Open Agenda

Council Council

Camberwell Community Council

Wednesday 20 November 2013 7.00 pm Walworth Methodist Church, 54 Camberwell Road, London SE5 0EN

Supplemental Agenda No. 2

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Item No.

Title

Page No.

18. Improving Cycle and Pedestrian Crossings1 - 15Note: This is an executive function

Councillors to consider the recommendations contained in the report.

Contact: Tim Murtagh on 020 7525 7187 or email: tim.murtagh@southwark.gov.uk

Item No. 18.	Classification: Open	Date: 20 November 2013	Meeting Name: Camberwell Community Council	
Report titl	e:	Denmark Hill: Improv	ing cycle and pedestrian crossings	
Ward(s) or groups affected:		South Camberwell		
From:		Head of Public Realr	n	

RECOMMENDATIONS

- 1. That the community council support the recommendations to be made to the cabinet member for environment, transport and recycling, as per paragraphs 25 and 26, to implement the Denmark Hill cycle and pedestrian crossing improvements detailed in Appendix 3.
- 2. That the community council approve the proposal to widen and improve the existing narrow pedestrian footway on Greendale, adjacent to Bessemer Grange Primary School, as detailed in Appendix 4 (see also Fig 1)

BACKGROUND INFORMATION

- 3. In accordance with Part 3H paragraph 19 of the Southwark constitution community councils are to be consulted on the detail of strategic parking / traffic / safety schemes. In practice this is carried out following public consultation.
- 4. The scheme described in this report was identified as one which would help to deliver Southwark's aim of increasing walking and cycling levels in the borough, by the extension of the segregated cycle route from Greendale, to connect Dulwich to Ruskin Park in Lambeth.
- 5. This scheme contributes to the council's 'Green Links' programme of developing a network of calmed, greened streets on low or motor traffic free routes between parks and open spaces. The objective of this programme is to encourage local walks and cycle trips, targeting those who would like to cycle, but would prefer to avoid busier roads. The project will complement Lambeth's plans for a wider 'green' route connecting parks and open spaces from Ruskin Park to the Thames.
- 6. Greendale itself is a popular motor traffic free route in Dulwich, linking Denmark Hill and Dulwich village and providing local routes to schools in the area. The council made a successful bid to TfL Greenways programme in order to deliver a radical overhaul of Greendale in 2012/13. This proposal is a continuation of Greendale improvements which were successfully implemented in 2012/13

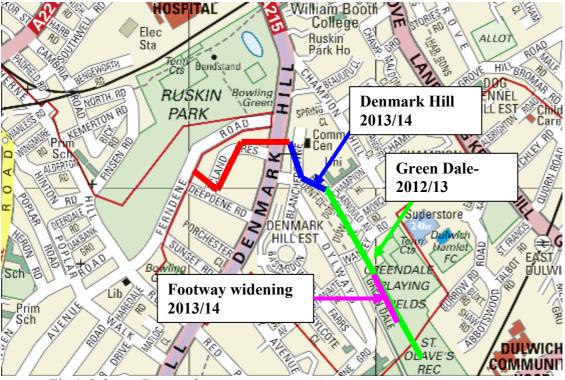


Fig 1-Scheme Proposals

KEY ISSUES FOR CONSIDERATION

- 7. Blanchedowne is an area of high density social housing that suffers from severance due to the barrier presented by Denmark Hill, a wide road with high vehicle speeds. Across Denmark Hill is the green space of Ruskin Park which in turn forms part of a chain of open spaces stretching northwest towards the Thames. The junction of Blanchedowne with Denmark Hill provides the only vehicular access to the area and the frequent turning movements at this location make it uncomfortable for pedestrians and cyclists. This junction, however, currently provides the only step free access to Denmark Hill from the estate
- 8. Denmark Hill is a busy distributor road and bus route running through a residential area along the border of Southwark and Lambeth. Carriageway width is over 14m with 3.0m bus lanes on both sides and 2.0m central hatching. High vehicle speeds have been recorded on this road which constitutes a barrier to east west movement for pedestrians and cyclists (85th percentile approx. 35mph, average speed 32mph). Denmark Hill is maintained by Southwark, with the western footway maintained by Lambeth. The clear footway width (Southwark side) is less than 2.0m due to obstructions by lamp columns and trees.
- 9. The greenways route agreed between Sustrans and boroughs traverses Denmark Hill via Blanchedowne into Acland Crescent, linking Ruskin Park via Ferndene Road. However, some cyclists and pedestrians also access Ruskin Park via entrances adjacent to the park on Denmark Hill.
- 10. Existing pedestrian crossings between Blanchedowne and Champion Hill are mainly substandard refuge islands (2 refuge islands) and a zebra crossing near Blanchedowne. There has been a serious accident involving a pedestrian hit by a car at this zebra crossing. There are four main desired paths used by pedestrians along

this stretch: Denmark Hill/Champion Hill, Denmark Hill / Fox on the Hill, Denmark Hill/ Ferndene Road, Denmark Hill /Blanchedowne.

- 11. The design aims to change the character and layout of Denmark Hill, particularly near junction with Blanchedowne. This will be done by reducing the carriageway width, remove section of bus lane, widening footway, introduce greening/landscaping, introducing a raised table, removing the central hatch marking.
- 12. Prior to developing the proposal a site meeting was arranged with officers from London buses (operational) and TfL signals to discuss the extent of southbound bus lane reduction and explore the impact of any signals on adjacent driveways and residential properties.
- 13. Prior to consulting on the proposal a meeting was arranged with housing officers, representatives of the tenants' and residents' association, representatives of Southwark cyclists and Living streets to discuss the proposed measures and take on board any comments they may have. Officers from Lambeth were invited. Views expressed by stakeholders at this meeting were carefully considered and where appropriate incorporated in the final proposal for consultation.
- 14. A site meeting was held with Councillor Govier to discuss his comments on the proposal. Following this meeting the extent of footway build out east of Denmark Hill was reduced to accommodate his concerns about possible conflicting manoeuvres at the point where the build out begins.
- 15. Out of the 600 consultation leaflets delivered (400 to Southwark residents and 200 to Lambeth residents) a total of 52 responses were received during the consultation period, equating to 8.6% response rate.

YES	NO
34	13
34	13
33	15
18	28
21	24
38	9
	34 34 33 18 21

Fig 2-Consultation results

- 16. A number of respondents to the consultation have requested for a formal crossing at Denmark Hill junction with Champion Hill. Having carefully reviewed this junction officers are of the view that this is beyond the scope of the scheme. Any formal pedestrian crossing at this location will require banning the heavy left turn from Champion Hill into Denmark Hill due the proximity to the junction or may require signalising the entire junction. Pedestrians currently cross this junction using refuge island on Denmark Hill.
- 17. Another formal pedestrian crossing, zebra or signal, cannot be accommodated on Denmark Hill between Champion Hill and the proposed toucan crossing. This is due to the proximity of adjacent side roads and formal pedestrian crossings. Informal

crossings in the form of standard refuge islands are therefore proposed within this stretch. The existing refuge island on Denmark Hill, near its junction with Ferndene Road is a busy desired path for pedestrians. It is the main crossing to access the G.P surgery on Blanchedowne, bus stop, and housing estate. The proposal intends to widen this refuge island and place it on a raised table to improve safety for pedestrians.

- 18. The consultation offered residents the option of either a shared or segregated cycle / pedestrian stretch along Blanchedowne. A segregated cycle / pedestrian facility will require a narrowing of the carriageway and remove parking on one side of the road (5 parking spaces) but reduces the conflict with pedestrians. Most respondents are not in favour of a shared footway along Blanchedowne to access the proposed toucan crossing possibly due to concerns about conflict with pedestrians. Alternatively, the lack of support for segregated cycle track along Blanchedowne to access the proposed toucan crossing may be due to concerns about the removal of existing kerb side parking. Nonetheless, in design terms the preferable option of these two (and also the option with least opposition) is the provision of a segregated cycle facility off the main carriageway and adjacent to the footway. The areas adjacent to the toucan crossing will have to be 'shared use'.
- 19. A new refuge island is proposed near Fox on the Hill, to assist pedestrians using Ruskin Park. This is another popular route for pedestrians to Ruskin Park. This refuge Island will also assist access to the southbound bus stop on Denmark Hill.
- 20. It is proposed to raise both the new toucan crossing and widened refuge island near Ferndene road. This will encourage motorists to reduce their speed.
- 21. Due to concerns raised by some respondents about the removal of the central ghost island, which is used by some pedestrians and cyclists as a waiting area when crossing the road, it is intended to reinstate this where appropriate.
- 22. Generally there is support to improve crossings on Denmark Hill. However, there is a lack of majority support for either shared or segregated cycle / pedestrian footway along Blanchedowne.
- 23. It is intended to widen the existing pedestrian footway on Greendale, adjacent to the fence / wall of Bessemer Grange Primary School. The narrow width discourages pedestrians from using the footway. Pedestrians therefore tend to use the cycle track on Greendale resulting in conflict with cyclists.

Draft Recommendations to the Cabinet Member for Transport, Environment, and Recycling

24. On the basis of the results of the public consultation the Cabinet Member is recommended to:

Approve the implementation of proposals of shown in Appendix 3, which includes:

• A segregated cycle track adjacent to the footway, east of Blanchedowne. This will require removal of 5 car parking spaces along the cycle track. Parking adjacent to the cycle track will have to be removed due to possible conflicts between parked car doors and cyclists using the cycle track.

- Measures along Denmark Hill to improve safe access for pedestrian and cyclists crossing the road.
- All the above to be subject to the outcome of statutory consultation.
- 25. Approve implementation of new footway on Greendale, adjacent to the fence of Bessemer Grange primary school.

Policy Implications

26. The recommendations contained within this report are consistent with the polices of the Transport Plan 2011, particularly:

Policy 1.1 – pursue overall traffic reduction.

Policy 2.3 – promote and encourage sustainable travel choices in the borough.

Policy 4.2 – create places that people can enjoy.

Policy 5.1 – improve safety on our roads and to help make all modes of transport safer.

Community impact statement

- 27. 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.
- 28. This scheme was identified as one which would help to deliver Southwark's aim of increasing walking and cycling levels in the borough by improving links between local green spaces, from Greendale to Ruskin Park, without any noticeable adverse impact on the vulnerable road users
- 29. This scheme is intended to encourage the use of sustainable modes of transport.

Resource implications

- 30. The project is wholly funded by Transport for London Greenways programme for 2013/14. The project is within the scope of permitted uses of the funding. The total allocated budget is £250,000 for 2013/14. All funding sources have been confirmed and approved by Cabinet.
- 31. Works will be implemented by the Council's highways term contractor, Conway Aecom, and are expected to be carried out in the winter of 2014.

Consultation

- 32. Ward members were consulted prior to commencement of the public consultation.
- 33. The scheme involves close collaboration with local residents and tenants associations. Public (non-statutory) consultation was carried out in September 2013, as per appendix 2.
- 34. The report provides an opportunity for the final comment to be made by the community council prior to a non-key decision scheduled to be made by the Cabinet member for Transport, Environment, and Recycling in December 2013.

35. If approved for implementation of a toucan crossing, waiting and loading restrictions along the cycle track and raised tables will require 21 days statutory notice.

Reasons for urgency

36. Due to the financial constraints on timing as set out by TfL, a decision on whether to implement the scheme by the cabinet member is required before the end of February 2014. The constitution requires that the community council is formally consulted before the cabinet member can approve the scheme for implementation. The next community council is not until February 2014 which will be too late if scheme is to be delivered within the 2013/14 financial year.

Reasons for lateness

37. Given the lack of majority support for either proposal on Blachedowne, relating to the shared / segregated footway, officers had to arrange additional meetings with TfL and local TRA to discuss the best way forward and ensure proposal harmonise with upcoming London cycle design standards. The consultations with key stakeholders delayed finalising the report.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Transport Plan 2011	Southwark Council 160 Tooley Street London SE1 2QH	Clement Agyei –Frempong Tel: 0207 525 2305
	http://www.southwark.gov.uk/info/ 07/transport_policy/1947/southwa ansport_plan_2011	

APPENDICES

No.	Title
Appendix 1	Denmark Hill cycle and pedestrian crossings improvements consultation document
Appendix 2	Summary of consultation responses
Appendix 3	Recommended Proposal
Appendix 4	Proposed widened footway on Green Dale

AUDIT TRAIL

Lead Officer	Matthew Hill, Public	Realm Programme Ma	nager	
Report Author	Clement Agyei-Frempong, Senior Engineer			
Version	Final			
Dated	15 November 2013			
Key Decision?	No			
CONSULTATIO	N WITH OTHER OF	FICERS / DIRECTORA	TES / CABINET	
	ME	MBER		
Officer Title Comments Sought Comments included				
			No	
Strategic Director of Finance		No	No	
and Corporate Services				
Cabinet Member No No			No	
Date final report sent to Constitutional Team15 November 2013			15 November 2013	





Denmark Hill, between Champion Hill and Blanchedowne: Improving cycle and pedestrian crossings

- cyclists Improve safe access for northbound cyclists crossing Denmark Hill from Green Dale via Blanchedowne

Have your say Please let us know what you think by completing the section below, then tear off this page, fold and post to the freepost address by **4th October, 2013**

Have your say online: www.southwark.gov.uk/consultations

*The numbering in the box corresponds to that on the plan

		YES	ON
Q4	Generally do you support the proposal?		9
Q5	Do you support the raised junction table at Blanchedowne / Green Dale?		
Q6	Do you support new signal crossing on Denmark Hill, replacing existing zebra crossing?		
Q7a	Q7a Do you support shared use footway for cyclists and pedestrians on Blanchedowne or		
Q7b	Q7b Do you support segregated cycle facility on a wider footway at Blanchedowne which will require removal of parking along the northern kerb (shown in blue line) ?		
ő	Q8 Do you support new and improved pedestrian crossings along Denmark Hill, between Blanchedowne and Champion Hill?		
Additic	Additional comments		

For more information contact: Clement A-Frempong on 020 7525 2305 Or e-mail: streetcare@southwark.gov.uk

APPENDIX 2



Summary Consultation responses

London Borough of Southwark Denmark Hill, improving cycle and pedestrian crossings

www.southwark.gov.uk

Out of the 1917 consultation leaflets delivered a total of 144 responses were received during the consultation period, equating to **7.5%** response rate.

	YES	NO
Q4 Broadly do you support the proposal?	98	32
Q5:Do you support the widened footway with segregated between cycles and pedestrians?	95	34
Q6 Do support zebra crossing on a raised table at the Dulwich Wood Park approach to the roundabout and the widening to allow left turn into Dulwich Wood Avenue?	108	27
Q7 Do you support footway widening at the roundabout exit into Gipsy Road	92	40
Q8 Do you support raided entry table at Gipsy Hill junction with Gipsy Road	98	37
Q9 Do you support carriageway narrowing at existing pelican crossing on Alleyn Road and the crossing on raised table	88	42

SUMMARY OF CONSULTATION COMMENTS:

- Most respondents are not in favour of either a shared footway along Blanchedowne to access the proposed toucan crossing, possibly due to concerns about conflict with pedestrians. Alternatively the lack of support for segregated cycle track along Blanchedowne to access the proposed toucan crossing may be due to concerns about the removal of existing kerb side parking.
- Comment made by respondents indicates that there is support for a formal pedestrian crossing on Denmark Hill, between Champion Hill and entrance to Fox on the Hill. The current proposal seek to improve the existing informal staggered refuge island at Denmark Hill junction with Champion Hill, by replacing existing guard railing with double kerbs and improving tactile paving. Pedestrians accessing Ruskin Park via Fox on the Hill currently use a narrow gap on the carriageway. A new pedestrian refuge island is proposed to assist pedestrian crossing the road via Fox on the Hill.
- A number of respondents expressed concern about the removal of central hatch area on Denmark Hill, particularly at junctions with Ferndene Road, Acland Crescent and Blachedowne .Their view is that this provides a safe waiting gap for pedestrians and cyclists crossing the wide road.
- Comments made by respondents indicates a desire for safety improvements along the whole stretch of Denmark Hill to address issues with speeding, wide carriageway width, lack of formal crossings for vulnerable road users.

Comment by Denmark Hill and Bessemer Grange TRA

A number of local people came to the event and commented on the proposed cycle route. Many of the people are in favour of better road conditions for cyclists as many are riders themselves. However, it was pointed out in strong terms that to date there has not been an adequate public consultation where people can voice their concerns and clarify your proposals. Myself and many others from the community think that it would be appropriate for your team to hold a public meeting where people can come along and talk to you. It is very difficult sometimes to make sense of drawings when you're not accustomed to looking at such things and futhermore face to face meetings help to clarify any misunderstandings and gain better communication links between all those parties involved.

Response by Officers:

I note your request for a public meeting to discuss the proposal. Project officers intends to attend the community council meeting for Camberwell, scheduled 20 November.

At this meeting officers will respond to queries from the public and clarify any misunderstanding relating to the scheme.

The comments below by ROTHRA and Francis Bernstein have already been noted as part of the consultation responses.

You will appreciate that due to the volume of responses received we are unable to respond to each query.

As already mentioned we will be attending the community council meeting on 20 November for Camberwell with a view to address any query from the public on the proposal.

A report outlining recommendations to be made to Cabinet Member for a decision will also be presented to the Community council for their consideration and comment.

Following the community council meeting officers will report to the Cabinet Member outcome of public consultation and comments made by the community council on the recommendations.

The Cabinet Member makes the final decision.

Comments by Ruskin On The Hill Residents Association- ROTHRA

This email is a response to your consultation about proposals to improve cycle and pedestrian crossings on the A215 Denmark Hill.

I am writing as chair of a Residents Association for the area between Denmark Hill and Ruskin Park, I am also on the committee of the Friends of Ruskin Park.

This is in Lambeth but as you chose to distribute consultation papers to residents in Deepdene Rd and Acland Crescent I feel you were asking for feedback from Lambeth residents also.

Firstly I have to say congratulations to Southwark for doing something about the speed of vehicles on Denmark Hill, which as monitored by Southwark is one of, if not the

fastest road in Southwark. Further congratulations for working across the borough boundary with your Lambeth counterpart Richard Ambler. It is a great pity that the work to put The Greenway route in place will not being carried out simultaneously on both sides of the A215. We would then be in a position to judge your proposals in the context of the whole scheme.

The scheme potentially offers an opportunity to greatly improve the safety of the A215 for cyclists and pedestrians who have to cross this busy road and commute down it. For many residents in the Champion Hill area Ruskin Park would be their local green space, for residents on the Lambeth side the Sainsburies supermarket is within easy walking distance as are the shops in the Denmark Hill Estate, and the Hambleden Medical Practice on Blanchdowne. The reasons for wanting to cross the A215 are many and varied.

With so many reasons for improving the pedestrian access across the A215 it is felt the proposals as presented do not meet this need. The section of road between the exit from Champion Hill onto the A215 and around Ferndene Road intersection is seen as needing a formal pedestrian crossing. Something where vehicles are legally compelled to stop. Unless there are good traffic management reasons for it, the ideal location for such a crossing would be where you have proposed an uncontrolled crossing by the exit from The Fox On The Hill.

A benefit of locating a full pedestrian crossing here, with yellow hatching on the northbound carriageway at the entrance to Ferndene Rd, may be to improve the safety of the Ferndene Road intersection, one of the two main accident spots on this section of road.

The most dangerous intersection for cyclists and pedestrians is where Champion Hill meets Denmark Hill yet the proposal just says 'improvements' to this pedestrian crossing. More detail of how this crossing could be improved would have been good to see. This intersection is seen as dangerous because of the sight lines and how difficult it is for vehicles exiting Champion Hill into fast flowing traffic.

There is some ambiguity in the consultation questions, asking yes/no on a new signal crossing on Denmark Hill. Q6. A signal crossing implies to me a signal light controlled crossing but the drawing says Toucan crossing. With five different types of formal crossing currently available this infomation could have been a lot clearer.

The comments I have recieved from residents, and one very regular cycling visitor to Kings Hospital, point out firstly that the accident hot spots are not being addressed as such, the focus in the proposals are biased in favour of cyclists, with small consideration towards pedestrians, and the proposed measures favour the Southwark side of the road, perhaps understandably.

The accident statistic references are from the website Crashmap, the other observations are from residents many of whom have lived and worked in the area for 20 years plus.

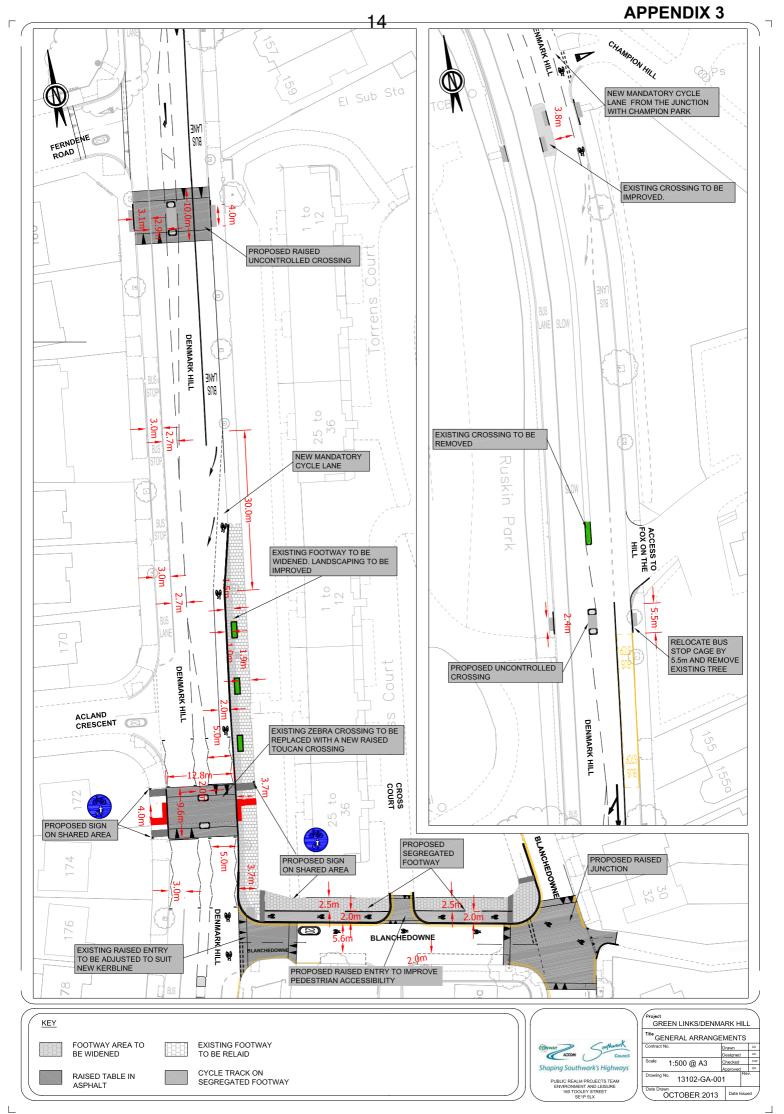
I would really like some feedback on this communication so I, in turn can feed that back in to our Residents Association and Friends Group.

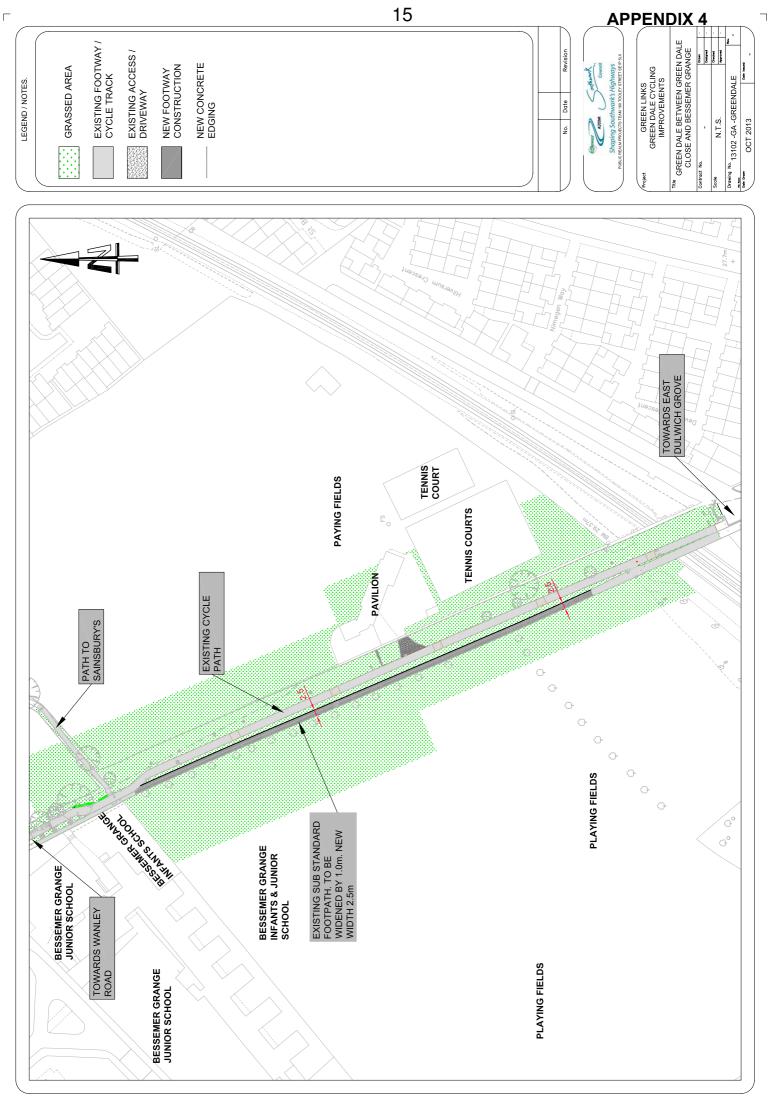
Response by Officers

Same response to Denmark Hill and Bessemer Grange TRA

• TfL comments on the consultation outcome :

If cyclists can't access the toucan crossing without dismounting and/or undertaking an awkward manoeuvre to access the facility I think the value of it is significantly reduced and it would be difficult for us to fund the scheme.





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CAMBERWELL COMMUNITY COUNCIL AGENDA DISTRIBUTION LIST (OPEN) MUNICIPAL YEAR 2013-14

NOTE:

Original held by Constitutional Team (Community Councils) all amendments/queries to Tim Murtagh Tel: 020 7525 7187

Name	No of copies	Name	No of copies
To all Members of the Community Council			
Councillor Mark Williams (Chair) Councillor Dora Dixon-Fyle (Vice Chair) Councillor Kevin Ahern Councillor Norma Gibbes Councillor Stephen Govier Councillor Peter John Councillor The Right Revd Emmanuel Oyewole Councillor Ian Wingfield	1 1 1 1 1 1	Borough Commander Southwark Police Station 323 Borough High Street London SE1 1JL Others Elizabeth Olive, Audit Commission	1
Councillor Veronica Ward	1	160 Tooley St.	
External		Total:	24
Press		Dated: 15 November 2013	
Southwark News South London Press	1 1		
Members of Parliament			
Tessa Jowell, MP	1		
Officers			
Constitutional Officer (Community Councils) 2 nd Floor Hub 4, 160 Tooley St.	10		