

Item No.	Classification: Open	Date: 26 April 2016	Decision Taker: Cabinet Member for Environment and the Public Realm
Report title:		Bellenden Road – Holly Grove – Lyndhurst Way Cycling and Walking Improvements	
Ward(s) or groups affected:		The Lane	
From:		Strategic Director of Environment and Leisure	

RECOMMENDATIONS

1. Approve the implementation of a revised proposal for the Bellenden Road – Holly Grove - Lyndhurst Way Cycling and Walking improvements project, as detailed in Appendix A, subject to the outcome of the necessary statutory consultation procedure.
2. The key elements of the revised scheme include:
 - Retain existing the one-way gyratory on Bellenden Road–Chadwick Road–Lyndhurst Way– Holly Grove
 - Retain existing one-way with cycle contra flow on Highshore Road
 - Introduce new traffic calming features at junctions and other locations in the area
 - Introduce new footway and double yellow lines on Bellenden Road, between Holly Grove and Highshore Road. Existing parking bays relocated to Holly Grove, east of Bellenden Road.
 - Widening of northern footway on Holly Grove between Lyndhurst Way and Bellenden Road
 - Replace refuge with a raised island zebra crossing on Bellenden Road, near its junction with Chadwick Road.

BACKGROUND INFORMATION

3. The objectives of the scheme are to:
 - Promote Bellenden Road as a quieter route for cycling and walking in line with the Council's adopted cycling strategy (Southwark Spine);
 - Improve conditions for walking and access to green spaces;
 - Improve safety at junctions for all road users.
4. The Bellenden Road – Holly Grove – Lyndhurst Way Cycling and Walking Improvements Scheme area is bounded by Bellenden Road, Chadwick Road, Lyndhurst Way and Highshore Road. The study area is west of Rye Lane and is within the Holly Grove Conservation Area.
5. As part of the proposal, a number of measures were initially proposed, to meet the scheme objectives.(refer to Appendix B) This involved:

- Removal of the Bellenden Road - Lyndhurst Way one-way gyratory, with two-way operation introduced on Lyndhurst Way, Holly Grove, Bellenden Road and Chadwick Road to maintain local access.
 - Bellenden Road between Highshore Road and Blenheim Grove to become no through route for motorised traffic. This section will be for local access only. Point closure to motorised traffic on Bellenden Road by William Griggs Garden in order to safely accommodate two-way cycling on Bellenden Road.
 - Reconfiguration of William Griggs Garden to provide a turnaround facility on Bellenden Road (subject to planning approval). There will be a net gain in green space.
 - Holly Grove west of Bellenden Road to be closed to through motorised traffic. This will provide a safe access for pedestrian and cyclists from Holly Grove into Warwick Gardens. The closure of Holly Grove will also open up an opportunity for future public realm improvements.
 - Modify Highshore Road / Bellenden Road / Elm Grove junction to give priority to Highshore Road west and Bellenden Road north. A new zebra crossing to be provided at Highshore Road / Bellenden Road junction.
 - New footway on the eastern side of Bellenden Road between Holly Grove and Highshore Road. In order to achieve this, the relocation of three parking spaces from Bellenden Road to Holly Grove is required.
 - Footway widening and raised table at junctions to improve pedestrian safety and accessibility. As a result of this, four parking spaces to be removed from Lyndhurst Way at Lyndhurst Grove.
 - Replace existing traffic humps with sinusoidal profile humps for the study area.
 - Two-way operation on Highshore Road in order to maintain access to/from the northern end of Bellenden Road. This will require the removal of 10 parking spaces on the north side of Highshore Road.
 - Northbound P13 bus to be rerouted along Bellenden Road north of Chadwick Road, then right into Blenheim Grove. Bus stop on Chadwick Road to be removed.
 - Double yellow lines to improve visibility/safety for all road users.
6. However whilst elements of the scheme were well received as part of the public consultation, feedback from the public consultation did not reflect sufficiently strong support for some key fundamental features, namely:
- The removal of the existing gyratory
 - Closure of Bellenden Road north of Holy Grove to motorised traffic
 - A new turnaround facility in William Griggs garden.

The lack of support for these measures was higher in responses received from the immediately affected area.

KEY ISSUES FOR CONSIDERATION

Initial Engagement

7. In March 2013 the council consulted residents, businesses & stakeholders on the Bellenden Road Area Traffic Management and Road Safety proposals. Although feedback from the consultation indicated there was general support for the proposals, certain features fundamental to a successful delivery of the overall scheme did not have majority support.

8. Given the lack of a clear consensus on these issues it was recommended by the then Cabinet Member for Environment, Transport and Recycling that officers engage further with the local community to ensure any proposals developed meet residents' aspirations were locally supported.
9. As a result, a drop in session was held in September 2014 for local residents and businesses to identify opportunities for improvements and the concerns they had in relation to the 2013 proposals.
10. Additionally, project officers carried out a walkabout with representatives from local stakeholder groups to gather their views on the issues affecting pedestrian and cyclists, and comment on the emerging design in March 2015.
11. An outline design was then developed, incorporating the comments from the drop in and walkabout sessions. See Appendix B for design layout. The key elements of the resultant scheme are as described in paragraph 5.

Consultation

12. A public consultation was held on these proposals in December 2015 and January 2016. The consultation was consulted over five weeks, until the 15 January 2016, to take into account the Christmas and New Year holiday period.
13. Three drop-in events were held, on Friday 18, Saturday 19 December 2015 and 8 January 2016. Officers were available at these events to discuss the scheme as well as answering any questions/queries attendees had. Over 90 consultees attended across the three events.
14. A total of 1,069 leaflets were delivered as part of the consultation, a total of 200 responses were received (duplicated responses were removed) during the consultation period, equating to 19% of the number of leaflets (although responses can be received online from outside the leafleted area). See Appendix C for the distribution plan and Appendix D consultation leaflet.
15. The table below shows the distribution of the respondents' address:

Street	No. of Response
Lyndhurst Way	49
Bellenden Road	27
Holly Grove	14
Highshore Road	13
Elm Grove	11
Chadwick Road	6
Blenheim Grove	4
Choumert Street	4
Other	68

16. The consultation leaflet asked respondents to give their views on each of the individual proposals, as well as their overall view on the measures.

Public Responses

17. The consultation responses are summarised as follows:

	Support	Opposed	No answer
Overall view of the proposals	87	72	37
	44%	37%	19%
The proposed two-way operation on Lyndhurst Way, Holly Grove, Bellenden Road and Chadwick Road	107	73	16
	55%	37%	8%
The proposed 'No through' access for motorised traffic on Bellenden Road between Highshore Road and Blenheim Grove	96	83	17
	49%	42%	9%
The proposed reconfiguration of the William Griggs Garden to provide turnaround facility for Bellenden Road	85	91	20
	43%	46%	10%
The proposed closure of Holly Grove by Lyndhurst Way to vehicular traffic to improve access to Warwick Gardens for pedestrians and cyclists	96	82	18
	49%	42%	9%
The proposed modifications of Highshore Road/ Bellenden Road/ Elm Grove junction to give priority to Highshore Road west and Bellenden Road north	102	72	22
	52%	37%	11%
The proposed new footway on the eastern side of Bellenden Road between Holly Grove and Highshore, which requires relocating all existing parking bays to Holly Grove	104	74	18
	53%	38%	9%
The proposed 'No through' access on Bellenden Road by William Griggs Garden to vehicular traffic	95	83	18
	48%	42%	9%
The proposed two-way operation of Highshore Road and the removal of 10 parking spaces	99	75	22
	51%	38%	11%
The proposed footway widening and raised table at junctions to reduce crossing distances and improve accessibility?	112	66	18
	57%	34%	9%
The proposed replacement of existing traffic humps with sinusoidal humps	126	48	22
	64%	24%	11%
The proposed re-routing of the bus P13 to turn right directly into Blenheim Grove	107	65	24
	55%	33%	12%
The double yellow lines to improve visibility / safety for all road users	110	61	25

	Support	Opposed	No answer
	56%	31%	13%

18. A summary of the responses received for each question, together with officer's response to the objections and concerns raised are contained in Appendix E. The original responses can be found in Appendix F.
19. The key themes of objection and concerns were:
- Increase in traffic volumes on Lyndhurst Way and Chadwick Road;
 - Safety at junctions of Lyndhurst Way / Chadwick Road and Bellenden Road/Chadwick Road with the increased traffic volume and turning movements;
 - Turnaround facility and reconfiguration of the William Griggs Garden;
 - Removal of the parking spaces on Highshore Road and Lyndhurst Way; and,
 - Replacing single yellow lines with double yellow lines on parts of Bellenden Road, Lyndhurst Way and Chadwick Road.

Stakeholders Responses

20. Both Southwark Living Streets and Southwark Cyclists strongly support the overall proposal.
21. Southwark Living Streets felt that the existing one-way system is a real barrier to walking and cycling in the area. They strongly support the creation of a pedestrianised link between Holly Grove Gardens and Warwick Gardens. Living Streets also strongly support the proposed traffic calming throughout this route. They expressed strong support for the removal of the double mini-roundabout at Highshore Road / Bellenden Road junction.
22. Southwark Cyclists strongly support the changes overall. However, they raised a number of concerns:
- Highshore Road junction with Bellenden Road as cyclists will be turning at the corner with reduced visibility;
 - Object to the buildout on Lyndhurst Way immediately north of Highshore Road as it would prevent the very lightly used parking being reallocated to space for cycling for the next section of the Spine;
 - There is no lighting under the rail bridges on Bellenden Road and Lyndhurst Way;
 - Concern that the Bellenden Road / Chadwick Road junction may lead to conflict as most motor vehicles will turn left whilst cyclists continue straight ahead; and,
 - Object to the kerb buildout on Chadwick Road (east of Bellenden Road) as this would make it harder to enable contraflow cycling in future.

Community Council Consultation

23. As per part 3H of the council's constitution, the Peckham and Nuhead Community Council was consulted on 6 February and 21 March 2016. The following resolution was agreed :

6 February Community Council:

- The community council received a deputation request from local residents of the Lane ward. The deputation referred to the council's proposal to remove the Bellenden gyratory system as part of the Bellenden, Lyndhurst Way, Highshore Road walking and cycling scheme. The main points that were addressed at the meeting were:
 - That the removal of the gyratory system would have adverse effects on health both physically and mentally.
 - The proposal would have a drastic impact on traffic volumes, air/noise pollution and congestion which would spread to surrounding areas.
- The community council were happy for the concerns of residents to be resolved between officers, local councillors and residents:
 - Officers agreed to arrange a meeting with the 3 local ward councillors to discuss the concerns of residents and propose a way forward.
 - It was noted that officers and the 3 local ward councillors meet with residents and those who presented the deputation to agree a way forward.
 - The Peckham and Nunhead Community Council would be given an update at the March meeting on the outcome of these meetings with the local ward councillors and residents.
 - Once an agreement has been reached officers could make recommendations to the cabinet member

21 March Community Council: The following update was given by officers to the community council:

- The meeting requested by the community council in February 2016 to be arranged between officers, local councillors, stakeholders, and some local residents has taken place, and
- An agreement has been reached with stakeholders, as outlined in paragraph 2 above.

No feedback was received by the community council after the update

Further meetings with Stakeholders

24. A series of meetings have been held between officers, stakeholders, some residents and local councillors to discuss concerns raised on certain features of the proposals, detailed in paragraph 6.
25. A way forward is now agreed as per the recommendations in paragraphs 1 and 2
26. It was agreed that the gyratory be retained at this stage with the view that officers work with stakeholders to develop a scheme that allows safer access for cyclists in the road network that allows the development of the Spine Cycle Route. This would constitute a second phase of the works and the measures proposed in this report are mutually exclusive of this proposed second phase. The measures proposed in this report would allow for a future second phase of the works to either retain or remove the gyratory, without significant abortive work being needed at this stage.

The measures proposed in this report address the most pressing issues of pedestrian safety.

Policy implications

27. The recommendations contained within this report are consistent with the policies of the Transport Plan 2011, particularly

Policy 1.7 – Reduce the need to travel by public transport by encouraging more people to walk and cycle

Policy 1.8 – Improve the walking environment and ensure that people have the information and confidence to use it

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

Policy 6.1 – Make our streets more accessible for pedestrians

Policy 8.1 – Seek to reduce overall levels of private motor vehicle traffic on our streets

Community Impact Statement

28. 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.
29. The recommendations are area based and therefore will have greatest affect upon those people living, working or traveling in the vicinity of the areas where the proposals are made.
30. The proposed traffic calming features will not only create a safer cycle route for existing cyclists but also encourage people who are not currently cycling to do so.
31. The new and widened footway will improve access for pedestrians and provide a safer environment for walking in the community
32. As part of the scheme, public realm improvements will be made which will be enjoyed by all road users.
33. Since the existing gyratory is to be retained, the proposal will not adversely affect existing traffic volume on Lyndhurst Way between Chadwick Road and Highshore Road, as well as on Chadwick Road between Bellenden Road and Lyndhurst Way.
34. The introduction of double yellow lines at junctions and narrow sections benefits all road users through the improvement of inter-visibility and road safety.
35. The scheme will result in an overall loss of four parking spaces. The four spaces on Lyndhurst Way by Lyndhurst Grove are proposed to be removed to improve pedestrian visibility crossing at the junction.

Resource implications

36. The cost of the proposed works is estimated to be £200,000.

37. The project is funded by Transport for London Local Implementation Plan (LIP). The LIP allocation of £335,000 (cost code: R-2015-0040.01) to be spent in 2015/16. The project is within the scope of permitted uses of the funding.
38. Cost of the recommendations together with the cost of fees will be contained within the allocated budget for 2015/16.
39. Any future maintenance costs arising from this investment will be funded from existing asset management business unit revenue maintenance budgets.
40. Staffing and any other costs connected with this recommendation to be contained with existing business unit budgets.

Consultation

41. Consultation to date has been carried out as described in paragraphs 7 to 12.,and appendices C to F
42. Ward members were consulted in July 2015 prior to the commencement of the public consultation.
43. Pre-engagement was carried out with residents and representatives of the local stakeholders in September 2014 and March 2015 respectively.
44. Parts of the scheme require a Traffic Management Order. The procedure for implementing a TMO involves a statutory consultation which will follow this decision being taken. If any objections to the consultation cannot be informally resolved, then consideration of those objections and a decision as to whether or not to proceed with that part of the scheme will be the subject of a further IDM report to the Cabinet Member for Environment and the Public Realm

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

45. The cabinet member for Environment and the Public Realm is being asked to approve the implementation of the Bellenden Road – Holly Grove – Lyndhurst Way Cycling and Walking Improvement Scheme.
46. Part of the scheme requires a traffic management order. The process for implementing a traffic management order involves a statutory consultation procedure. If any objections to the consultation cannot be informally resolved, then consideration of those objections and a decision as to whether or not to proceed with that part of the scheme will be the subject of a further IDM report to the Cabinet Member for Environment and the Public Realm.
47. The Equality Act 2010 introduced the public sector equality duty, which merged existing race, sex and disability equality duties and extended them to include other protected characteristics; namely age, gender reassignment, pregnancy and maternity, religion and belief and sex and sexual orientation, including marriage and civil partnership. In summary those subject to the equality duty, which includes the council, must in the exercise of their functions: (i) have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; and (ii) foster good relations between people who share a

protected characteristic and those who do not

48. The Human Rights Act 1998 imposed a duty on the council as a public authority to apply the European Convention on Human Rights; as a result the Council must not act in a way which is incompatible with these rights. The most important rights for planning purposes are Article 8 (respect for homes); Article 6 (natural justice) and Article 1 of the First Protocol (peaceful enjoyment of property).
49. The Bellenden Road – Holly Grove – Lyndhurst Way Cycling and Walking Improvement Scheme are not anticipated to have an adverse effect on the equalities and human rights of any individual or group.
50. The Council's constitution gives the Cabinet Member for Environment and the Public Realm responsibility for (amongst other things) traffic management and road safety.

Strategic Director of Finance and Governance (CAP15/235)

51. The report is requesting approval from the Cabinet member for Environment and the Public Realm to implement the Bellenden Road – Holly Grove – Lyndhurst Way Cycling and Walking Improvements scheme as detailed in Appendix A, subject to the outcome of the necessary statutory procedures..
52. It is noted that the cost of the proposed scheme will be contained within the allocation for 2015/16 Local Implementation Plan (LIP) budget allocated within the Council's capital programme funded by Transport for London (TfL), as detailed under resource implications. Officers need to ensure that the scheme is completed within the time limit set by TfL for the grant funding
53. It is also noted that any future maintenance costs arising from this investment will be funded from existing Asset management business unit revenue maintenance budgets.
54. Staffing and any other costs connected with this recommendation to be contained with existing departmental revenue budgets

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Transport Plan 2011 Cycle Strategy	Southwark Council Environment and Leisure Parks Design Team 160 Tooley Street London SE1 2QH Online: http://www.southwark.gov.uk/info/200107/transport_policy/1947/transport_plan	Matt Hill 020 7525 3541

APPENDICES

No.	Title
Appendix A	Revised layout
Appendix B	Outline design layout
Appendix C	Consultation Distribution Plan
Appendix D	Consultation leaflet
Appendix E	Response summary
Appendix F	Full response

AUDIT TRAIL

Lead Officer	Matthew Hill, Head of Highways	
Report Author	Clement Agyei-Frempong, Project Manager	
Version	Final	
Dated	26 April 2016	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	No	No
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