



# London Borough of Hammersmith & Fulham

CABINET

24 JUNE 2013

## CHANCELLORS ROAD STREETScape IMPROVEMENTS

**Report of the Cabinet Member for Transport & Technical Services – Councillor Victoria Brocklebank-Fowler**

**Open Report**

**Classification** - For Decision

**Key Decision:** Yes

**Wards Affected:** Fulham Reach and Hammersmith Broadway

**Accountable Executive Director:** Nigel Pallace, Bi-Borough Executive Director Transportation and Technical Services

**Report Author:** Matthew Veale, Project Engineer

**Contact Details:**

Tel: 020 8753 3084

E-mail:

matthew.veale@lbhf.gov.uk

### 1. EXECUTIVE SUMMARY

- 1.1. A shared space (single service surface) is proposed for the western end of Chancellors Road, from its junction with Crisp Road to where it meets the Thames Path. Single service surface is a design approach that seeks to change the way streets operate by reducing the dominance of motor vehicles, primarily through lower speeds and encouraging drivers to behave more accommodatingly towards pedestrians.
- 1.2. It is considered that a single service surface would revitalise this area, while providing improvements for pedestrians and cyclists. It would enhance the street environment aesthetically, in what is considered one of the major gateways to the Thames Path from Hammersmith Town Centre and Fulham Palace Road. It will also complement the proposed rowing club in the Fulham Reach development, which will be adjacent to it.
- 1.3. The proposal would be wholly funded by a part of the Fulham Reach s106 agreement contribution for highway improvements in the vicinity of the development. There is also funding available through this for ongoing maintenance.

## **2. RECOMMENDATION**

- 2.1 That approval be given to carry out consultation on the scheme and (subject to a positive response and receiving s106 funding from the developer) to implement it, at a total cost of £300,000.

## **3. REASONS FOR DECISION**

- 3.1. It is considered that the proposal would enhance the street environment and see improvements for pedestrians and cyclists in what is considered a gateway to the Thames Path.
- 3.2. The whole capital and a large contribution towards the maintenance costs, until at least 2030, are being funded by the developer of the adjacent site. The proposed scheme will contribute to maximising the benefit to the area and the public by comprehensively utilising the developer's s106 contribution.

## **4. INTRODUCTION AND BACKGROUND**

- 4.1. Construction on the Fulham Reach development commenced in summer 2012, with phase one due to be completed in December 2013. Phase one is bounded by Chancellors Road and the Thames Path and includes provision for a rowing club. The developer, St George, approached the Council with a proposal to improve the southern end of Chancellors Road, which is well used by pedestrians and cyclists coming onto and off the recently constructed Thames Path at this location. It will also improve the environment for their residential development, the rowing club and other properties in the vicinity.
- 4.2. The single service surface proposal and a large sum of money for maintenance of it would be funded from the Fulham Reach s106 highways contribution. This totals £4.085 million and is for works on streets immediately adjacent to the development, between the development and Hammersmith Town Centre, the Thames Path and Fulham Palace Road.
- 4.3. The goal of single service surface is to improve the road safety and vitality of minor roads and junctions by encouraging negotiation between different road users. It minimises demarcations between vehicles and pedestrians thereby reducing the dominance of motor vehicles and enabling all users to share the space. Single service surface schemes have been implemented in various locations in the UK and London, with notable examples being: Seven Dials; Exhibition Road; New Road, Brighton; and Ashford.
- 4.4. The Department for Transport (DfT) completed a comprehensive guidance document on the concept, Local Transport Note 1/11 – Shared Space (LTN 1/11), in 2011 and it is one of the Mayor of London's priorities in *"revitalising London's streets to make a better balance for motorists,*

*cyclists and pedestrians*". The concept also contributes to meeting the borough's transport objectives detailed in 'A Transport Plan for Hammersmith & Fulham' (LIP2).

- 4.5. It is considered that the western end of Chancellors Road, from its junction with Crisp Road to where it meets the Thames Path, is a suitable location to implement a single service surface scheme. Vehicular traffic flow is low due to it being a cul-de-sac and Crisp Road being a one-way street. There are also only four accesses serving the adjacent properties from the public highway at the proposed location.
- 4.6. Pedestrian and cyclist flows are relatively high due to it being a popular route from Fulham Palace Road and the Hammersmith Town Centre to and from the Thames Path and it being in the vicinity of Riverside Studios. It is also considered that pedestrian and cyclist numbers will increase due to improvements to the Thames Path, the proposed Fulham Reach residential-led development and the provision of a London Cycle Hire Scheme docking station adjacent to it on Crisp Road. Furthermore, the rowing club to be located at the southern end of the proposed site will benefit from it through better accessibility.

## **5. PROPOSAL AND ISSUES**

- 5.1. It is proposed to implement a single service surface scheme at the western end of Chancellors Road, from its junction with Crisp Road to where it meets the Thames Path (see Appendix 1). The design complies with DfT guidance for single service surface (LTN 1/11), which specifically seeks to address the needs of all users. It would be constructed to a high specification, which will ensure the integrity of the scheme and keep future maintenance to a minimum.
- 5.2. The scheme would have a level surface and likely be constructed in granite setts, with appropriate tactile paving located for visually impaired people. Parking will be retained, with a dedicated loading bay installed for use by the proposed rowing club. Parking and loading bays will be delineated by different coloured pavements and a restricted parking zone will be created which only requires zone entry signage rather than signage on every bay. At least eight trees will be planted to further improve the visual amenity of the area and to indicate space predominantly for pedestrian use. Street lighting will also be upgraded to heritage lamp columns. See Appendix 3 for the indicative design.
- 5.3. The estimated cost of implementing the scheme is £300k. This will be wholly funded by a part of the Fulham Reach s106 agreement contribution for highway improvements in the vicinity of the development. There is also £325k funding available through this until at least June 2030 for ongoing maintenance of the scheme and other works in the vicinity of the site funded by it.

## **Funding / s106 spend profile**

- 5.4. It is proposed that the single service surface would be funded from the Fulham Reach s106 highways contribution. This totals £4.085 million and is for works on streets immediately adjacent to the development, between the development and Hammersmith Town Centre, the Thames Path and Fulham Palace Road.
- 5.5. Parts of the £4.085 million are ring fenced to address certain streets and user group needs and are payable to the Council at milestones through the construction of the development. The parts that relate to Chancellors Road and are relevant to this proposal are:
- £200k to improve the Thames Path in the vicinity of the development. Payable to Council before the last residential unit in phase one is occupied.
  - £500k for improvements to footway, carriageway and street furniture of Crisp Road and Queen Caroline Street. Payable to Council before the last residential unit in phase one is occupied.
  - £300k for improvements to footway, carriageway and street furniture of Chancellors Road, Distillery Road, Winslow Road, Crisp Road and Queen Caroline Street. Payable to Council before 50% of residential units are occupied.
  - £450k Accessibility improvements in the vicinity of the development. Payable to Council once 50% of residential units are occupied.
  - £700k for improvements to footway, carriageway and street furniture of Chancellors Road, Distillery Road and Winslow Road. Payable to Council before 80% of residential units are occupied.
  - £325k for maintenance of any of the above works. Payable to Council before 80% of residential units are occupied.
- 5.6. All the contributions above are available to the Council until 10 years after the date of practical completion of the last residential unit, which according to the approved phasing plan for the development will be the end of 2030 at the earliest.
- 5.7. St George has paid the Council £10k for officers to carry out scheme investigation, design and consultation and to gain the relevant approvals. Subject to Cabinet approval, it has agreed to bring forward a further £300k of the £700k payment for Chancellors Road, Distillery Road and Winslow Road to fund the proposed single service surface scheme. This will leave £390k of this part of the funding for repaving the footway, resurfacing the carriageway, reviewing and replacing traffic calming and improving street furniture on the remainder of Chancellors Road, Distillery Road and Winslow Road. This has been estimated to cost £390k, with a large contingency included. There is also £300k to contribute towards improvements to Chancellors Road, Distillery Road, Winslow Road, Crisp Road and Queen Caroline Street available before the above payment of £700k.

- 5.8. Therefore it is evident that even with the extra cost of funding the single service surface proposal over resurfacing the footway and carriageway in asphalt and artificial stone pavements (ASP), there is sufficient funding to comfortably fund all the other highway works provided for in the Fulham Reach s106 agreement.

### **Road Safety Audit**

- 5.9. A road safety audit was carried out on the proposed design on 11 March 2013. This identified two minor issues with the design relating to tactile paving and the tie in of the single service surface and the contra flow cycle lane on Crisp Road. The design has been amended to resolve the tactile paving issue to comply with DfT guidance for single service surface (LTN 1/11) and the start of the central island which segregates the contra flow cycle lane on Crisp Road will be amended so that the issue is resolved.

### **Disability Groups**

- 5.10. The Hammersmith and Fulham Disability Forum have been consulted on the initial design. They stated that the proposal should comply with DfT guidance for single service surface (LTN 1/11) and that it is further consulted on with blind and visually impaired groups.
- 5.11. The DfT guidance states that *“evidence suggests that the most important navigation feature for blind and partially sighted people is the building line, and this is best kept uncluttered by temporary obstructions such as A-boards. Temporary obstructions present a particular problem, as their locations cannot be ‘learned’. An outer shore-line is conventionally provided by the kerb. If the context and objectives of a shared space scheme proposal indicate that a kerb-free design is desirable, mitigating measures may be required”*. The mitigating features that the proposal incorporates to comply with the guidance are the use of corduroy tactile paving in a contrasting colour to delineate between the notional carriageway and the footway. This is the approach that has been used on Exhibition Road. Further consultation and agreement with blind and visually impaired groups will also be undertaken.

### **Parking and Loading**

- 5.12. The parking stress in the vicinity of the proposal on Crisp Road and Chancellors Road is relatively low, with the 2001-2011 average for the stretch of Chancellors Road subject to the single service surface proposal being 4% on the northern side and 17% on the southern side. It is however proposed that a slightly reduced level of parking will be retained and a dedicated loading bay installed for use by the proposed rowing club. Parking and loading bays will be delineated by different coloured pavements and a restricted parking zone will be created which only requires zone entry signage, rather than signage on every bay so the streetscape

integrity of the scheme is not compromised. It is therefore considered that the proposal will not have a detrimental effect on on-street parking.

### **Sustainable Drainage Systems (SUDS)**

- 5.13. The opportunities for incorporating SUDS into the scheme will be investigated further and best endeavours will be used to incorporate it. The proposed scheme will use block pavements, which means that there is the opportunity to implement a permeable drainage surface rather than granite setts. Opportunities for soak-aways and for these to complement the proposed tree planting will also be investigated.

### **Statutory Undertakers Plant**

- 5.14. The Council will use its powers set out in section 58 of the New Roads and Street Works Act 1991 to ensure that any street works known to be required by utility companies are carried out before the new surface is laid, and to prohibit subsequent street works for a period of time after the scheme completion. Utility companies will be given notice that the scheme is to be constructed and that they should complete all known outstanding works before construction starts. During construction spare underground cable ducting will also be installed in anticipation of future demand. This should ensure that there will be minimal future disruption and the quality of the surface is maintained for as long as possible.

### **Maintenance**

- 5.15. The Council's maintenance budget is under increasing pressure; however the proposed scheme will be constructed to a high specification, which will ensure the integrity of the scheme and keep future maintenance to a minimum. There is also £325k funding available through the Fulham Reach s106 highways contribution until at least June 2030 for ongoing maintenance of the scheme.

## **6. CONSULTATION**

- 6.1. The Hammersmith and Fulham Disability Forum have been consulted on the initial design. Their response was neutral and they stated that the proposal should comply with DfT guidance for single service surface (LTN 1/11) and that they are further consulted on the detailed design.
- 6.2. St George, which is the developer of Fulham Reach and the adjacent landowner of the southern extent of the scheme, approached the Council with the proposal. They will be consulted again on the detailed design as one of the formal consultees.
- 6.3. Formal consultation will be undertaken with ward councillors, emergency services, interest groups and landowners within the vicinity of the site.

## **7. EQUALITY IMPLICATIONS**

- 7.1. Single service surface can provide benefits for many disabled people but, if it is poorly designed, it can be problematic for some - particularly blind and partially sighted people. The needs of disabled people have been given considerable thought and the relevant guidance has been complied with and incorporated into the design.
- 7.2. As mentioned earlier in the report, the Hammersmith and Fulham Disability Forum have been consulted on the initial design. They stated that the proposal should comply with the relevant guidance and that it is further consulted on with blind and visually impaired groups.
- 7.3. Implications verified/completed by: Matthew Veale, Project Engineer, ext. 3084

## **8. LEGAL IMPLICATIONS**

- 8.1. Single service surface aims to change and improve the way in which the highway is operated. The ability to improve the highway is permitted under Section 62 of the Highways Act 1980.
- 8.2. Amendments will need to be made to the traffic management order to regulate the single service surface, the proposed loading bays and parking. If there are any objections received regarding the amendment to the traffic management order, this may lead to a delay in the single service surface coming into operation.
- 8.3. As road traffic authority, the Council must exercise its functions as far as practicable to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities.
- 8.4. Implications verified/completed by: Adesuwa Omoregie, Planning Solicitor, ext. 2297.

## **9. FINANCIAL AND RESOURCES IMPLICATIONS**

- 9.1. The Council has received £10,000 from the developer to fund the design of this project. Subject to the receipt of further funding as set out in this report the project will be fully funded by the developer.
- 9.2. Officers should ensure that no expenditure takes place and that no commitments are entered into in advance of the appropriate monies being received from the developer.

9.3. Implications verified/completed by: Giles Batchelor, Finance Manager, ext. 2407

## 10. RISK MANAGEMENT

10.1. Chapter 3 of the Council's approved transport plan (LIP2) deals with risk management. The table below details the capital programme risk and mitigation measures;

Risk	Mitigation measure(s)
Cost increase/budget reduction	all designs developed to be flexible to allow amendments to reflect budget reduction whilst still maintaining principles of LIP objectives
Delay to schemes	LIP funding to be allocated in consecutive years to allow more involved projects to be run over 18 months rather than the traditional 12 months
Lack of Stakeholder support	develop designs that meet our LIP objectives that can be justified and presented to stakeholders in a suitable manner
Policy compatibility	to develop a bespoke policy compliance tool that all potential projects will be assessed against
Lack of resources to deliver	to maintain our working relationships with the RB Kensington & Chelsea and framework consultants to ensure resources are in place to deliver LIP objectives.

## 11. PROCUREMENT AND IT STRATEGY IMPLICATIONS

11.1. There are no procurement and IT strategy implications.

11.2. Implications verified/completed by: Matthew Veale, Project Engineer, ext. 3084

### LOCAL GOVERNMENT ACT 2000

#### LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	Project File	Matthew Veale, Ext. 3084	Transportation and Highways Department, 5 <sup>th</sup> Floor, Hammersmith Town Hall Extension

#### **LIST OF APPENDICES:**

*Appendix 1: Plan showing extent of single service surface scheme*

*Appendix 2: Plan showing location and site context*

*Appendix 3: Plan showing indicative proposal*