

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 16 March 2021	<b>Meeting Name:</b> Cabinet Member for Leisure, Environment and Roads
<b>Report title:</b>		Great Suffolk Street and Blackfriars Low Traffic Neighbourhoods	
<b>Ward(s) or groups affected:</b>		St Georges and Borough & Bankside	
<b>From:</b>		Head of Highways	

## RECOMMENDATIONS

1. That the Cabinet Member for Leisure, Environment and Roads approve amendments to the Great Suffolk Street Low Traffic Neighbourhood (LTN) scheme for implementation, as shown in the draft outline design (Appendix 1), subject to detailed design amendments, and the associated statutory procedures.
2. That the Cabinet Member for Leisure, Environment and Roads approve the Blackfriars LTN scheme (Phase 1) for implementation, as shown in the draft outline design (Appendices 2 & 3), subject to detailed design amendments and the associated statutory procedures.
3. That the Cabinet Member for Leisure, Environment and Roads note the proposed consultation programme to be undertaken following amendments to the Great Suffolk Street LTN and the Blackfriars LTN (Phase 1), as outlined in paragraph 38 and 39.

## BACKGROUND INFORMATION

### Great Suffolk Street LTN

4. The Great Suffolk Street LTN scheme was installed in December 2020 as part of the London Streetspace Plan and Southwark's response to the COVID-19 emergency, focusing on promoting active travel within the borough and to ensure social distancing can be maintained on footways and cycleways.
5. The scheme seeks to resolve a number of known cut-through routes for vehicles on Great Suffolk Street and the surrounding area. In these locations, traffic is leaving the main roads and entering the scheme area to avoid queuing at junctions. These routes were already known or had been raised on the Southwark Streetspace Commonplace map.
6. Great Suffolk Street has also been identified as a key cycling route as it connects cycleways CS7, Q1 and C4. It is also a popular walking route providing access to the Tate Modern on Sumner Street.

7. There are already a high number of cyclists using the existing cycle routes, and these numbers noticeably increased following the lockdown measures implemented in response to the COVID-19 emergency. Even as the lockdown measures are relaxed, it is envisaged that, whilst public transport use remains low, the increased levels of cycling will be maintained for the foreseeable future as people continue to use cycling as their preferred mode of transport.
8. Following implementation of the scheme, monitored through the Commonplace website, resident feedback to Highways and through discussions with ward councilors and emergency services, major issues have been highlighted specifically regarding the reduction of access causing a disproportionate effect on journey times for local residents. In order to rebalance the impact of the scheme, whilst ensuring alignment with Southwark's response to Covid-19, there are a number of proposed minor amendments.

### **Blackfriars LTN**

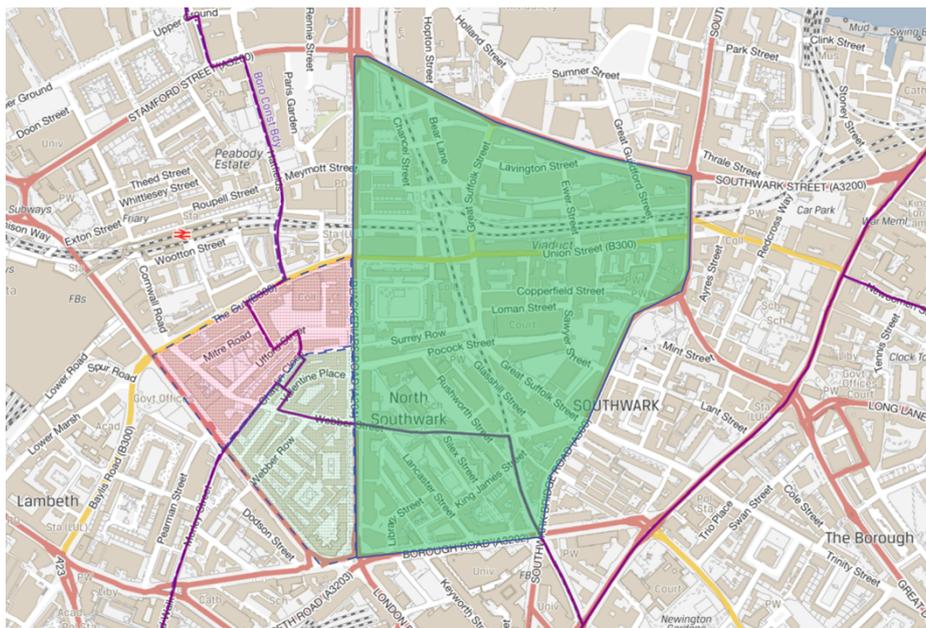
9. This scheme is being led by the London Borough of Lambeth (Lambeth) and Transport for London (TfL) to ensure that the recovery from COVID-19 is achieved without excessive use of motor vehicles, as part of TfL's central London Plan to create low traffic corridors, and to make significant improvements to support active travel along The Cut.
10. Following its implementation last year, motor vehicles have been using alternative local roads to avoid the closure on The Cut. These roads are not designed to accommodate the significant increase in vehicles numbers, due to the narrow carriageway and footway widths. As a result, the risk to pedestrian safety has increased.
11. A scheme has been developed to remove this risk eliminating the ability for motor vehicles to cut-through these streets, whilst minimising the risk of an additional cut-throughs developing as a result.
12. This report only seeks approval to implement Phase 1 of the Blackfriars LTN. Further work for approval from the Cabinet Member for Phase 2 will follow following further discussions with Southwark and Lambeth ward councillors, and TfL.

## KEY ISSUES FOR CONSIDERATION

### Project Locations

#### Great Suffolk Street LTN

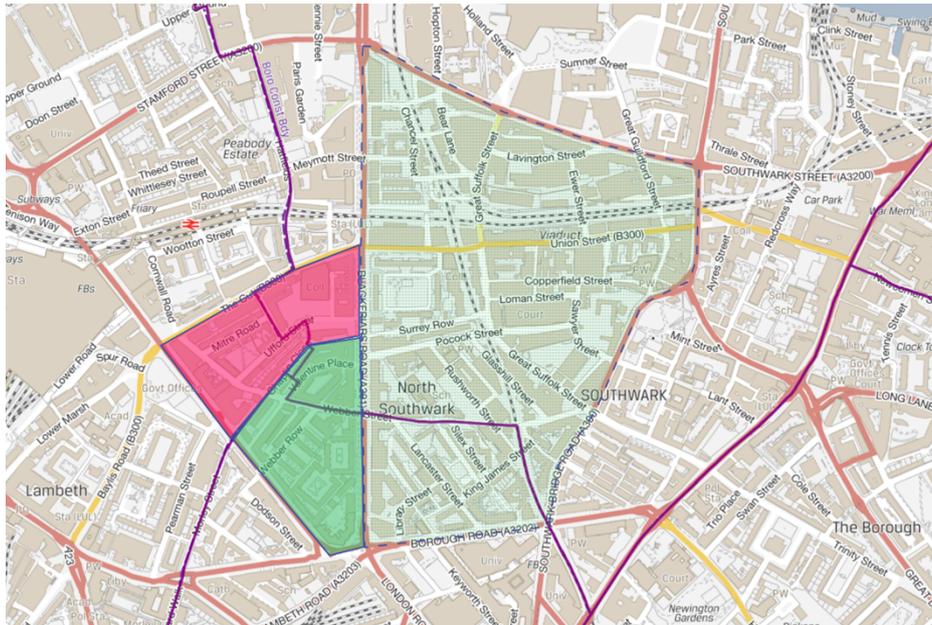
13. The scheme area is bounded by Southwark's strategic road network of Southwark Street, Southwark Bridge Road and Blackfriars Road (Fig. 1 - Green area). To the north of Surrey Row, this scheme lies within Bankside Zone C1 CPZ, which operates from Mon-Fri 8.00am to 6.30pm and Saturday 9.30am to 12.30pm. To the south of Surrey Row, this scheme lies within Borough Zone C2 CPZ, which operates from Mon-Fri 8.30am to 6.30pm.



(Fig. 1 – GSS LTN Scheme Area)

#### Blackfriars LTN

14. The scheme area is bounded by Southwark and Lambeth's strategic road network of Blackfriars Road, Borough Road, Waterloo Road and The Cut and lies within Borough Zone C2 CPZ, which operates from Mon-Fri 8.30am to 6.30pm.
15. The Green area denotes Phase 1, whilst the Red area denotes Phase 2 (Fig. 2). Approval for Phase 1 only is considered as part of this report.



(Fig. 2 – Blackfriars LTN Scheme Area)

## Investigation and Proposed Improvements

### **Great Suffolk Street LTN**

16. From the beginning of the trial period, a Commonplace website was made available for members of the public to share their thoughts on the scheme. This website was monitored on a daily basis to identify and respond to any immediate safety issues. As the scheme became more established there were a significant number of comments about specific parts of the scheme, and more generally, about the significant impact the measures were having on resident's journey times as they try to access the area.
17. Subsequent conversations were held with local ward councilors who confirmed that the scheme was indeed having a significant impact on local residents, and new unforeseen cut-through routes were being established on surrounding roads.
18. The issues being highlighted relate to:
  - a. Illegal right turns into GSS/Webber Street from Southwark Bridge Road causing a safety risk at this junction.
  - b. Through traffic on King Lake Street and Boyfield Street, to avoid the turning restrictions from St Georges Circus, to Webber Street
  - c. Lack of private vehicle access into the LTN from the east (Southwark Bridge Road), resulting in significant detours and increased travel times.
19. The changes being proposed to address the immediate issues outlined above are:
  - a. Reopening Webber Street at the GSS/Southwark Bridge Road junction to provide alternative access for private motor vehicles into the LTN from

the east, via Glasshill Street and Pocock Street, and retain the westbound one way direction of travel. This will also alleviate the need for vehicles to cut through King James Street and Boyfield Street. It is also envisaged that changes proposed as part of the Blackfriars LTN will help reduce the volume of traffic traveling the length of Webber Street to Waterloo Road.

- b. Sawyer St - Removal of the existing restrictions to allow two-way traffic through its junction with Southwark Bridge Road. This will take pressure off the need to use Glasshill Street and Pocock Street by more evenly distributing any traffic pressure between the two locations.
  - c. Removal on the restrictions on Lant Street/Soutwark Bridge Road and Sudrey Street/Great Suffolk Street.
20. Following implementation of changes identified in paragraph 19, detailed consultation will be undertaken with the wider community and stakeholders to better understand how the changes are affecting them, and to better understand what long term changes could be made to support walking and cycling in the area. A consultation plan and programme will be presented to the Cabinet Member prior to commencement.

### **Blackfriars LTN**

21. Following installation of restrictions on The Cut, in October 2020, local roads managed by Southwark have experienced a significant increase in motorised traffic.
22. Valentine Place is experiencing this increase due to traffic utilising it for easy access between Blackfriars Road and Waterloo Road, due to The Cut no longer being available. A number of meetings have been held between council officers, ward councilors and residents, which have highlighted the need to resolve this issue to protect the safety of vulnerable road users.
23. The changes we propose to address the immediate issues outlined above are:
- a. Webber Street – Modal Filter (road closure prohibiting motor vehicles) enforced with an ANPR camera to allow for ease of access for emergency services vehicles.
  - b. Webber Street – One way only northbound from Baron’s Place to Blackfriars Road to eliminate the cut through on Valentine Place between Blackfriars Road to Waterloo Road.
  - c. Baron’s Place – One way only north bound from Waterloo Road to Webber Street.

- d. Webber Street – No left turn from Webber Street onto Blackfriars Road to eliminate another cut through forming on Baron's Place between Waterloo Road and Blackfriars Road.
- 24. The changes proposed in paragraph 23 will reduce the ability for motor vehicles to move freely within the LTN, specifically residents on Baron's Place and Webber Row travel north on Blackfriars Road as a result of the banned left turn out of Webber Street.
- 25. Should any changes be made to The Cut that result in the current restrictions being made permanent, the changes proposed in paragraph 23 must be considered necessary to support this change.
- 26. A Commonplace website will be prepared for the Blackfriars LTN scheme and made live once all restrictions are in place. Residents and businesses will be notified of the changes prior to any statutory notifications. Detailed consultation will be undertaken with the wider community and stakeholders to better understand how the changes are affecting them. A consultation plan and programme will be presented to the Cabinet Member prior to commencement.
- 27. It is recommended that these changes be made prior to wider consultation taking place in order to respond to the immediate issues on Valentine Place, whose residents have been disproportionately affected following The Cut being restricted to through traffic.

## **Consultation**

### ***Southwark Ward Councillors***

- 28. Comments have been sought from St Georges and Borough & Bankside ward councillors. Borough & Bankside ward councillors are supportive of the measures as part of the amendments to the GSS LTN and the proposed Blackfriars LTN.
- 29. St Georges ward councillors did not provide comment.

### ***Lambeth Ward Councillors***

- 30. Lambeth Bishop's ward councillors were consulted on the changes as part of the Blackfriars LTN and expressed the need for consultation with local residents prior to the scheme being implemented. Once the scheme has been implemented a Commonplace website will be available for residents and businesses to express their views, with a more detailed consultation with residents and stakeholders taking place as outlined in paragraph 26. This will ensure the immediate issues resulting from The Cut closure can be resolved quickly.

## ***Emergency Services***

### **London Ambulance Service**

31. London Ambulance Service (LAS) expressed the desire to ensure staff access to car parking on local streets around Webber Street and Gray Street was maintained. They also expressed the need to ensure travel times were maintained between their Waterloo control centre and their backup site to the northeast. The proposed restrictions may result in a minor increase in travel times. Should an ANPR camera be installed we would investigate the ability for Penalty Charge Notices being revoked for staff should an emergency situation arise that resulted in staff needing to contravene the closure on Webber Street.
32. Concerns were also raised with regard to emergency response times being increased as a result of the proposed restrictions. Following further discussion with LAS we will be providing an ANPR camera at the Webber Street closure to ensure emergency vehicle access is not inhibited.
33. No response was received on the GSS LTN prior to the writing of this report.

### **London Fire Brigade**

34. The London Fire Brigade welcomed the changes to the GSS LTN in reducing travel times for staff accessing their Union Street headquarters and car parking facilities. They did not raise concerns that these changes would restrict emergency access into the LTN area.
35. No response was received on the Blackfriars LTN prior to the writing of this report.

### **London Metropolitan Police**

36. No issues were raised regarding the proposed changes to the GSS LTN scheme.
37. Regarding the Blackfriars LTN, ANPR camera enforcement of the Webber Street closure was preferred to ensure emergency access was not inhibited.

### **Public Consultation**

38. As outlined in paragraph 20 and 26, further consultation with residents, businesses and stakeholders is necessary once implementation of the amendments to the GSS LTN and the Blackfriars LTN. A consultation plan and programme will be presented to the Cabinet Member prior to commencement.
39. A Commonplace website will be set up for the Blackfriars Road for residents and businesses to share their views and highlight any immediate safety risks that could eventuate.

### **Policy implications**

40. The recommendations contained within this report are consistent with the

Missions of the Movement Plan 2019, particularly:

- a) M2 Action 1 – Reduce noise pollution
- b) M2 Action 2 – Create simple and clear streets
- c) M3 Action 4 – Deliver infrastructure to support active travel
- d) M3 Action 5 – Enable people to get active
- e) M4 Action 9 – Manage traffic to reduce the demand on our street
- f) M7 Action 16 – Reduce exposure to air pollution
- g) M7 Action 16 – Zero people killed or injured on our streets by 2041

### **Community impact statement**

- 41. The policies within the Movement Plan have been subject to an Equality Impact Assessment.
- 42. The recommendation is locally based and therefore will have greatest effect upon those people living, working or travelling in the vicinity of the area where the proposal is made.
- 43. Any interventions that could pose a risk to cyclists, pedestrians and motorists will be identified and adjusted as part of the road safety review and community feedback.
- 44. There is a risk that new restrictions could cause a displacement of traffic on to the peripheral network and have an adverse impact on road users and neighbouring properties. The proposal has no disproportionate impact on any particular age, disability, faith or religion and ethnicity and sexual orientation.
- 45. With the exception of those benefits and risks identified above, the recommendations are not considered to have a disproportionate affect on any particular community group.
- 46. The recommendations support the council's equalities and human rights policies and promote social inclusion by:
  - Providing highway improvements that reduce air pollution within each location and enable vulnerable communities to become more active.
  - Improving road safety, in particular for vulnerable road users, on the public highway.

### **Resource implications**

- 47. A total investment of £283,000 has been awarded as part of the DfT H2 funding award to deliver Phase 1 and 2 of the scheme. An estimated total of £70,000 will be required to deliver Phase 1.

### **Programme Timeline**

- 48. If these items are approved by the Cabinet Member they will be progressed in line with the below, approximate timeline:

- Notice of proposal (ETMO) – March 2021
- Implementation – late March/ early April 2021
- These schemes will be implemented as soon as possible following final approval of this report, subject to availability of contractor's resources.
- Statutory consultation period, with online survey, will take place for 6 months after implementation.
- Monitoring and traffic counts will take place prior to and 3-4 months after implementation, or as soon as practicable.

### **Legal implications (Experimental TMO)**

49. An Experimental Traffic Management Order would be made under powers contained within the Road Traffic Regulation Act (RTRA) 1984 as amended.
50. Section 22 of the Local Authorities Traffic Order (Procedure) (England and Wales) Regulations 1996 states the requirements in the case of an experimental order.
51. The proposal is experimental and the order is to be experimental, as such consultation and feedback will be considered during the period of the order and a decision made on whether the order is to be made permanent, amended or rescinded after a period, normally six to twelve months. The maximum time an experimental order can be in place is eighteen months.
52. Regulations require the publication of a Notice of Making of the Experimental Order which may not come into force before seven days of its publication date. There is no right of objection to an experimental order itself but the notice provides for any objections or representations to the Experimental Order being made permanent, to be made in writing stating the grounds of such objections, within six months of the Experimental Order coming into force. Should any such objections be received, they will be properly considered in light of administrative law principles of fairness and impartiality, the Human Rights Act 1998, the Equality Act 2010 and all relevant statutory powers. All objections on the individual experimental orders becoming permanent will be logged and considered as part of the process detailed in paragraph 20 and 26.

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

#### **Director of Law and Governance**

53. The Cabinet Member for Leisure, Environment and Roads is asked to approve the implementation of the amendments to the existing Great Suffolk Street LTN and Blackfriars LTN (Phase 1) schemes as summarised in paragraphs 19 and 23 of this report, subject to safety review and compliance with the statutory procedures. The proposed scheme is shown in the layout plan design (Appendices 1 and 2), at the locations referred to in paragraph 15, and detailed in Appendix 3.
54. The experimental scheme requires Experimental traffic orders to be

made. Paragraphs 49-52 of the report refer to the statutory powers in the Road Traffic Regulation Act 1984 (as amended) and the statutory process for the making of experimental traffic orders which are required to implement the proposed amendments to the scheme. Any necessary highway improvements in respect of the proposed scheme will be carried out in accordance with highway improvements powers under the Highways Act 1980.

55. 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). Paragraph 26 of the report provides that the proposed scheme promotes social inclusion by improving road safety, in particular for vulnerable road users on the public highway and vulnerable communities. As such the implementation of the scheme is not anticipated to engage or breach any of the provisions of the Human Rights Act 1998.
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. Paragraph 45 of the report considers that this proposal has no disproportionate impact on any particular age, disability, faith or religion, ethnicity and sexual orientation (*including all other persons with protected characteristics listed under this Act*). However, the equality duty must be exercised by the decision maker and the Member needs to form this conclusion.

### **Strategic Director of Finance and Governance (EL20/085)**

57. This report requests approval from the Cabinet Member for Environment, Leisure and Roads to implement a number of traffic and highway schemes recommended in paragraphs 1 to 2 of this report.
58. The Strategic Director of Finance and Governance notes that funding for these recommendations is to be met from targeted TfL funding and there are sufficient resources available to fund this implementation.
59. Staffing and other costs connected with this recommendation to be contained within existing departmental revenue budgets.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Movement Plan	Southwark Council Environment and Leisure Highways Network Development 160 Tooley Street London SE1 2QH  Online: <a href="http://modern.gov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809">http://modern.gov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809</a>	Alexander Rozema (020 7525 0963)

## APPENDICES

No.	Title
Appendix 1	Great Suffolk Street LTN Layout Plan
Appendix 2	Blackfriars LTN Layout Plan
Appendix 3	Blackfriars LTN DD Rev A

## AUDIT TRAIL

<b>Lead Officer</b>	Dale Foden – Head of Highways	
<b>Report Author</b>	Alexander Rozema – Principal Project Manager	
<b>Version</b>	Final	
<b>Dated</b>	February 2021	
<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>
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		12 March 2021