

<b>Committee(s):</b> Streets and Walkways Sub-Committee	<b>Dated:</b> 23/05/23
<b>Subject:</b> Transport Strategy Review	Public
<b>Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?</b>	1, 2, 9, 11, 12.
<b>Does this proposal require extra revenue and/or capital spending?</b>	Y
<b>If so, how much?</b>	£25,000
<b>What is the source of Funding?</b>	TfL LIP
<b>Has this Funding Source been agreed with the Chamberlain's Department?</b>	Y
<b>Report of:</b> Executive Director Environment	For information
<b>Report author:</b> Samantha Tharme, Environment Department	

### Summary

The Transport Strategy was adopted in May 2019. We have now committed to reviewing the Strategy, with a revised version planned to be published five years on, in early 2024. In November 2022, this sub-committee approved the approach to be taken for the review, including the plan for engagement and the review (RAG) status of the proposals.

In the period since the November Streets & Walkways Committee, we have undertaken a comprehensive programme of engagement with stakeholders, including focus groups, a public survey, workshops and one to one discussions. This includes working with the Destination City team as this area of work is developing it is key that our Transport Strategy supports delivery of the aims and ambitions under the Destination City programme. Further engagement activity is planned over the period to July, and will include a series of focus groups covering the review of the Transport Strategy and the City Plan. Consultation on the draft Transport Strategy is planned to run from July until September before further changes and Committee review and approval.

We are proposing to include in the Transport Strategy a summary of how we will manage traffic movement and access to enable delivery of the Transport Strategy. The draft document is included in Appendix 1 and we would welcome your feedback.

This report updates on the engagement carried out to date for the review, along with the suggested amendments to the Transport Strategy proposals that are likely to change most significantly.

## **Recommendation(s)**

Members of the Streets & Walkways Sub Committee are asked to:

- Note and discuss the proposed approach to managing traffic movement and access as set out in Appendix 1.
- Note and discuss the proposed changes for Transport Strategy proposals that have been identified as requiring significant change – see paras 22-63 and Appendix 2.
- Note progress with the delivery of the engagement activity, outlined in the report and in Appendix 4.

## **Main Report**

### **Background**

1. The 25-year City of London Transport Strategy was adopted unanimously by the Court of Common Council in May 2019. The Strategy includes a commitment to review every three years. This report updates on progress with the review and seeks feedback on proposed changes.
2. The review is now scheduled to be completed in early 2024. The timetable has been extended due to Covid-19 related restrictions on travel and work that continued into early 2022. The extension also allows the Transport Strategy review to align with, inform and be informed by the ongoing development of the City Plan.
3. The additional time has allowed stakeholder engagement to inform the review and for it to be carried out under more settled post-pandemic travel patterns and working arrangements.
4. Following a review of evidence at the commencement of the review, the relevance of the Transport Strategy outcomes was revisited. This was informed by engagement with the Recovery Taskforce, as well as post-pandemic scenario planning, return to work surveys and Central Activity Zone Economic Futures Research. In April 2021, this Committee agreed that the Transport Strategy Vision, Aims and Outcomes are still considered relevant and fit for purpose and that an update, rather than a wholesale revision of the Transport Strategy is appropriate, and that 2044 remains the end year for the Strategy.
5. A significant amount of data has been collected over the past year to inform the Strategy Review. This includes traffic counts of people walking, cycling and driving motor vehicles. Traffic counts are comparable with previous years and enable pre and post-pandemic comparisons.
6. Employment forecasts and residential requirement forecasts set the broader context for both the City's Local Plan and the Transport Strategy and still set a context of growth over the Plan and Strategy period.
7. Work with the Destination City team is on-going to ensure our Transport Strategy supports and helps deliver the aims and ambitions of this initiative, by helping to make the Square Mile a more inviting and attractive place to visit and spend time.
8. The approach to traffic management in the City has recently been tested through the Traffic Management Order review, as reported to the Court of

Common Council. This demonstrated where and how our approach to traffic management serves the outcomes of the Transport Strategy.

9. In November 2022, the Streets & Walkways Sub Committee approved the overall approach for reviewing the 54 proposals in the current Transport Strategy.
10. Each proposal was given a RAG status, with 14 proposals identified as requiring major change (categorised as Red – see Appendix 3 that lists these). 21 are likely to only require minor amendments (categorised as Amber), and 19 are expected to not require any (categorised as Green).

## **Stakeholder engagement**

11. In the period since the November Streets & Walkways Committee, we have undertaken a comprehensive programme of engagement with stakeholders. The following section summarises the engagement activity that has taken place over the last five months:
12. Three focus groups were held during November 2022, structured by the following groups:
  - Young and early career network representatives
  - Professional and workplace diversity and disability network representatives
  - Representatives from City businesses
13. Topic discussions included existing challenges to travelling around the Square Mile, safety, attractiveness, accessibility and inclusivity, and opportunities to improve travelling in the City.
14. Between 28 November and 19 December 2022, a public survey of workers, residents, students, and visitors was undertaken to understand perceptions on transport and the public realm. It contained wide ranging questions about participants' current travel patterns and perceptions of transport in the Square Mile. This survey was conducted through a combination of telephone interviews, an online panel, and face-to-face interviews.
15. On 19 January 2023, 30 people from 28 different organisations ranging from industry professionals, campaigners, transport representative groups and public sector bodies came together to discuss the review of the Transport Strategy. Discussion focused on the most significant changes since the publication of the 2019 Strategy and key asks for the update to the Strategy.
16. A number of one-to-one meetings with stakeholders have also been held, including with Transport for London, the Port of London Authority, Transport for All, London Cycling Campaign and the Motorcycle Action Group. We have a working partnership with City of London Police which includes discussion on all issues feeding into the Strategy review, particularly focussing on matters around road danger reduction.
17. During May and June, the City Plan and Transport Strategy will be further informed by a series of focus groups that will seek ideas and input by theme

and geographic area of the City. These will include more detailed engagement with residents on the future of transport in the Square Mile.

18. Five area based workshops, structured by Key Areas of Change in the Square Mile will inform planning and transport policy, whilst thematic groups, including sustainability, health, wellbeing and inclusion will seek input relating to those topics.
19. These focus groups will provide further feedback on Transport Strategy outcomes and proposals in advance of the consultation on the proposed changes over the summer.

### **Proposed approach to managing traffic movement and access.**

20. We are proposing to include a summary of how we will manage traffic movement and access to enable delivery of the Transport Strategy (under Outcome 2: Street space is used more efficiently and effectively). By clearly setting out the approach for different modes of travel we aim to make it easy for people to see how the application of Transport Strategy proposals will affect the allocation of street space and access.
21. As well as reflecting the Transport Strategy outcomes and proposals, including the street hierarchy, the proposed approach takes account of what we can legally and practically 'control' in terms of purpose and movement of specific vehicles on our streets. For example, for legal purposes, private hire vehicles have to be considered as part of general traffic and separately to taxis.
22. The approach will sit alongside our definition of essential traffic as: walking, cycling, buses, freight and servicing trips with a destination in the City and private and shared vehicles used by people with particular access needs.
23. The proposed approach is provided in Appendix 1. We would welcome feedback on this.
24. A similar summary of our approach to managing the kerbside (parking, loading, etc) is also being developed. This will build on the existing proposals set out in the Transport Strategy.

### **Proposed changes to Transport Strategy proposals**

25. Proposed changes to the 14 proposals that have previously been identified as requiring major change are summarised below and detailed in Appendix 2. We would welcome feedback on these. A number of the changes are due to success in achieving specific actions within proposals, we will produce a full report of those successes for the July meeting of this committee.
26. For reference, the full list of Transport Strategy proposals and the extent of change required is included in Appendix 3.

New Proposal - Embed an inclusive approach to transport planning and delivery in all our activity and processes.

27. We currently have an overarching proposal to embed the Healthy Streets Approach in transport planning and delivery (Proposal 1). Alongside this, we propose to add a new overarching proposal that sets out how we will ensure we take an inclusive approach to the activities and processes required to deliver the Transport Strategy.
28. This proposal will make clear the City of London Corporation's commitment to diversity and inclusion in transport.
29. It will set out our approach to considering all protected characteristics and socio-economic impacts when planning and making changes to our streets. It will outline our processes for inclusive engagement and consultation and for assessing benefits and disbenefits, for example through equality impact assessments.
30. As with the Healthy Streets Approach, all proposals in the Transport Strategy should contribute to creating inclusive streets and transport. We will continue to have a specific outcome and proposals on improving physical accessibility. This will ensure we maintain a focus on removing physical barriers to travel in the City.

Revised outcome and proposals – The Square Mile's streets are great places to walk and spend time.

31. While there are no major changes required under this outcome it is proposed to change the outcome wording to: *The Square Mile's streets are great places to walk, wheel and spend time*. Individual proposals would be updated accordingly to reflect this new wording.
32. The addition of 'wheel' and 'wheeling' specifically acknowledges the use of pavements and other pedestrian spaces by people who use wheelchairs, mobility scooters and other wheeled mobility aids.
33. The outcome and proposal wording will be careful to avoid confusion relating to 'wheeling', and the potential for cycling or use of e-scooters to be included within the term.

Proposal 11: Take a proactive approach to reducing motor traffic

34. Our ambition to reduce levels of traffic in the City is unchanged, however we propose to update this proposal to reflect the broader context of traffic demand management across London.
35. TfL has commenced investigation into next generation road user charging, to potentially replace the Congestion Charge and ULEZ. Early-stage engagement was undertaken as part of the ULEZ consultation in 2022. We had previously stated a lobbying position on this issue and consideration of developing a local road user charging system. We can reframe our

emphasis now to work with TfL on developing a system that works to reduce motor traffic, to meet local and wider objectives of traffic reduction.

36. Closer analysis of some of the changes in travel patterns, vehicle numbers and success in some limits on the private hire vehicle market will allow parts of this proposal to be reframed to 'monitoring' the numbers as the previously stated near-term targets for traffic reduction have been achieved or partially achieved.
37. Motor traffic reduction remains key to the achievement of other objectives for the Transport Strategy, including achieving Vision Zero, and the Climate Action Strategy.

#### Proposal 15: Support and champion the 'Turning the Corner' campaign

38. Progress has been made towards the achievement of the 'Turning the Corner' campaign as the principles were incorporated into the revised Highway Code January 2022. Motor vehicles are now required to give way to people walking and cycling when turning left into a side road and a national communications and awareness campaign ran in early 2022 to promote these changes.
39. The emphasis will now be on further communication and behavioural campaigns to raise awareness and embed the change in motorists' behaviour. Commitment to deliver these campaigns will be included within Proposal 20 as part of Vision Zero and this proposal will be deleted.

#### Proposal 16: Develop and apply the City of London Street Accessibility Standard

40. We have developed and are applying the City of London Street Accessibility Tool (CoLSAT) and therefore propose to change this proposal to: *Make our streets accessible through ongoing improvements and by applying the CoLSAT.*
41. Alongside improvements delivered through projects, the proposal will include a dedicated programme of smaller scale improvements, informed by street assessments using CoLSAT to direct and prioritise action.
42. We will continue to develop and improve the CoLSAT as appropriate, to ensure that it continues to reflect the diverse needs of disabled people, reflects any changes in legislation or guidance and continues to drive improvements in quality and performance.

#### Proposal 20: Apply the safe system approach and the principles of road danger reduction to deliver Vision Zero

43. The City of London Corporation remains committed to doing everything it can to make the streets of the Square Mile safe for everyone, working with key partners such as the City of London Police and Transport for London to keep people safe from harm.
44. The Vision Zero aim of eradicating deaths and serious injuries is extremely ambitious and challenging to meet, but the City and its partners will

underline the commitment to do everything they can to prevent such individual tragedies.

45. The proposal will reference the publication of the Vision Zero action plan and the revised interim targets for the reduction of fatal and serious injuries. The proposal will also highlight the updated priority locations for intervention based on revised collision and casualty data analysis.
46. The proposal will include reference to new headline actions planned to be included in the Vision Zero action plan, campaigns and activities to encourage safer behaviours, commitments relating to telematics and intelligent speed assistance (ISA), high profile roads policing by the City of London Police and action to improve vehicle safety on the highest risk vehicles in the City.

#### Proposal 23: Improve the quality and functionality of street lighting

47. Following the adoption of the Street Lighting Strategy and upgrade of the City's street lighting we intend to change this proposal to: *Operate street lighting in accordance with the Lighting Strategy*
48. A new street lighting system is now in operation in the City and the revised proposal will ensure that recommendations from the Lighting Strategy are incorporated where they relate to the public realm and employing lighting to help promote accessibility, inclusion, safety and diversity, whilst supporting and promoting walking, cycling and the use of public transport.
49. We will utilise flexible and intelligent lighting control in accordance with night time activity and to support safe travel during winter months.

#### Outcome: More people choose to cycle in the City

50. The cycling outcome will undergo significant change to all proposals and the outcome wording.
51. The focus of this outcome will expand to include scooters, electric scooters and other forms of micromobility..
52. The outcome is currently made up of five separate proposals, all of which will be revised as part of the review. These will be consolidated into three new proposals to:
  - Improve the experience of riding cycles and scooters in the City
  - Increase the amount, variety and quality of cycle and scooter parking in the City
  - Support and celebrate micromobility in the City
53. The outcome and constituent proposals will define 'micromobility' based on emerging new forms of travel and DfT regulations for permitted vehicles on the public highway.
54. Changes will be informed by the outcomes from the current TfL operated e-scooter trial and any changes in legislation that Government seeks to make.

### Proposal 29: Support and champion a central London Zero Emission Zone

55. This proposal will be updated in light of the success of the Ultra Low Emission Zone (ULEZ) and increasing uptake of zero emission vehicles in reducing levels of NO<sub>x</sub> and NO<sub>2</sub>.
56. We will remove the commitment to introducing local Zero Emissions Zones in the City and instead continue to support wider emission controls for central London in line with the Mayor's Transport Strategy, alongside targeted restrictions in air quality hot spots. This change reflects the fact that most streets in the City now meet national limits for NO<sub>x</sub> and NO<sub>2</sub> and the challenge of introducing area based restrictions that are reliant on enforcement through penalty charge notices.
57. With reference to Proposal 11, we will continue to support and champion the use of next generation road user charging to control traffic and emissions more sensitively and tactically than with the current congestion charge and ULEZ controls.
58. We will continue to support the transition to electric vehicles through installing more electric vehicle infrastructure where appropriate. Which is covered by proposal 30, which is unchanged.

### Proposal 38: Reduce the number of freight vehicles in the Square Mile

59. Reducing the number of freight vehicles in the City remains a key commitment and is central to the achievement of other outcomes, including Vision Zero, clean and quiet streets and efficient use of street space. A particular focus will be to reduce the number of freight vehicles that pass through the City without an origin or destination in the Square Mile.
60. This proposal will be revised to remove the commitment for the City Corporation to provide a consolidation centre. This is no longer considered necessary given the increasing availability of commercial consolidation services.
61. The emphasis of the proposal will shift to greater use of the planning process to require consolidation in new developments while encouraging existing buildings and Business Improvement Districts (BIDs) to use consolidation.
62. The proposal will also move away from a commitment for the City Corporation to provide a set number of last mile logistics hubs within the Square Mile. Instead, the emphasis will be on seeking a coordinated approach to last mile logistics across central London, working with neighbouring boroughs, Transport for London, the Greater London Authority and developers to identify sites that serve the Square Mile, including beyond the City boundary.

#### Proposal 42: Make the street network more resilient to severe weather events

63. The publication of the Climate Action Strategy (CAS) 2020 provided more defined actions to improve the resilience of the street network to severe weather events. The proposal will be updated to reflect these commitments from the CAS.
64. We will also commit to introduce more Sustainable Drainage Systems (SuDS) and rain gardens on streets and public spaces, as well as an enhanced commitment to tree planting to provide shade and reduce street temperatures.

#### Proposal 43: Establish a Future Transport Programme

65. It has not been possible to deliver this proposal as originally envisaged.
66. Due to the long term nature of the Transport Strategy, the proposal will continue to act as a 'catch-all' commitment to harness new technologies and opportunities to help achieve the outcomes and proposals in the strategy.
67. We will remove the commitment to delivering specific actions but replace it with a collaborative approach with the new emphasis to engage with relevant partners to support, enable, facilitate and deliver transport innovation and technology if it can help deliver the Transport Strategy.
68. Our initial priorities will be to focus on innovations that:
  - Make it easier for disabled passengers to hire and travel by taxis and private hire vehicles
  - Ensure kerbside space is used as efficiently
  - Enhance our data collection and processing capabilities,
  - Explore the use of GPS-enabled technologies and geofencing to aid traffic regulation and management.

#### Proposal 44: Establish a Future Transport Advisory Board

69. The definition and management of an Advisory Board is no longer considered as necessary to deliver proposal 43 and it is proposed that this proposal is removed.

#### Proposal 46: Support and champion better national and international connections to the Square Mile

70. The Climate Action Strategy has identified more clearly where carbon emissions are produced and therefore where we can act to deliver net zero carbon for transport.
71. We need to ensure impact of all relevant transboundary (scope 3) travel is measured within CAS programme, recognising the commitment to net zero and progress that can be made on all travel emissions.

72. The operating environment for TfL has been impacted by the pandemic therefore we need to review proposals relating to TfL bus services and support for the Mayor of London in retaining locally generated taxation.

### Proposal 53 – Improve our monitoring of transport in the Square Mile

73. Proposal 53 will reconsider the approach that we take to monitoring and targeting improvements in transport in the City.
74. The adopted Transport Strategy included 8 key targets, and a number of other performance indicators (see table 1 appendix 2). These will be reviewed to ensure they are still appropriate and relevant and align with other corporate strategies and priorities, including Climate Action and Destination City.
75. With the changes and additions to the proposals relating to accessibility and inclusion, we are exploring the development of new KPIs to help measure our achievements. We will ensure that our regular monitoring of views and opinions on the quality of our streets and access includes a sufficient sample size to understand if any groups with protected characteristics are reporting problems or different issues that we need to address.
76. The definition and quantification of the CAS carbon saving target is also new since we established the Transport Strategy. We propose to develop a more specific measure to indicate the transport actions contribution to carbon saving targets.

### **Next steps**

77. Edits and changes to proposals, targets and key performance indicators will be finalised over May and June. These will be submitted to the Streets & Walkways Sub Committee in early July. Any changes following Streets & Walkways Sub-Committee will then be incorporated before the proposed changes are submitted to the Planning & Transportation Committee in late July 2023 for approval to consult.

### **Corporate & Strategic Implications**

#### Strategic implications

78. 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.
79. The Transport Strategy will support and help deliver the objectives of the City Plan. Work is in progress on the City Plan review which is being undertaken in parallel with work and recommendations to inform the Transport Strategy Review.
80. Delivery of the Transport Strategy also helps mitigate departmental risk ENV-CO-TR 001 – Road Safety and corporate risk CR21 – Air Quality.

81. The strategy review will ensure that overlap with other areas of work is identified and addressed. These include Joint Health and Wellbeing, Safer City Partnership, Air Quality, Noise, and Lighting.
82. The Strategy review will also consider how best to support the Destination City programme and the City's ongoing recovery.
83. The Transport Strategy is required to demonstrate how it supports the Mayor's Transport Strategy (MTS), which is done through submission of the Local Implementation Plan (LIP). The outcomes of the Transport Strategy are on the whole in line with the MTS.

#### Financial implications

84. A costed 5-year Delivery Plan will be provided alongside the updated Transport Strategy. This will be updated annually and reported to the Planning & Transport Committee for approval. Approval for funding for projects within the Delivery Plan will be sought as necessary through the annual capital bidding process for funds from CIL, OSPR and other sources as appropriate.
85. Data collection, engagement and consultation costs associated with the review will be funded through local risk budget and TfL - LIP funding.

#### Resource implications

86. Staff resource is required to undertake the review. The Strategic Transport Team is in place to undertake this work and will liaise with other teams as appropriate.

#### Equalities implications

87. A full Integrated Impact assessment including Equalities Impact Assessment was undertaken for the development of the Transport Strategy. We have commissioned an EQIA which is now underway to help inform any high priorities that need addressing and to inform the final revisions to the Strategy as we go through the next stages.

#### Climate implications

88. Delivery of the Transport Strategy contributes to carbon reduction through reduction in motor vehicle use and a switch away from fossil fuel vehicles and to climate resilience. The review will consider changes required to support the delivery of the adopted Climate Action Strategy.

#### Security implications

89. As the Transport Strategy is relevant to the management of public space and the transport network, security implications are relevant at a detailed level and inform decision making at a scheme level.

## Conclusion

90. We are now in the final stages of the Transport Strategy review, with the aim of consulting on proposed changes to proposals in July – September 2023.
91. In the period since the November Streets & Walkways Committee, a comprehensive programme of engagement with stakeholders has been carried out to inform the review of the Transport Strategy. Engagement work has been planned and carried out in parallel with the Local Plan team to enable joint consideration of issues relating to planning and transport where appropriate.
92. Between now and July, engagement activity will continue, with joint City Plan and Transport Strategy focus groups structured by theme and Key Area of Change in the City. The Equalities Impact Assessment will help ensure that the approach being taken to reviewing the strategy is inclusive and accessible.
93. A report setting out all proposed changes to proposals, targets and key performance indicators will come to the Streets & Walkways Sub Committee and the Planning & Transportation Committee in July 2023. This will seek permission to consult on those changes during July – September 2023.

## Appendices

- Appendix 1 – Approach to managing traffic movement and access
- Appendix 2 – Key changes and context for change for ‘Red’ proposals requiring major change.
- Appendix 3 – Transport Strategy Proposals – change status.
- Appendix 4 – Transport Strategy Review Engagement Plan, including stakeholders engaged so far.

## Background Papers

[City of London Transport Strategy](#)

[Streets & Walkways Sub-Committee 8 November 2022 – Transport Strategy Review 2023.](#)

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