

Item No.	Classification: Open	Date: 28 February 2018	Meeting Name: Cabinet Member for Environment and the Public Realm
Report title:		Southwark Spine – East Dulwich to Peckham	
Ward(s) or groups affected:		East Dulwich Ward Peckham Rye Ward South Camberwell Ward The Lane Ward	
From:		Head of Highways	

RECOMMENDATIONS

1. That the Cabinet Member for Environment and the Public Realm approve the scheme for implementation, as shown in the draft outline design (Appendix A) which includes the changes summarised in paragraph 24 below, subject to the necessary statutory procedures and confirmation of construction funding.

BACKGROUND INFORMATION

2. The Southwark Spine is a north-south walking and cycling route between East Dulwich and Borough which forms part of the network as detailed in the 2015 Southwark Cycling Strategy. The route is not just for experienced cyclists but for anyone who wants to use quieter, lower-traffic routes, providing an environment for those cyclists who want to ride at a more leisurely speed.
3. The proposed changes detailed in this report are located between East Dulwich and Peckham. The proposals follow key principles of the healthy streets approach which includes improving the quality of public areas to make walking and cycling pleasant and enjoyable, and improving the health of local residents.
4. Below is a summary of the proposed improvements as part of the approval:
 - Peckham Road/Lyndhurst Way junction
Improvements to the signalised junction for safer cycle access from Kelly Avenue to Lyndhurst Way. LBS and TfL are working together to implement as part of the Peckham Town Centre project.
 - Lyndhurst Way, between Peckham Road and Highshore Road
Road resurfacing, three new sinusoidal speed humps, and three existing pedestrian refuge islands to be widened to remove cycle pinch points.
 - Melon Road/Peckham High Street/Bellenden Road junction
Improvements to the signalised junction for safer cycle access from Kelly Avenue to Lyndhurst Way. LBS and TfL are working together to implement as part of the Peckham Town Centre project.
 - Bellenden Road, Peckham High Street to Highshore Road
Existing single yellow lines to be converted to double yellow lines, two new

raised tables, and one sinusoidal hump.

- Bellenden Gyratory
 - Lyndhurst Way, between Highshore Road and Holly Grove
New raised junction at Lyndhurst Grove, and remove two existing speed humps.
 - Lyndhurst Way between Holy Grove and Chadwick Road
New northbound segregated kerbside cycle lane, with traffic side on-street parking retained. New raised informal pedestrian crossing, and removal of two existing speed humps. One existing traffic lane removed on the approach to Holly Grove.
 - Highshore Road/Bellenden Road junction
New raised table and remove two existing mini roundabout.
 - Bellenden Road, between Highshore Road and Holly Grove
New southbound contraflow cycle lane and replace three existing speed cushions with speed humps.
 - Bellenden Road, between Holly Grove and Chadwick Road
New segregated southbound cycle lane, and removal of one existing southbound traffic lane at its junction with Chadwick Road.
 - Bellenden Road/Chadwick Road junction
New raised junction, new zebra crossing on the northern leg of junction.
 - Holly Grove, between Lyndhurst Way and Belleneden Road
New eastbound segregated cycle lane and removal of one existing eastbound traffic lane at its junction with Bellenden Road. Additional on-street parking spaces to be provided on the southern side of Holly Grove.
 - Holy Grove/Lyndhurst Way junction
New speed table, and replacing three existing three zebra crossings into one.
 - Holy Grove/Bellenden Road junction
New speed table and new zebra crossing.
 - Chadwick Road, between Lyndhurst Way and Bellenden Road
New westbound cycle lane and a new raised zebra crossing.
 - Chadwick Road/Lyndhurst Way junction
Junction kerb buildouts and removal of existing splitter island on the western leg of Chadwick Road.
- Bellenden Village, Bellenden Road between Chadwick Road and Maxted Road
Footpath widening and renewal, new bike stands. Rationalisation of parking and loading bays. Raise existing zebra crossing.

- Maxted Road/Bellenden Road junction
New junction kerb buildouts to tighten junction, and convert existing speed cushion to a sinusoidal speed hump southwest of the junction.
 - Maxted Road
New raised zebra crossing, including the loss of five parking spaces.
 - Oglander Road
New sinusoidal speed hump.
 - Oglander Road/Adys Road junction
New junction buildouts and new raise junction. Removal of 10 existing parking spaces for junction protection and safer road access.
 - Adys Road
Loss of 12 parking spaces for junction protection and safer road access. Three new sinusoidal speed humps.
 - Adys Road/East Dulwich Road junction
Cycle early release signal for north-south movement, subject to TfL approval.
 - Crystal Palace Road
Loss of 37 parking spaces for junction protection and safer road access. Remove pedestrian refuge islands outside numbers 193 and 285 to encourage crossing at the new raised junctions. Retain and widen all pedestrian refuge islands to remove cyclist point (road width to be less than 3.2m).
 - Crystal Palace Road/Goodrich Road junction
New raised junction. Loss of 10 parking spaces for junction protection and safer road access.
 - Goodrich Road/Landells Road junction
Loss of eight parking spaces for junction protection and safer road access. New raised junction.
 - Landells Road
Four new sinusoidal speed humps.
5. In accordance with paragraph 22 of section 3D of the council's constitution, the Cabinet Member is responsible for the decision to implement any traffic and highway improvement project, subject to statutory consultation.
6. The consultation for the proposal opened on Friday 24th November 2016 to Monday 19 December 2016. The consulted proposal is listed below, with the consultation plans found in Appendix B:
- Peckham Road/Lyndhurst Way junction
Improvements to the signalised junction for safer cycle access from Kelly Avenue to Lyndhurst Way. LBS and TfL are working together to implement as part of the Peckham Town Centre project.
 - Lyndhurst Way, between Peckham Road and Highshore Road

Road resurfacing, three new sinusoidal speed humps, and three existing pedestrian refuge islands to be removed.

- Melon Road/Peckham High Street/Bellenden Road junction
Improvements to the signalised junction for safer cycle access from Kelly Avenue to Lyndhurst Way. LBS and TfL are working together to implement as part of the Peckham Town Centre project.
- Bellenden Road, Peckham High Street to Highshore Road
Existing single yellow lines to be converted to double yellow lines, two new raised tables, and one sinusoidal hump.
- Bellenden Gyratory
 - Lyndhurst Way, between Highshore Road and Holly Grove
New raised junction at Lyndhurst Grove, and remove two existing speed humps.
 - Lyndhurst Way between Holy Grove and Chadwick Road
New northbound segregated kerbside cycle lane, with traffic side on-street parking retained. New raised informal pedestrian crossing, and removal of two existing speed humps. One existing traffic lane removed on the approach to Holly Grove.
 - Highshore Road/Bellenden Road junction
New raised table and remove two existing mini roundabout.
 - Bellenden Road, between Highshore Road and Holly Grove
New southbound contraflow cycle lane and replace three existing speed cushions with speed humps.
 - Bellenden Road, between Holly Grove and Chadwick Road
New segregated southbound cycle lane, and removal of one existing southbound traffic lane at its junction with Chadwick Road.
 - Bellenden Road/Chadwick Road junction
New raised junction, new zebra crossing on the northern leg of junction.
 - Holly Grove, between Lyndhurst Way and Bellenden Road
New eastbound segregated cycle lane and removal of one existing eastbound traffic lane at its junction with Bellenden Road. Additional on-street parking spaces on the southern side of Holly Grove.
 - Holy Grove/Lyndhurst Way junction
New speed table, and replacing three existing three zebra crossings into one.
 - Holy Grove/Bellenden Road junction
New speed table and zebra crossing.
 - Chadwick Road, between Lyndhurst Way and Bellenden Road
New westbound cycle lane and a new zebra crossing.

- Chadwick Road/Lyndhurst Way junction
Junction kerb buildouts and removal of existing splitter island on the western leg of Chadwick Road.
- Bellenden Village, Bellenden Road between Chadwick Road and Maxted Road
Footpath widening and renewal, new bike stands. Rationalisation of parking and loading bays.
- Maxted Road/Bellenden Road junction
New junction kerb buildouts to tighten junction, and convert existing speed cushion to a sinusoidal speed hump southwest of the junction.
- Maxted Road
New raised zebra crossing, including the loss of five parking spaces.
- Oglander Road
New sinusoidal speed hump.
- Oglander Road/Adys Road junction
New junction buildouts and new raise junction. Removal of 10 existing parking spaces for junction protection and safer road access.
- Adys Road
Loss of 16 parking spaces for junction protection and safer road access.
- Crystal Palace Road
Removal of four pedestrian refuge islands. Loss of 37 parking spaces for junction protection and safer road access.
- Crystal Palace Road/Goodrich Road junction
New raised junction. Loss of 10 parking spaces for junction protection and safer road access.
- Goodrich Road/Landells Road junction
Loss of eight parking spaces for junction protection and safer road access.
- Landells Road
Four new sinusoidal speed humps.

7. The draft consultation report can be found in Appendix C.
8. The Designer's response to consultation feedback can be found in Appendix D.
9. In general, the consultation results were mixed; with the majority of objections arising from on-street parking loss.

KEY ISSUES FOR CONSIDERATION

Summary of consultation process and findings

10. Public consultation, including with key stakeholders, was carried out between Wednesday 1 November to Monday 4 December 2017.

11. Ward members were consulted during public consultation.
12. The proposals were presented at the Peckham Community Council on Wednesday 17 January 2018, and at the Dulwich Community Council on Wednesday 20 January 2018.
13. Key Stakeholders include Southwark Cyclists and the London Cycling Campaign. A summary of their comments can be found in Appendix C.
14. Overall the respondents did not support the scheme, with 63% not in favour, and 28% in favour. A more detailed breakdown can be seen in the draft consultation report in Appendix C.
15. The draft outline design in Appendix A will be amended to consider and mitigate concerns from all consultation comments received.
16. If approved for implementation the project will be subject to the statutory consultation procedure required to make any permanent Traffic Management Order. Any objections received as part of that statutory procedure and which cannot be resolved will be the subject of a further report for approval by the cabinet member.
17. Full details of the draft consultation results, conclusions and recommendations can be found in Appendix C.
18. The Maxted Road zebra crossing is currently being fast-tracked for delivery given the high level of support, and urgency to improve pedestrian safety for schools.
19. Consideration was made to implementing modal filters to reduce through traffic along the route. The closure of the rail bridge on Camberwell Grove, a north-south road, has seen increases in traffic volumes along the Southwark Spine. Any modal filters near the Southwark Spine would likely create significant impact on the network and other proposed north-south cycle routes such as the Bermondsey to Catford Quietway. It is therefore recommended that any proposals to reduce through traffic is investigated post-monitoring of the Camberwell Grove rail bridge opening.
20. The route currently ends on Landells Road. It is recommended that a new project to investigate connectivity along Barrys Road is coordinated with the Peckham Rye to Dulwich quietway project.
21. Some comments received during the consultation were regarding possible increases in pollution caused by the introduction of traffic calming measures. At present no evidence has been produced to indicate that changes in air quality would be sufficient to offset the number of people killed and seriously injured due to speeding vehicles on London's roads every year. Until conclusive data is produced that shows more lives will be saved without traffic calming than with, the council will continue to produce schemes in accordance with current road safety rationales.
22. Following the design quality audit review, the total loss of on-street parking has been reduced by 4. Below is a summary of parking loss proposed pre and post consultation:

Existing Ward Boundaries	Road name	Pre-consultation		Post-consultation	
		Improving safety at junctions	Providing safer road access	Improving safety at junctions	Providing safer road access
The Lane Ward	Adys Road	4	2	4	0
South Camberwell Ward	Oglander Road	0	5	0	5
	Adys Road	0	10	0	8
Peckham Rye Ward	Crystal Palace Road	0	0	0	0
East Dulwich Ward	Crystal Palace Road	26	4	26	4
	Goodrich Road	4	0	4	0
	Landells Road	4	0	4	0
Total		38	21	38	17

New Ward Boundaries	Road name	Pre-consultation		Post-consultation	
		Improving safety at junctions	Providing safer road access	Improving safety at junctions	Providing safer road access
Rye Lane Ward	Adys Road	4	8	4	8
Goose Green Ward	Oglander Road	0	5	0	5
	Adys Road	0	4	0	0
	Crystal Palace Road	22	4	22	4
Dulwich Hill	Crystal Palace Road	4	0	4	0
	Goodrich Road	4	0	4	0
	Landells Road	4	0	4	0
Total		38	21	38	17

23. Requests for a CPZ along the route will be put forward for consideration as part of the 2018/19 parking programme.

Design changes based on consultation responses

24. The initial consultation layout is shown in Appendix B. In response to stakeholder concerns and issues raised during consultation, the draft designs shown in Appendix A will be amended following the approval of this report. The changes to the initial design are summarised as follows:

- Lyndhurst Way, between Peckham Road and Highshore Road
Pedestrian refuge islands to be widened to remove cycle pinch points (road width less than 3.2m).
- Bellenden Gyratory
 - Bellenden Road, between Holly Grove and Chadwick Road
Identify potential for a loading zone under rail bridge.
 - Chadwick Road, between Lyndhurst Way and Bellenden Road
New zebra crossing to be implemented on a new raised table.
 - Chadwick Road/Lyndhurst Way junction
Reduce kerb buildouts to allow safer tracking of right turning buses.
- Bellenden Village, Bellenden Road between Chadwick Road and Maxted Road
Raise existing zebra crossing.
- Adys Road
Retain the four parking spaces outside St. Johns and St. Clements Primary School. Provide three new sinusoidal speed humps.
- Adys Road/East Dulwich Road junction
Introduction of cycle early release, subject to TfL approval.
- Crystal Palace Road

Retain and widen pedestrian refuge islands outside numbers 57 and 97 to ensure cyclist critical road width is 3.2m.

25. The latest designs will be uploaded to the project website which will provide further opportunity for stakeholders to provide comment.

Policy implications

26. The recommendations contained within this report are consistent with the council's Transport Plan 2011, particularly:
 - Policy 2.3 – Promoting and encouraging sustainable travel choices in the borough
 - Policy 5.1 – Improving safety on our roads and to help make all modes of transport safer.
 - Policy 6.1 – Making our streets more accessible for pedestrians.

Community impact statement

27. The implementation of any transport project creates a range of community impacts. All transport schemes aim to improve the safety and security of vulnerable groups and support economic development by improving the overall transport system and access to it.
28. 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.

Resource implications

29. The estimated cost of the scheme, including design and project management fees, is £1,737,040.85. The estimate for the scheme is within the allocated funding and allows for some contingencies.
30. The commencement of the Construction stage will be subject to confirmation of funding for construction at the end of the Detailed Design stage.
31. The contract for work will not be awarded and the scheme will not be started until all the funding for construction is secured.
32. The total expenditure incurred, including project management fees, against the capital allocation for the scheme will be monitored and reported as part of the overall Capital Programme.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

33. The Cabinet Member for Environment and Public Realm is being asked to approve the scheme referred to in this report and as shown in the outline design (Appendix A) which incorporates the changes specified in paragraph 24 of this report.

34. Part of the scheme requires a traffic management order. The procedure for implementing a traffic management order involves a statutory consultation. The report acknowledges that if any objections to the consultation cannot be informally resolved, then consideration of those objections and a decision on whether to proceed with that part of the scheme will be subject to a further report to the Cabinet Member for Environment and Public Realm.
35. 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. The report considers that these proposals will actually improve road safety and will therefore provide an overall benefit.
36. 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 these purposes are Article 8 (respect for homes); Article 6 (natural justice) and Article 1 of the First Protocol (peaceful enjoyment of property).
37. The implementation of this transport scheme is not anticipated to have any detrimental impacts on a particular group or to breach the provisions of the Human Rights Act 1998.
38. The Council's constitution gives the cabinet member the responsibility for, amongst other things, street scene, traffic management and parking enforcement. In accordance with Part 3D paragraph 22 of the Southwark Constitution, Individual Cabinet Members can in respect of a Transport issues, implement a traffic and highway improvement project, subject to statutory consultation.
39. This decision therefore falls within the cabinet member's area of responsibility.

Strategic Director of Finance and Governance (CAP17/112)

40. This report is requesting approval from the Cabinet Member for Environment and Public Realm to implement the scheme, as shown in the draft outline design (Appendix A) and include changes summarised in paragraph 24, subject to the necessary statutory procedures.
41. The strategic director of finance and governance notes that there are sufficient funds to complete the Detailed Design phase of the scheme.
42. The strategic director of finance and governance also notes that the commencement of the construction stage will be subject to confirmation of funding no commitment will be made on these projects until all the funding secured and confirmed.

43. It is also noted that any future maintenance costs arising from this investment will be funded from existing Highways division's revenue budgets.
44. 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	Southwark Council Environment and Social Regeneration Network Development 160 Tooley Street London SE1 2QH	Matt Hill 020 7525 3541

APPENDICES

No.	Title
A	Draft outline design
B	Draft consultation plan
C	Draft consultation report
D	Designer's consultation response

AUDIT TRAIL

Lead Officer	Matthew Hill, Head of Highways	
Report Author	Albert Ang, Highways	
Version	22 February 2018	
Dated	22 February 2018	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Legal Services	Yes	Yes
Strategic Director of Finance and Corporate Services	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team/ Team	27 February 2018	