

Item No.	Classification: Open	Date: 2 February 2022	Decision Taker: Cabinet Member for Transport, Parks and Sport
Report title:		Determination of Objections – Our Healthy Walworth Streetspace	
Ward(s) or groups affected:		Newington, Faraday, North Walworth, Camberwell Green	
From:		Head of Highways	

RECOMMENDATION(S)

1. That the Cabinet Member for Transport, Parks and Sport:
 - i. Considers the 259 valid representations regarding Walworth Streetspace scheme, as summarised in Table 1, which were received during the statutory consultation.
 - ii. Considers the officer's response to the grounds for objections received in relation to 'TMO2122-033_WS Braganza Street' as set out in Table 2, and Appendix A. Also to consider the grounds of rejecting the objections.
 - iii. Considers the officer's response to the grounds for objections received in relation to 'TMO2122-034_WS Chapter Road' as set out in Table 3, and Appendix A. Also to consider the grounds of rejecting the objections.
 - iv. Considers the officer's response to the grounds for objections received in relation to 'TMO2122-035_WS East St area' as set out in Table 4, and Appendix A. Also to consider the grounds of rejecting the objections.
 - v. Considers the officer's response to the grounds for objections received in relation to 'TMO2122-036_WS Larcom Street' as set out in Table 4, and Appendix A. Also consider the grounds of rejecting the objections.
 - vi. Considers the officer's response to the grounds for objections received in relation to 'TMO2122-037_WS Merrow Street' as set out in Table 6, and Appendix A. Also consider the grounds of rejecting the objections.
 - vii. Considers the officer's response to the grounds for objections

received in relation to 'TMO2122-038_WS Penton Place area' as set out in Table 7, and Appendix A. Also consider the grounds of rejection of the objections.

- viii. Instructs officers to write to those that made representations to ensure that they are informed of the outcome of the council's decision.
- ix. Instructs officers to make the necessary Traffic Management Order(s).
- x. Instructs officers to review the Walworth Streetspace measures in six to nine months after implementation and to advise the relevant Cabinet Member on whether the measures should be amended in consideration following the monitoring and consultation results.

BACKGROUND INFORMATION

2. Following an experimental trial of the Walworth Streetspace measures via experimental traffic orders¹ a decision was taken by the Cabinet Member for Transport, Parks and Sport on 24 November 2021² to proceed with the implementation of making the Walworth Streetspace scheme permanent, with the exception of the Cooks Road filter³.
3. This decision was subject to the necessary statutory requirements for the making such orders. On 16 December 2021, the council advertised its intention to make the traffic orders permanent in respect of the implementation of the revised Walworth Streetspace measures.
4. The statutory consultation period ran for 28 days (extended by a week due to Christmas holiday period) from 16 December 2021 until 13th January 2022.
5. Notice was given in the London Gazette, local press (Southwark News) and street notices were placed in the affected areas. The notice was also served by mail to all addresses in the scheme area and an e-mail to those who subscribed during the consultation period.
6. Notice was given to statutory and non-statutory consultees on 17 December 2021.
7. Full details of the proposal were also made available for inspection on the council's website and by appointment at 160 Tooley Street.
8. All draft traffic orders that were advertised with the notice of intention in

¹ www.southwark.gov.uk/ohwalworthreview

² <https://modern.gov.southwark.gov.uk/mglIssueHistoryHome.aspx?IId=50027885&Opt=0>

³ It is proposed that the Cooks Road filter is revoked and a new Experimental Traffic Order is introduced to implement a bus, taxi and cycle gate at the junction of Dale Road and John Ruskin Street.

- relation to the Walworth Streetspace scheme can be found at Appendix B.
9. This report makes recommendations for the determination of a number of objections that relate to the draft traffic orders for the Walworth Streetspace scheme proposal.
 10. Under Part 3D, paragraph 23 of the Council's Constitution, sets out that Cabinet Member for Transport, Parks and Sport is responsible for the determination of a statutory objection which relates to traffic and highways improvements project.
 11. A total of 24 representations were deemed invalid as they did not comply with Regulation 9 of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("Regulations"). Regulation 9 paragraph 3 states the following:
 - (3) Objections or representations under paragraph (1) or (2) must:
 - (a) Be made by the date specified in the notice of proposals or, if later, the end of the period of 21 days beginning with the date on which the order making authority has complied with all the requirements of regulation 8;
 - (b) be made in writing;
 - (c) state the grounds on which it is made; and
 - (d) be sent to the address specified in the notice of proposals.
 12. All representations made are set out in Table 1. The grounds for objection are summarised in Tables 2, 3, 4, 5, 6 and 7 (respective of the relevant draft traffic order). Officer's response to the objections can be found in Appendix A.

KEY ISSUES FOR CONSIDERATION

13. The Walworth area was prioritised for traffic reduction measures due to the following reasons:
 - High-levels of through-traffic in the residential streets to travel between the A2 and A3 which caused a negative effect on pollution and safety on the local streets. Key through-traffic routes included Browning Street to Manor Place and John Ruskin Street to Kennington Park Place
 - Car ownership levels in the area are the lowest in Southwark but still has a disproportionate impact due to the negative effects of high through-traffic.
 - Planned strategic cycle route, Cycleway 36, did not meet cycling quality criteria due to high volumes of traffic on certain streets such as Cooks Road.
 - The area suffers from health inequalities, in particularly childhood obesity.
 - The area is situated within an Air Quality Focus Area and is awarded

funding to develop a Walworth Low Emissions Neighbourhood.

14. **TABLE 1 – Type and number of valid representations by traffic order**

Street	Support	Object	Total
TMO2122-033_WS Braganza Street	32	13	45
TMO2122-034_WS Chapter Road	30	14	44
TMO2122-035_WS East St area	30	8	38
TMO2122-036_WS Larcom Street	32	13	45
TMO2122-037_WS Merrow Street	32	12	44
TMO2122-038_WS Penton Place area	30	13	43

15. 25 of the representations received did not confirm if they were in support of the scheme or were against it, and many received were in relation to the proposed experimental order for Dale Road.

16. The key themes highlighted in the comments provided are:

- Consider ANPR exemptions
- Make Chapter Road two-way and remove right-turn ban at junction with Manor Place and Walworth Road
- Remove excessive signage
- Keep street furniture at Cooks Road
- Concerns on the impact of the proposed experimental Dale Road closure regarding motor vehicle access changes and John Ruskin Street.

17. A number of objections did not provide a specific Traffic Management Order (“TMO”) reference but confirmed that they were against “all schemes”. These have also been included in the above table.

18. Majority of representations consisted of individuals objecting or supporting different TMO references.

19. Two campaign groups (Southwark Living Streets and Action Vision Zero) submitted representation responses in support. These have been excluded from the above analysis but are provided for consideration.

20. It should be noted when reviewing the objections at Tables 2, 3, 4, 5, 6 and 7 many representations included more than one ground for objection.

21. The recurring grounds for objections across all draft traffic orders were:

- Adverse impact on car journey times (including residents, trade and deliveries) resulting in more congestion, displaced traffic and pollution;
 - Inconvenience for the elderly, disabled and carers;
 - Impedes access for emergency services;
 - Safety concerns; e-scooters, motorbikes, absence of natural surveillance from traffic (impact on women); and
 - Money-making scheme.
22. 186 representations were received in support of the Walworth Streetspace measures.
23. All representations and comments are available on file for the Cabinet Member for Transport, Parks and Sport to review. A redacted version will be publically available when the report and appendices are made available.
24. Each piece of written correspondence received during statutory consultation was responded to with an acknowledgement email.

TABLE 2 – ‘TMO2122-033_WS Braganza Street’ - Grounds for objection

Ref	Grounds for objection
BS1	Adverse impact on car journey times (including residents, trade and deliveries) resulting in more congestion, displaced traffic and pollution.
BS2	Inconvenience for the elderly, disabled and carers.
BS3	Impedes access for emergency services
BS4	Safety concerns; e-scooters, motorbikes, absence of natural surveillance from traffic (impact on women)
BS5	Money-making scheme
Recommendation	Consider officer’s response outlined in Appendix A and reject the grounds for objections. On balance the monitoring results shows that the measures are having a positive effect and achieving the scheme objectives. The grounds for objections will continue to be monitored and a further review and engagement with the community will be arranged.

TABLE 3 – ‘TMO2122-034_WS Chapter Road’ - Grounds for objection

Ref	Grounds for objection
CR1	Adverse impact on car journey times (including residents, trade and deliveries) resulting in more congestion, displaced traffic and pollution.
CR2	Inconvenience for the elderly, disabled and carers.
CR3	Impedes access for emergency services
CR4	Safety concerns; e-scooters, motorbikes, absence of natural surveillance from traffic (impact on women)
CR5	Money-making scheme
Recommendation	Consider officer’s response outlined in Appendix A and reject the grounds for objections. On balance the monitoring results shows that the measures are having a positive effect and achieving the scheme objectives. The grounds for objections will continue to be monitored and a further review and engagement with the community will be arranged.

TABLE 4 – TMO2122-035_WS East St area - Grounds for objection

Ref	Grounds for objection
ES1	Adverse impact on car journey times (including residents, trade and deliveries) resulting in more congestion, displaced traffic and pollution.
ES2	Inconvenience for the elderly, disabled and carers.
ES3	Impedes access for emergency services
ES4	Safety concerns; e-scooters, motorbikes, absence of natural surveillance from traffic (impact on women)
ES5	Money-making scheme
Recommendation	Consider officer’s response outlined in Appendix A and reject the grounds for objections. On balance the monitoring results shows that the measures are having a positive effect and achieving the scheme objectives. The grounds for objections will continue to be monitored and a further review and engagement with the community will be arranged.

TABLE 5 – TMO2122-036_WS Larcom Street - Grounds for objection

Ref	Grounds for objection
LS1	Adverse impact on car journey times (including residents, trade and deliveries) resulting in more congestion, displaced traffic and pollution.
LS2	Inconvenience for the elderly, disabled and carers.
LS3	Impedes access for emergency services
LS4	Safety concerns; e-scooters, motorbikes, absence of natural surveillance from traffic (impact on women)
LS5	Money-making scheme
Recommendations	Consider officer's response outlined in Appendix A and reject the grounds for objections. On balance the monitoring results shows that the measures are having a positive effect and achieving the scheme objectives. The grounds for objections will continue to be monitored and a further review and engagement with the community will be arranged.

TABLE 6 – TMO2122-037_WS Merrow Street - Grounds for objection

Ref	Grounds for objection
MS1	Adverse impact on car journey times (including residents, trade and deliveries) resulting in more congestion, displaced traffic and pollution.
MS2	Inconvenience for the elderly, disabled and carers.
MS3	Impedes access for emergency services
MS4	Safety concerns; e-scooters, motorbikes, absence of natural surveillance from traffic (impact on women)
MS5	Money-making scheme
Recommendations	Consider officer's response outlined in Appendix A and reject the grounds for objections. On balance the monitoring results shows that the measures are having a positive effect and achieving the scheme objectives. The grounds for objections will continue to be monitored and a further review and engagement with the community will be arranged.

TABLE 7 – TMO2122-038_WS Penton Place area - Grounds for objection

Ref	Grounds for objection
PP1	Adverse impact on car journey times (including residents, trade and deliveries) resulting in more congestion, displaced traffic and pollution.
PP2	Inconvenience for the elderly, disabled and carers.
PP3	Impedes access for emergency services
PP4	Safety concerns; e-scooters, motorbikes, absence of natural surveillance from traffic (impact on women)
PP5	Money-making scheme
Recommendations	Consider officer's response outlined in Appendix A and reject the grounds for objections. On balance the monitoring results shows that the measures are having a positive effect and achieving the scheme objectives. The grounds for objections will continue to be monitored and a further review and engagement with the community will be arranged.

25. In summary, the council received less objections compared to those in support of the measures (Table 1). Additionally recent monitoring data for September 2021 shows that traffic continues to reduce overall. In June 2021, the overall traffic in the scheme area including boundary roads reduced by 16% and in September 2021 this has further reduced to 18%. Additionally, cycling activity remains considerably above pre-pandemic levels. To ensure the successes that are being evidenced through monitoring can be maintained the Walworth Streetspace measures should be retained and built upon. Further monitoring and engagement in 2022 will help us the council to monitor the trend and assess how the scheme is achieving its objectives.
26. Officers are satisfied that the proposals do not trigger the need for a public inquiry under Regulation 10. All closures within the Walworth Streetspace proposals use point closures which prohibit motor vehicle access at a single point, but ensure the road remains open allowing alternative motor vehicle access points at any time, if this is not the case exemptions are provided.

Conclusions

27. The 259 valid representations received are summarised as follows:

- TMO2122-033_WS Braganza Street – Support: 32/Object: 13
 - TMO2122-034_WS Chapter Road - Support: 30/Object: 14
 - TMO2122-035_WS East St area - Support: 30/Object: 8
 - TMO2122-036_WS Larcom Street - Support: 32/Object: 13
 - TMO2122-037_WS Merrow Street - Support: 32/Object: 12
 - TMO2122-038_WS Penton Place area - Support: 30/Object: 13
- It is of interest to note that most of the representations received were in support of the measures: 186 support and 73 objections.

28. The main grounds for objections are as follows:

- Adverse impact on car journey times (including residents, trade and deliveries) resulting in more congestion, displaced traffic and pollution.
- Inconvenience for the elderly, disabled and carers.
- Impedes access for emergency services
- Safety concerns; e-scooters, motorbikes, absence of natural surveillance from traffic (impact on women)
- Money-making scheme

29. It is recommended that the grounds for objections received in relation to TMO2122-033_WS Braganza Street, TMO2122-034_WS Chapter Road, TMO2122-035_WS East St area, TMO2122-036_WS Larcom Street, TMO2122-037_WS Merrow Street, TMO2122-038_WS Penton Place area are rejected following consideration of officer responses. The grounds for objections will continue to be monitored and a further review and engagement with the community will be arranged

Policy implications

30. The recommendations contained within this report are consistent with the missions of the Movement Plan 2019, particularly:

- M2 Action 1 - Reduce noise pollution
- M2 Action 2 - Create simple and clear streets
- M2 Action 3 - Create things to see and do in our 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
- M5 Action 11 - Introduce time restricted street closures and reallocate space for people

Community impact statement

31. The policies within the Movement Plan are upheld within this report and have been subject to an Equality Impact Assessment.

32. An initial Equality Impact Assessment was undertaken during the Walworth Streetspace experimental measures. Following the outcome of the Walworth Streetspace informal consultation, meetings with protected characteristic groups and monitoring data, the Equality Impact Assessment was updated to outline the impact on specific protected groups and made recommendations to mitigate any negative impact. The negative impacts were considered when developing the Walworth Streetspace proposal, which was decided on 24th November 2021.
33. The recommendations are area based and will have greatest effect upon those people living, working or traveling in the vicinity of the areas where the proposals are made.
34. The recommendations support the council's equalities and human rights policies and promote social inclusion by providing safe walking and cycling routes across the area that will enable active travel, reduce pollution and deter through-traffic movements at any time in line with the council's Movement Plan.
35. There is a risk that the Walworth Streetspace measures may cause displacement to roads on the periphery of the proposed area, which could trigger the need for further consultation and additional funding. However, this cannot be entirely pre-empted until the recommendations have been implemented and monitored.
36. 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.

Climate implications

37. There is no additional impact in regards to climate impact with consideration to the recommendations in this report.
38. The decision made on 27 November 2021 in relation to Walworth Streetspace scheme considered the 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. The measures strongly support that ambition.
39. The data provided indicates a positive shift towards active travel modes during the trial period. Data should continue to be collected to inform the ongoing development of the scheme. As permanent measures are

considered the use of additional planting, sustainable urban drainage or rain gardens on the highway is further in line with the Climate Change Strategy's Priority 3 – Thriving Natural Environment which include actions to 'create greener streets'.

40. 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.

Equalities (including socio-economic) impact statement

41. The data currently shows that the measures have a positive impact in reducing traffic and providing safer walking environments. These improved conditions support a number of protected characteristic groups.
42. The Centre for Accessible Environments (CAE) has produced an addendum to its Equality Impact Final Assessment (November 2021) following the outcome of the statutory consultation and their comments are summarised at Appendix C (page 8). Officers are satisfied that there are no additional impacts in relation to equalities (including socio-economic) impacts in light of the recommendations in this report. The recommendations outlined by CAE, that the groups who are car dependent because of their protected characteristic should be assisted by the Council to mitigate any disadvantages they may suffer have been considered. Officers are cognisant of these groups, however on balance the benefits of the Walworth Streetspace schemes outweigh the harm that these may cause.
43. The Council will continue to monitor and engage on the impacts of these measures to understand how it may better assist these groups to mitigate any disadvantages by undertaking an equality impact analysis review in 6 to 12 months.
44. The proposals are not considered to have any significant adverse effect on socio-economic equalities.

Health impact statement

45. There is no additional impact in regards to health impact with consideration to the recommendations in this report.
46. The proposals support the council's mission to have zero casualties in Southwark by 2041 by introducing traffic reduction measures.
47. The proposals support the council's mission in Southwark's Healthy Weight strategy to improve childhood obesity.
48. The air quality monitoring and modelling results have indicated that in

isolated sections of some roads within the Walworth area there has been an increase in pollution levels. These areas will continue to be monitored, investigated and analysed to determine potential mitigation measures.

49. For other roads, particularly those where modal filters have been installed, there has been a quantifiable reduction in pollution levels. Overall, across the full Walworth area there has been a reduction in the total number of vehicle movements. The Walworth Streetspace proposals will further support the trend towards reduced overall vehicle movements.

Resource implications

50. The capital cost of works is approximately £850,000, which includes design, construction and project management costs. This expenditure will be funded by parking revenue funding.
51. There are no resource implications associated with the recommendations contained within this report that have not been previously agreed.
52. This report is to determine statutory objections made in relation to a proposed traffic order.

Consultation

53. Statutory consultation has been carried out as detailed in paragraphs 4 to 12 of this report.
54. An informal consultation was carried out for 10 weeks from July to September 2021. 1576 responses were received regarding the informal consultation.
55. Majority of the respondents to the informal consultation were in support of the scheme and felt the scheme had achieved key aims such as encouraging walking and cycling. People also reported a large increase in walking and cycling around 31% and the measures contributed to the change. Responses to the individual scheme varied, majority of respondents expressed a preference for a removal of some of the scheme elements, however, residents of streets close to the measures often preferred to retain them.
56. On 27 November 2021 a decision was taken in light of the responses received during the informal consultation. Consideration was also to the monitoring data, which showed a traffic reduction and a significant increase in cycling. This change from private car use to walking and cycling is supported by the informal consultation responses which showed a shift from car use to walking and cycling.

Programme timeline

57. The programme time line is as follows:

- Notice of making – February 2022
- Implementation – March-June 2022
- Monitoring – January to December 2022.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Law and Governance

58. Experimental Traffic Management Orders (“ETOs”) were made in June 2020 under section 9 of the Road Traffic Regulation Act 1984 (“ the1984 Act”) and have been in operation for 17 months. The Council now wishes to make the ETOs permanent in accordance with the statutory procedures set out in the Regulations and the powers contained within the 1984 Act. Before permanent orders can be made the Regulations require the Council to publicly notify its intention to make such orders and carry out consultation for 21 days. The notification and consultation requirements have been carried out as set out in the Background Information section of this report.
59. The Council is required to consider all objections duly made under Regulation 9 of the Regulations before making an order. The Appendices to this report summarises valid objections made, and set out the officer response to the objections for determination by the Cabinet Member.
60. The proposed orders do not meet the requirements as set out in regulation 10 of the Regulations, which would cause the Council to hold a public inquiry.
61. 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.
62. 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.
63. Paragraph 36 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 34 of the report confirms that the proposals 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 must exercise the duty and the members need to form this conclusion

64. 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.
65. On 14 July 2021, the Council Assembly approved the change to the Council's constitution and confirmed that all decisions made by the Council will need to consider the climate and equality (including socio-economic disadvantage and health inequality) consequences before making such decision. This has been considered in the report at paragraphs 37 to 49 above.

Strategic Director of Finance and Governance (EL21/125)

66. The report is requesting the Cabinet Member for Transport, Parks and Sport approves a number of recommendations detailed in paragraph 1 of this report, pertaining to the Walworth Streetspace Scheme.
67. The strategic director of finance and governance notes that the estimated costs associated with these recommendations is £850k and there is sufficient earmarked funding from existing Highways capital and revenue budgets to fund these proposals.
68. 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
Walworth Streetspace Decision report and appendices	https://moderngov.southwark.gov.uk/mgIssueHistoryHome.aspx?Id=50027885&Opt=0	Rachel Gates
Movement Plan 2019	Southwark Council Transport Policy 160 Tooley Street London SE1 2QH Online: https://www.southwark.gov.uk/transport-and-roads/transport-policy	Sally Crew
Climate Change Strategy, 2021	https://www.southwark.gov.uk/environment/climate-emergency	Tom Sharland

APPENDICES

No.	Title
Appendix A	Officer's response to Walworth Streetspace objection themes
Appendix B	Summary of Walworth Streetspace draft traffic orders
Appendix C	Centre for Accessible Environment Final EQIA Addendum (page 8)

AUDIT TRAIL

Lead Officer	Dale Foden, Head of Highways	
Report Author	Rachel Gates, Project Manager Clement Agyei-Frempong, Principal Project Manager	
Version	Final	
Dated	17 January 2022	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Strategic Director of Law and Democracy	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		31 January 2022