



Sustainable Development Select Committee

Report title: Update on Lewisham Transport Strategy and Local Implementation Plan

Date: 3rd February 2022

Key decision: No.

Class: Part 1

Ward(s) affected: All

Contributors: Louise McBride – Head of Strategic Transport

Outline and recommendations

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

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

Sustainable Development Select Committee is asked:

- To note and comment on the contents of this report

Timeline of engagement and decision-making

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

1 Summary

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

2 Recommendations

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

3 Context

- 3.1 In preparation for the submission of the next LIP delivery plan, the Council are reviewing performance against agreed targets as set out in the Transport Strategy and Cycling Strategy. This information will then be used when formulating future delivery programmes and will assist in identifying where future investments are required to bring targets back on track where they are currently off target.
- 3.2 The Council recognises the importance of its role not only in delivering a programme of investment that supports the vision of the Mayor at a wider level, but is also tailored to the needs of its residents. Delivering active and sustainable transport measures also deliver against other Council policies, such as the Climate Emergency Action Plan, Air Quality Action Plan and public health priorities.
- 3.3 It should be noted that during the past two years the Council has not been operating in 'business as usual' circumstances due to the pandemic. These have been unprecedented times and will have impacted on the implementation of transport programmes and projects.

4 Background

- 4.1 The Council is committed to making Lewisham greener by working to protect and improve the local environment, where everyone can enjoy our green spaces and benefit from a healthy environment. The Council aims to enhance and improve the environment and seek to minimise the environmental impact of all operations through policies, services and how the resources are used.
- 4.2 The LIP set out the Council's plans for the future of transport in Lewisham, with details of its aspirations for the Borough up to 2041, to contribute towards achieving the ambitious vision of the London Mayor's Transport Strategy (MTS). Through the LIP the Council set out its delivery plan for a three year period between 2019-2021, this informed the Council of the areas within transport that require investment and areas to collaborate with TfL, Network Rail and neighbouring boroughs to achieve the objectives of the LIP.
- 4.3 The Lewisham Cycle Strategy 2017 sets out four key targets to aid Lewisham becoming one of the easiest and safest places to cycle in London, looking at where cycling in Lewisham is at and where the Council aspires to take it, with a number of pledges set out to deliver the vision. The Strategy prioritises a shift away from car use and aims to increase cycling numbers by more than double by 2026, linking into the MTS, Healthy Streets for London, as well as the Council's own policies.
- 4.4 The December 2019 Cycling Update Report provided an overview of the Council's commitment to cycling highlighted in the Lewisham Corporate Strategy 2018-22 and the 2017 Lewisham Cycling Strategy. The purpose of the report was to update the Committee

on the commitments made in those documents and to provide recommendations to take forward.

Funding position

- 4.5 Covid-19 has had a pronounced impact on the UK economy. The magnitude of the recession caused by the pandemic is unprecedented and the 9.8 per cent decline in 2020 of the country's Gross Domestic Product (GDP), a key measure of economic output, is the steepest since records began. London has suffered severely during the pandemic and it faces a challenging economic outlook over the short-to-medium term.
- 4.6 TfL experienced a significant reduction in passenger numbers as a result of the restrictions introduced to manage the pandemic and the work from home instructions. This affected the TfL revenue, with reduced passenger numbers resulting in a significant revenue loss. This impacted on the level of funding available to London Boroughs to deliver their transport programmes with less funds being available and more constraints on what the available funding could be spent on.
- 4.7 In March 2020 the funding that boroughs usually receive to deliver the Local Implementation plan was suspended as a result of the pandemic and funding was only available specifically to create more space for walking and cycling.
- 4.8 Additionally there is continuous short term funding agreements between Government and TfL. For 2021/22 there have been five funding deals agreed, with a number of these being a two week extension to allow negotiations between Government and TfL to continue. This is highly unusual and has affected the Council's ability to plan. The current funding agreement is in place until 18 February 2022. It should be noted that the two most recent extensions to the funding agreement, since mid-December 2021, has not included any new funding for boroughs or active travel during the extension period. This level of uncertainty and the lack of a longer term funding make longer term resource, project and financial planning extremely challenging. In addition, it should be noted that a number of staff are directly and indirectly funded from the TfL grant funding.
- 4.9 The Council's ability to deliver against the LIP and Cycling Strategy targets in future schemes for the benefit of our borough and residents is dependent upon a longer term funding agreement being reached between Government and TfL.

5 Overview of Existing Targets

- 5.1 An analysis of several recent strategies and plans produced by Lewisham identified a total of 22 targets covering several areas, including environmental, cycling, public transport and active travel.

Local Implementation Plan

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

On Target	Off Target
4	9

- 5.3 As highlighted in paragraph 4.7 progression towards achieving these targets has been significantly hampered by the pandemic and the changes to funding, both level of funding and how it has been allocated.
- 5.4 The Local Implementation Plan contains a vast array of targets including emissions, active travel and public transport. The emissions targets are on track to meet the 2041 target, except for C02 emissions which is seeing a smaller reduction per year compared to NOx

and PM2.5/PM10. In relation to WHO guidelines, PM2.5 emissions are the only emissions currently above the guidelines, the others are currently compliant. The active travel infrastructure, both cycling and walking, is being achieved in certain areas with significant progress being made on delivering school streets in the past two years. However the Strategic Cycle Network (SCN) is in need of expansion to meet the target of 19% of Lewisham population to live within 400m of a SCN. Whilst public transport trips, journey times and speeds targets have not been achieved to date and we will work with TfL to identify where the greatest delays are being experienced and where interventions would be of most benefit.

Cycling Strategy

- 5.5 The below table provides a brief overview of the status of the LIP targets. More detail is provided in appendix B.

On Target	Off Target	TBC
1	2	2

- 5.6 The targets set out in the Lewisham Cycle Strategy 2017 have also been affected by the pandemic and level of resources available. Further work is required to ensure they are brought back on target. Cycle parking across the Borough was on hold for some time due to the changes in the funding allocation, however progression is being made to increase the number of cycle hangars across the Borough.
- 5.7 One of the key routes identified in the Cycling Strategy is the A21 Lewisham Spine project and it is pledged that we will 'seek TfL's support to improve the Lewisham Spine along the A21 and linking it to the wider cycle network'. As part of the Streetspace for London programme TfL introduced some temporary changes on the A21 between Catford and Lewisham. Consideration is now being given to the future of this scheme and officers will continue to work with TfL in relation to this and also cycling provision along the whole Lewisham Spine corridor.

6 December 2019 Cycling Update Report

- 6.1 In December 2019 officers presented a report to the Sustainable Development Select Committee to provide an update on progress against projects included in the Lewisham Corporate Strategy and the Cycling Strategy. As a result of that discussion the Committee made a number of recommendations, some of which were scheme specific and others that related to programmes and the approach to cycling infrastructure.
- 6.2 A number of the recommendations have been progressed, as outlined below:
- Work has commenced on the feasibility and design work for segregated cycle facilities on Deptford Church Street with the aim of delivering these when Thames Tideway Tunnel works are complete
 - Officers are investigating options for a dockless bike scheme to operate in the Borough
 - The Council has continued to work with TfL on the A21 Lewisham Spine project, both the temporary scheme and the longer term scheme
 - Schemes that seek to improve cycling provision in Catford are being progressed in line with the Catford Town Centre Framework.

- 6.3 There remain some areas that need further consideration, particularly:
- Addressing the imbalance within the Borough between north and south cycling schemes. However, this needs to be considered in the context of limited funding that is available and where investment will make greatest contribution to achieving the agreed targets.
 - A review of how spaces within cycle hangers should be allocated and the process by which those residents requesting spaces are kept informed of progress.
- 6.4 When the longer term funding picture and the level of funding available for cycling measures is known officers will refer back to the recommendations of the committee and consider how these can be taken forward as part of the strategic approach to sustainable travel.

7 Future Healthy Neighbourhoods

- 7.1 As set out in the Transport Strategy, the Healthy Neighbourhoods programme is a key component within the Strategy and is part of a holistic traffic reduction strategy for the borough. Healthy Neighbourhoods aim to improve air quality, reduce traffic and congestion and encourage active travel. The Transport Strategy identified 18 Healthy Neighbourhoods and at the time the Transport Strategy was approved it was anticipated that two to three healthy neighbourhoods would be delivered each year, subject to funding. It was also stated that the healthy neighbourhood areas would be re-prioritised every two years, using the latest available data.
- 7.2 The delivery of the Lewisham and Lee Green Low Traffic Neighbourhood (LTN) followed all the legislative requirements, however, it is always possible to make improvements to processes and draw on the experience of the last two years to the benefit of the future delivery of healthy neighbourhood schemes. Although it should be noted that the delivery of the LTN occurred during a global pandemic which was not representative of usual times.
- 7.3 Going forward no future similar schemes will be implemented without the necessary:
- Funding in place for both incentive measures for active travel and restrictions to vehicular movement,
 - Use a range of evidence and undertake robust collection of before and after data to be able to understand the effects of interventions, including consideration of a traffic impact analysis/modelling exercise if appropriate,
 - Full pre-consultation engagement and public consultation on proposals with Members, residents, businesses and other stakeholders
- 7.4 In relation to the reprioritisation of the healthy neighbourhood areas it is important that the process continues to be data led and based on robust evidence. Therefore the criteria used for this process will remain largely as it was when the process was first undertaken as part of the transport strategy. The criteria used are centred on 'need' and 'opportunity'. Criteria classified as 'need' provide an indication of areas which would see benefits from the measures that would be delivered as part of a healthy neighbourhood, road safety and deprivation. 'Opportunity' criteria are factors which have an influence over how successful a healthy neighbourhood is likely to be. In light of recent experience and taking into account new data / metrics that have subsequently become available three it is intended to take account of three new criteria, which are the propensity to walk, propensity to cycle and the proportion of through traffic.
- 7.5 One common piece of feedback regarding the Lewisham and Lee Green LTN was about the size of the area covered by the scheme. As a result a review of the boundaries of the

18 areas initially identified is being undertaken and consideration given as to whether these continue to be appropriate.

- 7.6 As identified in paragraph 4.9 of this report the future roll out of this programme across the borough will be dependent on the funding made available to do so.

8 Conclusion

- 8.1 In the context of the Council's current targets set out in the Council's documents, 70% of those targets have been achieved and are on target, whilst 30% of the targets have not been achieved and are currently off target.
- 8.2 The areas that require increased focus in future are to expand the SCN where possible, promote schemes to ensure Lewisham's residents, businesses and visitors are within 500m of an electric vehicle charging point, and to attend to the imbalance within the Borough between north and south cycling schemes and cycle parking.
- 8.3 It is also recommended to concentrate on reducing CO2 emissions across the Borough and to continue works to reach a target of households owning 12,000 fewer cars in 2041.
- 8.4 The uncertainty relating to future funding continues to be a constraint on developing future programmes of work to deliver schemes that will contribute to achieving the targets set in various strategies. Work is being done to identify alternative funding opportunities, such as s.106 funding and other funding sources that the Council may be able to submit bids for. In addition, officers will explore opportunities where there is potential for greater alignment between our various programmes of work, which would deliver better value for money.

9 Financial implications

- 9.1 There have been issues surrounding the TfL funding required to implement this strategy and plan, which have been highlighted in paragraphs 4.5 to 4.9 and 8.4 above. As stated, work is being undertaken to identify other possible available sources of funding.
- 9.2 Should the TfL grant funding not be awarded at the expected levels, the service will have to reprioritise its work plan to contain expenditure within available resources.

10 Legal implications

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

11 Equalities implications

- 11.1 An Equalities Analysis will be carried out to identify any evidence or views that suggest that different equality or other protected groups could be adversely and/or disproportionately impacted by any proposals or projects arising from this paper. An Equalities Analysis has been undertaken for the Transport Strategy which did not identify any impacts.
- 11.2 The majority of the proposals arising from this paper will make a positive impact on the Borough, which will be beneficial for all, regardless of their background.

12 Climate change and environmental implications

12.1 The focus areas arising from this paper, requiring future investment to ensure areas are brought back on target, will make a positive impact on the Borough, and work towards achieving the Councils commitment to making the Borough carbon neutral by 2030. Ensuring that those targets that have not been achieved or that are off target are highlighted and suitable material resources are provided to deliver these targets will assist the Council in becoming carbon neutral.

13 Crime and disorder implications

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

14 Health and wellbeing implications

14.1 There are no direct health and wellbeing implications associated with this report.

14.2 The majority of the proposals arising from this paper are and will be designed to make a positive impact on the health of people living and working in the Borough, which will be beneficial for all.

15 Background papers

London Borough of Lewisham Transport Strategy and Local Implementation Plan (LIP)
2019-2041

Lewisham Cycle Strategy 2017

December 2019 Cycling Update Report

Air Quality Action Plan 2016-2021

Climate Emergency Action Plan 2020-2030

Corporate Strategy 2018-2022

16. Glossary

Term	Definition
HN	Healthy Neighbourhood
LIP	Local Implementation Plan
AIP	Area Investment Plan
MTS	London Mayor's Transport Strategy

17. Report authors and contacts

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

Appendix B – Overview of Lewisham Cycle Strategy targets & status

Appendix C – Average bus speeds across Lewisham

Appendix D - Car ownership in Lewisham

Appendix H – Cycle parking (CycleHoop) rental spaces available within Lewisham