

<p><b>Cabinet</b></p> <p>18 December 2019</p>	
<p><b>Report of:</b> Ann Sutcliffe, Corporate Director, Place</p>	<p><b>Classification:</b> Unrestricted</p>
<p><b>Tower Hamlets Transport Strategy 2019-2041</b></p>	

<b>Lead Member</b>	<b>Councillor David Edgar, Cabinet Member for Environment</b>
<b>Originating Officer(s)</b>	Keiko Okawa, Senior Strategy and Policy Manager, Governance Junakie Begum, Strategy and Policy Manager, Governance Jack Ettinger, Team Leader Development, Highways and Traffic Management
<b>Wards affected</b>	All wards
<b>Key Decision?</b>	Yes
<b>Forward Plan Notice Published</b>	21 May 2019
<b>Reason for Key Decision</b>	Significant impact on two or more wards
<b>Strategic Plan Priority / Outcome</b>	Priority 1 - People are aspirational, independent and have equal access to opportunities Priority 2 - A borough that our residents are proud of and love to live in

### **Executive Summary**

This paper presents the final version of the Tower Hamlets Transport Strategy 2019-2041 (Appendix A), following public consultation held from July till September 2019. The strategy is informed by the consultation feedback on the draft Transport Strategy, which supported six priorities. The consultation analysis identifies the survey respondents' support for the priorities identified in the draft strategy. The priorities will remain unchanged in the final strategy.

The analysis shows that the majority of the feedback is concerned with operational aspects. An action plan including actions arising from the consultation as well as the strategy will be developed and closely monitored. Further engagement and discussion with businesses will take place to clarify their customers' transport needs and transport behaviour.

## **Recommendations:**

The Mayor in Cabinet is recommended to:

1. Note the outcome of the public consultation that informs the Tower Hamlets Transport Strategy 2019-2041.
2. Having regard to the Council's Public Sector Equality and the equality analysis, agree the Tower Hamlets Transport Strategy 2019-2041.

## **1 REASONS FOR THE DECISIONS**

- 1.1 The Tower Hamlets Strategic Plan 2018 - 21 commits the Council to "develop a new Transport Strategy for the borough and make our borough one of the best in London to walk or cycle in, improving road safety and delivering a new parking policy". The Tower Hamlets Transport Strategy aims to set out our plans and proposals to deliver this commitment.
- 1.2 The Strategy also aligns with the Mayor of London's Transport Strategy 2018, where he commits to the ambitious aim for "80% of all trips in London to be made on foot, by cycle or using public transport" by 2041 through a series of policies and proposals to be delivered through London boroughs. The London Mayor has separately set a target for Tower Hamlets to achieve 90% of all trips to be made by sustainable transport by 2041.
- 1.3 The Tower Hamlets Transport Strategy sets out how the Council plans to transform the way people travel in the borough over the next 20 years through a series of proposals aimed at reducing reliance on cars in favour of sustainable transport.

## **2 ALTERNATIVE OPTIONS**

- 2.1 "Do nothing" option. The lack of a Tower Hamlets Transport Strategy will limit the council's ability to enhance and embed effective work to make the transport in the borough safe, effective and people centred. Without a transport strategy, we will not be able to have a coordinated approach to addressing adverse impact of transport on residents and economic activities.

## **3 DETAILS OF THE REPORT**

- 3.1 The Tower Hamlets Strategic Plan 2019-41 commits the council to "develop a new Transport Strategy for the borough and make our borough one of the best in London to walk or cycle in, improving road safety and delivering a new parking policy". The Tower Hamlets Transport Strategy aims to set out our plans and proposals to deliver this commitment.

- 3.2 The Tower Hamlets Transport Strategy sets out how the council plans to transform the way people travel in the borough over the next 20 years through a series of proposals aimed at reducing reliance on cars in favour of sustainable transport.
- 3.3 The Strategy includes an overarching vision for transport in the borough and how this vision will be achieved through proposals set out under six key outcomes:

<b>Vision:</b>
Tower Hamlets has a healthy, safe and environmentally friendly transport system that is accessible and affordable for all who live, work, study and do business in the borough.
<b>Outcome 1:</b> Tower Hamlets one of the best places to walk and cycle in London
<b>Outcome 2:</b> Car use is reduced in favour of active, efficient and sustainable transport
<b>Outcome 3:</b> Transport services meet the needs of residents, visitors, businesses and support growth and the economy
<b>Outcome 4:</b> People feel safe and confident when travelling in the borough
<b>Outcome 5:</b> Air quality is improved and our surroundings are quieter and more appealing
<b>Outcome 6:</b> Travel in Tower Hamlets is accessible and affordable for all

#### Consultation of a draft Strategy

- 3.4 A draft Tower Hamlets Transport Strategy was publicly consulted from 29 July 2019 until 15 September 2019.
- 3.5 The consultation included the following activities:
- Residents telephone survey (1,100 residents)
  - Businesses telephone survey (500 businesses: closed 22 September)
  - Online survey (1,257 responses)
  - Consultation events
    - 20 August – Jubilee Mall, Canary Wharf, 3-7pm
    - 28 August – outside Whitechapel Idea Store, 3-7pm
    - 5 September – Shadwell DLR, 3-7pm
    - 9 September – Tesco Bromley By Bow, 3-7pm.
- 3.6 In total, over 2,800 people and organisations completed the consultation survey. We received 1,257 responses to the online survey, which is significantly greater scale compared with other recent consultation exercises.

In addition, the Hackney and Tower Hamlets Friends of the Earth and the Tower Hamlets Wheelers submitted written statements as their feedback.

- 3.7 The online consultation respondents were substantially overrepresented by sustainable transport mode users and more active travellers compared with those of the Residents telephone survey. The telephone surveys respondents were representative to the borough population and business profile.
- 3.8 The consultation events were led by the council's Communications service supported by SMSR (the contractor), TfL rail, Highways and Strategy and Policy (Place) of the council. The team engaged a number of people at the events. As a result of the engagement, around 50 people at each event completed the online survey. The team encouraged them to discuss transport issues and some of them left feedback and comments on the board.

#### Consultation feedback analysis and our proposed response

- 3.9 The analysis of the consultation feedback and our proposed responses to the feedback are summarised in Appendix C. This has informed the final strategy. Key points arising from the analysis are:
1. Respondents strongly support the priorities of the draft strategy. The priorities of the draft strategy will remain unchanged in the final strategy (Appendix A).
  2. Both residents and business car users tend not to use sustainable transport modes and are more likely to disagree with "Priority 2 Reduce car use in favour of active, efficient and sustainable transport".
  3. 44% of the business survey respondents disagree with Priority 2. The analysis suggests that they argue that this is because their customers, rather than themselves or deliveries, use cars. However, the extent of customers' car use remains unknown from this survey. We will further engage businesses and clarify their customers' transport needs and transport behaviour as recommended by the Overview and Scrutiny Committee on 28 October 2019.
  4. Some respondents argued that all type of vehicle use should be reduced. However, the borough has substantial proportion of through traffic. Reducing vehicle use requires partnership work and lobbying the government and GLA, which will be one of key actions we will undertake.

#### Action plan and governance

- 3.10 Following the Cabinet agreement, an action plan of the strategy will be completed. The action plan will be agreed and monitored by the Public Realm Strategic Board chaired by the Mayor to ensure progress towards our overarching vision. The Board will regularly monitor the progress of the action plan delivery after an action plan is agreed.

- 3.11 An action plan will include actions arising from the consultation feedback and identified in the strategy. Actions arising from the consultation include engaging businesses to clarify their customers' transport needs and behaviour, and; exploring river transport and bridges in the Isle of Dogs and South Popular opportunity area.
- 3.12 Stakeholders including business, community groups and residents will be engaged in the process of the action plan development and delivery. We will explore a way to engage them and an opportunity of co-producing some of the delivery of identified actions.
- 3.13 The establishment of a 'consultative group' made up of external partners and residents as a sounding board will also be explored as suggested by participants of the Transport Strategy Summit held in April 2019. The stakeholders, including businesses and residents, we engaged in the consultation process will be updated on the progress of the action plan and engaged to form a consultative group. Relevant Key Performance Indicators (KPIs) will be identified alongside the development of an action plan.
- 3.14 The council services, namely, Strategy and Policy (Place), Transport and Highways and Public Health, are working together to conduct a Health Impact Assessment (HIA), a combination of procedures, methods, and tools used to evaluate the potential health effects of the Transport Strategy, with the intention to produce recommendations that will further promote health and wellbeing of our communities. The HIA will be completed alongside the strategy's action plan.
- 3.15 The strategy will be refreshed every four years to reflect the progress of and change of the external environment.

#### **4 EQUALITIES IMPLICATIONS**

- 4.1 A full Equality Analysis is attached. The strategy aims to relieve road congestion and overcrowding on public transport, improve air quality and increase physical activity by prioritising human health in the design of our streets so that streets are more people centric. Especially, as air pollution affects people throughout their lifetime from pregnancy to elderly age, better air quality achieved by this strategy will benefit all.

#### **5 OTHER STATUTORY IMPLICATIONS**

- 5.1 The proposals in the Transport Strategy will contribute to our aims to improve air quality in the borough in line with the National Air Quality Objective as set out in the Environment Act 1995.

## **6 COMMENTS OF THE CHIEF FINANCE OFFICER**

- 6.1 There are no financial implications emanating from this report that sets out the approach for developing a Tower Hamlets Transport Strategy.
- 6.2 Any future activities and events resulting from the development of this strategy will need to be funded from within the existing resources of the service, or if required, through growth gained as part of the council's Medium Term Financial Strategy process.

## **7 COMMENTS OF LEGAL SERVICES**

- 7.1 In this report Cabinet is recommended to: (1) Note the outcome of the public consultation that informs the Tower Hamlets Transport Strategy 2019-2041 (2). Having regard to the Council's Public Sector Equality and the equality analysis agree the Tower Hamlets Transport Strategy 2019-2041.
- 7.2 By Section 141 of the Greater London Authority Act 1999("the Act") the Mayor of London shall develop and implement policies for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services to, from and within Greater London. In pursuance of this duty the Mayor of London is required by section 142 to publish a Transport Strategy [the Mayors Transport Strategy (MTS)]
- 7.3 Under section 141(1) of the Act the Council is to have regard to the Transport Strategy in the exercise of its functions. Section 144(2) of the Act allows the Mayor of London to issue guidance as to the implementation of the Mayor Transport Strategy (MTS) to any London Borough Council. The Council is required to have regard to the guidance in exercising any function. There is no indication that any such guidance has been issued specifically to Tower Hamlets council, although the Council is bound to take into account any general guidance.
- 7.4 Mayor in Cabinet is advised that one of the principles of good administration published by the Local Government Ombudsman is that local authorities should follow their own plans policies and strategies – this being one of the main sources of complaints. Mayor in Cabinet is advised that adopting a strategy carries with it an obligation to comply with it and this consideration should inform the content of the Tower Hamlets Transport Strategy.
- 7.5 It is noted that the consultation responses have been analysed and indicate a strong disagreement with priority 2. The legal position is that where the Council decides to consult, then it must comply with the following principles (unless detailed statutory rules require otherwise):
- Consultation must be at a time when proposals are at a formative stage.
  - The proposer must give sufficient reasons for its proposals to allow consultees to understand them and respond to them properly.

- Consulters must give sufficient time for responses to be made and considered.
- Responses must be conscientiously taken into account in finalising the decision

- 7.6 This report indicates that the strategy is at the point where Mayor in Cabinet should now be conscientiously taking into the account the consultation responses before making the decision to adopt the strategy.
- 7.7 Some of the contents of the strategy indicate that some of the implementation will be when planning applications by developers are being considered. Section 70 of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require planning applications to be determined in accordance with the Development Plan. Local Plan Regulations 2012 allows the Council to use Supplementary Planning Documents to give guidance on the implementation of the Local Plan. Cabinet should be aware that a new local plan is to be adopted by Full Council in January 2020 and that a new SPD on planning obligations is also under consideration.
- 7.8 With these factors in mind the Mayor in cabinet is able to agree the recommendations.
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## **Linked Reports, Appendices and Background Documents**

### **Linked Report**

- None

### **Appendices**

- Appendix A: Tower Hamlets Transport Strategy 2019-2041
- Appendix B: Transport Strategy Evidence Base
- Appendix C: Tower Hamlets Transport Strategy consultation feedback analysis
- Appendix D: Equality Analysis

### **Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012**

- None

### **Officer contact details for documents:**

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