

Committee(s):	Date(s):
Streets & Walkways Sub-Committee Planning & Transportation Committee	16/05/2017 13/06/2017
Subject: Congestion Review - Zebra Crossing Points	Public Public
Report of: Director of the Built Environment	For Decision

Summary

In November 2016, Members considered a report on Traffic in the City, which provided an overview of the current traffic situation in the City of London and agreed to a range of measures aimed at improving traffic flow, including a review into all the City's Zebra crossing points.

This report details the findings of the zebra crossing review in order to identify which crossings cause significant traffic delay and assess the potential for reducing localised congestion.

The main findings of the review are as follows:

- The majority of the City's zebra crossing points do not generate significant traffic delays.
- Four zebra crossing sites at London Wall, Montague St, Chiswell St and New Fetter Lane could benefit from being signalised to reduce traffic delays.
- However, three of these locations are either outside of the City's direct control (Chiswell St) or are within other active plans to modify streets (London Wall & Montague St).

Recommendation

Members are asked to approve:

- A feasibility investigation into the signalisation of the New Fetter Lane pedestrian crossing, which will need to follow the corporate gateway process.

Main Report

Background

1. In November 2016, Members considered a report on Traffic in the City, following a request from the Policy & Resources Committee for a plan to tackle congestion. The report provided an overview of the current traffic situation in the City and considered a range of measures that could be introduced or strengthened to improve traffic flows. One such proposal was to review all of the City's zebra crossing points to see if there is potential to reduce both localised congestion and improve safety.
2. The review of all the remaining zebra crossing sites across the City has now been completed and the findings are detailed in this report.

The Review

3. DfT guidelines suggest, amongst other things, that zebra crossings may be appropriate in locations where crossing flows are relatively low and traffic flows are no more than moderate. Higher flows of pedestrians may cause substantial delay to vehicles. In the City, other factors such as the needs of pedestrian convenience, footway crowding and wider network considerations also influence the choice of crossing.
4. The recent conversion of the zebra crossing at Ludgate Hill to a signalised crossing has demonstrated that localised traffic delays can be reduced whilst still balancing the needs of pedestrians crossing and without impacting road safety. This therefore demonstrates that other locations could potentially benefit from a similar approach.
5. This review therefore considers a number of factors to assess whether there would be any benefit to convert these crossings to signalised crossing places, to reduce traffic congestion. This includes:-
 - What are the current traffic delays?
 - What would be the delays if the crossing was changed to a signalised crossing?
 - What are the safety risks
 - What plans or initiatives are in the pipeline which could influence future action?

Current Delays

6. To understand the level of traffic delays, a survey was carried out at each zebra crossing location within the City of London, including those on the borough boundary. Appendix 1 provides a location plan of these crossings.
7. The data was obtained using cameras covering a whole week and then the results analysed to determine the average delays within the three peak periods (am, inter-peak (12-2pm) and pm) at each of the crossing sites. Appendix 2 provides a summary of the findings.

8. From Appendix 2, it can be seen that the majority of zebra crossing sites, generate low traffic delays, averaging up to 2 seconds to each driver's journey time. There are three crossings which generate moderate delays of up to 6 seconds and four, high delays of up to 13 seconds on average.
9. The four crossings which generate the highest traffic delays include those on:-
 - Chiswell Street – average increase of 13 seconds
 - Montague Street – average increase of 9 seconds
 - London Wall – average increase of 10 seconds
 - New Fetter Lane – average increase of 13 seconds.
10. It should be noted that delays at some of these crossings were affected by other factors, such as the need to give way to other traffic or delays caused further downstream. For example, at the London Wall and Montague Street crossings, delays to traffic were also caused by the need to give way to other traffic on the roundabout. At the Beech Street crossing, there were already queues emanating from the Aldersgate Street junction. It has therefore not been possible to separate all these delays from those caused by pedestrians crossing.

If Signalised

11. To understand the potential delays if the crossings were signalised, similar traffic signal timings and parameters for the Ludgate Hill crossing together with some additional considerations (where site conditions vary significantly, such as traffic & pedestrian flows) were used to assess the likely average peak delays. The results of this assessment are also shown in Appendix 2. The modelling for the Ludgate Hill crossing indicated an average traffic delay of about 8 seconds.
12. This work indicates that there are potential journey time savings across the four locations with the highest delays. The potential average savings are:
 - Chiswell Street – 6 seconds
 - Montague Street – 1 second
 - London Wall – 3 seconds
 - Fetter Lane – 4 seconds
13. It should be noted that this assessment is only a basic assessment and should only be used as a guide. To fully appreciate the impacts and benefits a more detailed traffic assessment including modelling would be required.

Safety Risks

14. The latest research data (2011 to 2013) from TfL has shown that zebra crossings in the City of London are very safe and have a much lower collision rate than at signalised pedestrian crossings (0.04 injury

collisions per year compared to 0.49 per year respectively). Across inner London boroughs, the collision rates are very similar with 0.72 and 0.77 per year respectively. This data is however several years old and to understand the potential safety implications if these crossings were signalised, a more detailed assessment would need to be carried out.

Current Plans, Initiatives or Considerations

15. The City has a very active programme of activities which will affect the way the streets function. In particular there is significant work taking place in relation to the cultural hub and other major transformation works across the City. These may influence the crossings and whether it would be appropriate to take forward any sites for further assessment. This would particularly relate to:
- Chiswell Street – It is understood that this crossing was introduced by the London Borough of Islington and any change would require their agreement and lead. However, officers are aware that they are investigating signalisation as part of their highway and traffic responsibilities. Officers will continue to work with LB Islington to promote measures that alleviate congestion caused by the Chiswell Street zebra crossing.
 - Montague Street and London Wall – these two crossings are within the area which may be affected by the proposal for a Centre for Music. It is also within the area where a major transformation project, to remove the gyratory, has been initiated.
 - Fetter Lane – this is within the Fleet Street Courts and Lanes area strategy but no firm improvements have been identified which would impact on this crossing.

Summary of the assessments

16. A summary of the assessment can be found in the table below.

Crossing location	Current average delay	Impacts (delays) if converted to a signalised crossing	Proposed action
Golden Lane	Low	Increased	None
Beech Street	Medium	Increased	None
Silk St by Beech Street	Medium	Increased	None
Chiswell Street (LBI)	High	Reduced	None
Silk Street	Low	Increased	None
Moor Lane	Low	Increased	None
Charterhouse Square	Low	Increased	None
Lindsey Street	Low	Increased	None
Long Lane	Low	Increased	None

Aldersgate Street	Medium	Increased	None
Montague Street	High	Reduced	None
London Wall	High	Reduced	None
Middlesex Street (LBTH)	Low	Increased	None
Minories	Low	Increased	None
New Fetter Lane	High	Reduced	Investigate conversion

Proposal

17. The assessment has shown that there are four crossings which suffer from delays which could benefit from converting to a signalised crossing. However, three of the locations are either out of the City's direct control (Chiswell Street) or are within areas where there are active plans to modify the streets (Montague Street and London Wall). It is therefore recommended that only the crossing at New Fetter Lane is currently taken forward for further feasibility work which will need to follow the corporate gateway approval process.

Corporate & Strategic Implications

18. There are no corporate or strategic implications arising from these proposals. However, they do contribute to achieving the following strategic aims:-
1. To support and promote 'The City' as the world leader in international finance and business services
 2. To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes.

Implications

19. In carrying out its traffic functions, the City must have regard, inter alia, to its duty to secure the expeditious, convenient and safe movement of vehicular traffic and other traffic (which includes pedestrians) - s.122 Road Traffic Regulation Act 1984.
20. The likely cost of the project at this stage is estimated to be between £50,000 and £80,000. This will be refined at the next gateway. The cost of the feasibility investigation is estimated to be £32,000, which will be funded through the 2017/18 TfL LIP Grant allocation of £40,000 to the Congestion Review Programme. This project will follow the corporate project and funding approval processes.
21. Other implications will be set out in the gateway reports.

Conclusion

22. The assessment has shown that the majority of the zebra crossings in the City do not cause traffic delays. The assessment has also shown that delays to traffic can be reduced at four locations, but due to a number of factors, only one location is recommended to be taken forward for further feasibility work.

Appendices

- Appendix 1 – Zebra Crossing Points in the City & Boundary Streets
- Appendix 2 – Zebra Survey Summary

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