

Climate Change and Transport  
1 Cottage Road, N7

## Delegated Decision report of: Director of Climate Change and Transport

Date: 19 January 2024

Ward(s): Canonbury

---

## Subject: Installation of a parallel pedestrian and cycle crossing on Southgate Road

### 1. Synopsis

- 1.1. This report sets out the context and reasons for the implementation of a parallel pedestrian and cycle crossing at the junction of Southgate Road and Northchurch Road on the popular Cycleway 27 (C27) (Walthamstow to East Acton) cycle route.
- 1.2. The scheme connects together two low traffic areas that are already safer places for people walking, wheeling and cycling and contributes towards our Vision Zero objective of all deaths and serious injuries from road collisions to be eliminated from London's streets by 2041.
- 1.3. To improve safety at this important link for people cycling as well as people walking, it is proposed to remove the mini roundabout at the junction of Southgate Road and Northchurch Road and replace it with a new parallel crossing (a combined pedestrian and cycle zebra crossing), widen the footways on both sides of Southgate Road, introduce a loading bay and greening.
- 1.4. The introduction of this scheme builds on the existing community assets, creating a more accessible place to visit, maximising footfall and supporting the local businesses. The scheme will help people to travel independently on accessible streets and networks to access jobs, education, services and facilities.
- 1.5. The introduction of these measures will emphasise the priority and safety for people walking, cycling and wheeling and contribute towards the objectives of the people-friendly pavements programme because of the benefits that they also bring to people walking. See scheme design drawing in Appendix 1.
- 1.6. The council declared a climate emergency in June 2019 and set out a Vision 2030 strategy to achieve the ambition of Net Zero carbon emissions by 2030, including the

reduction in use of private vehicles within the borough. In its Transport Strategy 2020-2041, the council set out its policy to reduce barriers to walking and cycling.

## 2. Decision

- 2.1. To note the results of public consultation undertaken in March 2023.
- 2.2. To note that the statutory consultation took place on the proposed Traffic Management Order (TMO) between 15 December 2023 and 12 January 2024.
- 2.3. To agree to the installation of a parallel crossing on Southgate Road from Northchurch Road in Hackney to Northchurch Road in Islington as described in section 8 of this report and subject to the relevant decision-making by the London Borough of Hackney.

## 3. Date the decision is to be taken

- 3.1. The decision date is 19 January 2024.

## 4. Background

- 4.1. The council's Transport Strategy and Vision 2030 Strategy were consulted on and adopted by the council's Executive in November 2020. Both strategies make the case for the introduction of measures intended to reduce motor traffic volumes, enabling more people to walk, cycle and wheel and lead active lifestyles, reducing road danger and reducing the impact of transport on local air pollution and climate change. In addition to these strategies, the council must have regard to the Mayor's Transport Strategy, including its policy goals relating to public transport and promoting active and healthy travel, and Vision Zero.
- 4.2. The delivery of this scheme will contribute to achieving the Islington Transport Strategy (2020) targets for 90% of trips by Islington residents to be made by walking, cycling and use of public transport, and for 93% residents to live within 400m of the cycle network, by 2041.
- 4.3. The scheme supports and complements the principles of the people-friendly streets (PFS) programme that was first agreed by the council's Executive on 18 June 2020. On 12 January 2023 the council's Executive agreed to continue the implementation of the PFS programme, including cycleways, and noted that the council will develop and implement an upgrade to Cycleway 27 at Northchurch Road and Southgate Road.
- 4.4. Southgate Road is a borough boundary road, managed by the London Borough of Hackney.
- 4.5. This important link connects the Canonbury East Low Traffic Neighbourhood (LTN) to the De Beauvoir area in Hackney and is part of the popular C27 (Walthamstow to East Acton) cycle route.

4.6. Monitoring from June 2023 shows that, on average, just under 3,000 cycle trips are made per day through the junction of Northchurch Road and Southgate Road.

4.7. Although a well-used part of the cycleway the crossing of Southgate Road can be a dangerous and intimidating crossing experience. Data from between 2017 and 2022 shows that there have been a number of police-recorded collisions highlighting the need for action:

- 2 serious collisions
- 17 people injured (including 10 people cycling and 4 people walking).

## 5. Monitoring

5.1. To fully understand the need for the proposal and the development of the proposed design, significant data collection and analysis was undertaken.

5.2. Monitoring undertaken in June 2023 shows that a daily average of 2,953 people cycle through the junction of Northchurch Road and Southgate Road on the western arm of the junction (the Islington side); this is the weekday (Monday to Friday) average.

5.3. A parking occupancy survey undertaken from 1 March 2023 indicated that the parking stress on the streets that may be most affected by the changes were considered to be low:

- out of 119 spaces on Northchurch Road only 61-66% were occupied.
- out of 11 spaces on Southgate Road between Northchurch Road and Oakley Road only 25-42% were occupied.
- out of 12 spaces on Cleveland Road between Northchurch Road and Elmore Street, only 18-45% were occupied.

5.4. Traffic volume monitoring data from June 2023 showed traffic volumes below 1,000 vehicle trips per day on each of the side streets leading to Southgate Road.

5.5. Pedestrian movement observation undertaken in November 2023 shows that a daily average of 623 people used the zebra crossing point whilst an average of 1,150 used the informal crossing point further south, where the new crossing is proposed.

## 6. Engagement

6.1. Engagement with local businesses was carried out before, during and after the consultation period. Officers engaged directly orally and/or in writing with all known business owners and operators in the area. No formal business objections to the scheme being implemented have been received. Feedback gathered during business visits noted that the installation of the scheme would not negatively affect servicing requirements and the proposed new loading bay would most likely improve servicing for most of the businesses.

- 6.2. Officers worked closely with the De Beauvoir Arms pub and their landlord as the business that may be affected the most by the implementation of the scheme. The pub stakeholders performed a risk assessment for use of the proposed loading bay and no issues were raised; the pub and landlord have confirmed that they are satisfied with the proposed layout.
- 6.3. Engagement has been carried out with Hackney Council as the authority that manages and maintains Southgate Road. Having noted the results of the consultation, which have been provided, no concerns have been raised regarding the proposed implementation of the scheme.

## 7. Consultation

### **Public Consultation**

- 7.1. A public consultation ran on the scheme from 28 March to 25 April 2023. During the consultation period, individuals could view the plans and submit responses to the survey via the Islington website. More details of the public consultation are available in Appendix 2.
- 7.2. 2,300 leaflets were delivered to the area around Northchurch Road and Southgate Road junction including a section in Hackney.
- 7.3. Tri-fold posters were installed on posts in the area to help advertise and signpost people to the webpage and online survey.
- 7.4. An online meeting was held on 18 April 2023 to present the scheme followed by a Question and Answer session.
- 7.5. Two on-street engagement events were held at the junction of Northchurch Road and Southgate Road to publicise the consultation, on 12 April and 19 April 2023.
- 7.6. 699 people responded to the online survey. Most respondents stated that they were a local resident (86%), 3% stated that they are a local worker/business owner and 2% stated they were visitors to the area.
- 7.7. The largest concentration of responses was from the N1 3 postcode, totalling 240.
- 7.8. 61% said that the proposals would make it safer to travel in the area by walking, cycling or wheeling. 28% disagreed with this statement.
- 7.9. 47% said that the proposals would encourage them to walk, cycle or wheel more in the area. 37% disagreed with this statement.
- 7.10. 9.2% of respondents raised concerns about a potential increase in volumes of motor traffic on Crowland Terrace, Northchurch Road, Oakley Road and Englefield Road or Northchurch Road. Monitoring of traffic volumes on Crowland Terrace, Oakley Road, Englefield Road and Northchurch Road from June 2023 suggests that levels of motor vehicle trips should not exceed 1,000 vehicles per day in the proposed conditions. The council believes this level of motor traffic would be unlikely to significantly change the experience of using these streets.

- 7.11. 5.3% respondents raised concerns about potentially longer trips because of the introduction of the new traffic filter at the junction of Northchurch Road and Southgate Road and the subsequent alternative route that some people driving might have to take to get to Northchurch Road. Vehicular access for residents has been maintained in the proposed arrangement; the maximum diversion is approximately 800 metres which is approximately two minutes additional journey time travelling at 15mph. Motor vehicle journeys starting or ending in this area are unlikely to be significantly impacted by this in terms of overall journey times.
- 7.12. More information can be found in Appendix 2 and on the public consultation page available at <https://www.islington.gov.uk/consultations/2023/northchurch-road-and-southgate-road-junction-proposals>.

### **Parking consultation**

- 7.13. A separate parking consultation was held, on proposed changes to parking that were different to the changes to parking proposed in the earlier public consultation. This consultation took place between 25 October and 8 November 2023. A total of five responses were received, including some comments which reflected issues raised during the earlier public consultation. Other comments included questioning the rationale for the extent of proposed double yellow lines on Northchurch Road, and ongoing use of side streets by commercial vehicles. All comments have been considered in Appendix 4. The public consultation page was available at <https://www.letstalk.islington.gov.uk/northchurch-road-southgate-road-parking>

### **Statutory consultation**

- 7.14. The emergency services were consulted directly by email. The London Fire Brigade responded saying that they had no objections to the changes. The London Ambulance Service requested no bollard at the new filter on Northchurch Road and this has been taken into consideration in the proposed design which does not make use of a bollard. The Metropolitan Police Service raised a comment regarding the zig zag markings on the northbound approach to the crossing which had been shortened to four, this has been addressed by in-setting the loading bay and extending the zig zag markings to eight.
- 7.15. Statutory consultees were also consulted as part of the formal statutory consultation process on 15 December 2023. No objections were raised to the changes referenced in the traffic order.

## **8. Proposal**

- 8.1. It is proposed to remove the existing mini roundabout at the junction of Northchurch Road and Southgate Road and replace it with a new parallel pedestrian and cycle crossing.
- 8.2. The existing zebra crossing that is currently north of the junction will be relocated approximately 25 metres south and realigned with the pedestrian desire line, parallel to the new cycle crossing, providing an improved connection for people crossing the

road between the bus stop, shops and amenities on either side of Southgate Road. A plan of the proposal is shown in Appendix 1.

- 8.3. A new traffic filter will be introduced at the junction of Northchurch Road and Southgate Road, prohibiting motor vehicle access to and from Northchurch Road from Southgate Road at this location. Motor vehicle access to this section of Northchurch Road will be via the parallel streets of Oakley Road or Englefield Road, and Crowland Terrace.
- 8.4. Approximately 40 square metres of widened footways will be introduced on Southgate Road and Northchurch Road, benefiting people using the footway, including those with buggies and wheelchairs, to help create a more pleasant and more accessible place to be in. Footway widening is not uniform across the area, however maximum footway widths will increase by approximately 2.5 metres on Southgate Road, and 1.2 metres on Northchurch Road.
- 8.5. An additional 22 cycle parking spaces will be introduced through the addition of 11 cycle stands.
- 8.6. Upgraded street lighting will be added as part of this scheme, in order to suitably illuminate the new crossing.
- 8.7. Approximately 70 square metres of new greening will be added to Southgate Road and Northchurch Road, creating a green gateway into Islington, and forming part of TfL's planned Green Link Leisure Route between Walthamstow and Southwark which enters the borough from Hackney at the junction of Northchurch Road. This is comprised of six new planting areas including approximately 23 metres of kerbside along Southgate Road dedicated to planting.

### **Parking changes**

- 8.8. To implement the proposal the council will make a change to the existing parking arrangements.
- 8.9. 15 metres of shared use parking provision from the southern side of Northchurch Road will be relocated to Southgate Road to provide a pay by phone and residents permits parking place with space for 3 vehicles on the west side of Southgate Road south of the existing permit holder bay outside No. 115 Southgate Road.
- 8.10. 15 metres of residents permit holder parking on the northern side of Northchurch Road is proposed to be divided up and converted to provide:
  - 5 metres space to house two relocated Bikehangars;
  - 5 metres restricted (double yellow line) space for vehicles to turn around in;
  - 5 metres space for greening.
- 8.11. A new 10 metre loading bay is proposed to be installed on Southgate Road outside numbers 111-113.

## 9. Section 122, Road Traffic Regulation Act 1984

9.1. In the exercise of its powers under the Road Traffic Regulation Act 1984, the council is required, under s.122 of the Act, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off street, whilst at the same time to have regard to the following considerations:

- the desirability of securing and maintaining reasonable access to premises;
- the effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- the impact on air quality both locally and in the surrounding areas;
- the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- any other matters appearing to the council to be relevant.

9.2. In balancing the considerations above, we consider that the proposed implementation of the scheme should proceed, on the basis of the following key factors:

- Access, including for motorised traffic, is maintained to all residential and other properties, albeit access routes for motorised traffic (except for emergency services vehicles) may change, which may cause inconvenience to some residents. This inconvenience is considered to be outweighed by the reduction in road danger for people cycling and walking and the environmental improvements.
- All local amenities remain accessible.
- By providing facilities to encourage cycling there may be some local mode shift from private vehicles, supporting a reduction in exposure to and creation of harmful emissions affecting air quality.
- Passage for public service vehicles along Southgate Road is maintained and access for users has been considered, with all existing bus stops maintained. There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously, and so the arrangement maintains access for emergency vehicles requiring direct access to Northchurch Road from Southgate Road in an emergency situation.
- The introduction of the cycle crossing facility provides for safer and more convenient movement of cycle traffic.

## 10. Human Rights

10.1. Regard should be had to the provisions of the Human Rights Act 1998. In particular, the provisions of Article 1, of the First Protocol protection of property and Article 8, right to respect for private and family life.

10.2. In relation to Article 1 some residents may no longer be able to use the most direct access to their homes by motor vehicle. However, under the operation of the scheme, alternative access will be in place. Further, the right under Article 1 is qualified rather

than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report.

- 10.3. In relation to Article 8, right to respect for private and family life, this has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the proposals set out in this report will impede on the right of individuals to respect for private and family life either in public or on private land.

## 11. Implications

### Financial Implications

- 11.1. This scheme is part funded by Transport for London (£160,000) and part through the PFS Capital programme budget (£90,000). This includes administrative costs, compulsory adverts to accompany the change to the traffic order, construction and greening. The total estimated cost for the works is £250,000.
- 11.2. 15 metres of shared use (resident permit/pay by phone) parking will be relocated from Northchurch Road to Southgate Road. One extra space will be converted from an unused Doctors' parking bay into a shared use bay. The introduction of this bay will increase the pay by phone parking capacity by one space and therefore the revenue financial impact should be positive.

### Legal implications

- 11.3. By Section 16 of the Traffic Management Act 2004, local traffic authorities must manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and the following objectives:
- (a) securing the expeditious movement of traffic on the authority's road network; and
  - (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.
- 11.4. The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing:
- (c) the more efficient use of their road network; or
  - (d) the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority; and may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in the road network ... This is known as the "Network Management Duty".
- 11.5. "Traffic" includes pedestrians.



- 11.6. The council has had regard to statutory guidance issued by the Secretary of State in respect of the Network Management Duty and notes that the latest guidance was withdrawn on 2 October 2023. Section 6 and part IV of Schedule 9 to the Road Traffic Regulation Act 1984 enables the council to make traffic orders for the purposes of implementing the proposals set out in section 2 of the report. In deciding whether or not to make an order under section 6, the council must have regard to the matters detailed in section 122 of the 1984 Act (see section 9 above).
- 11.7. Further, when deciding whether to make a traffic order the council must have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality.
- 11.8. In deciding whether to make the orders the council must also have full and proper regard to consultation responses received together with the responses from the statutory stakeholders as summarised in section 4 of the report.
- 11.9. When making traffic orders, the council is required to follow the procedure set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended).
- 11.10. Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property and Article 8, right to respect for private and family life.
- 11.11. These human rights should be considered. To the extent that it is considered that they are infringed the schemes should only go ahead if it is considered that the infringement is necessary and proportionate.

### **Contribution to Climate Action and any other Environmental Implications**

- 11.12. In June 2019, the council declared a Climate Emergency and pledged to work towards making Islington zero carbon by 2030. The cycleway has positively contributed to achieving this ambitious commitment by encouraging increased cycling. These changes to the crossing are designed to improve the environment and make walking and cycling more attractive. This scheme seeks to contribute to a reduction in motor traffic journeys over time, in line with Islington's Transport Strategy target to achieve 62 million fewer vehicle kilometres per year travelled in the borough by 2041. The project demonstrates the council's commitment to working towards a zero carbon future and respond to the Climate Emergency declaration. The delivery of the Islington Transport Strategy was specifically mentioned in the transport section of the Vision 2030: Net Zero Carbon Strategy. The changes include conversion of road space to green infrastructure to support biodiversity and reduce surface water runoff, in particular on Northchurch Road where the two areas of planting incorporate Sustainable Drainage Systems (SuDS).
- 11.13. The council's contractor Marlborough Highways have carried out a project environmental risk assessment to identify the significant project environmental impacts. Marlborough Highways will produce a bespoke construction phase plan for the scheme to manage and reduce the environmental impacts of the scheme including the transport, materials and waste elements.

## **Equalities Impact Assessment**

- 11.14. The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.
- 11.15. An Equalities Impact Assessment (EqIA) has been prepared and has been included at Appendix 5 of this report.
- 11.16. The EqIA considers both positive and negative impacts of the proposals. In some instances, a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within such a group. For example, while some disabled people may predominantly rely on cars for mobility there are also many disabled people who use other modes and therefore for most groups the impacts will be a mix of positive and negative depending on the particular mode of travel generally used.

### **Generally positive impacts**

- 11.17. The EqIA has identified general positive impacts for all groups with protected characteristics. By creating safer and more attractive conditions for cycling, the propensity of a number of groups with protected characteristics to cycle, such as children and older people, increases, thereby improving physical and mental health, opportunities for independent mobility and improving access to opportunities.
- 11.18. The successful implementation of the Southgate Road crossing scheme will:
- improve safety for people cycling;
  - increase footway space for people walking;
  - reduce crossing distances for people walking and provide for a more active walking desire line;
  - reduce road danger on Northchurch Road at the junction with Southgate Road by introducing a traffic filter, removing motor vehicle movements;
  - improve servicing for the pub and other local businesses by the introduction of a loading bay;
  - increase in parking provision on Southgate Road will benefit people visiting local residents and businesses by car and cycle;
  - introduction of the filter will reduce volumes of motor vehicles on parts of Northchurch Road;
  - improve the public realm with greening;

- reduce flood risk by installing Sustainable Drainage Systems (SuDS) on Northchurch Road.

11.19. These improvements will significantly improve cycling conditions at this key Cycleway 27 cycle route connector.

11.20. The scheme will help to deliver improvements in line with the following Healthy Streets indicators:

- “People choose to walk and cycle”: as a result of new traffic restrictions people with protected characteristics will be empowered to cycle, as a big obstacle to cycling for many people is fear of traffic.
- “People feel safe”: motor vehicles are a source of danger to people walking and cycling. The priority over motor vehicles can make people feel safer when cycling thereby empowering people to do so. The introduction of the measures may lead to an increase in levels of cycling.

- 

**Generally negative impacts**

11.21. The EqIA has identified negative impacts for groups with protected characteristics:

- The introduction of the traffic filter will potentially disadvantage people who need to use their car by extending the route taken by motor vehicle by a maximum of 800 metres.
- The introduction of the traffic filter may increase volumes of motor vehicles on Crowland Terrace because of the alternative route that some people driving might have to take to get to Cleveland Road or Northchurch Road.
- The introduction of the traffic filter may increase volumes of motor vehicles on Oakley Road and Englefield Road because of the alternative route that some people driving might have to take to get to Cleveland Road or Northchurch Road.
- Requiring people walking or wheeling at Northchurch Road to cross a two-way cycle lane.
- Removal of parking might potentially disadvantage people who need to use their car.

11.22. To address the above:

- Access for residents has been maintained; the maximum diversion is approximately 800 metres which is approximately two minutes additional journey time travelling at 15mph. Motor vehicle journeys starting or ending in this area are unlikely to be significantly impacted by this in terms of overall journey times.
- Monitoring of traffic volumes on Crowland Terrace, Oakley Road, Englefield Road and Northchurch Road from June 2023 has shown that levels of motor vehicle trips should not exceed 1,000 vehicles per day. The council believes this level of motor traffic would be unlikely to significantly change the experience of using these streets.
- The scheme is designed to the relevant and current standards. As is standard for highway schemes, the design was subject to an independent Road Safety Audit which did not raise any issues specific to groups with protected characteristics.

- Parking occupancy surveys indicate that alternative parking spaces can be easily found nearby. The proposal also introduces 5 new parking spaces on Southgate Road that residents can use as well as a loading bay.

11.23. A full assessment of the equalities impacts is available at Appendix 5.

## 12. Conclusion and reasons for the decision

- 12.1. Conclusions: The Southgate Road parallel crossing scheme supports the council's objective of achieving net zero carbon emissions in Islington by 2030 (Vision 2030). It contributes to the delivery of a more equal future by making it easier and safer for people to travel by active means of transport (walking and cycling), supporting people to live healthier lives, making Islington a welcoming and attractive borough; and creating a cleaner, greener and healthier environment for all.
- 12.2. The scheme also contributes to the Islington Transport Strategy (2020) targets for 90% of trips by Islington residents to be by walking, cycling and use of public transport by 2041, the elimination of all transport-related deaths and serious injuries in Islington by 2041 and for 93% of residents to live within 400m of the cycle network by 2041.
- 12.3. The scheme supports and complements the principles of the people-friendly streets programme that was agreed by the council's Executive on 18 June 2020, and follows the delivery approach to new cycleways measures through the update to the people-friendly streets programme agreed by the council's Executive on 12 January 2023.
- 12.4. The results of the public consultation carried out between 28 March and 25 April indicate support for the scheme proposals.
- 12.5. Recommendation: It is therefore recommended that the Director of Climate Change and Transport approves the making of relevant TMOs governing the measures approved in this delegated decision report dated 19 January 2024.

## 13. Record of the decision

- 13.1. I have today decided to take the decision set out in section 2 of this report for the reasons set out above.

Signed by:



Martijn Cooijmans

**Director of Climate Change and Transport**

Date the decision was taken: 19 January 2024

**Appendices:**

- Appendix 1: Southgate crossing design
- Appendix 2: Consultation report
- Appendix 3: Officer response to consultation comments
- Appendix 4: Changes to parking consultation summary
- Appendix 5: Equalities Impact Assessment

Report Author: REDACTED

Tel: REDACTED

Email: REDACTED

Financial Implications Author: REDACTED

Tel: REDACTED

Email: REDACTED

Legal Implications Author: REDACTED

Tel: REDACTED

Email: REDACTED

Environmental & Net Zero Carbon Implications Author: REDACTED

Tel: REDACTED

Email: REDACTED