

<b>Item No.</b> 15.	<b>Classification:</b> Open	<b>Date:</b> 19 January 2022	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Movement Plan, monitoring report and future review	
<b>Ward(s) or groups affected:</b>		Borough wide	
<b>Cabinet Member:</b>		Councillor Catherine Rose, Transport, Parks and Sport	

## **FOREWORD – COUNCILLOR CATHERINE ROSE, CABINET MEMBER FOR TRANSPORT, PARKS AND SPORT**

This report and the appendices serve as an important indicator of both the challenges and ambitions ahead of us, for a fair and just transport system that supports the travel and movement of people in their daily lives.

We need a public transport network that is fit for purpose and the planet by 2030 and beyond. To support this most local journeys will need to be done through active travel for all age ranges, with more people walking and cycling. For those who rely on cars for work, care and mobility we wish to reduce overall level of traffic so that they can continue to do with low or zero emission vehicles by 2030. Older and more vulnerable residents deserve a calmer, safer borough, with streets and roads that are accessible and support their lives not hinder them. Children and young people, deserve the right to travel safely to school and to the other key elements of their childhoods. To travel with independence and safety, able to explore the world around them on foot, by bike or scooter.

For businesses that depend on vehicles for the movement of staff, stock, deliveries and services we will work to support their transition to emission free forms of transport for their fleet and logistics, be they independent traders or large corporate companies.

Fundamentally we need to address the inequalities in terms of social and travel mobility that have been exposed during the pandemic of 2020-2022. This report sets our plan to respond to those challenges, by working to develop an updated and renewed Movement Plan for Southwark.

The pandemic has taught us much about the potential to realise this transformation, but it has also highlighted the things we must respond to, amend and improve when working to the reprioritise the roads, streets and transport corridors running through our multiple diverse neighbourhoods and communities. This report is important because it provides a snap shot of the past two years in the context of recent transport planning.

We have learnt the importance and significance of good monitoring in regards to congestion and air quality. Also-design with the community and access to meaningful data that responds to agreed and clear priorities as a result of our Streetspace Schemes. These interventions have been based upon the principles of active travel through modal shift, Low Traffic Neighbourhood programmes and Healthy Streets. As all 9 of these schemes are reaching the decision making process following monitoring, evaluation and consultation we will publish more details of the impact and benefits these schemes have generated and the lessons learnt, that will shape our approach going forward later this Spring. This will help inform future consultation on the Movement Plan update, which will be late Summer or early Autumn this year.

Voices that have been previously under-represented must be supported to help shape and form the future of travel and transport in this borough. The majority of residents don't own a car and many families struggle with the costs of owning and maintaining one. Many children and adults suffer from health inequalities and respiratory conditions that are exacerbated by poor air quality, too much of which is caused by vehicle emissions. We cannot sustain our dependency on cars and the congestion they create. We must provide an alternative network of safe calm routes that support active travel for everyone, the length and breadth of the borough. We must reduce the impact and numbers of cars and journeys made by cars and other vehicles in our borough if we are develop a sustainable future that meets the challenges and needs of the Climate Emergency.

This report sets out a process that will include a full and inclusive consultation process with key communities and stakeholders. It must not work in isolation but sit together with an alignment of objectives with our Public Health Strategies, the renewal of the Air Quality Strategy for Southwark that will run parallel in 2022 to this process. Also our commitment safety, especially for women and people with protected characteristics and disabilities. Also our embedded work to tackle racism and injustice through Southwark Stands Together and improve the life chances of everyone to access opportunities. A fair transport system, with public transport at its heart, and active travel as the default way to move in our borough is critical to underpinning all of this.

Once again I must also reiterate it is now vital that the Department for Transport, The Cabinet Office and The Treasury ensure that TfL and all Londoners get the much-needed financial investment to allow boroughs such as ours create the transport network, including the Bakerloo Line Extension, it deserves and needs now to secure zero emissions and sustainable future growth.

## **RECOMMENDATION**

1. To receive an update on the delivery of the Movement Plan (2019) and note the emerging context leading to a review of the Movement Plan in 2022.

## **BACKGROUND INFORMATION**

2. In March 2018, the Mayor of London published his Transport Strategy (MTS) which has a greater focus on health, wellbeing and the importance of place. It identified that encouraging walking and cycling is important to achieving a reduction in car usage and the resultant negative health externalities.
3. Section 145 of the Greater London Authority Act 1999 (GLAA 1999) requires each council in London to prepare a Local Implementation Plan (LIP) to detail how the authority will assist in delivering the Mayor's Transport Strategy. Transport for London (TfL) subsequently produced guidance in May 2018 for boroughs in preparing their third LIP (LIP3). In response, the council prepared a new transport plan (titled the Movement Plan) which was adopted in April 2019. The Movement Plan is supported by a more technical document titled Southwark's Local Implementation Plan 3 which bridges the Movement Plan and the requirements of the borough's LIP3.
4. The Movement Plan has a human centred approach and places the people that live, work and visit the borough the core of our policies and actions. The Movement Plan is based around three focus areas; people, place and experience and within these a number of missions have been set which we are seeking to achieve.
5. From early 2020, the Government's actions to control the spread of the coronavirus pandemic has changed the way we all live our lives which has had a major impact on patterns of travel.
6. In May 2020, TfL published its London Streetspace Plan in response to the needs of the pandemic. In June 2020, the council provided its response in the form of Southwark's Streetspace Plan (SSP) which was adopted by Cabinet. The SSP recognises how, when, and where travel has changed, and that people will continue to change their behaviour which poses a series of transport challenges. Thus, the SSP consists of three components, how movement has changed, our immediate response, and our longer term response.

## **KEY ISSUES FOR CONSIDERATION**

7. The key issue for consideration in changing the Movement Plan is the emergence of the pandemic and its impact on how we live our lives and the needs of the community. Most quick work programmes have been progressed at a much faster rate (e.g. Schools Streets and streetspace measures) but some longer term work streams have been delayed or paused, largely because TfL and the Government have only funded quick, emergency measures. This faster work rate has been helped by the Government advising council's to use "Experimental Traffic Orders" to test schemes before consulting on them.

8. A key challenge has been funding, which has been and remains a challenge for the borough with much of the funding for transport investment secured via TfL, now with considerable Government delay and oversight. Throughout the pandemic, TfL have also seen a significant reduction in its funding from public transport revenues and have thus sought greater financial support from central government. This has meant that Government funding to TfL and hence councils has been reduced, intermittently granted and separated into different pots making it more difficult to plan and deliver our work.
9. Given the challenges faced, the borough has responded rapidly and efficiently to the needs of the local community. A range of ambitious schemes have been implemented to facilitate social distancing for the duration of the pandemic and the levels of restrictions required, support the local economy during this period and going forward, and support key workers access their workplaces, whilst maintaining the principles and policies set out within the Movement Plan.
10. The Movement Plan also provides for an annual report to monitor the delivery of the plan and the borough's work towards achieving its missions, targets and outcomes. When adopting the Movement Plan, it was expected that this annual report would be provided in April of each year. However due to the emergency situation created by the pandemic the needs and impact report was not completed in 2020. Therefore the monitoring report contained in **Appendix 1** provides a two year monitoring report since the Movement Plan's adoption in April 2019.
11. The monitoring report identifies the progress that has been made, recognises the challenges and changing context as well as possible reasons to explain the data that has been observed. The report highlights that progress has been made on improving air quality, delivering cycle infrastructure, accompanied by growth in active travel. Challenges remain ensuring the good condition of the road network whilst more needs to be done to reduce car ownership.
12. Whilst acknowledging the substantial progress that has been made delivering the Movement Plan, lessons from its delivery to date, considering the wider community needs as well as the pandemic have identified key areas to be reviewed within the Movement Plan. These drivers of change are set out below:
  - **COVID-19** has highlighted inequalities in our society and the need for equity to be the leading factor in determining our policies, projects and programmes. This will build on further work undertaken on the equity framework as well as user research on the needs of the disabled and older residents in informing these changes.
  - **Southwark Stands Together** commitment and pledges were agreed in 2020. With the drive to tackle racism, discrimination and injustice and becoming anti-racist in all we do.

- **Feeling safe on our streets.** In May 2020, the council launched a listening exercise to hear the experiences of women in Southwark, to understand how safe they feel living, working and travelling through the borough.
- **Climate emergency declaration.** In March 2019, the council declared a climate emergency. The declaration recommended, amongst other things, that the council accelerate its target of making Southwark carbon neutral by 2050 to 2030. Since this time, the council has prepared a climate change strategy and is currently supporting a citizen's jury to consider this complex challenge.
- **Air Quality Strategy 2022 update.** The Movement Plan and the Air Quality Strategy should be both complementary and supportive of each other. How people think and talk about air quality has changed within the refresh we will work to develop a Movement Plan to talk about traffic and emissions in a way that reflects this change.
- **Southwark Conversation.** In June 2020, the council started a conversation on the impact of the COVID-19 pandemic on everyday life, and how people feel about their local neighbourhoods. These conversations improve understanding, create relationships and insights to inform and strengthen the Movement Plan.
- **Lessons learnt from streetspace schemes.** The pandemic created an emergency that required us to urgently reallocate street space. We did this to provide social distancing to safely allow shops and businesses to remain open to the public, and to create safe and appealing walking and cycling facilities. This helped to enable healthier active travel and to reduce air pollution, both helping to mitigate covid-19. This also helped to discourage an increase in driving due to the reduced capacity on the rail, tube and bus networks. It was also important to suppress motor traffic to better accommodate essential journeys by the emergency services and for essential deliveries. Thus the borough rapidly implemented a wide range of schemes, including social distancing measures on several of our shopping streets, school street closures, low traffic neighbourhoods and cycle parking, to name a few. The accelerated programme and learnings from our streetspace schemes could aid future delivery of Movement Plan actions and the LIP3.
- **Lessons learnt from how we brought forward and delivered traffic schemes.** It was necessary for the council to accelerate its work programme to deliver emergency measures. The Government allowed this by instructing councils to use "Experimental Traffic Orders" to avoid lengthy and expensive modelling by instead conducting real life tests that could be refined before consulting upon them. Southwark delivered a range of active travel schemes, some that were being developed pre-pandemic and others that were enabled by the pandemic and the work of TfL in response to it.

- **Declining funding.** The pandemic has shown the reliance of boroughs and TfL on Government funding. This has seen the Bakerloo Line Extension and the East London Line rail improvements paused. Future funding and financial structures remain unclear as the financial impact and recovery from of the pandemic are realised.
13. Given the issues highlighted in paragraph 11, it is proposed that the review of the Movement Plan (and supporting documentation) be brought forward. Work has commenced and it is expected that a revised document will be consulted on in the summer of 2022. This revised Movement Plan will be brought to cabinet to agree its consultation. The consultation and engagement will be informed by pre-engagement as discussed in paragraph 17.

### **Policy framework implications**

14. Southwark's Borough Plan 2020 - 2022 provides the Council's response to COVID-19 and presents commitments in the following areas:
- i. Keeping Southwark safe during COVID-19
  - ii. Tackling health inequalities
  - iii. Southwark Together
  - iv. A great start in life
  - v. Tackling the Climate emergency
  - vi. Thriving neighbourhoods
  - vii. A green and inclusive economy
  - viii. Homes for all
15. The Movement Plan (and associated LIP3) are a statutory requirement and will be looking ahead to 2041 to the council plan, placing people and their wellbeing at the heart of our policy.

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

#### **Community impact statement**

16. We continue to listen to concerns, challenges, and opportunities raised by our community, whilst responding to issues that have been raised since the adoption of the Movement Plan. Furthermore, the review of the plan will be subject to public engagement.
17. Alongside this, we fulfilled our duty under the GLA Act 1999 by consulting with statutory consultees including Transport for London, London boroughs, Police, Emergency services and any other service that is likely to be affected by the plan.
18. The reviewed Movement Plan will be developed with pre-engagement with a broad range of people and community groups representing a broad range of interests such as disabilities, women and girls, young people and those from a broad range of backgrounds. These conversations will

inform a consultation and engagement plan for a reviewed movement plan.

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

19. An equality analysis and a strategic environmental assessment on the community impact were undertaken as part of the development of Southwark's Movement Plan. The analysis of the Movement Plan objectives was found to be consistent with these equality objectives. As part of the review of the Movement Plan, all supporting materials will be reconsidered.
20. Through the monitoring report, attached as Appendix 1 the council undertakes ongoing monitoring to ensure there are no unforeseen consequences for communities or that any identified impacts are proportionate to the overall objective of the programme and are minimised where possible. The monitoring report collates all available data on the impacts of the plan. It identifies general travel trends within Southwark and includes an assessment of any variations in the impacts across different groups.

### **Climate change implications**

21. The Movement Plan is a major policy element 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. The Movement plan actively works to support that ambition by working to make driving a private vehicle the least convenient option and encouraging walking and cycling where possible. By bringing this review forward, officers are looking to expand on the commitments to reducing carbon emissions within the Movement Plan.
22. A just and inclusive transition is at the heart of the council's emerging climate policy. By asking for a further review of the Movement Plan, officers are recognising the work of Southwark Stands Together which addresses inequalities that are exacerbated by climate change.

### **Financial implications**

23. There are no financial implications arising from this report as the plans will be implemented within existing departmental approved revenue and capital budgets.
24. With regards to future funding for transport improvements, the Council has some money allocated via its capital programme but is mainly reliant on bids made to TfL for most of its work in this area. Work will continue however, to try and identify other sources of funding from both within and outside the

council.

25. Any additional resources, if required, will be subject to further reports for cabinet approval.

### Consultation

26. Public consultation will be undertaken as part of the review of the Movement Plan.

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Movement Plan 2019	Southwark Council, 160 Tooley Street, London SE1 2QH	Sally Crew 020 7525 5564
<b>Link:</b> <a href="https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809">https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809</a>		

### APPENDICES

No.	Title
Appendix 1	Movement Plan update report

### AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Catherine Rose, Transport, Parks and Sport	
<b>Lead Officer</b>	Stephen Platts, Director of Planning and Growth	
<b>Report Author</b>	Sally Crew, Transport Policy Manager	
<b>Version</b>	Final	
<b>Dated</b>	21 January 2022	
<b>Key Decision?</b>	No	
<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	No	No
Strategic Director of Finance and Governance	No	No
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	21 January 2022	