

# London Borough of Southwark



## Quietway Cycling Proposals

### Site F – Pages Walk / Willow Walk Junction & Harold Estate

## Public Consultation Summary

September 2014

## London Borough of Southwark

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## 1.0 Introduction

### 1.1 Background

1.1.1 This document report has been produced by the London Borough of Southwark Public Realm Projects Group, to provide a summary of the consultation exercise for the Quietway Cycling Proposals for Site F between the Willow Walk / Pages Walk junction and though the Harold Estate access road to Webb Street. The measures are being drafted by the Public Realm Projects Team, with the project manager for this scheme being Chris Mascord (Senior Engineer).

1.1.2 The area under consideration is located within the SE1 district of Southwark (Grange Ward) in the north of the borough. See figure 1 below.

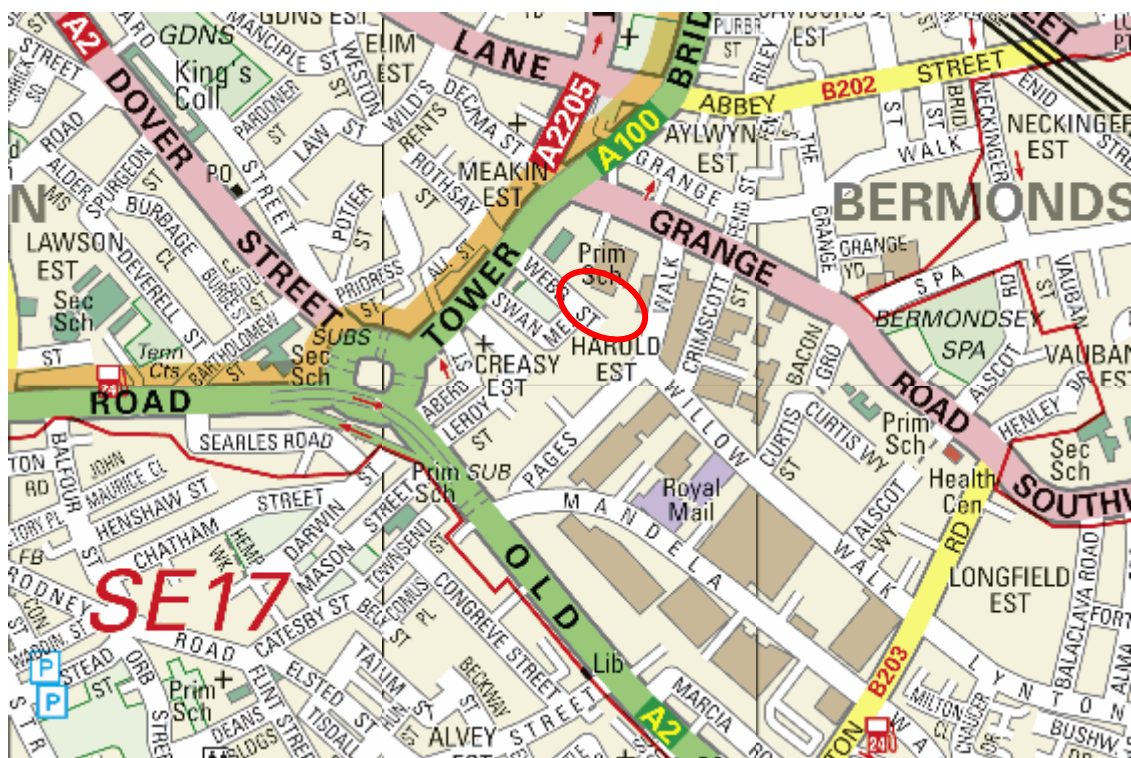
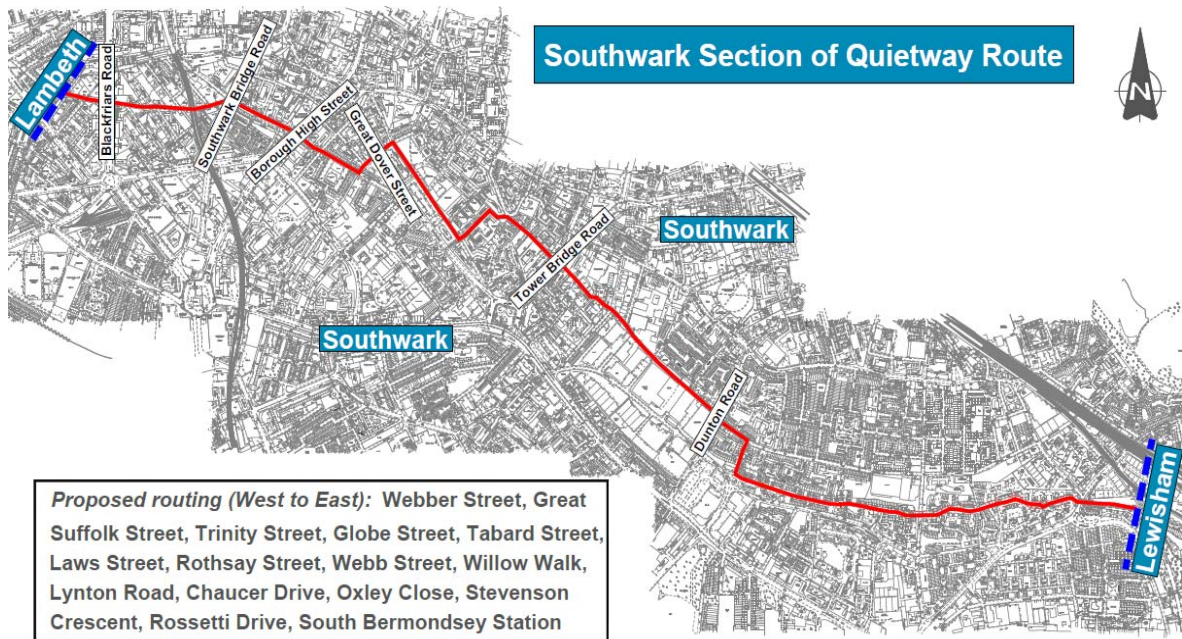


Figure 1: Location of proposed scheme

### 1.2 Project and Objectives

1.2.1 This site forms part of a series of improvements along the route within Southwark that starts from South Bermondsey Station in the east and traversing local roads to The Cut in the west (see figure 2). The proposed schemes will not only improve accessibility and safety for cyclists, but also significantly improve the streetscape.



**Figure 2: Southwark's section of Quietway Route**

- 1.2.2 Quietways are a network of bike routes for less confident cyclists using residential streets with low traffic volumes. The routes are not just for current cyclists, but are for people who have always been put off cycling by the thought of sharing the road with high volumes of cars, vans, buses and lorries. Introducing Quietways forms an integral part of the Mayor of London's vision for cycling and the council's objective to significantly increase the number of residents using a cycling as their preferred mode of transport, particularly for local journeys.
- 1.2.3 The measures proposed in this consultation are part of the Council's ongoing commitment to make Southwark's streets safer and more accessible for all. The proposed measures will enhance the environment for all road users, reducing traffic speeds and improving pedestrian safety. Cycling proposals also have the added health benefits of improving the environment through reducing carbon emissions and getting more people onto bikes which in turn enhances their fitness and health.
- 1.2.4 The following measures were consulted upon to improve cycling and pedestrian accessibility and enhance the streetscape for Site F:
- Fully segregated cycle track between Webb Street and the Harold Estate access road, with new pedestrian footway and low level lighting to improve security and safety at night. Planters to be introduced between the footway and cycle track.
  - New pedestrian footway proposed on the southern side of the access road to improve pedestrian accessibility between Page's Walk and Webb Street.
  - The section of the access road between Page's Walk and Webb Street cut through to be raised and resurfaced to reduce vehicle speeds and improve pedestrian accessibility.

- Pedestrian crossing location across access road to be paved to highlight area to pedestrians and cyclists. Crossing location to have tactile paving.
- Existing parking bays on the northern side of the access road to be paved and formalised to improve the visual quality of the streetscape.
- Existing carriageway humps on the access road to be removed.
- Raised carriageway table to be introduced at the junction of Page's Walk and Willow Walk to reduce traffic speeds and improve safety for pedestrians and cyclists.
- Footways to be built out on the corners of Page's Walk and Willow Walk junction to improve visibility and introduce safer crossing conditions for pedestrians. A number of the buildouts will also accommodate tree planting to improve the streetscape. The buildouts will result in some minor parking loss / shortening of existing parking bays.
- Double yellow line parking restrictions are to be introduced at the junction to ensure visibility is maintained.
- The existing road hump in Willow Walk near the junction of Pages Walk will be removed.

(See Appendix A – Initial Scheme Design)

### **1.3 Consultation Procedure**

- 1.3.1 The views of the local community and those of statutory consultees have been sought, prior to the development of measures to a detailed design stage. Active community participation was encouraged through the use of a consultation document and questionnaire (see Appendix B – Consultation Documents).
- 1.3.2 The consultation document included a covering letter describing the proposals and a request for comments (including information to assist in translation and large print versions of the consultation document), preliminary design drawings (A3 size) and a questionnaire/comment form that could be sent to the Public Realm Projects Group with a pre-paid address reply.
- 1.3.3 The consultation document was delivered to a geographical area centred on the Harold Estate access road between Pages Walk junction and Webb Street using strategic roads and pedestrian desire lines as defined cut off points (See Appendix C – Location Plan and Extents of Consultation).
- 1.3.4 The distribution area was large enough to gain views from the wider community that may be considered to be affected by the proposed measures. A mailing list was established for the area by way of the Council's GIS database. In addition, the consultation documents and plans were supplied to the Council's established list of statutory consultees including London Buses, cycle groups and the Metropolitan Police. Please see Appendix D of list of addresses within the distribution area. Consultation documents were also delivered to the Southwark Housing Department and Grange Primary School.

- 1.3.5 The consultation documents were delivered by Royal Mail to 276 addresses detailed within the distribution list. The documents were delivered on the 25<sup>th</sup> July 2014, with a return deadline of the 15<sup>th</sup> August 2014, allowing 3 weeks for the consultation period. However due to the summer holiday period, responses were accepted online until the 5<sup>th</sup> September 2014.
- 1.3.6 The proposals were also available to view online using consultation section of the council's website, with an e-form questionnaire provided in order to capture responses.

## 2.0 Consultation Responses

### 2.1 Response Rate and Distribution

- 2.1.1 A total of 19 responses were received during the consultation period (16 returned questionnaires and 3 online responses), equating to a 7% response rate.
- 2.1.2 Four responses were received from Statutory Consultees (Southwark Living Streets, Southwark Cyclists, Lambeth Cyclists and Sustrans).

### 2.2 Questionnaire Analysis

- 2.2.1 The questionnaire element of the consultation document contained the following key questions and associated tick box options:

**Q1.** Are you a resident or business?

**Q2.** Do you support the proposals?

- 2.2.2 The following is a summary of replies received:

#### Question 1 - Are you a resident or business?

	Resident	Business
Replies	16	3
Total	84%	16%

**Table 1: Returned questionnaire results for question 1**

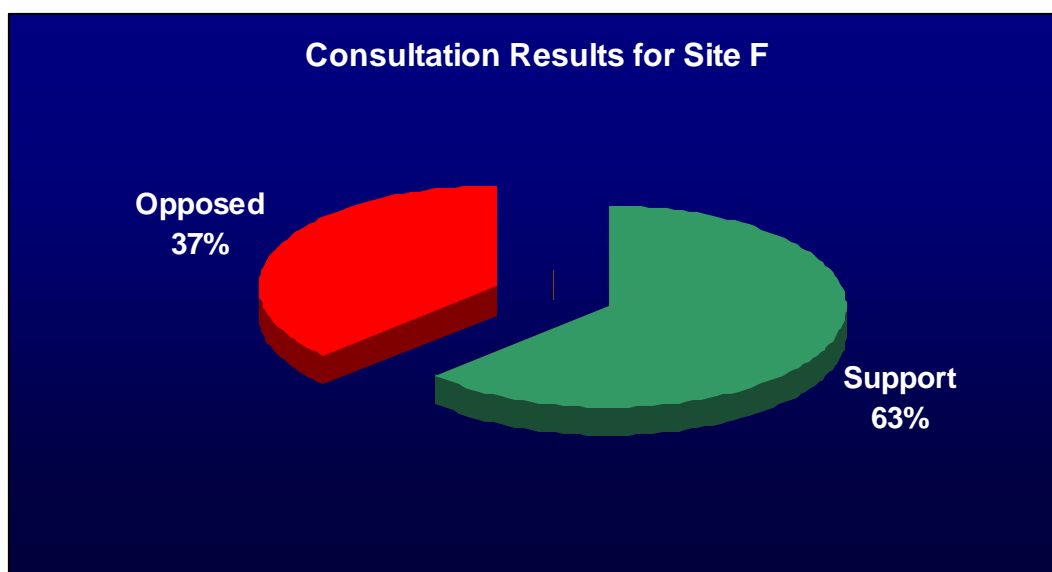
- 2.2.3 Table 1 indicates that the majority of responses received throughout the consultation period were from local residents, with only three businesses formally replying.



**Question 2 – Do you support the proposals?**

	Support	Opposed	No Opinion
Replies	12	7	0
Total	63%	37%	0%

**Table 2: Returned questionnaire results for question 2**



**Figure 3: Graphical representation of consultation data for question 2**

2.2.4 Table 2 and figure 2 indicate a majority of support for question 2, with 63% welcoming the proposed measures.

**2.3 Additional Comments**

2.3.1 The questionnaire element of the consultation document invited consultees to attach any additional comments they may have on the proposals when returning the reply-paid questionnaire. Consultees were also able to reply to the consultation online using the council's website.

2.3.2 The majority of respondents (63%) indicated support for the proposed measures, indicating that they will be an improvement to the area and benefit both cyclists and pedestrians.

2.3.3 A respondent commented that the proposed footway along the road in the estate is a very good idea, as they walk this route every day and currently have to walk in the road with cars.

2.3.4 A respondent commented that the separation of pedestrians and cyclists is essential and more proposals like this are needed.

2.3.5 A comment was received stating that the route is used by cyclists and they currently use the pedestrian footway to access Webb Street through the chicane barriers which is dangerous. The construction of a cycle track and separate footway will help protect pedestrians.

2.3.6 A request as made for the introduction of a yellow box marking outside the entrance into the Arundel Buildings car park. \*

\* In response, double yellow lines are proposed adjacent to the car park and will ensure that the ingress and egress of vehicles from this access will remain unobstructed. It is not feasible possible to install box junction markings adjacent to vehicular crossovers, as they can only be implemented at signalised junctions.

2.3.7 A request was made to keep junction priorities at the Willow Walk / Pages Walk junction as they are instead of giving Willow Walk priority.\*

\* In response, the southern end of Pages Walk is a no through road and traffic volumes are minimal. The northern section of Pages Walk is one-way northbound and therefore no traffic enters the junction from this arm. As a result there is no reason to prevent traffic traversing westbound in Willow Walk to give way at the junction. The proposed set up also allows cyclists using the Quietway route to have priority. The introduction of the raised carriageway table and tightening of the junction using footway buildouts will assist with curtailing traffic speeds, thereby improving safety for all road users.

All scheme details will be scrutinised by way of a road safety audit to ensure that there are no adverse impacts associated with proposed changes to the road layout.

2.3.8 A request was made for the installation of CCTV cameras in the area to help reduce the crime rate. \*

\* In response, Quietway funding can't be spent directly on measures to tackle crime and anti-social behaviour. Funding can only be utilised to improve conditions for cycling and the adjacent streetscape. Requests for such measures should be discussed with the local Tenants and Residents Association and then representations made to local community forums and housing office to investigate potential solutions to local issues.

2.3.9 Analysis of the additional comments from respondents that objected to the scheme highlighted the following concerns:

***An objection was received highlighting that the scheme will cost tax payers too much and cyclists are being given too many concessions. \****

\* In response, the proposed measures along the Quietway route align with the council's emerging cycling strategy and the Mayor's Vision for Cycling. The Mayor has commitment to invest total of £913m over the next 10 years in cycling safety and infrastructure development to significantly increase the modal share in cycling as a safe, healthy and sustainable form of transport in London.

The London boroughs will play a central role in delivering this vision, by helping to develop, fund and deliver better and safer routes for cycling.

The council welcomes significant investment from Transport for London to take forward the Quietway programme that will not only significantly upgrade a number of existing cycle routes, but also make considerable improvements to the streetscape for the benefit of all road users and local residents.

All measures will have significant benefit to not only cyclists, but also local residents and pedestrians. The proposals will significantly upgrade the street environment at this location, including lighting which will improve safety and security at night, new footways to improve pedestrian accessibility and carriageway resurfacing.

***An objection was received from a resident in Arundel Buildings stating that they do not want an increase in traffic going past their bedroom window. Cyclists can currently get through the existing barrier and the planters will become litter bins attracting vermin. The proposed trees outside the building will make the flats very gloomy.\****

\* In response, the footway in Webb Street adjacent to Arundel Buildings is for pedestrian use only. The level of pedestrian footfall will remain the same and cyclists will be confined to the carriageway. Webb Street is also a no through road and therefore only traffic accessing the Arundel Buildings car park traverse the adjacent carriageway.

Whilst cyclists currently use the existing chicane barriers on the footway, the situation is unacceptable. This leads to conflict occurring with pedestrians sharing the footway. The gap between the barriers is not only obstructive for cyclists and prevents disabled cyclists from using the route (which is against the inclusive cycling ethos of the Quietway route), the gap is also narrow for pedestrians, particularly for the mobility impaired and those with pushchairs.

Reconfiguring the layout of the area between the access road and Webb Street to provide a fully segregated two-way cycle track and new, unobstructed pedestrian footway is essential to remove the current conflicts and significantly improve accessibility for both groups. The measures will ensure that cyclists are confined to the carriageway and pedestrians will be able to use both the new footway between the access road and Webb Street and along the access road to Page's Walk without fear of conflict. (Currently there is no pedestrian footway along the access road and pedestrians have to share the space with estate traffic and cyclists).

It must be noted that cycling volumes in the area are increasing, which makes the proposed introduction of the cycle track and segregated pedestrian footway even more pertinent. Without improvements to the existing layout of the estate road and link between the access road and Webb Street, potential conflicts between pedestrians and cyclists will intensify.

***A number of objections discussed that this was a ridiculous idea and you will not be able to see cyclists when coming out of the car park for Arundel Buildings. Therefore the introduction of the cycle path is simply not safe.***

\* In response, all proposals will be subject to a full road safety audit which will ascertain if there are any adverse safety implications associated with the changes in highway layout.

Currently cyclists using the footway between the estate access road and Webb Street emerge onto the northern footway of Webb Street, adjacent to Arundel Buildings car park entrance and visibility is impeded by an existing brick wall. This has safety implications for all road users including pedestrians, motorists and cyclists.

As part of the scheme design process, this existing issue was identified and has been addressed. The new cycle track allows cyclists traveling westbound on the cycle track towards Webb Street to be guided to the section of carriageway adjacent to the southern kerbline of Webb Street (away from the entrance into the car park). The alignment of the cycle track will ensure that drivers leaving the car park will be able to identify an approaching cyclist as far back at the beginning of the cycle track at the access road. Proposed double yellow line parking controls at this location will also ensure that the carriageway is free from obstruction and visibility is maintained at all times. Therefore the proposal clearly improves visibility and safety for all road users, minimising the risk of conflict.

***A respondent objected to motorbikes and scooters being able to go through the cycle track as this will be extremely dangerous for pedestrians and children. It should remain cycle only. \****

\* In response, the cycle track is proposed only to be used by cyclists and not by powered two wheeler users. The cycle track will be clearly signed for cyclists only to avoid any ambiguity.

It is noted that some residents felt that removal of the barriers will encourage use of the cycle path by powered two wheeler users. As a result, the council is currently in discussions with TfL to agree the best form of monitoring cycle paths where existing chicane barriers are proposed to be removed. It is likely that this may take the form of video surveys using mounted cameras to ascertain if powered two wheeler users traverse the cycle track once the chicane barriers are removed. The results of the monitoring can be used as evidence to in order to propose additional speed reduction or preventive measures where there is a confirmed problem.

***An objection highlighted that traffic flow will increase and therefore increase the rate of accidents. 'Why not make some of the improvements without the cycle access? \****

\* In response, the route is already an existing thoroughfare for both pedestrians and cyclists and there is no anticipated immediate traffic increase as a result of implementing the scheme.

The proposals are simply to improve accessibility for existing pedestrians and cyclists, as well as considerably enhancing the streetscape. Whilst the council has the objective to increase cycling levels across the borough, this change will be gradual and not adversely impact on the quality of the environment of the Harold Estate or surrounding roads. Cycling also does not affect ambient noise levels or create pollution.

As this is an existing route used by cyclists and with the number of cyclists anticipated to increase year on year, it is likely that the potential for conflict between pedestrians and cyclists will increase over time, if cyclists continue to share the existing footway and a segregated cycle track is not introduced.

Introducing separate footways for pedestrians will ensure that there is no conflict with cyclists, who will be confined to the cycle track and carriageway.

Funding for the Quietway scheme can only be spent directly on improvements to the route that are beneficial to the movement and accessibility of cyclists. Where possible, the council has also taken into consideration pedestrians and the streetscape to create a holistic improvement that will benefit all road users. Not taking forward the cycle track, which is a key element of the scheme that will improve safety and accessibility for both pedestrians and cyclists, and implementing the other improvements, would clearly not be supported by TfL and funding would be potentially withdrawn for that section of the route.

***An number of objections received highlighted that there must be a barrier against cyclists and motorbikes and it is simply not good enough to raise the surface of the access road, as they will ride up and down Webb Street and Pages Walk all day and night at speed. \****

\* In response, the proposed cycle track linking the estate access road and Webb Street will address existing accessibility and safety issues with cyclists and pedestrians currently using the same narrow footway.

As detailed previously, as part of the scheme post implementation process, the council and Transport for London will closely monitor the scheme, which will be likely through the implementation of temporary CCTV to ascertain if there are any adverse impacts.

If there is an existing antisocial behaviour problem, then such issues should be discussed with the local Tenants and Residents Association and then representations made to local community forums and housing office to investigate potential solutions and working in partnership with the local neighbourhood police teams to tackle crime and anti-social behaviour.

***An objection stated that 'you are turning our quiet square into a speedway and it is grossly irresponsible and dangerous'. Mothers will small children will be walking out of the school at rush hours against the new rush hours traffic which the plan is intended to encourage. \****

\* In response, the square area refers to the park boarded by Swan Mead and Webb Street. As part of Site G proposals which is discussed in a separate report, the traffic management of Webb Street and Swan Mead is being changed to provide simpler traffic operation in order to remove the continual head-on conflict experienced on single lane roads, especially at school drop off / pick up times. The proposals associated with Site G will actually improve safety for all road users and be beneficial for accessing the park from surrounding estates.

As detailed previously, the proposals for Site F will not increase traffic volumes and are to improve safety and accessibility for existing cycling and pedestrian flows. The new streetscape and traffic management proposals for Webb Street in association with the redevelopment of the school, will significantly improve safety for pedestrians and access to the new school entrance. Please refer to the consultation report for Site G for further information.

#### 2.3.9 10% respondents did not submit a further comment.

## 2.4 Levels of Consensus

2.4.1 The following majority levels of agreement have been given in relation to the questions contained within the consultation document:

- 63% of respondents support the introduction of the Quietway cycle route proposals for Site F;
- 37% of respondents are opposed to the proposals.

## 2.5 Statutory Consultee Replies

2.5.1 Four statutory consultees provided a reply to the consultation.

- a) **Southwark Living Streets** replied indicating strong support for the scheme and that the proposals were fantastic and a great to use Quietway funding to improve the environment for pedestrians and local residents.
- b) **Lambeth Cyclists** replied in support of the scheme but questioned the need to give pedestrians priority across the cycle track. \*

\* In response, the council will review the need for give way markings to cyclists on the cycle track to see if they are required (as the cycle track will technically be a carriageway). This will be formally assessed at the safety audit stage.

- c) **Southwark Cyclists** replied indicating support for the scheme and stated that they would like Willow Walk to be closed to through motor traffic (in accordance with 2014 Election Space for Cycling Campaign).

\* In response, the council is considering holding a consultation with residents and businesses to close Willow Walk to through traffic. Due to the controversial nature of preventing through traffic and the potential access changes to local commercial properties in Willow Walk, Pages Walk and Crimscott Street, a separate consultation specifically on this proposal is required. It must be noted that the designs proposed at both the Dunton Road and Pages Walk junction as part of the Quietway route will compliment any future traffic management changes to Willow Walk.

- d) **Sustrans** replied indicating support for the scheme and particularly liked the change in priorities at the Pages Walk junction and removal of the chicane between the estate access road and Webb Street.

A question was raised why the council is removing the existing hump in Willow Walk and suggested that the low level lighting could be extended along the access road. A further request was also made for additional cycle parking provision. \*

\* In response, the hump is being removed in Willow Walk as a raised table is being introduced. The position of the hump would be only 12m away from the table and is therefore no longer required. The preceding hump is still within the permitted guidelines for spacing of traffic calming on the highway.

Low level lighting is only required adjacent to the proposed segregated cycle track. The access road already has lamp columns installed for illumination at

night. Due to width constraints of carriageway and footway width along the access road, installing further lighting would reduce the adjacent footway width to below 1.2m, which may result in some pedestrians using the carriageway. The council will investigate potential places to install further cycle parking as part of the scheme detailed design process.

2.5.2 Comments were received from Cllr Lucas Green highlighting receipt of a number of comments and complaints from residents of the Harold Estate in relation to Site F. These are summarised below:

- a) Residents are concerned the barriers between the access road and Webb Street will be removed and replaced by bollards. Could we have a more robust anti-motorcycle measure than bollards? \*

\* In response, as outlined in section 2.3.9, as part of the scheme post implementation process, the site will be monitored to ascertain if there are any adverse issues associated with the proposed changes to the highway layout.

- b) There is a big issue with parents of Grange Primary School using the Harold Estate as a car park in school drop-off and collection times. Need to address this as part of the scheme. \*

\* In response, there is very little that can be done as part of this scheme to prevent parking on the estate by parents that pick up their children from the Grange School. However, as part of the proposals the carriageway of the access road is to be narrowed through the introduction of a pedestrian footway. This will make it obvious that parking on the estate road itself is not an option, as it will totally block all other traffic. Therefore this section should be self-enforcing. The carriageway of the access road will also have 'at any time' kerbside parking controls.

This issue needs to be addressed in the school's travel plan and perhaps a letter from the school to parents warning them not to park in the estate would be the initial response. If parents still continue to park indiscriminately on the estate, then the council can target enforcement of the existing yellow line restrictions at key times of the day by issuing PCNs to illegally parked vehicles.

- c) There is currently no pavement from 1-12 and 13-34 Harold Estate along the access road. The consultation specifies that a new pedestrian footway will be created here. This must be done. \*

\* In response, this is a primary element of the scheme to improve safety for pedestrians that are currently forced to walk in the carriageway. It is the council's intention to take this element forward if the scheme is approved to proceed to the implementation stage by the cabinet member.

- d) Finally, there have been concerns that only the ground floor residents of Harold Estate have been consulted, even though this issue affects everybody living on all floors of the blocks. \*

\* In response, the consultation documents were delivered to all addresses in within the defined consultation area. The address list and consultation area can be viewed in appendix C and D of this report.

### **3.0 Recommendations**

Due to the majority of respondents supporting the scheme and Southwark's on-going commitment to improve and promote cycling in the borough, it is recommended that the scheme proceed to implementation.



## Appendices

Appendix A:	Initial Scheme Design
Appendix B:	Consultation Documents
Appendix C:	Location Plan and Extents of Consultation
Appendix D:	List of Addresses within the Distribution Area

## Appendix A: Initial Scheme Design

## **Appendix B: Consultation Documents**

## **Appendix C: Location Plan and Extents of Consultation**

## **Appendix D: List of Addresses within Distribution Area**