



Mayor and Cabinet

Sustainable Streets – Phase 1 recommendations and next steps

Date: 19 July 2023

Key decision: Yes

Class: Part 1

Ward(s) affected: Deptford, Evelyn, Crofton Park, Rushey Green and Perry Vale

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Outline and recommendations

This report outlines to Mayor and Cabinet the results of the Phase 1 engagement and consultation process for the Sustainable Transport and Parking Improvements programme and provides details of the next steps for the programme.

Mayor and Cabinet are recommended to:

- Note the updated Parking Policy, as noted in Section 10.9
- Note the feedback of the Phase 1 Sustainable Streets public consultation
- Agree that proposals for a permanent traffic order for new Sustainable Streets zones in Deptford, Honor Oak Park, and Ravensbourne Park be published and that the statutory processes be conducted
- Agree to implement 'no waiting at any time' junction protection markings (double yellow lines) at junctions of all roads consulted within Phase 1 areas
- Agree to officers using their delegated powers to make any changes they consider necessary to address any issues raised following a 6-12 month review of the Phase 1 zones
- Agree to proceed to Phase 2 engagement and consultation in Evelyn
- Agree to proceed to the review of existing Controlled Parking Zones in Zone B (Lewisham), Zone BHA (Blackheath) and Zone E (Rushey Green West)
- Agree to the revised engagement and consultation approach for future phases of the Sustainable Streets programme

Timeline of engagement and decision-making

7 December 2022: Mayor and Cabinet approval of the Sustainable Transport and Parking Improvements programme

17 January-5 March 2023: Sustainable Streets public consultation for phase 1 areas (Deptford and Catford/Crofton Park)

19 June 2023: Sustainable Development Select Committee meeting

1. Summary

- 1.1. The Sustainable Transport and Parking Improvements programme was approved by Mayor and Cabinet on 7 December 2022 and has an overarching aim of encouraging active travel in Lewisham through the provision of sustainable transport measures in

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combination with parking controls. Without adequate parking control measures in place this can lead to parking pressures being created within residential areas and also encourage greater car use.

- 1.2. Areas of the borough not yet covered by Controlled Parking Zones (CPZs) make up 77% of the borough and have been divided into three phases for the proposed engagement and consultation of the Sustainable Streets programme.
- 1.3. The consultation for Phase 1 areas took place between 17 January to 5 March 2023 for the consideration of proposals of a package of measures, which included:
 - Electric vehicle charging points
 - Secure cycle storage
 - Street tree planting
 - Improved crossings, including double yellow line markings around all junctions
 - Car club bays
 - Permit parking for residents and businesses
- 1.4. The feedback from the consultation has formed part of a review of the decision-making for the implementation of Sustainable Streets measures. This information has been considered in the context of the Council's longer term ambitions to inform the recommendations of the implementation of Sustainable Streets measures.
- 1.5. For Deptford, there were high levels of support for the package of measures across most of the area with the exception of a few streets which has higher levels of opposition to the introduction of parking permits. These streets were located around car-free developments where CPZs have been agreed to be implemented as part of the planning obligations, and by small businesses who expressed a need for more loading bays.
- 1.6. For Catford and Crofton Park, there were higher levels of opposition to the package of measures however there were pockets of support for all measures in roads in the vicinity of Honor Oak Park station where some residents noted parking pressure from commuters, and adjacent to existing CPZ Zone K.
- 1.7. As set out in the Sustainable Transport and Parking Improvements Programme report presented to Mayor and Cabinet in December 2022, 'no waiting at any time' junction protection markings (double yellow lines) are proposed to be introduced at junctions for all roads consulted in the Phase 1 areas. These should extend 10m from the junction, in line with guidance from the Highway Code. These markings are intended to provide a safe clearance from parked vehicles from each junction to improve visibility for pedestrians and cyclists, and improve road safety.
- 1.8. This report sets out the results of the consultation, seeks approval for the recommendations and outlines the next steps.

2. Recommendations

- 2.1. For the reasons set out in this report, it is recommended that Mayor and Cabinet:
- 2.2. Note the updated Parking Policy, as noted in Section 10.9
- 2.3. Note the findings of the Phase 1 Sustainable Streets public consultation
- 2.4. Agree that proposals for a permanent traffic order for new Sustainable Streets zones in Deptford, Honor Oak Park, and Ravensbourne Park be published and that the statutory processes be conducted
- 2.5. Agree to implement 'no waiting at any time' junction protection markings (double yellow

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lines) at junctions of all roads consulted in Phase 1 consultations. These measures will be included in the process for the new permanent traffic order in 2.13. above.

- 2.6. Agree to officers using their delegated powers to make any changes they consider to be necessary to address any issues raised following a 6-12 month review of the Phase 1 zones
- 2.7. Agree to proceed to Phase 2 engagement and consultation in Evelyn
- 2.8. Agree to proceed to review of existing Zone B (Lewisham), Zone BHA (Blackheath) and Zone E (Rushey Green West)
- 2.9. Agree to the revised engagement and consultation approach for future phases of the Sustainable Streets programme.

3. Policy Context

- 3.1. The contents and recommendations of this report are consistent with the Council's policy framework, as well as wider regional and national policies and priorities, as outlined below:
- 3.2. **Corporate Strategy (2022-2026)** – This sets out what the Council plans to deliver for residents between 2022-2026. The recommendations of this report will help to support the implementation of the Corporate Strategy, namely making Lewisham 'cleaner and greener, where the Council has committed to enable more active travel and aim to reduce reliance on cars.
- 3.3. **Future Lewisham (2021)** – This outlines the Council's ambitions for the future and priorities as the borough recovers from the impact of the Covid pandemic. One of the core themes of the plan is to create a 'greener future', building on the observed increase in walking and cycling seen locally, and all the other ways our environment benefitted from behaviour changes during the pandemic. The other core theme is 'a healthy and well future' and recognises that good health and wellbeing is dependent on many determinants including physical activity and air quality.
- 3.4. **Climate Emergency Action Plan (2019)** – This sets out the Council's ambition for Lewisham to be a carbon net-zero borough by 2030. More than 25% of the borough's carbon emissions come from transport, including vehicles travelling in or through the borough. Within the action plan, one of the key policies is to move to a decarbonised transport network through encouraging modal shift and managing parking.
- 3.5. **Air Quality Action Plan (2022-2027)** – This outlines the Council's five year strategy to improve air quality in the borough and across London. This includes objectives for cleaner transport policies, such as encouraging more trips to be made by walking, cycling or public transport to reduce car use; improved provision of infrastructure to support walking and cycling; and installation of electric vehicle charging points to enable the uptake of electric vehicles.
- 3.6. **Mayor of London's Transport Strategy (2018)** – This 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.
- 3.7. **Transport Strategy and Local Implementation Plan (2019-2041)** – The objectives of this 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; for 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. One of the aims of the

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Transport Strategy is to reduce car use and car ownership in the borough through increasing CPZ coverage.

- 3.8. **London Net Zero 2030: An Updated Pathway** – In 2022, the Mayor of London commissioned Element Energy to analyse the possible pathways to achieving net zero. The Mayor has indicated an Accelerated Green Pathway will be followed in order to achieve net zero, for which one of the key requirements is a 27% reduction in car vehicle kilometers travelled by 2030.
- 3.9. **Healthy Streets for London (2017)** – The Mayor of London and TfL are taking the Healthy Streets approach to encourage more Londoners to walk, cycle and use public transport. This approach aims to improve air quality, reduce congestion and help make London's diverse communities greener, healthier and more attractive places to live, work, play and do business. It outlines some practical steps to help Londoners use their cars less and walk, cycle and use public transport more, including:
- Improving local environments by providing more space for walking and cycling, and better public spaces where people can interact;
 - Prioritising better and more affordable public transport, and safer and more appealing routes for walking and cycling;
 - Planning new developments so people can walk or cycle to local shops, schools and workplaces, and have good public transport links for longer journeys.
- 3.10. **London Environment Strategy (2018)** – This strategy brings together approaches to every aspect of London's environment, integrating air quality, green infrastructure, climate change mitigation and energy, waste, adapting to climate change, ambient noise, and the low carbon circular economy. It recognises that poor air quality is the "most pressing environmental threat to the future health of London" and sets out a roadmap to zero emission road transport which includes reducing car use.
- 3.11. **Gear Change (2020)** – This strategy sets out the actions required at all levels of government to increase walking and cycling in England, in order to improve air quality, combat climate change, improve health and wellbeing, address inequalities and tackle congestion on our roads.

4. Background

- 4.1. There is a widely recognised need to reduce car dependency in London to improve air quality, improve public health, reduce congestion and improve road safety, as reflected in the strategies and policies detailed in Section 3.
- 4.2. Improving air quality is integral to the Council's target of becoming carbon net-zero by 2030. Achieving this target will require a range of radical actions across the Council's corporate estate, transport, housing and green spaces.
- 4.3. Air pollution has a distinct impact on life expectancy and is linked to Chronic Obstructive Pulmonary Disease (COPD), asthma, cardiovascular disease, cancers and neurological impairments. Despite some improvements to air quality observed in recent years, levels of air pollution in London are still too high for the health of many Londoners and toxic air contributes to the deaths of more than 4,000 Londoners in 2019 ([City Hall, 2021](#)).
- 4.4. Road transport is the main source of air pollution in London, contributing to 36% of NO_x emissions, 55% of PM₁₀ emissions and 26% of carbon emissions ([Air Quality Action Plan, 2022](#)).
- 4.5. Traffic on London's roads has remained largely the same in the years between 2010-2019, bringing the total number of miles travelled by motor vehicles in London to 20.3

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billion ([road traffic statistics, DfT, 2020](#)). Of this, 0.48 billion vehicle miles were travelled on roads in Lewisham in 2019 ([road traffic statistics, DfT, 2020](#)). However, there has been an estimated increase of 44% of the traffic on minor roads in London ([Travel in London report, TfL, 2022](#)). Minor roads are designed to perform local functions such as for local journeys which could be made by active modes of travel.

- 4.6. In addition, GLA data shows that over one third of all car trips made by London residents are for journeys of less than 2km, contributing to the high levels of vehicular traffic monitored on London roads ([Health impacts of cars in London, GLA, 2015](#)). 1.6 million car trips per day could potentially be walked and 2.7 million car trips per day could potentially be cycled.
- 4.7. The number of killed and serious injury collisions (KSIs) in Lewisham increased between 2017-2021, of which the proportion of cycle KSIs has increased the most significantly from 5.8% of all KSIs in 2017 to 37.9% in 2021. While this may also correspond with an increase in the number of cycling trips made in the borough, it is vital that the Council creates safer environments for road users, including increasing visibility and sight lines on roads.
- 4.8. The Council aims to reduce car dependency and encourage a mode shift to sustainable transport methods by improving the public realm and implementing measures that support walking, cycling, public transport use and more sustainable transport. This includes schemes which incorporate pedestrianisation, increasing the cycle network, access to cycle hire and road safety. The Sustainable Streets programme will meet these aims by proposing the following measures in areas that it consults:
 - Cycle hangars
 - Electric vehicle charging points
 - More street tree planting
 - Increased car club coverage
 - Safer junctions and crossing points
 - Controlled parking measures
- 4.9. Introducing sustainable measures such as cycle hangars, EV charging points, street trees and car clubs can encourage and enable a shift to greener transport modes.
- 4.10. The provision of secure cycle hangars can enable residents to own and use a bike by providing a safe parking place for individuals who may not have adequate or secure storage at their properties. There are currently 186 cycle hangars in the borough available for use by residents, nearly all of which are at maximum capacity with long waiting lists. The Council receives a high number of requests for cycle hangars – between December 2022 until June 2023, more than 400 requests were made for secure cycle parking by Lewisham residents. At present, this far outstrips the number of hangars that can be delivered each year by LIP funding via TfL.
- 4.11. A large distribution of EV charging points support residents who have made the switch to electric vehicles, providing them with a range of locations to charge their cars. The Government plans to ensure that all new cars are electric by 2030 and the implementation of a network of charging points future proofs the borough's roads for that growth in EVs. Installing EV charging points gives residents the confidence to own or consider buying an EV. There are currently 250 EV charging points in the borough and the Council receives regular requests for more charging points – between January

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to June 2023, more than 400 individual requests were made, showing clear demand for charging infrastructure. A new Electric Vehicle Implementation Strategy is being developed for 2023-2026 to support the growth of EV.

- 4.12. Street trees can improve the public realm and have been linked to increased health and wellbeing. As well as encouraging biodiversity, street trees are known to absorb pollutants, improving local air quality. They play a key role in off-setting the impacts of a warming climate which is creating more extreme weather events. In warm weather, trees provide shade and offer cooling effects on the surrounding air – London experienced 40°C heat in the summer of 2022 and the occurrence of similar extreme heat events is predicted to be extremely likely in future years. In addition, trees support flood protection, providing a permeable surface for drainage which helps to alleviate the issues of flash flooding. Street trees enhance the attractiveness of local areas and encourage more walking and physical activity. Lewisham Council follows the ‘Right Tree, Right Place’ policy and identifies suitable trees for the location that do not have an impact on existing properties or infrastructure.
- 4.13. Car clubs play an important role in achieving a sustainable transport network. As noted above, the average car or van in England is driven just 4% of the time. The provision of car clubs has the potential to reduce car ownership for residents and businesses, who can use vehicles such as Zipcars for occasional travel within London without needing to own a private vehicle. This can play a part in offering residents residing in car-free developments with access to a vehicle. Car clubs are also rapidly electrifying their fleets which contributes to reduced emissions. London has the largest car club market in the UK with over 3,200 vehicles and Lewisham Zipcar membership has grown by almost 400% between January 2015 to May 2023, from 4,909 registered members to 24,352. The Council is keen to support this growth through the implementation of bays dedicated for car clubs. The enlargement of EV fleets will also put pressure on the borough’s EV charging network, which underlines the need for increased rollout of EV charging infrastructure.
- 4.14. Safer junctions, implemented via ‘no waiting at any time’ line markings (double yellow lines) are vital to improved road safety, particularly for vulnerable road users (i.e. pedestrians and cyclists). They protect junctions by limiting parking where crossings are most likely and so improve visibility. High levels of congestion are linked to increased risk of road danger. Between 2017-2021 there were more than 4,000 casualties as a result of traffic collisions in Lewisham, of which 21 were fatal. High priority interventions suggested to reduce road danger include introducing measures to reduce the dominance of traffic and designing streets with safety in mind that encourages ways of travel which pose less risk of other people on the roads, e.g. infrastructure to make walking and cycling safer, easier and more accessible for all.
- 4.15. Around 60% of all road space in Lewisham is used for on-street parking, yet 47% of households within the borough do not have access to a private vehicle ([Census data, ONS, 2021](#)). All residents make use of the borough’s streets by either walking, cycling or using public transport and it is therefore important that the views of all users are considered when proposing improvements to a street or area, not just those of car owners. The sustainable measures outlined above all require road space and without introducing parking controls to manage where parking can occur, it is difficult to reallocate space for these measures.
- 4.16. CPZs are designed to improve parking in local areas by prioritising parking spaces for local residents and restricting people from other areas parking in their roads. They put

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- local people first, helping residents and businesses to park in their neighbourhoods by stopping people from outside the area from parking there within certain hours.
- 4.17. The Council uses emissions-based parking charges to encourage residents to transition to cleaner and less polluting vehicles. Parking charges and maximum stay restrictions help to ensure a turnover of parking space, which is essential for local businesses in commercial areas. There is only a limited amount of on-street parking space, and through careful management it is possible to ensure that the residents and visitors can benefit from these to ensure the ongoing economic wellbeing of town centres.
 - 4.18. Within certain areas of the borough, demand for parking is already known to outstrip existing supply. These are typically in areas within close proximity to town centres, schools, local shopping facilities and transport hubs, such as train stations. This demand leaves it challenging for local residents to park near their homes during certain times of the day or days of the week.
 - 4.19. The average car or van in England is driven just 4% of the time. For the rest of the time the vehicle is either parked at home (73% of the time) or elsewhere (23% of the time), such as at work or near transport hubs as a part of a person's commute.
 - 4.20. Pavement parking is common across the borough and, where unauthorised, can inhibit access for pedestrians, wheelchair users and people with buggies, making active travel a less attractive and viable option for residents. CPZs and other measures can help to reduce pavement parking and encourage walking, for example by implementing designated bays for parking which do not obstruct access and by widening the footway to ensure there is more room for pedestrians.
 - 4.21. Lewisham has the lowest coverage of CPZs amongst all inner London boroughs and there are many outer London boroughs with higher coverage, up to 100%. In addition, neighbouring boroughs of Southwark and Greenwich are increasing their CPZ coverage including in areas bordering Lewisham which is likely to place parking pressure on Lewisham roads.
 - 4.22. The Council recognises that applications for crossovers may increase as a result of this programme, which would reduce the amount of permeable surfaces in the borough. A sample survey of a number of streets included in the proposed zones, as noted in the following sections, will be undertaken six months after implementation to understand if any unauthorised crossovers are being implemented or if there has been an increase in authorised crossovers. Officers will review the applications that are received and consider options to strengthen the policy for crossovers through Planning and Highways guidance.
 - 4.23. There is also guidance to reduce street clutter and remove unnecessary signs, railings and advertising hoardings in a bid to make streets tidier and less confusing. Officers will use this programme as an opportunity to carry out reviews of street clutter and will address this through implementation of Sustainable Streets measures.

5. Consultation process

- 5.1. As part of the introduction of the Sustainable Transport and Parking Improvements programme, hereafter referred to as the Sustainable Streets programme, the Council committed to a phased approach of engagement and consultation with residents and businesses to seek feedback on a package of proposals for local streets.
- 5.2. The first phase for engagement and consultation included the Catford/Crofton Park and Deptford areas.

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- 5.3. A public consultation was open for six weeks, between 17 January until 5 March 2023. The consultation was open to residents and business owners within the phase 1 areas to understand public perceptions of the proposed concept designs for the Sustainable Streets package of measures, and ensure that local feedback was considered as part of the decision-making process about whether to proceed with delivery.
- 5.4. A total of 9741 leaflets were delivered to addresses within the Catford/Crofton Park area and 12,120 delivered within the Deptford area.
- 5.5. The consultation campaign was supported by:
- A consultation leaflet, monitoring strategy and FAQ document (see Appendix A) on a dedicated project web page to inform residents
 - Virtual stakeholder briefings
 - Resident drop-in sessions (five sessions in each Phase 1 area)
 - Business site visits
 - Door knocking in areas/roads with lower response rates
 - Posters on lampposts within the consultation areas
 - QR codes linking directly to the project webpage and consultation survey on
 - Media relations work resulting in local press articles
 - Repeated mentions in the Council's weekly resident e-newsletter
 - Article in Lewisham Life
 - Social media promotion on several channels including locally targeted posts through Next Door
 - Mentions in the Council's staff e-newsletter
 - A dedicated phone line and email address for people to get in touch throughout the consultation
- 5.6. A consultation survey was the formal method used to capture feedback on the proposals. The consultation survey was embedded on the project webpage and linked directly via QR codes on consultation materials (leaflet, lampposts, roll banner).
- 5.7. Hard copy versions were available on request via the phone service, available to pick up from Deptford Lounge Library or Ackroyd Community Centre, at any of the resident drop-in sessions, or could be completed directly during door-knocking.
- 5.8. The specific aims of the consultation were to find out:
- Modes of travel by residents and businesses
 - Levels of support for the Sustainable Streets measures including cycle hangars, EV charging points, street trees, car club bays, safer junctions, disabled parking, loading bays and parking permits
 - The nature of any parking concerns
 - The preferred operation of a CPZ
- 5.9. A data cleansing process of the responses was undertaken in order to identify duplicate or suspicious responses. As is best practice, cleansing was conducted by cross-referencing household information, timestamps of submission and identical IP addresses.
- 5.10. The survey had conditional questions dictating the types of questions respondents would answer. The survey then branched into different questions depending on if

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respondents had selected any of the three options, as below:

- Respondents who said they live or work in the Catford/Crofton Park or Deptford consultation areas could answer the entire survey
 - Local businesses were given specific questions pertaining to their business operations and were different from resident questions
 - If respondents selected that they do not live or work in the consultation areas, then the survey would end after the initial questions and no equalities monitoring information was recorded.
- 5.11. Some respondents selected that they lived in the consultation area however analysis of the address provided indicated that they were outside the area.
- 5.12. Following data cleansing, a total number of 4,136 responses to the consultation were recorded. Of these, 2,691 respondents selected an address based in the consultation areas; 2,028 were located in Catford/Crofton Park (representing a 20% response rate) and 663 were located in Deptford (representing a 5% response rate). These responses identified as being from residents within the consultation areas have been used for the review.
- 5.13. Responses from outside of the consultation areas have been noted and will be used to inform future phases of the programme.
- 5.14. A number of petitions were received by the Council regarding opposition to the introduction of parking permits in the Catford/Crofton Park consultation area. These have been noted, however only the formal consultation responses have been used as part of the review.
- 5.15. A detailed report of the consultation responses can be found in Appendix A. A review of the responses is provided in the following section.
- 5.16. A range of evidence has been used for the review to inform the recommendations, including:
- An analysis of parking stress surveys
 - An analysis of the responses given to the public consultation
 - Consideration of the role of the Sustainable Streets programme in meeting Council, regional and national policies and priorities
- 5.17. The objectives of the scheme have been developed in response to the Council's, and London's, wider and longer term objectives to encourage more sustainable travel and improve air quality. Evidence shows that the measures proposed as part of the Sustainable Streets programme help to change travel behaviour, which benefits residents, businesses and visitors.

6. Review of Deptford consultation responses

- 6.1. In Deptford there were high levels of support for cycle hangars, EV charging points, street trees, disabled parking bays, car clubs, safer crossings and junctions.
- 6.2. There were mixed responses regarding support for the introduction of parking permits. Opposition to this measure was higher amongst car owners, whereas most non-car owners strongly supported the introduction of parking permits. 420 respondents were car owners, making up 65% of respondents however car ownership census data indicates that car ownership is around 40% in the Deptford area.
- 6.3. When looking at geolocated responses, there were small pockets of opposition to the package of measures which were clustered in areas of car-free developments, e.g. by

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- the Bowhouse Court and Deckhouse Court on Cofferdam Way and apartments on Moulding Lane, and from businesses on Childers Street.
- 6.4. When asked about parking problems, most respondents said they did experience issues and the most common problems noted were commuter parking, cars parking too close to crossing points, and a lack of available parking.
 - 6.5. Most respondents indicated that they would prefer a parking permit scheme to be introduced Monday-Friday.
 - 6.6. Residents were also invited to provide additional feedback to the proposals in free text boxes. There were concerns related to the financial impact of parking charges, the implementation of visitor permits, and impacts on businesses. Positive comments were made about an increase in EV charging points, cycle hangars and street trees. Other comments were related to speeding, road safety and requests for improvements to crossings and junctions.
 - 6.7. Businesses in the area were invited to share their views on the proposals and 20 businesses responded. Five said they were generally unaffected by the changes, two expressed their support of the programme's aims and two made requests for more loading bays.

7. Conclusion and recommended zone for Deptford

- 7.1. By incorporating feedback gathered during the consultation, changes and recommendations have been designed to reflect the local priorities and needs.
- 7.2. There were high levels of support for the package of Sustainable Streets measures across most of the Deptford area, with the exception of small pockets of areas where there was opposition to the introduction of parking permits.
- 7.3. These areas included car-free developments, where the planning obligations state that residents of these properties are not permitted to hold or apply for a parking permit.
- 7.4. Most new developments in Lewisham are car-free to reduce congestion and the impact of population increase on the road network. It is important that these planning obligations are enforced to reduce traffic congestion, reduce air pollution and better manage the limited amount of space available for on-street parking. The introduction of parking controls in streets surrounding car-free developments can help with the enforcement of the planning restrictions.
- 7.5. Deptford is a growing area for new developments and the introduction of controlled parking zones will also help existing residents who do not live in car-free developments to be able to park near their homes. For example, Convoys Wharf is being developed for housing which requires CPZs to be introduced as part of the planning approval.
- 7.6. There are also existing CPZs in the neighbouring borough of Southwark which places parking pressure in Deptford and the introduction of parking controls in Deptford will help to alleviate parking pressure from people parking who do not live in the area.
- 7.7. In addition, the implementation of sustainable transport measures such as secure cycle storage, car clubs, cycle hire and street trees will positively benefit the existing and prospective residents of car-free estates, and help to alleviate car ownership.
- 7.8. It is therefore proposed that Sustainable Streets measures are implemented across the whole Deptford consultation area (see Appendix B) and that parking restrictions operate Monday-Friday 9am-5pm.
- 7.9. As set out in the Sustainable Transport and Parking Improvements Programme report presented to Mayor and Cabinet in December 2022, 'no waiting at any time' junction protection markings (double yellow lines) will be introduced at junctions for all roads

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consulted in the Phase 1 areas. These markings are intended to provide a safe clearance from parked vehicles from each junction to improve visibility for pedestrians and cyclists, and improve road safety.

- 7.10. If approved, implementation will commence from October 2023. Following implementation, the area will be reviewed for 6-12 months to understand any impacts of parking displacement or whether minor tweaks are necessary. This may include minor amendments to bays to meet stakeholder requests, or the addition of streets where there is clear displacement which is having a detrimental impact on residents. If so, officers will use their delegated powers to make necessary amendments.
- 7.11. The proposed costs for the implementation of the Sustainable Streets zone in Deptford is £300,000 which includes the costs of TMOs, lining and signs, cycle hangars, street trees, and EV charging points. There is £22,472.80 of S106 available for the implementation of a CPZ in Deptford.

8. Review of Catford and Crofton Park consultation responses

- 8.1. In Catford and Crofton Park, there were high levels of support for cycle hangars, EV charging points, street trees, safer crossings and junctions. There was also support for the provision of disabled parking bays.
- 8.2. There were mixed levels of support for the introduction of car club bays and most respondents (1,682) did not use car clubs.
- 8.3. There were low levels of support for the introduction of parking permits. 1680 respondents said that they owned at least one vehicle, making up to 84% of respondents, however when looking at census data for the Crofton Park ward (which covers large parts of the consultation area), car ownership is much lower among households, at 56%.
- 8.4. When looking at geolocated responses, there were pockets of support for all measures including parking permits in roads close to Honor Oak Park station, and roads close to Ladywell Fields.
- 8.5. Of the respondents within these areas who said they did feel there were parking problems on their streets, the most common concerns were commuter parking, cars parking too close to a crossing point, and a lack of secure cycle storage.
- 8.6. All respondents were asked about what days a proposed parking permit scheme should operate and most respondents (980) preferred operation on Monday-Friday.
- 8.7. Residents also had the opportunity to provide additional feedback in free text boxes. Concerns were raised about the financial impact of parking charges, reduced parking spaces, the impacts of visitor permits, impacts to businesses, and the impacts of subsidence related to new trees. There were positive comments about the provision of EV charging points, cycle hangars and new trees. Other comments were related to speeding issues and requests for improved crossings and junctions.
- 8.8. A total of 13 businesses located in the consultation area responded to the business survey.
- 8.9. Businesses were invited to express their feedback to the proposals through free text boxes. The most common response was a concern about reduced parking spaces negatively impacting staff for commuting and/or deterring customers from visiting their business.
- 8.10. Concerns were also raised about the additional cost to the business of paying for a parking permit.

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9. Conclusion and recommended zones for Catford and Crofton Park

- 9.1. The consultation area for Catford and Crofton Park spanned a large area encompassing roads in the vicinity of Catford Station, Crofton Park Station, Honor Oak Park Station and Forest Hill Station. This was intended to prioritise parking for residents and minimise the effects of parking pressure from commuters, school traffic and visitors to local high streets, while providing residents with a range of sustainable measures to enable an increased take up in active travel modes.
- 9.2. The feedback to the consultation from Catford and Crofton Park residents did indicate support for many of the measures, however there was clear opposition to the introduction of parking permits across most of the area.
- 9.3. It is noted that Sustainable Streets involves a package of measures and, without the additional funding achieved through parking controls, the ability to deliver high provision of sustainable measures cannot be met. Only streets that indicated higher levels of support for the whole package of measures have been considered for implementation.
- 9.4. This support for the package of measures was evident in two distinct areas within the consultation area; roads neighbouring Honor Oak Park station, and roads in Ravensbourne Park adjacent to existing CPZ Zone K (which protects roads in the immediate vicinity of Catford Bridge and Catford stations). These areas are likely to have experienced the greatest parking pressure and displacement as a result of commuters and school traffic, and it is recommended that they form two new CPZs with Sustainable Streets measures.
- 9.5. Maps of, and roads included in, the zones suggested for the Catford and Crofton Park area can be found in Appendices C and D.
- 9.6. It is recommended that operation of these zones is Monday-Friday 9am-5pm.
- 9.7. In addition, and as set out in the Sustainable Transport and Parking Improvements Programme report, 'no waiting at any time' junction protection markings (double yellow lines) will be introduced at junctions of all roads consulted in the Catford and Crofton Park area. These will be in line with guidance in the Highway Code, and should double extend to 10m from each junction. This is to enhance road safety as the markings will provide a safe clearance from parked vehicles from each junction which can improve visibility for pedestrians and cyclists.
- 9.8. If approved, implementation will commence from October 2023. Following implementation, the area will be reviewed for 6-12 months to understand any impacts of parking displacement or whether minor tweaks are necessary. This may include minor amendments to bays to meet stakeholder requests, or the addition of streets where there is clear displacement which is having a detrimental impact on residents. If so, officers will use their delegated powers to make necessary amendments.
- 9.9. The proposed costs for the implementation of the Sustainable Streets zones in Honor Oak Park and Ravensbourne Park is £156,300, which includes the costs of TMOs, lining and signs, cycle hangars, street trees, and EV charging points.

10. Support for residents and businesses

- 10.1. It is acknowledged that the rising cost of living will be a concern for residents and business owners, and that the introduction of parking controls will mean additional costs for residents who own a car. Lewisham's permit pricing structure has been benchmarked against other London boroughs and comparable permit pricings have

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- been set.
- 10.2. In 2020, the Council introduced emissions-based parking charges to encourage residents to switch to cleaner vehicles. Permits for those with the least polluting vehicles cost less than those for higher polluting vehicles. Lewisham's permit pricing structure has been benchmarked against other London boroughs and we have set comparable permit pricings.
 - 10.3. The Council has also introduced monthly subscriptions for the purchase of parking permits to help support residents.
 - 10.4. Most vehicles registered in the borough fall within Band 4 and Band 5 of the emissions-based bandings. The annual residential parking permit charge for these bands is £115-£130 and the monthly charge is £9.58-£10.83.
 - 10.5. The Sustainable Transport and Parking Improvements Programme report noted that residents and businesses in new CPZs would be offered a 15% discount for the first year. Therefore, most residents who own a car within the new proposed zones would be charged £8.15-£9.20 a month for the first 12 months (based on Band 4 and Band 5 pricing).
 - 10.6. As part of the planning obligations of car-free developments, residents are not permitted to hold or apply for a parking permit. It is recognised that for car-free developments outside of existing CPZs, these planning obligations have not been enforced and some residents may own a vehicle despite the terms of their residence. To assist with the transition to no car ownership, the Council will permit residents of car-free developments within the proposed Sustainable Streets zones to purchase a parking permit for up to 18 months.
 - 10.7. As well as introducing parking controls to prioritise available parking for residents, the package of measures for Sustainable Streets zones also includes EV charging points, cycle hangars, car club bays, new street trees and safer junctions. These measures are designed to create more attractive areas for active and sustainable travel, and support a shift away from higher polluting modes of transport. For example, the provision of car clubs near car-free developments can support residents who may need to make some journeys by car, without needing to own a vehicle personally.
 - 10.8. The Council recognises that some people need to make journeys by car, for example Blue Badge holders. Concessionary fares are available for disabled residents who can apply for a residents permit free of charge, as well as a carers permit free of charge.
 - 10.9. In addition, the Disabled Parking Policy has been updated so that Lewisham Blue Badge holders can now apply for a Disabled permit, which permits Blue Badge holders to park within any CPZ in the borough. More information can be found in the Council's Parking Policy.

11. Phase 2 engagement and consultation

- 11.1. Following the near completion of phase 1 of the Sustainable Streets programme, it is recommended that phase 2 engagement and consultations commence. As detailed in the Sustainable Transport and Parking Improvements Programme report, the proposed consultation schedule indicates that phase 2 areas include Evelyn, Hither Green & Lee, Forest Hill, Brockley and New Cross Gate. Sections of Catford South have also been moved to phase 2 given proposed developments in the area which may have an impact on parking pressure.
- 11.2. Phase 2 engagement and consultation will be conducted in stages, progressing first with the Evelyn (see Appendix E). This area is being prioritised due to its proximity to

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existing CPZs which results in increased parking pressure. The Evelyn area is neighboured by existing CPZs in Southwark and the proposed CPZ in Deptford. This creates a small area of uncontrolled parking which is susceptible to parking displacement.

- 11.3. There are also several car-free estates in place and in development in the area which require implementation of CPZs to enforce the planning obligations. This will help to manage existing demand and prevent future parking demand from new developments on surrounding streets.
- 11.4. Providing the sustainable transport measures that form the Sustainable Streets programme will help to support existing and prospective residents to car-free estates with a range of alternative transport options.
- 11.5. During Phase 1 consultations, significant feedback was received from the Evelyn area about the risk of parking displacement into their streets. The Council intends to commence engagement and consultation in this area for six weeks from 7 August until 17 September 2023.
- 11.6. The engagement will take place similar to that of Phase 1 however the Commonplace platform will be utilised to establish a survey for residents and businesses within the area and the findings of the consultation and recommendations will be presented to Mayor and Cabinet later this year.
- 11.7. The proposed costs for the engagement and consultation exercise and designing the Sustainable Streets zones is £23,500.

12. Existing CPZ reviews

- 12.1. There are a number of existing CPZs in Lewisham, which currently cover 23% of the borough. The Sustainable Transport and Parking Improvements Programme report approved by Mayor and Cabinet in December 2022 recommended that existing CPZs be reviewed.
- 12.2. Many of the existing CPZs have been in place for more than 20 years and have not been reviewed in a significant period of time. It is the Council's intention to carry out a review of the restrictions, boundaries and hours of operation of each of the zones. By conducting this review, it will give residents and businesses the opportunity to feedback on whether they are supportive of the days and hours of operation. For example, the Council has received a number of requests by residents for amendments to the CPZs, particularly concerning pressure of Sunday parking.
- 12.3. Existing CPZs will be reviewed in a phased approach (as detailed in the Sustainable Transport and Parking Improvements Programme report presented to Mayor and Cabinet in December 2022), and it is recommended that the initial zones proposed for review are Lewisham (Zone B), Blackheath (Zone BHA) and Rushye Green West (Zone E).
- 12.4. Zone B was first introduced in 1988 and has not been reviewed since 2002; Zone BHA was created in 1983 and reviewed in 2001; and Zone E was first introduced in 2003 and not been reviewed since 2005.
- 12.5. As is good practice, consultation will take place with residents in the existing zones as part of the CPZ review. The consultation will use Commonplace and seek to understand if CPZ hours and days of operation should be amended to meet the changing needs of the community. During the consultation, residents will also be asked for feedback about where sustainable transport measures including cycle hangars, EV charging points, street tree planting, car club bays, and safer crossings and junctions,

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would be beneficial in their area.

- 12.6. It is proposed that engagement and consultation will take place for these three existing CPZs for four weeks between 4 September – 1 October 2023. For details of the roads included, please see Appendices F, G and H.
- 12.7. The proposed costs for the engagement and consultation exercise for the three existing CPZ reviews is £20,200.

13. Revised engagement and consultation process

- 13.1. During delivery of the phase one engagement and consultation, process improvements have been identified for future phases of delivery.
- 13.2. Future phases of the Sustainable Streets programme, the engagement and consultation process will involve two stages, rather than one:
 - Stage one will involve engaging with respective neighbourhoods to understand areas where they would like to see sustainable transport and parking improvements considered and prioritised. This will be facilitated using interactive mapping platform called Commonplace. This approach will allow the Council to use community insights to develop designs from the outset.
 - Stage two will comprise a public consultation on the designs developed using the Commonplace insights, alongside parking stress surveys and existing community feedback and requests.
- 13.3. This approach will allow the Council to better develop proposals through meaningful engagement which involves communities at a formative stage, where there is opportunity to influence designs from the outset. This is widely considered to be best practice and is outlined in the Cabinet Office Consultation Principles 2018 which, under the principle of 'purpose', asks public authorities to ensure policies and implementation plans are taken to stakeholders and communities at a formative stage.
- 13.4. Existing input, including historic community requests and feedback, parking stress surveys, parking expertise, and strategic implementation plans including the Electric Vehicle Implementation Strategy, and viability surveys for tree pits and car clubs, will still be considered during the development of designs for consultation.
- 13.5. For all future phases, registration will be mandatory for online submissions, both to the interactive map and consultation survey.
- 13.6. Officers have also reviewed how pop-up sessions will take place in phase two and three neighbourhoods, to ensure the Council maximises the number of respondents who may not have time or access to participate in the engagement and consultation process.
- 13.7. The Sustainable Streets programme will continue to be undertaken as a phased approach and the proposed schedule of the phases can be found in the Sustainable Transport and Parking Improvements Programme report presented to Mayor and Cabinet in December 2022. It should be noted that this is not a fixed schedule and that other developments and programmes of work will be considered when deciding the order of further phases. For example, the proposed A205 Catford Road realignment is likely to have an impact on parking pressure with the loss of Laurence House car park and it is crucial that streets in the vicinity of these works are consulted on Sustainable Streets measures earlier than originally scheduled. Therefore, and as mentioned in Section 11, affected roads in the Catford South ward will be moved from Phase 3 to Phase 2. Commonplace feedback will also be used to develop the phasing of the engagement and consultation.

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- 13.8. Further information about the revised approach and an updated schedule for the phased approach will be included in a report to Sustainable Development Select Committee in September.

14. Financial implications

- 14.1. This report is seeking approval for the implementation of sustainable transport and parking improvement measures across the borough and the engagement and consultation exercise for the three existing measures in place.
- 14.2. Financial resources have been set aside corporately, (there are also minimal S106 funds available), to cover the estimated consultation and design and implementation costs of approximately £0.5m. Under s55 of the Road Traffic Act 1984, these costs are recoverable from income generated from the implemented schemes. If the decision was taken not to proceed with implementation, the engagement and consultation costs will become sunk and abortive costs.

15. Legal implications

- 15.1. The Road Traffic Regulation Act 1984 (RTRA) sets out the legal framework for parking permits, traffic management orders (which are required to establish parking zones or set restrictions such as yellow lines), removal to the car pound and related financial controls. This includes the power under Section 45 of the RTRA, to designate parking places on highways in their area for vehicles or vehicles of any class specified in the order and to make charges (of such amount as may be prescribed under section 46) for vehicles left in a parking place so designated.
- 15.2. Section 45(3) states that in determining what parking places are to be designated under that section the authority concerned shall consider both the interests of traffic and those of the owners and occupiers of adjoining property, and in particular the matters to which that authority shall have regard include:
- The need for maintaining the free movement of traffic;
 - The need for maintaining reasonable access to premises; and
 - The extent to which off-street parking accommodation, whether in the open or under cover, is available in the neighbourhood or the provision of such parking accommodation is likely to be encouraged there by the designation of parking places under this section.
- 15.3. 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'.
- 15.4. 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

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- Any other matters appearing to the local authority to be relevant
- 15.5. The procedures for making 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 Schedule 9 to the RTRA . This includes a statutory duty to consult, which will be in addition to any consultation set out in the report.
- 15.6. The Local Authorities' Traffic Orders (Exemptions for Disabled Persons) (England) Regulations require that orders made under the RTRA include an exemption from waiting prohibitions in certain circumstances, and from charges and time-limits at places where vehicles may park or wait, in respect of vehicles displaying a disabled person's badge.
- 15.7. Section 55 of the RTRA provides that a London authority must keep an account of its income and expenditure in relation to any parking places provided on the highway. At the end of each financial year any deficit in the account shall be made good out of the general fund and any surplus must be either carried forward to the following year or applied for all or any of a number of specific purposes set out in that section. In London this includes the power to use it towards meeting all or any part of the cost of the doing by the authority in its area of anything which facilitates the implementation of the London transport strategy and which is for the time being specified in that strategy as a purpose for which a surplus may be applied. Case law has confirmed that these powers should not be used for the purpose of generating a surplus but as long as the authority sets its charges for a valid purpose having taken into account all relevant considerations the fact that those charge lead to a surplus would not render the charges unlawful.
- 15.8. The Traffic Management Act 2004 (TMA) is the primary legislation for the management of parking in England. It reinforces the legal duty under the RTRA to ensure the expeditious movement of traffic. Part 6 of the TMA affects parking and is accompanied by statutory and operational guidance documents. Councils are legally obliged to 'have regard to' the former, while the latter sets out the principles underlying good parking management and recommends how this can be achieved.
- 15.9. 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
- 15.10. The Equality and Human Rights Commission issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice".
- 15.11. 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 of the Public Sector Equality Duty which deals particularly with the equality duty. It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and

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maternity, race, religion or belief, sex and sexual orientation.

- 15.12. 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 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/advice-and-guidance/equality-act-codes-practice> and <https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance>.

16. Equalities implications

- 16.1. A full Equality Analysis Assessment (EAA) has been carried out and can be found in Appendix I.
- 16.2. The Phase 2 consultation documents are being developed to include questions that will help the Council analyse whether the respondents provide a fair representation of the borough.
- 16.3. Registered carers and Blue Badge holders receive parking permits free of charge.
- 16.4. In addition, a book of ten one hour visitor parking permits will be provided free of charge to any residents in CPZs who are over 60, and in receipt of Council Tax support, and do not have another parking permit per annum.
- 16.5. Further detail on parking permits and exclusions can be found on the website: <https://lewisham.gov.uk/myservices/parking/permits/controlled-parking-zone-permitcharges>
- 16.6. Designs will consider historic requests for blue badge parking bays and these will be included where possible. In addition, the Parking Policy has been updated to enable Lewisham Blue Badge holders to apply for a Disabled Permit which allows Blue Badge holders to park in any CPZ in the borough.

17. Climate change and environmental implications

- 17.1. 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. Amendments made in the Environment Act 2021 aim to strengthen these duties by giving greater clarity on the requirements of action plans enabling greater collaboration between local authorities and all tiers of local government.
- 17.2. Encouraging more journeys to be made by walking and cycling rather than private transport will help encourage a green recovery from the COVID-19 pandemic and the negative impacts associated with vehicular traffic. Keeping traffic and congestion to a minimum will help maintain the improved air quality that has been experienced under lockdown conditions. This will, in turn, help in achieving the objectives set out in the Council's Air Quality Action Plan and Climate Emergency Action Plan.

18. Crime and disorder implications

- 18.1. Through designating parking bays, Controlled Parking Zones can reduce nuisance and dangerous parking such as parking on pavements or blocking access, and make streets safer by indicating where it is safe to park and creating better visibility for drivers, pedestrians and cyclists at junctions.
- 18.2. In addition, the Council will implement 'no waiting at any time' markings (double yellow lines) on all roads consulted, regardless of whether support for the introduction of wider measures is received. This is to protect junctions and improve visibility of pedestrians and cyclists.

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19. Health and wellbeing implications

- 19.1. As the project aims to encourage more sustainable modes including active travel the introduction of additional kerbside management measures may have long term public health benefits.
- 19.2. The introduction of sustainable transport and parking improvements can have a number of benefits including improving air quality and climate action, road safety and the local street scene. They can be used to enable and encourage alternative modes of travel such as walking, cycling and public transport by reassigning carriageway space for these users, space that would have otherwise been utilised by those travelling in and parking private vehicles.
- 19.3. Delivering a sustainable transport and parking improvements scheme gives Lewisham the opportunity to; encourage active travel modes, reduce unnecessary car journeys, regulate parking places, improve road safety, better meet the needs of disabled residents with blue badge parking, provide cycle storage, and consider bike hire and e-scooter hire schemes.
- 19.4. Dropped kerbs at crossing points will improve accessibility for older and disabled residents, whilst double yellow lines around junctions will help to improve road safety by improving visibility for vehicles turning and people wanting to cross. These measures can help encourage residents to walk and cycle more.
- 19.5. A package of measures will be designed for each street, with improvements to the street scene at the forefront. Consideration will be given to tree planting, parklets and additional greenery where possible and appropriate.

20. Background papers

- 20.1. Sustainable Transport and Parking Improvements Programme 2022
- 20.2. Transport Strategy and Local Implementation Plan 2019
- 20.3. Climate Emergency Action Plan 2019
- 20.4. Air Quality Action Plan 2022-2027
- 20.5. Parking Policy 2023

21. Glossary

Term	Definition
CPZ	Controlled Parking Zone
EAA	Equalities Analysis Assessment
EV	Electric Vehicle
TMO	Traffic Management Order

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23. Appendices

Appendix A – Sustainable Streets Phase 1 consultation report: Catford & Crofton Park and Deptford

Appendix B – Proposed Sustainable Streets zone in Deptford

Appendix C – Proposed Sustainable Streets zone in Honor Oak Park

Appendix D – Proposed Sustainable Streets zone in Ravensbourne Park

Appendix E – Phase 2 consultation area

Appendix F – Existing CPZ review for Zone B

Appendix G – Existing CPZ review for Zone BHA

Appendix H – Existing CPZ review for Zone E

Appendix I – Equality Analysis Assessment (EAA)

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