

Scrutiny Sub-Committee C

Wednesday November 11 2009

7.00 pm

Town Hall, Peckham Road, London SE5 8UB

Membership

Councillor Toby Eckersley (Chair)
Councillor Anood Al-Samerai (Vice-Chair)
Councillor Susan Elan Jones
Councillor Richard Livingstone
Councillor Jane Salmon
Councillor Mackie Sheik
Councillor Robert Smeath

Reserves

Councillor Columba Blango
Councillor Robin Crookshank Hilton
Councillor Helen Jardine-Brown
Councillor Alison McGovern
Councillor Gordon Nardell

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Contact

Sally Masson on 020 7525 7224 or email: sally.masson@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Annie Shepperd

Chief Executive

Date: November 3 2009



Scrutiny Sub-Committee C

Wednesday November 11 2009
7.00 pm
Town Hall, Peckham Road, London SE5 8UB

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Date: November 3 2009



SCRUTINY SUB-COMMITTEE C

MINUTES of the Scrutiny Sub-Committee C held on Monday July 20 2009 at 7.00 pm
at Town Hall, Peckham Road, London SE5 8UB

PRESENT: Councillor Toby Eckersley (Chair)
Councillor Susan Elan Jones
Councillor Richard Livingstone
Councillor Mackie Sheik

OFFICER SUPPORT: Jo Anson, Head of Financial Governance
Norman Coombe, Legal Services
Sally Masson, Scrutiny Project Manager

1. APOLOGIES

Apologies were received from Councillors Al-Samerai, Salmon and Smeath.

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There were none.

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were none.

4. MINUTES

To approve as a correct record the minutes of the of the meeting held on June 22 2009.

**5. EXECUTIVE MEMBER INTERVIEW - COUNCILLOR LEWIS ROBINSON
- CULTURE, LEISURE AND SPORT**

- 5.1 The original questions and written answers were circulated with the previous agenda.
- 5.2 Q1 The committee asked Councillor Robinson about the planned closures and downgrading of Southwark's libraries
- 5.3 The executive member said that the budget process is ongoing at the moment and he was not currently aware of any proposals to close libraries.
- 5.4 Q2 Is it likely that work being undertaken on the Canada Water library will come in on time and on budget?
- 5.5 The contract time is for 88 weeks but not having the details in front of him the executive member couldn't be sure of the specifics. It is likely that work on the library will be completed by January and it should come in on budget as the cost had been fixed before work began.
- 5.6 Q3 The committee wanted to know more about what was happening with the disused library stock.
- 5.7 When libraries were closed, all schools had been contacted to offer books that were deemed suitable; the remainder were offered to other libraries.
- 5.8 Q4 Referring to question one (original question); Were there any plans to see how the stock might be distributed and has there been any exploration into what the issues might be around the transfer of stock?
- 5.9 The new library at Canada Water will be a key library as well as the key libraries at Peckham and Dulwich, however it is recognised that there is no strategic library in the borough. There is no plan to down grade the service. Also, in Newington there is a very good library with a particularly good reference section.
- 5.10 Q5 Will the libraries at Seven Islands and Elephant and Castle be good quality?
- 5.11 There is currently a large investment plan which is scheduling a refurbishment. There is money set aside for what will be a considerable amount of investment needed for this particular site and more will be known about what is going to take place, in the near future.
- 5.12 Q6 Are we (Members of Southwark), satisfied with Fusion? Is

Fusion the right company for us, or are there other options? Their contract has been extended to 2016. How have they worked with our leisure centres and leisure centres in other boroughs to provide good facilities?

- 5.13 Southwark is investing in a capital programme of works and we are interested in reaching a wider market. This means that there may be some strategic centre closures. Fusion's contract has been extended, however extra criteria had been added before the contract was renewed. Extra penalties have also been put in place should they fail to deliver the agreed service. Fusion understand this and Southwark have devised clearer systems to enable Fusion to more easily understand what is expected with regards to the agreed service level.
- 5.14 Q7 Does the new agreement include standards of cleanliness, customer care and so on?
- 5.15 Yes - standards of cleanliness and customer care should now be improved. It is also expected that there will be a 6 monthly user group meetings to discuss topics such as hygiene and general conditions. The group will then report back to the Council.
- 5.16 Q8 "What support is the Council proposing to provide for facilities in Peckham Rye Park?" Are community councils going to get a say in what happens?
- 5.17 Cllr Robinson said that a report was presented to the executive identifying issues around Peckham Rye and the provisional management of the site. It was thought that it was not a controversial issue and that officers would take plans forward as a matter of course. There were no more resources to channel into further facilities for the park.
- 5.18 Q9 Are you fully satisfied that there are adequate reasons for closing leisure centres, should they not come up to standards required?
- 5.19 The executive member said that it depended what the issues were that might result in the closure. Southwark are currently investing in the Dulwich centre and if Fusion take the contract on offer, this would make them liable if there were a shortfall in service provision or inadequate equipment stock. As for the review into asbestos in Council owned buildings; the Council would have to take responsibility for the clearing of any toxic substances from Council owned property if it were found. It would not be for the contractor to undertake liability.
- 5.20 With regard to the Seven Islands site, personally, the executive member felt that refurbishment was preferable. The pool is good but the building needs improving. Anything more ambitious is

possible but not viable in the present economic climate.

- 5.21 Q10 Members wanted to know more about the £6 million investment for Burgess Park. Community councils have also been asked to fund projects through the cleaner, greener, safer bid and the committee wanted to know how these strands of money were being coordinated?
- 5.22 The executive member said that six million was not a huge amount for the park but over the next few years there will be other opportunities to coordinate bids, such as money for sports provision, which hopefully could be as early as next year.
- 5.23 The Chair thanked the executive member.

6. SCRUTINY REVIEW: WHAT IS THE TRUE MEANING OF THE BUDGET AND POLICY FRAMEWORK?

- 6.1 After considering the officer report, the Chair felt that Members should concentrate on the issues of improving and clarifying the way the budget is presented to Council. The budget part of the framework was to be treated separately to the policy section. It was thought the review would conclude by the second half of the meeting in October.
- 6.2 The committee looked at section 4 of the report:
- “The Secretary of State was empowered to make regulations in respect of the allocation of responsibilities for functions between the executive and the full council and the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (“the Regulations”) require the following function to be carried out by full council:*
- the adoption or approval of the budget and any plan or strategy for the control of the local authority’s borrowing or capital expenditure.”*
- 6.3 Principal lawyer, Norman Coomb said that there have been changes to the regulations to ensure that changes to the budget framework are reserved for Council Assembly. The Council lays down the regulations for the executive to follow and the executive would need to provide good reasons for asking for the regulations to be changed.
- 6.4 It had been debated at length whether the capital programme should go to Council Assembly. The view at the time was that it might be right for the Council to control expenditure and borrowing. However, Members were not now sure that the Council should be dealing with both the capital expenditure as well as borrowing in

the future.

- 6.5 As to whether there should be two separate strategic discussions to address both borrowing and expenditure, it was felt that a long term capital plan should go to Council Assembly for approval. For example, the Elephant and Castle and Aylesbury redevelopments will have a massive impact on budget and Council Assembly should be considering borrowing and spending in this context.
- 6.7 The head of financial governance responded by saying that the budget, encompassed all budget requirements and the plans and/or strategy for the control of the local authority's borrowing and/or capital expenditure. The capital budget impacts on the capital programme which falls outside council tax and so this creates and opportunity for an indirect way of maintaining control.
- 6.8 *The head of financial governance went on to say that there needs to be an element of transparency because Members can find it difficult to take decisions, not understanding the whole picture. However, there is a balance between providing too much detail which may impede a strategic view and too little information for Members to make informed decisions.*
- 6.9 With regard to the decisions on capital spends it was felt that these decisions should be made at a more strategic level.
- 6.10 The plan submitted to Council should involve the key components of capital expenditure and the committee asked that officers come back with further advice on whether the capital programme should be taken to council assembly and how the regulations translate in practice. It may be that there are ways of improving how the regulations are applied, especially in relation to funding sources that need to be arranged on a 3 year basis.
- 6.11 It was felt that there needed to be increased transparency regarding Executive Member's responsibility. Unlike some boroughs such as Westminster, the budgets are not allocated to each individual portfolio. Southwark budgets are set to span all portfolio areas and it is not easy to unpick the spending of each portfolio.
- 6.12 Officer's said that there would be further thought on why separating out the individual spend for each portfolio couldn't be done, although officers wanted to maintain the current reporting style which has improved the way in which the budgets are viewed. In theory Officers should be able to trace spending back to each portfolio.
- 6.13 The Members of the committee felt that it was very important that the budget information was made available at the appropriate time. Some members were concerned that the timing of the sharing of information might be strategic and political.

- 6.14 Overview and Scrutiny (O&S) must be afforded the opportunity to see budgetary information. It was thought that all of the information was not being shared with Scrutiny. Currently the budget was being viewed in political groups but members felt that there should be a more open way of informing members apart from the Executive and Council Assembly meetings.
- 6.15 Members debated whether it could be a good idea to hold a separate session where Council Members, setting aside their political views, could be briefed more thoroughly on the budget. Members would have to be disciplined in not being tempted to political point scoring in this arena. This session would form an all members budget seminar. (The committee felt that this idea could form a strong recommendation to the executive).
- 6.16 Officers confirmed that it was a legal requirement for O&S to see budget information and be involved in setting the timing of when the information is seen. It was felt that officers and O&S should work together to ensure the budget is included on future scrutiny work plans.
- 6.17 Officers acknowledged that one million pounds went to 'Southwark Circle' which came out of reserves. It came under a Social Services remit but there was no Social Services budget line for this venture. It was therefore necessary to draw down funding from reserves. Officers referred the committee back to the officer report:
- 6.18 The officer report states that:
- "Once the budget has been approved, it is recognised that changing circumstances may require monies to be reallocated. The Guidance notes that the authority's financial standing orders will need to include provisions to enable the executive to reallocate monies within the budget. It also notes that they should cover situations where the executive needs to make an urgent decision which would otherwise be contrary to the budget, without full reference to the council and suggests that they are worded so as to allow the executive to take any decision which is contrary to or not wholly in accordance with the budget providing that any additional costs can be offset by additional (unforeseen) income, contingency funds (reserves and balances) or savings from elsewhere within the budgetary allocations to functions which are the responsibility of the executive. Such provisions should not allow the executive to incur additional expenditure which cannot be offset in these ways without reference to the full council."
- 6.18 Officers then referred the committee to the Councils constitution (Page 92, point 4) which considers Urgent decisions outside the budget or policy framework:

- 6.19 a) *The executive, a committee of the executive or an individual member of the executive or officers, or joint arrangements discharging executive functions may take a decision which is contrary to the council's policy framework or contrary to or not wholly in accordance with the budget approved by council assembly if the decision is a matter of urgency.*
- 6.20 *However, the decision may only be taken:*
- 6.21 i) *if it is not practical to convene a quorate meeting of the council assembly; and,*
(See also Access to Information Procedure Rule 20 where this procedure is listed as one of the urgent decisions. The clause includes a definition of this process).
- 6.22 ii) *if the chair of the overview and scrutiny committee agrees that the decision is a matter of urgency.*
- 6.23 *The reasons why it is not practical to convene a quorate meeting of council assembly and the chair of the overview and scrutiny committee's consent to the decision being taken as a matter of urgency must be noted on the record of the decision. In the absence of the chair of the overview and scrutiny committee the consent of the mayor and in the absence of both the deputy mayor will be sufficient.*
- 6.24 b) *Following the decision, the decision taker will provide a full report to the next available council assembly meeting explaining the decision, the reasons for it and why the decision was treated as a matter of urgency.*
- 6.25 The officers reiterated that according to the constitution, matters of urgency implies that it is outside the budget framework but decisions taken out of the framework need to be passed at Council Assembly if the Executive needs to endorse it.
- 6.26 It was debated as to who might be in charge of defining a decision as 'urgent.' A decision such as this might be the subject of a call in and therefore Scrutiny would need to be aware of any 'urgent decisions' in the first place.
- 6.27 Officers explained that it was not always practical to call a Council Assembly meeting for a decision defined as a matter of urgency. It could be that the leader (or mayor) and Chief Exec take the matter to the Chair of O&S who can agree the matter within 10 working days. If it is genuinely urgent, there are safeguards to be followed in the constitution but then it is all the more important to ensure that the Chair of O&S is included in the process.
- 6.28 Officers said that windfall income can be used for issues which

may need to draw on reserves and this could have been the case with the Southwark Circle project.

- 6.29 The national guidance states that it is acceptable to use reserves to fund extra expenditure and the finance director had a statutory duty to report to Members, all funding which draws on reserves.
- 6.30 The Chair wanted to have an update on a proforma which had been designed to assist with the understanding of the various budget streams. This proforma included information designed to help clarify authorisations for draw down reserves. The Chair wanted to know if this system was currently being implemented. Officers said that they would report back to the committee on what the position was.
- 6.31 It needed to be made clear that some reserves are not meant to be drawn upon at all, as this would have implications for council tax.
- 6.32 Cllr Tim McNally and Duncan Whitfield to assist the committee with what is currently in process.
- 6.33 Officers said that there was still scope to look at the amount and quality of information going to Council Assembly and whether it might be a worthwhile exercise to look at what other Councils are doing.
- 6.34 Councillors agreed that if the system were to be improved, taking into account members requirements, it would be a very welcome contribution to providing openness and transparency to what is currently a very complicated area.
- 6.35 Developing an earlier point; officers said that it should be possible to breakdown budget strands into each portfolio area, perhaps starting with a brief summery, followed by a more detailed account of budgetary movements. The information then needed to be tied together to form clear summarised pages.
- 6.36 Because the information is currently confusing Members felt that taking good practice from other boroughs in areas where Southwark had some vagueness, would be a sensible way forward.
- 6.37 It was acknowledged that Southwark wouldn't want to lose the linkage of growth items which was currently being included in the reporting system. It was agreed that Members should have the opportunity to see further funding details when they asked for it.
- 6.38 The plan submitted to Council should involve the key components of capital expenditure and the committee asked that officers come back with further advice on whether the capital programme should be taken to council assembly and how the regulations translate in

practice.

RESOLVED

1 The plan submitted to Council should involve the key components of capital expenditure and the committee asked that officers come back with further advice on whether the capital programme should be taken to council assembly and how the regulations translate in practice. It may be that there are ways of improving how the regulations are applied, especially in relation to funding sources that need to be arranged on a 3 year basis.

2 Officers to come back to committee with further thought on why separating out the individual spend for each portfolio couldn't be done or how it might be done in the future.

3 Members debated whether it could be a good idea to hold a separate session where Council Members set aside their political views and are briefed more thoroughly on the budget. Members would have to be disciplined in not being tempted to political point scoring in this arena. It would form an all members budget seminar. The committee felt that this could form a strong recommendation to the executive.

6 Officers to draft a paper for the next meeting, containing suggestions for improvements, ensuring clarity for members.

5 Cllr Tim McNally and Duncan Whitfield to assist the committee with what is currently in process for draw down reserves.

4 The Chair wanted to have an update on a proforma which had been designed to assist with understanding the various budget streams. This proforma included information designed to help clarify authorisations for draw down reserves. The Chair wanted to know if this system was currently being implemented.

CHAIR:

DATED:



SCRUTINY SUB-COMMITTEE C

MINUTES of the Scrutiny Sub-Committee C held on Tuesday October 13 2009 at 7.00 pm at Town Hall, Peckham Road, London SE5 8UB

PRESENT: Councillor Toby Eckersley (Chair)
 Councillor Anood Al-Samerai
 Councillor Susan Elan Jones
 Councillor Richard Livingstone
 Councillor Jane Salmon

OTHER MEMBERS PRESENT: Councillor Adele Morris

OFFICER SUPPORT: Duncan Whitfield, Finance Director
 Norman Coombe, Principal Lawyer
 Stephen Douglas, Head of Community Engagement
 Graeme Gordon, Head of Corporate Strategy
 Barbara Selby, Head of Transport Planning
 Qassim Kazaz, Public Realm Division Manager
 Rachael Knight, Scrutiny Project Manager

1. APOLOGIES

Apologies were received from Councillors Mackie Sheik and Robert Smeath.

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There were none.

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were none.

4. MINUTES

RESOLVED:

That approval of the July 20 2009 minutes of the scrutiny Sub-Committee C be deferred to the November 11 2009 meeting in order for paragraph 5.5 be reviewed in the interim to provide further details on the member query regarding funding for the Canada Water library, - namely how the £500,000 will be used despite the library not opening until 2010/ 11, and whether this money will be used instead for capital overrun.

5. EXECUTIVE MEMBER QUESTION TIME

- 5.1 Written answers to the questions submitted by members prior to the meeting were circulated (see Appendix A). Members were given the opportunity to briefly read these and raise supplemental questions. Key queries raised and the responses given included as follows:
- 5.2 **(1) What percentage of Southwark Council staff have completed Equalities & Diversity (E&D) Training?**
- 5.3 Members asked whether there are plans to increase the 36% of employees who have taken equality and diversity training. Cllr Morris explained that the 36% of all staff is 64% of the target group, which comprises front line staff and managers. It is predicted that by March 2010 50% of Southwark's staff (90% of the target group) will have received this training. She added that there is often an assumption that new council employees have had no related training before they start at Southwark, when in fact new staff have very often had quality E&D training at another local authority.
- 5.4 Members referred to the figure of 2810 staff who had completed the e-learning between 2005 and 2006 and asked what proportion of all staff this complement comprises. Cllr Morris commented that she understood Southwark's staff to total approximately 5,500, so that the 2810 was approximately 50%.
- 5.5 A member stated that this seems to be small proportion; that he also worked for a public sector organisation where all staff have received E&D training and that this was refreshed biannually. He asked what benchmarking had been done against other local authorities. Cllr Morris responded that the training does take time, is an ongoing process, and that it is not feasible to book 5,500 staff on a training course at the same time.
- 5.6 **(2) What work is the Council currently undertaking to promote equalities and diversity in the community?**
- 5.7 Members welcomed the promotion and celebration of St George's Day.

- 5.8 Members asked whether the council was looking at the issue of faith groups that have set up places of worship in buildings that are not always appropriate, leading to practical problems. Cllr Morris explained that a booklet produced by planning and **community engagement** officers will be launched in November. It specifically addresses Southwark's faith communities about the importance of the planning process.
- 5.9 In response to a question about what the council is doing to increase community cohesion in Bermondsey, Cllr Morris commented that the Bermondsey partnership, including representatives from the council, voluntary sector, police and local communities monitors local tensions and shares relevant intelligence with the view to alleviate problems and change attitudes.
- 5.10 **3) Are you satisfied with the nature and scope of Equalities Impact Assessments undertaken by the council before it takes major decisions?**
- No supplementals.
- 5.11 **4) Can the executive member outline her thoughts on how she thinks community councils should develop in the future, in terms of roles, responsibilities and operation?**
- 5.12 Members commented that they had not seen the draft improvement plans and asked what these looked like. Cllr Morris suggested it must be that not all chairs have yet shared the draft plans with the rest of the community council members.
- 5.13 **5) Given the relatively low level of attendance of the public at community council meetings and the high number of council officers who attend them, how can the council redress this balance to get better value for money?**
- 5.14 The chair asked whether the Executive member thought adequate opportunities were taken to promote Community Councils through 'Southwark Life'. Cllr Morris replied that in her view it is not adequate and that she would look into what had become of plans to use the newsletter to publish the meeting dates and further information.
- 5.15 Members queried how community involvement in the meetings could be deepened. Cllr Morris related that CC chairs and vice-chairs had discussed suggestions for making the meetings more engaging at a recent workshop, that there was a lot of work being done on increased involvement and that more work was now needed on publicity. Members made suggestions such as increasing the visibility of CC information on the council website, adding a footer to council letters asking residents whether they knew about their CC, and extending the relationship with local schools.
- 5.16 **(6) For Cleaner Greener Safer money, some proposals in the last round were put forward to a number of community councils for a proportion of the funds required for a project, potentially creating issues for those projects going ahead where some community councils agreed and others rejected the bid. How can we better co-ordinate processes between**

community councils around such proposals?

No supplementals.

- 5.17 **(7) In her recent interview with the Southwark News, she said that she was proud of the introduction this year of the Highways and Lighting Budget at community councils. How well has this operated in its first year?**
- 5.18 A member commented that in theory he thought that this was a good idea but that he was unhappy with how the budget allocation had been executed. He mentioned, for example, that the first 3 of 5 lighting projects listed for Peckham were not in fact located in that CC area and that there had been similar discrepancies with the Rotherhithe list. Cllr Morris agreed that the details need to be correct and invited the councillor to forward the details of the anomalies to herself and Cllr Kyriacou, whose portfolio covers this work.
- 5.19 **(9) Southwark spends about 50 percent of grant to SHRREB. Can you describe their role in Southwark? What are the strengths, weaknesses and challenges facing this organisation?**
- 5.20 Cllr Morris explained that question 8 had been removed as it was not covered by any aspect of her portfolio. She added that question 9 had been withdrawn, as the council was currently in discussions with SHRREB and that it would not be appropriate at this stage to put her views on public record.
- 5.21 **(10) For a considerable period of time you were engaged in auditing community halls in the borough. What is the current position on that?**
- 5.22 The chair asked whether any monetary efficiencies or savings were anticipated as an outcome of this exercise. Cllr Morris explained that the Executive member for Resources is leading on the review and that tenants halls come under the Executive member for Housing's portfolio. She noted however, that there has been some regularising of leases where rental values were below market rates; but that there were no plans to sell any buildings used by the voluntary sector, although a couple were being assessed due to their condition.
- 5.23 **(11) How can larger communities like the Sierra Leone and Latin American Communities benefit in future of having a community centre.**
- 5.24 Members asked whether there had been any contact to the council by these groups requesting help to identify suitable sites. Cllr Morris said that there had been a deputation from the Latin American group and that they had also been invited to further discuss the related issues with her. She emphasised that the council is not in a position to provide free or rent free premises and confirmed that there was no departure from the council's traditional policy that rent for all groups should be at the market rate.
- 5.25 **(12) What plans do you have for ensuring that youth community councils link in with the main community councils?**
- 5.26 In response to members queries, Cllr Morris stated that she does not believe at

all in segregating youth from the rest of the community, but surmised that if she were 18 again she would probably not opt to go to CC meetings.

- 5.27 **(13) Given the current state of the nation's economy and the inevitable spending restrictions to come, what work are you undertaking to prepare the voluntary sector?**
- 5.28 Regarding the "scope for mergers and consortia development" members asked whether this was simply something for voluntary sector groups to consider. Cllr Morris confirmed that the council is simply encouraging organisations to think about opportunities for sharing premises where they may have surplus space, and so reducing costs.
- 5.29 **(14) Can you give us an update on the restructure of your departments?**
- 5.30 The chair queried whether there had been any significant snags so far and whether things were on track for full implementation. Cllr Morris mentioned that there were a couple of staff vacancies that may have a temporary impact but expected that this would be resolved by the end of the year. She confirmed that full implementation was on track for January 1 2010.

6. BUDGET AND POLICY FRAMEWORK REVIEW

- 6.1 Southwark's Finance Director, Duncan Whitfield, provided a presentation on the budget framework, outlining its statutory, regulatory and local context; the format details of revenue budgets; the role of Council Assembly and scrutiny, and the use of reserves (see Appendix B). Members responded with questions and comments. Key points raised included as follows:
- 6.2 **The 10 year-old SAP system** was put in place for an organisation that was very different at the time and is difficult to adapt to urgent and precise information needs. This is influenced, for example, by the fact that the remit of some portfolio holders spans as many as five departments.
- 6.3 Considering the rapid turn around of information in the weeks leading up to the February budget, it is difficult to submit to scrutiny all the information that officers would like to share. The budget is also unlikely to be completely finalised until 10 days before the budget Council Assembly.
- 6.4 There is no requirement to take the capital programme to Council Assembly. It is understood that some local authorities do this, but this is a minority. In view of the council's 10 year capital programme, however, it may be appropriate to submit to scrutiny a revised version of the programme every three or four years, as there is more clarity on the status of disposal assets and the progress of the regeneration programme. This could also be timed to fit with the four-year political cycle.
- 6.5 The annual statement of accounts, which presents all reserve funds, balances and provisions, leaves itself open to Audit and Governance Committee scrutiny. Maybe scrutiny would like some view on these accounts as well? The 'capital

contingency' reserve with a threshold of £5 million, may be of interest for example: It provides for the Director of Finance and Executive members for resources to jointly sign off the draw down of reserves up to this value.

- 6.6 There are issues that the council is involved in from time to time that could cause reputational damage if reported more widely. These include legal and or insurance issues, for instance, and in such circumstances the Director of Finance has a level of discretion to be the sole signatory to permit the draw down of reserve funds. If this discretion were lost, he is unsure that it would strengthen any process.
- 6.7 The chair commented that the way in which budget estimates were recently presented to Council Assembly was quite confusing for members. He acknowledged that due to the difficulties with SAP, and the span of Executive portfolios across council departments, that it would not be feasible to present budget estimates according to the Executive remits by February 2010. He suggested however that the sub-committee encourage the Executive to move in that direction. He also asked whether it would be feasible to present for the February Council Assembly broad brush budgets with service estimates and non-service estimates, for example. The Director of Finance agreed to commit to attempting to achieve a departmental breakdown, but emphasised that this would be subject to early decisions on the budget and the time and technology issues.
- 6.8 The Director of Finance outlined the three budget reports that he sees as particularly key for scrutiny: 1) The scene setting report that was submitted annually to the former Regeneration and Resources scrutiny sub-committee. He suggested that this again become a standing annual submission to scrutiny and that other members be invited to attend. 2) A second major report could be submitted in late November or early December, following the government grant settlement announcements. This paper may be one that OSC would want to programme in to consider. 3) The Executive report recommending the budget to Council assembly, - the timing of which to scrutiny, however, would involve some complexity.
- 6.9 The chair referred to the regulations regarding Council Assembly's role in approving a local authority's capital programme (see para. 7, Appendix C), and members discussed their interpretation with a legal officer. The chair commented, that taken in a common sensical way, the regulations would require a broad brush capital programme to be approved by Council Assembly and suggested that OSC be invited to give further consideration to this.
- 6.10 The chair commented that the draw downs of reserves, if not properly defined, could cause a subversion of the revenue budget. He added that it was not appropriate to look at this issue in detail during the current meeting, but suggested that the Executive be encouraged to look carefully at the definition and conditions under which draw downs are permitted. He also suggested that OSC may alternatively recommend that some of these issues are considered by the Audit and Governance Committee. Members also discussed the recent reserves draw down example of the Southwark Circle funding and commented, for example, that the timing of this decision within a couple of month of the February budget, was worrying.
- 6.11 Members discussed the powers of the Director of Finance to make a sole officer

decision regarding the draw down of financial risk reserves. Members asked, for example, how such decisions would become known and/or later reported back to members. The Director of Finance confirmed that such draw downs would be clear within the statement of accounts. The legal officer also clarified that any interested party would be permitted to see any invoice related to the authority's accounts, and that such requests would not be subject to section 43 of the Freedom of Information Act.

RESOLVED:

That the following recommendations be submitted to OSC and the Executive, as appropriate:

Budget recommendation formatting

- i. That the budget presentation to Council Assembly should include a subjective breakdown of expenditure headings at high level.
- ii. In light of the impossibility at present of providing up front budgets for each executive portfolio, the Executive is invited to clarify the responsibility for monitoring financial performance under each executive portfolio.
- iii. We would encourage the Executive to move, as soon as practicable, towards including in the recommendation to Council Assembly a break down of budgetary allocations for each executive member's portfolio

Scene setting report

- iv. We invite OSC to arrange a budgetary scene setting meeting shortly after the 24 October Executive meeting, providing an opportunity for back bench members to be involved so that at that stage there is wide understanding of the budgetary process and financial situation facing the council.
- v. We invite OSC to consider the merits of an informal OSC at a later stage of the budget setting process.

Approval of the capital programme

- vi. We invite the Executive to take further advice on the construction of the following wording in the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, regarding the provision that full council carries out the "adoption or approval of the budget and any plan or strategy for the control of the local authority's borrowing or capital expenditure (*the capital plan*)" [italics added].

- vii. We invite the Executive to submit to Council Assembly at least once every four years, and as necessary in the event of a significant change in circumstances, a programme for capital expenditure.

Use of reserves

- viii. We invite the Executive to address issues around definition, build up, and in particular draw down from the Council's various reserves, and an improved system for the monitoring of such matters.
- ix. We invite the Executive to consider whether an upper limit should be put on the sole authority of the finance director to authorise draw downs from reserves.
- x. We invite the Executive to consider the merits of referring any of these matters to the Audit and Governance Committee.

That the draft wording of the above recommendations be circulated to all sub-committee members, inviting comments and amendments.

7. 20MPH ZONES AND SPEEDING

- 7.1 The chair referred to the motivation for this review topic when first suggested at OSC:

Review the effectiveness of traffic calming measures and 20mph zones in terms of reducing speeding, improving road safety and meeting accident reduction targets. Consider best practice from other areas in terms of measures to slow down traffic and to enforce speed limits.

Work alongside the Executive Member for Environment and officers with regard to helping to make the implementation of the Road Safety Plan and plans to make Southwark a 20mph borough as effective as possible.

- 7.2 Barbara Selby, Head of Transport Planning, confirmed that the Road Safety Plan (RSP) had been approved by the Executive in May and is now council policy. She added that the RSP was underpinned by an independent study that had been commissioned from MVA Consultancy, to research the effectiveness of the proposed traffic calming measures and to gauge the public response.
- 7.3 Members discussed what evidence to consider for this review. They requested information such as the independent MVA report, best practice from other areas, and results from camera trials. It was also suggested that a consultant from MVA be invited to attend the next meeting, and that the Executive member for the Environment also be invited, in order to give feedback on his recent meeting with the Southwark Police Commissioner about traffic calming enforcement.
- 7.4 The chair requested information on the effectiveness of the changes to the

Walworth Rd. The Public Realm Division manager, Qassim Kazaz, explained that following the completion of a new road calming scheme, accident data is usually collected over a three year period to ensure sufficient data. Members consequently opted to consider other 'before and after' statistics that would be included in the MVA report. The Head of Transport Planning recommended that a police policy officer be invited and offered to provide a suitable name.

RESOLVED:

1. That the sub-committee consider at its subsequent November 11 meeting evidence and information regarding the establishment and outcomes of 20MPH zones, as follows:
 - a copy of the commissioned independent study from MVA Consultancy on the effectiveness of 20MPH zones, including the public response to this method of traffic calming;
 - a report on the progress of the implementation of the suggestion on this matter approved by Council Assembly for submission under the Sustainability Communities Act;
 - an update on speed camera trials and effective working with the police.
2. That an appropriate employee from MVA Consultancy be invited to present the findings of the commissioned study, respond to related member questions, and provide information about the effectiveness of comparative traffic calming schemes elsewhere.
3. That an officer expert be requested to attend and to provide information on the range of alternative measures to speed cameras and speed cushions/ humps that are available, as well as feedback from the related resident questionnaires. (Eamon Doran was suggested.)
4. That the Executive member for Executive member for environment, Cllr Paul Kyriacou, also be invited to attend the November 11 meeting, in order to provide feedback from his recent meeting with the Southwark Police Commissioner on related matters.
5. That a police officer be invited to attend and to explain why traffic police activity has declined significantly in recent years.
6. That an enquiry be made to establish whether there is adequate provision in the scrutiny budget to cover the anticipated charges of the MVA expert witness.

The meeting finished at 10.40pm.

Councillor Morris' Written Answers

(1) What percentage of Southwark Council staff have completed Equalities & Diversity Training?

As Executive Member for Citizenship, Equalities and Communities I consider that the most important issue for Council staff is their understanding of equalities and human rights and how they apply it to their work.

To date 36% of all employees have received equality and diversity training through a range of learning and development interventions. A large percentage of these are managers, staff in front line services and new starters.

In addition the e-learning approach was used between 2005 – 2006 and covered the Race Relations Amendment Act. This was made available to all employees and 2810 people participated in this programme.

(2) What work is the Council currently undertaking to promote equalities and diversity in the community?

The Council undertakes a wide range of activities and events that aim to promote equalities and diversity and this involves working across Council departments, and through the voluntary sector. This includes:

- Activities funded through the main voluntary sector grants programme, working with our partners in the community and voluntary sector that bring our communities together.
- Working with the Active Citizens' Hub, who bring people together to learn how to understand the system and be better able to access Council and other services.
- Activities aimed at financial inclusion work that provide advice services, support with debt etc.
- Work with communities of interest groups to capacity build them, so that they are able to respond to the needs of the communities they serve in a sustainable way.
- Support for events and activities that are about celebrating identities and understanding other cultures.
- Action Research training for local communities to identify their own needs.
- Working with faith communities to help them to understand the planning agenda and requirements – working with the planning department to help them to understand diversity of faith communities and their needs.
- Facilitating people's engagement with the following funds:
 - Cleaner Greener Safer
 - Community Council Fund
 - Youth Opportunities Fund
 - Youth Capital Fund
 - Tenants' Fund
 - Joint Security Initiative
- Working with Minority Ethnic groups to increase their attendance at Community Councils.
- Community Council Funded projects such as St George's Day, intergenerational projects, inter-ability fishing, gardening and sailing.
- A programme of activities targeted at Preventing Violent Extremism (Safer Communities).

- London's Week of Peace, and faith awareness tours for 20 Safer Neighbourhood Officers which toured three mosques in the borough.
- Face To Faith on Oct 29, 2008, at St. Ethelburga's Centre for Reconciliation and Peace, London, gathered over 100 Muslim and non-Muslim residents for an evening of interfaith dialogue and intercultural music, storytelling & food.
- Commissioned South City Radio as part of supporting vulnerable young people against radicalisation which involved young Muslims talking about issues relating to religious extremism.
- Commissioned - Understanding Islam Training; for LBS staff and partners
- Area based working that targets particular communities for example working class communities in Bermondsey and Rotherhithe.
- Working in partnership with the police to train new recruits on equality and diversity. Although this is not direct work with the community it supports cohesion efforts within the communities of Southwark.
- Training teachers and school governors in equality and diversity issues to help them understand the communities of Southwark and their needs.
- Equality and diversity training for voluntary and community sector organisations, both through CAS and directly to staff and board members of individual organisations. We hope to continue this by supporting CAS to develop their capacity to take on the training role.
- The Equality and Diversity Panel (EDP), which is comprised of representatives from each of the equality strands, comments on and suggests improvements to all new equality impact assessments.

These activities are constantly under review to make sure they are effective and make a difference to our communities.

(3) Are you satisfied with the nature and scope of Equalities Impact Assessments undertaken by the council before it takes major decisions?

The main aim of carrying out equality impact assessments (EqIAs) is to improve service delivery so as to meet the needs of Southwark's diverse communities. The equalities scheme 2005-2008 set out a programme of equality impact assessments to be carried out over that three year period. Evaluation of the scheme demonstrated that 41 EqIAs had been completed, with a further 28 ongoing at the end of March 2008.

A new equalities and human rights scheme was agreed by the Council's Executive for 2008-11. Under the new scheme, EqIAs continue to be undertaken on all new and existing policies, strategies, plans, functions and services on a three yearly rolling programme. The scope of each impact assessment is to consider the impact on six areas of potential inequality: race, disability and gender (in order to comply with our statutory duties) and, in addition, age, belief or no belief and sexual orientation.

EqIAs have been undertaken by the Council since 2003. Most major impacts have already been identified and change implemented. Current EqIAs continue to deliver incremental improvements and respond pro-actively to demographic and other external changes.

(4) Can the executive member outline her thoughts on how she thinks community councils should develop in the future, in terms of roles, responsibilities and operation?

The Community Councils are a vital part of the Council's response to the principles of devolved decision making and community engagement and the new challenges of our duty to involve.

In terms of the operation of the Community Councils there is a clear commitment to maintain the distinct nature of each community council as a reflection of their local communities. The recently agreed community council protocol restates the flexibility needed and the key roles of members in making community councils meaningful in their areas.

Work has continued to identify links with the Youth Participation Framework and the need to have a working relationship with the Youth Community Councils.

Changes in the management arrangements within the Communities, Law & Governance department will provide an opportunity to better support engagement at community council level. We have recently seen the introduction of community council decision making over highways repair and street lighting in addition to the on-going CGS capital programme and the Community Council Fund revenue programme.

Roles and responsibilities are to an extent governed by the legislative framework (for example we have seen the necessary withdrawal of the licensing function from community councils) and the capacity to engage in other business. Community councils should continue to be a focal point for community consultation on matters that are relevant locally - the new protocol goes some way to making this clearer.

Each Community Council has drafted an Improvement Plan and these have been discussed at individual meetings with Chairs and Vice Chairs. Examples of improvements include better formats such as workshops; others have themed meetings; and some have a specific meeting on issues to attract younger people. Cleaner, Greener, Safer project reports were trialled in Dulwich and are being rolled out to all community councils. Additional information on agreed schemes is now provided on our website including before and after stories. A workshop for Chairs and Vice Chairs was held to discuss community leadership. These discussions identified both short and longer term opportunities for improvement and some Community Councils have introduced a Forward Plan.

The Executive recently discussed the new duty to involve and ideas for improving Community Councils that were proposed included an annual review highlighting some of the achievements; greater time for community groups who have been awarded funds from Community Council to report back to meetings; more informality and changes to venues within areas that reflect the various neighbourhoods in a Community Council area.

(5) Given the relatively low level of attendance of the public at community council meetings and the high number of council officers who attend them, how can the council redress this balance to get better value for money?

Council Officers often attend Community Councils at the request of the Chair to respond to questions raised by the Community or by members of the Community Council.

One of the key aims of the reorganisation of the Communities, Law & Governance department is to improve the support that Community Councils receive and to provide the capacity to begin to engage more people with the Community Councils both through the meetings and by widening their reach into the community beyond the meetings.

We have been working with the Community Council Chairs on forward plans and better co-ordination of agenda planning which will assist in providing the right officers at the right meetings.

Value would improve with increased attendance and this has to be addressed through community engagement channels within the Communities, Law & Governance department. Themed meetings, joint meetings and the use of community driven working groups provide greater opportunity for real public involvement.

Value is also to an extent hidden by only considering meetings - equally important is the work of both members and officers outside of meetings in addressing local issues. We are also piloting more detailed briefings for ward Councillors in two Community Council areas to improve their capacity to consider issues of local relevance and make better use of officer time.

(6) For Cleaner Greener Safer money, some proposals in the last round were put forward to a number of community councils for a proportion of the funds required for a project, potentially creating issues for those projects going ahead where some community councils agreed and others rejected the bid. How can we better co-ordinate processes between community councils around such proposals?

Over the lifetime of CGS a number of projects have arisen where contributions have been sought from all or a combination of Community Councils, for example investment in sporting facilities in parks which support a wider area. Generally officers will raise such projects at an early stage with the Chairs of Community Councils to ensure a coordinated approach. However, I believe it should remain at the discretion of the individual Community Council chairs as to whether or not they wish to use their funding in this way.

(7) In her recent interview with the Southwark News, she said that she was proud of the introduction this year of the Highways and Lighting Budget at community councils. How well has this operated in its first year?

The Highways Capital Scheme was run for the first time this year in each Community Council area. The proposal was taken to ward Councillors and the Community Councils in June/ July, feasibility was completed at the end of August/ early September for all areas and the majority of decisions have been announced in September's round of Community Council meetings as anticipated. Further decisions will be made in October.

Each Community Council followed their own process with guidance from the Chair and the appropriate officers. Suggestions were collected in a workshop format from attendees at the Community Council and also through written suggestions to the highways and lighting team. The process and how it operated in its first year will be evaluated across the eight Community Council areas to inform and improve on the process next year. Overall the scheme ran well in its first year and will, with the evaluation, lead to a further improvement in how the scheme operates next year.

The current position is as follows:

Community Council	Amount Allocated		% agreed to date		Roads receiving surface treatment	Roads receiving lighting improvements
	(£k's)		Surfacing	Lighting		
	Surfacing	Lighting	Surfacing	Lighting		
Bermondsey	100	75	100	100	1	3
Borough & Bankside	100	75	100	100	2	8
Camberwell	100	75	100	100	2	4
Dulwich	100	75	33	66	13	2
Nunhead & Peckham Rye	100	75	100	100	2	3
Peckham	100	75	0	0	0	0
Rotherhithe	100	75	100	100	2	11
Walworth	100	75	100	33	1	1
Total	800	600	79%	75%	23	32

(9) Southwark spends about 50 percent of grant to SHRREB. Can you describe their role in Southwark? What are the strengths, weaknesses and challenges facing this organisation.

(10) For a considerable period of time you were engaged in auditing community halls in the borough. What is the current position on that?

Regeneration and Neighbourhoods department has undertaken an extensive review of Voluntary & Community Sector (VCS) premises in its ownership. This covered a portfolio of 70+ assets which included:

- Properties whose use is restricted to community use through legal implements such as covenants;
- Properties which the council has historically reserved for use by the VCS which are let to a single VCS tenant;
- Properties which the council has historically reserved of use by the VCS which are divided into units let to multiple tenants;
- Properties held in the commercial estate which have been let to VCS tenants.

The starting point for the review was a thorough audit of information about the buildings concerned to establish the baseline position. This looked at occupation arrangements, landlord and tenant obligations, building condition, and compliance with legislation.

The culmination of this initial phase of work has been the production of a management strategy for VCS assets, which Executive approved in May 2009. The strategy sets a framework for the future approach to the management of the VCS estate, and is now being implemented through:

- consolidation of properties and budgets in to a single centrally managed portfolio under the management of a VCS Portfolio Manager (now in post);
- formulation of an affordable and sustainable asset investment plan for the portfolio. This will be formalised in a detailed asset management plan for VCS premises once the centralisation is fully completed and interactions with other asset-significant strategies (localities, tenants' and residents' halls, etc.) have been quantified;
- a programme to ensure that all occupiers are complying with the terms of occupation agreements, all occupations are regularised, and rent reviews, lease renewals etc are undertaken;
- reinforcing communication and information arrangements concerning the VCS estate and matters relevant to its effective management; and,
- putting in place a performance management system for the estate and its management linked back to the corporate asset .

The consolidation of properties into one portfolio means that the Property section acts as management agent and Community Engagement as the client. Property now has a VCS portfolio manager working and the Community Engagement reorganisation within the Communities, Law & Governance department will create a VCS property liaison officer to act as the client officer for this arrangement.

(11) How can larger communities like the Sierra Leone and Latin American Communities benefit in future of having a community centre.

We recognise and value the contribution made to Southwark by all our different communities. However, as illustrated above, we now have a transparent system for allocating buildings to community groups and we would welcome an approach from either of these communities if they have identified a suitable property on our property list which they're interested in renting from us. That said, in Southwark we are particularly keen to maximise both the use of the limited facilities that are available and the opportunity for groups to learn from each other through partnership working.

(12) What plans do you have for ensuring that youth community councils link in with the main community councils?

The Chairs of the Community Councils have been asked to consider how the relationship between Community Councils and Youth Community Councils will develop to give a formal voice to young people in influencing the decisions of the Community Councils. Options presented to the Chairs at their recent joint meeting by Cllr Rajan included for example:

- Community Councils to nominate a member and resident 'young person' champion to go to meetings of their respective Youth Community Councils to discuss with them for example how the Cleaner, Greener, Safer budget is spent which affects young people as well as promoting inter-generational projects.
- Members to be involved in the training of young people elected to Southwark Youth Council and the 8 Youth Community Councils in terms of Members roles and functions and how the elected young people can work with them.

Borough and Bankside Community Council has already hosted a youth themed event, which included exploring how they could best work with their respective Youth Community Council, and Bermondsey Community Council have rearranged their youth focused meeting in December to allow newly elected members of Bermondsey Youth Community Council to come and speak.

(13) Given the current state of the nation's economy and the inevitable spending restrictions to come, what work are you undertaking to prepare the voluntary sector?

There are a number of approaches being taken in partnership with the voluntary sector in the current recession. These relate not only to how the VCS organisations maximise their own potential but also ways in which local residents can access support, advice and information which will enable them, as individuals, to cope in the recession.

The voluntary sector operates consistently in a climate of scarce resources and are accustomed to dealing with spending restrictions or possible reductions year on year. The council is committed to supporting a thriving third sector whilst also ensuring value for money for Southwark residents and maximising use of our scarce resources in order to achieve the best possible outcomes. This has to be delivered within the context of the current global economic crisis and will require an understanding on the part of all partners of the need for greater co-operation and collaboration.

At a Recession workshop in Spring 2009 hosted by Community Action Southwark the council was invited to address the VCS and emphasised that VCS organisations should consider the following:

- New ways of working – reassessing their function and viability and looking at ways to produce efficiencies e.g. shared premises, shared back office costs
- That the current economic situation affects all partners and sectors
- There will be a need for greater co-operation and agreement amongst former competitors
- Scope for mergers and consortia development
- How to keep abreast of Govt funding for new initiatives and for hardship
- Taking advantage of lower operating costs, the potential for cheaper premises as more property becomes vacant, cheaper contracts as providers bid for cash flow rather than profit, cheaper commodities because of increased competition etc.
- Taking advantage of the growing volunteer environment – more unemployed and under-employed involved in volunteering and voluntary sector activity.

Working in partnership with the council there are also a number of initiatives which Community Action Southwark is taking forward. These include:

- New employment and skills forum for VCS training providers, called Southwark Skills
- An increase in the number of training events, especially fundraising, collaboration training (CAS and Blackfriars) and commissioning training for VCS groups

- CAS has obtained capacity builders resilience funding to report on strengthening local infrastructure and new forums and Southwark Voice to help coordinate the sector.
- Support to groups to apply for hardship funds
- Momentum for a VCS resource centre – consortium formed looking for appropriate buildings.
- Southwark Infrastructure Group maturing its collaboration, and the compact refresh. Priority being given to creating a sustainable VCS.

A raft of developments are also taking place within Advice & Legal Services VCS provision including:

- The establishment of the Southwark Financial Inclusion Forum which brings together key partners - advice agencies, the FSA, Credit Union and council service departments
- The development of a joint website by Southwark Legal Advice Network which provides information on local advice services in one place, and a link to national self-help resources.
- The Credit Union, Income Management and Revenues and Benefits are making information available to tenants and leaseholders about the affordable credit and banking services available.
- The Legal Advice Network and council service providers including Revenues and Benefits, Rent Income Management, One Stop Shops are collaborating, identifying what information needs to be available through the website, that it is the right information and that it ensures that avoidable contact is reduced.

The sector is fully aware, through continuous dialogue with the council and it's participation at a strategic level in a number of joint initiatives, of the impact of the recession on the VCS, the council and the community. The council will continue to work with the sector to deliver services in the context of the current economic and financial constraints.

(14) Can you give us an update on the restructure of your departments?

1. In 2008 the Chief Executive commissioned a review of the management structures for regeneration work across the Council. Among its objectives were:

- To group together services which steer and deliver the large scale regeneration of Southwark;
- To clarify the role of community engagement and how it is best located to support service delivery;
- To ensure that the review supports the corporate agenda of modernising services and ensuring value for money.

2 The review proposed that the current Social Inclusion (from Regeneration and Neighbourhoods) and Area Management (from Deputy Chief Executive) teams be relocated to work with Legal and Democratic Services (title subsequently changed to Communities, Law and Governance to more fully reflect the directorate's responsibilities) from 1st January, 2009. Followed by a second phase of changes in which:

- The Area Management and Social Inclusion teams be combined to include both borough wide and local functions;
- The policy function for diversity be transferred to the Deputy Chief Executive to link with the corporate policy role;
- Responsibility for physical works (e.g. environmental improvement schemes, private sector housing renewal), be transferred to existing complementary teams in the Environment and Housing and Regeneration and Neighbourhoods departments.

3 The review outcomes recognised that Community Engagement is integral to all service delivery and that the Community Councils had a key role in this. It recommended the establishment of a single centre of excellence to develop and take forward this work through the formation of the Community Engagement division.

4 The key drivers for the proposed changes are:

- The need to make community engagement an integral element in the Council's approach to delivering modernised services;
- To eliminate existing and potential overlaps in the provision of physical regeneration schemes and between Area Management and Social Inclusion on the development of community engagement;
- To contribute to the delivery of central government's efficiency savings requirement and to prepare for anticipated tighter budgetary controls.

5 The aim of the proposed merger and restructure is to create a Community Engagement division which is fit for purpose and which will provide advancement, training and development opportunities for its staff. This ensures that the Council's "Employer of Choice" vision is embedded within the new structure.

6. The current spread of community engagement activity across Area Management and Social Inclusion led to confusion about the functions and purpose of the two divisions across the Council, some overlap of activities and the potential for considerable duplication and a lack of focus on the Council's changing agenda, particularly the

strategic commitment to extending the role of the Community Councils, empowering the ward member and engaging local people in the decisions that affect the places where they live.

7. Staffing structures have evolved over time, often in response to the availability of external funding for specific activities and initiatives. Consequently they are currently better suited to project working rather than to delivering the key tasks identified for the new Community Engagement division. There is an over reliance on short term funding streams such as the Working Neighbourhoods Fund to provide revenue to fund established posts and services.

8. The proposed structure is based on the forecast service demands on the new division in particular the ambition for it to be a single centre of excellence in community engagement practice within the Council which supports the greater participation of people in democracy and adds value to service delivery. This means that it will be participating both in the delivery of community engagement services and in the development of capability across the authority and its partners.

9. Implementing the proposed structure will allow full year savings to be made in accordance with budgetary support requirements and required departmental efficiency savings. Undertaking the merger and restructure at this time means that the cost effectiveness of the Community Engagement division is ensured for the foreseeable future.

10. The proposed structure takes into account, as far as is possible, the impact of the Council's other major projects, such as the relocation to Tooley Street, the Shared Services' project and the Modernise programme, on the new division. It is anticipated that staff in the new Neighbourhood team, the South Bermondsey Neighbourhood Pathfinder project and others with a specific community remit will be based in one of the local hubs, and that those staff with cross Borough responsibilities will be based at Tooley Street.

11. The anticipated benefits of this reorganisation will include the following:

- A team that is focused on adding value to the Council's service delivery, supporting greater participation of local people in local democracy.
- A team of community involvement and development workers who will broaden the range of communities that the Council works with and focuses on building the capacity within groups to reduce their dependence on the Council and its support.
- A single centre of excellence within the Council that works across the Council to make community engagement an integral part of the Council's approach to delivering modernised services.
- Elimination of duplication, overlaps and confusion over roles and responsibilities.
- A dedicated team of two officers supporting two Community Councils (in addition to the clerks). An important element in their role will be to improve communication between Council and other public service teams working in each Community Council area to ensure that the services delivered meet the needs of the community.
- A single approach to regeneration and environmental improvements in the borough and access to central funding streams rather than small, localised budgets.

- A greater focus on engaging local people and businesses with the work of the Council to improve the places where they live and work.

12. These new arrangements will continue to support current activities. This support will be provided either by the Community Engagement Team or other teams elsewhere in the Council with the expertise to deliver physical regeneration projects such as those in Public Realm in the Environment & Housing Department or the Renewal teams based in Regeneration & Neighbourhoods.

13. Consultation with staff and Trade Unions commenced on 20 August 2009 and ran to the 2nd October 2009 with further consultation with staff on Phase 2 taking place until 23rd October 2009. However given the complexities staff have been consulted since April 2009 and had the opportunity to feed into the proposed functions of the new division.

14. It is anticipated that implementation will be complete by 1 January 2010.

15. In parallel with the review, work was undertaken to identify and clarify the supporting roles for community councils within Area Management and Democratic Services to strengthen both the community engagement functions and the constitutional responsibilities. This resulted in a separation of roles between the constitutional function of clerking the meetings and the community involvement function. A further consequence of this separation has been a review of the Democratic Services management arrangements for community councils which is nearing completion and will see the integration of the community council team within the constitutional team. This will provide greater resilience for the direct clerking support and a more rigorous approach to constitutional matters at community council meetings.



Scrutiny Sub-Committee – Budget Framework

Duncan Whitfield 13 October 2009

www.southwark.gov.uk

Budget framework context - statutory

Local Government Act 2000

- **political management structures**
- **executives and executive arrangements**

Duncan Whitfield 13 October 2009

www.southwark.gov.uk

Budget framework context - statutory

Local Authorities (Functions and Responsibilities) (England) Regulations 2000

- **set out council assembly and executive responsibilities relating to the budget**

Budget framework context - regulatory

New council constitutions: guidance to English Authorities (ODPM, 2002)

- **defines 'budget'**
- **describes framework for agreeing budget**
- **confirms that each council should determine details of process**

Budget framework context - local

Council's constitution sets out budget responsibilities

Council assembly

- agrees budget and determines level of local taxation
- makes decisions on control of council's borrowing requirement and treasury management strategy

Executive

- implements budget within approved resources
- approves council's capital strategy and programme

Budget framework context - local

Council's constitution defines 'budget' as:

- The budget includes the allocation of financial resources to different services and projects, proposed contingency funds including reserves and balances, the council tax base, setting the council tax and decisions relating to the control of the council's borrowing requirement, the treasury management strategy and the setting of virement limits.

Budget framework context - local

Budget and policy framework procedure rules

- Framework for executive decisions
- Process for developing the framework
- Decisions outside the budget or policy framework
- Urgent decisions outside the budget framework
- Virements
- In-year changes to policy framework
- Call-in of decisions outside the budget and policy framework

Duncan Whitfield

13 October 2009

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Budget framework context - local

Financial Standing Orders

Include sections on:

- Financial planning
- Preparation of the revenue budget
- Setting the annual budget and the council tax
- Monitoring and control of the revenue budget
- Preparation of the capital programme
- Monitoring and control of the capital programme

Duncan Whitfield

13 October 2009

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Format and detail of revenue budgets

By department:

- Build up from old year base to new year base – with analysis of inflation, commitments, efficiencies?
- Expenditure/income analysis – staffing, contract and external payments, operation and support costs, grants, other income?

Other areas under review:

- Allocation of Area Based Grant
- Medium Term Resources Strategy

By executive portfolio holder:

- IT accounting system issues?
- Identification of budgets by portfolio?

Duncan Whitfield

13 October 2009

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Scrutiny of budget proposals

Budget and policy framework procedure rules:

- Executive is responsible for publishing via forward plan timetable for budget and arrangements for consultation
- Consultation arrangements must take account of statutory deadlines (e.g. council tax setting)
- Chairs of OSC and its sub-committees must be notified
- OSC is responsible for its own work programme – should consider any responses from community councils when making its recommendations to executive
- Executive must take account of any response from OSC/its sub-committees in its report to council assembly

Housing rents and schools budgets?

Duncan Whitfield

13 October 2009

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Consideration by council assembly of budget proposals

More in-depth consideration than at budget meeting?

All members budget seminar?

- **Timing issues**
- **Need to set aside political views**

Duncan Whitfield

13 October 2009

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Role of council assembly in approving the capital programme

Current arrangements:

- **Council assembly approves treasury management strategy, including prudential borrowing arrangements**
- **Executive approves capital programme, prior to approval of budget and level of council tax by council assembly**

If council assembly to approve capital programme:

- **Timing issues to ensure revenue implications of capital programme fully addressed in budget**

Alternative option to ensure programme aligns with corporate priorities

- **Approval by council assembly of a refreshed capital programme at agreed intervals – e.g. every three years?**

Duncan Whitfield

13 October 2009

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Use of reserves

Creation of reserves

- To cover specified, significant expenditure
- Requires FD's approval via completed request form

Use of reserves

- Only for the purpose for which created
- Requires FD's approval and, for capital contingency reserve, executive member for resources' approval via completed request form
- Protocol on use of corporate reserves

Reporting on reserves

- Included in statement of accounts and in monitoring reports to executive – further detail?

Proposals?

What proposals would this sub-committee wish to recommend?

Budget and Policy Framework Review

Report of Scrutiny Sub-Committee C

November 2009



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BACKGROUND INFORMATION

1. At their meeting on 22 June 2009, members of this sub-committee considered proposals for scrutiny reviews for inclusion in their work programme for the coming year. They agreed to take as their first topic “What is the true meaning of the budget and policy framework?” and a report on the budget and policy framework was presented to members at their meeting on 20 July 2009.
2. The July report set out the requirements of the Local Government Act 2000 and associated Regulations (the Local Authorities (Functions and Responsibilities) (England) Regulations 2000) in relation to the role of council assembly and executive in setting the budget and the policy framework and also looked at government guidance on what the term ‘budget’ includes. It also addressed reallocation of monies within the budget and outside the budget framework.
3. The report then considered the format and level of detail of information presented on the annual revenue budget including reserves at Southwark and also at Westminster.
4. Members agreed to focus further attention on the budget rather than the policy framework and identified a number of areas for further consideration.
5. Issues identified for further consideration were: format and detail of revenue budgets; scrutiny of budget proposals and improved consideration by council assembly; approval of the capital programme; and use of reserves. However, before considering these areas, it may be helpful to set out the context of the budget framework from statutory, regulatory and local perspectives.

CONTEXT

Budget framework

Statutory context

6. The Local Government Act 2000 sets out provisions for political management structures for local authorities, including their executives and executive arrangements. It empowers the Secretary of State to make regulations in respect of the allocation of responsibilities for functions between the executive and the full council.
7. The subsequent associated regulations, the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (“the Regulations”) require the “adoption or approval of the budget and any plan or strategy for the control of the local authority’s borrowing or capital expenditure (the capital plan)” to be carried out by full council. The Regulations also provide that the executive has overall responsibility for preparing the draft budget for submission to the full council to

consider.

Regulatory context

8. Guidance issued by the Office of the Deputy Prime Minister (the predecessor of the Department of Communities and Local Government until May 2006) in June 2002, the *New council constitutions: guidance to English Authorities*, states that the term 'budget' is used to encompass the budget requirement (as provided for in the Local Government Finance Act 1992), all the components of the budget such as the budgetary allocations to different services and projects, proposed taxation levels and contingency funds (reserves and balances) and any plan or strategy for the control of the local authority's borrowing or capital expenditure.
9. The Guidance goes on to say that the executive should ensure that councillors outside the executive have the opportunity to put forward proposals to them for the budget and should consult overview and scrutiny committees regularly in the process of preparing the draft budget. Within this basic framework, it is up to each council to determine the details of the process.

Local context

10. Further information is set out in the paragraphs which follow, but in summary, budgetary responsibilities are reserved by the council's constitution as follows:

Council assembly

- agrees the budget and determines the level of local taxation
- makes decisions on the control of the council's borrowing requirement and the treasury management strategy

Executive

- implements the budget within the resources approved by the council
- approves the council's capital strategy and programme.

11. Responsibility for agreeing the budget and determining the level of local taxation is reserved to council assembly in line with the Regulations referred to previously by part 3A of the council's constitution which sets out council assembly's role and functions. This part also provides the following definition of the budget:

"The budget includes the allocation of financial resources to different services and projects, proposed contingency funds including reserves and balances, the council tax base, setting the council tax and decisions relating to the control of the council's borrowing requirement, the treasury management strategy and the setting of virement limits."

12. More information about the budget is contained in Part 4 of the council's constitution which sets out rules including the budget and policy framework procedure rules. These confirm that once the budget (and policy) framework has been adopted by the full council, it is the executive's responsibility to implement it within the resources approved by council, again in line with the Regulations

referred to previously.

13. Other matters covered by the budget and policy framework procedure rules include decisions outside the budget or policy framework, including urgent ones, and in-year changes to the policy framework.
14. As stated above in paragraph 13, the council's revenue budget is approved by council assembly. Council assembly is also responsible for "decisions relating to the control of the council's borrowing requirement [and] the treasury management strategy" (see definition in paragraph 13). This is in line with the Regulations which require that full council should approve 'any plan or strategy for the control of the local authority's borrowing or capital expenditure'. However, this need not include the council's capital strategy and programme, and this is currently one of the plans and strategies to be approved by the executive under part 3B of the constitution.
15. In terms of the council tax base and setting the council tax, the council's financial standing orders in part 4 of the constitution give effect to the statutory position and set out the council's timescales. Thus the council has to approve the council tax base by 31 January for the following financial year, i.e. by 31 January 2010 for 2010/11. The overall council tax, including the impact of the GLA precept, has to be set at a meeting on or before 1 March each year for the following financial year.
16. Although not explicitly mentioned in the council's constitution, housing rents and schools budgets are subject to locally determined consultation procedures. In the case of housing rents, although there is no statutory requirement to consult with tenants, the council's secure tenancy agreements with its tenants include a provision requiring such consultation "before seeking to vary the sums payable for rents and other charges". In addition to this, consultation is also undertaken with Area Forums and the Home Owners Council, before recommendations are made to the executive for its approval of changes to rents and other charges. In relation to schools budgets, consultation is undertaken through the schools' forum.
17. A matrix of current decision making responsibilities is set out in the table below:

	Council Assembly	Executive	Scrutiny	Others	Audit & Gov'nce C'ttee	Schools Forum
Council tax (incl general fund)	Y	Y				
Housing Revenue Account		Y		Y		

	Council Assembly	Executive	Scrutiny	Others	Audit & Gov'nce C'ttee	Schools Forum
(HRA)						
Capital programme		Y				
Housing Investment Programme (HIP)		Y				
Statement of accounts					Y	
Revenue monitoring		Y				
Capital monitoring		Y				
Dedicated Schools Grant (DSG)						Y

Recommendations:

The following recommendations be submitted to OSC and the Executive, as appropriate:

18. Budget recommendation formatting

- i. That the budget presentation to Council Assembly should include a subjective breakdown of expenditure headings at high level.
- ii. In light of the impossibility at present of providing up front budgets for each executive portfolio, the Executive is invited to clarify the responsibility for monitoring financial performance under each executive portfolio.
- iii. We would encourage the Executive to move, as soon as practicable, towards including in the recommendation to Council Assembly a break down of budgetary allocations to each executive member's portfolio

19. Scene setting report

- iv. We invite OSC to arrange a budgetary scene setting meeting shortly after the November Executive meeting, providing an opportunity for back bench members to be involved so that at that stage there is wide understanding of the budgetary process and financial situation facing the council.

- v. We invite OSC to consider the merits of an informal OSC at a later stage of the budget setting process.

20. Approval of the capital programme

- vi. We invite the Executive to take further advice on the construction of the following wording in the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, regarding the provision that full council carries out the “adoption or approval of the budget and any plan or strategy for the control of the local authority’s borrowing *or capital expenditure (the capital plan)*” [italics added].
- vii. We invite the Executive to submit to Council Assembly at least once every four years, and as necessary in the event of a significant change in circumstances, a programme for capital expenditure.

21. Use of reserves

- viii. We invite the Executive to address issues around definition, build up, and in particular draw down from the Council’s various reserves, and an improved system for the monitoring of such matters.
- ix. We invite the Executive to consider whether an upper limit should be put on the sole authority of the finance director to authorise draw downs from reserves.
- x. We invite the Executive to consider the merits of referring any of these matters to the Audit and Governance Committee.

Scrutiny Sub - Committee C

Councillor Toby Eckersley (Chair)
Councillor Anood Al-Samerai (Vice-Chair)
Councillor Dora Dixon-Fyle
Councillor Aubyn Graham
Councillor Richard Livingstone
Councillor Jane Salmon
Councillor Mackie Sheik

Progress Through Research

A Study into 20mph Zones in Southwark

Report for Southwark Council

April 2009



Document Control

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4	08/04/2009	Glenn Higgs	Final Internal Review
5	14/04/2009	Southwark Council	Final Report

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Executive Summary

Background

To ensure that the Council continues to deliver effective 20mph zones, as part of their Road Safety Plan review, the Council commissioned MVA Consultancy to investigate the effectiveness of the current 20mph zones and inform Southwark Council's Road Safety Plan on how to implement 20mph zones in the future.

The aim of the study was to identify the strengths and weaknesses of the existing zones and identify what makes the most effective zone in terms of collision reduction.

Methodology

The study was undertaken in three main stages: quantification of the success of the 20mph zones; examination of the zone characteristics to understand how they may have contributed to this success; and assessment of the monetary costs and non-monetary impacts of the 20mph zones.

STATS 19 collisions data was obtained from the TfL London Road Safety Unit (LRSU) for: three years pre-implementation and for up to three years post-implementation where records were available. Furthermore, analysis of traffic speed data and a questionnaire survey with residents and businesses was undertaken. A stakeholder workshop also informed this stage of the study.

Consideration was given to the type and extent of **traffic calming** measures that have been used to reduce traffic speeds within the zones as well as **land-use** mix, parking density and carriageway width.

A **First Year Rate of Return** (FYRR) analysis was undertaken to assess the cost effectiveness and collision savings for zones. A **non-monetary cost analysis** included a detailed assessment of the impacts of 20mph zones on the streetscape, environment, pedestrians and cyclists, the knock-effects on other roads, emergency services and the maintenance effects.

Results

Detailed analysis of the collisions data showed a collisions reduction for all but one zone post-implementation. The proportion of pedestrian collisions increased slightly post-implementation. This is 1% below the average for Inner London for the period 1999 to 2008. On average, serious and fatal collisions decreased post-implementation of the 20mph zones.

Data for pre and post-implementation ATC traffic surveys were obtained for two of the 20mph zones. Analysis showed that there was a 2 to 3mph decrease in traffic speed.

Results from consultation with residents, businesses and stakeholders has shown that road safety and ease of crossing the road have improved significantly, with general agreement that the 20mph zones have been successful. There is however concern regarding the level of

street clutter from traffic signs and the increase in car journey times since the 20mph zones have been implemented.

There is a wide variation in the numbers and types of traffic calming measure within the 20mph zones. Further research would be required to determine the effect of spacing between traffic calming features or the severity of vertical measures, both of which are likely to have a significant influence on traffic speeds.

There is significant variation in land-use mix within zones, which will have had an impact on the volume and type of on-street activity and vehicles that use the areas. There was a lack of correlation between land-use and collisions reduction, which is likely to be due to the influences of localised factors.

To varying degrees, other secondary contributory factors (including parking, carriageway width and traffic volume) will have had an influence on traffic speeds within the zones, but it is prohibitively difficult to quantify their individual or collective impacts due to the high number of variables involved.

The **total value of the collision reductions is £5.9m** across ten zones for which we had cost information on. This represents a 475% FYRR on the total project cost, demonstrating across the zones that overall casualty savings are good value for money.

In general, there is relatively **minimal clutter** in the 20mph zones, but the clutter and maintenance issues are more evident for the older schemes. The majority of traffic calming features are designed to a high standard, particularly the raised entries. However, there is excessive road markings and coloured surfacing at some locations.

Care has been taken in the design of the 20mph zones to facilitate the crossing needs of pedestrians and the disabled. In general, it is considered that cyclists benefit from a safer environment due to the introduction of the 20mph zones.

The impact on the response times of the **emergency services** is considered to be modest when compared to delays due to congestion and there is no evidence to suggest that traffic calming causes damage to vehicles that obey the speed limit.

Recommendations

The Council should continue to use a **variety of traffic calming measures** (but predominantly speed humps and cushions) to maximise cost effectiveness, meet the needs of different road users, attenuate traffic speeds, minimise the loss of kerbside parking and avoid the issue of driver intolerance.

Where possible, **sinusoidal humps** should be used over other round-topped humps and consideration should be given to quantifying the speed reduction benefits of informal traffic calming measures. The Government are getting closer to approving camera technology for measuring average traffic speeds and Southwark may consider it beneficial to participate in the trials currently being undertaken in London.

As officer time is often taken up responding to enquiries from the public regarding environmental impacts, the Council should consider working with the DfT/TfL to undertake research to quantify these impacts.

The Council should be commended for adopting a 'clean-sheet' approach to design. However, there is still scope to improve clutter, especially for older schemes. The schemes would benefit from establishing a 'quality audit' programme to review issues regarding clutter and maintenance.

It is important to set out at an early stage the **maintenance requirements** for 20mph zones and consideration should be given to whether 20mph zones should form a sub-set of Southwark's character areas. They could be identified as distinct elements, which would help to form a maintenance programme for 20mph zones, through which they could be reviewed periodically.

In order to restrict speeds to below 20mph across the borough the Council would need to use 20mph zones, and a combination of enforcement, selective use of traditional traffic calming and other speed reduction measures for main roads. This exercise would need to be completed through close consultation with the Metropolitan Police, and where necessary with Transport for London.

The Council should review the current monitoring programme and take a view as to whether future (routine) surveys should be supplemented by additional surveys such as traffic speed and traffic flow data. This additional data would help determine the success of the zones / traffic calming measures and ensure compliance with the speed limit.

We recommend that additional research is completed to quantify the environmental impacts of 20mph zones in terms of noise, vibration and emissions. We also recommend the Council consider undertaking further research into the speed reduction impacts of informal traffic calming measures and the suitability/feasibility of introducing average speed camera technology.

1 Introduction

1.1 Background

- 1.1.1 Southwark Council has been delivering 20mph zones for the past 10 years with the intention of reducing road speeds and road user casualty rates and, currently, 60% of the borough's roads are contained within 20mph zones. In accordance with the objectives identified in their Road Safety Plan, the Council plans to be London's first 20mph borough.
- 1.1.2 To ensure that the Council continues to deliver effective 20mph zones, as part of their Road Safety Plan review, the Council commissioned MVA Consultancy in November 2008 to investigate the effectiveness of the current 20mph zones and inform the Road Safety Plan on how to implement 20mph zones in the future. This report summarises the approach undertaken and the findings of this study.

1.2 The Study Area

- 1.2.1 Southwark contains a diverse mix of business, industry, education and residential land-uses, with a total borough area of 29.81km². Upon commencement of this study there were 19 20mph zones in operation, with a combined area of 13.7km². Within the borough, there are 30km of roads on the Transport for London Road Network (TLRN) and 9km of roads on the Strategic Route Network (SRN). The 20mph zones, TLRN and SRN are identified in **Appendix A**.

1.3 Aims and Objectives

- 1.3.1 As outlined in Southwark's project brief, to inform the Road Safety Plan review and consequently the future delivery of Southwark's 20mph zone programme the ultimate objective of the study is as follows:

"Identify the strengths and weaknesses of the existing zones and identify what makes for the most effective zone in terms of collisions reduction".

- 1.3.2 The specific aims of the study are as follows:

- carry out a quantitative and qualitative assessment of existing zones;
- investigate what makes for an effective zone;
- examine land-use and 20mph zones;
- consider perceptions of 20mph zones; and
- take regard of other areas of interest.

1.4 Study Methodology

1.4.1 As shown in **Figure 1.1** the study was undertaken in three main stages. Firstly, we undertook analyses of collisions and traffic survey data in order to quantify whether/to what extent the 20mph zones have succeeded in improving road safety. Secondly, we examined the characteristics of the zones to understand how they may have contributed to this success. Finally, we made an assessment of the monetary costs and non-monetary impacts of the 20mph zones. All three stages were informed by consultation with residents, businesses and stakeholders.

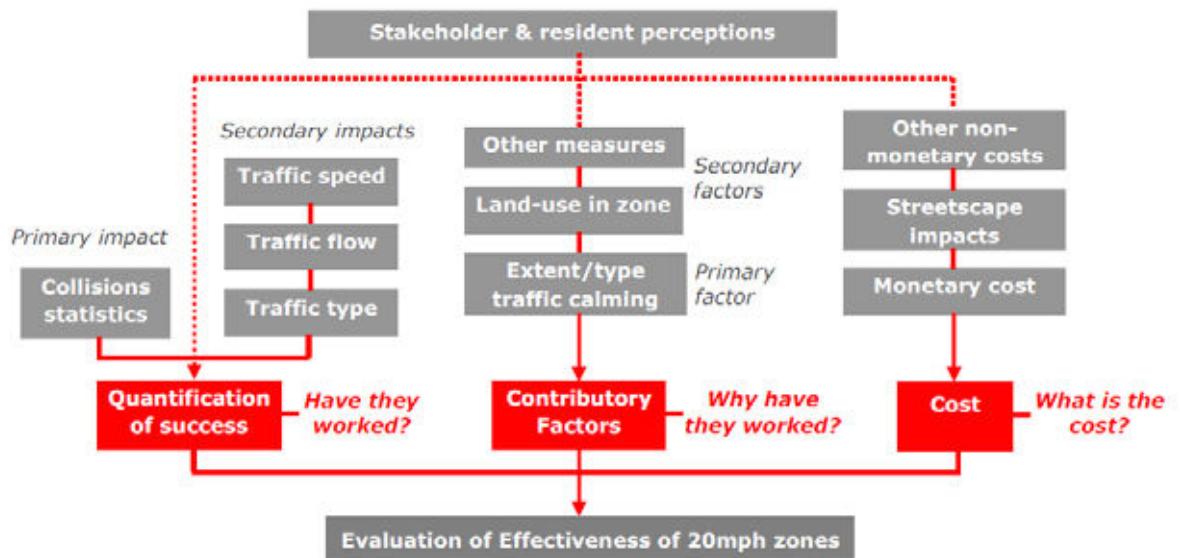


Figure 1.1 Study Methodology

1.5 Scope of the Report

1.5.1 Following this introductory chapter the report is structured as follows:

- Chapter 2 quantifies the success of the current 20mph zones in terms of: collisions data pre and post-implementation; traffic speed and flow data; and key stakeholder and public opinion.
- Chapter 3 explores the contributory factors to the success of 20mph zones, including the primary factors of traffic calming type/extent and secondary factors such as land-use mix.
- Chapter 4 considers the monetary and non-monetary costs associated with the implementation of 20mph zones in Southwark. This part of the study includes examination of scheme costs, First Year Rate of Return (FYRR) and consideration of streetscape impacts.
- Chapter 5 discusses issues regarding the future design, maintenance and monitoring of 20mph zones.
- Chapter 6 summarises the main findings of this study and makes recommendations for further research.

2 Quantification of Effectiveness

2.1 Introduction

2.1.1 An assessment of the current 20mph zones was undertaken to determine whether they have been successful in improving road safety. This part of the study involved quantitative and qualitative analysis of the following aspects:

- collisions data (pre and post-implementation);
- traffic flow and vehicle speed data (pre and post-implementation); and
- public and stakeholder perceptions of the current 20mph zones.

2.1.2 This chapter summarises the approach for and outcomes of the quantitative and qualitative analysis.

2.2 Methodology

2.2.1 STATS 19 collisions data was obtained from the **TfL London Road Safety Unit (LRSU)** for:

- three years **pre-implementation (Year 1 to 3)**; and
- for up to **three years post-implementation (Year 4 to 6)** where records were available.

2.2.2 **Table 2.1** shows the implementation dates for the 20mph zones and the collisions data that was available for each zone. As shown in Table 2.1 there are four zones for which there is no post-implementation collisions data as the schemes were implemented recently (July 2008). For three zones there is only one year's post implementation data and for two zones only two year's worth of data (i.e. Year 4 to 5).

2.2.3 The three-year post-implementation collisions data was obtained for seven zones. Implementation dates were not available for three zones and, therefore, they were excluded from this part of the study.

Table 2.1 20mph Zones Implementation Dates and Available Collisions Data

Zone Name	Implementation Date	Available Collisions Data (Years)
Bermondsey 2	July 2008	1 to 3
Camberwell West 1	July 2008	1 to 3
East Dulwich 2	July 2008	1 to 3
Livesey	July 2008	1 to 3
East Walworth	March 2007	1 to 4
Bermondsey 1	February 2007	1 to 4
Peckham North-West	January 2007	1 to 4
Harper Road	December 2005	1 to 5
Peckham West	November 2005	1 to 5

Barset	March 2005	1 to 6
East Dulwich	March 2004	1 to 6
Peckham Park	February 2004	1 to 6
Southwark Park	December 2003	1 to 6
Sydenham Hill	March 2004	1 to 6
Waverly	March 2005	1 to 6
West Walworth	November 1994	1 to 6
Newington	No date available	Not applicable
The Hamlets	No date available	Not applicable
Borough	No date available	Not applicable

2.2.4 Secondary sources of data included traffic speed and traffic flow data. However, traffic flow data was excluded from the study due to its insufficient geographic coverage. It is also worth noting that traffic speed data was only available for two of the 20mph zones, Peckham North-West and East Walworth.

2.2.5 A questionnaire was distributed to a sample of residents and businesses in Southwark in order to understand how effective they think their zone has been and if/how they would change it. The methodology and results for this survey have been summarised in a Technical Note which is contained in **Appendix B**. A half-day workshop was held with key stakeholders, which focussed on exploring the strengths and weaknesses of the current 20mph zones. A summary of the workshop discussion is shown in **Appendix C**. Relevant results and information from the questionnaire and workshop have been included in this chapter.

2.3 Pre and Post-Implementation Collisions Analysis

2.3.1 This section summarises the collisions analysis that was undertaken for the 20 mph zones, which was sub-divided into the following areas:

- collision reduction;
- pedestrian collisions;
- severity of collisions; and
- a comparison of collisions for Southwark and other Inner London boroughs.

Collision Reduction

2.3.2 **Figure 2.1** shows the total number of collisions per zone per year, where **Years 1 to 3 are pre-implementation and Years 4 to 6 are post-implementation**. Whilst it can be seen that there is an overall downward trend in the number of collisions post-implementation there is significant variation for some of the zones in the number of collisions for Years 4 to 6. This highlights the importance of, wherever possible, taking a three-year average of the post-implementation data. The analysis for all of the collisions data reported in this section is tabulated in **Appendix D**. A plot showing the collisions pre and post-implementation is contained in **Appendix E**.

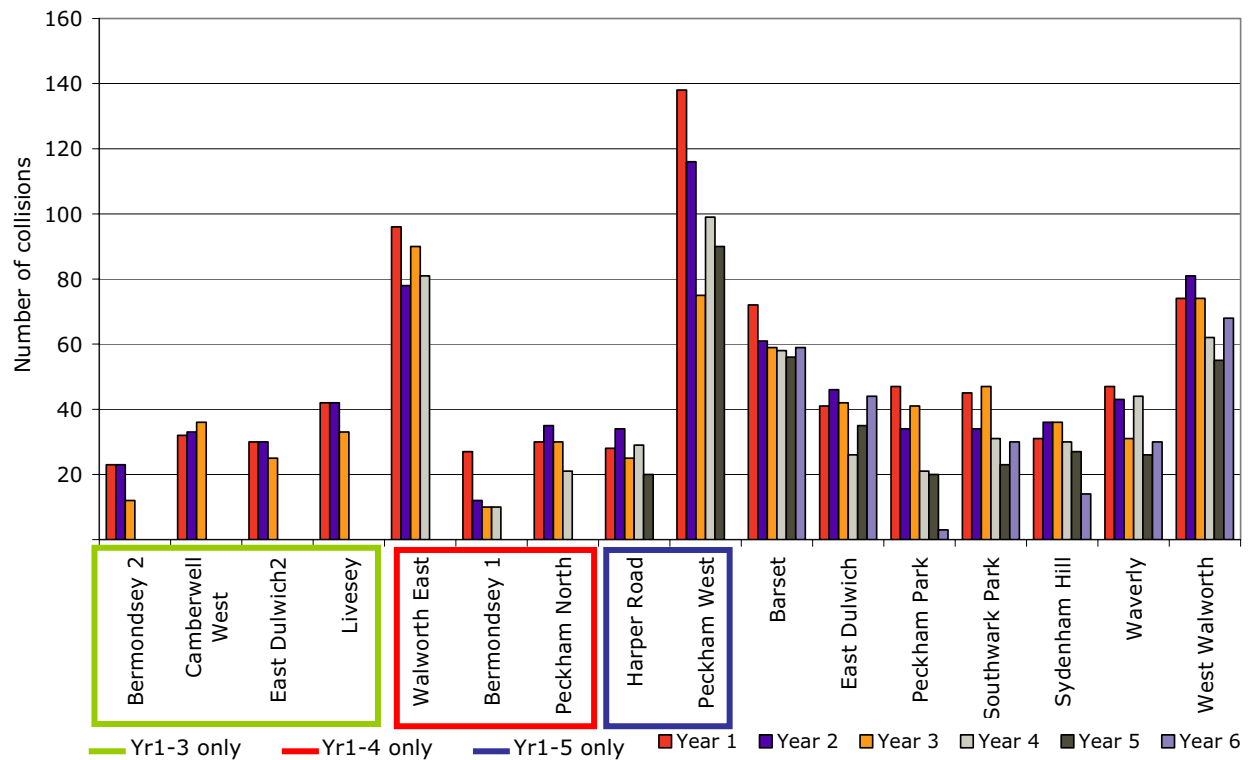


Figure 2.1 Total Collisions per Year

2.3.3 **Figure 2.2** shows that for all but one of the 20mph zones there has been reduction in collisions post-implementation. For the Bermondsey1 zone, the number of collisions remained static during the year following implementation. On average there has been a 28% decrease in collisions across the seven zones where there are three-year's post-implementation data. For ease of understanding, **Table 2.2** summarises the total number of collisions and percentage change for the seven zones for which three years post-implementation data was available.

Table 2.2 Total Number of Collisions Pre and Post-Implementation

Zone	Pre Implementation (Yr 1-3)	Post-Implementation (Yr 4-6)	% Change
Barset	192	173	-10
East Dulwich	129	105	-19
Peckham Park	122	44	-64
Southwark Park	126	84	-33
Sydenham Hill	103	71	-31
Waverly	121	100	-17
West Walworth	229	185	-19

2.3.4 A study¹ completed by the LRSU in 2003 for 20mph zones in London showed that following the introduction of 20mph zones during 1991 and 2001 the frequency of collisions reduced by 43% per year. During this period within non-20mph zones the number of collisions per year reduced by 1%.

¹ LRSU : Safety Research Report No. 2 – Review of 20mph zones in London Boroughs 2003.

2 Quantification of Effectiveness

2.3.5 Peckham Park has seen by far the largest decrease in the number of collisions (64%), whilst for the other zones with 3 year's post-implementation data there has been a reduction of between 10% and 33%. Whilst the collisions rate for Bermondsey 1 remained static, it should be noted that there were relatively few collisions in this zone to begin with (16 collisions on average for Years 1 to 3).

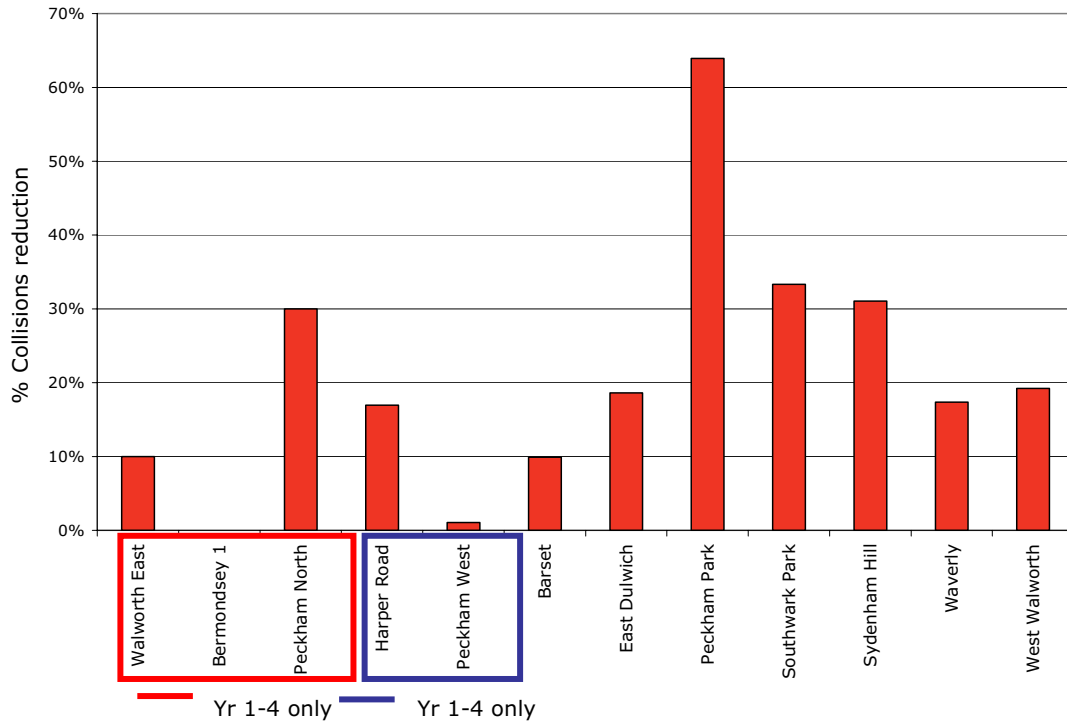


Figure 2.2 Post-Implementation – Collisions Reduction

Pedestrian Collisions

2.3.6 Across the seven zones with three year post-implementation data 27% of the collisions involved pedestrians. The total number of accidents involving pedestrians decreased from 323 pre-implementation to 314 post-implementation across the 12 zones and 230 pre-implementation to 218 post-implementation across the seven zones. However, across the seven zones, the proportion of pedestrian accidents increased by 7% post-implementation of the 20mph zones (5% for the seven zones with data for Years 1 to 6). The proportion of pedestrian collisions only decreased in one zone - Peckham West (by 1%).

Severity of Collisions

2.3.7 Slight, serious and fatal collisions represent 87%, 12% and 1% of all collisions respectively prior to implementation of the 20mph zones. There is little change in the severity of collisions post-implementation, with slight, serious and fatal representing 88%, 11% and 1% respectively.

- 2.3.8 **Figure 2.3** shows the severity of collisions post-implementation of the 20mph zones. The proportion of fatal collisions remained largely constant in each zone. The decrease in the proportion of serious collisions was matched by an increase in slight collisions.
- 2.3.9 In Peckham West and Barseet there has been a 1% increase in fatal accidents following the implementation of these zones. Serious collisions increased by 10% and 6% in Bermondsey1 and East Walworth zones respectively, however slight collisions decreased by 10% in Bermondsey 1 and 5% in East Walworth.

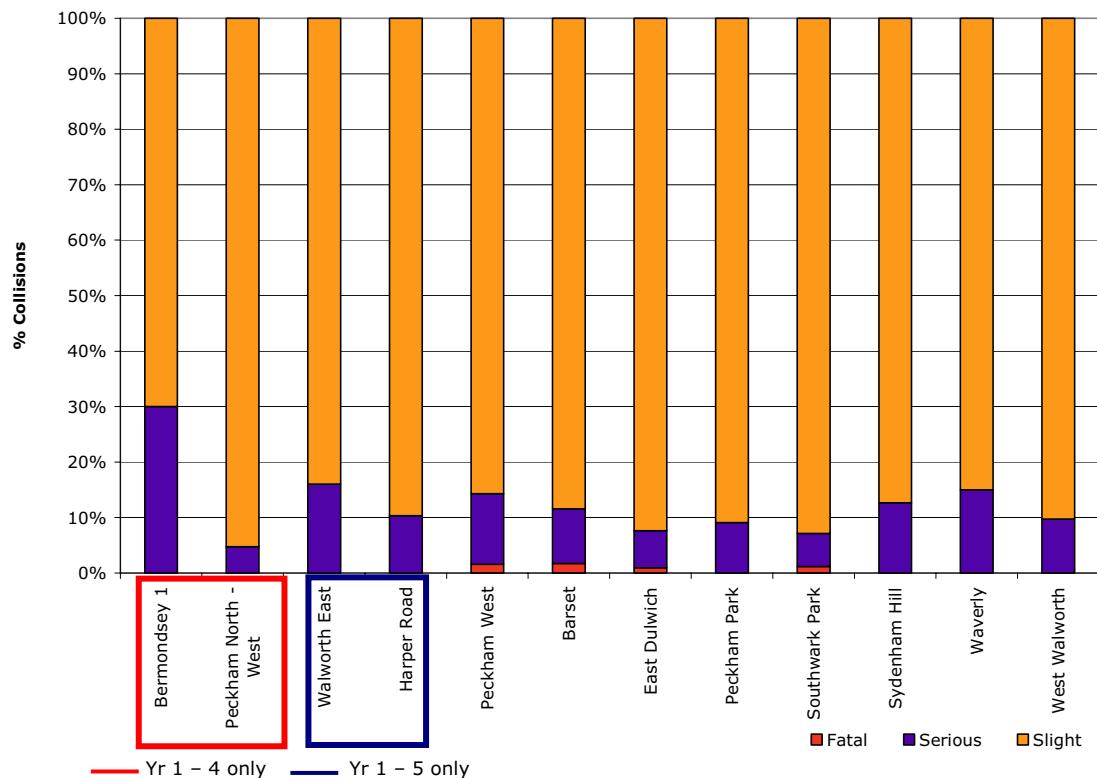


Figure 2.3 Post-Implementation – Collisions Severity

- 2.3.10 Whilst the reduction in overall collisions, pedestrian collisions and severity of collisions for 20mph zones in Southwark is a positive result, the figures need to be benchmarked against those for all Inner London boroughs. This analysis is described in the following section.

Comparison of Collisions for Southwark with other Inner London Boroughs

- 2.3.11 STATS 19 data was obtained for London boroughs from TfL's LRSU for the period 1994 to 2008. In **Figure 2.4**, we have plotted the annual collisions for Southwark together with the average for the Inner London Boroughs (not including City of London).
- 2.3.12 Between 1994 and 2008 the annual number of collisions for Southwark is between 6% and 20% higher than the average for Inner London boroughs. In terms of total collisions over this period, Southwark is 10th highest overall, behind Lambeth and Westminster.

2.3.13 However, whilst in the years leading up to 1999 the annual increase in collisions in Southwark was advancing at a greater rate than for Inner London, the trend reversed in 2000. Apart from in 2000 and 2006, there has been a sustained reduction in the annual collisions. The cumulative increase in collisions for Southwark and Inner London from 1994 to 1998 is 126 and 40 respectively, however since 1999 the cumulative decrease is 908 and 806 respectively. Therefore, from 1994 to 1999 for Southwark there was a higher than average (for Inner London) increase in the number of collisions and since 1999 a higher than average decrease. This may be in part due to the establishment of the 20mph zone programme in Southwark.

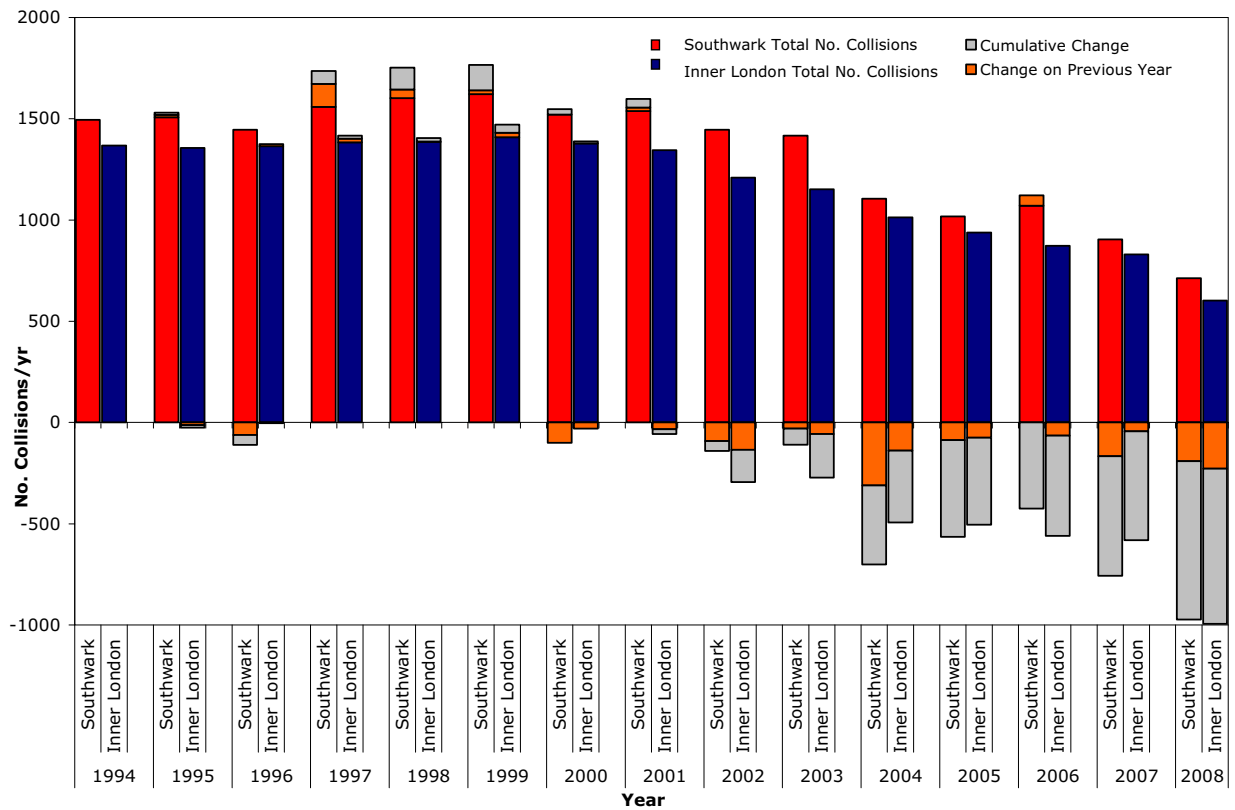


Figure 2.4 Collisions for Southwark and Average Collisions for Inner London

2.3.14 Whilst the average reduction in collisions following introduction of the 20mph zones in Southwark is 21%, the average annual reduction in collisions across Southwark from 1999 to 2008 is 8% (varying between 22% reduction and 5% increase). The average annual reduction for Inner London during this period is also 8%.

2.3.15 It would have been useful to compare the collisions rate for Southwark against those for boroughs or areas within boroughs for which 20mph zones or traffic calming measures have not been introduced. LRSU is undertaking research in this area, however results from this work are not available at present.

2.3.16 **Figure 2.5** provides a comparison between the pedestrian collisions for Inner London and Southwark. The chart shows that the proportion of pedestrian collisions in Southwark has remained between 20 and 25%, which is 3% below the average for Inner London.

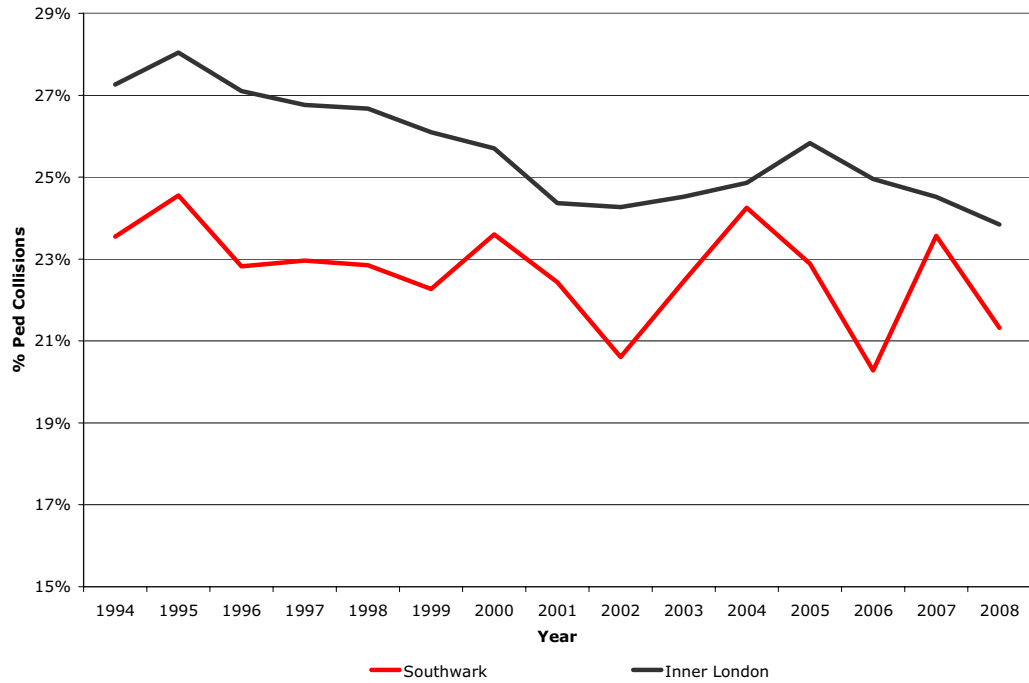


Figure 2.5 Comparison of Inner London & Southwark Pedestrian Collisions

2.3.17 **Figure 2.6** provides a comparison of collisions for Southwark and Inner London in which there was someone killed or seriously injured (KSI). The chart shows that KSI collisions make up between 11 and 16% of total accidents in Southwark, which is 1% below the average for Inner London.

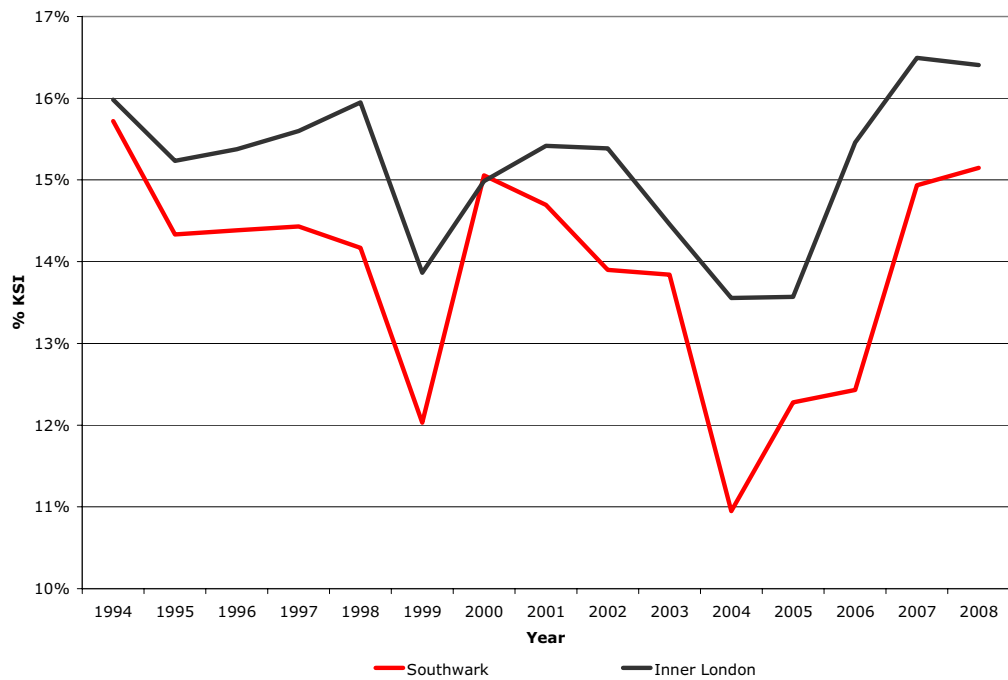


Figure 2.6 Inner London and Southwark KSI Comparison

2.4 Traffic Speed

- 2.4.1 Traffic speed data were obtained for two zones: Peckham North-West; and East Walworth. The Automatic Traffic Count data (ATC) was recorded at 30 sites in Peckham North-West in December 2006 prior to the implementation of the 20mph zone, then post-implementation in July 2007. **Table 2.2** summarises the traffic speed data for both sites.

Table 2.3 Post-Implementation Traffic Speed Data

Zone	85 th Post-Implementation Speed (mph)	Speed Change	
		Mph	%
Peckham North-West	18.3	-3	-13%
East Walworth	20.3	-2	-7%

- 2.4.2 **Table 2.2** shows there has been a decrease in the 85th percentile speed in both zones of between 2 and 3 mph since their implementation. It is likely that some of the reduction in traffic speed in the East Walworth zone may be due to the increase in traffic flow as a consequence of the displacement of vehicles that took place during the major carriageway works on Walworth Road between 2007/08.

2.5 Perceptions of 20mph Zones in Southwark

- 2.5.1 This section summarises the results of the questionnaire and workshop discussions that relate to the success of 20mph zones in Southwark.

Questionnaire Survey

- 2.5.2 The survey included a section which asked respondents to rate from 1 to 5 (1: a lot better and 5: a lot worse) what effect (if any) they felt the introduction of their 20mph zone has had. **Figure 2.7** summarises the responses to this question.

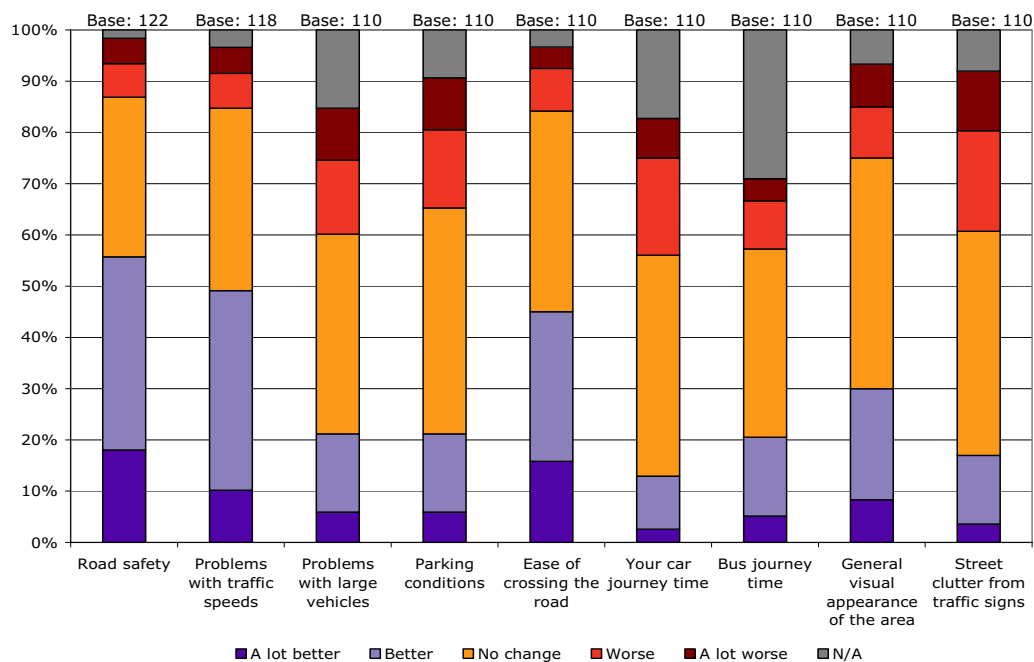


Figure 2.7 Questionnaire Survey 'Impacts of the 20mph Zones'

- 2.5.3 Overall approximately 40% of respondents feel there has been no change following the introduction of the 20mph zone, 30% feel that the situation is better, whilst 20% feel that it has made the situation worse. Figure 2.7 shows that 56% of respondents feel that road safety is better. 49% of respondents feel that problems with traffic speeds is better, whilst 45% and 30% of respondents feel that the ease of crossing the road and the general visual appearance of the area are better. In contrast, about 32% of respondents think that street clutter from traffic signs and car journey times have been made worse.
- 2.5.4 In comparison, in a survey conducted by Ealing Council for six of its 20mph zones, about 45% of residents felt that the zones have been effective in reducing speeds, 33% considered that traffic volumes have reduced and 34% felt that walking is now safer.
- 2.5.5 In a research study undertaken in 2002 for the 20mph zones within Hull, residents were asked to comment on the success of the zone within which they live. 25% of residents said that they walk or cycle more, 80% think that the zones are a good idea, 78% think that traffic speeds have reduced and 50% think it is a more pleasant place to live.
- 2.5.6 From the general comments received for the Southwark survey, it is interesting to note that some respondents said that they are unaware that they live in a 20mph zone. Respondents commented on the types of traffic calming measures used within their zones, mainly referring to their dissatisfaction at the use of road humps due to their visual impact and due to the discomfort for drivers.
- 2.5.7 A detailed summary of the questionnaire is given in **Appendix B**.

Stakeholder Workshop

- 2.5.8 A workshop was held with key stakeholders to understand their views and opinions on the effectiveness of Southwark's current 20mph zones and also on how they can be improved. A full summary and list of attendees can be found in **Appendix C**.
- 2.5.9 The general feedback from the attendees was that the 20mph zones have more than satisfied their objectives, and they feel that the results of the questionnaire are particularly reassuring as they show that residents support their introduction. The discussion largely focussed on the secondary (i.e. non-road safety) impacts that the 20mph zones have had, and also on specific design issues. These comments are included in subsequent chapters.

2.6 Summary

- 2.6.1 The analysis of the collisions data; traffic speed and flow data; questionnaire and stakeholder workshop is summarised as follows:

Collisions Data Analysis

Collisions Reductions

- Reduction in collisions post-implementation for all but one zone (for which there was no change).
- For the seven zones with 3 years post-implementation data, there has been between a 10% and 33% reduction in collisions for six zones, and 64% reduction for the seventh zone.
- Average 28% reduction across seven zones which have three years post-implementation data.

Pedestrian Collisions

- Total number of accidents involving pedestrians decreased from 323 pre-implementation to 314 post-implementation across the 12 zones and 230 pre-implementation to 218 post-implementation across the seven zones.
- Increase of 5% in proportion of pedestrian collisions post-implementation for the seven zones with three year's post-implementation data, and 7% average increase for all 12 zones.

Severity of Collisions

- Slight, serious and fatal represent 88%, 11% and 1% respectively post-implementation.

Comparison with Inner London Boroughs

- Annual collisions 6% to 20% higher in Southwark than Inner London boroughs from 1994 to 2008.
- Higher than average increase in collisions in Southwark than Inner London before 1999, but higher than average decrease since 1999.

- Average 8% annual decrease in collisions since 1999 in Southwark (varying between 5% increase and 22% decrease). Average decrease for Inner London also 8%. Note: 21% average decrease in collisions in Southwark following implementation of zones.
- Southwark pedestrian collisions average 3% below Inner London average for 1994 to 1998.
- Southwark KSI collisions 1% below Inner London average for 1994 to 2008.
- A LRSU study showed that following the introduction of 20mph zones there frequency of collisions reduced by 43% per year, while for non-20mph zones the number of collisions per year reduced by 1% between 1991 and 2001.

Traffic Speed

- Between 2 and 3mph decrease in traffic speed for the two sites analysed.

Questionnaire Survey

- 56%, 45% and 30% of respondents feel that road safety, ease of crossing the road and visual appearance have improved.
- 32% of respondents feel that street clutter from traffic signs and car journey times have worsened.

Stakeholder Workshop

- General agreement from attendees that the 20mph zones have been successful and attendees encouraged by the support of residents and business for their zones.

3 Contributory Factors

3.1 Introduction

- 3.1.1 In Chapter 2 we described how effective the 20mph zones have been in reducing collisions and traffic speeds. Therefore, in terms of satisfying the ultimate objective of achieving an improvement in road safety, we were able to quantify the success of the 20mph zone programme that has been achieved to date.
- 3.1.2 However, in order to inform the future implementation of 20mph zones in Southwark, and the ways in which existing zones may be improved it is important to try and understand the factors which have contributed to the programme's success i.e. what makes for the most effective zone. The factor of primary importance is the type and extent of traffic calming measures that have been used to reduce traffic speeds within the zones. The secondary factors that are considered within this chapter include land-use mix, parking density and carriageway width.

3.2 Primary Contributory Factors - Traffic Calming Type/Extent

- 3.2.1 GIS data was provided by Southwark Council identifying the type and location of traffic calming within the borough. The data provides details of the locations of eighteen different types of traffic calming measure, which we have grouped into the following categories:

- Speed humps;
- Speed cushions;
- Other vertical measures (including raised entries and tables);
- Horizontal measures (including chicanes and pinch-points); and
- Other traffic calming measures (including speed cameras and vehicle-activated slow/speed signs).

- 3.2.2 Speed humps and speed cushions have been categorised separately from the other types of vertical traffic calming because within Southwark they have been used in far greater numbers than other types of traffic calming measures.
- 3.2.3 As shown in **Table 3.1**, for each zone we have derived the aggregate number of traffic calming measures within each of the five categories. The table shows that there is a wide variation in the numbers and types of traffic calming measure within the 20mph zones. For example: of the traffic calming measures in the Bermondsey 1 zone only 11% are vertical measures, of which 2% are humps or cushions. Conversely, the Peckham West zone contains 84% vertical measures, 80% of which are cushions and humps.

Table 3.1 Traffic Calming Measures used in the 20mph Zones

Zone	Date	% Reduction Collisions	% Traffic Calming Measures				
			Horiz	Vert	Other	Cushions	Humps
Barset	Mar-05	10	28	9	4	53	6
Bermondsey 1	Feb-07	0	8	11	79	0	2
Bermondsey 2	Jul-08	n/a	6	11	6	59	19
Borough	-	n/a	10	23	27	34	6
Camberwell West	Jul-08	n/a	17	6	40	19	17
East Dulwich	Mar-04	19	7	6	2	75	10
East Dulwich 2	Jul-08	n/a	21	4	4	71	0
East Walworth	Mar-07	10	18	12	27	41	2
Harper Road	Dec-05	17	13	7	29	30	20
Livesey	Jul-08	n/a	12	26	53	8	2
Newington	-	n/a	11	4	33	53	0
Peckham NW	Jan-07	30	11	21	20	46	3
Peckham Park	Feb-04	64	5	1	19	25	50
Peckham West	Nov-05	1	14	4	2	64	16
Southwark Park	Dec-03	33	12	6	12	70	0
Sydenham Hill	Mar-04	31	26	2	15	14	43
The Hamlets	-	n/a	13	2	7	34	44
Waverly	Mar-05	17	23	6	6	48	16
West Walworth	Nov-94	19	15	9	4	47	26

3.2.4 As reported by the DfT², the average mean speed for 75mm flat top humps with gradients of 1:10 to 1:15 is 12.8 mph and mean crossing speeds for 75mm high round top humps are on average 14.7 mph. A further DfT study³ confirmed that whilst speed cushions can reduce and control vehicle speeds, they do not match the effect of flat or round top road humps. The overall average mean and 85th percentile speeds at the cushions monitored were 17 mph and 22 mph respectively. As speed humps provide a greater attenuation of traffic speeds than cushions it can be implied that there will be a commensurate reduction in the rate of collisions.

3.2.5 Table 3.1 shows that Peckham Park has the highest reduction in collisions and has the highest proportion of road humps (50%). Whilst Sydenham Hill (31% reduction) has 43% road humps, Southwark Park (33% reduction) and Peckham North-West (30% reduction) have 0% and 3% road humps respectively. Within the scope of this study, we have not been able to determine the spacing between traffic calming features or the severity of vertical measures, both of which are likely to have a significant influence on traffic speeds.

² DfT Traffic Advisory Leaflet 02/96 – 75mm high road humps

³ DfT Traffic Advisory Leaflet 1/98 – Speed Cushions Schemes

3 Contributory Factors

- 3.2.6 Using the information in Table 3.1, we have tried to establish whether there is a correlation between the reduction rate of collisions (as observed for up to 3 years post-implementation) and the type of traffic calming measure within each zone. It is likely that the relatively poor correlation between the type of traffic calming and incidence of collisions can be attributed to the localised variation in the height and severity of vertical features, as well as the spacing and positioning of the traffic calming measures. Other factors, including parking capacity and traffic volume are discussed in the following section.

3.3 Secondary Contributory Factors

- 3.3.1 Whilst traffic calming will have had the greatest impact on reducing speeds and therefore collisions within the 20mph zones, several other factors will have had a bearing on the level of success that has been achieved regarding road safety, including:

- land-use mix;
- parking demand;
- actual/effective carriageway width;
- vertical and horizontal sightlines;
- road signs and markings; and
- volume of traffic/type of traffic.

Land-Use Mix

- 3.3.2 The Council supplied GIS data that identified the land-use within the borough, which we categorised as follows:

- Education;
- Industrial;
- Office;
- Residential; and
- Retail.

- 3.3.3 A map showing the land-use is provided in **Appendix F. Table 3.2** provides a summary of the land use split for each of the 20mph zones which we have based on the aggregate plan area (i.e. all buildings assumed to be single-storey).

Table 3.2 Land-Use Mix within the 20mph Zones

Zone	Date	% Reduction Collisions	% Land-use				
			Edu	Ind	Office	Res	Retail
Barset	Mar-05	10	16	12	0	64	7
Bermondsey 1	Feb-07	0	13	23	2	58	4
Bermondsey 2	Jul-08	n/a	36	19	0	41	4
Borough	-	n/a	8	28	11	42	11
Camberwell West	Jul-08	n/a	33	9	1	50	8
East Dulwich	Mar-04	19	1	6	1	84	8
East Dulwich 2	Jul-08	n/a	9	1	0	88	2
East Walworth	Mar-07	10	21	4	1	65	10
Harper Road	Dec-05	17	25	15	5	47	7
Livesey	Jul-08	n/a	4	75	1	19	1
Newington	-	n/a	8	1	7	82	3
Peckham NW	Jan-07	30	21	12	1	62	3
Peckham Park	Feb-04	64	26	32	1	48	7
Peckham West	Nov-05	1	18	4	1	71	6
Southwark Park	Dec-03	33	8	10	2	78	2
Sydenham Hill	Mar-04	31	31	0	0	68	1
The Hamlets	-	n/a	12	1	0	86	1
Waverly	Mar-05	17	15	7	0	76	2
West Walworth	Nov-94	19	15	9	3	68	5

- 3.3.4 **Table 3.2** shows that there is a significant variation in the land-use across the 20mph zones within the borough. Residential, industrial and education land accounts for between 19% and 88%, between 1% and 75% and between 1% and 36% of the 20mph zones respectively. Office and retail land each constitute between 1% and 11% of 20mph zones. The majority of the zones with the highest proportion of residential land are those located in the southern half of the borough.
- 3.3.5 The type of land-use will have an impact on the volume and type of on-street activity and also on the volume and type of vehicles that use an area. For example, a 20mph zone which is made up predominately of retail land is more likely to have concentrations of high pedestrian footfall than a zone containing a high proportion of industrial land use. The latter is more likely to generate an above average volume of HGVs and a lower than average volume of public buses.
- 3.3.6 When plotting land-use against the reduction in collisions there appears to be a lack of correlation, and this is again likely to be as a result of the localised factors that affect traffic speeds and road user behaviour. To be able to undertake a more robust analysis, it would be necessary to define the before/after collisions reduction rate for the different land-use areas within each zone (e.g. within catchment areas for schools and within buffer zones of retail

properties). This would help in identifying whether particular road users (e.g. child-pedestrians) have benefited more than others from the improvements in road safety.

Parking Demand

- 3.3.7 There is a high demand for parking in Southwark, which is demonstrated by the fact that nearly 40% of the borough is covered by Controlled Parking Zones (CPZs). Almost 50% of the areas within the 20mph zones are also covered by CPZs. The density of kerbside parking is likely to have made a significant contribution to the attenuation of traffic speeds. This is because of the reduction in the effective carriageway width and also because of implied safety concerns associated with passing traffic/pedestrian activity and parked vehicles. However, depending on the formal/informal crossing provisions for pedestrians, the kerbside parking may also lead to an increase in collisions, particularly those involving child pedestrians. However, the introduction of the 20mph zones will not have had a significant impact on the parking demand, as this will have been influenced more heavily by the CPZs which have been installed over a period of 19 years.

Other Secondary Measures

- 3.3.8 To varying degrees, the other factors bulleted in paragraph 3.3.1 will have had an influence on traffic speeds within the 20mph zones. However, it has become evident that it would be difficult to quantify their impacts because of the high number of variables involved and because it would be necessary to identify when the measures were introduced and/or when any changes were made to the road layout (affecting sightlines, carriageway width etc).
- 3.3.9 Research⁴ has indicated that the speed reduction achieved with the use of 20mph signs alone is likely to be only about 1mph, therefore signs are not singularly likely to have had a significant impact on road safety and would not normally be used on their own where 85th percentile speeds are above 24mph.

⁴ Mackie A (1998). *Urban speed management methods*. TRL Report 363.

3.4 Summary

Primary Contributory Factors

- Wide variation in number and type of traffic calming measures used within zones but lack of correlation between type of measure and reduction in collisions (albeit some correlation between road humps and collisions reduction).
- Lack of correlation likely to be due to localised variation in height, severity, spacing and position of traffic calming measures.

Secondary Contributory Factors

- Significant variation in land-use mix within zones, which will have had an impact on volume and type of on-street activity and vehicles that use the areas.
- Lack of correlation between land-use and collisions reduction, again likely to be due to localised factors.
- To varying degrees, other secondary contributory factors (including parking, carriageway width and traffic volume) will have had an influence on traffic speeds within the zones, but it is prohibitively difficult to quantify their individual or collective impacts due to the high number of variables involved.

4 Monetary and Non-Monetary Costs

4.1 Introduction

4.1.1 This element of the study concerns the following monetary and non-monetary costs associated with the implementation of the 20mph zones in Southwark:

Monetary Costs

- combined scheme design, consultation and implementation costs;
- First Year Rate of Return (FYRR); and
- collisions cost saving per kilometre.

Non-Monetary Costs

- streetscape effects;
- environmental effects;
- effects on pedestrians and cyclists;
- knock-on effects on other roads;
- effects on emergency services; and
- maintenance effects.

4.2 Monetary Costs

Scheme Costs

4.2.1 The combined costs for design, consultation and implementation of the 20mph zones are shown in **Table 4.1** together with the scheme cost per km of road within the zones. Information on costs was not available for four of the 20mph zones, which included: Borough; Newington; The Hamlets; and West Walworth.

Table 4.1 Scheme Costs

20mph zone	Cost (£)	Cost/km (£)	20mph zone	Cost (£)	Cost/km (£)
Barset	175,000	17,553	Livesey	200,000	22,988
Bermondsey 1	135,000	24,311	Peckham North-West	115,000	13,749
Bermondsey 2	160,000	26,667	Peckham Park	180,000	44,335
Camberwell West 1	160,000	30,189	Peckham West	155,000	7,052
East Dulwich	150,000	26,553	Southwark Park	50,000	10,774
East Dulwich 2	160,000	13,115	Sydenham Hill	95,000	14,733
East Walworth	110,000	6,482	Waverly	175,000	11,840
Harper Road	90,000	43,145			

4 Monetary and Non-Monetary Costs

- 4.2.2 The cost of the 20mph zones ranges from £50,000 to £200,000. Comparatively, there is an even greater variation in the cost per km of road (£6,482 to £44,335). The Livesey 20mph zone was the most expensive scheme (£200,000) but the Peckham Park scheme was the most expensive to introduce per km of road (£44,335).
- 4.2.3 Whilst Peckham Park and Peckham West are similar in their overall cost, they vary significantly in the cost per km. These zones have a similar proportion of horizontal and vertical features but Peckham Park has half the number of measures, despite being a seventh of the size. So there is a higher level of treatment in Peckham Park and fewer economies of scale due to its comparatively small size.
- 4.2.4 Whilst it is useful to know the cost of schemes, it is important that the schemes are also assessed on their cost-benefit, and this aspect is discussed in the following sections.

First Year Rate of Return for 20mph Zones

- 4.2.5 **Table 4.2** shows the First Year Rate of Return (FYRR) for the ten zones for which we have cost information. This has been calculated by multiplying the reduction in collisions by the average value of prevention per collision⁵ and dividing this by the scheme cost. The values were derived from the DfT's Highway Economics Note and are: £1.4m for a fatal collision; £159k for a serious collision; and £15.9k for a slight collision. The project costs were discounted to a base year of 2002. The results are shown in more detail in **Appendix G**.
- 4.2.6 The total value of collision reductions is **£5.9m** across the ten zones for which we have cost information, which is a 475% FYRR on the total project cost, demonstrating across the zones that the overall casualty savings are good value for money.

Table 4.2. First Year Rate of Return

20mph Zone	Total First Year Value of Collisions Reduction (£)	Project cost (£)	First Year Rate of return (%)
East Walworth	189,040	99,141	191
Bermondsey 1	-91,657	121,673	-75
Harper Road	192,040	83,312	231
Peckham West	1,543,427	143,482	1076
Waverly	212,013	166,964	127
Barset	1,454,420	166,964	871
East Dulwich	-192,720	147,155	-131
Southwark Park	2,091,860	49,100	4260
Sydenham Hill	116,693	93,198	125
Peckham Park	407,737	176,586	231
Total	5,922,853	1,247,576	

⁵ Table 4a, p8, Highways Economics Note No. 1:2002

4 Monetary and Non-Monetary Costs

- 4.2.7 Where the FYRR is greater than 100% this indicates that the project costs have been recovered within the first year. All but two schemes have a FYRR greater than 100%, with Southwark Park and Peckham West being substantially more successful than the other zones in cost-benefit terms. The project costs for the Bermondsey 1 and East Dulwich zones are greater than the values associated with the reduction in collisions for the first year following implementation, therefore give a negative FYRR.
- 4.2.8 As shown in Appendix G, for the Bermondsey 1 zone the number of slight collisions has fallen from 14.7 (averaged over 3 years pre-implementation) to 7 collisions in the first year post-implementation. However, there has been an increase from 1.7 to 3.0 in the number of severe collisions. The values associated with slight and severe collisions are £159,880 and £15,850 respectively, and as such this means that there has been a net decrease in the value of collisions for this zone, despite the fact that this zone has the lowest incidence of collisions both before and after implementation.
- 4.2.9 For East Dulwich there has been a significant reduction in slight and serious collisions, but a slight increase in the rate of fatalities (0.3-1.0 fatalities). As the value that is attributed to each fatality is £1,357,240 this means that there is a negative overall value of collisions.

Collisions Cost Saving per Kilometre

- 4.2.10 To provide context to the reduction in collisions that has been achieved it is important to take in account the extent of the 20 mph zones in terms of road length. Therefore, another way of assessing the cost-benefit of the 20mph zones is to calculate the cost saving and project cost per km of road within the 20mph zones. This information has been set out in **Table 4.3** and is shown in **Figure 4.1** and **Figure 4.2**. Appendix G expands on the detail provided in Table 4.3.

Table 4.3. Collisions/km and Costs/km

Zone Name	Road length (km)	'After' Collisions /km	Collisions reduction /km	% Collisions reduction	Value/km (£)	Project cost/km (£)	FYRR (%)	FYRR/km (%)
East Walworth	17	5	1	10	11,140	5,842	191	11
Bermondsey 1	6	2	0	0	-16,506	21,911	-75	-14
Harper Road	2	10	4	30	92,061	39,939	231	111
Peckham West	22	2	0.5	17	70,223	6,528	1076	49
Waverly	15	7	1	17	14,345	11,297	127	9
Barset	10	17	2	10	145,880	16,747	871	87
East Dulwich	6	19	4	19	-16,414	26,050	-131	-23
Southwark Park	5	18	9	33	450,735	10,569	4260	918
Sydenham Hill	6	11	5	31	18,098	14,454	125	19
Peckham Park	4	11	19	64	100,428	43,494	231	57

4.2.11 As shown in Table 4.3 and Figure 4.1, Peckham Park has almost twice the collisions reduction of any other zone, but is even more successful when assessed on the collisions reduction/km. Harper Road has a collisions reduction rate of 30% but as this only represents nine collisions and there are only 2km of roads in this zone, the reduction per km is quite low.

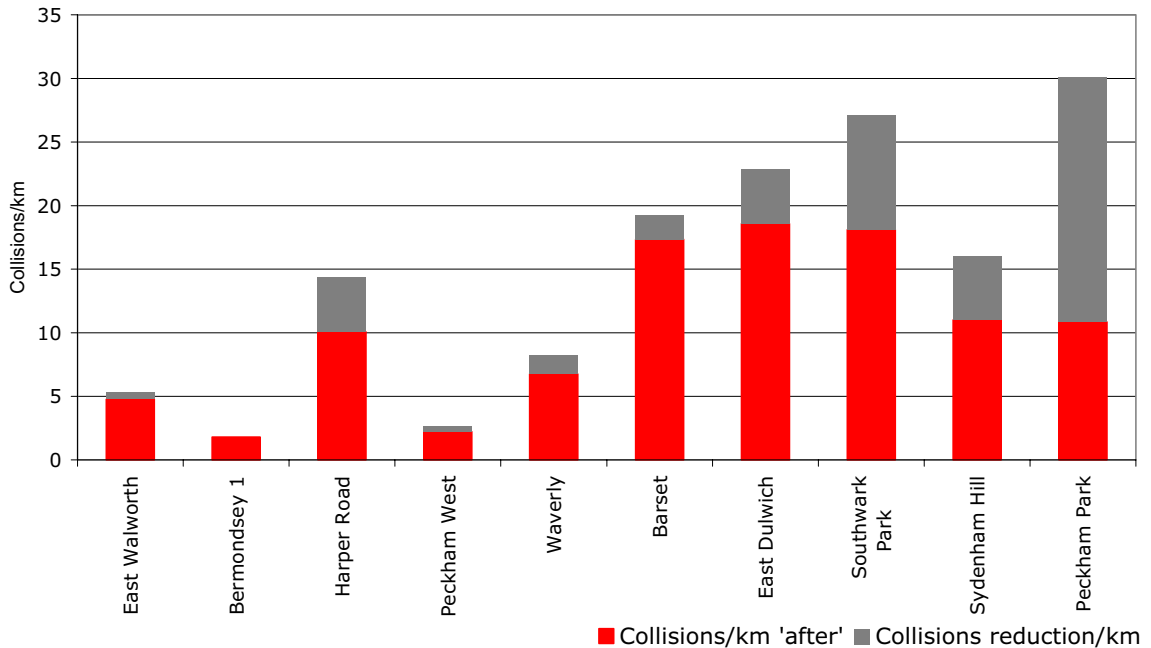


Figure 4.1 Collisions/km and Collisions Reduction/km

4.2.12 As shown in Figure 4.2, Southwark Park gives a collisions reduction value per km of over £450,000, whilst East Walworth provides a value of just over £10,000 per km. Table 4.3 shows that whilst Peckham West and Barset have the second and third highest rates of return, Peckham West has more than twice the length of roads as Barset and as such Barset has a higher rate of return per km.

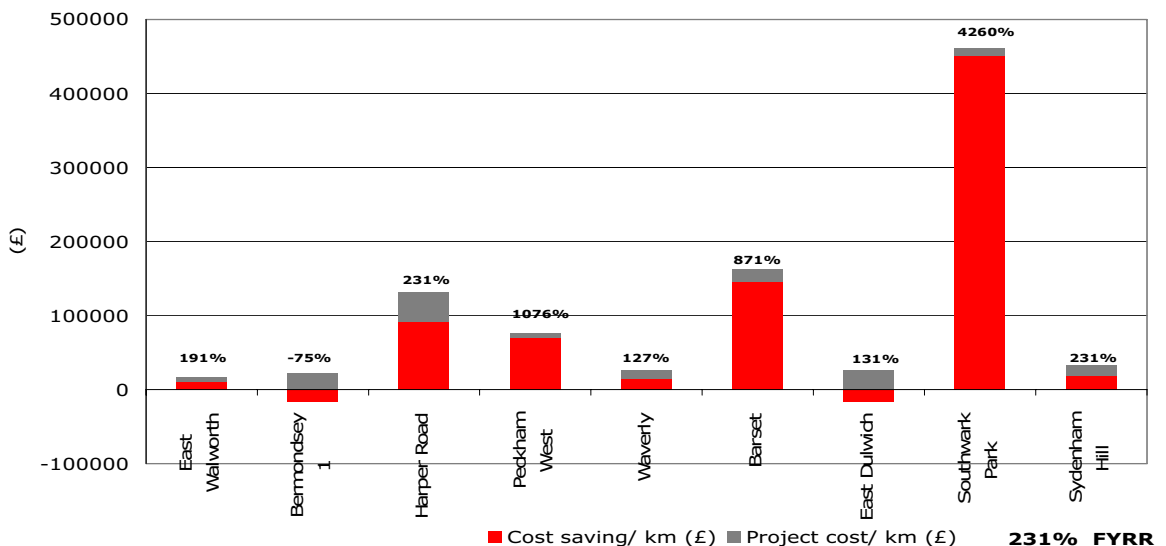


Figure 4.2 Collisions reduction value/km and Project Cost/km

Streetscape Impacts

- 4.2.13 20mph zones are often introduced in order to formalise and consolidate existing traffic calming measures, thus providing an increased awareness that drivers should modify their behaviour. Most traffic calming measures should have road markings and should be accompanied by signs. When a 20mph zone is created around existing traffic calming then the only additional signs that are required are those that indicate the entrance/exit to/from the zone.
- 4.2.14 However, when traffic calming is formalised through the creation of a 20mph zone it means that road humps and cushions do not have to be signed (and therefore the signs illuminated) or road hump (triangle) markings used. Therefore if traffic calming already exists or it is deemed necessary anyway, then there is likely to be a net decrease in signs and road markings through introducing a 20mph zone.
- 4.2.15 However, street clutter is not created just from signs and road markings, there are many forms of paraphernalia that are often introduced with traffic calming, including: bollards; tactile paving; illuminated bollards etc. all of which can have a detrimental visual impact on the streetscape. Also, depending on the location and scale of traffic calming and the quality of materials and workmanship, the measures may also detract from the surrounding streetscape.
- 4.2.16 Not only can clutter and poor design lead to a poor quality streetscape, it can also lead to driver confusion, which in some circumstances can reduce road safety.
- 4.2.17 To establish whether, in general, the current 20mph zones have had a positive or negative impact on the streetscape a sample of the zones were selected for site visits. The sample zones were East Dulwich, Peckham West and West Walworth.
- 4.2.18 Figures 4.3 to 4.9 show examples of features in the sample zones that have positive or negative impacts on the streetscape. Such features are catalogued in more detail in **Appendix H**.

East Dulwich

- 4.2.19 The East Dulwich scheme was introduced about 5 years ago and speed reduction is achieved in this zone mainly through the use of speed cushions. Many of the entrances to the zone have raised surfaces and kerb build outs have been used at junctions inside the zone to reduce the crossing distance and to denote kerbside parking areas. The area consists largely of two-storey Victorian terraced houses which are located on relatively wide streets.
- 4.2.20 Figure 4.3 shows an example of a raised entry, terminal 20mph zone signs and associated markings in East Dulwich. The entry is built using blocks, laid in an attractive herringbone pattern with a different colour block denoting the ramps. One of the 20mph signs is fixed on a lamp column to reduce clutter from sign poles and the sign does not have an accompanying bottom place-name panel.
- 4.2.21 Whilst it is common practice to have two signs at the entrance to a zone, if within 20m of a junction then it is only necessary to use one sign. Again, it is common practice but not a requirement to have a 20mph roundel at the entrance to or within a zone. The tactile paving

is well designed and not excessive. Unfortunately, given the high parking density at this location it has been necessary to use bollards to dissuade drivers from parking on the entry.

- 4.2.22 Figure 4.4 shows another entrance to the zone where coloured surfacing has been used rather than a raised entry, probably because it is more cost effective and/or because there are low pedestrian flows. The coloured surfacing covers a large area in order to emphasize to drivers that they are entering a 20mph zone. In such circumstances it is difficult to get the right balance between awareness for drivers and visual subtlety. There is a redundant sign post located to the right of the entry.



Figure 4.3 Raised entry treatment



Figure 4.4 Coloured surfacing at zone entry

Peckham West

- 4.2.23 This scheme was introduced about 4 years ago and like East Dulwich is also made up mainly of speed cushions. However, this zone is much larger than the East Dulwich scheme, has a less regular street pattern and a greater variety of traffic calming measures. The zone consists mainly of Victorian/Edwardian terraced housing but is broken up more with industrial, retail and education buildings and newer residential properties.
- 4.2.24 Figure 4.5 shows an example of a road narrowing with a raised table. As with the adjacent carriageway, the table is surfaced in tarmac and the use of bollards has been minimised, hence it blends well in with its surroundings.
- 4.2.25 Figure 4.6 is an example of 20mph roundels which have been used in Peckham Park. The roundels are larger than standard repeater markings and in this location detract from what is an attractive residential street. Consideration should be given as to whether repeater roundels are necessary. If they are then care should be taken to minimise their use and to locate them in areas where they have the most impact for drivers, but also the least negative visual impact.



Figure 4.5 Road narrowing and raised table



Figure 4.6 20 mph roundels

West Walworth

- 4.2.26 The traffic calming in West Walworth was introduced in 1994 and the zone was formalised with entry signs about 10 years later. The zone uses a combination of speed cushions, road humps and horizontal measures. As with the other two zones, the area is predominantly residential, but the housing is mainly high-density estate blocks. The streets are relatively narrow and the area has more of an urban character than the other two zones.
- 4.2.27 Figure 4.7 and Figure 4.8 are examples of pinch-points/chicanes with vehicle priority operation. Both are retro-fit measures, but the example on the left is more visually subtle and contains less clutter. These measures may have been introduced to mitigate particular issues regarding traffic speeds and road safety, but it is arguable as to whether it would be better to replace them with more aesthetically sensitive alternatives such as tables, cushions, a pedestrian refuge, or narrowings with planting/trees.



Figure 4.7 Pinch-point with priority operation

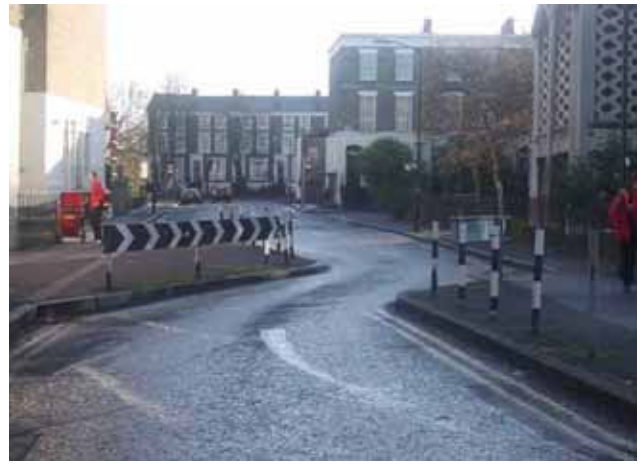


Figure 4.8 Chicane with priority operation

- 4.2.28 Figure 4.9 is an example of sign clutter at the entrance to this 20mph zone. The signs in the foreground obscure the 20mph zone sign and would benefit from being consolidated onto one sign pole/column or the 20mph sign should be located further down the street.



Figure 4.9 Sign clutter

- 4.2.29 Overall, from the site visits to all three zones it was observed that the streetscape impacts were largely non-intrusive. This was particularly evident for newer schemes, which have been designed with greater consideration to the surrounding environment. Many of the older measures would benefit from 'quality audits', particularly to identify issues with maintenance and clutter. The removal of unnecessary signage and street clutter would help to aid driver understanding.

Environmental Impacts

- 4.2.30 We are not aware of any research that has been carried out in Southwark on the noise, vibration or air quality impacts of 20mph zones, or on the effects of traffic calming in general. At the workshop it was noted that issues regarding perceived environmental impacts are often raised by residents at the consultation stage. However, very few complaints have been received following the implementation of 20mph zones, and those that have been received tend to relate to issues at specific locations which are probably attributable to poor workmanship or poor maintenance.
- 4.2.31 Research work has been undertaken on the environmental impacts of traffic calming and 20mph zones for other areas around the country and this is discussed in the following chapter.

Impacts on Pedestrians and Cyclists

- 4.2.32 When designed carefully, the implementation of 20mph zones and traffic calming measures can offer an opportunity to improve conditions for pedestrians and cyclists and thereby encourage walking and cycling. Benefits can include: quieter, safer and more legible routes; shorter, more direct, more frequent and disabled friendly crossing facilities; seating and cycle facilities (including cycle stands).
- 4.2.33 Care has been taken in the design of most of the Southwark 20mph zones to correctly align crossing facilities and to provide tactile paving. Most entrances onto busy roads are raised and at many junctions there are kerb build-outs, which reduce the crossing distances and maximises footway space. Clutter from signs and street furniture is generally kept to a minimum within the zones, maximising the effective footway width.
- 4.2.34 The Council's preferred traffic calming measure for 20mph zones is road humps, although at present there are actually more cushions than humps. Humps are considered to reduce traffic speeds more than cushions which would provide greater benefits for cyclists. While

cyclists can generally negotiate cushions more easily, manoeuvring around cushions can cause cars to swerve, potentially increasing the risk of danger for cyclists. Pinch-points and chicanes can compromise the safety of cyclists, but are used in moderation in the Southwark 20mph zones. Occasionally they are designed with cycle-bypasses, but unless well maintained they can fill with debris which may result in ponding and other hazards for cyclists.

Knock-on Impacts on other Roads

- 4.2.35 Within the scope of our study, we have not been able to take account of the degree to which the traffic volume has changed on the roads surrounding the 20mph zones. However, anecdotal information suggests that there has been a negligible impact in terms of traffic displacement. The adjacent roads are mostly busy distributor roads or strategic routes, which suffer from congestion anyway. It is more likely that traffic which previously took rat-runs through the pre-20mph zone streets is now more widely dispersed within the zones, rather than using adjacent routes.
- 4.2.36 A study⁶ completed by the LRSU in 2003 for 20mph zones in London concluded that concerns that accidents may be migrating away from 20mph zones into the surrounding areas appear to be unfounded.

Impact of Emergency Services

- 4.2.37 It is recognized that traffic-calmed roads can impact on the response times of emergency vehicles, however there have only been limited trials conducted in the UK to fully realise this impact. It is believed that this impact is modest compared with the severe delays incurred on non-traffic-calmed roads due to traffic congestion⁷.
- 4.2.38 There is evidence⁸ that certain traffic calming features cause damage to low clearance emergency vehicles when travelling at speeds above 20mph, however it is difficult to determine the exact number of vehicle hours lost or total cost implications of this damage. Following trials and extensive testing of road humps⁹, the DfT found no evidence that there was damage caused by road humps and cushions to any of the vehicles tested (car, ambulance, London taxi, single deck bus and mini-bus) provided the humps conform to the Highways (Road Hump) regulations.
- 4.2.39 Southwark use a variety of traffic calming methods within their 20mph zones. For routes which are trafficked by bus services or are identified as blue light corridors then speed cushions are the preferred method of speed reduction.

Maintenance

- 4.2.40 Traffic calming measures require a relatively high degree of maintenance to ensure that they continue to comply with design regulations, do not unduly discomfort drivers and are clearly visible to all road users.

⁶ LRSU: Safety Research Report No. 2 – Review of 20mph Zones in London Boroughs 2003

⁷ GLA Scrutiny of Speed Humps – Response from the London Health Observatory, LHO, 2004

⁸ GLA Scrutiny of Speed Humps – Response from Metropolitan Police Service

⁹ Traffic Calming (Road Humps), DfT, 2007

- 4.2.41 Southwark Council does not have a maintenance programme in place specifically for 20mph zones but routinely maintains the road network on a periodic basis. It is evident from site visits that there has been little or no maintenance for some of the zones since implementation (or for the traffic calming measures that pre-date the zones). The issues that exist are generally related less to road safety but more about pedestrian/driver discomfort and visual detracting. Our observations highlighted: degradation of surface materials and road markings, damaged and/or redundant signage and guard railing.

4.3 Summary

Monetary Costs

Scheme Costs

- The total cost of introducing the ten zones for which we have cost data is £1.2m.
- Scheme costs vary between £50,000 and £200,000. Comparatively, there is a greater variation in the cost per km (£6,482 - £44,335).
- The Livesey scheme is the most expensive (£200,000) but Peckham Park is the most costly per km (£44,335), mainly due to the high level of treatment of traffic calming and because of the lower economies of scale (attributed to its small size).

First Year Rate of Return

- The total value of collision reductions is £5.9m across the ten zones, demonstrating that the schemes are good value for money.
- Eight out of the ten zones have a FYRR greater than 100% meaning that they have recovered their project costs within the first year.
- Three of the schemes have a significantly high FYRR (871%, 1076% and 4260%).
- Bermondsey 1 has a negative FYRR as the number of severe collisions has increased slightly (from 1.7 to 3.0). East Dulwich has a negative FYRR as the rate of fatalities increased slightly from 0.3 to 1.0. However, it should be noted that there is only one year's post-implementation data.

Collisions Cost Saving per km

- The total collision savings per km is £870k.
- Peckham Park has almost twice the collisions reduction rate of any other zone, but is even more successful when assessed in terms of collisions per km.
- Southwark Park has the highest FYRR (four times more than the next highest FYRR) but as it is a relatively small zone, the FYRR per km is nine times higher than the next highest zone.

Non-monetary Costs

Streetscape Impacts

- In general, there is relatively minimal clutter in the 20mph zones, but the clutter and maintenance issues are more evident for the older schemes.
- Raised entries used on majority of main road junctions. Entries are well constructed using good quality materials.
- Excessive use of roundels and coloured surfacing at some locations.
- Traffic calming measures generally designed in sympathy with their surroundings, but there is scope for improvement for some of the older horizontal measures.
- Some street clutter, mainly redundant signs and sign poles.

Environmental Impacts

- No research exists for Southwark on environmental impacts of 20mph zones or traffic calming.
- Perceived impacts raised by residents at consultant stage, but few complaints received post-implementation.

Impacts on Pedestrians and Cyclists

- Care has been taken in the design of the 20mph zones/traffic calming to facilitate the crossing needs of pedestrians and the disabled.
- Effective footway width maximised through minimising clutter.
- The Council generally prefer humps as they are easier for cyclists to negotiate and unlike cushions reduce the potential for vehicles to swerve when passing cyclists.
- 20mph zones considered a better environment in general due to the reduction in vehicle speed.

Knock-on Impacts on other Roads

- Anecdotal information suggests negligible impact in terms of traffic displacement.
- Likely that previous rat-running traffic more widely dispersed within the zones rather than using adjacent routes.

Impacts on Emergency Services

- Impacts on response times considered to be modest compared to delays due to congestion.
- Evidence to suggest that traffic calming can cause danger to vehicles but only above 20mph.
- DfT research suggests that no evidence of vehicle damage if humps conform to regulations.
- Southwark uses a variety of traffic calming measures, including cushions on busier roads where there is a high proportion of large and/or public service vehicles.

Maintenance Impacts

- No maintenance plan in place specifically for 20mph zones. The 20mph zones would benefit from the introduction of a 'quality audit' programme.
- Evidence that little or no maintenance for some zones since implementation.
- Maintenance issues related more to pedestrian/driver discomfort and visual detraction rather than road safety.
- Observations highlighted degradation of surface materials and road markings and/or damaged signs and guard railing.

5 Roll-Out of 20mph Zones

5.1 Introduction

- 5.1.1 In this chapter, based on the analysis, observations and background research that we have documented in earlier chapters we have made recommendations on the aspects of design, maintenance and monitoring of 20mph zones that the Council should focus on in the future.

5.2 Design Considerations

Traffic Calming

- 5.2.1 Our research has shown that there is a reasonable correlation between the number of road humps and the reduction in collisions. Other research¹⁰ has more conclusively shown that vertical measures provided an average speed reduction of 8.4mph, giving a reduction in accidents of 44%. The research also showed that horizontal measures give between a 7% and 8% reduction in collisions for every 1mph speed reduction. Therefore, both measures are proven to provide a significant reduction in speed and an implied commensurate improvement in road safety.
- 5.2.2 The Council's default traffic calming measure in 20mph zones is full width road humps, which when designed properly achieve the necessary speed reduction and do not create undue discomfort for motorised vehicles or cyclists. This is the most cost effective measure that can be used in large numbers within a 20mph zone. Sinusoidal humps can be difficult to implement in accordance with design details but they minimise discomfort more than standard humps and are more likely to even out the acceleration/deceleration that is often created by using standard humps.
- 5.2.3 Using humps and cushions as the primary means of traffic calming minimises the impact on parking capacity, as horizontal measures generally result in a loss in kerbside parking space.
- 5.2.4 In introducing 20mph zones there is a requirement to install 'formal' traffic calming measures every 50m, therefore there is no scope to use 'informal' (or psychological) traffic calming (e.g. staggered parking layouts). However, if such measures were proven to consistently reduce speeds elsewhere in Southwark (or in a similar setting) then there may be a case for approaching the DfT to introduce these measures within a 20mph zone for a trial period.
- 5.2.5 However, the Council may wish to concentrate their efforts on participating in the trials of technology currently taking place in London for average speed cameras. A new camera system has recently successfully completed the testing phase necessary for Government approval. Using such a system is likely to negate the requirement to use traffic calming measures.

¹⁰ Cutting our speed: what really works? Research Intelligence: November 94

- 5.2.6 The Council should continue to give due consideration to the needs of pedestrians and cyclists when designing 20mph zones and traffic calming measures, notably: more legible shorter and direct routes; seating; and cycle facilities.
- 5.2.7 Southwark uses a variety of traffic calming measures which are selected according to the type and volume of vehicles that use the roads. Cushions or other horizontal traffic calming measures should be used on roads served by public buses and/or on major response routes for the fire and ambulance services. Vehicles used by the police are usually narrower (i.e. cars) and don't carry public passengers and as such there is minimal advantage in using cushions over humps.
- 5.2.8 The DfT set out a code of practice for dealing with the emergency services when installing traffic calming. They advised that a strategic route system should be agreed when determining the types and combinations of traffic calming measures. Hull City Council has managed to implement the largest length of traffic-calmed roads in the country without any significant problems for emergency services, which was mainly achieved through early consultation.
- 5.2.9 From the workshop discussions it was apparent that Southwark Council currently employ a holistic approach to the design of 20mph zones; involving residents; cyclist and pedestrian lobby groups; and the emergency services at an early stage in the design process, thus increasing the likelihood of success. Southwark created stakeholder 'forums', which came together to help inform the development of 20mph zones. There is less enthusiasm now for these groups, partly due to the difficulties in engaging with the emergency services. However, the idea of forums should be revisited to help inform the design of future zones.
- 5.2.10 Using a variety of traffic calming methods also helps to avoid the increasingly common issue of driver intolerance. As Southwark moves closer towards being a 20mph borough greater care will need to be taken to ensure this is mitigated at the design stage. However, it is unlikely that as more zones are introduced that additional repeater signs and road markings will be needed to reinforce the message that drivers still need to adhere to the 20mph limits - as the traffic calming will continue to ensure speeds are attenuated.
- 5.2.11 One of the other types of traffic calming used within Southwark are vehicle-activated slow/speed signs. However, there are concerns over their reliability and the degree to which compliance deteriorates over time for static sites. Mobile signs may be more useful; however the cost-benefit for this measure may be marginal.

Design Recommendations from Public Consultation

- 5.2.12 A part of the residents and business survey, respondents were asked: if they could improve the design of their 20mph zone, what would they like more of, less of or no change in for the following measures:

- 20mph signs and road markings;
- road humps/cushions to slow traffic;
- raised tables at junctions to slow traffic; and
- any other changes?

5 Roll-Out of 20mph Zones

5.2.13 The survey results showed that half of respondents would like to see more signs and markings and raised tables. This is an unusual response, as in the preceding question 20% of respondents said that street clutter has been made worse. Respondents are less in favour of road humps and cushions and are divided on the benefits of using pinch points and road narrowings. It should be noted that a large number of respondents felt that no changes are required to the 20mph zones.

5.2.14 Some respondents indicated that they would also like to see more of the following:

- pedestrian facilities;
- police enforcement/speed cameras;
- signalised junctions;
- specific vehicle bans/road closures; and
- improved environments (trees, etc).

5.2.15 The full survey methodology and results can be found in Appendix B.

Use of 20mph Speed Limits

5.2.16 20mph speed limits are generally applied on roads where the 85th percentile speeds is already below 24mph. If the speeds are higher than this then the DfT recommends that traffic calming should be used. Only TfL has the authority to make changes to TLRN and SRN routes, however the Council is lobbying TfL to introduce 20mph restrictions wherever possible on these roads.

5.2.17 The majority of the main roads outside the current 20mph zones suffer from congestion in the peak periods. As such, average speeds on these links are likely to be below 24mph. However, outside the peak periods the speeds may be well in excess of 24mph. Given the high volume of traffic on these roads and the high proportion of large vehicles, including public buses, it is not practical to introduce traffic calming measures at regular intervals to regulate speeds. In addition, the costs would be prohibitively expensive.

5.2.18 Therefore, in order to restrict speeds to below 20mph across the borough would require the use of 20mph zones, and a combination of enforcement, selective use of traditional traffic calming and other speed reduction measures (such as speed cameras and psychological traffic calming) for main roads. However, there may be some areas where speeds are relatively low throughout the day already and the provision of a 20mph speed limit (indicated by terminal and repeater signs alone), without extensive police enforcement, will be sufficient to bring down speeds to 20mph. The length of road will have a bearing on the suitability of this. In considering the most appropriate and workable solutions for achieving 20mph limits on main roads it is essential that the Metropolitan Police are consulted.

Streetscape

- 5.2.19 Southwark use their Streetscape Design Guide when designing 20mph zones ensuring that aesthetic qualities are considered whilst maintaining the primary aim of 20mph zones to improve road safety. The Plan makes reference to the need to reduce clutter, consider the context of the local area, coordinate street furniture, ensure pedestrian routes are accessible etc. Southwark is divided into character areas, for which there are different palettes of materials. However the character areas do not necessarily to coincide with the 20mph zones.
- 5.2.20 Although the Council considers streetscape issues when designing 20mph zones the level/quality of treatment is subject to funding. The priority is to ensure that the zones are functional, and then if the budget permits consideration can then be given to the level of treatment that can be afforded for the streetscape.
- 5.2.21 The Council adopts a 'clean-sheet' approach to design, starting with identifying the minimal legal requirements for signs/road markings. This is the approach that is recommended in the recently published DfT Local Transport Note 1/08 'Traffic Management & Streetscape'. The Council should be commended for taking this forward thinking approach. However, there is still scope to improve clutter in the zones, especially for older schemes.
- 5.2.22 Consolidation of 20mph zones is likely to have a positive impact in that a reduction can be made in the number of signs and road markings that are required to denote the boundaries of the 20mph zones.
- 5.2.23 For some of the 20mph zones the entry signs have already been consolidated with CPZ signs onto a single sign face. This has helped to reduce clutter and reduce confusion for drivers. However, there are difficulties when it comes to consolidation for zones that are cross boundary.

Environment

- 5.2.24 Whilst the primary purpose of 20mph zones is to reduce speeds and accidents, the environmental effects of such schemes should also be taken into consideration. In order to limit adverse noise or excessive emissions, the objective should be to discourage harsh acceleration and deceleration, and encourage smooth traffic flow. This may be achieved by minimising the 'speed difference' which is defined as the difference between the mean speed at the hump, and the mean speed between humps. The closer the spacing, the smaller the speed difference is.
- 5.2.25 For example, spacing in the region of 50m to 60m will generally result in a speed difference of around 5mph. Round top 75mm high humps appear to result in speeds of 2mph higher at the hump than 75mm high flat top humps using gradients between 1:10 to 1:15. Therefore, for a given hump spacing, round top humps have a smaller speed difference. The benefits of reducing possible adverse environmental effects need to be balanced against the public acceptability of providing a larger number of humps, and the cost of providing these.
- 5.2.26 After the installation of road humps and speed cushions, research¹¹ has shown that the maximum noise levels from light vehicles (cars) are reduced, as is the

¹¹ *The Effects of Traffic Calming Measures on Vehicles and Traffic Noise, TRL, 1997*

overall traffic noise level when light vehicles form most of the traffic stream. However, the effect on noise from large vehicles is more complex.

- 5.2.27 The limited available research indicates that levels of noise and pollution are much more closely linked with traffic volume than with the presence of traffic calming measures. The research has indicated that emissions from individual vehicles may increase with the implementation of traffic calming measures, due to increased driver acceleration and deceleration. However, the reduction in the volume of traffic within traffic calming schemes usually means that the overall changes in air quality are roughly neutral.
- 5.2.28 It is beyond the scope of this study to undertake research into the environmental effects of 20mph zones. It was reported at the workshop that officer time is often taken up in responding to enquiries from the public regarding environmental impacts, and it was said that it would be useful to have the relevant facts and figures to hand, and this would also help to reassure the public. Southwark should give consideration to the benefits of working with the DfT/TfL to undertake research to quantify these impacts.

5.3 Maintenance

- 5.3.1 In considering the introduction of new 20mph zones it is important to set out at an early stage the maintenance requirements in order to ensure that the functionality, consistency and visual quality of the zones can be maintained. The fact that Southwark is divided into character areas (for which there are design codes) will help in terms of maintenance.
- 5.3.2 As discussed in Chapter 4, many of the older measures would benefit from 'quality audits', particularly to identify issues regarding maintenance. Consideration should be given to the overlap between the character areas and 20mph zones, and whether the zones could form a sub-set of the character areas. In this way, the zones could be identified as distinct elements in a 20mph maintenance programme, which could be reviewed/audited on a periodic basis.

5.4 Monitoring

- 5.4.1 The current TfL requirement is that before/after speed/collision data should be monitored for selected LIP schemes. However, with the LIP reforms the requirements for monitoring are likely to become more stringent.
- 5.4.2 Whilst it is clear that the rate of collisions has reduced significantly following the implementation of the 20mph zones, there was insufficient survey information to be able to draw comparisons between speed reduction and collision reduction in Southwark. This would help to determine the success of the zones in ensuring compliance with the speed limit and help to determine the success of certain types of traffic calming.
- 5.4.3 As more of the borough is covered by 20mph zones it will be increasingly important to monitor the impacts on adjacent zones and roads outside the zones. However, because the zones will become more widespread any traffic counts that are routinely undertaken (for new developments etc) are likely to be located with a zone and can be used to assess the extent to which traffic speed, flow and classification may have changed. Based on previous ATC records, the Council should take a view as to whether future (routine) surveys need to be supplemented by additional surveys to fill in the gaps (geographically or temporally).

5.5 Summary

Design Considerations

Traffic Calming

- Humps and cushions both adequately reduce traffic speeds and should continue to be used in combination.
- Humps are the more cost effective measure but cushions are more suitable for routes used by buses and the ambulance and fire services.
- Humps and cushions also help to minimise the loss of kerbside parking more than horizontal measures.
- Where possible, sinusoidal humps should be used over other round-topped humps to even out acceleration/deceleration.
- Consideration should be given to quantifying the speed reduction benefits of informal traffic calming measures.
- Average speed camera technology is likely to negate the need for traffic calming and as such Southwark should consider participating in the trials currently taking pace in London.
- When designing 20mph zones, due consideration should continue to be given to the needs of pedestrians.
- Early consultation with the emergency services will help to minimise issues with approval and post-implementation concerns. Southwark should consider revisiting the idea of using forums for consultation.
- Using a variety of traffic calming measures can help to avoid the issue of driver intolerance.
- Consideration should be given to the benefits of using vehicle activated slow/speed signs in 20mph zones.

Design Recommendations from Public Consultation

- The public said that they would like to see more: signs and markings but fewer road humps and cushions; pedestrian facilities; police enforcement/speed cameras; signalised junctions; specific vehicle bans/road closures; and improved environments (trees, etc).

Use of 20mph Speed Limits

- To restrict speeds to below 20mph across the borough would require the use of 20mph zones, and a combination of enforcement, selective use of traditional traffic calming and other speed reduction measures for main roads.
- Solutions for main roads should be developed in close consultation with the Metropolitan Police (and TfL where appropriate).

Streetscape

- The level of consideration that is given to streetscape is largely subject to budget constraints.
- The Council should be commended for adopting a 'clean-sheet' approach to design. However, there is still scope to improve clutter, especially for older schemes.
- Consolidation of schemes is likely to reduce the required number of signs and road markings.

Environment

- Minimising the 'speed difference' will help to reduce negative environmental impacts.
- The benefits of reducing adverse environmental effects need to be balanced against the public acceptance of using more humps and the additional cost.
- Following the installation of humps and cushions, research shows that noise from light vehicle reduces.
- Research indicates that levels of noise and pollution are more closely linked to traffic volume than the presence of traffic calming.

Maintenance

- It is important to set out, at an early stage, the maintenance requirement for 20mph zones.
- Consideration should be given to whether 20mph zones should form a sub-set of character areas, enabling them to be identified as distinct elements in a 20mph maintenance programme.

Monitoring

- With the LIP reforms, monitoring requirements likely to become more stringent.
- As more of the borough is covered by 20mph zones, it will become increasingly important to monitor the impacts on adjacent zones and on main roads.
- As more zones are introduced, ATCs routinely undertaken are more likely to be located within 20mph zones, so they can be used to help assess their impacts. Southwark should review their existing ATC records to understand whether additional surveys need to be undertaken to fill the gaps.

6 Conclusions

6.1 Summary

- 6.1.1 As outlined in the project brief the ultimate objective of this study was to “identify the strengths and weaknesses of the existing zones and identify what makes for the most effective zone in terms of collisions reduction”.
- 6.1.2 The study was undertaken in three main stages: quantification of the success of the 20mph zones; examination of the zone characteristics to understand how they may have contributed to this success; and assessment of the monetary costs and non-monetary impacts of the 20mph zones.

Quantification of Effectiveness

- 6.1.3 Upon commencement of the study there were 19 zones in operation. Implementation dates were available for 16 of the zones and project costs for 15 zones. Several of the zones have been completed within the last three years and such it was not possible to get complete post-implementation STATS 19 collisions data for all 16 zones.
- 6.1.4 For the seven zones where a complete set of pre and post-implementation data was collected (Year 1 to 6), total collisions reduced from 1022 to 762, representing a 25% decrease in total collisions post-implementation of the zones. 27% of these collisions involved pedestrians. For the seven zones, total pedestrian collisions declined from 230 to 218 however, the proportion of pedestrian accidents increased by 5% post-implementation. The proportion of pedestrian collisions only decreased in one zone – Peckham West (by 1%). There is a slight change in the severity of collisions post-implementation, with slight, serious and fatal representing 88% (↑1%), 11% (↓1%) and 1% respectively.
- 6.1.5 Whilst in the years leading up to 1999 there was a higher than average (for Inner London) increase in the number of collisions, since 1999 there has been a higher decrease. This may be due in part to the establishment of the 20mph zone programme in Southwark. Whilst the average reduction in collisions following introduction of the 20mph zones in Southwark is 21%, the average annual reduction in collisions across Southwark since 1999 is 8%, which is also the average reduction for Inner London.
- 6.1.6 A LRSU study (2003) showed that following the introduction of 20mph zones there frequency of collisions reduced by 43% per year (between 1991 and 2001), while for non-20mph zones the number of collisions per year reduced by 1% for the same period.
- 6.1.7 Data for pre and post-implementation ATC traffic surveys were obtained for two of the 20mph zones. Analysis showed that there was a 2-3mph decrease in traffic speed.
- 6.1.8 From the questionnaire survey 40%, 29% and 22% of respondents said they feel that road safety, ease of crossing the road and visual appearance has improved. 20% of respondents said they consider that street clutter from traffic signs and car journey times have worsened.
- 6.1.9 Therefore, we consider that the 20mph zones have been a success and this conclusion was generally echoed by those that attended the stakeholder workshop.

Contributory Factors

- 6.1.10 Through extensive GIS analysis we quantified the number and type of traffic calming measures in each zone and the land-use area. There is a wide variation in the type of traffic calming used and in the land-use mix for each zone. However, there was a poor correlation between the type of traffic calming used and reduction in collisions, which we consider is due to the localised variation in the height, severity, spacing and positioning of traffic calming features. There was also a poor correlation between land-use and collisions, again likely to be due to localised factors.
- 6.1.11 To varying degrees, other secondary contributory factors will have had an influence on traffic speed within the zones, but it is prohibitively difficult to quantify their individual or collective impacts due to the high number of variables involved.

Monetary and Non-Monetary Costs

Monetary Costs

- 6.1.12 The total cost of implementing the zones for which we have cost data is £1.2m. The total value of collision reductions is £5.9m, which is a 475% FYRR on the total project cost, demonstrating that the overall casualty savings are good value for money.
- 6.1.13 Eight out of the ten zones considered have a First Year Rate of Return (FYRR) greater than 100%, and three schemes have a significantly high FYRR (871%, 1076% and 4260%). Two zones had a negative FYRR, but for one of there was only one year's post-implementation collisions data.

Non-Monetary Costs

- 6.1.14 In general, there is relatively minimal clutter in the 20mph zones, but the clutter and maintenance issues are more evident for the older schemes. The majority of traffic calming features are designed to a high standard, particularly the raised entries. However, there is excessive road markings and coloured surfacing at some locations.
- 6.1.15 Care has been taken in the design of the 20mph zones to facilitate the crossing needs of pedestrians and the disabled. In general, it is considered that cyclists benefit from a safer environment due to the introduction of the 20mph zones.
- 6.1.16 The impact on the response times of the emergency services is considered to be modest when compared to delays due to congestion and there is no evidence to suggest that traffic calming causes damage to vehicles that obey the speed limit.

6.2 Recommendations

- 6.2.1 A detailed set of recommendation are identified in Chapter 5, and these have been summarised below.
- 6.2.2 The Council should continue to use a variety of traffic calming measures (but predominantly speed humps and cushions) to maximise cost effectiveness, meet the needs of different road

users, attenuate traffic speeds, minimise the loss of kerbside parking and avoid the issue of driver intolerance.

- 6.2.3 Where possible, sinusoidal humps should be used over other round-topped humps and consideration should be given to quantifying the speed reduction benefits of informal traffic calming measures. The Government are getting closer to approving camera technology for measuring average traffic speeds and Southwark may consider it beneficial to participate in the trials currently being undertaken in London.
- 6.2.4 As officer time is often taken up in responding to enquiries from the public regarding environmental impacts, the Council should consider working with the DfT/TfL to undertake research to quantify these impacts.
- 6.2.5 The Council should be commended for adopting a 'clean-sheet' approach to design. However, there is still scope to improve clutter, especially for older schemes. The schemes would benefit from establishing a 'quality audit' programme to review issues regarding clutter and maintenance.
- 6.2.6 It is important to set out at an early stage the maintenance requirements for 20mph zones and consideration should be given to whether 20mph zones should form a sub-set of Southwark's character areas. In this way they could be identified as distinct elements, which would help to form a maintenance programme for 20mph zones, through which they could be reviewed periodically.
- 6.2.7 In order to restrict speeds to below 20mph across the borough the Council would need to use 20mph zones, and a combination of enforcement, selective use of traditional traffic calming and other speed reduction measures for main roads. This exercise would need to be completed through close consultation with the Metropolitan Police, and where necessary with TfL.
- 6.2.8 As more of the borough is covered by 20mph zones it will become increasingly important to monitor the impacts of adjacent zones and on main roads, and with the LIP reforms monitoring requirements are likely to become more stringent.
- 6.2.9 The council should review the current monitoring programme and take a view as to whether future (routine) surveys should be supplemented by additional surveys such as traffic speed and traffic flow data. This additional data would help determine the success of the zones / traffic calming measures and ensure compliance with the speed limit.

6.3 Areas for Further Research

6.3.1 Throughout this report, we have made recommendations on areas for further research that should be considered by the Council. These are summarised as follows:

- Quantify the environmental impacts of 20mph zone in terms of noise, vibration and emissions.
- Obtain further traffic survey data to quantify the impact on traffic speed, traffic flow and traffic displacement.
- Research into the speed reduction impacts of informal traffic calming measures.
- Suitability/feasibility of introducing average speed camera technology.
- Review the findings/recommendations of this report once the LRSU 20mph zones research work has been completed.

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Note to assist scoping of scrutiny project on planning enforcement

Councillor Gordon Nardell

17 January 2009

Background

1. A breach of planning control occurs when someone:
 - carries out development that needs planning permission without first obtaining it, or
 - breaches the conditions attached to planning permission.
2. The Planning Acts give the Council a wide range of powers to deal with a breach of control.
3. Main instrument is an enforcement notice (EN) requiring a person to take steps to remedy the breach. Failure to comply is an offence. But an EN is usually issued only after a period of investigation. It can also be appealed to the Secretary of State, and an appeal delays the EN coming into effect. So there are also a number of pre-emptive powers, in particular:
 - Stop Notices (SN), which can be used to require activity covered by an EN to cease straight away. A SN can be served any time between the EN being issued and coming into effect – so can avoid the stalling effect of an appeal. But liability to pay compensation in some limited circumstances. Council must consider cost/benefit before serving SN.
 - Temporary Stop Notices (TSN), which can be used to stop any activity for a brief period (generally up to 28 days) even if no EN issued. Council must do “quick” cost/benefit check. Compensation in same circumstances as for SN.
 - Application to high court for an injunction. Usually done where case extremely urgent or where other measures have failed (eg. breach continues despite conviction for failing to comply with EN). Court has a discretion. Potentially an expensive process – but then so is defending an appeal against an EN.
4. Breaches of condition can also be dealt with by breach of condition notice (BCN). Failure to comply is an offence. Comes into force 28 days after service, but TSN can be used to bridge the gap.
5. There are additional special powers dealing with unauthorised work in relation to listed buildings.
6. Effective enforcement of planning control can have a huge role to play in protecting the quality of life and the local environment. But it is highly technical and depends on a team of skilled officers. It seems appears to be generally acknowledged that there is a historic shortage of suitably experienced officers in Southwark, which has left a gap in effective enforcement, the consequences of

which have been particularly visible in a number of areas including Peckham. As a result of inaction a number of harmful physical operations and changes of use have now become immune from enforcement (which happens after a period of 4 or 10 years depending on the type of breach of control).

7. Things have been improving recently. I gather some recruitment has taken place, and the workforce seems to be getting more effectively organised. A number of cases that had gathered dust have begun moving, in some cases as a result of member pressure. At the request of N&PRCC, Dennis Sangweme, Enforcement Manager, has been giving regular written and oral reports on enforcement – mainly in The Lane ward which includes much of Peckham Town Centre – to public Community Council meetings. These have been valuable to members and welcomed by the public. There are also embryonic steps in progress in the N&PRCC area to take a more joined-up approach to planning enforcement, involving other agencies (such as Community wardens) and the eyes and ears of planning enforcement staff. My guess is there may have been signs of improvement elsewhere in the Borough. So this is an opportune time for a scrutiny project, enabling the Sub-Committee to understand the lessons of the past, identify current problem areas, help senior officers shape improvements to the service, and make recommendations for the respective future roles of officers and members including Community Councils.

General issues

8. Quality and effectiveness of service:
 - a. prompt response once apparent breach discovered by officers/notified by members/public?
 - b. Criteria for identifying priorities and who decides? Officers/Exec member or other? Role of ward members/Community Councils in identifying local prevalence of particular kinds of enforcement problem (like fixing of SNT priorities ward panels, and interplay between Community Councils and Community Wardens management in fixing wardens' priorities)
 - c. Is appropriate use of pre-emptive powers: is an overcautious approach taken towards SNs and TSN's? Is an accurate risk assessment made of the prospects of compensation liability in these cases? Is sufficient attention paid to the possibility of injunctions (this authority makes relatively little use of planning injunctions).
 - d. Information –gathering from the public in relation to appeals where contest on facts, eg. how long an allegedly immune use has gone on?
 - e. Suitably flexible approach where breach unintentional and minimal policy/amenity harm?
 - f. Joined-up inter-agency approach to detecting breaches of planning control?

9. Delegations and member involvement:
 - a. Scheme of delegation – are decisions taken at appropriate officer level?

- b. member role and education/training of members
- c. report-back practices – written/oral reports to CC? Regularity? Public or planning meetings?

10. Resourcing and organisation of the service:

- a. resourcing generally: senior officers' views on whether appropriate numbers of specialist officers at necessary levels of experience/seniority?
- b. Permanent/temporary staff. Are there/have there been HR issues specific to planning enforcement?

Peckham as a case study

- particular problem of impact of unauthorised operations/changes of use because:
 - o harmful to amenity – eg shopfront alterations and fitting of roller shutters (affects Peckham High St/Queen's Road and Rye Lane – Peckham and The Lane wards)
 - o overall problem of “lawlessness” – residents troubled by “wild west” attitude to frequency and seeming impunity with which unauthorised changes made
- a number of difficult cases still gathering dust or not moving towards resolution. Review process to ensure doesn't happen? General attitude towards protracted negotiations?
- Lack of prompt pre-emptive action in some significant cases, eg. Holly Grove “Massive Fish and Meat Market”, citing potential compensation liability as basis for decision not to serve TSN.
- Cases where prompt action has been taken illustrate what can be done when Council uses powers at its disposal. Eg. unauthorised lorry route to 5A Bushey Hill Road site – BCN plus TSN over the waiting period. Applauded by residents (though some later hiccoughs over whether BCN subsequently breached).
- embryonic steps towards “joined up” enforcement in N&PR area

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