

Item No.	Classification: Open	Date: 1 March 2024	Decision Taker: Cabinet Member for Climate Emergency, Clean Air and Streets
Report title:		Dulwich Village Streets for People - Junction re-design and Red Post Hill	
Ward(s) or groups affected:		Dulwich Village	
From:		Head of Highways	

RECOMMENDATIONS

That the cabinet member for climate emergency, clean air and streets:

1. Considers the 990 responses (summarised at Appendix 2) received in relation to the public consultation for the Dulwich Village Streets for People Junction re-design and Red Post Hill Junction improvements (“Dulwich Village Junction Improvements”) as shown on the drawing at Appendix 1.
2. Notes that 48% of all the representations received commented on the wider traffic issues in the Dulwich area and not on the Dulwich Village Junction Improvements proposal. Of all representations received, 38% were in support of the proposal and gave useful feedback, while the remaining gave partial support with suggestions for modifications.
3. Considers officers’ response to the consultation and notes the subsequent design amendments, to improve safety for vulnerable road users as shown on the drawing at Appendix 4.
4. Considers the Equality Impact and Needs Analysis (“EINA”) prepared for the purposes of this report, in response to consultation feedback (refer to Appendix 3).
5. Instructs officers to proceed to the detailed design stage for the Dulwich Village Junction Improvements.
6. Authorises officers to proceed to implement the Dulwich Village Junction Improvements by way of powers under the Highways Act 1980 (“1980 Act”), powers under the Road Traffic Regulation Act 1984 (“1984 Act”) and permanent Traffic Management Orders (“TMOs”) made pursuant to sections 6 and 124 (and other powers) of the 1984 Act, subject to statutory consultation carried out in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (“1996 Regulations”).

7. Authorises officers to exercise discretion as to whether or not to hold a public inquiry in the event objections are received related to any of the proposed TMOs following statutory consultation pursuant to regulation 9(1) of the 1996 Regulations.
8. Notes that in the event objections are received following statutory consultation a further report will be presented to the cabinet member in order for him to determine whether to proceed with the making of the TMOs.
9. Authorises officers to carry out the necessary statutory notification in accordance with sections 90A to 90F of the 1980 Act and the Highways (Road Humps) Regulations 1999 (“1999 Regulations”).
10. Authorises officers to exercise discretion as to whether or not to hold a public inquiry in the event objections are received in respect of the proposed traffic calming measures (road humps) in accordance with section 90C(4) of the 1980 Act.

BACKGROUND INFORMATION

Decision-making

11. Under paragraph 22 of Part 3D of the council’s constitution, the cabinet member is responsible for decisions to implement a traffic and highway improvement project, subject to statutory consultation. The cabinet member also has the authority to determine statutory objections to a traffic and highway improvement project (paragraph 23 of the council’s constitution).

Introduction to the proposals

12. In the summer of 2020, the council introduced a traffic filter at the junction of Calton Avenue, Court Lane and Dulwich Village as part of a wider experimental streetspace programme for the Dulwich area. The traffic filter was made permanent by way of a TMO in February 2022.¹
13. The council have since been working with the community to develop ideas and proposals to transform the repurposed space at Calton Avenue and Court Lane to new community space at the heart of Dulwich Village. The project consisted of three phases:
 - Phase 1 : information-gathering –summer 2022
 - Phase 2 : concept ideas engagement –autumn 2022
 - Phase 3 :public consultation on proposals - winter 2023 / 24

Phase 1: information gathering

14. The **Phase 1** engagement consisted of a number of activities to understand how the junctions performed against [healthy street objectives](#). The outcome

¹ [Dulwich streetspace - Southwark Council](#)

of this engagement informed the initial concept design development for the permanent layout as well as the interim improvements to the existing junction. This phase also helped to shape the design objectives, which became the basis on which the junction was re-designed.

15. The Phase 1 activities included:

- Healthy Streets design check
- On-street Healthy Streets survey
- Healthy Streets survey with pupils of local schools
- Pan-impairment accessibility audit
- Cycling accessibility audit; and
- Ground investigation and junction survey

A full report of the Phase 1 activities and outcomes can found at Appendix 6.

Phase 2: Concept ideas engagement

16. **Phase 2** took place during November and December 2022, officers engaged with the community on some initial concept ideas for improvements and sought the community's view on how well the temporary layout at Calton Avenue closure was working for all road users. Officers talked to local schools and their pupils, the community and local businesses. The outcome of this engagement was used to improve the design objectives and shape the development for the permanent public space at Calton Avenue. A full report of the Phase 2 engagement and outcomes can found at Appendix 7.

17. One aspect of the proposals that dominated responses received during the Phase 2 engagement was a proposal to restrict vehicle access along Turney Road, from / into the junction with Dulwich Village. After considering all the responses, alongside the monitoring traffic data and an analysis of any displacement impact, a balanced decision was made by the council to retain vehicle access along this section of Turney Road. The revised proposal in Phase 3 seeks to improve the street environment at Turney Road / Dulwich Village junction to support the needs of local pupils, pedestrians and encourage safer cycling at all times, while allowing vehicular access.

18. The Red Post Hill / Dulwich Village junction improvements were included in the phase 3 consultation due to feedback received from phase 2, about insufficient space and time for northbound right turning motorists on Dulwich Village. This bottleneck causes traffic queues along Dulwich Village leading to bus journey delays, thus the need to explore design options to alleviate this northbound queue. Due to the poor pedestrian infrastructure at this location the design explored opportunities to improve crossing conditions at this junction and improve safety for cyclists.

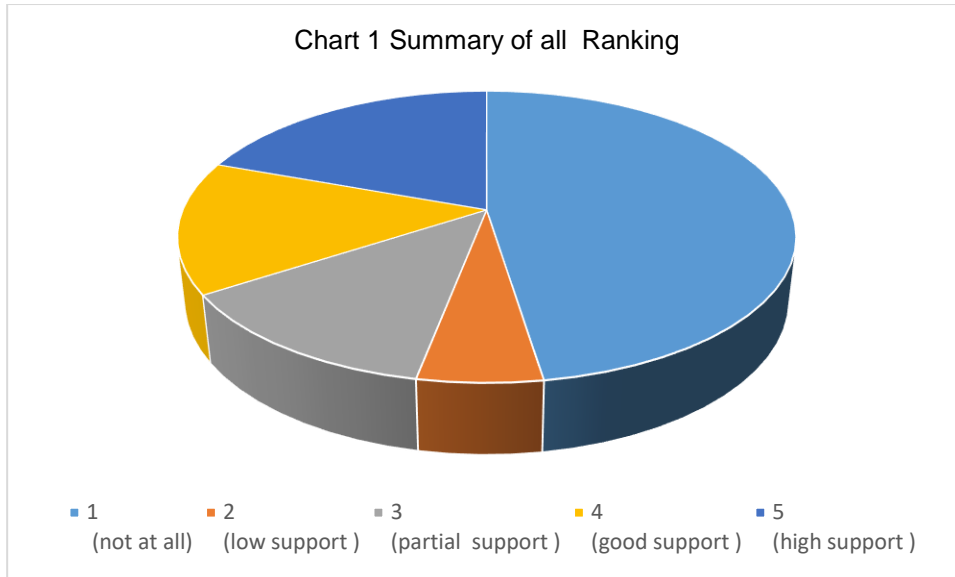
Phase 3: Public consultation

19. See Appendix 2 for a full report on the Phase 3 public consultation.

20. The consultation took place from 07 December 2023 to 17 January 2024. An online consultation questionnaire was publicised via postcard flyers and were circulated to 2306 households in the local area.
21. The aim of the consultation was to seek comments on the features of the Dulwich Village Junction Improvements design.
22. The questions were based on the core Streets for People (“SfP”) themes:
 - Streets for Communities
 - Streets for Journeys
 - Streets for Nature
 - Streets Businesses
 - Statutory elements
23. The questions were framed to ascertain from the public to what extent the Dulwich Village Junction Improvements aligns with the four SfP themes, based on specific proposal and visualisations presented. Respondents were invited to rank from a scale of 1 to 5:
 - 1 (not at all)
 - 2 (low support)
 - 3 (partly support)
 - 4 (good support)
 - 5 (completely)
24. In total there were six SfP questions for each of the 990 respondents to rank from 1 to 5 and there was opportunity to provide comment for each ranking.
25. Officers anticipated 5940 representations (6 questions x 990 respondents) based on all rankings. 5795 representations were received, indicating a robust engagement rate of 98%.
26. A total of 3234 comments were received across all the six SfP themes and these have been analysed and grouped under the following main headings:
 - Comments based on proposals
 - Modifications requested
 - Comments on wider issues
 - Other (See Appendix 2 for sample comments)

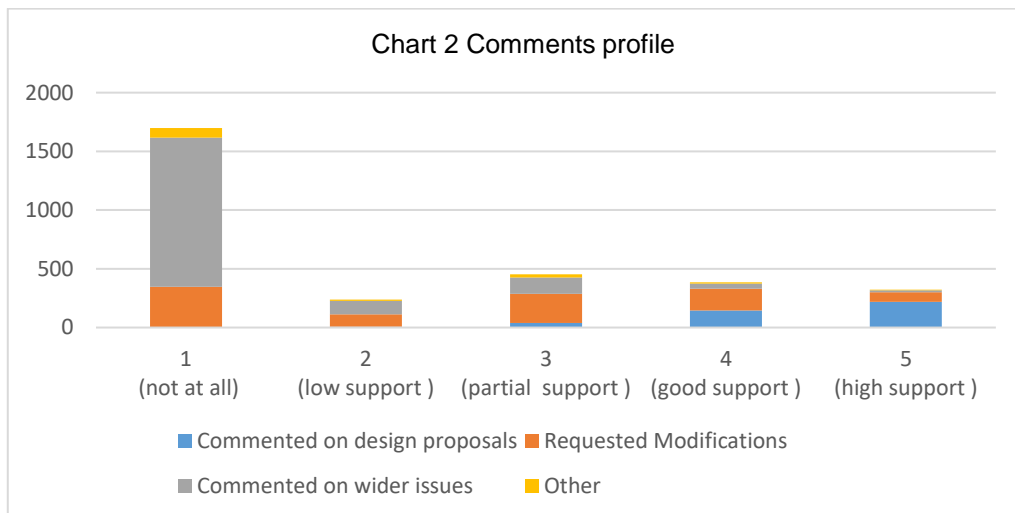
Ranking feedback

27. Chart 1 shows all rankings across the six SfP themes.



Analysis of comments

28. As shown in Chart 2 most of those who gave a ranking of 1 did not comment on the actual Dulwich Village Junction Improvements proposal, although they requested for some form of modifications to improve safety for all road users particularly at the Calton Avenue closure and at Red Post Hill.



29. For those who gave a ranking of 1, most of their comments were based on unhappiness with the existing traffic restrictions at Calton Avenue, Court Lane and Dulwich Village. The lack of access for blue badge holders and key workers through the Calton Avenue closure was also a contributory factor to the low ranking. During phase 3 it was made clear that the consultation was regarding the design proposals for the space and not regarding the existing traffic arrangements.

30. For those who commented on the actual Dulwich Village Junction Improvements, Streets for Communities received the most comments and requests for modifications, by improving safety for pedestrians at the Calton

Avenue closure .A number of comments also raised concerns about safety for pedestrians at the Red Post Hill junction.

31. Some of the key themes that arose from all comments, across the consultation were:

- Concerns about existing traffic restrictions in the Dulwich Village area and its impacts on traffic displacement and congestion
- Cyclists speeds and conflict with pedestrians at the Calton Avenue closure
- Suggestions on the need to improve safety for pedestrians, specifically at crossings and junctions
- The need for clearer delineation between pedestrianised areas and cyclists space at the Calton Avenue closure
- Suggestions for more trees, green spaces and sustainable drainage systems
- Concerns over the loss of parking and the need to retain parking closer to Dulwich Village for accessibility and to support businesses
- Careful consideration on proposed location of street furniture such as seating and trees
- More cycle parking and for cargo bikes
- Concerns over the safety of the echelon parking on Dulwich Village

KEY ISSUES FOR CONSIDERATION

32. Officers have carefully considered the following factors in making the recommendations in this report to implement the Dulwich Village Junction Improvements:

- Consultation feedback and modifications proposed
- Local profile
- Active travel monitoring data
- Streets for People Policy
- Relevant statutory duties including the network management duty
- Climate resilience and adaptation benefits
- Equality Impact and Needs Analysis and the Public Sector Equalities Duty (“PSED”)

33. Table 1 below shows how officers have considered the above factors to inform the recommendations in the report

Table 1: Balancing all the factors

Factor	Consideration
Consultation feedback and modifications proposed	The consultation was intended to provide feedback on the proposals. However most respondents did not comment on the Dulwich Village Junction Improvements proposal itself. It is clear from comments received that there is a need to improve the safe operation of the measures and the additional design modification proposed shows that this concern has been considered
Local profile	There are a large number of schools in this area, which means measures to improve safer active travel to / from school will help improve the well-being and safety of pupils and reduce congestion on the network
Active travel monitoring data	<p>There has been an increase in walking and cycling movements on Calton Avenue in June 2023 compared to June 2021 and 2022.</p> <p>Summer 2023 experienced an all-time peak, for daily active travel :</p> <ul style="list-style-type: none"> • over 9500 pedestrian movements per day • over 3000 cyclist movements per day
Streets for People Policy	The proposal aligns with all the SfP themes, as set out in paragraphs 45 to 51
Statutory duties	Refer to legal implications section paragraphs 82 to 112
Climate resilience and adaptation benefits	<p>Proposal will encourage walking and cycling</p> <p>Improve climate resilience through urban cooling and incorporation of SUDS</p> <p>Reduce carbon in design materials and construction</p> <p>Refer to paragraphs 69 to 78</p>
Equality Impact and Needs Analysis (PSED)	<p>Inclusive and accessible design is the core of the proposal which includes:</p> <ul style="list-style-type: none"> • wider pavements • wider crossings • traffic calming • adaptable bike parking • advance cycle stoplines • separating cyclists and pedestrians • places to rest, seating and comfort • shade and trees • colour contrast

Key themes from the Phase 3 consultation

34. Most of the consultation comments reflect concerns about the existing layout of the Calton Avenue closure. However, the Dulwich Village Junction Improvements will address these concerns by improving safety for all road users by encouraging cyclist to reduce their speed, accommodating new cyclist movement to stop them from using the footway, and to separate cyclist and pedestrian at all times. Changes have been proposed that will increase motor vehicle compliance, helping to remove conflicts. A simplified layout with reduced street clutter will also improve the look and feel of the area. The design also aims to be consistent with the visual identity of the “Village” and enhance the local historic monuments and heritage building e.g. Burial ground (Grade II listed) and Ash Cottage.
35. Concerns about traffic congestion for northbound right turners on Dulwich Village/ Red Post Hill junction will be resolved with a new right turn filter lane, which will give more time and space for this movement to clear. The proposal at this junction will improve conditions for all road users, including pedestrians and cyclists. Pedestrians will have a shorter crossing distance and a new count down timer .Cyclists will have a new advanced stop line which allows cyclists to wait in front of motor vehicle traffic and protects them from traffic by offering more comfort and safety.
36. Request for more parking for businesses and their customers was noted among some comments. This feedback has been passed on to the Controlled Parking Zone (“CPZ”) team. The Dulwich Village CPZ will be considered in a separate decision-making process and is not the subject of this report. However, both schemes are complementary and seek to deliver the SfP objectives.
37. Concerns have been raised about the safety impact of the echelon parking along Dulwich Village on southbound cyclists. Currently drivers reversing out of the echelon parking are unable to see southbound cyclists. The new layout will enable southbound cyclists to have their own cycle lane and signal phase, instead of mixing with vehicular traffic. A review of the echelon parking itself is being considered as part of the Dulwich Village CPZ scheme.



Safety concerns of echelon parking

38. One concern expressed in the consultation was the non-compliance with the existing “no motor” traffic prohibitions at Calton Avenue. Currently the restriction allows access by emergency services, however, the access is being abused by some motorists and this is putting vulnerable children and cyclists at risk. Appendix 8 (Table 3) shows the latest non-compliance figures.
39. The Calton Avenue southbound arm has a high level of non-compliance. This movement has the highest number of cyclists. In view of the safety concerns caused by the level of non-compliance at this arm (refer to Appendix 8 (Table 3)), officers will be introducing a physical restriction (bollard) and retaining the existing camera enforcement on the southbound arm of Calton Avenue. This will reduce the likelihood of accidents. Access for emergency vehicles will be maintained via Court Lane and Dulwich Village

Modifications to the proposal

40. Appendix 8 (Table 1) summarises the key issues raised in the consultation comments across all four of SfP themes and officers’ responses to these issues.
41. Officers have amended the design in response to the comments. A summary of modifications made to the proposal is outlined below (see Appendix 4 for the revised plan):

Calton Avenue:

- Realign geometry to slow down cyclists and improve pedestrian priority and safety.
- New pedestrian crossing along desire line
- New continuous crossing at Gilkes Crescent, near junction with Calton Avenue
- Replace loading bay with sustainable freight and relocate disabled bay
- Reposition street furniture and trees / greenery ensure clear delineation and discourage cyclists from using the footway.

Court Lane:

- Improve and widen pedestrians crossing
- Relocate disabled bay
- More cycle parking

Dulwich Village:

- Segregate southbound cycle lane

Summary of All Proposed Measures

42. The general highway improvements and traffic restrictions (some of which will be implemented by way of TMOs) required to implement the Dulwich Village Junction improvements is summarised in Appendix 8 (Table 2)

Feedback from ward councillors

43. In line with Part 3H of the council's constitution, the proposals in this report have been circulated to the councillors who form the South Multi-Ward Forum to allow them to make comments on the proposals before they go to the Cabinet Member for a decision.
44. Generally, local councillors are in support of the proposals. They would like to understand how the changes to the Red Post Hill junction are an improvement to the existing layout due to concerns from the consultation about the removal of existing substandard islands.
45. Although the pedestrian crossing time of six seconds remains unchanged, the pedestrian crossing distance has been reduced on all arms of the junction in addition to a new countdown timer to help pedestrian make an informed decision when crossing. This summarised in Appendix 8 (Table 4).

Policy framework implications

How the design of the Dulwich Village Junction Improvements meets the SfP objectives

46. In response to the consultation feedback, officers consider that the design for the proposed Dulwich Village Junction Improvements meets the SfP objectives, which was also set out in the consultation, for the reasons noted below.

47. **Streets for Communities**

Reclaiming street space to make it accessible for our communities to connect, socialise and play, in a safe and pleasant environment

Calton Avenue

- A new good quality community space in the centre of Dulwich Village, attractive and accessible for all to connect, socialise and play, in a safe and pleasant environment
- More outdoor seating, greenery and new heritage lamp columns
- Improving the feel and look of the area with quality paving on the cycleway and footway
- New gateway features deterring drivers from entering the junction



Streets for Communities

48. **Streets for Journeys**

Making healthy and sustainable travel the safest, easiest, quickest and most convenient choice.

Calton Avenue, Dulwich Village and Turney Road

- Making it safer, easier and convenient to walk
- Providing new, wider and more direct crossings
- Encouraging lower speeds through traffic calming and the use of quality paving materials
- Design will separate cyclists from all other road users. Cyclists will have with their own signal phase in all directions
- Improving journeys for those who have to use their cars or public transport by reducing northbound congestion on Dulwich Village, near the junction with Red Post Hill. This will improve traffic movement along this corridor, and safety for pedestrians.



Streets for Journeys

49. **Streets for Journeys**

Dulwich Village / Red Post Hill junction

- New two northbound lanes on Dulwich Village to reduce congestion for right –turning traffic
- Wider footway space for pedestrians at the junction with new pedestrian count down
- Shorter crossing distance for pedestrians
- New advanced stop lines for cycle along East Dulwich Grove and Village Way

50. **Streets for Nature**

Cleaning our air and reducing the impact of climate change by increasing biodiversity, making our streets greener and more resilient to extreme weather

Calton Avenue, Dulwich Village and Court Lane

- Proposing greenery that will provide climate benefits and biodiversity
- Improving the flow of traffic, reduce congestion and idling which will reduce pollution
- Opportunities to incorporate sustainable urban drainage systems (SUDS) and sustainable materials
- Urban cooling through shade provided by the additional trees



Streets for Nature

51. Streets for Economy

Supporting our town centre economies to run efficiently and sustainably, reclaiming space to create high quality environments where people want to spend time

Calton Avenue

- Creating a quality open environment, with seating and planting, and protected from traffic where people want to spend time and use the local businesses.
- Providing more outdoor seating for businesses to use
- More cycling parking for all types of bikes (including sustainable freight parking)



Streets for Economy

52. The Dulwich Village Junction Improvements are consistent with the pledges and objectives set out in the SfP strategy (approved by Cabinet in July

2023), which outlines the council's ongoing commitment to, and ambition for, healthier neighbourhoods, cleaner air, thriving town centres and safer roads

The relevant SfP objectives are:

- **Objective 2 – Create good quality space that is accessible for all people.**

The Calton Avenue public space area has been designed to reinforce pedestrian priority and to be inclusive and accessible for cyclists and pedestrians. Quality paving material, slower speeds for cyclists, greenery, street furniture, and heritage lamps will all improve the quality of the space. The proposals ensure that crossings are along pedestrian desire paths. The proposals deliver on our Equal Pavements Pledge by widening footways and making the streets more accessible for everyone (e.g. new pedestrian countdown timer at Red Post Hill junction will help pedestrian make an informed and safe choice when using the crossing knowing how long they have until the light turns green).

- **Objective 3 – Reclaim, reallocate and repurpose public land for community use**

The Dulwich Village Junction Improvements repurpose the streetspace for community use by creating a new public space, which will have outdoor seating to support local businesses. The proposed trees and rain gardens will improve the look and feel of Calton Avenue. The quality paving and simplified layout would make the area cleaner, greener and safer from car traffic

- **Objective 4 – Improve safety and security for everyone using our streets**

Creating a community space at the heart of Dulwich will improve natural surveillance as more people use the space, maximise the ability to see what is occurring, and optimise the potential to spot suspicious persons or activities. New gateway features and its signage will also improve compliance to the 'no motor' vehicle prohibition by giving advance warning and accentuating the pedestrian / cyclists area. The new layout with its traffic calming geometry will improve safety for vulnerable road users using the community space.

- **Objective 5 - Make walking, cycling and wheeling easier**

The proposals aim to provide more cycle and sustainable freight parking. Cyclists at junctions will have their own signal phase and space thus making it safer to cross Dulwich Village. Pedestrian crossings will be relocated along desired paths and widened to improve priority (e.g. at Dulwich Village, Calton Avenue, Court Lane).

- **Objective 6 – Make walking, cycling and wheeling easier for children and young people**

Almost 1 in 4 people in Dulwich Village is a young person. Creating a safer environment for walking, cycling and wheeling will encourage pupils to actively travel to/ from school. The wider footway outside the school and at pedestrian crossing areas will make it easier for young people to journey by bicycle or on foot. This will reduce emissions from transport and improve air quality.

Community, Equalities (including socio-economic) and Health Impacts

Community impact statement

53. 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.
54. The Dulwich Village Junction Improvements align with the objectives in the SfP strategy for the reasons set out above. The proposals affecting Calton Avenue seek to create new community space allowing people to sit and socialise which helps towards mental wellbeing and community cohesion.
55. People who walk to the high street spend up to 40% more than those who drive (TfL, 2013).² The Dulwich Village Junction Improvements will increase pedestrian movement by improving the active travel environment which will then have a positive impact on the local economy at Dulwich Village.
56. People on low incomes want greater investment on walking (58%) and cycling (50%), than driving. So creating a safer and attractive environment for cycling and walking will benefit those on low income (Sustrans 2022).³
57. The cycle track on Calton Avenue and segregated cycling facilities on Dulwich Village and Turney Road provides a safer route for pupils to improve their physical activity and mental wellbeing by cycling to school. Additionally, the new public space on Calton Avenue provides community space for social interaction, community surveillance, walking and well-being.
58. The safer cycling and walking environment provides wider benefits for the whole community, including improvement of pedestrian accessibility to local amenities along the North and South Parade or schools and Dulwich parks. Therefore, the measures are considered to have a positive community impact.

Equalities (including socio-economic) impact statement

² <https://content.tfl.gov.uk/walking-cycling-economic-benefits-summary-pack.pdf>

³ <https://www.sustrans.org.uk/media/11397/cost-of-living-report.pdf>

59. The Public Sector Equality Duty (“PSED”) is set out in section 149 of the Equality Act 2010 (“2010 Act”) which requires the council, in the exercise of its functions, to have due regard to the need to:
- eliminate discrimination, harassment and victimisation;
 - advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and those who do not share it.
60. 75 respondents indicated they have a disability, mostly with mobility, hearing, vision impairment and long-term illness.
61. On 16 January 2024, a pan-impairment workshop was held at the Herne Hill Velodrome during the consultation period to seek the view of various people with disabilities on the Dulwich Village Junction Improvements. 13 people attended.
62. A summary of the main issues raised by those with protected characteristics and the officer response is shown in Appendix 8 (Table 5).
63. An EINA has been undertaken on the Dulwich Village Junction Improvements in light of the council’s PSED to assess and improve the design to be more inclusive and accessible for those persons with protected characteristics. As set out in Table 8 mitigating actions will be carried out to promote equality and tackle inequalities during the detailed design and implementation phases. The identified protected characteristics affected by these proposals include age, disability, maternity, and gender.
64. The EINA concluded that the Dulwich Village Junction Improvements have a positive impact on those persons with protected characteristics, particularly younger people. This and in light of the mitigation actions to be undertaken during the detail design phase, the proposals are not considered to have a disproportionate effect on any particular protected characteristic group.
65. The recommendations support the council’s equalities and human rights policies and promote social inclusion by:
- Improving road safety, in particular for vulnerable road users including pedestrians and cyclists, on the public highway.
 - Improving existing shared use facilities by improving road surface, road markings, and signage.
 - Improving existing pedestrian and cycle facilities by improving surfaces, road markings, and signage.
 - Improving access for pedestrians and cyclists to local facilities.
 - Providing street furniture, which accommodates the needs of certain demographic groups, such as disabled, elderly and other mobility impairment.

66. The Dulwich Village Junction Improvements will have a significant positive effect on socio-economic equalities, especially for those on low incomes whose main means of journeying is active travel. The proposals will create quality safer community spaces for active travel, improve interaction with nature, support the local economy and promote community cohesion and surveillance.

Health impact statement

67. The proposals support the council's mission to have zero people killed or injured on our streets by 2041 by introducing traffic reduction and calming measures.
68. Introducing waiting and loading restrictions at junctions, improving pedestrian priority and safety at crossing locations and encouraging more community activities and events at the Calton Avenue public space will all improve health and well-being for the community
69. The proposed scheme fully supports and aligns with the council's Healthy Weight Strategy 2016–2021. 1 in 4 of people in the Dulwich Village area is a young person and so a key objective of the Dulwich Village Junction Improvements are to re-design the streets to encourage physical activity, help to tackle childhood obesity and improve mental wellbeing.

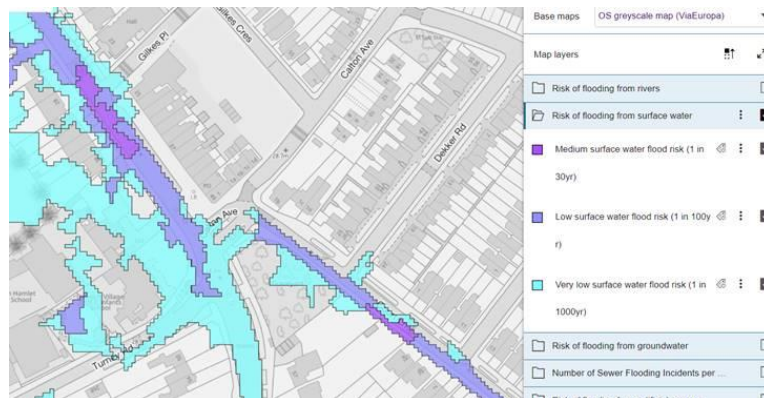
Climate change implications

70. The Dulwich Village Junction Improvement scheme supports the aims of the council's Climate Change Strategy under Priority 2 – Active and Sustainable Travel. Key aims of the council's Climate Change Strategy include to 'reduce car journeys to a minimum by 2030' and to 'be a borough where the walking and cycling becomes the default way to get around.' Part of meeting the borough's ambition of net zero emissions by 2030 includes a reduction in vehicle kms travelled and a shift to active and public transport; road transport currently accounts for 15% of the borough's emissions. These measures strongly support that ambition.
71. The Dulwich Streetspace scheme, made permanent in 2022, created a positive modal shift away from private car ownership and towards active travel. The proposals in this report aim to strengthen these traffic reduction measures further by improving conditions to make active travel the safer, cheaper, enjoyable, faster and convenient choice. The measures prioritise the use of the streets by pedestrians, cyclists, wheelers, scooters giving effect to the above Climate Change Strategy objective.
72. Benefits of walking and cycling: The Dulwich Village Junction Improvements include active travel infrastructure and pedestrian related enhancements. These will improve the overall user experience, accessibility and safety for pedestrians and cyclists.

- Widening of footway on Turney Road to accommodate for high footfall during school peak hours
- Improved crossing facilities across scheme extents including proposal of countdown timers
- Formalised cycle lane on Calton Avenue and segregated cycle lanes on Dulwich Village and Turney Road

73. Improve Climate Resilience: The proposal improves climate resilience through the following:

- Cooling
 - Existing layout on Calton Avenue is black asphalt which absorbs heat. The proposal of paving and greening in Calton Avenue will reduce heat absorption in this area.
 - Proposal of greening and trees will create a cooler space. Tree canopies will create additional shade.
- Sustainable Drainage (SuDS)
 - Proposal of several raingardens and underground attenuation within Calton Avenue area will contribute to reducing ever growing flood risk concerns. Dulwich Village/Calton Ave/Turney Road junction is currently low risk however it is crucial the council future proofs this area from flood risk.



Flood Risk Map

- Storing surface water within proposed SuDS will reduce pressure from Thames Water network.
- Raingardens have wider benefits including biodiversity enhancement and creating a visually nicer public realm space

74. Reduce Carbon :

- Carbon Offset

- Proposal of greening through raingardens, landscaping and trees will assist in offsetting overall carbon emitted for the scheme.
 - Post implementation of scheme will help to encourage more sustainable modes of transport (walking and cycling)
 - **Footway and Pavement Design**
 - Reutilising existing carriageway to act as base for the footway build out sections. This minimises the amount of excavation required on site and reduces overall carbon emitted.
 - Proposal of thinner paving where suitable = less material and carbon output e.g. proposing 50mm paving thickness as opposed to 65mm
 - Reuse of existing materials where feasible e.g. granite kerbs
75. Appendix 8 (Table 6) indicates an increase in active travel from monitoring sensors at the Calton Avenue closure
76. During the detailed design phase, officers will consider locations where climate resilient and adaptable measures can be introduced (e.g. more greenery, including trees to having a cooling effective improving bio-diversity and employing SUDS in the management of water).
77. A Carbon Calculator Assessment will be carried out in the next detailed design phase of design to ensure that designs and construction plans have fully considered and made appropriate action to reduce carbon emissions during construction stage.
78. The council's Climate Change Strategy and Action Plan, Appendix B, sets out detailed carbon analytics on borough's pathway to net zero by 2030. This modelling includes an overall reduction in vehicle km by a minimum of 9% by 2030, alongside a complete shift away from petrol and diesel vehicles.
79. A just and inclusive transition is at the heart of the council's emerging climate policy. These proposals prioritise the movement of people first, while retaining vehicle access for those who require it. In delivering a safer and more equitable highway network, the measures are in accordance with the council's approach to addressing the climate emergency.

Resource implications

80. There are no additional staffing implications, as provision will be made from the Highways department to deliver the recommendation included in this report.

Legal implications

Statutory framework

81. In summary, if the recommendations are approved by the Cabinet Member the Dulwich Village Junction Improvements will be introduced under powers within the 1980 Act, the 1984 Act and any restrictions will be introduced by TMOs made under the 1984 Act.

Improvements under the 1980 Act

82. Section 62 of the 1980 Act gifts the council with the power to improve its highways. This general power enables the council to carry out any work, including the provision of equipment, for the improvement of the highway. The council may carry out any resurfacing of the highway required for the Dulwich Village Junction Improvements under this power.
83. There are specific powers under the 1980 Act which enable the council to carry out the following on the highway for the delivery of the Dulwich Village Junction Improvements:
- vary the relative widths of the carriageway and of any footway (section 75);
 - the creation of a segregated cycle track (sections 66(4) and 65).
 - construct road humps and certain traffic calming works (sections 90A-90F);
 - plant trees, lay out grass verges (section 96);
 - lighting of highways (section 97); and
 - enhancing the amenity of the highway and its immediate surroundings e.g. outdoor seating within the public space on Calton Avenue (section 115B).

Traffic Calming Measures - Road Humps

84. For the purposes of this section the introduction of traffic calming measures by way of raised tables will be referred to as “road humps.”
85. In accordance with section 90A of the 1980 Act, the council may construct road humps on a highway which is subject to a motor vehicle speed limit of 30mph or less, and may remove any road humps it has previously constructed.⁴ Traffic calming measures by way of a raised table are proposed at Calton Avenue, Gilkes Crescent and Court Lane. A raised table is a type of road hump with a long flat section.

Procedure for implementing traffic calming measures (road humps)

86. Section 90C requires the council, when proposing to construct a road hump

⁴ “Road humps” are defined within section 90F as “an artificial hump in or on the surface of the highway which is designed to control the speed of vehicles, and references to a road hump include references to any other works (including signs for lighting) required in connection with such a hump.”

under section 90A to consult with the chief officer of police and regulation 3 of the 1999 Regulations requires consultation with the chief officers of the local fire brigade and ambulance services, and any organisations appearing to the council to represent persons who use the highway to which the proposal relates, or to represent persons who are otherwise likely to be affected by the road hump. Officers consider that organisations such as bus operators, waste collection services, and maintenance services will be consulted formally again as part of the statutory process.

87. The council shall also, as required sections 90C(2) and (3), publish in one or more local newspapers (e.g. the London Gazette) and place at appropriate points on the relevant highway a notice of the proposal stating the nature, dimensions and location of the proposed road humps and the address to which, and a period of not less than 21 days (beginning with the date on which the notice is first published) within which, any objections to the proposal may be sent.
88. In accordance with section 90C(4) the council will consider any objections sent in response to the notice and consider if such objections cause a local inquiry to be held and where it does not "wholly accede" to an objection, they will provide reasons for this to any person that has objected.
89. Section 90CA sets out a special procedure for road humps in London whereby the council must notify the Secretary of State for Transport before starting to construct the road hump. The notice shall include the nature, dimensions and location of the proposed road hump, the type and description of signs in connection with the proposed hump and a period of not less than one month within which, and the address to which, the Secretary of State may send any comments on the proposal to the council. This is so the council may have regard to the comments of the Secretary of State in deciding whether to proceed with the construction of the road hump.
90. The council must ensure the humps are constructed to the standards prescribed in the 1999 Regulations.

Pedestrian Crossings

91. The Dulwich Village Junction Improvements involve the creation of new pedestrian crossings at Dulwich Village, Court Lane, Calton Avenue, Turney Lane, and Red Post Hill. The council may establish pedestrian crossings on its highway and may alter or remove any such crossings in accordance with section 23 of the 1984 Act. This does not require a TMO. Before introducing a new pedestrian crossing the council will consult the chief officer of police and notify the public about the proposal (section 23(2)).

Restrictions to be introduced by way of TMOs made under the 1984 Act

92. Some of the measures to implement the Dulwich Village Junction Improvements set out in table 6 require traffic restrictions which will be

implemented by way of TMOs made under sections 6 and 124 of the 1984 Act (and the specific sections mentioned below).

93. Section 6 of the 1984 Act enables the council to make TMOs to control or regulate vehicular and other traffic (including pedestrians) for:
- any of the purposes or with respect to any of the matters, mentioned in Schedule 1 of the 1984 Act; or
 - any other purpose which is a purpose mentioned in any of paragraphs (a) to (g) of section 1(1) of the 1984 Act. These purposes are:
 - (a) avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising,
 - (b) for preventing damage to the road or to any building on or near the road,
 - (c) for facilitating the passage on the road or any other road of any class of traffic (including pedestrians),
 - (d) preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property,
 - (e) for preserving the character of the road in a case where it is specially suitable for use by persons on horseback or on foot,
 - (f) preserving or improving the amenities of the area through which the road runs;
 - (g) any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality).
94. Section 124 and Part IV of Schedule 9 of the 1984 Act provides that certain provisions apply for the making of orders under section 6, such as consulting with the chief officer of police.
95. The TMOs will:
- (a) introduce double yellow lines (no waiting/parking) on Dulwich Village and Turney Road which is authorised by paragraphs 14 and 15 of Schedule 1 of the 1984 Act;
 - (b) introduce cycle parking at Carlton Avenue and Court Lane in accordance with section 63 of the 1984 Act;
 - (c) introduce blips (loading restrictions) between 07.00 and 09.59 hours, and between 16.01 and 19.00 hours at Carlton Avenue, Court Lane, Dulwich Village and Red Post Hill authorised by paragraph 7, schedule 1 of the 1984 Act.
96. The relevant purpose set out in paragraph 92 above for which the TMOs will be made is (f). The reduction of vehicular traffic by implementing the double yellow lines and loading restrictions will make the area more pleasant and safer for pedestrians and cyclists and will complement the

new public space to improve the overall amenity of the Dulwich Village area.

97. Officers note that any road marking or traffic signs required to convey the above traffic restrictions will be introduced in accordance with section 64 of the 1984 Act and the Traffic Signs Regulations and General Directions 2016.
98. The council will remove the loading bays on Calton Avenue by revoking the existing designation order under section 49(2) of the 1984 Act.
99. By virtue of section 122(1) of the 1984 Act, the council has a duty in the exercise of its function as highway and traffic authority so as to secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians, and the provision of suitable and adequate parking facilities on and off the highway. These powers must be exercised so far as practicable having regard to the following matters listed at section 122(2):
 - (a) the desirability of securing and maintaining reasonable access to premises.
 - (b) the effect on the amenities of any locality affected including the regulation and restriction of heavy commercial traffic so as to preserve or improve amenity.
 - (c) the national air quality strategy.
 - (d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles.
 - (e) any other matters appearing to the council to be relevant.
100. The council in satisfying this duty must have proper regard to its s122(1) duty and balancing this duty with the matters set out at s122(2) when making any decision to implement TMOs.
101. In light of the issues discussed in this report and having regard to the matters listed in section 122(2), officers consider that the Dulwich Village Junction Improvements will enable the Council to meet its duty under section 122 of the 1984 Act. The matters which have pointed in favour of implementing the proposals are the encouragement of active travel, which in turn reduces pollution, improve air quality and enhance the amenity of the area. The Dulwich Village Junction Improvements will provide a public space which will improve the amenity of the area, whilst also improving the safety of pedestrians and cyclists using the highway. These also give effect to the objectives in the SfP Strategy as explained above.
102. Section 16(1) of the Traffic Management Act 2004 sets out the traffic management duty. The Council as traffic authority has a duty to manage its road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:

- (a) securing the expeditious movement of traffic on the authority's road network; and
- (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

103. Officers consider that by implementing the Dulwich Village Junction improvements, the Council's network management duty is satisfied for the reasons discussed at paragraph 100.

Statutory consultation and objections

104. Should the cabinet member approve the recommendations set out in this report, the council will need to make TMOs under sections 6 and 124 of the 1984 Act and in accordance with the procedure set out in the 1996 Regulations.

105. The council must first consult statutory consultees (such as the police). The council will publish a notice of the proposed TMO in a local newspaper (Southwark News); and the London Gazette, and make all relevant documents available for public inspection at its Tooley Street offices during normal office hours. The council may publish the notice in other places it considers appropriate to ensure adequate publicity such as posting notices on the road in question; or by writing to those premises which may be affected by the TMO.

106. Any person who wishes to object to the making of the TMO must do so in writing within 21 days of the notice, or, if later, within 21 days of the council's compliance with the publicity and deposit rules, in accordance with regulation 8 of the 1996 Regulations.

107. Should any objections be received they must be properly considered in light of administrative law principles, Human Rights law and the relevant statutory powers and section 122 of the 1984 Act. The council must consider all objections before making the TMO and where it does not "wholly accede" to an objection, they must provide reasons for this in its notification of the making of an order to any person that has objected.

108. None of the proposals requires the council to hold a public inquiry, but the council may decide that one is necessary in light of the objections to the proposed TMO (regulation 9 of the 1996 Regulations). Officers have asked the Cabinet Member to allow them the discretion whether to hold an inquiry or not.

Making of the TMOs

109. Following statutory consultation, any objections will be reported to the Cabinet Member for him to determine whether to proceed with the making of TMOs. Officers may consider that the proposed TMO requires modification before it is made. Again, this will be reported to the Cabinet Member. Any substantial modifications may require a fresh consultation process

(regulation 14).

110. In the event there are no objections to the proposed TMOs or if objections are received and the Cabinet Member decides to proceed with the making of the TMO, the council may make the TMOs any time between the end of the period set for receipt of objections and a date two years after publication of first notice (regulation 16).
111. The council will make a copy of the TMO as made available for inspection at its Tooley Street offices and, within 14 days of making the TMOs and publish in the London Gazette and a local newspaper (Southwark News), a notice of making of the TMO. The council must also individually notify all those persons who made an objection to the TMO and did not withdraw.
112. The TMO will only come into force once the council has published the notice of making, referred to in paragraph 110 above confirming the order has been made.
113. Before the TMO comes into force the council must ensure proper and necessary signage is implemented on or near the affected road to secure that adequate information as to the effect of the TMO is available to persons using the road in accordance with regulation 18 of the 1996 Regulations.

Financial implications

114. The estimated cost for the delivery of the recommendation contained in this proposal is circa £1.5m and this will be funded by :

Funding Source	2023-24	2024-25	TOTAL
Parking Revenue L-8000-2022.01.02 & L-8000-2022.01.08	£208,000	£1,000,000	£1,208,000
CIL funding L-7000-2021.02.12		£97,000	£ 97,000
Climate Change		£250,000	£250,000
Total	£208,000	£1,347,000	£1,555,000

Public consultation

115. See paragraphs 19 to 31 for details of public consultation carried out, and further details in Appendix 2.
116. Officers engaged with ward councillors, Dulwich Estate, Dulwich Society, Dulwich Safer Route to School, Southwark Living Street, Southwark Cyclists Their feedback has informed the design changes. Officers will carry out a follow-up briefing with local councillors following the outcome of this decision-

making report.

117. The design has been reviewed to Urban Design London, a review panel who offer impartial design advice and guidance on a variety of highway, public realm and development schemes to improve the quality of our built environment and help us achieve more sustainable places.

Timescales

118. If the recommendation is approved by the cabinet member they will be progressed in line with the approximate timeline below :

- Statutory 21 day consultation – May 2024
- Reporting back to Cabinet Member with determination of objections (if necessary) – July 2024
- Implementation – from August 2024

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Finance (ENG23/151)

119. This report requests that the cabinet member for climate emergency, clean air and streets considers the response to the public consultation and provides approval to implement a number of traffic and highway improvements and complementary street space measures pertaining to the Dulwich Village Streets for People programme as proposed in this report.
120. The strategic director of finance notes that the estimated costs for of these improvements is £1.555M and there is sufficient resources within the budgets specified in paragraph 114 of this report to fund these proposals.
121. Staffing and other costs connected with this recommendation to be contained with existing departmental revenue budgets.

Assistant Chief Executive – Governance and Assurance

122. The cabinet member is asked to approve the recommendations set out at paragraphs 1 to 10 of this report to implement the Dulwich Village Junction Improvements by way of permanent TMOs and powers exercised under the 1980 Act and the 1984 Act. These recommendations fall within the powers of the individual cabinet member for determination in accordance with paragraph 22, Part 3D of the council's constitution.
123. The background and reasons for the Dulwich Village Junction Improvements are detailed in the body of the report. To implement some parts of the scheme the council will make TMOs in accordance with the powers prescribed by the 1984 Act and the process under the 1996 Regulations as set out in the Legal Implications section above. In the event there are objections received via the statutory consultation to any of the TMOs then officers will present a further report to the Cabinet Member for

him to determine whether to proceed with the making of the relevant TMO (in accordance with paragraph 23, Part 3D of the council's constitution).

124. The council's duty under section 122 of the 1984 Act to secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians, and the provision of suitable and adequate parking facilities on and off the highway has been considered at paragraphs 99 to 101. Officers have carried out the exercise of balancing this duty with the various matters listed under section 122(2) and have recommended that the TMOs required to implement the Dulwich Village Junction Improvements should be made.
125. Officers have considered the council's PSED under section 149 of the 2010 Act at paragraphs 59 to 66 of this report. Officers have addressed the equality issues raised in the design to ensure the scheme promotes equality of opportunity and conclude that the Dulwich Village Junction Improvements are not considered to have a disproportionate effect on any group with a protected characteristic.
126. The Human Rights Act 1998 imposes 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 relevant rights for highway and traffic purposes are Article 8 (respect for homes); and Article 1 of the First Protocol (peaceful enjoyment of property). The implementation Dulwich Village Junction Improvements is not anticipated to engage or breach the provisions of the Human Rights Act 1998.
127. Council Assembly on 14 July 2021 approved a change to the council's constitution to confirm that all decisions made by the council will consider the climate and equality (including socio-economic disadvantage and health inequality) consequences of taking that decision. This has been considered at paragraphs 70 to 79 above.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Streets for People background paper	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Dale Foden Email: Dale.Foden@southwark.gov.uk
Link: https://www.southwark.gov.uk/transport-and-roads/streets-for-people?chapter=2		
Southwark's Climate Strategy 2021	Southwark Council Environment and Leisure Highways 160 Tooley Street London SE1 2QH	Tom Sharland Email: Tom.Sharland@southwark.gov.uk
Link: https://www.southwark.gov.uk/environment/climate-emergency?chapter=3		

APPENDICES

No.	Title
Appendix 1	Dulwich Village Junction Improvements
Appendix 2	Consultation Report
Appendix 3	Equality Impact and Needs Analysis
Appendix 4	Dulwich Village Junction Improvements –Revision
Appendix 5	Consultation Comments
Appendix 6	Phase 1 Report
Appendix 7	Phase 2 Report
Appendix 8	Summary of Tables

AUDIT TRAIL

Lead Officer	Dale Foden, Head of Highways	
Report Author	Clement Agyei-Frempong, Principal Project Manager	
Version	Final	
Dated	20 February 2024	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Strategic Director of Finance	Yes	Yes
Climate Change Director	No	No
Cabinet Member	Yes	No
Date final report sent to Constitutional Team		28 February 2024