

## DELEGATED POWERS DECISION

### STREETSCENE SERVICE

#### Public Realm Division, Climate Homes and Economy

#### SCHEME: - De Beauvoir Road Proposed Traffic Management Improvements

##### AGREE TO:

- Not proceed with the introduction of the proposed traffic filter in De Beauvoir Road between Buckingham Road and Tottenham Road.

##### REASONS

- The Council has undertaken additional surveys and received representation from local resident associations which indicates that the disbenefits of introducing a closure as proposed would outweigh the benefits.
- Residents on Tottenham Road will be negatively affected by the proposed filter when they need to travel to the south of the borough.
- To prioritise expenditure of public money on the transport network where regrettably, more injury accidents have occurred.

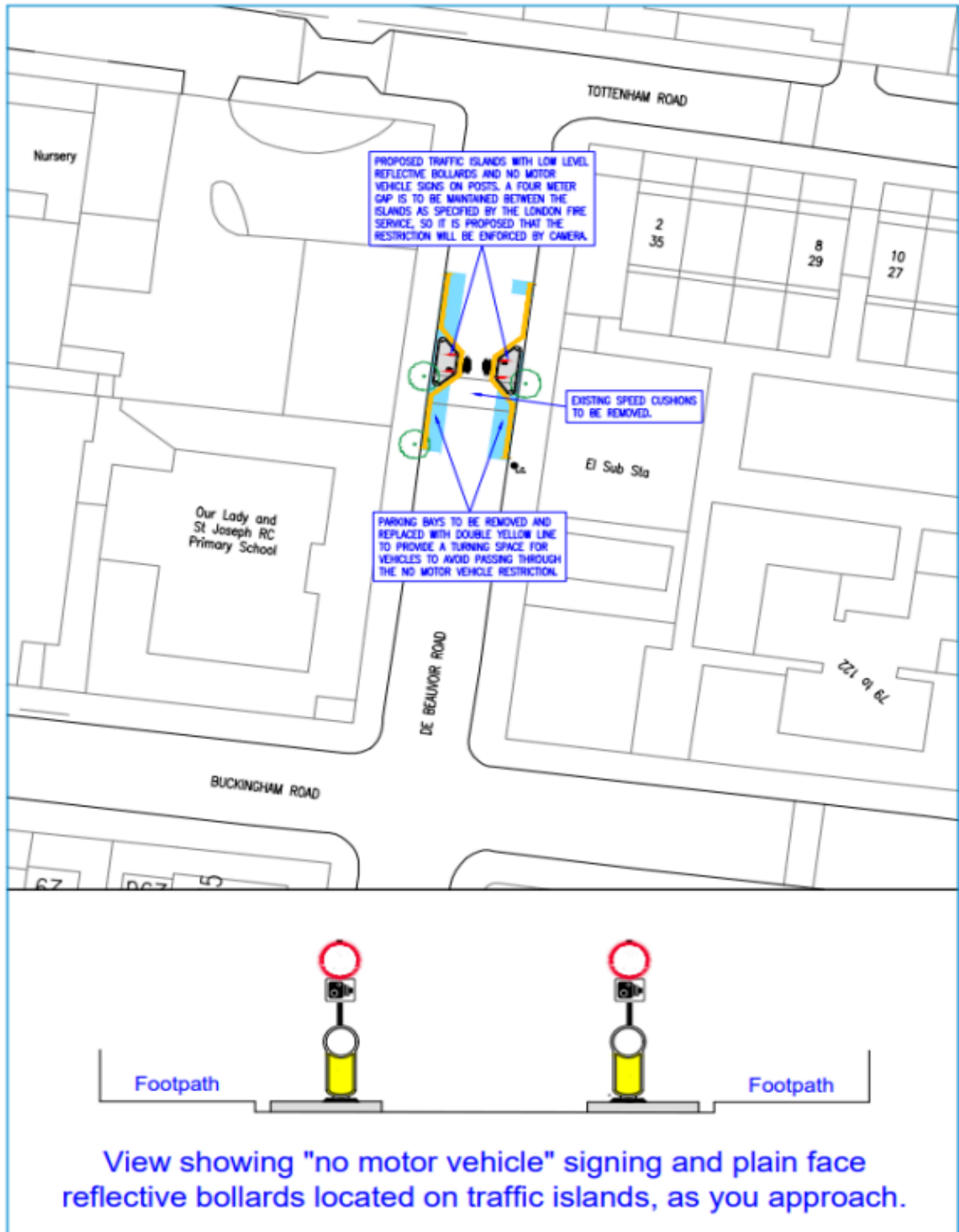
## **1.0 BACKGROUND**

- 1.1 Transport for London (TfL) implemented a scheme to close the junctions of Tottenham Road and Stamford Road with Kingsland Road (A10) in 2020. Following the implementation of this scheme, the Council received complaints from residents about an increase in traffic on DeBeauvoir Road.
- 1.2 The Council received comments from some local residents regarding motor vehicles using De Beauvoir Road as an alternative cut through to avoid congestion along other established routes. Issues raised included that small residential roads are used by high volumes of traffic, which includes larger commercial vehicles, and that these vehicles are passing two primary schools. From this the main concerns for local residents have been the noise and pollution generated by these vehicles, and road safety.
- 1.3 Therefore, in response to residents' comments, the Council investigated the introduction of measures to help mitigate the traffic issues raised.

## **2.0 PROPOSAL**

- 2.1 There are presently 3 access points into and out of the area: a) Bentley Road via Kingsland Road; b) Bentley Road via a single-vehicle-width access onto Balls Pond Road; c) Access via Englefield Road. There are also two schools in the immediate vicinity: a) De Beauvoir Primary School and b) Our Lady and St Joseph Primary School.
- 2.2 The proposal was to introduce a 'no motor vehicle' restriction on De Beauvoir Road between Tottenham Road and Buckingham Road, which did not apply to cyclists, to prevent drivers from using this section of De Beauvoir Road as a north/south short cut through the area.
- 2.2 The proposed location for the restriction is at a point midway between the junction with Tottenham Road and Buckingham Road. Emergency services and Council refuse vehicles would have been exempt from the restriction, so unimpeded access would continue to be provided while they carry out their essential public services. Figure 1 shows the plan for the proposed 'no motor vehicle' restriction.

Figure 1: De Beauvoir Road proposed traffic filter



### 3.0 CONSULTATION

#### Public consultation

- 3.1 Public consultation ran from 24 February 2022 until 23 March 2022, allowing residents four weeks to submit their comments.
- 3.2 2600 consultation leaflets were distributed within the designated area as shown on the distribution map in Appendix 1. The consultation document was also uploaded on the Council's Citizen Space webpage. Residents were able to submit their comments online, by email or by post.
- 3.3 All responses received online before the deadline were allocated a unique reference number and added to the database. All responses received by post were added to the same database. Comments from responses that were received after the deadline were also still considered even though they could not be added onto Citizen Space, once the consultation period had closed.
- 3.4 A copy of the consultation document is included as Appendix 2 of this document.
- 3.5 The following Table shows the breakdown of responses received during the public consultation.

**Table 1: Results of sent leaflets and received responses**

Number of Leaflets sent out	Number of responses received	Responses in support of the proposals	Responses not in support (oppose) of the proposals	Don't know	No Answer
2600	417 (16%)	217 (52%)	185 (44%)	13 (3%)	2 (1%)

#### 3.6 Summary of the comments received

In favour of the proposals		
Comments Summary	No of responses	Officer's response
<p>52.0% of the responses received were in support of the proposals.</p> <p>Most of the comments welcomed the proposals and said that the De Beauvoir Road is a key part of CS1 which many use to commute to work by Bicycle. Restricting north and southbound traffic would substantially improve the safety of CS1 and</p>	217	<p><b>Officer's comment:</b></p> <p>The council has acknowledged that reducing the number of motor vehicles can help improve air quality in the area. To address concerns about speeding on De Beauvoir Road, the council conducted traffic count surveys in October 2020 and November 2022. The data from the 2022</p>

<p>would also reduce the pollution in the area.</p> <p>Some people who supported the scheme said the traffic level is high on De Beauvoir Road. Even from 12 am - 2 am, there are almost 100 cars per hour.</p> <p>Some people who also supported the scheme also complained about speeding along De Beauvoir Road and also they complained about large vehicles using De Beauvoir Road which is unsafe for pedestrians.</p> <p>Similarly some people who supported the scheme complained that traffic travelling through Bentley Road was very dangerous as there are no pavements for pedestrians. The comment stated that taxi drivers use Bentley Road as a rat-run and this proposal will stop the rat-run.</p> <p>A few comments which supported the proposal also said that additional filters are required on De Beauvoir Road between Englefield Road and Whitmore Road as there is too much motor traffic on this section.</p>		<p>survey showed that the average traffic speed on De Beauvoir Road is less than 20 miles per hour(mph), indicating that most drivers abide by the 20mph limit. However, a small number of inconsiderate drivers continue to break the speed limit. The council will work with the Met police to consider further enforcement in such cases.</p> <p>Comparing the data from 2020 and 2022, the council found a 27% reduction in motor vehicles on the section between Buckingham Road and Tottenham Road.</p> <p>Based on our speed survey data for 2022, it appears that the claim of 100 vehicles travelling between 12 am and 2 am is not supported by the evidence and not accurate. The data from traffic surveys shows that during this time frame, an average of only 26 vehicles were travelling in both the northbound and southbound directions at De Beauvoir Road, between the junction of Buckingham Road and Tottenham Road.</p> <p>As for Bentley Road, the council recognises that many vehicles use this narrow road to access Balls Pond Road, which can inconvenience pedestrians as there are no pavements.</p>
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<b>Responses not in favour of the proposals</b>		
<b>Comments Summary</b>	<b>No of responses</b>	<b>Officer's response</b>
<p>44.0% of the responses received expressed opposition to the proposed proposals.</p> <p>This scheme discriminates against the disabled, elderly and less mobile residents in this borough. If De Beauvoir Road is closed then the traffic and pollution will be forced onto other roads.</p>	185	<p><b>Officer's comment:</b></p> <p>After reviewing comments regarding the traffic filter of De Beauvoir Road, some residents expressed concerns that this decision may negatively impact elderly and disabled residents, as well as cause congestion on main roads. However, there is evidence that low-traffic</p>

Already many roads were closed in the borough as part of LTN schemes and the main roads can't cope with the current traffic and get congested. Closing of De Beauvoir Road will make Kingsland Road and Southgate Road worse. The council does not care about the people living on busy roads by adding more traffic onto their roads. It only cares about the well-off residents living on De Beauvoir Road.

People who oppose the scheme also commented that closing the roads will push the businesses and residents out of the borough.

Some comments stated that there is not much traffic in De Beauvoir Road and traffic is reduced due to the De Beauvoir LTN. Therefore there is no need to close this road.

Some residents from Tottenham Road said if the council closes the De Beauvoir Road then the small passageway on Bentley Road would be their only vehicular access. The passage is very narrow and too dangerous for pedestrians as there is no pavement and no room for disabled people to go through. At present De Beauvoir Road is the only access road to Tottenham Road, therefore, this road should not be closed. If De Beauvoir Road is closed then no lorries will be able to deliver the heavy goods items for Tottenham Road residents because the council exemption is only for refuse vehicles and not for goods lorries. Whilst De Beauvoir Road residents would love the peace and quiet, residents of Tottenham Road would be significantly adversely affected.

The residents from the De Beauvoir Place (Tottenham Road) block of flats, commented that their block is for residents that are over 55 year old and most residents are elderly old age pensioners and mainly depended upon deliveries, if the scheme goes ahead then they will be severely affected in their day to day life.

neighbourhoods (LTNs) create cleaner air and quieter residential streets. In fact, since the implementation of the LTN, more people have been encouraged to cycle and walk.

To address concerns about the traffic on De Beauvoir Road, the Council conducted a traffic count survey in November 2022. The survey results show that there has been a reduction in traffic on De Beauvoir Road between Buckingham Road and Tottenham Road. Additional details concerning the traffic survey can be found in section 5.0 of this report.

Regarding the comments from residents of Tottenham Road, the Council acknowledges that the eastern section of Tottenham Road can only be accessed through De Beauvoir Road. However, it is important to note that Tottenham Road already has a traffic filter by De Beauvoir Primary School, and there is also a road closure on the eastern end by Kingsland Road. Also, there is a banned right turn on Bentley Road at its junction with Kingsland Road.

While the traffic filter on De Beauvoir Road may have impacted journey times for some residents who use motor vehicles (according to the 2021 Census, 38% of households own a car or van in the De Beauvoir area), an alternative access route through the Bentley Road alleyway will be used to access Balls Pond Road or the southern part of the borough. Bentley Road is a narrow passage which is not suitable for additional motor vehicles. The other alternate route would be through Bentley Road and turn left onto Kingsland Road and use Balls Pond Road to access the south of the borough.

With regards to the comment about accessing fast chargers at Bentley Road, the council is planning to install more additional electric vehicle charging points on lamp columns within the De Beauvoir area (N1 postcode) in the 2023/24 financial year. This should make it easier for the residents of electric vehicle owners

<p>In general, most people who oppose the scheme are mainly worried about using Bentley Road as their vehicular access route for both going out and coming in to access Tottenham Road. They are worried that the road is not safe for vehicular traffic therefore they feel Tottenham Road residents will be adversely affected by this proposal.</p> <p>One comment said the change would make the Bentley Road fast charger inaccessible to residents of De Beauvoir without having to deal with the considerable traffic on Balls Pond &amp; Kingsland roads.</p>		<p>to charge up in the area. The new charging points will be located at Buckingham Road, Stamford Road, Mortimer Road, De Beauvoir Crescent, De Beauvoir Road, Northchurch Road, Ufton Road, Lawford Road and Culford Road.</p>
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Responses which say Don't know to the proposals		
Comments Summary	No of responses	Officer's response
<p>A resident said as a cyclist who loves LTNs and lives in De Beauvoir, generally very pro measures to reduce traffic, but was not sure how necessary this one is and what follow on impacts it might have.</p> <p>The resident mentions he walks and cycles around the area a few times a day and hasn't seen much evidence of rat-running. Traffic levels in De Beauvoir seem to have dropped significantly over the past 12 months thanks to the new LTNs on the other side of Southgate Road.</p> <p>Another resident commented why is it that the residents in the northern part of De Beauvoir Road get looked after by the council so much. Does the mental and physical health of residents south of Downham Road not matter to the council at all?</p> <p>Another comment says while many residents south of this proposed barrier will strongly welcome this filter, those to the north along Tottenham Road have understandable concerns about access to their homes, which is</p>	<p>13</p>	<p>According to the traffic survey data from 2020 and 2022, there has been a significant reduction of 27% in motor vehicles in the section between Buckingham Road and Tottenham Road. This is a positive development in the area.</p> <p>With regards to the comment, "why does the northern part of the residents of De Beauvoir Road get looked after so much?" To answer this the council assures that it treats all its residents equally. The implementation of highway improvements is not based on the area of the borough. Instead, it is implemented in locations where there is a necessity for action on road safety concerns or where there are more injury accidents. This ensures that all residents of the borough are safe and protected while using the roads.</p> <p>With regards to the comment on access for Tottenham Road residents, the council agrees that Bentley Road will serve as the main access route for car users of</p>

<p>now restricted to a route via Bentley Road which would never normally have been their preference. That access is extremely poor, especially the dangerous, narrow alleyway off Balls Pond Road. This could potentially solve one issue while increasing conflict around that small section of the ward.</p>		<p>Tottenham Road. However, the council acknowledges that this narrow road is frequently used by vehicles to reach Balls Pond Road, which can pose a challenge for pedestrians as there are no pavements.</p>
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## 4.0 IMPACTS

### Permanent Impacts

- 4.1 If the proposed traffic filter were implemented as proposed, the residents living in the eastern section of Tottenham Road who use motor vehicles (approximately 38% of households) would be disadvantaged as their only exit out of the area if they wanted to travel south towards Hoxton / Shoreditch would be going along Bentley Road, which is narrow and unsuitable for additional vehicles, turning left into Balls Pond Road, then having to travel 500 metres in order to travel south along Southgate Road. This is because currently, there is no right turn at Balls Pond Road at its junction with Kingsland Road and no right turn at Bentley Road at its junction with Kingsland Road.

### Temporary Impacts

- 5.1 If the scheme does not go ahead, there will not be any temporary impacts.

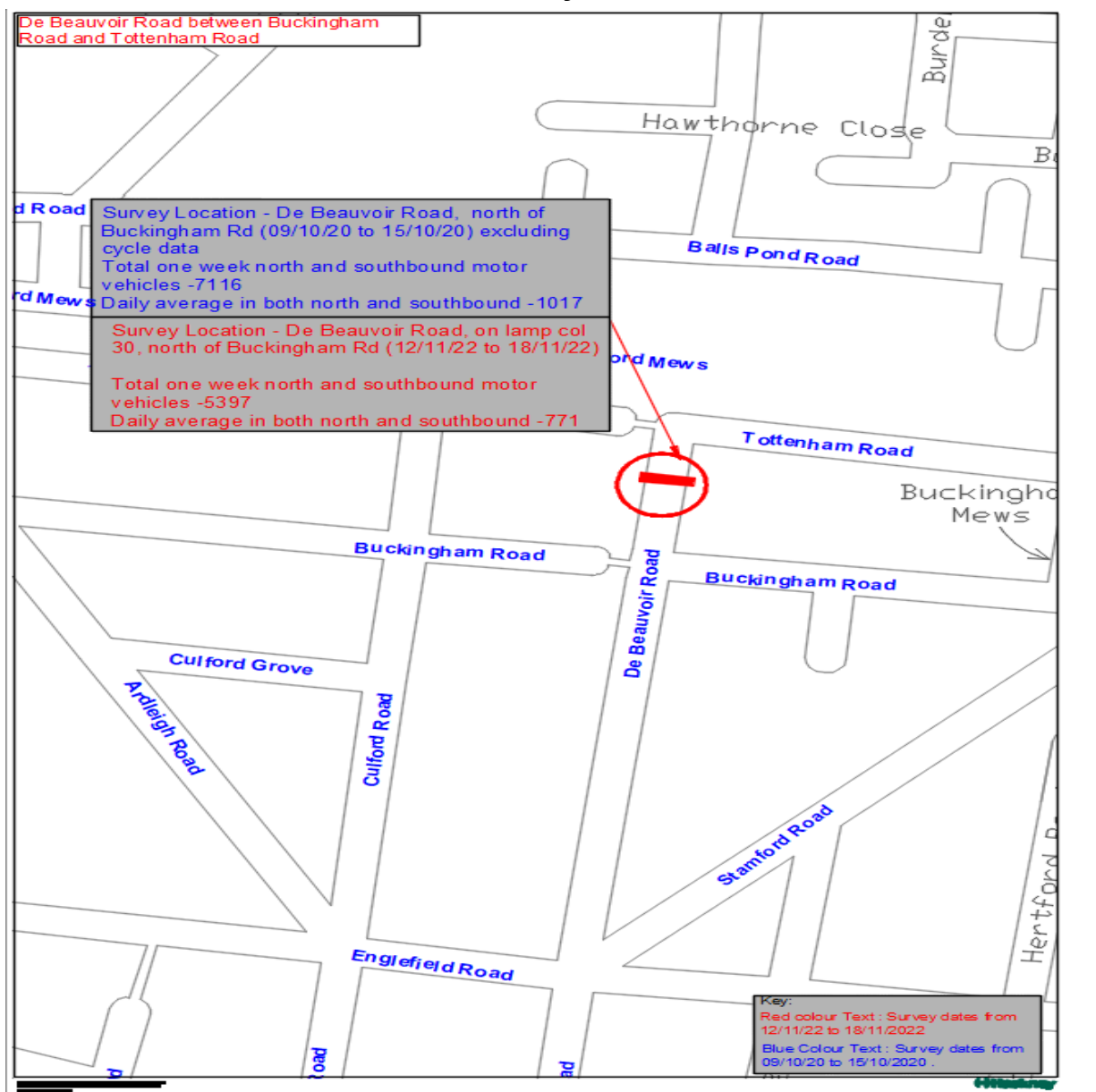
## 5.0 Traffic Survey and Accident Study

- 5.1 Following the public consultation, officers received comments from and had meetings with the Tottenham Road tenant association.
- 5.2 Representatives of Tottenham Road Tenant Association stated that if the proposal were implemented as proposed, they would be disadvantaged as their only exit out of the area if they wanted to travel south towards Hoxton / Shoreditch would be going along Bentley Road which is a narrow and unsuitable for additional vehicles, turning left into Balls Pond Road, then having to travel 500 metres in order to travel south along Southgate Road.
- 5.2 As a result of the concerns expressed by the representatives of the Tottenham Road Tenant Association, Officers undertook additional traffic surveys in the De Beauvoir area to ascertain whether traffic volumes have fluctuated. It was also coming out of the pandemic and needed to update traffic data in the area.



- 5.3 The daily average results from the 2020 survey show, the number of motor vehicles travelling along De Beauvoir Road between the section of Tottenham Road and Buckingham Road in both directions (north and south) was 1017 (cyclist data excluded). A survey conducted in 2022, however, revealed vehicle flows of 771 (cyclist data excluded), which is a 27% drop in traffic compared to the data for 2020.
- 5.4 In 2020, 141 bicycles were travelling in both the northbound and southbound directions on De Beauvoir Road between Tottenham Road and Buckingham Road on an average daily basis. In 2022, there were 88 bicycles per day on average, which is a 46% decrease from the numbers in 2020. In Appendix 3 of this study, you can find a copy of the traffic count survey for 2020 and 2022, which covers both bicycles and motor vehicles on De Beauvoir Road between its intersection with Tottenham Road and Buckingham Road.

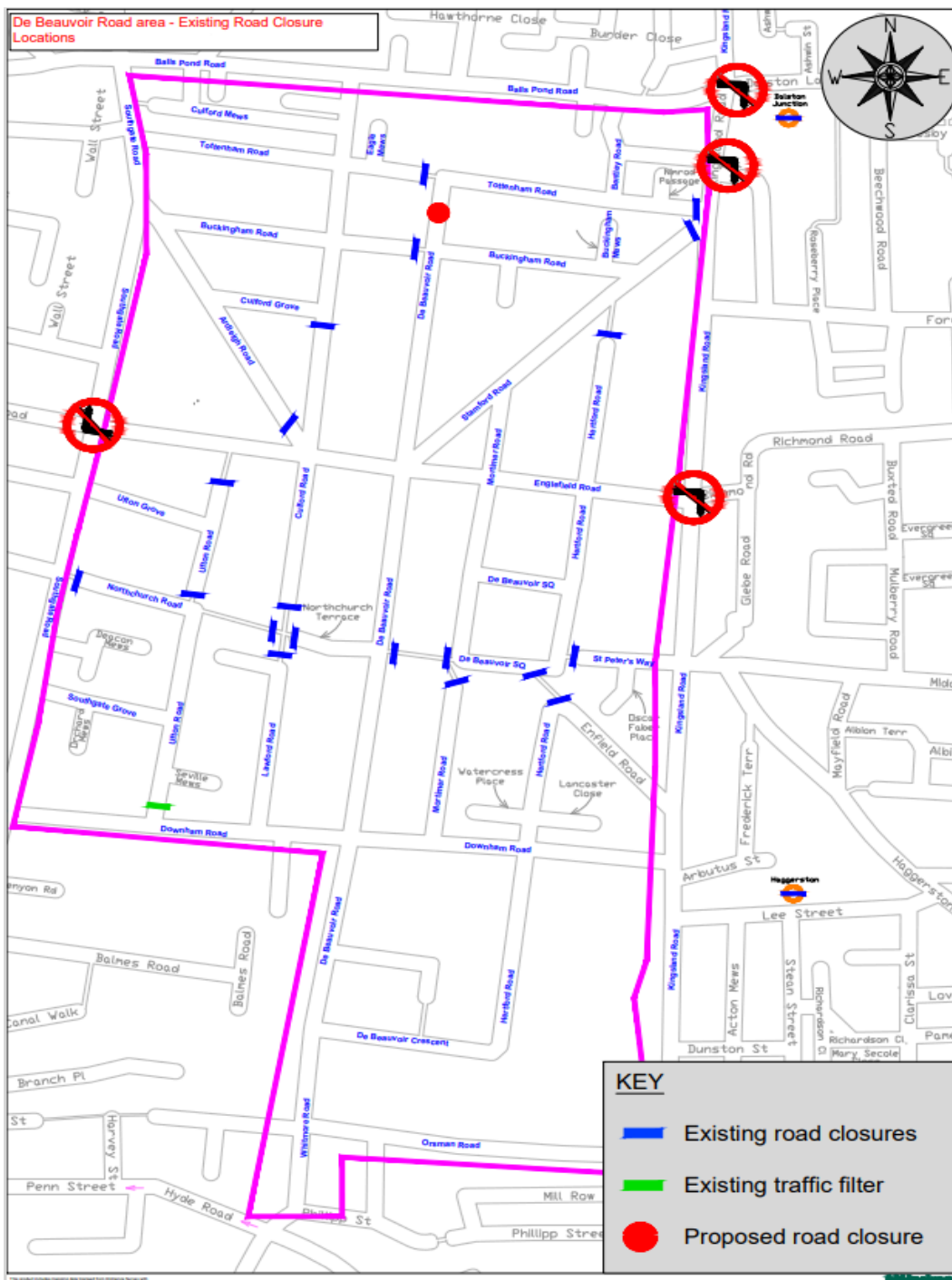
**Figure 2: De Beauvoir Road (2020 and 2022) north and southbound motor vehicle traffic survey data.**



5.5 Officers also assessed traffic collisions in De Beauvoir Road and the results showed that 14 collisions occurred in the whole of De Beauvoir Road, involving 12 slight collisions and 2 collisions in the last three years to July 2022. There were no traffic collisions recorded on the section between Englefield Road and Tottenham Road.

5.6 Officers assessed and considered the existing traffic filters and road closures in the De Beauvoir area. There are 20 road closure points and one traffic filter on Ufton Road to make the area traffic calmer around the De Beauvoir area compared to other areas in the borough.

**Figure 3: De Beauvoir Road existing road closure points`**



## **6.0 Outcome of traffic and accident study**

- 6.1 Traffic levels have reduced by 27% on the section where the proposed traffic filter was consulted on compared with 2020 traffic survey data.
- 6.2 The evidence does not back up the claim that there are traffic issues in De Beauvoir Road. The traffic has reduced in this section when compared with previous data.
- 6.3 The traffic collisions recorded on De Beauvoir Road do not reach the point when intervention from the Council is considered necessary.

## **7.0 Reasons for not recommending the traffic filter**

- 7.1 The Cycle Infrastructure Design, Local Transport Note (LTN)1/20 states that roads that carry 2000 vehicles or less per day on a 20mph road are generally considered safe for most cyclists and do not need any additional measures for cyclists. As a result, further measures to reduce traffic flows along De Beauvoir Road between Tottenham Road and Buckingham Road are not supported by the evidence as traffic flows have reduced from 1017 in 2020 to 771 in 2022.
- 7.2 The council has taken into account the opinions of the residents regarding the proposed traffic filter in De Beauvoir Road. Although 52% of respondents supported the filter, the council does not consider public consultation results as a referendum. The council has analysed the public consultation comments, traffic survey results, and accident data for the area to determine whether the proposed filter would benefit the residents. The recent traffic survey data shows that the traffic volume has not increased in this section, and there are no recorded accidents. Therefore, the council has determined that the proposed traffic filter would not be beneficial to the area as a whole.
- 7.3 Based on the data we have, the average daily traffic volume is less than 2000 vehicles and there have been zero accidents reported at this location. The Council has to prioritise its limited resources to areas that would greatly benefit from the Council's intervention. As a result, it is not a priority for the Council to allocate funds for this specific location. It is important to note that the Council has to prioritise and set aside money specifically to reduce the number of people killed and seriously injured in traffic collisions. As a result, the funds are usually prioritised towards locations where regrettably, more injury accidents have occurred. It is worth noting that the implementation of this scheme may be costly for the Council, especially if cameras are to be used.
- 7.4 Although the Council acknowledges that a majority of respondents responded in favour because they believed it would have some positive effects on the neighbourhood as a whole the closure would cause some inconvenience for residents of Tottenham Road who rely on motor

vehicles, who would have to take a diversion to get to Shoreditch while travelling south. The Council's objective is to encourage public transport, walking, and cycling over the use of private vehicles. However, in this particular case, the advantages to pedestrians and cyclists are small because the area currently has extremely little traffic and little room for additional reductions. Given the reasons above the Council does not support that proceeding with this closure is the best course of action for this area.

- 7.5 Taking the evidence into account, it is recommended that the proposed scheme is not taken forward. However, council officers will continue to monitor the area and if in future traffic flows are increased, then the officers will consult on measures to reduce traffic flows and improve safety conditions.

## **8.0 EQUALITIES IMPACT ASSESSMENT:**

- 8.1 An equality impact assessment (EqIA) is a process designed to ensure that a policy, project or scheme does not unlawfully discriminate against any protected characteristic. This section describes how we ensured that the design for each scheme serves all users; a full analysis has been done in which knowledge about protected groups has been examined from a variety of sources. This knowledge base is included in **Appendix 4**.

### **The Equality Act**

- 8.2 Hackney Council and its delegated authority decision-makers must have regard to the Public Sector Equality Duty set out in Section 149 of the Equality Act (2010), which requires us to have due regard to the need to:
- eliminate discrimination, harassment, victimisation or any other conduct that is prohibited by or under the Equality Act 2010;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.3 As part of our decision-making process on the proposal for each scheme, due consideration has been given to the impact on all people within a protected group as defined by the act. The different groups covered by the Equality Act are referred to as protected characteristics:
- age;
  - disability;
  - gender reassignment;
  - pregnancy and maternity;
  - race;
  - religion or belief;
  - sex;
  - sexual orientation.

- 8.4 The Act involves having due regard, in particular, to the need to—
- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
  - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
  - encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

### **Links between Equality and Traffic Management**

8.5 A full analysis has been undertaken in which knowledge about protected groups and their travel patterns has been examined from a variety of sources. This considers what the general impact will be of a scheme that reduces car use on the majority of streets with some potential increase on others. This evidence base is included as **Appendix 4**. This suggests the following key points:

- The benefits of reduced car use include improved air quality, safer streets and increased health. All of these strongly benefit all road users.
- At the aggregate level, all of the protected groups do, as far as evidence is available, have lower car use than the population average.
- Groups that tend to have lower incomes and higher health needs will benefit even more from reduced car use.
- It is the case that some members of some groups will be disadvantaged for some journeys. This is accepted and recognised. Where this results in a disadvantage that is not compensated for by other advantages then changes to scheme design will be considered.
- Some groups will have a higher reliance on driving a private car. Others will use taxis or rely on car-bound visitors and carers. It is important to recognise this and if necessary to put in place measures to mitigate their specific difficulties.
- Benefits will vary within groups and even within individuals. Some people may be disadvantaged whilst driving, but gain substantially when they are walking or cycling.
- Most Hackney residents (around 70%) do not own a car. This should be considered when appraising the impact on any group.
- The overall impact is going to be positive for the whole population and will, if anything, be disproportionately beneficial to people with protected characteristics.

### **Area-Specific Data**

8.6 Data is not always available at a level which can establish the precise impacts on every household. For the purposes of this review reference has been made to census data and to available ward-level information.

8.7 Key Characteristics of the Ward have been referred to from the full analysis available at <https://hackney.gov.uk/hackney-ward-profiles>

8.8 Information on health needs have also been referred to as contained in the Joint Strategic Needs Assessment from 2016 available at <https://hackneyjsna.org.uk/ward-profiles/>

8.9 Local data confirms the need to consider health, social and economic conditions but the variation between this area and the Borough norms, which informed the scheme design, are not sufficiently large to require the scheme to vary its principle intended objectives.

### EQIA Summary

Key: P - Positive Impact, N - Neutral Impact, A- Adverse Impact

Protected Characteristic						
Disability	Pregnancy & Maternity	Age	Religion & Belief	Race & Ethnicity	Gender, gender reassignment, sexual orientation, and marriage and civil partnership	Poverty
Overall N	Overall N	Overall N	Overall N	Overall N	Overall N	Overall N
Positive		<p>The scheme was initially designed to reduce the vehicle flow on De Beauvoir Road between the section of Tottenham Road and Buckingham Road. However, the council believes that the suggested scheme will not benefit the neighbourhood as a whole.</p> <p>By not implementing the scheme, it will not further inconvenience residents of Tottenham Road who would have had to travel a great distance to enter the south of the borough.</p> <p>There have been no accidents reported in this section over the last three years as a result there is no evidence to suggest that accidents will increase if the scheme is not implemented.</p> <p>The impact on Air Quality is not affected because when comparing with traffic survey data from 2020 the vehicle flow has been reduced to 27%. Air quality improvements are beneficial to all protected groups.</p>				

	Note also that among some protected groups, for example, <b>pregnancy</b> , the difference in the impact of the project on them, as opposed to other groups, will be marginal but is still expected to be overall positive.
	No negative impacts were identified by not installing the traffic filter on De Beauvoir Road.
Comments	<p>Impacts on certain groups cannot be fully evaluated, or contrasting impacts identified without intrusive household data.</p> <p>Improving road safety, the environment and measures that achieve better air quality benefit the majority of people living or working in, or passing through the area.</p> <p>Overall it is believed it will not cause any disadvantage by not implementing the scheme in terms of equalities.</p>

## 9.0 FINANCE

- 9.1 By not implementing the scheme, the council can allocate the saved £50,000 to other areas in the borough where collisions or road traffic injuries have been reported.

## 10.0 RECOMMENDATIONS

- 10.1 It is recommended that the council does not proceed with the proposed traffic filter on De Beauvoir Road, as the evidence does not demonstrate that there is an issue that reaches the threshold that requires Council intervention. The Council's policy is to prioritise pedestrian, cycle and public transport use over private car use, however, in this specific instance, the benefits to pedestrians and cyclists are minimal as there is already a very low traffic environment that does not have much potential for further reductions.
- 10.2 Consequently, it is recommended that the Council does not go ahead with implementing the proposed filters in De Beauvoir Road, as evidence shows that

vehicle flows have reduced in this area over recent years and collisions do not reach the threshold that justifies an intervention.

## 11.0 APPROVAL

I have noted the contents of this summary report and support the recommendations contained therein.

Signed: - 

Dated: - 22 May 2024

Tyler Linton - Assistant Director, Streetscene

cc Councillor Mete Coban – Cabinet Member for Energy, Waste, Transport and Public Realm

cc Maryann Allen – Group Engineer, Design and Engineering



## **Appendices**

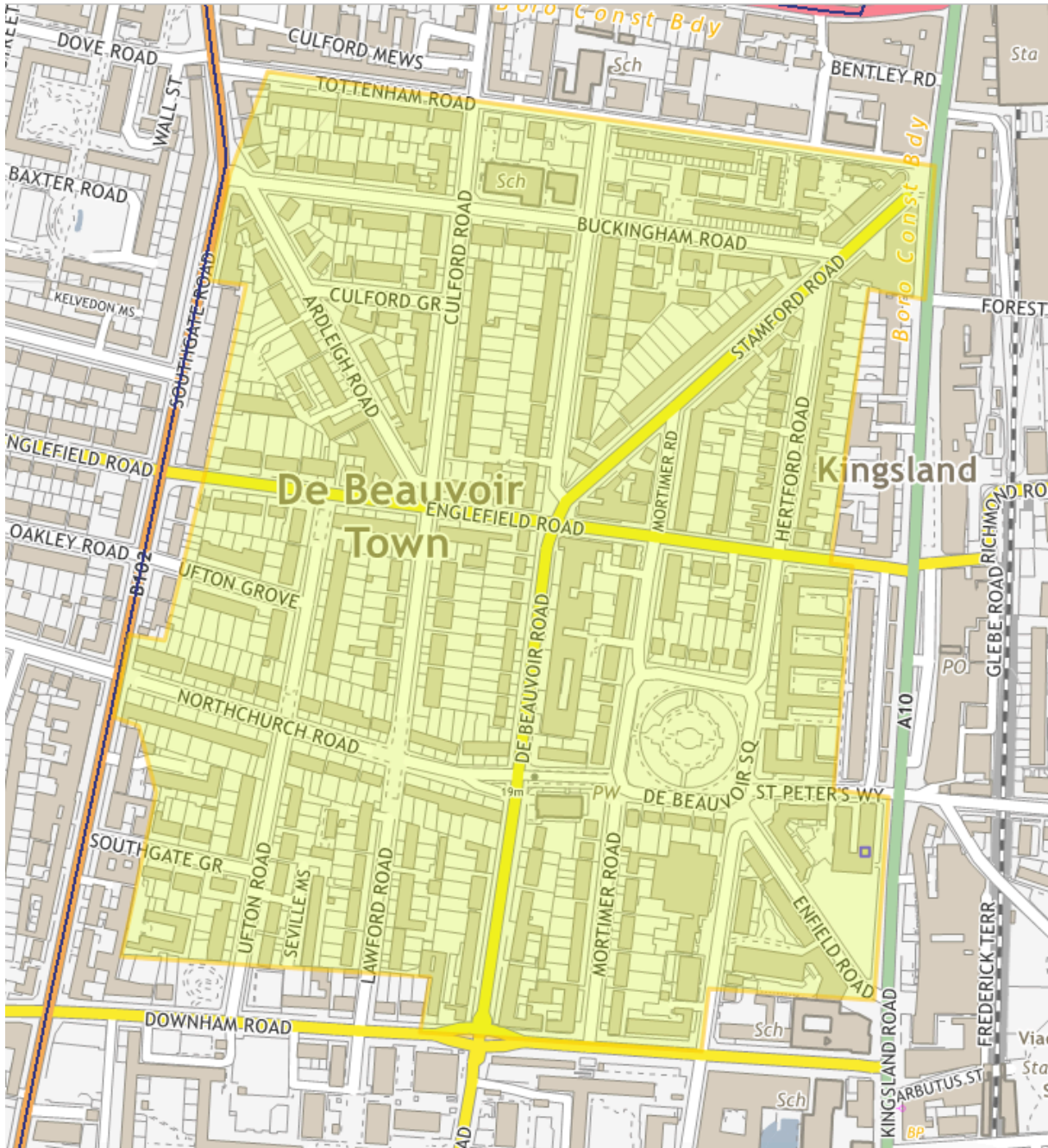
Appendix 1: Distribution area for consultation

Appendix 2: Consultation document and Plan

Appendix 3 : 2020 and 2022 De Beauvoir Road (between Tottenham Road and Buckingham Roads) traffic count survey data.

Appendix 4: EQIA Knowledge Base

Appendix 1



Map I – Distribution area and location of responses received by post