

LONDON BOROUGH OF CAMDEN	WARDS: All
REPORT TITLE Camden Transport Strategy Delivery Plan 2025-28 & Local Implementation Plan (SC/2024/32)	
REPORT OF Cabinet Member for Planning and a Sustainable Camden	
FOR SUBMISSION TO Culture and Environment Scrutiny Committee Cabinet	DATE 11 November 2024 13 November 2024
<p>STRATEGIC CONTEXT</p> <p>We Make Camden is our joint vision for the borough, developed in partnership with our community. The Camden Transport Strategy (CTS) links to several themes in We Make Camden, including helping to create a green, clean, accessible borough so that, by 2030, Camden’s estates and neighbourhoods are healthy and sustainable places. Enabling and encouraging active, sustainable modes of travel throughout Camden has the potential to have a transformative impact on our environment, our residents’ health and our local economy. The programme supports improved public health, safety and well-being, cleaner air and an improved environment; and high-quality, good value transport connections and public spaces support our strong, sustainable and inclusive local economy. Extensive consultation was undertaken on the CTS, and further engagement has helped shape the Delivery Plan for 2025/26-2027/28.</p>	
<p>SUMMARY OF REPORT</p> <p>Transport plays an integral part in the lives and well-being of Camden residents and those who visit, work and study in the borough. Creating healthier, greener, safer streets and travel helps improve public health and the environment, and supports local businesses and a strong, sustainable and inclusive economy. Although significant challenges remain, we have made extensive progress in delivering safer, healthier streets and travel in Camden since the CTS was adopted in 2019. Camden is currently ranked 4th amongst all London Boroughs by the independent “Healthy Streets Scorecard” assessment.</p> <p>This report updates Cabinet on where we are now in delivering the current Camden transport strategy including healthier, safer streets and transport across Camden, and uses that information, alongside prioritisation methodologies, stakeholder feedback and other considerations such as funding to propose the next CTS Delivery Plan for 2025/26 to 2027/28. It also seeks approval for proposals for TfL “Local Implementation Plan” (LIP) funding bid submissions, and for further Council Capital “Healthy Streets” funding to support the 3-year plan. In the new 3-year plan we have recommended 3 new “spotlight” areas: buses, car clubs and motorcycle safety, alongside an EQIA on the new Delivery Plan.</p> <p>In line with previously approved transport strategy processes, each individual project within the proposed 3-year Delivery Plan is subject to scheme-by-scheme consultation and decision-making processes, equality considerations and funding availability. We will also consider how relevant projects within the programme contribute to our three overarching themes of public health, environment, and local economy.</p> <p>Local Government Act 1972 – Access to Information</p> <p>The following document has been used in the preparation of this report:</p> <ul style="list-style-type: none"> • Guidance for boroughs preparing LIP Delivery Plans for 2025-2028 (TfL) <p>Contact Officer: Sam Margolis, Head of Transport Strategy and Projects, Transport Strategy Service, 5 Pancras Square, N1C 4AG, 020 7974 6934, sam.margolis@camden.gov.uk</p>	

RECOMMENDATIONS

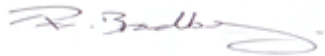
The Culture and Environment Scrutiny Committee is recommended to consider the report and make any recommendations to Cabinet.

Having considered the Equality Impact Assessment (**Appendix D**), and having had due regard to the needs set out in section 149 of the Equality Act 2010, the Cabinet is recommended to:

- (i) note progress in delivering the Camden Transport Strategy since 2019, and the approach to developing the new 3-year CTS Delivery Plan (**Appendix A**);
- (ii) approve the proposed CTS Delivery Plan for 2025/26 to 2027/28 (**Appendix B2**) subject to scheme-by-scheme decision, consultation and equality considerations;
- (iii) approve the proposed "Local Implementation Plan" (LIP) submission to Transport for London (TfL) for 2025/26 to 2027/28 (**Appendix B3**); and
- (iv) approve the allocation of a total £22m of Council Capital to help fund the 3-year programme.

The Leader is recommended to delegate authority to the Cabinet Member for Planning and a Sustainable Camden to make further revisions to the 3-year programme as required including annual TfL LIP submission up to 2027/2028.

Signed:



Richard Bradbury, Director of Environment and Sustainability

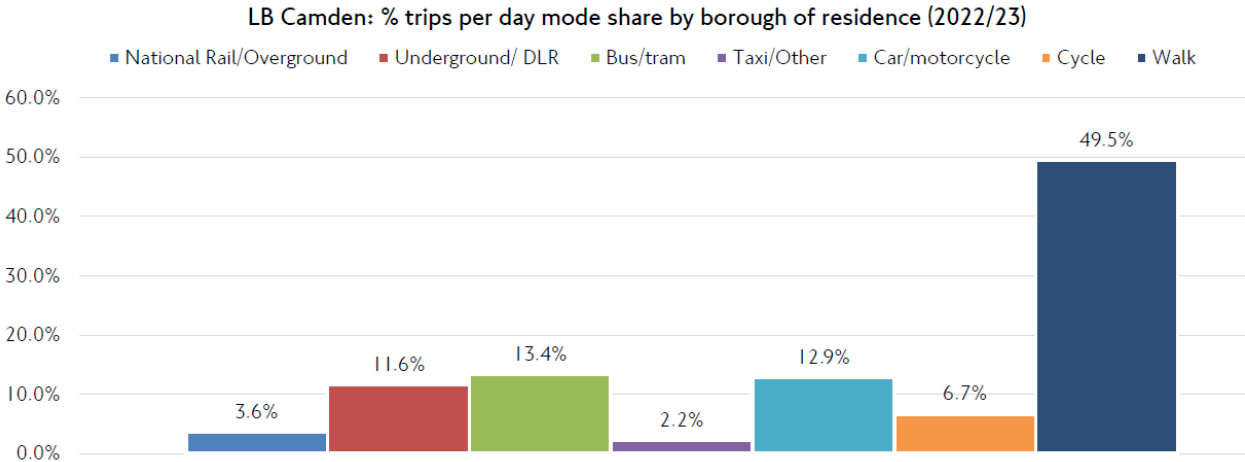
Date: 31 October 2024

1. CONTEXT AND BACKGROUND

(i) The Camden Transport Strategy (CTS) and related outcomes

1.1. In 2019 the Council approved and adopted the Camden Transport Strategy ([CTS](#)) to run until 2041, which supports the [Mayor’s Transport Strategy](#) (MTS). The Vision of the CTS is “to work alongside residents and partners in transforming transport and mobility in Camden, enabling and encouraging people to travel sustainably; nurturing healthier lifestyles; creating radically less polluted places; and upgrading the transport network to meet Camden’s needs and those of London as a growing capital city.” By 2041, we are aiming for 93% of all resident trips to be made on foot, by bicycle or using public transport – up from 85% today.

Figure 1: How our residents travel (2022/23)



1.2. Transport and travel are essential elements of health and well-being. The CTS, and each three-year Delivery Plan, are focussed on helping people to move around safely, healthily, and affordably. Healthy streets and high-quality public and shared transport options can help people connect to destinations, reduce inequalities, increase physical activity, and support prosperity and quality of life for all.

1.3. We also aspire for Camden to be the best place in London to do business, providing the infrastructure that business needs to grow. Camden’s transport network and streets connect people to opportunities and essential goods and services – jobs, education, health care, shops, recreation and leisure. Transport accessibility is also a major catalyst for unlocking growth areas identified in our Local Plan, as well as supporting businesses and the economy across the Borough to thrive.

1.4. Transport also has a significant impact on our environment. Transport accounts for almost 40% of Nitrogen Dioxide (NO2) emissions and almost a quarter of Particular Matter (PM) 2.5 emissions in the Borough. Road transport accounts for 13% of Camden’s carbon dioxide emissions. Healthy Streets schemes, public transport improvements and wider transport policies can benefit the environment in multiple ways; from enabling cleaner modes of travel and lower emission vehicles, to repurposing sections of highways and kerbside with urban greening, trees and

Sustainable Urban Drainage (SuDS) systems. Improving air quality also links to improved public health; as just one example, [meaningful improvements in Key Stage 2 test scores](#) have been observed amongst pupils within the Greater London Low Emission Zone. Exposure to higher levels of air pollution has been shown by some studies to affect cognitive performance, educational outcomes and affect school absences.

- 1.5. We have made good progress in transforming our streets and transport options since the CTS was adopted in 2019 – details are set out in section 2 below and Appendix A1. However, we recognise that there is more to do to ensure that Camden’s transport network and streets are inclusive and enable people to live healthily and safely in clean, vibrant and sustainable places, to better support our local economy, and to further improve our environment. Extending improved, healthier streets and better, more accessible and inclusive public/shared transport to all parts of our Borough would also (i) provide high quality alternatives to private car use and (ii) free up limited space on our highways network for those with an essential need for a motor vehicle (such as Blue Badge holders).
- 1.6. To help us achieve those goals, the CTS is delivered in 3-yearly “Delivery Plan” cycles which form the basis of this report – outlining proposed schemes and measures which cumulatively support the CTS vision set out above. The Delivery Plan also underpins our funding submissions to TfL, called Local Implementation Plan (LIP) funding. As the current [Cabinet-approved 3 year Delivery Plan for 2022/23 to 2024/25](#) is coming to an end, we are now producing a new plan for 2025/26 to 2027/28.
- 1.7. The proposed Delivery Plan, set out in this report, contains ambitious, challenging and wide-ranging schemes and policy proposals. Transformational schemes often require significant changes, including repurposing carriageway and kerbside space for healthier, more sustainable and active modes of travel, and reducing motor vehicle use and motor traffic dominance. Each scheme is subject to its own consultation, equalities considerations and decision-making processes, to ensure that the views of our communities are carefully considered at a scheme-by-scheme level alongside the over-arching ambitions set out in the CTS and accompanying Delivery Plans.

(ii) Our progress and successes

- 1.8. Progress reports for the first 3-year CTS Delivery Plan (2019 to 2022) and for the calendar year 2023 can be found [here](#). We’ve made significant progress across different areas as seen in **the outputs** in Table 1:

Table 1: Scheme Outputs (examples) - progress since 2019

Scheme Type	Where were we? (2019*)	Where are we now? (2024)	Change ('19 to '24) total	Change ('19 to '24) %
Segregated cycle lanes	8km	26km	+18km	225%
Cycle hangars	74 units	323 units	+249 units	336%
Healthy School Streets	4	35	+31	775%

Scheme Type	Where were we? (2019*)	Where are we now? (2024)	Change ('19 to '24) total	Change ('19 to '24) %
Electric Vehicle Charging Points	142 units	558 units	+416 units	292%
Through-traffic restrictions	84	119	+35	42%
Number of new pedestrian crossings (with signals or zebra)	Unknown	45 new crossings	+45	-
Cycle permeability measures**	64	102	+38	59%
“Continuous” pedestrian priority junctions (where pavement materials continues across the junction)	<10	30	+20	Circa 200%
Dockless bike hire/e-scooter hire bays	0	208	+208	-
Motor-vehicle parking spaces repurposed to public space	Unknown	1,900 spaces	+1,900 spaces	-
Streeteries (outside dining spaces)	0	20	+20	-
Adults/children cycle training sessions	Unknown	Circa 1,400 pa	-	-

**Date CTS adopted; ** e.g. one-way streets made two-way for cycling only*

1.9. Through delivering multiple schemes and policies we've also achieved various positive **outcomes**, including:

- More of our residents are choosing healthier, active forms of travel. 50% of all Camden resident trips are now made by walking (up from 42% in 2017) and cycling has roughly doubled from 3.5% to just under 7% of Camden residents' trips in the last 6 years.
- Harmful nitrogen oxide emissions from road transport have been cut in half in Camden since 2013; carbon dioxide and PM10 emissions from road transport have reduced by 15% and 27% respectively.
- Two thirds of Camden households do not own a car (and the number of cars owned in the Borough has decreased in recent years), whilst motor vehicle volumes have reduced by around a 1/3rd across Camden since 2006 (based on “Screeline” count point data collected from that date)
- Annual Killed and Seriously Injured (KSIs) casualties in Camden have reduced by 37% in the Borough in the last decade.

1.10. We have previously reported to the Cabinet and the Culture and Environment Scrutiny Committee on projects and programmes completed in the last 5 years including the £40m [West End Project](#), and many “Safe & Healthy Streets” projects (see [Safe Travel Commonplace](#) site). In our Vision Zero work we completed separated cycle lanes and pedestrian improvements around Holborn - an area which has suffered from a number of tragic fatalities of road users over the last decade. We've also introduced new parking [fees and charges](#), and

extended Controlled Parking Zone hours of controls in a number of locations, including in the [CA-G parking area](#).

Figure 2: examples of recently implemented Safe & Healthy Streets schemes



Bedford Row traffic reduction/public space

Gordon Square pedestrianisation

- 1.11. Our “Smarter Travel” projects provided almost 7,000 cycle training sessions for adults and children in the last 5 years, working closely with schools and community groups to engage participants from a diverse range of backgrounds. We’ve also promoted options like hire e-scooters and e-bikes as we know they are popular - in June 2024, over 350,000 e-bike hire trips were started from within Camden. We’ve made sure that 95% of Camden residents now live within 250m of an e-scooter/e-bike hire bay.
- 1.12. As a result of all these projects, Camden is ranked 4th under London’s independently assessed [Healthy Streets Scorecard](#). Camden also scored the highest of all local authorities in the UK with a score of 68% in the transport category in the [Council Climate Action Scorecards](#) which monitors all UK councils on actions taken towards achieving “net zero”.
- 1.13. During the last year, we’ve received multiple awards for transport and public space projects, most recently winning the [Public Space “Pineapple” Award](#) and the [Best Borough-led project at the Building London Planning Awards](#) for the West End Project. We’ve also been shortlisted for several [CiTTi Awards](#), with winners due to be announced in November.

(iii) Lessons learned

- 1.14. In our latest CTS [annual update report](#) to the Culture and Environment Scrutiny Committee we highlighted that although good progress had been made we missed some of our targets. Lessons learned from that report, and more recently, include:
 - In the area of road safety although KSIs have reduced we still need to make significant progress to meet the 2041 Vision Zero target.
 - The numbers of schools with Travel for Life accreditation are also low, both in total and [in comparison to other Boroughs](#). Travel for Life accreditation is a TfL educational programme which aims to increase active and sustainable travel options when travelling to and from school, reduce car use and improve safety.

Schools are awarded a gold, silver or bronze award based on the number of activities they have completed.

- We need to further reduce harmful carbon dioxide emissions from road transport.
- Some projects in the 2022-2025 programme have not been completed and therefore need to be included in this next plan.
- We need to better recognise opportunities to improve the look and feel of an area - our “public realm” when we are making transport changes.
- We need to focus more on the delivery of our newly adopted [Freight & Servicing Action Plan](#).
- We need to do more to work with TfL (and DfT) to significantly improve the inclusivity and accessibility of our public transport networks and;
- We need to do more to ensure that the benefits provided by healthier streets and better, more inclusive public/shared transport is extended to all parts of the Borough by 2041, with incremental progress towards that goal being achieved within each 3-year delivery plan cycle.

1.15. We also need to address some transport specific challenges. For example, **buses** are a vital part of Camden’s public transport network. All TfL bus routes include low-floor, wheelchair accessible buses and almost all Camden bus stops meet current accessibility standards making them a highly accessible travel option. Buses are also the most affordable form of public transport, making them particularly important during the ongoing cost of living crisis. Camden also plays a role throughout the borough in supporting buses as a travel option through projects which include new or extended “bus priority” on important routes such as Tottenham Court Road. However, bus speeds, and bus usage, remain lower than pre-pandemic levels. We want to improve the customer experience of buses and the ease of changing to another type of transport from a bus.

1.16. The **car club** network is important for many of the two-thirds of Camden households who do not own a car but occasionally need one. There is strong evidence that having access to a car club reduces private car ownership. But car club provision and usage has stagnated in the Borough recently. And **motorcycle safety** is an important element in our ability to deliver Vision Zero, with motorcycle KSIs not falling as quickly as is required. For these reasons, “spotlight” activities on these three areas of transport in Camden – buses, car clubs and motorcycle safety - are set out in Appendix C.

(iv) How have we developed the new 3-year Delivery Plan?

1.17. In 2019 and 2022, we shared with Cabinet how we prioritise where and what we work on for each three-year CTS Delivery Plan period. We are proposing to prioritise projects in a similar way in the 2025/26 to 2027/28 3-year Plan. How we prioritise is summarised in Table 2 overleaf and with further details in Appendix A. By prioritising, we make sure that our funding and resources are focused on locations and projects that will most strongly achieve our CTS (and related) objectives and help create a healthier, greener and more prosperous Camden.

Table 2: 3-year Delivery Plan Prioritisation

Project	How we prioritise
Area-wide Safe & Healthy Streets	We use a variety of criteria to identify locations we should prioritise including the potential for improving walking/cycling, level of deprivation in the area, air quality and car ownership.
Healthy Junctions	We review road traffic collision data to prioritise locations with the greatest need for improvements to help deliver Vision Zero
Healthy School Streets	We use a variety of criteria including current road safety, impact on air quality, and potential to encourage school children/parents to change the way they travel
Cycle Network	We use information from TfL (their Strategic Cycling Analysis) plus other criteria such as how well a new cycle lane could connect with existing routes
Buses	We use TfL's bus delay and other bus information
Controlled Parking Zones	We use a variety of criteria including traffic levels, land use, air quality, and potential for people to change the way they travel

1.18. Appendix A includes other factors that help us to develop the Delivery Plan programmes, including:

- **Climate change and resilience:** We use maps which show areas prone to flooding, high heat risk and lack of green space to identify where our projects can support climate change resilience, for example by adding sustainable urban drainage systems, plants and trees.
- **Delivery of the previous three-year programme (current projects):** The new Delivery Plan continues to progress projects already underway, but not yet complete
- **Stakeholder engagement:** we receive direct feedback and ideas for projects through our Commonplace platform from the public plus through a variety of project-specific public engagement sessions. Internally we ensure transport projects are supported by other Council services' work and priority development areas (for example, place-shaping and regeneration).
- **Funding availability:** including where funding needs to be used in specific areas (for example from funding from new developments - s106 contributions - or the HS2 Road Safety Fund used to deliver safer, healthier streets in the [Regent's Park area](#)).

2. PROPOSAL AND REASONS

(i) The CTS Delivery Plan for 2025/26 to 2027/8 – what is proposed?

2.1. We are proposing that the CTS Delivery Plan for 2025/26 to 2027/28 includes both Safe & Healthy Streets infrastructure and complementary measures / behaviour change programmes (see Appendix B). As per previously approved transport strategy processes (see [here](#)), each individual project within the Plan is subject to our consultation and decision-making processes, equality considerations and funding availability. Larger schemes will often include more extensive engagement with our communities, so they are able to help develop

scheme designs before we consult. The projected milestones for projects, where identified in Appendix B2, are based on current project plans and are subject to change as schemes develop.

2.2. In Appendix B3 we have included our submission proposals for TfL funding - Local Implementation Plan (LIP). TfL has [two new funding categories](#) available from 2025/26: “Better Bus Partnerships” (£10m for each of three successful Boroughs) and “Borough Safer Streets” (up to £5m per project), which we also propose to bid for. In total we aim to bid for circa £8m of TfL funding in 2025/26 alone.

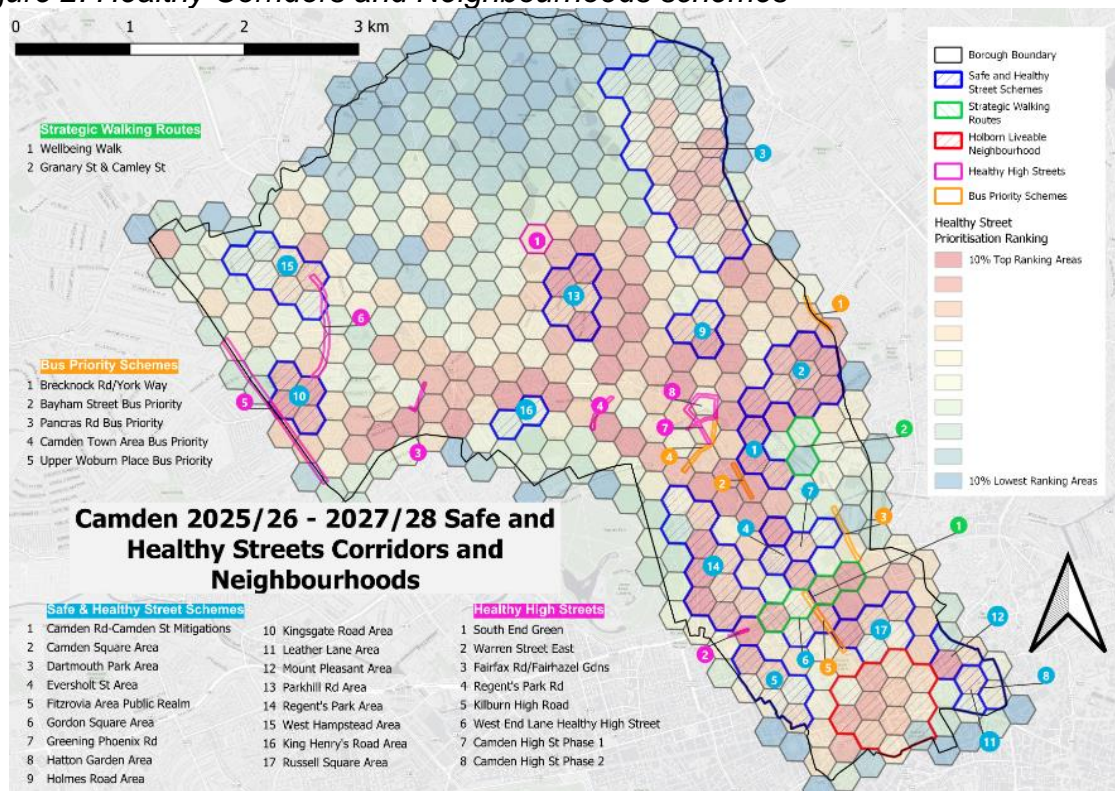
2.3. A selection of the projects proposed to be included in the next 3-year plan include:

- Completing a range of **Holborn Liveable Neighbourhood “STARter”** schemes and consulting on the [main project](#);
- Potential to extend the currently-proposed trial **Camden High Street pedestrianisation project** further north, over the canal bridge to the junction of Castlehaven Road/Hawley Road;
- Multiple projects to deliver our **Walking & Accessibility Plan** including zebra/signalised crossings, “continuous” pavements, our new “accessible junctions” initiatives, traffic-reduction measures, and new pedestrian routes including the “Wellbeing Walk” south of the Euston Road;
- A range of **new and upgraded Cycle routes**, which would add around 18km of new segregated cycle tracks, including a major east-west “[Cross Camden Cycleway](#)”. This would run across the central part of the Borough through many popular locations;
- Completing the transformation of the [Better, Safer Kilburn High Road](#) project, in partnership with Brent and Westminster. This project is improving road safety, upgrading the look and feel of the area and enabling walking and cycling;
- Rolling out **neighbourhood-based Safe & Healthy Streets** projects, including the emerging scheme in the [Dartmouth Park area](#) and schemes in the West Hampstead and Kingsgate Road areas. Safe and Healthy Streets projects include a wide range of features like preventing vehicles using residential streets as short cuts, improving the look and feel of an area and new plants and trees;
- A range of HS2 Road Safety Fund projects in the **Regent’s Park Safe & Healthy Streets** area, including [innovative engagement work](#) with young people;
- Multiple projects in Camden’s part of the **Central Activities Zone** ([south of the Euston Road](#)), including projects to reduce through-traffic across the area, improving the look at feel of the streets and reviewing Controlled Parking Zones;
- **Road safety improvements**, especially for pedestrians, **at multiple priority junctions across the Borough**;
- Improvements to road safety around schools, making it safer and easier to walk and cycle. Alongside promoting the TfL Travel for Life programme we will continue to deliver **Healthy School Streets** with the vast majority of feasible schemes aiming to be delivered by 2026. Healthy School Streets prevent motor vehicles entering streets in the vicinity of schools at pick-up and drop-off times making it safer for children, parents, carers and staff to travel to and from

school. We will also continue to deliver projects for schools on main roads including widened pavements and planting. We will also start a new programme of **Healthy Hospital Streets** which will deliver changes similar to Healthy School Streets;

- Adding hundreds more **Electric Vehicle Charge Points** and secure **cycle hangars** so people are able to store their bikes outside – freeing up much needed indoor space or supporting people without enough space to own and use a bike;
- More **urban planting** (trees, low-level planting, Sustainable Urban Drainage systems, parklets etc) as part of our Healthy Streets programmes. Sustainable Urban Drainage systems help to store rainwater and reduce local flooding while Parklets are small areas with planting, seating and so on created from a car parking space in the road;
- Rolling out **complementary measures across the borough**. This includes projects which support our wider aims such as Green Micro-Mobility Hubs (spaces where you can find a variety of different healthy travel options all in one place like e-scooters, cycle hire and car clubs), and cycle training initiatives;
- A package of **parking management** programmes including reviewing CPZ hours of control and exploring the potential for a Workplace Parking Levy (where employers are charged for the number of parking places they have).
- Implementing “short-term” measures and actions in our **Freight & Servicing Action Plan**;
- A range of specific projects for our “Spotlight” areas for 2025-2028 (**buses, car clubs and motorcycle safety**).

Figure 2: Healthy Corridors and Neighbourhoods schemes



- 2.4. The CTS also contains other actions including lobbying for public transport improvements such as step-free access to more of our Tube/rail stations, (specifically Holborn, Camden Town, West Hampstead and Finchley Road), and improved bus services.
- 2.5. We will also continue to encourage TfL to improve the road network that they own and manage in the Borough, including locations such as **Camden High Street (south), Euston Road and the King's Cross gyratory** which require significant road safety and other upgrades. And in the wider Euston area, multiple changes to our highway network continue to be made as part of HS2 preparation works. Alongside the aforementioned HS2 Road Safety Fund projects in the Regent's Park area, we continue to work closely **with HS2** to minimise and mitigate the impact of HS2-led changes to our highways network where possible. The construction of HS2 requires temporary road closures, bus stop changes / relocations and changes to taxi provision, which the Council has limited control over.
- 2.6. Finally, and although not listed as individual "schemes" within the 3-year plan, the Council continues to invest significantly in maintaining our highways network to ensure that pavements are renewed (for example, removing trip hazards) and carriageways resurfaced ensuring Camden meets its statutory duties along with reducing potentially costly third-party claims. This is delivered in alignment with asset condition surveys to determine the streets in most need of interventions given limited funding availability. And we'll continue to work closely with utilities providers (electricity, water, gas etc) to co-ordinate works and reduce the amount of time that our highways network is disrupted, to help reduce congestion and delays to buses, including (for example) by participation in the developing "[lane-rental](#)" scheme.

(ii) Why are we proposing this plan?

- 2.7. As outlined in section 1.2 the proposed Delivery Plan would continue to deliver the 7 core CTS objectives and over-arching vision of healthy travel, healthy streets and healthy lives. The Delivery Plan would contribute significantly to wider Council priorities, including addressing the ongoing cost of living crisis, the climate emergency, and issues around poor air quality, lack of access to green/open space, and the need for a robust, thriving local economy. The Delivery Plan also aligns with strategies outside the council including the MTS, supporting us to gain TfL funding (see Appendix B3).

2.8. Additionally, the proposed programme would play an important role in supporting the health and well-being of our communities and creating sustainable and healthy estates and neighbourhoods in line with We Make Camden ambitions. In particular, through multiple street-based infrastructure initiatives, the proposed Delivery Plan would also support and enable the creation of more high-class public realm and urban spaces that support our wider place-making priorities and regeneration areas. The Delivery Plan links to wider corporate strategies are shown in Figure 3.

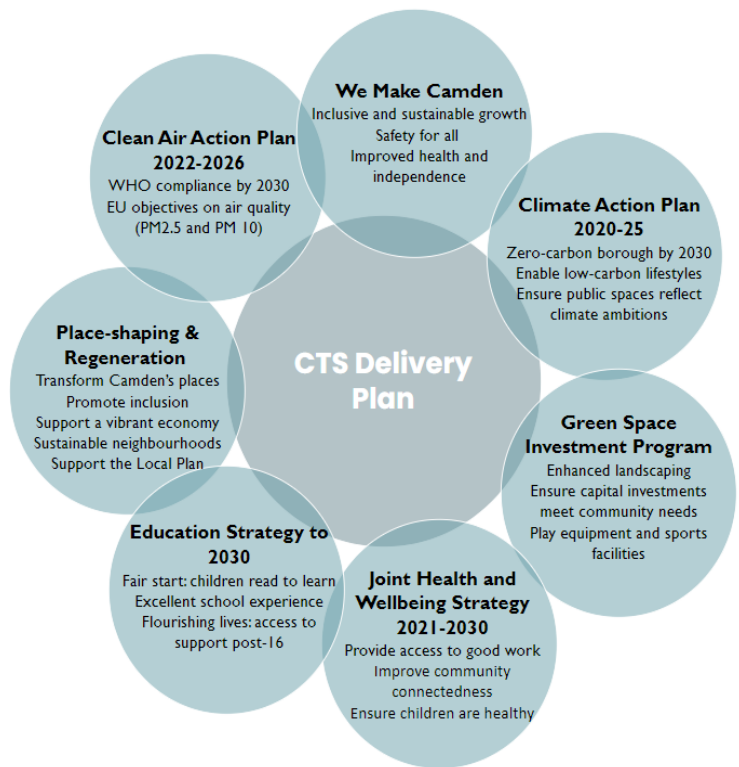
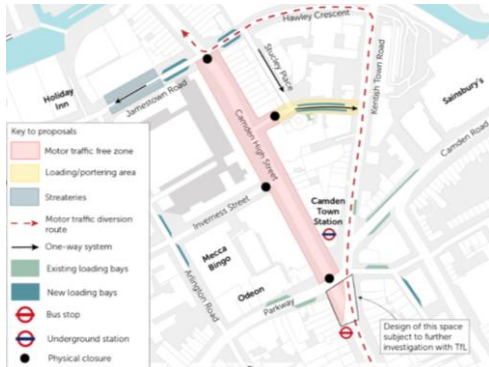


Figure 3: CTS Delivery Plan & alignment with wider Council strategies

Figure 4: 25-28 proposed schemes delivering transport, place-making and economic benefits



Camden High St pedestrianisation



New Oxford Street public realm (Holborn LN)

(iii) What additional resources are needed to deliver the Plan and why?

2.9. Circa £13m+ per annum is needed to deliver the main CTS Delivery Plan initiatives (capital costs). TfL funding, which historically provided around 80% of the Camden transport capital budget, remains significantly constrained. The annual TfL Healthy Streets funding pot, across London, is now £150m; a roughly 40% cut compared to pre-pandemic levels. Camden’s annual LIP grant from TfL has decreased by roughly 70%, when accounting for inflation, in the same time period. Since the pandemic, s106, third-party and other funding sources have supplemented TfL funds, alongside a total of around £10m of Council capital “Healthy Streets” funds.

2.10. We are now requesting further Council capital financial funding support for Healthy Streets to bridge the gap between:

- (i) The available funds (typically circa £7m per annum) and the circa £13m+ annual cost of delivering the main CTS 3-year Delivery Plan programme and;
- (ii) The expected costs, and current available funds, of the “major” schemes in the programme at Holborn Liveable Neighbourhood, and Kilburn – both of which currently have funding gaps.

The specific requests are shown in Table 3 below, with any remaining amounts to be made up through other funding sources including: TfL bids, DfT, third party funding, s106 and CIL contributions (see Appendix A). The proposed Council Capital funding – comprising around 25% of the total required funding for the Delivery Plan programme – would also be important to lever additional investment from several of those other sources, for example to use as match funding/evidence of Council commitment to projects.

Table 3: Council capital “Healthy Streets” funding requests by year

Programme	Council Capital Funding Requests				Overall Scheme Cost*
	25/26 (£)	26/27 (£)	27/28 (£)	3yr Total (£)	
CTS Delivery Plan – Healthy Streets (25/26 to 27/28)	£4m	£4m	£4m	£12m	£39m (<i>3yr total</i>)
Holborn Liveable Neighbourhood project (25/26 to 27/28)	£1m	£2m	£3m	£6m	£40m(<i>total</i>)
Kilburn High Road (25/26 to 27/28)	£0.5m	£1.5m	£2m	£4m	£12m (<i>total</i>)
Total requested funds	£5.5m	£7.5m	£9m	£22m	£91m

**remainder of funding from TfL, s106, CIL, DfT, third party etc and other sources (see Appendix A)*

2.11. Healthy Streets projects deliver excellent value for money. Benefit Cost Ratios (BCRs) on several of the trial/permanent strategic cycleway projects, for example, have generated “very high” BCRs, such as on [Chalk Farm Road](#) which had a BCR of almost 6:1 for the final scheme. GLA Mastercard and other information used to [monitor the West End Project](#), indicate that Healthy Streets projects also deliver good economic returns while TfL has published research highlighting [significant economic benefits to high streets](#) and places from investment in walking and cycling projects.

3. OPTIONS APPRAISAL

3.1 There are three options available to Cabinet:

Option 1: approve the proposed over-arching CTS Delivery Plan programme for 2025/26 to 2027/28 (Appendix B1 & B2), the proposed funding bids to TfL to support the Plan (Appendix B3), and the proposed Council capital funding allocations to support the programme (see Section 2). **This is the recommended option.** Details of this option and the reasons as to why it is

considered appropriate are set out in Section 2 of the report and the Appendices.

Option 2: approve a revised, smaller CTS Delivery Plan programme for 2025/26 to 2027/28 only including projects with current, known, guaranteed funding and resources (for example, the HS2 Road Safety Funded Safe & Healthy Streets project in Regent's Park). It would exclude all proposed schemes where funding is not yet fully secured, and not provide the additional Council capital funding requested in Section 2.

Option 3: Do nothing

- 3.2 Option 1 is recommended: this option is based on detailed evidence and (internal and external) stakeholder feedback, aligns with internal and external policies (MTS, CTS and wider Council policies), helps to deliver We Make Camden ambitions, and is developed in consideration of the Equality Impact Assessment (Appendix D). This option also fulfils Council's statutory duties to submit a "LIP" funding bid to TfL for 25/26 to 27/28 and would provide the necessary internal financial support and resources to deliver transformational changes to locations across Camden to deliver the above aspirations.
- 3.3 Option 2 is not considered appropriate as the current known, fully funded elements of the programme will be insufficient to meet our aspirations over the period to March 2028. Similarly, not providing the Council capital resources proposed in Section 2 would significantly compromise delivery of the over-arching programme and specifically, the transformational area-wide schemes proposed in the Holborn and Kilburn areas, both of which are critical to delivering our Vision Zero, sustainable transport and public space ambitions in those areas. An ambitious set of projects (including those not yet fully funded) can help attract further funding from various sources (see Appendix A).
- 3.4 Option 3 is not considered viable as it would mean no "LIP" funding submission to TfL, which is a statutory requirement. Having no plans in place would also mean no further projects delivered beyond those currently in progress. As a result, the CTS and related objectives could not be met.

4. WHAT ARE THE KEY IMPACTS / RISKS? HOW WILL THEY BE ADDRESSED?

- 4.1. As noted above, the 2022-2025 CTS Delivery Plan was highly ambitious but has not been delivered in full (due to issues including delays arising from the complexity of certain projects, funding and resource allocations). There is a similar risk, given the extensive programme proposed for this forthcoming 3-year plan. Mitigations against this include:
- The completion of the re-organisation of the Transport Strategy Service has taken place, meaning that allocation of staff resources is better aligned to the programme
 - The overall funding picture, whilst challenging, has options for mitigation (see Appendix A)

- Officers committed to present an annual update report to the Culture and Environment Scrutiny Committee, including the latest monitoring/data, and a project tracker to show progress against each project and mitigations/amendments where needed.
- 4.2. The potential impact of the programme on each protected group covered by the Equality Act 2010 are a key consideration in the new 3-year Delivery Plan. An engagement session with disabled people in Camden through the Disability Oversight Panel (DOP) also took place in the development of this Plan. This was attended by 20 residents and 4 Members and highlighted (amongst other issues – see Appendix A for details) the need for quicker rollout of step-free access to public transport (including enhanced support from Camden for lobbying TfL/DfT for such provision), for buildings/infrastructure that can accommodate mobility scooters, for better communications and engagement by the Council and TfL in the development of transport/travel schemes and plans, and for ongoing engagement forums to be established with clear feedback on actions.
- 4.3. We will continue to engage with the DOP through the lifetime of this Plan and to progress the issues raised. We will also continue to undertake Accessibility Audits on projects to identify improvements to the road network for disabled people. Accessibility Audits are sessions with disabled people where feedback on experience of a particular area by physically moving through the streets is provided alongside the sharing of views and recommendations for improvements. A comprehensive [Equality Impact Assessment \(EQIA\)](#) was carried out on the CTS for 2019-2041, each scheme has its own EQIA carried out as part of the assessment of the project and for consideration in decision-making, and a separate EQIA on the proposed Delivery Plan for 2025/26 to 2027/28 has also been undertaken (see Appendix D).
- 4.4. A further risk is the impact on some car owners/users where projects restrict through-traffic and reduce parking availability to create safer, healthier streets. However, as part of these through-traffic restriction schemes, access to all properties is retained (though some journeys in some directions may at times take longer). Almost 70% of households in Camden do not have access to a car, 85% of all Camden residents' journeys are already undertaken by modes other than the car, and TfL data notes that nearly 80% of all residents' car journeys could be switched to active, healthier, sustainable travel. Moving as many trips as possible to active, healthier, sustainable forms of travel can also help free up limited space on our streets for those with an essential need for a motor vehicle (such as Blue Badge holders). 25 additional Blue Badge parking spaces have also been created in the last 5 years.
- 4.5. Our approach of testing schemes and learning from trials helps us to understand the impacts of each project and develop any required mitigations or changes. We also comprehensively monitor the changes that we make, consult and engage with the local community, and (for example) undertake Road Safety Audits and Healthy Streets checks (processes that measure how safe a road is after we have made changes and how people experience a street). Across multiple projects in the current (2022/23 to 2024/25) Delivery Plan programme,

significant changes have been made to the final scheme proposals based on a mixture of consultation feedback and monitoring data; a good example being the final [Haverstock Hill scheme](#) which includes various amendments to the trial scheme (relating to during-trial monitoring and engagement) and further design changes following feedback from the final consultation. We will continue to listen carefully to our communities and take into consideration the variety of data and monitoring we collect, to help inform schemes in the proposed 3 year Delivery Plan for 2025/26 to 2027/28.

- 4.6. The financial risks around external grants are covered in the Resources Implications section below.

5. CONSULTATION/ENGAGEMENT

- 5.1. Listening to the views of our communities is an integral part of our Healthy Streets programme. To develop the CTS, we consulted with a wide range of stakeholders. That consultation showed significant levels of support for the 7 CTS objectives and associated actions particularly from Camden residents. These objectives continue to form the guiding principles behind each 3-year Delivery Plan.
- 5.2. Since the CTS was adopted, extensive community engagement/consultation has been undertaken on other related plans including for example the Climate Action Plan. This plan used a Citizens' Assembly to create 17 core actions, several of which we deliver through the CTS Delivery Plans (including more segregated cycle lanes, more car-free zones/days, plants and trees, and electric transport infrastructure/incentives).
- 5.2. In developing each 3-year CTS Delivery Plan programme, we have continued to listen carefully to our communities. Over summer 2024, **stakeholder and resident engagement** took place with three public information workshops attended by 38 residents. Furthermore, in depth workshops took place in September/October 2024 with the Camden Climate Citizen Panel and the Disability Oversight Panel. We are also planning to engage with a dedicated **Good Life Camden panel** of residents to further understand how the transport programme impacts on people's lives.
- 5.3. A new [Commonplace site](#) was launched in summer 2024 to seek feedback from our residents and stakeholders on: (i) how people feel we have progressed since 2019 in achieving the 7 CTS objectives, (ii) how we should be developing the new 3 year Plan, and (iii) possible locations through a [new map](#) sharing ideas for future projects or problem locations. We have received over 50 survey responses and over 198 project-specific ideas so far.
- 5.4. **Internal engagement** with multiple departments, services and teams also took place in early 2024 to ensure the Delivery Plan fits with work being undertaken by colleagues across the Council – for example, ensuring the plan supports Camden's wider place-making, regeneration, local economy and tree/plant planting aspirations. A **Ward Members** briefing, attended by 11 Members also took place to brief Members on the plan and gather feedback and ideas. We

also held onsite/online Ward-specific meetings with Members to explore particular issues in further detail.

- 5.5 Finally, the three new **spotlight areas** had separate engagement exercises with specific stakeholder groups. A detailed workshop with TfL Officers took place to help shape the Better Buses work, meetings with Camden's two current car club operators gave useful insights into the Championing Car Clubs focus, and an engagement workshop with motorcycle groups helped inform the Vision Zero: Spotlight on Motorcycle Safety review.
- 5.6 These engagement activities generated valuable insights from a range of transport users and stakeholders across the borough. Feedback revealed mixed perceptions of progress towards achieving the CTS objectives to date, with safety concerns, particularly for pedestrians and cyclists, at the forefront of discussions and feedback. In addition, feedback highlighted the need for improved infrastructure to support more active and sustainable travel, such as safer cycling routes, accessible public transport, and more EV charging points, with a particularly high number of requests for such measures in the central/north parts of the borough. Traffic volumes, including congestion and the impact of delivery vehicles, was another key area of concern. Additionally, feedback has emphasised the importance of stronger action for climate resilience, community involvement, and cross-Council collaboration in shaping the future of Camden's transport system. The feedback collected also included many location-specific requests for improvements to active travel infrastructure across the borough.
- 5.7 Our proposed Delivery Plan (2025/26 to 2027/28) includes schemes proposed for high quality, segregated cycling corridors across Camden, to enhance active travel safety and connectivity, and supporting our wider Healthy Streets measures. Similarly, a high volume of comments related to requests for improved pedestrian infrastructure across the borough correlate with the planned Walking and Accessibility Action Plan measures, including strategic and local walking routes that are proposed for the forthcoming delivery plan period. Accessibility enhancements, such as improved carriageway connections to EV charging points, are also planned. Concerns around personal (not just road) safety on our streets, another key engagement theme, will be addressed through relevant projects including for example with opportunities for improved street lighting, street front activation and monitoring, including with Community Safety colleagues.
- 5.8 Further details on the outcome of engagement work and how it has helped shape the proposed 3-year Delivery Plan can be found in **Appendix A1**. Project specific engagement, consultation and decision-making processes on each relevant scheme also takes place, in line with an approach approved by [Cabinet in November 2021](#). This will continue for each of the projects in the proposed Delivery Plan for 2025/26 to 2027/28.

6. LEGAL IMPLICATIONS

- 6.1 The recommendations in this report are being considered in the Council's capacity as the Local Highway/Traffic Authority for the Borough.
- 6.2 The Council must, when carrying out the Council's functions (which includes making decisions), have due regard to section 149 of the Equality Act 2010 (the Public Sector Equality Duty - PSED). This duty includes having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic (including people with a disability) and persons who do not share it. The Council must comply with the duty, which requires rigorous consideration and an open mind, and is personal to decision makers. To assist the Council to comply with section 149, an Equalities Impact Assessment (EQIA) is attached as Appendix D to this report. The relevant decision-maker must carefully consider the EQIA as applicable to the scheme they are asked to approve.
- 6.3 In summary, the PSED requires the Council, when exercising its functions, to have 'due regard' to the need to:
1. Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act (which includes conduct prohibited under section 29);
 2. Advance equality of opportunity between people who share a relevant protected characteristic and those who don't share it;
 3. Foster good relations between people who share a relevant protected characteristic and those who do not (which involves having due regard, in particular, to the need to tackle prejudice and promote understanding).
- 6.4 The relevant protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion, sex, and sexual orientation. In respect of the first aim only (i.e., reducing discrimination, etc) the protected characteristic of marriage and civil partnership is also relevant.
- 6.5 In addition, with reference to disability, the Council has a duty under section 29 of the Equality Act 2010 (set out in the EQIA) not to do anything that constitutes discrimination (or victimisation or harassment) in the exercise of a public function, and a duty to make reasonable adjustments. The EQIA is also important material in this regard.
- 6.6 The Council should also bear in mind relevant parts of the United Nations Convention on the Rights of Persons with Disabilities and the United Nations Convention on the Rights of the Child. Some of those parts relate to (as regards persons with disabilities) the physical environment, transportation, personal mobility and sporting and leisure activities (UNCRPD), and (as regards children) self-reliance and active participation in the community of disabled children, standards of health, dangers and risks of environmental pollution, and recreational and leisure activities (UNCRC).

- 6.7 Further, section 149 provides that the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities. Compliance with the PSED may involve treating some persons more favourably than others, but that is not to be taken as permitting conduct that would otherwise be prohibited under the Act (which includes breach of an equality clause or rule, or of a non-discrimination rule).
- 6.8 The Council should be aware that the PSED is not a duty to achieve the objectives or take the steps set out in section 149. Rather, the PSED requires the authority to take the specified needs into proper consideration when carrying out its public functions. There must be a proper appreciation of the potential impact of the decision on the equality objectives set out in section 149 and of the desirability of promoting them. "Due regard" means the regard that is appropriate in all the particular circumstances in which the authority is carrying out its functions. Provided due regard is had in this way, including considering mitigation measures as described below, it is for the Council to decide, taking into account all relevant factors (which may, depending on the circumstances, include the requirement upon the Council to operate within its budget) how much weight to give to the equality implications of the decision.
- 6.9 In exercising its road traffic and highway powers, the Council is exercising a "public function": Under section 29 of the Equality Act 2010, it must not, when exercising a public function, "do anything that constitutes discrimination, harassment or victimisation" (section 29(6)) and it must make reasonable adjustments (section 29(7)). The duty to make reasonable adjustments arises in relation to disabled persons and under section 20 of, and Schedule 2 to, the Equality Act 2010.

7. RESOURCE IMPLICATIONS

- 7.1 The Camden Transport Strategy is funded from a combination of Camden's capital resources and external sources such as TfL LIP, HS2 Road Safety fund and Section 106 contributions from new developments.
- 7.2 The total amount requested from Camden council's own capital resources is £22m. In some cases, match funding is required to access external funding. Camden has limited capital resources and there are calls upon this every year to fund wider programmes, which typically exceed available resources. This means there is an opportunity cost to funding this programme rather than other programme(s).
- 7.3 There are two types of TfL grant – core funding and discretionary funding for specific programmes. Camden has to bid for the latter. Camden has a good track record of successful bids and successful delivery, and many of the CTS projects are shovel-ready and align with TfL's strategic aims. However there remains a risk that (some of) Camden's bids are unsuccessful. In this case, the Council's financial pressures are such that it cannot make up any shortfall on grant. Therefore alternative funding sources would need to be found (most probably s106 or CIL) or the projects would need to be descoped or deferred.

- 7.5 There is a risk of project slippage; work might not be completed within the 3-year period. If this happens it is possible that external funding would be clawed back. The mitigation against this risk will be strong project management and realistic budget profiling. As the Council's contribution would be capped at £22m, if the Council was unable to meet its grant obligations, the affected schemes would need to be descoped or deferred.

8. ENVIRONMENTAL IMPLICATIONS

- 8.1 It is anticipated that the proposed Delivery Plan will make a positive contribution to improving the environment in Camden, by helping to achieve Camden's transport objectives and targets, as outlined in the CTS, to deliver Healthy Streets, and to support measures and aims of the Clean Air Action Plan and the Climate Action Plan. In particular the programme aims to support more people, who can, to walk and cycle, reduce inessential motor vehicle trips and address significant air quality problems and the associated negative health impacts. Adding trees and plants across the projects will also help the Borough's climate resilience.

9. TIMETABLE FOR IMPLEMENTATION

- 9.1. It is proposed to submit Camden's LIP programme of investment for 2025/26 and 2027/28 (Appendix B3) to TfL as a first draft in line with their deadline of 15th November 2024, with any feedback from TfL being incorporated into a final submission to them by 13th February 2025. The individual schemes in the Delivery Plan would be progressed, subject to relevant consultations, approvals processes and funding availability, in line with the high-level milestones shown for each scheme in Appendix B.
- 9.2. It is noted that a report is proposed to be brought forward to the Culture and Environment Scrutiny Committee each year on progress. Updated/amended annual plans as required within the 3-year programme, including annual LIP submissions to confirm/amend indicative allocations in Appendix B3 for 26/27 and 27/28, would be brought forward to the Cabinet Member for Planning and a Sustainable Camden for further decisions as required.

10. APPENDICES

- Appendix A:** Progress in delivering the CTS and developing the new 3yr plan
Appendix B: The CTS Delivery Plan 2025-2028 (and LIP submission)
Appendix C: Spotlights on buses, car clubs and motorcycle safety
Appendix D: Equality Impact Assessment (EQIA)

REPORT ENDS