Improving safety at Camberwell Green

Report July 2018
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Executive summary

This document explains the processes, responses and outcomes of the public and stakeholder engagement on our proposals to improve safety at Camberwell Green.

We have been working with Southwark Council to deliver safety improvements at the Camberwell Green junction because its recent collision history ranks it as a priority for improvement.

Our plans aim to improve safety for people walking and cycling in the short-term as we continue to work with Southwark Council and the local community to develop more transformative proposals. Our designs are coordinated with Southwark Council’s other plans for the area including ‘pocket places’ on side streets.

We welcomed comments or questions about our plans and ideas for other changes we might consider.

How we plan to proceed

Most comments were about ideas for the junction’s more transformative plans in the future. The proposed improvements in the current scheme will improve the urban environment in the area and make walking and interchanging with buses easier and safer. Other comments were about the detail of the proposals and we are now working on including these in the detailed design and discussing them further with the key stakeholders.

We will be keeping local people informed of progress at local meetings such as the Camberwell Forum as we finalise the plans and will monitor the impacts of this initial safety scheme as we continue to work with Southwark Council and the local community to develop more transformational plans. There are a number of redevelopment sites planned across Camberwell which need to be considered and incorporated into our transformational plans for the area. Planning permission is still yet to be granted on a number of these schemes and the outcome of these decisions will influence the design of our long-term plans.

We are working on the future programming for the delivery of this scheme in line with completion of the final design, co-ordinating with adjacent works, available funding, and approvals.

We will consider the use of temporary materials wherever appropriate to avoid abortive costs ahead of a longer-term scheme.
1. About the proposals

We have been working with Southwark Council to deliver safety improvements at the Camberwell Green junction because its recent collision history ranks it as a priority for improvement.

Our plans (see Appendix A) aim to improve safety for people walking and cycling in the short-term as we continue to work with Southwark Council and the local community to develop more transformative proposals. Our designs are coordinated with Southwark Council’s other plans for the area including ‘pocket places’ on side streets.

As it had been previously mentioned in earlier proposals that bus services might be changed in the area we emphasised that there would be no changes to bus services as part of these proposals and the only stop that would be moved is stop E relocated 35m north because of the proposed pedestrian crossing.

1.1 What we plan to do

For people walking

- Wider footways to remove existing pinch-points
- A new crossing on Camberwell Road by Camberwell Passage
- Wider crossings on Camberwell Road and Camberwell Church Street
- More pavement space on the junction’s south east corner
- Renewed footways
- Modern signals with pedestrian countdown
- Reduced street clutter
- Southwark Council’s proposal to move the Denmark Hill pedestrian crossing to Butterfly Walk. This was consulted on in July and August 2015.

For people cycling

- Two-stage right-turns at the junction in the west to south and east to north directions
- An early release at the traffic lights on all four arms of the junction
- Deeper Advanced Stop Lines (ASLs)
- Mandatory cycle lane on Camberwell Church Street westbound approach to operate at all times
- St Giles bus stop moved further west from the Vicarage Grove junction to improve safety of left turning cyclists on the LCN 23 cycle route.

**For people using buses**

- Minimise the delays to bus passengers.

See Appendix A for the detail. We will also retain the 20mph speed limit at the junction and on all the approaches.

**1.2 The reasons why we developed these proposals and asked people about them**

Camberwell is a busy town centre and residential area. Camberwell Green attracts a lot of visitors, especially when it has events.

The bus stops and bus services around the junction are an important interchange. There are no train or underground services in Camberwell, therefore many Camberwell residents depend on buses. The nearest rail station is at Denmark Hill, approximately half a mile away.

The 15 high frequency bus services that use the junction carry over 5,000 passengers in the AM peak hour and more than 6,000 passengers in the PM peak hour. The area can feel dominated by traffic and the footways are crowded.

Based on analysis of other junctions where these measures have been introduced we expect collisions to reduce by about 40% based on a set of assumptions using guidance (e.g. from the Royal Society for the Prevention of Accidents) to calculate the number of collisions that could be prevented. This method is widely used to develop an estimate for the number of collisions likely to be prevented as a result of an engineering intervention. We went back through five years of collisions within the extent of the scheme to examine what we could potentially achieve in terms of this scheme. Some accidents are not treatable in an engineering context and therefore they are not included in potential savings. It would not for instance include alcohol impaired collisions. Some of the measures that we are proposing are relatively new (such as early releases for cyclists) and as such there is limited data available on the likely reduction in collision rate associated with them. When we look at area wide schemes such as this it is not untypical to expect collision reductions of about 40% of treatable accidents overall and this would equate to a reduction of 5 collisions per year. This is a figure that is used as guidance for estimating accident savings on an area-wide basis. Schemes such as this are monitored over a 3-year period in terms of accidents so that the actual reduction in accidents can be assessed. We track the performance of a scheme using a database to monitor any variation between the actual collision performance for (normally) 3 years before and after an engineering intervention.
Improving safety at Camberwell Green

Working towards the Mayor’s objective of increasing trips made by foot, cycle or public transport by providing more space for people walking, bus passengers and cycling. We can encourage more people to use these healthy and sustainable forms of transport, whilst keeping other traffic moving. These improvements will:

- Improve road safety, in particular for people walking and cycling
- Encourage more people to walk and cycle
- Improve the public realm and contribute to the wider regeneration of the area
- Maintain reliable bus services.

1.3 Potential effects of our proposals on journey times

We expect the changes to result in some changes to journey times for road users. These are outlined below. Major transport projects at Vauxhall, Oval and Elephant and Castle have already influenced traffic flows in the area. These have been taken into consideration in our calculations of the impact on journey times and traffic queuing through the Camberwell junction. We have tested different scenarios and with this design no new turning restrictions are planned. We expect minimal traffic re-routing onto local, residential roads.

For people walking

There will be an overall reduction in waiting time to cross the Camberwell Road/Denmark Hill junction and a 32-second increase in time given to people crossing Denmark Hill.

A new pedestrian crossing will be introduced at Camberwell Passage/Camberwell Green and traffic signals will be removed at the junction of Camberwell Church Street/Grove Lane/Artichoke Place. These will be replaced with a pedestrian crossing on Camberwell Church Street. Pedestrian crossings at other locations are retained and improved where possible, including the installation of Pedestrian Countdown displays where possible.

For people cycling

With the early release at the Camberwell Road/Denmark Hill junction for the A202 and the two-stage right-turn west to north and east to south, cycle journeys will be improved and safer. Converting the mandatory cycle lane on Camberwell Church Street to operate at all times will mean people cycling are no longer obstructed by parked vehicles.

For people using buses

While some bus services are predicted to see a slight reduction in journey times, others could experience an increase. In the AM peak hour we anticipate bus journey
times for Routes 436 and 36 will increase by between 90 and 120 seconds through the Camberwell Area, and Routes 171, 12 and 345 are predicted to increase by between 30 and 90 seconds through the Camberwell Area.

In the PM peak hour we anticipate Routes 35, 345 and 484 will increase by between 30 and 60 seconds through the Camberwell Area, Routes 436 and 36 to improve by 30 to 60 seconds, and Routes 12, 40, 148 and 171 are expected to improve by up to 30 seconds through the Camberwell Area.

**For people driving**

In the AM peak we anticipate westbound journey times along the A202 to increase by around 60 seconds because of the new junction design at Camberwell Road/Denmark Hill and new early-starts for people cycling. We anticipate northbound journey times along Denmark Hill to increase by up to 30 seconds because of the resulting timing changes to minimise impact along the A202.

In the PM peak we anticipate journey times from Coldharbour Lane to increase by around 60 seconds because of the resulting timing changes to minimise impact on the rest of the network.

**For people parking and loading**

On Camberwell Church Street there will be an 8.5m reduction to the loading bay to reflect bay usage. On Camberwell Road the loading bay will be inset into the footway. The loading bay on Denmark Hill will be shared with the relocated taxi rank from Camberwell Church Street.

**1.4 Wider vision and further improvements**

These safety improvements are part of wider planned improvements to the Camberwell area including:

- Refurbishment of Camberwell Green by Southwark Council
- ‘Pocket places’ on side streets by Southwark Council
- A Low Emission Bus Zone which includes bus reliability measures and less polluting buses from Camberwell to New Cross in 2019
- Improvements to the Denmark Hill/Orpheus Street junction and the relocation of the pedestrian crossing to Butterfly Walk by Southwark Council.

These safety improvements will be monitored and we will share the results with Southwark Council and the local community. We will also work with the community to plan further improvements at the junction. This could provide improved bus reliability, further improve safety, support healthy travel and reduce pollution.
Camberwell also has a number of sites identified for redevelopment, which should help unlock further improvements if planning permission is approved.
2. About the engagement

2.1 Why we asked people for their comments or questions about our plans and ideas for other changes we might consider

The formal engagement from 24 July 2017 to 3 September 2017 followed several years of discussions and refining of the plans. We now have designs for the initial safety improvements and sought local and stakeholder opinion about them before implementing them. The potential outcomes are:

- We decide the formal engagement raises no issues that should prevent us from proceeding with the scheme as originally planned
- We modify the scheme in response to issues raised
- We abandon the scheme as a result of issues raised.

The objectives were:

- To give stakeholders and the public easily-understandable information about the detailed proposals and allow them to respond
- To understand the level of support or opposition for the changes
- To understand any issues that might affect the proposal of which we were not previously aware
- To understand concerns and objections
- To allow respondents to make suggestions.

2.2 Summary

We hand delivered letters about the proposals to 20,365 residents and businesses within a defined area broadly aligned with ward boundaries (Appendix A). We sent an email to local stakeholders and we met them before, during and after the engagement period, including:

- Camberwell Community Forum
- SE5
- Camberwell Society
- Southwark Pensioners Forum

We also had public events at:

- Camberwell Community Forum (three times)
- Southwark Pensioners Forum
People were invited to respond using a variety of methods. They could respond by speaking to us at an event or meeting, via our freepost address (FREEPOST TFL CONSULTATIONS), by emailing consultations@tfl.gov.uk or through the website questionnaire at consultations.tfl.gov.uk/roads/camberwell-green where they could let us know their views.
3. Summary of responses

We received 190 comments and suggestions – online and by email. The main themes are summarised below.

More transformative proposals needed

The London Cycling Campaign (LCC) and 165 campaign responses from the LCC said the proposals gave some minor benefits to cycling safety but fails in any meaningful manner to tackle the dominance of motor vehicles and the barriers that represents to walking and cycling in the area. And that it misses the opportunity to trial more radical and transformative plans using temporary materials.

They said the junction will remain a major barrier to walking and cycling in and through the area and that many lanes of traffic, loading bays and pinch points, staggered pedestrian crossings, ASLs and ‘two-stage right’ cycle turns do not represent appropriate facilities in line with the Mayor and TfL’s Healthy Streets programme. And that nor do they even represent appropriate facilities for the 2,500 people who daily cycle through this area already.

They said a more appropriate permanent scheme must be brought forward immediately, to include the surrounding residential streets so through-motor vehicle traffic does not displace into them and assess potential quieter links and routes through the area with a view to generating safer, quieter spaces for walking and cycling on the main roads by reducing or removing turning movements into and out of the side streets. And that any longer-term scheme should reflect the Mayor’s new Transport Strategy and its promotion of the reduction of motor vehicle traffic and dominance and the potential for cycling using bidirectional cycle tracks, making some main roads one way or bus-only (with cycle tracks), removing lanes or widening roads using compulsory purchase powers at pinch points.

They suggested:

- inset parking bays moved to side streets or ‘floated’ out to create protected space for cycling
- a carefully-enforced 20mph speed limit and designs to reflect that
- that as a short-term measure bus lane hours should be extended and wherever possible, made continuous, without interruption by parking and loading bays
- Medlar Street and the left-turn from Camberwell New Road into Camberwell Road should be banned with a view to creating protected space for cycling
- that the crossing between Grove Lane and Artichoke Place potentially enables a quiet north-south cycle route via Kimpton Road and that a parallel crossing, closer to the junction mouth should be considered whereas the crossing proposed reduces amenity for those cycling.
Southwark Cyclists reiterated LCCs points but also suggested that the cycle lane should be signalised so that cyclists are not in conflict with left turning traffic. They also suggested that the advisory cycle lane could be made mandatory through the use of materials such as bolt on bollards.

**There is no protected space for people cycling**

People suggested protected lanes or segregation for people cycling including floating bus stops and have an all-green phase for people cycling instead of two-stage right turns at the junction which people said don’t work or aren’t followed, or replace the junction with a roundabout.

People also said it won’t encourage more cycling and is not contributing to Healthy Streets as they said it would cause more congestion and pollution. Other suggestions were restrict access to the kerb (loading and parking), enforce 20mph speed limit and mandatory cycle lanes, have mandatory ASL feeder lanes at the junction, and instead of wider bus lanes have mandatory cycle lanes and narrow bus lanes to slow motor traffic.

London TravelWatch said have fewer cycle lane logos too near the kerb and allow people cycling to position themselves safely.

London Cycling Campaign (LCC) stated that the scheme does not fit into the Mayor’s Heathy Streets programme and road space should be allocated to facilities that promote a growth in cycling rather than motorised traffic. They stressed that the junction of Camberwell New Road, Denmark Hill, Camberwell Road and Camberwell Church Street will remain a major barrier to walking and cycling in the area. They believed that Advance Stop Lines and two stage right turn cycle lanes are not appropriate facilities for the numbers of current cyclists. LCC suggested that a more strategic permanent scheme should be brought forward as soon as possible.

The Camberwell Society suggested segregated lanes on the approaches which were investigated previously.

Southwark Living Streets suggested the 20mph limit is extended to the west to the junction with John Ruskin Street and to Oval and east to Peckham Town Centre, and use the Toolkit of measures for 20mph limits to help enforce it. It also suggested cycle segregation with wands or the light segregation that has been used on Quietway 14 in Chancel Street.

Stop Killing Cyclists suggested having junction bypasses via Love Walk, protected cycle lane on Denmark Hill, and all of the left-hand turns should have protected bypasses included along the lines of the proposals for Lambeth Bridge. It supports the two-stage right-hand turns and the 24/7 mandatory path westbound along Camberwell Church Street. It suggests the bus stops on Camberwell Church Street and Denmark Hill are floating which impacts loading and carriageway space, and
Cycle Superhighway 5 along Camberwell Church Street protected as in Vauxhall. It also suggested removing the loading bay on Camberwell Church Street and the inset loading bay/ taxi rank on Denmark Hill. It further suggested pavements aren’t widened and road space is re-allocated through the junction to people cycling to allow for segregation.

Southwark Pensioners Forum asked for accident statistics showing pedestrian casualties compared to people cycling and ensure cyclist and driver behaviour is enforced at the junction for a period after implementation.

More space needed for people walking

People suggested wider pavements for people walking and straight across crossings to give people walking priority and encourage more people to walk. An Oxford Circus style crossing across the junction was suggested to consolidate the number of crossing points and make it easier to navigate and shorter to cross, or widen all crossings and give longer crossing times which would impact other road users including people using buses.

A crossing on Camberwell New Road towards the Oval/Camberwell Passage was suggested and for the crossings at the junction of Grove Lane, Camberwell Church Street and Artichoke Place to be retained. And for drivers to have a clear view of the traffic lights which are often obstructed by queuing buses.

The Camberwell Society suggested straight across crossings on all four arms of the junction which would mean longer wait times for people walking, cycling and people using buses.

Southwark Living Streets suggested increasing the pavement width on Camberwell Church Street south-side and that taxis are provided for away from the congested town centre potentially relocated to Orpheus Street where they wouldn’t be visible to people wanting taxis. It also suggested a Copenhagen crossing at Camberwell Grove with Camberwell Church Street and at other crossings.

Southwark Pensioners Forum suggested a coloured surface on new crossings to make them stand-out as people walking have priority and not for traffic to block them and for the Yellow Boxes to be kept to encourage drivers not to proceed and block crossings until the way ahead is clear.

Keeping buses moving

People wanted to keep buses moving. People don’t want increased bus journey times and said moving stops and giving more bus space to people cycling will put people off from using buses. People said that we need to keep buses moving as more people use them than cycle.
London TravelWatch said it wants bus lanes to operate all the time for the benefit of passengers and people cycling but they are needed for servicing the frontages and loading.

Southwark Living Streets would like to see more transformative proposals that meet local aspirations for a fairer balance between the needs of people in Camberwell and motor vehicles, with reducing capacity for motor vehicles a priority while retaining and improving access for people using buses, and road user charging as soon as possible.

**Other suggestions**

- coordinate building works with the Waterloo scheme in particular
- make it clear how people cycling will be expected to navigate the junction, especially how two-stage right-turns will work
- bring the hire bikes to Camberwell
- limit the number of polluting buses in the area/move a bus garage
- have more trees
- improve the lighting, especially on the footways which can be dark and intimidating
- consider traffic calming measures on Camberwell New Road between Wyndham Road and Medler Street
- close the north exit from Grove Lane and divert traffic via Daneville Road
- close Artichoke Place and have the adjacent car park accessed via Kimpton Road
- declutter the pavements to provide more space, especially relocate the bins
- make junction of Warner Road and Camberwell New Road left-turn only as right-turning vehicles block traffic which also delays busses leaving the bus stop
- have a pedestrian crossing at Love Walk as previously proposed and campaigned for
- extend the bus lane hours on Camberwell Church Street to harmonise with Camberwell Road
• ban the left turn for motor vehicles from Camberwell Road for an eastbound mandatory cycle lane

• raise junctions and remove median markings to slow traffic

• have colourful crossings to change the feel of the street and calm traffic (could work with the local Camberwell College of Art)

• use temporary materials and make use of temporary or experimental traffic orders to trial ideas

• have a pedestrian crossing at Orpheus Street Denmark Hill end

• improvements needed to Grove Lane and Artichoke Place

• don’t move the bus stop to on the corner of Denmark Hill into Orpheus Street as part of the Pocket Places proposals

• provide an update on CS5 proposals for the junction

• consider pedestrian priority over side roads with ‘blended crossings’ or ‘continuous footways’

• Taxis access to bus lanes to be maintained

• consider a pedestrian crossing on Peckham Road opposite Camberwell College of Art

• consider a left turn capability on Grove Lane for people cycling approaching Camberwell along Camberwell Church Street to avoid the busy roads in Camberwell

• move the bus stop or widen the pavement at Vassall Road on the west side of Camberwell New Road outside the Co-Op

• arrange for older people to meet with the bus garages/operators over bus issues for them.
4. Response to issues raised

Listening to feedback

We have listened to what people said, their comments and suggestions and answered their questions. We will keep local people informed as the scheme develops and work with them on helping to achieve their aspirations for the area though some of these aspirations conflict and it may not always be possible to achieve a consensus.

Considering provision for cyclists and pedestrians

In the Mayor’s Transport Strategy, the Mayor has set out a plan for 80% all trips to be made by public transport, walking or by cycling by 2041.

This interim scheme for Camberwell Green is being primarily being delivered as a safety scheme for pedestrians, whilst maintaining connectivity as an important bus interchange. We have included provision for cyclists where possible and will consider more transformative provision as part of longer term plans for the area.

Lighting

We will improve pavement lighting as part of modernising the lighting scheme at the junction.

Signal timings

When completed we will review the signal timings to ensure these are working optimally for people cycling and walking.

Street clutter

We will work with Southwark Council over enforcement for placing bins and other obstacles on the pavement.

Speed limits

We will work on standardising the speed limit on the wider corridor.

Next steps

We are now working on the detailed design for construction and hope to include as many of the suggestions and address the comments as possible and will present this back to the Camberwell Community Forum. As part of this we will arrange briefings on other improvements that are happening to give a wider context to these initial safety improvements such as cleaner buses, taxis and electric vehicles, and the T-Charge and Ultra Low Emission Zone.
We will work to develop a more transformative scheme in line with available funding that protects buses but gives greater priority to people walking and cycling in the town centre.

Southwark Council also want to relocate Bus Stop Q further north to provide better visibility for people crossing.
Appendix A - Information distribution area and copy of the information
22 July 2017

We are improving safety at Camberwell Green junction as part of ongoing improvements and would like your views

We have been working in partnership with Southwark Council to deliver safety improvements at the Camberwell Green junction because its recent collision history ranks it as a priority for improvement.

Our plans aim to improve safety for pedestrians and cyclists in the short-term as we continue to work with Southwark Council and the local community to develop more transformative proposals. Our designs are coordinated with Southwark Council’s other plans for the area, including ‘pocket places’ on side streets – see more about them at consultations.tfl.gov.uk/roads/camberwell-green

We welcome comments or questions about our plans and ideas for other changes we might consider. You can tell us using the survey on the website. What we plan to do:

For Pedestrians
- Wider footways to remove existing pinch-points
- A new crossing on Camberwell Road by Camberwell Passage
- Wider crossings on Camberwell Road and Camberwell Church Street
- More pavement space on the junction’s south east corner
- Renewed footways
- Modern signals with pedestrian countdown
- Reduced street clutter
- Southwark Council’s proposal to move the Denmark Hill pedestrian crossing to Butterfly Walk. This was consulted on in July and August 2015.

For Cyclists
- Two-stage right turns at the junction in the west to south and east to north directions
- An early release at the traffic lights on all four arms of the junction
- Deeper Advanced Stop Lines (ASLs)
• Mandatory cycle lane on Camberwell Church Street westbound approach to operate at all times
• St Giles bus stop moved further west from the Vicarage Grove junction to improve safety of left turning cyclists on the LCN 23 cycle route
• Resurfacing throughout the junction.

We will retain the 20mph speed limit at the junction and on all the approaches. Based on analysis of other junctions where these measures have been introduced we expect collisions to reduce by about 40%.

See the drawings attached and our website for the background where you can download the drawings and see them in more detail.

Our plans form part of the Mayor of London’s plan for Healthy Streets - a long-term vision to encourage more Londoners to walk, cycle and use public transport by making London’s streets healthier, safer and more welcoming. By providing more space for pedestrians, bus passengers and cyclists we can encourage more people to use these healthy and sustainable forms of transport, whilst keeping other traffic moving. These improvements will contribute to Healthy Streets by:
• Improving road safety, in particular for pedestrians and cyclists
• Encouraging more people to walk and cycle
• Improving the public realm and contributing to the wider regeneration of the area
• Maintaining reliable bus services.

We will monitor the impacts of this initial safety scheme and will continue to work with Southwark Council and the local community to develop more transformational plans.

We aim to start work on the safety improvements in spring 2018 for completion by December 2018.

Please give us your comments or questions about our plans for safety improvements and ideas for other changes we might consider at consultations.tfl.gov.uk/roads/camberwell-green by 3 September 2017.

Yours faithfully

Simon Mouncey
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Improving safety at Camberwell Green
Improving safety at Camberwell Green