 - a. Experimental orders, which are already being reviewed separately as part of the statutory experimental order process, which includes consultation and monitoring.
 - b. Doctor's and diplomatic parking bays. There are a small number of these bays in the City. Doctor's bays are assessed on an annual basis when applications to retain them are submitted and diplomatic bays are subject to a separate criteria.
 - c. Disabled parking bays, as these are already being reviewed to ensure we have adequate on-street provision in the right locations.
 - d. TMOs which enable the creation of traffic free public spaces, such as Aldgate Square, Walbrook and Southampton Buildings.
 - e. Streets with only double yellow line restrictions: due to the character of the City there are many narrow streets with no space for any parking provision.
15. Subject to member approval of the categories above, the TMOs that will be excluded and the reasons for their exclusion will be identified at the start of Stage 2.

Update on data collection and analysis

16. Officers are in the process of collecting a range of data sets to inform Stage 2 of the review. Some surveys have already been completed, the remainder have or are in

the process of being commissioned and third-party data has been requested. Further data collection and analysis and stakeholder engagement will take place during September and October.

17. All orders not in the excluded categories will be reviewed against data and feedback as part of the desktop review.
18. This will involve using both observational data and estimates based on trends and correlations. For example, traffic flow data will be used to understand traffic volumes when an Order is located nearby one of our 31 strategic traffic flow count sites.
19. When Orders are not near to an existing count the characteristics of the street environment will be considered and flows broadly estimated to provide additional context at that site.
20. The types of transport data being collected for this review includes:
 - a. Traffic surveys of all motor vehicles, cycles, e-scooters and pedestrians at various sites across the City (collected July 2022).
 - b. Historic and current journey time data for locations and routes across the City for motor vehicles, public transport users and people walking and cycling (requested from TfL, delivery expected September 2022).
 - c. Historic and current motor vehicle origin-destination trip data for journeys to or through the City (requested from TfL, delivery expected September 2022).
 - d. Other transport-related datasets, such as the proportion of zero emission capable vehicles (due to be commissioned September and October 2022).
21. Officers will also look to draw on other data held by the City Corporation including from parking, non-compliance, road danger and air quality datasets.
22. In addition to data collection, officers are undertaking targeted engagement in the autumn, this will include:
 - a. Focus groups of business leaders, disabled people and other people with protected characteristics (commissioned August 2022 with data collection in September and October 2022).
 - b. Sentiment surveys to understand City worker, resident, visitor and student perspectives on transport and public realm in the City (commissioned August 2022 with data collection in September and October 2022).
 - c. Sharing ward specific indexes of restrictions with Members to seek feedback based on local knowledge and awareness of constituent concerns.
 - d. Engagement with other stakeholders such as the City of London Access Group, BIDs and the emergency services.

Next steps

23. In reviewing the current position at its most recent meeting, your Planning & Transportation Committee noted the very high number of traffic orders and associated measures that need to be reviewed and the significant challenge of completing this task in line with the original deadline set by the Court motion of December 2022. The Committee highlighted the risk of rushing the review and subsequent decisions, and were of the view that the original timetable does not allow time for sufficient member scrutiny during the review process. Your

Committee recognised the desire for the review to be completed in a timely manner and is therefore recommending that it should now be completed by March 2023, allowing the final recommendations to be submitted to the 27 April 2023 meeting of this honourable court.

24. Subject to Member approval of this request for an extended timeframe in which to complete the review the next steps are:

- Complete data collection and analysis and stakeholder engagement (September - November 2022).
- Undertake desktop and detailed reviews of measures and TMOs (November - February 2022).
- Report outcome of Stage 2, including any recommendations for changes to TMOs, to the Planning & Transportation Committee (March 2023) and to this honorable Court (April 2023).

Corporate & Strategic Implications

25. Strategic implications: The traffic order review will take account of the Corporate Plan, Transport Strategy and Climate Action Strategy as well as other relevant strategies and initiatives including Destination City.

26. The results of the data collection and analysis and engagement will also be used to inform the ongoing reviews of the Transport Strategy and City Plan.

27. Financial implications: Revenue funding from the On-Street Parking Reserve has been agreed with the Chamberlain to support this review. A budget of up to £500,000 has been allocated to cover the costs of data collection and analysis, engagement, and consultancy support required. £268,000 has been spent (or committed) so far.

28. Additional funding may be required at the end of the review process to deliver any changes to traffic orders or new orders (Stage 3 of the review) which will need to be progressed as separate projects. Depending upon the changes required, this may require a request for funding through the annual capital bid process.

29. Resource implications: Resources for managing the review process can be accommodated within the Transport Strategy and Network Performance teams. Some prioritisation of existing activity may be required but we do not expect a significant impact on delivery of Transport Strategy and Climate Action Strategy projects and initiatives. WSP will continue to conduct the review and support data analysis.

30. Legal implications: There are no legal implications during Stages 1 and 2 of the review. Any changes proposed to be promoted during Stage 3 will be subject to the usual statutory due process for authorising, making and consulting on traffic orders and considering of any objections. Legal review of large numbers of orders may require additional legal resource.

31. Risk implications: There are no significant risks for Stages 1 and 2 of the review. The process of making a traffic order is open to legal challenge, including via judicial

review. The risks of legal challenge will be considered during Stage 3.

32. The review will consider the effect of traffic orders on measures to mitigate the following Corporate and Departmental risks:
 - CR30 – Climate Action
 - CR21 – Air Quality
 - ENV-CO-TR 001 – Road Safety
33. Equalities implications: Equalities implications will be considered throughout the review process. Stages 1 and 2 are not expected to require an Equalities Impact Assessment. Changes delivered during Stage 3 may be subject to Equalities Impact Assessments.
34. Climate implications: The traffic order review will take account of the Climate Action Strategy and may identify opportunities to further support delivery of the transport elements of the strategy. Any further climate implications will be reported with any changes at Stage 3, if necessary.
35. Security implications: Some traffic orders have been made to enable the delivery of security measures. Any security implications identified in the review process will be set out in report as non-public appendices and if necessary, excluded from the review process.

Conclusion

1. Stage 1 of the review of TMOs has been completed. An index of all active TMOs in the City and associated measures has been compiled. Data collection and engagement to support the review is in progress.
2. Given the scale of the review and the need to allow time for engagement and member scrutiny your Planning & Transportation Committee is recommending that it should now be completed by March 2023, allowing the final recommendations to be submitted to the 27 April 2023 meeting of this honourable court.
3. Subject to Member approval of this request for an extended timeframe in which to complete the review as well as approval of the proposed methodology for Stage 2, data analysis and the review of the TMOs is expected to be reported back to your Planning and Transportation Committee in March 2023 and to the Court of Common Council in April 2023.

Appendices

- Appendix 1 – Index of active Traffic Management Orders in the City
- Appendix 2 – Methodology for the review of Traffic Management Orders

All of which we submit to the judgement of this Honourable Court.

DATED this 20th day of September 2022.

SIGNED on behalf of the Committee.

Deputy Shравan Joshi
Chairman, Planning and Transportation Committee