

## **CABINET 15 OCTOBER 2018**

**Report title:** Draft Lambeth Transport Strategy and Local Implementation Plan

**Wards:** All

**Portfolio:** Cabinet Member for Environment and Clean Air: Councillor Claire Holland

**Report Authorised by:** Sue Foster: Strategic Director for Neighbourhoods and Growth

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### **Report summary**

Lambeth's Transport Strategy and Local Implementation Plan (LIP), set out the council's vision for mobility in the borough over the next 20 years and map out a process showing how this will be implemented. The LIP is a statutory requirement under the GLA Act 1999 and sets out how the council will implement the Mayor of London's Transport Strategy, including setting targets and a three year delivery plan. Taken together, the Transport Strategy and the LIP ('the Strategy') will set objectives and prioritise interventions to improve transport in the borough. The development of the Strategy has been co-ordinated with the development of the Local Plan Review – Lambeth's spatial development plan. The expected outcome of the Strategy is to shape the way the transport network develops in order to support growth, reduce inequality, make the best use of available resources and to improve public health.

### **Finance summary**

The LIP sets out a three year programme of investment matching the value of the grant the council expects to receive from Transport for London over the years 2019/20 to 2021/22. Funding over that period is projected to be £2.376m per year, totalling £7.128m over three years.

### **Recommendations**

1. To agree public consultation on the Draft Transport Strategy and Local Implementation Plan (Appendices 1 and 2 of this report) to take place over eight weeks between October and December 2018.
2. To approve the Draft Local Implementation Plan for submission to TfL.
3. To delegate authority to Cabinet Member for Environment and Clean Air to approve any revisions to the Local Implementation Plan required by TfL.

## 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, and
  - d) enable people to lead healthier lives.
- 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, and
  - d) Improving air quality and enabling people to incorporate physical activity into their daily lives.
- 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.

### *Policy review*

- 1.4 The Strategy seeks to deliver the three priorities identified in Future Lambeth: Our Borough Plan 2016-2021, in relation to transport and identifies four corresponding 'guiding principles' as shown in Table 1 below.

Future Lambeth Priority	Guiding Principle
Inclusive growth	<p><b>Growing:</b> Support new homes, jobs and investment through improved transport infrastructure and services</p> <p><b>Efficient:</b> Make our transport network efficient, allowing people to make quick and reliable journeys</p>
Reducing inequality	<p><b>Inclusive:</b> Make our transport network more inclusive and accessible</p>
Strong and sustainable neighbourhoods	<p><b>Healthy:</b> Focus on people rather than traffic and enable people to live healthier, more enjoyable lives</p>

Table 1: Future Lambeth policy mapping

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

- Mayor's Transport Strategy [MTS 2018](#)
- New London Plan [London Plan](#)
- 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](#)

#### *Evidence Base & Previous Decisions*

1.6 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](#)
- b) Lambeth Long Term Transport Strategy Baseline Situation Report: [Future Baseline Report](#)

#### *LIP Requirement*

1.7 The Local Implementation Plan (LIP) is a statutory document prepared under Section 145 of the GLA Act and sets out how the borough proposes to deliver the Mayor's Transport Strategy (MTS) in its area, as well as contributing to other local and sub-regional goals.

## **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, helping us deliver more homes and jobs and ensuring long term sustainability. We prioritise walking and cycling and a high quality environment. 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 Local Implementation Plan takes its lead from the Transport Strategy objectives and maps out in detail how Lambeth will implement the Mayor's Strategy. This includes a costed three year delivery plan, targets and trajectories in key areas and how performance against these will be monitored.

## *Reasons*

- 2.3 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 disabled people and the general population;
  - The need for significant investment in high quality, accessible public realm improvements, particularly in growth areas and areas of high footfall, and
  - The potential and appetite for significantly higher levels of cycling and for cycling to be made attractive to a wider range of people.

## *Recommendations*

- 2.4 The Strategy recommends that Lambeth continues to promote and enable sustainable travel patterns, reducing reliance on the private car and through targeted investment in highway and public transport improvements. This approach supports proposed policies in the Local Plan Review, which seek to further restrict car parking in new development and improve conditions for walking and cycling.
- 2.5 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.
- 2.6 Public consultation on the Strategy will take place over an 8 week period from the 22<sup>nd</sup> of October 2018. At the same time the LIP will be submitted to Transport for London (TfL) for comment. The Strategy will be published on the council's website with an on-line survey to capture feedback on key priorities. In addition, targeted engagement events will be held at various locations and with various stakeholder groups, including the Disability Reference Group / Disability Forum.
- 2.7 Following public consultation and feedback from TfL, officers will update the Strategy in response. The final Transport Strategy will then return to Cabinet for approval. Changes to the LIP will be agreed with the Cabinet Member for Environment and Clean Air prior to submission to TfL for approval.

- 2.8 The recommendation is therefore that the proposals contained within the Draft Transport Strategy and Draft Local Implementation Plan are approved to be released for public consultation and submission to Transport for London (TfL) in the case of the LIP, with any changes to the LIP to be made under delegated authority.

### **3. FINANCE**

- 3.1 The LIP sets out a three year TfL grant programme for the period 2019/20 to 2021/22. Funding over that period is expected to be £2.376m per year, totalling £7.128m over three years. (The TfL borough Bulletin Note No.6 - 31 July 2018 confirms the 2018/19 allocation and makes the assumption that the 2019/20 allocation will be broadly similar).
- 3.2 The LIP grant covers both capital and revenue projects, is time limited and is claimed on evidence of project delivery.
- 3.3 In the event that the level of funding is revised, Lambeth will be required to revise its delivery plan accordingly.
- 3.4 The Transport Strategy itself does not contain a costed programme of interventions.

### **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;
- (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 23 July 2018 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 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
  - Improvements to infrastructure including better or more pavements, cycle routes and parking, electric vehicle charging points and bus lanes, should be supported to encourage walking, cycling and public transport and in turn reduce car use
  - 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
  - In general, people felt that if existing rules were enforced then road danger would be reduced, for example in relation to speeding and running red lights.
  - There is support for parking controls to manage the demand for parking and for alternative uses of the kerbside to be considered.
  - The majority of people felt that new development should be car free except for disabled parking
  - There is considerable interest and support for improvements to walking and cycling links, and a number of key priority areas were identified.
- 5.2 Feedback received at first stage consultation has been used to develop the Strategy further. Subsequently the draft vision, outcomes and priority actions, together with the healthy routes plan, have been the subject of further engagement with ward councillors and key stakeholders in the preparation of the Draft Strategy.
- 5.3 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, 8. The main risks (and mitigations) are identified as follows:

Risk	Likelihood	Impact	Score	Mitigation
Strategy relies on support / action from 3 <sup>rd</sup> 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	4	4	16	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.
Some projects / proposals may be	2	4	8	The principles of the Strategy have already undergone public consultation and engagement

contested at public consultation				and a further consultation will be carried out on the Draft Strategy. Individual projects will be tested with affected communities, building on the 'bottom up' 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 will include 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 has been carried out and is appended at Appendix 3,
- 7.2 The EQIA 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.

## 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. The SEA Scoping Report has been prepared and distributed to statutory consultees and the full SEA will be carried out alongside the public consultation process, with recommendations to be included in the adopted Strategy.

### Health

- 9.2 Improving public health is at the heart of the Strategy. The Public Health team have been consulted 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 planned timescales to adoption of the Strategy.

Table 2: Strategy adoption timescales

Stage	Timescale
Public consultation	October to December 2018
Strategy amendments	December to February 2019
LIP approval by TfL	February 2019
Transport Strategy adoption	March 2019

10.2 The LIP Delivery Plan sets out project to be delivered by 2022.

## 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	17.09.18	20.09.18	
Sue Foster, Strategic Director	Neighbourhoods and Growth	12.09.18	20.09.18	
Andrew Ramsden, Finance	Corporate Resources	07.09.18	17.09.18	3
Gregory Carson, Legal Services	Corporate Resources	07.09.18	18.09.18	4
Maria Burton, Democratic Services	Corporate Resources	07.09.18	20.09.18	4

## REPORT HISTORY

<b>Original discussion with Cabinet Member</b>	28.06.18
<b>Report deadline</b>	05.10.18
<b>Date final report sent</b>	20.09.18
<b>Part II Exempt from Disclosure/confidential accompanying report?</b>	No
<b>Key decision report</b>	Yes
<b>Date first appeared on forward plan</b>	23.07.18
<b>Key decision reasons</b>	Expenditure, income or savings in excess of £500,000 and meets community impact test.
<b>Background information</b>	<ul style="list-style-type: none"> <li>• Mayor's Transport Strategy <a href="#">MTS 2018</a></li> <li>• New London Plan <a href="#">London Plan</a></li> <li>• Future Lambeth: Our Borough Plan <a href="#">Future Lambeth</a></li> <li>• Lambeth Local Plan <a href="#">Local Plan</a></li> <li>• Lambeth Equalities Commission <a href="#">Equalities Commission</a></li> <li>• Lambeth Air Quality Action Plan <a href="#">Lambeth AQAP</a></li> <li>• Lambeth Equality Streets report <a href="#">Equality Streets Action Plan</a></li> <li>• Department for Transport Inclusive Transport Strategy <a href="#">Inclusive Transport Strategy</a></li> </ul>
<b>Appendices</b>	Appendix 1 – <i>Draft Transport Strategy</i> Appendix 2 – <i>Draft Local Implementation Plan</i> Appendix 3 - <i>EQIA</i>