

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: - Chatsworth Road, Millfields Road and Powerscroft Road New Signalised Crossing

Agree to:-

Note the favourable outcome of the public consultation exercise

- Introduce a signalised crossing on Chatsworth Road, Millfields Road and Powerscroft Road to create a safer crossing facility for pedestrians and cyclists. The new junction will have a green man crossing phase on all arms.
- Introduce a new junction table at Chatsworth Road, Millfields Road and Powerscroft Road.
- Pave the existing Millfields Road closure (western arm) to create a pedestrianised area. Access for emergency service vehicles to be maintained through the closure.
- Provide kerb build-outs at 141 to 143 and 174 to 180 Chatsworth Road.
- Decluttering street furniture.
- Proceed with the making of the necessary traffic management orders, subject to statutory consultation.

Reason

- Reducing road danger and accidents along the Quietway 2 route. There have been a total of 7 accidents within a 3 years period (6 of which involved cyclists)
- Providing a safer street environment for pedestrians and cyclists
- 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 a 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 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

The proposals align with the 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

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

A number of improvements have been identified which will be funded by TfL and designed and implemented by Hackney.

The main aim is to achieve a safer and more pleasant environment for cycling and create a safe crossing where the Quietway 2 route passes through Chatsworth Road.

- Introduce a signalised crossing at the junction of Chatsworth Road, Millfield Road, and Powerscroft Road. The new junction will create a safer crossing facility for pedestrians and cyclists and have a green man crossing phase on all arms.
- Introduce a new junction table at Chatsworth Road junction with Millfield Road and Powerscroft Road to slow vehicular traffic.
- Removal of a total of 6 parking bays. The 2 bays at the top of Powerscroft Road outside number 177-181 are being removed to allow cyclists to access and exit the shared footway area. The other bays are being removed to facilitate the implementation of a kerb buildout which assists traffic calming and reduces pedestrian crossing distance.
- Relocation of a disabled bay.
- Decluttering of street furniture.

This crossing will link with a series of other proposals along the Quietway 2 Route:

- Churchwell Path footway improvements.
- Lower Clapton Road Parallel Zebra and Cycle Crossing Improvements.
- Morning Lane Parallel Zebra and Cycle Crossing Improvements.
- London Lane – St Thomas's Square.

Consultation

The public consultation exercise commenced on 24th October 2016 and closed on 2nd December 2016.

The consultation document is attached to this report for reference. The consultation material was delivered to 2000 households within the Chatsworth area seeking views of residents, businesses, and visitors to the area. The documents were also made available on Hackney Council's online 'Consultation Hub' resource and provided members of the public with an opportunity to respond to the consultation online.

The Cabinet Member for Neighbourhoods, Transport and Parks and Ward Councillors in the affected area approved the consultation material prior to engaging the public.

In the questionnaire return, residents and businesses were asked to provide feedback on the Chatsworth Road New Signalised Junction proposal.

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 (LSiH), London Cycling Campaign in Hackney (LCCIH), The London Fire Brigade (TLFB), Age Concern (representing Disability Backup) and the Police. No objections were received.

TfL Buses were also consulted and very supportive of the proposal as the current junction layout leads to continuous bus journey time delays, as the east-west link is not wide enough to allow two medium sized vehicles to comfortably pass. The traffic signal method of control will run the east and west flows on separate signal stages.

Councillor Ian Rathbone responded with a preference to keep the junction uncontrolled and queried loading provision for the local shop. He suggested the introduction of zebra crossings on the pedestrian desire lines instead of traffic signals.

Additional zebras were considered at the feasibility stage and discounted due to potential confusion caused by the increased density of crossings and potential non-compliance due to driver frustration. On balance, signalling the junction caters for all road users and minimises the potential for accidents (there have been 6 cyclist accidents at this junction).

Powerscroft Road Resident Association (full response is attached in Appendix A)

The Hackney Cycling Campaign's main comments were: (The full response is attached in Appendix A)

- Welcomed the raised table as traffic would be calmed.
- Preferred an uncontrolled crossing.
- Welcomed the public realm improvements.

Results

A total of **284** responses were received (includes online submissions), with **183** people (**64.4%**) of those returned in favour of the proposal and **93** people (**32.7%**) not in favour, **8** (**2.9%**) neither support nor oppose the changes.

Of the **284** responses received **270** were from residents around the Chatsworth area. Of these, **177** were in favour of proposal, and **85** not in favour and **8** were indifferent towards the proposal.

The **284** responses were received during the consultation period, whilst **6** were received several weeks later and all were supportive.

Main comments received:

Main comments in support of the proposals are:

- The junction is very dangerous to cross and this design will make the junction safer for elderly and children.
- Traffic speeds are high, the junction table is welcome and more traffic calming should be provided.
- The existing zebra crossing is not sufficient and traffic will stop at the signals.
- Buses will be able to drive into the junction more easily with traffic signals.
- The extension of the double yellow lines will reduce traffic congestion.
- It's a good scheme

Main comments opposed to the proposals are:

- Loss of parking (total of 6 parking spaces)
- Concern that cyclists will increase in the area, especially on the shared pavement
- Increased congestion, pollution and noise
- Bus delays
- Crossing unnecessary
- Confusion over crowded street furniture

Officer's responses to comments opposing the proposals:

Loss of parking

Local residents will not be impacted by the loss of 6 parking spaces as a new CPZ has recently been implemented in the area. This has significantly reduced commuter parking and increased the number of available parking spaces for local residents.

The disabled bay will be relocated from 178 to 170 Chatsworth Road. It will not be possible to provide loading provisions at the signalised junction, however, loading will be permitted on Millfields Road.

Concern that cyclists will increase in the area, especially on the shared pavement

The increase in levels of cycling is welcome. It is one of the main aims of these proposals and a key policy. However, the Council is working to introduce measures to promote considerate cycling, especially at shared

spaces. The proposal will allow confident cyclists to remain on the road whilst less confident cyclists would use the shared space. The wide footways and improved desire lines will improve safety for all users.

Traffic delays at the junction and bus delays

Traffic modelling has been undertaken to select a stage sequence that would minimise disruption as far as practicable and, on balance, create a junction that is safe for all users.

The traffic signal stages will be:

1. Chatsworth Road (north and south arms)
2. Millfields Road arm
3. Powerscroft Road arm
4. All red phase for traffic to allow pedestrians and cyclists to cross.

The results of the LinSig modelling show that the junction operates well within capacity. The highest degree of saturation of 72% was observed on Millfields Road with a queue of 5 PCUs. Chatsworth Road (N) operates with a degree of saturation of 71% with a queue length of 7 PCUs.

The longest queue was recorded on Chatsworth Road (S), with a queue of 8 PCUs.

From the LinSig analysis presented above it can be concluded that the Proposed Option is feasible in terms of capacity and providing benefits in terms of improved pedestrian and cycle facilities while maintaining sufficient capacity for general traffic in line with TfL requirements.

Street furniture clutter

We are working with Transport for London to keep the number of signal poles to a minimum. A BT telephone box will be relocated to increase the available space for cyclists and pedestrians on the shared footway area. Street furniture will also be kept to a minimum.

Pollution and extra congestion

The traffic modelling we have undertaken indicates that the signalised junction will operate within expected parameters and queuing should not be a concern. NO₂ emissions are therefore not expected to increase.

The proposed scheme will create a safe environment and aims to encourage cycling and active travel as preferred transport modes, especially for short journeys.

Crossing unnecessary

These proposals have been developed following an assessment of the rate of accidents, traffic volumes and pedestrian activity at this location. The scheme, on balance, will improve safety for all users and the consultation result highlights strong support for a crossing from within the local community.

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 scheme are as follows:

Source: Transport for London (Cycling Quietway Programme)

Total = £350,000 (including fees)

Conclusions

The consultation exercise has shown that the proposals are favourably accepted. Stakeholder feedback has been positive and feedback from the public consultation indicates a high level of community support. There were a few objections to the proposals from some residents regarding the loss of parking and these concerns are discussed and addressed within this report.

Aesthetic concerns due to signal infrastructure were raised and the number of posts will be kept to a minimum. Improvements to road safety, non motorised user accessibility and community safety are all expected upon implementation of the scheme. Concerns of congestion were raised, however, traffic modelling indicates that, under normal traffic conditions, queuing should not be a cause for concern. Bus journey times will be improved as, at present, buses are unable to pass unopposed through the junction. The proposed traffic signals will ensure that buses do pass safely and unopposed through the junction.

The Council is satisfied that, on balance, the scheme will cater for all road users and address the high accident levels at this location.

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 1 Feb 17

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

Appendix 1

Objections to Proposed Signalised Junction

Comments from Powerscroft Road Residents Association

1. There are too many sets of lights: in the proposals, six sets of separate crossings with traffic lights are to replace the current one zebra crossing. This is far too many in such a small area. Apart from the undesirable visual clutter, this will create a bottleneck and cause continual traffic jams, with vehicles trapped between sets of lights and blocking the movement of other vehicles.
2. There are two bus routes: 242 both ways on Powerscroft Road and Millfields Road, and 308 both ways on Chatsworth Road, and these buses are fairly frequent. Both these services will be seriously delayed. This is not improving personal mobility.
3. The proposed junction will add further delay to emergency service vehicles.
4. The junction is also used frequently by large numbers of refuse vehicles, based at the site on Millfields Road, which with the present arrangements are able to disperse quickly. The new sets of lights will cause unnecessary delays.
5. All these factors will lead to more traffic jams which will mean more pollution and more noise all around the junction which is close to people's homes.
6. Further road narrowing of Chatsworth Road, which is the main thoroughfare, will add to the congestion problem significantly and make it more dangerous for cyclists to cycle on the road.
7. Widening the pavements will have negative consequences for pedestrians. This is because with narrower roads and wider pavements, cyclists will be invited or encouraged or in fact forced to cycle on the pavements even more than they do already, making the pavements less safe for pedestrians, especially children and the elderly.
8. Loss of parking space: 5 parking bays, as well as at least 6 spaces on Chatsworth Road which are currently single yellow (therefore used in the evening and weekends) and 6 spaces on Chatsworth Road to the north of Millfields Road all of which will be lost when the double yellow lines are extended. The loss of these (approximately) 17 spaces is going to put severe pressure on parking in the neighbouring roads, where parking is already in very short supply.
9. The area of road in front of the gate on Millfields Road is currently used for temporary parking especially for the Cooper and Wolf Café and Charlie's Corner Shop, and will no longer be accessible.
10. Effect on businesses: Cooper and Wolf and Charlie's Corner Shop currently receive deliveries from vans which park in the area in front of the gates on Millfields Road. With the new proposals there will be nowhere for delivery vans to stop safely. Likewise for Chatsworth Express, the space in front of the shop will be built out and obstructed with a tree and cycle racks, so with the nearby parking spaces also removed there will be nowhere for their delivery vans to stop safely either. In all likelihood, vans will stop and block the road to make deliveries.

The proposal documents list a number of objectives behind these proposals:

- a) **Reducing non-essential car journeys:** making the roads more difficult to travel on will not necessarily achieve this. However improving public transport would have this effect. Not everyone can cycle.
- b) **Reducing road accidents:** this plan is likely to increase the number of accidents since traffic will no longer be free-flowing and cyclists, motorists and pedestrians will have a more confusing set of lights and obstructions to negotiate.

- c) **Improving personal mobility:** with this plan, mobility would be reduced for all except perhaps cyclists.
- d) **Creating safer, cleaner and quieter residential neighbourhoods:** this is not going to be achieved either, in fact quite the reverse with many more vehicles spending more time burning fuel and revving engines in the immediate area waiting for lights to change.
- e) **Creating a successful balance between pedestrians and other modes of transport, in order to improve the pedestrian and cyclist experience:** this plan relies on using the raised pedestrian area as the main route for cyclists, rather than the road surface or dedicated cycle path, and encourages cyclists to cycle on pavements. This creates uncertainty for pedestrians and the area will therefore be less safe.
- f) **Improving pedestrian and cyclist crossing facilities:** creating large numbers of crossings in one place does not necessarily mean improvement. The crossings need to be necessary and sufficient.

In summary, the proposals are over-engineered and need to be simplified. There is undue emphasis on the perceived needs of cyclists at the expense of everyone else. A more effective solution needs to be found and one which will not have such a damaging effect on this area.

Officer's responses:

1. TfL (responsible for installing and maintained traffic signals) have confirmed the number of poles required will be kept to a minimum.
2. Bus journey times will be improved. London Buses are very supportive of the proposal as the current junction layout leads to continuous bus journey time delays. This is because the east-west link is not wide enough to allow two medium sized vehicles to comfortably pass. The traffic signal method of control will run the east and west flows on separate signal stages.
3. Delays to the emergency services are not expected.
4. Refuse service journey times are also expected to improve as refuse vehicles will be able to access the Millfields depot unopposed through the junction.
5. A comprehensive traffic modelling exercise has been undertaken and indicates that, under normal traffic conditions, queuing should not be a cause for concern.
6. The junction is currently dangerous for cyclists with a high accident rate of 6 cyclist injury accidents within a 4 years period. The proposal will improve safety for cyclists.
7. Wider footways will improve pedestrian accessibility as will the 'green man' pedestrian crossing phases.
8. With the recent introduction of a controlled parking zone, finding a parking place should not be problematic for local residents.
- 9/10. A new loading bay will be provided as part of the scheme.

Officer's comments on objective queries:

- a. Improving infrastructure for pedestrians and cyclists will encourage walking and cycling as a mode of transport for short journeys.

- b. There are currently a high number of personal injury accidents (7 over 3 years) at this location. Signalising the junction will reduce conflicts and lead to a reduction in accidents.
- c. Improved pedestrian accessibility. Wider footways will improve pedestrian accessibility as will the 'green man' pedestrian crossing phases.
- d. Traffic modelling undertaken indicates that queuing and congestion should not occur under normal traffic conditions. However, there may be rare occasions, due to other works or temporary closures in the area, when traffic levels are high and congestion does occur.
- e. The proposals include a section of shared cycle / pedestrian paved area where conflicts may occur. All our schemes are subject to review and further measures may be considered, if required.
- f. The Council is satisfied that, on balance, the scheme will cater for all road users and addresses the high level of accidents at this location. The proposals are valid and there is strong support from the local community to implement these proposals.