

DECISION-MAKER Cabinet Member for Environment, Sustainability and Transport	DATE 29 June 2020
TITLE: Royal Borough of Greenwich London Streetspace programme	WARD (S) All
LEAD OFFICER Director for Regeneration, Enterprise and Skills	CABINET MEMBER: Environment, Sustainability and Transport
DECISION CLASSIFICATION - Key - Non-exempt	FINAL DECISION To be made on the recommendations in this report

1. **Decision required**

This report makes the following recommendations to the decision-maker:

- 1.1 To note that existing borough funding from Transport for London (TfL) for the 2020/21 financial year has been withdrawn by TfL and that instead London boroughs are expected to bid to TfL in accordance with their guidance for funding for schemes that deliver the London Streetspace programme.
- 1.2 To note that bids have been submitted through June on a rolling basis as per TfL guidance for a programme of temporary and experimental measures in the Royal Borough of Greenwich (RBG) that align with the London Streetspace programme, as set out in this report.
- 1.3 To approve the allocation of Highway budget, if TfL streetspace funding is not forthcoming, for the schemes already implemented on an urgent basis to facilitate social distancing and protect residents. These schemes comprise those in Woolwich, Greenwich and Eltham town centres and the emergency school streets at Invicta, Wyborne and Charlton Manor primary schools.
- 1.4 To delegate authority to the Assistant Director for Transportation to approve, determine and implement London Streetspace measures and 'Strategic Traffic or Parking Management Schemes' for Covid-19 purposes in the borough which have receive external funding and to spend the external funds up to £4,011k amount for those purposes, in consultation with the Cabinet Member for Environment, Sustainability and Transport.

1.5 To note that a summary of funding bids will be posted on the Council's website, with regular updates in light of funding allocations and scheme development.

2. **Links to the Royal Greenwich high level objectives**

2.1 This report relates to the Council's agreed high level objectives as follows:

- Promote economic prosperity
- Ensure a healthy and safe living environment

2.2 The London Streetspace Programme is part of London's response to the COVID-19 pandemic. It aims to support the health and wellbeing of Londoners and enable London's economic regeneration.

3. **Introduction and Background**

3.1 Due to the significant impact of the COVID-19 pandemic on public transport use, TfL's revenues have been reduced to such an extent they have had to agree a short-term funding settlement with Central Government to keep public transport and other essential services running. This settlement provides TfL with funding until September 2020.

3.2 The settlement includes £45m for borough funding that can only be used for sunk costs (already committed, includes staff) relating to the 2020/21 financial year and the delivery of the [London Streetspace programme](#). The London Streetspace Programme aims to create more space on streets so people can walk, cycle and socially distance. This will help ease pressure on public transport and the road network as the pandemic lockdown is lifted.

3.3 TfL's funding settlement does not allow them to honour existing funding commitments to boroughs for 2020/21 (aside from sunk costs). This includes the Local Implementation Plan (LIP) but also the Greenwich Town Centre Liveable Neighbourhood. As the funding is no longer available the development and implementation of the 2020/21 LIP programme - approved 22 November 2019 - has therefore had to be halted.

3.4 To receive TfL funding, boroughs are expected to submit funding bids for temporary and experimental measures which support delivery of the London Streetspace programme as soon as possible.

3.5 London Streetspace measures fall into one of three categories:

- Strategic Cycle Routes – the creation of temporary cycle routes to support the transport network while public transport capacity is expected to be approximately 20% of normal levels.
- Space in Town Centres – the creation of additional space in and around town centres to support social distancing and give Londoners the confidence to visit and support local businesses safely while controlling the spread of the COVID-19 virus.
- Low Traffic Neighbourhoods – the creation of low traffic streets by removing through traffic to enable walking and cycling - including to and from schools. They should make social distancing on narrow streets easier, minimise road danger and maintain recent improvements in air quality.

- 3.6 Due to the need for improvements to be delivered as swiftly as possible, TfL has asked for boroughs to submit potential London Streetspace schemes on a rolling basis as soon as they are sufficiently developed. Bids will then be considered for funding and approved on a rolling basis too. A summary of all the bids submitted is attached at Appendix A.
- 3.7 In addition to TfL's funding, the Department for Transport (DfT) has made available £100,000 to all London Boroughs for Emergency Active Travel Funding. A submission has been made to the DfT to secure this funding for the Royal Borough of Greenwich. The criteria for this funding are almost identical to the London Streetspace programme so, for the purposes of this report, DfT's funding is considered part of RBG's London Streetspace programme. DfT has indicated it will be making a further £20 million available to London boroughs for active travel in this 2020/21 financial year but it is not known when exactly yet.
- 3.8 Officers have developed and submitted to TfL an ambitious programme of schemes for consideration for London Streetspace funding. These measures include strategic cycle routes using temporary materials, space for social distancing in town centres, and low traffic neighbourhoods.
- 3.9 This report only covers the first half of the 2020/21 financial year. Details of TfL funding available in the second half of the financial year- in lieu of normal LIP funding- are currently unclear as they are subject to future negotiations between TfL and DfT.
- 3.10 TfL will be delivering a number of London Streetspace measures itself (at their own cost) across London. In the Royal Borough of Greenwich they intend to complete delivery of Cycleway 4 (Tower Bridge to Greenwich) and undertake early delivery of Cycleway 4 Extension (Greenwich to Woolwich) with temporary materials. Officers are liaising closely with TfL regarding

delivery of these two schemes and their linkage with the Borough's cycling network.

- 3.11 The Council has already implemented emergency social distancing measures in its three major town centres – Greenwich, Woolwich and Eltham. This was due to the need to prepare for lockdown being lifted on our busiest streets in advance of London Streetspace funding being available. Similarly three school streets- at Invicta, Wyborne and Charlton Manor primary schools- have been implemented as soon as possible to protect schoolchildren, parents, staff and residents at the school gates as schools gradually reopened from 1st June. The Council has made funding London Streetspace submissions for each of these three schemes to recoup the costs involved. If some or all of this funding is not forthcoming the costs will be met from the Highways budget, with other highway works/maintenance being commensurately reduced.

4. Available Options

- 4.1 **Implement temporary and experimental measures in the Royal Borough of Greenwich (RBG) that receive London Streetspace programme funding** – rapid delivery of London Streetspace measures in the borough (funded by either TfL or DfT) will help enable all our local residents to continue to travel safely around the borough while public transport capacity is greatly reduced. TfL data (see Appendix B) indicates active travel journeys could increase by 70-80% in the borough. It will also support our local businesses by reducing congestion on roads and ensuring our busiest commercial areas are safe, welcoming spaces for residents and visitors to spend time and money.
- 4.2 **Do nothing** - most of the Borough's residents do not own a car, so if we do not provide viable alternatives to public transport this will create mobility issues for those people. This will significantly limit their ability to access work, education, healthcare, retail and other destinations. Doing nothing is also likely to contribute to increased car usage. TfL data (see Appendix B) indicates car usage in the Borough could increase by 40-50% if current car-owning public transport users switch to car trips and no action is taken. This would lead to several negative associated impacts, such as congestion, road danger, poor air quality and increased carbon emissions. This would be contrary to the intentions of the Royal Borough of Greenwich Corporate Plan objectives for: a healthier Greenwich; a safer Greenwich; and a cleaner, greener Greenwich.
- 4.3 The 'do nothing' option is not recommended because the COVID-19 pandemic is affecting public transport capacity and alternatives are needed to help manage the impact on our streets. This would have a significant negative

impact on Royal Borough of Greenwich's people and businesses. External funding for measures will be provided from both TfL and DfT, so implementation will not draw on the Council's budget.

5. **Preferred Option**

5.1 The preferred option is 4.1, the implementation of temporary and experimental measures in Royal Borough of Greenwich that receive London Streetspace funding (from TfL or DfT). These measures will include temporary strategic cycle routes, space for social distancing in town centres, and low traffic neighbourhoods.

5.2 Temporary cycle routes will involve the segregation of cyclists from traffic on main roads to improve safety and encourage people of all abilities and ages to use them. Space for social distancing in town centres and at the borough's main hospital will involve the expansion of footways where possible to create more room for queuing as well as walking. Low traffic neighbourhoods measures will use modal filters to restrict through access for vehicles while maintaining through access for people walking and cycling, as well as traffic restrictions on streets outside schools to support active travel and make social distancing easier.

6. **Reasons for Recommendations**

6.1 The measures set out in Option 4.1 are expected to provide safe travel options for all our residents while public transport capacity is greatly reduced due to COVID-19. They will help manage the risk of transmission on our streets by creating more space for social distancing. These measures will also help maintain cleaner air, reduce carbon emissions and increase activity levels, hence helping to lock-in the benefits and travel behaviour changes seen in lockdown.

6.2 4.1 is the preferred option because the COVID-19 pandemic will require ongoing management across our community in order to minimise transmission and the number of cases. The London Streetspace programme has been created to help London boroughs responsibly manage COVID-19's impact on London's transport network.

6.3 The withdrawal of existing TfL LIP funding for the 2020/21 financial year is significant as without this funding the whole Transport programme has been put on hold. Depending on the scale of the funding allocation the streetspace programme will be very resource intensive as it has to be delivered by the end of September, together with whatever applications will be required by TfL & DfT for the second half of the financial year. Staff resource not

allocated to streetspace and who normally work on the LIP programme will be used to identify alternative funding sources for elements of the paused Transport programme.

- 6.4 TfL LIP funding also covers the salary costs of a number of staff within the Transportation department. A bid has been submitted to TfL for recovery of sunk costs, comprising contractually-committed expenditure and the salary costs of staff normally funded via LIP who cannot be redeployed to the streetspace programme.
- 6.5 The London Streetspace programme has the potential to provide environmental benefits in the form of modal shift towards sustainable transport modes – walking and cycling. This would reduce carbon emissions in the borough. Reducing car usage in the borough would also improve local air quality. These benefits would support the borough’s efforts to address the Climate Emergency. The programme has potentially significant Public Health benefits, as active travel forms a key part of a healthy lifestyle.
- 6.6 The primary external transport funding currently available to London Boroughs is the London Streetspace programme. In order to deliver transport measures for the benefit of our residents and businesses at this challenging time (and minimises impacts on staffing budgets) it is recommended that RBG implements and continues to develop Streetspace measures as set out above.

7. **Consultation Results**

- 7.1 Due to the urgent nature of the COVID-19 pandemic response, no formal consultation has yet been carried out in relation to the London Streetspace programme. The measures included within the programme are intended to be temporary or experimental in accordance with the Road Traffic Regulation Act 1984 or implemented in some circumstances without the need for traffic regulation orders.
- 7.2 The measures proposed align closely with the Royal Borough of Greenwich adopted Local Implementation Plan (LIP) for transport, in terms of the types of measures used and the issues addressed (albeit the measures will be temporary or in some circumstances experimental, rather than the permanent solutions envisioned in that plan). The LIP underwent consultation as part of its adoption, as detailed on its Pages 10-13. This allowed the measures proposed to benefit from the input of stakeholders, despite the urgent nature of the COVID-19 challenge preventing further advance consultation.

- 7.3 Where measures are implemented on a temporary basis the Council will monitor the measures closely, conduct regular site visits and amend them based on feedback received. (These last for 18 months for streets with carriageways and 6 months for all other footpaths and cycle ways).
- 7.4 For experimental measures, the Experimental Traffic Order process involves a six-month consultation period once the experiment has begun. During this period stakeholders and the public can provide their views on the measures to inform any decision taken on whether to implement the measures on a permanent basis and the Council can also experiment with changes. (These types of Orders initially lasts for 18 months with the option to make them permanent).
- 7.5 Any measures which could impact on the strategic road network, traffic signals or London buses will require TfL approval prior to implementation. Preliminary Traffic Management Act (TMAN) submissions have been made in the required format with each funding submission to which these requirements apply.

8. Next Steps: Communication and Implementation of the Decision

- 8.1 When London Streetspace funding is secured for measures within the Borough, information about those measures will be shared publicly. The Council website will include a summary of the funding bids and be kept updated with details regarding the programme as funding is confirmed. The Council will also share information with residents about the programme via its various communications channels.
- 8.2 Ward Councillors will be notified of measures happening in their wards as soon as possible.
- 8.3 Construction-related information will be sent to affected addresses in accordance with the legislative requirements and normal practice.

9. Cross-Cutting Issues and Implications

Issue	Implications	Sign-off
Legal including Human Rights Act	The Road Traffic Regulation Act 1984 provides the legislative authority for many of the Streetspace measures. Where the Act applies, implementation of such measures will need to be in accordance	John Scarborough, Director of Legal Services,

	<p>with such provisions where required, but in principle fall within the powers.</p> <p>Under the Act the Council is under a duty in S122 to exercise the functions conferred on it by the Act as (so far as practicable having regard to the matters specified the provision) 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.</p> <p>The public sector equality duty in the Equality Act 2010 can also be a relevant consideration to traffic measures. The report notes that “most of the Borough’s residents do not own a car, so if we do not provide viable alternatives to public transport this will create mobility issues for those people. This will significantly limit their ability to access work, education, healthcare, retail and other destinations. Doing nothing is also likely to contribute to increased car usage. TfL data (see Appendix A) indicates car usage in the Borough could increase by 40-50% if no action is taken, leading to several negative associated impacts, such as congestion, road danger, poor air quality and carbon emissions.”</p> <p>As it is foreseeable that some groups with protected characteristics under the legislation could have less access to a car and may be more dependent on other modes of travel (eg due to a disability, age or pregnancy), failure to take action with Streetspace measures as proposed could potentially be viewed as a breach of the public sector equality duty by the Council in the exercise of its functions failing to have due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and</p>	<p>19 June 2020</p>
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	<p>persons who do not share it, including removing or minimising disadvantages, taking steps to meet the needs of persons who share a relevant protected characteristic that are different from others and encouraging persons who share a relevant protected characteristic to participate in public life.</p> <p>Whilst individual measures and circumstances would have to be considered, the implementation of Streetspace measures for Covid-19 purposes as proposed in principle generally appears consistent with the Council's duties under S122 of the Road Traffic Regulation Act and S149 of the Equality Act.</p> <p>Human rights is not considered a significant consideration as the proposals are considered proportionate and necessary for public safety and in the public interest, particularly given the Covid-19 circumstances.</p> <p>Under the Responsibility for Functions section of the Constitution, the Cabinet member is authorised to agree the recommendations in paragraph 1.</p>	
<p>Finance and other resources including procurement implications</p>	<p>The report notes a schedule of investment in excess of £4m for the London Streetspace programme.</p> <p>Following recent changes to the usual TfL funding mechanisms, this sum is subject to a bid process, the results of which are expected over the coming weeks.</p> <p>In order to proceed with works on the schemes set out in the report, the sums are effectively underwritten by a combination of</p>	<p>Damon Cook, Director of Finance, 19 June 2020</p>

	<p>a number of resources, including s106 sums and existing highways budgets.</p> <p>The Director of DRES will undertake robust programme management, including budgetary control measures, around the scheme and keep both the planned expenditure on schemes and the resources available, under review, to ensure that, overall, funds are used effectively.</p>	
Equalities	<p>The decisions recommended through this paper have a remote or low relevance to the substance of the Equality Act. There is no apparent equality impact on end users.</p> <p>Conversely the Council needs to act to avoid an arguable breach of the public sector equality duty to support alternative means of travel bearing in mind the severe capacity constraint on public transport and the low car ownership in the borough. Without such action some disadvantaged groups- having less access to a car- could experience a disproportionate exposure to health risk or constraint on the ability to travel.</p>	<p>John Lynn, Principal Transport Planner (Active Travel), 16 June 2020</p>
Environment and sustainability including Climate Emergency	<p>See paragraph 6.5</p>	<p>John Lynn, Principal Transport Planner (Active Travel), 16 June 2020</p>
Health and wellbeing	<p>The London Streetspace programme would enable increased active travel in the Borough. This would be beneficial for Public Health (physical and mental) as walking and cycling form part of healthier lifestyles, improving levels of activity amongst residents.</p>	<p>John Lynn, Principal Transport Planner (Active Travel), 16 June 2020</p>

	<p>More specifically, the London Streetspace programme forms part of London’s response to the COVID-19 pandemic. Creating more space for social distancing, alleviating pressure on public transport so those who need to use it can, and avoiding a car-led recovery which risks congestion across the city and a return to poor air quality are crucial to help continue to suppress the virus and its transmission.</p> <p>Lastly, the London Streetspace programme will ensure all Borough residents continue to have safe transport options in the coming months in order to access employment/education/training opportunities and health services.</p>	
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11. **Report Appendices**

11.1 The following documents are to be published with and form part of the report:

- Appendix A: Summary of bids submitted to TfL

12. **Background Papers**

- ‘Royal Greenwich Third Implementation Plan 2019’
[https://www.royalgreenwich.gov.uk/downloads/file/3845/local_implementation_plan_lip3]
- Decision Report ‘Local Implementation Plan (LIP) Borough Spending Plan for 2020/21’ - dated 22nd November 2019
- ‘London Streetspace Plan – Interim Guidance to Boroughs, Version 1, 15 May 2020’
[<https://tfl.gov.uk/travel-information/improvements-and-projects/streetspace-for-london>]

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