WINNING BETTER BOROUGH TRANSPORT PLANS

A briefing by Sian Berry AM
Green Party Member of the London Assembly

February 2024

City Hall Green
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SUMMARY AND RECOMMENDATIONS

Recently, the focus of discussion about transport planning and funding in London has been on the relationship between Mayor and Government. But the relationship between the Mayor and London boroughs is even more crucial in making sure London achieves targets for climate, air pollution and road danger reduction. This report looks at that relationship in 2023.

With data released under Freedom of Information (FOI) legislation, this report studies the types of projects included in recent borough delivery plans to support the Mayor's Transport Strategy (MTS) on the ground. It also looks at how the Mayor has neglected to use his powers to direct failing boroughs to help achieve the MTS targets.

My analysis of the latest borough bids and awards for local delivery plans, covering the period 2023-25, shows that outer London boroughs are currently enjoying a higher success rate for what they put into their bids for transport funding support from the Mayor.

This reflects a desire within the GLA to improve alternatives to the car in outer London, but also a lack of ambition from many outer London boroughs. Outer London bids were lower on average – at £2.3 million compared with £3.2 million for inner London – and this comes on top of lower local funding availability for many of these boroughs from lower parking surpluses and developer contributions.

- Overall, outer London boroughs received 82 per cent of what they bid for from the Mayor in this round of funding, while inner London boroughs received just 52 per cent.
- Across both inner and outer London, several boroughs are demonstrating no commitment to improving their poor record of delivery on shifting road space away from the private car to more sustainable ways to travel.
- There was a clear correlation between lack of achievement to date and failing to bid for new funding for both cycle infrastructure and bus priority measures.
- Lewisham, Brent, Croydon, Greenwich and Kingston upon Thames proposed no new funding for cycleways.
- There were no new proposals for bus priority from the City of London, Hammersmith and Fulham, Kensington and Chelsea, Croydon, Havering and Merton.
- Meanwhile, Tower Hamlets council continues to work against the Mayor's Transport Strategy and receives no funding.

The funding sanction against Tower Hamlets from the Mayor has not prevented the administration there from pressing ahead with decisions to remove low traffic neighbourhood schemes installed using previous grants.

While some boroughs are pressing ahead with up to five new low traffic areas that formed part of their funding bids, in contrast Tower Hamlets is planning to rip out existing schemes.

I believe that the Mayor must be bolder in the face of boroughs whose failures threaten the implementation of his Transport Strategy and wider environmental commitments.

My recommendations:

1. **Climate emergency updates to the Mayor's Transport Strategy and guidance:** the Mayor must rapidly update the 2018 Mayor's Transport Strategy (MTS) and his guidance to boroughs, in order that boroughs can plan for action on the ground beyond March 2025, and so that London can meet its 2030 climate target, which was committed to after the MTS was agreed. This update needs to bring forward TfL's 2041 mode share target and provide more detailed proposals and timetables for bus priority, cycleways, low-traffic areas and car-free town centres to be rolled out.
2. **A new MTS:** the Mayor should set out a timetable for a new MTS, taking into account the need for comprehensive and integrated action on climate, road danger and air pollution beyond 2030. The new MTS needs to be finalised by 2028, and should include new areas of focus, including adapting to climate risks such as extreme weather, and post-pandemic economic changes.
3. **Boroughs should disclose in a standardised and transparent format** their expected investment, expected and actual annual income relating to transport, including parking revenue surpluses, developer contributions, and reserves. Alongside this, they should report on the delivery of measures to support key modes of travel and other MTS objectives, as well as expected consultation and completion dates for significant schemes.
4. The Mayor should use this information from boroughs to **publish clear and comprehensive dashboards** for the public, showing maps with details of borough and TfL delivered and planned schemes, alongside income, funding and spending data.
5. Borough implementation plans should only be approved if they are **sufficient to deliver on London-wide targets and all aspects of the MTS**, including allowing contingency for delivery risks.
6. Where borough plans or delivery are inadequate, the Mayor should intervene early and **use all the powers available to him under the GLA Act 1999**.
7. **Government must also play its part** by setting out longer term funding plans for capital investment in London's transport infrastructure. This will provide support for the delivery of new homes, health improvements and many other benefits to wider national missions and targets, as called for by the National Infrastructure Commission.
8. The Mayor should **maximise funding for borough plans in the short term, then set out long-term guaranteed funding streams**, once there is clarity about income from Government, and from TfL's own plans, including revenue from fares and road charging.

I hope that the Mayor, this Government and the next will look at this evidence and follow these principles and practical suggestions, to make sure that London achieves its vital targets for improving public health, reducing road danger and combatting climate change.

Sian Berry AM
February 2024

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1. 2023-25 BOROUGH TRANSPORT FUNDING

New data released under Freedom of Information laws show what each borough bid for and was awarded in 2023 for local transport projects for the 2023-25 phase of funding local delivery plans for the MTS.

Guidance from the Mayor and TfL asked boroughs to focus on a number of areas of action. In the funding letters and data we received, allocations were made for 2023-24 under the following defined categories in response to the bids.

- Safer corridors and neighbourhoods
- Cycleways network development
- Bus priority
- Cycle parking

TOTAL FUNDING

A total of £65 million was distributed through the funding decisions made by the Mayor in this round.

From this, £59 million was awarded to boroughs for or projects under the categories for focus:

- **Safer corridors and neighbourhoods** – £34.7 million, including £1.8 million in **liveable neighbourhoods** funding, which was restarted for five high priority schemes that were paused during the pandemic.
- **Cycleways** – £9.8 million.
- **Bus priority** – £11.2 million.
- **Cycle parking** – initially £1.2 million, with each borough offered a flat amount of £36,000. This was later supplemented by a further £1.6 million.

The programme distributed a further £4.5 million for **cycle training** (according to a fixed formula).

Separately, TfL also allocated grants of £2.1 million for maintenance of the main borough roads, £2.5 million towards borough bridge maintenance, and £1.1 million in complementary Crossrail measures.

BOROUGH AWARDS

The pie charts and tables in this section illustrate and give details of the overall bids and allocations of funding to each individual borough through this process in the four main bidding categories for new sustainable transport measures.

KEY OBSERVATIONS

Inner vs outer London:

Nearly two thirds of this round of funding in the four categories analysed has been allocated to outer London boroughs (63 per cent vs 37 per cent).

This is despite inner London boroughs bidding for more funding overall.

In total, inner London boroughs received just 53 per cent of the funding they bid for under these categories, compared with an 82 per cent success rate for outer London bids.

Ambition and range of the bids:

There were bids from all the boroughs (except the excluded borough Tower Hamlets) in two categories: safer corridors and neighbourhoods, and cycle parking.

Safer corridors and neighbourhoods

Safer corridors and neighbourhoods bids were very successful. Overall, 112 per cent of requested funded was awarded after additional funding for restarted Liveable Neighbourhoods schemes approved under previous funding rounds was included. The main part of this funding was distributed between boroughs according to a formula.

It is notable that schemes to improve the safety and health benefits of streets for those on foot, disabled people and people on bikes are now primarily being focused on residential areas, leaving a gap for shopping areas and town centres.

More schemes of this kind would help struggling high streets and support more resilient local economies, while pedestrian priority areas around stations would support public transport use in an integrated way.

Cycle parking

For cycle parking, boroughs were initially capped at a flat amount of £36,000, and this was added to later using a formula which included consideration of existing provision.
It is unclear why Hammersmith and Fulham council decided to bid for a much larger amount of funding for initiatives in several areas of the borough, and the documents show that TfL officers rejected this for being above the cap.

Bidding for cycleway network development and bus priority was far less consistent, with several boroughs not bidding in either of these categories and five boroughs not bidding for cycling funding.

Cycleway network

The funding letters indicate that £14 million in total was available for these projects, but only £9.8 million was awarded initially. Overall, the success rate for borough cycling bids was just 29 per cent.

The funding letters indicating that priority went to schemes that were ready to start construction in the two years of the funding round, and some of the bids were to complete existing routes, for example filling a gap in cycleway 4 in Southwark.

There is a correlation between existing cycling provision and the level of funding applied for.

Five boroughs bid for no new cycling funding: Lewisham, Brent, Croydon, Greenwich and Kingston.

While both Greenwich and Kingston have already made some progress in this area, Brent and Lewisham have very little existing cycling provision, and Croydon currently has zero kilometres of installed or planed cycleway, so the lack of any bid to improve this situation is extremely disappointing.

Only nine boroughs bid for more than £1 million for cycleways, and only three boroughs (Camden, Southwark and Enfield) won awards in more than six figures.

Since delivery of a quality new cycleway on a main road can easily cost more than a million pounds per km, it is disappointing how small these sums are.[1,2]

The largest cycling bids came from Camden, Hackney, Newham and Southwark from inner London, and from Enfield and Waltham Forest (both mini-Holland boroughs) in outer London.

These large bids from inner London were sadly some of the least successful, with Newham receiving just nine per cent of its requested funding, and Hackney 15 per cent.

Bus priority

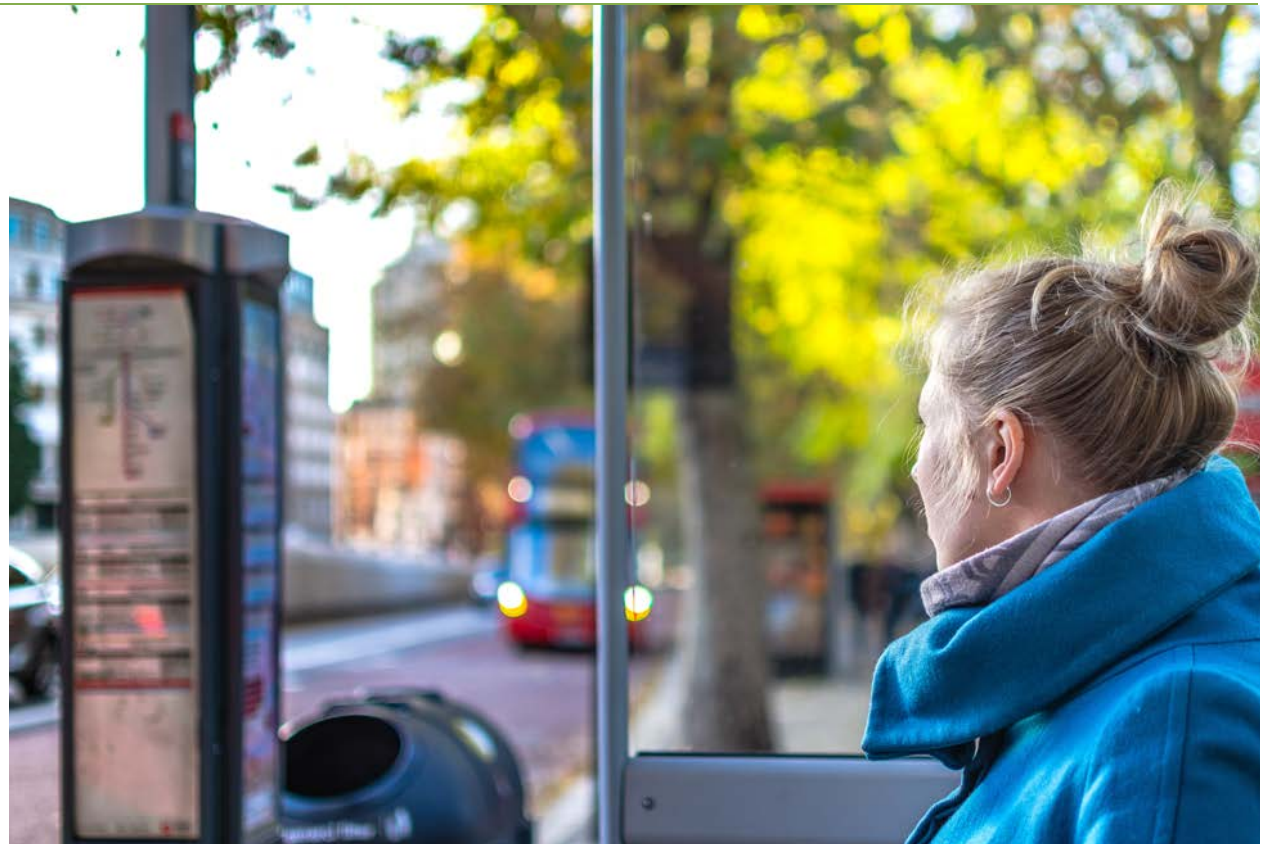
Six boroughs failed to bid for bus priority funding: City of London, Hammersmith and Fulham, Kensington and Chelsea, Croydon, Havering and Merton.

Again, there is a correlation between a lack of achievement so far and a lack of ambition in these bids.

From the data in the next section, we can see that across all seven boroughs with no bid for bus priority measures (including Tower Hamlets) there is only 31 km of existing bus lane.

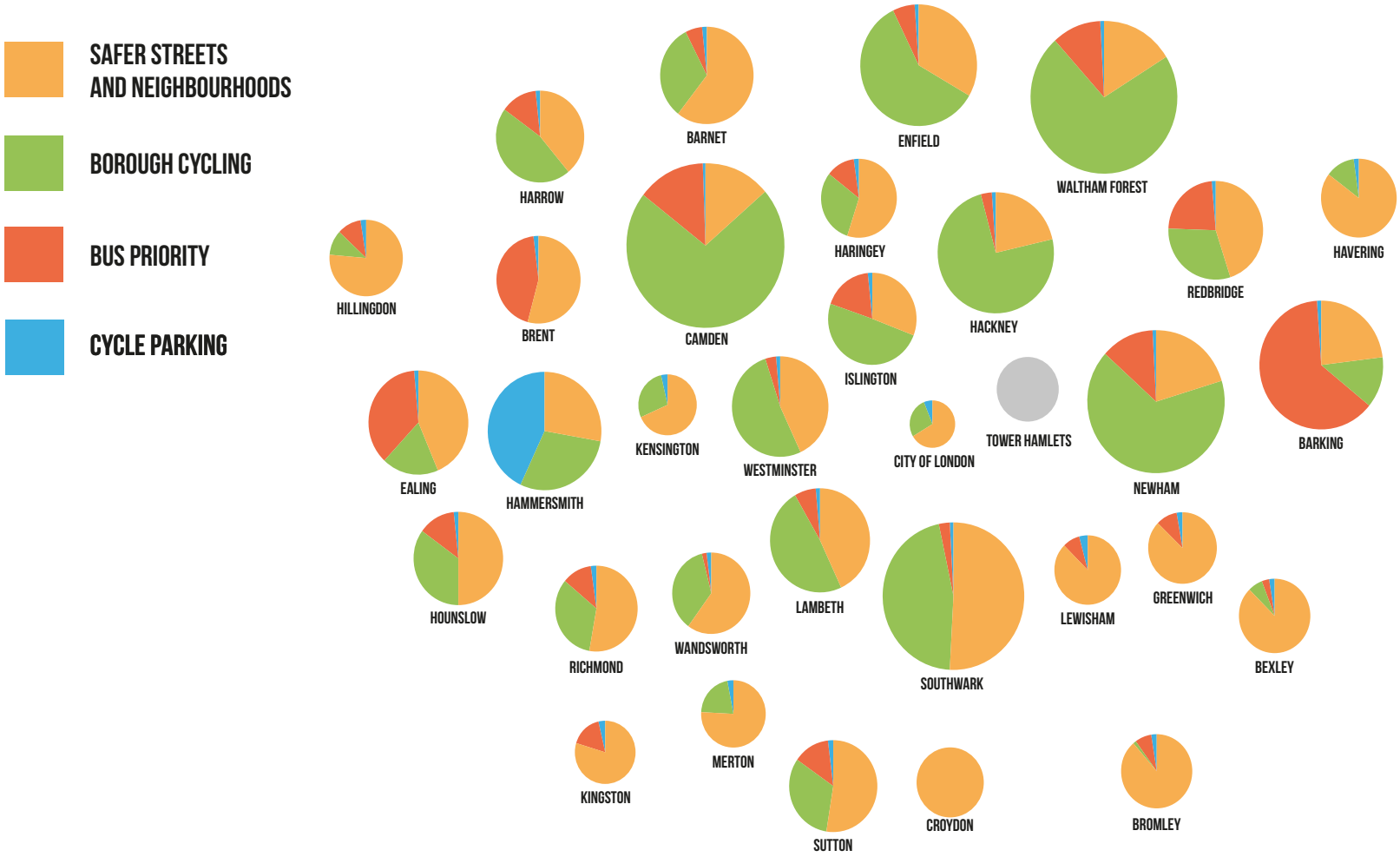
Only three boroughs bid for more than £1 million of bus priority funding: Camden, Barking and Dagenham, and Ealing.

In contrast to the rate of success for the cycling bids, the Mayor seems to be very keen to encourage bus priority work across all areas, with 101 per cent of the funding applied for awarded in the final letters.



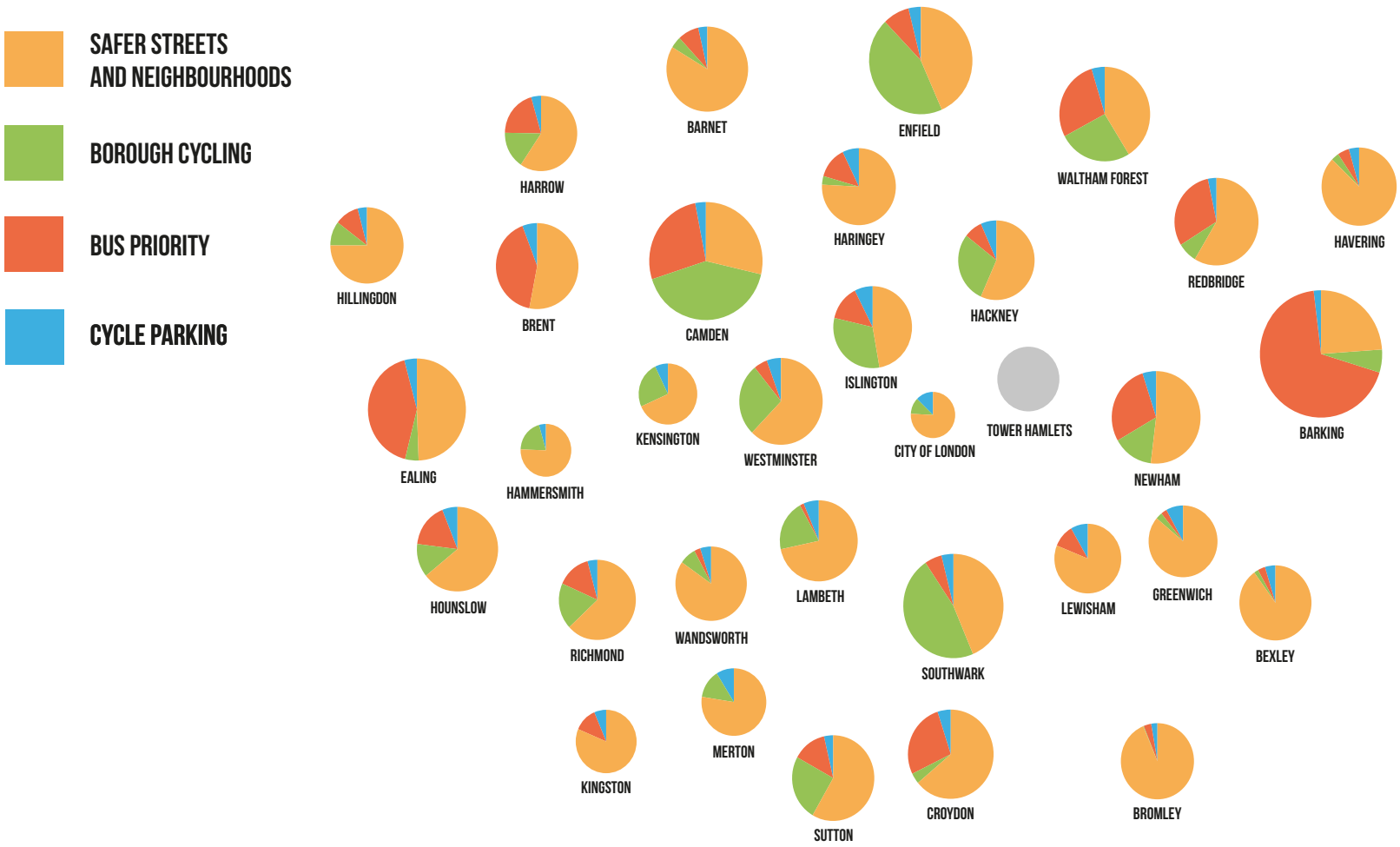
However, more integrated approaches are needed too. As bus use and active travel increase, more focus on multi-modal corridor approaches providing space for walking cycling alongside bus priority, such as the one successfully introduced on the A10 at Bishopsgate, will also be needed.

WHAT EACH BOROUGH BID FOR FROM THE MAYOR



PIE CHARTS SHOW THE SIZE AND PROPORTION OF THE TYPE OF PROJECT WITHIN BOROUGH BIDS FOR TRANSPORT FOR LONDON FUNDING FOR 2023 TO 2025

WHAT EACH COUNCIL WAS AWARDED BY THE MAYOR



PIE CHARTS SHOW THE SIZE AND PROPORTION OF THE TYPE OF PROJECT WITHIN BOROUGH ALLOCATIONS OR TRANSPORT FOR LONDON FUNDING FOR 2023 TO 2025

DATA FROM FUNDING BIDS AND ALLOCATIONS FOR 2023-25

£ thousands	Borough cycling			Bus priority			Cycle parking			Safer corridors & neighbourhoods			Total		
Borough	Bid	Award	% of bid	Bid	Award	% of bid	Bid	Award	% of bid	Bid	Award	% of bid	Bid	Award	% of bid
Camden	5,250	1,475	28%	1,021	950	93%	36	106	294%	1,015	1,015	100%	7,322	3,546	48%
City of London	165	60	36%	0	0	-	36	66	183%	400	400	100%	601	526	88%
Hackney	3,017	460	15%	125	125	100%	36	106	294%	871	910	104%	4,049	1,601	40%
Hammersmith & Fulham	1,085	300	28%	0	0	-	1,591	66	4%	1,036	336	32%	3,712	702	19%
Haringey	500	50	10%	200	200	100%	36	106	294%	907	1,134	125%	1,643	1,490	91%
Islington	1,149	455	40%	415	415	100%	36	106	294%	718	682	95%	2,318	1,658	72%
Kensington & Chelsea	280	225	80%	0	0	0%	36	66	183%	685	630	92%	1,001	921	92%
Lambeth	1,371	345	25%	198	30	15%	36	106	295%	1,220	1,220	100%	2,825	1,701	60%
Lewisham	0	0	-	108	134	124%	52	106	204%	1,123	1,048	93%	1,283	1,288	100%
Newham	3,615	315	9%	683	603	88%	37	106	288%	1,119	1,119	100%	5,454	2,143	39%
Southwark	2,695	1,295	48%	150	150	100%	36	106	294%	2,993	1,203	40%	5,874	2,754	47%
Tower Hamlets															
Wandsworth	670	100	15%	35	35	100%	36	66	183%	1,120	1,120	100%	1,861	1,321	71%
Westminster	1,438	519	36%	100	100	100%	36	106	294%	1,202	1,202	100%	2,776	1,927	69%
Inner London	21,235	5,599	26%	3,035	2,742	90%	2,040	1,218	60%	14,409	12,019	83%	40,719	21,578	53%
Barking & Dagenham	555	230	41%	2,715	2,714	100%	36	66	183%	996	947	95%	4,302	3,957	92%
Barnet	809	80	10%	150	150	100%	36	66	183%	1,536	1,536	100%	2,531	1,832	72%
Bexley	100	30	30%	50	50	100%	36	66	183%	1,328	1,328	100%	1,514	1,474	97%
Brent	0	0	-	850	780	92%	36	106	294%	1,058	1,008	95%	1,944	1,894	97%
Bromley	21	5	24%	105	45	43%	36	66	183%	1,285	1,285	100%	1,447	1,401	97%
Croydon	0	80	-	0	580	-	0	101	-	1,391	1,355	97%	1,391	2,116	152%
Ealing	540	115	21%	1,092	1,092	100%	36	106	294%	1,297	1,297	100%	2,965	2,610	88%
Enfield	2,336	1,286	55%	240	240	100%	36	106	294%	1,311	1,251	95%	3,923	2,883	73%
Greenwich	0	40		134	39	29%	36	106	294%	1,170	1,170	100%	1,340	1,355	101%
Harrow	1,050	235	22%	300	300	100%	36	66	183%	890	890	100%	2,276	1,491	66%
Havering	200	50	25%	0	80	-	36	66	183%	1,396	1,367	98%	1,632	1,563	96%
Hillingdon	165	165	100%	165	165	100%	36	66	183%	1,202	1,192	99%	1,568	1,588	101%
Hounslow	804	225	28%	305	305	100%	36	106	294%	1,152	1,152	100%	2,297	1,788	78%
Kingston upon Thames	0	0	-	180	130	72%	36	66	181%	859	859	100%	1,075	1,055	98%
Merton	260	160	62%	0	0	-	36	106	294%	929	929	100%	1,225	1,195	98%
Redbridge	800	150	19%	595	609	102%	36	66	183%	1,172	1,172	100%	2,603	1,997	77%
Richmond upon Thames	640	300	47%	227	227	100%	41	66	159%	1,023	1,023	100%	1,931	1,616	84%
Sutton	688	475	69%	288	260	90%	36	66	183%	1,129	1,129	100%	2,141	1,930	90%
Waltham Forest	4,270	610	14%	650	650	100%	36	106	294%	956	956	100%	5,912	2,322	39%
Outer London	13,238	4,236	32%	8,046	8,416	105%	654	1,569	240%	15,877	21,846	138%	44,017	36,067	82%
Total	34,473	9,835	29%	11,081	11,158	101%	2,694	2,787	103%	30,286	33,865	112%	72,999	57,645	79%

WHAT HAS HAPPENED IN TOWER HAMLETS?

Tower Hamlets had no reviewed bid, due to the new Mayor elected in 2022 having a stated policy to remove measures established to cut traffic outside schools and in residential areas – policies that would work against the targets set by the Mayor in the MTS.

In 2022, a number of 'School Street' measures established during the pandemic and funded by the Mayor, were removed in Tower Hamlets following the expiration of experimental and temporary traffic orders.[3]

As a result, TfL sought to meet with officers and politicians from Tower Hamlets and did not award any funding to the borough.

The funding letter released under FOI says:

> "We are unable to give any further funding at this stage as we have requested to meet with Mayor Rahman to discuss the borough's policy on active travel and reducing private vehicle use before we make a decision on LIP funding. The meeting has so far not been accepted."

Recently, the Tower Hamlets administration has gone further in opposing sustainable street policies with a decision that intends to remove successful Low-Traffic Neighbourhood (LTN) schemes from the borough.

With funding already denied, the Mayor has few further levers to influence the council and support the residents who have enjoyed safer streets with less traffic and pollution since the schemes were introduced. At the time of writing, no LTN schemes have yet been removed.

Removing funding is not the only option the Mayor has for defending schemes that deliver healthy streets at borough level.

Resident groups in Tower Hamlets have now launched a legal challenge to the borough level decision.[4]

In October, I challenged the Mayor in Mayor's Question Time (MQT) to use his powers under the GLA Act 1999 to prevent this decision being implemented.

Following MQT, I wrote to the Mayor asking him formally to use these powers to step in and preserve the LTN schemes.[5]

In the letter, I said:

> "The 1999 Act entrusted you with the duty to develop and implement safe, integrated and efficient transport. Some elements of this are delegated to borough councils, but these are subject to your supervision and coordination.
>
> "The statutory scheme is crystal clear that it is your ultimate responsibility to ensure borough commitments are carried out, and not acting carries a real risk that other local authorities will follow…
>
> "Frankly, it is hard to imagine a clearer case where issuing directions or directly taking over borough powers would be more justified.
>
> "As an Assembly Member, I have trusted that your commitment to leadership on healthier streets was genuine, so I hope you will follow up on this commitment and act now when it will make a real difference."

I have, to date, received no formal reply to this letter.

2. WHAT BOROUGH ACTION ON TRANSPORT MEANS FOR LONDONERS

This section looks at the patchy and variable progress on the ground within boroughs to date across a range of measures.

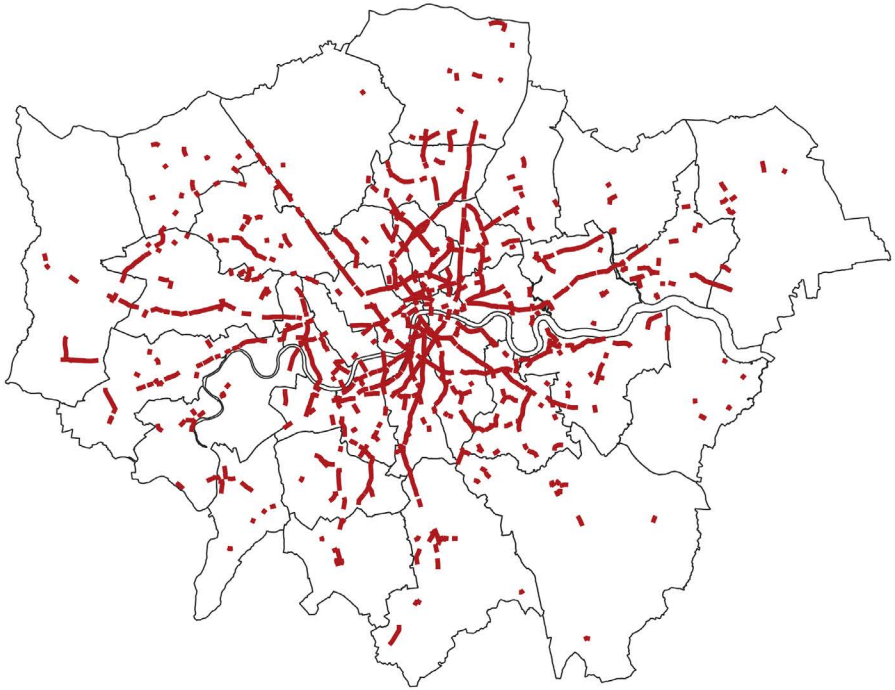
BUS LANES

Current bus lane coverage across London is shown in the maps. It can be seen that existing bus lanes are very concentrated on main roads and in inner London.

Bus lane km in each borough[6]

				ENFIELD 6.1			
		HARROW 2.2	BARNET 2.6	HARINGEY 11.9	WALTHAM FOREST 3.0		
HILLINGDON 5.9	EALING 10.7	BRENT 7.7	CAMDEN 15.7	ISLINGTON 15.6	HACKNEY 14.5	REDBRIDGE 0.8	HAVERING 3.8
HOUNSLOW 5.9	HAMMERSMITH 10.0	KENSINGTON 0.6	WESTMINSTER 13.1	CITY OF LONDON 2.5	TOWER HAMLETS 13.7	NEWHAM 7.6	BARKING 8.7
	RICHMOND 4.0	WANDSWORTH 17.9	LAMBETH 31.9	SOUTHWARK 20.1	LEWISHAM 14.1	GREENWICH 14.0	BEXLEY 1.2
		KINGSTON 1.7	MERTON 5.1	CROYDON 5.7	BROMLEY 2.6		
TOTAL 282.2			SUTTON 1.3			INNER 189.2	OUTER 93.0

Bus lane distribution across London[7]



There are very few bus lane sections in outer London boroughs such as Bexley, Redbridge and Sutton, and these gaps need more urgent attention now that bus route investment in outer London is being intensified by the Mayor.

In inner London, Kensington and Chelsea stands out with only 600 metres of bus lane evident in this data.

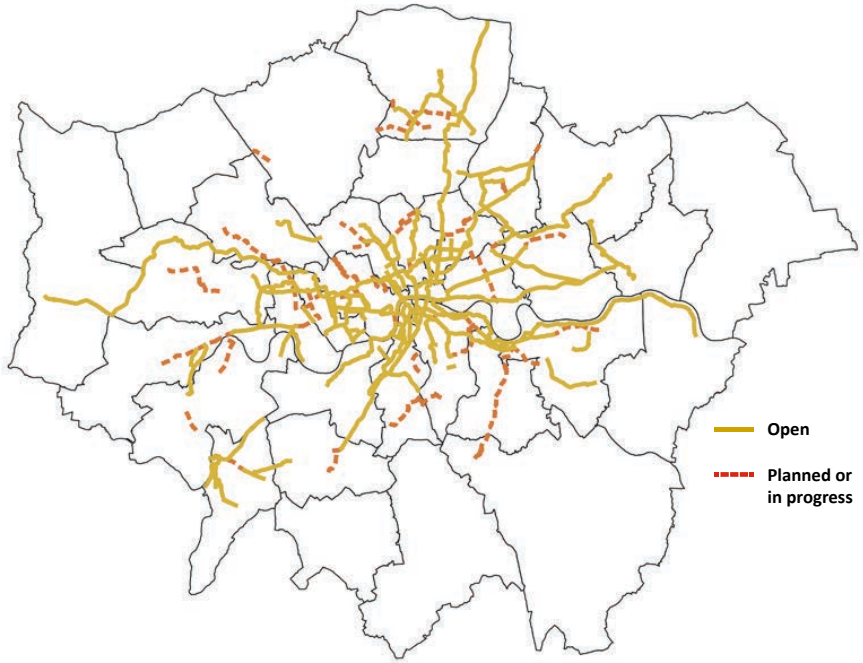
CYCLEWAYS

TfL cycleway coverage across the boroughs is shown in these maps, with a caveat that not all existing cycleways meet current quality standards, for example on width or separation from motor traffic.

Borough cycling achievement shows a stark difference between boroughs. Six have no open cycleways at all (Harrow, Barnet, Havering, Bromley, Croydon and Sutton – all in outer London), and only one of these (Bromley) has any planned new provision.

The Mayor's strategic target is for 40 per cent of Londoners to live within 400 metres of a cycle route by 2030. In 2022 the overall London-wide figure was 22 per cent, and each borough has its own target, so it is very disappointing to see these differences persist in current plans.[8]

Cycleway distribution across London[9]



Cycleway km in each borough – open[10]

				ENFIELD 22.5			
		HARROW 0.0	BARNET 0.0	HARINGEY 5.3	WALTHAM FOREST 18.1		
HILLINGDON 6.4	EALING 16.1	BRENT 7.2	CAMDEN 17.4	ISLINGTON 12.3	HACKNEY 18.9	REDBRIDGE 7.5	HAVERING 0.0
HOUNSLOW 7.9	HAMMERSMITH 10.6	KENSINGTON 16.0	WESTMINSTER 26.4	CITY OF LONDON 7.3	TOWER HAMLETS 13.3	NEWHAM 19.5	BARKING 6.2
	RICHMOND 2.7	WANDSWORTH 10.6	LAMBETH 22.0	SOUTHWARK 25.4	LEWISHAM 6.7	GREENWICH 23.4	BEXLEY 5.9
		KINGSTON 15.1	MERTON 2.1	CROYDON 0.0	BROMLEY 0.0		
TOTAL 352.7			SUTTON 0.0			INNER 211.8	OUTER 141.0

Cycleway km in each borough – planned or in progress[11]

				ENFIELD 10.1			
		HARROW 0.0	BARNET 1.4	HARINGEY 0.1	WALTHAM FOREST 2.0		
HILLINGDON 0.0	EALING 5.7	BRENT 5.5	CAMDEN 4.3	ISLINGTON 4.5	HACKNEY 5.2	REDBRIDGE 0.4	HAVERING 0.0
HOUNSLOW 5.3	HAMMERSMITH 5.1	KENSINGTON 4.0	WESTMINSTER 8.0	CITY OF LONDON 0.0	TOWER HAMLETS 3.2	NEWHAM 3.2	BARKING 0.0
	RICHMOND 4.2	WANDSWORTH 0.0	LAMBETH 5.8	SOUTHWARK 5.8	LEWISHAM 7.9	GREENWICH 6.5	BEXLEY 0.0
		KINGSTON 1.6	MERTON 2.0	CROYDON 0.0	BROMLEY 2.4		
TOTAL 104.1			SUTTON 0.0			INNER 57.0	OUTER 47.1

SECURE CYCLE PARKING

The figures in the map for the number of secure cycle parking hangars in each borough date from summer 2020. These show a huge existing disparity in cycle parking hangar availability across the city.

In total, fewer than 6,000 hangars were in place in 2020, while campaign group Clean Cities estimated this year that known demand for cycle hangars has around 70,000 people sitting on borough waiting lists.[12]

Cycle theft is a major problem with 20,000 bikes – about 50 a day – reported stolen each year in London.[13]

Cycle parking hangars in each borough[14]

		HARROW 0	BARNET 31	HARINGEY 191	WALTHAM FOREST 550		
HILLINGDON 6	EALING 69	BRENT 130	CAMDEN 325	ISLINGTON 636	HACKNEY 692	REDBRIDGE 76	HAVERING 17
HOUNSLOW 29	HAMMERSMITH 55	KENSINGTON 88	WESTMINSTER 194	CITY OF LONDON 0	TOWER HAMLETS 88	NEWHAM 225	BARKING 8
	RICHMOND 51	WANDSWORTH 132	LAMBETH 471	SOUTHWARK 671	LEWISHAM 181	GREENWICH 176	BEXLEY 0
		KINGSTON 77	MERTON 22	CROYDON 131	BROMLEY 37		
TOTAL 5,478			SUTTON 19			INNER 3,949	OUTER 1,529

Too many Londoners are living without somewhere sensible and secure to store a cycle near or in their home.

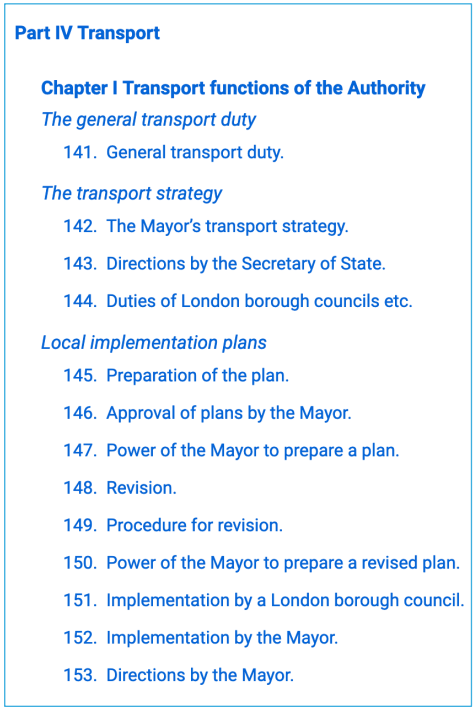
These people are forced to choose between squeezing bikes into hallways or unsuitable rooms within their houses or flats, or parking their bike overnight in a place where it is not safe from theft. This simple lack of facilities is resulting in many people not choosing to own a bike and so hardly cycling for any of their journeys, even those where it the quickest and most convenient mode to use.

Despite the increased funding provided by TfL later in the process, if a borough with no hangars wanted to reach the same number of cycle hangars as Waltham Forest, the current level of TfL funding would take 75 years to achieve this alone.[15]

3. TRANSPORT POLICY AND POWERS IN LONDON

The Greater London Authority Act 1999 (GLA Act) creates a framework of devolved powers and obligations upon the Mayor and London Boroughs to plan and implement transport policy in London.

Part IV of the Act sets out these functions in sections 141 to 153. The Mayor is required to make a transport strategy which promotes and encourages safe, integrated, efficient and economic transport facilities and services to, from and within Greater London, including facilities for pedestrians.



Part IV Transport

Chapter I Transport functions of the Authority

The general transport duty

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The transport strategy

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144. Duties of London borough councils etc.

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146. Approval of plans by the Mayor.
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152. Implementation by the Mayor.
153. Directions by the Mayor.

In turn, London boroughs (and the City of London) are required under this statutory scheme to make implementation plans to support the strategy, which the Mayor can direct to be consistent with its goals and targets.[16]

The current Mayor's Transport Strategy (MTS) was published in 2018, with a minor revision in 2022. It sets out a range of policies and goals, many of which depend on effective implementation by the boroughs, who control around 96 per cent of the total road network in London, including around 83 per cent of the bus route network.

KEY TARGETS IN THE MAYOR'S TRANSPORT STRATEGY 2018

80 per cent of all trips in London to be made on foot, by cycle or using public transport by 2041.

Deaths and serious injuries from all road collisions to be eliminated from the streets by 2041.

CLIMATE TARGET ADOPTED IN 2021

London to be net zero carbon by 2030.

NEW TARGET ADDED IN 2022

27 per cent reduction in car vehicle km by 2030

Of particular relevance to this report is section 146 of the GLA Act:

Section 146 (3) The Mayor shall not approve a local implementation plan submitted to him under subsection (1) above unless he considers—

a) that the local implementation plan is consistent with the transport strategy,
b) that the proposals contained in the local implementation plan are adequate for the purposes of the implementation of the transport strategy, and
c) that the timetable for implementing those proposals, and the date by which those proposals are to be implemented, are adequate for those purposes.

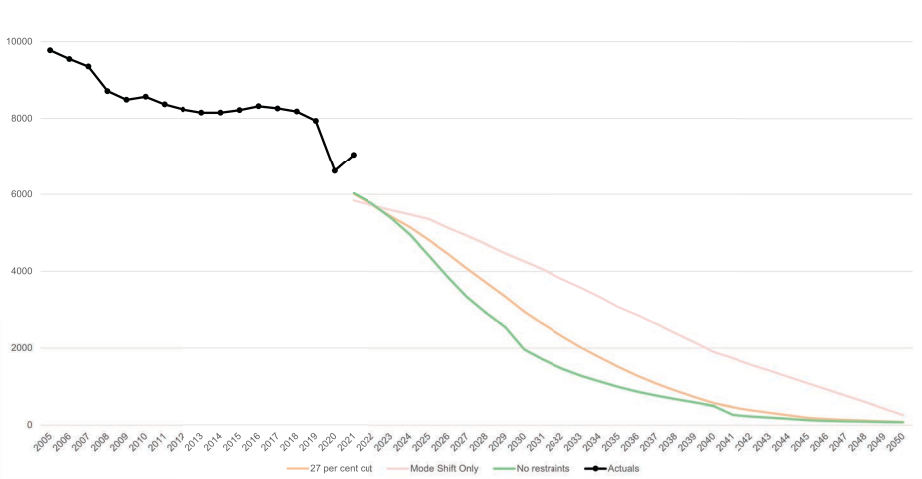
New carbon targets

The Mayor has set a broad new target to reach net zero carbon across London by 2030, and commissioned Element Energy in 2021 to prepare a range of policy scenarios for adoption.[17]

In January 2022 he adopted the 'Accelerated Green' scenario (the least ambitious of the two choices for further action) which came with a recommended 27 per cent cut in km travelled by car by 2030 (note also that this scenario depends heavily on offsetting to achieve net zero and does not achieve this within London).[18] He then began a process of asking each of the GLA functional bodies to prepare a carbon budget alongside their business plans and budgets from the 2023-24 budget year.[19]

The new goal for traffic reduction was included in the text of the agreed revisions to the MTS at the end of 2022. However the individual borough targets set by the Mayor have not yet been brought forward to 2030 or to match this new goal.

Carbon cuts under different traffic reduction scenarios:[20]



LOCAL IMPLEMENTATION PLANS UNDER THE CURRENT MTS

Alongside the development of the current Mayor's Transport Strategy, boroughs were given detailed guidance for producing local implementation plans (LIPs) published alongside the MTS in 2018.

While boroughs are legally responsible for delivering the MTS goals on their own roads, the Mayor also provides funding. However, the level of borough investment promised by the Mayor during the development of the MTS was cut back in the 2018-19 budget, prompting objections from Greens on the London Assembly.[21]

- The first LIPs were then published in 2019, with three-year delivery plans covering the period 2019-20 to 2021-22.
- During the pandemic, many projects were paused amid restrictions and funding uncertainty.
- New TfL guidance for further three-year delivery plans from 2022-23 up to 2024-25 was published in October 2021. Funding was still at a lower level than pre-pandemic and Greens warned of a looming black hole and impacts on pipeline development.[22]
- The new delivery plans were to take place in two stages, starting with a one-year plan from each borough for 2022-23.
- After a settlement until 2024 was agreed with Government, by late 2022, the Mayor was ready to restart funding local transport project delivery and asked for new bids.[23]
- Boroughs were asked to make bids for a second stage of funding – submitting new delivery plans for financial years 2023-24 and 2024-25.

The data in section 1 of this report is based upon the release of data on the bids and awards made during this second stage process.

OPPORTUNITIES TO IMPROVE TRANSPARENCY

Londoners should be able to easily understand the progress of their borough towards the MTS targets across a range of measures.

TfL maintains a web page for each borough.[24] However, the information shared is not helpful to the average Londoner.

Currently, TfL data on the progress of each borough is presented through a range of open data tables, along with a large spreadsheet document showing overall statistics. However, residents are more often interested in seeing data in the form of maps.

Improved data – and improved communication of this data – would help residents see progress and with what is planned for their local area, and inform their dialogue with councillors, London Assembly members and TfL.

Londoners should be able to easily see and explore the challenges their borough faces, the gaps in their local networks and be part of campaigning for improvements in their area.

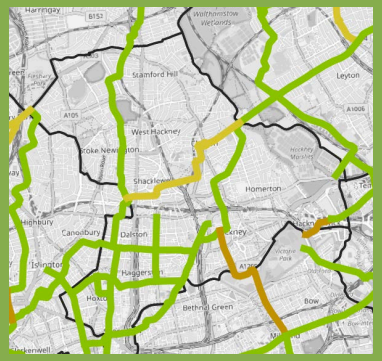
In this report, we have used spatial open data from TfL (as well as data sources compiled by campaigners) to present cycleways and bus priority measures in a simple map format.

I am recommending that TfL should use its data in similar ways to develop new online, map-based ways to communicate local MTS progress to residents, using similar visuals to this report.

Many other investment programmes could also be mapped in this way on TfL's borough webpages, including road crossings, secure cycle parking, electric vehicle charging points and school streets from borough programmes, as well as TfL investments such as step-free station access and safer junction schemes.

Two examples of how progress on cycling could be presented are shown here.

HACKNEY cycleways progress 2023



Open (green):	18.9 km
Due by 2024 (brown):	1.8 km
In progress (yellow):	3.4 km
2030 target:	40 km

MERTON cycleways progress 2023

Open (green):	2.1 km
Due by 2024 (brown):	0.2 km
In progress (yellow):	1.9 km
2030 target:	40 km

4. CONCLUSIONS

Transformative ambition for London

Londoners need an early revision of the current MTS. This will set out new ambitions, policies and programmes that are adequate to the challenges we face, in particular to achieve the 27 per cent target reduction in traffic needed to achieve London's adopted climate goals by 2030.

The revised strategy should set out in more detail policies for achieving a step change in action on the ground for local traffic reduction plans, bus priority, cycleways and cycle parking in order to be clear what is needed from boroughs.

An early revision will then trigger a new set of local implementation plans to match the new strategy.

The current borough plans in any case date from 2019 and the local Healthy Streets Delivery Plans end in 2025 so both the strategy revision and the new plans are timely to fill a looming gap in delivery on the ground.

I have therefore made recommendations which set out the urgency of making these changes now.

Ahead of 2030, it will also be necessary to implement a fundamental review of the MTS and write a new strategy that is fully fit for the future, in terms of climate, air pollution, road danger, road traffic reduction and supporting local economies.

Transformative new TfL funding

With just £65 million in total to award to boroughs so far for investment in 2023-24, TfL funding for local implementation plans is still falling far short of the annual funding provided before the pandemic.

It is also a far cry from the major transformational funding that was provided to selected boroughs in the earlier mini-holland programme.

This focused on demonstrating the potential for progress in outer London and provided £30 million each to the three successful boroughs of Enfield, Richmond and Waltham Forest.[25]

These three boroughs remain above many similar outer London areas in terms of their achievements in cycleway provision in particular.

And in the data released for this year's awards, both Enfield and Waltham Forest have made larger bids for funding and received larger awards than their surrounding peers, showing the ongoing benefits of raising ambition within boroughs through major investment.

Government also needs to contribute to this effort with more longer term funding for London's capital investment in transport improvements and support for measures that will cut car dependency and motor traffic.

Recent recommendations in the second National Infrastructure Assessment (NIA) are clear that this must be a priority.

In addition to recommending new national government funding programmes for cities, and making these conditional on the introduction of demand management schemes suited to each area (recommendations 17 and 18), the NIA says:[26]

> **Recommendation 21.** Government should replace short term funding deals for Transport for London with five year funding settlements, sufficient to enable both the renewal and enhancement of London transport. Government should work with the Mayor of London to establish the priorities for public transport enhancements over the next ten-20 years and reach agreement on the appropriate combination of grant support, retained business rates and local mechanisms that can be used to finance and fund them.
>
> **National Infrastructure Commission, Oct 2023**

Investment by boroughs

It is important to note that funding from the Mayor through the local implementation plan process detailed here is not the only source of investment boroughs can access for transport projects to help achieve democratically agreed London-wide strategic transport goals.

Other revenue sources include:

- The legal obligation upon boroughs to use any parking revenue account surplus for these and related purposes (and note that outer London boroughs have many more gaps in their coverage of controlled parking zones, and that these need to be expanded).
- Contributions from developers, both through Community Infrastructure Levy payments and agreements based on the impacts of individual developments, through section 106.
- Grants and awards made directly by the Government through the Department for Transport.
- The use of reserves and prudential borrowing to support strategic goals that improve wider health and wellbeing, where budgets allow.

The progress made in recent years in boroughs such as Hackney, despite not having had a large investment via the mini-Hollands scheme, shows how much can be done through these local funding streams.

I have therefore recommended more transparency and London-wide reporting that collates information on the management of these borough-level funds. The Mayor and TfL could demand this through their powers and also help to direct this spending more strategically and robustly, especially where some of these

funds might be held in reserves with no clear plans for their use.

Using the Mayor's GLA Act powers

The example of Tower Hamlets detailed here shows that the Mayor can be very weak in the face of a borough that fails to support the MTS goals, or works against them.

Londoners also saw similar failures to secure good outcomes for the city after actions against strategic plans for walking and cycling by councils in Westminster, and Kensington and Chelsea.

Section 146(3) of the GLA Act 1999 appears to have been disregarded during the 2019 process of assessment of the local implementation plans, with no quantitative checks made against the actual achievement of MTS targets.

Alongside wider delays to action on traffic demand management, including smarter road charging, this also means that the MTS targets across London are off track.

This is why I have made a wider recommendation to the Mayor that echoes what I am asking him to do in the specific case of Tower Hamlets: use his powers to make sure that boroughs are taking the right actions to achieve both his existing and updated targets on transport and the environment.

The Mayor cannot simply rely upon the thread of withdrawn funding, especially with many boroughs increasing their own sources of funding, for example through increased parking and enforcement surpluses.

No Londoner should miss out on the transformative changes needed to our streets, neighbourhoods and town centres.

The achievement of climate, safety and air pollution goals will come alongside many wider benefits to health and wellbeing. These will include social benefits from streets that are accessible and welcoming to everyone who wheels and walks, and which allow for more people to take advantage of the very least expensive ways to get around our city.

Even though I repeatedly asked him this question in 2023, the Mayor has not yet committed to using the powers he has through his office when boroughs fail.

It should be his new year resolution to make the start of 2024 the moment when he starts to set this failure right.

WHAT DO YOU THINK?

I would like to hear more from Londoners about how they want their boroughs to work with them, and with the Mayor, to make transport better and improve their local streets.

Please get in touch with me if you have any comments or suggestions.

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Thanks in particular to Ralph Smyth, for strategic sustainability consultancy

This report sets out my views as an individual Assembly Member and not the agreed view of the entire Assembly.

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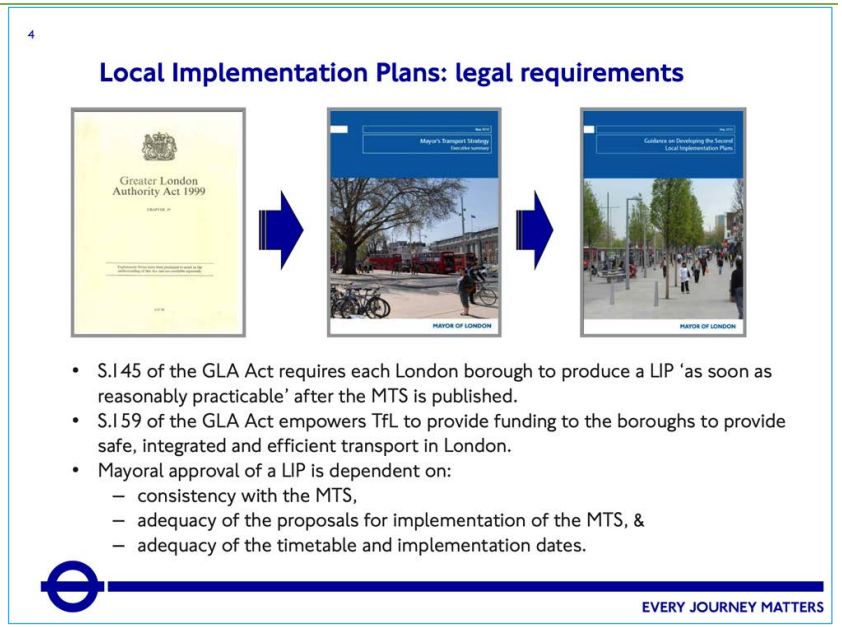
Slide 4:



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