
Overview and Scrutiny

Modern Roads Review

Sustainable Development Select Committee

March 2015

Membership of the Sustainable Development Select Committee in 2014-15:

Councillor Liam Curran (Chair)

Councillor James-J Walsh (Vice-Chair)

Councillor Obajimi Adefiranye

Councillor Bill Brown

Councillor Suzannah Clarke

Councillor Amanda De Ryk

Councillor Mark Ingleby

Councillor Stella Jeffrey

Councillor Helen Klier

Councillor Paul Upex

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Chair's Introduction

***To be added*.**

Councillor Liam Curran
Chair of the Sustainable Development Select Committee



1. Executive summary

The objective to achieve better balanced streets in London is a difficult one. As recognised in the Mayor of London/TfL Document 'Better Streets', a better balanced street is one that pays respect to the competing needs of all users. So, if there are a significant numbers of users other than motor vehicles, such as pedestrians or cyclists, the street, as a public resource, is balanced through its design and management to optimise the way it meets the needs of all these different users as well as motorists.

With this in mind, the Sustainable Development Select Committee decided to embark on an in-depth review entitled 'Modern Roads' that would not only look at the implementation of the implementation of the borough's 20 mph zone, but other issues such as improving the borough for cyclists, what this means for pedestrians, and improving air quality in the borough. The Sustainable Development Select Committee has identified three key strands which were felt to be of key importance in relation to Modern Roads in borough: the introduction of a borough wide 20mph speed limit; improving the borough for cyclists, and improving air quality in the borough for the benefit of residents.

The Select Committee heard from officers in the Transport Team, Air Quality, plus a range of external witnesses from organisations such as 20s Plenty For Us, Living Streets, the London Air Quality Network and Lewisham Cyclists. This vast range of expertise has enabled the Select Committee to come up with a range of recommendations that would enable the boroughs streets to become safer, more balanced and lessen the effect of air pollution on those that live, work and study in Lewisham.

To be finished in light of the recommendations, once agreed

2. Recommendations

The Committee would like to make the following recommendations:

Recommendation 1:

xxx

Recommendation 2:

xxx

Recommendation 3:

xxx

Recommendation 4:

xxx

Recommendation 5:

xxx

3. Purpose and structure of review

At the meeting of the Sustainable Development Select Committee held in September 2014, Members resolved to carry out an in-depth review into Modern Roads. The scope of the review and its key lines of enquiry were agreed by the Committee in October 2014. It was decided that the review would explore the following themes and seek answers to the following questions:

1. 20 mph Speed Limit:

Members of the review agreed to examine the Council's role in ensuring road safety for cyclists, pedestrians, and vehicle users in the borough.

Key questions:

I: What are the potential advantages and disadvantages of introducing the 20 mph limit in the borough?

II: How will the new speed limit be enforced?

III: How will local people be informed about the 20 mph limit?

IV: What will the costs of introducing a new 20 mph limit be?

V: What are the experiences of other London Boroughs in implementing a 20 mph limit?

2. Improving the borough for cyclists:

Members sought to determine how the Council could improve the roads to encourage more people to take up cycling.

Key questions:

I: What cycling infrastructure is present in the borough and who is it provided by (e.g. TFL or Council provided and maintained?)

II: What initiatives are in place to promote cycling in the borough?

III: How have initiatives improved cycling safety and cycling numbers in the borough?

IV: How can the Council further improve cycling safety and cycling numbers to make cycling an everyday occurrence?

V: How can the Council further secure funding for improved cycling infrastructure?

3. Improving air quality:

Members wanted to explore the avenues for improving air quality, and therefore the quality of life of residents in the borough.

Key questions:

I: What is the impact of traffic on road pollution?

II: How would improved roads reduce air pollution?

III: What are the different ways that traffic can be reduced, which could potentially decrease the amount of air pollution?

IV: How is the new Air Quality Management Areas (AQMA) action plan progressing and is it having an impact on air quality?

V: How will Lewisham Council reduce the emissions of its own fleet of vehicles?

Evidence sessions were held on 9 December 2014 and 20 January 2015.
Witnesses were:

- Simon Moss - Transport Policy & Development Manager
- Liz Brooker - Road Safety & Sustainable Transport Manager
- Tamsin Williams - Senior Air Quality Officer
- Jeremy Leach - London Campaign Co-ordinator, '20s Plenty For Us'
- Tom Platt - London Manager, Living Streets
- Symon Knightswood - Chair, Living Streets, Lewisham Group
- Stephen Hedley - London Air Quality Network
- Jane Davis - Coordinator, Lewisham Cyclists

In addition, the Committee considered the following written reports:

- Modern Roads Review: Scoping Paper - Officer Report
- Introducing a borough Wide 20mph Speed Limit – Mayor and Cabinet Paper
- Modern Roads - Improving the borough for cyclists – Officer Report
- Improving Air Quality – Officer Report
- Introducing a borough-Wide 20 mph speed limit – Submission by 20's Plenty For Us
- Modern Roads Review - Submission by Living Streets

The Committee concluded its review and agreed its recommendations in March 2015.

4. Introducing a borough wide 20 mph speed limit

Background

Policy Context: the case for a borough wide speed limit in Lewisham

- 4.1 The Greater London Authority Act requires each London Borough to prepare a Local Implementation Plan (a LIP) to implement the London Mayor's Transport Strategy (MTS) within their area. The strategy was published on the 10th May 2010, alongside statutory guidance to London boroughs on LIPs.
- 4.2 Lewisham's LIP was approved by the Lewisham Mayor and the London Mayor. The LIP was developed within the framework provided by the MTS and consists of an evidence base, objectives, targets and initial three year programme. The goals, objectives, and outcomes for the LIP reflect local policies and priorities and are aligned with the Council's Corporate Priorities and the Sustainable Community Strategy.
- 4.3 The introduction of local area 20mph speed limit zones has been included in all previous LIP submissions and the Labour manifesto for the 2014 mayoral and local elections - 'Lewisham Together, towards a better future' includes plans to build on the success of the 20mph zones by introducing a borough-wide 20 mph speed limit. As a result, proposals are now being brought forward to implement this.
- 4.4 20 mph speed limit zones have been introduced in residential areas throughout Lewisham over the last 12 years as part of the borough's traffic safety schemes. As a result 65% of the borough's roads are now 20 mph roads.
- 4.5 The primary function of a 20mph zone is to reduce speed throughout and hence the number and severity of road traffic casualties. In 2008 a report commissioned by Transport for London regarding 20mph zones in London included amongst its conclusions that: "On average, between 1991 and 2006, there has been a 1.7% decline in all casualties each year on London's roads" and "Historically, 20 mph zones in London have reduced overall casualties within (20mph) zones by 42% above this background decline." (Officer report to Mayor and Cabinet, January 2015)
- 4.6 Research shows that on urban roads with low traffic speeds any 1 mph reduction in average speed can reduce the collision frequency by around 6% (Taylor, Lynam and Baruya, 2000) There is also clear evidence confirming the greater chance of survival of pedestrians at lower speeds.
- 4.7 The Royal Society for the Prevention of Accidents (RoSPA) identified a 2.5% chance of a pedestrian being fatally injured when struck at 20mph, compared to a 20% chance at 30mph (Reducing Road Traffic

Casualties). A national study carried out by TRL in 1996 showed that 20mph speed limits were beneficial in reducing accidents and slowing down traffic. Speeds in the 200 zones that were monitored slowed by an average of 9% with a 27% decrease in personal injury accidents, and a 70% reduction in accidents resulting a fatality or serious injury.

- 4.8 Given that 65% of the borough's roads already have 20mph speed limits, borough wide implementation is essentially a 'filling in the gaps exercise' to ensure that all road speeds are standardised. Under the borough wide 20 mph proposal, only TfL roads will be exempt: TfL manage the TfL Road Network (the TLRN or London's 'red routes').
- 4.9 Slower speeds benefit the whole community. Those currently suffering the greatest inequalities tend to live nearer to busy roads and therefore benefit the most from 20mph limits. 20 mph limits also reduce health inequalities. Another benefit is that cyclists and pedestrians feel safer when out and about on the streets, with a lower speed limit further encouraging individuals to cycle in the borough, both for leisure and commuting purposes.
- 4.10 It is felt that the potential disadvantages of a borough wide 20mph speed limit are limited. There could be the potential for an increase in traffic due to the reduced speed limit, although this cannot be accurately measured before implementation. As with all speed limits, it is impossible to measure vehicle speed at all times to guarantee that a 20mph speed limit is being adhered to.

Other London Boroughs

- 4.11 Four London boroughs currently have a borough wide 20mph speed limit: Islington, Southwark, Camden and the City, while another two alongside Lewisham have committed to 20mph limits on all residential roads: Hackney and Lambeth. Tower Hamlets are consulting on a 20mph speed limit on all borough roads whereas Greenwich, Haringey and Waltham Forest have adopted/have a policy to adopt 20mph on residential roads (and a limited number of other roads).
- 4.12. Islington was the first authority to introduce a borough wide speed limit of 20mph in 2013 on all roads apart from TfL maintained routes. There has been criticism levied at the borough when it emerged that not a single penalty had been issued against drivers caught travelling between 20mph and 30mph in the first year of its implementation. 900 drivers were instead given advisory notices and warnings. In October 2014 the Police stepped up their enforcements plans to make Islington the first borough where motorists flouting the 20mph would be prosecuted, as well as receiving on-the-spot fines.

Programme for Implementation in Lewisham

4.13 A timetable has been set out, to implement a borough-wide 20mph zone. Officers have advised that a step by step approach will be used throughout the programme delivery:

- Agree overall approach, governance and funding (M&C in Dec 2014).
- Data collection of speeds/ analysis of data (six months from Jan 15- June 15).
- Consultation with key stakeholders such as the emergency services, TfL, and neighbouring authorities - Police are likely to object to the borough wide implementation initially as some roads may not be suitable without traffic calming to ensure self-enforcing compliance. We will work closely with the Met Police to work out issues and resolve them so we can deliver a joined up approach and a successful implementation process throughout the scheme (Jan 15 - Sept 15).
- Review policy relating to the design of 20mph areas and the programme of work for the introduction of the limit. (Sep 15 – Mar 16).
- Complete the required programme of work for Traffic orders an implementation (April 16 - July 16). This assumes minimal work on the ground at this stage.
- Design options (interventions) to encourage/enforce compliance (May-Oct 17).
- Arrange formal consultation on compliance measures with emergency services and buses (Sept 17 - Dec 2017).
- Carry out a widespread ‘hearts and minds’ publicity and public information campaign as part of LB Lewisham's new Road Safety Plan Jan 2015 to March 2018.

4.14 The work programme timetable is set out as follows, building on the 20mph zones already in existence:

Fig. 1

Work programme timetable	Start	Finish
Pid Agreement	Oct 14	Oct 14
Consult with M&C and agree strategy	Nov 14	Dec 14
Planning/Inception Stage (Start Up & Initiation)		
Data collection & analysis -	Jan 15	June15
Key stakeholder consultation	June 15	Sept 15
Review Design Guidelines, Sign audits & Design	Sept 15	Mar 16

Consultation and campaign messages	Jan 15	Mar 18
Delivery Stage		
Traffic orders application	Mar 16	
Implementation	Mar 16	July 16
Monitoring	Sep 16	Mar 18
Design options for roads with low compliance	Oct 16	Oct 17
Implementation of remedial measures	Jan 17	Mar 18

- 4.15 The DfT also states that it is important that traffic authorities and police forces work together in determining, or considering any changes to speed limits. Also to achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity, unless this has been explicitly agreed. Work with the Metropolitan Police Service will be on going throughout the introduction of the speed limit.
- 4.16 The current official position of the MPS is that they support the introduction of 20mph zones and limits by Local Authorities but insists that they should be self-enforcing through physical traffic calming measures. Where traffic is found to be exceeding 20mph then further physical engineering should be considered as a first option. If this does not work then it may be the case that where vulnerable road users are within the zone, the MPS may consider that enforcement can take place. (Officer Paper, Mayor and Cabinet, January)

Evidence to the Select Committee

- 4.17 The Council's Transport Policy & Development Manager gave evidence to the Committee, and noted that 85% of the borough is in a 20 mph zone already, and that under the borough wide 20 mph proposal, only TfL roads will be exempt. Council officers will also need to work with traffic police around enforcement as there will be no additional capacity to enforce the new limits. The aim is for roads to be self-enforcing, the key to which is to make them feel like they are 20 mph roads and for drivers to adjust their speed. Many roads currently don't feel like 20 mph roads and therefore have speeding issues. Additionally, officers are identifying roads where they think there might be problems with the new limit and targeting those areas where compliance is a problem for enforcement and improvement. There will also be an audit of road signs to ensure there is clear and appropriate signage of the new limit.
- 4.18 The Committee also heard from Jeremy Leach from the group 20s Plenty For Us. 20s Plenty For Us is a small community-based organisation with almost 250 branches across the UK which campaigns for slower speeds in our cities, towns and villages and 20mph speed limits in particular and a fairer balance between people and motor vehicles.
- 4.19 They believe that there are 3 principal areas in which slower speeds and 20mph speed limits can be of value:

- **Casualty Reduction:** Reducing urban speeds to a maximum of 20mph is widely recognised as reducing casualties by almost a half.
- **Public Health:** 20mph limits are associated with higher levels of walking and cycling and active travel more generally. Research into the impact of 20mph zones¹ has found that levels of walking and cycling rose significantly when vehicle speeds are reduced.
- **Improved Quality of Life:** 20mph speed limits deliver (directly and indirectly) lower levels of air pollution and lower levels of noise pollution and a street environment that is less intimidating for those who walk and cycle.

4.20 The 20s Plenty For Us submission mentioned other benefits:

- **Air Pollution:** The most significant study into the relationship between 20mph and air quality appears to have been done for the City of London in its investigation about whether to adopt a 20mph speed limit. The City commissioned a study by Imperial College² specifically to look at the “estimated impacts on vehicle emissions of a 20mph speed restriction in central London” and stated in their conclusions (on page 7) that “The study concluded that it would be incorrect to assume a 20mph speed restriction would be detrimental to ambient local air quality, as the effects on vehicle emissions are mixed”.
- **Impact of Journey Times:** In an urban environment a 20mph limit has a negligible impact on journey times and does not significantly alter trip lengths or inconvenience drivers. It is the number of and duration of the stops on a journey that tend to dictate the length of a journey in an urban setting and constant 30mph is rare due to bends, junctions etc.

4.21 The evidence he gave to the Committee stated that 56% of those killed or seriously injured in the borough were on TfL-managed streets and 44% were on Lewisham managed roads. In terms of the type of road involved, 80% of those killed or seriously injured were on A or B classified roads (2013 (TfL Data)). With the support for 20mph zones in polling (the British Social Attitudes Survey of 2011 showed that 73% of respondents favoured 20mph zones for residential roads) and the speed reductions in places that have implemented 20 mph zones (for example in Portsmouth - reduction in the average speed of 1.3 mph. Average fall of 6.3mph at sites with speeds greater than 24 mph) he made the case for borough-wide 20mph zones. The Committee also heard that in respect of compliance with 20mph limits, Association of Chief Police Officers (ACPO) policy has changed. In October 2013, they stated that, “enforcement will be considered in all clearly posted

¹ <http://www.panh.ch/hepaeurope/materials/HEPA%20Walking%20and%20Cycling%20Strategy%20.pdf>

² <http://www.cityoflondon.gov.uk/business/environmental-health/environmental-protection/air-quality/Documents/speed-restriction-air-quality-report-2013-for-web.pdf>

limits...rest assured, deliberate high harm offenders will always be targeted and they will be prosecuted.” City of London (CoL) Police began issuing fixed penalty notices when they adopted an authority-wide 20mph limit in July 2014. Also, TfL are now open to proposals from boroughs that are introducing 20mph limits to include appropriate Transport for London Route Network (TLRN) roads.

4.22 There have also been a number of studies on the impact of 20mph zones. The London School of Hygiene and Tropical Medicine conducted a study into the impact of 300+ 20mph zones between 1986-2006 and this showed a 42% decline in road casualties. A Lancashire County Council study in 2012 showed that three pilot 20mph zones resulted in a 46% reduction in casualties. A study in Edinburgh last year on its 20mph pilot showed that:

- Those considering cycling to be unsafe fell from 26% to 18%
- Children cycling to school rose from 4% to 12%
- Older primary age children cycling to school rose from 3% to 22%

4.23 In respect of making 20mph zones effective, Jeremy Leach said that the Council should:

- Work closely with the borough police.
- Have a proactive education programme and use local groups and facilities. For example, Liverpool City Council involved Liverpool and Everton Football Clubs in its communications strategy.

The Committee also heard that the implementation of a 20mph zone would be successful if you got the appropriate changes in driver behaviour on the roads and excellent signage as drivers enter and exit the borough. There are also other initiatives that will help, such as the ‘Community Road Watch’. This is a programme that empowers local people to act against drivers who speed on their streets, which TfL have also embraced, forming part of its ‘Safe London streets: Our six road safety commitments’ document.

4.24 As well as embracing the Community Road Watch, the 20s Plenty For Us’s submission to the Committee mentioned a number of recent policy papers which now specifically support 20mph. These include:

- TfL/GLA Safer Streets for London Road Safety Action Plan
- Mayor of London Vision from Cycling from March 2013
- Pedestrian Safety Action Plan for London from the GLA and TfL (adopted in July 2014)
- TfL/GLA Cycle Safety Action Plan published in November 2014
- The April 2014 report on pedestrian safety from the GLA Transport Committee entitled Feet First – Improving Pedestrian Safety in London.

Fig. 2



- 4.25 The Committee also heard from Tom Platt, from the charity Living Streets. They gave a submission to the Committee that noted the organisation strongly supports an area-wide 20 mph limit in Lewisham including all residential streets and main roads where people live, work and shop. They stated that the streets are where we live, play, work, and socialise – they should be safe, attractive and enjoyable places for everyone. They believe that 20 mph is the single biggest measure that will reduce road danger and improve the walking environment on Lewisham’s streets.
- 4.26 Living Streets believe that 20 mph zones will increase the chance of survival of pedestrians struck by traffic. A pedestrian struck at 20 mph has a 97% chance of survival whilst this falls to 80% at 30 mph and 50% at 35 mph. They believe that by reducing traffic speed and density our streets and public places are more pleasant to be. It instantly becomes easier to cross the road, less noisy and a more sociable environment to linger. It is also easier for pedestrians and cyclists to enjoy the same direct and safe routes for their journeys as motorists. By adopting this ‘level playing field’ approach to speed limits, local authorities can encourage pedestrians to take to their streets.
- 4.27 20 mph zones also lead to an increase in are also associated with higher levels of walking, as research by the European Network for the Promotion of Health-Enhancing Physical Activity has found that has found that levels of walking and cycling rose significantly when vehicle speeds are reduced. They also noted that are also clear financial benefits to 20 mph. In 2010, the estimated cost to the economy of collisions in Britain was around £15 billion. Conversely, area-wide 20 mph limits are low cost and high benefit. For example, Portsmouth converted 1,200 streets in the city to 20 mph for a cost of just over half a million pounds. The Mayor of London introducing 20 mph speed limits on parts of the TLRN and the recent Mayor of London’s Roads

Task Force report recommended 20 mph limits on all 'local streets', 'high streets', 'high roads' and 'city streets'. The recently published TfL Pedestrian Safety Action Plan commits to supporting more boroughs to introduce 20 mph limits.

- 4.28 The Committee heard from Tom Platt that Local authorities introducing 20mph limits on their roads will have the single biggest impact in reducing road casualties, and encouraging people to walk and cycle. A 'borough-wide' approach to 20mph zones is important because 80% of casualties on roads happen on the major roads. This will also contribute to the getting people active through walking and cycling, which will improve the general health and wellbeing of society, as the lack of physical activity and mobility being a contributory factor on ill-health and premature mortality. He also noted that the development of modern high streets means innovative approaches are needed to accommodate pedestrians and cyclists.
- 4.29 The Committee also heard that walking and pedestrians need to be prioritised, to make Lewisham streets safer for pedestrians. Once that policy position is established, a more holistic approach to street design will be developed to encourage walking, cycling and use of public transport. Lewisham can also look to ensure that their streets have the minimum Pedestrian Comfort Levels. The Mayor of London's 'Better Streets' report of November 2009 has a lot of practical measures to improve streets in London which could be utilised. They also heard that Living Streets also conduct Community Street Audits, to help communities and councils work together to improve their streets, and work with schools on transport plans to encourage walking, such as the 'Park and Stride' scheme, and they have had some success in doing so. Living Streets have been involved in the Roads Task Force (RTF) which was set up by the Mayor of London following the 2012 election to consider how to tackle the challenges facing London's streets and roads.
- 4.30 The Committee also heard from Jane Davis, representing Lewisham Cyclists. Lewisham Cyclists are the borough branch of a London-wide group that looks to promote cycling and better conditions for people to cycling, of which there is a Lewisham branch. It consists of a social arm, and a campaigning arm. There are 700 paid-up members in Lewisham. They also welcomed the Council's adoption of a borough wide 20mph limit, as creating safer roads is probably the single most important thing a council can do to encourage people to cycle and slower motor traffic everywhere will contribute enormously to this. They also welcomed the Council's progress in ensuring compliance with the latest safety regulations for large lorries in the borough, both within the Council's own fleet, and for contractor's vehicles.

5. Improving the borough for cyclists

The Policy Context

5.1 In terms of National Policy, the Government document “A briefing of the Government’s ambition for cycling” (2012) sets out how the Government wants to reduce the number of cycling fatalities through encouraging local authorities to design road improvements with cyclists as well as motorists in mind and to use traffic management tools and techniques to manage the needs of all road users. In the briefing they set out 4 objectives seen as essential in achieving this:

- Making greater provision for cycling on the strategic road network by correcting historic problems, retrofitting the latest solutions and ensuring that it is easy and safe for cyclists to use junctions.
- Ensuring cyclists have access to adequate training to enable them to safely and confidently cycle on the road and encouraging a culture of sharing the road amongst all users.
- Designing roads with cyclists in mind, and effectively managing the interactions between cyclists and other traffic.

5.2 The national objectives are mirrored in the Mayor for London’s “Vision for cycling in London”, published in 2013 where over the next 10 years the Mayor of London has committed £913m to help deliver the following objectives:

- A Tube network for the bike. A network of direct, high-capacity, joined-up cycle routes. Linking central London with local routes. There will be more Dutch-style, fully-segregated lanes and junctions; more mandatory cycle lanes, semi-segregated from general traffic; and a network of direct back-street Quietways, with segregation and junction improvements over the hard parts.
- Safer streets for the bike. London’s streets and spaces to become places where cyclists feel they belong and are safe. Spending on the junction review will be significantly increased, and it will be completely recast to prioritise major and substantial improvements to the worst junctions. It also sets out a range of radical measures that will improve the safety of cyclists around large vehicles.
- More people travelling by bike. The policy will help all Londoners, whether or not they have any intention of getting on a bicycle. The new bike routes are a step towards the Mayor’s vision of a ‘village in the city’, creating green corridors, even linear parks, with more tree-planting, more space for pedestrians

and less traffic. Cycling will promote community safety, bringing new life and vitality to underused streets.

- 5.3 As already mentioned, the borough sets out its transport policies programme and aspirations in its Local Implementation Plan (LIP), a statutory document which supports the delivery of the Mayor's Transport Strategy (MTS) within Lewisham. The initiatives highlighted in the summary support the wider goals and objectives of the LIP and in particular the following opportunities identified within it:
- Promotion of a healthy and active population and Lewisham being an enjoyable place to live, such as through measures including travel planning.
 - Promotion of cycling, including through the cycle superhighways and extending the cycle hire scheme, and walking and integrate these objectives with wider travel opportunities to make physical activity an everyday choice.
 - Promotion of increased health through tackling economic and social deprivation.
 - Promotion of better health by addressing poor air quality, particularly at AQMAs, such as through Low Emission Zone enhancements as well as modal shift.

Cycling Initiatives

- 5.4. The overall aim of each initiative is to address one or more of the following objectives: Improve cyclist safety, Improve conditions and facilities for cyclists, encourage people to cycle and support people who want to cycle. These aims have been derived from wider cycling and transport policy detailed in the policy background section of this report. Initiatives are managed by Transport Policy and Development in partnership with internal Council departments and with several external bodies including but not exclusively; Transport for London, Sustrans, London Cycling Campaign, NHS and Housing Associations.
- 5.5. Notable current and near future cycling initiatives include, in brief:
- Cycle Super Highways 4 & 5 (CS4/CS5) - Part of the wider TfL Cycle Super Highway programme, both routes remain in the design stage and are proposed to run down the A200 and A2 respectively.
 - The Quietway programme - Drawing on funding from the Mayor of London's financial commitment to improve all aspects of cycling in London, the Quietway Programme aims to provide quiet back street cycle routes that less confident or new cyclists will be able to use comfortably. Lewisham has a section of one

of the first Quietways to be delivered in London, the route is proposed to run along the new cycle and pedestrian path currently in development along the back of Millwall's football stadium, Surrey Canal Rd, Folkestone Gardens Park, Childers St, Edwards St, Deptford High Street, Crossfield St, Creekside, Half Penny Hatch Bridge)

- Borough Cycling Programme - TfL have provided the opportunity for boroughs to bid for funding to deliver a range of cycling initiatives. Lewisham has bid to the programme to fund extra cycling initiatives on top of what is delivered through the boroughs LIP allocation. Lewisham is currently waiting for a decision from TfL on the success of the bid but has bid contains requests for; extra funding for cycle training, funding to provide secure cycle parking, improvements to fleet safety in particular to reduce the possible conflict between the council's fleet of refuse lorries and HGV and cyclists through the fitting of the latest safety camera systems to fleet vehicles and compulsory vulnerable road user courses for all of the council's fleet drivers.
- Adult and Child Cycle Training - Through the borough's LIP allocation Lewisham offers cycle training to adults and children from fully nationally accredited cycling instructors. Adult cycle training take the form of either 1 to 1 cycle training where participants in the training can focus on individual requirements to help them become more accomplished cyclists or group training where a group of 5 to 9 participants learn in a group setting over a number of weekly sessions, these course are aimed at cyclists who what a more comprehensive training covering everything from how to set up their bikes to going on a sustained ride along a variety of road types. Chid cycle training takes the form of Bikeability courses. Bikeability is the new form of cycling proficiency. It aims to offer participants the opportunity to learn the skills required to start riding in modern day road conditions.
- Borough Cycle Hire Scheme - The Lewisham Road Safety Team have been working in partnership with the cycling charity London Cycling Campaign (LCC) to run a project to offer short term bike hire to local residents. The main driver behind the project is the fact that many Lewisham residents would like to try cycling either to get to work or for leisure but are put off by the initial financial outlay of buying the equipment.
(Officer paper, Modern Roads - Improving the borough for cyclists, Sustainable Development Select Committee, December 2014).

Evidence to the Select Committee

- 5.6 The Committee heard evidence from the Council's Transport Policy and Development Manager and the Road Safety & Sustainable Transport Manager. The officers reported that the Council was carrying out a study on how to allocate carriage space for cycles on roads. However, the costs involved meant it would take a long time to put improvements such as these in place. They also noted that cycle training is important, as quite often people don't know the best routes to take to get them where they want in a quick and safe way. So route planning is a focus for training for adults. Cyclist training involves teaching them how to use the road more safely. It was also noted that education for drivers about cyclists was important so they became more aware of cyclists. In Lewisham the drivers on the door2door service have all done training so they are more aware of cyclists and techniques they use to ensure they stay safe. The aim is to encourage mutual respect between road users. This is important because the speed that other vehicles travel at on roads can be a key deterrent for cyclists.
- 5.7 It was reported that Lewisham had not signed up to the 'Cycle to Work' scheme which offers bicycles at a reduced price due to tax reductions.. However the Council did offer an interest free loan to purchase a bicycle. Lewisham also offers a £10 bike loan scheme which encourages new cyclists.
- 5.8 The Committee also heard that the bulk of funding for promoting cycling comes from TfL, including most money for new infrastructure. Moving onto the Quietways, the Committee were informed that that 'Quietways' would be branded routes that are well signposted with easily identifiable signs and directions. The aim in Lewisham is to align Quietways to a variety of routes. This can be done by using separate pedestrian and cycle paths, route through parks as well as cycle lanes. The improvements needed can be built into the Local Implementation Plan and they fit into the corridor approach that is being taken to improving infrastructure. The aim for Lewisham is to get as many routes as possible as part of Quietways due to the strong branding that they have and the support from TfL. However there are a lot of other branded and signposted cycle routes including London Cycling Network, Waterlink Way, Heritage Trail and Green Chain.
- 5.9 In respect of school transport plans, the Committee also heard that 89% of schools in Lewisham have accredited school travel plans, which the schools create themselves. Parents often need convincing that cycling to school is a safe way for their children to get to school. Also, 19 Lewisham schools' school transport plans have been awarded the TfL Gold Standard and 40% have at least Bronze Standard, which means they have to demonstrate how they implement the plan and make it successful. Lewisham also works with schools to make the plans work, with initiatives such as cycle training.

5.10 The Committee, after hearing evidence from officer witnesses, noted the following:

- The need to look at roads and infrastructure in order to properly cater for cycling.
- The communication of routes and the availability of different and quieter routes to cyclists is important.
- School Travel Plans should be realistic about how children, especially younger children, will get to school. Younger children will often need to be taken into the school building itself by parents.
- If young people start cycling at an early age they are more likely to cycle for life.
- The cost of buying a bike, especially the need to upgrade a bike quite regularly for children, can be an impediment to increasing cycling. A scheme that offers recycled bikes at a reasonable price could be a way of dealing with this issue.

5.11 The Committee heard extensive evidence from Jane Davis, representing Lewisham Cyclists. Evidence noted that Lewisham Cyclists believe that the Council are good at the 'soft' measures when it comes to cycling, such as cycle training, working closely with walkers/pedestrian/cycling groups, improvement in the streetscape for cyclists, such as the cycle racks. The group, however, were concerned that the rate of increase in cycling journeys recorded in the Local Implementation Plan (LIP) in 2013 in Lewisham seems to have stalled, and, more worryingly, even dropped at some points. The increase in cycling in Lewisham has not met the original target set of 2.3%, which Lewisham Cyclists considered an incredibly modest target in the first place.

5.12 Lewisham Cyclists also welcomed the Council's plans for the new Quietway 1, part of which runs through the north of the borough, providing a safe and useful cycling route. They also appreciate the existing networks of cycle routes in the borough, some of which are excellent, such as the Waterlink Way. Jane Davis also listed a series of measures that Lewisham could introduce that would improve conditions for cyclists are:

- An audit of the existing well used cycle networks in the borough, as some of the best ones are beginning to deteriorate at key points, or lack a decent crossing of a busy road at a key point
- Trundley's Rd: the Council should be pressurising TfL to allow a toucan crossing there
- Modify the Lewisham Gateway Low H and Deptford Bridge junctions to provide safe, fast direct routes for cycling to and from it in all directions, as it is a major junction in the heart of the borough providing extensive links for traffic

- Identifying where measures such as modal filtering and cycle 2-way traffic on one way streets can be used to enable safer cycling. The borough has used these measures in the past successfully and recently, on the new Quietway 1.
- 5.13 The Committee also heard that Lewisham Cyclists have lobbied the Mayor of London's Office to bring the 'Barclays Cycle Hire' scheme to the borough, especially with the Convoys Wharf Development.
- 5.14 Council Officers noted to the Committee that studies are being carried out on Southend Lane at Bellingham before work is commissioned to improve the area. There is also work is being carried out on the Bell Green gyratory. Also, Lewisham did not change its target in respect of cycle use; however it changed the trajectory of time in reaching that target. Lewisham has also received £2m of TfL funding to improve some of its road network and infrastructure.
- 5.15 The Committee also noted that the re-development of London Bridge has meant the storage facilities for cycles in the station have changed, so this needs to be communicated to Lewisham residents.

6. Improving Air Quality

The Policy Context

- 6.1 The UK National Air Quality Objectives and European Union Limit Values are generally very similar for the pollutants of concern in Lewisham: Nitrogen Dioxide (NO_x) and Particulate Matter. However, there were differences in the dates these were to be achieved by.
- 6.2. For Particles (PM₁₀) the National Air Quality Objective and European limit value are both 40 µg/m³ for annual mean and 50 µg/m³ as 24 hour mean. The UK objective was to be achieved by 31st December 2004 and the European limit by 1st January 2005. For Nitrogen Dioxide the national objective and European limit were both set at 40µg/m³ with annual mean and 1hour mean as 200 µg/m³. For the UK this was to be achieved by 31st December 2005 and the European limit was to be achieved by 1st January 2010.

Mayor of London's Objectives and Targets

- 6.3 The Mayor of London's Air Quality Strategy details how improved roads could reduce air pollution. Measures detailed in the strategy include traffic smoothing and maintaining roads in good repair to reduce the contribution of particulate matter from road surface wear. Traffic smoothing can be achieved by better traffic management and street works co-ordination through the London Permit Scheme and also the Lane rental scheme.
- 6.4 The Mayor's strategy also details how road users should be provided with information to enable them to avoid problem areas and thus further reduce the impacts of congestion. An example of this is current radio announcements to encourage drivers to check for traffic problems before embarking on their journey.
- 6.5 There are a multitude of ways in which traffic can be reduced to decrease emissions and improve air quality. These include:
 - Encourage travel by cleaner forms of transport such as public transport and walking and cycling.
 - Reduce emissions from buses
 - Encourage and promote car clubs
 - Maintain roads
 - 20 mph zones
 - LEZ/ULEZ (low emission zone / ultra low emission zone)
 - Electric Vehicles
 - Congestion charging
 - Freight movement improvements

- Electric buses

(Mayor's Air Quality Strategy 2010)

Action Being taken in Lewisham

6.6 Environmental Protection successfully submitted an individual bid and two joint local authority bids to the Mayor's Air Quality Fund. These include a construction project to reduce emissions from construction, and a school engagement project using theatre to promote sustainable travel to school and raise awareness of the effects of poor air quality. In addition, in the Brockley Corridor area, measures including green infrastructure, school engagement and community art will bring additional air quality benefits to planned transport improvements at this location.

6.7 Air Quality Management Areas (AQMA's)

There are six AQMA's in Lewisham, these are declared for nitrogen dioxide and particulate matter for the first five AQMA's and just nitrogen dioxide for the sixth AQMA. Particulate Matter is not exceeded in the borough but declaration for PM₁₀ has been retained as a conservative measure. The Air Quality Action Plan is due to be revised further following the declaration of the sixth air quality management area, similar measures are likely to remain to ensure comprehensive action is taken with regard to air quality.

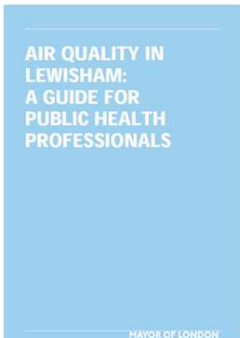
6.8 Progress in relation to AQMA action plan.

A report is sent to Defra annually to report progress on the air quality action plan. Some reductions have been seen at the automatic monitoring stations. It is difficult to attribute this to local measures specifically, as there are London wide measures such as the Low Emission Zone and wider measures such as the European emission limits on vehicles which become increasingly more stringent. Environmental Protection provides detailed input to planning, this can have significant impacts, such as ensuring emissions from energy centres at new developments are controlled. New guidance on air quality neutral development was published by the GLA in April 2014 and this has been applied in Lewisham. This is an additional air quality assessment that can be applied at the planning stage to ensure emissions are minimal from new development.

6.9 In terms of efforts to reduce the emissions from Lewisham's fleet of vehicles, Lewisham has an environmentally friendly vehicle and fuel plan, the council seeks to reduce annual mileage of the fleet. Fuel reduced by 8% 2002-2008.

Evidence to the Committee

- 6.10 The Committee heard from the Council’s Transport Policy and Development Manager and the Senior Air Quality Officer. It was noted that it is difficult to have an impact on air quality locally, especially on traffic aspects as this does require a London wide approach. The officers added that there is currently consultation on an Ultra Low Emissions Zone in the Central London Congestion Charge Zone. Lewisham has expressed support for this and has advocated expanding this Ultra Low Emissions Zone, along with a number of other boroughs on the edges of the proposed zone. The Ultra Low Emissions Zone will require a political decision due to the impact it will have. The Committee noted after hearing from these witnesses, that air quality and the perception of poor air quality due to heavy traffic can have an impact on the willingness of people to walk or cycle to places.
- 6.11 The Committee also heard from Stephen Hedley, of the London Air Quality Network (LAQN). King’s College London hosts the London Air Quality Network which is supported by the majority of boroughs, including Lewisham. He informed the Committee that:
- 6.12 The Department of Health-supported Committee on the Medical Effects of Air Pollutants has estimated that poor air quality across the UK was responsible for the equivalent of 29,000 premature deaths due to people breathing in tiny particles released into the air (2008 data). The World Health Organisation’s International Agency for Research on Cancer stipulated in 2013 that outdoor air pollution was a leading environmental cause of cancer deaths. In a London and Lewisham context, The Mayor of London’s ‘Air Quality in Lewisham: A Guide For Public Health Professionals’ has shown that in Greater London it is estimated that in 2008 there were 4,267 deaths attributable to long-term exposure to small particles. This figure is based upon an amalgamation of the average loss of life of those affected, of 11.5 years. In Lewisham, over the same period, 153 deaths were attributable to PM2.5.



**AIR QUALITY IN LEWISHAM:
A GUIDE FOR
PUBLIC HEALTH
PROFESSIONALS**

MAJOR OF LONDON

(GLA November 2012)

Lewisham Perspective -

In 2008, 153 deaths were attributable to PM2.5. Table 4, below, provides a breakdown of the number of deaths attributable in each of the wards in the borough based on population size.

Ward	Total population	Attributable deaths
Bellingham	14,360	8
Blackheath	14,045	5
Brockley	15,709	9
Catford South	14,790	8
Crofton Park	14,753	8
Downham	15,016	9
Evlyn	16,772	10
Forest Hill	14,962	9
Grove Park	14,827	8
Ladywell	13,210	8
Lee Green	12,777	7
Lewisham	15,576	9
New	16,617	9
Perry	15,386	9
Rushley	14,281	8
Sydenham	16,215	9
Telegraph	15,331	9
Wainford	14,028	8
Total	289,620	153

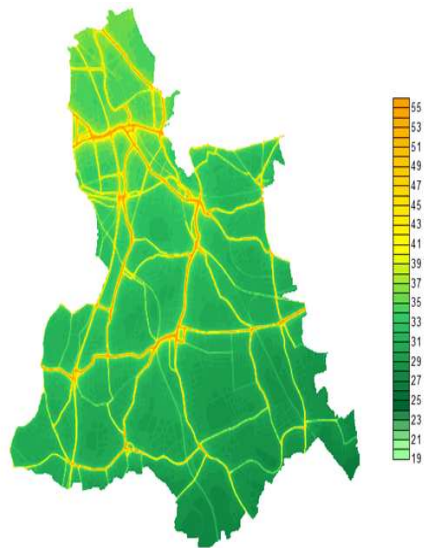
Institute of Medicine (IOM), 2010

- 6.13 The Committee also heard that out of a total of 68 Public Health Outcome Framework measures of the health of the local population

certain transport related measures could contribute to a third of them. It is believed that no other area of intervention could impact on so many key aspects of population health. Transport measures are therefore an excellent opportunity to deliver public health benefits across the life course through tackling one of the major wider determinants of health. In respect of NO₂, In Lewisham, the research shows high levels of NO₂ recorded on the main arterial roads. Locally, Lewisham must comply with the Environment Act, and with the introduction of the Localism Act, EU fines have the potential of being passed from the UK government to local authorities.

- 6.14 The Committee heard that the issue of trees and air quality is complex. On the positive side trees can increase the surface deposition of pollutants; on the negative side some tree species can emit hydrocarbons (and also produce pollen potentially leading to hay fever). Overall trees on their own are not likely to resolve current air quality problems. Leafier parts of the Borough are likely to be less polluted as are probably further away from the main roads. They also heard that aircraft pollution is minimal for those on the ground whilst planes are in the air. However, there is a take-off/landing air pollution issue very close to the largest airports, which is compounded by road traffic using the airport.
- 6.15 Stephen Hedley also told the Committee that to factor in minimising air quality issues when designing developments is not straightforward, as it is typically site dependent and so may require specific investigation e.g. through air quality modelling. In general, reducing human exposure to air pollutants by placing developments away from dense traffic, plus reducing emissions, for example, restricting the local use of diesel vehicles and other measures would have an impact. On the issue of electric buses, he said that TfL's move to use more electric buses over the coming years will result in lower emissions and therefore improve air quality. He also noted that the use of cycling masks will have small impact in combating air pollution and they need replacing every few weeks.

Fig. 3



Predicted annual mean NO₂ for 2015

7. Monitoring and ongoing scrutiny

A number of issues were discussed during the course of the review which could not be considered in depth. The Committee might want to consider these issues further at a later date. These include:

- The Ultra Low Emissions Zone
- Planning and Air Quality/Environmental issues

The Committee may decide to consider these issues as part of its 2015/16 work programme (time permitting). The Committee would also like an update on the implementation of any agreed recommendations before the end of the 2015/16 municipal year.

Recommendation #:

An update on the committee's recommendations should be brought before the Committee before the end of the 2015/16 municipal year.

Sources

1. Better Streets; Mayor of London Office/TfL, November 2009.
2. Better Streets Delivered 2013 – a little book of case studies; Urban Street Design, September 2013.
3. Safe Streets for London; Mayor of London Office/TfL, June 2013.
4. The vision and direction for London's streets and roads Roads Task Force; July 2013.
5. Safe London streets: Our six road safety commitments; Mayor of London/TfL, February 2014.
6. Modern Roads Review: Scoping Paper; Sustainable Development Select Committee, October 2014.
7. Introducing a borough wide 20mph speed limit; Mayor and Cabinet, January 2015.
8. The effects of drivers' speed on the frequency of road accidents; M C Taylor, D A Lynam and A Baruya, 2000.
9. Modern Roads - Improving the borough for cyclists; Sustainable Development Select Committee, December 2014.
10. Improving Air Quality; Sustainable Development Select Committee, December 2014.
11. Introducing a borough-wide 20 mph speed limit – Submission by 20's Plenty For Us; Sustainable Development Select Committee, January 2015.
12. Modern Roads Review- Submission by Living Streets, Sustainable Development Select Committee, January 2015.
13. 2013/14 School travel and accreditation plan for Holy Cross Catholic Primary School; Sustainable Development Select Committee, January 2015.