

DECISION MAKER Cabinet Member for Climate Action, Sustainability and Transport	DATE 20 August 2024
TITLE West & East Greenwich Neighbourhood Management Project – Trial Scheme (re-consideration in light of Overview & Scrutiny Call-In Sub-Committee recommendations made on 31 st July 2024)	WARD (S) Greenwich Park, Blackheath Westcombe, East Greenwich
CHIEF OFFICER Director of Communities, Environment and Central	CABINET MEMBER Climate Action, Sustainability and Transport
DECISION CLASSIFICATION Non-Exempt Report Non-Exempt Appendices	IS THE FINAL DECISION ON THE RECOMMENDATIONS IN THIS REPORT TO BE MADE AT THIS MEETING? Yes

I. Decision required

This report makes the following recommendations to the decision maker:

- I.1 To note and consider the request by the Overview and Scrutiny Call-In Sub-Committee that the decision maker re-considers the decision made on 29th February 2024, taking into account the four comments it made to them;
- I.2 To consider the responses to those comments and the recommendations made in this report; and
- I.3 In re-considering the decision made on 29th February 2024, to incorporate the recommendations set out in this report (as referred to in 5.2 below) as well as noting and taking into account all other relevant developments arising since the decision made on 29th February 2024, including but not limited to the draft Government guidance published in draft in March 2024 (as considered within section 5 of the Call-in report appended at Appendix B) as part of that decision.

Signed.....Date: 20/08/2024
Councillor Averil Lekau,
Cabinet Member for Climate Action, Sustainability & Transport

2. Links to Our Greenwich missions

2.1 This report relates to the Council's agreed missions as follows:

- *People's health supports them in living their best life*
Particularly in relation to the 'level of physical activity' and 'childhood obesity rate' mission success measures.
- *It is easier, safer and greener to move around the borough and the rest of London*
By improving walking and cycling conditions.
- *Neighbourhoods are vibrant, safe and attractive with community services that meet the needs of local residents*
Contributing to all of the mission objectives where they relate to our public highway.
- *Greenwich plays an active role in tackling the climate crisis and improving environmental sustainability, in line with our commitment of being carbon neutral by 2030.*
Delivering the significant specific transport commitments in the Carbon Neutral Plan.

3. Purpose of Report and Executive Summary

3.1 Part 4B of the Council's Constitution (Overview and Scrutiny Procedures) includes a procedure under which decisions taken by Cabinet or Cabinet Members, or Key decisions taken by a Chief Officer, may be "called in" for further consideration. The "Call In" procedure was invoked in respect of a decision taken by the Cabinet Member for Climate Change, Environment & Transport on 29th February 2024 on the West & East Greenwich Neighbourhood Management Project – Trial Scheme.

- 3.2 The Decision Called-in: the report considered by the Cabinet Member is attached as [Appendix A](#).
- 3.3 The decision was called-in by two separate call-in notices in line with the Overview and Scrutiny Procedure Rules (Part 4, B9 of the Constitution). These two call-in notices were submitted by: (1) Councillor Matt Hartley and Councillor John Hills; and (2) Councillor Maisie Richards Cottell, Councillor Leo Fletcher and Councillor Lakshan Saldin. The Call-in report setting out responses to the call-in grounds are attached as [Appendix B](#).
- 3.4 A scrutiny meeting was held on Wednesday 31st July. The recommendations of the Overview and Scrutiny Call-In Sub-Committee are attached as [Appendix C](#).
- 3.5 The Overview and Scrutiny Call-In Sub-Committee reviewed the call-in notices and responses submitted. It referred the decision back to the Cabinet Member for Climate Action, Sustainability & Transport, and requested that she consider the following comments when re-considering the decision made on 29th February 2024:
- 1) *“In light of the comments raised tonight, ensure she is satisfied with the adequacy of consultation that has taken place and will take place if the experimental order is implemented.*
 - 2) *Consider the amendments proposed by officers in the call-in report and addendum.*
 - 3) *Reflect on the specific comments made about specific roads.*
 - 4) *If the experimental order goes ahead, ensure there are adequate arrangements in place for monitoring impact, in particular for boundary roads and neighbouring areas.”*

4. Responses to the recommendations

- 4.1 This section responds to the four recommendations made by the Overview & Scrutiny Call-In Sub-Committee to be reviewed by the Cabinet Member (as published on 1st August 2024 and attached to this report as [Appendix C](#)):

1. In light of the comments raised tonight, ensure she is satisfied with the adequacy of consultation that has taken place and will take place if the experimental order is implemented.

- 4.2 The Council has consulted extensively with residents, businesses, and community groups to shape transport proposals for the West and East Greenwich neighbourhood. The consultations went beyond statutory requirements and influenced the design of a new neighbourhood traffic management scheme. The Council conducted two non-statutory consultations beyond the legally required experimental traffic order (ETO) consultation (which would take place when the scheme is implemented). Over 8,000 responses were received and the feedback led to significant amendments to the proposed scheme. This shows our commitment to involving stakeholders in shaping the scheme's design.
- 4.3 The Council will continue to follow due process by conducting consultations and considering feedback as the trial scheme progresses, to allow people to respond based on real-world experience. This would include a continuation of online Commonplace engagement and in-person events, in addition to statutory consultation requirements.
- 4.4 To get a full picture of how the scheme works, this additional proactive engagement would focus on the period after a three month 'bedding-in' period. This is aligned with experience that people's views tend to develop after implementation, as they begin to experience schemes (as shown in research into LTNs commissioned by the Department for Transport, from Ipsos, to support its review of LTN).
- 4.5 The Experimental Order would stay in force for up to a maximum of 18 months, by which date the Council must decide whether or not to make the experimental order permanent or otherwise allow the experimental order to lapse. The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 allow for the modification of Experimental Orders no more than 12 months after the order was made; otherwise the option to make permanent the order with any amendments made to it in place would be lost. If amendments are made at any time during this 12 month period the six month consultation period would restart.
- 4.6 Monitoring and engagement will include the scheme area, boundary roads, and surrounding areas including Charlton and Blackheath.

2. Consider the amendments proposed by officers in the call-in report and addendum.

- 4.7 The decision maker should note the amendments proposed by officers in the [Call-in Report for the West & East Greenwich Neighbourhood Management project](#) (Appendix B) and the accompanying [Call-in Addendum Report](#).
- 4.8 These amendments were discussed by the Overview and Scrutiny Call-In Sub-Committee , which supported their incorporation in any scheme taken forward.
- 4.9 It is recommended that the original decision made on 29th February 2024 be reviewed and that the new decision take account of the recommendations set out in the Call-in report and addendum report. These include:
- Bulleted list of the amendments / clarifications proposed the call in report.
 - Consultation to extend to the Charlton and Blackheath areas, which will include drop-in sessions,
 - Monitoring exercise to extend to the Charlton and Blackheath areas, collecting baseline data and after implementation surveys,
 - The modal filter in Gloucester Circus is to be retained as detailed in the West & East Greenwich call-in report,
 - Cade Road to remain open to two-way traffic as detailed in the West & East Greenwich call-in report,
 - That no changes are to be made on Langton Road, as this is a privately owned road,
 - The modal filter in Park Vista is to be retained as detailed in the West & East Greenwich call-in report; and
 - The proposed ANPR modal filter in Maze Hill (junction with Vanbrugh Park is to be moved further north on Maze Hill as detailed in the West & East Greenwich call-in report.

3. Reflect on the specific comments made about specific roads.

- 4.10 Comments were made that hard closures should be reintroduced in Maidenstone Hill (junction with Point Hill) and Winforton Road.

- 4.11 The call-in report explained that the preferred option recommended in the decision report includes replacing hard closures with Automatic Number Plate Recognition (ANPR) camera-enforced closures *wherever feasible*.
- 4.12 The reasons for the recommendation to replace hard closures with Automatic Number Plate Recognition (ANPR) camera-enforced closures wherever feasible are set out in Paragraph 7.4 of the decision report (with responses from emergency services also summarised in Paragraph 8.80 of the Decision report):

“Feedback from emergency services and the Councils Waste Services strongly support the replacement of hard closures with ANPR cameras wherever possible.”

- 4.13 The views of the emergency services are extremely important considerations in designing traffic management schemes – as their access needs are vital. Their valuable input was incorporated into the preferred option, which recommends Automatic Number Plate Recognition (ANPR) camera-enforced closures wherever feasible.
- 4.14 Whilst a hard closure would provide greater traffic reduction benefits than a part-time (camera enforced) closure, there is nothing in the current highway layouts at these locations that makes it not feasible to operate them as Automatic Number Plate Recognition (ANPR) camera-enforced closures.
- 4.15 Whilst those commenting were in favour of these greater traffic reduction benefits, the overall aim of the preferred option in the original decision was to employ camera enforced closures to balance removing the highest traffic flows; and minimising impacts on emergency services’ access. There is nothing to suggest these locations are not feasible to control by camera and/or that there is sufficient reason to treat them differently from the many locations where this approach has been applied across the scheme area.
- 4.16 It is recommended that with Automatic Number Plate Recognition (ANPR) camera-enforced closures continue to be recommended to replace the hard closures at Maidenstone Hill (junction with Point Hill) and Winforton Road proposed in the Stage 2 engagement, in-line with other locations where this is feasible.

4.17 Both roads would be closely monitored as part of a broader monitoring package, to consider how the measures proposed work in practice during the experimental phase.

4.18 It is noted that a section of Maidenstone Hill is [designated as a Play Street](#) on Sundays between 12:00 and 17:00. We will consider this as part of monitoring of any trial scheme and any contributing factors for a hard closure on Maidenstone Hill and Winforton Road.

4. If the experimental order goes ahead, ensure there are adequate arrangements in place for monitoring impact, in particular for boundary roads and neighbouring areas.

4.19 The decision report dated February 2024 had set out clear proposals for monitoring the trial scheme. We propose to commission a comprehensive package of monitoring and evaluation. The precise details of the package depend on finalising agreements with a provider(s). The package will:

- i. Cover necessary time periods to: establish a baseline; cover the ‘settling in’ period after opening; and assess the impacts of the trial once people begin to understand its impacts.

Additional proactive engagement will focus on the period after a three month ‘bedding-in’ period. This is aligned with experience that people’s views tend to develop after implementation, as people begin to experience schemes (as shown in research into LTNs commissioned by the Department for Transport, from Ipsos, to support its review of LTN).

- ii. Include the scheme area, boundary roads, and surrounding areas including Charlton and Blackheath.
- iii. Cover the following scope:
 - Traffic data.
 - Air quality
 - Queue-lengths
 - Bus journey times

4.20 Appropriate engagement will also take place with affected Ward Councillors.

5. Available Options

5.1 Option 1: the decision maker notes the comments provided at the scrutiny meeting, the responses to them set out in this report and confirms the original decision; or

5.2 Option 2: the decision maker notes the comments of the Overview & Scrutiny Call-In Sub-Committee provided at the meeting held on 31st July 2024, the responses to them set out in this report and re-considers the decision, incorporating the recommendations set out in this report, as referred to in 1.2 and 1.3 above. This would include:

- Consultation will be extended to the Blackheath and Charlton areas. These would include drop-in sessions and information packs.
- Monitoring will be extended to the Blackheath and Charlton areas. This would include (but not limited to) ATCs, air quality monitoring, and iBus data.
- To retain the modal filter in Gloucester Circus detailed in the West & East Greenwich call-in report,
- Cade Road to remain open to two-way traffic as detailed in the West & East Greenwich call-in report,
- To retain the modal filter in Park Vista as detailed in the West & East Greenwich call-in report; and
- The proposed ANPR modal filter in Maze Hill (junction with Vanbrugh Park) is to be relocated further north on Maze Hill as detailed in the West & East Greenwich call-in report.

6 Preferred Option

6.1 Option 2 is recommended as the preferred option, namely that the decision maker notes the comments of the Overview & Scrutiny Call-In Sub-Committee provided at the meeting held on 31st July 2024, the responses to them set out in this report and re-considers the decision, incorporating the recommendations set out in this report.

7 Reasons for Recommendation

- 7.1 Section 5 of this report responds to the comments referred back to the Cabinet Member. The recommended option intends to either resolve or explain the issues raised at the Overview & Scrutiny Call-In Sub-Committee meeting, in a way that is consistent with the Council's objectives related to the scheme.
- 7.2 Option I is not recommended as it would fail to take into account helpful insights arising from the call-in process which could be incorporated within the scheme whilst remaining consistent with the Council's objectives related to the scheme (as set out in the original decision).
- 7.3 The proposals intend to improve traffic conditions in the West & East Greenwich areas in a way that is consistent with the Council's key transport priorities identified in the Transport Strategy. The Transport Strategy includes tackling traffic and improving air quality by introducing traffic management schemes. Policy (I g) of the Transport Strategy's 'A Healthier Greenwich' theme sets out the Council's approach to traffic reduction and management schemes. This states that it will:
- use an *'evidence-led approach to identify areas which would most benefit from through-traffic reduction schemes, such as Low Traffic Neighbourhoods'*; and
 - work *'with local communities to understand where traffic management schemes and Low Traffic neighbourhoods could best be delivered across the borough'*.
- 7.4 To do nothing, would fail to deliver the missions of the Council in its 'Our Greenwich Corporate Plan', as summarised in Section 2.1. It would fail to deliver the objectives of the Council's Carbon Neutral Plan which *"includes a range of measures to help encourage walking, cycling and public transport, reduce traffic, improve air quality, and support the rollout of ultra-low emission vehicles. These measures will help to make Royal Greenwich a cleaner, greener, safer and healthier borough"*. The Corporate Plan and Carbon Neutral Plan both form part of the Policy Framework set out in the Constitution, in accordance with which the Cabinet Member has to operate.

7.5 Finance comments in Section 10 of the original decision report (attached as Appendix A) confirm that the cost of implementing the proposals will be funded from agreed capital and revenue resources. The departmental costs arising from the proposals are therefore in line with Royal Greenwich’s Budget. As with all funding, undertakings must be completed within the sums agreed. This will be managed through the Council’s usual financial, risk and project management procedures.

8 Consultation Results

8.1 The Council carried out a two-stage engagement process which started in February 2023 and concluded in October 2023. The engagement process was split into two stages:

- Stage 1: Pre-design listening and information gathering.
- Stage 2: Feedback on options.

8.2 A summary of the Stage 1 and 2 engagements, and their results can be found in the original decision report.

8.3 Statutory consultation and monitoring would occur during any experimental order’s operation. A final decision would be required in due course as to whether or not to make the Experimental Traffic Order permanent.

9 Cross-Cutting Issues and Implications

Issue	Implications	Sign-off
Legal including Human Rights Act	The Cabinet Member is asked to reconsider their decision made on 29th February 2024 in light of the recommendations made by the Overview & Scrutiny Call-In Sub-Committee at its meeting held on 31st July 2024. This report follows on from that meeting, setting out the Overview & Scrutiny Call-In Sub-Committee’s recommendations and referring the Cabinet Member to all relevant subsequent developments	Eleanor Penn, Assistant Head of Legal Services (Planning & Procurement), 19 th August 2024

	<p>since their decision made on 29th February 2024.</p> <p>The Council is empowered under the Road Traffic Regulation Act 1984 to make TMOs. TMOs are the legal documents that regulate the use of the highway for movement and parking. This report seeks authority to advertise and make an Experimental Traffic Order to trial Option 2 (ETO). An ETO can stay in force for up to a maximum of 18 months while the effects are monitored and assessed. Further consultation and monitoring will occur during any experimental order's operation. The procedure for making TMOs is set out in Schedule 9 of the RTRA 1984 and the Local Authorities' Traffic Order (Procedure) (England and Wales) Regulations 1996 ("LATOPR").</p> <p>The Cabinet Member does not have Constitutional authority to decide to advertise TMOs as that authority rests with the Chief Officer under Part 3 of the Constitution (Responsibility for Functions – "Publication and Consultation on Traffic Regulation Orders"). However, the Leader's scheme of delegation provides that the Leader of the Council may vary or withdraw a delegation at any time, either generally or in relation to a specific decision. By notice dated 12th January 2024 the Leader withdrew the Chief Officer delegation in relation to this specific decision to</p>	
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	<p>advertise the ETO and authorised the Cabinet Member to make this decision.</p> <p>Following statutory consultation, the Council is legally obliged to consider every objection and representation received, with Part 3 of the Council's Constitution requiring the decision on whether to proceed with each proposed TMO (with or without amendment) to be made by either the Chief Officer or Cabinet Member, depending on whether significant and substantial or material objections have been received in relation to the TMO in question.</p> <p>Therefore, once the consultation process has concluded the results will need to be considered, and options considered, with a further report prepared should objections be received that officers are unable to resolve, during the statutory consultation.</p> <p>A final decision will also be required in due course on whether or not to make the TMO permanent.</p> <p>Under the Human Rights Act 1998, local authorities have a duty to promote and protect human rights. Traffic schemes affect all sections of the community. By making a TMO it gives the Council the opportunity to consider the needs of those affected by the changes prior to a final decision being made</p>	
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<p>Finance and other resources</p>	<p>The Cabinet Member for Climate Action, Sustainability & Transport is requested to note the comments provided at Overview & Scrutiny Panel meeting, the responses to them as set out in this report and agree to the amendments.</p> <p>Budget is available within Parking Services revenue resources and agreed capital resources to fund the implementation of this scheme.</p> <p>A further and separate decision will be required as to whether the Experiment Traffic Order should be made permanent.</p>	<p>Sue Rock Accountancy Business Change Manager 15/08/2024</p>
<p>Equalities</p>	<p>Decision-makers are reminded of the requirement under the Public Sector Equality Duty (s149 of the Equality Act 2010) to have due regard to:</p> <p>(i) eliminate unlawful discrimination, harassment, victimisation and other conduct prohibited by the Act, (ii) advance equality of opportunity between people from different groups, and (iii) foster good relations between people from different groups. The decisions recommended through this paper could directly impact on end users.</p> <p>The impact has been analysed and varies between groups of people.</p> <p>To inform this consideration of the equality duty, the Council commissioned an external provider</p>	<p>Rich Udemezue Senior Traffic Engineer 06/08/2024</p>

	<p>to undertake an Equality Impact Assessment of the decision called in. This is appended to the original decision report which forms Appendix A to this report</p> <p>The Equality Impact Assessment identified several positive and negative impacts which may be experienced amongst the protected equalities groups of age, disability, pregnancy and maternity, ethnicity or race, religion or belief, sex/gender and sexual orientation. It concludes that it is not anticipated that the scheme would result in any unlawful discrimination against groups with protected characteristics and the positive impacts are considered to outweigh the negative impacts.</p> <p>This report contributes to the Council’s Equality and Equity Charter and the Council’s Equality Objectives 2020-2024 (link to the Charter & Objectives – item 9). These include:</p> <ul style="list-style-type: none"> • Foster good community relations and promote social cohesion. • Tackle hate crime and harassment, and promote community safety and social cohesion. • Close the gap in outcomes for citizens. 	
Climate change	<p>This report contributes to delivering Greenwich’s Carbon Neutral Plan, and the council’s pledge to be carbon neutral by 2030. This report directly contributes to the Carbon Neutral Plan requirement that “A shift away</p>	<p>Rich Udemezue Senior Traffic Engineer 06/08/2024</p>

	from car travel to walking, cycling and public transport is essential to making the borough carbon neutral by 2030 ".	
Risk Management	Neither option set out here creates significant new or changed risk(s). As a result, no mitigating actions and/or risk management measures managed are suggested. Similarly, there is no new or changed risk(s) to record in risk registers.	

10 **Report Appendices**

10.1 The following documents are to be published with and form part of the report:

Appendix A: [West & East Greenwich Neighbourhood Management Project – Trial Scheme Decision Report](#)

Appendix B: [Call-in Report for the West & East Greenwich Neighbourhood Management project](#)

Appendix C: Overview & [Scrutiny Call-in Sub-Committee Meeting Decision](#)

11 **Background Papers**

None.

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