



## Sustainable Development Select Committee

### **Update on Lewisham Transport Strategy and Local Implementation Plan**

**Date:** 24 April 2023

**Key decision:** No

**Class:** Part 1

**Ward(s) affected:** All

**Contributors:** Seamus Adams, Head of Commercial Developments and Operations & Highways and Strategic Transport

### **Outline and recommendations**

The purpose of this report is to update the Sustainable Development Select Committee on the progress being made on improving sustainable transport provision in the borough and the targets set by the Council through several documents including the Lewisham Transport Strategy and Local Implementation Plan (LIP) 2019-2041 and the Lewisham Cycle Strategy 2017, including the December 2019 Cycling Update Report.

In the context of the Council's ongoing sustainability strategies and the disrupted financial position following the pandemic, the Committee is asked to consider the Council's approach to its delivery of sustainable and active travel policies across the borough.

The Sustainable Development Select committee is asked:

- To note and comment on the contents of this report.

## Timeline of engagement and decision-making

- Mayor and Cabinet, 6 February 2019 – Draft Transport Strategy and Local Implementation Plan 2019-2041
- Sustainable Development Select Committee, 4 December 2019 – Cycling Update
- Sustainable Development Select Committee, 17 February 2022 – Update on Lewisham Transport Strategy and Local Implementation Plan

### 1. Summary

- 1.1. This report presents an overview of the current targets set out in the Council's Transport Strategy and Local Implementation Plan (LIP) 2019-2041 and Cycling Strategy, and provides the status of each target for information to the Sustainable Development Select Committee.

### 2. Recommendations

- 2.1. To note and comment on the contents of this report.

### 3. Policy Context

- 3.1. In conjunction with the ongoing LIP delivery mechanism, the Council is reviewing performance against agreed targets as set out in the Transport Strategy and Cycling Strategy. This information will then be used when formulating future strategies and delivery programmes and will assist in identifying where future investments are required to bring targets back on track where they are currently off target.
- 3.2. The Council recognises the importance of its role not only in delivering a programme of investment that supports the vision of the Mayor at a wider level, but is also tailored to the needs of residents. Delivering active and sustainable transport measures also delivers against other Council policies, including the:
  - Corporate Strategy 2022 – 2026 – This sets out what the Council plans to deliver for residents between 2022-2026. One of the leading priorities is making Lewisham 'cleaner and greener', where the Council has committed to enable more active travel and aim to reduce reliance on cars.
  - Strategy and Local Implementation Plan (LIP) 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; for 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 for Lewisham's transport network to support new development whilst providing for existing demand.
  - Climate Emergency Action Plan (2020) – This sets out the Council's ambition for Lewisham to be a carbon net-zero borough by 2030. More than 25% of the

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borough's carbon emissions derive from transport. Within the action plan, one of the overarching aims is to decarbonise the transport network, reduce congestion and encourage sustainable modes of transport.

- Air Quality Action Plan 2022-2027 – This outlines the Council's five-year strategy to improve air quality in the borough. This includes objectives for cleaner air around schools and for cleaner transport policies, such as encouraging more trips to be made by walking, cycling and public transport to reduce car use.

- 3.3. It should be noted that between 2020-2022 the Council was not operating in 'business as usual' circumstances due to the pandemic. Amongst many adverse effects, funding and resources for sustainable transport measures was significantly disrupted, which has impacted on the implementation of transport programmes and projects.
- 3.4. The key source of funding is the borough's LIP allocation from Transport for London. Since March 2020, LIP funding has been disrupted as a result of the pandemic which has meant that funding has been uncertain and we have experienced a delay in confirmation of funding. LIP funding has seen a steady decline; in 2020/21 a total of £3.2m was allocated with £2.7m allocated in 2021/22 and £1.3m in 2022/23 an overall reduction during this period of more than 60%. The recent allocation for 2023/24 has seen a slight reduction in the allocation for safer corridors and neighbourhoods however an increase in cycle training and cycle parking has provided an overall slight increase in funding totalling £1.6m. These reduced funding levels are not expected to change for the foreseeable future.

## 4. Background

- 4.1. The Council is committed to making Lewisham a greener place to live, work and visit by improving access to more forms of sustainable transport and reducing emissions related to vehicle usage.
- 4.2. The Transport Strategy and Local Implementation Plan (LIP) sets out the Council's plans for the future of transport in Lewisham, with details of aspirations for the borough up to 2041, to contribute towards achieving the ambitious vision of the London Mayor's Transport Strategy (MTS).
- 4.3. **Funding position**
- 4.3.1. In March 2020, LIP funding was disrupted as a result of the pandemic and the financial implications that it had on Transport for London's (TfL) funding streams. Between 2020-2022, the Council received a series of short-term funding settlements by TfL which has hampered the Council's ability to plan long-term and deliver larger schemes.
- 4.3.2. As mentioned above LIP funding has seen a steady decline, in 2020/21 a total of £3.2m was allocated with £2.7m allocated in 2021/22 and £1.3m in 2022/23.
- 4.3.3. The funding allocation for 2022/23 for P1-3 was £100k for Safer Corridors and Neighbourhoods and £20k for bus priority.
- 4.3.4. In September 2022, it was announced that a longer-term funding settlement had been agreed between the Department for Transport (DfT) and TfL. Lewisham Council was allocated £1.1m for 2022/23 for P4-12 to be used to fund programmes across the themes as indicated in Table 1 below:

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LIP funding allocation	P1-3 (£k)	P4-12 (£k)	Total (£k)
Safer Corridors and Neighbourhoods	157	901	1,058
Bus priority – Progress Hail & Ride	20	115	135
Cycleways Network Development	0	20	20
Cycle training	0	56	56
Cycle parking	0	34	34
<b>Sub-total</b>	<b>177</b>	<b>1,126</b>	<b>1,303</b>

**Table 1 – LIP Funding Allocation 2022/23**

4.3.5 Whilst the funding announced in September 2022 was welcome, it largely had to be spent by March 2023 so provided little time to plan and deliver any major projects. The focus for 2022/23 was to begin to develop a series of ‘shovel-ready’ schemes and initiatives to improve the public realm and help support active and sustainable travel across the borough, further details of which can be found within Appendix C. The limited funding available was also prioritised to support the development of updated strategies including for EV charging and a refresh of the 2017 Cycling Strategy which is to be combined with walking and other forms of active travel to provide an integrated mobility strategy.

4.3.6 The funding allocation by TfL for 2023/24 has remained similar to that of 2022/23 totals with the exception of cycle training and cycle parking, which has seen an increase. Overall funding however remains significantly below pre-pandemic levels. The allocations for 2023/24 across the different themes are shown in Table 2 below.

LIP funding allocation	2023/24 allocation (£k)	Carry forward from 22/23 (£k)	Total (£k)
Safer Corridors and Neighbourhoods	1,048	0	1,048
Bus priority – Progress Hail & Ride	134	118.5	253
Cycle training	233	0	233
Cycle parking	106	0	106
<b>Sub-total</b>	<b>1,521</b>	<b>118.5</b>	<b>1,639.5</b>

**Table 2 – LIP Funding Allocation 2023/24**

4.3.6 Further details of the proposed LIP programme 2023/24, subject to approval by Mayor and Cabinet, is provided in Appendix C.

4.3.7 The Council’s ability to deliver against the LIP and Cycling Strategy targets in future schemes for the benefit of our borough and residents is dependent upon a longer term funding agreement being reached between Government and TfL that is able to provide funding more in line with that prior to the pandemic.

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4.3.8 The lack of certainty on long term funding has meant we have to be more flexible about how we identify and utilise available funding to support active and sustainable travel. This is one reason why we have established an “Active Travel Fund” to pull together all existing funding streams for highway and transport initiatives to ensure that opportunities are maximised for including active and sustainable transport measures within existing programmes. The Active Travel Fund does not necessarily represent “new” money but it ensures that existing funding is utilised in a more intelligent and holistic way to support improved outcomes.

4.3.9 Another key factor affecting programme delivery is level of staff resourcing. The revenue budget cuts agreed in 2020/21 significantly reduced the resource capacity across Strategic Transport. This inevitably has made it more challenging and adversely affected progress in some areas. To counter this, a service redesign is planned in 2023/24 to realign and increase capacity in areas critical to delivery of the LIP programme objectives.

**4.4. Overview of existing targets**

4.4.1. Whilst there are other strategies that the LIP is aligned to the primary strategies that the schemes seeks to achieve targets on are the LIP and Cycling Strategies. Further details of each are provided below.

4.4.2. As indicated above, progression towards achieving these targets has been significantly hampered by the reductions in long-term funding and resourcing. It is also worth recognising that the targets were set in a pre-pandemic world and do not take account of changes since the pandemic such as an increase in more home working and lower levels of public transport patronage. Despite this, there is an encouraging slight improvement in the status of LIP targets when compared to last year’s position.

**4.5. Local Implementation Plan**

4.5.1. The below table provides a brief overview of the status of the LIP targets. A full list of the targets is in Appendix A.

On target	Off target
5	8

4.5.2.

4.5.3. The Local Implementation Plan contains a vast array of targets including emissions, active travel and public transport. The emissions targets are on track to meet the 2041 target. In relation to WHO guidelines, PM2.5 emissions are the only emissions currently above the guidelines, the others are currently compliant. The active travel infrastructure, both cycling and walking, is being achieved in certain areas with significant progress being made on delivering school streets in the past two years. However the Strategic Cycle Network (SCN) is in need of expansion to meet the target of 19% of Lewisham population to live within 400m of a SCN. Public transport trips, journey times and speeds targets have not been achieved to date and we will continue to work with TfL to identify where the greatest delays are being experienced and where interventions would be of most benefit.

4.5.4. Overall whilst there have been numerous challenges as a result of the funding as disussed above, there has been an improvement in targets achieved in comparrison to last year and the Council’s focus on studies and designs has schemes at stages where they can now be implemented.

4.5.5. Examples of current initiatives which will support meeting LIP targets include:

- Public realm improvements in Deptford High Street, Montpelier Vale and Coulgate Street

- Collision reduction corridor schemes including on Baring Road and Downham Way and also at several high collision junction locations around the borough
- School safety measures including, continuing the award winning programme of school streets, school travel planning and safer routes to school programme
- Speed compliance measures including, speed monitoring, vehicle activated signs and traffic calming
- Traffic management measures to reduce congestion and improve safety
- Cycle infrastructure improvements such as for quietways, cycle contraflows and segregated cycle routes
- Cycle training across the borough for children and adults
- Continuing rollout of the Cycle Hanger Programme with about 75 new hangers installed in 2022/23
- Borough wide studies including towards future Healthy Neighbourhoods, HGV restrictions and Mobility Hubs
- Strategy review for sustainable mobility and development of integrated cycling and walking implementation plan
- Refresh of the the EV charging strategy and development of borough wide implementation plan, which includes 40 additional EV chargers installed in 2022/23
- Sustainable Streets Programme to reduce the number of car journeys by making it safer and more attractive for people to walk, cycle or use public transport as part of an innovative and sustainable parking management solution
- Introduction of a monitored e-bike trial across the borough.

4.5.6 Further details of the proposed LIP measures and initiatives can be found in Appendix C.

#### 4.6. **Cycling Strategy**

4.6.1. The below table provides a brief overview of the status of the Cycling Strategy targets. More detail is provided in Appendix B.

On target	Off target
1	3

4.6.2. The targets set out in the Lewisham Cycle Strategy 2017 have also been affected by the pandemic and level of resources available. Further work is required working in collaboration with TfL to ensure they are brought back on target.

4.6.3. We will conduct a review of the cycle collision incidents in Lewisham specifically so that we are able to monitor the number of cyclists killed or seriously injured in road traffic accidents in Lewisham compared to the 2017-2019 baseline. We will conduct a review of the high cycle collision locations in Lewisham specifically and develop a programme of work to reduce the number of cycling collisions. Positively however, cycle parking across the Borough has been significantly increased over the last year with about 75 new installations and further progression is being made to increase the number of cycle hangars across the Borough. The Council has also been developing the dockless bike scheme with a number of locations now installed and a full borough-wide trial will begin in 2023/24.

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4.6.4. Some of the key cycling measures that are being developed include the following;

- Lewisham Town Centre Revitalisation – This Levelling Up Funding will be used to make the high street greener, safer and better connected, with new access routes through the town centre, improved cycle infrastructure, more pedestrian crossings and new lighting and CCTV. These improvements will ensure the high street, market, library, shopping centre and key transport hubs are better linked.
- A21 Spine road - One of the key routes identified in the Cycling Strategy is the A21 Lewisham Spine project and it is pledged that we will 'seek TfL's support to improve the Lewisham Spine along the A21 and linking it to the wider cycle network'. As part of the Streetspace for London programme TfL introduced some temporary changes on the A21 between Catford and Lewisham. Consideration is now being given to the future of this scheme and officers will continue to work with TfL in relation to this and also cycling provision along the whole Lewisham Spine corridor. A21 improvements in Catford due to the Catford Regeneration scheme and realignment of the A205 will provide significant improvements for cycling and provide a strengthened case for further investment in the A21 over the next few years.
- Deptford Church Street between the A2 Deptford Broadway/Deptford Bridge and the A200 Creek Road - segregated cycle lane
- Lee Road between Blackheath to Bell Green
- Link between New Cross Gate and Crofton Park where it will join the existing LCN 22 that runs between Catford and Peckham
- Quietway between Folkestone Park to Fordham Park and New Cross (joining to C10)
- The Waterlink Way is an established part of the National Cycle Network, connecting several parks and green spaces in South East London however the Waterlink Way Bridge restricts safety and ease of access along this route, this is to be further developed.
- Further progression of contra flow implementation programme
- Further cycle routes linking green spaces.

## 4.7 Conclusion

- 4.7.1 In the context of the Council's current targets set out in the LIP and Cycling strategy, 40% of those targets have been achieved and are on target, whilst 60% of the targets have not been achieved and are currently off target. Whilst there is still much work to be done, this represents an improvement on last year's position.
- 4.7.2 The areas that require increased focus in future are to expand the Strategic Cycle Network including segregated routes where possible and introducing further complementary cycling measures to link up our town centres, parks and transport hubs. In addition, we will continue the roll out of cycle hangers, EV chargers and car club bays across the borough and support a School Street for every school where feasible and wanted by teachers and families.
- 4.7.3 It is also recommended to concentrate on continuing works and initiatives to reach a target of households owning 12,000 fewer cars in 2041.
- 4.7.4 The uncertainty relating to future funding continues to be a constraint on developing future programmes of work to deliver schemes that will contribute to achieving the

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targets set in various strategies. Work is being done to identify alternative funding opportunities, such as S106 funding and other funding sources that the Council may be able to submit bids for. In addition, officers will continue to explore opportunities where there is potential for greater alignment of existing funding such as the Active Travel Fund initiative.

## **5. Financial implications**

- 5.1. The current funding position has been explained in section 4.3 above. There have been issues surrounding the TfL funding required to implement this strategy and plan, which have been highlighted above. As stated in the paragraph above, work is being undertaken to identify other possible available sources of funding.
- 5.2. The Principal Road Maintenance programme provided £189k in funding for 2022/23 for resurfacing. It is anticipated that a similar process will be run in 2023/24, however, there is currently no indication as to how much funding will be received.
- 5.3. The funding for 'Bridge Assessment and Strengthening' is considered on a pan London basis by the 'London Bridge Engineering Group (LoBEG)' and the allocations for 2023/24 have not yet been notified.
- 5.4. As TfL grant funding has continued to be awarded well below the expected levels, the service will have to reprioritise its work plan to contain expenditure within available resources.

## **6. Legal implications**

- 6.1. There are no direct legal implications associated with considering this report. Any proposals or projects arising from this paper will be detailed in future reports and will include the relevant legal implications.

## **7. Equalities implications**

- 7.1. There are no direct equalities implications associated with considering this report. An Equalities Analysis will be carried out for some of the projects listed in this report to identify any evidence or views that suggest that different equality of other protected groups could be adversely and/or disproportionately impacted. An Equalities Analysis has been undertaken for the Transport Strateg which did not identify any impacts.

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

- 8.1. The projects listed in this report will make a positive impact on the borough and contribute towards the Council's target for Lewisham to be carbon net-zero by 2030. Through reducing unnecessary car use and encouraging more walking, cycling and use of public transport,

## **9. Crime and disorder implications**

- 9.1. There are no direct crime and disorder implications associated with this report.

## **10. Health and wellbeing implications**

- 10.1. There are no direct health and wellbeing implications associated with this report.
- 10.2. Improving access to walking and cycling infrastructure in the borough may encourage more residents to make active travel choices, i

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## **11. Report author and contact**

Comments for and on behalf of the Director of Finance: Shola Ojo, Principal Accountant

Comments on behalf of the Director of Law: Melanie Dawson, Principal Lawyer

## **12. Appendices**

Appendix A – Overview of Transport Strategy and Local Implementation Plan Targets and Status

Appendix B – Overview of Lewisham Cycle Strategy Targets and Status

Appendix C – LIP schemes overview 2022/23 & proposed 2023/24 programme

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