

LONDON BOROUGH OF WALTHAM FOREST

Meeting Date:	PLM – 24 March 2016
Title:	Mini Holland Leytonstone Town Centre Scheme
Directorate:	Neighbourhoods
Report of:	Head of Highways and Infrastructure
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Wards affected:	Leytonstone
Appendices:	Appendix A1 : Map of proposals – Consulted Appendix A2 : Map of proposals – Final scheme Appendix B : Engagement approach for delivery Appendix C : Consultation questionnaire results Appendix D : Reasons and benefits of proposed changes Appendix E : Alternatives considered Appendix F : Full equality analysis Appendix G : Sustainability implications
Status:	Open

1. Summary

- 1.1 Waltham Forest was one of only three councils in London to be awarded Mini-Holland funding with an allocation of £27 million.
- 1.2 On 9 September 2014 Cabinet approved the delivery plan for the Mini Holland Programme.
- 1.3 The Mini-Holland Business Case was approved by Transport for London Surface Board on 18 November 2014.
- 1.4 On 10 February 2015 Cabinet delegated authority to the Director of Neighbourhoods in consultation with the Portfolio Holder for Environment to approve future individual schemes of the Mini Holland Programme.
- 1.5 As part of the scheme development stage, the council has undertaken extensive engagement and consultation that has influenced the development of the final proposals.

2. Recommendations

2.1 For the reasons set out in this report the Director of Neighbourhoods, in consultation with the Portfolio Holder for Environment, is recommended to:

2.1.1 Note the results of the consultation.

2.1.2 Approve the preliminary scheme design for the Leytonstone Town Centre scheme as shown in Appendix A2 and agree the scheme to proceed to detailed design and subsequent construction (subject to technical feasibility and funding availability) as part of the Mini-Holland Programme, as listed below:

Blended Crossings (Copenhagen Crossings) on the junctions of:

- Browning Road with High Road Leytonstone
- Mornington Road with High Road Leytonstone
- Aylmer Road with High Road Leytonstone
- Harvey Road with High Road Leytonstone
- Burghley Road with High Road Leytonstone
- Barclay Road with High Road Leytonstone
- Michael Road with High Road Leytonstone
- Harrington Road with High Road Leytonstone
- Lister Road with High Road Leytonstone
- Brockway Close with High Road Leytonstone
- Vernon Road with High Road Leytonstone
- Davies Lane with High Road Leytonstone
- Kingswood Road with Gainsborough Road
- Dyers Hall Road with Grove Green Road
- Drayton Road with Grove Green Road
- Connaught Road with Grove Green Road
- Southwest Road with Grove Green Road
- Scarborough Road with Grove Green Road
- Ferndale Road with High Road Leytonstone
- Joseph Ray Road with High Road Leytonstone

Road Safety Improvements:

- New pedestrian and cycle crossing on Grove Green Road near Queens Road
- Raise and narrow the junction at Kingswood Road and Gainsborough Road
- Introduce cycle friendly speed humps on Fairlop Road and Hainault Road
- Introduce a raised junction at Fairlop Road with Clarendon Road
- Introduce a raised junction where Scarborough Road meets Grove Green Road
- Improve the junction where Gainsborough Road meets the McDonald's entrance

- Make Burghley Road 'No Entry' to motorised vehicles
- Introduce cycle friendly speed humps in Harvey Road, on the bend of Mornington Road and the junction of Grove Road

Road Safety Improvements that require further Transport for London (TfL) liaison:

- Work with TfL to improve the phasing of the lights at the crossing on Bush Road
- Work with TfL to improve the crossing on the High Road between Henry Reynolds Gardens and Tesco

Browning Road:

- Install a Modal Filter (Road Closure) at the junction with High Road Leytonstone
- A new pedestrian friendly public space with trees and greenery
- A new blended 'Copenhagen' style crossing
- Cycle parking

New and improved public spaces:

- **Gainsborough road (between Tesco and the bridge over the a12)**
 - Introduce new trees and shrubs that absorb pollution
 - Help develop a community growing project.
- **Grove Green Road**
 - Update the current road layout to create a new/improved cycle lane
 - Introduce public art
 - Introduce new pollution absorbing trees and plants
- **Hainault road near the junction with midland road**
 - Introduce new public art under the railway bridge

Cycle improvements:

Grove Green Road

- Segregated cycle lanes where feasible
- Remove centre line markings and narrow junctions
- Create new blended 'Copenhagen' style crossings at various locations
- Introduce a pedestrian and cycle crossing near Queens Road
- Improve the junction with Scarborough Road

High Road Leytonstone

- Introduce segregated cycle lanes between Church Lane and Gainsborough Road
- Work with TfL to introduce new cycle traffic lights outside the library to control southbound cyclists

Cycle signage

Introduce improved signage on the streets listed below:

- Hainault Road
- Fairlop Road
- Grove Green Road
- High Road Leytonstone
- Mornington Road.

Two-way cycling

Introduce two-way cycling on the streets listed below:

- Barclay Road
- Harvey Road
- Browning Road
- Leybourne Road
- Burghley Road
- Leyspring Road
- Harrington Road • Mornington Road.
- Hartley Road

Area up-keep

- Remove all unused street signs
- Road resurfacing on Drayton Road and Mornington Road
- Improve the existing fire gates at:
 - Barclay Road junction with Mornington Road
 - Bushwood junction with Stanmore Road
 - Preston Road junction with Whipps Cross Road

3. Background

- 3.1 Waltham Forest Council's Mini-Holland Programme comprises a set of integrated schemes that will deliver vast improvements in safety and convenience for cyclists and pedestrians, along with comprehensive public realm enhancements to support residential and local shopping areas.
- 3.2 The overarching objectives of the Leytonstone Town Centre Scheme are to reduce the amount of through traffic using residential streets, and improve the look, feel and safety of the Leytonstone area for all road users.
- 3.3 This is to be achieved through a combination of new/improved cycle lanes, road closures, traffic direction changes, creation of shared public spaces, greening and safety improvements.
- 3.4 In February 2015 Cabinet delegated authority to the Director of Neighbourhoods in consultation with Portfolio Holder for Environment to approve future individual schemes of the Mini-Holland Programme including the award of any contracts that are deemed to be key decisions.
- 3.5 The Leytonstone Town Centre Scheme was initiated in June 2015 via an online "perception survey" that commenced on 29 June 2015 and concluded on 20 July 2015.
- 3.6 The perception survey was conducted within the Leytonstone Town Centre Scheme boundary to gain an understanding of what residents and businesses thought about the area and the type of improvements they would like to see. In total 342 people completed the survey and provided 440 individual comments.
- 3.7 Following the perception survey, a detailed analysis report was prepared in September 2015, which highlighted various concerns and aspirations from the local community that were geographically mapped. This was used to inform the development of an initial concept design.
- 3.8 When asked what changes could be made to the local area to make it a better environment for walking and cycling, the five most popular responses were: more plants and trees, more attractive streets, safer crossing points, less traffic and improved public spaces.
- 3.9 This demonstrates that the feel of an area is a really important factor for encouraging respondents to walk and cycle. When creating better environments for people to walk and cycle it is therefore important to balance consideration of technical road changes with public realm improvements.
- 3.10 In September and October 2015 the concept design was presented at a series of two workshops within the scheme area for the local community to co-design and further develop in conjunction with the design team. All local ward councillors were invited to attend these sessions.
- 3.11 All emergency services were requested to meet the design team to discuss the concept designs in more detail.

- 3.12 The workshop results were then analysed and included within a workshop analysis report, which influenced the development of the subsequent preliminary design stage in October/November 2015.
- 3.13 The preliminary design proposal included a mix of road closures (Modal Filters), traffic direction changes, creation of shared public spaces and safety improvements. The preliminary design was then taken to a full public consultation, which commenced on 11 January 2015 and concluded on 31 January 2015. The preliminary design is shown in Appendix Ai.
- 3.14 11233 consultation documents and questionnaires were hand delivered by council officers and postal contractors to all addresses in the area. The council received reports that documents had not been received, therefore officers were mobilised to re-post documents to these addresses. To promote the consultation, street notices were erected in the area, council officers undertook 'door knocking' to remind local people to have their say on the proposals; and drop-in sessions were held on Tuesday 19 January and Saturday 23 January at local venues. Officers also carried out various technical surveys, consulted with emergency services, utility companies, businesses, religious institutions and schools.
- 3.15 The results of the public consultation have been analysed and included within Appendix C.
- 3.16 This was an extensive consultation process undertaken by the Highways and Infrastructure team. During the engagement period the Council received and responded to hundreds of emails, over 67 residents attended design workshops, and over 132 residents attended drop in sessions. Council officers knocked on the doors of over 90% of the area to remind the community to respond to the consultation and discuss their views on the scheme if required. There were 206 respondents to the consultation and a total of 557 comments.
- 3.17 The results of the consultation showed that 44% were positive towards the safer environmental proposals, 43% were neutral and 13% were negative. The results for the changes to Browning Road were 49% positive, 47% were neutral and 4% were negative. Overall, 40% of respondents felt positive about the proposals, 48% were neutral and 12% were negative.
- 3.18 During the consultation period a large amount of neutral responses were received. This is inconsistent with other Mini-Holland consultations where we have received a smaller proportion of neutral ratings. We have therefore acknowledged this and have undertaken further analysis of these neutral responses to understand why these respondents felt this way and what they were saying about the proposals. It should be noted that the drop-in sessions received the highest attendance figures to date for the Mini-Holland programme.
- 3.19 It is also acknowledged that the response rate for the Leytonstone Town Centre Scheme was relatively low when compared to other Mini-Holland Schemes, despite a significant and comprehensive publicity drive to ensure awareness

within the area and to encourage residents to respond. In addition to the activities undertaken as outlined in 3.14 above the consultation was publicised via the following channels;

- Mini-Holland e-newsletter was sent to 3,200 emails.
- An email was sent to people who responded to the Leytonstone perception survey. informing them that the consultation period had started. This was sent to 102 people.
- Posted twice on Facebook during the consultation period; this reached 3,722 people.
- Tweeted twice on Twitter during the consultation period with 46 link clicks.
- The Mini-Holland Leytonstone webpage had 2,196 views
- leafleting at Leytonstone Station on several evenings,
- promotion through key stakeholder groups (e.g. Waltham Forest Cycling Campaign)
- TfL consultation website

It should however be noted that the consultation drop-in sessions received the highest attendance figures to date (132) for schemes within the Mini-Holland programme

3.20 The lower response rate is likely to reflect the nature of the proposals consulted upon which are mainly localised improvements with limited or no impact on key issues such as local accessibility, parking, etc.

4. Options, alternatives and additional measures considered

4.1 At each stage of engagement we have taken on board the feedback of residents and businesses, and many of their suggestions have been included in the design proposal. Some alternative options and additional measures were proposed during the engagement periods, which have been considered and **have been incorporated** or acknowledged through revisions to the design that was consulted upon. These include considering the feasibility of designing and implementing:

- A zebra crossing at the bus turnaround outside Leytonstone Underground Station on the Grove Green Road side
- A Copenhagen style crossing at the junction of Browning Road and Bushwood
- Improvements to King's Passage, which may include allowing cycling, improving lighting and improving planting and landscaping
- Additional traffic calming measures on Woodville Road, Burghley Road and Harrington Road
- Two-way cycling in Vernon Road between Harrington Road and Harold Road
- Improvements to address concerns around the use of Pastures Path and Greystone Path

- 4.2 It is noted that the volume of non-local traffic volume using Harvey Road and Mornington Road was raised as an issue during the consultation. The Council will undertake a further assessment of this issue and investigate potential options to reduce the volume and impact of non-local traffic, with a view to undertaking further local engagement on potential options at a later stage.
- 4.3 A number of further alternative options and additional measures were proposed during the engagement periods and while these have been considered they have not incorporated. Information about why these proposals are not viable options is included in Appendix E. In summary, pursuing these options would not achieve the aims of the Mini-Holland programme in the Leytonstone Town Centre Scheme. The aims are to improve infrastructure to make it safer for road users, improve and create new public spaces and increase the number of people choosing to travel on foot, by bike and on public transport, in order to reduce road congestion and improve air quality.
- 4.4 Copenhagen style crossings were a common theme raised within the consultation, and it should be noted that the Council is aiming to increase awareness through monitoring, education and marketing programmes.

5. Sustainable community strategy priorities (and other national or local policies or strategies)

5.1 Council Priorities: Bringing you better shopping, streets and leisure (regenerating the borough)

- Work to make our high streets thrive with a variety of shops and services to meet resident's needs
- Upgrade our pavements and roads

5.2 Mayor for London's Vision for Cycling

- Safer streets for bikes.
- More people travelling by bike.
- Better places for everyone.

5.3 Transport for London - Improving the health of Londoners: Transport action plan

6. Implications

6.1 **Finance, value for money and risk**

6.2 The funding of the Leytonstone Town Centre Scheme is allocated within the financial years 15/16 and 16/17, which will comprise of £461,000 Mini Holland funding for construction works, supplemented by LIP funding, and other sources where identified. If required, some construction works maybe deferred to 2017/18 in order to secure additional funding

- 6.3 The procurement of works and services will be carried out using existing framework or term contracts which have already received Council approval. When it is expected that better value for money can be obtained using an open tender process this will be undertaken.
- 6.4 There are always risks with a programme of this size, in particular delays or budget overruns. These risks will be mitigated through robust programming and planning. The Council has a good record of delivering major public realm projects in the last five years and will use this experience to minimise risk within this programme.

7. Legal

- 7.1 The Council as Highway Authority has a duty under section 41 of the Highways Act 1980 to maintain certain highways within its area. It also has a wide general power under section 62 of the 1980 Act to carry out works to improve the highways it has a duty to maintain and many other specific powers under the 1980 Act.
- 7.2 The Council may by order regulate the use of roads under section 6 and other specific powers of the Road Traffic Regulation Act 1984.
- 7.3 All procurements under the programme will have to comply with the Council's Contract Procedure Rules and, where necessary, the Public Contracts Regulations 2006 (as amended).
- 7.4 Under Part 3 of the Council's Constitution Cabinet may delegate key decisions to an officer of the Council.
- 7.5 Appropriate Traffic Management Orders will be made under the Road Traffic Regulation Act 1984 and advertised in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 7.6 Before making these orders consideration must be given to section 122 of the Road Traffic Regulation Act 1984 which contains the Council's duty to secure the expeditious, convenient and safe movement of vehicular and other traffic and the provision of suitable and adequate parking facilities on and off the highway.
- 7.7 This proposal has been designed with due consideration of our Network Management Duty relating to Traffic Management Act 2004. Consideration has been given to all road users to secure the expeditious movement of traffic as far as practical.

8. Equalities and diversity

- 8.1 A full Equality Analysis (attached as Appendix F) has been undertaken, which has considered the impact of the proposal on those with protected equality characteristics. Although the proposals are likely to bring about positive

improvements, the analysis has identified some potential for adverse impact and measures to help mitigate against these are set out.

8.2 Race/ ethnicity

8.3 No negative impacts are expected from the proposals on the community in respect of ethnicity.

8.4 Faith/ religion

8.5 No negative impacts are expected from the proposals on the community in respect of faith or religion.

8.6 Sexual orientation

8.7 No negative impacts are expected from the proposals on the community in respect of sexual orientation.

9. Sustainability (including climate change, health, crime and disorder)

9.1 The programme will have a positive impact on sustainability by encouraging a shift in transport mode from car use to cycling and walking. This will also contribute to improving the health and well-being of the local community and air quality. The design guide includes an aspiration to employ low energy use equipment e.g. lighting units; using SUDS (Sustainable Urban Drainage System) compliant materials; and following the Council's Sustainable Procurement Strategy for sourcing materials. It is estimated that the Mini Holland programme will reduce CO2 emissions by approximately 1,000 Tonnes per year (see Appendix G).

9.2 The Mini-Holland programme will contribute to achieving the objectives set out within the councils Air Quality Action Plan.

9.3 Climate Change & Sustainability Impact Assessment

9.4 There are no climate impact implications to water, waste, land or buildings. Decreased congestion is considered to be a benefit to air quality. Any increase in road safety is considered to provide an opportunity for modal shift to encourage walking, cycling and increased use of public transport.

10. Council infrastructure


10.1 Whilst the size of this programme represents a significant investment of council resources, the programme is externally funded and there is sufficient funding to employ staff required for the project or to backfill existing council officers engaged in the programme.

Approved by


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Cllr Clyde Loakes
Environment Portfolio Holder

Date: 20/3/16

Approved by


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Michele Moloney
Director of Neighbourhoods

Date: 24/3/16