

City of London Corporation Committee Report

Committee(s): Streets and Walkways sub-committee	Dated: 25 February 2026
Subject: Shared use space study	Public report: For Information
This proposal: <ul style="list-style-type: none">• delivers Corporate Plan 2024-29 outcomes	<ul style="list-style-type: none">• Vibrant Thriving Destination
Does this proposal require extra revenue and/or capital spending?	No
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain's Department?	N/A
Report of: Executive Director Environment	
Report author: Justina Naravaite / Albert Cheung	

Summary

Shared use spaces (shared spaces) allow people walking, wheeling and cycling to mix within the same areas with no formal separation or demarcation of routes. There are over 100 shared spaces in the City. Many of these are long established and range from small, lightly used areas to larger areas with high usage, such as on Queen Street. The Highway Code places responsibility on people cycling to give priority to people walking in these spaces. Concerns about safety and comfort have been raised for some busier locations.

A review of four shared spaces (Little Britain, Moorfields, Queen Street north and south) and the Cannon Street crossing has been carried out utilising video surveys, AI analysis, and on-site observations. A summary of the survey findings for each site is provided in Appendix 1, with the full report in Appendix 2.

Overall, the study has shown that the shared spaces are operating appropriately. The number of interactions between users is low, particularly relative to the number of people walking, wheeling and cycling in these spaces. The overwhelming number of interactions are minor. Across all four sites, over the three survey days, eight

significant interactions were observed - five required sudden manoeuvres, two a sudden stop and one involved a very low speed collision with no injuries. Over the last five years there have been no recorded collisions at any of the locations.

The layouts are not considered to require major intervention or redesigns. However, minor improvements such as clearer signage, amendments to street furniture and educational campaigns could be useful, especially as the number of people walking, wheeling and cycling on the City's streets continue to grow.

Recommendation(s)

Members are asked to note the outcome of this shared use study.

Main Report

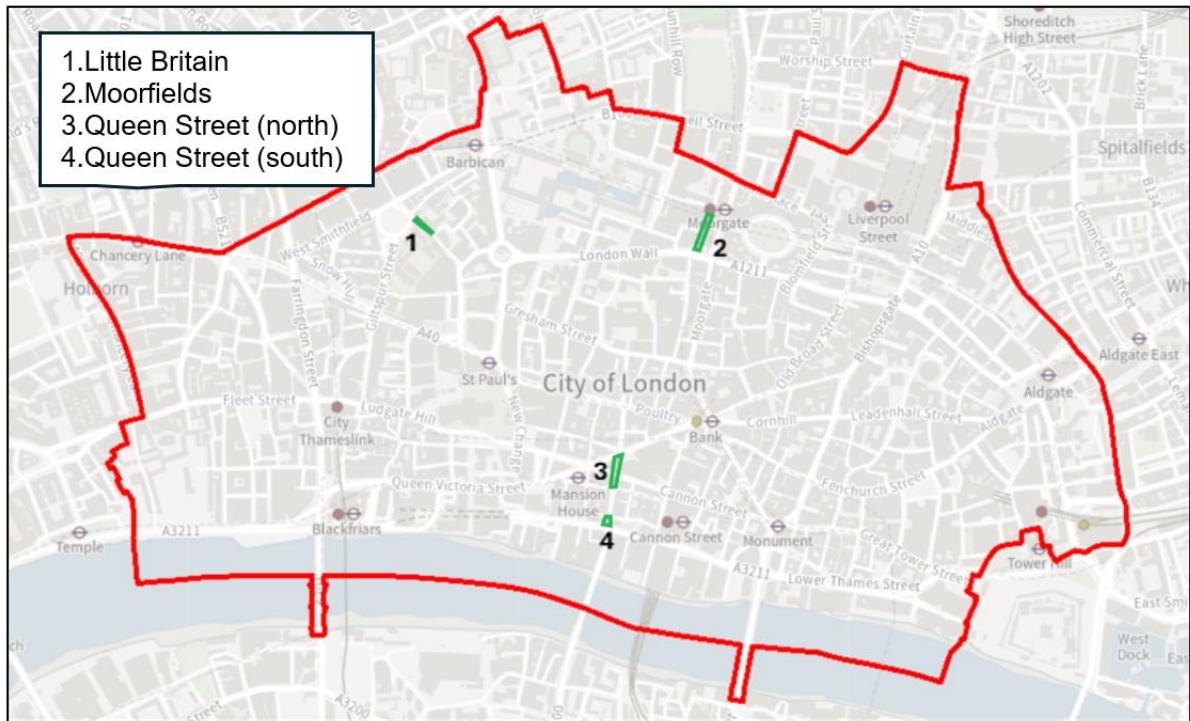
Background

1. Shared use spaces (shared spaces) are places on the public highway where people walking, wheeling and cycling are permitted to use the same space, with no formal separation or demarcation of routes. This allows the space to be used more flexibly, dynamically and efficiently.
2. The introduction of shared spaces is most commonly facilitated through a Traffic Management Order such as to exclude motor vehicles for street closures or to create pedestrian and cycle zones.
3. The ability for people to cycle in shared spaces is often necessary to provide a more direct and convenient route, reduce road danger by providing the ability to avoid busier streets and junctions, and encourage people to travel more sustainably.
4. In the City, there are over 100 shared spaces of varying extents. The majority of these are short lengths of highway with low levels of cycling/walking but there are also some larger spaces with high user volumes, such as on Queen Street, which has been in place for around 20 years.
5. The Highway Code – Rules 62 and 63 make clear that when sharing space people cycling should take care when passing people walking and wheeling, allow them plenty of room, and be prepared to slow down and stop if necessary.
6. Although the Highway Code places the primary responsibility for safety on people cycling in shared spaces, concerns have been raised around certain locations, particularly relating to cycling speeds and the frequency and severity of interactions. In these areas, the presence of people cycling can create discomfort for some people and, at times, a perceived risk for people walking or wheeling.
7. The number of people cycling in the City has increased significantly over the last 20 years. The projected increase in City workers, residents and visitors will lead to more people using our streets, increasing pressure on shared spaces and demand for more space.

Current Position

8. Concerns for safety and comfort have been raised at some of the City's busiest shared space locations. These include Little Britain, Moorfields, Queen Street (north) and Queen Street (south), shown in Figure 1 below.

Figure 1: Study location map



9. There were no reported collisions at these locations during the five-year period from 30 September 2020 to 1 August 2025. Data for 2025 is currently unverified and could change. There may be near misses and none-injury or minor collisions between people walking, wheeling and cycling that go unreported.
10. To better understand interactions between people walking, wheeling and cycling, a specialist consultant was commissioned to survey these locations. The signalised toucan crossing at Cannon Street, which bisects the northern Queen Street shared space was also included.
11. Data was collected from video surveys over three consecutive days (Tuesday 9 – Thursday 11 September 2025) between 7am and midnight each day. The video footage was then analysed using Artificial Intelligence (AI) technology to provide:
 - The number and nature of interactions between people walking and wheeling and people cycling
 - Walking and cycling counts
 - Cycling speeds
 - Mapping of the routes taken by people walking, wheeling and cycling
12. To validate the video survey, on-site manual data collection and site observations of the four shared spaces were also carried out during peak periods.

4. Key data from the study is summarised in Table 1 which shows the number of people walking and cycling, the frequency and severity of interactions between users, and average cycling speeds across the shared spaces. A summary of the survey findings for each site is provided in Appendix 1, with the full report in Appendix 2.

Table 1: Survey data summary

	Little Britain	Moorfields	Queen St (N)	Queen St (S)
Average daily user count*				
Walking	6,108	36,593	12,553	8,116
Cycling	563	583	5,544	4,325
Average peak hour user count				
Walking	664	6,763	675	800
Cycling	73	117	603	694
Average cycling speed				
Daily*	12.0mph	13.4mph	15.5mph	13.5mph
Peak Hour	12.3mph	13.6mph	15.3mph	13.8mph
Average daily interactions*				
Minor interactions	103	297	204	81
Moderate interactions	0	2**	2	0
Total interactions	103	299	206	81

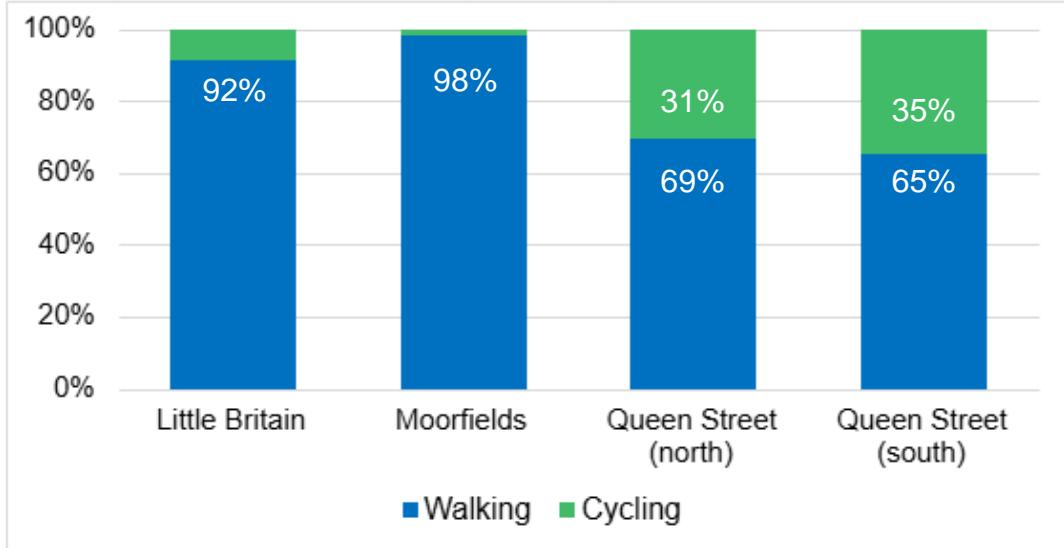
* Represents a three-day average based on data collected between 7am and midnight each day

**Two moderate interactions observed over the three-day survey period

User volumes

13. Figure 2 shows the user volumes all four sites. People walking and wheeling make up the majority of users at each site. On average, people walking make up over 90% of all users in Little Britain and Moorfields, and over 65% of users at both Queen Street sites.

Figure 2: Daily (7am-midnight) average user volume and proportion



14. The proportion of people cycling is low compared to people walking in Little Britain and Moorfields. During the peak hour people cycling slightly increase in Little Britain to make up 10% of users and slightly decrease in Moorfields to 1%. In contrast, during the peak hour in both Queen Street north and south people cycling make up almost half of all users at 47% and 46% respectively.

User Interactions

15. The number and severity of user interactions were recorded as part of the evaluation. Overall, the number of interactions between people walking and cycling is low at all locations, particularly relative to the volume of people using the shared spaces.

16. Interactions were graded on a scale ranging from the most minor (early slowing or changing direction of travel) to a collision (see Table 2). Most interactions between people walking and cycling fell within the most minor grading, involving early and minor adjustments to speed or direction to pass one another. Such interactions are also evident between people walking, albeit walking speeds are significantly lower than cycling. Table 3 details the interaction grading.

Table 2: Shared Space User Interaction Grading

Grade	Description
A	Smooth transition to early change of direction or slowing down
B	Mildly inconvenient speed or direction adjustment
C	Warning given to another user using bell or voice
D	Sudden or unanticipated action e.g. swerve
E	Sudden stop
F	Negative verbal exchange
G	Near miss, requiring sudden emergency action to avoid impact
H	A physical collision between users

Table 3: Graded daily average of user interactions

Grade	Little Britain	Moorfields	Queen Street (N)	Queen Street (S)
A	91	292	142	19
B	12	6	62	62
C	-	-	-	-
D	-	-	2	-
E	-	1*	-	-
F	-	-	-	-
G	-	-	-	-
H	-	1**	-	-
Total	103	299	206	81
Total interactions as percentage of daily users				
	3.2%	1.9%	3.4%	1.2%

*One sudden stop was observed over the three-day survey period

**One minor collision was observed over the three-day survey period

17. Little Britain had the second highest number of interactions relative to user volume, likely due to it being the narrowest of the four sites. All interactions were classified as a minor speed or direction change, and over two thirds (68% of 103) occurred during peak hours.
18. Moorfields had the second lowest number of interactions relative to user volume, likely due to having a much lower proportion of people cycling in a much wider space. During on-site observations, a very low speed collision was observed between a person walking southbound towards London Wall and a person cycling northbound from the crossing on London Wall. A key contributory factor for the collision was a lack of attentiveness by both people. However, neither person involved appeared to be injured, and both continued their journeys. A second instance involving a sudden stop by a person cycling to avoid colliding with a person walking was also observed.
19. Queen Street (north) had the highest number of interactions relative to user volume, likely due to a more even mix of people walking and cycling within the space, as well as the influence of the Cannon Street crossing. Vehicles queuing on Cannon Street often obstruct the crossing, requiring users to funnel through gaps. Across the three-day site observation period, five instances of moderate interactions were recorded, all of the same type: a person cycling abruptly changing direction in response to a person walking suddenly stopping in front of them. One additional instance at the Cannon Street crossing involved two people cycling stopping suddenly to avoid a collision.
20. Queen Street (south) had the lowest number of interactions, with no instances of moderate to severe interactions. This is likely due to the natural separation of people walking, wheeling and cycling due to the position of the crossings on Upper Thames Street.

21. The data indicates that the number of interactions is influenced by the user volumes and the size and layout of the space. Overall, the data suggests that people cycling generally give priority to people walking by manoeuvring or stopping to avoid disrupting the route of people walking.

Cycling speed

22. Average cycling speeds recorded were between 12mph and 15.5mph across all four shared spaces and increased by no more than 0.5mph during peak hours.

23. It is recognised that speeds at the higher end of this range are relatively fast for a shared space. However, they are likely to be reflective of the fact that, as outlined in paragraphs 26-27 below, high pedestrian comfort levels mean that there is space for people to choose the route they take. The interactions recorded also suggest that most people cycling are slowing down or making early changes to routes as required.

Additional shared space assessment

24. In addition to assessing safety/interactions the consultant also assessed the four shared spaces against the criteria below (Table 4), to understand how different factors impacted people's experiences of each area.

Table 4: Shared Space Assessment Criteria

Criteria	Description
Accessibility	Identifying how easily people, particularly those with mobility impairments, can use and move through the space.
Comfort	Impact on users' personal space and convenience
Layout	Street layout and influence of street furniture on users' behaviour
Useability	Identifying the predominant routes people choose and how they align with the intended design
User awareness	Is the function of the space apparent to users

25. **Accessibility:** The review of the shared spaces shows that all four locations provide good accessibility. Each site has smooth and level surfaces, the space is sufficiently wide, and seating is available either within the space or close by.

26. **Comfort:** Using survey data, a Pedestrian Comfort Level (PCL) assessment was carried out to evaluate user comfort levels at all sites, measuring the available space for walking without obstruction and overcrowding where the scale ranges from A+ (comfortable) to E- (very uncomfortable).

27. The results of the assessment show that all four shared spaces achieved at least an A- level of comfort, providing plenty of space for people to walk at the speed and the route of their choice. This provides enough space for normal walking

speed and some choice in routes taken and is above the recommended minimum comfort level of B+. A summary of the PCL assessment is shown in Table 5.

Table 5: Shared Space Pedestrian Comfort Level Assessment

Location	Avg. Volume/hr	Avg. PCL	Peak Volume/hr	Peak PCL
Little Britain	392	A+	736	A
Moorfields	2,153	A	5,111	A-
Queen Street (north)	1,065	A +	1,278	A+
Queen Street (south)	732	A+	1,494	A

28. Layout: The layout of the shared spaces provides a balance for movement and place function, with street furniture such as seating and planters located in appropriate places. Most of the spaces are free of street clutter such as unnecessary posts and furniture but have bollards to prevent motorised vehicle access.

29. Useability: All four shared space sites appear to operate effectively for most users and generally provide sufficient capacity during peak periods. In most instances, people walking, wheeling and cycling mix comfortably. On Queen Street (south) there is a tendency for natural separation, with people walking towards the pedestrian signal crossings at either side of the junction with Upper Thames Street and people cycling channelling through the centre of the space towards the cycle stop line.

30. Awareness: The site observations and video surveys showed the majority of users appearing to move confidently through the shared spaces. The mixing of people walking, wheeling and cycling was expected with people showing an awareness of and consideration towards other users. This awareness is likely because most users are familiar with the shared space and the surrounding area. By contrast, a small number of users were observed to appear surprised when people cycling passed through, which may indicate they were unaware of the shared space's function.

Cannon Street Signal Crossing

31. Data collected at the Cannon Street / Queen Street pedestrian crossing indicated that, during the “green person” phase, the crossing was frequently obstructed by vehicles queuing on Cannon Street, particularly at peak times. These obstructions significantly reduced the available space for people walking, wheeling and cycling, which can make the crossing uncomfortable and inconvenient to use.

Strategic Implications

32. Well-designed shared spaces support the delivery of Corporate Plan Outcome: Vibrant thriving destination by improving the experience of people walking, wheeling, and cycling and making the City's streets more accessible.

33. The City's Transport Strategy Outcomes seek to maximise the choice of safe and convenient routes for people cycling where it does not conflict with the need to prioritise people walking. Reviewing existing shared spaces formed part of this aim, supported by appropriate interventions to improve awareness and interactions between users.

34. Shared spaces also encourage and accommodate increasing levels of active travel contributing to a reduction in air pollution and increase in climate resilience of the Square Mile as set out in the Climate Action Strategy to champion sustainable growth.

Financial implications

35. The cost of this shared space review has been met from Environment's Traffic Management Local Risk Budget. Funding to deliver any further improvements will be considered as part of relevant projects or where appropriate, as part of ongoing maintenance or other local risk budgets.

Resource implications

36. None

Legal implications

37. None

Risk implications

38. None

Equalities implications

39. None

Climate implications

40. None

Security implications

41. None

Conclusion

42. Overall, this review has shown that the shared spaces are generally functioning well for people moving through and spending time in these spaces. Most interactions between users are classed as low (early change of direction or speed to mildly inconvenient speed or direction adjustment) and typical of busy city environments. The survey assessment shows that people cycling largely give priority to people walking, in line with the Highway Code.

43. The small number of moderate interactions required a sudden change of direction or stopping are proportionately very low in relation to the total number of users.

One very low speed collision, which did not result in an injury, was observed during on-site surveying. No collisions have been recorded at any locations over the last five years (noting that 2025 collision data is provisional).

44. Concerns about safety or being surprised by people cycling in shared spaces are likely to persist, as interactions between different users are inevitable and can occasionally lead to negative experiences. However, these concerns are not generally reflected in the recorded data. This review concludes that major design interventions are not required.
45. As demand for street space increases, it remains important that shared spaces are clear and comfortable for all users. Signage reminding users that people walking have priority and advising people cycling to slow down will be installed to encourage courteous behaviour and increase awareness of that spaces are shared. Adjustments to street furniture, and targeted awareness campaigns will be considered when opportunities allow, including within projects or routine programmes, to reinforce understanding, foster considerate behaviour, and enhance the overall user experience. The findings from the study will also be used to inform the design of future walking and cycling only streets and spaces.
46. The Cannon Street / Queen Street pedestrian crossing is frequently obstructed by queuing vehicles during the green person phase, particularly at peak times, reducing comfort and usability for people walking and cycling. To reduce the risk of vehicles obstructing the crossing, officers will explore options with Transport for London, including reviewing traffic signal timings at the adjacent Queen Victoria Street junction, with the aim of reducing queuing on Cannon Street.

Appendices

Appendix 1 – Site summaries

Appendix 2 – Shared Space Survey Data Report

Justina Naravaite and Albert Cheung

Street Space Planning, Environment Department

E: streetspaceplanning@cityoflondon.gov.uk