



## Mayor and Cabinet

### Lewisham and Lee Green LTN Monitoring Update

**Date:** 14 September 2022

**Key decision:** No

**Class:** Part 1

**Ward(s) affected:** Lee Green, Lewisham Central and Hither Green

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### Outline and recommendations

This report outlines to Mayor and Cabinet the monitoring for the Lewisham and Lee Green Low Traffic Neighbourhood (LTN) as requested and recommended in the 12<sup>th</sup> January 2022 Mayor and Cabinet meeting. The report provides an update on a range of information collected over the last 6 months to assess the performance of the LTN.

For the reasons outlined in the report it is recommended that Mayor and Cabinet:

- i. Note the findings of the data monitoring and agree further monitoring should take place in April 2023 for continued assessment of the LTN.
- ii. Note the update on the delivery of complementary measures within the LTN and the surrounding area.

## Timeline of engagement and decision-making

27 May 2020 – Delegated decision – Implementation of temporary measures to support safer walking and cycling in response to the Covid-19 pandemic

July 2020 – Lewisham and Lee Green LTN implemented

November 2020 – Lewisham and Lee Green LTN revised

March 2021 – Lewisham and Lee Green LTN public consultation on measures on proposals aimed at making journeys to and from school safer and healthier

28 June – 8 August 2021 – Lewisham and Lee Green LTN public consultation

12<sup>th</sup> January 2022– Approval to retain Lewisham and Lee Green LTN at Mayor and Cabinet

24<sup>th</sup> May 2022 – Approval given to make the Permanent Traffic Orders via delegated powers

27<sup>th</sup> May 2022 – Permanent Traffic Orders published to retain Lewisham and Lee Green LTN

## 1. Summary

- 1.1. On 12th January 2022 a report was presented to Mayor and Cabinet on the Lewisham and Lee Green Low Traffic Neighbourhood: Consultation and next steps.
- 1.2. Having considered an open officer report the Mayor and Cabinet agreed that:
  - A. the findings of the review of the LTN, including the data monitoring and feedback from the public consultation be noted;
  - B. the Equalities Impact Assessment (EqIA) and specific equalities considerations summarised in section 8 of the report and the full EqIA be received;
  - C. proposals for a permanent traffic order retaining the revised Lewisham and Lee Green LTN be published, and that the statutory processes be conducted;
  - D. the physical modal filters within the Lewisham and Lee Green Low Traffic Neighbourhood are converted to automatic number plate recognition (ANPR) camera enforcement and that Lewisham blue badge holders and emergency services are exempt;
  - E. officers work with schools in the LTN area to implement traditional school streets, where schools are supportive;
  - F. additional complementary measures are implemented within the LTN and surrounding areas, subject to statutory processes and detailed design, including:
    - planters/trees and green spaces
    - additional electric vehicle charging points
    - additional bike hangars and cycle stands
    - additional and/or improved pedestrian crossing points
    - new seating
  - G. approval be given to continue to monitor the area using a range of indicators, including, but not limited to, traffic counts, speed surveys, air quality and bus

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journey times;

- H. officers using their existing delegated powers to implement the above recommendations and deliver the package of complementary measures.
- 1.3. This report addresses parts E, F and G of the January 2022 decision, providing an update on the most recent monitoring of the scheme and how the scheme is performing against its objectives.
  - 1.4. The report also provides information regarding the progress and forward timeline on implementing the complementary measures

## 2. Recommendation

- 2.1. For the reasons set out in this report it is recommended that Mayor and Cabinet:
  - i. Note the findings of the data monitoring and agree further monitoring should take place in April 2023 for continued assessment of the LTN.
  - ii. Note the update on the complementary measures within the LTN and the surrounding area.

## 3. Policy Context

- 3.1 The introduction of the LTN is consistent with the Council's policy framework, as well as wider regional and national policies and priorities. These policies and how the LTN supports their aim and ambitions have been detailed in [the 12<sup>th</sup> January 2022 Mayor and Cabinet report](#).
- 3.2 The LTN implementation fits within the Lewisham Transport Strategy and Local Implementation Plan 2019-2041. The objectives of the Council's transport strategy is for travel by sustainable modes to be the most pleasant, reliable and attractive option for those travelling to, from and within Lewisham; Lewisham's streets to be safe, secure and accessible to all; Lewisham's streets to be healthy, clean and green with less motor traffic; and Lewisham transport network to support new development whilst providing for existing demand.
- 3.3 The LTN implementation has supported the objectives of other local policies including but not limited to the Future Lewisham (2021), Climate Emergency action Plan (2020), Air Quality Action Plan 2022-27 and Cycling Strategy (2017).
- 3.4 The LTN implementation is also consistent with key London wide policies such as the Mayor of London's Transport Strategy (MTS) (2018), which has an overarching aim of reducing dependency on cars and sets strategic targets for 80% of journeys in London to be made by walking, cycling and public transport by 2041 and for all Londoners to do at least 20 minutes of active travel each day by 2041. The MTS also sets out the goal that by 2041 all deaths and serious injuries will be eliminated from London's road network, which is supported by the Vision Zero Action Plan. In 2022, the Mayor of London released an updated pathway for London to achieve net zero by 2030. The Mayor indicated an Accelerated Green pathway will be required in order to achieve net zero, for which one of the key requirements is a 27 per cent reduction in car vehicle kilometres travelled by 2030. Other regional policies include the Healthy Streets for London (2017) and London Environment Strategy (2018).

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## 4. Background

- 4.1. The Lewisham and Lee Green LTN was first introduced in July 2020. At the time, in response to the pandemic, the Government was encouraging councils to make urgent and significant changes to their road layouts to give more space to cyclists and pedestrians through measures like LTNs, schools streets and cycleways.
- 4.2. The primary aim was to encourage people to walk and cycle more and to do so safely whilst maintaining social distancing, as more of us were working from home and exercising and shopping in our local area. LTNs also aim to improve air quality and public health, reduce noise pollution, and make roads safer, which are all in line with the Council's longer term aims for the whole borough. LTNs achieve this by restricting motor vehicle through traffic within a residential area while maintaining and improving through movement for pedestrians and cyclists.
- 4.3. The Lewisham and Lee Green area was selected as a location for an LTN in part due to ongoing and consistent concerns raised with the Council by residents over several years about traffic congestion and speeds, as well as walking and cycling improvements. Within the Lewisham Transport Strategy and Local Implementation Plan (2019 – 2041) the area had been identified as a priority area for a Healthy Neighbourhood.
- 4.4. The original scheme was implemented in July 2020 using a Temporary Traffic Order (TTO), which allowed the scheme to be implemented quickly. The Council listened to concerns raised by residents and responded to perceived increases in traffic levels and increased bus journey times and made changes to the LTN in November 2020, which re-opened some of the restrictions to traffic, and is known as the revised scheme.
- 4.5. As a result of the changes, the level of concerns raised by residents and those who travelled through the revised LTN significantly reduced.
- 4.6. During the summer of 2021, the Council carried out a public consultation to understand people's views and experiences of the LTN. The feedback from the public consultation formed part of a review of the LTN alongside data collected as part of the monitoring of the scheme, including air quality data, traffic counts, traffic speed data, bus journey times and the impact on emergency services. This information has been considered in the context of the Council's longer-term ambitions to inform the recommendations about the future of the LTN.
- 4.7. The review undertaken indicated that the existing, revised Lewisham and Lee Green LTN has met its primary aims, is in line with the Council's corporate objectives and policies and wider London policies and has started to positively influence behaviour change and encourage people to travel more sustainably.
- 4.8. On 12th January 2022 a report was taken to Mayor and Cabinet which outlined the outcome of the review of the Lewisham and Lee Green LTN, including data monitoring and feedback from the public consultation. This information was used to set out the recommendations regarding the future of the Lewisham and Lee Green LTN which were approved. These recommendations are set out in paragraph 1.2 of this report.
- 4.9. The statutory traffic order process commenced on 25th March 2022 in accordance with the 1996 Regulations. The statutory process closed on 22nd April 2022. An additional 7 days beyond the statutory 21 days was provided to ensure all stakeholders had sufficient time to respond as this included the Easter Weekend. This provided all stakeholders with 28 days to object, comment or request further information.
- 4.10. During the statutory process outlined above, 211 objections were received from 208 objectors. Of the objections received, 130 were identical campaign responses.
- 4.11. The Director of Public Realm (as decision maker through delegated powers)

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conscientiously considered the views expressed by the statutory consultees as well as from those that formally responded to the statutory process and made the decision to make the traffic orders, which gave permanent effect to the Lewisham and Lee Green Low Traffic Neighbourhood scheme under the provisions of section 124, Schedule 1 and Part IV of Schedule 9 of the Road Traffic Regulation Act 1984 and of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 regulations 23 and 24.

- 4.12. The permanent orders were published on the 27<sup>th</sup> May 2022.
- 4.13. During the period of the pandemic traffic levels across wider London area has varied with changes in restrictions placed on public movements. Recent surveys suggest that the level of traffic has increased again but is still on average around 5% lower than in 2019.
- 4.14. Since the LTN has been in place London's Ultra Low Emission Zone (ULEZ) has been expanded and from October 2021 it covers the area within the north and south circular roads. [TfL's six month impact report](#) highlights that compliance levels with ULEZ emission standards have increased to 93.8 per cent in May 2022, up from 86.9 per cent in the weeks before the zone expanded. There were also around 21,000 fewer vehicles in the zone compared to pre-scheme levels. Furthermore, NO<sub>2</sub> concentrations in inner London are estimated to be 20 per cent lower than they would have been without the ULEZ and its expansion.
- 4.15. There has recently been a public consultation on proposals to further expand the ULEZ boundary to cover almost the whole of London, expanding to the current Low Emission Zone boundary. Should this proposal be agreed by the Mayor of London the whole of the borough of Lewisham would be covered by the scheme, including the south circular, and could improve air quality along these heavily congested key routes.

## 5. Data monitoring

- 5.1. Since the LTN was launched, the Council has been undertaking monitoring to understand how the LTN is operating, its impact and whether it is achieving its aims.
- 5.2. The key elements being monitored are:
  - Traffic levels on local roads
  - Traffic speed across local roads
  - Air quality
  - Bus journey times
  - Impact on emergency services
  - Collision levels
- 5.3. Due to the timescales and expectations set by central government when the LTN was first implemented, councils did not have time to undertake the full range of traffic studies and preparatory work that would normally be done in advance for such schemes.
- 5.4. The Council does not have all the baseline air quality data that it would do in normal circumstances. This is because at least three months' continuous data is preferable to understand any regular fluctuations that occur under normal circumstances. However, the Council already has a range of locations where air quality is monitored. These include five continuous air quality monitoring sites in Lewisham, Catford, Deptford, New Cross and Honor Oak Park, that provide historic and predicted air pollution levels to the London Air Quality Network website. There are also 50 nitrogen dioxide diffusion tubes at locations around the borough, and in September 2020 a further 51 temporary

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monitoring sites were added to capture data for the LTN.

- 5.5. The Council does hold some baseline data for traffic counts and speeds. Traffic counts and speed surveys were commissioned in March 2019 and further counts in June/July 2020. These counts were taken at a number of locations across the LTN and surrounding area over a 7-day period and were recorded outside of school holiday time periods. Although both these data sets are baseline measures, the effects of Covid-19 on travel behaviour for these two time periods need to be factored into the consideration of the data analysis.
- 5.6. The Council has also collected 'after' monitoring data to give a comparative picture of the changes observed since the implementation of the LTN. Traffic counts and speed surveys were commissioned in:
  - September / October 2020 to assess the impact of the original scheme
  - February 2021 for the revised scheme
  - April 2022 to assess under limited Covid restrictions.
- 5.7. During this time air quality continued to be monitored and officers worked with TfL to understand the impact on bus journey times.
- 5.8. The previous reports that outline the baseline data and the subsequent monitoring in detail can be found in Appendix A, Monitoring Strategy June 2021, Appendix B Monitoring Report November 2021, and Appendix C Monitoring Report September 2022.
- 5.9. An update on the four main categories can be found below.  
Air quality data
- 5.10. The Council maintains a network of Nitrogen Dioxide (NO<sub>2</sub>) diffusion tubes to assess pollution levels. NO<sub>2</sub> is a pollutant that is harmful to health and is related to the use of petrol and diesel engines. Further information on air quality and live readings can be found on the Council's website: [www.lewisham.gov.uk/airquality](http://www.lewisham.gov.uk/airquality)
- 5.11. There are variables that will influence overall air quality in an area, such as weather conditions that may disperse air pollution from one area to another, and changes in lockdown restrictions, which will influence people's travel patterns.
- 5.12. The data presented in this report is provisional data that has been supplied ahead of its intended publication. Due to the timescales involved and requirement for the latest information to be presented, it should be noted that this data may be subject to change upon further investigation and validation.
- 5.13. The monitoring Network shows that the overall mean NO<sub>2</sub> concentration was 29.0 ug/m<sup>3</sup> during the original LTN period rising to 31.4ug/m<sup>3</sup> for the revised LTN. An increase of 8.3%. Recently, during a period of limited Covid restrictions (November 2021 to March 2022), the figure reduced to 29.6ug/m<sup>3</sup>.
- 5.14. The data that has been collected and represented in Figure 11 of the monitoring report (see Appendix C) of 22 sites in and around the LTN shows there was an overall reduction on pre-pandemic levels of NO<sub>2</sub> across surveyed locations with the original LTN scheme, and over the course of the two variations of the scheme, the LTN has had little to no impact on the air quality in and around it.
- 5.15. In the latest provisional data for these 22 sites, which are closely monitored with diffusion tubes, all level of concentrations have reduced with the exception of Lewisham Road, although it remains below pre-pandemic level and Leahurst Road.
- 5.16. There are no locations where NO<sub>2</sub> exceeded the EU Legal limit of 40 micrograms per cubic metre of air (40 µg/m<sup>3</sup>), based on the average NO<sub>2</sub> readings.

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- 5.17. The World Health Organization (WHO) have their own air quality guidelines for air quality levels. When the LTN scheme was introduced back in July 2020 when the guidelines advised of a mean objective of 40 micrograms per cubic metre of air (40  $\mu\text{g}/\text{m}^3$ ). The guidelines were revised in September 2021 and now advise of a mean objective of 25 micrograms per cubic metre of air (25  $\mu\text{g}/\text{m}^3$ ) mean over a 24 hour period. This new guideline differs to the EU/ UK legal limit as it is not a target, but guidance on what is acceptable.
- 5.18. Air quality monitoring on the A205 South Circular at the two locations for Baring Road and Brownhill Road indicates that air quality improved during the first of the lockdown when people's travel was restricted. The air quality recorded in the periods of the original scheme had improved in comparison to pre-pandemic levels however during the initial stages of the revised scheme (July to October 2020) the air quality got worse and was back to pre-pandemic levels. The latest data is an average between November 2021 to March 2022 shows the air quality has again improved and is now better than the pre-covid and pre-LTN levels.

#### Traffic level monitoring

- 5.19. The latest survey data has been collected in April 2022, over a consecutive seven-day period. These surveys are located in similar positions to previous collections and provide an indication of how the scheme is operating with limited covid restrictions.
- 5.20. While collecting the latest traffic counts and vehicle speed data with the use of automatic traffic counts a number of sites were subject to repeated vandalism with the cutting of the equipment. Although the equipment was replaced several times this has resulted in some missing data and some data collected over a different 7 day period.
- 5.21. It is important to note that any transport-related data capture has limitations and does not consider external factors on the network such as road works, collisions, broken down vehicles etc. A range of variables will also need to be considered such as seasonality, as different modes of transport and the associated flows may differ between times of year.
- 5.22. In addition, data capture during a pandemic is not representative of normal conditions, and traffic flow was affected by the tightening and easing of lockdown measures by the government which have severely influenced the frequency, method and usage of travel methods, resulting in at times volatile results. The monitoring data has been undertaken over a period that is not under 'normal' conditions and we are still unclear when or if 'normal' conditions will return. Therefore the data produced and analysed to aid monitoring and evaluation of the scheme is used with the knowledge that it holds some limitations.
- 5.23. Initial traffic count data was collected in March 2019 as part of the preparatory work for the Lewisham and Lee Green Healthy Neighbourhood. When the LTN was introduced it was understood that the 2019 traffic counts did not cover the entire area so additional data was collected in June 2020 to provide indicative information based on similar streets. Both the March 2019 and June 2020 traffic counts form the Council's pre-scheme data. As part of the monitoring of the original scheme, additional data capture was undertaken in October 2020 to cover the 'original LTN', and then a survey was undertaken in February 2021 to provide an insight into the operation of the 'revised LTN' as introduced in November 2020 and recently surveys have been undertaken in April 2022 to understand the impact under limited covid restrictions.
- 5.24. During the monitoring period, there have been several notable changes such as the opening and closing of schools, restrictions on public transport patronage numbers and encouragement where possible to work from home. This resulted in unpredictable travel patterns, with many people choosing to walk and cycle over public safety concerns when needing to travel. This fear also resulted in people opting to drive as an

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alternative to the reduced capacity levels on public transport, resulting in an increase in vehicle movements at times. Traffic has been monitored across 55 locations within and outside of the LTN at different periods of time to understand the effects of the scheme.

- 5.25. Due to the speed at which LTNs were required to be installed, we don't have a perfect set of monitoring data. For some of the roads, pre-scheme surveys were conducted in March 2019, in response to residents' concerns about traffic, walking and cycling, and other surveys were completed in June 2020, when COVID-19 restrictions were in place. These counts provide a snapshot in time. We have provided the comparable data that is available and this is presented in the consultation paper. Additional monitoring has taken place on other roads, including boundary roads, but where there is no comparable data available this has not been included in the tables. However, this information is available in the monitoring report.
- 5.26. The latest survey information is represented in tables, 1, 2 and 3 of the monitoring report found in Appendix C. These tables detail pre-scheme data for locations where pre-scheme data was recorded in March 2019 and that average traffic volumes on the roads surveyed have reduced by approximately 67.7% between March 2019 and February 2021. March 2019 recorded an average of 3,220 vehicles per day per road, before falling to 1,249 in October 2020 during the original LTN scheme and 1,040 in February 2021 during the revised LTN scheme. In the latest recorded counts, the average has increased since February 2021 to 1,860 vehicles per day per road however this is still a 42% reduction on the pre-scheme and pre-covid March 2019 figures. In context to the wider London area traffic levels, recent figures have shown that there is currently an average 5% reduction on pre-pandemic levels.
- 5.27. All roads, with the exception of Leahurst Road (North of Ennersdale Road), Leyland Road (North of Upwood Road) and Morley Road (South of Lingards Road), have less vehicle traffic now in comparison to pre-scheme in March 2019.
- 5.28. It should be noted that school streets are being implemented on Leahurst Road which will help to reduce vehicle numbers during the peak periods.
- 5.29. Where we have only comparisons with pre scheme but not pre covid data, the vehicle movements on these roads has increased on average by approximately 2% between June 2020 and April 2022. In June 2020 while restrictions were in place,
- 5.30. Daily traffic volume was an average of 1,879 across all roads, rising slightly to 1,941 during the original LTN scheme in October 2020, falling to 1,507 in the revised LTN scheme in February 2021 and has risen to 1,919 in 2022.
- 5.31. The biggest increase in volumes were George Lane and Manor Lane (south of Dallinger Road) however there was a similar vehicle decrease on Springrice Road which is adjacent to George Lane. There was also a comparable reduction in the vehicle numbers for Springbank Road to that of the increase in Manor Lane. This could suggest the overall level of traffic in these outer roads to the LTN has been consistent but different routes are being taken showing the variations we are finding.
- 5.32. Our last set of comparable data is for locations where surveys were originally taken after both covid and LTN implementation. Therefore, this data is a comparison between traffic volumes during the time of the pandemic and traffic now. Overall comparing the data across these roads suggest that there is a 30% increase in traffic in comparison to during the pandemic. Across the wider London area there was an approximately 25% reduction in traffic levels during 2020 and this has risen to near normal levels in 2022. Therefore the recorded data within Lewisham has followed the expected pattern that as the level of covid restrictions on movements are relaxed more trips are likely to be taken.

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### Traffic speed monitoring

- 5.33. The latest survey information is represented in Tables 4 and 5 of the monitoring report found in Appendix C. These detail vehicle speeds for locations where pre-scheme data was recorded in March 2019 and highlights that on average vehicle speeds on these roads have decreased by approximately 5.4%, or 1 mph between March 2019 and April 2022.
- 5.34. In April 2022 the biggest increase in speed was on Leyland Road (north of Upwood Road) where there was a 10 mph increase on average speeds. Although there have been no change to its one-way nature, one-way roads such as Leyland Road can sometimes lead to higher speeds. It should be noted this is a location where vandalism has seen the modal filter un officially reopened and the speed could be related to vehicles illegally travelling quickly through the restriction. The introduction of ANPR cameras could have a positive impact on reducing vehicle speeds. The biggest decrease has been on Holme Lacey Road where vehicle speed have reduced to an average of 15 mph from 20 mph.
- 5.35. Average vehicle speeds for locations where pre-scheme data was recorded in June 2020 and highlights that on average vehicle speeds on these roads have decreased by approximately 0.5 mph between June 2020 and April 2022.
- 5.36. The biggest decrease of vehicle speeds was seen in Campshill Road of more than 3 mph and the largest increase in speed was in Radford Road although it should be noted this still remains below the speed limit of 20 mph.

### Bus journey times

- 5.37. The Council has worked with Transport for London (TfL) who have monitored bus journey times. The monitoring area covers journey times for three key corridors; Brownhill Road, Burnt Ash Hill / Burnt Ash Road and Lee High Road / Eltham Road, for the period between March 2019 to July 2022.
- 5.38. TfL data shows bus journey times on these corridors fluctuated over the course of 2020, coinciding with the introduction and easing of COVID restrictions. This includes an increase when the original scheme was introduced in July 2020 and when schools returned in September 2020. The data indicates that the fluctuations have settled since the scheme was revised in November 2020. This pattern has continued across to the first half of 2022.
- 5.39. TfL data for Brownhill Road shows in 2022 the average eastbound bus journey times have fluctuated within January and for a short temporary period reached a journey time high of 10 minutes per km in early February, however from mid February to July average journey times have been below the average set in 2019 prior to Covid and the LTN implementation. Within the first week of July there again has been a recorded increase in journey times. These rapid short term spikes in average journey times are likely to be due to incidents on other parts of the network which then have a knock on effect to the eastbound movement on the A205 rather than the LTN. For instance, in the first week of February 2022 Thames Water were required to undertake works on the A205 carriageway and multi-way temporary traffic signals were in place. Similarly, in mid-June Transport for London undertook carriageway repairs and again required multi-way temporary traffic signals. Both of which match the large spike in average bus journey times.
- 5.40. In 2022 the Westbound bus journey times have stayed consistently between the upper and lower baseline bus journey time range. In the last week (mid July) this has increased to 4.4 minutes per km but again within the range of expected fluctuations.
- 5.41. The results suggest the westbound bus journey times have been unaffected by the introduction of the LTN as little change has occurred.

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- 5.42. For the Burnt Ash Hill / Burnt Ash Road northbound corridor 2021 data indicated journey times have been consistently within the baseline range from pre-covid and pre-LTN of 3.2 and 4.5 minutes per km.
- 5.43. In 2022, the trends have been similar with short infrequent peaks in journey times. The overall trend is around or slightly above the upper baseline. This suggests there has been a slight increase in journey time for northbound traffic in comparison to pre-covid and pre-LTN.
- 5.44. In the southbound corridor, after the LTN was revised in November 2020, journey times stabilised at around 3 minutes per km. This has continued throughout 2021 and 2022. The data suggest there has been no impact on southbound bus journey times along Burnt Ash Road since the implementation of the LTN.
- 5.45. For the Lee High Road / Eltham Road corridor in 2022, other than a short peak in early February 2022, the bus journey time has remained consistent and currently matches the baseline figure recorded pre-Covid and pre-LTN. This would assume the LTN has not impacted on the bus journey times on the Lee High Road.

#### Emergency services response times

- 5.46. Prior to the launch, during and since the implementation of Lewisham and Lee Green LTN, the Council held regular meetings with the emergency services to discuss any emerging operational issues coming from the Police, Fire and Ambulance service representatives. Discussions at these meetings also covered impacts of the LTN on emergency services.
- 5.47. At no point have the emergency services requested specific changes to be made to the LTN. The London Ambulance Service (LAS) had reported a small number of incidents that led to delays within the original LTN scheme, but this has since been revised. In addition the LAS have throughout expressed a preference for camera enforced restrictions rather than physical road closures which are being implemented this year.

#### Collision levels

- 5.48. Using collision data provided by TfL, we have reviewed collision data within the consultation area. To note this data provides information for road traffic collisions that involve personal injury occurring on the public highway reported to the Police. Damage only collisions are not included. Data is as reported to the Metropolitan Police, in accordance with the STATS19 national reporting system. Data is collected by the Police at the scene of a collision or in some cases reported by a member of the public at a police station, then processed and passed by the Police to TfL for checking and analysis.
- 5.49. When reviewing collision data, it is normal practice to look at three to five year trends. This is therefore an initial review to understand any emerging patterns. The latest collision data available at the time of the report is up to the 31st December 2021. This being 18 months after the start of the original LTN implementation of July 2020. To make a comparison we have therefore used data for 18 months prior to the introduction of the scheme. This being January 2019 to June 2020.
- 5.50. The table below shows the level of collisions by road type and collision severity for both pre and post LTN for the consultation area.

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	Pre LTN			Post LTN			Change
	Slight	KSI	Total	Slight	KSI	Total	
<b>All Roads</b>	316	48	364	267	42	309	-55
<b>Borough road</b>	99	14	113	83	12	95	-18
<b>TLRN</b>	217	34	251	184	30	214	-37

5.51. The initial data shows that there has been a reduction in collisions in both categories on borough roads and the TLRN (roads managed by TfL). This includes a reduction of 12% of Killed or Seriously injured collisions in the area.

Future monitoring

5.52. In line with the January 2022 Mayor and Cabinet report and usual practices it is important that the scheme and its impact continues to be monitored and assessed. Particularly as we are in the recovery phase from the pandemic and travel patterns and behaviours and re-establishing.

5.53. The recommendations of this report include undertaking additional monitoring following the implementation of the environmental complementary measures. This will require funding within the 2023/24 financial year of approximately £20K.

## 6. Design and Implementation Update

6.1. The introduction of a new package of complementary environmental measures was approved at Mayor and Cabinet in January 2022 as outlined in paragraph 1.2.

6.2. These additional measures are being introduced in and around the LTN to further support people to walk and cycle, and to create safer and greener streets.

6.3. These measures have been progressed in the LTN and surrounding area:

Complementary measure	Amount	Timeline
<b>Benches</b>	10 locations identified	From w/c 22 <sup>nd</sup> August
<b>Electric vehicle charging points</b>	12 locations have been identified following requests from the public	3 have already been installed with the remaining 9 to be in place by March 2023
<b>Bike hangars</b>	20 locations have been identified following the public requests to use existing hangers within the area	Due to delivery restraints these are being implemented in phases. 5 hangars in August, 7 hangars in October and 8 hangars in November.
<b>Trees</b>	35 locations have been identified	These will be implemented during the planting season of October 2022 to March 2023

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- 6.4. Discussions have been held with the five schools in the area to develop, design and agree timings for school streets in the area. Trinity C of E Primary School is being developed for implementation in September. The other four schools (Brindishe Lee, Brindishe Manor, St Saviour's RC, and St Winifred's RC) are being developed for implementation during October half term.
- 6.5. One of the key approved recommendations as set-out in paragraph 1.2 is conversion of the physical modal filters within the Lewisham and Lee Green LTN to automatic number plate recognition (ANPR) camera enforcement and that Lewisham blue badge holders and emergency services are exempt. Following the completion of the statutory traffic order process, designs have been completed and these conversions are expected to be implemented by the end of September 2022.

## 7. Conclusion

- 7.1. Survey data enables an assessment of the scheme to date, although over the review period these figures will have been impacted by the local and national restrictions put in place to manage the COVID-19 pandemic. Therefore it is not always possible to differentiate the impact of the LTN from the wider changes in traffic flow and composition which will have resulted from the restrictions.
- 7.2. So far, the overall data has shown:
- With a few exceptions, traffic levels in the LTN and surrounding area have decreased, despite London-wide traffic levels being up compared to during the pandemic levels.
  - Vehicle speeds have reduced on average by 5.4% on roads in and around the LTN compared with March 2019, and are below the 20mph speed limit in the majority of cases.
  - Air quality has continued to remain below the 40 µg/m<sup>3</sup> across the area and has improved in 20 of the 22 sites monitored when compared to pre-LTN levels.
  - Bus journey times have continued to operate within a comparable time prior to the LTN being implemented. The Eastbound journey times along the Brownhill Road are the most impacted with higher than average journey times during 2021 but in the last three months this has operated with average journey times lower than before the LTN being implemented.
  - A reduction in the number of collisions, including a 12% reduction in Killed and Seriously injured collisions within the consultation area.
- 7.3. The core aims of the LTN were to encourage people to walk and cycle more; improve air quality; improve road safety; reduce traffic; and protect public health during the pandemic.
- 7.4. The latest data suggests the revised Lewisham and Lee Green LTN is continuing to meet its aims, is in line with the Council's corporate objectives and policies, as well as wider London policies, despite some negative impacts being observed.
- 7.5. The implementation of the approved additional complementary measures as mentioned in section 6 of this report will continue to encourage further behaviour change, increase levels of walking and cycling and improve amenity. These measures include traditional school streets, greening, such as new street trees, electric vehicle charging points and cycle parking.
- 7.6. It is expected these measures will support the continuing success of the LTN, and will encourage further traffic reduction, improve air quality, and increase mode shift towards walking and cycling.
- 7.7. It is recommended that after the implementation of these measures further monitoring

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is undertaken to assess any impacts, and potentially help develop practices for the rest of the borough

## 8. Financial implications

- 8.1. This report largely reflects the impact of spending already incurred in respect of the LTN implementation.
- 8.2. There is one recommendation to extend the monitoring of the Lewisham and Lee Green LTN through the financial year 2023/24. The cost of the additional monitoring is expected to be in the region of £20k and will be required in 2023/24.
- 8.3. Officers will seek additional funding from TfL through the Local Implementation Plan (LIP) as these changes reflect London-wide policy ambitions. However, should an external contribution to these costs not be secured then commitments within the Highways service budget for 2023/24 will be reviewed and these costs met from existing budgets without the need for an additional call on Council's resources.

## 9. Legal implications

- 9.1. The report notes the findings of the data monitoring and agrees that further monitoring should take place in April 2023 for continued assessment of the LTN and notes the update on the delivery of complementary measures within the LTN and the surrounding area.
- 9.2. The LTN was introduced and amended by way of the making of traffic management orders. The Road Traffic Regulation Act 1984 (RTRA) sets out the legal framework for traffic management orders. The procedures for making permanent and experimental traffic management orders and the form that they should take are set out within the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and they, prescribe inter alia, specific publication, consultation and notification requirements that must be followed. Any amendments to the LTN required as a result of the monitoring outcomes would also have to follow those procedures.
- 9.3. Section 122 of the Act imposes a duty on the Council to exercise the functions conferred on them by the RTRA as (so far as practicable having regard to the matters specified in S122 (2)) to 'secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians and the provision of suitable and adequate parking facilities on and off the highway'.
- 9.4. The matters set out in S122(2) are:-
  - the desirability of securing and maintaining reasonable access to premises;
  - the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
  - the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
  - the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
  - any other matters appearing to the local authority to be relevant.
- 9.5. The Council has various powers to introduce the complementary measures outlined in the report.
- 9.6. Part 2 of The Traffic Management Act 2004 (TMA) places a network management duty on local traffic authorities in England. It reinforces the legal duty under the RTRA to

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ensure the expeditious movement of traffic. S18 of the Act enables the Secretary of State to issue guidance to local traffic authorities to which they must have regard when exercising their network management duty under the Act.

9.7. The main principles advocated in the TMA statutory guidance are:

- managing the traffic network to ensure expeditious movement of traffic, (including pedestrians and cyclists), as required under the Traffic Management Act 2004 Network Management Duty
- improving road safety
- improving the local environment
- improving the quality and accessibility of public transport
- meeting the needs of people with disabilities, some of whom will be unable to use public transport and depend entirely on the use of a car
- managing and reconciling the competing demands for kerb space.

9.8. On the 1 April 2022, the Secretary of State for Transport issued additional statutory guidance under Section 18 of the Traffic Management Act 2004 (“the act”). It applies to all highway authorities in England, who are required to have regard to the guidance to deliver their network management duty under the act. It is effective from the date of publication and replaces the guidance published on 9 May 2020 and updated on 23 May 2020 13 November 2020 and 30 July 2021.

9.9. It does not replace the original network management duty guidance published in November 2004, but provides additional advice. In particular, it may guide authorities to help meet the ambitions set out in Gear change, including making permanent and capitalising on the changes made during the pandemic.

9.10. This guidance sets out high-level principles to help local authorities to manage their roads and what actions they should take. It also specifies that Authorities should monitor and evaluate any temporary measures they install, with a view to making them permanent, and embedding a long-term shift to active travel as we move to recovery. In assessing how and in what form to make schemes permanent, authorities should collect appropriate data to build a robust evidence base on which to make decisions. This should include traffic counts, pedestrian and cyclist counts, traffic speed, air quality data, public opinion surveys and consultation responses. Furthermore it states that consultation and community engagement should always be undertaken whenever authorities propose to remove, modify or reduce existing schemes and whenever they propose to introduce new ones

9.11. In addition, TfL issued their Streetspace for London guidance in May 2020 now with March 2021 amendments and supports councils to identify and plan improvements to help people safely walk, cycle and use public transport during the coronavirus pandemic. TfL have provided boroughs with data and analysis for identifying schemes and guidance on how to deliver them to best meet the aims of the Streetspace programme and how to monitor their outcomes.

9.12. The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

9.13. In summary, the Council must, in the exercise of its function, have due regard to the need to:

eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;

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advance equality of opportunity between people who share a protected characteristic and those who do not;

foster good relations between people who share a protected characteristic and persons who do not share it.

- 9.14. The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 9.15. The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at:  
<https://www.equalityhumanrights.com/en/publication-download/technical-guidance-public-sector-equality-duty-england>.
- 9.16. The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
- The essential guide to the public sector equality duty
  - Meeting the equality duty in policy and decision-making
  - Engagement and the equality duty
  - Equality objectives and the equality duty
  - Equality information and the equality duty
- 9.17. The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance>.

## **10. Equalities implications**

- 10.1. A full Equalities Impact Assessment (EqIA) has been carried out on the Lewisham and Lee Green Low Traffic Neighbourhood as part of the approval set out in the Mayor and Cabinet report on 12<sup>th</sup> January 2022.

## **11. Climate change and environmental implications**

- 11.1. There is a legal requirement on the local authority to work towards air quality objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part.
- 11.2. The results of the monitoring have shown that vehicle numbers within and around the LTN continue to be below that prior to its implementation. By encouraging more journeys to be made by walking and cycling rather than private transport will help to

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protect against the negative impacts associated with vehicular traffic. The air quality levels have also reduced since the implementation of the LTN.

- 11.3. Further environmental measures and keeping traffic and congestion to a minimum will help maintain the improved air quality. This will, in turn, help in achieving the objectives set out in the Council's Air Quality Action Plan and Climate Emergency Action Plan.

## 12. Crime and disorder implications

- 12.1. There continues to be a number of incidents of vandalism affecting the physical restrictions and ANPR cameras within the LTN and the Council has been liaising with the Police to take action to stop criminal damage. The changing of the remaining physical modal filters to camera enforced variants is expected to reduce levels of vandalism and relevant operational costs.

## 13. Health and wellbeing implications

- 13.1. Many residents have had reason to adapt their daily routines as a result of the COVID-19 pandemic. Looking back at the 3 years to 2017/18, on average only 35% of residents were walking or cycling for at least 10 minutes twice a day (or a single block of at least 20 minutes). Over half of the adult Lewisham population, and 37% of 10-11 year old and 21% of 4-5 year olds are overweight or obese. Road Transport is also the biggest contributor to NOx and PM10 emissions, contributing 64% and 55% of total emissions respectively. The lower traffic volumes are thought to have given people greater confidence to cycle, that they may not otherwise have.

## 14. Background papers

- 14.1. Mayor and Cabinet report. Lewisham and Lee Green Low Traffic Neighbourhood: Consultation and next steps.  
<https://councilmeetings.lewisham.gov.uk/mgAi.aspx?ID=31225#mgDocuments>

## 15. Glossary

- 15.1. The table below includes a glossary of terms, abbreviations and acronyms used in this report.

Term	Definition
Modal filter	A road closure that stops motor vehicles, but which still allows pedestrians and cyclists (including electric cargo cycles) and powered two wheelers through.
Mayor's Transport Strategy	The Mayor of London's Transport Strategy sets out his plans to transform London's streets, improve public transport and create opportunities for new homes and jobs.
School street	Streets or parts of streets that are closed to vehicular traffic for part of the day at school pick up and drop off, while schools are open.

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Term	Definition
TfL	Transport for London
TMO	Traffic Management Order – a legal order made by a Local Authority which manages the behaviour of all road users, and which is consulted on prior to restriction being made live.
TTO	Temporary Traffic Order – an order made by a Local Authority to restrict or prohibit traffic on the road for road works, where there is a likelihood of danger to the public or to allow litter and cleaning duties to be carried out. Normally requires a notice of intent for at least 7 days before.
ULEZ	Ultra Low Emission Zone - an area of a city that you must pay to enter if you are driving a vehicle that produces more than stated emission standards

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## 17. Appendices

- A. Monitoring Strategy June 2021
- B. Monitoring report November 2021
- C. Monitoring report September 2022

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