

London Borough of Southwark

Cycle Demand Study, Southwark

Final Report

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I Introduction

I.1 The brief

- 1.1.1 Phil Jones Associates, with John Parkin as a retained consultant, was commissioned to prepare a review of cycling demand for the London Borough of Southwark. The brief for the study was broadly based on the methodology for assessing cycle demand encapsulated in the forthcoming Chapter 'Planning for Cycling' to be published by the Chartered Institution of Highways and Transportation in the manual 'Streets and Transport in the Urban Environment'.¹
- 1.1.2 The purpose of the study is to allow LB Southwark to be in a strong position of knowledge and understanding as it moves forward towards bidding for money to support and promote cycling.

I.2 Report structure

- 1.2.1 The first task was to identify potential cycling demand and a range of sources has been used for this purpose. Chapter 2 provides detail of the sources, the methods of analysis used and the outcomes. The second task was to identify corridors for cycle movement which are important and should be prioritised for improvement. Again, a range of data sources has been used based on previous extensive work undertaken in Southwark, some site visits and other data such as traffic volume and safety data. Outcomes from this task are reported in Chapter 3.
- 1.2.2 Perceptions of lack of safety are thought to be a significant deterrent to cycling for many people, the level of service provided (as well as promotional and training activities) will need to be sufficient to overcome such perceptions and attract new trips. This final task of identifying appropriate potential infrastructure interventions is reported in Chapter 4. An overall concluding summary is provided in Chapter 5.

I.3 The appendices

- 1.3.1 The main focus in the work, which has been conducted in a short space of time, has been to take existing sources and assemble them in such a way as to be able to draw clear and precise conclusions. The emphasis has been on displaying the material in a mapping format and Appendix A to this report provides all of the relevant information in a logically sequenced set of maps and figures. The main body of the report does not refer specifically to each map or figure, but rather provides a summarising overview of the data which has emerged from the analysis and synthesis.

1.1.1 ¹ The Planning for Cycling chapter has been largely authored by John Parkin, Phil Jones is the joint editor of the overall STUE manual.



1. Introduction

- 1.3.2 Appendix B contains a response to the draft report from Southwark Cyclists, which is generally supportive of the proposals and suggests a number of additional routes and detailed points.



2 Identification of potential demand

2.1 Introduction

2.1.1 Demand data for the journey to work, education trips, leisure trips and shopping trips have been considered. Journey to work data has been derived from the 2001 and 2011 Censuses, and education, shopping and leisure trips have been derived from the London Area Travel Survey (LATS) of 2001. Section 2.2 discusses journey to work demand and Section 2.3 the other demand data.

2.2 Journey to work demand

2.2.1 The 2011 census has demonstrate an aggregate increase in percentage cycling to work in LB Southwark of 3.75% points since the 2001 census (that is, from 3.98% to 7.73%). The number of people cycling to work rose from 3,965 in 2001 to 10,898 in 2011, which is an increase of 275%. LB Southwark is the London borough with the sixth highest percentage of commuting cycle users.

2.2.2 We have compared mode share changes across the decade to 2011 at super-output area level for LB Southwark and super-output areas in wards outside LB Southwark but adjoining its boundary. Generally speaking, there has been a consistent increase in levels across the borough, and this is contrast to Mosaic data which would suggest that those socio-economic groups classified as 'urban living' have a higher propensity to cycle. 'Urban living' populations make up the majority of the population in a geographically 'middle band' across the borough, and also populate most northern areas.

2.2.3 This knowledge tells us that, at least for journeys to work, we are interested in the whole Borough rather than pockets of potentially greater cycling activity within the Borough.

2.2.4 Demand is not just about location of trip generation, but it is also about journey length as determined by trip distribution. We have therefore also plotted origin and destination (O-D) of commute journeys both originating from and with destinations in Southwark, taken from the 2001 Census.

2.2.5 Note that we have plotted all-mode (not just cycle) commute journeys up to 5 miles in length in order to show the potential demand. This is based on a presumption that Southwark may easily double its mode share for cycling to 15% in the near future, and by so doing match the 2011 mode share displayed by the London Borough of Hackney. It would be anticipated that further growth would continue beyond this point. Unfortunately, at the time of writing, such O-D data is currently only available for the 2001 census with data from the 2011 census due to be issued later in Summer 2013.



2. Identification of potential demand

- 2.2.6 The plots show strong demand to destinations in the northern wards within Southwark of Elephant and Castle, Cathedral, Riverside; and also to destinations north of the River Thames in both the City of London and Westminster. There is strong demand to each of these areas from most areas within Southwark. As well as 'fingers of demand' radiating in from compass points to the south of the Borough, there is a strong east-west demand from Rotherhithe to the east and west. It should also be pointed out that we know there is strong demand from boroughs to the east and west of Southwark to the City of London, and this cycle traffic enters and leaves Southwark in an east-west direction in the north of the Borough. We are content that routes which will be used by this cycle traffic is along the same desire lines as was have identified for cycle traffic emanating from the Borough itself.
- 2.2.7 A question remains as to whether the pattern of demand identified from the 2001 data is sufficiently robust to mimic the 2011 pattern. After careful consideration of the land use developments which have taken place in the intervening period, we draw the conclusion that, if anything, the analysis we present here will underestimate the attractiveness of Riverside Ward as a work destination.
- 2.2.8 Overall, then, we may conclude that there is strong demand from all parts of the Borough to destinations in the north of the Borough and beyond to the City of London and Westminster.

2.3 Other demand data

- 2.3.1 We investigated London Transport Demand Survey data, but this sampled only around 280 households in Southwark and is not a sufficiently extensive data set to provide a robust indication of demand or O-D patterns for a study such as this. As a consequence, we have used London Area Travel Survey data from 2001, which has the, albeit minor, advantage that it is of the same vintage as the commute O-D data.
- 2.3.2 There is a cluster of schools in the Dulwich area, which we also understand have a willingness to embrace cycling. Shopping areas include the following centres: Elephant and Castle, Rotherhithe, Peckham, Camberwell, East Dulwich, and Dulwich Village. The majority of open space lies further South in the borough, but Burgess Park, aligned on the old Surrey Canal, provides welcome parkland area further North in the Borough.
- 2.3.3 Elephant and Castle, Rotherhithe and Peckham are the most important shopping destinations and draw from a wide area mainly within the borough but also from outside it. The pattern of journeys to secondary schools is quite disparate, with a lot of cross-borough-boundary travel. It is difficult to distinguish any strong pattern from the leisure data, although there is evidence of demand towards Westminster and the open spaces in the south of the Borough.



3 Identification of corridors for cycle movement

3.1.1 Clearly a lot of investment in cycling infrastructure has already taken place in LB Southwark. We have used the following sources of information to guide us in our consideration of corridors to promote for cycling:

- London Cycle Network Plus
- Barclays Cycle Superhighways existing and proposed
- Cycle Skills Network Audit maps
- Network Cycle Strategy for Southwark
- National Cycle Network routes and proposals, including Connect2 proposal

3.1.2 In addition, we have also used the following relevant information as further guidance

- Central London Congestion Charging Zone
- Coverage of Barclays Cycle Hire scheme
- Motor traffic volume data and the decadal change to 2011
- Road traffic accident data
- Contour map of the Borough

3.1.3 We are also indebted to expert opinion provided by the client. We have visited a number of locations and ridden some routes within the Borough, and have also made use of Google maps and streetview. A few significant points were quite striking as we considered the mapping, and these are summarised as follows:

3.1.4 There have been some fairly dramatic falls in motor traffic levels in the decade to 2011 and this provides opportunity to re-allocate road space to cycle traffic, including along the Principal Road Network.

3.1.5 The Borough's high ground is confined to the south, with the exception of the Denmark Hill Ridge, but extreme gradients are not present and do not cause an insurmountable issue in establishing appropriate routes.

3.1.6 The results of the work demonstrate that there is a series of potential corridors which radiate from the north of the Borough and which will satisfy most of the demand for cycling generated in Southwark. We have shown on the final drawing in Appendix A the following indicative routes along eight such corridors (some of which already exist):



3. Identification of corridors for cycle movement

- Cycle Superhighway 7 on Kennington Park Road/Clapham Road (existing, to be upgraded)
- Walworth Road to Denmark Hill and North Dulwich/Herne Hill (partly following the former Cycle Superhighway 6 route). There is also an option to use Coldharbour Lane and Milkwood Road in LB Lambeth, which would avoid gradients on Denmark Hill and Herne Hill.
- Portland Street to Burgess Park and beyond to Camberwell (largely following LCN23, but upgraded)
- Thurlow Street to Burgess Park and beyond to Peckham and East Dulwich
- Trafalgar Avenue to the Surrey Canal Linear Park, through Peckham and along Peckham Rye to the border with LB Lewisham (largely following LCN22, but upgraded)
- Old Kent Road to New Cross (in LB Lewisham), to Cycle Superhighway standards
- Willow Walk/Lynton Road to South Bermondsey, linking to the Connect2 routes
- Tooley Street/Cycle Superhighway 4 (already committed) and a quiet route, largely following the National Cycle Network Thames Towpath Route to Rotherhithe

3.1.7 Routes to all of the river bridges serving Southwark are important and these routes will provide clear and reasonably direct routes to them on the principal North-South axis. In places these supersede existing LCN routes (eg Lynton Road) in order to provide more direct and legible routes. It should also be noted that the route from Blackfriars Bridge towards Elephant and Castle is a further proposed North-South Superhighway, and this would link well with our proposed set of corridors.

3.1.8 Orbital (East-West) corridors are also important, both to complete the grid of routes and to cater for longer distance journeys through and beyond the Borough, including to the river bridges connecting to Lambeth. We have identified the following potential orbital routes, which are listed below and are also shown on the final drawing in Appendix A.

- The Cut to St Thomas Street, via Union Street/Newcomen Street/Snowsfields
- Lambeth Road to London Bridge via St Georges Circus
- St Georges Road to Tower Bridge via Elephant and Castle
- Kennington to South Bermondsey and Rotherhithe via Burgess Park and the Surrey Canal corridor
- Cycle Superhighway 5 (already committed)
- Peckham Rye to Denmark Hill
- North Dulwich to Nunhead



- 3.1.9 Orbital routes are critically important to complete a grid of routes. This is especially the case for the northern orbital from Elephant and Castle to Tower Bridge via Bricklayers Arms. The suggested orbital through Burgess Park is likely to be less heavily used but in a similar way would still provide for an important distribution function between the radial routes.
- 3.1.10 Forming a grid of routes along these corridors will go a long way to satisfying the principal demands for cycling identified through the earlier analysis; in particular
- The main north-south commuter and leisure routes to the northern part of the borough and beyond to the City and Westminster
 - The principal demands for shopping and leisure trips to the principal town centres within Southwark
 - Trips to the secondary schools throughout the Borough
- 3.1.11 It will be seen that the spacing of the network routes decreases from south to north as the intensity of cycle demand grows and the number of major trip attractors increases.
- 3.1.12 This grid of routes will also connect areas of major development in Borough, Bankside (Blackfriars Road, London Bridge), Walworth (Heygate, Aylesbury), Canada Water and Nine Elms/Battersea. They also serve the major development that has already taken place in More London since 2001. These developments will also in themselves create opportunities to provide improved cycle connectivity.
- 3.1.13 Southwark Cyclists, the local advocacy group, has had sight of these suggested routes and is generally very supportive of the outcomes of this study. They have made a number of detailed comments and suggestions on the proposals which are included as Appendix B to this report. In the time available it has not been possible to assess these proposals in detail, but clearly they will need to be considered in the next iteration of the development of the network.



4 Infrastructure interventions

- 4.1.1 Chapter 2 has considered demand for cycling and Chapter 3 has identified corridors and indicative routes which will satisfy that demand.
- 4.1.2 This Chapter discusses possible specific interventions in more detail. The outcomes from this chapter should be seen as entirely preliminary, but they clearly articulate the sorts of measures which should be implemented in order to create routes which are attractive, comfortable and safe for cycle users.
- 4.1.3 We have also identified a number of significant junctions which need to have priority for cycle traffic enhanced. In particular, we think that the time is right to re-consider the gyratory system created by St Georges Road and London Road, which is the part of the Borough where several important cycling corridors come together and cycling demand is at its highest. Area-wide traffic management should be re-configured, particularly with the needs of direct, comfortable and safe routes for cycle traffic in mind.
- 4.1.4 The types of intervention along routes have been illustrated on the final figure in Appendix A, and consist of the following:
- Road space reallocation and the creation of segregated/semi-segregated cycle lanes/paths
 - 20 mph limits/zones, which may need to be accompanied by traffic calming
 - Point closure of some through routes along minor roads to motor traffic (filtered permeability)
 - Exemption of cycle traffic from one-way restrictions (contraflow cycling)
- 4.1.5 The routes that have been identified connect areas of significant demand and have not in principle been designed with any pre-conceived ideas concerning the perception of the route in terms of safety. This is because the primary purpose of a cycle route network is to provide a comprehensive set of routes to satisfy demand. However, clearly some of the routes identified will be perceived by users as being quieter and safer than other routes.
- 4.1.6 All of the routes will be used for all types of trip – ie commuting, shopping, personal business, education and leisure. However, some routes, which connect to schools for example, are on desire lines that will have a preponderance of education trips, where the users will be expecting greater levels of subjective safety. Consequently the detailed design of any route will need to consider the balance between different types of users and their needs.
- 4.1.7 At the design stage it will also be necessary to consider social safety as well as road safety. There is a risk that if a route is very quiet and poorly surveilled it can lead to perceived (and possibly



actual) personal security issues. These issues may diminish with enhanced use of the route, however, and this is why it is important to plan and implement a comprehensive network.

- 4.1.8 The provision of a set of Borough-wide good quality cycle routes will take some time and it will be important to establish an appropriate phasing strategy.
- 4.1.9 In general, since most commuting trips lie along a north-south axis, improvements should take place from the centre outwards, so that cyclists heading for the north of the Borough and across the river will be able to enjoy a consistently high quality of provision once they join the route.
- 4.1.10 With CS7 already completed (albeit with improvements planned) and CS4 already committed, the first priority should be to provide a route broadly through the centre of the borough, and we suggest that the aim should be to provide two route corridors out to and through Peckham and Camberwell, and then beyond. As well as being on strong desire lines for the Borough as a whole, these routes will also serve areas that have populations with a high propensity to cycle and are also trip attractors in their own right.
- 4.1.11 Dealing with the more heavily-trafficked streets around the St Georges Gyratory and Elephant and Castle and the links to the bridges will require a greater funding and commitment, but achieving significantly higher levels of cycling across and along these routes is dependent on improving levels of subjective and actual safety.
- 4.1.12 The completion of CS5 through Peckham and Camberwell, which is already committed, will be of great benefit to movements across the borough, but the east-west route through Burgess Park and connecting through to Rotherhithe will meet a substantial demand for cycling. This should therefore follow as the next phase of investment.
- 4.1.13 Routes in the south of the Borough are likely to be more lightly used and could therefore be regarded as a lower priority, but nevertheless they will meet demands for key local journeys, and the strategy should be to build out from key points of demand, such as railway stations, local centres and secondary schools.



5 Conclusions

- 5.1.1 Journey to work census data indicates that we are interested in the whole Borough rather than pockets of potentially greater cycling activity. We conclude that there is strong demand from all parts of the Borough to destinations in the North of the Borough and beyond to and from the City of London and Westminster.
- 5.1.2 The pattern of journeys for retail, education and leisure has a greater spread than for commuting, but it is clear that there is potential demand to secondary schools, particularly in Dulwich, and for shopping trips to Elephant and Castle, Rotherhithe and Peckham. The open space areas in the south of the Borough and also Burgess Park provide other potential cycling attractors.
- 5.1.3 There are numerous radial routes leading into the north of the Borough which should be prioritised for implementation, and in addition, there are three orbital corridors, one to the north, one centred on Burgess Park and the other on Peckham Road which should be implemented. Taken together, this network of radial and circumferential corridors will provide a network of routes for cycle traffic which will allow for significant future expansion of cycling within the London Borough of Southwark.
- 5.1.4 A range of types of intervention will be needed, including road space reallocation and protected routes along busier streets; and the reduction in the speed and volume of motor traffic along quieter routes.
- 5.1.5 We have identified a number of junctions where significant work needs to be undertaken in order to smooth the passage of cycle traffic. Not the least of these is detailed consideration which needs to be given to the St Georges Road/London Road gyratory system and Elephant and Castle.
- 5.1.6 In terms of priority, the main aim should be to provide at least two key north-south routes, linking the centres of Peckham and Camberwell with the north of the Borough and to the Thames bridges. This should be coupled with measures to increase subjective and actual levels of safety for cyclists on the main routes around and to the north of St Georges Gyratory and Elephant and Castle.
- 5.1.7 The east-west link through Burgess Park and through to Rotherhithe will also meet significant demand, and should be the next priority for investment. Work to extend the network further south should follow, and be developed from key local attractors such as schools, railway stations and local centres.



Appendix A Plans



Appendix B Comments from Southwark Cyclists

Cycling Journey Demand Study – Initial Response from Southwark Cyclists

We would like to make the following comments in relation to the demand study undertaken by LSBU and Phil Jones Associates. Overall we would like to say how good this works appears to be in the light of the breadth of data sources used and the time in which this study has been undertaken. We have generally focused on routes into the inner grid area and omitted detail on the routes within the inner grid at this stage.

Our comments fall into four areas:

1. General observations about the task
2. Objectives
3. Additional routes that should/could be contemplated for the network
4. The initial priorities – what we think is most important to kickstart the uplift in cycling in Southwark and neighbouring boroughs/will have the biggest impact/should form part of the first round of bidding.

1. General Observations

- Southwark's role is to provide cycle routes for many people from other boroughs as well as its own residents. This should be reflected in higher allocations in terms of funds for cycling routes in and through Southwark. We feel that Southwark has a unique role as the last port of call for cycling journeys from all of the boroughs which lie south of the river and there is a clear need to provide multiple safe routes through Southwark for journeys into the City and Westminster and on to north London.
- We note the drop in motor vehicle traffic over the past decade and the fact that this offers the opportunity for substantial roadspace reallocation in favour of cycling.
- In terms of the detailed design, we would also see an opportunity for experimenting with potential interventions through initial temporary designs in the forms of plastic barriers etc. This approach can be of real value where the impact of proposed designs is not fully known and such experimentation may provide valuable data.
- The statistics indicate that contrary to first impressions, only about a quarter of cycle journeys are journeys to work so selection of routes should be based on meeting a wide variety of cycling purposes – work, education, leisure etc. Taking this broader approach will offer the opportunity to appeal both to current core target potential cyclists but also achieve the Mayor's vision of bringing in significant numbers of new and currently non-core cyclists.
- In order to make the routes comprehensible, key routes should be given memorable names, one idea (from Hackney) of this is to take the route name from bus routes which are already known throughout the borough.

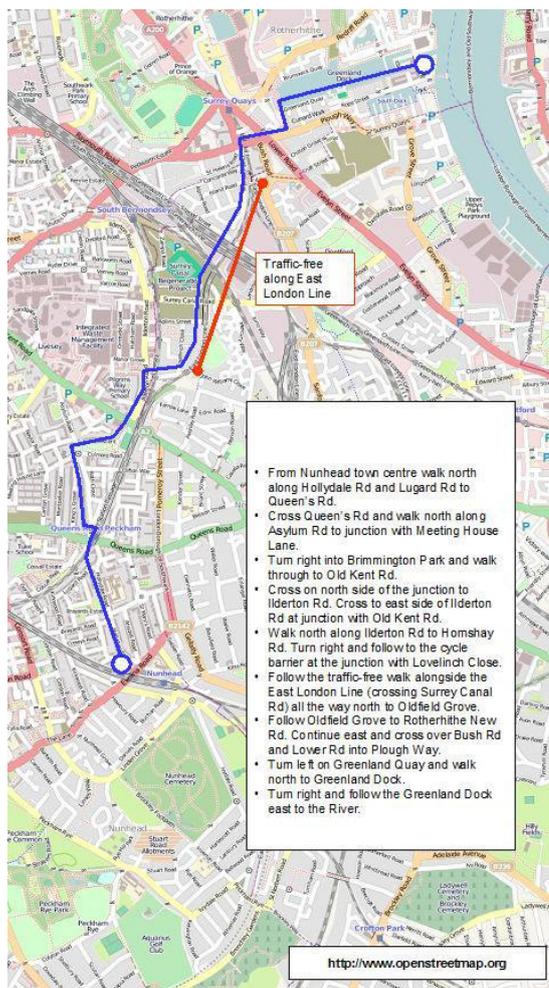
2. Objectives. Overall we feel that the core components of the task to be achieved in the longer term are to:

- Provide safe routes into central London from the principal population centres in the Southwark of:
 - Bankside, Borough and Bermondsey
 - E&C and Walworth
 - Camberwell
 - Peckham and Nunhead

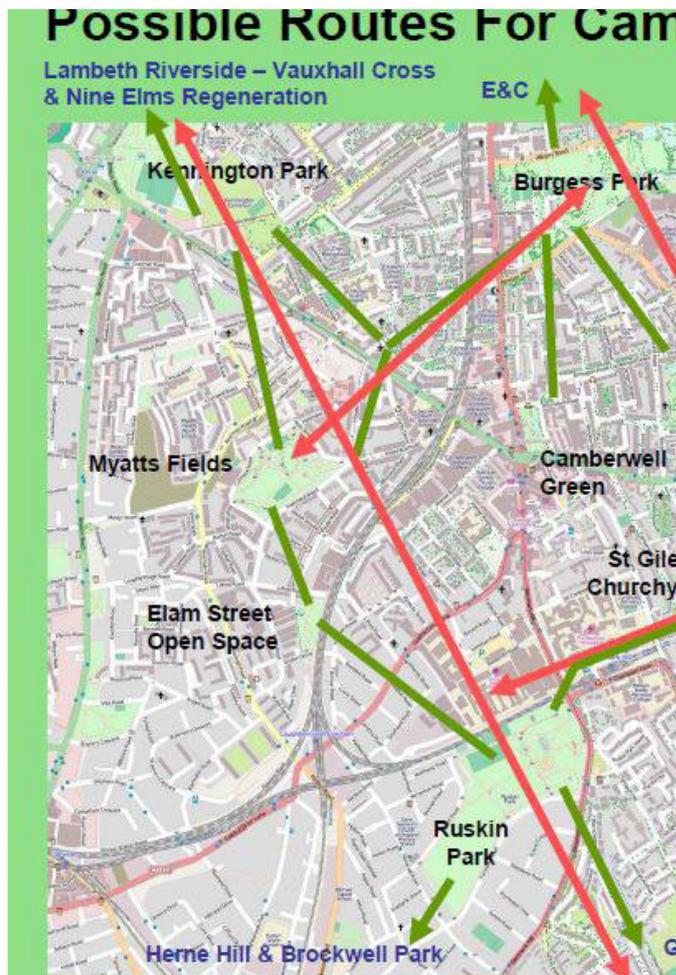
- East Dulwich and Dulwich Village
- Canada Water/Surrey Quays
- To provide excellent connections into central London from neighbouring boroughs principally along the major cycle commuting routes and Quietways.
- To provide safe links across the Thames Bridges, four of which are in Southwark and another four of which are in Lambeth but which are used by many in Southwark for access to employment etc.
- To provide safe links for cycling between the principal town centres (listed above) within Southwark.
- To provide maximum benefit by linking with provision in neighbouring boroughs of Lewisham and Lambeth such as with Lambeth through a north-south route running along the borough boundary.

3. Additional routes/changes to those already identified.

- The Rotherhithe Peninsula needs a greater amount of cycling provision. There is a major unexploited route from the centre of Southwark to the amenities of the river and the sylvan offering of Russia Dock Woodland. There is a real need to open up the peninsula to the rest of the borough. A route from Peckham probably via Brimington Park and onto the peninsula (possibly via the new overground line walk/cycle route) are proposed along the lines of the route below. Credible safe cycle crossings are needed over the OKR and Lower Rd – parts of Ilderton Rd will need to be made to feel far safer.



- A safe west-east route is needed along Union St, Newcomen St and Snowsfield that will accommodate significant volumes of east-west journeys even while London Bridge Station is being redeveloped. This is key too for cyclists coming from Bermondsey and Rotherhithe into the centre wishing to avoid CS4.
- We feel strongly that the demand study reveals the need for a pedestrian/cycling bridge from the Rotherhithe Peninsula to Canary Wharf.
- A Quietway route running parallel to the OKR to get the less brave into the centre from the south-east. This will mirror the options running north-south from Camberwell and from the east from Rotherhithe and Bermondsey (Jamaica Rd CS4 and quietways to the north).
- To continue a direct east-west route through Burgess Park east to the connection with the Surrey Canal Road and east towards Greenwich. At present the Burgess Park Canal route peters out and all the value of this easy east-west movement in the centre of the borough is lost. A bold strategy is needed to punch a direct hole through to the east and create a link through to the Surrey Canal Rd. This might be of real attraction to the Cycling Commissioner as it helps to achieve his ambition for a Quietway running parallel to CS5.
- No route is currently proposed from the important connection between Camberwell and Brixton. This needs to be developed in conjunction with Lambeth.
- There is the opportunity for a border Quietway/green route linking Greendale to the newly emerging Vauxhall and Nine Elms and connecting the parks along the border of Ruskin, Elam St Open Space, Myatts Fields and Kennington Park as the image below illustrates.



4. Priorities – The following are what we believe to be the initial priorities in any funding bid.

- **Lewisham borders to the E&C.** Crofton Park, Peckham Rye Park, Rye Lane, Sumner Rd, Burgess Park, Thurlow St/Portland St to the E&C.
- **East Dulwich/Dulwich Village to the E&C** via the low lying route (ie staying under the hills) along the proposed route of Crystal Palace Rd, Bellenden Rd Lyndhurst Way and then on to the E&C.
- **Camberwell to the E&C.**
 - Route 1 is along Camberwell Rd and Walworth Rd to the E&C.
 - Route 2 Quietway along Camberwell Grove and Edmund St and Portland St. Area wide filtered permeability could be considered along this route so that cycles have permeability but not motor vehicles. We notice that the route proposed in the demand study does make use of Edmund St – we strongly recommend that the filtered permeability scheme proposed on this street is taken forward.
- **Central East-West Route.** Unblocking the old Canal Route and creating a quiet route parallel to CS5. (see note above in section 3) At present there is a blockage at the eastern end of the Burgess Park canal route east to the start of Surrey Canal Road. This needs to be unblocked and a quick direct east –west route created through the middle of the borough.
- **Peckham to the river.** Hopefully also making connections with the Connect 2 workings. This link would liberate movement from the south of the borough to the river potentially both as a leisure route and with the building of the bridge as a commuter route to Canary Wharf in the longer term.
- Inside the Inner Grid, a **Northern East –West Route** is needed to link Guys to St Thomas' in essence using Newcomen St and Union St. We feel that the space for this does exist on Newcomen St (for part of its length there is car parking!); other space could be liberated with well designed shared footway.
- **Link from the South-East.** The Old Kent Road needs to be transformed as it is likely to be a key route into central London from the south-east. If funding/will does not exist to do this as part of this project, a credible alternative route is needed that runs parallel to the OKR from New Cross to the E&C/Bricklayers Arms area.
- **Newington Butts/E&C/NKR/Bricklayer's Arms Severance.** For all this to have meaning to new/all cyclists, the plans for the E&C, NKR and Bricklayer's Arms area need to come about to make this area more permeable to cyclists and for their severance to be reduced. Major change is needed to the character of the St George's Rd, Westminster Bridge Rd and London Rd gyratory to make it less intimidating to cycle movement.
- **Thames Bridges.** The design of the proposed cycling links across the Thames bridges should include physically segregated cycle lanes as currently on Southwark Bridge and for them to be reduced to a 20mph speed limit.

Southwark Cyclists – 19 June 2013