

CHENEY STREET, EASTCOTE – PETITION REQUESTING DEFERMENT OF A DECISION ON 20MPH ZONE SCHEME

Cabinet Member

Cllr Keith Burrows

Cabinet Portfolio

Planning, Transportation & Recycling

Officer Contact

David Knowles/ Sin Kong

Papers with report

Appendix A: proposed Cheney Street 20mph Zone scheme

HEADLINE INFORMATION

Purpose of report

To inform the Cabinet Member that a petition has been received from residents in Barnhill, Bridle Road, Chiltern Road, Francis Road and Hamlin Crescent concerning proposals for a 20mph zone in Cheney Street, and asking the Cabinet Member to listen to their views before he considers approving that scheme.

Contribution to our plans and strategies

The request for traffic calming measures can be considered as part of the Council's transport strategy.

Financial Cost

There are no direct financial costs associated with this report, which considers petitioners' views.

Relevant Policy Overview Committee

Residents' and Environmental Services.

Ward affected

Eastcote & East Ruislip

RECOMMENDATION

That the Cabinet Member for Planning, Transportation and Recycling;

- 1. Meets and discusses with petitioners their concerns with the proposals to create a 20mph zone in Cheney Street, Eastcote;**
- 2. Notes the outcome of the public consultation undertaken by the council, which in part prompted the petition;**
- 3. Subject to the above, considers instructing officers to undertake before and after traffic surveys should the scheme proceed, and to report back to the Cabinet Member;**
- 4. Subject to the outcome of (3) instructs officers to undertake further studies on possible measures to alleviate any traffic displacement to other roads; and**
- 5. Subject to his subsequent consideration of the outcome of (4), asks officers to seek to identify the necessary funding for measures that may be warranted**

INFORMATION

Reasons for recommendation

Residents in some of the roads which connect with Cheney Street have expressed their concerns at the effect that the 20mph scheme proposed for Cheney Street may have on road safety in their roads.

Alternative options considered

None as the petitioners have made a specific request to be heard by the Cabinet Member, and the petition evening will provide them an opportunity for this.

Comments of Policy Overview Committee(s)

None at this stage

Supporting Information

1. A petition with 102 signatures has been received from residents living in Barnhill and other roads in the vicinity of Cheney Street, Eastcote in response to the recent consultation on the proposals to introduce a 20mph zone scheme in Cheney Street.
2. The breakdown of signatures has been assessed and is as follows:

Street Names (<i>within original consultation area</i>)	Number of individual signatories to petition	Number of households signing
Barnhill	54	33
<i>Burwood Avenue, Cheney Street, Curzon Place, Dovecot Close, Horn End Place, Nightingale Close, Rodney Gardens, St Lawrence Drive, The Glen</i>	<i>No signatories</i>	<i>No signatories</i>
Chiltern Road	14	10
Francis Road	24	20
Hamlin Crescent	9	7
Sub totals	101	70
Street Names (<i>outside original consultation area</i>)		
Bridle Road	1	1
Overall Totals	102	71

Background to the proposed 20mph zone in Cheney Street

3. The Cabinet Member will recall hearing a petition from residents of Cheney Street on 18th June 2008, asking for consideration of traffic calming and/ or speed reducing features in Cheney Street.
4. Cheney Street is in the Eastcote and East Ruislip ward. It is a residential road with a predominantly rural character and has a crossroad junction with Bridle Road and The Chase. Cheney Street is effectively made up of three distinctive sections and has a slight bend when exiting Barnhill to travel northeast. Part of Cheney Street (between its junctions with Barnhill and with Chiltern Road) operates as a dual carriageway, whilst the southern section, south of the junctions with Chiltern Road and with Burwood Avenue, is narrow and

has no footpath, with the gardens of most properties extending into green verges which contribute to the character of the area.

5. The Cabinet Member will be aware that as a separate exercise, the Council is consulting on the possibility of Cheney Street becoming part of a local Conservation Area, and accordingly officers have been at pains to ensure that any traffic calming measures that might be considered would complement rather than conflict with the aims and objectives of a conservation area.
6. The petitioners behind this earlier petition stated:

'Cheney Street in parts retains the character of a rural county lane, which in areas, does not have pavements. Pedestrians can choose to walk on the grass verges but there are areas where there are no grass verges and therefore pedestrians are forced to walk in the road. This would not be such a worrying problem if road users drove with care and consideration'

7. In order to determine the nature of traffic flows and speeds, the Cabinet Member will recall that he authorised, prior to hearing the petition, a 24-hour seven-day vehicle and speed survey which was carried out (in December 2007) to determine and assess speed levels in Cheney Street. Three separate site locations were chosen (one each in the northern section [1], the 'dual carriageway' section [2] and the southern section – the latter just north of Nightingale Close [3]) and both directions of travel were surveyed, ensuring a very comprehensive assessment of speeds in different parts of Cheney Street.
8. The results – which record traffic at all times of day and night and both on weekdays and at weekends - are shown below as follows:

TABLE 2: Results of the traffic survey in December 2007			
Location	Mean (speeds in mph)	85th Percentile Speed (speed below which 85% of vehicles travel)	Total vehicle count
1. Southbound	26.1	30.4	12,740
1. Northbound	27.0	31.5	11,979
2. Southbound	22.8	26.8	9,907
2. Northbound	22.8	26.8	9,943
3. Southbound	25.3	29.8	9,510
3. Northbound	24.9	29.3	9,560

9. The results indicated overall that the majority of vehicles were travelling within the 30mph speed limit. The '85th Percentile Speed' is the speed below which 85% of drivers were travelling, and is a statistical tool used by traffic engineers to assess the overall levels of speeding. These are not considered exceptional speeds for the type of road; however they would be an appropriate starting point for a suitable 20mph zone scheme.
10. In the report provided to the Cabinet Member for advice at the 2008 petition meeting, officers commented that in their view the accident data did not in itself provide justification for traffic calming measures; however, the Cabinet Member will be aware that accident data is not the sole basis for considering a traffic management scheme, and other factors such as traffic patterns and residents' views are important factors.
11. As a result of meeting with and listening to the petitioners, the Cabinet Member instructed officers to undertake further studies into a scheme which might meet the support of

residents and at the same time be appropriate to the special character of Cheney Street. Officers were also asked to explore potential sources of funding, in particular the budgets sometimes made available from Transport for London (TfL) for such schemes.

12. Subsequent to the petition hearing, a group of residents organised their own well-attended public meeting at St Lawrence's Church Hall, facilitated by the Eastcote Residents' Association and to which both Council officers and local ward members were invited. The meeting set out in an organised way to determine the key issues of concern to residents and to provide advice to the Council on the kinds of solution that would be acceptable to residents in Cheney Street.
13. In the light of the information provided through the Eastcote Residents' Association meeting, officers drew up outline proposals for a possible 20mph zone scheme and on this basis made a bid to TfL for the necessary funding. In December 2009, the Mayor of London announced that as part of the annual Local Implementation Plan (LIP) settlement for Hillingdon, the necessary funds would be available for the proposed scheme.
14. Officers met with the Cabinet Member and subsequently with his ward member colleagues and further refined the proposals with a view to seeking wider views on their acceptability to the local community. The draft proposals were presented to the original lead petitioners and officers from the Eastcote Residents' Association ahead of a public meeting (again held at St Lawrence Church Hall) and broadly positive feedback was subsequently received.
15. Officers therefore drew up a consultation document, but agreed with ward members that the consultation should extend to other roads which link to Cheney Street and whose residents could therefore be felt to have a reasonable need to express their views on both the principles of a 20mph zone and the specific proposals being presented.

Public consultation during October 2010

16. A public consultation was undertaken in the following roads: Barnhill, Burwood Avenue, Cheney Street, Chiltern Road, Curzon Place, Dovecot Close, Francis Road, Hamlin Crescent, Horn End Place, Nightingale Close, Rodney Gardens, St Lawrence Drive and The Glen. In all, approximately 400 letters were delivered to residents.
17. In response to the consultation, there were 208 replies up to 25 October 2010 representing a 50% response.
18. Residents were asked for their response to two questions; "Do you support the principle of the 20mph zone?" and 'Do you support the proposals shown on the plan?'

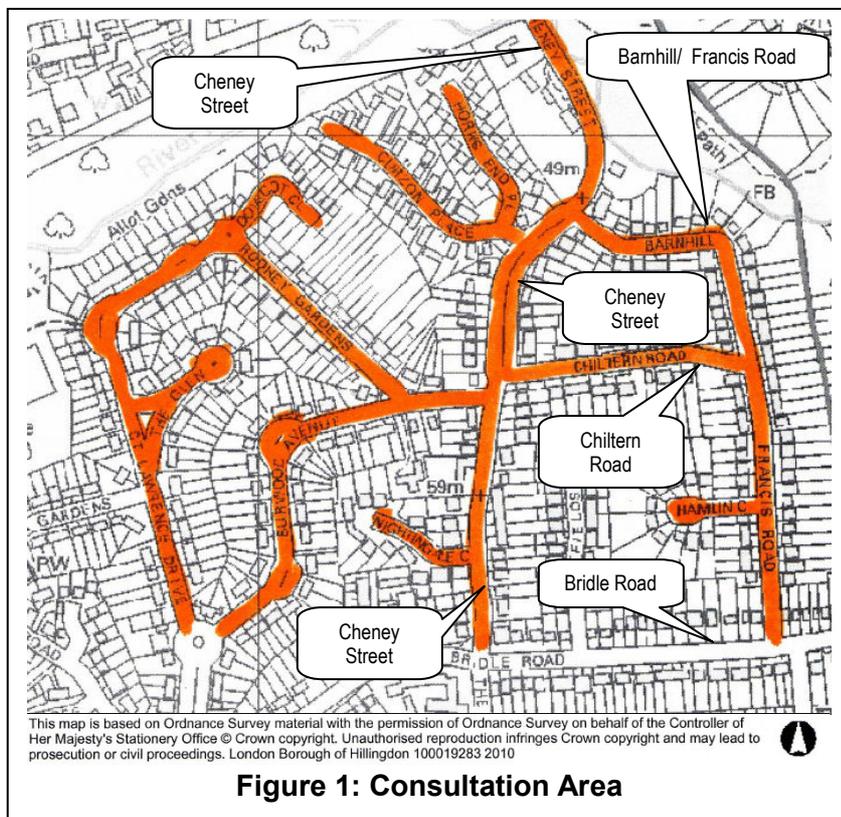


Figure 1: Consultation Area

19. The full responses to the council's consultation are set out as follows:

TABLE 3: Feedback from consultation with residents in October 2010			
Street Name	Do you support the principle of the 20mph zone?		
	YES	NO	Do not know
Barnhill	20	5	2
Burwood Avenue	17	2	0
Cheney Street	33	3	0
Chiltern Road	9	3	0
Curzon Place	18	1	0
Dovecot Close	2	0	0
Francis Road	7	7	0
Hamlin Crescent	3	2	0
Horn End Place	10	3	0
Nightingale Close	1	0	0
Rodney Gardens	27	2	3
St Lawrence Drive	13	4	0
The Glen	10	0	0
Others	1	0	0
Total	171	32	5

At the same time, residents were asked to comment specifically on the proposals presented for their consideration.

TABLE 4: Feedback from consultation with residents in October 2010			
Street Name	Do you support the proposals shown on the plans?		
	YES	NO	Do not know
Barnhill	3	23	1
Burwood Avenue	13	5	1
Cheney Street	27	9	0
Chiltern Road	8	3	1
Curzon Place	12	6	1
Dovecot Close	2	0	0
Francis Road	4	8	2
Hamlin Crescent	3	2	0
Horn End Place	7	5	1
Nightingale Close	1	0	0
Rodney Gardens	24	5	3
St Lawrence Drive	9	8	0
The Glen	5	5	0
Others	1	0	0
Total	119	79	10

20. In summary, on the general question of 'Do you support the principle of the 20mph zone?'

Overall, **171** out of **208** residents replied 'yes' (**82%**)
 In **Cheney Street**, **33** out of **36** residents replied 'yes' (**92%**)
 In **Barnhill/ Francis Road**, **27** out of **41** residents replied 'yes' (**66%**)

On the specific question of 'Do you support the proposals shown on the plan?'

Overall, **119** out of **208** residents replied 'yes' (**57%**)
 In **Cheney Street**, **27** out of **36** residents replied 'yes' (**75%**)
 In **Barnhill/ Francis Road**, only **7** out of **41** residents replied 'yes' (**17%**)

21. Barnhill and Francis Road have been highlighted in the above figures because they are the only streets where a majority of residents opposed the proposed Cheney Street scheme.
22. In addition to the responses from individual households, the council received a response in support of the proposals from the Eastcote Residents' Association. Their response stated:

*Do you support the principle of the 20mph zone? – YES;
Do you support the proposals shown on the plan? – YES;
Do you have any further comments or suggestions?*

'The proposed 20mph limit and supporting measures in Cheney Street are seen as a proportionate and balanced response to the problem of inappropriate speed and high traffic volume not suited to the road infrastructure available. Ideally additional pedestrian facilities would have been welcomed but it is hoped that the 20mph zone will provide a safer environment for those that choose to walk and cycle along this narrow road – which in two sections has no pavements'.

'The design is sufficiently flexible to be added to if the traffic is not 'calmed' sufficiently. It is understandable that there may be a desire, by some residents in nearby roads, to have similar measures introduced at the same time. However it is important that the proposed Cheney St scheme is not be delayed for the following reasons:

- 1. The problems in Cheney Street are demonstrably worse than nearby roads;*
- 2. The residents of Cheney Street, after all their efforts including most the recent campaign started in 2007, deserve our support rather than procrastination;*
- 3. The financial support from Transport for London will likely be compromised by further delays'.*

'The ERA look forward to the introduction of the Cheney Street 20 mph in early 2011 which will make an important contribution to improving the local quality of life whilst also providing an example of how sustainable development in Eastcote can be supported'.

23. The Cabinet Member may agree that the results of this public consultation and the views of the Eastcote Residents' Association (see above) and the Eastcote Village Conservation Area Advisory Panel (referred to below) are relevant for his consideration alongside the present petition, as although the consultation confirms that only a minority of residents in Barnhill and Francis Road (whose residents make up the bulk of the present petition) have expressed any support (in the Council's own consultation) for the proposals for Cheney Street, a significant majority of the same residents were in support of the *principle* of a 20mph zone.
24. In Chiltern Road, although ten households signed the petition (see Table 1), 75% of the residents in this road who responded to the council's consultation actually said they supported the proposals (see Table 4).
25. The opportunity for the Cabinet Member to hear directly from the present petitioners will therefore provide him with the opportunity to form a view on whether for example the petitioners would welcome extension of the 20mph proposals in some form to their roads.

Barnhill, Chiltern Road, Francis Road, Hamlin Crescent – linkages to Cheney Street

26. Although Cheney Street provides a direct link between Bridle Road and Cuckoo Hill, it is also linked with a number of adjacent roads, some of which are cul-de-sacs but three in particular which form part of a local network of routes; these roads are Burwood Avenue on

the western side and Barnhill/ Francis Road (which for the purposes of this analysis may be regarded effectively as one road, as they run together) on the eastern side and Chiltern Road, also on the eastern side.

27. These through-roads ultimately connect with Bridle Road at their southern end and join Cheney Street at two points along its length; however none of them link directly to Cuckoo Hill, and any traffic that uses these roads as part of a journey to or from Cuckoo Hill will therefore have to use at the very least the northernmost part of Cheney Street. The overall road layout is illustrated in Figure 1 above.



Photo 1 (above): view looking south in Barnhill towards Francis Road; junction with Chiltern Road is on the right



Photo 2 (above): view looking north in Francis Road towards Barnhill; junction with Chiltern Road is on the left



Photo 3 (above): View looking west along Chiltern Road towards Cheney Street

28. Barnhill, Francis Road and Chiltern Road are different in nature to Cheney Street; they are more typical urban residential streets, with, for example, footpaths on both sides. As may be seen in the photos, some on-street parking takes place, but many properties have off-street parking available.
29. Hamlin Crescent (see Photo 4) is a short cul-de-sac that is accessed from the lower end of Francis Road, and there is a fairly sharp bend in Barnhill (photos 5&6).



Photo 4 (above): The junction of Francis Road and Hamlin Crescent (Hamlin Crescent is on the left)



Photos 5 & 6 (above): bend in Barnhill

Accident Data

30. The police accident data base of personal injury accidents has been interrogated for the three-year period ending July 2010:

Cheney Street

Four recorded 'slight' accidents on Cheney Street including its junctions with Bridle Road and Cuckoo Hill (two further if one includes the junction of Bridle Road and The Chase). No recorded accidents at junctions of Cheney Street with Chiltern Road and Barnhill.

Barnhill

No recorded accidents on Barnhill or its junctions with Cheney Street and Chiltern Road

Francis Road

No recorded accidents on Francis Road or its junction with Hamlin Crescent. Analysis of data at junction of Francis Road / Bridle Road (50m radius) showed one accident at junction of Bridle Road / Rushdene Road.

31. During the period following the original petition hearing in 2008, the police undertook their own speed survey in Cheney Street and found that speeds were broadly similar to but slightly higher than those recorded by the council.

The petition from Barnhill, Chiltern Road, Francis Road, Hamlin Crescent

32. During the public consultation, an anonymous letter was circulated within some of the roads; this letter was not submitted to the council but it is understood that in essence it urged residents to respond in opposition to the proposals. At the same time, a petition was circulated in the above roads and the details are set out in paragraphs 1 and 2 above and summarised in Table 1. It is not known if there was any connection between the letter and the petition.
33. In their covering letter, the lead petitioners highlight the strength of opinion demonstrated by the high level of support for their petition and state that they feel that the consultation period was insufficient for them to respond, especially in light of the long period during which their neighbours in Cheney Street had been campaigning for a suitable scheme.
34. The lead petitioners, who are residents of Barnhill, set out in their covering letter the following key concerns:

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| <p>a. <i>'The lack of consultation or consideration about the impact of the traffic calming proposals on adjacent roads;</i></p> <p>b. <i>The insufficient time given to residents of adjacent roads to consider and react to these proposals;</i></p> <p>c. <i>The increased risk of accidents and danger to users of the affected adjacent roads due to the traffic being diverted traffic from Cheney Street onto these roads, especially in view of the already existing problems with sharp bends, steep hills and narrow passage in Chiltern Road'</i></p> |
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35. The petition heading states:

<p><i>'We the undersigned request a postponement of the decision regarding the implementation of the traffic calming measures in Cheney Street, in order that we have adequate time and opportunity to present our detailed objections to the scheme which we feel strongly will adversely affect the safety of users of Barnhill, Francis Road, Chiltern Road and Hamlin Crescent'.</i></p>
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36. In response to point (a) above, it should be noted that the consultation undertaken in October 2010 was extended to the road network beyond Cheney Street at the specific suggestion of officers and ward members, who were concerned that the residents in these other roads should have an opportunity to express their views on the proposals even though they clearly do not live in Cheney Street itself. The present petition may be argued as demonstrating the wisdom of that decision.
37. With regard to point (b), the Council typically consults for a 21-day period for schemes of this nature, which is in line with the statutory consultation periods associated with Traffic Regulation Orders. Officers and members will usually give consideration to both the level of response as well as the level of support in making any decisions on whether or not to proceed with a scheme. The Cabinet Member will also be aware that it is normal practice for officers to submit a formal Cabinet Member report for schemes of this nature, and that these reports are circulated to members and other stakeholders and, like this petition report, are public documents.
38. Finally, with regard to point (c), officers acknowledge that whilst the consultation appears to indicate their support for the principle of a 20mph zone, residents in Barnhill and Francis Road in particular (the two roads being contiguous) are concerned at the possible

displacement of traffic onto their roads should the Cabinet Member subsequently approve the proposed Cheney Street scheme.

39. Officers are of the view that the displacement of traffic away from Cheney Street into Francis Road and Barnhill as a result of the 20mph zone is likely to be moderate, but it is acknowledged that residents have raised legitimate concerns and that it would be reasonable to investigate them further. Officers have therefore commissioned an independent 24/7 traffic volume and speed survey in Barnhill and the data may be used as part of a more detailed investigation of traffic issues in this road.
40. The results of this survey if available when the petition is heard will be reported to the Cabinet Member, and could then be compared with the earlier survey in Cheney Street set out in Table 2 above.
41. Should the Cheney Street scheme be approved, officers would recommend that a similar survey is subsequently undertaken to see how much if any traffic has diverted as a consequence of the scheme. Officers would then report back to the Cabinet Member and his ward member colleagues, and a decision could be made on whether further traffic calming measures could be justified in Barnhill/ Francis Road. If such measures are felt to be warranted, the council could either set out to fund them from a further allocation from TfL or from the council's own capital reserves.
42. Should the petitioners have any suggestions for traffic management measures that they feel might be appropriate for Barnhill, Francis Road and Chiltern Road, the Cabinet Member may wish to invite them to be presented to him.
43. In the context of the petition, the Eastcote Village Conservation Area Advisory Panel (EVCAP) has also stated:

'The residents of Cheney Street, have campaigned for many years to have a form of traffic calming installed. It is very necessary, given the lack of footpaths in some sections and the narrowness of the roadway. Some of the residents in surrounding roads, are expressing concern that their roads will become rat runs if the Cheney proposal goes ahead, and are asking for a 20mph limit. Funding has been obtained for Cheney Street, can we have an assurance that although a 20mph speed limit might be desirable elsewhere, that the Cheney Street proposals will go ahead? That residents in nearby roads will be assured that monitoring will take place to assess the impact of the Cheney Street measures on their roads? It must be noted that the surrounding roads are of average width for residential roads and have adequate footpaths for the whole length of the roads'

44. In light of the all the above, it is suggested that the Cabinet Member meets with the petitioners and other parties before making further decisions on how best to proceed.

Financial implications

There are no direct financial implications from this report, although should the scheme proposed for Cheney Street not be implemented, the allocation from TfL may be lost. Officers propose to submit a separate Cabinet Member report seeking his approval of the scheme subject to the outcome of this petition.

If the Cabinet Member should be minded to instruct officers to consider further measures – for example, additional traffic calming in other roads such as Francis Road and Barnhill – then the relevant funds would need to be identified for subsequent reporting and a possible further Cabinet Member decision.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

If the Cabinet Member agrees the recommendations to this report, the concerns of residents raised in their petition will be appropriately addressed through further studies and subsequent consultation with them.

Consultation Carried Out or Required

A public consultation was undertaken with a network of roads highlighted in Tables 3 and 4 of the main report. Should further proposals be developed which could directly affect the residents of other roads, then further consultation may be undertaken as appropriate.

CORPORATE IMPLICATIONS

Corporate Finance

There are no direct financial implications related to this report.

Corporate Landlord

None at this stage

Legal

Following an informal consultation a further listening meeting with petitioners is perfectly legitimate, especially where further consideration of the policy, factual or engineering issues is required. Fairness and natural justice requires that there must be no predetermination of a decision in advance of any wider statutory consultation.

Any further consultation proposed for this case should follow statutory procedures which are comprised in Part 1 of the Road Traffic Regulation Act 1984 and its related secondary legislation.

Consultation must give sufficient reasons to permit the consultee to make a meaningful response, must allow adequate time for consideration and response, and the results of the consultation must be conscientiously taken into account in finalising any proposals.

In considering consultation responses, decision makers must ensure there is a full consideration of all representations arising including those which do not accord with the officer recommendation. The decision maker must be satisfied that responses from the public are conscientiously taken into account.

The earlier informal consultation should not prejudice the consideration of the statutory consultation responses.

BACKGROUND PAPERS

Petition heard by the Cabinet Member for Planning & Transportation in June 2008
Analysis of public consultation undertaken in October 2010 (summarised in the report)
Meetings with the Eastcote Residents' Association and in particular residents of Cheney Street.