

CABINET	DATE 21 March 2018	ITEM NO 9
TITLE A proposed Transport Strategy for the Royal Borough	WARD (S) All	
CHIEF OFFICER Director of Housing & Safer Communities	CABINET MEMBER Transport Economy and Smart Cities	
DECISION CLASSIFICATION - Key Decision - Non-Exempt	FINAL DECISION To be made at this meeting on the recommendations in this report	

1. **Decision required**

Cabinet is requested to:

- 1.1 Note the contents of a draft transport strategy for the Royal Borough of Greenwich.
- 1.2 Agree to commence public consultation on the draft strategy.

2. **Purpose of the report and summary**

- 2.1 This report summarises the rationale for developing, consulting on and adopting a Transport Strategy for the Royal Borough and seeks approval to undertake public consultation on the draft strategy shown at Appendix A in order that a final version can be adopted later in 2018.

3. **Background**

- 3.1 The Royal Borough has, in recent years, experienced significant growth and development and that rate of growth is likely to accelerate in the immediate future. Much of the recent growth has been facilitated and/or supported by improvements in transport services and infra-structure. The magnitude and rate of future growth will be dependent on further improvements to transport infrastructure and services.
- 3.2 However there is no Transport Strategy to sit alongside and elaborate upon spatial development documents such as the Core (Planning) Strategy and area

master-plans, the Greener Greenwich Strategy and other transport related strategies such as the cycling and parking strategies.

- 3.3 There is no obligation on the Council to have a Transport Strategy. It is the Mayor for London's responsibility to publish a Mayors Transport Strategy (MTS) from time to time to set out Mayoral transport policies, programmes and priorities – and then to implement that strategy through the Transport for London business plan. The MTS needs to conform to Government policy and thinking which, to an extent, provides a level of consistency between Mayors and facilitates major transport investment (in projects such as Crossrail). Historically each incoming Mayor has published a new MTS. The present Mayor consulted on a new draft MTS during 2017 and will be publishing the final MTS in the very near future.
- 3.4 The Council has a responsibility to produce a Local Implementation Plan (LIP) in response to any MTS. In essence the LIP sets out at high level the transport challenges facing the Royal Borough and sets out how the Council will support implementation of the MTS, primarily utilising funding provided by TfL. The current LIP was published in 2011. The Council will need to develop and consult on its new LIP for approval by TfL during 2018. Although the LIP can set out established transport problems and propose longer term solutions, it is essentially focussed on the shorter term (3-5 year period).
- 3.5 The Council has a Greener Greenwich Strategy and cycling and parking strategies which are consistent with the MTS and LIP and support sustainable growth and development to a certain degree.
- 3.6 However, significant growth and development over the next 20-25 years is only going to be truly supported by investment in new major transport infrastructure.
- 3.7 In the absence of a Transport Strategy that identifies the weaknesses in the current infrastructure arrangements, maps out the strategic objectives that the Council would want to meet through any investment and contains a framework against which to assess proposed interventions the Council will struggle to (i) assess the relative merits of different transport infrastructure proposals and (ii) to argue for the investment needed within the Royal Borough.
- 3.8 In order to ensure the Council is able to identify which transport interventions would be most beneficial to the Royal Borough and so that resources can be focussed on developing and/or securing and/or promoting

those interventions it is proposed to adopt a Transport Strategy for the Royal Borough.

- 3.9 This is an innovative approach. Only a small number of London Boroughs have transport strategies and, where they exist, they appear to be chiefly elaborations of their LIPs, focussing on the shorter term and with limited usefulness in the face of rapid growth and change
- 3.10 Officers have been working closely with a well-respected transport planning consultant (Steer Davies Gleave) to develop a draft transport strategy for the Royal Borough over the period up to 2031. The brief has been to produce a strategy that is:
- succinct,
 - fit for purpose in a changing and challenging environment,
 - consistent with current and emerging Mayoral, Governmental and local policies and strategies – without replicating those policies and strategies,
 - so far as is possible, capable of dealing with “Smart City” innovation.

The draft strategy does not directly address issues around transport service provision within the Royal Borough – although it implicitly recognises that there will be circumstances where service provision is constrained by infrastructure capacity.

4. Draft Transport Strategy

- 4.1 It is appropriate to publish a draft Transport Strategy for public consultation before, having considered responses to the consultation, adopting a final version.
- 4.2 A draft of the Transport Strategy is shown at Appendix A. A foreword from the Leader or Cabinet Member will need to be added prior to any consultation exercise. The following is a high level of summary of the structure of the Strategy and the rationale behind that structure:
- 4.3 Section 1 of the document is the Executive Summary.
- 4.4 Section 2 comprises an introduction and explains why a Strategy is needed and provides Strategic Context. The section indicates, at high level, the strategic (growth) challenges facing the Royal Borough, provides a degree of

local context and provides examples of the strengths and weaknesses in existing transport infra-structure arrangements. The section on Strategic Context sets the Transport Strategy in the context of other relevant strategies, policies and plans. Aside from being useful for the reader it is necessary in order that the document has statutory weight when incorporated into the Council's suite of relevant policies and programmes.

- 4.5 Section 3 describes current transport conditions within the Royal Borough and briefly summarises planned major transport improvements affecting the Royal Borough and projected growth and development. An important part of any strategy is an analysis of "where we are". Section 2 provides that analysis with high level information on existing transport networks, accessibility levels (PTALs), modal share and major planned transport improvements. There is a reference to emerging (transport related) technology and the Council's role in the development and use of that technology. Importantly, there is description and mapping of envisaged centres of population and employment growth over the medium term. This information is deliberately brief because (i) there is no need to replicate information published elsewhere and (ii) there needs to be a recognition that, towards the end of the period covered by the strategy it is envisaged that parts of the Borough, as yet identified, will need to be the subject of growth and intensification.
- 4.6 Section 4 of the report proposes a "Transport Vision" for the Royal Borough" and a number (7) of strategic transport objectives.

The suggested vision is that "by 2031, the Royal Borough will have an accessible, efficient and sustainable transport network which supports the ongoing social and economic growth of the Borough, its cultural vibrancy and tourism, health and aspirations of its residents".

The 7 strategic objectives are a critical component of the draft Strategy since they essentially provide the framework against which transport proposals are to be evaluated. The proposed objectives relate to:

- Access
- Public Health
- Environment
- Growth
- Innovation
- Travel Choices
- Land Use

- 4.7 Section 5 of the report is, together with the proposed strategic objectives, the heart of the draft strategy as it will, if adopted, provide the framework against transport proposals can be assessed for their “value” to the growth, development and well-being of the Royal Borough. Section 5 is titled “Meeting the Strategic Objectives” and describes a methodology for categorising transport interventions and then assessing them against an “assessment framework”. The draft Strategy contains a table setting out to what extent that intervention would be an asset to the Royal Boroughs objectives and hence could be directly or indirectly supported. The intention is that the “assessment framework” could be used to assess new transport proposals, as they come forward, in a consistent and transparent manner. The outputs from this framework would be used to evaluate transport interventions brought forward by others in order to determine whether they should be supported. It would also be used as a feasibility tool to determine, in a consistent and transparent manner, the relative merits of competing transport interventions to support development and growth at a particular location.
- 4.8 Four case studies have been provided to illustrate how the “assessment framework” could be used to assess proposals that are (a) “maintaining” infrastructure, (b) “emerging from others” to 2031 and (c) “locally aspirational”.
- 4.9 Section 6 of the report sets out potential sources of funding for transport infrastructure projects – recognising that London local authorities currently do not have powers to implement major infrastructure projects and that funding arrangements are likely to change during the life of the strategy.
- 4.10 None of the strategic objectives proposed in the draft strategy conflict with the objectives behind the current (2011) Mayor’s Transport Strategy.
- 4.11 More importantly, the principles do not conflict with those utilised by the (current) Mayor when developing the emerging MTS. The transport strategy will (i) support and inform the Council’s LIP response to proposals set out in the MTS. (ii) provide a sound basis for arguing for the development of proposals not prioritised for funding within the MTS and (iii) provide a sound basis for responding to any proposals the Mayor may which to consult on.

5. Proposed way forward

- 5.1 Subject to agreement of Cabinet it is proposed to undertake consultation on the draft strategy and then, subject to consideration of responses to the consultation, adopt the strategy.
- 5.2 It is proposed to employ similar consultation arrangements to those used successfully in relation to the Greener Greenwich and Cycling strategies. The consultation would invite on-line and postal responses. The consultation material would be structured so as to encourage responses to consider the principal aspects of the draft Strategy – the need for a strategy, the proposed strategic objectives, assessment methodology etc. It would be appropriate to invite responses from neighbouring councils, the GLA and TfL, transport providers and developers.

6. Cross-Cutting Issues and Implications

Issue	Implications	Sign-off
Legal including	<p>Under the Greater London Authority Act 1999, the Mayor of London has a duty to prepare a Mayor's Transport Strategy (MTS) and each London Borough then has to prepare a local version of it (the Local Implementation Plan - LIP). The agreed LIP is used by the Mayor to determine any funding applications for transport works from London Boroughs.</p> <p>The 1999 Act also requires London Boroughs to have regard to the MTS in exercising any function.</p> <p>Under section 1 of the Localism Act 2011, the Council has a general power of competence and so the Council can adopt its own parallel Transport Strategy. The advantage of doing this is that it will allow the Council to develop its own ideas in advance development of the Council's Local Implementation Plan. The parallel Strategy carries no weight with the</p>	Sarah Wotton, Senior Lawyer (Regeneration & Procurement) 12 March 2018

	Mayor and should it be in conflict with the MTS, the MTS would prevail.	
Finance and other resources including procurement implications	The report seeks Members views on developing a Royal Borough Transport Strategy. As such, there are no financial implications arising from this report beyond the costs of any proposed consultation, which will be contained within existing resources.	
Equalities	-	

7 **Appendices**

Appendix A - Draft Transport Strategy

8. **Background Paper**

None provided.

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