

Item No.	Classification: Open	Date: 31 October 2022	Decision Taker: Cabinet Member for Leisure, Parks, Streets and Clean air
Report title:		Determination of Objections for Walworth Streetspace - Cooks Road improvements	
Ward(s) or groups affected:		Newington	
From:		Head of Highways	

RECOMMENDATION(S)

1. It is recommended that the Cabinet Member for Leisure, Parks, Streets and Clean Air:
 - i. Considers the 16 valid representations (10 support, 6 objections) for the Walworth Streetspace measures on Cooks Road as summarised in Table 1, received during the statutory consultation.
 - ii. Considers the officer's response to the objections received in relation to *the Walworth Streetspace measures on Cooks Road* as set out in Appendix 1.
 - iii. Instructs officers to write to those that made representations to ensure that they are informed of the outcome of the Council's decision.
 - iv. Instruct officers to make the necessary Traffic Management Order(s). (TMO) to retain the traffic filter at Cooks Road (junction with Otto Street).

BACKGROUND INFORMATION

2. As part of the Walworth Streetspace scheme, in 2020 a temporary traffic filter was introduced on Cooks Road under Experimental Traffic Orders(s) (ETO). This was to create a network of safe and healthy streets for walking and cycling by reducing through-traffic movements in the Walworth area.
3. The traffic filter at Cooks Road was reviewed between July – September 2021 as part of the Walworth Streetspace scheme. The outcome of the review proposed relocating the traffic filter to Dale Road, at the junction of John Ruskin Street. We did not proceed with this due to concerns regarding impact on access, the safety of cyclists and pedestrians, and impact on the local road network particularly Kennington Park Place and Kennington Park Road junction. Therefore, due to this the proposal was subject to further engagement and assessment before deciding on the

next steps.

4. To ascertain local opinion on the proposals for public realm improvements on Cooks Road there were two phases of engagement. As part of the review, a public consultation was carried out from July to September 2021. The public consultation showed that overall, respondents expressed a preference for the traffic filter to be removed. However, on Cooks Road itself responses were more evenly divided. See background documents for consultation report.
5. In the second phase, further engagement activities were carried out in July 2022. Including a discussion with the ward councillors and two meetings with the community (one in-person and one virtual meeting). The outcome of the meetings was that there was a preference for the traffic filter to be retained at Cooks Road. At the meeting, residents expressed that they had become familiar with the traffic filter and were not supportive of any further change.
6. The outcome of the public consultation and engagement activities, including the design proposal which were tabled to the Cabinet Member for Leisure, Parks, Streets and Clean Air through a decision report, in September 2022. See background documents for decision report.
7. The decision was made to accept the recommendations included in the report, including retaining the traffic filter at Cooks Road, and to proceed to statutory consultation.
8. The statutory consultation period ran for 21 days from 15 September - 6 October 2022.
9. Notice was given regarding the statutory consultation in an e-newsletter as an e-mail mail out to those who subscribed in previous consultations in Walworth.
10. Notice was given in the London Gazette, local press (Southwark News) and street notices were placed in the affected areas. The notice was also sent by mail to all addresses in the scheme area and an e-mail to those who subscribed during the consultation period.
11. Notice was given to statutory and non-statutory consultees on 15 September 2022.
12. Full details of the proposal were also made available for inspection on the council's website and by appointment at 160 Tooley Street.
13. All draft traffic orders that were advertised with the notice of intention in relation to the Walworth Streetspace scheme can be found at Appendix 2.
14. A total of 16 valid representations were received. See table 1 for type of representations received.

KEY ISSUES FOR CONSIDERATION

15. Some of the key benefits and support raised in the statutory consultation period are the following:
 - Cooks Road will be a more attractive and pleasant place to enjoy
 - Cooks Road will be safer for cyclists and pedestrians
 - Cooks road is a key cycling route
 - Better access for pedestrians
 - Cooks Road will have less noise pollution
 - Prevents cut through traffic

16. The key concerns raised from the public consultation and engagement activities are:
 - Resident motor vehicle access
 - Increased motor vehicle journey times
 - Move traffic filter to Dale Road
 - Permit holder scheme

17. The outcome of the meetings with residents indicates there is a preference for the traffic filter to be retained at Cooks Road. At the meeting, residents expressed that they had become familiar with the traffic filter and were not supportive of any further change.

18. A benefit of retaining the traffic filter at Cooks Road is that access traffic is shared between Kennington Park Place and John Ruskin Street. Since September 2021, traffic levels on John Ruskin Street have stabilised, with John Ruskin Street (East) continuing to show a reduction in motor vehicles (-6% June 2022). This also means that Kennington Park Place remains as a safe route for walking and cycling due to the low levels of access traffic, which has supported the 119% increase in cycle volumes (June 2022). Another advantage to retaining the traffic filter is that it provides better access for motor vehicles south of Fleming Road to travel eastbound.

19. The preference for a permit holder scheme has been considered fully as requested at the meeting. Fundamentally, it is deemed not viable due to it not aligning with or being consistent with our Movement Plan policy. In addition it would also be complex to determine the area of eligibility for any such exemption scheme for many reasons including the proximity of the borough boundary with Lambeth. It is also key noting that Cooks Road has low car ownership in the area. The issues around accessibility and poor driver behavior can be addressed with specific interventions at key locations as identified by residents at the engagement meeting and work with colleagues from housing services that manage the public realm and parking on estates.

20. Other complementary measures will be considered to support resident access such as reviewing banned turns in the area, junction improvements at John Ruskin Street/Camberwell Road, operation of signals and parking reviews. These potential measures will be investigated and subject to engagement with Transport for London. Officers will also be liaising with parking enforcement and housing to improve safety and access around the Brandon Estate.
21. Further measures to reduce through traffic in the north Camberwell area , including John Ruskin Street are being considered
22. The recommendation to permanently retain the traffic filter in its current location on Cooks Road is proposed for the reasons set out in Paragraphs 18 and 19. It is also therefore, recommended to retain the parking changes, see Appendix 3, which complement the traffic filter in its current location. The parking changes include extending lengths of anytime waiting restrictions.
23. The above parking changes have been designed to allow space for safe turning at the location of the traffic filter.
24. The proposal is reflective of the key actions in the Movement Plan, 2019 and Climate Strategy 2021, to encourage active travel and reduce private car use.
25. The proposed camera-enforced traffic filter will be consistent with the Southwark exemption policy. See background documents for Southwark exemption policy.
26. **TABLE 1 – Type and number of valid representations by traffic order**

Street	Support	Object	Total
TMO2223-017_Cooks Rd permanent	10	6	16

27. The key themes highlighted in the comments provided are:
 - Traffic filter to be moved to Dale Road
 - Access issues
 - Displaced traffic
 - Longer journeys

Detailed responses to each of the objections can be found in Appendix 1.

28. **Table 2 – ‘TMO2223-017_Cooks Rd permanent’ – Grounds for objection**

Ref	Grounds for objection
CR1	Access issues
CR2	More traffic on John Ruskin Street
CR3	Move traffic filter to Dale Road
CR4	Longer journey times, speeding on John Ruskin Street, more congestion
CR5	Move traffic filter to Dale Road
CR6	Permit scheme, displaced traffic
Recommendation	Consider officer’s response outlined in Appendix 1 and reject the grounds for objections. There is support for the closure to be retained at its current location. Traffic levels on John Ruskin Street have stabilised, with John Ruskin Street East continuing to show a reduction in motor vehicles The proposed camera-enforced traffic filter will be consistent with the Southwark exemption policy.

29. Each piece of correspondence received during statutory consultation was responded to with an acknowledgement email.

Conclusions

30. During the statutory consultation, we received 16 valid representations. This consisted of 6 objections and 10 representations in support.

31. It is recommended that the objections received in relation to TMO2223-017_Cooks Rd are rejected following consideration of officer’s response.

Policy framework implications

32. 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
33. The recommendations in this report will help to deliver the objectives of the Council Delivery Plan, in particular:
- Create safe, healthy, green streets
 - Make Southwark a Cycle Friendly Borough
 - Reduce air pollution from vehicles
34. The recommendations in this report are consistent with the aims of the council's Air Quality Strategy & Action Plan, particularly:
- Encourage residents and those working in the borough to walk and cycle
 - Increase the amount of green infrastructure
 - Assess the Borough's highways against the criteria in TfL's Healthy Streets approach
35. The recommendations of this report are consistent with the targets set out in the council's Climate Change Strategy, in particular:
- Reduce car journeys to a minimum by 2030
 - Be a borough where walking and cycling becomes the default way to get around'

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

Community impact statement

36. The implementation of any transport project creates a range of community impacts. All transport schemes aim to improve the safety and security of vulnerable groups and support economic development by improving the overall transport system and access to it.
37. The recommendations are locally based and therefore will have greatest effect upon those people living, working or travelling in the vicinity of the areas where the proposals are made.
38. There is a risk that, in the short term, congestion levels, queue lengths and journey times for motor vehicles could increase in the surrounding road network of the TMO, having an adverse impact upon road users and properties in that area. However, improving bus, pedestrian and cycling infrastructure should also lead to a reduction in overall car use, mitigating those short-term effects. Monitoring is ongoing to identify any risks to the surrounding road network.
39. There has been various feedback from local businesses about the effect of loss of passing traffic and vehicular access to shops. However, this would potentially be offset by increased cycle traffic and pedestrian footfall. There

is currently no quantitative data to support the reported feedback. With the exception of those identified above, the recommendations are not considered to have a disproportionate effect on any particular community group.

Equalities (including socio-economic) impact statement

40. 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 traffic proposal at Cooks Road also includes vehicular exemptions for emergency services and Southwark Blue Badge Holders. No potential negative, disproportionate or adverse impacts on those with protected characteristics been identified.

Health impact statement

41. The proposals support the Council's mission to have zero people killed or injured on our streets by 2041 by introducing traffic reduction measures. This proposal provides physical and mental health benefits by reducing pollution and providing better and safer active travel routes for pedestrians and cyclists and providing space for people to meet and socialise.

Climate change implications

42. The measures support the aims of the Council's Climate Change Strategy under Priority 2 – Active and Sustainable Travel. The report highlights that retaining the various traffic filters in their current positions benefits safer pedestrian journeys, in particular to the local primary school and shops.
43. 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 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.
44. 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

45. There are no resource implications associated with the recommendations contained within this report that have not been previously agreed. All staffing costs will be accommodated within existing departmental budgets.
46. This report is to determine statutory objections made in relation to a

proposed traffic order.

Legal implications

47. To implement the recommendations at paragraph 1 (iv), the Council will need to make TMO(s) under powers contained within sections 6-8 Road Traffic Regulation Act 1984 ("RTRA 1984").
48. Before making a TMO, Regulation 8 of the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("1996 Regulations") requires the Council to consider all objections received within the statutory consultation period of publishing the draft notice (i.e. representation made from 15 September 2022 until 6 October 2022). This is set out in para 1(i) of the recommendations.
49. Where the Council does not "wholly accede" to any objection, they must provide reasons for this in its notification of the making of an order to any person that has objected (regulation 17(3) 1996 Regulations). This is set out in para 1(iii) of the recommendations.
50. Any objections the Council receives must be properly considered in light of administrative law principles, Human Rights law and relevant statutory powers.
51. Should the Cabinet Member approve the making of the TMO(s), the Council must publish a notice that the order has been made in accordance with Regulation 17 of the ("1996 Regulations")
52. Once the TRO has been made the Council must also ensure proper signage is implemented in the vicinity in accordance with Regulation 18 1996 Regulations.

Financial implications

53. The estimated cost for the delivery of the recommendations contained in this proposal is £35,000.
54. The estimated costs of the scheme will be contained within the Parking Services Revenue Account.
55. There are no additional budget or staffing requirements arising from the recommendations in this report.

Consultation

56. A public consultation was carried out from July to September 2021. Although there was majority support for the traffic filter to be removed. Respondents from Cooks Road were more evenly divided.
57. Further engagement activities were carried out in July 2022, where overall

there was a preference for the traffic filter to be retained at Cooks Road.

58. A decision was taken to proceed to statutory consultation for retaining the traffic filter, in consideration of the informal consultation responses and wider scheme objectives.
59. Statutory consultation for the implementation of the permanent traffic filter has already been carried out as detailed in paragraph 7 to 11 of this report.

Programme timeline

60. Notice of making – December 2022
61. Implementation – December 2022/January 2023

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance (AM 10/22)

62. The Cabinet Member for Leisure, Parks, Streets and Clean Air is asked to approve the recommendation to retain the traffic filter at Cooks Road (junction with Otto Street). Implementation of the proposal will require one or more TMO(s) made in accordance with the procedure prescribed by the RTRA 1984 and the 1996 Regulations.
63. Should the Cabinet Member be satisfied with the contents of this report then they have the authority to make the decision recommended at paragraph 1 pursuant to paragraph 22-23, Part 3D of the Council's Constitution.
64. 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.
65. The Council has a duty, pursuant to section 149 of the Equality Act 2010, to have due regard in the exercise of its functions to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. Protected characteristics include age, sex, disability, pregnancy and maternity. Officers have considered the public sector equality duty as set out in paragraphs 36 to 42 of this report and have concluded that at this time the proposals will have no detrimental impacts on a particular protected group or on the equality of opportunity under the Equality Act 2010. Officers will continue to monitor the effect of the proposals in the event detrimental impacts to a protected group come

to light at a later date.

66. 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 43 to 45 above.

Strategic Director of Finance and Governance (EL22/069)

67. The report is requesting the Cabinet Member for Leisure, Parks, Streets and Clean Air approve a number of recommendations detailed in paragraph 1 of this Objection Report pertaining to the proposals to create a network of safe and healthy streets on Cooks Road as part of the Walworth Streetspace scheme.
68. The strategic director of finance and governance notes that the estimated costs associated with these recommendations is £35k and there is sufficient earmarked funding from the Parking Services Revenue Account to fund these proposals.
69. Staffing and any other costs connected with these recommendations to be contained within existing departmental budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Movement Plan 2019	Highways 160 Tooley Street	Tom Robison, 020 7525 3752
http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809		
Southwark's Climate Strategy 2021	Environment & Leisure 160 Tooley Street	Chris Page 020 7525 7259
https://www.southwark.gov.uk/environment/climate-emergency?chapter=3		
Walworth streetspace review- decision and consultation report	Highways 160 Tooley Street	Clement Agyei- Frempong 078 5251 0108
https://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?IId=50027885&Opt=0		
Southwark exemption policy	Environment & Leisure 160 Tooley Street	John Wade 020 7525 0141
https://moderngov.southwark.gov.uk/documents/s104970/Appendix%202.pdf		

APPENDICES

No.	Title
Appendix 1	Officers response
Appendix 2	TMO notice
Appendix 3	Cooks Road permanent drawing

AUDIT TRAIL

Lead Officer	Head of Highways – Dale Foden	
Report Author	Project Manager – Nazihah Begum	
Version	Final	
Dated	27/10/2022	
Key Decision?	No	
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
Climate Change	Yes	Yes
Cabinet Member	Yes	No
Date final report sent to Constitutional Team		28 October 2022