

CABINET 18 NOVEMBER 2019

Report title: Lambeth Transport Strategy and Implementation Plan

Wards: All

Portfolio: Deputy Leader (Environment and Clean Air): Councillor Claire Holland

Report Authorised by: Sara Waller & Eleanor Purser: Strategic Directors for Sustainable Growth and Opportunity

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Report summary

Lambeth's Transport Strategy sets out the Council's vision for mobility and accessibility in the borough over the next twenty years and identifies key priorities and actions to help deliver the strategic objectives it sets. The Strategy is accompanied by an Implementation Plan (TSIP) which provides more detail on how the Strategy will be delivered. Taken together, the Strategy and Implementation Plan map out how we will shape, plan, invest in and deliver transport improvements across the borough in order to reduce traffic and emissions, support growth, address inequalities, make the best use of available resources and improve public health. The Transport Strategy will directly inform the emerging review of the Lambeth Local Plan. It will also play a significant role in Lambeth's response to the climate emergency, declared in January 2019.

Finance summary

The TSIP provides details on the implementation of Lambeth Transport Strategy and delivery plans. It's proposed that it will be funded through a combination of grants and Lambeth funding. Exact funding sources will be confirmed before activities in implementing the Strategy commence.

Recommendations

1. To approve the Transport Strategy and Implementation Plan (Appendices 1 to 9 of this report).
2. To delegate authority to the Strategic Directors for Sustainable Growth and Opportunity, in consultation with the Deputy Leader (Environment and Clean Air), to approve the publication of future iterations of the Transport Strategy Implementation Plan, subject to the provisions of the Council's Scheme of Delegation.

1. CONTEXT

1.1 Lambeth is a walking, cycling and public transport borough. The vast majority of trips are already made in these ways and most households do not own a car. The Strategy seeks to continue on this path and deliver policy outcomes that:

- a) accommodate expected population growth;
- b) make access to transport services fair and equal;
- c) prioritise walking, cycling, buses and shared transport services on our streets,
- d) enable people to lead safe, healthy lives, and,
- e) reduce harmful emissions.

As a result, the Transport Strategy will play a key role in the Council's response to the climate emergency, declared in January 2019.

1.2 The Strategy identifies a number of challenges to overcome to deliver the desired outcomes. These include:

- a) supporting growth without increasing traffic;
- b) delivering step free access to stations and fully accessible streets;
- c) reducing reliance on private cars;
- d) Improving air quality and enabling people to incorporate physical activity into their daily lives, and
- e) changing travel behaviours to reduce environmental impacts.

1.3 The Strategy identifies desired outcomes/objectives and related priority actions required to help achieve these. This includes a proposed Healthy Route Network, including plans to reduce traffic on local streets, create better conditions for neighbourhood walking and cycling trips and to deliver a comprehensive strategic cycling network.

1.4 The Transport Strategy Implementation Plan (TSIP) provides further detail on a number of key projects identified in the Strategy.

Policy review

1.5 The Strategy seeks to deliver the three priorities identified in Future Lambeth: Our Borough Plan 2016-2021 & Borough Plan Review 2019 (including top 20 goals), in relation to transport and identifies five corresponding 'guiding principles' as shown in Table 1 below.

Future Lambeth Priority	Guiding Principle
Inclusive growth	Sustainable Growth: Support new homes, jobs and investment through improved transport infrastructure and services Efficient & Connected: Make our transport network efficient, allowing people to make quick and reliable journeys, supported by digital

	connectivity, reducing pressure on the physical transport network
Reducing inequality	Inclusive & Accessible: Make our transport network accessible to all and ensure the benefits of improved transport provision are shared across the whole community
Strong and sustainable neighbourhoods	Active & Safe: Focus on people rather than traffic and enable people to travel safely and live healthier, more enjoyable lives Clean Air & Carbon Neutral: Take bold action to clean up our air and avert climate catastrophe.

Table 1: Future Lambeth policy mapping

1.6 In addition, the following policies have been referenced in the development of the Strategy:

- Mayor’s Transport Strategy [MTS 2018](#);
- emerging New London Plan [London Plan](#);
- emerging Draft Revised Lambeth Local Plan [Local Plan](#);
- Lambeth Equality Commission [Equality Commission](#);
- Lambeth Health and Wellbeing Strategy [Health & Wellbeing 2013-23](#);
- Lambeth Air Quality Action Plan [Lambeth AQAP](#);
- Lambeth Equality Streets report [Equality Streets Action Plan](#);
- Department for Transport Inclusive Transport Strategy [Inclusive Transport Strategy](#);
- Lambeth emerging Growth Strategy;
- 3rd Local Implementation Plan: [Local Implementation Plan](#);
- Lambeth emerging digital strategy, and,
- Lambeth emerging climate emergency response.

Evidence Base & Previous Decisions

1.7 The Strategy draws on the evidence compiled in the preparation of two reports previously considered by the Council’s Overview and Scrutiny Committee and feedback received from the Committee on these.

- a) Lambeth Long Term Transport Strategy Baseline Situation Report: [Existing Baseline Report](#); and,
- b) Lambeth Long Term Transport Strategy Baseline Situation Report: [Future Baseline Report](#)

1.8 The Draft Transport Strategy was approved by Cabinet for public consultation on the 15 October 2018. Public consultation took place between 22 October and 14 December 2018 in parallel with public consultation on the Draft Revised Lambeth Local Plan 2018.

2. PROPOSAL AND REASONS

Proposals

2.1 The Transport Strategy identifies a wide range of outcomes and actions required to deliver the Council’s objectives in this area. These are summarised in the Vision identified for the Strategy, which is as follows:

Our transport network is inclusive and has a positive impact on quality of life and the environment, helping us deliver more homes and jobs and ensuring long term sustainability.

We prioritise walking and cycling and a high quality street environment and our transport network is safe and accessible to everyone. People want to live, work and invest here because we focus on people, not traffic, and create better places for all to enjoy.

- 2.2 The TSIP is intended to be the practical expression and logical output of the Strategy. As an example of this, the Strategy sets out a framework with which the Council will evaluate neighbourhood traffic reduction requests e.g. areas where there is evidence of ‘rat running’ and where schools are affected will be prioritised. In response the TSIP includes analysis identifying areas where those criteria apply and identifies where resources will be allocated for the first phase of the ‘low traffic neighbourhood’ programme.
- 2.3 The TSIP provides further information on the anticipated timing and objectives of projects and programmes referenced in the Strategy as well as providing a monitoring framework to track delivery against objectives. Detailed information focuses on the projects which will have most impact over the short term (years 1-3). This first iteration of the TSIP consequently covers:
- a) Brixton Liveable Neighbourhoods;
 - b) Healthy Routes;
 - c) Low Traffic Neighbourhoods; and,
 - d) Electric Vehicle Charging.
- 2.4 The TSIP will be updated on a regular basis with further project information on a wide range of topics when such information becomes available.

Reasons

- 2.5 The development of the Strategy has been led by the policy review, evidence collated and through consultation with the public, members and key stakeholders. This has identified:
- the potential for increased congestion and pollution without a further shift away from private car use;
 - the need to upgrade existing public transport infrastructure in order to increase capacity, convenience and reliability;
 - the unacceptable disparity between transport provision for people with disabilities and the general population;
 - the need for significant investment in high quality, safe, accessible public realm improvements, particularly in growth areas and areas of high footfall;
 - the potential and appetite for significantly higher levels of cycling and for cycling to be made attractive to a wider range of people, and,
 - the need to take urgent action to improve local air quality and reduce carbon emissions.

- 2.6 The production of the TSIP is proposed in response to this feedback on the Draft Transport Strategy requesting more information on how proposed policies will be implemented, as well as the need for a clearer, borough-wide spatial strategy for transport, public realm and environmental interventions.

Recommendations

- 2.7 The Strategy recommends that Lambeth continues to promote and enable sustainable travel patterns, reducing reliance on the private car through targeted investment in highway and public transport improvements. This approach supports the strategy and proposed policies in the Draft Revised Lambeth Local Plan, which seek to reduce the need to travel, further restrict car parking in new development and support the move away from private car use by improving conditions for walking and cycling.
- 2.8 Alternative approaches were considered, but not considered practical. For example, large scale public transport improvements, such as new rail lines or underground extensions serving the borough are not thought to be deliverable within the current or foreseeable policy and funding context. Improving and maximising the potential of existing links is therefore considered a more pragmatic approach. Equally, increasing road capacity to accommodate more car trips is not considered a practical solution to Lambeth and London's environmental and congestion issues. Even with a cleaner fleet, and even if more capacity could be delivered, there would still be negative impacts for walking, cycling and quality of public space and such an approach would be unlikely to reduce congestion over the longer term.
- 2.9 The recommendation is therefore that the Transport Strategy and TSIP are approved by Cabinet, with further iterations of the TSIP to be approved under delegated authority.

3. FINANCE

- 3.1 The implementation of Lambeth's Transport Strategy will be funded through a combination of TfL grants, Lambeth CIL and London Councils funding.
- 3.2 The 2020/21 TfL Annual Spending Submission is in response to confirmed LIP funding of £2.376m. TfL has indicated that funding of £2.376m will also be available for both 2021/22 and 2022/23.
- 3.3 Further sources of funding include:
- The Brixton Liveable Neighbourhood project funding of up to £7.9m from TfL and £1m CIL funding.
 - Go Ultra Low City scheme funding of £247k administered by London Councils.
- 3.4 The Transport strategy Implementation Plan will be updated at regular intervals where a review of funding sources and project costs will be undertaken.

4. LEGAL AND DEMOCRACY

- 4.1 Section 108 of the Transport Act 2000 requires local transport authorities to develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport required to meet the needs of persons living or working in the Council's area, or visiting or travelling through that area, including the transportation of freight and pedestrians to, from and within their area, and carry out their functions so as to implement those policies.
- 4.2 In developing and implementing policies pursuant to this duty, the Council is required to take into account any policies announced by HM Government and have due regard to any guidance issued with regard to the mitigation of, or adaption to, climate change or otherwise with respect to the protection or improvement of the environment.
- 4.3 Section 112 of the Transport Act 2000 requires that the Council in developing and implementing their policies under section have regard to the transport needs of disabled persons (within the meaning of the Equality Act 2010) and of persons who are elderly or have mobility problems.
- 4.4 Section 144 of the Greater London Authority Act 1999 requires the Council in exercising any functions to have regard to the Mayor of London's transport strategy and any written guidance given to it.
- 4.5 Section 149 of the Equality Act 2010 sets out the public sector equality duty replacing the previous duties in relation to race, sex and disability and extending the duty to all the protected characteristics i.e. race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment. The public sector equality duty requires public authorities to have due regard to the need to:
- a) eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited under that Act;
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it; and,
 - c) foster good relations between those who share a protected characteristic and those who do not share it, which involves having due regard, in particular, to the need to:-
 - (i) tackle prejudice; and,
 - (ii) promote understanding.
- 4.6 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it, including, in particular, steps to take account of disabled persons' disabilities; and,
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

- 4.7 Compliance with the duties in section 149 of the Act may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under the Act.
- 4.8 The Equality Duty must be complied with before and at the time that a particular policy is under consideration or decision is taken – that is, in the development of policy options, and in making a final decision. A public body cannot satisfy the Equality Duty by justifying a decision after it has been taken.
- 4.9 This proposed key decision was entered in the Forward Plan on 01 October 2019 and the necessary 28 clear days' notice has been given. In addition, the Council's Constitution requires the report to be published on the website for five clear days before the proposed decision is approved by the Cabinet Member. Any representations received during this period must be considered by the decision-maker before the decision is taken. A further period of five clear days – the call-in period – must then elapse before the decision is enacted. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.

5. CONSULTATION AND CO-PRODUCTION

- 5.1 Public consultation on key principles for the Transport Strategy, alongside proposals for a Healthy Route Network, were subject to (first stage) public consultation in October 2017 alongside the issues consultation for the Local Plan Review. Consultation was in the form of an on-line questionnaire and an interactive map allowing people to identify priorities for walking and cycling.

Key themes identified were as follows:

- There was strong support for the principle that we should encourage people to walk, cycle and use public transport rather than travel by car
 - There is strong support for the need to protect local streets from 'rat running' traffic
 - There are concerns that public transport is not always reliant or efficient, is often overcrowded and parts of the borough are not adequately served
 - There is considerable interest and support for improvements to walking and cycling links, and a number of key priority areas were identified.
- 5.2 The Draft Transport Strategy was consulted on for an 8 week period beginning on the 22 October 2018, following agreement by Cabinet. This took place in parallel with consultation on the Draft Revised Lambeth Local Plan 2018.
- 5.3 The main channel for responding to the consultation was via an on-line survey which asked questions on specific topics and also allowed respondents to provide general comments. Tailored events were also held for young people, businesses and people with disabilities.
- 5.4 The consultation was publicised in the Council's quarterly magazine, which is distributed to households in the borough and has a circulation of approximately 6,000. Each of the borough's

libraries was sent a hard-copy of the transport strategy to assist those who may have difficulties using/accessing the Council’s website. Just over 300 responses were received in total. Most responses were received from people aged between 35 and 44, with younger and older age groups not as well represented. Around 10% of respondents identified as having a disability or health problem. The significant majority of respondents identified as ‘white English / Welsh / Scottish / Northern Irish / British’. More respondents identified as male than female. Full details of responses received can be found in the [Consultation Report](#).

- 5.5 The Transport Strategy was also presented to Overview and Scrutiny Committee on 30 January 2019 where members requested further detail on project delivery.
- 5.6 The TSIP has not been the subject of public consultation as it follows directly from the policies set out in the Strategy, however all of the projects and programmes it refers to will be subject to extensive engagement with affected users as well as formal (statutory) consultation where changes to the operation of the highway are proposed.
- 5.7 The Cabinet Member for Environment and Clean Air (and previous relevant portfolio holder) have been consulted throughout the Strategy development process.

6. RISK MANAGEMENT

6.1 A number of risks have been identified as key for management. Likelihood is scored on a scale of 1-4 and impact on a scale of 1, 2, 4, or 8. The main risks (and mitigations) are identified as follows:

Risk	Likelihood	Impact	Score	Mitigation
Strategy relies on support / action from third parties and this is not forthcoming	4	4	16	The Strategy emphasises actions that are within the Council’s control, e.g. improvements for walking and cycling and traffic reduction on local roads. Where this is not the case, the Strategy proposes a pro-active approach to lobbying and influencing other decision makers. The Strategy is consistent with the Mayor of London’s objectives.
Funding is not available to deliver the Strategy	2	4	8	While significant investment is required to deliver all aspects of the Strategy, small scale, low cost measures will make a significant contribution to delivering objectives and investment will be targeted where it is most needed.
Resources are not available to deliver the Strategy	4	4	16	Resource plans for both Transport and Capital Programmes to be developed. Alternative delivery vehicles to be considered. Funding from grant is available to increase team capacity.
Some projects / proposals may be contested at public consultation	2	4	8	The principles of the Strategy have already undergone extensive public consultation and engagement. Individual projects will be tested with affected communities, building on the ‘grassroots’ approach developed for the Our Streets programme.
Some projects will not benefit all sections of the community	2	8	16	The Strategy emphasises the need to make the transport network more inclusive and prioritises the needs of those with particular mobility requirements. Consultation on the Strategy has included engagement with equalities groups and projects will target groups that are under-represented / excluded from certain activities.

7. EQUALITIES IMPACT ASSESSMENT

- 7.1 An Equalities Impact Assessment (EIA) was carried out for the Draft Strategy and presented to the Equalities Panel on the 1 October 2018. The EIA has been updated following revisions to the Strategy and considering the TSIP and is appended at Appendix 3. The EIA will be reviewed periodically.
- 7.2 The EIA identifies that the Strategy will have broadly positive outcomes for specific groups, for example by improving physical access, reducing road danger and improving air quality, all issues that have a disproportionate impact on certain groups. Any negative impacts, for example, the affordability of zero emissions vehicles for some groups, are expected to be outweighed by overall health benefits e.g. cleaner air.
- 7.3 Improving physical accessibility and removing barriers to people with disabilities is a key theme of the Strategy and TSIP. There is a significant journey time 'penalty' at present for those relying on rail and underground services who need step free access. This is considered likely to be a deterrent to travel with the resulting impact of a narrowing of opportunity for economic and social activity with potential consequences for physical and mental well-being. The Strategy includes promoting step free access at Lambeth stations and delivering large and small scale highway improvements to provide safe, welcoming and legible street environments for people with disabilities. Increased priority for pedestrians, including extended crossing time, will also benefit people who may need more time to cross the road comfortably. The Strategy also includes targeted services and campaigns to increase participation in sustainable travel by people with disabilities, including bus ridership and inclusive cycling initiatives. This is a particular priority as disabled people may suffer from higher mortality rates than the general population, potentially reflecting exclusion from active travel / lifestyles. The updated strategy reinforces the need to prioritise car parking for people with disabilities and provide kerbside space for this purpose. The engagement strategies identified in the TSIP are also expected to lead to a better representation of people with disabilities in the decision making process.

8. COMMUNITY SAFETY

- 8.1 Crime and fear of crime are considered to be significant issues on the transport network, particularly in relation to young people using public transport for education-related trips, but also generally in terms of personal security in public spaces, theft of property and in terms of public protection from acts of violence. The Strategy proposes a proactive approach to working with public transport providers to address issues occurring on networks they are responsible for. Improvements to public realm, including better lighting and street design as well as encouraging more footfall are expected to improve public safety and perceptions of safety. Delivery of more secure parking facilities e.g. bike hangars, is expected to reduce incidence of vehicle theft and hostile vehicle mitigation measures at priority locations to improve public protection.

9. ORGANISATIONAL IMPLICATIONS

Environmental

- 9.1 The Strategy is subject to a Strategic Environmental Assessment (SEA). The SEA process ensures that environmental and sustainability implications are adequately identified, addressed, mitigated, communicated to decision makers and monitored.
- 9.2 A full SEA was carried out for the Draft Strategy alongside the public consultation process. The SEA Environmental Report concluded that no significant adverse environmental effects will result from the implementation of the Strategy. As such, no specific recommendations for the mitigation of effects were required. All the effects identified were either considered to have no impact or to be positive. The SEA post adoption statement will be prepared and will consider any changes to the Strategy as well as the content of the TSIP and will note any associated impacts not already considered.
- 9.3 Consideration has been given as to the need to update the Environmental Report to cover both any changes to the Draft Strategy and also the TSIP. A new/updated SEA would only be required if the Strategy had been significantly modified, which is not the case. The TSIP provides more detail on projects identified within the Strategy, but does not depart from the key principles and approaches that it establishes. The SEA process allows for amendments to be made to a plan in finalising it. These changes and the reasons for making them will be reported in the post-adoption statement.

Health

- 9.4 Improving public health is at the heart of the Strategy. The Public Health team have been engaged in its preparation and priorities identified in Lambeth's Health and Wellbeing Strategy followed. The principal approach of the Strategy is that promoting walking, cycling and public transport will increase levels of physical activity among the general population, improving health outcomes. The Strategy also focusses on key public health concerns relating to the negative impacts of the transport network, for example harmful emissions from road traffic and how these can be reduced and mitigated. The Strategy identifies the need to target interventions at specific groups as well as the general population in line with Lambeth's Joint Strategic Needs Assessment, for example promoting active travel for education trips among young people.

10. TIMETABLE FOR IMPLEMENTATION

- 10.1 Table 2 below shows the timeline to adoption of the Strategy.

Table 2: Strategy adoption timescales

Stage	When
First stage consultation	Autumn 2017
Public consultation	October to December 2018
Adoption	November 2019

- 10.2 Projects and programmes identified in the TSIP will be delivered over a number of years following adoption. The next iteration of the TSIP is expected to be published in 2020, taking into account the emerging borough wide carbon reduction strategy.
- 10.3 The TSIP includes a monitoring framework and progress against Strategy objectives will be reported annually.

AUDIT TRAIL

Consultation

Name/Position	Lambeth directorate / department or partner	Date Sent	Date Received	Comments in paragraph:
Councillor Claire Holland	Cabinet Member for Environment and Clean Air	14.10.19	04.11.19	
Sara Waller & Eleanor Purser, Strategic Directors	Sustainable Growth & Opportunity	11.10.19	23.10.19	2
Bayo Dosunmu, Strategic Director	Residents Services	11.10.19	24.10.19	
Matthew Gaynor, Finance	Corporate Resources	10.10.19	15.10.19	3
Paul Badiani, Finance	Corporate Resources	10.10.19	15.10.19	3
Gregory Carson, Legal Services	Corporate Resources	10.10.19	10.10.19	4
David Rose, Democratic Services	Corporate Resources	10.10.19	11.10.19	All
Sandra Roebuck, Director	Sustainable Growth & Opportunity	11.10.19		
Rob Bristow, Assistant Director	Sustainable Growth & Opportunity	11.10.19		
Catherine Carpenter, Head of Policy and Place Shaping	Sustainable Growth & Opportunity	08.10.19	09.10.19	1,2,5,9

REPORT HISTORY

Original discussion with Cabinet Member	19.08.19
Report deadline	06.11.19
Date final report sent	06.11.19
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	Yes
Date first appeared on forward plan	01.10.19
Key decision reasons	<p>Will amend Community Plan Outcomes Framework or Budget and Policy Framework</p> <p>Meets community impact test</p>
Background information	<ul style="list-style-type: none"> • Mayor's Transport Strategy MTS 2018 • Draft London Plan London Plan • Future Lambeth: Our Borough Plan Future Lambeth • Lambeth Local Plan Local Plan

	<ul style="list-style-type: none"> • Lambeth Equalities Commission Equalities Commission • Lambeth Air Quality Action Plan Lambeth AQAP • Lambeth Equality Streets report Equality Streets Action Plan • Department for Transport Inclusive Transport Strategy Inclusive Transport Strategy
<p>Appendices</p>	<p>Appendix 1 – Lambeth Transport Strategy Appendix 2 – Transport Strategy Implementation Plan Appendix 3 – Equality Impact Assessment</p>