

Item No.	Classification: Open	Date: 14 February 2022	Decision Taker: Cabinet Member for Transport, Parks and Sport
Report title:		Determination of Objections – Bermondsey Street Streetspace	
Ward(s) or groups affected:		London Bridge & West Bermondsey	
From:		Head of Highways	

RECOMMENDATION(S)

1. That the Cabinet Member for Transport, Parks and Sport:
 - i. Considers the 20 responses received during the statutory period for the Bermondsey Street streetspace scheme. All responses were received by email. No responses were received by post or by the online system, Mapper.
 - ii. Notes that a 350 signature petition against the scheme was highlighted by ward councillors but has not been received by officers.
 - iii. Consider and determine the 10 objections received and consider the nine representations received which were in support of the scheme.
 - iv. Instruct officers to write to those that made representations to ensure that they are informed of the Cabinets decision..
 - v. Instruct officers to proceed with making the Experimental Traffic Management Orders (“ETMO”) permanent.
 - vi. Instruct officers to investigate further measures that could be installed to reduce the traffic traveling through the southern section of Bermondsey Street and Tanner Street and bring a further report with additional recommendations. A consultation is proposed to take place in July 2022 with any changes likely to require a new Traffic Management Order.

BACKGROUND INFORMATION

2. This report makes recommendations for the determination of ten objections that relates to traffic orders published proposing to make the ETMO for a traffic filter on Bermondsey Street permanent. London Borough of Southwark Council (“LBS”) made Experimental Traffic Management Orders (“ETMO”) in October 2020 under Section 9 of the Road Traffic Regulation Act 1984 (“ 1984 Act”) to facilitate the introduction of a traffic filter on

Bermondsey Street.

3. The decision to propose the implementation of the current restriction on a permanent basis follows public and ward member consultation.
4. In accordance with The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("1996 Act") the council advertised its intention on 9th December 2021 to make the traffic orders in respect of the current measures on a permanent basis.
5. The consultation period ran for 21 days from 9th December 2021 until 7th January 2022. An additional 7 days was given because of the Christmas and New Year period.
6. Notice was given in the London Gazette, local press (Southwark News) and street notices were placed in the affected area. A letter was also sent to every address within the area of Bermondsey Street.
7. Notice was given to the following statutory consultees: London Ambulance Service, London Fire Brigade, Metropolitan Police Service, TfL Buses, Freight Transport Association, and the Road Haulage Association.
8. Notice was also given to non-statutory consultees including: Transport for London, Southwark Disablement Association, Southwark Disability Forum, Southwark Cyclists, Living Streets and London Travel Watch.
9. Full details of the proposal were also made available for inspection on the council's website or by appointment at 160 Tooley Street.
10. This traffic filter was installed as part of Transport for London (TfL) Streetspace London programme, , to make it easier and safer for people to maintain social distancing, help people walk and cycle more often, avoid a sharp increase in car use, and improve everyone's health in response to the COVID-19 emergency. Bermondsey Street is a strategically important route linking the London Bridge area with the south of the Borough.
11. During the first six months of the ("ETMO"), which was published in two phases ('TMO2021-EXP15_LSP Bermondsey St' and 'TMO2122-EXP06_LSP Bermondsey St phase 2'), LBS received nine responses to phase one of the scheme, one in support, five objections and three comments. The concerns are outlined below:

Objections

- i. It takes much longer to get a taxi, reduced parking and speeding cyclists.
- ii. People are walking in the road, cyclists ride in the middle of the road, drunk and disorderly are gathering, anti-social behaviour, no reduction in traffic, a reduction in parking.

- iii. Concerns that it restricts access and mobility for people with a disability and increased cycle based crime.
- iv. People walk in the road, there is more traffic and pollution along Tanner Street.
- v. There is gridlock on Tower Bridge road, limited access to businesses. No reduction in the volume of traffic.

Comments

- vi. Enquiry regarding change in signage.
- vii. Highlighted problem with speeding on Leathermarket Street.
- viii. Highlighting the increase in angry confrontations from cyclists and pedestrians. Asked what policing is being done.

Support

- ix. Walking down Bermondsey Street has become much safer and created a special atmosphere in the local community.
12. Under Part 3D, paragraph 23 of the LBS's Constitution, which sets out that determination of objections to traffic orders will be reserved for the Cabinet Member for Transport, Parks and Sport.
 13. On 24th November 2021, the Cabinet Member for Transport, Parks and Sport instructed officers to:
 - i. Draft and publicise the traffic management orders required to make the traffic filter on Bermondsey Street permanent, including changing temporary material to permanent material and bring a further report should objections be received at the statutory consultation stage, which will include further consideration of the equalities impacts by way of an Equality Impact Assessment.
 - ii. Investigate further measures that could be installed to reduce the traffic traveling through the southern section of Bermondsey Street and Tanner Street and bring a further report with additional recommendations.

KEY ISSUES FOR CONSIDERATION

14. 22 pieces of correspondence were received as a result of the statutory consultation. 10 were objections, nine were in support and one response was a query. Two pieces of correspondence were removed as they were duplicates. These are summarised in Table One and are appended in full in Appendix 3.
15. Some responses provided more than one reason for objection, the grounds for objection and officer's response can be found in Appendix 1. The most common grounds for objection are summarised in Table Two. The common supporting representations are summarised in Table Three.

Table One

Support	9
Object	10
Query	1
Total	20

Table Two

Key Objection Themes	Total
Traffic displacement	6
No through route for the emergency services	5
Traffic on Tanner Street	5
Long detours	4
Discrimination against disabled residents	1
Speeding bikes and scooters	1
Not benefitted the southern section of Bermondsey Street	1
More attention should be paid to maintenance	1
Anti-social behaviour on Bermondsey Street	1
Statutory consultation published over Christmas	1
No consultation before measures installed	1
Make Bermondsey Street accessible to residents, deliveries, emergency services and taxis	1

Table Three

Key Support Themes	Total
Well-lit, safe, busy and pleasant	2
Safe for cycling	1
Improved footfall supporting the economy	1
Improved air quality	1
Should be completely closed	1
Better and safer experience for those walking	1
Footways need to be wider but happy with scheme	1

16. The Equalities Impact Assessment highlighted areas to be considered in the next stage of design previously approved by the Cabinet Member. The following will be investigated:
- i. Whether more seating can be provided
 - ii. Impact of displaced traffic to be further investigated
 - iii. If footways and crossings could be improved
 - iv. Whether further disabled parking bays could be installed

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
- M4 Action 7 – Reduce the number of cars owned in the borough
- M4 Action 8 – Use kerbside efficiently and promote less polluting vehicles
- M4 Action 9 – Manage traffic to reduce the demand on our streets
- M7 Action 15 – Reduced exposure to air pollution
- M7 Action 16 – Zero people killed or injured on our streets by 2041

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

Community impact statement

18. The recommendations support the council's equalities and human rights policies and promote social inclusion and uphold the missions within the Movement Plan by making the traffic filter on Bermondsey Street permanent, this will create an environment with less motor vehicle dominance, providing a better environment for walking and cycling. Car usage has been made less convenient and this will, over time, contribute to a decrease in car usage as it becomes a less convenient way to get around. Traffic speeds have decreased over the monitoring period, thus contributing to M7 Action 16 Zero casualties.

19. There is a risk that vehicle volumes on Tanner Street are high. In accordance with recommendation 1(iv) of this report officers will investigate ways to prevent through traffic from entering Bermondsey Street at the southern end. Bermondsey Street should be a route reserved for those who need to use it.

20. 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

21. The proposals are not considered to have any adverse effect on socio-economic or health equalities. Safety for pedestrians and in particular those with protected characteristics such as the elderly and disabled persons will be greatly assisted by a reduction in motor vehicles in the area.

22. Bermondsey Street has long been highlighted by disability groups due to the narrow and uneven footways with steep dropped kerb crossings. The traffic filter was not intended to address these concerns but the reduction in motor vehicles will allow us to consider interventions to create a better

on street environment for those with disabilities in the next stage of design.

23. An Equalities Impact Assessment is available as part of this report in Appendix 2.

Health impact statement

24. The proposals support the council's mission to use the kerbside efficiently and promote less polluting vehicles, manage traffic to reduce demand on our streets and reduce exposure to air pollution by reducing the convenience of using a car in Southwark.
25. The proposal recommends a reduction in the availability of parking spaces on Bermondsey Street. This is likely to encourage more residents to walk or cycle to visit the area by decreasing the travel car. Active travel is an effective way to integrate physical activity into daily routines, and just 20 minutes of physical activity per day can reduce the risk of several health conditions¹.
26. The reduction in traffic volumes and speeds on Bermondsey Street has a beneficial impact on health. Reduced vehicle speeds minimize the risk of road traffic collision, injuries and fatalities. Long-term reduction in traffic volumes will have an impact on local air pollution emissions that are particularly harmful to children, older people and those with certain health conditions.
27. It is important that the Highways department continue to monitor motorised traffic volumes on Tanner Street to ensure an air pollution 'hot spot' does not develop on this street.
28. Traffic reduction is also an essential element of creating safe and welcoming street environments that act as public spaces, encouraging residents to spend more time on our streets and increasing social interaction. This has the potential to have a positive impact on social and mental wellbeing, by creating connected and cohesive communities.
29. Reducing traffic and improving the experience for pedestrians on high streets has been shown to have a positive impact on the local economy by encouraging people to walk down their local high street, increasing footfall and visits to local businesses². Strong local businesses are important for a high street that promotes good health, in particular for their impact on the incomes and economic wellbeing of local residents.
30. According to the Urban Health Index³, Bermondsey Street is one of the best performing areas across the three domains of good urban health; basic human needs, foundations of wellbeing, and opportunities. Nearby areas in

¹ Southwark Council. 2017. Active Travel JSNA.

² Public Health England and Institute of Health Equity. 2018. Healthy High Streets.

³ Impact on Urban Health. 2021. Urban Health Index: <https://urbanhealth.org.uk/insights/data/urban-health-index-uhi-for-lambeth-and-southwark>

Bermondsey are amongst the worst performing areas according to the Urban Health Index. The changes to Bermondsey Street are part of a strategic approach to reduce traffic and increase walking and cycling across the borough, including other parts of Bermondsey.

Climate change implications

31. The report has considered how the proposed measures impact on climate change. The measures support the aims of the council's Climate Change Strategy under Priority 2 – Active and Sustainable Travel. Key aims of the council's Climate Change Strategy include to 'reduce car journeys to a minimum by 2030' and to 'be a borough where the walking and cycling becomes the default way to get around'. Part of meeting the borough's ambition of net zero emissions by 2030 includes a reduction in vehicle km's travelled and a shift to active and public transport; road transport currently accounts for 15% of the borough's emissions. These measures strongly support that ambition by creating an area where walking and cycling are prioritised and motor vehicle usage is discouraged.
32. Officers propose to investigate further measures to reduce traffic volumes on Tanner Street and make the filter on Bermondsey Street permanent. This will involve the introduction of more permanent highway measures. We will mitigate against the potential negative impact of construction works on the climate by requesting that our contractor uses electric vehicles where possible and a carbon calculator for material specifications.
33. 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

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

Legal implications

35. Traffic Management Orders would be made under powers contained within the 1984 Act.
36. Should the recommendations be approved the council will give notice of its intention to make a traffic order in accordance with the Local Authorities Traffic Order (Procedure) (England and Wales Regulations 1996).

Financial implications

37. Introducing more permanent measures in place of the temporary measures

currently in place is estimated to cost £75,000 to be funded by LIP.

38. A further report will be brought to the Cabinet Member with any proposed changes for the area.

Consultation

39. Statutory consultation was undertaken as per paragraphs 4 to 9 of this report.

Next steps

40. The following is the next steps in the process subject to the Cabinet Member approving the recommendations:
 - Making of TMO March '22
 - Implementation of permanent measures March '22
 - Consultation on additional measures July '22

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance

41. Experimental Traffic Management Orders (ETMOs) were made in October 2020 under section 9 1984 Act and have been in operation for 12 months. The Council now wishes to make the ETMOs permanent in accordance with the statutory procedures set out in the 1984 ACT and the Local Authorities Traffic Order (Procedure) (England and Wales Regulations 1996)
42. The Cabinet Member for Transport Parks and Sport is being asked to consider the consultation responses received, the monitoring data and recommendations made by officers following the ETMOs and to instruct officers to make the relevant permanent traffic management orders in accordance with the statutory procedure as well as investigating further measures to reduce traffic in nearby streets.
43. 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 18 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 18 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 maker must exercise the duty and the members need to form this conclusion.

44. 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.
45. On 14th July 2021, the Council Assembly 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 [20-32], above.
46. 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 (EL21/129)

47. The report is requesting the Cabinet Member for Transport, Parks and Sport approves a number of recommendations detailed in paragraph 1 pertaining to the Bermondsey Street Streetspace Scheme.
48. The strategic director of finance and governance notes that the estimated costs associated with these recommendations are £75k, there is sufficient funding from existing Highways capital, and revenue budgets to support these proposals.
49. Staffing and any other costs connected with these recommendations to be contained within existing departmental revenue and capital budgets.

Other officers

50. Comments were included by the Climate Change Team and Public Health Team.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Movement Plan 2019	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Joanna Redshaw 020 7525 2665
http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809		
Climate Change Strategy	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Chris Page 020 7525 7259
https://www.southwark.gov.uk/environment/climate-emergency?chapter=3		

APPENDICES

No.	Title
Appendix 1	Officer's Response to Objections
Appendix 2	Equality Impact Assessment
Appendix 3	Objections Redacted

AUDIT TRAIL

Lead Officer	Dale Foden – Head of Highways	
Report Author	Joanna Redshaw – Principal Project Manager	
Version	Final	
Dated	27/01/22	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
List other officers here		
Climate Change Director	Yes	Yes
Public Health Director	Yes	Yes

Cabinet Member	Yes	No
Date final report sent to Constitutional Team / Scrutiny Team		2 February 2022