

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 18 January 2022	<b>Decision Taker:</b> Cabinet Member for Transport, Parks and Sport
<b>Report title:</b>		Implementation of Trial Measures on Druid Street	
<b>Ward(s) or groups affected:</b>		London Bridge and West Bermondsey, South Bermondsey	
<b>From:</b>		Head of Highways	

### RECOMMENDATION(S)

1. That the Cabinet Member for Transport, Parks and Sport:
  - i. Approves the implementation of the trial measures on Druid Street.
  - ii. Instructs officers to implement the proposals on Druid Street and Gedling Place using an Experimental Traffic Management Order (ETMO) pursuant to Road Traffic Regulation Act 1984 (“1984 Act”) and the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (“Regulations”).
  - iii. Notes that a further report will be brought to the Cabinet Member following the trial period to determine the future phases of works.

### BACKGROUND INFORMATION

2. In 2017 TfL Strategic Cycling Analysis was carried out to identify the future demand for cycling in Southwark. This analysis identified a need to provide a connection from north to south between Cycleway 10 and Cycleway 14 (previously known as Quietway 1 and Quietway 14). This increases the number of people living within 400m of a cycle route, in line with targets contained in the Mayor of London’s Transport strategy. There is also a desire to divert cyclists that wish to continue north from Cycleway 10, towards the City, away from the busier main roads and to use Cycleway 14 instead.
3. London Borough of Southwark (“the Council”) Highways department have been working on a Route Development Plan between Cycleway 10 and Cycleway 14. The current preferred route joins Cycleway 14 at Druid Street, and continues along Gedling Place, Neckinger, Spa Road, Bacon Grove and joins Cycleway 10 on Willow Walk at Curtis Street.
4. Discussions have taken place between residents and business groups, who are keen to invest in the Low Line walking route along the historic

railway viaduct. Druid Street forms a part of this route, therefore the Low Line supporters would like to see public realm improvements to encourage walking along this route. Officers have been involved in discussions between Ward Councillors, businesses and key stakeholders on Druid Street to establish the type of public realm improvements required. There has been historic tension between residents of the Arnold Housing estate on the northern side of Druid Street, and the businesses under the arches on the southern side of Druid Street, due to noise and disruption from loading, and disturbance from late night patrons of the breweries and bars in the arches.

5. The Southwark Transport Projects Design Team have developed an outline design for measures on Druid Street, including a bi-directional segregated cycle lane. The closure to motor vehicles on Gedling Place is also proposed. A copy of the Outline Design is included in Appendix 3.
6. Informal consultation was carried out between 17 September and 15 October 2021, via online survey on the Consultation Hub.
7. Traffic counts have been carried out at locations in the area, to inform the design process, and to establish baseline data for monitoring purposes. A copy of the Baseline Data Report is included in Appendix 2.
8. It is proposed to develop the outline design to detailed design stage, and implement the measures on a trial basis, using an ETMO.
9. The scheme will be reviewed throughout the 18 month trial process and will be amended if necessary, with the view to making the ETMO permanent if the measures are successful.

## KEY ISSUES FOR CONSIDERATION

10. Flyers were sent to 841 addresses of businesses and residents in the area. A total of 85 responses online responses were received. This represents a 10.1% response rate.
11. Consultees were advised to respond to the consultation using the online consultation portal. The consultees were also given an email address by which to respond, and a freepost address to request paper copies of the survey. No requests for a paper copy of the survey were received.

### Table 1 – Summary of responses

**Q. Do you support the proposals to introduce a segregated cycle lane on Druid Street?**

Street	Yes		Yes, with changes		Don't know		No		Grand Total
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	
<b>ABBEY STREET</b>	4	57%	1	14%	1	14%	1	14%	7

<b>COXSON WAY</b>	-	0%	-	0%	-	0%	1	100%	1
<b>DRUID STREET</b>	6	33%	2	11%		0%	10	56%	18
<b>JAMAICA ROAD</b>	-	0%	-	0%	-	0%	1	100%	1
<b>MALTBY STREET</b>	1	50%	1	50%	-	0%	-	0%	2
<b>MILLSTREAM ROAD</b>	1	100%	-	0%	-	0%	-	0%	1
<b>STANWORTH STREET</b>	1	100%	-	0%	-	0%	-	0%	1
<b>SWEENEY CRESCENT</b>	-	0%	-	0%	-	0%	2	100%	2
<b>Other</b>	31	76%	7	17%	-	0%	3	7%	41
<b>Not answered</b>	7	70%	-	0%	-	0%	3	30%	10
<b>Grand Total</b>	51	61%	11	13%	1	1%	21	25%	84

**Q. Do you support proposals to close Gedling Place to vehicles?**

<b>Street</b>	<b>Yes</b>		<b>Yes, with changes</b>		<b>Don't know</b>		<b>No</b>		<b>Grand Total</b>
<b>ABBEY STREET</b>	2	29%	2	29%	1	14%	2	29%	7
<b>COXSON WAY</b>	-	0%	-	0%	-	0%	1	100%	1
<b>DRUID STREET</b>	7	39%	2	11%	2	11%	7	39%	18
<b>JAMAICA ROAD</b>	-	0%	-	0%	-	0%	1	100%	1
<b>MALTBY STREET</b>	1	50%	-	0%	1	50%	-	0%	2
<b>MILLSTREAM ROAD</b>	1	100%	-	0%	-	0%	-	0%	1
<b>STANWORTH STREET</b>	-	0%	-	0%	1	100%	-	0%	1
<b>SWEENEY CRESCENT</b>	-	0%	-	0%	-	0%	2	100%	2
<b>Other</b>	35	85%	-	0%	3	7%	3	7%	41
<b>Not answered</b>	6	60%	-	0%	-	0%	4	40%	10
<b>Grand Total</b>	52	62%	4	5%	8	10%	20	24%	84

12. Overall, responses to the proposals were positive, and were in support of the segregated cycle lanes and the closure to motor vehicles on Gedling Place.

13. A full analysis of responses to all the questions can be found in Appendix 1.

14. A Stage 1 Road Safety Audit was carried out on the outline design in August 2021, by independent Road Safety Auditors. The items raised have been reviewed by the designers and council officers have agreed the actions which need to be taken.
15. Some specific aspects of the proposals will be reviewed and amended in accordance with consultation feedback and Road Safety Audit comments, and reflected in the Detailed Design.
16. The scheme seeks to achieve the following objectives:

<b>Objective</b>	<b>Monitoring</b>
Reduce conflict between cyclists, pedestrians and vehicle traffic on the proposed route that connects Cycleway 14 and Cycleway 10.	Collisions data, consultation feedback, Road Safety Audit comments
Provide separation between business and residential users on Druid St, reduce unnecessary traffic and improve loading arrangements.	Parking survey, consultation feedback
Increase the numbers of cyclists and pedestrians using this route.	Traffic data (ATCs)
Reduced through traffic on Druid St	Traffic data (ATCs)

### **Policy framework implications**

17. 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
  - M6 Action 13: Make town centres attractive, thriving and diverse places for people and businesses
  - M7 Action 14: Reduce the impact of freight on our streets
  - 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
  - M7 Action 18: Improve the conditions for people who use our streets as a workplace

- M8 Action 20: Manage our streets to minimise disruption

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

### **Community impact statement**

18. The missions within the Movement Plan have been upheld in this report.
19. 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.
20. The closure of Gedling Place to motor vehicle traffic will mean residents of Sweeney Crescent and the Arnold Estate will no longer be able to use this to access their properties. Full vehicular access will still be available via Abbey Street or Millstream Road, which is a short diversion. We will monitor feedback on the scheme and it will be reviewed throughout the trial.
21. 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**

22. 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 segregated cycle lanes will separate cyclists from traffic and pedestrians, reducing conflict. By clearly marking out the areas where businesses operate, we aim to reduce conflict between visitors to the businesses, and the traffic on the carriageway.
23. The scheme will benefit the wider community by providing some separation between the northern residential side of the street, and the southern residential and commercial side. 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 the trial period and in response to any objections which might be received.

### **Health impact statement**

24. 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 traffic data we collect. 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.

25. 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.
26. The proposals aim to improve access to services and amenities, particularly the businesses on Druid St, 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**

27. 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.
28. Data will be collected to inform the ongoing development of the scheme. In future phases of the scheme, we will aim to 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.
29. 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**

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

## **Legal implications (Experimental Traffic Management Order)**

31. ETMO's are made under the powers contained within the 1984 Act. An unmodified ETMO may be made permanent any time after the first 6 months of it being in force, or in the case of an ETMO modified under the provisions of section 10 (2) of the 1984 Act, any time after a period of 6 months has elapsed from the last modification, subject to the following requirements:
- the provisions of the permanent TMO do not add to or exceed the effects and extents of the ETMO as originally advertised.
  - The order-making authority has considered any objections made in relation to the ETMO during the first 6 months of its being in force, or in the case of an ETMO modified under the provisions of section 10 (2) of the 1984 Act, during the 6 months following that modification.
  - Following the making of the permanent TMO, the order-making authority must write to all objectors within 14 days of the making of the order notifying them of the making of the order and stating the order-making authority's reasons for overruling their objections.
32. ETMOs would cease under the powers contained in the 1984 Act.
33. Should the recommendations be approved the Council will give notice of its intention to make a permanent TMO in accordance with the Regulations.
34. 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.
35. Should any objections be received they must be properly considered in light of administrative law principles, Human Rights law and relevant statutory powers.
36. The ETMO will be in place for a maximum of 18 months, before a decision needs to be made to remove, amend and/or make the measures permanent.

## **Financial implications**

37. The budget for this phase of the scheme is £87,000, from TfL LIP funding.
38. Additional budget from CIL and Capital funding will be available to contribute to future phases of works.

## **Timeline**

39. Should the recommendations in this report be approved, construction will commence in February 2022 subject to the availability of our contractor.

## **Consultation**

40. Informal consultation has been carried out as described in paragraphs 10 - 13 above
41. Following publication of the proposal notice, any person wanting 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 within the first 6 months of the trial.
42. Should an objection be made that officers are unable to resolve so that it is withdrawn, it will be reported to the Cabinet Member for determination at the end of the experimental period. 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.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

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

43. The Human Rights Act 1998 imposes 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 the proposals is not anticipated to engage or breach the provisions of the Human Rights Act 1998.
44. 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. Paragraph 21 of the report informs that the proposals will have no disproportionate impact on any particular age, disability, faith or religion and ethnicity and sexual orientation. Paragraph 22 of the report confirms that the recommendations support the council's equalities and human rights policies and promote social inclusion. The implementation of the proposals are not anticipated to have any detrimental impact on a particular protected group under the Equality Act. The decision maker must exercise the duty and the members need to form this conclusion.



## Strategic Director of Finance and Governance (EL21/117)

45. This report is requesting that the Cabinet Member for Transport, Parks and Sport, approve the recommendations detailed in paragraph 1 pertaining to the Druid Street Walking and Cycling Improvements.
46. The strategic director of finance and governance notes that funding for these recommendations is to be met from TFL, LIP grant funding, and that there are sufficient resources available to fund these proposals.
47. Staffing and any other costs connected with these recommendations are to be contained within existing departmental revenue resources.

### Other officers

48. Comments have been received from the Public Health team and Climate Emergency Team and have been included in paragraphs 24 to 29.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Tanner St to Willow Walk Cabinet Member briefing	Southwark Council Transport Projects Highways 160 Tooley Street London SE1 2QH	Nigel Bradbury 020 7525 2466
Movement Plan 2019	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Joanna Redshaw 020 7525 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 160 Tooley Street London SE1 2QH	Chris Page 020 7525 7259
<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	Baseline Traffic Data report
Appendix 3	Outline Design

## AUDIT TRAIL

<b>Lead Officer</b>	Dale Foden – Head of Highways	
<b>Report Author</b>	Nigel Bradbury - Project Manager	
<b>Version</b>	1	
<b>Dated</b>	22/12/21	
<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	Y
Strategic Director of Finance and Governance	Yes	Y
List other officers here		
Public Health Team	Yes	Y
Climate Emergency Team	Yes	Y
<b>Cabinet Member</b>	Yes	No
<b>Date final report sent to Constitutional Team</b>	17 January 2022	