



Director of Public Realm

Future of the modal filters on Glenbow Road, Bishopsthorpe Road and Silverdale

Date:

Key decision: No

Class: Part 1

Ward(s) affected: Downham, Perry Vale and Sydenham

Contributors: Martha Lauchlan, Transport Planner

Outline and recommendations

In July 2020, as part of the emergency response to the COVID-19 pandemic, modal filters were implemented on Glenbow Road, Silverdale and Bishopsthorpe Road to help make more space for walking and cycling so that people could safely use active travel modes instead of public transport that was not providing optimal space for social distancing, and to deter an increase in car journeys.

A public consultation was held for six weeks between December 2022 and January 2023 and the analysis indicates support for the filters and for camera-enforcement.

It is therefore recommended that the Director of Public Realm:

- Agree that proposals for a permanent traffic order retaining the modal filters at Silverdale and Bishopsthorpe Road be published, and that the statutory processes be commenced
- Agree that the physical modal filters at Silverdale and Bishopsthorpe Road are converted to automatic number plate recognition (ANPR) camera enforcement and that emergency services are exempt
- Agree that the modal filter at Glenbow Road is removed

Timeline of engagement and decision-making

July 2020: Modal filters implemented under Temporary Traffic Orders

14 January 2022: Traffic orders changed to Experimental Traffic Orders

12 December 2022 – 22 January 2023: Public consultation

1. Summary

- 1.1. In July 2020, physical modal filters were introduced in several locations across Lewisham, including at Glenbow Road, Silverdale and Bishopsthorpe Road, in order to respond to Government instruction to implement measures that would create more space for walking and cycling as part of COVID-19 emergency planning.
- 1.2. In a wider context, modal filters can create safer and more attractive environments for walking and cycling which is in line with several Council strategies to enable residents and visitors to choose active travel measures.
- 1.3. The modal filters were introduced under Temporary Traffic Orders in July 2020 and converted to Experimental Traffic Orders in January 2022 in order to allow for greater monitoring of the impacts.
- 1.4. Between December 2022-January 2023 a public consultation was held to gauge residents opinions of the filters. The results of this consultation indicate widespread support for the filters at Glenbow Road, Silverdale and Bishopsthorpe Road.
- 1.5. Concurrently, a School Street scheme has been designed for Rangefield Primary School which encompasses Glenbow Road. The School Street provides the same protections from through traffic and safer environment for walking and cycling, albeit for a limited time in the morning and afternoon during term times. To avoid entrapment of vehicles between the two schemes, it is proposed that the School Street scheme replace the modal filter.
- 1.6. At Silverdale and Bishopsthorpe Road, resident and stakeholder feedback (prior to and during the consultation) noted persistent vandalism of the filters and concerns about reduced access for emergency vehicles.
- 1.7. It is recommended therefore that the filters at these locations are retained and converted to camera-enforced filters, to ensure that the roads remain safe environments for walking and cycling and to reduce operational costs relating to vandalism and improve access for emergency vehicles.

2. Recommendations

- 2.1. The Director of Public Realm is recommended to:
- 2.2. Agree that proposals for a permanent traffic order retaining the modal filters at Silverdale and Bishopsthorpe Road be published, and that the statutory processes be converted
- 2.3. Agree that the physical modal filters at Silverdale and Bishopsthorpe Road are converted to automatic number plate recognition (ANPR) camera enforcement and that emergency services are exempt
- 2.4. Agree that the modal filter at Glenbow Road is removed

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

3. Policy Context

- 3.1. Corporate Strategy 2022-2026: This sets out what the Council plans to deliver for residents between 2022-2026. One of the leading priorities is making Lewisham 'cleaner and greener', where the Council has committed to enable more active travel and aim to reduce car dependency.
- 3.2. Transport Strategy and Local Implementation Plan (LIP) 2019-2041: The objectives of the Council's Transport Strategy is for travel by sustainable modes to be the most pleasant, reliable and attractive option for those travelling to, from and within Lewisham; Lewisham's streets to be safe, secure and accessible to all; Lewisham's streets to be healthy, clean and green with less motor traffic; and Lewisham's transport network to support new development whilst providing for existing demand.
- 3.3. Climate Emergency Action Plan (2020): This sets out the Council's ambition for Lewisham to be a carbon-net zero borough by 2030. More than 25% of the borough's carbon emissions come from transport, including vehicles travelling in or through the borough. Within the action plan is an objective to move to a decarbonised transport network, reduce congestion and encourage sustainable modes of travel.
- 3.4. Air Quality Action Plan 2022-2027: This outlines the Council's five-year strategy to improve air quality in the borough. This includes objectives for cleaner transport policies, such as introducing measures to encourage more trips to be made by walking, cycling or public transport to reduce car use.
- 3.5. Mayor of London's Transport Strategy (2018): This has an overarching aim of reducing car dependency and sets strategic targets for 80% of journeys in London to be made by walking, cycling and public transport by 2041 and for all Londoners to do at least 20 minutes of active travel each day by 2041.
- 3.6. Gear Change: a bold vision for cycling and walking (2020): this report by the Department for Transport sets out the actions required at all levels of government to increase walking and cycling in England in order to improve air quality, combat climate change, improve health and wellbeing, address inequalities and tackle congestion on our roads.

4. Background

- 4.1. Across London, there is a widely recognised need to reduce car dependency to improve air quality, reduce congestion, improve road safety and improve public health, as reflected in the Council's Transport Strategy (2019), the Mayor of London's Transport Strategy (2018) and Government policy.
- 4.2. Improving air quality is integral to the Council's target of becoming a carbon net-zero borough by 2030. To achieve this target will require a range of radical actions across the Council's corporate estate, transport, housing and green spaces.
- 4.3. In Lewisham, road transport is one of the main sources of nitrogen dioxide (NO₂), particulate matter (PM) and carbon dioxide (CO₂), all of which have a distinct impact on health and life expectancy. Breathing in polluted air is linked to respiratory illnesses, including Chronic Obstructive Pulmonary Disease (COPD), asthma, cancer, cardiovascular disease and neurological impairments.
- 4.4. Monitoring of air quality in Lewisham has shown a decreasing trend in the levels of NO₂ and PM in recent years. On average, annual mean NO₂ concentrations at both roadside and urban background monitoring locations have decreased between 2014 and 2020 by an average of 42% and 37% respectively. Similarly, during the same period, our three PM₁₀ monitoring stations (at New Cross, Lewisham and Honor Oak Park) showed an overall downward trend with all annual mean PM₁₀ concentrations and our two automatic monitoring stations for PM_{2.5} (at New Cross and Honor Oak

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

- Park) have shown no exceedance of the EU legal limits of 40 micrograms per cubic metre of air (μm^3) per year.
- 4.5. However, these limits are significantly less stringent than the recommended World Health Organisation (WHO) guidelines and more needs to be done to reduce exposure to air pollution and meet the WHO guidelines.
 - 4.6. Despite significant improvements, levels of air pollution in London are still too high for the health of many Londoners and a study found that, in 2019, toxic air contributed to the deaths of more than 4,000 Londoners. This shows that there is still vital work to do to improve London's air quality and that reducing emissions from vehicle usage is critical.
 - 4.7. Encouraging sustainable and active travel and reducing car dependency is a key tool to reducing traffic congestion, meaning fewer vehicles are on the road. This in turn is expected to improve the efficiency of public transport and essential vehicle trips as journey times are less affected by congestion resulting from short, unnecessary car journeys.
 - 4.8. On 9 May 2020, soon after the country went into a national lockdown as a result of the COVID-19 pandemic, the Secretary of State for Transport issued additional statutory guidance under Section 18 of the Traffic Management Act 2004, providing advice on techniques for managing roads to respond to a range of pertinent issues, summarised below:
 - The government indicating a likely need to retain social distancing guidelines for some time;
 - An observed increase in speeding/dangerous driving on the road network;
 - Limitations on public transport capacity while social distancing is required;
 - Potential public concern over the use of public transport;
 - A likelihood of increased car trips as restrictions are lifted;
 - An encouragement from central and local government that journeys are kept local, and that these are made on foot or by bicycle where possible;
 - A high proportion of footways that are not wide enough to safely accommodate social distancing practices;
 - The potential to combine trip purposes where possible to minimise exposures (e.g. physical exercise with a trip to the shops);
 - A need for people to maintain good physical and mental health, increasing resilience against COVID-19 symptoms; and
 - A need for residents who may have been impacted financially to feel that they have viable low cost transport options available to them.
 - 4.9. The document set out high-level principles to help local authorities to manage their roads and the appropriate actions they should take. The guidance also specified that Authorities should monitor and evaluate any temporary measures that are installed, with a view to making them permanent and embedding a long-term shift to active travel as the country moves through the recovery phase and into a newly shaped 'business as usual'. Following the publication of this guidance, the Department for Transport (DfT) agreed a financial settlement with TfL that allowed it to work with London Boroughs to roll out measures contained within this guidance.
 - 4.10. As a result and in response to the COVID-19 pandemic, a number of local authorities across the UK implemented measures to help people safely make the essential trips they need to on foot or by bicycle.
 - 4.11. Concurrently, TfL withdrew the majority of transport funding previously allocated to boroughs, with the exception of any 'sunk' costs already incurred. All remaining funding was reallocated to boroughs who were in a position to rapidly implement temporary

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

transport interventions in response to the issues outlined above. The DfT also allocated some funding directly to boroughs for this purpose.

- 4.12. In London, TfL published guidance on 15 May 2020 setting out its expectations of boroughs to manage roads to respond to the issues outlined in section 4.9. This took into account the London context and unique pressures and issues that were being experienced. The guidance set out the pressing need to safely accommodate more walking and cycling trips as travel restrictions are relaxed, but whilst social distancing guidance remains. It explained the types of measures that will help to achieve this, which was broadly consistent with the DfT guidance. It sought to transform London's streets by:
- Providing temporary cycle routes to extend the strategic cycle network, with London's main roads repurposed for temporary cycle lanes and wider footways so that people could safely socially distance;
 - Providing additional space for people walking and cycling in town centres and at transport hubs, including widening of footways on local high streets to enable people to queue safely for shops which would help facilitate local economic recovery; and
 - Accelerating delivery of low traffic neighbourhoods and school streets by working with boroughs to reduce through traffic on residential streets, to further enable more people to walk and cycle safely as part of their daily routine.
- 4.13. The primary objective of these measures was to protect public health and safety during the COVID-19 pandemic, as people started to undertake more trips, which made these measures increasingly urgent. They helped to support the recovery from the crisis whilst also being in alignment with a wider range of existing policy objectives, as outlined in section 3 of this report.
- 4.14. As a result of the COVID-19 emergency, the resulting lockdown and social distancing requirements, trip patterns changed substantially. Crucially, whilst the need for social distancing remained, any external factors that resulted in an increase in walking and cycling trips (which is something to be encouraged), at the same time as there being an increase in vehicular traffic or speeding (which is undesirable) was a cause for concern on safety grounds.
- 4.15. This is because people needed more space than usual in order to maintain social distancing whilst walking and/or cycling. This was more difficult to achieve when available space was constrained by a combination of narrow footways, shop queueing systems, parking, and high traffic volumes and/or speeds on the carriageway. Put simply, if people needed to frequently step into the carriageway to maintain a 2m clearance when passing others, this put them at increased risk without mitigation measures in place, particularly in the locations with the highest footfalls and traffic volume/speeds.
- 4.16. Cyclists were also vulnerable, particularly where traffic volumes or speeds were high. This was especially relevant for newer cyclists who may not have received any formal cycle training to give them confidence riding in busy traffic, due to restrictions in place. Cyclists were also likely to need to negotiate pedestrians stepping into the carriageway, and lower traffic volumes would give them greater flexibility to react quickly in this respect, without putting themselves in danger.
- 4.17. Responding to the guidance, a range of interventions for Lewisham were proposed that sought to create more protected space for pedestrians and cyclists, and to lower traffic volumes and speeds so that there was greater scope for road users to safely share spaces.
- 4.18. One of those interventions was the implementation of modal filters at a range of

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

locations across the borough, which is outlined in section 5 of this report.

5. Implementation of the modal filters

- 5.1. Modal filters were first introduced at seven locations in July 2020, including South Row, George Lane, Glenbow Road, Kitto Road, Bishopsthorpe Road, Silverdale and Scawen Road. At the time, in response to the pandemic, the Government was encouraging councils to urgently put measures like these in place.
- 5.2. The primary aim was to create more space for people to safely walk and cycle whilst maintaining social distancing, as more of us were working from home and exercising and shopping in our local area.
- 5.3. In a wider context, modal filters generally help to reduce traffic-related noise and air pollution, help increase people's physical and mental health and help local communities and businesses thrive.
- 5.4. Due to the timescales and expectations set by central government, councils did not have time to consult on these changes and were expected to rapidly introduce measures that would achieve these results, without the full range of traffic studies and preparatory work that would normally be done for such proposals.
- 5.5. The filters were implemented using Temporary Traffic Order (TTO) which allowed the scheme to be implemented quickly (see Appendix A). Physical modal filters were installed in these locations.
- 5.6. In the decision report dated 27 May 2020 (see Appendix B), it was noted that the measures would be kept under review and would be lifted or amended if they were not considered to be contributing to all the policy objectives set out.
- 5.7. The Commonplace platform was used for public information related to the implementation of the modal filters and for residents to provide feedback on the schemes.
- 5.8. Since the implementation of the modal filters, changes have been made at several of the locations, as detailed below:
 - 5.8.1. At South Row, the filter has been removed.
 - 5.8.2. At George Lane, the modal filter was replaced by a camera-enforced 7.5T weight restriction.
 - 5.8.3. At Kitto Road, the filter was subject to frequent vandalism and has not been in operation since November 2020.
 - 5.8.4. At Scawen Road, the modal filters have been incorporated as part of a School Street design for Sir Francis Drake Primary School.
 - 5.8.5. At Bishopsthorpe Road and Silverdale, the filters have remained in place and there has been ongoing vandalism to the filter particularly at Bishopsthorpe Road.
 - 5.8.6. At Glenbow Road, the filter remains in place however it has experienced continuous vandalism and lowering of the bollard.
- 5.9. Therefore the remaining filters operating under an Experimental Traffic Order (see Appendix C) and in need for review are at Bishopsthorpe Road and Silverdale, and Glenbow Road.
- 5.10. In order to assess the local support for the modal filters, a public consultation was launched in which residents in the vicinity of the filters were invited to respond.

6. Consultation

- 6.1. A public consultation was open for six weeks between Friday 9 December 2022 until

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

Sunday 22 January to gauge the level of support of the modal filters by residents in the local vicinity.

- 6.2. The consultation was open to everyone to understand people’s experiences of the filters.
- 6.3. A total of 8,921 leaflets were delivered to addresses in Downham, Sydenham and Perry Vale including 3,645 to addresses in Downham for the Glenbow Road consultation (see page 9 of Appendix D) and 5,276 to addresses in Sydenham and Perry Vale for the Bishopsthorpe Road and Silverdale consultation (see page 10 of Appendix D).
- 6.4. The consultation campaign was supported by:
- Posters on lamp posts, within the distribution areas
 - Social media communications
 - Hard copies of the consultation survey with prepaid envelopes available at Downham Library, Sydenham Centre, Sydenham Winter Welcome Hubs at the Grove Centre and Here for Good, and schools including Forest Hill, Adamsrill, St Michaels and Greenvale
 - A dedicated phone line and email address for people to get in touch throughout the consultation
 - A consultation leaflet and FAQ document to inform residents

Key stakeholders were also invited to respond to the consultation, including the Police, Local Ambulance Survey, TfL, Lewisham Cyclists, and local community groups.

6.5. Consultation responses

6.5.1. Glenbow Road

- 6.5.1.1. A total of 92 responses were received for the Glenbow Road consultation. Of these, 50 responses came from postcodes within the distribution area and 40 responses came from postcodes outside the distribution area.
- 6.5.1.2. Respondents said that in a typical week they most travelled on foot (78%), by public transport (71%) and by car (62%).
- 6.5.1.3. When asked to what extent they agreed with a series of statements on modal filters, most responses suggested people thought they had a positive impact on encouraging more active travel modes (46.8%), reducing car journeys (45.7%), reducing congestion (43.5%), air quality (47.9%), noise pollution (51.1%), and road safety (47.8%).

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Blank
Walk and cycle more	26.1%	14.1%	3.3%	9.8%	37.0%	8.7%
Reduce car journeys	28.3%	15.2%	2.2%	10.9%	34.8%	8.7%
Reduce traffic/congestion	27.2%	12.0%	6.5%	16.3%	27.2%	9.8%
Improve AQ	19.6%	14.1%	7.6%	10.9%	37.0%	9.8%
Reduce noise pollution	17.4%	10.9%	8.7%	14.1%	37.0%	9.8%
Improve road safety	22.8%	9.8%	8.7%	6.5%	41.3%	9.8%

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

6.5.1.4. When asked to what extent they agreed with a series of statements on camera-enforced filters, overall the responses suggested people felt positively towards the impact of camera-enforced filters, agreeing they a positive impact on active travel (47.9%), reducing car journeys (44.5%), congestion (44.6%), air quality (47.8%), noise pollution (45.7%), and road safety (50%).

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Blank
Walk and cycle more	26.1%	15.2%	2.2%	19.6%	28.3%	7.6%
Reduce car journeys	28.3%	10.9%	7.6%	15.2%	29.3%	8.7%
Reduce traffic/congestion	25.0%	16.3%	4.3%	19.6%	25.0%	8.7%
Improve AQ	21.7%	17.4%	4.3%	17.4%	30.4%	7.6%
Reduce noise pollution	20.7%	15.2%	9.8%	18.5%	27.2%	7.6%
Improve road safety	21.7%	13.0%	4.3%	14.1%	35.9%	9.8%

6.5.1.5. Respondents were also able to leave additional comments about the modal filter. 69 people left comments and 55% were identified as negative about the filters. The most common comments were related to displacement of traffic into other areas.

6.5.1.6. 36% of the comments were classified as positive about the modal filters. The most common supportive comments related to the positive impacts on road safety and encouraging active travel.

6.5.2. Silverdale and Bishopsthorpe Road

6.5.2.1. A total of 458 responses were recorded for the consultation for Silverdale and Bishopsthorpe Road filters. Of these, 345 responses came from postcodes within the distribution area and 110 responses were outside the distribution area.

6.5.2.2. Respondents said that in a typical week, they travelled most on foot (91%), by public transport (74%) and by car (67%).

6.5.2.3. When asked to what extent they agreed with a series of statements on modal filters, most responses suggested people thought they had a positive impact on active travel (47.6%), reducing car journeys (45.4%), air quality (47.6%), noise pollution (49.3%) and road safety (48.2%).

6.5.2.4. However, most respondents (44.7%) disagreed that the filters had reduce traffic and congestion, compared to 43% who responded positively.

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Blank
Walk and cycle more	25.3%	16.2%	8.3%	12.2%	35.4%	2.6%
Reduce car journeys	26.6%	17.2%	6.1%	14.4%	31.0%	4.6%
Reduce traffic/congestion	33.6%	11.1%	7.0%	11.1%	31.9%	5.2%
Improve AQ	26.2%	10.5%	10.5%	11.4%	36.2%	5.2%
Reduce noise pollution	25.3%	10.9%	8.7%	12.2%	37.1%	5.5%
Improve road safety	25.3%	11.6%	8.3%	10.0%	38.2%	6.6%

6.5.2.5. When asked to what extent they agreed with a series of statements on camera-enforced filters, the responses suggested people felt positively towards the impact of camera-enforced filters, agreeing they had a positive impact on road safety (46%), a reduction in noise pollution (44%) and improved air quality (44%).

6.5.2.6. Responses weighted equally on perceptions of camera-enforced filters impact on reducing unnecessary car journeys and encouraging active travel (43% agreed and 43% disagreed).

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

6.5.2.7. Most respondents (44%) disagreed or strongly disagreed that camera-enforced filters would reduce traffic and congestion.

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Blank
Walk and cycle more	24.5%	19.0%	10.9%	16.4%	26.9%	2.4%
Reduce car journeys	27.1%	15.9%	10.3%	16.4%	26.6%	3.7%
Reduce traffic/congestion	28.6%	15.3%	9.0%	15.7%	27.1%	4.4%
Improve AQ	26.4%	11.6%	12.4%	16.6%	27.1%	5.9%
Reduce noise pollution	26.6%	11.6%	12.4%	17.5%	26.9%	5.0%
Improve road safety	24.9%	12.0%	11.1%	17.0%	29.3%	5.7%

6.5.2.8. Respondents were able to leave additional comments about the filters. 407 responses were made, of which 54% were categorised as negative about the filters. The most common negative comment related to concerns about traffic displacement.

6.5.2.9. 46% of additional comments were categorised as positive. The most common responses related to improved road safety and an improved environment for active travel.

7. Conclusion and proposed next steps

7.1.1. The implementation of the modal filters supports local, regional and national policies and strategies for sustainable transport as outlined in Section 3 of this report. Their placement reduces through traffic which creates safer environments for walking and cycling, thus encouraging more active travel in the area which has positive impacts on health and wellbeing and air quality.

7.1.2. The filters were introduced during the pandemic to enable social distancing, however their objectives and placement are still relevant in the current context to support sustainable travel practices.

7.1.3. The consultation analysis of the surveys shows a general majority support for the modal filters at both locations, with anecdotal evidence that their introduction has encouraged more walking and cycling in the local areas.

7.2. Glenbow Road modal filter

7.2.1. It is understood that the modal filter at Glenbow Road has been subject to continuous vandalism (i.e. lowering of the coffin bollard) which has meant that the scheme has not been in effect for large periods of time. Despite this, the results of the survey have indicated support for the implementation of the filter and its impacts on aspects including air quality, road safety, congestion and active travel.

7.2.2. Since the consultation for the modal filter, a School Street for Rangefield Primary School has been designed and introduced which incorporates Glenbow Road. Having reviewed the School Street design and considered the location of the modal filter, officers have concluded that the two schemes do not effectively work in conjunction and concerns have been raised of entrapment of drivers.

7.2.3. In addition, reviewing the comments made by respondents to the Glenbow Road modal filter review, 51% of respondents indicated that they believed traffic calming measures and school safety measures would most likely create safer streets and encourage active travel in the area.

7.2.4. As the School Street scheme provides the same protections from through traffic and a safer environment for walking and cycling, albeit for a limited time in the morning and afternoon during term times, it is proposed that the modal filter at Glenbow Road is

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

replaced by the School Street scheme. The bollard will be removed, however the planters will be kept in place as they act as a traffic calming measure by narrowing the width of the road at that point.

- 7.2.5. The School Street has been introduced under an Experimental Traffic Order which indicates that monitoring should be undertaken for the initial six months of implementation. During this time, officers will seek to understand whether there are any implications related to the removal of the modal filter and consider any amendments to the School Street scheme (e.g. an extension of its operating hours) or additional measures as appropriate.
- 7.3. Silverdale and Bishopsthorpe Road modal filter
 - 7.3.1. The responses to the Silverdale and Bishopsthorpe Road consultation indicated an overall majority support across most of the statement responses relating to the implementation of the modal filters. It is believed by officers that retaining the filters at Silverdale and Bishopsthorpe Road would maintain these roads as safer walking and cycling routes within the borough.
 - 7.3.2. At these locations, respondents raised concerns about displaced traffic onto neighbouring roads. Through the LIP programme for 2023/24 and other Strategic Transport projects, congestion and access to sustainable travel is being addressed. For example, a concept design will be created for works at the Sydenham Road and Mayow Road junction to reduce queue lengths and improve road safety. Therefore, these filters form a part of larger transport measures in the areas to encourage the shift from car dependency.
 - 7.3.3. In addition to concerns about traffic displacement, respondents and stakeholders also commented on the efficacy of the physical modal filters. These comments noted vandalism of the filters with the lowering of the bollards and poor state of the planters, and concerns about access for emergency vehicles. The London Ambulance Service also noted a preference for camera-enforced filters to improve access for emergency vehicles. These concerns are echoed by officers in Highways and Strategic Transport, with high maintenance and operational costs, for example related to frequent visits to re-erect bollards, particularly for the filter on Bishopsthorpe Road.
 - 7.3.4. The consultation responses at these locations indicated support for camera-enforced filters. Through converting the current physical modal filters to camera enforcement, it would assist with reducing vandalism and improving access for emergency and utility vehicles.
 - 7.3.5. Considering the consultation responses in line with the Council's data on air quality, obesity and physical activity levels, as well as strategies to reduce unnecessary car journeys and encourage active travel, it is recommended that the filters at Silverdale and Bishopsthorpe Road are retained and converted to camera enforcement.
 - 7.3.6. If the recommendations set out in this report are approved, officers will create designs for the camera-enforced modal filters for Silverdale and Bishopsthorpe Road, with consideration to other transport schemes being developed for the area, including the School Street for Rangefield Primary School in Downham. Permanent traffic orders will be made and cameras installed at the above locations.
 - 7.3.7. The costs related to designs, cameras and traffic orders will be funded by budgets available to Highways and Strategic Transport. There may be some revenue raised through Parking Charge Notices (PCNs) issued to any drivers who travel through the filters, however this is expected to be minimal as the filters have been in place for almost three years and adequate signage will be erected to warn drivers of the restrictions.

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

8. Financial implications

- 8.1.1. This report is seeking approval to retain the modal filters at Bishopsthorpe Road and Silverdale; convert the filters to camera-enforcement; and replace the filter at Glenbow Road by the School Street for Rangefield Primary School.
- 8.1.2. Design and implementation costs are estimated at £23k. It is anticipated that these will be covered by S106 funding (subject to PID approval). If S106 is not available, the costs will be contained within the existing Highways and Strategic Transport budget.
- 8.1.3. There are also ongoing maintenance costs relating to this proposal. These costs have been estimated at £7k per annum and will either be funded from revenue received from PCNs raised or from the Parking Services existing budget.

9. Legal implications

- 9.1. The Road Traffic Regulation Act 1984 (RTRA) sets out the legal framework for traffic management orders. The procedures for making permanent traffic management orders and the form that they should take are set out within the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and they, prescribe inter alia, specific publication, consultation and notification requirements that must be followed. The results of any traffic order process are to be reported separately through the existing delegated approval process and the Council is legally obliged to take account of any representations made during the statutory consultation period before deciding whether or not to make the TMO.
- 9.2. Section 122 of the Act imposes a duty on the Council to exercise the functions conferred on them by the RTRA as (so far as practicable having regard to the matters specified in S122 (2)) 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'.
- 9.3. The matters set out in S122(2) are:-
- 9.4. the desirability of securing and maintaining reasonable access to premises;
- 9.5. the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- 9.6. the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
- 9.7. the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- 9.8. any other matters appearing to the local authority to be relevant.
- 9.9. Part 2 of The Traffic Management Act 2004 (TMA) places a network management duty on local traffic authorities in England. It reinforces the legal duty under the RTRA to ensure the expeditious movement of traffic.
- 9.10. The Council enforces moving traffic contraventions under the provisions of the London Local Authorities and Transport for London Act 2003.
- 9.11. Where the Council undertakes consultation whether statutory or not any consultation responses must be considered by the Council with a receptive mind and it must be prepared to change course if persuaded. However there is no duty to adopt the views of consultees.

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

10. Equalities implications

- 10.1. By law, the Council must have due regard to the need to eliminate discrimination; advance equality of opportunity; and foster good relations between different people when carrying out their activities. This means that the Council has a legal duty to consider the implications of anything we do on the basis of people's protected characteristics as set out in the Equality Act 2010. The nine protected characteristics are:
- Age
 - Disability
 - Gender reassignment
 - Marriage and civil partnership
 - Being pregnant or on maternity leave
 - Race
 - Religion or belief
 - Sex (gender)
 - Sexual orientation
- 10.2. Through decreasing traffic levels and speeds, the scheme will be likely to positively impact children, young adults, disabled people, pregnant women and young mothers, members of the LGBT community and BAME groups.
- 10.3. Quieter streets mean less noise and vibrations, increased road safety and natural surveillance, due to more people being able to walk and cycle safely and increased opportunities for all to be more active on the streets.
- 10.4. The modal filters provides more space on the carriageway for people using various wheeled transport equipment such as wheelchairs, tricycles, adapted cycles, cargo bikes.
- 10.5. There are also more quieter and safer spaces to play, stop and chat with neighbours, and the increased footfall and cycle flows support a vibrant local economy.

11. Climate change and environmental implications

- 11.1. There is a legal requirement on the local authority to work towards air quality objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part. Amendments made in the Environment Act 2021 aim to strengthen these duties by giving greater clarity on the requirements of action plans enabling greater collaboration between local authorities and all tiers of local government. Encouraging more journeys to be made by walking and cycling rather than public transport will help to support the trends seen during the pandemic and reduce the negative impacts associated with vehicular traffic. Keeping traffic and congestion to a minimum will help to improve air quality. This will, in turn, help in achieving the objectives set out in the Council's Air Quality Action Plan and Climate Emergency Action Plan.
- 11.2. Sustainable transport improvements may reduce the appeal of travelling by private car and therefore encourage residents and visitors to consider more sustainable alternatives.
- 11.3. Through closing roads to through traffic, the road environment is made safer for walking and cycling, encouraging active travel and reducing emissions from cars.

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>

12. Crime and disorder implications

- 12.1. Improving the street environment it is hoped will have a positive impact through increased footfall and natural surveillance. The closure of part of the roads to cars also limits speeding and dangerous driving, making it safer for pedestrians and cyclists to visit and travel through the area.

13. Health and wellbeing implications

- 13.1. Between 2014-2018, on average only 35% of residents were walking or cycling for at least 10 minutes twice a day (or a single block of at least 20 minutes). Over half of the adult Lewisham population, 37% of 10-11 year olds and 21% of 4-5 year olds are overweight or obese. Road transport is also the biggest contributor to NOx and PM10 emissions, contributing 64% and 55% of total emissions in Lewisham respectively. As a result of the pandemic, an increase in walking and cycling for local trips was observed and the Council is keen to support this trend through the introduction of pedestrian and cycle zones to which may help to change travel habits.
- 13.2. Measures to remove traffic and parking also contribute to cleaner air, increased road safety and a more relaxing environment for pedestrians and cyclists. Therefore the modal filters contribute to the improved health and wellbeing of local residents and visitors to the area.

14. Background papers

- 14.1. [Transport Strategy and Local Implementation Plan 2019-2041](#)
- 14.2. [Transport Strategy and Local Implementation Plan 2019-2041 Equalities Impact Assessment](#)
- 14.3. [Corporate Strategy 2022-2026](#)
- 14.4. [Lewisham Air Quality Action Plan 2022-2027](#)

15. Report author and contact

- 15.1. Martha Lauchlan, Transport Planner, martha.lauchlan@lewisham.gov.uk
- 15.2. Comments for and on behalf of the Executive Director for Corporate Resources
- 15.3. Shola Ojo, Strategic Business Partner, shola.ojo@lewisham.gov.uk
- 15.4. Comments for and on behalf of the Director of Law and Corporate Governance
- 15.5. Paula Young, Senior Planning Lawyer, paula.young@lewisham.gov.uk

Decision

I approve the recommendations in this report

Signed: ... 

Name: ... Paul Boulton

Date: ... 10th May 2023

Director of Public Realm

Is this report easy to understand?

Please give us feedback so we can improve.

Go to <https://lewisham.gov.uk/contact-us/send-us-feedback-on-our-reports>