

Equality Impact Assessment

for

Designated Cycle Route Design Standards for
Southwark's Parks;

Quietway routes proposed for Burgess Park



June-July 2017

Document versions

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1. Introduction

1.1 The project background

Southwark Council and Transport for London are working together to develop Quietway shared pedestrian and cycle routes across Southwark, some of which will go through parks within Southwark.

Given the potential increase in cycling within parks, the Council are developing Designated Cycle Route Design Standards for Southwark's Parks and want to ensure that the standards meet the needs of all users of parks, including older and disabled people.

They commissioned Brenda Puech, NRAC Consultant, Open Accessame, in June 2017 to carry out an Equality Impact Assessment of the draft Design Standards and also to review proposed designs for new Quietways in Burgess Park West.

Project objectives summary

- Design standard to be aligned with TfL guidance on Quietways
- Standards need to be used for all parks with cycle routes including Quietways
- Reach agreement on key issues on cycle routes through parks including segregation, surfacing and materials, dimensions, lighting etc

1.2 Aims and scope of the Equality Impact Assessment

The Equality Impact Assessment (EQIA) helps public authorities ensure their policies and the ways they carry out their functions do what they are intended to do, and for everyone.

The EQIA can assist public authorities meet their duties under the Equality Act 2010 and identify opportunities and further steps they can take to promote equality, improve access and participation in public life and good relations between all groups.

This EQIA assesses the impact of the Design Standards and the proposed design of Quietway routes in Burgess Park West on groups with protected characteristics in relation to the Equality Act. It focuses on the impact on older and disabled people and also how the policy/standard affects parents with small children.

The Equality Impact Assessment (EQIA) focuses on

- identifying the key aims of the guidance and the scheme,
- systematically assessing and recording the likely equality impact of an activity or policy.
- identifying any direct or indirect discrimination,
- identifying whether certain groups are excluded from any of the services,
- assessing the impact on people with protected characteristics,
- making sure that, as far as possible, any negative consequences are eliminated or minimised.
- opportunities for promoting equality and improving services are maximised.

The EQIA looks at all aspects of the proposals that affect accessibility for disabled people, including people with mobility impairments, hearing and visually impaired people, people with cognitive impairments and learning difficulties, older people and children.

1.3 Legal context: Southwark Council Public Sector Equality Duty

The Equality Act 2010 sets out duties and responsibilities of service providers in relation to disabled people as defined by the Act. The Act defines a disabled person as ‘someone who has a physical or mental impairment, which has a substantial and long-term adverse effect on his or her ability to carry out normal day to day activities.’

Councils have general legal responsibilities to demonstrate that they are taking action to promote equality in relation to policy making, the delivery of services and employment

More specifically, Public Authorities have a legal responsibility to assess their activities, and to set out how they will protect people from discrimination on the basis of the nine ‘protected characteristics: Age, Disability, Gender reassignment, Marriage and civil partnership, Pregnancy and maternity, Race, Religion or belief, Sex, Sexual orientation.’

EQIAs are one of the key ways in which public authorities can meet their general duties on equality. These require that due regard is given to achieving the goals set out in the general duties, all with the aim of achieving greater equality for affected groups.

The weight that public authorities give to equality should be proportionate to its relevance to a particular function. EQIAs can help identify the most proportionate and effective responses.

1.4 Approach

The approach is based on the principles of the social model of disability and inclusive design, promoting integration rather than separation, and seeking to provide environments that are safe, convenient and enjoyable for use by everyone.

A review of proposed design and standards is undertaken to identify opportunities for inclusive design and operation.

The review includes disabled cyclists, and family cycling who share many common characteristics.

Recommendations are intended to be practical and take due account of the considerations of effectiveness, resources, practicability of works, and seeking to ensure a suitable balance of the needs of all users.

The assessment takes into consideration physical access and also sensory access, issues of intellectual access, orientation and wayfinding.

It also covers management systems and procedures where appropriate and provision of auxiliary aids and services including developments in technology and other reasonable adjustments as covered by the Equality Act.

It seeks to identify any access issues with the proposed design ensuring that the proposals meet best practice guidance and recommendations.

The EQIA makes prioritised recommendations for improvements that could be made for a wide range of current and potential users and will provide information for the client to make informed decisions and plan for action.

These is supported by reference to relevant policy, legislative duties, regulations and standards for access or documents.

1.5 Methodology

The following methodology was followed:

	ACTIONS/STEPS
1	<p>REVIEW DRAFT DESIGNATED CYCLE ROUTE DESIGN STANDARDS IN SOUTHWARK'S PARKS</p> <ul style="list-style-type: none"> identifying existing best practice standards involving range of stakeholders Review of draft guidance against identified best practice Assess potential impact:
2	<p>REVIEW QUIETWAY DESIGNS FOR BURGESS PARK WEST</p> <ul style="list-style-type: none"> detailed access appraisal of scheme against best practice standards and guidance
3	<p>CONSULTATION – meeting held on 21 June in Burgess Park</p> <ul style="list-style-type: none"> Consultation with representatives from different disability groups and cycling and park user from a range of perspectives. <p>Notes of meeting are included at the end of this EQIA.</p>
4	<p>RECOMMENDATIONS AND ACTION PLAN</p> <ul style="list-style-type: none"> Action plan and decisions: Amend policy as appropriate. Mitigate potential adverse impact: measures to eliminate or reduce impact on any specific groups
5	<p>MONITORING</p> <ul style="list-style-type: none"> Agree monitoring arrangements.

1.6 Standards for assessment

Standards and criteria for accessibility include:

- the need to maximise access to and use of parks and cycle routes for all users
- requirements of the Equality Act 2010
- currently published best practice standards and guidance to meet the needs of disabled people as set out in:
 - *Inclusive Mobility: A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure*, Oxley P, Department for Transport, 2002
 - *Guidance on the use of Tactile Paving Surfaces*, Dept of the Environment, Transport and the Regions, 1998
 - *Shared Space, Local Transport Note LTN 1/11* Department for Transport, 2011
 - *Inclusive Design for Getting Outdoors I'DGO*
 - *Inclusive Urban Design: A guide to creating accessible public spaces*, David Bonnett Associates, BSI, 2013
 - *London Cycling Design Standards*, TfL, 2014
 - *London Plan: Shaping Neighbourhoods Accessible London: Achieving an*
 - *Inclusive Environment*, SPG 2014
 - BS 8300:2009 *Design of buildings and their approaches to meet the needs of disabled people - Code of practice*
 - *Sign Design Guide*, Sign Design Society, 2001
 - *Sustrans Design Manual*, Handbook for cycle-friendly design, April 2014

1.7 Disclaimer

The Equality Act 2010 is civil legislation requiring individuals and organisations not to discriminate against disabled people. Public sector organisations have to comply with their Public Sector Equality Duty.

It is the authority or service provider who must meet the requirements of the Act, and buildings or physical environments cannot 'comply' with the Equality Act.

This report makes reference to current regulations and best practice, which are subject to change.

This report does not constitute a health and safety assessment.

Following the advice contained in this report cannot ensure that the service provider will meet the requirements of the Act or render them immune from the award of damages under the Act.

2. Summary of key issues and recommendations

2.1 Designated cycle routes in parks on their own are not the only solution to encourage cycling. There need to be complementary cycling facilities outside the park to remove the pressure on the park to provide fast commuting routes for cyclists.

2.2 The Design standards should be not developed in isolation from infrastructure for other park users. There should be equal emphasis on development of standards of infrastructure in parks to benefit all users including walkers.

2.3 Terminology is important. The shared paths are called Quietways, rather than Cycle Quietways. They could also be referred to as *Walking and Cycling Quietways* when they are in parks. On the highway where they are exclusive to cycling the term Cycle Quietways can be used. Within a park, this terminology for a shared section of infrastructure could be seen as favouring cycling users.

2.4 Consideration should be given to restricting or at least encouraging cycling primarily on main routes within the park, rather than all minor pathways. This will provide some safe havens for more vulnerable park users on secondary routes. This can be achieved by making the Quietways convenient for cyclists, encouraging cyclists onto these more suitable pathways, rather than by introducing any restrictions or “no cycling” signage on secondary routes.

2.5 While segregation of paths between cyclists and walkers would be of reassurance to some users such as visual impaired people, it is acknowledged this would not work for most users of the park including large groups of walkers, absent minded pedestrians, those with cognitive impairments, children and pets.

2.6 Cycling is easier than walking for many disabled people. For many cycling is the only way to experience a park, and their mobility should be encouraged and facilitated.

2.7 Needs of hearing impaired people need to be considered- these will not be able to respond to bells, calling out or noise from rumble strips.

2.8 Speed of cyclists is the biggest concern for a large range of users including visually impaired people, older people, those with cognitive impairments, children and those with dogs, who are less able to operate effectively within an environment with fast and high volume cycle flows. While fear of collisions can often be disproportionate to actual risk of collision, perception strongly affects enjoyment of the park environment. Speed of cyclists is therefore the key issue that needs to be addressed.

2.9 Speed of cyclists needs to be addressed by combination of methods including design of paths and junctions to indicate pedestrian priority, signage, presence of park wardens to control anti-social behavior and behavior change engagement.

2.10 Widths of paths need to have the potential to be increased to be able to accommodate the expected increase in volumes of cyclists and pedestrians using the paths especially during peak

hours. Allowing for potential widths of shared use paths of 6-10m in case of future need is recommended.

2.11 Junctions of footpaths are locations where users are at their most vulnerable and these need to be carefully designed to alert all users to possible conflict, give pedestrians priority and indicate strongly to cyclists to slow down and take care around crossing pedestrians and other cyclists.

2.12 Rumble strips, speed bumps or uncomfortable surface treatments to slow down cyclists would not be suitable, particularly for disabled cyclists. The type proposed (flush with adjacent ground) which would produce a noise rather than disturbance need to be tested out.

2.13 Camber of path – steep camber affects heavier cycles used by disabled cyclists or family cargo cycles. Cross fall should not exceed 1:40 at any point.

2.14 While there is a need to minimize cross-falls and camber, there needs to be adequate drainage to prevent ponding which is a hazard for disabled users who may not be able to avoid these areas.

2.15 The quality of the surfaces of paths are critical – smooth, firm surfaces are essential. Surfaces need to be smooth, slip-resistant and firm, with no loose gravel even in small amounts, such as the chippings that come loose from tar spray and chip surfaces. Formless materials form a smoother surface rather than paving units that can break and have uneven joints. Badly maintained surfaces are difficult and uncomfortable for cyclists who cannot get out of their saddles, and for wheelchair users and mobility impaired people.

2.16 It is critical that surfaces are slip-resistant in the wet as well as dry conditions. Road markings and drain covers are a particular hazard because of the smoother surface. Infill drain covers should be used.

2.17 Visual contrast is an issue for visually impaired people who follow the edge of the path. It would be very beneficial for this to have strong contrast with the path. Maintenance is essential as dirt / wear over time reduces contrast.

2.18 Adequate lighting an issue for all park users to improve security and usability of the paths.

2.19 The provision of adequate and comfortable seating in the park will assist both cyclists and walkers who want to take a rest or to enjoy the park experience. At least some of the seating needs to have armrests and a continuous backrest for mobility impaired people. Seating should be on hardstanding with a space adjacent to allow a wheelchair user to sit alongside seated companions.

2.20 Wayfinding and signage need to be coordinated to suit the needs of all park users

2.21 Use of the park is evolving over time and the behaviour of users needs to be monitored carefully to ensure the safety and comfort of all users.

3. Review of Designated Cycle Route Design Standards in Southwark's Parks

3.1 Background

A key component of the Mayor's Vision for Cycling, Quietways are intended to be a cross-London network of high-quality cycle routes targeting cyclists who want to use quieter, low-traffic routes at a gentler pace. They complement other cycling initiatives such as the Central London Cycling Grid, Cycle Superhighways and Mini-Hollands.

They are intended to be direct, well-surfaced, clearly signed routes linking into a wider network.

Routes through parks are considered ideal in terms of providing an off-road opportunity to encourage less confident cyclists.

The Design Standards have been developed alongside plans for Quietways, however they are applicable to any designated cycle route in parks.

Southwark's Parks

Parks that are proposed to include Quietways in Southwark are:

- Southwark's largest park, Burgess Park was established between 1950s and 1980s and reopened in 2012. The park is central to life of the local community.
- Peckham Rye Park & Common: Restored Victorian park and historic common, and is a wildlife refuge.
- Kennington Open Space: small open space adjoining the larger Kennington Park in Lambeth; has small grass area for informal recreation and outdoor gym equipment.

3.2 Key policies promoting cycling in London and Southwark

Relevant policies include:

- National level policies including the National Planning Policy Framework, the government's Walking and Cycling Investment Strategy
- London Plan, GLA 2015 and Mayor's Vision for Cycling in London (GLA 2013) and related documents.
- Strategic Walk Network funded by TfL to deliver high quality walking routes across London. Southwark is actively investing in improving cycling in the borough.
- London Cycling Design Standards

- Southwark's Cycling Strategy, 2015: an inclusive policy that plans to deliver cycle routes attractive to all. Council actively investing in improving walking in the borough through improving streets and spaces.
- Southwark's Open Space Strategy, 2013 sets out standards for different types of open spaces and provides an action plan. Addresses need to protect, preserve and enhance open spaces in the borough.
- Burgess Park Masterplan: The masterplan includes proposals for additional cycling routes through the Park, cycle parking in a number of locations and also an aspiration for a cycle hire hub.

The relevant policies on open space demonstrate Council's commitment to improving quality of walking and cycling in the borough as both benefit health and well-being and enable wider environmental and social benefits.

Parks are seen as important spaces for social interaction and recreation and essential part of wider cycling and walking network.

3.3 Proposed Quietways through parks and potential impact

- Quietways 7 and 8 are proposed routes through Burgess Park, bringing potential for new visitors from other parts of the Borough and beyond. This is in addition to existing London Cycle routes 425, 22 and 23 which pass through the Park and are well used

The Design Standards were developed on the basis of:

- relevant policy and best practice guidance
- use of case studies to inform recommendations
- need to understand and reduce conflicts between cyclists and pedestrians in parks.
- inclusive design principles as elaborated below

3.4 Inclusive Design Principles followed in standards

The Design Standards clearly set out inclusive design principles, noting that 20% of the population has an impairment that affects day to day activities and that 5% are wheelchair users.

The principles are incorporated in the document, *Southwark Council's approach to equality: delivering a fairer future for all, 2015*.

The Design Standards also refer to the *London Plan (GLA, 2011)* which states that the 'Public Realm should be secure, accessible, inclusive, connected, easy to understand and maintain'. The new London Plan 2015 has the same aspirations for public realm.

The document refers to the following Inclusive Design Criteria in *The Royal Parks Walking and Cycling technical design guide* (TRP 2016)

- Seating, lighting and park furniture should be located so as to minimise the obstruction of walking routes.
- Inconsistency of materials should be avoided.
- Patterns within the footpath can be perceived as a level change and bespoke surfacing should be carefully selected.
- Paths should generally be smooth including where they transition to road crossings.
- The placement of kerb and edge paving should be carefully considered as uneven surfaces can be uncomfortable for wheelchair users, elderly and people with sensory impairments.
- Steps that taper are a trip hazard and should generally be avoided.
- Overhanging vegetation at head height needs to be maintained as people with visual impairments may not see these obstructions.
- Selected materials need to be robust and appropriate for the context.
- Disabled parking facilities require sufficiently high quality crossings and joined up design approach to access the network of accessible footpaths.
- Convenient access for wheel chair users is a priority across parks.
- Any measures which help people with sensory impairments to be aware of cyclists should be encouraged.
- Gravel surfaces give some audible warning that cyclists or vehicles are approaching whereas completely smooth materials do not. In some circumstances it may be beneficial to consider using surface materials that improve audible warning.
- Adequate sight lines and path width are required when shared paths change directions to avoid potential conflicts arising between users.
- Cycle parking should be located so that it does not obstruct pedestrian desire lines, including the additional width when occupied by a bicycle.
- Tactile paving is recommended for crossing at busy entrances and gateways.

Inclusive Design Approach

Design principles followed are based the following considerations

- | | |
|---|--|
| <ul style="list-style-type: none">• Character• Safety• Inclusivity | <ul style="list-style-type: none">• Fit for purpose• Construction• Environment |
|---|--|

The principle of *Inclusivity* is elaborated as follows:

Inclusivity

Facilities should enable all users to have a safe and enjoyable experience in the parks. Vulnerable users including the elderly and children should be considered throughout the design development process as well as protecting the rights of disabled people. A set of Inclusive Design Principles has been developed and adapted from similar guidance set out by The Royal Parks. These principles should be considered for each project involving significant hardscape changes.

The principles highlight:

- The benefits to mental and physical health that parks provide that need to be preserved by reducing anxiety and stress for users.
- Path networks are key consideration for comfort and use. These should be designed for all to be inclusive, high quality and easily accessible.
- A clear hierarchy of users with more vulnerable groups given priority over others as follows
 - Vulnerable users – older and disabled people, children
 - Walkers
 - Runners/joggers
 - Leisure cyclists, skaters, scooters
 - Sports and commuter cyclists
 - Operational vehicles

- The park's ability to provide space for the pleasure of walking is a significant value that should be preserved. Walking in parks can be more ambling in nature rather than direct and this can affect faster park users who need to modify their behavior accordingly.

Conclusion

The Design Standards document clearly sets out inclusive design principles and approach to design, and provides a well-researched and robust evidence base for proposed interventions.

3.5 Accommodating Uses and Addressing Comfort

The Designated Cycle Route Design Standards document clearly sets out the issues and how these need to be addressed.

Parks operate as important places for social interaction and recreation, and as an important part of the wider cycling and walking network. Both cycling and walking enable wider environmental, social and economic benefits and are to be strongly encouraged. However, conflict between both groups can arise in park settings and this needs to be addressed and minimised to ensure the comfort and enjoyment of all users particularly those who are most affected – vulnerable, older and disabled users.

Walking in Southwark’s parks

- The majority of park users in Southwark are walkers, including dog-walkers, children and many older and disabled people.
- Walkers have priority over all other users in Southwark’s parks.
- Concerns about interactions with cyclists are most prominent in relation to dog-walkers, those with children and with disabled people.
- It is acknowledged that ‘more cycling can change the character of the park, making pedestrians feel unsafe or marginalised.’

Cycling in Southwark’s parks

- Cycling is not restricted by the byelaws on any paths in all of Southwark’s parks. Mobility scooters are also permitted.
- There are some designated cycle routes that pass through Southwark’s parks, on pathways that are shared by all users.
- Cycling is significantly increasing with a growing number of cyclists using parks for a wide range of uses including recreation, sport and commuting.
- It is acknowledged that increased levels of cycling pose significant challenges in parks across London with need to maintain pedestrian priority and safety while providing essential amenity to encourage cycling.

The Quietways Design Standards document goes on to identify types of conflicts and opportunities that can arise between cyclists and walkers.

The list of key Comfort Determinants is identified as follows:

3.6 Summary of Key Comfort Determinants

- | | |
|-------------------------------|---------------|
| 1. Unsegregated vs segregated | 5. Signage |
| 2. Path width | 6. Lighting |
| 3. Volume of users | 7. Junctions |
| 4. Speed of cyclists | 8. Management |

Each determinant is looked at in detail as summarised below:

1 Segregated vs unsegregated paths

Shared use paths are the most critical issue, and the Designated Cycle Route Design Standards document focuses on the key issue of segregation or non-segregation of pathways and presents a number of studies as evidence to base the choice of what path to go down in Southwark's parks.

- **Case studies were conducted in** Burgess Park, Kennington Open Space and Peckham Rye Common to assess the volumes of different park users and the amount of conflict between cyclists and pedestrians. It also sought to identify other key comfort determinants. The study was based on direct visual observations.

Findings are summarised as follows:

- Volumes of cyclists and pedestrians are low, though higher in Burgess Park
- Cyclists veer off path to avoid groups of pedestrians
- While cyclists are fastest in Burgess Park, they adjust speed in response to presence of other park users.

However, it is noted that the study did not take into account perceptions of walkers that may not have been apparent through the observations.

- **Best practice guidance researched:**

The Designated Cycle Route Design Standards document quotes from Department of Transport guidance that indicates:

- shared use Quietways in parks are valuable where cycle traffic is for recreation, or for children and less confident cyclists
- unsegregated routes are the simplest, cheapest and least visually intrusive option. (This does not necessarily equate to most comfortable for walkers and disabled people)
- segregation works best where pedestrian movement is linear (which is not always the case in a park) and where there is adequate width.

Reference was made to a number of studies made in relation to shared use paths with both walkers and cyclists including:

- *Sharing the Space*: A study of four shared-use paths in London, Living Streets (2015) indicated that
 - while conflict between cyclists and walkers on shared paths was mild, walkers subjectively experience more conflict
 - disproportionate impact on disabled people who may choose to avoid a shared space path
 - volume of users and ratio of cyclists to pedestrians are key factors for comfort
 - Cycle speed key issue for pedestrians
 - Improving alternate routes for cyclists and pedestrians can help to reduce pressure and conflict on key routes
- *Shared use Routes for Pedestrians and Cyclists*, Atkins, 2012 – compared unsegregated routes with routes segregated by a white line and concluded

- that a line does not significantly reduce conflict between the two users.
 - that width of paths was key determinant of comfort and harmony between path users.
 - Suggested a min width of 3m on an unsegregated route.
- *Segregation of Shared Use Routes*: Technical Information Note 19, Sustrans 2014. Indicates
 - significant advantages for unsegregated routes in traffic free areas;
 - more considerate behaviour and less territorialism by cyclists is observed on unsegregated paths.
 - Suggests a minimum of 3m width for an unsegregated shared use path.
- *Greenways and Quietways: Better Towpaths for Everyone in London*, Canal and River Trust, 2014 recommends
 - encouraging better cycling behaviour with a Towpath Code
 - applying a speed limit with clear signage and enforcement
 - Awareness raising through cycling clubs and active engagement
 - As widening the towpath is not an option, focus has to be on promoting behaviour change.

Precedents studies are also quoted in the document as follows:

The Royal Parks (TRP)

TRP commissioned studies looking at the unsegregated route on The Broad Walk in Regents Park and the segregated route in Hyde Park and concluded that unsegregated routes work better for walkers as there is a fear that young children and dogs are likely to be involved in cycle related collision on the cycling side of a segregated pathway.

Policy and *Design Guide 2010* summary

- Cycle routes link with designated routes outside the park
- Cycle routes through the park restricted to the perimeter, with internal routes designated for pedestrians only
- Pedestrians have priority on all routes
- Code of cycling conduct is promoted with speed limit of 8-12 mph
- Path width for pedestrian only path is 4m and shared use width is 6m.
- Asphalt is used for path surfacing with junctions emphasized in different surface
- Rumble strips consisting of setts or cobbles are used at approaches to junctions to slow cyclists. Bollard use is limited.

City of London –Hampstead Heath

The policy here also restricts cycling to specific paths, and

- does not segregate cyclists from pedestrians on authorised paths.
- emphasises considerate cycling and pedestrian priority with a speed limit of 12mph.
- uses path widths up to 5m wide on main routes.
- Signs at path entrances indicate a cycle route, the speed limit and that they are for shared use.

The Queen Elizabeth Olympic Park

Policy here is very similar to the two parks above

- Cycling permitted only on certain paths
- Pedestrians have priority
- Courteous and slow cycling is encouraged
- Most routes are unsegregated and segregated paths only provided adjacent to roads with tactile warning paving and delineation as recommended in *Inclusive Mobility*
- Surfacing is resin bound gravel or self-binding gravel
- Path widths are far in excess of 6m which provides high comfort levels

Vondelpark Amsterdam

This large park in the centre of Amsterdam has high volumes of pedestrian and cycle users.

Conflicts between the two user groups have been on-going over years. Policy includes

- Segregation of users, with a cycle path of asphalt surface and area of self-binding gravel for joggers and walkers to the sides
- The delineation is provided by a strip of brick paving that also acts as a drainage channel
- Walkers to stay to the sides of the avenues with cyclists allowed to use the middle area
- Path widths of 10m allow comfort for all users.

Conclusions

The conclusions of various studies appear to be that segregated paths do not alleviate user conflict as:

- Pedestrians are constrained in a smaller area of the path, and some cyclists travel at higher speed assuming they have priority over pedestrians on their side of the segregated path.
- Segregation promotes territorial behaviour and does not take into account the behaviour of children, pets and people with cognitive impairments or those who are absentminded or not paying attention in what should be a peaceful and safe environment within a park.
- Benefits of segregated paths for limiting fear of collisions among visually impaired people are inconclusive.
- Unsegregated paths are more conducive to considerate cycling, slower speeds and greater safety and comfort for all users.
- Shared spaces work better for pedestrians where they outnumber cyclists, and where there is sufficient space and visibility and where there is an emphasis on 'place' rather than a 'movement' function.
- Promoting behavioural change through a code of conduct for cycling and speed limits is the most effective.
- Comfort is key to encouraging and supporting growth in both cycling and walking.

4. Key recommendations to improve comfort for users in Southwark's parks, adding to ones outlined in the Designated Cycle Route Design Standards

1 Unsegregated shared use paths

Comment: It is accepted that there is robust evidence that unsegregated paths work better for vulnerable park users subject to other comfort determinants being satisfied as below.

2 Path width of 4m min

Width is a key determinant of comfort and the document recommends a minimum width of 4m on busier routes.

Comment: It is felt this width should be trialled. In case it may not be sufficient in the future to ensure comfort, the potential for creating a **wider path of 6m -10m is recommended** to future proof the park for increased volumes of cyclists and pedestrians expected over the years.

The recommendation for potential wider path widths is based on design widths in major parks including The Royal Parks, Queen Elizabeth Olympic Park and Vondelpark, Amsterdam.

3 Limiting speeds of cyclists

The document states that best practice guidance, precedents and case studies demonstrate that speed concerns can be addressed by means other than physical interventions, including signage, engagement and enforcement.

Comment: We would disagree that physical interventions are not necessary or possible and would encourage designers to explore physical interventions to slow cyclists including change of surface materials, colour and size of junctions and gentle vertical deflections at junctions. However, staggered gates, speed bumps, raised cobbles and loose gravel should be avoided as they disadvantage disabled cyclists and wheelchair users.

The document recommends managing cyclist speeds through management (engagement and enforcement) and awareness raising via signage. It recommends a Cycling Code of Conduct and an average speed limit that would be enforceable through penalty notices.

Suggested signage to change cyclists' behaviour:

It is recommended in the guidance the tone of the signage should be friendly and positive and avoid negatives which is strongly encouraged.

As cyclists are constantly bombarded with messages that get ignored after a while, it is recommended that the cycling community could be asked to assist with the right tone of messages.

The key issue is for cyclists to slow down and be aware of and considerate to other park users. For it to be effective, consider using informal, witty, attention catching signage along with graphics. Eg

- Get a PB in behaviour, not speed this morning. Thank you for being considerate to park users.



- Good morning cyclists! Get up five minutes earlier so that you don't have to rush through the park. Enjoy!
- Breathe in the air, relax and enjoy the park. Thank you.
- Children, dogs and deaf people may not understand or hear your bell. Chill out and go round them. Thank you.

Comment: While a Cycling Code and speed limits should be encouraged, it is difficult to see how a speed limit could be enforced as the costs of enforcement and determination of speeds itself would be an expensive and logistically complicated exercise.

There would be questions as to why resources being expended on enforcement within parks, when drivers are routinely speeding outside the park, forcing cyclists to use the parks rather than the streets out of fear of motor traffic.

Our view is that investment in penalty notices would be counterproductive and engagement must be seen to be positive, encouraging considerate cycling through parks in a polite and positive way.

Only extreme anti-social behaviour should be targeted. Enforcement measures around parks targeted at speeding drivers would be a better use of resources, as reducing danger outside of parks would reduce the pressure to use parks as a fast commuting route.

Involving local cycling clubs and the Cycling Campaign would be appropriate to identify ways to raise awareness.

4 Volumes of users

A recommendation is made to put up signs warning pedestrians about peak time for cyclists. This may assist park users who are less familiar with the park.

Comment: The feedback from park users to this is that it would give out the wrong message that pedestrians need to watch out for cyclists. Instead the message should be directed at cyclists to give priority to pedestrians at all times.

5 Signage

The Designated Cycle Route Design Standards document recommends signage for Quietways based on TfL guidance. It recommends signage serving two functions:

- Supporting wayfinding
- Supporting awareness raising about priority of pedestrians on paths

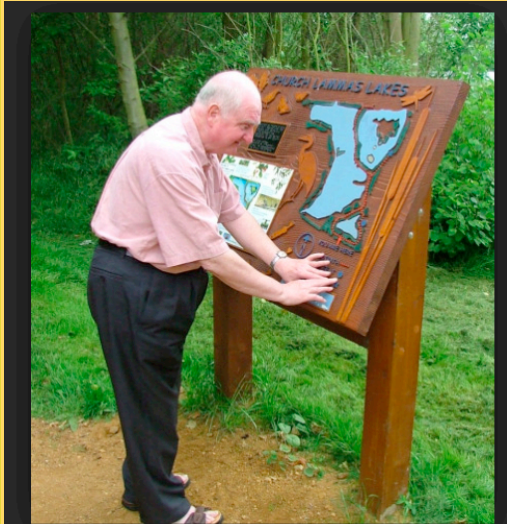
It recommends signage should be used consistently, but sparingly to minimise visual clutter.

It identifies main types of signs that should include

- In surface signs
- Vertical signs at entrances and gates
- Finger posts where routes diverge, cross, or for a change in direction
- A1 sized boards for targeted initiatives

Comment: We would recommend complementary information and wayfinding signage for both walkers and cyclists, so that signage is not just provided for benefit of cyclists.

Providing further signage for benefit of walkers including visually impaired people in the form of tactile and coloured maps at a lower level for wheelchair users and children would be appreciated by all users.



<http://shelleysigns.co.uk/overview/tactile-signs>

Consider other guidance for visually impaired people such as sensory planting, using contrasting colours of planting to indicate different areas, and for assistance with way finding.

Using scented planting also assists with wayfinding and orientation.

Other methods of assisting visually impaired people navigate through parks would be via smart phone applications such as WayfindR, or using 'talking signs' furniture such as the Marshalls intelligent monolith. These could indicate to users with an 'intelligent tag' that they are near or crossing a cycle path.

Wayfinding and other signage should follow guidance in the Sign Design Guide with

- Simple, clear sans serif font in Sentence Case (NOT CAPITALISED)
- Good visual contrast of text against sign and sign against the background
- Suitable height between 1400-1700mm
- Pictograms used as well as text
- Arrows following the ISO 7001 standards with arrows parallel with main stem; arrow heads heavier than the stem; arranged so that arrow location corresponds with direction, and a short distance between end of text & arrow.

Temporary A-boards placed on ground surfaces are not recommended as these can be a trip hazard for visually impaired people and joggers, even if off the main path surface.

The Designated Cycle Route Design Standards document recommends awareness raising and physical interventions at junctions similar to those found in The Royal Parks. These comprise a row of granite kerbs across the path on approach to the junction and at 6m intervals. (However, these are not recommended in Southwark's Quietway standards. Instead use of Rumble Strips are recommended:

- **Rumble strips**

It is stated that rumble strips can alert pedestrians to the sound of cyclists travelling over them, and also that they are crossing an area requiring more attention.

The detail indicated in the Designated Cycle Route Design Standards document with a 150mm wide granite strip that is flush with the asphalt is a suitable feature that does not create discomfort and has a function only to create a different sound when cyclists are passing over it (in order to warn pedestrians of their approach)

Comment: It should be noted that the change in sound will not be apparent to hearing impaired walkers or those using headphones.

The sound will be more useful to indicate to cyclists that they are approaching a location where they need to take additional care.

The comfort of the rumble strip should be tested out as a precaution.

Terminology: The term 'rumble strip' should advisedly not be used in the guidance, as it gives an impression of discomfort over an uneven surface and creates alarm, (and is used to describe protruding granite setts and cobble stones). An alternative term such as 'sound strip' could be used.

- **Intersection treatment**

A change of surfacing to resin bound gravel or change in colour is recommended to indicate need for cyclists to be aware of pedestrians crossing.

The junction detail shown indicates an application where a shared use path intersects with a pedestrian only path.

However, cyclists are allowed on all paths within the park so it is not clear where this would apply.

Comment: A more prominent intervention at junctions with

- a wider junction configuration,
- strong visual contrast,
- material usage to slow cyclists such as resin-bound gravel
- some form of gentle vertical deflection is recommended Does this mean mounding as discussed? Is this suitable for wheel chair users etc.?
- priority markings or signage to indicate pedestrian priority
- Lighting enhanced at junctions

7 Lighting

Key objective of standards to create a lit cycle path standard, ensuring paths through the park are safe for users in the dark.

Column based lighting is recommended to provide high level lighting illuminating over a greater distance.

Comment: Adequate lighting is a key component of comfort for vulnerable park users particularly visually impaired people.

Lighting should be especially focused on signage and also at junctions.

8 Possible expansion of path widths for walkers

In Peckham Rye Park and Common it is recommended that the existing asphalt park could be expanded to the other side of the mature trees for pedestrian overspill by using self-binding gravel, which would provide a more flexible surround to the trees.

Comment: Providing additional width and space for use by walkers is welcome, but care needs to be taken with surfacing, as natural self-binding gravel surfaces can be easily damaged, worn away and lose their smoothness and firmness, forcing vulnerable walkers and wheelchair users back onto the asphalt path.

Any complementary path for walkers would need to have the same quality as the main path to avoid conflict.

9 Edge restraints

These are recommended in the document as providing durability and maintaining structural strength of the surface material.

Comment: It is additionally recommended that visual contrast is also provided at the kerb edge to provide guidance for visually impaired people. This can be done by using a kerb that is of a lighter colour than the asphalt pathway

10 Cycle parking

Single stack parking as indicated is appropriate for a range of cycles and cyclists including ambulant disabled cyclists.

Comment: In addition, there need to be low level stands with additional space provided for cycles used by disabled people including handcycles, recumbents, tricycles etc.



<http://www.cyclehoop.com/news/new-cargo-bike-parking-the-copenhagenez-bar/>

11 Management and maintenance

These are critical issues. Monitoring of park user volumes and behaviour is essential to ensure comfort of users.

Maintenance of park infrastructure to ensure a level of amenity is also essential for comfort and enjoyment of users.

Comment: Critical for disabled people is

- Ensuring surfaces that are smooth, level, firm and slip-resistant, with no pot holes or loose gravel (even in small amounts).
- Visual contrast of edges and at junctions is maintained.
- Adequate lighting is maintained particularly important for visually impaired and older people.
- Ponding is attended to as wheelchair users, disabled cyclists and visually impaired people cannot easily move around these areas

5. Comments from Inclusive Cycling Forum, Friends of Burgess Park and Southwark Cycling Campaign

These comments were sent by email separately from the consultation meeting

5.1 Inclusive Cycling Forum

- They felt the survey times at which the park was studied were not comprehensive enough. They park should have been surveyed during weekends and school holidays when they are the busiest.
- Christiana cargo bikes, non-standard cycles and mobility scooters could be used to trial routes. They show up all issues in cambers, levels and surfacing
- Strongly agree with non-segregated considerate cycling
- Bollards and rumble strips both negatively impact disabled people
- Water fountains should be accessible to all.
- Plenty of seating required

5.2 Friends of Burgess Park (FOBP)

The comments from FOBP mainly relate to concerns about volume of future cyclists and the recommendation to route cyclists around the perimeter of the park rather than through it.

“We very much hope that the executive summary will make clear that Burgess Park is already experiencing cycling/pedestrian conflict and that the design standards need to address that. If the Executive Summary only deals with average levels of commuter cycling the situation will not be tackled and will get worse. This is a challenge for Southwark which needs to be recognised now.”

The following is their response,

“Comments on Executive Summary

The Executive Summary is too bland and does not address Burgess Park specifically enough although the background is largely there in the complete document. One size of recommendations does not fit all parks and that should be made very clear in the executive summary.

The question of the actual route through the park is never addressed in the summary. FOBP has proposed an orbital route. The Royal Parks policy proposes keeping dedicated cycle routes away from busy central areas. Is it not possible for a route to be devised through or around Burgess Park which takes into consideration the safety of pedestrians as well as convenience and encouragement for cyclists?

FOBP understand that this is a Quietways design standards policy for all Southwark parks but each park should be considered for its individual circumstances. In our case, Burgess Park is a very long, narrow, busy park which already has high volumes of cyclists and pedestrians. FOBP have

undertaken cycle counts in Burgess Park West which demonstrate this and they can be seen here. <http://www.friendsofburgesspark.org.uk/revitalisation/cycling/>.

The council's building policy is rapidly introducing hundreds of new properties in the area and beyond with little or no car parking included, which is likely to produce increased volumes of cyclists in the near future. There have been several incidents of conflict reported to the Friends including a father who refuses to take his children to the park any more following a cycling incident and an elderly lady knocked down in the underpass by a cyclist. The underpass is itself a unique feature in the park with inherent conflict issues. The ideal way to avoid conflict and for all park users in Burgess Park to enjoy the park equally is to create an orbital cycle route that links to all the various cycle routes and keeps commuter cyclists on the road safely whilst still enjoying the proximity of the park.

We very much hope that the executive summary will make clear that Burgess Park is already experiencing cycling/pedestrian conflict and that the design standards need to address that. If the Executive Summary only deals with average levels of commuter cycling the situation will not be tackled and will get worse. This is a challenge for Southwark which needs to be recognised now.

Concerns about main users being commuter cyclists rather than leisure cyclists

Friends of Burgess Park (FOBP) are very concerned that while the authors have identified the particular problems already facing Burgess Park their recommendations are not stringent enough: nor do the guidelines address the specific needs of the park which is already well used as a cycling hub.

There is confusion in the way Quietways are described in the report. Burgess Park is a place where all sorts of users come for recreation. Cycling to enjoy the park setting is not a problem but cycling as a transport option will conflict with the pleasure and safety of other park users. On the one hand, the authors of the report say that routes through Burgess Park have been considered ideal, "... as they will provide an off-road opportunity to encourage less confident cyclists in a recreational environment, but on the other hand, later in the report, the authors state that "bicycles are still vehicles capable of acquiring speed and as have the capacity to cause injury.

The authors state that Quietways target cyclists who want to use quieter, low-traffic routes, providing an environment for those cyclists who want to travel at a more gentle pace. But, this does not accord with the actual experience on, for example, QW1. Southwark Cyclists reported that "... since the improvements with Q1 there has been a more than 2-fold increase in peak time cycling on this route. Some of this will be existing cyclists choosing to alter route, e.g. using the Q1 route instead of the Old Kent Road. But hopefully there are also lots of new cyclists choosing to cycle to work now that the infrastructure has been improved.," (Report from Bruce Lynn, Southwark Cyclists, 6 August 2016) So QW7 is quite likely to attract many more cyclists who will want to use it to commute.

Concerns about future volume of users not accurately estimated

The authors note that Burgess Park is already a popular commuting route. If it is the case that Southwark's Cycling Strategy wants to "future proof" its plans then it should be taking a more realistic look at its own proposals as the volume of users will increase as the Southwark Spine and QW8 join QW7.

In the 'strategic context', Figures 1.7 and 1.8 are out of date. They both show the Southwark Spine going through Burgess Park East next to the lake and this route is no longer being proposed. See instead: pdf on Southwark website:

http://www.2.southwark.gov.uk/downloads/download/4757/qw7_progress_update_jan_2017.

Note email from Rebecca Towers, Southwark Council: 3 Jan 2017: *[T]he council has agreed to formally drop the Spine from St Georges Way to Harper Road, for the time being, and, subject to consultation, the Spine will go along St Georges Way then up onto the agreed QW7 route.*

Figure 1.10 does not show Southwark Spine which it is now proposed should join QW7/8 in Burgess Park West. Nor does it show QW83 which is proposed near Trafalgar Ave and would link into QW8.

In other words, there are plans to bring many more cyclists to these routes through the park so the number of cyclists likely to be using the routes will be much higher than has been suggested in this document.

Path Widths too narrow

There are various path widths in Burgess Park West. One of the busiest paths is not being widened. In this study, on paths which were 3m, it was observed the paths were already too narrow for comfortable sharing of the path by pedestrians and cyclists at busy times. It was noted that New Church Road which is 5.8m was easy to share. This is partly due to the width of the road but also because there are elevated pavements where pedestrians can take refuge. The problem is that there is a Southwark plan to remove this road and replace it with a narrower one (a few metres away) with no separation.

The recommendation in the study is that the path widths of Burgess Park West should be re-evaluated. FOBP would recommend that this is undertaken urgently before New Church Road is dug up and while it would still be possible to reroute some of the Quietways around the outside of the park rather than straight through it. This would be in keeping with the policy of the Royal Parks which states, as the report points out: "Wherever possible, cycle routes in the parks link with designated cycle routes outside the park, with cycle routes through the park kept to the perimeters to minimise volume pressures on the centre and impacts on historic character; Cycle routes through the park do not always take the most direct route to meet the individual journey needs of every cyclist".

If it is genuinely the case that as the study says, "The priority is to reduce the impact of cycling on other visitors' experience and to facilitate safe off-carriageway cycling [in parks]" then policies which would be to the detriment of walkers and the promotion of walking as a form of travel and recreation should not be adopted.

Lack of signage for cyclists to give pedestrians priority

The study suggests that because of the speed that commuter cyclists are already exhibiting in Burgess Park there will need to be penalty notices issued from time to time. There is currently no signage showing that the area gives pedestrians priority (in spite of it being requested by FOBP who also put in an application to the Cleaner, Greener Safer fund which it turned down).

The study states that "Signs, road markings, furniture and other elements that might be provided for cycleways in roads may not be appropriate for a park environment." However, though the report

repeatedly states that pedestrians should have priority the signage examples do not give that impression. To speeding cyclists such signage would simply indicate that they were on the right route and that it was a route for cyclists. This is a current problem on the Surrey Canal Walk (in Burgess Park) which is designated as a 'quiet' route for cyclists.

There is also a recommendation that pedestrians should be warned about busy times of day. This seems to put the onus on pedestrians to protect themselves, and fails to take into account the length of time commuter cyclists are likely to be encountered -- particularly in the late afternoon/evenings.

All signs indicating the Quietway in the park should point out that pedestrians have priority. Cyclists may find this peculiar since they are being encouraged to ride through the park and across busy pedestrian routes. Rerouting the Quietway around the perimeter would seem to be a much better solution.

24 hour lighting

This will be in conflict with wildlife requirements. If the route ran around the park, it would benefit from street lighting. Routes through parks at night are often much less popular with cyclists.

Junctions

FOBP approve of different surface treatments at junctions.

Existing infrastructure

FOBP agree that infrastructure such as mature trees and existing light columns should be accommodated."

5.3 Response from Southwark Cyclists

"Wells Way is our suggested route for the Quietway through Burgess Park. We agree with putting more high-quality routes round the park. People can and should enjoy parks by bike (or hand-cycle, or family trike), but with sufficient convenient alternatives, parks needn't be overwhelmed with through-traffic.

All cycle routes should be of high enough quality for both fast and slow, nervous and confident, experienced and new - just like our roads, pavements and public transport, and just like cycle routes in the Netherlands. Otherwise every cyclist must choose between convenience and safety.

We realise that people worry about high volumes of cyclists, and we completely agree that a park should be a destination, not a through route. In the absence of alternative routes, yes, many cyclists will continue to use the Surrey Canal Path and other routes through parks, because they are much safer and pleasanter than mixing with traffic.

What is really needed is a dense network of parallel cycle routes, whether low-traffic or physically protected. We think the way to reduce cycle volume on a single route is to spread people out over more routes - which also conveniently makes journeys more direct, and puts more people close to safe, high-quality routes at their front door. For example, we want protected cycle lanes down the Old Kent Road, which will take some of the longer-distance journeys from the south-east away from the park.

We are unhappy with the branding of cycle routes as "Quietways" or "Superhighways", because this is self-sabotaging. If a Quietway is not designed to accommodate large numbers of cyclists who are actually going places (as opposed to pootling round parks for fun), then it is not designed for an increase in people cycling. If a Superhighway is not designed to be safe and feel comfortable to novice cyclists, it won't attract new riders, and won't be pleasant for the quick and the brave either."

6. Burgess Park West (BPW) EQIA consultation meeting

21 June 2017, 6-8pm

Purpose of meeting: To explore how the design of the Quietways through the Burgess Park West site (and other parks) could be improved for people with various disabilities.

In attendance:

Karl Farrell	National Federation of Blind People	(KF)
Isabelle Clement	Wheels For Wellbeing	(IC)
Lucia Quenya	Southwark Cyclists	(LQ)
Monica Heeran	Friends of Burgess Park	(MH)
Brenda Puech	OpenAccessame	(BP)
Arlene Decker	LDA Design	(AD)
Louise Wilcox	Southwark Council, Burgess Park	(LW)
Pippa Krishnan	Southwark Council Project Manager	(PK)

1. Walkabout in the park

- 1.1. The group walked on pathways in Burgess Park, most of which were not designated cycle lanes but were being used by cyclists. The time was just past 6pm and there appeared to be low to medium volumes of commuter cyclists.
- 1.2. IC raised the issue that the existing path was cambered at the edges, quite steeply in some places and less steep in others. This made her wheelchair veer towards the edge and difficult to control
- 1.3. The group observed an area of cobbles where some cyclists went around (onto the grass, now worn away to mud) and some went over.
- 1.4. IC stated that cobbles were a nightmare for both wheelchair users and disabled cyclists, who cannot stand up to go over them more comfortably.

2. Rumble Strips

- 2.1. IC stated that rumble strips like the ones in Hyde Park were bad for wheelchair users and disabled cyclists, who cannot stand up to go over them more comfortably.
- 2.2. PK said that the rumble strips proposed for Burgess Park are intended to be flush with the tarmac path surface, not like a speed bump. They are not intended to inconvenience cyclists but instead to create a small noise, alerting pedestrians to the presence of cycles at junctions.
- 2.3. BP highlighted that the noise would not benefit deaf park users
- 2.4. PK said that there would also be a change in surfacing at junctions, explained further in point 3

3. Junctions

- 3.1. Junctions will be indicated by resin-bound gravel which will visually contrast with the black-top tarmac of the rest of the path. The group liked this idea.

4. Volume of cyclists and path width

- 4.1. The group thought that volumes of cyclists will increase once the cycle Quietways open
- 4.2. PK said that the pathways will be 4m wide and “future-proofed” with space for easy widening to accommodate more cyclists and pedestrians if required.

5. Shared and Segregated pathways

- 5.1. Everyone in the group supported shared pathways instead of segregated pathways for the park.
- 5.2. Segregation was deemed appropriate for the highway but not inside the park.
- 5.3. Members of the group had experienced fast cyclists on segregated routes in parks in Hackney, and cyclists often see pedestrians in the “cycle lane” so it was thought not to be successful.
- 5.4. The group had experienced measures to slow cyclists on cycle paths, however this just makes the cyclists use the “pedestrian side” or cycle round speed bumps onto the grass which becomes worn.
- 5.5. If a shared pathway is used by enough pedestrians, fast cyclists will find that going through the park is not the fastest route and are likely to be encouraged onto the road. Therefore any improvements inside the park *must* be complemented by on-road improvements for cycling.

Each group was asked what the main issues are for them:

6. National Federation of the Blind

- 6.1. KF emphasised that speeding cyclists caused real fear for blind and partially sighted people. A foolproof method would be to put a segregation strip down the middle of a path to separate cyclists and pedestrians. However, it was noted that children, animals and many people would not be able to notice or even comprehend the purpose of the strip and would put themselves in danger from cyclists.
- 6.2. KF said that blind people need tactile warning surfaces to indicate the crossing over a cycling route, however tactile paving indicated a hazard but it was not always clear what that hazard is – it could be steps or a junction or something else. It’s not always that useful. LQ suggested a thicker and textured edge to the pathways.
- 6.3. KF said that partially sighted people require good visual contrast, for example at the path edge. Maintenance is important because fading and/or dirt leads to a loss of contrast.
- 6.4. KF said there is no one solution. Comfort depends on good behaviour by cyclists. The park should be a friendly place where people share, where cyclists do not cycle too fast. Pedestrians should also be asked politely to please watch out for cyclists.
- 6.5. Visually impaired people preferred using the edge of the path as a guide, and it was noted that staying to the side of the path made it easier for cyclists to overtake pedestrians.

7. Wheels For Wellbeing

- 7.1. Disabled cyclists have different types of cycles including tricycles, recumbents and handcycles. Their sightline is often lower than on a standard bicycle. However, the majority of disabled cycles cycle on two wheels. Cycling is easier than walking for many disabled people. For many cycling is the only way to experience a park, and their mobility should be encouraged and facilitated.
- 7.2. Cycling is a mobility aid and must be encouraged.
- 7.3. The most important factors for disabled cyclists are:

- a) Path surface quality. Good maintenance to prevent pot holes. No loose gravel chippings, even in small amounts such as the chippings that gradually come off a tar-spray and chip surface. Surfaces must not be slippery in the wet. Road markings must not have a slippery surface.
- b) Good path widths. Enough space for overtaking.
- c) Path camber. Maximum gradient of 1:40. Should be between 1:40 and 1:50. The camber should not steepen at the edges. Camber is especially important at turns.
- d) Wayfinding signage. Needs to be at a good height - not too high up. Easy to understand for those who cannot read / understand words. Friendly, positive wording such as “considerate cyclists welcome”. Clarity and ease of wayfinding is critical for comfort of cyclists.
- e) No gates/barriers at entrances. These are built to stop motorbikes but also prevent disabled cyclists from entering the park.
- f) No bollards. These are not good if you have poor vision, or in the dark, or for those cycling in groups.
- g) Tactile paving: This can be uncomfortable for many cyclists. It was appreciated that visually impaired people need tactile guidance as they have to put a lot of effort into navigating.

8. Friends of Burgess Park

- 8.1. Friends of Burgess Park would prefer an orbital cycle route around the park, rather than cycling through and across the park. The park is a precious space and this should be preserved.
- 8.2. Would like certain routes designated as pedestrian only. IC suggests that the introduction of cycle routes will result in other narrower pedestrian paths becoming less popular for cyclists naturally.
- 8.3. Junctions should be indicated with a raised surface and change of surface type and colour. Everyone needs to be careful at junctions.
- 8.4. Tactile paving can be slippery and dangerous to / disadvantages cyclists, particularly disabled cyclists. Also see point 6.2 above.
- 8.5. Low splayed kerbs often separate cycle lanes on the highway.
- 8.6. Encourage on-road alternatives to the park at the same time as improving routes within parks.

9. Southwark Cyclists

- 9.1. LQ stated that we need to balance the needs of all park users. Any improvements need to be for both pedestrians and cyclists.
- 9.2. Crossing points are sites of conflict
- 9.3. Junctions are critical. At junctions the person who gets there first should go first, like at USA crossroads. Junctions could be indicated by a change of surface and warning sign to look out without formalising priority with “give way” markings.
- 9.4. Change of behaviour will be seen over time.
- 9.5. Have alternative routes for cyclists outside parks. Cyclists fear motor traffic and high speeds and will pick lower risk route options. Cyclists want to be off-road for safety. Alternative routes have to be the long game.
- 9.6. The fear of cyclists can be often disproportionate to the actual risk of collision. LQ has noticed that collisions are very rarely reported, more near-misses and concern about safety

and fast cycling. We need to understand and allay fears and strike a balance between needs of both sets of users.

9.7. Segregation never seems to achieve its purpose. Never seen a cycle path that pedestrians don't walk on.

10. Louise Wilcox (Southwark Council Park Management)

10.1. Security is an issue in the park after dark, and lighting of Quietways is critical.

10.2. They prefer to have no lighting on minor routes so as not to encourage use of the park in the dark. There have been many security incidents in the past.

10.3. It was noted use of the park was evolving over time and behaviour of users needs to be monitored carefully to ensure the safety of all.

10.4. Quietways on their own are not the only solution and need to be complemented by other solutions including reducing motor traffic on surrounding roads and facilitating cycling on those roads.

11. Next steps

11.1. Draft Quietways Design Standards document circulated to the group for comments.

7. Appraisal of current plans

6 Drawings reviewed

LDA Design for Burgess Park West

Hardworks General Arrangement Sheets 1 to 6, 4851_201 to 4851_2060

4851_200 materials key

Comments

- An overview of the paths through the parks needs to be provided indicating the hierarchy of paths
 - main cycle routes
 - minor cycle routes
 - footways only with no cycle desire line
 - Links with main cycle routes outside the park
- Shared paths are shown as 4m wide which may be too narrow, depending on the actual increase in numbers of cyclists that is expected. If funding available all major cycle routes should be installed as 6-10m wide, or have the potential for expansion to that width.
- The junction details linking park routes with external cycle and walking routes needs to be shown. Currently on streetview, there appear to be bollards lining the entrance routes into the park. *Can bendy bollards be used which cause less impact if walked in to? Would drivers actually drive into the park if bollards are not used? If there was an upstand kerb, with a gap only narrow enough for cyclists say 1.8m wide, could that be a deterrence?*
- Entrances to the park are where cycle / walker conflicts are most intense and these need to be carefully designed to indicate pedestrian priority. *Any suggestions for specific interventions here?*

These sections have been left off the plan so cannot see what is planned. These should be designed to provide pedestrian priority, so maybe zebra markings across the cycle crossing would indicate to cyclists that they are crossing a pedestrian path where they need to give way if necessary. Signage here would be helpful too.

- Junction details need to distinguish between where footpaths merge into shared space paths and follow along, and where they cross them.
- Can cyclists be deterred from taking shortcuts along narrower footways? There seems to be a typology of materials used for footways (self-binding gravel in the nature area, asphalt elsewhere) and shared paths (asphalt) with junctions in resin-bound gravel. Can this be made clear in an overview plan? Can preferred cycle routes be indicated in maps at the entrances to the park and at key junctions, so that cyclists are encouraged to stay on the main paths?