

Report – Planning and Transportation Committee

Traffic Order Review

To be presented on Thursday 27th April 2023

*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 2022 by the Court of Common Council, 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.

As Members will be aware, the review is proceeding in three stages:

- Stage 1 – Compile an index of all experimental and permanent traffic management orders (orders)
- Stage 2 – Review orders and measures using the outputs from the data collection exercise and against the outcomes of the Transport Strategy
- Stage 3 – Implementation of any modifications identified

Stages 1 and 2 are now complete. Stage 2 was split into two parts. Stage 2a involved a desktop review to score all 1299 non-excluded orders and measures. The 78 highest-ranking orders were then the subject of site visits and further investigation for Stage 2b (Appendix 1).

WSP, the consultants appointed to undertake the review, have recommended modifications or that we consider modifications to 36 orders. Officers have identified a further 32 orders that could benefit from amendments to improve the way they support delivery of Transport Strategy outcomes (Appendix 5).

A new programme will now be established to assess the recommendations and, where appropriate, deliver the necessary changes. Changes may also be delivered as part of existing or planned projects.

Officers will continue to investigate issues or concerns relating to orders and measures as identified or when raised by members, the public and stakeholders, including the City of London Police.

RECOMMENDATIONS

That this Honourable Court:-

1. **Notes** the outcome of the review, including the recommendations for the 78 traffic orders and measures that were the subject of Stage 2b detailed investigations (as set out at Appendix 1).
2. **Notes** that officers have identified an additional 32 traffic orders and measures that

could benefit from amendments to improve the way they support delivery of Transport Strategy outcomes (see Appendix 5).

3. **Notes** that implementation of any modifications identified (Stage 3) will be taken forward through a new programme or within existing and planned projects, subject to funding and approvals.
4. **Agrees** to allocate the remaining unspent amount of £300,000 towards the delivery of changes to the traffic orders identified in Stage 3 of the review that are not being progressed as part of existing or planned projects. Where additional funding beyond this allocation is required, it will be subject to the usual process.
5. **Agrees** not to proceed any further with the review of TfL's traffic orders and measures on the Transport for London Road Network.

MAIN REPORT

Background

1. In May 2022, following a motion passed by the Court in April, officers were tasked by the Planning & Transportation Committee with reviewing all Traffic Management Orders (TMOs) in the City. The review follows the approved three stage approach.
 - Stage 1 – Compile an index of all experimental and permanent traffic orders
 - Stage 2 – Review traffic orders using the outputs from the data collection exercise and against the outcomes of the Transport Strategy
 - Stage 3 – Implementation of any modifications identified
2. WSP consultants were appointed at the end of May 2022 to assist with the task of undertaking the traffic order review.
3. In September and October 2022, your Planning & Transportation Committee and the Court of Common Council agreed the broad methodology for Stage 2. Members also agreed that the following categories of traffic orders would be excluded from the review:
 - Experimental Orders
 - Disabled, Doctor's, and Diplomatic parking bays
 - Streets with only double yellow line restrictions
 - Traffic orders which enable the creation of traffic free public spaces
4. Members agreed to extend the deadline to complete the traffic order review from December 2022 to March 2023, with a final report to be submitted to the Court of Common Council in April 2023. This was to allow more time for officers to complete the review given the size of the task involved, and to give the Streets & Walkways Sub-Committee the opportunity to inform and scrutinise the review process.
5. Stage 2 of the traffic order review was split into two parts. Stage 2a involved a desktop review of all 1299 non-excluded orders and measures, assessing them against the agreed scoring criteria.
6. In November, Members of the Streets & Walkways Sub Committee approved the scoring approach to be used for Stage 2a. This included using a red/amber/green (RAG) status to score each category of traffic order against the Transport Strategy outcomes. Full details of the scoring approach used for Stage 2a are provided in Appendix 2.

7. In January 2023, Members of the Streets & Walkways Sub-Committee reviewed and agreed the list of 78 highest-ranking measures / orders, which would undergo site visits and further investigation at Stage 2b.
8. The detailed review of the orders / measures in Stage 2b was undertaken by WSP who carried out site visits to identify any issues and potential modifications to orders. An example of the site visit reporting proforma is provided in Appendix 3.
9. We have requested but have not yet received details of any Transport for London (TfL) traffic orders that apply to the Transport for London Road Network (TLRN) in the City.
10. The City Corporation has no powers to implement or make changes to traffic orders on the TLRN or to direct TfL to do so. Given this and the relatively limited nature of changes identified in the review of City Corporation traffic orders, it is recommended that we do not proceed with any further review of traffic orders on the Transport for London Road Network.
11. Officers routinely investigate and liaise with TfL whenever issues with the TLRN are raised by members, the public or stakeholders, and will continue to do so. Officers will also continue to actively engage and respond to TfL projects and Traffic Order consultations and significant issues reported to Members.
12. A summary of the stages for the traffic order review and the decisions made is shown in Appendix 4.
13. The traffic order review has also resulted in the creation of an electronic index of all active orders in the City, which will be updated and maintained to help with the development and enforcement of future projects and traffic schemes.

Current Position

14. Stage 2b is now complete and concludes the review.
15. WSP's recommendations are summarised in Appendix 1. WSP have recommended modifications or consider modifications to 36 orders, of these:
 - a. 30 involve changes to waiting and loading restrictions
 - b. 2 involve changes to compulsory movements
 - c. 1 involves changes to a one-way operation
 - d. 1 involves changes to one way (TMO type) to enable camera enforcement
 - e. 1 involves changes to pedestrian zone hours.
 - f. 1 involves changes to parking places
16. While the review was being carried out, officers have also identified a number of traffic orders and measures that could benefit from amendments to improve the way they support delivery of Transport Strategy outcomes. These are listed in Appendix 5. This was separate to the main review, however, potential changes will be considered within the same programme that will implement any changes arising from the main review.
17. 32 orders have been identified through this exercise, of these:
 - a. 13 involve changes to lengths of road closures
 - b. 6 involve changes to the operational hours of 'no motor vehicles'

- c. 3 involve changes to bus lane operational hours
- d. 3 involve changes to waiting and loading restrictions
- e. 2 involve changes to bus stop clearways (remove redundant stops)
- f. 1 involves a closure that has a TMO but hasn't been implemented
- g. 1 involves removal of a doctors parking Bay
- h. 1 involves allowing cycles outside of market hours
- i. 1 involves changes to one way operation (extending)
- j. 1 involves changes to an area weight limit (HGV ban)

Public, stakeholder and member feedback

18. Public surveys and focus groups were carried out as part of both this review and the ongoing review of the Transport Strategy.

Public survey

19. SYSTRA were commissioned to undertake a public sentiment survey, which ran between Monday 28th November and Friday 19th December 2022. The survey was delivered through a combination of telephone interviews, an online panel, and face-to-face interviews in the Square Mile. A representative sample of 981 respondents were reached, including:
- 693 workers;
 - 49 visitors;
 - 200 residents (representative by age and gender); and
 - 39 students.
20. Topics covered in the survey included key challenges and barriers faced by residents, workers, students and visitors while travelling to, from and around the City alongside specific questions on public priorities and key areas and streets requiring change.
21. Overall, perceptions of transport and the walking environment within the City of London are positive. The vast majority of respondents find travelling to/from and around the City easy, with older respondents tending to find this more difficult than younger respondents. Issues raised included:
- Congestion on the road network;
 - Impacts of strikes;
 - Delays/cancellations to public transport; and
 - Crowding on public transport and streets.
22. Despite this, respondents were very supportive of the Transport Strategy's outcomes, ranking as highest priority (in order of rank):
- Creating streets that are accessible to all;
 - Making City streets a great place to walk; and
 - Making streets safer by reducing traffic collisions and road danger

23. As part of the public sentiment survey respondents were asked if they could pick one street that required improvement within the City of London, which street this would be and why.
24. 79 streets were highlighted through the survey and included in the order scoring in Stage 2a. Nearly all survey respondent feedback, both regarding the question above and regarding all other survey questions, was not specific to individual orders or measures. Any relevant feedback was applied at a street level to all orders or measures on the primary street mentioned in each response.

Focus groups

25. Engage Communicate Facilitate (ECF) were commissioned to undertake a two-stage focus group programme to discuss the future of transport in the Square Mile. The first stage included three focus groups held in November.
26. These groups were organised to gather feedback on specific issues from people who live, study, visit, and work in the City. Particular focus was given to recruiting participants who represented groups of people with protected characteristics, young people and early career professionals, and business leaders and executives.
27. Overall, 43 individuals registered to attend one or more of the three focus groups. 17 of these attended the focus group session, either virtually or in-person.
28. The main topics discussed by participants included:
 - Improving the attractiveness of the City
 - Getting around the City
 - Safety of City streets
 - Improving accessibility and inclusivity on City streets
 - Making City transport and public realm more sustainable
 - Improving information sharing between different sectors and agencies
 - Facilitating VIP access in the City
 - Improving public transport across the Square Mile and London
 - Increasing the number of open and public spaces in the City
 - Improving conditions for delivery drivers

Incorporation of Engagement Data

29. Feedback from both the public survey and focus groups were incorporated into the Traffic Order Review in Stage 2a. Almost no comments were made regarding the operation of specific traffic orders in the City and relatively few issues were raised regarding the types of measures implemented by different traffic orders.
30. This, alongside widespread support for the City's Transport Strategy outcomes gathered in the public survey, suggests most people feel the City's streets function relatively well and are supportive of the City Corporation's strategic priorities for improving our streets and public realm and reducing motor vehicle traffic.

Member engagement

31. In December, all Members were asked to highlight any issues relating to traffic management to help identify traffic orders that might require further review.
32. Three Members provided feedback. In summary, comments related to:
 - a. The need to review any streets that have plastic wands
 - b. The need to start with the assumption that all potential road users deserve access unless there is a clear reason to exclude or restrict them
 - c. The safety of contra-flow cycling on Rood Lane, Mincing Lane and Philpot Lane.
33. As the first two comments did not refer to specific locations these were scored for all streets with wands (except those under experimental traffic orders) and all streets with access restrictions. The measures enabling contraflow cycling on Rood Lane, Mincing Lane and Philpot Lane were scored accordingly. Only the one-way street order for Philpot Lane is included in the highest-ranked orders as Rood Lane and Mincing Lane did not score high enough to be reviewed further. However, officers will review these separately in the same way as we would usually review issues raised at any time by Members, the public or stakeholders.

Data

34. As detailed in Appendix 2 various data sources were used to inform the traffic order review.
35. City-wide trends in traffic volume data were also assessed to see if they indicate any strategic issues that could, at least in part, be addressed by amending certain types of traffic order. Overall, City-wide trend data did not indicate that there are any strategic issues needing addressed through the amendment of traffic orders. A summary of that assessment and the associated trend output data is provided below (and associated graphs can be found in Appendix 6).
36. The City Streets traffic survey (conducted roughly every other year since 1999) provides information on the volumes and types of traffic using the City's streets. Since 2016 the survey has been conducted over 24 hours rather than from 7:00-19:00 and since 2017 has counted people walking as well as vehicles.
37. The most recent traffic survey was conducted on 23 November 2022. In summary, traffic count data suggests all-day motor vehicle volumes are at approximately 80% of pre-pandemic levels (2019), all-day cycling volumes are at 102% of pre-pandemic levels and all-day pedestrian levels are at 63% of pre-pandemic levels. These figures include both local and through traffic.
38. As in 2019, people cycling represented the single largest vehicular mode counted during peak times on City streets. Similarly, people walking represented more than half of all count observations during peak times. Walking remains by far the main way that people travel on the City's streets.
39. A breakdown of changes in volumes of vehicles and pedestrians counted from 2019 to 2022 can be found in Table 1 below. With the exception of cycles, all other modes are below pre-pandemic levels.

Table 1 – Change in volumes of vehicles and pedestrians counted from 2019 to 2022 at 30 count sites across the City (various time periods, Autumn counts, increases indicated by underline)

	Cars and PHVs			Taxis			Vans			Lorries		
	7am - 7pm	7pm - 12p m	All- day	7am - 7pm	7pm - 12p m	All- day	7a m- 7p m	7pm - 12p m	All- day	7am - 7pm	7pm - 12p m	All- day
Change since 2019	- 17.5 %	- 22.5 %	- 20.5 %	- 18.0 %	- 39.9 %	- 25.2 %	- 7.9 %	- 1.4 %	- 9.2 %	- 9.4 %	- 19.2 %	- 14.6 %
	Buses and Coaches			Motorcycles			Cycles			Pedestrians		
	7am - 7pm	7pm - 12p m	All- day	7am - 7pm	7pm - 12p m	All- day	7a m- 7p m	7pm - 12p m	All- day	7am - 7pm	7pm - 12p m	All- day
Change since 2019	- 20.4 %	- 12.9 %	- 16.8 %	- 37.2 %	- 38.9 %	- 35.0 %	- 6.3 %	<u>35.0</u> %	<u>1.9</u> %	- 35.2 %	- 33.0 %	- 34.6 %

40. Long term trends observed from count data taken from 12 sites across the City since 1999 show motor vehicle volumes continuing to decline and cycle volumes continuing to increase (Figure 2, Appendix 6). Motor vehicle volumes have fallen by 64% since 1999 while cycle volumes have increased by 386%.
41. Analysis of the proportions of different vehicle types (counted at 30 sites across the City) found relatively little change in the overall composition of vehicular traffic between 2019 and 2022, with the exception of motorcycles (Figure 3, Appendix 6).
42. In 2019 cars and private hire vehicles (PHVs) (which are counted in a single group as they aren't distinguishable in standard traffic counts) were the single largest category of daytime vehicular traffic on City streets making up 27% of all traffic. In contrast, in 2022 cycles were the single largest category of daytime vehicular traffic on City streets making up 27% of all traffic. Cycles also make up over 40% of vehicular traffic during the morning and evening peak hours.
43. During our engagement activities several people raised specific concerns regarding post-pandemic taxi availability. Comparisons of traffic count data from 2019 and 2022 show that taxi volumes in the City are at or close to prepandemic levels during the morning peak and begin to decline from 11:00 onwards. Taxi volumes are considerably lower after the evening peak and decline significantly between 18:00 and midnight (Figure 4, Appendix 6).
44. This data suggests that the most significant changes to taxi volumes (and hence availability) occur outside of timed restrictions that are implemented through traffic orders (generally 7am-7pm, such as those at Bank).

Next steps

45. A new programme will be established to assess the recommendations from WSP and where appropriate, deliver the necessary changes, this may require additional funding beyond the current £500,000 allocated towards the review. Changes may also be delivered as part of existing or planned projects.
46. This programme will also incorporate the 32 orders or measures identified by officers that could benefit from amendments to improve the way they support delivery of Transport Strategy outcomes.
47. In the time available from receiving the outcome of the Stage 2b from WSP and preparing this report it has not been possible to establish a budget or timeframe for delivering this programme.
48. Officers will continue to investigate issues or concerns relating to traffic orders as identified or when raised by members, the public and stakeholders, including the City of London Police.

Corporate & Strategic Implications:

49. Strategic implications: The traffic order review takes account of the Corporate Plan, Transport Strategy and Climate Action Strategy as well as other relevant strategies and initiatives including Destination City.
50. The results of data collection, analysis and engagement will also be used to inform the ongoing reviews of the Transport Strategy and City Plan.
51. Financial implications: A budget of up to £500,000 (from the On-Street Parking Reserve) was allocated to cover the costs of data collection and analysis, engagement, and consultancy support required for the review. £200,000 has been spent or committed so far.
52. The remaining unspent funds will be used to deliver changes to traffic orders (Stage 3 of the review) that are not being progressed as part of existing or planned projects. However, additional funding beyond this allocation may be required following detailed appraisal of each traffic order change.
53. Resource implications: Resources for delivering the recommended changes will either be accommodated within the Network Performance teams (for changes that are not covered by existing or planned projects) or the Projects & Programmes team (for changes that can be accommodated within exiting or planned projects). Some prioritisation of existing activity may be required but we do not expect a significant impact on delivery of other Transport Strategy and Climate Action Strategy projects and initiatives.
54. Legal implications: There were 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.

55. Risk implications: There were 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.
56. The review considers 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
57. Equalities implications: Equalities implications are considered throughout the review process. Stages 1 and 2 did not require an Equalities Impact Assessment. Changes to be delivered during Stage 3 may be subject to Equalities Impact Screening and Assessments.
58. Climate implications: The traffic order review takes account of the Climate Action Strategy and may identify opportunities to further support delivery of the transport elements of the strategy. Where applicable, any further climate implications will be considered at Stage 3.
59. Security implications: Some traffic orders have been made to enable the delivery of security measures. However, no traffic orders that have security implications progressed to stage 2b for detailed analysis.

Conclusion

60. The traffic order review included a desktop review and ranking of 1299 traffic orders. Site visits and detailed investigations were undertaken for the 78 highest ranking measures. Modifications to 36 orders have been recommended by WSP, the consultants appointed to undertake the review.
61. In addition, officers have identified 32 orders that could benefit from amendments to improve the way they operate to support delivery of the Transport Strategy.
62. A new programme will be established to assess the recommendations from WSP as well as those identified by officers, and where appropriate deliver the necessary changes. This may require additional funding beyond the remaining budget of £300,000. Changes may also be delivered as part of existing or planned projects.
63. In the time available from receiving the outcome of the review and preparing this report it has not been possible to establish a budget or timeframe for delivering the change.
64. The relatively minor nature of changes identified suggests the majority of TMOs appear to be functioning well and are working as intended. Officers will continue to investigate issues or concerns relating to TMOs as identified or when raised by members, the public and stakeholders, including the City of London Police.

Appendices

- Appendix 1 – List of TMOs that have undergone a detailed review and site visit, and recommendations for amendment, revocation and/or requiring further review.
- Appendix 2 – Stage 2a Scoring approach in detail.
- Appendix 3 - Example of Stage 2b detailed assessment pro-forma
- Appendix 4 – Timeline of stages, processes and decisions for the TMO review
- Appendix 5 –List of TMOs where opportunities have been identified for amendments which could result in them better supporting Transport Strategy outcomes, irrespective of their overall final scores and rankings.
- Appendix 6 – Charts illustrating transport mode trends across the City

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

DATED this 7th day of March 2023.

SIGNED on behalf of the Committee.

Deputy Shravan Joshi
Chairman, Planning and Transportation Committee