

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 31 December 2021	<b>Decision Taker:</b> Cabinet Member for Transport, Parks and Sport
<b>Report title:</b>		Blue Anchor Lane Public Realm Improvements	
<b>Ward(s) or groups affected:</b>		South Bermondsey	
<b>From:</b>		Head of Highways	

## RECOMMENDATION(S)

1. It is recommended that the Cabinet Member for Transport, Parks and Sport:
  - i. Instructs officers to proceed with the implementation phase of the pedestrian and cycle crossing on St James's Road, and the public realm improvements on Blue Anchor Lane.
  - ii. Instructs officers to carry out the formal consultation procedure, as required by the Road Traffic Regulation Act ("RTRA") 1984 and the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("1996 Regulations"), in order to implement the changes as part of the Blue Anchor Lane scheme.
  - iii. Notes that a further report will be brought to the Cabinet Member should any unresolved objections be received during the statutory consultation period.

## BACKGROUND INFORMATION

2. In July 2018, the council was approached by the Greater London Authority (GLA) who asked if the council would be prepared to submit a Good Growth Funding application on behalf of a coalition of community partners who had developed a bid to improve the Blue market. The council worked closely with Community Opportunity, the Blue Bermondsey BID and Big Local Works to develop a stage 1 proposal. This was shortlisted by the GLA to stage 2, at which point the bid was refined for submission in October 2018, and the grant was awarded in December 2018.
3. The initial submission sought £1.5m capital and £500k revenue to support a holistic programme of capital improvements to the market place, high street, public realm connections through the area, and a business support, skills, and event programme. The actual award gave a sum of £2m towards capital only projects which will include the following projects:

- Market Place Works and physical works to improve public access to the town centre, the market square and community buildings.
  - Pop up shops, shop makeovers, market stalls, and capital works to facilitate an event programme.
4. The council is acting as accountable body to oversee the delivery of the Good Growth Fund grant, with devolvement in so far as possible for the delivery of the programme to the named community partners in the grant agreement which include:
- **Community Opportunity:** A local social enterprise charity working with the BID to deliver the High Street Challenge project at The Blue Market and running a pop up shop and indoor market in a disused shop unit: Bermondsey Uprising, named after a famous local women's strike. Founder Emma Snow is an experienced charity director and also a chartered accountant, qualified to provide business advice. Emma was named as a London Leader 2013/14 by London Sustainable Development Commission.
  - **Big Local Works:** A local community organisation set up through the Big Lottery Fund to support six estates in South Bermondsey, which is now extending to the wider community. Set up by Ann Clayton, a very experienced local charity director with many strong local and national connections. Ann seeds and supports new local initiatives such as Blue Market Saturdays, and new social enterprises with UnLtd. Social enterprises launched so far include Community Opportunity, see below, and Bermondsey Community Kitchen which has so far trained 56 people to gain City & Guilds cookery qualifications. Big Local Works also offers enterprise and other vocational training, benefits advice and mental health support. Big Local Works is based in a formerly disused shop at The Blue Market, a key location to support regeneration.
  - **Blue Bermondsey BID:** A small yet growing BID which has been a key driver in local redevelopment, for example securing and delivering a High Street Challenge project at The Blue Market. Run by Russell Dryden who is also a key existing market stallholder, has previously run a local shop, and is a local musician. Russell is one of the two key local people who started Blue Market Saturdays and also arranges many other local initiatives and events, including Blue Christmas, Bermondsey Folk Festival, Bermondsey Carnival.
5. A brief was developed to procure a design team selected by the community with the appointment of locally based design firms Hayatsu and Assemble architects in June 2019. From July 2019 to October 2019, an in-depth community consultation exercise was carried out on a set of design proposals which included a 'shopping list' of ideas in order to find out what the local community would like to see delivered to transform the town centre.

6. The shopping list of ideas included a concept design to create a new crossing at the junction of St James Road and Blue Anchor Lane, with a point closure at Blue Anchor Lane to create a small pocket park. The proposal sought to improve pedestrian and cycling movement along the Low Line from London Bridge to connect with the town centre of The Blue. The improvements also connect with the two new public pedestrian routes beneath the railway line which connect Blue Anchor Lane to Bermondsey tube station via the Biscuit Factory development. We had over 700 responses to the consultation which was carried out using a pop up consultation hub at 10 Market Place, school workshops, events in the square and survey monkey. A summary of the results is provided in Appendix 1.
7. We had strong support for most of the proposals put forward, with the exception of the suggestion of moving the lion artwork, and building a new staircase from the market square to the community hall. The designs were changed in light of comments made and aligned with the community priorities which emerged from the public consultation. A further consultation event on the revised design was organised on 15 February 2020, where a 'mock up' clock tower was constructed to demonstrate the scale and design of the new structure.
8. A planning application was submitted in June 2020 for the main works which reflects the comments made by the community as set out above and was determined at planning committee on 7 December 2020.
9. Following the initial public consultation on improvements to The Blue town centre, on 9 April 2020 the council carried out further direct consultation on a highway design for the improvements to Blue Anchor Lane, with a new crossing to connect the Low Line across St James Road. The design was developed to include the following
  - Design in new street trees along Blue Anchor Lane, which are funded by the council's trees team, with a wider pavement to enable safe passage for all
  - Create a pocket park at the junction of Blue Anchor Lane and St James Road, reusing planters from The Blue Market, planting as many trees as we can subject to utilities below ground, and provide a shared use path for pedestrians and cyclists (with pedestrian priority)
  - A raised table zebra crossing over St James Road to provide a safe connection along the Low Line, with match funding from the council's devolved highways budget.
10. A number of supportive comments were received on this scoping design by 30 April with no objections. A copy of the comments made is contained in Appendix 2. Trees for Bermondsey is committed to maintaining the new planters which are installed in the pocket park.

11. Further background to The Blue development can be found in the Made in Bermondsey Presentation in Appendix 3.

**KEY ISSUES FOR CONSIDERATION**

12. The overall consultation feedback from both the wider and detailed stage of consultation are supportive of the point closure and the creation of a pocket park, with detailed responses in Appendix 2. The key feedback and changes sought include
- The inclusion of a hedge funded by the CGS team along Blue Anchor Lane within the scope of works. This matter has been investigated and the highway maintenance team have agreed to maintain the new hedge feature.
  - A request was made for street trading pitches to be incorporated into the landscape design, but it is considered that the footfall would not be sufficient for street trading at this stage, and pitches in this location could detract from the central viability of The Blue market.
  - Consultees asked if more biodiversity could be included in the scheme. Engineers are removing paving to increase the size of the tree pits, and the planters both of which will increase biodiversity and act as sustainable urban drainage systems.
  - Stakeholders queried whether improvements to Lucey Way, which is owned by housing but used by the general public could be included in this scope of works. The current budget and scope is limited, but funding applications are being made to secure a budget to extend improvements along Lucey Way in future.

13. The scheme seeks to achieve the following objectives:

<b>Objective</b>	<b>Monitoring</b>
Reduce collisions at this junction	Collision data
Improve connectivity and movement along the Low Line walking and cycling route which connects London Bridge with The Blue	Low Line movement survey data
Increase tree cover, planting and biodiversity	Improvements to be captured on GIS
Improve public perceptions of The Blue town centre	User survey to be carried out by the BID

14. The General Arrangement drawing for the scheme is included in Appendix 4.

**Policy framework implications**

15. 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
- M3 Action 5 – Enable people to get active
- M3 Action 6 – Enable people to stay active
- 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
- M5 Action 10 - Create places that encourage a sense of belonging
- M6 Action 12 - Movement to, within and from town centres is easy, safe and accessible for all
- M7 Action 16 – Zero people killed or injured on our streets by 2041
- M7 Action 17 - Improve safety and sense of safety on our streets

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

### **Community impact statement**

16. The missions within the Movement Plan have been upheld in this report.
17. The recommendations are area based and therefore will have greatest effect upon those people living, working or traveling in the vicinity of the areas where the proposals are made.
18. It is unlikely that any groups of residents or businesses will be adversely affected as a result of these proposals. Full vehicular access to Blue Anchor Lane will be maintained via Southwark Park Road. We will monitor feedback on the scheme and it will be reviewed post-implementation.
19. With the exception of those benefits and risks identified above, the recommendations are not considered to have a disproportionate effect on any other community or group.

### **Equalities (including socio-economic) impact statement**

20. The proposals are not considered to have any adverse effect on socio-economic or health equalities. Safety for those walking and cycling will be improved as part of the scheme. The new raised crossing on St James's Road with tactile paving will improve safety for those with protected characteristics such as elderly and disabled persons.
21. The safety improvements at the junction will benefit the wider community. The scheme will have a positive impact on disabled groups by improving accessibility of the crossing and by providing places to rest for people walking. No potential negative, disproportionate or adverse impacts on those with protected characteristics been identified. As the likelihood and seriousness of any potential negative, disproportionate or adverse impacts of this proposal is deemed to be very low, a full equalities analysis is not proposed to be carried out. However, the need for a full equalities analysis

will be reviewed again following consultation and in response to any objections which might be received.

### **Health impact statement**

22. The proposals support the council's mission to deliver infrastructure to support active travel, enabling people to get and stay active. Changes in active travel behaviours will be monitored via the Low Line movement survey data. Increasing levels of walking and cycling has a positive impact on levels of physical activity of people living in or travelling through the area, and just 20 minutes of physical activity per day can reduce the risk of several health conditions.
23. The proposals support the council's mission to reduce the number of people killed or injured on our streets to 0 by 2041, by reducing conflict between motorized vehicles and people walking and cycling. Highways collision data will be used to monitor the impact of the public realm improvements on traffic incidents. This has a positive impact on health by reducing road traffic collisions and corresponding injuries and fatalities.
24. The proposals aim to improve access to services and amenities, particularly The Blue Marketplace, for those who do not have access to private motor vehicles. Access to services and amenities has a positive impact on health and wellbeing. Creating safe and welcoming street environments also has the potential to have a positive impact on social and mental wellbeing, by creating connected and cohesive communities.

### **Climate change implications**

25. 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 kilometres 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 prioritising space on the road for active travel, and improving safety for those cycling and walking
26. Data will be collected to inform the ongoing development of the scheme. We will consider the use of additional planting, sustainable urban drainage or rain gardens on the highway to ensure the scheme is further in line with the Climate Change Strategy's Priority 3 – Thriving Natural Environment which include actions to 'create greener streets'. We will mitigate against the potential negative impact of construction works on the climate by asking our contractor to use electric vehicles where possible and a carbon calculator for material specifications.

27. 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**

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

### **Legal implications**

29. The implementation of the proposals will require Traffic Management Order(s) which would be made under powers contained within the RTRA 1984.
30. Should the recommendations be approved the Council will give notice of its intention to make a Traffic Management Order in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996.
31. These regulations also require the Council to consider any representations received as a result of publishing the draft order for a period of 21 days following publication of the draft order. Further detail about the procedure is included in the section on 'Consultation' in this report
32. Should any objections be received they must be properly considered in light of administrative law principles, Human Rights law and relevant statutory powers. The Cabinet Member has authority to determine statutory objections and a further report will be brought should any unresolved objections be received following publication of the draft order(s).

### **Financial implications**

33. Councillors have secured the following devolved highways budget
- 1316378 Blue Anchor Lane end with St James Street – Investigation £12,000
  - 1316404 Safe Accessible Pavements on Blue Anchor Lane between Bombay Street and St James Road £35,000
34. A budget of £150,000 has been set aside from the GLA Good Growth Fund which needs to be spent by March 2022.

FUNDING	£
GLA	150,000
LBS devolved highway	12,000

LBS devolved highway Blue Anchor Lane	35,000
CGS	20,000
Highways Capital	89,000
<b>TOTAL</b>	<b>306,000</b>

## Consultation

35. Informal consultation has been carried out as described in paragraphs 9 and 10 above
36. Statutory consultation for the permanent Traffic Management Order will be carried out as follows:
  - a) publication of a proposal notice in a local newspaper
  - b) publication of a proposal notice in the London Gazette
  - c) display of notices in roads affected by the orders
  - d) consultation with statutory authorities
  - e) making available for public inspection any associated documents (e.g. plans, draft orders, statement of reasons) via the Council's website or by appointment at 160 Tooley Street, SE1
  - f) a 21 day consultation period during which time any person may comment upon or object to the proposed order
37. Following publication of the proposal notice, any person wishing to object must make their objection in writing, state the grounds on which it is made and send to the address specified on the notice.
38. Should an objection be made that officers are unable to resolve so that it is not withdrawn, it will be reported to the cabinet member for determination. The Cabinet Member will then consider whether to modify the proposal, accede to or reject the objection. The Council will subsequently notify all objectors of the final decision.

## Timescales

39. The TMO will be advertised as soon as possible in January 2022 after this decision is made.
40. Any unresolved objections will be reported to the Cabinet Member in February 2022, for determination.
41. Subject to the TMO being made, implementation of the scheme will commence in February or March 2022.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Law and Governance – SC/11/21**

42. The Cabinet Member for Transport Parks and Sport is being asked to approve the implementation of proposed changes on St James's Road and Blue Anchor Lane to facilitate safer walking and cycling in the South Bermondsey area.
43. Implementation of the proposals will require one or more traffic management orders as explained in the sections of the report under the headings "Legal Implications" and "Consultation". Should there be any unresolved objections to the proposals following the statutory consultation then a further report will be submitted. The Cabinet Member has the authority, pursuant to part 3D of the Council's Constitution, to determine statutory objections to the proposals
44. A summary of the informal consultation carried out by officers, and referred to at paragraphs 9 and 10 above, can be found annexed at Appendix 1 of this report.
45. 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. The Public Sector Equality Duty will need to be considered again following consultation and in response to any objections which might be received.
46. 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.
47. 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 22-27, above.
48. 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 (EL21/102)**

49. This report is requesting that the Cabinet Member for Transport, Parks and Sport, approve the recommendations detailed in paragraph 1 pertaining to the Blue Anchor Lane Public Realm Improvements.
50. The strategic director of finance and governance notes that funding for these recommendations is to be met from Highways capital and departmental revenue budgets in addition to external grant funding, and that there are sufficient resources available to fund these proposals.
51. Staffing and any other costs connected with these recommendations are to be contained within existing departmental revenue resources

### **Other officers**

52. Comments have been received from the Public Health team and Climate Emergency Team and have been included in paragraphs 22 to 24 and 25 to 27 respectively.

### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Made in Bermondsey webpage	Southwark Council Transport Projects Highways 160 Tooley Street London SE1 2QH	Dan Taylor Tel: 0207 525 5450
<a href="http://madeinbermondsey.co.uk/">http://madeinbermondsey.co.uk/</a>		
Movement Plan 2019	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Joanna Redshaw Tel: 0207 525 2665
<a href="http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809">http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809</a>		
Climate Change Strategy	Southwark Council Environment and Leisure Highways	Chris Page Tel: 0207 525 7259

	160 Tooley Street London SE1 2QH	
<a href="https://www.southwark.gov.uk/environment/climate-emergency?chapter=3">https://www.southwark.gov.uk/environment/climate-emergency?chapter=3</a>		

## APPENDICES

No.	Title
Appendix 1	Consultation Summary Report
Appendix 2	Stakeholder Consultation feedback
Appendix 3	Made in Bermondsey Presentation
Appendix 4	General Arrangement drawing

## AUDIT TRAIL

<b>Lead Officer</b>	Dale Foden – Head of Highways	
<b>Report Author</b>	Nigel Bradbury - Project Manager	
<b>Version</b>	Final	
<b>Dated</b>	06/12/2021	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
List other officers here		
Public Health Team	Yes	Yes
Climate Emergency Team	Yes	Yes
<b>Cabinet Member</b>	Yes	No
<b>Date final report sent to Constitutional Team</b>	31 December 2021	