

<b>Item No.</b> 9.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Streets for People Strategy	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor James McAsh, Climate Emergency, Clean Air and Streets	

## **FOREWORD - COUNCILLOR JAMES MCASH, CABINET MEMBER FOR CLIMATE, EMERGENCY, CLEAN AIR AND STREETS**

Southwark is one of the most densely populated areas in the country. In other words, we do not have a huge amount of space per person – so the space we do have is precious. Our streets are publicly owned and should be used for the things we most value. Our Streets for People strategy sets out how we do that, by reclaiming space for our communities to connect and socialise, to make healthy and safe journeys, to support a thriving local economy, and to protect our natural world.

Over 60% of Southwark households do not own a car and 70% of the respondents to our consultation on this strategy told us they want to see less traffic in Southwark. At the moment we put cars first – we need to change that. This means moving away from an approach that favours cars, to one that frees up space for walking, cycling and public transport. With nearly half of the air pollution in London caused by polluting vehicles, this approach will clean our air and improve our health.

We will also create more green space for all of our communities to socialise and play. Some areas of our borough have very little community space and by reprioritising our space, we can start to change that.

There is a lot of great work already underway to ensure Southwark is a clean, green and safe borough and we have committed a further £12 million to support it.

## **RECOMMENDATIONS**

### **Recommendations for the Cabinet**

1. Approves the Streets for People Strategy (Appendix 1) and notes the feedback from the consultation undertaken between December 2022 and February 2023.
2. Approves the proposed neighbourhood consultation on local needs and

consultation on the walking, cycling and EV charging plans in order to inform the creation of streets for people interactive maps.

## **BACKGROUND INFORMATION**

### Movement Plan

3. The Movement Plan was adopted in 2019 in response to our growing population and increased traffic. The Plan also recognised that Southwark had an ageing population and increasing levels of obesity. As such there was a need to create streets that were nicer to walk and cycle, were more accessible and healthier.
4. As a result, the Plan moved away from the traditional transport plan and set out a new approach to improve people's experience of travel to and around the borough by placing them and their wellbeing at the heart of the policy.
5. This involved taking a more holistic approach than had been the case previously and adopting a public health-led approach to developing better ways for people to travel around Southwark. Specifically, this meant increasing levels of active travel.
6. The Plan had three key themes with a number of supporting missions and actions. The themes were:
  - People – That the healthy choice should be the first choice.
  - Place – That reducing traffic was the key way to improve people's experience on our streets, reducing pollution, delays and the space required for motor vehicles.
  - Experience – The need to improve safety for those moving and working on our streets to create positive experiences.
7. 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:
  - Walking maps showing safe and accessible routes for school children for over 20 schools
  - 10 permanent Streetspace schemes
  - Over 3,000 cycle hanging spaces
  - Nearly 1,000 on street disabled parking bays
  - 400 electric vehicle charging points
  - 26 permanent school street schemes
  - A network of cycle routes including over 6km of segregated cycle lanes
  - Pocket parks, parklets, benches, greening and tree planting across the borough
  - 75 pedestrian crossings

- Free cycle training for over 15,000 children and adults.

### Sustainable Transport Strategy Cabinet report December 2022

8. This report explained what had already been achieved and set out the approach to develop a sustainable transport strategy (now to be known as the “Streets for People Strategy”). It also set out the approach to be adopted to continue delivering benefits in the community as well as containing proposals for a consultation and engagement programme.
9. The report noted that most households in Southwark do not own a car but there was a need to regulate kerb space to manage the level of traffic and create a more balanced use of our roads. This was to be achieved through the:
  - Development of a neighbourhood-led approach to parking on our streets and estates that prioritises and supports the needs of all residents and the local economy.
  - Enhancement of parking controls e.g. for the disabled, to create space for other uses and to support bus prioritisation schemes.
  - Removal of barriers to walking and cycling to create a more balanced road network that allows all residents greater choice at a reduced cost.
  - Supporting businesses through the creation of space for cargo bikes, customer seating and space for stalls etc.
  - Increasing access to car clubs/car sharing.

### What has been delivered between December 2022 and July 2023

10. Since the report to Cabinet in December 2022, the council has continued to deliver Streets for People projects throughout the borough, these projects make a significant contribution to the council improving our streets for communities and achieving our overall Climate Change objectives, these projects include:
  - Two controlled crossings, 22 uncontrolled crossings
  - Three full camera-controlled school streets
  - 95 cycle hangars
  - 23 cycle stands
  - Seven cycle hire docks (Santander)
  - 0.8 km of segregated cycle lane
  - 500 adults and 3,000 children trained in safe cycling.

## **KEY ISSUES FOR CONSIDERATION**

### Consultation feedback

11. Following Cabinet’s decision to approve the recommendations in the report a consultation exercise on the Sustainable Transport Strategy was undertaken between 6th December 2022 and 5th February 2023.

12. Our aim was to increase overall participation, increase young people's participation and further our collaboration with our community groups and other stakeholders. We sought people's views on the vision and priorities for the strategy. In addition, we wanted to understand how people choose to travel and what their experiences were. The consultation exercise comprised:
  - Consultation Hub survey
  - Youth survey (10 – 25 year olds)
  - In person surveying at libraries and coffee mornings at primary schools
  - A stakeholder workshop and several stakeholder-led meetings
  - Inviting responses from specialist groups.
13. 1,162 individual responses were received plus responses from 10 groups representing 3,000 people. Eight organisations also participated in the various workshops held.
14. The key outcomes were:
  - There was strong support for the vision and direction of the Strategy.
  - Tackling climate change through transport and improving the wellbeing of people and communities was a high priority for respondents.
  - Over 70% of respondents wanted to see traffic reduction in Southwark.
  - Making cycling safer, easier and more enjoyable was also a priority.
  - People wanted to feel and be safe when travelling.
  - Over 80% of respondents agreed that to act on climate change we needed to change our behaviour. They wanted to see ambitious and urgent action taken.
  - People also told us that they would like more trees, green space and space to play and socialise in. Greenery was seen as essential to both the wellbeing of people and the planet.
  - Close to 70% of young people, and over 70% of adults expressed worry about the impact of poor air quality on their health.
15. A full summary of the consultation process and its findings is detailed in 'Appendix 2: The Sustainable Transport Strategy Consultation Report'.
16. We have listened to the feedback from this consultation and used this alongside our existing Climate Change and Air Quality Strategy to develop our Streets for People Strategy.
17. Going forward, we intend to carry out an extensive programme of communication and engagement to raise awareness and seek people's views on what should be implemented in their neighbourhood.

## Streets for People Strategy

18. The streets for people strategy contributes to the delivery of the council delivery plan targets. In summary the strategy:

- Explains why action is needed
- Sets out a Vision for our streets
- Establishes guiding principles and themes
- Includes our “Pledges”
- Sets high level objectives.

19. The Vision we have developed is that:

“Southwark will be a clean, green and safe borough. We will reclaim space for our communities to connect and socialise; for safe and healthy journeys; a thriving local economy, and our natural world. Fewer cars, vans and lorries will lead to better air quality and a healthier environment.”

20. By 2030, we will deliver the following pledges:

- Your home will be within 200m of a safe and pleasant walking route
- Your local school will have a "School Street" or other new safety measures
- Your bike will have a place in a cycle hangar within six months of applying
- Your neighbourhood will have parking spaces for cycles, e-bikes, hire cars and electric vehicles
- Your street will have something new to make it cleaner, greener and safer, chosen by you.

21. Supporting the vision are four themes. These are:

- Streets for Communities: Reclaiming accessible space for our communities to connect, socialise and play, in a safe and pleasant environment
- Streets for Journeys: Making healthy and sustainable travel the safest, quickest and most convenient choice
- Streets for the Economy: Supporting our town centre economies to operate efficiently and sustainably, reclaiming space to create high quality environments where people want to spend time
- Streets for Nature: Cleaning our air and reducing the impact of climate change by increasing biodiversity, making our streets greener and more resilient to extreme weather.

22. There are 12 objectives in the body of the report set to deliver against the four themes (Appendix 1).
23. Finally, there are a number of “commitments” in the body of the report, both existing and new, that provide examples of the outcomes we wish to achieve (Appendix 1).
24. The Streets for People strategy will be supported by a number of plans for different elements of our work which will detail the specific objectives and actions for each work stream.

### **Walking plan**

25. This plan aims to develop a grid of walking routes within 200 metres of every resident in Southwark. The work will comprise:
  - Assessment of existing routes to establish their location and quality e.g. whether safe and well maintained
  - Improvement of existing routes where required
  - Establishment of new walking routes where needed.

### **Cycling plan**

26. This plan details the aspirations and objectives in relation to cycling in Southwark. Its main objectives are to:
  - Ensure cycling is accessible to all people, on all types of bikes with all levels of experience and confidence
  - Encourage cycling across all demographic groups and provide access to cycles for all. This includes increasing support for cargo bikes for residents and businesses
  - Produce a plan for a borough wide cycle network.
  - Make routes as safe as possible
  - Create a borough wide network of well-signed, direct routes that prioritise cyclists over motor vehicles and are as smooth as possible.
  - Deliver cycle parking across the borough for residents, visitors and businesses.

### **Electric Vehicle (EV) Charging Plan**

27. This plan details the continued expansion of EV charging infrastructure in the borough using the key principles of accessibility, inclusion, flexibility and future proofing of infrastructure. The work will comprise:
  - Producing a strategic vision for EV infrastructure roll out for 2023-26, with a look ahead to 2030
  - Consideration of the type of charging, locations and timescales for delivery

- Identification of the funding and delivery models for future roll-out of EV charging
- Alignment with the council's Streets for People priority to firstly prioritise sustainable and active travel, ahead of a switch to EV vehicles
- Consideration of how best to maximise council assets when delivering the strategy.

### **Existing adopted strategies**

28. There are several existing strategies that have been adopted by the Council that complement the aspirations and themes of the Streets for People Strategy. As such, we will not develop our own sub strategy for these areas but will collaborate with colleagues elsewhere in the council to link our strategies with theirs.
29. The council already has a plan to increase the number of trees and biodiversity in the borough with the objectives contained in documents such as the Biodiversity Action Plan.
30. The council's emerging Economic Strategy 2023-2030 contains the following high level objectives:
  - A high growth, low emission economy
  - An economy with opportunity for all
  - An economy of good work.
31. Key ambitions within the new strategy include: an expanding low-carbon economy, encouraging innovation and delivering on our ambitions for net zero, developing a greener economy with lower greenhouse gas emissions and less contribution to air pollution. The Strategy is expected to be approved by Cabinet in September 2023.
32. The Mayor's Transport Plan was refreshed in 2022 with a stated aspiration that "80% of all trips in London to be made on foot, by cycle or using public transport by 2041".
33. The Transport Plan includes action plans for bus travel, walking, cycling and freight. We will work with TfL to ensure that we maximise the benefits of public transport within Southwark as well as ensuring that our sub strategies for walking, cycling and freight take account of the Mayor's aspirations in these areas.

### Delivery plan and reporting

34. A delivery plan is being developed to:
  - Capture all the objectives and targets in one place (including those in the signposted strategies and of the Mayor of London)
  - Approve and prioritise work

- Co-ordinate the different programmes of work (to ensure synergy and avoid clashes between different work streams)
- Ensure delivery of the programmes of work
- Report on progress at a borough (Streets for People), work stream (sub strategy) and ward level.

### Ward Based work

35. To inform the planned consultation and engagement programme we will produce profiles for each ward showing their characteristics. This will be based on the Equity Framework developed following production of the Movement Plan in 2019. This will then help inform decisions on priorities and types of interventions that would bring most benefit to each ward.

### Interactive Mapping

36. We will then produce an interactive streets for people map and associated reports that detail the work undertaken within each ward and the work planned. In this way residents, businesses and visitors can see why certain enhancements were proposed, what has been delivered and what is planned.

### Ongoing work already approved

37. While developing the Streets for People Strategy work has continued to reduce car ownership and usage, increase active travel and improve the street environment. Examples include:
- Rolling out of CPZ programme.
  - Introducing two Streetspace schemes each year.
  - Expanding cycle training & increasing cycle participation
  - Developing safer walking routes, more walking routes and walking maps
  - Delivering street cleaning enhancements
  - Expanding e-bike schemes.
  - Continuing to develop and implement SuDS schemes.
  - Continuing work to provide alternatives to private car parking such as car club bays.
  - Investigating disabled bays for modes of transport other than cars, such as adapted bikes.

### **Communications and engagement**

38. We are planning an extensive communication and engagement programme about our Streets for People Strategy. Our aims include:
- Engaging residents, communities and stakeholders in a clear and consistent way.
  - Working with local people and communities to design the changes that they want to see on their streets and in their neighbourhoods. This



could include more trees, wider pavements, better cycling routes, cycle hangars, and more.

- Raising awareness about proposed changes to improve air quality and create greener, safer spaces on our streets.
- Supporting behaviour change interventions to encourage healthier ways of travelling.

39. Our engagement plan will include:

- An extensive year-long conversation with engagement at a ward/neighbourhood-level prioritised based on high need and also in those areas with poor air quality
- Consultation on the cycling, walking and EV plans in August-September 2023
- Targeted engagement with underrepresented groups including SEND, carers, traders and also with the inclusive forum.

40. Our aims are:

- To make sure the changes we are making work for local people and achieve the things they tell us they want to see, like cleaner air; more trees, green space and space to play and socialise in.
- Gain a greater understanding of the specific needs of people with protected characteristics – especially disabled people and families of young people with SEND.
- Gain community input into what should be delivered in each ward/neighbourhood.
- Achieve changes in behaviour, with a focus on younger people, families and businesses.

Timeline for delivery

41.

Statutory consultation for walking, cycling and EV strategies	August/September 2023
Neighbourhood consultation about local needs	September 2023 – March 2024
Targeted consultation for key stakeholders: traders, parents of SEND children, blue badge holders, care-users	September 2023 – March 2024
Behaviour change campaign	September 2023 – March 2024

Cabinet report – approval of EV charging, Cycling and Walking plans	December 2023
Cabinet report - Streets for People delivery plan	July 2024

### **Policy framework implications**

42. The Streets for People Strategy is a new approach to transport in Southwark. It aligns with other strategies from across the Council with delivery being co-ordinated to meet shared objectives and targets.
43. The plan is consistent with Southwark 2030, the Southwark Plan, the Climate Change strategy, the Air Quality Action Plan, the Joint Health and Wellbeing Strategy, the Sports and Physical Activity strategy, Southwark’s Economic Strategy and Southwark’s Biodiversity Action Plan.
44. Our work will also help deliver the Mayor’s Transport Strategy and will be consistent with guidance from TfL and national government.

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

#### **Community impact statement**

45. An Equalities Impact Assessment (EQIA) report has been completed to assess the Streets for People Strategy against the Council’s Equality Duty. The report can be found at Appendix 4. The report identifies a range of potential impacts that are both positive and negative and outlines how the Strategy will mitigate or manage these impacts.
46. Alongside this, we consulted with statutory bodies on the Strategy. These included: Transport for London, other London boroughs, the Police, other emergency services and any other service that is likely to be affected by the plan.
47. The Streets for People Strategy community and engagement work will include people and community groups representing a broad range of people such as those with disabilities, women and girls, young people and those from a wide range of backgrounds. This was also the approach taken in the first phase of consultation between December 2022 and February 2023.

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

48. The Streets for People Strategy supports the aims of the Equality Duty by:
  - Improving road safety, in particular for vulnerable road users including people walking, cycling and wheeling, on the public highway
  - Improving existing shared use facilities by improving road surfaces,

- tactile paving, road markings, and signage
  - Improving air quality and emission levels by reducing the number of vehicles on the roads
49. The EQIA process means that the Streets for People Strategy has considered the diverse needs of groups in relation to the three parts of the equality duty and that the aims and objectives of the Streets for People strategy promote equality and good community relations.
  50. Ongoing monitoring will identify any unforeseen consequences, positive impacts and any adverse impacts (which will be minimised wherever possible). This currently takes place through an annual monitoring report.
  51. In light of the above, at this stage the recommendations are not considered to have a disproportionate effect on any particular protected group, such as age, disability, race, faith or religion and ethnicity and sexual orientation and is not considered to have a detrimental impact on the equality of opportunity under the Equality Act 2010.

### **Health impact statement**

52. The Streets for People Strategy takes a public health-led approach, promoting active travel and building on the Movement Plan's focus on wellbeing. Engaging in active travel can lead to positive health outcomes, and a reduction in traffic also benefits air quality, which is a significant contributor to ill health as outlined in the Air Quality Joint Strategic Needs Assessment and the Annual Public Health Report 2023. Therefore, the strategy's emphasis on reducing traffic and making streets safer, better for healthy travel options, and greener should benefit the population's health. The strategy also recognises the importance of streets for play, connection, and socialising, which can all positively impact health and wellbeing. The consultation, and plans for further community engagement, are welcome, especially given the explicitly stated aim to keep equity at the heart of the strategy.

### **Climate change implications**

53. The Streets for People Strategy has been developed to be closely aligned to the council's Climate Change Strategy and Action Plan. As shown in the Strategic Framework at paragraph 23 above, the council's published climate ambitions have shaped the drafting of the overall Streets for People Strategy. One of the five key themes contained within the Climate Change Strategy and Action plan focuses on Sustainable and Active Travel. This includes actions to meet the goals of reduced car ownership and use, alongside safer, greener streets that promote walking, cycling and public transport use. The Streets for People Strategy and emerging delivery plan will be the mechanism by which the Council delivers its transport programme against our ambitious 2030 net zero target.
54. The Streets for Nature section of the plan also aligns with the Council's

ambition for a resilient network of streets that responds to the pressures of climate change that are already being felt, from overheating of the highway network to an increase in surface water flooding. The Council will be developing actions for our Climate Resilience and Adaptation Strategy alongside the development of actions in the Streets for People Strategy. This will ensure synergy in our work and that both documents recognise the scale of the challenge and respond with the required ambition.

### **Resource implications**

55. A governance structure has been implemented to manage the delivery of the streets for people strategy, which included resource planning to deliver the strategy. This resource planning identified the need for additional staff to programme manage, undertake communication and engagement and project delivery; these resource gaps have now been filled.

### **Legal implications**

56. Consultation responses must be considered in light of administrative law principles and Human Rights law.
57. Any implementation of controlled parking zones and other traffic management order(s) which may follow on from the community engagement process and as part of delivering the policy will be presented to the Cabinet Member for Climate Emergency, Clean Air & Streets for approval in accordance with Part 3D of the Council's Constitution.

### **Financial implications**

58. The council is committed to improving the streets of the borough for people, not cars. The overriding objectives are to make real change on the ground to support people who want to walk and cycle more, help clean up London's air, create safer streets with fewer cars and allow residents to better use more of the street space for recreation and enjoyment.
59. In endeavouring to achieve these ambitions the council has committed in its 2023-24 Policy and resources strategy, from a variety of funds and delivered by teams working together from across the organisation, the following budgets:
  - £910,000 in rolling out further School Streets initiatives, helping to protect young lungs in the borough from harmful fumes
  - £650,000 to place another 125 cycle hangars across the borough
  - £250,000 in more cycling infrastructure
  - £250,000 investment in cycle training
  - £2.5 million to work with residents on the roll out new streetspace and parking initiatives
  - £5 million investment in renewing streets and pavements to make them safer for all road users and encourage active travel.
  - £1.88 million Cleaner, Greener, Safer (CGS) fund

- £800,000 in the Devolved Highways Budget (DHB) which will both contribute to our cycle hangar rollout, pedestrian improvements and traffic calming measures.

60. In order to deliver the aspirations as set out in the streets for people strategy, projects will need to be fully costed and funding identified.

### **Consultation**

61. Paragraphs 11-17 of this report detail the feedback from the consultation undertaken on the Sustainable Transport Strategy.

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Assistant Chief Executive – Governance and Assurance (AM 06/23)**

62. Under s.144 the Greater London Authority Act 1999, the Council should have regard to the Mayor’s Transport Strategy this has been met as per paragraph 44 of this report.

63. 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 the implementation of any traffic management order(s) that follow under the policy throughout the borough.

64. 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. Protected characteristics include age, sex, disability, pregnancy and maternity. Officers have considered the public sector equality duty as set out in paragraphs 49-52 of this report and in Appendix 4 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.

65. Paragraph 51 of the report confirms that the delivery of the plan will be supported by annual reviews which are essential as the obligation to comply with the public sector equality duty is a continuing requirement.

66. Under recommendation 2, specific Strategy sub-policies will be consulted on. There will also be an extensive year-long conversation with engagement at a ward/neighborhood-level and targeted engagement with people and groups representing those with protected characteristics in relation to delivering the Strategy. Therefore, the nature of any impacts of delivering the Strategy and proposed sub-policies on those with protected characteristics will not be fully known until the further community engagement and any associated statutory consultation. Equality assessments will be carried out and

considered by the subsequent decision makers, for example when deciding to implement traffic management order(s).

67. 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 54 to 55 above.
68. 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.

#### **Strategic Director of Finance (ENG23/042)**

69. The strategic director of finance notes the recommendations to Cabinet to approve the Streets for People Strategy (Appendix 1) and the proposed neighbourhood consultation on local needs and statutory consultation on the walking, cycling and EV strategies.
70. The strategic director of finance notes the investments in the 2023-24 Policy and resources strategy 2023-24 in support of the vision to make Southwark a clean, green and safe borough.
71. Officer time to effect recommendations will be contained within existing budgeted revenue resources.

#### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Streets for People Cabinet Report December 2022	Environment, Neighbourhoods and Growth	John Wade, 0207 525 0141
<b>Link (please copy and paste into browser):</b> <a href="#">Decision - Streets for People - Southwark Council</a>		

## APPENDICES

No.	Title
Appendix 1	Streets for People Strategy
Appendix 2	Sustainable Strategy Consultation feedback report
Appendix 3	Appendices Sustainable Strategy Consultation feedback report
Appendix 4	Streets for People Strategy Equality Impact Assessment

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor James McAsh, Cabinet Member for Climate Emergency, Clean Air and Streets	
<b>Lead Officer</b>	Matt Clubb, Director of Environment	
<b>Report Author</b>	John Wade, Head of Parking Services and Network Management	
<b>Version</b>	Cabinet	
<b>Dated</b>	28 June 2023	
<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	Yes	Yes
Climate Change	Yes	Yes
Public Health	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		28 June 2023