



Mayor and Cabinet

Lewisham and Lee Green LTN Monitoring Update

Date: 01 November 2023

Key decision: No

Class: Part 1

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

Contributors: Martha Lauchlan, Transport Planner

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 12th January 2022 Mayor and Cabinet meeting. The report provides an update on a range of information collected since the previous monitoring report to assess the performance of the LTN.

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

- Note the findings of the data monitoring that took place in February 2023;
- Note the update on the delivery of the complementary measures within the LTN and the surrounding area; and
- Agree further monitoring should take place in February 2024 for continued assessment of the LTN.

Timeline of engagement and decision-making

27 May 2020: Implementation of temporary measures to support safer walking and cycling in response to the Covid-19 pandemic – report approved under delegated powers

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 proposals aimed at making journeys to and from schools safer and healthier

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

12 January 2022: Mayor and Cabinet approval to retain Lewisham and Lee Green LTN

24 May 2022: Delegated decision to make the Permanent Traffic Orders

27 May 2022: Permanent Traffic Orders published to retain Lewisham and Lee Green LTN

21 September 2022: Lewisham and Lee Green LTN Monitoring Update presented to Mayor and Cabinet

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 (LTN): Consultation and next steps.
- 1.2. Having considered an open officer report, the Mayor and Cabinet agreed that:
- 1.3. The findings of the review of the LTN, including the data monitoring and feedback from the public consultation be noted;
- 1.4. The Equalities Impact Assessment (EqIA) and specific equalities considerations summarised in Section 8 of the report and the full EqIA be received;
- 1.5. Proposals for a permanent traffic order retaining the revised Lewisham and Lee Green LTN be published, and that the statutory processes be conducted;
- 1.6. The physical modal filters within the LTN are converted to automatic number plate recognition (ANPR) camera enforcement and that Lewisham Blue Badge holders and emergency services are exempt;
- 1.7. Officers work with schools in the LTN area to implement traditional School Streets, where schools are supportive;
- 1.8. 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

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- Additional bike hangars and cycle stands
 - Additional and/or improved pedestrian crossing points
 - New seating
- 1.9. Approval be given to monitor the area using a range of indicators including, but not limited to, traffic counts, speed surveys, air quality and bus journey times;
 - 1.10. Officers using their existing delegated powers to implement the above recommendations and deliver the package of complementary measures.
 - 1.11. Over the course of the LTN scheme, data collection has taken place at various stages to monitor the effectiveness of the scheme. This includes some limited pre-scheme monitoring in 2019 and June 2020, original LTN monitoring in October 2020, revised LTN monitoring in February 2021 and further monitoring under limited Covid restrictions in April 2022. The LTN Monitoring Update report was presented to Mayor and Cabinet in September 2022 which indicated that the scheme was continuing to meet its aims, with improvements demonstrated in average traffic counts, average traffic speeds, average bus journey times, air quality and collisions data.
 - 1.12. This report provides a further update on the monitoring of the LTN (see Section 5 of this report) and the delivery of the complementary measures (see Section 6 of this report) as set out in 1.2.6.
 - 1.13. The latest data monitoring has shown overall:
 - With few exceptions, traffic levels on roads within and surrounding the LTN continue to decrease
 - Vehicle speeds have reduced by an average of 1.5mph on roads within and surrounding the LTN, and are below the 20mph speed limit in the majority of cases
 - Air quality has continued to remain below the 40µg/m³ EU/UK legal limit across the area and has shown improvements on most roads monitored.
 - Bus journey times have continued to operate within a comparable time prior to the LTN being implemented.
 - KSIs have seen a reduction by 18% since before the LTN was implemented.
 - 1.14. Ongoing data monitoring shows continuous improvements overall on roads within and surrounding the LTN. Further monitoring is proposed to take place in February 2024 for continued assessment of the LTN.

2. Recommendations

- 2.1. For the reasons set out in this report it is recommended that Mayor and Cabinet:
- 2.2. Note the findings of the data monitoring that took place in April 2023;
- 2.3. Note the update on the complementary measures within the LTN and the surrounding area; and
- 2.4. Agree further monitoring should take place in February 2024 for continued assessment of the LTN.

3. Policy Context

- 3.1. The contents 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. One of the leading priorities is to make Lewisham 'cleaner and greener', where the Council has committed to enable more active travel

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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. **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 key programmes of investment includes Healthy Neighbourhoods; a programme to adopt the principles of the Liveable Neighbourhoods scheme, and apply them at smaller-scale local levels. Healthy neighbourhoods and LTNs should provide measures to encourage more active travel and traffic reduction through point closures, identifying and addressing issues of rat-running.
- 3.5. **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.
- 3.6. **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.
- 3.7. **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.
- 3.8. **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

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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. The Lewisham and Lee Green Low Traffic Neighbourhood (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, school 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 Council’s 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 a 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 was 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 LTN was meeting its primary aims, in line with the Council’s corporate objectives and policies and wider London policies, and had started to positively influence behaviour change and encourage people to travel more sustainably.
- 4.8. On 12 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

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and feedback from the public consultation. This information was used to set out the recommendations regarding the future of the 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 25 March 2022 in accordance with the 1996 Regulations. The statutory process closed on 22 April 2022. An additional seven days beyond the statutory 21 days was provided to ensure all stakeholders had sufficient time to respond as this period 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) 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 LTN 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 traffic orders were published on 27 May 2022.
- 4.13. During the period of the pandemic, traffic levels across wider London 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 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 29 August 2023 it covers all London boroughs. [TfL's six month impact report in July 2022](#) highlighted that compliance levels with ULEZ emissions standards had increased to 93.8% in May 2022, up from 86.9% in the weeks before the zone expanded. There were also around 21,000 fewer vehicles in the zone compared to pre-scheme levels. Furthermore, NO₂ concentrations in inner London are estimated to be 20% lower than they would have been without the ULEZ and its expansion.

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 monitored have been:
 - Traffic levels on local roads
 - Traffic speed across local roads
 - Air quality
 - Bus journey times
 - 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

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at locations around the borough, and in September 2020 a further 51 temporary 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 seven-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
 - February 2023 to understand the effects of the LTN scheme after it was made permanent.
- 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 Appendices A, B and C.
- 5.9. An update of the four main categories can be found below.
- 5.10. Air quality data
- 5.11. The Council maintains a network of Nitrogen Dioxide (NO₂) diffusion tubes to assess pollution levels. NO₂ is a pollutant that is harmful to health and is related to the use of petrol and diesel engines. In the UK, the Air Quality Standards Regulations 2020 require that the annual mean concentration of NO₂ must not exceed 40 µg/m³ and that there should be no more than 18 exceedances of the hourly mean limit value (concentrations above 200 µg/m³) in a single year. Further information on air quality and live readings can be found on the Council's website:
www.lewisham.gov.uk/airquality.
- 5.12. 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.
- 5.13. 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.
- 5.14. The data that has been collected (and represented in section 3.4 of Appendix D) indicates that the LTN has had little to no negative impact on air quality in and around the scheme area. This continues to be the pattern with the latest set of data received in May 2023. The monitoring network shows that the overall NO₂ concentration was 29.0 µg/m³ during the original LTN period, rising to 31.4 µg/m³ for the revised LTN – an increase of 8.3%. During the period of limited Covid restrictions (November 2021 – March 2022), the figure reduced to 29.6 µg/m³, and the latest data until March 2023 indicates a further reduction in levels of NO₂ to 28.5 µg/m³. This represents a 9.2% decrease in NO₂ since February 2021.
- 5.15. Furthermore, there are no locations where NO₂ exceeds the UK annual mean objective

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of 40 µg/m³, based on the average NO₂ readings.

- 5.16. The World Health Organisation (WHO) have their own air quality guidelines for air quality levels. When the LTN scheme was introduced back in July 2020, the guidelines advised of a mean objective of 40 µg/m³. The guidelines were revised in September 2021 and now advise of an objective of 25 µg/m³ 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.
- 5.17. 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 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 (November 2020 to March 2021) the air quality got worse and was back to pre-pandemic levels. Data since November 2021 to March 2023 has shown that air quality has again improved and is better than pre-Covid and pre-LTN levels.
- 5.18. Traffic level monitoring
- 5.19. The latest survey data has been collected in February 2023, over a consecutive seven-day period. While monitoring traffic volume and speed data, with the use of automatic traffic counts (ATCs), a number of sites were subject to vandalism with the cutting of the equipment. This was more widespread during the data collection in 2022 although it reoccurred during the last set of surveys this year. Although the equipment was replaced several times, this has meant that some data is missing and collected over a different seven-day period. These surveys are located in similar positions to previous collections and provide an indication of how the scheme is operating.
- 5.20. In order to get the most accurate results from the ATC surveys, both the location and recording method have remained consistent. Surveys have been taken at the same locations for both pre- and post-implementation to provide the best comparison. Where possible, the initial ATCs were placed in locations away from junctions, in straight stretches of road and away from bends where the traffic has a strict lane discipline.
- 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, mode and usage of travel methods, resulting in at times volatile results. The monitoring data was undertaken over a period that is not 'normal' conditions and 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. Further surveys were then undertaken in April 2022 to understand the impact under limited Covid restrictions and again in February

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2023 to understand the scheme's operation after it had been made permanent.

- 5.24. During the data collection prior to 2023, there were 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 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, the Council does not 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 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 Appendix A. Additional monitoring took 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 reports in the appendices.
- 5.26. 2022 survey data can be found in Appendix C in tables 1, 2 and 3. 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 reduced by approximately 69.4% between March 2019 and 2021. An increase in traffic volumes was observed between February 2021 and April 2022 however this still represents an average 42% reduction of traffic flow on roads since 2019.
- 5.27. The latest survey information can be found in Appendix D, with traffic data from February 2023. This data indicates a further reduction in traffic volumes, with the average daily volume indicating a 46.14% decrease from the original counts.
- 5.28. All roads monitored, with the exception of Leahurst Road (north of Ennersdale Road), Leyland Road (north of Upwood Road) and Newstead Road, have less vehicle traffic now in comparison to the pre-scheme in March 2019. It should be noted that School Streets have been implemented on Leahurst Road which will help to reduce vehicle numbers during the peak periods.
- 5.29. Where we only have comparisons with pre-scheme but not pre-Covid data, the vehicle movements on these roads has increased on average by approximately 4% between June 2020 and February 2023. The biggest increase in volumes were observed on Courthill Road and Manor Lane (south of Dallinger Road), however there were continued comparable decreases on adjacent roads which include Springrice Road and Longbridge Way. This could suggest the overall traffic in these outer roads to the LTN has been consistent but different routes are being taken.
- 5.30. The 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 suggests there is a reduction in traffic volumes since October 2020.
- 5.31. One of the previous commitments made following the introduction of the LTN was to explore options for introducing measures to limit HGV through movements on Hither Green Lane. These options have been reviewed and it is proposed to consult residents and other interested parties on proposals to help address this issue in the near future.
- 5.32. Traffic speed monitoring
- 5.33. The latest survey monitoring is presented in section 2.2 of Appendix D. These detail

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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 1.5mph since March 2019, which is a further reduction of 0.5mph since April 2022.

- 5.34. In February 2023, the largest increase in speed was on Leahurst Road (north of Ennersdale Road) with a 2.15ph increase. On the other hand, the largest decrease has been on Southbrook Road where vehicle speed has reduced from 24.2mph to 19.55mph indicating an approximate 20% decrease in average speed.
- 5.35. It should be noted that new and improved pedestrian crossing points and pavement widening have been implemented on and around Leahurst Road since the traffic speed data was collected and this is expected to have a positive impact on traffic speeds.
- 5.36. Average vehicle speeds on roads where pre-scheme data was recorded in June 2020 highlights that average vehicle speeds have increased by 0.2mph between June 2020 and February 2023. The biggest decrease of vehicle speeds was seen on Campshill Road of just below 4 mph, whereas the largest increase seen was on Belmont Park of 5.3mph.
- 5.37. Bus journey times
- 5.38. 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, Burn Ash Hill / Burnt Ash Road and Lee High Road / Eltham Road, for the period between March 2019 to mid-April 2023.
- 5.39. TfL data shows that bus journey times on these corridors fluctuated over the course 2020, coinciding with the introduction and easing of Covid-19 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 fluctuations have settled since the scheme was revised in November 2020 and this pattern has continued across to the first months of 2023.
- 5.40. TfL data for eastbound journeys on Brownhill Road shows that for October 2022 bus journey levels fell below the baseline average in 2019 prior to the pandemic and had oscillated throughout the latter part of 2022 to the latest average of 4.66 minutes per km which is below the expected upper baseline range for this route.
- 5.41. Similarly for westbound journeys on Brownhill Road, bus journey times have seen less fluctuation however data indicates a spike of up to 6 minutes per km in January and July 2022, which are still lower than the times recorded in the same months in 2020 before the LTN was implemented. Overall the westbound route continues to be consistent within the lower and upper baseline bus journey time average, indicating that the westbound journey times have been unaffected by the introduction of the LTN.
- 5.42. On the Burnt Ash Hill / Burnt Ash Road corridor northbound, the average bus journey times are returning to pre-Covid levels of around 3.6 minutes per km.
- 5.43. On the southbound corridor, there has been little to no change in journey times when comparing with pre-Covid and pre-LTN data.
- 5.44. Along the Lee High Road / Eltham Road corridor, journey times are at an average of 4 minutes per km which is consistent with the lower and upper baselines expected on this route. As the bus journey times have remained consistent, we can assume that the LTN has not impacted on the bus journey times for this route.
- 5.45. Collision levels
- 5.46. Using collision data provided by TfL, we have reviewed collision data within the consultation area. This data provides information for road traffic collisions that involve personal injury occurring on the public highway reported to the Police. Damage only

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collisions are not included in this data. 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.

- 5.47. 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 30 September 2022. The data has been analysed in 12 month intervals over a four year period as shown in paragraph 3.6.2 of Appendix D, comparing two years of data before the LTN implementation and two years since.
- 5.48. The data indicates that there has been a reduction in collisions in both the borough roads and TLRN roads (roads managed by TfL). Overall within the consultation study area, there has been a reduction in both KSI and slight injury collision since the introduction of the LTN.
- 5.49. Future approach to data monitoring
- 5.50. In line with the January 2022 Mayor and Cabinet report and usual practices, it is important that the scheme and its impacts continues to be monitored and assessed, particularly as 'normal' travel patterns and behaviours are re-establishing. Ongoing data monitoring shows continuous improvements overall on roads within and surrounding the LTN, and further monitoring is proposed to take place in February 2024 for continued assessment of the LTN.
- 5.51. In addition to the LTN monitoring, wider monitoring of data including average bus journey times, air quality and traffic injury collisions will continue to be routinely collected within existing workstreams working collaboratively with TfL where applicable. In addition, through the Council's ongoing expansion of air quality sensors across the borough, real-time map-based data showing the current air quality levels across Lewisham, including the LTN, will continue to be made more widely available for public access and scrutiny.
- 5.52. In terms of traffic count and speed data, due to the level of vandalism of survey equipment which has been experienced in recent LTN monitoring exercises (in particular to the traditional pneumatic road tubes), it is proposed to put in place a new monitoring regime across the borough which will include the LTN area. The new approach will make greater use of innovative technology such as above-ground sensors that automatically collect a range of anonymised speed and flow count data. This new technology can identify each individual vehicle type, from heavy goods vehicles, coaches and cars to bicycles and pedestrian movements and will improve our ability to observe trends in road user behaviour, which can be used to inform future transport policies and plans that positively influence behaviour change and encourage people to travel more sustainably.
- 5.53. This enhanced monitoring approach will be embedded in the new Active Travel Strategy for the borough currently being developed, which will be presented to Mayor and Cabinet for approval at a future meeting.

6. Design and implementation update

- 6.1. The introduction of a new package of complementary environmental measures was approved by Mayor and Cabinet to encourage more walking and cycling. These measures were recommended to be introduced in around the LTN to further support people to walk and cycle, and to create safer and greener streets.
- 6.2. These measures have been progressed in the LTN and surrounding area:

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Complementary measure	Progress
Convert all modal filters to camera enforcement	Physical modal filters were converted to automatic number plate recognition (ANPR) camera enforcement
Implement traditional School Streets for schools which are supportive	School Streets introduced for: <ul style="list-style-type: none"> • Trinity CofE Primary School • Trinity CofE Secondary School • St Winifred's RC School • Brindishe Lee School • Brindishe Manor School • St Saviour's RC School
Install new EV charging points	12 new EV charging points were installed within the LTN consultation area
Install new cycle hangars	20 cycle hangars were installed on roads within the LTN consultation area
Plant new street trees	New street trees were planted in the 2022/23 planting season
Install new benches	New benches have been installed
Implement new/improved pedestrian crossings	Works included: <ul style="list-style-type: none"> • Pavement widening and a new tactile crossing point on Leahurst Road by the junction of Ennersdale Road • Pavement widening and an improved pedestrian crossing point on Ennersdale Road between Leahurst Road and Pascoe Road • A new raised pedestrian crossing point to replace the previous width restriction on Leahurst Road and pavement widening

- 6.3. Further to the agreed complementary measures, the Council is committed to continually expanding its provision of sustainable transport measures in order to support residents, businesses and visitors across the borough to make journeys by walking, cycling or public transport where possible.

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. The latest data has shown overall:

- With few exceptions, traffic levels on roads within and surrounding the LTN continue to decrease

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- Vehicle speeds have reduced by an average of 1.5mph on roads within and surrounding the LTN, and are below the 20mph speed limit in the majority of cases
 - Air quality has continued to remain below the 40µg/m³ EU/UK legal limit across the area and has shown improvements on most roads monitored.
 - Bus journey times have continued to operate within a comparable time prior to the LTN being implemented.
 - KSIs have seen a reduction by 18% since before the LTN was implemented.
- 7.3. The core aims of the LTN were to encourage people to walk and cycle more; improve air quality and road safety; reduce traffic; and protect public health.
- 7.4. The latest data suggests that the revised Lewisham and Lee Green LTN, which is now permanent, 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 in section 6 of this report will continue to further encourage behaviour change, increase levels of walking and cycling, and improve amenity, supporting the continued success of the LTN.

8. Financial implications

- 8.1. This reports largely reflects the impact of spending already incurred in respect of the LTN implementation.
- 8.2. There is one recommendation to further extend the monitoring of Lewisham and Lee Green LTN through the financial year 24/25. The cost of the additional monitoring is expected to be in the region of £48k and would be required in 23/24.
- 8.3. Current commitments within the Highways Service budgets are to be reviewed ,in order to fund this cost from within these existing budgets .

9. Legal implications

- 9.1. The report notes the findings of the data monitoring and agrees that further monitoring should take place in February 2024 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

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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. 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 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.
- 9.6. 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.
- 9.7. 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.
- 9.8. 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.
- 9.9. 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
- 9.10. 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

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and guidance on how to deliver them to best meet the aims of the Streetspace programme and how to monitor their outcomes.

- 9.11. 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.
- 9.12. 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;
 - 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.
- 9.13. 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.
- 9.14. 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-guidancepublic-sector-equality-duty-england>.
- 9.15. 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
- 9.16. 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/publicsector-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

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Cabinet report on 12th 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 on the majority of roads within and around the LTN continue to be below that prior to its implementation. Encouraging more journeys to be made by walking and cycling, rather than private transport, will help to protect against the negative impacts associated with vehicular traffic. The air quality levels have also reduced since the implementation of the LTN at most sites.
- 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. The change to ANPR camera enforced restrictions has seen a reduction in the levels of vandalism to the modal filters within the LTN and relevant operational costs.

13. Health and wellbeing implications

- 13.1. Over half of the adult Lewisham population, 37% of 10-11 year olds, and 21% of 4-5 year olds are overweight or obese. Improving environments to encourage and enable more residents to travel actively can contribute to positive reductions in obesity and improved health.
- 13.2. Road transport is the biggest contributor to NOX and PM10 emissions, contributing 64% and 55% of total emissions in Lewisham respectively. The lower traffic volumes are thought to have given people greater confidence to cycle, that they may not otherwise have had.

14. Background papers

- 14.1. [Lewisham and Lee Green Low Traffic Neighbourhood: Consultation and next steps](#) (January 2022)
- 14.2. [Lewisham and Lee Green LTN Monitoring Update](#) (September 2022)

15. Glossary

Term	Definition
DfT	Department for Transport
ETO	Experimental Traffic Management Order – a legal order made by a Local Authority which manages the behaviour of all road users where consultation is carried out after the order becomes lives, with the restrictions already in place. This type of order may be in place for up to 18 months.
Modal filter	A road closure that stops motor vehicles, but which still allows pedestrians and cyclists (including electric cargo bicycles) and

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Term	Definition
	powered two wheelers through.
School street	Streets or parts of streets that restrict vehicular traffic for part of the day at school pick up and drop off times, while schools are open (i.e. during term times).
TfL	Transport for London
TLRN	Transport for London Road Network – a network of roads for which TfL is the Highway Authority.
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. Normally requires a notice of intent for at least seven days before.

16. Report author(s) and contact

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17. Appendices

- 17.1. Appendix A – Monitoring Strategy June 2021
- 17.2. Appendix B – Monitoring Report November 2021
- 17.3. Appendix C – Monitoring Report September 2022
- 17.4. Appendix D – Monitoring Report September 2023

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