

<b>Item No.</b> 18.	<b>Classification:</b> Open	<b>Date:</b> 20 November 2013	<b>Meeting Name:</b> Camberwell Community Council
<b>Report title:</b>		Denmark Hill: Improving cycle and pedestrian crossings	
<b>Ward(s) or groups affected:</b>		South Camberwell	
<b>From:</b>		Head of Public Realm	

## 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

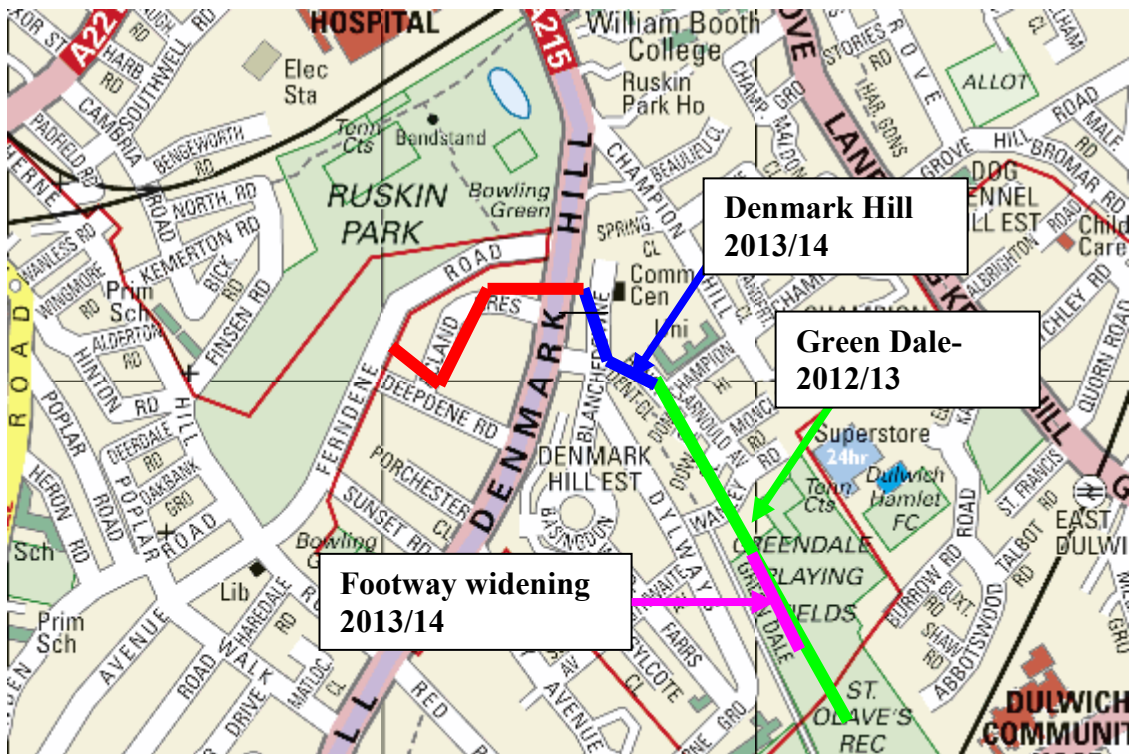


Fig 1-Scheme Proposals

## KEY ISSUES FOR CONSIDERATION

7. Blanedowne 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 Blanedowne 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 (85<sup>th</sup> 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 Blanedowne 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 Blanedowne and Champion Hill are mainly substandard refuge islands (2 refuge islands) and a zebra crossing near Blanedowne. 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
Q4 Generally do you support the proposal	34	13
Q5:Do you support the raised junction table at Blanchedowne / Green dale	34	13
Q6 Do you support the new signal crossing on Denmark Hill, replacing existing zebra crossing?	33	15
Q7a Do you support <b>shared use footway</b> for cyclists and pedestrians on Blanchedowne	18	28
<b>OR</b>		
Q7b Do you support <b>segregated cycle facility</b> on a wider footway at Blanchedowne which will require removal of parking along the northern kerb	21	24
Q9 Do you support new and improved pedestrian crossings along Denmark Hill, between Blanchedowne and Champion Hill	38	9

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 signalling 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 policies 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  <a href="http://www.southwark.gov.uk/info/07/transport_policy/1947/southwark_transport_plan_2011">http://www.southwark.gov.uk/info/07/transport_policy/1947/southwark_transport_plan_2011</a>	Clement Agyei –Frempong Tel: 0207 525 2305

#### 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**

<b>Lead Officer</b>	Matthew Hill, Public Realm Programme Manager	
<b>Report Author</b>	Clement Agyei-Frempong, Senior Engineer	
<b>Version</b>	Final	
<b>Dated</b>	15 November 2013	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Director of Legal Services	No	No
Strategic Director of Finance and Corporate Services	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	15 November 2013	