



COMMUNITY COUNCILS
A voice for your community



Dulwich Community Council Agenda

Date: Monday 15 October 2007

Time: 7.00 PM

Place: Christ Church, 263 Barry Road, London SE22

SUPPLEMENTAL AGENDA NO.1

The follow item has not been circulated 5 clear days in advance of the meeting. It will be for the chair to accept the item for the reasons for urgency contained in the report.

Main Business

12. Herne Hill Junction – local traffic road scheme
(see pages 1 – 12)

To consider and support in principle the Herne Hill Junction Improvement project which is being undertaken to improve the traffic flows around the Herne Hill junction area.

Date of despatch: 9 October 2007

Item No. 12	Classification: Open	Date: 15/10/07	Meeting Name: Dulwich Community Council
Report title:		Herne Hill Junction Improvement	
Ward(s) or groups affected:		Village	
From:		Des Waters, Head of Public Realm	

RECOMMENDATIONS

1. That the Dulwich Community Council decide if they wish to support in principle the Herne Hill Junction Improvement project and ask the Executive Member for the Environment to approve Southwark's support.

BACKGROUND

2. The London Borough of Lambeth has for some time now been investigating the improvement of the Herne Hill Junction. This scheme proposes works to Dulwich Road, Railton Road, Norwood Road, Half Moon Lane, Herne Hill and Milkwood Road where they meet under the railway bridge. Norwood Road, Herne Hill and the section of Half Moon Lane under the railway bridge are boundary roads between Lambeth and Southwark. Any works on Half Moon Lane at its junction with Herne Hill would be within Southwark. As a consequence it is necessary for Southwark to agree to supporting the scheme going ahead.

PROPOSALS

3. Attached as an appendix is the brief produced by Lambeth for the scheme and this indicates that the aim of the scheme is to:-

"..... improve traffic flows around the Herne Hill junction area. This is to be done by, remodelling the Junction, including improving access to Brockwell Park, help to revitalise the centre of Herne Hill community. Improving bus reliability by providing bus priority measures is the principal aim but in doing so measures to benefit pedestrians, cyclists and mobility - impaired persons will also be delivered.

The project is to look at improving access and interchange between the bus stopping facilities on Dulwich Road and Herne Hill rail station, via Railton Road and Brockwell Passage."

4. The proposed measures identified are:-
 - Part-pedestrianisation of the southern end of Railton Rd to enhance the community and visitor experience of the town centre and to encourage investment and regeneration whilst allowing egress for large servicing vehicles;
 - Improvements to pedestrian crossings on all arms of the junction;
 - Reduced bus delays and improved interchange facilities;

- Additional lighting and widening of Brockwell Passage, an existing narrow and threatening passageway between Herne Hill rail station and the main bus routes;
- Introduction of a slip lane for vehicles turning left from Norwood Road into Dulwich Road and various other junction modifications;
- Improvements for cyclists including cycle lanes and advanced cycle stop lines;
- Clutter removal;
- Parking Management measures;
- Accessibility improvements to the wider area including dropped/ level crossings and repositioning of street furniture where necessary;
- Improvements to the access and the entrance to Brockwell Park;
- Improved lighting;
- Improved fabric of the area by hard and soft landscaping; and
- Introduction of a landscaped island in the middle of junction to improve pedestrian access to the park.

An outline plan is attached to this report.

5. A Project Board with community representatives and members of both Lambeth and Southwark Councils was established under community chairmanship to act as a 'client body' able to give guidance to officers and consultants working on the scheme and to ensure the scheme objectives are met in a timely and efficient manner. The formulation of the board included the Chair, Alastair Hanton and the other three residents, John Brunton, David Coughtrie, Paul Reynolds representing both Lambeth and Southwark, plus Councillors who could attend and participate in the meetings. These have included, Cllrs. Jim Dickson, Rebecca Thackray, Kirsty McHugh, John Whelan, Peter O'Connell and Lib Peck from Lambeth and Cllrs. Nick Vineall, Toby Eckersley, Michelle Pearce from Southwark.
6. A consultation exercise was undertaken by Lambeth at the end of 2004 that asked for a response to the question **"In general, do you support the proposal to improve the junctions at Herne Hill and develop the surrounding area?"**. The outcome is summarised by Lambeth as follows:-
 - 2,714 consultation documents issued;
 - 325 (12%) returned;
 - 79% (256) of all respondents expressed approval, 11% (36) were against, 1% (4) had no opinion and 9% (29) didn't answer.

In addition three residents' organisations sent in formal letters of response to the proposals. These were the Herne Hill Society, Hurst Street Residents Association and Friends of Brockwell Park.

Also English Heritage were initially consulted and responded that they would not object to the proposals as **"there is an opportunity to improve what is at present an unsatisfactory introduction to the park"**.

The conclusion of the exercise expressed in the report was that on the whole, the proposals seem to be welcomed by local residents with 79% expressing approval of the scheme in general. When restricted to those who expressed an opinion, all the individual elements of the traffic management proposals

receive at least an 80% approval rating, as do the local regeneration plans. The development of Brockwell Park entrance was also welcomed although there seems to be some reservations about demolishing the toilets. Least popular are the proposed changes to the bus routes, particularly the re-routing of buses down Hurst Street.

7. It should be noted that the project team is still in discussions with Transport for London over the scheme. TfL's approval is still required for the signal design and for Network Assurance.

CONCLUSION

8. A planning application has been submitted for the proposal and in the application Lambeth sum up the scheme as follows:-

"In developing a successful scheme for Herne Hill it is essential to balance the desire to improve a wholly unsatisfactory situation from all points to view with the need to minimise the land take and remain within the spirit and letter of Lambeth's Unitary Design Plan.

Better access to the park and safe pedestrian crossing facilities are part of a complex sequence of traffic light control for the junction and surrounding roads. Removal of through traffic from Railton Road greatly simplifies the junction, returning road space to pedestrians and providing a space to create a community focal point.

The resultant safe pedestrian crossings at all junction roads in the recommended scheme are in balance with a better flow of all traffic, which results in shorter journey times for buses and reduces congestion by all traffic. This in turn ameliorates the pollution caused by stationary vehicles in all of the roads leading to the junction. The end result will be to reduce the negative effect that the vehicular traffic has on the junction.

The introduction of the large landscaped island, linking the local area with Brockwell Park will make it more attractive to pedestrians and cyclists, shoppers and bus passengers alike. With the high quality of landscaping and simple urban street architecture proposed, the changes will act as a catalyst for much needed regeneration of the area. Reduced traffic in Railton Road and increased car parking will improve the area as a shopping destination.

The enhanced access to the park across the junction with the removal of the unsightly additions that have impaired the Herne Hill entrance will allow a return to the simple elegant design that is appropriate for the principal entrance to Brockwell Park.

In reaching a balanced solution between the various elements and to ensure that the minimum land has been used to achieve the desired solution, a number of options have been considered. In doing so it has been necessary to recognise that each element of the scheme is interdependent with trade-offs between enhanced pedestrian areas and land use, between pedestrian safety and traffic flow, between provision for cyclists and junction capacity, between access to public transport and the quiet enjoyment of the narrow residential streets in the Herne Hill area. At all stages, the land required has

been tested to ensure the minimum use from within the park boundaries and the maximum public space has been created in mitigation for the loss of designated Metropolitan Open Land.

Of the options set out above, it has been shown that Option D does not meet the criteria and would produce no tangible benefits. Option C is similar in providing negligible improvements over the existing situation and would preclude the introduction of safe pedestrian crossings and still preserve traffic flow. Options A and B are similar in principle, however, Options B introduces a curve in the filter lane, which impairs the sight line for traffic approaching the crossing to the park and in exiting from the filter lane to Dulwich Road, thereby reducing the safety for both pedestrians and vehicle drivers. The curve also introduces a negative camber in the lane, which will mean a step or steps up from the crossing to the pavement bordering the park. Option A avoids these problems.

In Option A, the difference between the existing park railing and the new position, allowing for the widened pavement between the road and railings is 1070 square metres, which represents 0.21% of the park. In mitigation, the landscaped island will provide 693 square metres, the demolished toilet block will return over 100 square metres to the park area and the new pedestrian area at the end of Railton Road will give the community 240 square metres of new landscaped area in the public realm. In addition, the pavement outside the park entrance has been widened to 3.3 metres (11 feet) from its current unsatisfactory state and 5.6 metres (18.5 feet) at the entrance. Together with the island also providing valuable safe haven, this is a valuable safety contribution for pedestrians and cyclists.

The adoption of the preferred scheme is wholly supported by the Herne Hill Forum in reflection of the overwhelming view from local residents and traders that this scheme gives the best balance between the resultant benefits and land use.”

9. From Southwark's point of view as a Highway Authority it is noted that the proposed scheme is achieving a number of objectives which improve pedestrian, cycle and bus movement and facilities at the location. This is being achieved without any identified detrimental affect on the overall traffic movement at this junction. As a consequence there are no issues within the scheme that we would object to.

Consequently the Dulwich Community Council need to decide if they wish to support the scheme and propose that the Executive Member for Environment approves Southwark's support.

REASON FOR LATENESS

The report was delayed due to awaiting final information in order to complete.

REASON FOR URGENCY

The report needs to be presented to go to Executive Member and then report back to Lambeth Council in order to fit in with the timetable for the project.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Herne Hill Junction – Planning Application Report	Environment & Housing Public Realm Division 151 Walworth Road London SE17 1RY	Andrew Downes 020 7525 2091

APPENDICES

No.	Title
1.	Project Brief
2.	Proposed layout

AUDIT TRAIL

Lead Officer	<i>Des Waters: Head of Public Realm</i>	
Report Author	<i>Andrew Downes, Street Scene & Transport Infrastructure Group Manager</i>	
Version	<i>Final</i>	
Dated	<i>8 October 2007</i>	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
<i>Officer Title</i>	Comments Sought	Comments included
Borough Solicitor	No	No
Finance Director	No	No
List other officers here		
Executive Member	No	No
Date final report sent to Constitutional/Community Council/Scrutiny Team		Mm/dd/yy

PROJECT BRIEF – from L.B.Lambeth

Herne Hill Junction Regeneration Project

Project Brief - Details of the job to be done (plus any earlier planning work done) are contained in the project brief. More specifically it includes high level information on WHAT needs to be done, WHY (the benefit to be achieved), WHO will need to be involved in the process, and HOW and WHEN it will be done.

PROJECT BRIEF

The Herne Hill junction is the point at which six major roads meet: Herne Hill, Norwood Road, Dulwich Road, Railton Road, Milkwood Road and Half Moon Lane (LB Southwark). Herne Hill is mainly a residential area. However, particularly around the Junction, it is home to numerous shops, bars and restaurants as well as Brockwell Park and Herne Hill railway station.

At present the junction is dominated by a constant flow of vehicular traffic making the area intimidating for pedestrians and cyclists. The junction is prone to congestion which creates lengthy delays not only for private vehicles but also for the seven bus routes the junction serves. The situation also causes severe problems and detriment to local businesses.

Previous proposals for the Herne Hill area were specific to maximising bus and passenger benefits, and general road safety improvements. During the developments of these specific objectives, the Council responded to an initiative by the Herne Hill Forum to consider the problems of, and solutions for, the junction in a holistic manner. The Herne Hill Forum formed a Transport Group who formulated a conceptual plan to meet these wider aspirations. Consequently the Council has been working in partnership with the local community and businesses to identify the wider needs of the area in terms of town centre viability and vitality. As a result, the scheme has grown considerably and has captured the wider regeneration needs, which have been supported in principle by the local and business community, the Council and Transport for London (TfL).

The most recent plan, based on the original concept is designed to address the regenerational, environmental and public transport needs for the area. Lambeth and the Herne Hill Forum Transport Group are working jointly to realise a design which reduces traffic dominance, and improves pedestrian access to local amenities, public transport accessibility; and helps to integrate one of the area's main assets, Brockwell Park, with the rest of the locality.

The current design has received overwhelming support from the wider community. A key and important aspect of this regeneration initiative is the continual involvement of the local community throughout the project life cycle aimed at delivering a scheme, which achieves the wider transport and road safety objectives along with local needs.

Background

The scheme was originally linked to the LBP scheme for the Herne Hill area. It was to contribute to bus priority proposals by way of improving access and interchanges between bus, rail and other modes while also contributing to regeneration of the wider area.

“The aim of the scheme was to improve traffic flows around the Herne Hill junction area. This is to be done by, remodelling the Junction, including improving access to Brockwell Park, help to revitalise the centre of Herne Hill community. Improving bus reliability by providing bus priority measures is the principal aim but in doing so measures to benefit pedestrians, cyclists and mobility - impaired persons will also be delivered.

The project is to look at improving access and interchange between the bus stopping facilities on Dulwich Road and Herne Hill rail station, via Railton Road and Brockwell Passage.

The project is to be developed in co-operation with the local community and the bus priority unit at TfL but this bid enhances the core bus proposals. “

The project has been in discussion with local interest groups, Lambeth officers, TfL and other interested stakeholders. These ongoing discussions between Lambeth officers and the community, namely the Herne Hill Forum has led to the creation of the Project Board.

The Board has taken on the role of client to ensure that the integrity of the scheme is maintained and that there is congruence in the goals of the Council and community, which will result in improvements to traffic movement and the amenity of Herne Hill junction.

While there have been some delays in securing funding and in making progress, Lambeth Council’s endorsement of the scheme and the Mayor’s commitment to regeneration will likely see these delays resolved with the anticipation of funding confirmation in November.

Project Definition (WHAT)

Objectives - From the initial bus priority scheme, the project has moved forward to improve the area holistically with measures that have been agreed in principle. The measures are:

- Part-pedestrianisation of the southern end of Railton Rd to enhance the community and visitor experience of the town centre and to encourage investment and regeneration whilst allowing egress for large servicing vehicles.
- Improvements to pedestrian crossings on all arms of the junction.
- Reduced bus delays and improved interchange facilities.

- Additional lighting and widening of Brockwell Passage, an existing narrow and threatening passageway between Herne Hill rail station and the main bus routes.
- Introduction of a slip lane for vehicles turning left from Norwood Road into Dulwich Road and various other junction modifications.
- Improvements for cyclists including cycle lanes and advanced cycle stop lines.
- Clutter removal.
- Parking Management measures.
- Accessibility improvements to the wider area including dropped/ level crossings and repositioning of street furniture where necessary.
- Improvements to the access and the entrance to Brockwell Park.
- Improved lighting.
- Improved fabric of the area by hard and soft landscaping.
- Introduction of a landscaped island in the middle of junction to improve pedestrian access to the park

The Project Board with community representatives and members of both Lambeth and Southwark Councils was established under community chairmanship to act as a ‘client body’ able to give guidance to officers and consultants working on the scheme and to ensure the scheme objectives are met in a timely and efficient manner.

Part of the Board’s remit is to oversee the production of a plan which clearly shows the outline scheme design that has been agreed and which is the starting point for the detailed design and work by various TfL bodies and consultants. This plan will be signed off at the Project Board meeting on 25 October 2006.

Project Stakeholders (WHO)

The scheme has a number of key stakeholders which are:

Transport for London (TfL) – BUSES (LBPN)

Removal of traffic congestion, improvements to bus journey times and modal interchange remain a key objective of this scheme, in keeping with the London Bus Priority Network programme.

There are a number of routes travelling through the junction and there will be route diversion away from the Railton Road exit, to avoid the use of narrow residential side streets by large double decker buses.

London buses will play a key to the success of the project for agreement on diversions, relocating stop and stand facilities. We expect benefits to the service and possible route extensions.

Transport for London – SIGNALS (TSS)

This aspect of the work is critical to providing the basis of the scheme. This function within TfL has been under resourced for a number of years which have in turn created difficulties for London Boroughs implementing new and modified schemes. Liaison has been ongoing however we have yet to get confirmation of a programme date. Officers will strongly stress the importance of this scheme and work closely with DTO once the junction modelling is under review.

Transport for London – NETWORK ASSURANCE (NA)

Under the new Network Management Act we are required to gain approval from TfL for schemes that may have an impact on the Network. This impact will be felt in both the short term implementation phase; and in the long term, after the project's completion.

NA is aware of the scheme. However at this time it cannot commit until the signal modelling has been agreed and the report (TSSR) completed by TSS.

London Borough of Lambeth – PARKS

Our colleagues have confirmed the new boundary position in principle and are also moving forward on their own development within the park. More work is required to gain planning permission and listed building consent for the works to be implemented.

Land Owners – BROCKWELL PASSAGE

This stakeholder is of major importance as the project will require acquisition of private land to achieve the necessary passage widening. Careful consideration on handling this issue will be required.

Local Businesses, Residents and Herne Hill Forum – PROJECT BOARD

The Herne Hill Forum has been well established for many years and represents all residential and business interests in the area over a wide range of subjects. A Transport Group was specifically set up to develop the conceptual scheme for the regeneration of the junction. Representatives of the Herne Hill Forum are nominated to serve on the Project Board.

Programming – (HOW)

FUNDING

Looking forward the scheme is expected to cost in excess on one million pounds. This funding is expected to come primarily from the Step Bid to TfL. This bid was submitted in August for £1.6M and the official decision is expected in November 2006. As part of this bid we are looking to get start up funding to initiate the procurement of design and modelling services.

The other source of funding currently available is £21K of 106 funding for improvements in the area. The funding is available for this type of project and was the result of development of flats on 119 – 121 Norwood Road. While other Section 106 funding opportunities have been lost, it is the Council Officer's responsibility to ensure that all future developments in the area take this into account.

Depending on the outcome of the main bid to TfL, Lambeth may be in a position for "Top Up" funding out of the capital reserves. This is being explored however no decision can be made until the outcome of the step bid is known.

A costing has been undertaken and is attached for review. There are also issues with the possible acquisition of land in the Brockwell Passage item as well as any unidentified costs associated with Brockwell Park.

The detailed design and specification of materials for the scheme will be managed within the budget that is agreed with the Project Board and the Project Manager will ensure compliance.

MANAGEMENT

The Project Board requested to the Council to explore the options for the management of the project and the development of its detailed design and implementation. The Board recommended that external consultants should be considered for the project management and detailed design/supervision roles, as well as any other alternatives.

The council has explored the various aspects of managing a project of this nature and currently maintains that the scheme can be undertaken internally with the help of external consultants to undertake detailed design. There may also be a need to engage an external supplier of services as the needs arise.

The retaining of internal management is to avoid inefficiencies with information gathering and distribution as many aspects of the work involve coordination of inputs from various departments; more specifically, Transport Planning, Parks, and Legal.

It is expected that the Principal Transport Engineer will lead on the project. However a position may arise for non technical support. This option will be assessed on confirmation of funding and review of existing capital programme.

The Project Board has to consider this proposal and conclude at the meeting on 25 October. A major concern will be the availability of qualified and competent resources to undertake this work on a dedicated basis. A condition of using an internal Council Officer must be a guarantee of his time availability.

PROGRAMME

The project has been mapped on Microsoft project in some detail however due to the uncertainty of financing and some aspects of the work that are not readily quantifiable

it will require some amending. This will be undertaken as the project progresses and timelines will be updated. The current mapping is sufficient to meet the current needs of the project brief and will be submitted on confirmation of the step bid.

The Key tasks of the project are,

1. Finalise the outline scheme design and obtain the Project Board's approval.
2. Secure the Project Board's approval for the means of managing the project.
3. Secure step one of funding,
4. Procurement of engineering consultancy to undertake detailed design.
5. Allocation of slot on TfL Signals Programme with acceptance of signals design.
6. Agreement with TfL Buses, and Emergency Services final design.
7. Negotiation with landowners at Brockwell passage to secure desired corridor width.
8. Further discussion with Parks and affected stakeholders to ensure works are agreed.
9. TfL Network Scheme and Works approval.
10. Engage suitable contractor to undertake the works.

As stated above a detailed programme will be compiled to better reflect actual project lifecycle.

DISTRIBUTION LIST**MUNICIPAL YEAR 2007-08****COUNCIL: DULWICH COMMUNITY COUNCIL**

NOTE: Original held by Constitutional Support Unit; amendments to Beverley Olamijulo (Tel: 020 7525 7234)

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