



Highway Committee
20 October 2014

**Report from the Head of
Transportation**

For Action

Wards affected:
BRONDESBURY PARK, WILLESDEN GREEN,
DUDDEN HILL, MAPESBURY, DOLLIS HILL

Quietway Pilot: Regents Park to Gladstone Park

1.0 Summary

- 1.1. The aim of this report is to introduce members to the proposed pilot Quietway cycle route in Brent from Regents Park to Gladstone Park.
- 1.2. Sustrans are working with Transport for London (TfL), the Cycling Commissioner and Boroughs to produce a Route Delivery Plan for each of the 8 selected pilot routes of the Quietway programme.
- 1.3. The current programme envisages that the route will be delivered by 2016.

2.0 Recommendations

- 2.1. That the Committee :
 - 2.1.1. Notes the contents of this report
 - 2.1.2. Agree the route of the proposed Quietway through Brent.
 - 2.1.3. Agree to continue the scheme to detailed design and consultation
 - 2.1.4. Authorise the Head of Transportation to undertake any necessary statutory and non-statutory consultation and consider any objections or representations regarding the proposed Quietway route and interventions. If there are no objections or representations, or the Head of Transportation considers the objections or representations are groundless or insignificant, the Head of Transportation is authorised to deliver the scheme. Otherwise, the Head of

Transportation is authorised to refer objections or representations to the Highways Committee for further consideration.

3.0 Background

3.1. Quietways are part of the Mayor of London's Cycling Vision to provide a network of routes on safer, lower-traffic back streets, aimed at new and less confident cyclists. They will be routes where people will want to cycle, by providing direct and comfortable journeys to key destinations across London, using parks and green spaces where suitable.

3.2. Quietways are a £120m programme to be delivered over 10 years. Sustrans, a charity which designs, and lobbies for development of, improved sustainable transport infrastructure, have been appointed by TfL as the Design Agent to coordinate the pilot phase. Working with Boroughs and other Managing Authorities (such as the Canal and Rivers Trust or The Royal Parks), a long list of potential Quietway routes was identified in 2013. From this list 8 routes were selected by TfL and the Mayor of London's Cycling Commissioner, in January 2014 to have further feasibility work done to produce a Route Delivery Programme.

3.3. The Quietways qualifying criteria defined by TfL and the Cycling Commissioner include:

- Directness and cohesion
- Attractiveness to users
- Traffic composition and impact to other users
- Buildability
- Political support
- Network priority

3.4. The 8 Quietway pilot routes selected are:

- Bloomsbury to Walthamstow
- Aldgate to Hainault
- Waterloo to Greenwich
- Elephant & Castle to Crystal Palace
- Waterloo to Clapham Common
- Wandle Trail (from the Thames at Wandsworth to Croydon)
- Kew Bridge to Hangar Lane
- Regent's Park to Gladstone Park (at Neasden)

4.0 Quietway Route: Regents Park to Gladstone Park

4.1. The proposed pilot route through Brent, shown in Appendix A, starts at Regent's Park where it connects to a proposed network of cycling-friendly routes in Central London being developed as the 'Central London Grid'. From here it passes through the London Borough of Camden into Brent, finishing at Gladstone Park near to Neasden and Dollis Hill underground stations.

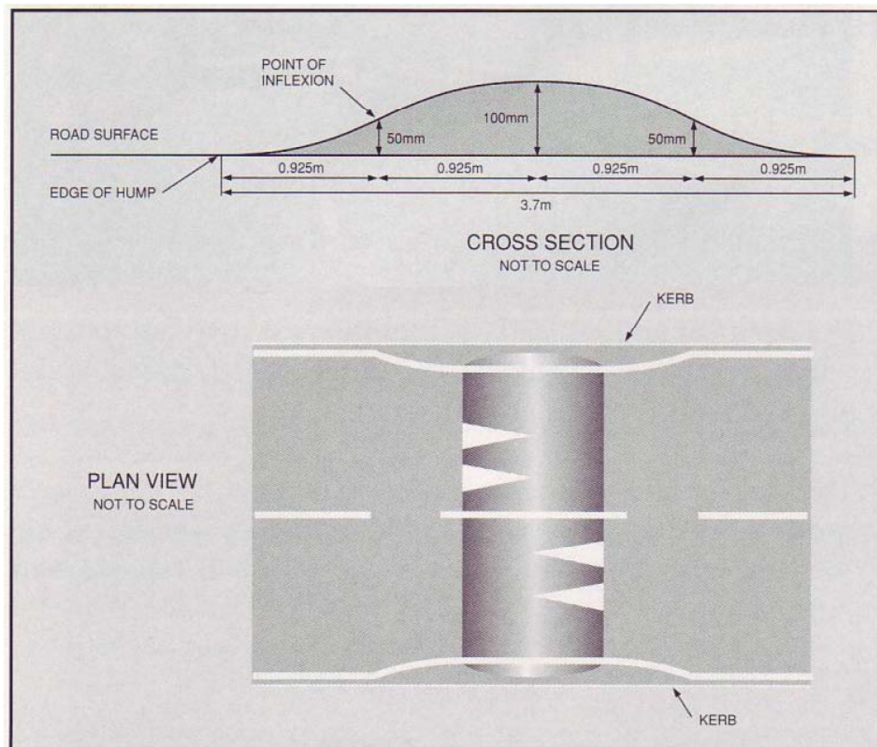
4.2. As part of the proposed scheme, interventions will be developed at the following junctions to improve safety for cyclists, subject to public consultation and final GLA and TfL approval:

- 1) Kilburn High Road (A5) and Christchurch Avenue, near Kilburn Underground Station
- 2) Chatsworth Road and Mapesbury Road
- 3) Chatsworth Road and Lydford Road
- 4) Chatsworth Road, Walm Lane and St. Pauls Avenue, near Willesden Green Underground Station
- 5) Park Avenue, Jeymer Avenue and Sherrick Green Road, including the removal of the existing double mini-roundabout
- 6) Park Avenue North, Anson Road, Kendal Road and Gladstone Park

For clarity, these interventions are also mapped in Appendix A.

4.3. Other proposed interventions include the replacement of existing speed humps with sinusoidal speed humps in Chatsworth Road and St. Pauls Avenue. Sinusoidal speed humps are similar to round-top humps but have a shallower initial rise. They are preferred by cyclists as they provide a more comfortable ride than other varieties of speed humps. Figure 1 provides some detail as to the profile of these humps.

Figure 1: Sinusoidal speed hump profiles (Department for Transport, 1998)



4.4. Signage will also be provided at key locations (such as intersections) and at regular intervals along the route to ensure legibility for riders. A signage standard for Quietways is currently being developed by TfL and will be in place prior to completion of the Quietway project.

5.0 Financial Implications

- 5.1. The capital funding mechanism for Quietways is similar to Local Implementation Plan (LIP) projects, where TfL provide funding to boroughs, as highways authorities, through their Quietways programme for project costs in arrears. There should be no additional cost to the Council in implementing these schemes.
- 5.2. Following completion, the route will become part of the Brent Highways network and Brent will be required to maintain these assets.
- 5.3. During the period between the completion of Sustrans' current preliminary design brief and TfL's appointment of a delivery agent to assist Brent in delivering its section of this Quietway, £50,000 has been made available by TfL which can be used by Brent to progress work on detailed design.

6.0 Legal Implications

- 6.1. The Greater London Authority Act 1999 (the Act) requires that the London Local Authorities must implement the Mayor's Transport Strategy (MTS). This Strategy sets out the transport policy framework for London. A central component of the MTS is to improve cycling infrastructure to encourage more trips to be taken by bicycle.
- 6.2. The requirements regarding to publication and consultation regarding the making of Traffic Management Orders are set out in the Road Traffic Regulation Act 1984.

7.0 Equality Implications

- 7.1. The public sector duty set out at Section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a protected characteristic and those who do not share that protected characteristic.
- 7.2. The Regent's Park to Gladstone Park Quietway has been assessed by way of an Equalities Impact Assessment (EIA). A copy of this EIA is attached in **Appendix B** of this report.
- 7.3. The EIA has found that the Regent's Park to Gladstone Park Quietway is lawful and potential sources of inequality have been, or will be, mitigated prior to implementation.
- 7.4. Consultation within Brent Council has resulted in an improved scheme which, by improving the accessibility and safety of cycling, will deliver a positive impact for the age, race and sex protected groups. While concerns have

been raised for potential adverse impacts on disabled people, Brent is satisfied that these will be resolved prior to implementation.

8.0 Staffing/Accommodation Implications (if appropriate)

8.1. None at this time.

Appendices

Appendix A – Proposed Quietway route through Brent

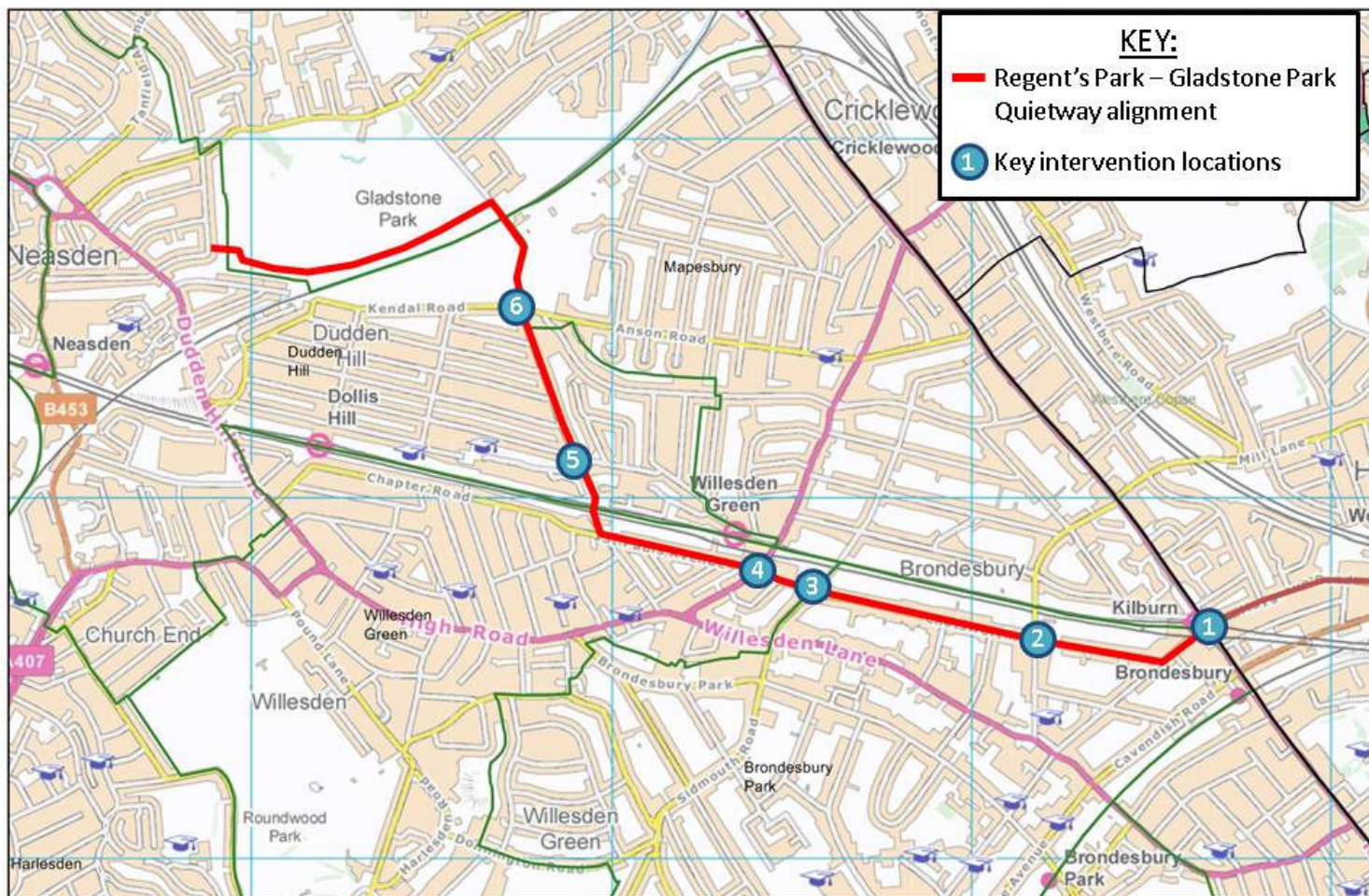
Appendix B – Regent's Park to Gladstone Park Equality Impact Assessment

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Regent's Park to Gladstone Park Quietway Route



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0 0.25 0.5 kilometres



1:15000

08
September
2014

Regent's Park to Gladstone Park Quietway

Equality Impact Assessment

Equality Analysis

anne.reid
BRENT COUNCIL

Brent Council Equality Analysis Form

Please contact the Corporate Diversity team before completing this form. The form is to be used for both predictive Equality Analysis and any reviews of existing policies and practices that may be carried out.

Once you have completed this form, please forward to the Corporate Diversity Team for auditing. Make sure you allow sufficient time for this.

1. Roles and Responsibilities: please refer to stage 1 of the guidance	
Directorate: Environment and Neighbourhood Services Service Area: Transportation	Person Responsible: Name: Rachel Best Title: Transportation Planning Manager Contact No: 020 8937 5289 Signed: R Best (17 September 2014)
Name of policy: Regent's Park to Gladstone Park Quietway	Date analysis started: 03/09/2014 Completion date: 17/09/2014 Review date:
Is the policy: New	Auditing Details: Name: Sarah Kaiser Title: Head of Equality Date: 17 September 2014 Contact No: x4521 Signed: S Kaiser (17 September 2014)
Signing Off Manager: responsible for review and monitoring Name: Tony Antoniou Title: Head of Transportation Date: 17 September 2014 Contact No: 020 8937 5151 Signed: T.Antoniou (17 September 2014)	Decision Maker: Name: Highways Committee Date: 20 October 2014

2. Brief description of the policy. Describe the aim and purpose of the policy, what needs or duties is it designed to meet? How does it differ from any existing policy or practice in this area?

Please refer to stage 2 of the guidance.

While cycling has seen significant increases in ridership in recent years across all of London, much of this growth has been from male riders, particularly those of white ethnic groups, while the proportion of cyclists who are women or of Black, Asian and Minority Ethnic (BAME) ethnicity has decreased. The purpose of the Quietways programme is to develop safe routes for cyclists who may be less confident, for reasons such as safety, which may be contributed to by age, gender, race, or cultural difference, and encourage greater take up of cycling by these groups.

Quietways are part of the Mayor of London's Cycling Vision to provide a network of routes on safer, lower-traffic back streets, aimed at new and less confident cyclists. They will be routes where people will want to cycle, by providing direct and comfortable journeys to key destinations across London, using parks and green spaces where suitable.

The proposed pilot route through Brent starts at Regent's Park where it connects to a proposed network of cycling-friendly routes in Central London being developed as the 'Central London Grid'. From here it passes through the London Borough of Camden into Brent, finishing at Gladstone Park near to Neasden and Dollis Hill underground stations.

3. Describe how the policy will impact on all of the protected groups:

Brent, along with other local authorities, Transport for London (TfL) and the Greater London Authority (GLA), see increasing cycle use as a key measure in reducing congestion, improving lifestyles and reducing pollution. The London Travel Demand Survey, published annually by Transport for London, combined with anecdotal evidence from Brent and TfL transport planners demonstrate how cycling is a mode of transport which is dominated by white male residents of Brent, consistent with patterns seen London-wide. Anecdotally, this is believed to be due to safety concerns, lack of confidence and cultural differences in these groups. Quietway routes are aimed at redressing this disparity as well as a broadened appeal for women, older and younger people and BAME people to partake in cycling.

Please give details of the evidence you have used:

A mixture of qualitative and quantitative data has been used to form a judgement.

- London Travel Demand Survey (2013), Transport for London
- Brent 2011 Census Profile (2013), London Borough of Brent
- Brent Ward Diversity Profiles 2011-2014 (2014), London Borough of Brent

Qualitative data has been sourced from Brent, TfL, GLA and Sustrans officers.

4. Describe how the policy will impact on the Council's duty to have due regard to the need to:

- (a) Eliminate discrimination (including indirect discrimination), harassment and victimisation;**

The policy will not have any impact on the council's duty to eliminate discrimination.

(b) Advance equality of opportunity;

The Regent's Park to Gladstone Park Quietway supports Council's duty to advance equality of opportunity by providing additional cycling infrastructure to encourage more protected groups to take up cycling (including children, women and ethnic minorities). These groups have previously been under-represented amongst cyclists and providing more infrastructure to suit their needs will improve accessibility to work, education and services, and improve safety for these groups. By supporting a new alternative mode of transport, Brent is facilitating improved access to work, education, shopping and community services which are required by all protected groups. As women, children and ethnic minorities are particularly under-represented amongst cyclists, encouraging these protected groups to cycle will particularly advance equality of opportunity for them.

(c) Foster good relations

Cycling can be a social activity and by providing safer infrastructure, the Regent's Park to Gladstone Park Quietway will encourage more people of a wide variety of backgrounds to cycle. This will not implicitly foster good relations, however it may facilitate informal improvements between groups through increased interaction.

5. What engagement activity did you carry out as part of your assessment?

Please refer to stage 3 of the guidance.

i. Who did you engage with?

Engagement for this report was internal only within the Council, within the Sports and Parks, and Transportation services. Public consultation will be carried out by Brent once detailed designs have been completed prior to implementation in 2015/16.

ii. What methods did you use?

Personal meetings, digital communications and submission of the report to Highways Committee.

iii. What did you find out?

The Sports and Parks Service raised several valid concerns regarding potential conflicts between multiple parks users, particularly where the proposed route runs along the major walking path in Gladstone Park. These include:

- Conflicts between children around the playgrounds and passing cyclists
- Concerns regarding the detailed design (particularly in relation to signage and segregation between users) and how this may impact on disabled people or parents pushing prams

All colleagues supported the project as making an overall positive contribution to several protected groups, while acknowledging that potential adverse impacts would need to be mitigated as part of the detailed design process.

iv. How have you used the information gathered?

The information gathered has been used to further develop the scheme, including a small route diversion and have provided Sustrans (Design agents on behalf of TfL) with information regarding the detailed design of the project which can be used for this Quietway, and potentially for others across London.

In order to minimise the conflict between children, pedestrians and cyclists in Gladstone Park, particularly near the childrens playground, a new alignment was planned running generally alongside the Dudding Hill Rail Line.

v. How has it affected your policy?

The new route which was decided following consultation with the Brent Sports and Parks Service is actually shorter, more direct and flatter, which is an improved result for cyclists and removes or minimises conflict between parks users in several locations. This is a positive result for both cyclists and all other park users.

6. Have you identified a negative impact on any protected group, or identified any unmet needs/requirements that affect specific protected groups? If so, explain what actions you have undertaken, including consideration of any alternative proposals, to lessen or mitigate against this impact.

Please refer to stage 2, 3 & 4 of the guidance.

Brent Sports and Parks service identified a number of concerns regarding equal use of shared pathways in Gladstone Park between cyclists, pedestrians, disabled people and parents with prams. These concerns were focused on ensuring the final route would not include interventions which have been seen elsewhere which have caused disadvantage for other groups. This includes segregation between users, which narrows the pathway, which is a particular concern for disabled people and parents with prams as there is less room to pass. It's also a concern for visually impaired people as the segregation measures (such as a dividing kerb) can be a trip hazard.

As the detailed designs for the interventions to be implemented have not been finalised, we are unable to provide final detailed designs for the route, however we have passed these concerns along to Sustrans (as the Design Agents) who have agreed they want to avoid these impacts and that these concerns can be taken into account as part of the detailed design. Brent Council will be coordinating public consultation for the project, which will include discussions with disability groups to ensure the final design does not disadvantage them.

Please give details of the evidence you have used:

A mixture of qualitative and quantitative data has been used to form a judgement.

- London Travel Demand Survey (2013), Transport for London
- Brent 2011 Census Profile (2013), London Borough of Brent
- Brent Ward Diversity Profiles 2011-2014 (2014), London Borough of Brent

Qualitative data has been sourced from Brent Council, TfL, GLA and Sustrans officers

7. Analysis summary

Please tick boxes to summarise the findings of your analysis.

Protected Group	Positive impact	Adverse impact	Neutral
Age	✓		
Disability		✓	
Gender re-assignment			✓
Marriage and civil partnership	N/A		
Pregnancy and maternity		✓	
Race	✓		
Religion or belief			✓
Sex	✓		
Sexual orientation			✓

8. The Findings of your Analysis

Please complete whichever of the following sections is appropriate (one only). Please refer to stage 4 of the guidance.

No major change

Your analysis demonstrates that:

- *The policy is lawful*
- *The evidence shows no potential for direct or indirect discrimination*
- *You have taken all appropriate opportunities to advance equality and foster good relations between groups.*

Please document below the reasons for your conclusion and the information that you used to make this decision.

The equality analysis shows that the Regent's Park to Gladstone Park Quietway is lawful and will advance equality of opportunity in relation to race and sex. All potential negative impacts on equality (in relation to disability and pregnancy or maternity) have been, or will be, mitigated prior to implementation.

Consultation within Brent Council has resulted in an improved scheme which, by improving the accessibility and safety of cycling, will deliver a positive impact in relation to age, race and sex. While concerns have been raised for potential adverse impacts on disabled people and people with young children, Brent is satisfied that these will be resolved prior to implementation.

9. Monitoring and review

Please provide details of how you intend to monitor the policy in the future.

Please refer to stage 7 of the guidance.

Public consultation on the project will be undertaken by Brent Council once detailed designs have been completed and prior to implementation in 2015/16. Brent will develop these detailed designs to ensure officers' existing concerns are addressed. Equality issues raised during this consultation will be resolved prior to implementation.

Post-implementation, it's possible that the existing pattern of cycling being dominated by men of white ethnicity may continue, or even become more pronounced as more men start cycling, however by implementing the proposal, Brent is ensuring that the barriers to accessibility for women, children, older persons and BAME people have been reduced. Furthermore, an increase in cycling, regardless of the user, may result in reduced demand on the road network for other road users, including buses, which have a greater proportion of women and BAME ridership.

The impacts of the project will be monitored by Brent and TfL through their London Travel Demand Surveys and reporting requirements on implemented projects.