

DELEGATED POWERS DECISION

STREETSCENE SERVICE PUBLIC REALM DIVISION NEIGHBOURHOODS & HOUSING

SCHEME: Lansdowne Drive and Westgate Street School Street Scheme

AGREE TO

1. Make permanent the experimental traffic orders for the timed closures for the Lansdowne Drive Bus Gate, the Westgate Street School Street and Banned 'Left Turn' from Mare Street into Richmond Road.
2. Proceed with the traffic management order process to promote a minor change to the School Street extents to extend the western limit of the zone to the junction with Broadway Market in order to make the scheme clearer to drivers.
3. Officers to discuss consultation on further measures with Councillors including on:
 - a) Making the bus gate times 7am to 7pm Monday to Saturday as feedback suggests this would be easier for drivers to understand.
 - b) A proposal for a Bus Gate in the vicinity of Pritchard's Road, to reduce the volume of through traffic along this route and to improve road safety. The proposed Bus Gate would operate at the same times as the Lansdowne Drive Bus Gate.
 - c) Making the banned left turn from Mare Street into Richmond Road a 24hr restriction, Monday to Sunday, as feedback suggests this would be easier for drivers to understand.

REASONS

1. Improve air quality and reduce emissions within the local neighbourhood, particularly outside the London Fields Primary School.
2. Contribute to the Council's Liveable Neighbourhood aspirations by reducing vehicle dominance in the local area, hence creating a more attractive neighbourhood for shopping, socialising and travelling to and from work home and school.
3. Lessen pollution around the school gates from passing vehicles.

4. Reduce through and rat-running traffic through Westgate Street and Lansdowne Drive which should contribute to improving road safety, particularly for children and other vulnerable road users.
5. Improve road safety outside London Fields Primary school.
6. Encourage a modal shift towards sustainable transport for children attending the school.
7. Reduce traffic on Whiston Road, which is defined as a Quietway cycle route.

1.0 POLICY CONTEXT

1.1 Council's Transport Strategy (2015 – 2025)

- 1.1.1 The Council's Transport Strategy includes a Liveable Neighbourhoods Plan. It recognises that roads and streets in our neighbourhoods are not just places to park vehicles or drive, walk and cycle on; they make up the largest element of the public realm of the city and are the places where we socialise and live our lives. An aspiration of the Transport Strategy is to reclaim Hackney's neighbourhoods from parked vehicles and motor traffic congestion and transform them into the most attractive and liveable neighbourhoods in London.
- 1.1.2 Reducing the dominance of the private vehicle would contribute to achieving this aspiration. Reducing the amount of parking and reducing traffic flows will also help to improve air quality, reduce traffic casualties and make our neighbourhoods more pleasant places to walk, play and cycle in. Poor air quality resulting from vehicle emissions is finally being recognised for the damage it inflicts upon the health of the city with nearly 10,000 Londoners dying early every year as a result (King's College London, 2015). Even more disturbing is the direct impact it is having on our children's health with evidence proving it is directly responsible for alarming rates of asthma and other respiratory illnesses in our schools (GLA, 2008).
- 1.1.3 The Transport Strategy includes a number of actions that are relevant to this scheme:
- LN3: Improving air quality** - Continue to tackle poor air quality, reducing NO2 and PM10 emissions
- LN10: School Clean Air Zones** - Hackney Council will aim to develop and secure funding for projects to improve air quality in and around the borough's schools.
- LN15: Filtered Streets** - Reducing motor traffic on residential streets. Hackney Council will continue to work with local residents and key stakeholders to identify, trial and rollout additional filtered streets schemes across the borough to reduce rat-running and through motor traffic
- LN20: School Streets**
Hackney will look to develop and trial School Streets proposals where roads upon which schools are situated are closed during certain times of the day.
- C8: Reallocation of road space** - Continue to reallocate road space from private motor vehicles to cycle infrastructure provision

C33: Area Based Filtered Permeability Reviews - Undertake area wide traffic reviews to stop rat running and continue rollout of filtered permeability schemes

1.2 Manifesto commitments

The Mayor of Hackney made a number of specific manifesto commitments that relate to this scheme:

- No 128 - We will make it easier and more attractive to walk and cycle to school. We will continue our school travel plan programme, cycle training and schools' air quality monitoring and introduce at least 12 School Streets by 2022.
- No 139 - We want Hackney's streets to be the most walking and cycle-friendly in London, leading the push to build people focussed neighbourhoods. We will expand our Quietway network and link our borough's green spaces so that every resident lives within 400m of a high-quality safe cycle route.
- No 141 - We will continue to improve and support our local shopping centres and street markets by restricting vehicle traffic on Broadway Market and improving the environment for pedestrians and cyclists.
- No 147 - We will implement measures to reduce road accidents especially in relation to vulnerable road users and working towards the Vision Zero target of no deaths on London's roads.

1.3 Mayor of London's Transport Strategy (2018)

- 1.3.1 The central aim of the strategy – the Mayor's vision – is to create a future London that is not only home to more people, but is a better place for all of those people to live in. It recognises that the success of London's future transport system relies upon reducing Londoners' dependency on cars in favour of increased walking, cycling and public transport use. This simple aim of a shift away from the car will help address many of London's health problems, by reducing inactivity and cleaning up the air. It will help to: eliminate the blight of road danger; limit the city's contribution to climate change; help to develop attractive local environments; and reconnect communities by creating places where people are prioritised over cars.
- 1.3.2 This approach will reduce health and economic inequalities and help support an ageing population by providing low-cost, accessible travel options for Londoners who are currently reliant on cars – or who cannot get around at all. A shift from car use to these more space-efficient means of travel also provides the only long-term solution to the congestion challenges that threaten London's status as an efficient, well-functioning city. Reliable deliveries and servicing, high-quality public services and easy access to workplaces and cultural and leisure attractions are all dependent on the development of an increasingly efficient transport network. Reducing car dependency is a key way to keep London moving. In addition, a new way of thinking is required to put this into practice – the new Healthy Streets Approach will put human health and experience at the heart of planning a city. The Mayor's aim for

2041 is for 80 percent of Londoners' trips to be on foot, by cycle or by using public transport.

- 1.3.3 The strategy includes a number of relevant policies and proposals that are relevant to this scheme. The Mayor, through TfL and the boroughs, and working with other transport providers, will:

Policy 1: seek to make London a city where people choose to walk and cycle more often by improving street environments, making it easier for everyone to get around on foot and by bike, and promoting the benefits of active travel. The Mayor's aim is that, by 2041, all Londoners do at least 20 minutes of active travel they need to stay healthy each day.

Proposal 1: improve and manage London's streets to create a high-quality public realm that encourages walking and cycling by all Londoners by:

a) Creating 'Liveable Neighbourhoods' to improve the public's experience of walking, cycling and using public transport and to increase opportunities to use streets as public spaces and for play, and to encourage fewer trips by car.

Proposal 8: work with local communities and cultural organisations to promote one-off, regular and trial closures of streets to some or all motorised traffic so that Londoners can see their streets differently.

2.0 BACKGROUND

- 2.1 The Council is committed to making Hackney's roads safer and more accessible for everyone living, working or visiting the borough. A key mechanism to achieve this is by reducing the dominance of the private vehicle. Poor air quality resulting from vehicle emissions is finally being recognised for the damage it inflicts upon the health of the city with nearly 10,000 Londoners dying early every year as a result (Kings College London, 2015). Even more disturbing is the direct impact it is having on our children's health with evidence proving it is directly responsible for alarming rates of asthma and other respiratory illnesses in our schools (GLA, 2008). Children in schools that are situated on, or near to, busy roads may be exposed to higher levels of air pollution and congestion. Car engines idling around schools during drop-off and pick-up periods also contribute to poorer local air quality. The School Street has had a direct impact on reducing emission levels of vehicles passing school gates when children are entering or leaving London Fields Primary School by restricting these vehicles. This cannot be measured empirically until the air quality data for 2019 is available.

- 2.2 School Street schemes close the streets directly in front of selected schools to school traffic and through traffic during set hours of operation. This is also a safety measure to reduce the risk of accidents arising from inconsiderate parking and driving endangering other motorists, cyclists and pedestrians, especially children.
- 2.3 Following the successful implementation of the first School Street zone at St John the Baptist's School in June 2017, the Council has expanded the scheme to six more primary schools, including London Fields Primary School. The school asked to participate in the pilot scheme on the basis of the levels of pollution in the vicinity breaching the EU limit values in 2010.
- 2.4 The implementation of the school street at London Fields Primary School on Westgate Street between Sheep Lane and Broadway Market on an experimental basis was approved through a Delegated Powers Report on 21 March 2018. The scheme was implemented on 6th June 2018.
- 2.5 A Bus Gate was introduced in Lansdowne Drive as part of the scheme. The Bus Gate is an integral component of the School Street Scheme, otherwise vehicles during the School Street period would just divert to the side and rear of the school negating the purpose of the School Street Scheme. Bus Gates are an effective way of restricting the number of through vehicle movements or "rat runs" in a local area, with the exception of local buses and cycles. This measure has also helped to improve air quality and reduce emissions by significantly reducing vehicular through traffic. A banned 'left turn' into Richmond Road from Mare Street was introduced to mitigate against any impact of westbound traffic on Richmond Road during the hours of operation of the Bus Gate and School Street.
- 2.6 The Bus Gate times are in place to reduce through traffic in the London Fields area during peak times. The School Street times are in place to restrict vehicular movement around London Fields School at opening and closing times. This is the reason for the difference in times of these two measures.
- 2.7 When the scheme was approved a 24 hour operational time of the Bus Gate at the junction of Lansdowne Drive and Tredarwen Road was considered and rejected. The 24 hour operating time would have provided the greatest impact on diverting traffic from the area and hence improvement in air quality. However, unlike general support for the School Street and banned 'left turn' measures, there is a difference in the support for the hours of operation between the overall responses and that from the consultation area. Overall responses had a preference for a 24 hour scheme rather than a peak hour scheme, 41.1% to 33.5%, but the local responses had 33.1% supporting the 24hrs options against 41.3% supporting peak hours. In a number of consultations the Council has tended to give due consideration to those more directly affected by the proposals. On this basis it was considered that there was greater support for the peak time Bus Gate option from the most affected residents. Details of that consultation are shown in the table overleaf.

Analysis of Lansdown Drive and Westgate Street Consultation							
Responses		1138					
Do you support or oppose the School Street proposals?							
Support	Oppose	Neither Support nor Oppose			Blank	TOTAL	
880	217	35			6	1138	
77.3%	19.1%	3.1%			0.5%		
Do you support or oppose the introduction of a banned "left turn" from Mare Street into Richmond Road during the times of operation of the School Street and Bus Gate?							
Support	Oppose	Neither Support nor Oppose			Blank	TOTAL	
753	321	61			3	1138	
66.2%	28.2%	5.4%			0.3%		
Which of the following operational times for the bus gate do you prefer?							
7am - 7pm from Monday - Saturday	Extending to include Sundays	7am - 10am and 3pm - 7pm from Mon - Sat	24 hours	Neither	Blank	Other	TOTAL
92	51	381	468	41	95	10	1138
8.1%	4.5%	33.5%	41.1%	3.6%	8.3%	0.9%	
Are you a?							
Resident	Business	Person who works in the area	Parent of a child at London Fields Primary School	Visitor to the area	Blank	TOTAL	
826	27	64	96	122	3	1138	
72.6%	2.4%	5.6%	8.4%	10.7%	0.3%		

2.8 The full report can be found at:

<https://consultation.hackney.gov.uk/streetscene/lansdowne-drive-and-westgate-street-school-street/>

2.9 The current times of operations are as follows:

- School Street - A pedestrian, cycle and local buses only zone on Westgate Street between 8.30am-9.15am and 3.15pm-4.00pm Monday – Friday during school term-time only
- Bus Gate - A pedestrian, cycle and local buses only zone at junction of Lansdowne Drive and Trederwen Road with times of operation to be 7am – 10 am and 3pm – 7pm Monday to Saturday
- Richmond Road - A banned 'left turn' into Richmond Road from Mare Street with times of operation to be 7am – 10 am and 3pm – 7pm Monday to Saturday

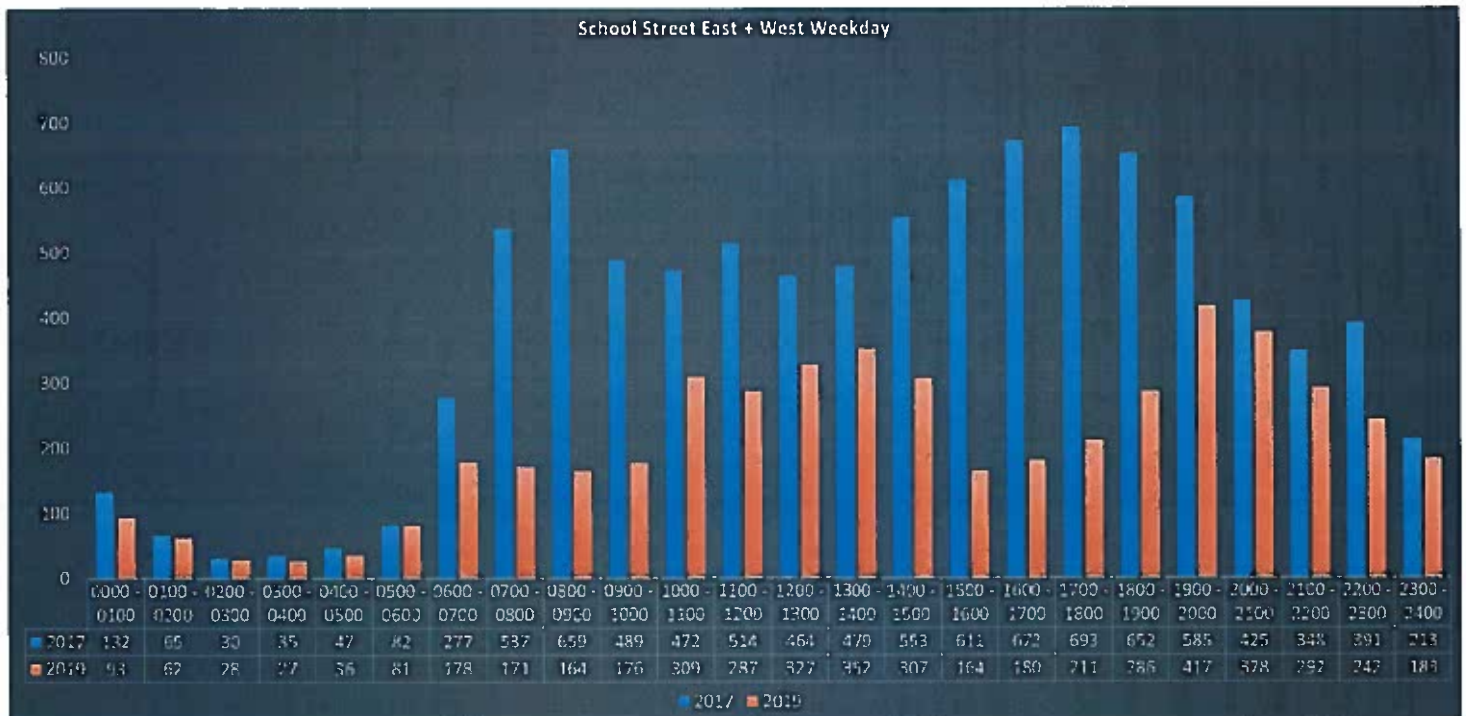
2.10 The following section details data that has been collected during the experimental operation of the scheme and compares this to data collected before the scheme started.

3.0 Data

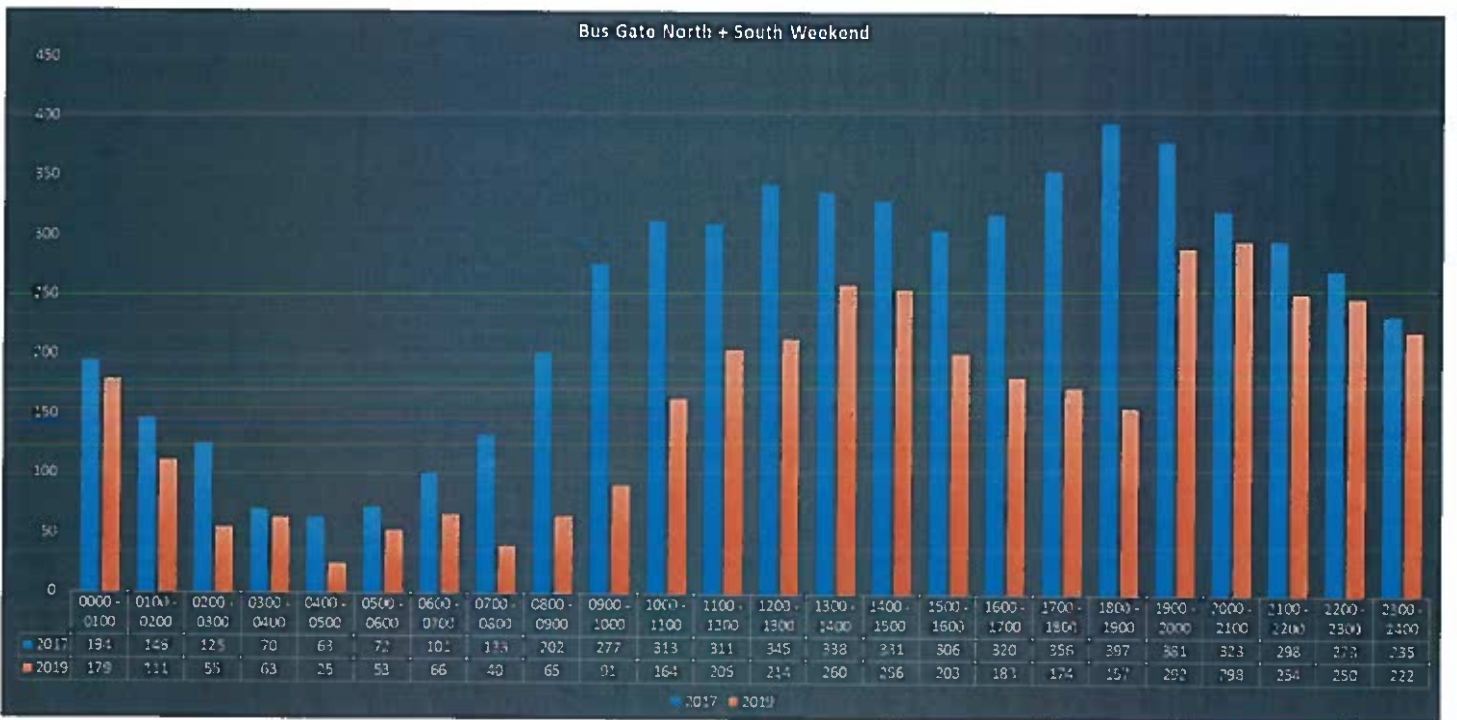
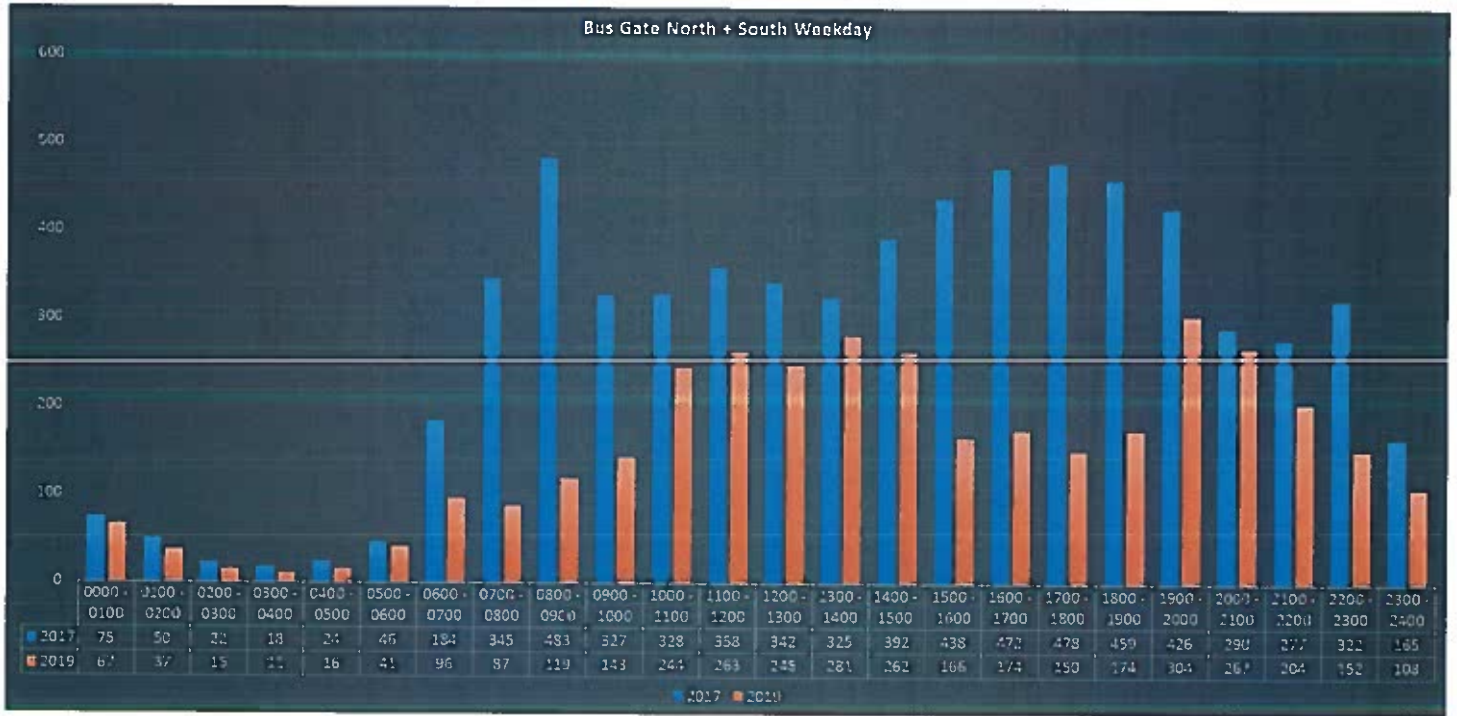
3.1 Traffic Data

3.1.1 Surveys were conducted throughout the London Fields area after the implementation of the width restrictions in Middleton Road. These surveys were conducted in 42 locations across the area in April 2017. In January and February 2019 data was collected across these same locations to ensure accurate comparisons from 2017 to 2019.

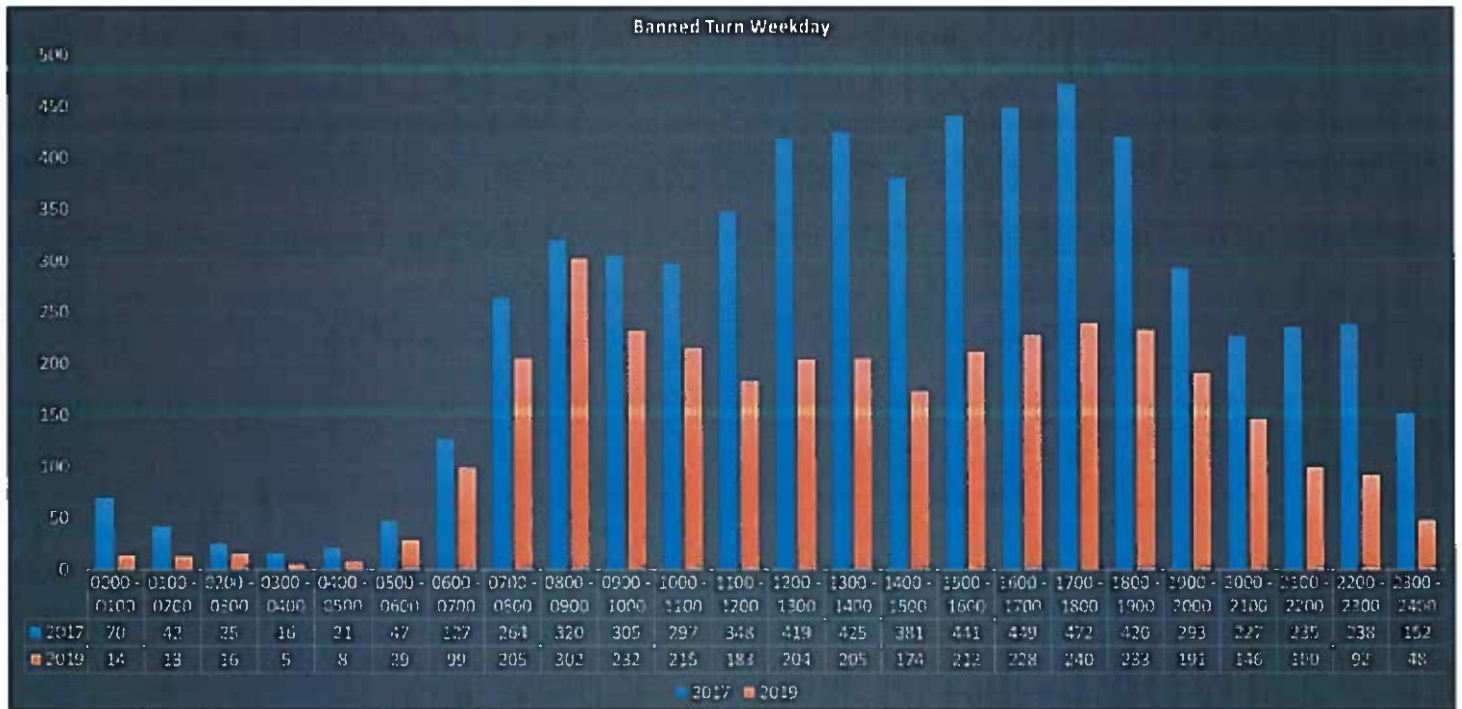
3.1.2 Analysis of the School Street specifically, for vehicles travelling in both directions, shows a large overall fall (47%) in restricted vehicles using this segment of Westgate Street, not just at the times of operation but throughout the day as a whole.



3.1.3 Analysis of traffic at the Bus Gate also shows a large overall fall (34%) in restricted vehicles driving through the junction of Lansdowne Drive and Trederwen Road overall throughout a 24 hours period.



3.1.4 Analysis of the Banned 'left turn' shows less vehicles (44%) proceeding westbound along Richmond Road between Mare Street and Lansdowne Drive during the restricted hours and overall throughout a 24 hours period.



3.1.5 The survey data for the London Fields area as a whole – and some roads to the west of the area – shows a marked drop in through traffic in direct comparison to data collected in 2017. However, on some roads traffic has increased in comparison. See data chats overleaf.

**EASTBOUND AND WESTBOUND COMBINED ANALYSIS 2019
(WEEKDAY - 24 HOURS ANALYSIS)**

Road Name	2017 Two Way Traffic Volumes			2019 Two Way Traffic Volumes			Difference	
	Motor vehicles	24 hour average		Motor vehicles	24 hour average			
Lee Street (30m East of Stean Street)	1714	1645	3359	1770	1653	3423	64	3
Richmond Road (West of Forest Grove)	4934	4625	9559	3449	4612	8061	-1498	-62
Mapledene Road (West of Queensbridge Road)	368	264	632	393	324	717	85	4
Jacaranda Grove (West of Queensbridge Road)	90	57	147	144	159	303	156	7
Middleton Road (West of Queensbridge Road)	1345	1816	3161	1274	1376	2650	-511	-21
Scriven Street (Between Haggerston Rd & Liversmere Rd)	2435	2117	4552	2259	2644	4903	351	15
Shrubland Road	518	508	1026	434	413	847	-179	-7
Albion Drive (West of Shrubland Road)	374	323	697	293	196	489	-208	-9
Albion Drive (West of Malvern Road)	332	407	739	397	529	926	187	8
Middleton Road (West of Malvern Road)	1079	1262	2341	730	938	1668	-673	-28
Lavender Grove (West of Malvern Road)	155	242	407	191	200	401	54	2
Mapledene Road (West of Malvern Road)	267	352	619	295	197	492	-127	-5
Lenthall Road	269	267	536	204	231	435	-101	-4
Richmond Road (West of Lansdowne Drive)	5425	4454	9879	5596	4318	9914	35	1
Richmond Road (West of Greenwood Rd)	4538	4613	9151	6387	3393	9780	629	26
Gayhurst Road (West of Lansdowne Drive)	135	139	274	108	159	267	-7	0
Gayhurst Road (West of London Fields West Side)	280	375	655	127	223	350	-305	-13
Mapledene Road (Between Malvern Rd & Lansdowne Drive)	246	290	536	218	193	411	-125	-5
Lavender Grove (Between Malvern Rd & Lansdowne Drive)	249	185	434	128	240	368	-66	-3
Middleton Road (Between Malvern Rd & Lansdowne Drive)	1281	1334	2615	762	938	1700	-915	-38
Albion Drive (East of Albion Square)	322	330	652	301	290	591	-61	-3
Brownlow Road (East of Harriet Close)	878	555	1433	522	333	855	-578	-24
Trederwen Road (East of Dublin Avenue)	2036	1909	3945	1024	1252	2276	-1669	-70
Pownall Road (East of Wilde Close)	1362	1250	2612	764	790	1554	-1058	-44
Whiston Road (West of Govan Street)	4097	5094	9191	3768	4478	8246	-945	-39
Whiston Road (East of Thurtle Road)	4461	3841	8302	2761	3614	6375	-1927	-80
Laburnum Street (East of Nursery Lane)	703	907	1610	788	982	1770	160	7
Westgate Street (West of Sheep Lane)	4632	4547	9179	2874	2067	4941	-4238	-177
Warburton Road (East of Mentmore Terrace)	916	669	1585	659	702	1361	-224	-9
Ellingfort Road (East of Mentmore Terrace)	1171	460	1631	660	778	1438	-193	-8

**LONDON FIELDS - NORTH + SOUTH - FINAL TRAFFIC COUNT 2019
(WEEKEND - 24 HOURS ANALYSIS)**

Road Name	2017 Two Way Traffic Volumes			2019 Two Way Traffic Volume			Difference	
	Motor vehicles	24 hour average		Motor vehicles	24 hour average			
Haggerston Road (South of Middleton Road)	462	297	759	654	503	1157	398	17
Mulberry Road (South of Evergreen Square)	110	139	249	160	156	316	67	3
Holly Street (South of Richmond Road)	165	272	437	306	322	628	191	8
Queensbridge Road (Between Lavender Grove & Mapledene Rd)	7633	7051	14684	6241	7932	14173	-511	-21
Queensbridge Road (South of Shrubland Rd)	6692	6722	13414	6524	6883	13407	-7	0
Lansdowne Drive (South of Shrubland Rd)	3359	3093	6452	2063	1542	3605	-2847	-119
Malvern Road	392	342	734	410	440	850	116	5
Lansdowne Drive (Between Gayhurst Rd & Mapledene Rd)	1566	1469	3035	1216	1079	2295	-740	-31
Mayfield Road, 25m south of Middleton Road	249	242	491	332	273	605	114	5
Broadway Market, 30m south of Dericote Street	1553	1504	3057	1247	1051	2298	-759	-32
Sheep Lane, 35m north of Beck Road	3468	1254	4722	1552	2779	4331	-391	-16
Triangle Road, 20m north of Westgate Street	1963	696	2659	970	660	1630	-1029	-43

3.1.6 The School Street, Bus Gate and banned 'left turn' have been broadly successful in the individual roads where implemented and have achieved their designated purpose. Combined, these three measures have seen a drop of approximately 14% throughout the London Fields area – north to south through traffic has dropped by 11% whilst east to west has dropped by 15%.

3.1.7 The data makes it clear that whilst the school street and the bus gate have reduced the east west movement of traffic in the area there is still a significant through route which runs from Westgate Street and Mare Street over the Cat and Mutton Bridge on Pritchards Road. There has been an increase in traffic travelling south of Sheep lane from 1254 per day in 2017 to 2779 per day 2019. In addition, the volume of traffic using Whiston Road remains high for a Quietway Cycle Route at 8,246 vehicles per day. See Quietway and bus routes through the London Fields area in **Appendix C**.

3.1.8 It is also clear from the data that Richmond Road continues to be used as a through route. This road is not considered within this report and there is a separate workstream investigating option to address the issues and concerns of residents regarding this road.

3.2 Accident Data

3.2.1 Between January 1st 2016 and May 31st 2018 79 accidents were recorded in the London Fields area bounded by but not including Graham Road, Mare Street, Hackney Road and Queensbridge Road. Between June 1st 2018 and December 1st 2018, there were 11 accidents recorded in the same area. See **Appendices D and E**.

3.2.2 Further accident data would be required to make an accurate comparison of the accident statistics before and after the installation of the measure. One year's worth of data would be required, before and after the scheme for accurate initial analysis. However due to technical issues with Transport for London's accident data outputs we are unable to obtain further data at this time.

3.4 Air Quality

3.4.1 A table summarising the site monitored in London Fields area can be found below:

		Site/Nitrogen dioxide concentration ug/m3					
Location		1 Whiston Road	2 Whiston Road	3 Richmond Road	4 Middleton Road	5 Queensbrid ge Road	6 Lansdowne Road
	2016	40	48	44	39	43	34
Year	2017	33	42	42	35	43	34
	2018	31	35	37	33	35	31

Note:

The monitoring for 2019 is not yet available and monthly data will not have been corrected using bias adjustment factors, which are usually published around April the following year. Bias adjustment factors increase the accuracy of diffusion tubes by correcting them against more accurate continuous monitors. Once final data is available they will be able to be compared to the annual mean objective for nitrogen dioxide (40ug/m3) at relevant locations such as the façades of residential property to assess whether air quality objectives are exceeded.

3.4.2 See Appendix F for locations of diffusion tubes

3.5 Enforcement

3.5.1 The restrictions came into force on the 6th June 2018. Enforcement of the banned 'left turn' commenced immediately. The initial number of PCN's (Penalty Charge Notices) was high at over 6000 in the first month but as the understanding of this restriction has improved, this number has fallen to below 1,000 per month.

Mare Street/Richmond Banned Turn

Month	No of PCN/Warning Notices
01/06/2018	6596
01/07/2018	5957
01/08/2018	2818
01/09/2018	1076
01/10/2018	1180
01/11/2018	943
01/12/2018	949
01/01/2019	774
01/02/2019	655
01/03/2019	782
01/04/2019	800
01/05/2019	925
01/06/2019	826
01/07/2019	1027
01/08/2019	1156
01/09/2019	944
01/10/2019	370
Grand Total	27782

Lansdowne Drive Bus Gate:

Month	PCNs/Warning Notices
01/06/2018	1045
01/08/2018	6861
01/09/2018	7405
01/10/2018	8431
01/11/2018	6377
01/12/2018	5418
01/01/2019	5602
01/02/2019	4331
01/03/2019	4136
01/04/2019	2736
01/05/2019	4161
01/06/2019	31
Grand Total	56536

3.5.2 Initially, enforcement of the Bus Gate was undertaken through the issue of warning notices in order to ensure that the drivers understood this restriction. It subsequently moved to the issue of PCN's. Whilst the number of contraventions has reduced significantly it remains relatively high. Lansdowne Drive enforcement was stopped in June 2019 due to gas works. In October 2019 a second camera was installed and again, warning notices will be issued to offending drivers prior to resuming enforcement of the restrictions in both ways of the Bus Gate.

3.5.3 It has also been agreed to provide some additional advance warning signage to reinforce the existence of the controls on the approaches to the Bus Gate.

3.5.4 Enforcement of the School Street has not yet commenced but is likely to do shortly.

3.5.5 Overall the number of PCN's issued has reduced, which is positive and shows improving understanding and compliance with the scheme and it is expected that this will continue to improve over time.

3.6 Mode of Travel to School

3.6.1 One of the key aims of the school street programme is to achieve a shift in mode of transport to school towards more sustainable transport.

3.6.2 The following sets out the key changes that have occurred in surveys before and after the scheme was implemented.

Highlights (changes between Jan 2018 and Jan 2019)

- Active travel is up from 76% to 83%
- Sustainable Travel is up from 88% to 90%
- % of trips being made by car is down from 11% to 10% in Jan 2019

Compared to the rest of borough (2019 data)

- all schools 61% of pupils walk to school, London Fields 68%
- all schools 5% of pupils cycle to school, London Fields 14%
- all schools 66% active travel, London Fields 83%
- all schools sustainable travel 87%, London Fields 90%

3.6.3 This data indicates a positive shift towards more sustainable modes of transport since the introduction of the School Street.

4.0 FEEDBACK DURING REVIEW PERIOD

- 4.1 The School Street, Bus Gate and Banned 'left turn' came into force on 6th June 2018. The Council needs to consider any comments and representations that are made during the first 6 months of the experimental order. However, the review period, allowing for comments, was open until 6th March 2019. This period was subsequently extended to the end of June 2019 to allow for additional responses.
- 4.2 During this period the Council received 106 comments from respondents. 34 (32%) of the overall feedback thought the Bus Gate and the School Street are too close together and the difference in timings is very confusing.
- 4.3 Comments received from some residents in the immediate area of the Bus Gate and School Street expressed their frustration with limited access to and from their homes during the times of operation of the measures. 18 responses (17%) were received requesting exemptions for local residents, businesses and disabled users as well as access into Trederwen Road from Croston Street. There has also been some concern from residents in roads where the traffic has increased.
- 4.4 Concerns were also raised about the banned 'left turn' specifically around the advanced warnings. 20 respondents (19%) wanted to see better signage at the junction and queried how the new measure was publicised.
- 4.5 The main areas of concern received during the review period are as follows:

4.6 The Bus Gate and the School Street are too close together to each other and the times are confusing

- 4.6.1 The Council received 34 comments from residents who had concerns regarding the proximity of the School Street and the Bus Gate and their timings.
- 4.6.2 **Officer's response:-** The School Street was introduced directly in front of London Fields Primary School to stem through traffic during school opening and closing times. The Bus Gate at the junction of Lansdowne Drive and Trederwen Road - approximately 100m away from the School Street - is an integral component of the School Street Scheme, otherwise vehicles during the School Street period would just divert to the side and rear of the school negating the purpose of the School Street scheme. Bus Gates are an effective way of restricting the number of vehicle movements or "rat runs" in a local area, with the exception of local buses and cycles. This area of London Fields is one of the many neighbourhoods within Hackney that experiences a high number of vehicles using local roads to bypass the main road network for a quicker through route in and out of Hackney
- 4.6.3 However, the Council does accept the comments received and the issues raised by local residents and businesses. This report seeks to review the current situation and recommend changes to address this concern.

4.7 Better warning signage and information about the restrictions

- 4.7.1 This issue was raised by 20 respondents who commented on the need for better signage on all measures associated with the scheme.
- 4.7.2 **Officer's response:-** Several complaints were received pertaining to the banned 'left turn' from Mare Street into Richmond Road once the scheme was launched and enforcement began. The majority of comments referred to the limited amount of signage at the Richmond Road/Mare Street junction. Initially, there were two signs on the left hand side of Mare Street heading in the northbound direction. One at the junction with Richmond Road, the other outside 261 Mare Street. Although only the sign at the Richmond Road junction is needed for regulatory requirements, an additional banned 'left turn' sign was installed on the traffic island on Mare Street at the junction with Richmond Road to provide further warning to motorists.

4.7.3 Secret signals were also added to the traffic signals at the junction in question to provide even more warning for motorists. Secret signals are regulatory signs mounted to traffic signals heads which are then activated during the times of operation of the restriction, otherwise switched off.



Secret signals - OFF



Secret signals - ON

4.7.4 Following feedback on the Bus Gate signage, all 'Permitted Vehicles' signs at the Croston Street and Tredewen Road junctions with Lansdowne Drive were changed to a 'Restricted Vehicle' sign. Respondents who gave feedback on this matter found the new signage easier to understand.



Permitted Vehicles Sign



Restricted Vehicles Sign

4.7.5 Pertaining to the request for better information about the scheme; consultation documents were sent to 11,250 households, and the consultation area was based on the same one used in the 2016. The consultation was also available on Hackney's website and was open to anyone to submit a response within the consultation period. In addition, information regarding the scheme was made available on Hackney's official Twitter page and in the local newspaper. Two weeks prior to the launch of the scheme 27 pre-warning signs were erected throughout the London Fields area.

4.8 Exemptions for local residents, businesses and disabled permit holders

4.8.1 18 respondents commented on their desire to see measures in place to allow local residents and businesses access to the restrictions roads via an exemption list.

4.8.2 **Officer's response:-** No exemptions were granted to this scheme. Exemptions are not available for London Fields Primary School Street because there are no properties within the scheme and access is maintained to school gates for blue badge holders.

4.8.3 Where service companies requested exemptions for their fleet vehicles from the Bus Gate, School Street and banned 'left turn' measures, Officers have taken the following steps:

- Explained the reasons why there are no exemptions for this scheme;
- Met with the service providers to gain a greater understanding of the impact. This has led to a prioritisation of the most affected routes and vehicles;
- Worked with the service providers to suggest alternatives based on rerouting or re timing these journeys;
- School Transport had previously agreed to trial an alternative route with their drivers.

4.9 Money making scheme

4.9.1 There were 9 comments from complainants who cited that the scheme is intended to generate funds for The Council.

4.9.1 **Officer's response:-** Camera enforcement is being used to enforce the restrictions on unauthorised vehicles entering the restricted aspects of the scheme during the times of operation; however, this measure is designed to clamp down on vehicles contravening the traffic order. The signs installed clearly state the restrictions and vehicles are able to divert onto other routes.

4.9.1 A potential financial benefit is created by the scheme through the issuing of PCNs to drivers of these vehicles. It is hoped that compliance with the restrictions would be high and therefore the volume of PCNs and the income from them would not be significant. Councils cannot use parking as a revenue-generating tool. The use of any surplus that results from parking is strictly governed by legislation. This money is kept in a ring-fenced account that can only be used for activities specified in Section 55 of the Road Traffic Regulation Act 1984 (as updated). These activities include, amongst others, public realm improvements, road safety initiatives and public transport.

4.9.2 As stated the Council is committed in its Transport Strategy to making Hackney's roads safer for everyone living, working and visiting the Borough. These changes are aimed at creating an environment that will encourage more walking and cycling, improving air quality and reducing emissions within the London Fields area. This can only be achieved by reducing the dominance of the private vehicle and this scheme contributes to this vision.

4.10 Increase in pollution

This issue was raised by 5 members of the public who stated that the proposals will increase pollution in the area.

Officer's response:-

The Council does not have air quality data from before and after the scheme was implemented so is not in a position to make a direct assessment of the impact of the scheme. However, the traffic survey data indicates that there is a reduction in over all traffic within the area and accordingly a fair assessment would be that overall pollution from vehicles has decreased.

4.11 Traffic has moved elsewhere

Some respondents, 6 in total, expressed a view that traffic has just moved to other roads within the London Fields area.

Officer's response:- From the data analysis of the London Fields area, traffic has mostly decreased throughout the area as a result of the Bus Gate, School Street and banned 'left turn' barring a few roads. Please see **Section 3** for more details on traffic data.

4.12 Response from Parking Services

The Council's Parking Services have made a number of comments on the scheme:

- Support the measures in their current position - whilst the school street and bus gate are close to each other they believe that the restrictions are clear and enforceable and that they would be able to ensure that any vehicle passing through both restrictions when they are in operation would only receive a single PCN.
- Concerned that the controls at present do not apply on Saturday when the market is in operation and when the crossing from Broadway Market to London Fields is at its busiest. Would therefore propose that the bus gate operated Mon to Sat 7am - 7pm.
- Would like to see the School Street expanded to the western end of the scheme to the Westgate Street junction with Broadway Market. This should make the restriction clearer to drivers.
- Would recommend that the banned 'left turn' from Mare Street into Richmond Road is made 24hrs Monday to Sunday as this would provide greater clarity to drivers.

Officer's response:-

Streetscene support these recommendations

6.0 DISCUSSION

6.1 The scheme is generally considered to be meeting its objectives of improving road safety and reducing traffic in the vicinity of the school. There has also been a reduction in the overall traffic within the area. At present there is insufficient post scheme implementation data on air quality and accidents to assess the impacts of the scheme in these areas but with the general reduction in traffic as described above these are expected to have improved. There will be reviewed further once the data is available.

6.2 Bus Gate and School Street – Westgate Street and Lansdowne Drive

6.1.1 The Council's Parking Services Team has recommended that the times of the Bus Gate be extended from Monday to Saturday 7am to 7pm or for a 24 hours period and this is supported. It is considered that if there were fewer variations between the days and timing information displayed on the signs, drivers would have less information to read and make a decision on. This should lead to better compliance and less tickets being issued. However, this would also help to deliver a greater reduction in through traffic within the area and enable the scheme to operate when Broadway Market is in operation.

6.1.2 Residents most affected by the scheme, mainly from Welshpool House, Dericote Street, parts of Lansdowne Drive and Croston Street have expressed their confusion with the two schemes and the limitations it has placed on them from a drivers' perspective. They expressed the view that they are supportive of the reasons for the scheme but would like to have better access to their homes during times of operation of the scheme. Whilst this is understood it is not possible to provide access to these properties from both the east and west without compromising the impact of the measures in reducing through traffic.

6.1.3 The most common complaint received during the review period related to the drivers' understanding of the signage for the Bus Gate and School Street, which included the proximity of the two measures. During this review period, it has been observed that contraventions of the Bus Gate and School Street have consistently reduced but not as much as expected. It could be that an issue remains that the Bus Gate and School Street are too close and that the different times of operation causes confusion to motorists. In terms of enforcement Parking Services have confirmed that they feel that the schemes are enforceable in their current position and timings and that they are understandable from a motorists' point of view if they were paying adequate and appropriate attention to traffic signage. In addition whilst the Bus Gate and School Street are in close proximity once they are enforcing both controls that they would be able to ensure that motorists would only receive one PCN if they drove through both controls.

6.1.4 It is clear that whilst these measures have reduced through traffic within the area that two routes still exist which cause issues with road safety and air quality. Residents have raised both of these with the Council. These routes are Richmond Road, which is not being considered by this report and is being considered separately through a series of workshops with residents, and the route over Pritchard's Road and along Whiston Road. The traffic using the latter routes also impacts on roads such as Sheep Lane, Bush Road, Beck Road and Andrews Road. To address these issues it is recommended that further consultation is undertaken on a Bus Gate in the vicinity of Pritchard's Road.

6.2 Banned 'Left Turn' – Richmond Road

6.2.1 Richmond Road residents expressed the desire to see further traffic reduction in their road and were concerned the Bus Gate and School Street would lead to an increase in traffic along this residential road. The banned 'left turn' was introduced as a mitigation measure. The Streetscene Service organised a series of workshops with local residents from Richmond Road and surrounding streets to assess what changes users from the local area would be in favour of. Two workshops have now been held with a third to follow.

6.2.1 Parking Services consider that the peak hour restriction at this junction causes some confusion to motorists and whilst the compliance has greatly improved it is recommended that this control is made 24hr Monday to Sunday. It is possible though that the outcome of the workshops mentioned above could change this but extending the hours of operation should be considered in parallel with extending the times of the Lansdowne Road bus gate.

7.0 IMPACTS

7.1 The proposals are to make the current traffic management measures permanent. The report highlights the known impacts of these measures as they have been in operation since 6th June 2018. Traffic around London Fields Primary School and generally traffic within the area has reduced, although there has been an increase on some roads within the area. See **Appendix G**.

7.2 The proposals also include further consultation on changing the Bus Gate to operate from 7am to 7pm. This would have the impact of further reduction of through traffic within the area, thereby likely to make the area safer and encourage more sustainable modes of transport. It would make the crossing of Westgate Street at the top of Broadway Market safer throughout the day but particularly on market days, when the current restrictions do not apply but when the crossing is likely to be at its busiest. There is however also the impact on local residents who will not be able to drive through the area and would also need to drive around the area to get to and from their homes.

7.3 It is also proposed to consult on a further Bus Gate measure in the vicinity of Pritchard's Road to reduce through traffic using this route. The measure would also make cycling safer along Whiston Road, which forms part of one of the Borough's Quietways.

8. Equalities Impact Assessment

8.1 In developing these proposals consideration has been given to the impact in terms of Equalities. The Council's overall objectives are set out in the EQIA for the Hackney LIP and Transport Strategy which stress the Council's desire to see all schemes developed to provide a high quality environment for all residents regardless of their level of mobility. At each stage of the design process designers have ensured that all opportunities have been taken to provide facilities to, or above the current design best practice.

9.0 FINANCIAL IMPLICATIONS

9.1 Funding for the revised scheme will come from Streetscene's Capital Budget and is estimated to be in the order of no more than £50,000 subject to detailed design.

10.0 RECOMMENDATIONS

10.1 It is recommended that the proposals for the sites detailed in the report are approved to:

1. Make permanent the experimental traffic orders for the timed closures for the Lansdowne Drive Bus Gate, the Westgate Street School Street and Banned 'Left Turn' from Mare Street into Richmond Roads.
2. Proceed with the traffic management order process to promote a minor change to the School Street extents to extend the western limit of the zone to the junction with Broadway Market in order to make the scheme clearer to drivers.
3. Officers to discuss consultation on further measures with Councillors including on:
 - a) Making the bus gate times 7am to 7pm Monday to Saturday.
 - b) Consult on a proposed bus gate in the vicinity of Pritchard's Road to reduce the volume of through traffic along this route and to improve road safety. The proposed Bus Gate would operate at the same times as the Lansdowne Drive bus gate.
 - c) To make the banned left turn from Mare Street into Richmond Road a 24hr restriction, Monday to Sunday.

11.0 CONCLUSION

11.1 I have noted the contents of this summary and the associated documents and agree with the recommendation contained therein.

Signed: - *A.S. Cynfu*

Dated: - *8/11/19*

Andrew Cunningham – Head of Streetscene

cc Councillor Jon Burke – Cabinet Member for Energy, Waste, Transport and Public Realm

cc Aled Richards – Director of Public Realm

cc Maryann Allen – Group Engineer, Design and Engineering

Appendices

Appendix A - Bus Gate and School Street Proposed Improvements Option 1

Appendix B - Bus Gate and School Street Proposed Improvements Option 2

Appendix C - Quietway and bus routes through the London Fields area

Appendix D - London Fields area accident locations June 2015 to May 2018

Appendix E - London Fields area accident locations June 2018 to December 2018

Appendix F - Locations of diffusion tubes

Appendix G - London Fields Area Traffic Data Analysis