

## 11 OBJECTIVE 6: MANAGING TRAFFIC AND ENCOURAGING SUSTAINABLE TRANSPORT

Consultation has demonstrated that traffic and transport are important issues in Blackhorse Lane for local residents and local businesses.

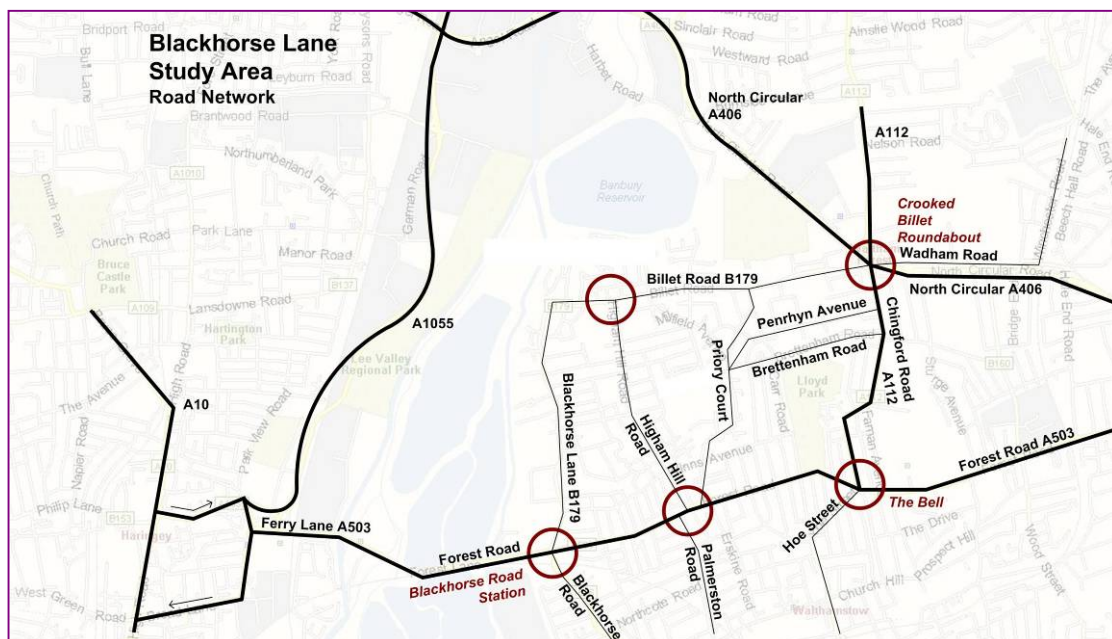
National and regional transport and planning policies<sup>53</sup> aim to improve conditions for pedestrians and facilitate bicycle and bus movements while ensuring the efficient servicing of businesses and homes. They also emphasise the creation of public transport nodes that offer excellent access for pedestrians and cyclists and fast, pleasant and accessible interchanges between different modes of transport e.g. train and bus. The London Plan seeks to concentrate high-density housing and mixed-use development around transport nodes, particularly those offering good links to employment locations.

The Council commissioned a Transport Access and Infrastructure Study to look at traffic and transport issues in Blackhorse Lane, particularly in the light of the proposed scale of new development.<sup>54</sup> The findings and recommendations of the study have informed the policies in this section of the planning framework.

### 11.1 Existing situation – key issues

- Blackhorse Road underground and rail station is a key transport node with public transport links to major current or proposed employment areas in the Upper Lee Valley and Tottenham Hale, Stratford, central London and Stansted.
- Land uses in the area do not encourage public transport use, as the area immediately around the station is relatively low density, characterised mainly by industrial, warehousing and car parking uses.
- Pedestrian access to the station is poor. The present arrangements for crossing the 'Standard Junction' immediately outside the station (staggered crossings with central refuges on all four arms of the junction) make the journey to and from the residential areas to the north-east particularly difficult. Pavements are narrow, particularly on the north of Forest Road. Consultation with local residents suggests strong support for improved pedestrian crossing facilities at the junction.

Figure 18. Blackhorse Lane road network



- There is very limited cycle parking at the station, but clear evidence of demand as illustrated by bikes chained to the railings.
- The B179 Blackhorse Lane/Billet Road is extremely busy for a B road. Surveys show that in some parts of the B179 over 30% of traffic is through traffic seeking a quick way from Forest Road to the North Circular Road. Traffic speeds on some sections of the B179 are high with limited opportunities for safe crossing by pedestrians, with the result that the road acts as a barrier to residents living south east of the road accessing both the employment areas and the Lee Valley Regional Park to the west and north.
- Bus reliability is a problem with four out of seven of the frequent services in the area demonstrating reliability problems. Particular concern is expressed by local residents about the 158 service which runs along the B179 Blackhorse Lane/Billet Road.
- Access to, and circulation within, the Strategic Employment Location to the west of Blackhorse Lane is poor. Routes are circuitous and the Hookers Road access to the southern part of the area is narrow and provides poor sight lines along Blackhorse Lane. In the Sutherland Road area to the east of Blackhorse Lane HGV access is along

residential streets, adversely affecting amenity there.

- A number of residential roads (e.g. Penrhyn Avenue and Priory Court) are used as 'rat runs', which is reflected in accident levels and resident concerns.
- There are conflicts between the parking needs of businesses, residents and commuters seeking to park in the area and take the tube or train into central London.

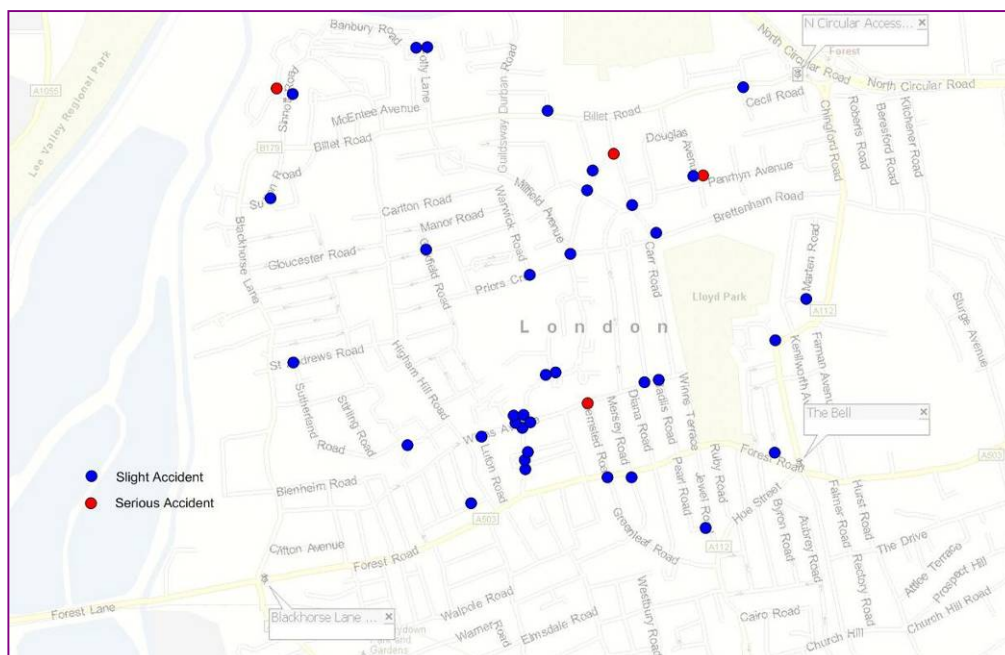
## 11.2 Impact of proposed developments

This planning framework will facilitate the potential development over the next 10 years of up to around 2,000 new homes as well as the creation of new business floor space. The Blackhorse Lane transport study includes a detailed analysis of the likely impact of this level of development on the travel demands and characteristics of the local area, based on the known impact of similar developments elsewhere in London<sup>55</sup>.

The analysis suggests that the developments will result in:

- A significant increase in use of Blackhorse Road Station. This increase in demand can be accommodated inside the station and on the trains (due to planned increases in capacity), but

Figure 19. Location of accidents in residential areas



will cause problems for pedestrians trying to cross Forest Road to get to the station.

- A significant increase in vehicle trips that will be manageable across most of the area but will put a particular strain on the (already busy) Standard Junction.
- An increased number of bus journeys, although these additional journeys should be able to be accommodated within existing capacity.

These findings suggest the need to concentrate proposals for changes to the existing transport infrastructure on the Standard Junction in order to accommodate the forecast additional traffic and improve the junction for pedestrians.

In particular, the net increase in jobs and homes delivered by the proposed developments will more than double the pedestrian flow across the junction on the Forest Road (West) arm. The present crossing facilities on this arm were not designed for this level of demand, such that a new solution for pedestrians will need to be put in place. The preferred solution is to create a new road linking Forest Road west of the Standard Junction to Blackhorse Lane north of the junction in order to remove a significant amount of traffic from the junction and enable the implementation of direct crossings.

The Council will work with Transport for London and London Borough of Haringey to consider the likely cumulative impact on the transport network of major developments planned for elsewhere in Waltham Forest and at Tottenham Hale alongside those in Blackhorse Lane and bring forward proposals to deal with these issues as required.

Note that, in line with UDP Policy TSP9, the Council will seek the submission of Transport Assessments and Travel Plans alongside planning applications for all new major commercial developments and for smaller commercial development proposals that would generate significant amounts of travel.

## 11.3 Transport strategy and policies

In order to address the issues identified by the transport study, the Council will seek to promote significant improvements to the transport infrastructure as set out below.

### 11.3.1. Access to the station

**Policy BHLP12** In line with UDP Policies TSP4 and TSP9, the Council will seek to improve pedestrian access to Blackhorse Road Station including through use of planning obligations.

With the new road in place to remove some traffic from the Standard Junction, the transport study suggests that it will be possible to reconfigure the junction in order to introduce direct pedestrian crossings on 3 arms of the junction (Forest Road east and west and Blackhorse Lane).

The development of site BHL1 may also offer an opportunity for localised pavement widening at the junction.

The Council will seek to ensure that a taxi rank and/or minicab premises are located as close as feasible to the station.

In developing detailed plans for improving access to the station, the Council will also examine the feasibility of incorporating a passenger pick up/drop off point.

### 11.3.2. Buses

**Policy BHLP13** In line with UDP Policies TSP1 and TSP2, the Council will work in partnership with Transport for London to secure improvements to the functioning of local bus services including improvements to bus stops, bus priority measures and enhanced service levels.

Potential improvements include:

- Bus stop clearways along the route of the 158 and on Forest Road adjacent to the station plus kerb height adjustments to improve access for wheelchair users.
- Optimisation of traffic signal phases at the Standard Junction (e.g. through Urban Traffic Control) to improve reliability for buses.
- A bus lane or other bus priority measures southbound on Blackhorse Lane (the feasibility of such measures

would require further study in the context of other proposed changes to the road network – see Section 11.3.5).

- Additional buses on the 158 route if it can be demonstrated that there is sufficient demand. The 158 will provide a key service linking the station, the main growth areas and sites of new services such as Essex Hall.
- Considering the feasibility of a new service between Highams Park and Tottenham Hale, passing through the Blackhorse Lane area en route if sufficient demand can be demonstrated.

### 11.3.3. Cyclists

**Policy BHL14** In line with UDP Policy TSP5, the Council will seek to improve conditions for cyclists in the Blackhorse Lane area. New developments will be expected to contribute to improved conditions for cyclists through provision of cycle routes through and around developments and provision of cycle parking.

Priorities for improvements to cycling conditions include:

- Development of a new secure cycle park at Blackhorse Road Station.
- Extension of the cycle network through and around new developments, in particular creating routes that allow cyclists to avoid the Standard Junction and gain easier access to the Lee Valley Regional Park.
- Cycle advances on each arm of the Standard Junction with signal staging arrangements and toucan crossings allowing cyclists to make safe right turns without opposing traffic (this would replace the existing cycle phase at the junction for cyclists travelling east from Forest Road).

All new developments will be required to provide high quality secure cycle parking (see Section 11.3.6).

### 11.3.4. Trains and tubes

In line with both the London Plan and UDP Policy TSP9, the construction of relatively high-density residential and mixed use developments around Blackhorse Road

Station will encourage use of tubes and trains.

A planned Victoria Line upgrade in 2011 will significantly reduce journey times and increase capacity through new larger trains and a more frequent service. It is understood that a station refurbishment is planned for the underground station in 2009 and further station modernisation is planned for 2016.

In terms of the Gospel Oak to Barking rail service, the Council is working with Transport for London and other affected boroughs to try to improve the service frequency. The Council will also work with Transport for London and relevant rail companies to seek improvements to the mainline station such as new passenger waiting shelters, additional CCTV cameras, new lighting and step-free access to the platforms. In line with UDP Policy TSP9B the Council may use planning obligations as appropriate to secure such improvements.

### 11.3.5. Traffic management and road safety

The Council will support and promote a set of traffic measures that will improve upon the existing road conditions (in particular for pedestrians), manage the impact of new development traffic and improve access to the employment areas for industrial traffic.

**Policy BHL15** The Council will support the construction of a new road linking Forest Road west of Blackhorse Road Station with Blackhorse Lane. The objectives of the new road are:

- i) To provide access from Forest Road to new developments on site BHL1.
- ii) To improve access for industrial traffic to the southern portion of the Strategic Employment Location.
- iii) To reduce traffic flows through the Standard Junction, enabling improvements to pedestrian facilities and the environment at and around the junction.

The design and phasing of the new road will ensure that it does not result in an increase in the overall capacity of the traffic corridor.

In order to ensure that the new road does not create an additional barrier to pedestrian and cycle movements from the

station and residential areas to the waterfront, pedestrian and cycle priority measures should be incorporated into the design of the road.

The new road should offer opportunities to improve bus priority along Blackhorse Lane and/or Forest Road. Design of the road should in any case aim to maintain or improve bus journey times and bus lane provision on Forest Road should be maintained.

In line with UDP Policy TSP11, the Council will oppose any road schemes that would increase the overall capacity of the traffic corridor. It is expected that the capacity of the new road will be limited by a high level of activity by vehicles turning on to and off the new road from new residential developments, retail/commercial and industrial uses. Nevertheless, the detailed proposals for the new road will be required to demonstrate that the road, in combination with the improvements to pedestrian priority at the Standard Junction, will not increase overall capacity, particularly for traffic travelling between Blackhorse Lane and Forest Road. For example:

- The new road, operated initially as an access road only, would only be converted to a through route once junction capacity at the Standard was unable to cater for increased pedestrian and vehicular traffic generated by the new developments.
- The road layout would be designed to restrict capacity, including through the incorporation of pedestrian and cycle priority measures.
- The phasing of traffic signals at the Forest Road and/or Blackhorse Lane end of the road could be adjusted to limit capacity.

The Council will also actively pursue UDP Policy INB5 that promotes the construction of a new access road linking Blackhorse Lane and Sutherland Road. In combination with appropriate restrictions on the movement of goods vehicles, the new road will alleviate congestion and remove industrial traffic from residential areas to the north and east. Within the context of this planning framework, the proposed new road is a vital component in the creation of a new business park in the southern section

of Sutherland Road and the creation of a residential quarter in the northern section of Sutherland Road (see Section 12.3).

**Policy BHLP16** In line with UDP Policies TSP14, TSP15 and TSP16, the Council will seek to improve conditions on the area's roads for pedestrians (including disabled people) and cyclists, with an initial focus on:

i) Improved speed enforcement, sight lines and pedestrian priority along Blackhorse Road and Billet Road.

ii) Speed restrictions and improved pedestrian priority on residential streets.

The design of proposed new developments must demonstrate adequate provision for deliveries and servicing in an efficient manner that will not impede traffic flows or inconvenience pedestrians. On the station hub and waterfront site (BHL1) arrangements for servicing the proposed new retail facilities, bars and restaurants should be carefully designed so as not to compromise the provision of a high quality pedestrian environment. In business areas, new developments and infrastructure improvements should not prevent access to commercial units or new commercial units. Opportunities for the rationalisation of servicing opportunities should be explored.

All changes to roads and junctions will be designed to ensure they do not have an unacceptable impact on the Transport for London Road Network.

#### 11.3.6. *Parking*

Detailed parking standards for new developments are set out in the UDP Appendix 1 and cycle parking standards in Appendix 2. UDP Policy TSP17 outlines the Council's approach to alleviating the problems of on-street parking.

New residential developments will be required to comply with the following car parking standards. Higher levels of parking are permitted in developments further from Blackhorse Road Station.

<i>Growth Area:</i>	<i>Residential 1-2 bed</i>	<i>Residential 3-4 bed</i>
<i>Station Area</i>	Maximum of 0.5 spaces per unit	Maximum of 0.9 space per unit
<i>Sutherland Road</i>	Max 0.8	Max 1
<i>Billet / Kimberley</i>	Max 1	Max 1.4

Parking will normally be expected to be located within the development scheme boundary. Where developments are within a Controlled Parking Zone (CPZ) the Council will not issue parking permits to residents. This will be the subject of a Planning Obligation with the developer.

Developments close to Blackhorse Road Station are intended to create a new, high quality, urban centre offering residents a range of facilities within walking distance plus easy access to a well connected transport node. Developers of sites within the Station Area are therefore encouraged to develop a comprehensive travel planning approach to achieve the parking standards and encourage other modes of transport, for example through one or more car free or reduced car blocks (as encouraged by UDP Policy TSP7), flexible management measures such as parking space leasing and the development of car clubs/pools.

It is recognised that different phases of a development may require different parking standards so long as comprehensive travel planning is used to achieve the maximum standards set out above across the development as a whole.

All new developments in the area will be required to provide cycle parking in

accordance with the Council's cycle parking standards (UDP Appendix 2) except for residential developments for which the following standards will apply:

<i>Growth Area</i>	Minimum number of spaces per unit (applies to flats only)
<i>Station Area</i>	1.6
<i>Sutherland Road</i>	1.3
<i>Billet / Kimberley</i>	1

These standards reflect the lower levels of car parking permitted in developments closer to the Station.

Cycle parking should be in line with the UDP requirements, the London Cycle Network design manual and the borough's forthcoming cycle parking guidance for developers. In particular, long stay cycle parking should be secure and covered.

Development on site BHL1 will be expected to replace the existing station car park with a more compact car park on several levels. In line with UDP Policy TSP17, the Council will encourage plans that reduce the number of spaces provided for park and ride while providing some shorter stay parking for visitors to the shops and services in the new Neighbourhood Centre.

It is recognised that conflicts between the parking needs of businesses, residents and commuters are likely to increase with housing and jobs growth. The Council will respond to this issue as and when it becomes necessary by bringing forward proposals for further Controlled Parking Zones in line with UDP Policy TSP17.