

Cabinet 15 December 2021	
Report of: Ann Sutcliffe – Corporate Director, Place	Classification: Unrestricted
Liveable Streets Shadwell Consultation outcome and measures	

Lead Member	Cllr Kahar Chowdhury, Cabinet Member for Environment
Originating Officer(s)	Dan Jones, Divisional Director, Place Mohammed Chibou, Team Leader-Programme Commissioning and Monitoring
Wards affected	Shadwell
Key Decision?	Yes
Forward Plan Notice Published	Yes
Reason for Key Decision	Key Decision Threshold
Strategic Plan Priority Outcome	Priority 2 – A borough that our residents are proud of and love to live in. Priority 3 – A dynamic, outcomes-based council using digital innovation and partnership working to respond to the changing needs of our borough.

Executive Summary

On Wednesday 30 October 2019 Cabinet approved the Liveable Streets programme, governance and delivery plan for 17 project areas.

The Liveable Streets programme will make fundamental improvements to the infrastructure on the street and open spaces and change the travel behaviour of residents, businesses and visitors to Tower Hamlets.

Engagement and consultation have been carried out throughout the programme and proposals developed based on the feedback obtained. These proposals went out to consultation to the Shadwell community through a public consultation from 30th July – 5th September 2021

Recommendations:

For the reasons set out in this report, and having regard to the Council's public sector equality duty The Mayor in Cabinet is recommended to:

1. Receive and conscientiously consider the results of the engagement and public consultation of Shadwell Liveable Streets
2. Note the proposed scheme design for the Shadwell area as part of the Liveable Streets programme (Appendix B) and summarised in section 3.3 of this report
3. Approve the use of existing frameworks or term contracts to award an order up to the value determined for completion of the works.
4. Approve the use of traffic orders to facilitate the proposals set out in this report.

1 REASONS FOR THE DECISIONS

- 1.1 This project will make fundamental improvements to infrastructure on the street, public spaces and change the travel behaviour of residents, businesses, and visitors to the Shadwell area. These changes seek to address the following:
 - A School Street on Bigland Street to improve road safety for students and families.
 - Creating more space for pedestrians to improve access on Watney Street.
 - Enhancing the neighbourhood with improved accessibility, lighting, planting, public art, and traffic calming measures.
 - Reducing cut through traffic in the area during morning peak periods.
 - Improving the pavements on Cannon Street Road for pedestrians.
- 1.2 An extensive engagement process has been undertaken over the past year and a half involving residents, businesses, key groups, emergency services and internal council services.
- 1.3 As part of the 30 October 2019 Cabinet approval, the decision making for the Liveable Streets programme is:
 - Under £250k – decision to be made by Divisional Director, Public Realm.
 - Over £250k-below £1 million – Decision to be made by Divisional Director, Public Realm in consultation with the Mayor and Lead Member.
 - Over £1 million or significant impact on two or more wards – decision to cabinet for political decision.

2 ALTERNATIVE OPTIONS

- 2.1 Through the public consultation, all responses will be reviewed, and any suggestions or alternative proposals presented by the community were assessed by the project team for viability and alignment with the Liveable Streets objectives. This assessment is set out in Appendix E – Alternatives Considered

3 DETAILS OF THE REPORT

Engagement and consultation

- 3.1 From Monday 3 February to Sunday 1 March 2020, we engaged with stakeholders seeking feedback on the changes they think should be made to encourage more walking and cycling in the Shadwell area.
- 3.1.1 Drop-in sessions were held during this time allowing residents and businesses to ask questions about the project, meet the Project Team and feedback their issues and the improvements they would like to see. 177 respondents identified themselves as residents, 32 as visitors, 13 said they worked in the area, 2 business owners and 7 as 'other'. 335 comments were submitted via the online interactive map, which included comments emailed to us or told to us at drop-in sessions and were transposed on the map by the project team for easier analysis.
- 3.1.2 Around 80 people attended over the two drop-in events. 62% of respondents said that cleaner streets would encourage them to walk, cycle or use public transport more. 52% said both less traffic and more trees and planting would help them, and 48% said better public spaces were another priority for encouraging active transport in Shadwell. Respondents were able to select as many answers as they wanted in response to this question, hence the number of respondents appearing high than the total number of people who submitted the survey. Suggestions relating to lighting, anti-social behaviour and streetscape upgrades were the most common of those received via the interactive map with 113 suggestions made, followed by comments relating to traffic operations with 102 suggestions, and pedestrian improvements with 76 suggestions.
- 3.1.3 Throughout the engagement period, we met with council departments and reached out to emergency services and Safer Neighbourhood Team contacts.
- 3.1.4 A public consultation exercise was carried out from Friday 30 July until Sunday 5 September 2021. Consultation packs were delivered to over 6,525 residential and business addresses within the consultation area, with extra copies available on request. Emails were sent to residents, internal and external stakeholders on the Tower Hamlets mailing list during the consultation period.

3.1.5 In place of face-to-face drop-in sessions, virtual ‘chat with the team’ sessions were organised over the phone and zoom which provided the opportunity for attendees to review the proposals with the project manager or programme team to discuss any changes which may be desired. Virtual meetings were offered to all schools in the area and community groups.

Proposals

3.2 The proposals seek to improve the area for walking, cycling and public transport, improve air quality and help to discourage through-traffic and anti-social driving.

3.3 The design proposals can be seen on the map in Appendix A on pages 4 and 5. The objectives are to be achieved through a combination of improvement of shared public spaces, safety improvements and more equipment for cyclists. The key elements of the final scheme are:

- A School Street on Bigland Street to improve road safety for students and families.
- Creating more space for pedestrians to improve access on Watney Street.
- Enhancing the neighbourhood with improved accessibility, lighting, planting, public art, and traffic calming measures.
- Reducing cut through traffic in the area during morning peak periods.
- Improving the pavements on Cannon Street Road for pedestrians.

Scheme 1: School Streets

Proposals to implement a permanent school street by Bigland Green Primary School to create a safer and healthier environment while encouraging a more active travel option.

- We propose to make the temporary school street on Bigland Street a permanent feature.
- A section of Bigland Street will be closed to motor vehicles between **8.15am to 9.15am** and **3pm to 4pm** on school days.
- This will allow children, parents, families, and staff to arrive and leave the school in a safe and healthy environment whilst encouraging more active travel.
- The School Street will be enforced by (ANPR) Automatic Number Plate Recognition cameras and vehicles entering not exempt, will automatically be issued a penalty charge notice.
- Access for residents and businesses of those streets, school staff, blue badge users and carers or families of children with special educational needs, which will be allowed if the vehicle is registered for an exemption.
- All other vehicles not registered for exemption will not be permitted to enter the School Street between **8.15am – 9.15am** and **3pm – 4pm** on school days.
- All vehicles parked within the School Streets will be permitted to always leave the area.

Scheme 2 : Watney Street

Proposal is to widen the pavements enabling more space for wheelchair users. They also include more planting and lighting will be implemented around.

Pedestrian Improvements

- We propose to make more space for pedestrians in the area, which is currently narrow and cramped.
- This will make it much easier for those who walk, use a wheelchair or pushchair in the area and create a nicer environment to spend time in.
- The road width between Cable Street and Chapman Street will be reduced making it northbound only for motor vehicles.
- More space for pedestrians can also be created outside the overground station on Cornwall Street and close to Cable Street by moving some loading space to the east side of Watney Street and providing a longer formal loading bay for businesses.
- This will also make it easier for emergency service vehicles to move through the area.
- Over 7000 people use the zebra crossing on Watney Street every day. So, we are proposing to widen it so people can cross easily and safely.

Public Space Improvements

- More planting and lighting will be implemented at the DLR station and near Watney Market.
- Public art can also be implemented at the DLR station and near Watney Market.

Scheme 3: Enhancing the neighbourhood

Proposal is for improved lighting across the area with the addition of plantings and cycle stands. Also, traffic calming measures would be added to reduce vehicle speeds aiding in the safety of people walking and cycling.

Street Lighting

We will assess and improve the lighting in the following locations:

- Underneath the railway arches on Devonport Street and Sutton Street.
- On the path next to the DLR station between Watney Street and Sutton Street.
- Watney Market
- Dellow Street

Accessibility

Our proposals aim to improve accessibility for all that travel, walk and cycle around Shadwell. We are proposing blended crossings and furniture removal along:

- Cable Street
- Bigland Street
- Sutton Street
- Watney Street

- Pavement widening is also proposed on:
- Devonport Street
- Deancross Street
- Pitsea Street

Traffic Calming

Speed humps and raised tables are proposed on key roads in Shadwell to reduce vehicle speeds. Also, numerous raised tables are proposed, particularly at side roads to keep vehicle speeds low and make it easier for pedestrians to cross. These will improve road safety for people walking or cycling.

- These improvements are proposed on:
- Cable Street
- Devonport Street
- Brodlove Lane
- Pitsea Street
- Sutton Street
- Caroline Street
- Watney Street
- Martha Street
- Chapman Street
- A banned right turn is also proposed from Rampart Street onto Commercial Road.
- This aims to prevent non – local traffic using Rampart Street to avoid the traffic lights at the Canon Street Road / Commercial Road Junction.

Planting

Our proposals aim to create a more attractive environment for those walking and cycling by providing more planting in the neighbourhood. These improvements are proposed on:

- Cable Street near Stepney Causeway
- The Highway near King David Lane.

Cycle Stands

Cycle stands have been proposed near the Idea Store and on Watney Street.

Cannon Street Road.

We propose to improve the walking experience on Canon Street Road by doing the following:

- Street decluttering, to allow more room for pedestrians to walk along the pavement.
- Pavement resurfacing
- Removing unessential driveways, to make a level pavement surface.
- Blended crossings, designed to maintain pavement level to improve accessibility and slow down vehicles when entering or existing a road.

In addition to this we also are proposing:

- Planting, to improve the area for those cycling and walking.
- Cycle stands.

Cable Street Studios:

- The east end of Cable Street near the Cable Street Studios offers space that could be better utilised by improving the public space since the banned right turn was introduced in 2020.
- This can be achieved by relocating the existing parking to Cable Street to provide planting, opportunities for seating outside of businesses and relocating cycle stands to improve their visibility.

Scheme 4: Cable Street

Proposals have been implemented to reduce the volume of traffic through restrictions and the widening of some pavements for better safety of pedestrians.

Traffic Management

We propose to reduce the volume of through traffic accessing Cable street and the wide Shadwell area while maintaining access for residents. We will do this by:

- Restricting right hand turns from The Highway onto Glamis Road and King David Lane.
- Restricting left hand turns from Brodlove Lane onto Cable Street.
- These changes will reduce traffic on Cable Street benefiting the 100 and D3 bus routes that operate along Cable Street.
- Improvements to the existing speed humps along Cable Street and Devonport Street are also proposed so that they are more effective at reducing vehicle speeds.

Pedestrian and cycling improvements

- We propose to widen the pavements on Cable Street where they are narrow to provide more space for pedestrians.
- Also it is proposed to widen the existing cycle crossing on Cable Street between Pitsea Street and Stephney Causeway.
- This will create an easier transition for people cycling across Cable Street where the cycle track crosses the road.

Scheme 5: 339 Bus route – Proposal to improve bus operations to reduce noise and congestion at the bus stop. With a zebra crossing proposed by St Mary and St Michael Catholic Primary School to help improve safe access for pedestrians.

Bus Route Improvements

- We propose changes to Martha Street, Watney Street and Tarling Street to improve the 339 Bus route.

- We propose to remove pinch points where oncoming buses and traffic get blocked, delay each other and get frustrated.
- Martha Street will become no entry from Watney Street and the northern most section of Watney Street into Tarling Street will become one way northbound, for motor vehicles.
- To reduce noise and congestion at the bust stop on Martha Street we are proposing to remove two loading/parking bays on the north side of the road.

Walking Improvements

- A zebra crossing is being proposed outside of St Mary and St Michael Catholic Primary School to help improve safe access for staff, children and families travelling to school.

Consultation

Responses were given online and by paper. Paper packs including booklet, survey and freepost envelope were to over 6,000 properties. Respondents could speak to the team about the proposals via a number of channels:

- Phone
- Email
- Online chat to team
- By post

- 3.4 Materials were made available in Bengali and publicised in the area. additional materials such as banners, posters and large-scale maps were also put in key locations in the area.
- 3.5 Meetings with key groups were also arranged by the project team to obtain as many views from the community as possible.

Finance

- 3.6 The total cost of the scheme is estimated at £1 million from the total liveable programme budget of £7.953m for 2021-22. Capital Investment in the Liveable Streets programme will be required for the financial year 2021/22. Funding sources for this scheme are £976,007.62 from CIL and £23,992.38 from S106.
- 3.7 The procurement of works and service will be carried out using existing frameworks or term contracts which have already received council approval.
- 3.8 Detailed design will take place after cabinet decision, if approval is granted, on all proposals with works to start in the first and second quarters of 2022. Further engagement on certain scheme will be carried out where necessary.

Governance

- 3.9 As part of the Cabinet decision on Wednesday 30 October 2019, the decision making for the Liveable Streets programme is:
- Under £250k – decision to be made by Divisional Director, Public Realm
 - Over £250k-below £1 million – Decision to be made by Divisional Director, Public Realm in consultation with the Mayor and Lead Member
 - Over £1 million or significant impact on two or more wards – decision to cabinet for political decision

4 EQUALITIES IMPLICATIONS

- 4.1 A full Equalities Impact Assessment (EqIA) has been carried out on the Shadwell Liveable Streets scheme. The final proposals will be developed based on feedback from the consultation and are comprised within an updated EqIA assessment.
- 4.2 The initial EqIA assessment has highlighted the potential for positive impacts on groups sharing protected characteristics. Evidence has been drawn upon through existing studies, data sets, as well as data and evidence collected as part of this scheme programme through each engagement stage, consultation, and surveys in order to make the assessment.
- 4.3 For example, the borough's Transport Strategy indicated a disproportionately low take up of cycling amongst women, often in relation to fear of traffic/roads which this scheme would help to resolve by creating a safer network of cyclable roads. BAME groups are identified as more likely to be a casualty in a road collision, particularly as a pedestrian which this scheme would help improve by removing the conflict with motor vehicles and improvements to crossings and accessibility through the area. Those who are BAME and elderly are also more likely to have a respiratory condition, as outlined in the Transport Strategy and would benefit from reduced traffic levels. The elderly and young are also the most likely groups to be involved in a collision, as well as being impacted by the poor air quality, walking environment and outdoor space.
- 4.4 Overall, these measures provide greater accessibility for those who walk, cycle and use public transport across the area as well as improving the look, feel and safety of the area. Furthermore, this is likely to provide health benefits and mental wellbeing in relation to an increase in physical activity as recommended by NHS to help us continue to be independent and healthier for longer in our lives.
- 4.5 The identified negative impacts of the proposal are related to the requirement for those using a motor vehicle to use alternative routes to reach their destination in the area. The greatest increase has been estimated to be 8 - 12 minutes. The negative impact is associated with the increased time, distance, and cost for those using a motor vehicle to reach their destination. It should be noted that all properties remain accessible by motor vehicle and there are

other travel methods which will be improved by the proposals such as access to public transport, the environment for those who walk and cycle.

- 4.6 Further, it is recommended the scheme is undertaken on an experimental basis to ensure a review of the scheme is carried out. This will include the monitoring of the potential positive and negative impacts identified through the assessment and where necessary provide a mechanism for alterations made to the scheme which will be undertaken following engagement with stakeholders. As part of this review the EqlA will be further updated with results from any surveys and feedback provided from all road users and the local community.

5 OTHER STATUTORY IMPLICATIONS

- 5.1 Many of the proposals will require changes to the highway and therefore traffic regulation orders will need to be advertised and made. These will be advertised and consulted on in accordance with the Local Authorities' Traffic Orders (Procedures) (England and Wales) Regulations 1996, or the Road Traffic (Temporary Restrictions) Procedure Regulations 1992 in respect of temporary orders.
- 5.2 As part of the design we shall consider Section 17 of the crime and disorder act 1998, to ensure that we do all that it reasonably can to mitigate the impacts of crime and disorder, substance misuse and reoffending.

6 COMMENTS OF THE CHIEF FINANCE OFFICER

- 6.1 The Shadwell liveable streets project is estimated to cost £1m which will be funded through a combination of S106 (£0.024m) and CIL (£0.976m) monies.
- 6.2 The project is part of the wider Public Realm Liveable Streets programme, currently included within the approved capital programme with a budget of £7.953m, funded through a combination of S106 (£3.346m) and CIL (£4.607m) monies.
- 6.3 All costs associated with the consultation process have been contained within existing revenue budgetary provision.

7 COMMENTS OF LEGAL SERVICES

- 7.1 The Executive (Mayor and Cabinet as defined in section 9(c) of *the Local Government Act 2000*) is authorised to consider the proposed recommendations in this report as it comprises a 'Key Decision' as defined in Section 3 of the Council's Constitution. Paragraph 6 of Section 3 of the Constitution defines 'Key Decision' as an executive decision which is likely to be significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions. In this case, the implementation of the approved Liveable Streets Programme and the proposals relating to the Shadwell area comprise a 'Key Decision' as defined in the Constitution.

- 7.2 The proposals addressed in this report will, if approved, be implemented pursuant to the provisions in the Road Traffic Regulation Act 1984, the Local Authorities' Traffic Orders (Procedures) (England and Wales) Regulations 1996, or the Road Traffic (Temporary Restrictions) Procedure Regulations 1992. Consideration will be given to the Crime and Disorder Act 1998 in setting out the detailed design of the proposals.
- 7.3 The governance and decision making procedures for individual schemes brought under the Liveable Streets Programme have already been approved by Cabinet at its October 2019 meeting. Nonetheless, these should continue to be checked to ensure compliance with the Council's Constitution as they are brought forward.
- 7.4 Pursuant to s149 of the Equality Act 2010, the Council is under a duty to have due regard to think about the need to:
- Eliminate unlawful discrimination;
 - Advance equality of opportunity between people who share a protected characteristic and those who don't; and
 - Foster or encourage good relations between people who share a protected characteristic and those who do not.
- 7.5 In terms of consultation, the common law provides that a public body must adopt a fair procedure to decision-making to ensure that members of the public, affected by a potentially adverse decision, are given a fair and informed opportunity to make representations and provide their comments before the decision comes into effect. If a public body embarks on a consultation procedure, the outcome of which may be to deprive someone of a benefit that they previously enjoyed, then the common law imposes basic criteria that must be satisfied in order for that procedure to be considered lawful and fair. The case of *R. v Brent London Borough Council, ex. p. Gunning* [1985] 84 LGR 168 established the following basic criteria (now known as the Sedley criteria), that all fair consultations must satisfy:
1. consultation must be undertaken at a time when proposals are still at a formative stage;
 2. sufficient reasons must be given for any proposal to allow an intelligent consideration of and response to the proposal;
 3. adequate time must be given for consideration and response; and
 4. responses must be conscientiously taken into account in finalising any proposal.
- 7.3 This report and Appendix D hereto sets out the extent of the consultation exercise undertaken and demonstrates a fair and legally robust process. Further, Appendix E set out the assessment of the alternative options undertaken and that "intelligent consideration" was provided by the Council in its review and account of consultation responses thereby satisfying the legal tests set out above.

- 7.6 The completed Equalities assessment completed and summarised in Section 4 of this Report demonstrates the Councils compliance with its public sector equality duty under the Equality Act 2010. It is noted that further updates to the Equalities assessment will be undertaken once the proposals are implemented.

Linked Reports, Appendices and Background Documents

Linked Report

- NONE

Appendices

Appendix A – Consultation Document

Appendix B – Final proposals plan

Appendix C – Engagement and consultation summary

Appendix D – Consultation results

Appendix E – Alternatives considered

Appendix F – Equalities Impact Assessment

Background Documents – Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012

- NONE

Officer contact details for documents:

Mehmet Mazhar – Head of Highways and Transportation

Mohammed Chibou – Liveable Streets Lead