

| | | | |
|------------------------------------|--------------------------------|---|---|
| Item No. | Classification: Open | Date: 12 April 2018 | Decision Taker: Cabinet Member for Environment and the Public Realm |
| Report title: | | Thurland Road Safety Improvement Scheme | |
| Ward(s) or groups affected: | | Riverside, Grange | |
| From: | | Strategic Director of Environment and Leisure | |

RECOMMENDATIONS

That the Cabinet Member for Environment and the Public Realm:

1. Approves the implementation of a traffic management order and necessary physical works (as detailed in Appendix A and subject to the outcome of the necessary statutory procedures) to:
 - Make Thurland Road operate one-way in the northbound direction, with a mandatory contraflow cycle lane (except for access to No. 4 Thurland Road)
 - Make Old Jamaica Road operate one-way westbound, with an advisory contraflow cycle lane, between its junctions with Thurland Road and Marine Street
2. Approves the recommendation not to install a zebra crossing on Old Jamaica Road near its junction with Thurland Road.
3. Approves the recommendation not to remove the existing block-paved surfacing as shown on the consultation drawings, and consequently not to install the raised traffic carpet at the junction of Thurland Road and Spa Road.

BACKGROUND INFORMATION

4. The improvements will be delivered using Section 106 funding of £20,000 from the overall budget of £523,121.66 for public realm improvements in Riverside and Grange wards.
5. The report detailing the source of the funds and the decision to release them for use to deliver public realm improvements can be found here: <http://modern.gov.southwark.gov.uk/documents/s70897/S106%20Release%20Report%20Bermondsey%20Spa.pdf>
6. The objectives of the Thurland Road Safety Improvement Scheme are to:
 - Reduce the likelihood and severity of road traffic collisions
 - Lower traffic speeds and volumes outside St James CE Primary School
 - Improve conditions for pedestrians and pedal cycles.

7. In the five years from 01 January 2011 to 31 December 2016, there were four collisions within 50m of the project area. In two of these collisions, a casualty was seriously injured. Both of these casualties were under 15 years of age.
8. There was an additional collision which occurred after the issue of the currently available collision statistics, where it was reported that a freight vehicle collided with a school child.
9. The Council sought the views of residents and stakeholders of two proposals to reduce through-traffic and improve the safety on Thurland Road and Old Jamaica Road:
 - Option 1 introduced restrictions to make a section of the street one-way for motor vehicles.
 - Option 2 introduced a point-closure on Thurland Road, while retaining two-way working for motor vehicles elsewhere.
10. Both options featured the removal of the existing block-paved carriageway and the introduction of raised traffic calming features at the following locations:
 - The junction of Dockley Road / Thurland Road
 - The junction of Thurland Road / Spa Road
 - On Thurland Road, opposite Freaan Street
 - The junction of Thurland Road / Old Jamaica Road
11. Views were sought on a further two issues; the introduction of a zebra crossing and the future usage of a currently underused area of adopted highway.

KEY ISSUES FOR CONSIDERATION

12. Officers now believe that Option 1 is the superior proposal with greater benefits, albeit with some changes as described below:
13. An extension of the one-way restriction on Old Jamaica Road, to its junction with Marine Street. The original proposals showed the restriction extending only as far as Sun Passage, which could leave vehicles unable to proceed eastbound and thus needing to undertake a turning manoeuvre.
14. As a result of this restriction, the right-turn from Spa Road into Thurland Road, and from Sun Passage into Old Jamaica Road, would be banned for motor vehicles. A no-entry restriction would be in force into Old Jamaica Road at its junction with Marine Street (see Appendix A for more details)
15. A raised traffic carpet would be installed at the junction of Dockley Road and Thurland Road.
16. Engagement with ward councillors and other key stakeholders has been ongoing since 2015. On 1 February 2017, Councillors of Grange and Riverside wards were issued plans for Options 1 and 2, as well as a plan showing the boundary of addresses that would receive a postcard informing them of the consultation.
17. The two design options were presented to Riverside ward councillors, key stakeholders (via e-mail) and residents (via post). The options were also

available to view on the Council's website and were promoted via the Facebook and Twitter social media channels.

18. A drop in session was held at St James Church between 3pm and 7pm on 16 March 2017.
19. Regular project updates have been provided to ward councillors throughout the life of the project. The most recent, when the option of using a one way was chosen as the preferred option, was on the 10 October 2017. A final email exchange was sent to ward councillors on the 5 February 2018 and officers were told that there were no further comments.

Consultation

20. A total of 1103 properties were consulted, with 40 responses (two of which were duplicates). This represents a 3% response rate.
21. The consultation results for whether the street should operate as one way except cycles (Option 1) or be subject to a point closure except cycles (Option 2) can be summarised as follows:

| Option | Respondents | Total | Support | Opposed | Don't know | No answer |
|--------|---|-------|---------|---------|------------|-----------|
| 1 | All respondents | 38 | 18 | 12 | 1 | 7 |
| | | | 47% | 32% | 3% | 18% |
| | Residents from within consultation area | 30 | 13 | 10 | 1 | 6 |
| | | | 43% | 33% | 3% | 20% |
| 2 | All respondents | 38 | 17 | 16 | 1 | 4 |
| | | | 45% | 42% | 3% | 11% |
| | Residents from within consultation area | 30 | 15 | 12 | 1 | 2 |
| | | | 50% | 40% | 3% | 7% |

22. The results for the type of crossing outside St James CE Primary School can be summarised as follows:

| Respondents | Total | Option A – Zebra Crossing | Option B – No Crossing | No answer |
|---|-------|---------------------------|------------------------|-----------|
| All respondents | 38 | 16 | 18 | 4 |
| | | 42% | 47% | 11% |
| Residents from within consultation area | 30 | 13 | 15 | 2 |
| | | 43% | 50% | 7% |

23. Consultees were also asked for suggestions of how the redundant areas of highway near the school entrance could be used. Officers recommend that the area of redundant land should remain as-is in the short term. The Council's Transport Plan is clear in its intention to extend London's Cycle Hire Scheme, and this area of land may benefit from a Docking Station in the future. This was suggested by several respondents.
24. The results of the consultation were not presented to the Bermondsey and Rotherhithe Community Council. Ward Councillors have asked Officers to progress, and build, the proposed Option 1.

25. Respondents were given the opportunity to submit comments for consideration. In general, these were of a positive nature. These comments are summarised and responded to in Appendix B. Many of the objections to the scheme related to detailing, rather than fundamentals.

Stakeholder consultation

26. Officers met with Riverside Councillors on 4 July 2017. All Councillors supported the progression of Option 1.
27. There has been ongoing engagement with the following stakeholder groups listed below:
- Metropolitan Police (MPS)
 - London Fire Brigade (LFB)
 - London Ambulance Service (LAS)
 - St James Church
 - St James CE Primary School
28. The MPS are overall supportive of the proposals, objecting to the position of the proposed zebra crossing with concerns over its proximity to a bend.
29. The LFB and LAS had no objections to the scheme.
30. A site meeting was carried out with Vicar Gary Jenkins of St James' church, who is also a representative of the school governors, who was in agreement with the proposals.

Response to consultation

31. The reasons for officers proposing to deliver Option 1 are as follows:
32. While Option 1 was marginally less supported than Option 2, the level of objection to Option 2 was higher.
33. Traffic flows on Thurland Road and Old Jamaica Road are tidal, with peak hour volumes in the southbound direction being nearly double those in the northbound direction. The majority of these journeys would be removed from Thurland Road.
34. The traffic movements associated with delivery freight resulted in the injury of a pupil near the junction of Spa Road and Thurland Road. Option 1 allows this freight to egress Thurland Road via Spa Road, avoiding St James CE Primary School. Option 2 would require it to pass the school once per journey.

POLICY IMPLICATIONS

35. The recommendations are consistent with the policies of the Council's Transport Plan 2011, particularly:

Policy 1.1 – Pursue overall traffic reduction

Policy 1.8 – improve the walking environment and ensure that people have the information and confidence to use it

Policy 1.10 - Improve the cycling environment and ensure that people have the information and confidence to use it

Policy 1.12 - Ensure that cycle parking is provided in areas of high demand and in areas where convenient.

Policy 2.1 - Work with the school community to encourage more children to travel to school sustainably

Policy 2.3 - Promote and encourage sustainable travel choices in the borough

Policy 5.1 - Improve safety on our roads and to help make all modes of transport safer

Policy 6.1 – Make our streets more accessible for pedestrians

COMMUNITY IMPACT STATEMENT/EQUALITIES

36. The implementation of any transport project creates a range of community impacts. All transport schemes aim to improve the safety and security of vulnerable groups and support economic development by improving the overall transport system and access to it.
37. This scheme was identified as one which would help to deliver the Council's aim of increasing walking and cycling levels in the borough by encouraging cyclists of all levels and improving safe access to local amenities, such as a primary school and a church, without any noticeable adverse impact on the vulnerable road users.
38. This scheme is intended to encourage the use of sustainable modes of transport.
39. The Council believes the scheme (having regard to the desirability of securing and maintaining reasonable access to premises, the effect on the amenities of the locality affected and the importance of facilitating the passage of public service vehicles) contributes towards 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.
40. It should be noted that an existing segregated shared use cycling and walking facility exists between Old Jamaica Road and St James Road, operating well. There have been no recorded collisions on that stretch in the last five years.
41. Parts of Thurland Road are currently block paved, a historical feature which helps to visually calm traffic. The Council recognizes that best practice would be to alter the kerb upstands to aid visually impaired users. However, this would include significant expense, and the Council believes the reduction in motor traffic will improve those users experience on the street.

RESOURCE IMPLICATIONS

42. Total cost of the proposed scheme is estimated to be £20,000. Cost of works will be £15,000 and this together with the cost of fees and contingency of £5,000 will be contained within the aforementioned S106 funding for public realm improvements in the area.
43. All costs arising from implementing the recommendations will be fully contained within the existing budgets, which are funded by released S106 contributions.
44. Any future maintenance costs arising from this investment will be funded from existing Asset Management Business Unit revenue maintenance budgets.

45. Staffing and any other costs connected with this recommendation to be contained with existing business unit budgets.
46. Any future requirement to undertake enforcement of the traffic management order is expected to be self-sustaining.

CONSULTATION

47. Consultation details are outlined in the key issues section above, with a detailed consultation report included at Appendix B.
48. Parts of the scheme require Traffic Management Orders. The procedure for implementing a TMO involves a statutory consultation which will follow this decision being taken. If any objections to the consultation cannot be informally resolved, then consideration of those objections and a decision as to whether or not to proceed with that part of the scheme will be the subject of a further IDM report to the Cabinet Member for Environment and the Public Realm.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

The Director of Law and Democracy

49. The cabinet member for Environment and the Public Realm is being asked to approve the implementation of the Thurland Road Safety Improvement Scheme.
50. Part of the scheme requires a traffic management order. The process for implementing a traffic management order involves a statutory consultation procedure pursuant to the Road Traffic Regulations 1984 and the Local Authorities Traffic Orders (Procedure) Regulations 1996. If any objections to the consultation cannot be informally resolved, then consideration of those objections and a decision as to whether or not to proceed with that part of the scheme will be the subject of a further IDM report to the Cabinet Member for Environment and the Public Realm.
51. The Equality Act 2010 introduced the public sector equality duty, which merged existing race, sex and disability equality duties and extended them to include other protected characteristics; namely age, gender reassignment, pregnancy and maternity, religion and belief and sex and sexual orientation, including marriage and civil partnership. In summary those subject to the equality duty, which includes the Council, must in the exercise of their functions: (i) have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; and (ii) foster good relations between people who share a protected characteristic and those who do not.
52. The Human Rights Act 1998 imposed a duty on the Council as a public authority to apply the European Convention on Human Rights; as a result the Council must not act in a way which is incompatible with these rights. The most important rights for planning purposes are Article 8 (respect for homes); Article 6 (natural justice) and Article 1 of the First Protocol (peaceful enjoyment of property).
53. The proposals of the Thurland Road Safety Improvement Scheme are not anticipated to have an adverse effect on the equalities and human rights of any individual or group.

54. The Council's constitution gives the cabinet member the responsibility for, amongst other things, traffic management and road safety. This decision therefore falls within the cabinet member's area of responsibility.

Strategic Director of Finance and Corporate Services (CAP15/214)

55. The report is requesting approval from the Cabinet Member for Environment and the Public Realm to implement the Thurland Road Safety Improvement Scheme.
56. It is noted that the total cost of the proposed scheme including fees and contingency is estimated to be £20k and funded from various S106 contributions.
57. It is also noted that any future maintenance costs arising from this investment will be funded from existing departmental revenue budgets.
58. Staffing and any other costs connected with this recommendation to be contained with existing departmental revenue budgets.

APPENDICES

| No. | Title |
|-----|---------------------------------------|
| A | Proposed Layout |
| B | Summary report on public consultation |

BACKGROUND PAPERS

| Background Papers | Held At | Contact |
|---------------------------------------|--|----------------------------|
| Transport Plan 2011 Cycle Strategy | Southwark Council Environment Public Realm Network Development 160 Tooley Street London SE1 2QH | Matt Hill 020 7525 3541 |

AUDIT TRAIL

| | | |
|---|--------------------------------|--------------------------|
| Lead Officer | Matthew Hill, Head of Highways | |
| Report Author | Richard Wells, Group Manager | |
| Version | Final | |
| Dated | 10 April 2018 | |
| Key Decision? | Yes | |
| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
| Officer Title | Comments Sought | Comments Included |
| Director of Law and Democracy | Yes | Yes |
| Strategic Director of Finance and Governance | Yes | Yes |
| Cabinet Member | Yes | Yes |
| Date final report sent to Constitutional Team | | 10 April 2018 |