

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 1 November 2023	<b>Decision maker:</b> Cabinet Member for Climate Emergency, Clean Air & Streets
<b>Report title:</b>		Harper Road Streets for People Walking and Cycling Improvements	
<b>Ward(s) or groups affected:</b>		Chaucer	
<b>From:</b>		Head of Highways	

## RECOMMENDATION(S)

That the Cabinet Member for Climate Emergency, Clean Air & Streets:

1. Considers the consultation report (Appendix A) summarising the views on the proposed improvements on Harper Road to increase comfort levels for people walking, cycling and wheeling as part of Southwark Spine, a strategic walking and cycling route from Dulwich to Borough.
2. Approves proposals to improve the traffic calming measures, increase the width of footways and introduce new crossings subject to design changes proposed at the detailed design stage based on comments received at the consultation stage.
3. Instructs officers to proceed to statutory consultation and return to the Cabinet Member with a report should objections be received at this stage.
4. Notes that the proposals are in line with the council's wider Streets for People approach and aims to improve the on street experience for those walking, cycling and wheeling by widening footways, increasing greenery, slowing motor vehicles and making it easier to cross the road.

## BACKGROUND INFORMATION

5. This report makes recommendations for the Harper Road section of Southwark Spine.
6. A previous consultation was undertaken in 2018 regarding retaining the width restriction to reduce the amount of heavy goods vehicles using the street as a cut through. Measures to complement this change such as traffic calming and footway improvements and a potential road closure were then proposed, but the scheme was put on hold due to the 2020 pandemic. The width restriction was retained.
7. Officers conducted a public consultation between 24 April and 21 May 2023. This included sending out flyers to 3,824 addresses, directly contacting organisations in the area, such as places of worship and Tenants and Residents Associations, as well as sending out emails via our Empowering Communities Team. Officers also

hosted an on street drop in session to speak to passers-by about the proposals.

8. Officers attended a local ward forum regarding the proposals, and the comments we received will be incorporated into the future design stage.

## **KEY ISSUES FOR CONSIDERATION**

9. 103 responses were received during the consultation period, which is a 2.3% response rate. This is low for this type of consultation.
10. The majority of respondents were in favour of the interventions proposed as part of this scheme
11. Residents of directly affected roads, nearby roads and local businesses were more likely to agree that the scheme met the objectives. There's no clear outcome for those who travel on Harper Road and visitors were more likely to disagree that the scheme met the objectives.
12. The majority of the people who responded to the consultation travel along Harper Road or are a resident of a nearby road. Most either travel on foot or by bicycle. Those on foot were more likely to agree that the scheme met the objectives to improve the area for walking and cycling.
13. The respondents were not representative of the local community when comparing the responses to the equalities questions to the 2021 census data. Those who stated they were white were overrepresented in all responses. During the consultation period, the council's empowering communities team sent emails, organisations were directly contacted and a drop in session was held on street to speak directly to the community.
14. Full details of the responses to the equalities questions can be found in Appendix A.
15. In line with Part 3H of the Council's Constitution, the proposal in this report has been circulated to ward councillors to allow them to make comments on the proposals before they go for decision making. No adverse comments were received.
16. Officers recommend that the scheme continues to detailed design but that further consideration of additional cycle safety measures are taken into account and that further work with key stakeholders such as places of worship are undertaken to shape the proposals.

## **Policy framework implications**

17. The proposals contained within this report are consistent with the Missions of the Movement Plan 2019, 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

M4 Action 8 – Use kerbside efficiently and promote less polluting vehicles

- M4 Action 9 – Manage traffic to reduce the demand on our streets
- M7 Action 15 - Reduce exposure to air pollution
- M7 Action 16 – Zero people killed or injured on our streets by 2041

18. The proposals contained in this report are consistent with the actions contained in the Council's climate action plan, in particular:

F.1.iii Increase cycle network coverage across the borough

F.1.vi – Improve access to walking in the borough and actively promote this as a zero-carbon method of transport.

19. The proposed scheme fully supports and aligns with the council's Streets for People strategy which outlines the council's ongoing commitment to, and ambition for, healthier neighbourhoods, cleaner air, thriving town centres and safer roads.

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

#### **Community impact statement**

20. The Council's Movement Plan has been subjected to an equalities impact assessment. The missions within the Movement Plan have been upheld in this report.

21. 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.

22. The proposals support the Council's equalities and human rights policies and promote social inclusion by:

- i. Improving road safety, in particular for vulnerable road users including people walking, cycling and wheeling, on the public highway by rebalancing space and improving crossing facilities.
- ii. Reducing the dominance of motor vehicles by introducing walking and cycling improvements. 76.8% of households in the Harper Road area do not own a motor vehicle.

23. While noting the benefits and risks identified above, the recommendations are not considered to have a disproportionate effect on any particular age, disability, faith or religion, ethnicity or sexual orientation.

24. These proposals form part of a wider cycle network, which will improve accessibility to other parts of the borough for all those who do have access to a motor vehicle.

25. Officers will engage further with the local community and local organisations such as the Mosque will help to shape the proposals.

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

26. The proposals are not considered to have any adverse effect on socio-economic or health equalities. Access is retained to all properties by motor vehicles, but the interventions encourage people to rethink using motor vehicles for unnecessary trips by improving the alternative options. The interventions enhance the on-street experience for the majority, which is those who don't own a car, while still maintaining access for those who need to use a car.

### **Health impact statement**

27. The proposals support the Council's mission to deliver infrastructure to support active travel, enabling people to get and stay active and promote less polluting vehicles, by making it easier to walk, cycle and use a wheelchair.

28. The proposed measures are likely to encourage more residents to walk and/or cycle or to use public transport. The proposed measures are likely to discourage travelling by car within the area.

29. Active travel is an effective way to integrate physical activity into daily routines, and just 20 minutes of physical activity per day can reduce the risk of several health conditions<sup>1</sup>.

30. The proposals aim to reduce motor vehicle usage in the area, while maintaining access for those who need it. Creating safe and welcoming street environments has the potential to have a positive impact on social and mental wellbeing, by creating connected and cohesive communities, which will encourage residents to spend more time outdoors and increase their social interaction.

### **Climate change implications**

31. The report has considered how the proposed measures impact on climate change. The measures support the aims of the Council's Climate Change Strategy under Priority 2 – Active and Sustainable Travel. Key aims of the Council's Climate Change Strategy include to 'reduce car journeys to a minimum by 2030' and to 'be a borough where the walking and cycling becomes the default way to get around'

32. Part of meeting the borough's ambition of net zero emissions by 2030 includes a reduction in vehicle kms travelled and a shift to active and public transport; road transport currently accounts for 18% of the borough's emissions. These measures strongly support that ambition by creating an area where walking, cycling and wheeling are prioritised over motor vehicle usage.

33. A just and inclusive transition is at the heart of the council's emerging climate policy. These proposals prioritise the movement of people first and foremost while retaining bus 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.

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<sup>1</sup> Southwark Council. 2017. Active Travel JSNA.

34. An Electric Vehicle (EV) Infrastructure strategy is currently in development. It is also recommended that future developments to Harper Road are viewed alongside this piece of work to ensure that any opportunities are harnessed to improve the borough's strategic placement of EV charging points.

### **Resource implications**

35. All resource requirements will be contained within the existing highways structure.

### **Legal implications**

36. Should the Cabinet Member approve the recommendation set out at paragraphs 1-4 of the report, the Council will need to make The Traffic Management Order(s) (TMO(s)) would be made under powers contained within the Road Traffic Regulation Act 1984 (RTRA).

37. By virtue of section 122, the Council must exercise its powers under the RTRA 1984 so as to secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians, and provision of suitable and adequate parking facilities on and off the highway.

38. These powers must be exercised so far as practicable having regard to the following matters

- The desirability of securing and maintaining reasonable access to premises
- The effect on the amenities of any locality affected including the regulation and restriction of heavy commercial traffic so as to preserve or improve amenity
- The national air quality strategy
- Facilitating the passage of public service vehicles and securing the safety and convenience of their passengers
- Any other matters appearing to the Council to be relevant

39. Should the recommendations be approved the Council will need to give notice of its intention to make a traffic order and proceed with statutory consultation as per the requirements set out in the Local Authorities Traffic Order (Procedure) (England and Wales) Regulations 1996 (the Regulations).

40. The Regulations require the Council to consider any representations received as a result of publishing the draft order for a period of 21 days following publication of the draft order before confirming the order.

41. Any objections the Council receives must be properly considered in light of administrative law principles, Human Rights law and relevant statutory powers. A further report will be brought to the Cabinet Member should objections be received.

### **Financial implications**

42. The cost of implementing this scheme will be £310,000, of which £125,000 will be

taken from CIL funding and £186,000 will be taken from Section 106 funding.

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

### **Consultation**

44. Informal consultation has been carried out as detailed in paragraphs 7 to 16 of this report.
45. Further details can be found in the consultation and engagement report found in Appendix A.

### **Timescales**

46. Detailed design will take place between July and September 2023 with statutory consultation being undertaken in October 2023.

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

47. Comments were received from the council's climate change team and have been included in this report.

### **Assistant Chief Executive – Governance and Assurance (AM 06/2023)**

48. The Cabinet Member for Climate Emergency, Clean Air & Streets is asked to approve the recommendation to implement traffic calming measures, increase the width of footways and introduce new crossings to implement on Harper Road. Implementation of the proposal will require the making of a traffic management order which involves a statutory consultation process in accordance with the procedure prescribed by the RTRA and the Regulations.
49. Should the Cabinet Member be satisfied with the contents of this report then they have the authority to make the decision recommended at paragraph 1-4 pursuant to paragraph 22, Part 3D of the Council's Constitution.
50. 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 these proposals is not anticipated to engage or breach the provisions of the Human Rights Act 1998.
51. 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 19 to 29 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 and report if detrimental impacts to a protected group come to light at a later date.

52. Council Assembly on 14 July 2021 approved a change to the 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 between paragraphs 26 to 33 above.

**Strategic Director of Finance (ENG23/046)**

53. This report requests approval from the Cabinet Member for Climate Emergency, Clean Air and Streets to implement the recommendations in paragraphs 1-4 of this report.

54. The strategic director of finance notes that the estimated costs associated with these proposals is £310,000 and there is sufficient funding available of which £125,000 will be taken from CIL funding and £186,000 will be taken from Section 106 funding.

55. Staffing and other costs connected with these recommendations are to be contained with existing departmental revenue budgets.

**BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
Movement Plan 2019	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Jo Redshaw
<a href="http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809">http://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 A	Consultation and Report
Appendix B	Additional comments received during consultation

## AUDIT TRAIL

<b>Lead Officer</b>	Dale Foden – Head of Highways	
<b>Report Author</b>	Jo Redshaw - Principal Project Manager	
<b>Version</b>	Final	
<b>Dated</b>	October 2023	
<b>Key Decision?</b>	No	
<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
Policy and Research Officer (Climate Emergency)	Yes	Yes
<b>Cabinet Member</b>	Yes	No
<b>Date final report sent to Constitutional Team</b>		1 November 2023