

Item No.	Classification: Open	Date: 7 December 2021	Decision Taker: Cabinet Member for Transport, Parks and Sport
Report title:		Decision on North Peckham Healthy Streets	
Ward(s) or groups affected:		Peckham	
From:		Head of Highways	

RECOMMENDATIONS

1. It is recommended that the Cabinet Member for Transport, Parks and Sport:
 - i. Approves the proposed changes on St George's Way, Chandler Way and Commercial Way to facilitate safer walking and cycling in the North Peckham area, subject to the necessary statutory procedures and minor changes resulting from the detailed design process. (Appendix 1). The changes include a modal filter on St Georges Way, which will be implemented under an Experimental Traffic Management Order (ETMO).
 - ii. Notes that a further report will be brought at the end of the experimental period for the filter on St Georges Way to consider the future of the modal filter based on monitoring data and further engagement.
 - iii. Notes that a further report will be brought to the Cabinet Member at the end of the statutory period for all other interventions should objections be received.

BACKGROUND INFORMATION

2. This report draws upon the detailed analysis of the consultation report (Appendix 2), government legislation, cycling and walking experience and financial considerations.
3. In December 2018 and January 2019 the council consulted on a proposed holistic area-wide improvement scheme that included the introduction of a controlled parking zone, and improvements to junctions in the North Peckham area for cyclists and pedestrians as part of the Southwark Spine. The controlled parking zone was implemented in 2020.
4. Southwark Spine is a North to South cycle route through Southwark. It will run from Elephant and Castle in the North to Dulwich in the South.

- Peckham Ward Councillors were emailed on 3 November 2021 with an overview of the consultation results, and no comments received.

KEY ISSUES FOR CONSIDERATION

Summary of consultation process and findings

- Informal public engagement took place with all residents and businesses within a defined section of the North Peckham area between 17 August 2021 and 24 September 2021. Flyers were sent to a total of 3,305 addresses during this consultation period.
- A drop in session was held at St Luke's Church hall on September 15 2021. Further details of the consultation process can be found in the consultation report (Appendix 2).
- A total of 95 responses were received as a result of this public consultation, which equates to a 3% response rate. This is a less than average response rate for this type of consultation when compared to similar consultations in Southwark and other London authorities. Residents were given several opportunities to have their say including at a drop in session and via emails sent to tenants and residents associations on 13 September. It is noted that the previous consultation carried out for this scheme (including the proposed controlled parking zone) yielded only a 6% response rate.
- For the interventions proposed along St Georges Way, Chandler Way and Commercial Way, the majority responded that they strongly agreed/ agreed that the proposals would make the junction/ location safer and easier to use. A summary of the results is shown in the table below

	St Georges Way / Chandler Way junction improvements and modal filter	2-way cycleway on Commercial Way	Introduction of cycle crossing at zebra crossing on Commercial Way
Strongly agree/ agree	50%	55%	58%
Neither agree or disagree	5%	7%	16%
Strongly disagree/ disagree	45%	34%	18%
Not answered	0	4%	8%

- Analysis of the responses shows that the majority group of those who responded were in favour of the implementation of the measures proposed at the various locations and thus the recommendation is to:
 - Implement the modal filter on St Georges Way at its junction with

Chandler Way under an ETMO.

- Provide footway buildouts and raised pedestrian crossing on Chandler Way.
- Implement a two-way cycleway on Commercial Way between its junction with Chandler Way and Moody Road.
- Provide a cycle crossing beside the existing zebra crossing on Commercial Way at the junction with Moody Road.

Policy framework implications

11. The recommendations contained within this report are consistent with the missions of the Movement Plan 2019 (approved by Cabinet in April 2019 detailed in background documents) particularly:

- M2 Action 2 – Create simple and clear streets
- M3 Action 4 – Deliver infrastructure to support active travel
- M4 Action 7 – Reduce the number of cars owned in the borough
- M4 Action 8 – Use kerbside efficiently and promote less polluting vehicles
- M4 Action 9 – Manage traffic to reduce the demand on our streets
- M7 Action 15 – Reduced exposure to air pollution
- M7 Action 16 – Zero people killed or injured on our streets by 2041

Community, equalities (including socio-economic) and health impacts

Community impact statement

12. The missions within the Movement Plan have been upheld in this report by interventions proposed along St Georges Way, Chandler Way and Commercial Way by creating an environment with less motor vehicle dominance, providing a better environment for walking and cycling. Car usage has been made less convenient and this will, over time, contribute to a decrease in car usage as it becomes a less convenient way to get around. It is anticipated that traffic speeds will reduce along St Georges Way with the introduction of the modal filter.
13. With the implementation of a modal filter on St Georges Way, there is a risk that vehicle volume will increase on some surrounding roads including Commercial Way. As part of the procedures for the ETMO, traffic volumes will be monitored on various roads around the modal filter to monitor its effect.
14. With the exception of those benefits and risks identified above, the recommendations are not considered to have a disproportionate effect on any community or group.

Equalities (including socio-economic) impact statement

15. The proposals are not considered to have any adverse effect on socio-economic or health equalities. Safety for pedestrians and in particular those with protected characteristics such as elderly and disabled persons will be greatly assisted by a reduction in motor vehicles in the area.
16. An initial Equalities Impact Assessment was considered as part of the engagement plan; however a more detailed assessment will be carried out as part of the monitoring for the experimental modal filter.

Health impact statement

17. The proposals support the council's mission to use the kerbside efficiently and promote less polluting vehicles, manage traffic to reduce demand on our streets and reduce exposure to air pollution by reducing the convenience of using a car in Southwark.
18. The proposal recommends implementation of a modal filter on St Georges Way at its junction with Chandler Way, footway buildout and raised crossing on Chandler Way. It is also proposed to introduce a 2-way cycle lane and provide a cycle crossing on Commercial Way. These measures are likely to encourage more residents to walk or cycle to visit the area by decreasing the convenience of travelling by car. Active travel is an effective way to integrate physical activity into daily routines, and just 20 minutes of physical activity per day can reduce the risk of several health conditions¹.
19. A review of the Southwark Central East Multi-Ward profile¹ shows that North Peckham is an area of high needs with many residents experiencing health inequalities. Implementing street changes which promote active travel and help in promoting better health are part of a strategic approach to reduce health inequalities across the Borough.
20. The anticipated reduction in traffic volumes and speeds on St Georges Way will have a beneficial impact on health. Reduced vehicle speeds minimize the risk of road traffic collisions, injuries and fatalities. Long-term reduction in traffic volumes will have an impact on local air pollution emissions that are particularly harmful to children, older people and those with certain health conditions.
21. As part of the procedures for the implementation of a modal filter on St Georges Way under an ETMO, traffic counts will be undertaken on various surrounding roads to monitor traffic volumes and speed.
22. Traffic reduction is also an essential element of creating safe and welcoming street environments that act as public spaces, encouraging residents to

¹ Southwark Council. 2017. Active Travel JSNA.

spend more time on our streets and increasing social interaction. This has the potential to have a positive impact on social and mental wellbeing, by creating connected and cohesive communities. It should be noted that Burgess Park is adjacent to St Georges Way and traffic reduction will make accessing the Park safer and easier for all ages.

Climate change implications

23. The report has considered how the proposed measures impact on climate change. The measures support the aims of the council's Climate Change Strategy under Priority 2 – Active and Sustainable Travel. Key aims of the council's Climate Change Strategy include to 'reduce car journeys to a minimum by 2030' and to 'be a borough where the walking and cycling becomes the default way to get around'. Part of meeting the borough's ambition of net zero emissions by 2030 includes a reduction in vehicle km-s travelled and a shift to active and public transport; road transport currently accounts for 15% of the borough's emissions. These measures strongly support that ambition by creating an area where walking and cycling are prioritised over motor vehicle usage.
24. We will mitigate against the potential negative impact of construction works on the climate by encouraging our contractor to use electric vehicles where possible and a carbon calculator for material specifications.
25. A just and inclusive transition is at the heart of the council's emerging climate policy. These proposals prioritise the movement of people first and foremost, while retaining vehicle access for those who require it. In delivering a safer and more equitable highway network, the measures are in accordance with the council's approach to addressing the climate emergency

Resource implications

26. All resource implications will be contained within the existing Highways structure.

Legal implications

27. ETMOs would be made under powers contained within the Road Traffic Regulation Act (RTRA) 1984 for the implementation of a modal filter on St Georges Way at its junction with Chandler Way.
28. The ETMO will be in force for a period of up to 18 months. Objections may be made to the order being made permanent, and these must be made within six months of the day that the experimental order comes into force. If the experimental order is modified, then objections may be made within six months of the day that the experimental order is modified. Following the objection period, a further report may be brought to the Cabinet Member for the order to become permanent based on the outcome of the traffic counts and consultation responses.

Financial implications

29. The cost of implementing the changes on St Georges Way and Commercial Way is estimated to cost £230,000 and will be funded from Capital Funds cost code L-5110-0193.

Consultation

30. Consultation has been carried out on these schemes as outlined in paragraphs 6 and 7 in this report.
31. The consultation involved letters sent to all addresses in the area and a drop in session during the consultation period.

Timescales

32. The timescales for detailed design and implementation of the scheme are as follows:
- Detailed design: December 2021-February 2022
 - Implementation of the modal filter on St Georges Way at its junction with Chandler Way under an ETMO: May 2022-June 2022.
 - Implementation of the rest of the scheme: July 2022-September 2022

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance – SC/11/21

33. The Cabinet Member for Transport, Parks and Sport is being asked to approve the implementation of proposed changes on St George's Way, Chandler Way and Commercial Way to facilitate safer walking and cycling in the North Peckham area. The changes include implementation of a modal filter on St Georges Way at its junction with Chandler Way, which will be implemented under an experimental traffic management order. The need for further amendments to the design, which may become apparent during the implementation stage, may be delegated to officers.
34. The consultation carried out by officers can be found annexed at Appendix 1 of this report and is summarised in paragraphs 6 and 7 of the report.
35. The Equality Act 2010 introduced the public sector equality duty, which merged existing race, sex and disability equality duties and extended them to include other protected characteristics; namely age, gender reassignment, pregnancy and maternity, religion and belief and sex and sexual orientation, including marriage and civil partnership. In summary

those subject to the equality duty, which includes the Council, must in the exercise of their functions: (i) have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; and (ii) foster good relations between people who share a protected characteristic and those who do not. Paragraphs 15 and 16 of the report detail the engagement which has taken place thus far to comply with the public sector equality duty.

36. The Human Rights Act 1998 imposed a duty on the Council as a public authority to apply the European Convention on Human Rights; as a result the Council must not act in a way which is incompatible with these rights. The most important rights for highway and planning purposes are Article 8 (respect for homes); Article 6 (natural justice) and Article 1 of the First Protocol (peaceful enjoyment of property). The implementation of these proposals is not anticipated to breach any of the provisions of the Human Rights Act 1998.
37. Council Assembly on 14 July 2021 approved a change to the Council's constitution to confirm that all decisions made by the Council will consider the climate and equality (including socio-economic disadvantage and health inequality) consequences of taking that decision. This has been considered in the report at paragraphs 23-25, above.
38. Should the Cabinet Member be satisfied with the contents of this report then they have the power to make the decisions recommended at paragraph 1 of this report by virtue of Part 3D paragraphs 22 and 23 of the Council Constitution.

Strategic Director of Finance and Governance (EL21/082)

39. The report is requesting the Cabinet Member for Transport, Parks and Sport approves a number of recommendations detailed in paragraph 1 pertaining to the North Peckham Healthy Streets Scheme.
40. The strategic director of finance and governance notes that the estimated costs associated with these recommendations is £230k and there is sufficient funding from existing Highways capital to fund these proposals.
41. Staffing and any other costs connected with these recommendations to be contained within existing departmental revenue and capital budgets:-

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Movement Plan 2019	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Lola Olanlokun Tel: 0207 525 4571
http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809		
Climate Change Strategy	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Chris Page Tel: 0207 525 7259
https://www.southwark.gov.uk/environment/climate-emergency?chapter=3		
Active Travel Joint Strategic Needs Assessment	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Nikita Sinclair Tel: 0207 525 2860
https://www.southwark.gov.uk/assets/attach/5706/JSNA-2017-Active-Travel-20171130.pdf)		

APPENDICES

No.	Title
Appendix 1	Proposed North Peckham Healthy Streets improvements
Appendix 2	Consultation summary report

AUDIT TRAIL

Lead Officer	Dale Foden – Head of Highways	
Report Author	Lola Olanlokun – Project Manager	
Version	Final	
Dated	02/12/21	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Climate Emergency Team	Yes	Yes
Public Health Team	Yes	Yes
Cabinet Member	Yes	No
Date final report sent to Constitutional Team		7 December 2021