

DELEGATED POWERS DECISION

STREETSCENE SERVICE

PUBLIC REALM DIVISION NEIGHBOURHOODS & HOUSING

SCHEME: De Beauvoir Road Closures – Cycle Superhighway 1 (CS1)

AGREE TO

1. Make permanent the measures implemented in Section 2 of the CS1 in Hackney (from Downham Road to Balls Pond Road), referred to as the De Beauvoir Section, subject to the following mitigation measures below being taken forward for investigation and implementation:
 - a) Englefield Road at the junction with Culford Road - implement a revised design for the pedestrian / parallel crossing
 - b) Culford Road, junction with Culford Grove - investigate whether the existing closure should be relocated as part of the new crossing scheme (above)
 - c) Culford Grove - review the traffic volumes and investigate mitigation measures, noting that vehicle movements may change if the closure above is relocated
 - d) De Beauvoir Road junction with Englefield Road – implement a permanent scheme, ensuring that drivers have no ambiguity regarding the junction controls

2. Note that Transport for London's proposals at the junctions of Tottenham Road and Stamford Road with the A10 are still to be implemented and that these are expected to resolve the congestion issues reported around the north section of De Beauvoir.

REASONS

1. Reduce rat-running traffic travelling through this section of the CS1 and make conditions safer for cyclists by encouraging traffic to remain on the main road network.
2. Improve air quality and reduce emissions within the local neighbourhood.
3. Improve the safety and reduce traffic speeds within the affected area.

BACKGROUND

The Council is committed to promoting and encouraging cycling as a clean, healthy and efficient way to travel and Hackney has been recognised as a leading cycling borough for the work we have undertaken in this respect to date. Hackney now has record levels of cycling amongst residents and visitors in the borough and the Council's intention is to continue to promote and encourage cycling as a sustainable transport alternative to private motor vehicle use, due to the wide range of benefits it provides, both at an individual level and to the wider transport network and environment.

In spring 2013 the Mayor of London published his Cycling Vision for London – a 10 year strategy with approximately £1bn investment to increase the levels of cycling in London. One of the primary objectives of the strategy is to create a "tube network for the bike" – a mixture of fast commuter cycle route offering dedicated cycle facilities on key main routes, "Superhighways", complemented by a number of "Quietways", which will together form a network of direct, joined-up cycle routes throughout London.

TfL has been working with the London Boroughs of Hackney, Haringey and Islington, in developing a major new cycle route between Tottenham and the City of London. Cycle Superhighway Route 1 (CS1) runs from White Hart Lane to Liverpool Street Station, forming part of the London-wide network of Cycle Superhighways and will provide a safe, direct, continuous and comfortable way of getting from outer London into central London by bicycle.

Within the borough CS1 runs from Wilson Street in the south, to Holmdale Terrace in the north.

The implementation of the CS1 in Hackney was approved on 17/06/2015.

The implementation of the second phase of CS1 schemes in De Beauvoir and Wordsworth Road areas was approved on 20/05/2016, following a second consultation which ran from 19 October until 16 November 2015. This Delegated Powers Decision deals with those schemes that affect the De Beauvoir area only.

DE BEAUVOIR ADDITIONAL MEASURES

In response to feedback from residents during the CS1 consultation in early 2015, the Council and TfL put forward proposals to close the following 5 junctions to through traffic:

1. Ardleigh Road / Culford Road / Englefield Road junction
2. Culford Road / Culford Grove junction
3. De Beauvoir Road / Stamford Road / Englefield Road junction
4. De Beauvoir Road / Buckingham Road junction
5. De Beauvoir Road / Tottenham Road junction

The proposals to close the five junctions to motor traffic were aimed at reducing non-local motor traffic using some residential streets, making the De Beauvoir area a safer and more pleasant place in which to live, walk and cycle.

Complementing existing junction closures in this area, the proposed closures restrict through motor traffic to roads better suited to larger volumes of motor traffic, such as the A104 Balls Pond Road, the A10 Kingsland Road and the B102 Southgate Road.

Existing motor traffic access to properties in the De Beauvoir area were retained. Minor changes to parking restrictions were made with some parking bays added and some removed. There was no overall reduction in parking.

The proposals included significant improvements for pedestrians, such as wider footways, safer junctions, and new pedestrian crossings.

The proposals also complemented an existing TfL proposal (consulted in summer 2015) to close the junctions of Stamford Road and Tottenham Road at the A10 to motor traffic, although these closures have not yet been implemented.

The changes to the De Beauvoir area were carefully developed in response to the feedback and the decision to go ahead on an experimental basis was taken after closely considering the issues raised.

The Experimental Traffic Management Order (TMO) allowed for the Council to monitor the effects of the changes under real-world conditions and give residents an opportunity to provide feedback for a period of 6 months.

Works in the area commenced in October 2016 and the review period, allowing for comments, was open until 17th March 2017.

PROPOSALS

This Delegated Powers Decision is seeking approval for the scheme to be made permanent in terms of the specific measures identified in the table below, either without change, or amended (see below) following the experimental period. See Appendix C for more detailed information.

Measure	Make Permanent / Amendments Proposed
Ardleigh Road / Culford Road / Englefield Road junction	Implement the revised design for the pedestrian / parallel crossing. A zebra crossing was originally proposed on Englefield Road, however following consultation and discussions with local residents this is proposed to be located closer to the junction with Ardleigh Road and can therefore now be designed as a parallel crossing
Culford Road / Culford Grove junction	Investigate whether the existing closure should be relocated as part of the new crossing scheme (above) and review the traffic volumes in Culford Grove and investigate mitigation measures, noting that vehicle movements may change if the closure above is relocated. This proposal is as a result of resident's feedback
De Beauvoir Road / Stamford Road / Englefield Road junction	Implement the permanent scheme, ensuring that drivers have no ambiguity regarding the junction controls. A temporary scheme was implemented to assess the impacts, pending approval of the permanent measures
De Beauvoir Road / Buckingham Road junction	Scheme to remain as implemented
De Beauvoir Road / Tottenham Road junction	Scheme to remain as implemented

POLICY CONTEXT

Council's Transport Strategy

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.

This aspiration can only be achieved by reducing the dominance of the private vehicle. 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 (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).

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

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.

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

Mayor of London's Draft Transport Strategy

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.

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 the only way to keep London moving. Above all, the shift away from the use of the car will be vital in creating a future London that is not only home to more people, but is a better place for all those people to live in. 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 per cent of Londoners' trips to be on foot, by cycle or by using public transport.

The draft 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 the 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.

CONSULTATION

The changes discussed in this document were introduced following a previous consultation which ran from 19 October until 16 November 2015. The decision to proceed with the changes on an Experimental Traffic Management Order was made on 20/05/2016 and the Decision Audit is attached for reference (Appendix A). It was agreed that the road closures would be monitored by the Council for a minimum of 6 months to assess the impact of the changes and allow submission of representations from affected stakeholders.

Works in the area commenced in October 2016 and the review period, allowing for comments, was open until 17th March 2017. The Works Notice (see Appendix B) invited comment from residents and provided a deadline of 17th March 2017 to provide their comments. This was in response to concerns raised during the 2 previous consultation periods.

Feedback received during this period is shown in the table below and in Appendix C. Of the 99 responses received 69 (70%) raised concerns. Although this is a relatively high number taken as a whole, once the issues are broken down, the majority either have not actually come about or will be dealt with by the proposed amendments as detailed above.

Responses	99	
Negative	69	69.7%
Positive	30	30.3%

The main areas of concern are shown below.

Traffic

We received 54 (55%) responses from residents who had concerns regarding increased traffic levels following the closures. Of these the main areas of concern were Southgate Road and Englefield Road which were mentioned in 31 (31%) and 24 (24%) of these responses respectively. Other roads mentioned were De Beauvoir Road, Culford Road and Ardleigh Road.

Conversely we also received 14 responses from residents who advised that the closures had reduced traffic in their area. These were received from De Beauvoir Road, Ardleigh Road, Tottenham Road, Culford Grove and 2 from respondents who did not leave their address.

A summary of the analysis of the 24 hours weekday data from before and after the implementation of the De Beauvoir Road schemes is detailed below. For the entire analysis refer to Appendix D, which also contains a plan illustrating the percentage changes in traffic flow since the schemes were implemented.

Traffic flows have decreased on Tottenham Road and Ardleigh Road, and also on parts of Southgate Road, Buckingham Road, Englefield Road and De Beauvoir Road.

There have however been increases as detailed below.

Eastbound movement:

- Culford Grove: 58 vehicles more (103.57%).
- Downham Road, West of Ufton Road: 1574 vehicles more (39.78%).
- Southgate Grove, 35m east of Southgate Road: 173 vehicles more (66.03%).
- Englefield Road, West of Southgate Road: 641 vehicles more (29.36%).

Westbound movement:

- Culford Grove: 94 vehicles more (167.86%).
- Downham Road, East of Hertford Road: 3204 vehicles more (104.09%).
- Downham Road, West of Ufton Road: 1399 vehicles more (47.70%).
- Southgate Grove, 35m east of Southgate Road: 334 more vehicles (131.50%).
- Englefield Road, West of Southgate Road: 1119 vehicles more (45.62%).
- Englefield Road, West of Ufton Road: 1682 vehicles more (41.88%).

Northbound movement:

- Stamford Road: 258 vehicles more (43.00%).
- Southgate Road, South of Downham Road: 688 vehicles more (10.89%).
- Southgate Road, 30m north of Ufton Grove: 734 vehicles more (12.23%).

Southbound movement:

- De Beauvoir, North of Northchurch Terrace: 1027 vehicles more (145.88%).
- Southgate Road, South of Downham Road: 535 vehicles more (9.89%).
- Southgate Road, 30m north of Ufton Grove: 466 vehicles more (7.99%).
- Southgate Road, North of Ockendon Road: 1168 vehicles more (20.74%).

Officer's response: – Although the percentage changes in flow appear high in some locations, the actual change in vehicle numbers over a 24 hour period are relatively low. It can be seen that the central area now has less traffic, which will improve air quality, and that this benefit will extend further to other roads once Transport for London implements 2 further closures in spring 2018, which will assist with reducing through traffic even further. These closures are proposed at the junction of the A10 with Tottenham Road and the A10 with Stamford Road.

Cycle flows of approximately 860 per day were recorded on the De Beauvoir section of the CS1 route. As the data was collected in March this number is expected to increase.

Increased Air and Noise Pollution

44 responses were received where concerns regarding noise or air pollution were raised. Again the main area of concern were Southgate Road and Englefield Road which were mentioned in 25 and 20 of these responses respectively.

The Council has an extensive nitrogen dioxide diffusion tube network across the borough, as well as some tubes in the De Beauvoir area – see Appendix E. The wider network allows us to model air quality in areas not directly monitored.

The national air quality objective for NO₂ is commonly failed along strategic Transport for London routes which we as a local authority have little control over. When addressing pollution across London on a strategic level it is schemes such as the expansion of the Ultra-Low Emission Zone to cover more of London (it would incorporate all of Hackney) that is anticipated to have a real impact on reducing air pollution. For more information visit: <https://consultations.tfl.gov.uk/environment/air-quality-consultation-phase-2/?cid=airquality-consultation>

Air Quality is an issue which concerns a number of teams in the council and as such Pollution Control (Land, Air & Water) work closely with Transport and Planning to ensure that every opportunity is taken to improve air quality across the borough. The Transport team have produced a transport strategy <https://www.hackney.gov.uk/transport-strategy> which specifically deals with road network and vehicle improvements.

An overarching document which defines the actions being taken by the council as a whole to improve air quality is our Air Quality Action Plan (AQAP). The AQAP is approved and monitored by the Greater London Authority (GLA) and in April an Annual Status Report (ASR) is produced which evaluates the progress made in delivering actions to improve air quality in line with the borough's AQAP. Air quality documents are available via the following link <https://www.hackney.gov.uk/air-pollution> and the current AQAP 2015-2019 is attached. Following the submission of the 2015 ASR the GLA awarded Hackney 'Cleaner Air Borough Status' in acknowledgement of the work undertaken.

A table summarising the sites monitored in De Beauvoir Road area can be found below:

Monthly nitrogen dioxide diffusion tube data 2017 (within area of interest)

Site name	Nitrogen dioxide concentration ($\mu\text{g m}^{-3}$)					
	Jan	Feb	Mar	Apr	May	June
Southgate 1 - 55 <i>Buckingham Road</i>	63	Missing	48	36.4	28.2	32.1
Southgate 2 - 176 <i>Southgate Road</i>	50.8	67.3	46.6	37	35.8	38
Southgate 3 - 142 <i>Southgate Road</i>	88.3	69.4	Missing	54.6	56.1	45.6
Southgate 4 - 52A <i>Englefield Road</i>	78.4	50	70	56.6	46.8	50.3
Southgate 5 - 12 <i>Ardleigh Road</i>	53.1	57.6	44.3	34.3	31.6	29.6
Southgate 6 - 99A <i>De Beauvoir Road</i>	56	64.5	54.2	37	40.9	37
De Beauvoir School <i>- Tottenham Road</i>	62.1	45.9	43.5	39.5	31.3	30.1
Kingsland Road - <i>Opposite 412 Kingsland Road</i>	83.9	78.8	74.7	70.3	54.3	62.9

Officer's response: – Provisionally it appears there has been a net improvement in air quality (reduction in nitrogen dioxide NO₂) at the locations monitored, although this may not be the case throughout the entire area. A fuller picture will emerge in time, as factors such as seasonal fluctuations are taken into account; see Appendix E for more information.

Air quality will continue to be monitored. The Council's Air Quality map is available online via the following link <http://www.map.hackney.gov.uk/lbhackneymap/> and the air quality layer is 'switched on' via Environment & Planning → Pollution → Air Quality.

Erratic Vehicular Movement

18 responses were received regarding vehicles making unusual manoeuvres such as U-turns. This seems to be reported throughout the area with 8 mentions of Southgate Road down to 4 mentions in Ardleigh and De Beauvoir Road.

Officer's response: – This is expected initially while motorists get accustomed to the closures, however we expect once traffic patterns have settled, the closure of the shortcuts would encourage significant changes to journey habits, such as journeys swapping to other modes of transport or considerable alterations in route choice and some may avoid the area completely, thus reducing traffic in the area as a whole.

The driver behaviour, experienced at the junction of De Beauvoir Road with Englefield Road and Stamford Grove, will be mitigated with the permanent scheme layout which will reduce the available width for vehicles to pass through; additional temporary signage warning of the layout will also be added in advance of the closure.

One area highlighted on 13 separate occasions was the banned right turn from Englefield to Southgate Road; it is understood that motorists cross Southgate Road into Englefield Road (western arm) and then to do a U-turn in order to travel northwards into Southgate Road. However, it is not proposed to make any changes to the existing ban as this has been implemented to help make the junction safer and improve capacity at the junction. It is also likely that vehicles still illegally exiting De Beauvoir onto Englefield Road, will cease to do so once the scheme is made permanent and therefore this problem will reduce even further.

Overall we do not expect this to remain a problem, especially once the new scheme has become clearer on Google Maps and updated on the various Sat Nav's software.

Camera enforcement of the modal filter at the junction of De Beauvoir Road with Englefield Road and Stamford Grove has recently commenced, which will also discourage drivers from making illegal manoeuvres. Camera enforcement of other locations can be implemented in the future, as and when needed.

Safer Streets

We received 18 responses from residents who state that the road closures have resulted in safer streets. 7 of these response were received from Culford Road and Grove. Ardleigh and De Beauvoir receiving 4 responses. 4 other roads receiving 2 responses each.

Officer's response: – It is to be expected that accidents would reduce where traffic flows and volumes are reduced. As casualties are compared over longer periods (and the data for 2017 is not yet available) it is difficult to assess the impact at this stage, however casualties are continually monitored by the Council and this will be the case for this area also.

Comments have also been received for issues considered outside the scope of the CS1 scheme. These have been identified in Appendix C for completeness.

IMPACTS

The proposals have:

- Reduced traffic through the area
- Appeared to have improved air quality (data over a longer period is needed to confirm this)
- Improved safety

Equalities 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.

FINANCIAL IMPLICATIONS

Funding is being secured for the implementation of these proposals during the 2017/18 financial year from TfL.

Issues raised, which may form part of other programmes and funding streams, are identified in Appendix C.

RECOMMENDATIONS

It is recommended that the proposals for the sites detailed in the report are approved to remain as permanent measures (or to be implemented or amended as detailed in the report).

CONCLUSION

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

Signed: - 

Dated: - *3 October 2017*

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 and Engineering