

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 7 March 2023	<b>Decision Taker:</b> Cabinet Member for Leisure, Parks, Streets and Clean Air
<b>Report title:</b>		Druid Street Walking and Cycling Improvements	
<b>Ward(s) or groups affected:</b>		London Bridge and West Bermondsey, South Bermondsey	
<b>From:</b>		Head of Highways	

## RECOMMENDATION(S)

That the Cabinet Member for Leisure, Parks, Streets and Clean Air:

1. Considers the consultation data and monitoring data collected since the scheme was implemented.
2. Instructs officers to proceed with a detailed design to improve on the temporary scheme, and address the issues that have been raised in the consultation feedback and the Stage 3 Road Safety Audit.
3. Instructs officers to carry out the formal consultation procedure, as required by the Road Traffic Management Act 1984 and the Local Authorities Traffic Orders (Procedure) Regulations 1996, in order to make the experimental measures implemented on Druid Street and Gedling Place permanent.

## BACKGROUND INFORMATION

4. In 2017 TfL Strategic Cycling Analysis was carried out to identify the future demand for cycling in Southwark. This analysis identified a need to provide a connection from north to south between Cycleway 10 and Cycleway 14 (previously known as Quietway 1 and Quietway 14). This increases the number of people living within 400m of a cycle route, in line with targets contained in the Mayor of London's Transport strategy. There is also a desire to divert cyclists that wish to continue north from Cycleway 10, towards the City, away from the busier main roads and to use Cycleway 14 instead.
5. London Borough of Southwark ("the Council") Highways department have been working on a Route Development Plan between Cycleway 10 and Cycleway 14. The current preferred route joins Cycleway 14 at Druid Street, and continues along Gedling Place, Neckinger, Spa Road, Bacon Grove and joins Cycleway 10 on Willow Walk at Curtis Street.
6. The cycle route on Druid Street is of strategic importance to the London Borough of Southwark. Druid Street is within one of the densest parts of the borough, in terms of population and transport network, so the scheme delivers benefit to the most people. The route provides a cycle contingency route to Cycleway 10 on Webb Street, which is a narrow street going past a primary

school. It also links to recent improvements around Bermondsey Spa Gardens.

7. There is recent and ongoing investment in TfL's Cycleway 4, which continues across Southwark from London Bridge to the boundary with Lewisham. There will be some upcoming investment in wayfinding between Cycleway 4, 10 and 14, which will provide an opportunity for Druid Street to be considered in context of the wider cycling network.
8. Discussions have taken place between residents and business groups, who are keen to invest in the Low Line walking route along the historic railway viaduct. Druid Street forms a part of this route, therefore the Low Line supporters would like to see public realm improvements to encourage walking along this route. Officers have been involved in discussions between Ward Councillors, businesses and key stakeholders on Druid Street to establish the type of public realm improvements required. There has been historic tension between residents of the Arnold Housing estate on the northern side of Druid Street, and the businesses under the arches on the southern side of Druid Street, due to noise and disruption from loading, and disturbance from late night patrons of the breweries and bars in the arches.
9. The Druid Street scheme aims to contribute to the aspirations of the Low Line by creating high quality public realm spaces and encouraging active travel.
10. Informal consultation was carried out between 17 September and 15 October 2021, via online survey on the Consultation Hub, asking for feedback on proposals developed by Southwark Transport Projects Design Team.
11. Following analysis of the consultation responses, a recommendation was made to the Cabinet Member for Transport, Parks and Sport to implement the proposals for Druid Street and Gedling Place under an Experimental Traffic Management Order.
12. The scheme was implemented in May 2022, which comprised bi-directional segregated cycle lanes on Druid Street, and a modal filter on Gedling Place to prevent access for motor vehicle traffic.
13. A further consultation was held between October and December 2022, details of which can be found on Appendix 1.

## **KEY ISSUES FOR CONSIDERATION**

14. Flyers were sent out to 874 addresses in the immediate vicinity of the scheme on 21 October 2022.
15. Consultees were advised to respond to the consultation via the online consultation portal. They were also given an email address by which to respond, and a freepost address to request paper copies of the survey.
16. A total of 135 responses online responses were received. This represents a 15.4% response rate.

17. A request for paper copies of the survey was received from the Arnold Estate residents. Eight paper surveys were returned to the Tooley Street office.
18. On the afternoon of 4 November 2022, Southwark Council officers visited the businesses on Druid Street with paper copies of the survey. Six responses from businesses were collected.
19. Table 1 – summary of responses:

Q: What is your overall experience of the changes that have been made on Druid Street and Gedling Place?

Option	Total	Percent
Very positive	60	44.4%
Positive	17	12.6%
Neutral/ Don't know	4	3.0%
Negative	16	11.9%
Very negative	38	28.2%

Table 2 – summary of responses:

Q: Do you think the closure of Gedling Place to motor vehicles should continue permanently?

Option	Total	Percent
Yes	80	59.3%
No	37	27.4%
Don't know	18	13.3%

20. A majority of responses (57%) said they had a positive or very positive experience of the scheme. 40% of respondents said they had a negative or very negative experience of the scheme.
21. A majority of responses (59%) said they thought the closure to motor vehicles on Gedling Place should continue permanently.
22. When analysing the responses by the capacity in which people had responded, those from outside the area who travelled through or visited Druid Street had a more positive experience of the scheme, compared to those residents and businesses living or working in the area.
23. Similarly for the closure of Gedling Place, residents directly affected by this were more likely to want this removed. Residents in nearby streets or those visiting or travelling through the area were more likely to want the closure to remain. Local businesses had a mixed response.
24. Key Stakeholders, ArchCo and Team London Bridge, responded to the consultation, and highlighted the concerns of businesses who now have issues with the loading arrangements on Druid Street, as the additional cycle lane has restricted the available carriageway space.

25. As some specific issues have been raised in response to the consultation, solutions to these issues should be explored in the detailed design for future phases of the scheme.
26. The Council should seek to improve the loading arrangements on Druid Street, and ensure businesses have space to operate safely.
27. As well as the Council investigating design options, discussions should be had with businesses to see how they could better manage the loading bay space in front of the arches, whether this should be better enforced, and whether there are opportunities for deliveries to be made using smaller vehicles and creating less disruption.
28. The Council's Local Economy Team have a number of initiatives to support businesses in the Bermondsey area. They will be consulted on any future designs for the area.

### **Policy framework implications**

29. 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
  - M3 Action 5: Enable people to get active
  - M3 Action 6: Enable people to stay active
  - 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 10: Create places that encourage a sense of belonging
  - M6 Action 12: Movement to, within and from town centres is easy, safe and accessible for all
  - M6 Action 13: Make town centres attractive, thriving and diverse places for people and businesses
  - M7 Action 14: Reduce the impact of freight on our streets
  - M7 Action 16: Zero people killed or injured on our streets by 2041
  - M7 Action 17: Improve safety and sense of safety on our streets
  - M7 Action 18: Improve the conditions for people who use our streets as a workplace
  - M8 Action 20: Manage our streets to minimise disruption
30. The recommendations in this report are in line with the council's climate change action plan, in particular:
  - Assess feasibility of new locations to extend the cycling network
  - Increase cycle network coverage across the borough

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

### **Community impact statement**

31. The missions within the Movement Plan have been upheld in this report.
32. The recommendations are area based and therefore will have greatest effect upon those people living, working or traveling in the vicinity of the areas where the proposals are made.
33. The closure of Gedling Place to motor vehicle traffic means residents of Sweeney Crescent and the Arnold Estate are not able to use this to access Abbey Street by motor vehicle. Full vehicular access is still available via Millstream Road or Tanner Street / Riley Road, which is a short diversion. Feedback from residents has been negative, as they have not been able to cut through Gedling Place to join Abbey Street.
34. Businesses based on Druid Street have reported difficulties with loading and deliveries, as the new cycle lane does not allow space on the kerb opposite the arches to wait and allow other vehicles to pass. This has caused delays and conflict between waiting vehicles and through traffic.
35. It should be noted that loading restrictions have been in force on this kerb line since before the trial scheme, prohibiting loading.

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

36. Feedback varied by a large degree, between those travelling through and visiting the Druid Street area, and those residents and businesses on Druid Street.
37. As there was a large variation of response, an Equalities Impact Assessment (EqIA) has been carried out to determine whether any groups with Protected Characteristics have been disproportionately disadvantaged.
38. The EqIA has identified that some protected characteristics may be less likely to benefit from the scheme. This is because data from TfL suggests those with protected characteristics, such as older age groups and people from Black and Minority Ethnic backgrounds are less likely to cycle. However there is not a disproportionately detrimental impact to any particular group.
39. The full EqIA report can be found in Appendix 2.

### **Health impact statement**

40. Monitoring data collected on Druid Street indicates there has been a substantial increase in the numbers of people cycling, in the region of 50%. Numbers of people walking are at similar levels to prior to the implementation of the scheme. This shows the scheme supports the council's mission to

deliver infrastructure to support active travel, enabling people to get and stay active. Increasing levels of walking and cycling has a positive impact on levels of physical activity of people living in or travelling through the area, and just 20 minutes of physical activity per day can reduce the risk of several health conditions.

41. Collision data available for the last 3 years, has been reviewed. Preliminary searches of the TfL COLLSTATS database have not shown that there have been any collisions recorded as a consequence of this scheme. This shows the scheme supports the council's mission to reduce the number of people killed or injured on our streets to zero by 2041, by reducing conflict between motorized vehicles and people walking and cycling. This has a positive impact on health by reducing road traffic collisions and corresponding injuries and fatalities.
42. Full details of the monitoring and analysis can be found in Appendix 3.

### **Climate change implications**

43. The report has considered the scheme's 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. This scheme strongly supports that ambition by prioritising space on the road for active travel, and improving safety for those cycling and walking. Monitoring data collected so far shows a substantial increase in cycling.
44. Data is being collected to inform the ongoing development of the scheme. In future phases, we will aim to make use of additional planting, sustainable urban drainage or rain gardens on the highway to ensure the scheme is further in line with the Climate Change Strategy's Priority 3 – Thriving Natural Environment which include actions to 'create greener streets'. We will mitigate against the potential negative impact of construction works on the climate by asking our contractor to use electric vehicles where possible and a carbon calculator for material specifications.
45. 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**

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

## **Legal implications**

47. Section 9 (3) of the Road Traffic Regulation Act 1984 (“RTRA”) stipulates that an ETMO shall not continue in force for longer than 18 months. The power to continue an ETMO on a permanent basis is contained within the RTRA. The current ETMO expires on 21 September 2023.
48. Should the recommendations be approved the council will give notice of its intention to make the ETMO permanent in accordance with the RTRA and the Local Authorities Traffic Order (Procedure) (England and Wales) Regulations 1996 (“the Regulations”).

## **Financial implications**

49. The budget for this phase of the scheme is £87,000, from TfL LIP funding.
50. Additional budget from CIL and Capital funding will be available to contribute to future phases of works.

## **Consultation**

51. Informal consultation has been carried out as described above and detailed in appendix 1.
52. Statutory consultation for the permanent Traffic Management Order will be carried out as per statutory processes.

## **Timescales**

53. The ETMO expires on 21 September 2023. The Notice of Making for the permanent Traffic Management order will be published before that date.
54. The design for the scheme will be kept under review during this time, and options explored to address the issues raised from the consultation.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive – Governance and Assurance**

55. In accordance with Part 3D (17) of the Council’s constitution, individual Cabinet Members are responsible for agreeing consultation arrangements in relation to their area of responsibility. The recommendations in the reports relate to streets and have clean air implications and so are within the Cabinet Member’s portfolio.

56. 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. Issues relating to equality have been considered in this report at paragraphs 36 - 39.
57. 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 development purposes are Article 8 (respect for homes); Article 6 (natural justice) and Article 1 of the First Protocol (peaceful enjoyment of property). The recommendations in this report do not have any implications with regard to infringing human rights.

**Strategic Director of Finance and Governance (EL22/126)**

58. The report is requesting the Cabinet Member for Leisure, Parks, Streets and Clean Air approve a number of recommendations detailed in paragraph 1 to 3 of this report pertaining to the walking and cycling improvements to Druid Street.
59. The strategic director of finance and governance notes that funding for these recommendations is to be met from TfL LIP funding of £87,000
60. Staffing and any other costs connected with these recommendations to be contained within existing departmental budgets.

**BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
Implementation of trial measures on Druid Street	Southwark Council Transport Projects Highways 160 Tooley Street London SE1 2QH	Nigel Bradbury 020 7525 2466
<a href="https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=7562">https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=7562</a>		
Movement Plan 2019	Southwark Council Environment and Leisure Highways 160 Tooley Street	Joanna Redshaw 020 7525 0343

	London SE1 2QH	
<a href="https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809">https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809</a>		
Climate Change Strategy	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Chris Page 020 7525 7259
<a href="https://www.southwark.gov.uk/environment/climate-emergency?chapter=3">https://www.southwark.gov.uk/environment/climate-emergency?chapter=3</a>		

## APPENDICES

No.	Title
Appendix 1	Druid Street Consultation Summary
Appendix 2	Druid Street Equalities Impact Assessment
Appendix 3	Druid Street Monitoring Summary

## AUDIT TRAIL

<b>Lead Officer</b>	Dale Foden – Head of Highways	
<b>Report Author</b>	Nigel Bradbury – Project Manager	
<b>Version</b>	Final	
<b>Dated</b>	17/02/23	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Climate Change and Sustainability Director	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	21 February 2023	