

Item No. 16.	Classification: Open	Date: 6 December 2022	Meeting Name: Cabinet
Report title:		Streets for People	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Rose, Leisure, Parks, Streets and Clean Air	

FOREWORD - COUNCILLOR CATHERINE ROSE, CABINET MEMBER FOR LEISURE, PARKS, STREETS AND CLEAN AIR

We have a vision for our borough. We are working with communities to make our roads safer and create people friendly streets.

Just four out of ten households in Southwark have access to a car, and of these only 22% use it as their main mode of transport. The proportion of households driving and owning a vehicle is declining as our car-free population is growing.

People under 40 own fewer vehicles and drive less. This change in society started over 20 years ago before the internet and smartphones. Under 40-year-olds are already the largest demographic group in Southwark and this group continues to grow.

Yet a rise in traffic through and around our borough has made cars, not people, the focus on our roads. Many car journeys pass through Southwark without stopping, often on streets that were not built for such traffic.

We are working to restore quiet, safe streets in our communities while making sure people have ways to travel where they need to go in Southwark.

The availability of car parking is the strongest factor for people deciding whether to drive or not. Cars are typically in use for 4% of the time and are thus parked for 96% of the time.

Motor vehicles are responsible for more than half of air pollution in cities. The impact of poor air quality on people's health is very well recognised.

Public Health England (PHE) suggests that 10% of adult deaths in Southwark may be attributable to particulate air pollution (measured as fine particulate matter PM2.5). This equates to around 90 deaths per year in the borough.

Air pollution also disproportionately affects the most vulnerable in society in particular children, older people and people with a wide range of chronic health conditions.

Southwark's Air Quality Action Plan outlines actions and policies to improve air quality in the borough over the five-year period of the plan.

52% of NOx emissions in Southwark come from road transport and therefore the Air Quality Action Plan and the Sustainable Transport Strategy are closely aligned.

Ethnicity is another key factor affecting people's movement and how they experience the public realm. Black, Asian and minority ethnic Londoners are more likely to walk and use public transport than white Londoners. This group is also more likely to be injured on roads, live in areas with worse air pollution and are more likely to be affected by hate crime and anti-social behaviour.

13.5% of our residents have one or more disabilities and we know that many of them want to be more active, but for various reasons feel unable to do so. Disabled people are twice as likely to be physically inactive (43%) than non-disabled people (21%). Many disabled are trapped in car dependency because alternative modes are not adapted to their needs. We need to make sure all people have access to the full range of transport choices.

Road traffic casualty rates, like many other public health issues, also show a steep social gradient. Children in the 10% most deprived wards are four times more likely to be hit by a car than those which are in the 10% least deprived. Concerns about road traffic injury are a major contributor to physical inactivity for both parents and children and need to be addressed if we are to encourage more active travel.

We also want to meet the needs of children and adults who require SEND travel and Blue Badge Holders of all ages, by providing comprehensive support and prioritisation to travel across our borough easily.

Older and less mobile residents require safe accessible pavements and good level interchanges with different forms of public transport. We are working with key transport partners such as TfL, bus operators and Network Rail to deliver this.

We have already introduced ten Streetscape schemes and other traffic reduction interventions in various forms around Southwark. In these areas, we've made the roads calmer, which means we can put in more seating, more trees and add important items such as cycle storage.

We've calmed the roads by closing roads to through traffic while giving priority to walkers, cyclists, and residents who can always drive to their homes inside the scheme.

We are already seeing a change in how people move around the borough. This report sets out our wider ambitions and how we will work with all our communities to deliver Streets for People.

RECOMMENDATIONS

That cabinet:

1. Notes the need to take further action to deliver our council ambition for healthier neighbourhoods, cleaner air, thriving town centres and safer roads by providing opportunities for active travel and improving streets in the borough through council wide policies.
2. Notes that a comprehensive programme of community engagement will be delivered to ensure residents have an opportunity to inform the design and use of roads in their neighbourhoods.
3. Notes this programme will commence with the launch of the consultation process on Southwark's Sustainable Transport Strategy (previously referenced as The Movement Plan).
4. Notes the timetable for all subsequent local area based consultative processes, required to deliver our council ambition for healthier neighbourhoods, cleaner air, thriving town centres and safer roads, to be brought to Cabinet early in the New Year.

BACKGROUND INFORMATION

5. The Council is improving the quality of life for residents by changing the way we travel in our borough. We have grasped this once in a generational opportunity to deliver change in our communities and improve the way we use our roads for the good of all. This report explains the measures already achieved that are benefitting all who live, work and study in the borough. The report sets a clear forward thinking approach for continued delivery of positive benefits.
6. The Council is delivering change that has significant positive impact, including:
 - Achieving the ambition of being a carbon neutral borough by 2030
 - Ensuring equality and inclusivity for all
 - Making walking great again for everyone, across the whole borough
 - Supporting key workers and those with shift patterns to access safe, affordable forms of travel 24 hours a day.
 - Making Southwark a cycle friendly borough with a new ambitious cycling strategy in 2023
 - Reducing air pollution from vehicles
 - Acting to improve air quality and road safety at every Southwark school
 - Creating safe, healthy, green streets
 - Equal pavements pledge.
7. The Council is putting people first and holding conversations with all our residents to shape the neighbourhoods in the borough for the future.

8. Our aim is to support good travel choices to make the borough a better place for all. We will be:

- Providing space for additional cycle storage
- Providing space for additional tree planting
- Providing space for parklets and greening of the highway
- Increasing opportunities for micro-mobility
- Increasing access to EV charging
- Increasing access to car clubs/car sharing
- Creating more walking routes
- Delivering a borough wide network of cycling routes for all cycling abilities
- Prioritising bus journeys and removing barriers to improving journey times, frequency and connections to other forms of public transport such as rail stations, London overground and underground services.
- Seeking further investment in our train and underground stations to make them more accessible for everyone and better connected with local bus services
- Supporting businesses and traders to switch to zero pollution delivery vehicles and more schemes for cargo bike hire and storage locally. Together with rapid charging points for commercial vehicles
- Encouraging people to switch to less polluting cars, incentivising the switch to zero emission and smaller vehicles with reduced parking fees for those less impactful vehicles
- Providing greater choice for car owners to use their car less often, save money and improved their health by offering alternative ways to travel for shorter, local journeys. Also improving their personal health and well-being if they are able to walk and cycle
- Ensuring that no one is left behind in seeking improvements to their street or estate, involving all those that will benefit from a public transport network and inclusive active travel the most. Specifically our older people and those with disabilities or mobility needs from our Black, Asian and minority communities.

9. Change is happening and significant work has already been undertaken on our roads to encourage and enable active travel in the borough. These changes put people first by creating effective use of space and supporting transport choices that reduce traffic levels on our roads.

10. We have provided:

- 10 permanent Streetspace schemes to improve our roads. The schemes are based on a variety of criteria including areas of deprivation, pollution levels and childhood obesity. The schemes have been developed working closely with partners such as Guy's and St Thomas' Foundation.
- 550 cycle hangars plus expanding network of cycle stands. This provides well over 3,000 spaces at a subsidised rate to users. We currently aim to have a minimum of over 1,000 hangars, providing

over 6,000 spaces, in place by 2025. Cycle hangars are popular assets in our community and in high demand. One hangar provides storage space for six bicycles. We will be looking at new ways of funding and working to significantly increase the number of hangars being installed to reduce the current backlog of resident requests for spaces.

- 3,400 cycle stands, designed to lock up to two bicycles per stand
- New cycle hire stations with six installed in 2022/23. We are currently looking to extend the location of hire stations into the south of the borough to improve availability for hiring bicycles on a short term basis.
- Nearly 1,000 on street disabled parking bays
- 400 electric vehicle charging points (street light trickle chargers and rapid chargers) with over 1,000 more to be installed by 2026
- 26 permanent school street schemes involving road closures in place. We are in ongoing discussion with over 100 Southwark schools in total to significantly increase the number of schemes and create a network of safe cycling routes to and from schools
- Walking maps showing safe and accessible routes for schoolchildren for over 20 schools, with proposals to have walking/wheelchair accessible routes available throughout the Borough by 2023.
- Network of cycle routes including over 2km of segregated cycle lanes installed every year for past three years
- Pocket parks, parklets, benches, greening and tree planting across the borough
- A minimum of 25 pedestrian crossings every year for the past three years and to continue with this target until at least 2025.
- Free cycle training for over 3,000 children and adults every year for past five years.

KEY ISSUES FOR CONSIDERATION

11. Most households do not own a car. We need to regulate kerb space to manage the level of traffic in the borough and create a more balanced equal use of our roads. This will provide an opportunity for residents to shape the future of the roads in the borough. This will be achieved through the following actions:

- Development of a neighbourhood led approach to parking across our streets and estates that seeks to prioritise and support the needs of all residents and the local economy
- Parking controls that provide disabled parking bays and improved access for drivers and carers at places and services that are important to them
- Parking control schemes that allow people to successfully access permits and information on parking, including payment, in a number of different ways if they are digitally excluded or have specific needs best met in person
- Existing and new parking control areas will be supported to identify and create space for cycle storage, bike and car hire, EV charging

points, street trees, rain gardens, flood mitigation measures and other benefits determined locally

- The modernisation of parking control schemes to be positive mechanisms to enable the council to work with local communities to deliver improvements on their streets and roads
- To remove barriers to walking and cycling to create a more balanced road network that allows all residents greater choice and reduced costs in relation to how they travel in the borough
- Parking controls that enable the council and TfL to deliver much-needed comprehensive bus prioritisation schemes that improve the journey times, frequency and ridership of our bus network, through greater confidence in the bus network
- A revision and extension of the parking charges structure.

Parking Charge structure

12. Parking is managed on our streets through the implementation of a simple emissions based parking charging structure. The impact of this charging structure on change of vehicle ownership to less polluting vehicles has been minimal.
13. Officers will develop a new and revised parking charging structure for both permits and on-street parking, the detail of which will be included within the annual budget setting report to be presented to Cabinet for approval in February 2023.
14. These new parking charges will reflect the data and impact of the ULEZ extension and the priorities that are clearly set out in relation to the Mayor of London's respective Transport and Air Quality Strategies and our borough level equivalents.
15. These charging structures will be revised and updated as new technology and vehicle data becomes available. They will also adapt and respond to other London road charging schemes if and when they are implemented.

Neighbourhood Parking

16. Currently 68% of the borough has controlled parking zones. We have a number of reviews of existing schemes underway, established schemes have been extended in response to increases in cars and displacement of car parking from adjacent boroughs and controlled parking will be implemented across the remainder of the borough.
17. The consultation process on the borough's Sustainable Transport Strategy will continue to analyse data and feedback in relation to all the current issues communities face, including those that are created by excessive and uncontrolled parking in our neighbourhoods.

Resident engagement

18. Resident engagement will be at the heart of the implementation of future schemes in order to provide the opportunity for residents to have a say in shaping the future of the roads in their neighbourhood that will include a platform to consider a range of opportunities.
19. Providing space for additional cycle storage - the Council Delivery Plan (CDP) provides a target of having 1,000 on-street cycle hangars by 2025. This will be achieved through a combination of installing discrete hangars on existing controlled parking areas, and in conjunction with the introduction of any new controlled parking areas.
20. Providing space for cycling and making walking great again – controlled parking areas could create space thus potentially removing barriers for walking and cycling.
21. Providing space for additional tree planting - for all existing and new school street schemes, streetspace schemes, controlled parking areas and highway improvement schemes, consideration will be given for the planting of new trees wherever space is available.
22. Providing space for parklets and greening of the highway - for all existing and new school street schemes, streetspace schemes, controlled parking areas and highway improvement schemes, consideration will be given to greening and the installation of parklets wherever space is available.
23. Increasing opportunities for hired micro-mobility schemes - the Council is committed to enabling greater use of e-bikes and e-scooters and the Cabinet Member for Leisure, Parks, Streets and Clean Air has approved the participation in the pan-London e-scooter trial and also approved entering into memorandum of understandings with e-bike operators to trial e-bikes in the borough, both to be trialed until May 2024
24. Through the introduction of further controlled parking there is an opportunity to change the use of some of the kerb space to provide parking on the carriageway for both forms of vehicle (particularly in the south of the borough) and to also create micro-mobility hubs (parking for e-bikes, e-scooters and cycles (stands and or cycle hangers)).
25. Increasing access to EV charging - work is currently underway to develop an EV charging strategy for the borough. This strategy will provide a pathway to deliver the corporate ambition of 1000 additional electrical charging points by 2026.
26. The strategy will make clear reference to the modernisation of the established controlled parking programme across the borough, as well as the requirements for additional cycle storage and highway greening.

27. The engagement and consultation taking place with residents as part of this report will be shared with colleagues working directly on the EV charging strategy to ensure it is informed by local residents' views.
28. Creating more space for walking and cycling for all school children. Providing support for our most vulnerable school children and adults who require SEND transport or access to a Blue Badge exempt vehicle.
29. Creating safer roads and streets for all schools, with improved air quality for those schools on main roads. Tackling local area issues in relation to clusters of schools and the parking and vehicle volumes associated with term time traffic and car use generated by non-catchment schools.
30. Providing local businesses and traders improved accessibility for loading and unloading and parking bays for customer use - supporting the creation of space for cargo bikes, customer seating and space for stalls, intermediate and seasonal commercial space to trade and extend the business offer.
31. Increasing access to car clubs/car sharing - the existing contracts with car club operators expire at the end of April 2023 which provides an opportunity to increase the number of parking bays/streets within the procurement of the new car club/car sharing contracts. This can be achieved through the provision of greater kerb space implemented in controlled parking zones and through reducing the number of vehicles using our roads.

Timeline for delivery

32. The following milestones will be delivered:
 - Consultation on the Refresh of the Movement Plan 2019 as Southwark's Sustainable Transport Strategy – December 2022 to February 2023
 - Consultation and community engagement for new neighbourhood parking schemes and controls – January 2023 onwards
 - Consideration and approval of revised parking charging structure as part of the Budget setting process – February 2023
 - Consideration and Cabinet approval of Sustainable Transport Strategy – May 2023
 - Implementation of any new areas of neighbourhood parking controls – from September 2023 onwards
 - Review of controlled parking – six to 12 months post implementation for existing and new schemes.

Communications and engagement

33. A range of proactive messaging, branded and identified as "Streets for People" is being produced to inform and involve people who live, work and study in the borough about the active travel schemes. Information and updates about active travel measures will be shared as plans

progress. Following on from previous consultations and engagement work, a communications plan is currently being developed for the year ahead. The activity will be underpinned by data and will build on existing agreed policies, such as the current Movement Plan, which is to be subject of a public consultation from December onwards and rebranded as the Sustainable Transport Strategy.

Policy framework implications

34. The extension of active travel in the borough would meet all the missions of the Movement Plan (2020):
- a. Mission 1 – Equity Framework: The connectivity increased by additional transport modes that will reduce pollution and enable modal shift whilst improving health and wellbeing via active travel increases
 - b. Missions 2 and 3 – Benefit Mental and Physical Wellbeing: Active travel improves both mental and physical well-being whilst additionally reducing noise pollution from private vehicles
 - c. Mission 4 – Reduce Traffic: Providing alternative modes of transport across the borough to supplement the pre-existing network of public transport, including the option for one way rides will help to reduce both short and longer journeys across the borough
 - d. Missions 5 and 6 – Streets for People and Support Businesses to Prosper: By reclaiming spaces from cars for parking and demarcating space from other vehicles, areas will be improved by reduction of journeys in private vehicles and improving spaces for a new class of vehicle. This will also support local businesses by improving range of vehicle provision to access local businesses via local parking to high streets and destination areas
 - e. Missions 7, 8 and 9: By transitioning to other forms of transport, it is expected that journeys in private vehicles will be offset to reduce pollution and reduce danger of collision by also reducing number of private vehicles.

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

Community impact statement

35. The recommendation set out in this report are not considered to have a disproportionate effect on any particular community group.

Equalities (including socio-economic) impact statement

36. The recommendations support the council's equalities and human rights policies albeit the nature of any impacts on those with protected characteristics will not be known until the extent of the controlled parking zones are determined, following community engagement and consultation.

Equality assessments will be carried out and considered by the subsequent decision makers

37. The recommendations as set out in this report are not considered to have any significant adverse effect on socio-economic equalities.

Health impact statement

38. This report takes a holistic perspective, encouraging active travel to achieve healthier neighbourhoods, cleaner air, and thriving town centres. Active travel can improve physical and mental wellbeing. A shift away from car use could also contribute to improvements in air quality, which has an impact on health outcomes. Community engagement is embedded into the strategy, which should help to identify the varied needs and desires of the borough's residents.

Climate change implications

39. This report has clearly considered climate change as part of the decision. Encouraging active travel is a key element of our Climate Change Action Plan to reach our ambition of becoming a carbon neutral borough by 2030. By revising the parking charging structure and implementing controlled parking across the borough, the council is acting to reduce car use, which will improve air quality and reduce emissions. This links directly to actions G.1.i, G.1.ii, G.2.iii, and G.4.iii in the Climate Change Action Plan.
40. This decision also proposes a community engagement structure that allows residents to influence the nature of active travel and roads. If done effectively, this will work to ensure a transition from car use to active travel that is supported by local people.
41. The impacts of these measures should be monitored and assessed, to determine their effectiveness at reducing travel related emissions and improving air quality.

Resource implications

42. There are no resource implications associated with the recommendations set out within this report as the proposed community engagement associated with the implementation of the controlled parking can be managed within existing resources in the Highways Division.

Legal implications

43. The legal implications associated with the recommendations of this report are set out in paragraphs 47-51 below.

Financial implications

44. The implementation of controlled parking is primarily funded from the parking services revenue account. The use of any surplus arising on this

account must be in accordance with section 55 (as amended) of the Road Traffic Regulation Act 1984.

45. Funding for cycle hangars is from a range of sources including Climate Change funding (£2.5m over 4 years), plus Cleaner, Greener, Safer (CGS) allocation and Devolved Highways Budget (DHB).

Consultation

46. Consultation will be undertaken with the community as part of the implementation of the controlled parking zones with a view to providing an opportunity to shape the roads within the respective neighbourhoods.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance (AGG 11/22)

47. There are no significant legal concerns arising from the recommendations set out in this report. The Director of Law and Governance and her staff will continue to provide advice to officers on any legal and governance issues which may arise during the delivery of the policy to encourage active travel and in any implementation of the controlled parking zones throughout the borough.
48. The Council in exercise of its function is subject to the public sector equality duty in accordance with section 149 of the Equality Act 2010 and must have due regard to the need to eliminate discrimination, advance equality of opportunity, and to foster good relations between people with protected characteristics and others. However, the nature of any impacts on those with protected characteristics will not be known until the extent of the controlled parking zones are determined, following community engagement and consultation. Equality assessments will be carried out and considered by the subsequent decision makers
49. The delivery of an active travel policy and community engagement is an executive function of the Council which can be considered by the Cabinet in accordance with Part 3B of the Council's Constitution.
50. The details of the revision of the parking charging structure will be presented to Cabinet as part of the annual budget setting report in February 2023. Cabinet has authority to approve such report as set out in Part 3C of the Council's Constitution.
51. Any implementation of controlled parking zones following the community engagement process will be presented to the Cabinet Member for Leisure, Parks, Streets and Clean Air for approval in accordance with Part 3D of the Council's Constitution.

Strategic Director of Finance and Governance (FC22/044)

52. The strategic director of finance and governance notes the recommendations to Cabinet on actions on active travel and the future of our roads to deliver the council's ambition for healthier neighbourhoods, cleaner air, thriving town centres and safer roads.
53. The strategic director also notes the changes to the parking charging structure, the use of parking surpluses and the other sources of funding available for the various schemes.
54. Officer time to effect recommendations will be contained within existing budgeted revenue resources.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Catherine Rose, Cabinet Member for Leisure, Parks, Streets and Clean Air	
Lead Officer	Matt Clubb, Director of Environment	
Report Author	John Wade, Head of Traded Services	
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CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
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Strategic Director of Finance and Governance	Yes	Yes
Climate Change	Yes	Yes
Public Health	Yes	Yes
Cabinet Member	Yes	Yes
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