

<b>Cabinet Member for Environment, Sustainability &amp; Transport</b>	<b>DATE</b> <i>25 March 2022</i>
<b>TITLE</b> Strategic Cycle Route – Eltham to Greenwich Park	<b>WARD (S)</b> Eltham West, Middle Park & Sutcliffe, Eltham North, Eltham South
<b>CHIEF OFFICER</b> Director of Communities, Environment and Central	<b>CABINET MEMBER</b> Environment, Sustainability & Transport
<b>DECISION CLASSIFICATION</b> Key <i>15/04/2021</i> Non-exempt <i>Subject to call in</i>	<b>IS THE FINAL DECISION ON THE RECOMMENDATIONS IN THIS REPORT TO BE MADE AT THIS MEETING?</b>  Yes

## **I. Decision required**

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

- I.1 Note and consider the responses received for the proposals for the Eltham to Greenwich Park strategic cycle route scheme.
- I.2 Note the outcome of informal consultation on the strategic cycle route mentioned in Section I.1 above, and the recommendation to not proceed with the Eltham to Greenwich Park cycle route scheme.

*Signed*.....

*Councillor Sarah Merrill, Cabinet Member for Environment, Sustainability & Transport*

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

2.1. This report relates to the Council's ambition to promote and implement where possible high-level objectives as follows:

- A Healthier Greenwich
- A Safer Greenwich
- A Great Place to Grow Up
- A Cleaner, Greener Greenwich
- A Great Place to Be

2.2 The Eltham to Greenwich Park strategic cycle route scheme sits within the listed objectives in 2.1.

## **3. Purpose of Report and Executive Summary**

3.1. This report sets out the background for the development of the Eltham to Greenwich Park strategic cycle route, the consultation carried out in March 2021, and the consultation outcomes.

3.2. In summary, details of the engagement approach, responses received and recommendations on the proposals are made for consideration by the Cabinet Member for Environment, Sustainability & Transport.

## **4. Introduction and Background**

4.1. TfL launched the London Streetspace Plan in May 2020 with the specific aim of facilitating social distancing and encouraging short- to medium-distance journeys by sustainable modes, to accommodate the decline in public transport patronage that could have otherwise be absorbed by additional private car journeys.

4.2. The London Streetspace Programme is funded by the Government's Emergency Active Travel Fund (EATF), administered to London boroughs through TfL.

4.3. TfL invited London boroughs to bid for funding from the London Streetspace Programme in June 2020 to deliver temporary schemes that repurposed road space for walking and cycling and facilitated social distancing.

4.4. Funding was received for a new route between Greenwich Park and Eltham, in the first tranche of EATF funds in the first half of the 2020/21 financial year (hereafter referred to as H1).

- 4.5. The second half of the 2020/21 financial year (hereafter referred to as H2) saw a further funding settlement between central government and TfL. A proportion of RBG's LIP funding was reinstated in H2, along with further funds for design and implementation of the Greenwich Park to Eltham cycleway, secured in December 2020 via Tranche 2 of the Government's Active Travel Fund.
- 4.6. RBG's approach to consultation, the results and subsequent design amendments and recommended decision arising from those results are expanded upon in Section 8 of this report.
- 4.7. An on-line consultation platform known as CommonPlace was used to consult on the Eltham to Greenwich Park proposals between 1st and 21st March 2021.
- 4.8. This platform allowed residents, other stakeholders and statutory consultees to provide feedback on the proposals. This consultation is summarised further in Section 8 of this report. A copy of the consultation letter and plan is included as Appendix 3 of this report.

## **5. Available Options**

- 5.1. The options available following the analysis of the comments received are to:
- 5.2. Option 1: Proceed with the scheme proposals outlined in the initial engagement
- 5.3. Option 2 - Do not proceed with the Eltham to Greenwich Park strategic cycle route.

## **6. Preferred Option**

- 6.1. The preferred option is Option 2: not to proceed with the Eltham to Greenwich Park strategic cycle route based on consultation and Emergency Service feedback.

## **7. Reasons for Recommendations**

- 7.1. This approach demonstrates that the Council has listened to, and considered carefully, the views expressed at public consultation.

7.2. The responses to the consultation set out in Section 8 below, collectively suggest a significant level of concern about the scheme. Analysis of free text responses shows these concerns primarily comprise the following:

- Concerns around congestion and traffic displacement from filters,
- concerns over air quality,
- Concerns over longer car journeys for essential users e.g. carers, people with mobility issues, professional drivers,
- Concerns over road safety, and
- Making modal filters easier to pass through (resident exemptions, relaxed timings, Blue Badge holders).

7.3. A full list of reoccurring themes can be found in Section 8 below.

7.4. On this basis Option 1 to “Proceed with the scheme proposals outlined in the initial engagement” is not recommended.

7.5. Option 2 to “Do nothing – do not proceed with the Greenwich Park to Eltham strategic cycle route”. This option takes account of concerns raised in the representations submitted by residents and other stakeholders (see Section 8 below) in response to the public consultation, the content of which officers have considered carefully. In addition, there is continued uncertainty over peak traffic flows, travel habits and modal choices as a result of the impacts of the COVID-19 pandemic; many people may continue to work from home, or continue to avoid public transport even as restrictions are eased.

## **8. Consultation Results**

8.1. The Council launched a public consultation on both strategic cycle routes between 1<sup>st</sup> and 21<sup>st</sup> March 2021.

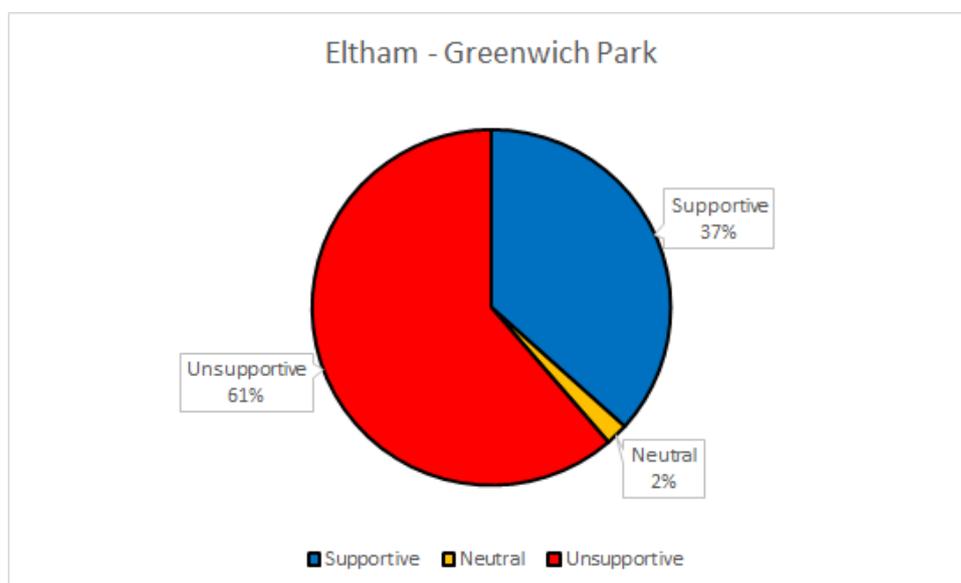
8.2. Prior to the schemes being consulted on publicly, RBG officers met with the Emergency Services to get input on the schematic designs. Suggestions from representatives of the Metropolitan Police, the London Fire Brigade and the London Ambulance Service were incorporated into the design of each scheme where possible.

8.3. The online consultation platform, [Commonplace](#), is provided in the hyperlink. This was used to host the information on both cycle route proposals and allowed the public to comment.

- 8.4. The Council sent a total of 2,613 letters to residents in the vicinity of the Eltham to Greenwich Park cycle route scheme, inviting them to submit comments to the Commonplace page. A copy of the letters and distribution areas can be found in Appendix 3.
- 8.5. A fully redacted list of consultation responses from the Emergency Services, local residents and local stakeholders via email, phone and post for the strategic cycle route scheme can be found in Appendix 4.
- 8.6. The Council received a total of 990 responses on the Commonplace page, broken down as follows in Table I below:

<b>Scheme</b>	<b>Supportive</b>	<b>Neutral</b>	<b>Unsupportive</b>	<b>TOTAL</b>
Eltham – Greenwich Park	363	20	607	990

*Table 1: Breakdown of sentiment of responses to the Eltham strategic cycle route consultation*



*Table 2: Pie chart of sentiment of responses to the Eltham strategic cycle route consultation*

- 8.7. The responses to the [Eltham to Greenwich Park](#) are publicly available and hyperlinked for ease of reference.
- 8.8. Free text comments on the Commonplace page were carefully analysed for recurring themes. The most commonly mentioned themes for each scheme,

along with the percentage of comments in which they were raised, are provided in Table 2 below:

Table 3:

<b>Eltham - Greenwich Park</b>	
Theme	Frequency
Concerns around congestion and traffic displacement from filters	28.9%
Concerns over air quality	20.0%
Concerns over longer car journeys for essential users e.g. carers, people with mobility issues, professional drivers	12.1%
Concerns over road safety	9.7%
Making modal filters easier to pass through (resident exemptions, relaxed timings, Blue Badge holders)	6.1%

*Analysis of most frequently recurring themes in Commonplace text comments for Eltham strategic cycle route*

8.9. Concerns over traffic displacement from the proposed introduction of modal filters on Kidbrooke Gardens, Eltham Green Road and Shawbrooke Road for the Eltham to Greenwich Park scheme were referred to the most in the free text comments.

8.10. The proposals to convert the existing advisory cycle lane along Eltham Hill (northern side) into a mandatory cycle lane. There are currently no parking restrictions along this section of Eltham Hill, which is used by local residents without drives to park their vehicles. The introduction of the mandatory cycle lane would result in approximately 30 parking space being removed, and moving vehicles which use to park here into surrounding roads.

8.11. Emergency Services have stated they are supportive of proposals to promote active travel, and committed to sustainable development. While supportive of these goals, Emergency Services have raised concerns on the proposals for:

- narrowing heavily traffic laden lanes which reduces the available space for motorists to pull over/move out of the way of emergency vehicles which will have an impact on their ability to respond to emergencies,
- displaced traffic, as a result of road closures, and
- bus stop build outs and other islands potentially creating pinch points and hinder emergency vehicle progression through traffic.

## 9. Next Steps: Communication and Implementation of the Decision

9.1. The preferred option is Option 2, not to implement the scheme as consulted, taking into account the responses to the consultation. The decision made pursuant to this report will be published on the Council's Streetspace Programme - Strategic Cycle Routes webpage to reflect the decision made.

9.2. It is proposed that the Council develops a borough-wide, over-arching Sustainable Transport Strategy, linked to its Local Implementation Plan for transport. It would seek to provide a joined-up approach to the following issues:

- Vision Zero (casualty reduction) schemes
- Speed management schemes
- Freight management
- Behaviour change
- Public transport improvements
- Cycling schemes
- Walking schemes

## 10. Cross-Cutting Issues and Implications

Issue	Implications	Sign-off
Legal including Human Rights Act	<p>If the Cabinet Member were to make a decision against the officer recommendation and decide to proceed with Option 1 (proceed with the Eltham - Greenwich Park strategic cycle route scheme proposal), there are various legal powers for creating a cycle route with differing effect.</p> <p>The most appropriate in this instance would appear to be utilising the powers in the Traffic Signs Regulations and General Directions 2016. This legislation authorises cycle lanes through installing authorised traffic signs (Part 4, Schedule 9) and</p>	Eleanor Penn, Assistant Head of Legal Services (Planning & Procurement), 10 <sup>th</sup> January 2022

	<p>associated road markings (Part 6, Schedule 9) without the need for a road traffic regulation order. The traffic signs can then be enforced under section 67 of the Road Traffic Act 1988, which says that a person is guilty of an offence if they drive a vehicle failing to comply with the indication given on an authorised traffic sign.</p> <p>If the Cabinet Member were to make a decision against the officer recommendation and decide to proceed with Option 1, she should authorise the creation of the strategic cycle route and the installation of the prescribed signs and associated road markings.</p> <p>As the cycle route in question is described as a “strategic cycle route scheme”, a reasonable interpretation is that it falls under the “Approval of implementation of Strategic Traffic or Parking Management Schemes” in Part 3 of the Constitution (Responsibility for Functions) and, therefore, is a Cabinet Member decision.</p>	
<p><b>Finance</b> and other resources</p>	<p>The Cabinet Member is requested to note and consider the responses received to the proposals for the Eltham to Greenwich Park strategic cycle route scheme as set out in the report and agree not to proceed with the scheme.</p> <p>There are no direct financial implications arising from this report.</p>	<p>Sue Rock Accountancy Business Change manager 07/12/2021</p>

<p><b>Equalities</b></p>	<p>Decision-makers are reminded of the requirement under the Public Sector Equality Duty (s149 of the Equality Act 2010) to have due regard to (i) eliminate unlawful discrimination, harassment, victimisation and other conduct prohibited by the Act, (ii) advance equality of opportunity between people from different groups, and (iii) foster good relations between people from different groups.</p> <p>The decisions recommended through this paper could directly impact on end users. The impact has been analysed and varies between groups of people. The results of this analysis are available in the equality impact assessment attached at Appendix 5.</p> <p>This report contributes to the Council’s Equality and Equity Charter and the Council’s Equality Objectives 2020-2024 by promoting active travel as a part of a wider strategy where possible and addressing the needs of residents and staff with protected characteristics. The Council will to continue to evaluate its services and policies to promote equality in terms of social and economic outcomes.</p>	<p>Rich Udemezue Senior Traffic Engineer 01-12-2021</p>
<p><b>Climate change</b></p>	<p>The proposals support the Local Implementation Plan for transport and the Carbon Neutral Plan (which form part of the Policy Framework set out in the Royal Borough’s constitution).</p>	<p>Rich Udemezue Senior Traffic Engineer 01-12-2021</p>

	<p>The Council is committed to 'Create new and improve existing cycle network infrastructure and walking routes' where possible as part of the walking and cycling infrastructure in the Carbon Neutral Plan.</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 1 - Temporary Strategic Cycling Analysis (London Streetspace Plan)*
- *Appendix 2 – Royal Greenwich funding allocations for H2*
- *Appendix 3 - Consultation materials*
- *Appendix 4 - Consultation responses via email, phone, letter and long-form stakeholder response.*
- *Appendix 5 - Equality Impact Assessment for strategic cycling routes*

## **12. Background Papers**

There are no background papers included for publication with this Decision Report.

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