

Appendix I - Options Appraisal

Lewisham & Lee Green Low Traffic Neighbourhood

Date: November 2021

1. **INTRODUCTION**

This report looks at options for the LTN going forward. The options have been developed based on the council policy and future programmes, Equality Impact Assessment, public engagement feedback, data surveys from scheme partners such as Transport for London and statutory undertakers (including the emergency services).

1.1 **Background**

- 1.1.1 The Lewisham and Lee Green Low Traffic Neighbourhood (LTN) was first implemented in July 2020. At the time, in response to the Covid-19 pandemic, the Government was encouraging councils to urgently put measures like LTNs in place.
- 1.1.2 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 aligns with the Council's longer term aims for the whole borough.
- 1.1.3 The Lewisham and Lee Green area was selected as a location for a LTN in part due to ongoing and consistent concerns raised with the Council by residents over a number of years about traffic congestion and speeds, as well as requests for walking and cycling improvements. The area covered by the LTN was also identified and approved as an area for a 'Healthy Neighbourhood' scheme in the borough Transport Strategy.
- 1.1.4 The scheme was implemented using a 'Temporary Traffic Order', which enabled quick implementation. 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 removed/amended some of the restrictions to traffic.

2. **PROPOSED IMPROVEMENTS**

2.1.1 The following proposed improvements have been developed in consideration to the feedback from residents and key stakeholders as well being informed from the data survey.

2.2 **Complementary measures**

2.2.1 The scheme was implemented very quickly on a temporary basis with a limited amount of funding and therefore we were unable to implement the scheme with a full range of measures, as we would have traditionally. We recognise that to encourage trips to be more sustainable we need to make these trips easier, more pleasant, and convenient.

2.2.2 It is therefore recommended that regardless of the option that is selected for the future of the scheme, the following complementary measures should be implemented throughout the wider consultation area:

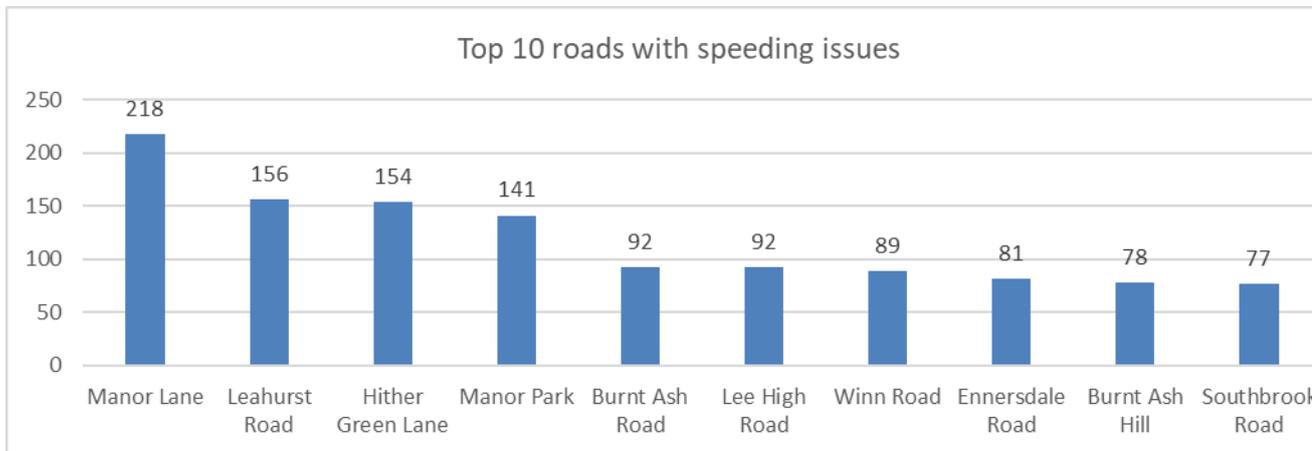
- more street trees and greening of public spaces and residential streets to improve the look and feel of the area and improve air quality locally.
- Introduce additional electric vehicle charging points.
- Introduce additional bike storage and parking.
- Introduce traditional school streets where feasible and schools have requested.
- Introduce/ improve pedestrian crossing points at key locations to improve accessibility.

2.3 **Road safety**

2.3.1 To address road safety issues and resident/ parent concerns identified outside schools, a programme of traditional school streets for the wider consultation area will be developed and in conjunction with the schools themselves. This will look to address schools/ areas where parents have previously requested additional measures will be introduced during school pick up and drop off. This may include additional measures such as park and stride areas/ walking buses and closure of multiple streets where schools have multiple entrances.

2.3.2 Surveys have shown the average speed of vehicles have reduced across the area although it is clear from resident feedback that on some roads speeding is still a concern. To tackle this issue, we will work with the police and provide the speed data identifying roads and the times of day of

excessive speeding to help with target enforcement activities. The graph below shows the top 10 road names that mention speeding issues in the consultation responses.



2.3.3

2.4 Accessibility

2.4.1

Working in partnership with emergency services and those with mobility issues all existing physical modal filters will be replaced with automatic number plate recognition (ANPR) camera enforced modal filters. As part of this design both registered Lewisham blue badge holders and emergency services will be exempt to enable increased access into the whole LTN area.

2.4.2

The implementation of these complementary measures may require alteration to some of the existing modal filters if the scheme is retained due to their proximity and layout. This will require further investigation on a site by site basis when assessment works are undertaken. An example of this would be the introduction of school street around Trinity Primary School, which may require alteration of the modal filters on Leahurst Road and Dermody Road.

2.4.3

These complementary measures once introduced will improve the potential for the area to create a longer-term change in travel behaviour and will build on the changes that the public consultation has indicated have started to occur. It will also aid in improving the look and feel of the area encouraging residents and users to change travel patterns

3. **DESIGN OPTIONS**

3.1.1 The following options have been developed and assessed against the key objectives of the scheme and based on the council policy and future programmes, the Equality Impact Assessment, public consultation feedback, data surveys and information provided from scheme partners such as Transport for London and statutory undertakers (including the emergency services).

3.1.2 The five options considered for the future of LTN are:

1. Retain the LTN in its existing configuration.
2. Retain the LTN with timed restrictions that apply during school times only.
3. Exempt residents and business to travel through the LTN;
 - a. All vehicles registered within the borough or
 - b. Vehicles registered to an address within the LTN.
4. Revise the design of the LTN to remove restrictions on Manor Lane and Manor Park.
5. Remove the LTN.

3.2 Option 1: Retain the revised LTN in its existing configuration

3.2.1 Following the revision to the scheme the data monitoring demonstrate that the scheme has been successful in meeting the aims and objectives of the scheme and that it also meets the councils longer term objectives as set out in section 3 of the decision report.

3.2.2 The survey indicates that residents have already started to change travel behaviour and with the further complementary improvements it is expected that will continue to be the case.

3.2.3 The main concern which has arisen from the consultation was the impact on the main roads. The data indicates that vehicle trips and flow have reduced within the LTN. Data from TfL suggests that the displacement has not been all moved onto the TLRN major routes and that some of these trips have evaporated as the major routes are observing a similar level of traffic to the pre-pandemic levels.

3.2.4 This would require no changes to the layout or existing LTN camera enforced locations, the primary change would be that the existing physically

restricted modal filters that are not camera enforced are upgraded to camera enforcement.

Advantages	Disadvantages
Continued reduction in vehicle movements and speeds	Potential traffic displacement on some adjacent parallel roads in the short term, will require further monitoring over a longer period
Improved air quality for residents and businesses.	Maybe negative sentiment from residents that the consultation has not been reviewed fairly.
Meets the councils, DfT and TfL requirements for the Mayors Transport Strategy.	
Will allow through traffic to correctly filter through on the main road network and remove these movements from residential streets	
Meets all of the aims and objectives of the scheme.	
Many other London Authorities are retaining LTN's and will become commonplace for the future.	
All filters will be upgraded allowing emergency services and vulnerable users permitted access.	
The data indicates that so far there has been little migration of traffic on to the major network.	

3.3 Option 2: Retain the LTN with timed restrictions that apply during school times only

- 3.3.1 Similar to option 1 this option would require no changes to the layout of the existing LTN camera enforced locations, it is however recommended that the existing physically restricted modal filters are upgraded to camera enforcement.
- 3.3.2 The most significant change would be that the camera enforcement would only be undertaken during peak school hours and at all other times vehicle movements through the LTN would be permitted.
- 3.3.3 The traffic survey data and air quality data suggest that the scheme has been successful in meeting the aims and objectives of the scheme. This option however will negate some of the positive effects that the scheme has resulted in. It will remove peak commuter movements in the morning but not the evening (as school times would not coincide with peak commuter trips) and reduce vehicle movements and speeds during these times,

however outside of these times it is likely that these location will return to movement and speed levels as seen prior to the implementation of the scheme.

3.3.4 The main advantages of this option are:

Advantages	Disadvantages
Vehicle movements and speeds will be reduced, however only during times of enforcement.	Potential traffic displacement on some adjacent parallel roads in the short term, although limited to peak hours only, will require further monitoring over a longer period to understand travel patterns
The LTN could be converted to serve as part of a wider school streets network, given the number of schools in this area would provide a benefit to all of them.	Due to limited times of operation unlikely to see any real impact on air quality
Would reduce car trips to the local schools and encourage walking and cycling as primary choice of travel for this journey.	Likely to limit behavioural change to more sustainable modes due to limited enforceable hours.
Will meet the aims and objectives of the scheme but only in part as access may not be restricted during all peak commuter times.	Will meet the aims and objectives of the scheme but only in part as access may not be restricted during all peak commuter times.
The LTN will serve to protect children during school times reducing vehicle movements, which will lead to a reduction in child casualties during these times.	

3.4 Option 3: Retain the LTN exempting a) residents and businesses within the borough, b) residents and businesses within the LTN

3.4.1 Similarly to option 1 and 2 this would require the very few changes to be made to the existing layout of the LTN. It would however allow for the creation of an exempted list for residents and business with vehicles registered within the borough/ LTN to apply for exemption and have their vehicles permitted to travel through the camera enforced LTN modal filter sites.

3.4.2 This option would address one of key themes highlighted within the consultation by respondents that those who are unable to utilise other modes of transport or that require the use of a vehicle. Such as mobility impaired users of whom 73% use their vehicle, would allow free access through the restrictions; once upgraded to cctv enforcement. This option would remove this and only enforce against non-residents and traffic that is

travelling through the LTN. This would however also permit approved users to rat run through the LTN and avoid traffic on the TLRN.

3.4.3 Within the current design layout motor vehicles are still able to access every part of the LTN albeit some will be via different routes. Those travelling eastbound can still travel through the area without penalty or being impeded by closures. Those travelling into the area from the west or heading westbound will need to use the A20 for a maximum length of 1.5Km to access the furthest part of the scheme. During the busiest part of the day this could be an extra between 1 -5 mins extra in comparison to cutting through the area.

3.4.4 A key aim of the scheme is to reduce the number of short trips undertaken by motor vehicles and encourage residents to travel by sustainable and active modes. The use of a resident and business wide exemption would be against this as with the removal of other vehicles this would make it easier and more convenient for residents to drive.

Advantages	Disadvantages
Provide greater access to the area by motor vehicle	This option would reintroduce vehicle movements and decrease air quality, which go against the aims and objectives of the scheme and the councils longer term objectives.
In the short term will alleviate some of the motor vehicles using the alternative route via boundary roads	Will allow short journeys that are proposed to be converted to alternate modes to be possible by private car
Will allow residents concerns to have been listened too as they will have free movement through the LTN restrictions.	May make the introduction of school streets difficult as vehicle will still not be able to travel down these roads unless a resident with permitted access on the specified road.
Would strike a balance between the needs of the LTN and that of resident concerns, however would require close monitoring to ensure that trips and air quality do not degrade.	

3.5 **Option 4: Revise the design of the LTN to remove restrictions on Manor Lane and Manor Park**

3.5.1 This option proposes to remove all restrictions on Manor Lane and Manor Park, effectively creating two LTN areas with a through route in the middle.

Similar to the previous options would also require conversion of the existing physical modal filters to camera enforcement.

3.5.2 This would be beneficial as it would reduce the size of the LTN and length of alternative route on the boundary roads. It would also align with responses from residents on Manor Park and Manor Lane, where respondents indicated lower levels of support for the restrictions when compared with other locations within the LTN.

3.5.3 The main concern of this option is that additional vehicles will be attracted to use this route. The response from the consultation suggests these are road where vehicle speeds have already been raised as a concern, which could become worse in the future. The roads which feature most in the responses for speeding vehicles was Manor Lane, Leahurst Road, Hither Green Lane and Manor Park.

3.5.4 There is also currently a lack of formal crossing points to access the local green space which could increase road safety concerns for children.

Advantages	Disadvantages
Will provide a dedicated through route across the LTN, reduce the alternative route required for those travelling westbound	Would reintroduce pre scheme levels of vehicle movements/ speed and poorer air quality levels on Manor Park and Manor Lane
Will make the LTN smaller permitting some trips that residents identified that they would like to make. Resulting in resident concerns being heard.	Due to the limited number of north south routes, traffic may concentrate on this corridor and may require further mitigation in the future.
	May restrict and make introduction of some school streets in nearby streets to these more difficult to implement

3.6 Option 5: Remove the LTN

3.6.1 This option unlike all the others would allow for the existing temporary traffic order to lapse and would require removal of all of the modal filters and camera enforcement sites within the Lewisham and Lee Green LTN area.

3.6.2 This would be supported by some as the majority of respondents felt negatively about both the original and revised versions of the scheme. It will not assist the council in achieving its longer term aims and objectives for creating a safer and healthier Lewisham as it would return the vehicle numbers and pollutants to levels that were observed prior to the pandemic which were noted on average to be higher than they are currently. It would

also be contrary to the council's commitment to addressing the climate emergency.

3.6.3 The removal of the LTN will not necessarily translate to improvements in vehicle movements/ Air Quality on the TLRN. The boundary roads due to usage, topographical layout are already operating at a high capacity and will not result in less vehicles using it. Permeability indicates that vehicles will just occupy the available space and will be just as busy.

3.6.4 This option may make introduction of the supplementary measures that are proposed regardless of the option selected harder to implement as the increased vehicle movements may not be conducive to some of these elements.

Advantages	Disadvantages
Overall residents and business have had experience the LTN and feel negatively towards it. A removal of the scheme would be based on those feelings.	Would immediately reintroduce possibly increased levels of vehicle movement and speed back onto these residential streets
	The concerns that were raised during the historic Healthy Neighbourhoods scheme, which lead to this are being selected will not have been addressed
	Air quality levels on these residential streets will increase, possibly again to higher levels than observed previously
	Will not encourage modal shift and change in travel patterns, which are contrary to the scheme objective, councils longer term vision, the mayors transport strategy and the pledge made to the Future prevention of deaths committee.

4. OPTIONS MATRIX

4.1.1 The below options matrix looks at a very high level scoring system for the proposed options against the main aims and objectives of the scheme and some of the key considerations. They have been scored using a RAG score with **GREEN**- detailing a positive impact, **AMBER**- detailing some positives but some negatives and **RED**- detailing negative effects.

	Option 1 - LTN to Retain in current format	Option 2 - LTN enforceable at peak school times only	Option 3a - Exempt residents and business within Lewisham	Option 3b - Exempt residents and business within the LTN only	Option 4 - Remove restrictions on Manor Lane/ Manor Park	Option 5 - Remove the LTN
Will this Option:						
Encourage more people to walk and cycle	GREEN	AMBER	AMBER	AMBER	GREEN	RED
Improve Road Safety	GREEN	GREEN	AMBER	AMBER	GREEN	RED
Reduce Traffic	GREEN	AMBER	AMBER	AMBER	AMBER	RED
Protect Public Health	GREEN	AMBER	AMBER	AMBER	AMBER	RED
Align with consultation responses	RED	AMBER	AMBER	AMBER	AMBER	GREEN
Align with LTN best practice	AMBER	AMBER	AMBER	AMBER	GREEN	RED
Be supported By the TfL/ DfT	GREEN	AMBER	AMBER	GREEN	GREEN	RED
Result in Air Quality improvements	GREEN	AMBER	AMBER	AMBER	AMBER	RED