

Item No. 14.	Classification: Open	Date: 14 July 2020	Meeting Name: Cabinet
Report title:		Southwark's Streetspace Plan in response to TfL's London Streetspace Plan	
Ward(s) or groups affected:		Boroughwide	
Cabinet Member:		Councillor Richard Livingstone, Environment, Transport and the Climate Emergency	

FOREWORD - COUNCILLOR RICHARD LIVINGSTONE, CABINET MEMBER FOR ENVIRONMENT, TRANSPORT AND THE CLIMATE EMERGENCY

Covid-19 and the lockdown have created a transport emergency that has changed how people live, work and travel. Social distancing has reduced public transport capacity to only 15% of pre-lockdown levels and this is likely to dramatically increase private car use – and the pollution it brings – unless we take the steps required to persuade our residents and visitors to the borough that walking and cycling are better options.

That is why Government, Transport for London (TfL) and the council are acting rapidly to fund and install a significant number of traffic reduction and modal change measures around Southwark.

Southwark's Streetspace Plan sets out its overarching aspiration to maintain 50% less driving than before the lockdown and to accelerate a modal shift towards Active Travel to retain as many transport, health and environmental benefits as possible from the lockdown.

The council has quickly responded to Covid-19 and the lockdown by producing our own Streetspace Plan to set out our strategic approach to working with TfL's London Streetspace Plan. The emergency work in both is also strongly determined by Government messages, actions, funding and taxation.

Southwark's Streetspace Plan is based around four key actions:

- Reactive work to enable social distancing, including supporting increases in walking and cycling
- Strategic work with TfL to better manage the Movement Network
- Seeking ideas from residents and local businesses, and
- Helping people to travel in Southwark.

Covid-19 and the lockdown have shown that traffic can be significantly reduced and the benefits of cleaner, quieter and safer streets and neighbourhoods. We already knew before the pandemic that we need to improve air quality to tackle the respiratory health of vulnerable people and communities who have experienced greater impacts from Covid-19 and the lockdown. If Southwark maintains lower amounts of driving, the borough will see a sustained and significant improvement in the environment and many people's quality of life.

This report is supported by Appendix A which sets out in more detail the council's Streetspace Plan for the borough, and Appendix B which provides an update of the funding available and thus the work plan of measures that the council is able to deliver.

RECOMMENDATIONS

Recommendations for the Cabinet

That the Cabinet:

1. Agrees the content of the council's proposed Streetspace Plan to set out Southwark's transport response to Covid-19 and lifting the lockdown in Appendix A.
2. Notes the progress report on funding and delivery from Wednesday 24 June as contained in Appendix B.

Recommendation for the Leader of the Council

3. Delegates authority to the cabinet member for environment, transport and the climate emergency to amend the programme of Streetspace measures should any variations to the proposed programme be required.

BACKGROUND INFORMATION

4. Southwark has responded to TfL's London Streetspace Plan (15 May) by using the council's Movement Plan (2019) to produce its Streetspace Plan. The Movement Plan and its human centred approach contains three priorities for: People, Place and Experience (as noted on <https://www.southwark.gov.uk/health-and-wellbeing/public-health/for-the-public/coronavirus/impact-on-council-services/coronavirus-help-us-combat-covid-19-by-suggesting-healthier-streets>) and their nine missions. They provide clear guidance for Southwark's Streetspace Plan and its response to Covid-19 and the lockdown.
5. The council's Streetspace Plan recognises how, when, and where travel has changed, and that people will continue to change which poses a series of transport challenges. Thus, Southwark's Streetspace Plan consists of three components, how movement has changed, our immediate response, and our longer term response.
6. Covid-19 and the lockdown highlight various inequalities in society that have caused greater health impacts on vulnerable groups. As of early May, Southwark had the 5th highest number of confirmed Covid-19 infections in London (10 May 2020, City A.M. from Public Health England). Almost half of Southwark's population is BAME (46%, JSNA, 2018) who are experiencing double the mortality rate from Covid-19 compared to white British people.
7. The lockdown has changed how we live, work, shop and travel due to instructions to:
 - Businesses to close, except for essential services that include: the emergency services, deliveries, food shops, chemists, banks, parks and public spaces
 - People to work from home, if possible,
 - People to drive, only if necessary, for essential journeys, and

- More recently to avoid public transport where possible as social distancing has reduced its capacity to 13% to 15%.
8. The council has moved quickly to respond to this transport emergency. By providing advice and support to schools, shops and business owners and residents on social distancing measures. The council is also delivering reactive measures to widen pavements etc using temporary barriers. It has compressed, refocused and accelerated its entire annual Highway's programme of measures, and included additional works in the first six months of this year. All this work includes giving greater consideration to vulnerable groups and neighbourhoods and to constrained locations.
 9. The Government has advised that for council's to more quickly deliver this much larger work programme of streetspace measures the consultation process is changed from engaging and consulting up front to now being after installing measures by using Experimental Traffic Management Orders (ETMO). To do this Southwark launched its Commonplace website on 15 May. This has enabled residents, workers and community groups to identify areas of concern, ideas, improvements and to provide their support on transport and movement issues in the borough. The most beneficial measures are then identified and installed by the council using ETMO's which then updates the Commonplace website with this news, and emails over 500 people who have signed up to receive bulletins. If any safety issues are identified with the experimental measures, then remedial work will be quickly undertaken. A minimum of six months after these measures have been installed the council can consider people's views before deciding whether to adjust, make permanent or remove them. The council envisages working in this faster way using Commonplace and ETMO's during Covid-19 and the lockdown and for some time afterwards.
 10. In the first month Southwark's Commonplace website received over 3,700 requests, which are triaged to prioritise any safety problems that need to be urgently addressed.
 11. A positive impact from the Covid Lockdown has been the modal shift from car to bike and walking. To support this mode shift and enable social distancing the council has accelerated a programme of interventions. Footway widening and in some instances parking suspension have been delivered in a number of high streets including Elephant Road, Walworth Road, Lordship Lane, Bermondsey Street, Rye Lane (with additional changes to loading arrangements) all to aid social distancing and supporting local businesses. Improvements have also been progressed in and around Borough Market with footway widening on Bedale Street, Stoney Street and Park Street. Lavington Street has been made one way to support footway widening. These measures were identified and agreed through an IDM process in June 2020. The council is also exploring how it can accelerate the delivery of cycle hangars from 244 at present to increase cycle parking for many more households in the borough. The council has also advised BIDs on how businesses can apply to Planning to install more cycle parking on their land.
 12. Highway's updated the news section of Commonplace on 26 June to indicate which requests have been progressed as experimental measures in the council's first phase of works. These new Streetspace measures have been set up on the council's Forward Plan so they can be decided by an Individual Decision Maker (IDM). Now that Streetspace measures are established on the Forward Plan it will be much faster to deliver the next IDM for the second phase of works. However,

officers will also explore whether there are any faster ways to progress the next phase of Streetspace measures.

13. TfL funding arrangements have changed with Local Implementation Plan (LIP) bids being cancelled for 2020/21 financial year and its priorities re-orientated to provide the London Streetspace Programme.
14. Southwark has responded to these changes in TfL's London Streetspace Plan by producing its complementary Streetspace Plan in Appendix A to set out the council's new approach to accelerate and refocus our annual programme of highway works and to identify additional measures. These revised measures help to facilitate social distancing, modal change to walking and cycling, and to potentially deter the rise in vehicle usage as lockdown measures are eased. Further details of the bids, approved funding and hence measures are found in Appendix B.
15. The council's Streetspace Plan and its first IDM have refocused highway's annual work programme to provide measures with a greater benefit for vulnerable groups. This includes implementing a number of reactive measures to widen pavements, street closures (like the Walworth Road area) and have accelerated School Streets from the current list. Also working with the Guy's and St Thomas's Charity to identify and fund road closures and School Streets to benefit people in low income areas with high air pollution.

KEY ISSUES FOR CONSIDERATION

16. The key issue is that social distancing has greatly reduced public transport capacity (to 13-15%, TfL 11 May 2020) and to therefore avoid a significant increase in driving the borough needs to enable a substantial modal change to Active Travel modes and to discourage private motor vehicles from returning. This is required to discourage higher levels of driving than before the lockdown, which will increase congestion and pollution and create greater impacts for everyone, especially our most vulnerable communities which tend to live on busier and more polluted streets.
17. Travel patterns have changed during the lockdown. The council has temporarily suspended parking charges (until the end of June) for up to 6,500 health workers. There has been a significant shift from commuter and shopping trips on radial routes through Southwark to local journeys, particularly on foot to nearby shops and parks. With an increase in cycling for work and leisure.
18. At the start of lockdown there has been a significant reduction in vehicular traffic with up to 90% less driving (Citymapper data in the Independent, 30 March 2020). This resulted in quieter streets (and with reduced industrial activity) much less air pollution, with 40% less Nitrous Oxide and 31% less greenhouse gas pollution (19 June 2020, Guardian). Less driving has encouraged more people to walk and cycle on these quieter streets, but it has also encouraged some motorists to drive significantly faster than the speed limit. There has also been an increase in food and products being delivered to people's homes (with online spending rising to 30% per person). This has increased the number of delivery vehicles using bays and kerbspaces which subsequently need to be better managed to protect them from being blocked by other motorists.
19. Covid-19 may permanently change some work and travel habits and the way we

use streets, spaces, local facilities and neighbourhoods. In the medium term, social distancing is likely to continue. This requires wider pavements, crossings and paths, and less street clutter and is harder to provide in certain parts of the borough. As more shops, businesses and schools open then more pavements and crossings will need to be widened to enable social distancing and to prevent people stepping into the road and being injured by traffic.

20. Southwark's Streetspace Plan advises that the council should aspire to maintain 50% less driving than before lockdown to meet our climate change commitment, to maintain as many transport, health and environmental benefits as possible, and to help create a modal shift to active modes.
21. Southwark's Streetspace measures are compliant with the council's adopted Movement Plan and it's IDM process both of which have conducted an Equalities Impact Assessment (EQIA). Indeed, the impact of Covid-19 has been to more clearly reveal existing inequalities for protected groups. The council will though continue to explore whether undertaking an additional EQIA will enhance its Streetspace Plan (Appendix A) and that could provide additional benefits for protected groups.
22. To deliver Southwark's Streetspace Plan it proposes four strands of work, as follows:

Reactive work to enable social distancing

- Widening pavements to help social distancing so people can queue and pass each other. Southwark will monitor these places, as further measures may be necessary as more shops, businesses, schools and other premises reopen.

Strategic work with TfL to better manage the Movement Network

- Discussing with TfL the main roads and junctions that could be improved to reduce traffic and create modal change. This strategic thinking is essential to help the council discourage driving from increasing on our streets and to better manage movement across our highway network. Because traffic patterns are changing fast due to the lifting of lockdown officers suggest that they speak to TfL to identify any strategic opportunities for traffic reduction and modal change.

Seeking ideas from residents and local businesses

- Seeking residents and businesses views on how to improve local streets using the Commonplace website. To gather people's views that typically focus on local measures to reduce traffic and / or enable more walking and cycling.
- Seeking the views of BAME residents and businesses through the council's 'Southwark stands together' work plan to identify how we can better respond to the inequalities created by Covid-19 and further highlighted by the Black Lives Matter protests.

Helping people to travel in Southwark

- Creating a website to signpost people to current travel planning guidance to advise them on how to move around the borough and return to work.

23. Covid-19 is putting unexpected strains on the finances, and hence ability to work, for the Government, TfL, the council, residents and businesses, which is outlined below.
24. The Government helped to refinance TfL including a £0.5bn loan. This has enabled TfL to provide the London Streetspace Programme (LSP) funding stream for six months which replaces all LIP funding for this year. Southwark has bid for £1.6m from TfL to deliver within six months much of this year's work programme and a range of additional streetspace measures.
25. TfL will seek further funding from Government for the latter half of this financial year (September 2020 to April 2021) to support the council's highways work and streetspace measures. This Government funding for six month periods may have to continue for the next two years until TfL's income is back to pre-lockdown levels.
26. The Government provided a £0.5bn loan to TfL which has encouraged it to increase bus fares, the Congestion Charge and reintroduce the Ultra Low Emission Zone. From 22 June the Congestion Charge increased by 30% to £15 a day and now runs from 7am till 10pm every day. Health and care workers are currently exempt.
27. Southwark also has increased costs due to rapidly installing simple social distancing measures like traffic barriers and signals in Rye Lane and along the Walworth Road.
28. Parking Services predict a 45% fall in its revenue this financial year due to there currently being less parking activity in the borough. Also due to the council exempting up to 6,500 health care workers from Southwark's parking charges until the end of June. This has now been extended by the Government until the end of September with the council also providing 1,900 free permits for key workers until then.
29. Officers recognised the likely scale of the Streetspace changes that were going to be requested on Commonplace and the associated funding challenges and so bid for additional funding. Highways and Transport Policy have secured £250,000 from the Guy's and St Thomas Charity to install health focused transport measures to reduce air pollution and childhood obesity, which is helping to address low-income areas. And a further £100,000 from the DfT for Active Travel measures. Regeneration bid to the Reopening High Streets Safely fund for up to £285,000 from the European Regional Development Fund. This funding can be used by Highways to deliver social distancing measures to support the local economic recovery of high streets and town centres from Covid-19.

Policy implications

30. Southwark's forward looking Movement Plan (2019) emphasises traffic reduction, modal change and a holistic approach to street design to especially benefit vulnerable groups. London Council's and the Mayor of London's climate emergency declaration number 3, 2019, advocates a 50% reduction in petrol and diesel vehicles to help tackle climate change.
31. TfL published the London Streetspace Programme on 15 May 2020, which advocates rapidly introducing traffic reduction and modal change measures to

protect London's roads from being overwhelmed by returning traffic. This Southwark Streetspace Plan has been written in order to support TfL's new priorities and ambitions and its new funding process.

Consultation

32. The council's website was updated in mid May to communicate Southwark Council's transport response to Covid-19 and to invite people to use Highway's Commonplace website to provide comments, suggestions and requests on where we can potentially carry out works to improve locations such as pinch points for social distancing or promote cycling and walking. The council will then install the most effective ideas as experimental traffic measures and after at least six months request people's views to decide on whether to modify, maintain or remove them.
33. By 22 June, the council's Commonplace website had received more than 6,000 visitors who made 3,777 individual suggestions and comments and provided nearly 2,000 free text comments and over 10,000 agreements registered. The council could not have undertaken this volume of engagement in any other way. Typical examples of the requests received in two wards are as follows:
- Rye Lane 421 suggestions – highest comments related to widening footways for pedestrians, closing roads and providing more space for cycling, and
 - Dulwich Village 631 suggestions – highest comments related to closing roads, slowing down traffic and providing more space for cyclists.
34. In addition to online comments, the council has also received reports from our Wardens, Enforcement, Network Management and Highway's officers and from technical studies. This information has helped to create Southwark's Streetspace Plan and throughout the delivery of these measures and other items the council will continue to engage with the community, ward members, emergency services and other statutory consultees.

Financial implications

35. At present, there are no immediate financial implications for the council arising from this report. However, as any new plans and projects are developed from these plans, financial appraisals will be carried out and will be subject to future reports, including identifying the revenue or capital resources for any new commitments.
36. Details of the proposed Streetspace Plan are presented in Appendix A and Appendix B showing a recent weekly update and the approved funding for measures that the council has bid for.
37. Once the LSP funding is approved by TfL and other funding approved from respective organisations, a programme budget will be set up for the schemes that will be regularly monitored and reported as part of the council's capital and revenue monitoring arrangements.
38. Any new contracts in future from these plans should only be awarded once all the required funding is fully confirmed and secured.

39. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

40. The report sets out the council's response to the unprecedented impact on the transport system of Covid-19 and the current lockdown. The report does refer to the statutory duty imposed by the Highways Act to maintain the highways, but the volume of suggestions to the council's Commonplace website has produced a wide variety of improvements which could be considered and possibly introduced.
41. The position is complicated in London as TfL are responsible for the upkeep of the major highways and yet, as the report acknowledges, they are facing very considerable pressures on their financial position. Southwark is in the process of trying to obtain funding for improvements.
42. Whilst there are no particular legal issues arising from this report, there is an awareness expressed at paragraph 6 of the impacts on the traffic system on vulnerable groups and the proposed improvements particularly for pedestrians will be to their advantage. The intention is to engage in particular with residents from BAME backgrounds to seek suggestions of how the transport system can be refined.

Strategic Director of Finance and Governance (FC20/002)

43. This report seeks cabinet approval to agree the content of the council's proposed Streetspace Plan in Appendix A and notes the progress report of 24 June 2020, as contained in Appendix B.
44. This report also seeks approval from the leader to delegate authority to the cabinet member for environment, transport and the climate emergency to amend the Streetspace programme should any variations to the proposed programme be required.
45. The strategic director of finance and governance notes that there are no immediate financial implications arising from this report but new plans and projects emerging from these plans will be subject to future reports with financial appraisals identifying the revenue or capital resources and how it will be financed.
46. It is also noted that new contracts in future from these plans will only be awarded once all the required funding is fully confirmed and secured.
47. Staffing and any other costs connected with the recommendation are to be contained within existing departmental budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Movement Plan	Planning Department / Transport Policy	Sally Crew 020 7525 5564
Link: http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809		

APPENDICES

No.	Title
Appendix A	Southwark's Streetspace Plan
Appendix B	Weekly Street Space Update, Wednesday June 24 2020.

AUDIT TRAIL

Cabinet Member	Councillor Richard Livingstone, Environment, Transport and the Climate Emergency	
Lead Officer	Simon Bevan, Director of Planning / Mick Lucas, Director of Environment	
Report Author	Tim Long, Team Leader Transport Policy	
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Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		2 July 2020