

DECISION AUDIT FORM

For use by Assistant Directors in Exercising (Category 3) or delegated powers
- (Protocol for Officer Delegation)

NEIGHBOURHOODS AND HOUSING DIRECTORATE – STREETSCENE SERVICE

DECISION: MARE STREET CYCLE LINK LONDON LANE – ST THOMAS'S SQUARE

Agree to:-

- Note the outcome of the public consultation.
- Introduce the closure of London Lane at the junction with Mare Street under a Permanent Traffic Order (Option A), with exemptions for cyclists, emergency vehicles and refuse & recycling vehicles.
- Introduce an entry treatment on London Lane at the junction with Mare Street.
- Introduce a banned right turn for all vehicles except cycles, from the northern arm of St Thomas's Square to Mare Street.
- Provide an exemption for cyclists on the southern arm of St Thomas's Square to allow a contraflow exit to Mare Street.
- Widen the central islands on Mare Street and install an additional island in order to provide more space and greater protection for cyclists waiting to cross.
- In addition to the measures specified above, to provide additional cycle facilities on Brenthouse Road at its junctions with Frampton Park Road, Darnley Road and Chatham Place/Elsdale Street in order to improve the Quietway link to Morning Lane and beyond. These measures specified below, were not subject to public consultation as the proposals are deemed necessary to assist the safety of cyclists and do not involve any changes to traffic and parking restrictions.
- Provide an exemption for cyclists on Brenthouse Road to allow contraflow entry from Chatham Place and Elsdale Street.
- Introduce a new entry treatment on Darnley Road at the junction with Brenthouse Road, and potentially on Brenthouse Road at the junction with Chatham Place and Elsdale Street.
- Introduce a raised table at the junction of Brenthouse Road and Frampton Park Road, with changed priorities.
- Proceed with the making of the necessary traffic management orders, subject to statutory consultation.

Reasons:-

- Reducing road danger and accidents along the Quietway 2 route.
- Improving personal mobility.
- Creating safer, cleaner, and quieter residential neighbourhoods.
- Improving cycle crossing facilities and achieving a balance between cycling and other modes of transport
- The scheme is supportive of the objectives and targets within the Council's approved Transport Strategy.

Background

In spring 2013 the Mayor of London published his Cycling Vision for London - a 10 year strategy with approximately £1bn in investment to make London the world's most cyclable city. One of the primary objectives of the strategy is to create a "tube network for the bike" - a mixture of fast commuter cycle routes (Cycle Superhighways) offering dedicated cycle facilities on key alignments, complemented by a number of "Quietways" which together will form network of radial and orbital cycle routes throughout London.

Linking key destinations, the intention of the Quietways routes is that they will follow direct back-street routes, through parks, along waterways or tree-lined streets. The routes will overcome barriers to cycling, targeting less confident cyclists who want to use low-traffic routes, while also providing for existing cyclists who want to travel at a gentler pace.

Each Quietway will provide a continuous route for cyclists and every London borough will benefit from the programme. This network will complement other cycling initiatives such as the Central London Cycling Grid, Cycle Superhighways and Mini-Hollands, that make up the wider Cycle Vision for London. The first 7 Quietway routes identified for delivery are as follows:

- Bloomsbury to Walthamstow (Camden, Islington, Hackney, Waltham Forest)
- Waterloo to Greenwich (Lambeth, Southwark, Lewisham, Greenwich)
- Regents Park to Gladstone Park (Westminster, Brent, Camden)
- Elephant & Castle to Crystal Palace (City, Southwark, Lambeth)
- Aldgate to Hainault [first phase Whitechapel to Fulwell Cross] (Tower Hamlets, Newham, Redbridge, Hackney, and the London Legacy Development Corporation)
- Waterloo to Wimbledon [via Clapham Common] (Lambeth, Wandsworth, Merton)
- Clapham Common to Croydon (Lambeth, Wandsworth, Croydon)

The Bloomsbury to Walthamstow Quietway, which starts at the boundary with Islington by Southgate Road and runs eastwards and then north-eastwards through Hackney to Lea Bridge Road and the boundary with Waltham Forest, was selected as one of two initial pilot routes. TfL has provided the London Borough of Hackney with funding to take forward the design and delivery of the identified highway changes.

The Quietways will contribute to Hackney's Transport Strategy by improving accessibility and safety for cyclists and by improving cycle facilities to encourage cycling in favour of car use thereby decreasing congestion. Higher rates of active travel will play an important role in improving residents' health and wellbeing, as well as tackling obesity levels.

Policy Context

These proposals align with Hackney's Transport Strategy. Hackney is synonymous with cycling in London with many thousands of trips being made every day on the borough's streets, parks and towpaths. Hackney has traditionally the highest levels of cycling in the Capital and has set an ambitious long term target of 15% of mode share journeys to be made by bicycle by 2031.

The proposals also align with the Mayor of London's Cycling Vision for London. Cycling on London's main roads has risen by 173 per cent since 2001. The vision intends to double cycling over the next 10 years. To support this growth, major investments are needed. Analysis shows that more than half of the potentially cycleable trips in the Capital are in Outer London. These total around 2.4 million a day, most of which are made by car.

Further there are also a number of policies that are within the Cycling Plan of the Transport Strategy which are relevant to a decision on this consultation. These are:

C19: Quietways Programme - The Council will work with TfL and neighbouring boroughs to develop and implement a network of Quietways routes along traffic reduced and speed calmed roads.

These proposals would contribute towards the implementation of Quietway 2, providing easier access to and from the north eastern part of the route and its continuation through the borough of Waltham Forest.

C23: Hackney Cycling Campaign Ward Requests - The Council will look to progress and implement the Hackney Cycling Campaign requests where possible over the lifetime of the strategy.

Hackney Cycle Campaign supports the full closure of London Lane, although members would also like to see more filtered streets on both sides of Mare Street. Traffic studies are currently being undertaken in both the "London Fields" area and the "South Hackney" area which both address the need for additional filtering and which are likely to have a positive effect on this scheme. They are also concerned that the amount of traffic on Mare Street forms a significant barrier to cycling and believe a signalised or "tiger crossing" would be more beneficial. Although these types of crossings cannot be provided within the scope of this project, the proposal to widen

the existing islands and provide an additional island will contribute towards removing barriers and improving the safety of cyclists.

C33: Area Based Traffic and Filtered Streets Reviews - The Council will undertake area wide traffic reviews in neighbourhoods of the borough that are still subject to rat-running. This will allow the Council to examine options for reducing traffic flows, potentially through the implementation of area wide filtered street proposals.

This scheme proposes to reduce traffic flow and rat-running on London Lane. Further measures to reduce rat-running in the area may be introduced as a result of the "London Fields" study which is currently at the analysis stage. If introduced, these measures will reduce the amount of traffic using the area around London Lane. Concerns were also raised during the consultation about the level of traffic flow on St Thomas's Square (north side) and Loddiges Road. These roads are included in the area covered by the "South Hackney Traffic Reduction Study", which is due to go to public consultation in February 2017. If the proposals in this scheme are implemented, there will be a considerable reduction in vehicular traffic due to a "point" road closure in Loddiges Road.

Sustainability

Before the end of this decade, London's population will reach nine million. The city's economy continues to grow. Even with unprecedented investment in the Tube and rail network, parts of it will still be under pressure. Most journeys, by both public transport and car, are short and eminently cycleable. If they can be made more easily by bike, significant amounts of that pressure could be eased.

The dangers – and perceived dangers – of cycling are far outweighed by its health and happiness benefits. Regular cyclists have, on average, the fitness of someone at least 10 years younger. They are half as likely than average to suffer from heart disease, 27 per cent less likely to have a stroke, and will live, on average, more than two years longer. Cycling is an effective way of keeping a healthy weight and reducing anxiety and depression. Cycling is cheaper than any form of motorised transport, an important consideration when living costs in London are high. It is the most reliable way to travel any distance beyond walking range: you always know precisely how long your journey will take, avoiding stress. And like any exercise, it creates endorphins, natural highs that lift the mood.

Proposals

- Introduce the closure of London Lane at the junction with Mare Street under a Permanent Traffic Order, with exemptions for cyclists, emergency vehicles and refuse & recycling vehicles. This is intended to reduce rat-running and improve the cycling environment in line with the Quietway aspirations mentioned in this report. The impact of the closure will be monitored and if there appears to be a problem with traffic using Ellingfort Road as a rat-run, further measures could be introduced to alleviate this.
- Introduce an entry treatment on London Lane at the junction with Mare Street.

- Introduce a banned right turn for all vehicles except cycles, from the northern arm of St Thomas's Square to Mare Street. This is intended to reduce the number of vehicles using the route and to provide more space for cyclists in the central refuge area.
- Provide an exemption for cyclists on the southern arm of St Thomas's Square to allow a contraflow exit to Mare Street. This will provide a further option for cyclists who want to use the quieter side of the Square.
- The central island on Mare Street to the south of London Lane will be shortened and widened and a similar new island will be installed north of St Thomas's Square in order to provide more space and greater protection for cyclists waiting to cross. The northernmost existing island will be removed as this will make it easier for cyclists to making the crossing manoeuvre and keep a safe distance from right-turning vehicles. Subject to investigation, the existing tree will either be moved to the new island or a new tree planted there.

Safety measures which were not subject to public consultation

The Council will also proceed with the implementation of the measures outlined below which form part of the wider Quietway 2 improvements. These measures were not subject to public consultation as the proposals are deemed necessary to assist the safety of cyclists and do not involve any changes to traffic and parking restrictions.

Frampton Park Road, Darnley Road, Chatham Place and Elsdale Street are located within the "South Hackney" area. A Consultation in this area will take place in February / March 2017 and consists of proposals identified from an area wide study in the "South Hackney" area, which are required to reduce the high traffic volumes 'rat running' through residential streets. One of the proposals is a road closure on Darnley Road which will also assist with reducing traffic volumes on this section of Q2.

However it should be noted that the following measures are independent of the forthcoming consultation in and would be implemented irrespective of whether any proposal for "South Hackney" Study scheme are to be taken forward .

- Provide additional cycle facilities on Brenthouse Road at its junctions with Frampton Park Road, Darnley Road and Chatham Place/Elsdale Street as listed below, in order to improve the Quietway link to Morning Lane and beyond i.e:-
 - Provide an exemption for cyclists on Brenthouse Road to allow contraflow entry from Chatham Place and Elsdale Street. This will allow cyclists travelling south on Quietway 2 to use the quickest and quietest route to St Thomas's Square and Mare Street. The existing road humps along Brenthouse Road may also be rebuilt to be more cycle-friendly.
 - Introduce entry treatments on Darnley Road at the junction with Brenthouse Road and (subject to investigation) on Brenthouse Road at the junction with Chatham Place and Elsdale Street, in order to ensure that vehicles approach these junctions cautiously.
 - Introduce a raised table at the junction of Brenthouse Road and Frampton Park Road, with changed priorities. This will slow down

vehicular traffic and make it easier for cyclists using Lyme Grove to cross the junction to and from Brenthouse Road.

These proposals will link with a series of measures along the Quietway 2 route:

- Morning Lane parallel zebra and cycle crossing improvements.
- Lower Clapton Road parallel zebra and cycle crossing improvements.
- Churchwell Path footway improvements (due to start construction in February 2017).
- Chatsworth Road junction improvements (due to start construction in February 2017).

Consultation Process

The public consultation started on the 6th December 2016 and closed on 6th January 2017. The consultation documents are attached to this report for reference. The consultation material, with questionnaire, was delivered to 656 premises within the London Lane and St Thomas's Square area, asking for the views of residents, businesses, and people working in the area. Residents, businesses and members of the public were also able to reply to the consultation online.

The Lead Member and Ward Councillors in the affected area approved the proposals and consultation material prior to engaging the public.

In the questionnaire, residents were asked to indicate their level of support for two scheme options at the London Lane junction with Mare Street and to provide any other comments or suggestions on the cycle link proposals. The documents were also made available on Hackney Council's online 'Consultation Hub' resource.

Stakeholder Consultation

Prior to sending out the documents to residents, key stakeholder groups were consulted including the Council's Parking Service, Living Streets in Hackney, London Cycling Campaign in Hackney, The London Fire Brigade, Age Concern (representing Disability Backup) and the Police. TfL Buses were also consulted.

No objections were received, but although the full closure of London Lane was supported by Hackney Cycling Campaign they did raise some areas of concern i.e:-

- The amount of traffic on Mare Street forms a significant barrier to cycling and a signalised or "tiger-crossing" would be more beneficial.
- The need for additional modal filtering on both sides of Mare Street to prevent rat-running.
- Concerns that the banned turn from St Thomas's Square would not be enforced and that not banning right turning traffic into St Thomas's Square would encroach on cyclists' space in the central refuge.
- Concerns about the visibility for westbound cyclists exiting St Thomas's Square, where the view north along Mare Street may be blocked by buses.

Officer response to Stakeholder Consultation

- See **Officer response to public consultation** for response to the request for signalisation of the crossing.
- See **Officer response to public consultation** for response to the concern about rat-running. Further measures to reduce this may be introduced in the area to the west of Mare Street as a result of the “London Fields” study which will have a positive effect on this area. It is expected that, subject to consultation and approval, there will also be a reduction in through traffic on the eastern side. This will be apparent once filtering measures take place as part of the “South Hackney” area improvements. Contravention of the banned turn from St Thomas’s Square will be monitored. The numbers of vehicles turning into St Thomas’s Square from Mare Street is also expected to decrease if the measures above are introduced and vehicles are prevented from using the area to avoid the main road network.
- See **Officer response to public consultation** for response to concerns about visibility around bus stops. The need for cyclists to negotiate the crossing on a busy bus route is acknowledged, however buses only wait for a short time at bus stops and cyclists are expected to exercise caution when exiting a junction in the same way as drivers of vehicles.

Results

A total of 67 responses were received, which represents a response rate of 10.2%.

A summary of the responses to each option is given below:

Option A – closure of London Lane, except cycles and emergency vehicles

Support	Do not support	Neither support nor oppose
42	24	1
63%	36%	1%

Option B – exit and turn left only to Mare Street, except cycles and emergency vehicles

Support	Do not support	Neither support nor oppose
30	29	7
45%	44%	11%

A further 6 responses were received up to 17th January which are not included in the response figures. Of these, 1 was supportive of both Options and 5 supported Option A, but not Option B.

Of the 67 responses received during the consultation period, 58 were from residents, including two persons who also work in the area and one who is also a business owner. 8 other responses were from people who work in the area and one was from a business owner solely.

An additional question on the modes of transport normally used by respondents, shows that 80.6% used cycling as one of their transport options. 33% of these stated that cycling was their only mode of transport.

Analysis

The comments from all respondents have been analysed and, whether or not they support one or both proposals, there are three main recurring themes that concern respondents:

1. The closure of London Lane would lead to too much traffic being displaced to other streets, particularly Ellingfort Rd, which is narrower and has more parking.

2. The proposed crossing facility on Mare Street is inadequate to ensure safety of cyclists. Visibility for cyclists around buses waiting at the stops on both sides of the road was raised and a number of respondents believe that there needs to be either a signalised or "tiger crossing".

3. The north side of St Thomas's Square and Loddiges Rd are too congested with through traffic to be safe for use as a Quietway route.

Theme 1 was mentioned by 14 respondents, 13 of whom live or work in the area west of Mare Street, including 8 from Ellingfort Road itself. 12 respondents who do not support Option A (50%) mentioned this reason. The other 2 of the 14 were still in support of the closure, despite this concern.

Theme 2 was mentioned by 12 respondents.

Theme 3 was mentioned by 7 respondents.

Additional comments opposing Option B

"The second option on this consultation makes for inconvenience for residents, but does nothing to address the bulk of the traffic problems - in fact likely to make things worse since without oncoming traffic in London Lane this route would be even more attractive. For this reason I strongly object to the second option of allowing a left turn from London Lane into Mare Street."

"Allowing cars/vans to exit to the left onto Mare Street while cycles cross to a central island is very dangerous. The largest risk for any cyclist or motorcyclist is left turning motor traffic at a junction."

"London Lane is a real "rat run". Incredibly busy for a small road. If there is a left turn option for cars, it will remain a rat run and is not compatible with desired improved cycling environment."

Officer Response to public consultation

- A greater level of support has been shown for Option A (63%) than Option B (45%) and the full closure of London Lane is therefore recommended.
- Due to the concerns raised about displaced traffic on to surrounding roads, particularly Ellingfort Road, the closure will be monitored whilst allowing time for the impact and any changes in driver behaviour to be assessed. If necessary, additional measures could be considered, subject to funding e.g.
 - i) the “point” road closure of Ellingfort Road;
 - ii) kerb build-outs and a change of priority at the junction of London Lane and Mentmore Terrace
- There may be additional benefits if the measures in the “London Fields” study are introduced which will reduce the level of traffic using the area.
- The configuration of the central islands and refuge space will be refined during the detailed design stage to provide the greatest degree of safety and comfort possible for cyclists using this crossing point. A number of respondents were concerned about the position of the existing tree on the northernmost island. Subject to investigation, this could potentially be moved to the new island north of the St Thomas’s Square junction.
- A signalised option was considered, but the process (which would include traffic modelling studies) is too lengthy to enable a scheme to be delivered within the current Quietways programme. A signalised crossing would also involve moving the bus stop and shelter outside St Thomas’s Square park and this was not supported by London Buses.
- Further discussions are due to take place with London Buses concerning visibility for cyclists, including investigating the possibility of moving the stop on the western side to north of the junction with London Lane. For operational reasons, London Buses are not able to change the layout of the bus stops on the eastern side.
- The issue of the volume and speed of traffic on the north side of St Thomas’s Square and Loddiges Road is a subject that is being addressed by a wider scheme currently under development. A traffic impact study has been carried out in the “South Hackney” area during the last 18 months and this is due to go to consultation in February 2017. It has been recognised that the area of residential streets bounded by Mare Street, Morning Lane and Well Street is a through route frequently used to avoid the main road network. If the proposals in this scheme are implemented, there will be a considerable reduction in vehicular traffic due to “point” road closures in Loddiges Road and Darnley Road. In the meantime, the ban on right-turning traffic from St Thomas’s Square to Mare Street should reduce some vehicle movements.
- Additional measures (not subject to consultation as explained in the **Proposals** section) to improve the cycling environment in the area covered by the “South Hackney” study are proposed along with this scheme. These are designed to further assist cyclists on the Quietway link to Morning Lane and the north east section of the route towards Walthamstow.
- The above measures are listed in the **Proposals** section of this report and include a contraflow exemption for cyclists on Brenthouse Road, entry treatments on Darnley Road and potentially on Brenthouse Road and a junction

table at the junction of Brenthouse Road and Frampton Park Road with changed priorities.

Comments in support of the proposals

"This is a great proposal and every council should make roads safer, especially for cyclists and pedestrians."

"I support this scheme strongly and believe it will make crossing Mare St, by bike, much safer."

"Cycle safety is a priority for me and my family. We strongly support these plans."

"This route could become a truly awesome east-west link in the borough for cycling, but it would be great to see the council going for a much more ambitious approach. Emergency service access can and should be maintained, but areas such as St Thomas Sq should be filtered to create a calm, peaceful and less polluted environment for the vast majority of residents who are not driving.

Car ownership in our borough is amongst the lowest in any local authority in the UK. Please listen to the majority of residents who do not drive or own a car. We need more schemes like this, we need to work to improve the lot of pedestrians, bikes, bus passengers, wheelchair and mobility scooter users. The interests of non-resident car drivers using our streets as a cut-through should come as a very low priority in the councils reckoning."

Equality Impact Assessment

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.

Accessibility will be maintained for all users although some modes of transport/routes taken may incur an increase in journey times.

Financial Implications

The budget allocations for this schemes are as follows:

Source: Transport for London

Total = £255,000 (including fees)

Conclusions

The consultation has produced a good overall response rate and a high level of response from both regular and occasional cyclists. Some useful feedback has been obtained from the public and stakeholders.

There were more positive responses to the full closure of London Lane and this is the Officer's preferred option for providing greater improvements for cyclists on the Quietway route, within the timescale and funding available.

In addition to the benefits for cyclists, the raised tables on London Lane, Brenthouse Road and Darnley Road will also aid pedestrians crossing these roads.

During this timescale, it is also expected that the "South Hackney" area improvements will be introduced (subject to consultation and approval) and the results of the "London Fields study" will be known, which will further impact on the effects of this scheme and make a positive contribution to reducing the level of vehicular traffic on the Quietway route.

Recommendations

It is recommended that the proposals outlined in this Decision Audit be agreed and taken to Implementation stage.

APPROVAL

I have noted the contents of this summary and agree with the recommendations contained therein.

Signed..... 

Dated 

Andrew Cunningham
Head of Streetscene

cc Councillor Demirci – Cabinet Member for Neighbourhoods, Transport & Parks
cc Aled Richards – Director of Public Realm
cc Kate Hart – Group Engineer, Design & Engineering Group

Attachments:

1. Consultation Documents
2. Consultation Responses
3. Brenthouse Road initial design drawing

