

# **Safer Junctions programme A1 Holloway Road (including Drayton Park junction)**

Consultation Summary  
November 2019

## **Executive summary**

We recently consulted on proposals to make the junctions of Holloway Road with Drayton Park, Palmer Place, Liverpool Road, Hornsey Road and Hornsey Street safer. The consultation was open between: 5 July and 8 September 2019.

We received 295 responses to the consultation; 291 from members of the public and four from stakeholders. 82 per cent of people who walk and 52 per cent of people who cycle in the area advised us that the proposals would make them feel safer or much safer when moving around the junction.

We have reviewed comments made during the consultation exercise and we appreciate the responses that were received.

Following the analysis of the comments made, we have decided to progress the project, with some minor amendments outlined below, to the next stage of design and consult on traffic orders for some elements of the proposals.

We intend to make changes to the entry treatment at Ronalds Road to reduce the number of lanes joining Holloway Road from two to one to reduce the crossing width for pedestrians and discourage the use of the road as a means of travelling through the Highbury Fields area. We also intend to retain the loading bay in front of 100 Holloway Road (The Horatia pub) to reduce the number of vehicles using Fieldway Crescent and Ronalds Road, which forms part of the Cycleway, to access the loading bay we proposed here. We will also monitor traffic turning into Eden Grove and George's Road to ascertain if there is a significant increase in vehicles following the scheme.

Subject to obtaining the relevant approvals and co-ordinating with other works in the local area, we plan to start construction in Spring 2020.

## **Consultation Summary**

### **Background**

The proposals are part of our Safer Junctions programme which aims to improve safety at 73 high risk junctions in London. These junctions have higher than average collision rates for vulnerable road users, including people walking and cycling. This programme directly contributes to reducing road danger as part of our Vision Zero target to stop people from dying and being seriously injured on London's roads by 2041.

The scheme aims to address identified and perceived safety concerns at the junctions of Holloway Road with Drayton Park/Palmer Place, Liverpool Road and Hornsey Road/Hornsey Street, as well as at George's Road and the turning into the petrol filling station south of Palmer Place. The scheme will introduce new, signalised pedestrian crossings at the Drayton Park/Palmer Place junction, replace the zebra crossing at the junction of Liverpool Road

with a signalised pedestrian crossing and simplify all the existing staggered crossings to straight across crossings at the Hornsey Road/Hornsey Street junction. There will also be changes to provide additional space in the centre of the road for vehicles waiting to turn into Eden Grove, George's Road and the petrol filling station.

We consulted on a proposal that sought to deliver signalised pedestrian crossings at Drayton Park/Palmer Place and Liverpool Road in 2010. This was not taken ahead because of concerns raised during the consultation about the impact of the scheme on local roads, primarily from the banned turns proposed at the time. This consultation was also launched shortly after the Emirates stadium opened, the effects of which were felt to have an impact on the response to the consultation. When developing this new proposal we took this previous feedback into account and consulted on a scheme that addressed these concerns.

We proposed the following changes to the road network to provide new signalised crossings and address identified safety concerns.

- Provide new, signalised pedestrian crossings at the Holloway Road/Palmer Place/Drayton Park junction and convert the existing zebra crossing at the Holloway Road/Liverpool Road junction to a signalised pedestrian crossing. The existing signalised pedestrian crossing outside the London Metropolitan University Clocktower building would move south and be brought into the junction at Liverpool Road.
- Simplify the Holloway Road/Hornsey Street/Hornsey Road junction. We would convert the existing staggered signalised pedestrian crossings to straight across crossings. We also propose to remove the small triangular pedestrian island and slip road into Hornsey Road to create more space for people walking, reduce the crossing distance and simplify traffic movements.

To allow for the proposed crossing changes to be introduced, changes to some bus stops, loading bays and parking locations on Holloway Road between Hornsey Street/Hornsey Road and Ronalds Road would be required.

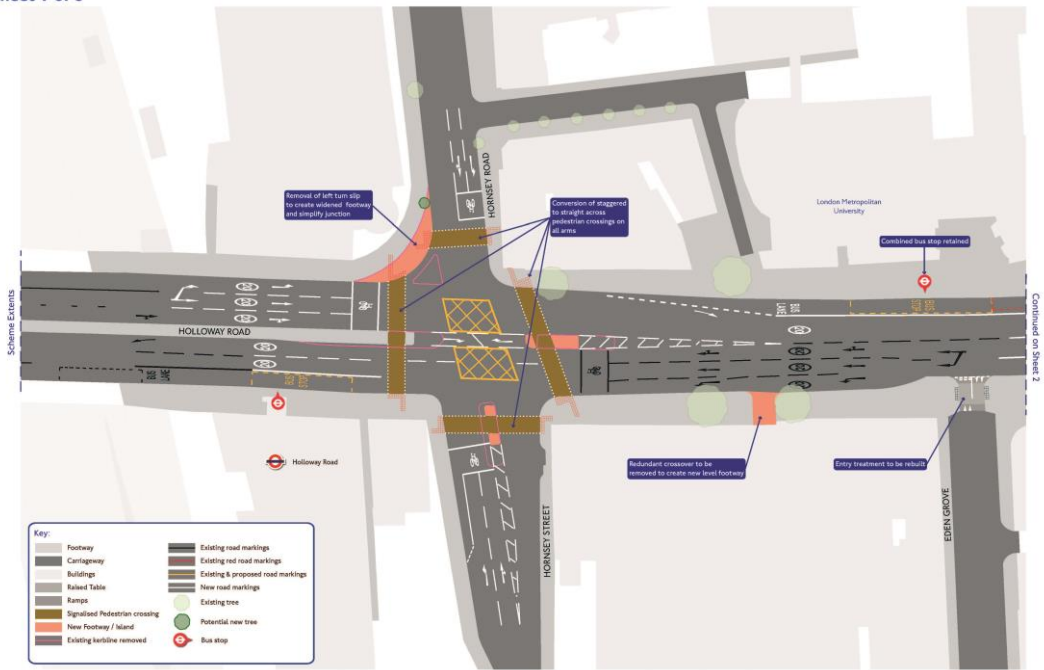
To provide the new crossings, we proposed making changes to some permitted turning arrangements for traffic at the Drayton Park/Palmer Place and Liverpool Road junctions. All movements through the area would still be possible in the new road layout, but it might be necessary for road users to take a different route. The proposed changes were described in the consultation materials. These changes are necessary to allow the crossings to be delivered without displacing traffic on to local roads.

We would need to remove two trees to ensure the new signals at Liverpool Road are visible to drivers. We have identified locations to plant new trees elsewhere within the scheme extents, subject to ground conditions.

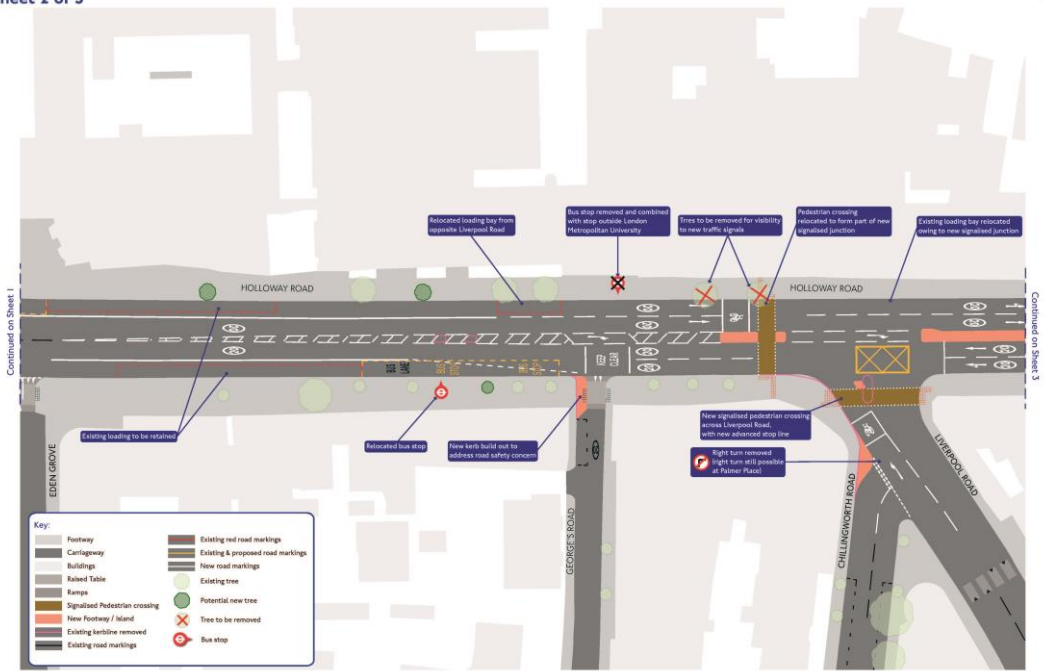
We also proposed changing the traffic signals at the Drayton Park/Palmer Place junction so that the side roads run separately to reduce the risk of conflict between road users at this junction.

To provide the new pedestrian crossings at the Drayton Park/Palmer Place junction and on Liverpool Road, all the junctions in the scheme must be addressed together. This is to ensure the road network operates effectively in this area for all users.

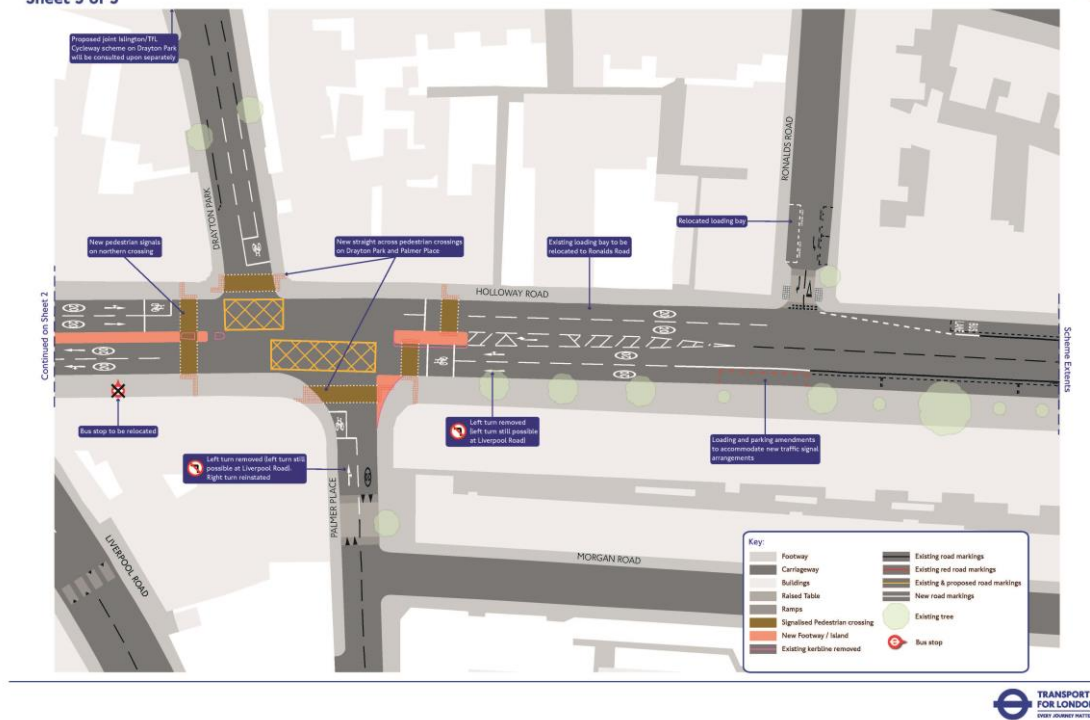
**A1 Holloway Road junction Drayton Park / Palmer Place / Liverpool Road**  
**Sheet 1 of 3**



**A1 Holloway Road junction Drayton Park / Palmer Place / Liverpool Road**  
**Sheet 2 of 3**



**A1 Holloway Road junction Drayton Park / Palmer Place / Liverpool Road**  
**Sheet 3 of 3**



**Figure 1 Holloway Road scheme plan**

**Pre-consultation**

Prior to the formal public consultation, we presented the proposals with local ward Councillors and officers at Islington Council should local residents raise the scheme with them directly while the public consultation was ongoing. This also allowed initial feedback on the design.

The proposals were also presented to local stakeholders Living Streets, Cycle Islington and Sustrans prior to the launch of the consultation as an item at TfL’s Scheme Review Group. This allowed these stakeholders to view the design prior to its formal launch in public.

**Consultation material**

An email was sent to political and local stakeholders and all those in the relevant postcode who have registered their email for updates on TfL services, promoting the consultation. There was also a press release highlighting the consultation.

## Results of the consultation

We received 295 responses to the consultation; 291 from members of the public and four from stakeholders. A summary of the public responses is set out below.

We asked respondents in what capacity they were responding to the consultation (they could choose more than one option):

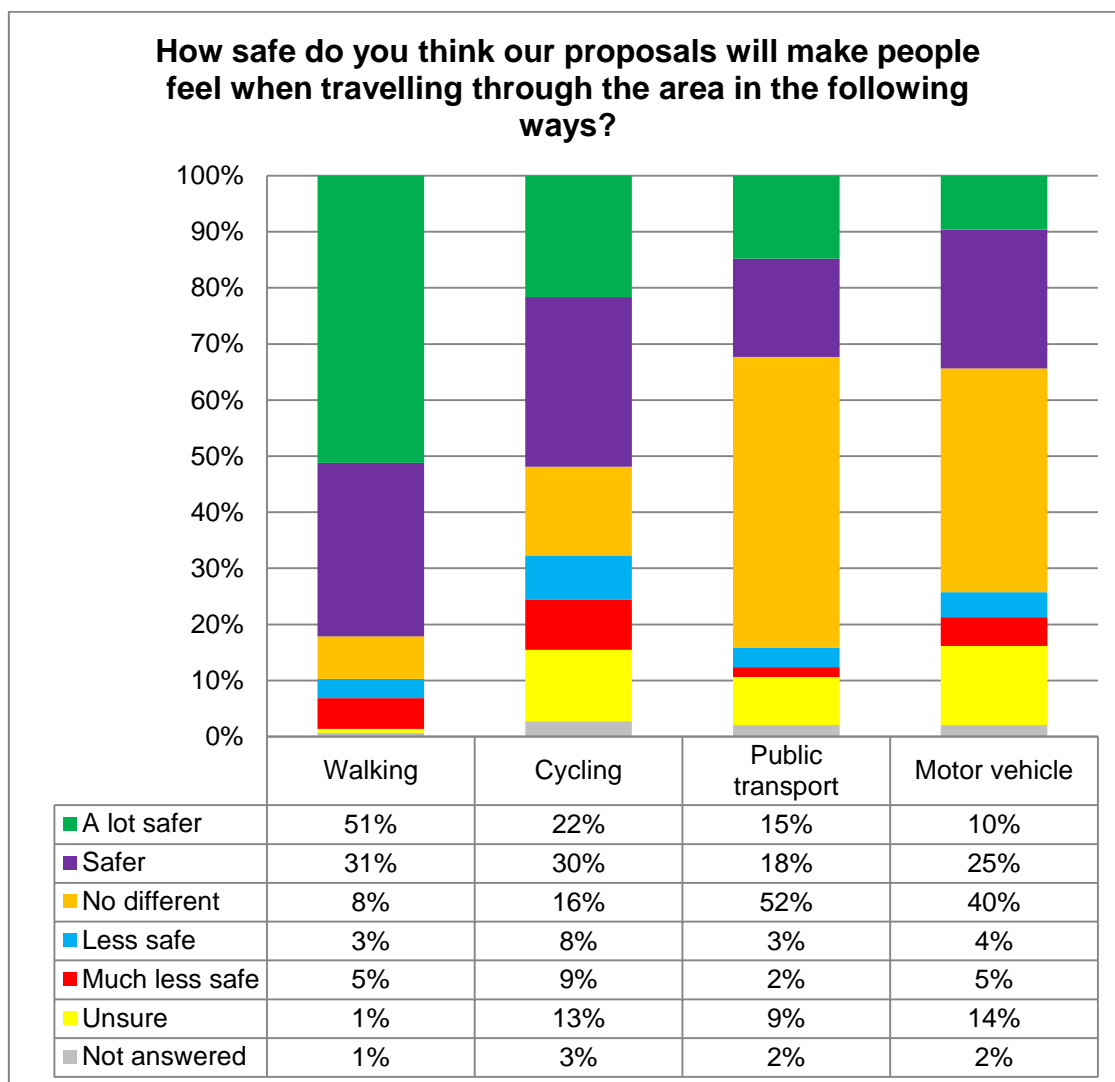
Are you responding as (please tick all that apply)	
A local resident	240
A local business	15
Someone who currently walks in the area	181
Someone who currently cycles in the area	87
Someone who uses public transport in the area	175
Someone who uses private transport in the area	77
Not local, but interested in the proposals	4

Respondents were also asked to indicate how often they travelled using the following forms of transport:

	Walking	Cycling	Using public transport	Using a motor vehicle
Every day	202	25	70	15
4-6 days a week	40	37	77	10
2-3 days a week	19	30	72	37
Once a week	16	45	55	72
Never	4	123	8	139
Not Answered	10	31	9	18
Total	291	291	291	291

## Summary of responses to Question 1

We asked respondents how safe they thought our proposals overall would make people feel when travelling through the area by foot, when cycling, by public transport and by private vehicle:



Respondents were also able to leave further comments in relation to this question. 193 out of 291 consultation respondents provided an answer to this question and the most common issues raised are shown below:

Positive comments	
Will be safer for pedestrians	81
Support new signalised crossing at Drayton Park/Palmer Place junction	52
General support	34
Support new signalised crossing at Liverpool Road junction	23
In favour of single stage crossings	17
These changes are long overdue	12

Will be safer for cyclists	10
Proposals will improve things for motorists	3
<b>Negative comments</b>	
Concerned that there will be more traffic on Liverpool Road and Eden Grove	32
These changes will increase congestion/journey times/make things more difficult for drivers	20
These changes will make little difference to cyclists' safety	17
Oppose removal of bus lanes	16
Oppose removal of cycle lanes	15
Proposals do nothing to cut down on heavy traffic and pollution	7
General negative comments about cyclists' behaviour	6
General opposition	6
Concerned that there will be more traffic on Palmer Place and Morgan Road	5
Oppose signalised crossings-zebra crossings give pedestrians priority	3
Junction works fine as it is. No changes needed	3
Right turn from Palmer Place could be more dangerous unless there is right turn filter	2
These changes are proposed to make the new Highbury Corner road layout appear successful	2
General negative comments about pedestrians' behaviour	2
<b>Other comments/suggestions</b>	
More cycling safety measures needed (eg segregated lanes)	15
Can you add early release signals for cyclists at these junctions?	7
The Highbury Corner changes have increased congestion in the area	7
More traffic calming measures needed on residential roads to prevent rat running	7
Crossing on other side of Palmer Place junction should be straight across	6
Comments not relating to the scheme	6
Would like to see more measures to discourage motor vehicles on Holloway Road	5
Signal phasing needs to ensure there is sufficient time for pedestrians to cross	5
Consultation material not clear/understood	3
The junction of Furlong Road/Holloway Road should also have been included in the scheme	2
Loading bays on Holloway Road disrupt traffic flow	2
Left turn at Liverpool Road will be difficult. Keep left turn at Palmer Place instead	2
Can there be a diagonal crossing at Holloway Road/Hornsey Road	2

## Summary of responses to Question 2

Question 2 asked respondents if the proposals would have a positive or negative impact on them or the journeys they make, and how we could mitigate or reduce any negative impacts. There were 235 comments to this question and the most common points have been listed in the table below:

<b>No impact</b>	
No impact	10
No impact – cycling in the area will remain dangerous	2
<b>Positive</b>	
Positive – for pedestrians	91
Generally positive	44
Positive – for cyclists	15
Positive – for motorists	7
Positive – for public transport users	6
<b>Negative</b>	
Negative – will push traffic onto residential roads	38
Negative – will increase journey times/congestion	22
Negative – for cyclists	15
Negative – for public transport users	13
Generally negative	11
Negative – for local residents	7
Negative – oppose the removal of trees	4

## Stakeholder responses

We received four stakeholder responses and these are transcribed below.

### **London Borough of Islington**

I am writing to set out Islington Council's formal response to Transport for London's (TfL's) public consultation on the 'Safer Junctions – A1 Holloway Road (including Drayton Park Junction)' proposals; a scheme that the Council is pleased to have been involved in developing.

We welcome the benefits the proposals provide for pedestrians, in particular, by introducing green man crossings at the Drayton Park junction and on Liverpool Street, as well as amending the existing crossings on the Hornsey Road junction. We also welcome the benefits in terms of the east-west movements across Holloway Road for cyclists and other traffic, along with maintaining bus journey times.

However, we have concerns about the loss of an existing pedestrian crossing facility; cyclist safety on Holloway Road where the cycle lane and sections of bus lane are proposed to be removed; the removal of an existing bus stop and the risk of traffic displacement and traffic delays on Islington's streets. Therefore, we would ask that TfL commits to monitoring the effects of the proposals, as well as committing to implement mitigation measures should unacceptable levels of traffic displacement occur.

The Council's detailed response to the consultation is set out below I hope that TfL officers will carefully consider these concerns before making their final recommendations on the proposed changes along Holloway Road.

I am, of course, highly appreciative of everything that you are doing to improve London's road safety record, along with introducing new and improved pedestrian facilities along Holloway Road, especially around the Drayton Park junction. Islington has lobbied for improvements to this area for a long time and I hope that these junction improvements will be the first phase of more comprehensive improvements for this corridor.

I look forward to receiving the report outlining the results from the above consultation and your comments in relation to the concerns raised, especially in relation to cyclists' safety.

Observed benefits of the proposals:

Pedestrians:

- The provision of signalised green man pedestrian crossings on the junctions of Holloway Road with Drayton Park and Palmer Place will reduce road danger by providing pedestrians with essential crossing facilities.
- The provision of a signalised green man pedestrian crossing on Liverpool Road at the junction of Holloway Road to replace the existing zebra crossings will improve safety for pedestrians.

- Altering the four existing staggered crossings at the Hornsey Road/Hornsey Street junction to straight ahead crossings provides pedestrians with more direct crossing routes.

#### Cyclists:

- The provision of split signal phasing at the junction of Drayton Park and Palmer Place (i.e. the side roads would run separately in the traffic signal control) reduces the potential conflicts between cyclists travelling straight ahead east-west (and vice versa) across the junction and turning vehicles.
- The proposed left turn ban at Palmer Place removes the potential for left hook collisions.

#### Bus Service:

- We welcome the proposals to protect bus journey times along Holloway Road for passengers.

#### Other Road Users:

- The provision of split signal phasing at the junction of Drayton Park and Palmer Place (i.e. the side roads would run separately in the traffic signal control) reduces the potential conflicts between road users travelling straight ahead across the junction and turning vehicles.
- The provision of right turn pockets as well as Keep Clear and Yellow Junction Box markings at side roads along Holloway Road should formalise movements and reduce road danger at these locations.

#### Concerns with the proposals:

##### Pedestrians:

- The proposals involve relocating the existing crossing outside London Metropolitan University to a point west of Liverpool Road resulting in a long section of carriageway between the junctions of Hornsey Road and George's Road without a pedestrian crossing facility. We would like a crossing to be considered for this part of Holloway Road. A crossing would serve the busy London Metropolitan University site, help reduce road danger and the severance caused by the wide carriageway.

##### Cyclists:

- Whilst the provision of split phasing at the junction of Drayton Park and Palmer Place reduces the potential conflicts between cyclists travelling straight ahead east-west (and vice versa) across the junction and turning vehicles, we are concerned that cyclists cycling along Holloway Road may be vulnerable at this junction. Therefore, Islington requests that a right turn facility on Holloway Road be investigated with the aim of aiding cyclists when turning east from Holloway Road onto Drayton Park.
- Islington has received feedback from cyclists who are concerned about the removal of the cycle lane and sections of bus lane between the junctions of George's Road and Drayton Park. The impact of these elements of the proposal is not as clear as others on the consultation plans. We would like TfL to confirm how the improvements impact upon cyclists' safety and how the changes will result in improved cycle safety on this part of the corridor.

- We note that the cycle ASL has been reduced in width on Palmer Place and now lacks storage capacity for cyclists, especially as the right turn is being reinstated. There are no turning movements from Holloway Road into Palmer Place, which would normally be the reason for reducing ASL widths. Therefore, Islington request that the ASL at this location be widened to increase capacity for cyclists.

#### Bus Service:

- The proposals show the removal of the southbound bus stop, which creates a large gap between remaining bus stops. Islington requests that the location and spacing of the bus stops be reviewed. The aim of the review should be the provision of an additional bus stop, or a reduction in the distance between existing bus stops.
- It is stated that the re-routing of the 153 bus service is expected to increase reliability and simplicity for passengers; it is requested that TfL expand upon this statement so that we can be sure this change is beneficial to current and future bus users.

#### Traffic Displacement and Network Capacity:

- With the introduction of the pedestrian crossings at the Drayton Park and Liverpool Road junctions, we are concerned that this will remove capacity on the network, particularly for the Islington arms of the junctions. The consultation material does not provide information with regard to impacts on Islington's roads, just the TLRN. Therefore, we request a copy of the traffic modelling report to ascertain the impact on Islington's network, particularly on the proposed Benwell roundabout; part of the Finsbury Park to Highbury Fields Cycleway recently consulted on. During the cycleway drop-in sessions, the Council received a number of complaints regarding delays caused by right turners from Drayton Park into Holloway Road. Therefore, Islington needs to understand to what extent these proposals may worsen the situation.
- The proposals show changes to permitted turning movements at the Drayton Park/Palmer Place and Liverpool Road junctions. We are concerned about the risk of traffic displacement onto neighbouring roads due to these changes. Furthermore, the introduction of a green man crossing on Liverpool Road may encourage motorists to turn earlier, at St George's Road.

- As a result of these concerns we ask that TfL commits to monitoring the effects of the proposals, as well as committing to implementing mitigation measures, should unacceptable levels of traffic displacement occur.
- The junction of Ronald's Road and Holloway Road falls within scope of this project. The Council has received complaints of increased traffic using the Highbury Fields area and Ronald's Road as a short cut avoiding Highbury Corner. Therefore, we ask that Ronald's Road at its junction with Holloway Road is converted into a one lane approach, as having two lanes may encourage this traffic movement. Having a single lane approach would also make it easier for pedestrians to cross the junction and it may be possible to allow two-way cycling to be formally marked out and signed at the junction, by exempting cyclists from the no-entry restriction.

### **Cllr Clare Jeapes, Canonbury ward, London Borough of Islington**

Thought the proposals would make walking a lot safer, cycling and public transport users safer, but make no difference for journeys in motor vehicle.

This junction is VERY dangerous as there is no facility / crossing phase for pedestrians to cross without fear of being hit by a vehicle; at the moment you just have to take your chances with the traffic & hope that vehicles are not turning from Holloway Road into Drayton Park, Palmer Place, or Liverpool Road.

Give pedestrians a chance with a "green man" crossing phase at these junctions.

Just get on with changing the traffic lights, these junctions have been a problem for years.

### **Living Streets**

This response comes from London Living Streets. We are supportive of a number of aspects of this scheme including the conversion of staggered crossings to straight across crossings, the removal of redundant crossovers, narrowing of some junctions and the creation of a new signalised crossing for Liverpool Road.

Overall we are concerned at the retention of so much carriageway capacity for general traffic and that these proposals fail to a) improve conditions for people cycling with segregated cycling facilities (in some junctions there are no lead-in lanes to ASLs) and b) overtly support improved bus journey times to the detriment of general traffic. The area will remain a busy, unpleasant series of junctions because the scheme seeks to maintain motor traffic levels. Of concern is the retention of Drayton Park/Palmer Place as a major commuter route even though there is another consultation about creating a Quietway for cyclists and pedestrians along Drayton Park. In fact, the scheme might even encourage rat-running, eg by making the right turn from Holloway Rd into St George's Road easier. Amazingly, bus lanes will also be lost. There is little sense of the transformation here which a Climate Emergency demands and putting sustainable modes of transport - walking, cycling and public transport - right at the top of pile of London's transport priorities. Again more generally, this is an incredibly harsh urban landscape in which to be a pedestrian with vast swathes of carriageway, little greening and relatively few crossing points. While this scheme may address specific issues it does nothing to alter the Holloway Road from being a sewer of traffic with people as an afterthought. There are significant amounts of crossing hatching in the centre of the road...could not consideration have been given to creating a median strip with significant volumes of tree planting or making use of this capacity for segregated cycle lanes? No steps have been taken as part of this scheme to address vehicle speeds and significant work is needed to reduce the operating speed of vehicles to a maximum of 20mph...it is noted that this is one of the stretches of TLRN that is scheduled for a 20mph limit in the Vision Zero Action Plan (Figure 10 location 2).

We would request the following amendments in particular. Firstly we are mystified at the refusal to bring the bus lane on the northbound approach to the junction with Palmer Place fully to the junction. We were told in the review meeting that this was not possible whereas from our point of view it is a very clear opportunity to prioritise exclusively bus movement over general traffic. In the Kennington Park Road/Braganza St proposals, the bus lane westbound along KPR is brought fully to the junction and there is a parallel similarity in both these schemes with the left turn at the junction now being banned. There is an interesting tweet about this issue from Danny Williams at [twitter.com/citycyclists/status/1168545158683643904](https://twitter.com/citycyclists/status/1168545158683643904)

We oppose the removal of the bus lane outside the petrol station and do not understand TfL's apparent assertion that this is necessary to maintain bus journey times.

We are concerned about any planned facilitation of right turns from Holloway Road into Eden Grove and St George's Road which may encourage further rat running through the surrounding residential areas.

More generally we are concerned that the underlying modelling is now out-of-date and continues to prioritise the maintenance of existing general traffic capacity; it fails to take into account changes at Highbury Corner and the ULEZ and the trajectory towards lower volumes of traffic as set out in the MTS.

Generally too we are concerned about excessive long signal cycle timings which will make pedestrians wait for prolonged periods and encourage them to engage in risky and dangerous behaviour. We would like to see changes to signal times to make Palmer's Place/Drayton Park traffic wait longer.

London Cycling Campaign

This response was developed with input from LCC's borough groups.

General comments on this scheme:

- The recent Safer Junctions schemes proposed will improve conditions for pedestrians and cyclists but the schemes fall far short of being transformational.

They will not achieve "Vision Zero" safe crossings, nor will they make cycling or walking at these locations safe or comfortable.

- Given this, these junctions will likely need re-visiting in the near future if the Mayor's

Transport Strategy aims are to be achieved. These schemes are neither being delivered rapidly and cheaply enough to represent a sensible "interim" approach, nor to a high enough quality to be permanent.

- The change in Healthy Streets Check score and the remaining five "critical issues"

highlight how this scheme has failed to really deliver change. No Safer Junction should retain any critical issues.

- We fully support the response of our local borough group, which contains more

specific detail.

Specific points about this scheme:

- It is marked that despite this scheme being supposedly put in place to deal with clear road danger issues, road danger in the scheme has not been strongly addressed. The scheme includes five Healthy Streets Check zero scores, also known as “critical issues”. It should, as should every Safer Junction, feature none.

- Instead of boldly reducing road danger, or increasing walking, cycling and/or public transport use in line with the Mayor’s Transport Strategy, this scheme offers welcome gains for pedestrians (signalised and often direct crossings), a mixed picture for buses (overall journey time improvements, primarily along Liverpool

Road, but loss of bus lanes for sections on Holloway Road) and virtually nothing for those cycling (slight reduction in hook risks), despite 19 collisions with those cycling

in the last 3 years, at least one of which appears to be serious (2 November 2016, junction with Liverpool Road).

- There are approximately 2,000 people cycling along Holloway Road currently daily just north of these junctions, and over 3,000 slightly south (according to DfT traffic counts). There are high priority Strategic Cycling Analysis routes highlighted east-west across the area near this scheme and the Analysis also highlights that high current and potential cycle flows are found on Holloway Road at this point, on Palmer Place (site of another serious collision with a cyclist in the last three years), and on Drayton Park. It is simply unrealistic to assume that the current schemes planned in the area will remove significant numbers of those cycling from Holloway Road (not least because of the many amenities and destinations there, including the University). Therefore, safe cycling along Holloway Road urgently needs to be considered.

- Given the shift of traffic modes the Mayor’s Transport Strategy is predicated on, it is surprising that this scheme (that is not badged as “interim” or “temporary”) seems primarily designed to protect private motor traffic capacity. This is a particularly strange approach given that recent changes at both Archway, at the northern end of Holloway Road, and Highbury Corner, at the southern end, represent radical shifts away from private motor traffic in favour of other modes, and that with construction at Highbury ongoing, there can be no clarity as to whether previous or current motor traffic (and cycling etc.) volumes are likely to remain a good benchmark for future volumes and/or whether there is now an opportunity to reduce private motor traffic volumes on Holloway Road to provide more space and/or time for other modes here. TfL should, on this basis alone, consider implementing the pedestrian crossing improvements on a temporary basis, but monitoring and re-evaluating the scope for further, and bolder improvements for those walking and cycling once Holloway Road traffic levels settle.

- At the same time as major road danger issues are ignored in this scheme, retention of car loading bays have here been prioritised above bus lanes even. TfL and Islington Council should urgently work with all businesses along this stretch of Holloway Road to remove all loading bays from Holloway Road. And again, this indicates the priority given to road danger reduction, walking, cycling and public transport versus driving.

- There does not appear to be a clear need or rationale for the removal of sections of bus lane on Holloway Road, which will impact both buses and those currently cycling here negatively. The removal of bus lanes and increase in general traffic lanes at junctions particularly will create even more hostile road conditions for those cycling on Holloway Road.

- The replacement of the zebra on the junction with Liverpool Road with a signalised crossing is particularly welcome. As is the ban of a right turn to simplify movements here. However, without much further work to Liverpool Road itself, high driving speeds and aggressive behaviour at this junction will likely remain.

- The changes to George's Road and Eden Grove simply will not reduce their use as through motor traffic routes – indeed, the proposed right-turn pockets may worsen the issue, particularly given changes at the Liverpool Road junction. Filtering should instead be strongly considered for the area bounded by Holloway Road, the train tracks (to north and south) and Caledonian Road. And failure to do this could also impact on motor traffic volumes on the Highbury to Finsbury Park Cycleway Islington Council has recently consulted on.

- Moving the bus stop to north of Liverpool Road while relocating the pedestrian crossing to the junction is far from ideal. Students at London Metropolitan University exiting the bus will now be expected to walk back to the Liverpool Road junction to cross. It is likely this design will encourage some to cross informally between the university site and the bus stop, where the crossing used to be.

- The provision of a right-turn pocket into the petrol station along with removal of bus lane at this point risks drivers turning into the station not seeing pedestrians or those cycling across the access. This design should be reconsidered to minimise risks to pedestrians and those cycling, not to maximise ease of access to the petrol station for drivers.

General points about infrastructure schemes:

- The Mayor's Transport Strategy relies on a growth in cycle trips to keep London moving. This means infrastructure schemes must be designed to accommodate growth in cycling. Providing space for cycling is a more efficient use of road space than providing space for driving private motor vehicles, particularly for journeys of 5km or less. In terms of providing maximum efficiency for space and energy use, walking, cycling, then public transport are key.

- As demonstrated by the success of recent Cycle Superhighways and mini-Holland projects etc., people cycle when they feel safe. For cycling to become mainstream and enable all ages and abilities to cycle, a network of high-quality, direct routes separate from high volumes and/or speeds of motor vehicle traffic is required to/from all key destinations and residential areas in an area. Schemes should be planned, designed and implemented to maximise potential to increase journeys – with links to nearby amenities, residential centres, transport hubs considered from the outset.

- Spending money on cycling infrastructure has been shown to dramatically boost health outcomes in an area. Spending on cycling schemes outranks all other transport modes for return on investment according to a DfT study. Schemes which promote cycling meet TfL's "Healthy Streets" checklist. A healthy street is one where people choose to cycle.
- All schemes should be

designed to enable people of all ages and abilities to cycle, including disabled people.

- Evidence from TfL and from many schemes in London, the UK and worldwide shows the economic benefits, including to businesses, to be found from enabling a wider range of people to cycle more. Further evidence shows how cycling schemes also benefit air quality and reduce climate changing emissions, as well as improving resident health outcomes and reducing inactivity, as mentioned above.
- LCC wants, as a condition of funding, all highway development designed to London Cycling Design Standards (LCDS), with a Cycling Level of Service (CLoS) rating of 70 or above, with all “critical issues” eliminated. Above 2,000 Passenger Car Unit (PCUs) motor vehicle movements per day, or 20mph motor traffic speeds, cycling should be physically separated from motor traffic.

## Response to issues commonly raised

- 1. Will Countdown be provided on the traffic lights as part of the new pedestrian signals?** Countdown will be considered at a later stage of the design, but will be provided if it is possible to do so.
- 2. The removal of street trees to provide traffic signals is unacceptable and should be avoided.** Unfortunately the removal of the two trees is necessary for safety reasons. This is to ensure the traffic signals are visible to drivers and the junction can operate safely for everybody. We try to avoid the loss of established trees wherever possible and have identified at least 2 locations to plant new trees, subject to further investigative works showing it is possible to do so.
- 3. The proposals will increase bus journey times in the area.** Our computer traffic modelling indicates that the impact on bus services through the junctions is broadly neutral as a result of the proposed changes. As a result of this scheme design, we believe we are able to deliver both safety improvements and new crossings while minimising the impact on existing road users.
- 4. Proposal will cause congestion on the A1 - a key arterial route for London - as well as the local road network.** The scheme has been designed so that the impact of providing the new crossings and improving road safety is as neutral as possible. The impact on both the A1 and local roads is predicted to be minimal overall, although there may be some additional queuing at some times of day depending on traffic conditions. Traffic signals will be set up to automatically adjust signal timings so that traffic can be kept moving when these conditions occur.
- 5. The right turn from Drayton Park onto Holloway Road should be banned to improve traffic flow.** A right turn ban has not been proposed here because it is likely to result in traffic using alternative routes on local roads, particularly Benwell Road, to make the northbound journey. It is anticipated that the changes proposed to the traffic lights at the junction, so that Drayton Park and Palmer Place run separately rather than together, will reduce right turning traffic being prevented from making the turn by oncoming traffic from Palmer Place while improving safety for vulnerable road users.
- 6. The scheme will cause congestion at the Drayton Park/Palmer Place junction because of changes to banned turns.** It is anticipated that in the days immediately following the new road layout at the Drayton Park/Palmer Place and Liverpool Road junction that there will be an increased level of congestion while traffic through the area adjusts to the changes in the road layout. However, this is not expected to last as drivers adjust their behaviour and route choices. Advanced signage

advising road users of the changes will be provided on junction approaches.

- 7. Removal of one of the southbound bus stops on Holloway Road will increase the distance between stops. Can you provide an additional stop between London Metropolitan University and the Central Library?** The bus stop that will be removed is currently very closely located to the other southbound bus stop to the north outside London Metropolitan University. We have investigated providing an additional stop between Drayton Park and the library to the south, but have not been able to find a suitable kerbside location for the stop and associated shelter, because of other kerbside uses and footway widths.
- 8. Cyclists should be exempt from banned turns.** We will investigate if it is possible to accommodate this suggestion in the next stage of the design and aim to provide this where it is safe to do so.
- 9. The reduction in the length of the bus and cycle lane should be reversed and there should be dedicated cycle facilities.** So that we can improve road safety, provide new pedestrian crossings and address the existing collision history, which includes collisions involving cyclists; the proposal removes sections of the existing bus lane, as well as a substandard, by current standards, section of cycle lane. Although this is not our preferred outcome we have tried to balance the needs of all road users when developing the scheme and these changes are necessary for us to deliver a practical proposal. Where the bus and cycle lanes have been removed along Holloway Road, between the junctions of George's Road and Drayton Park/Palmer Place, the carriageway lanes have been designed at such a width to encourage cyclists to adopt a primary position. Cyclists in a primary cycle position are less likely to be overtaken and be more visible when compared to cycling adjacent to the kerb when the lanes are designed to the correct width.
- 10. Concern about rat running traffic on Eden Grove/George's Road.** We will monitor traffic on these roads and if there is a significant change in vehicles using them, we will discuss mitigation measures with Islington, as highway authority for these roads.
- 11. Removing the zebra crossing makes conditions worse for pedestrians.** There is an identified safety concern with the current zebra crossing arrangement for both pedestrians and drivers. We believe this can best be addressed by converting the zebra crossing to an alternative signalised pedestrian facility with red and green figures. The change is intended to reduce confusion and make it clearer to all road users who has right of way. It is anticipated that such changes will improve pedestrian safety by giving dedicated time for pedestrians to cross, although it is acknowledged that pedestrians may need to wait longer to cross.

## Next steps

We have reviewed comments made during the consultation exercise and we appreciate the responses that were received.

Following the analysis of the comments made, we have decided to progress the project, with the minor amendments outlined below, to the next stage of design and consult on traffic orders for some elements of the proposals.

Following feedback received during the consultation, the changes below will form part of the design going forward.

- We intend to make changes to the entry treatment at Ronalds Road to reduce the number of lanes joining Holloway Road from two to one. This will reduce the crossing width for pedestrians and discourage the use of Ronalds Road as a means of travelling through the Highbury Fields area.
- We also intend to retain the loading bay in front of 100 Holloway Road (The Horatia pub) to reduce the number of vehicles using Fieldway Crescent and Ronalds Road, which forms part of the Cycleway, to access the loading bay we originally proposed here.
- We will also monitor traffic turning into Eden Grove and George's Road to ascertain if there is a significant increase in vehicles following the scheme.

Subject to obtaining the relevant approvals and co-ordinating with other works in the local area, we plan to start construction in Spring 2020.

## Appendix A – Consultation Material

### Stakeholder email

Dear Sir or Madam

We would like to know your views on proposals to improve safety at the junctions of Holloway Road with Drayton Park, Palmer Place, Liverpool Road and Hornsey Road and Hornsey Street.

These proposals are part of the wider TfL Safer Junction programme which is being introduced across London.

Our Safer Junctions programme is reducing road danger at some of the most hazardous junctions in London. These junctions have high collision rates for vulnerable road users, including people walking and cycling. This programme directly contributes to our Vision Zero target to stop people from dying and being seriously injured on London's road network by 2041.

To view our proposals and to give us your feedback please visit our website at: <https://consultations.tfl.gov.uk/roads/holloway-road/>

Please let us know your views by **Sunday 8 September 2019**.

If you have any questions on our proposals please contact us at: [consultations@tfl.gov.uk](mailto:consultations@tfl.gov.uk)

Yours faithfully



**Penny Rees**  
Head of Network Sponsorship  
Transport for London

## Consultation web text

# Safer Junctions - A1 Holloway Road (including Drayton Park junction)

Opened 5 Jul 2019 / Closed 8 Sep 2019

### Overview

We would like to know your views on our proposals for the junctions of Holloway Road with Drayton Park, Palmer Place, Liverpool Road and Hornsey Road and Hornsey Street, as part of TfL's Safer Junctions programme.

### Background

Our Safer Junctions programme is reducing road danger at some of the most dangerous junctions in London. These are junctions with particularly poor collision rates for vulnerable road users, including people walking and cycling. This programme directly contributes to our Vision Zero target to stop people from dying or being seriously injured on London's road network by 2041.

The objectives of the Safer Junction programme are to:

- Reduce road danger and help eliminate Killed and Seriously Injured (KSI) collisions
- Help create streets where people feel safe to walk, cycle and use public transport
- Make hostile junctions more welcoming and less dominated by motor vehicles, demonstrating the Healthy Streets Approach

### Why we are consulting

In the last three years, there were 61 collisions, with 71 casualties, 19 of which were people cycling and eight of which involved pedestrians. (Data available up until the end of November 2018).

The scheme aims to address identified and perceived safety concerns at these junctions, as well as at George's Road and the turning into the petrol filling station south of Palmer Place. The scheme will introduce new, signalised pedestrian crossings at the Drayton Park/Palmer Place junction, replace the zebra crossing at the junction of Liverpool Road with a signalised crossing and simplify all the existing staggered crossings to straight across crossings at the Hornsey Road/Hornsey Street junction.

We consulted on a proposal that sought to deliver signalised pedestrian crossings at Drayton Park/Palmer Place and Liverpool Road in 2010. This was not taken ahead because of concerns raised during the consultation about the

impact of the scheme on local roads arising from proposed banned turns. This consultation was also launched shortly after the recently opened Emirates stadium, the effects of which were felt to have an impact on the response to the consultation. When developing our new proposal we took this feedback into account and have now amended the scheme to address these concerns. The details can be found below.

## **Our proposals**

We would like your views on the following proposals which aim to provide new signalised crossings and address identified safety concerns.

We propose to provide new, signalised pedestrian crossings at the Holloway Road/Palmer Place/Drayton Park junction and the Holloway Road/Liverpool Road junction. The existing signalised pedestrian crossing outside the London Metropolitan University Clocktower building would move south and be brought into the new junction.

We propose to simplify the Holloway Road/Hornsey Street/Hornsey Road junction. We would convert the existing staggered signalised pedestrian crossings to straight across crossings. We also propose to remove the small triangular pedestrian island and slip road into Hornsey Road to create more space for people walking, reduce the crossing distance and simplify traffic movements.

To allow for the proposed crossing changes to be introduced, changes to some bus stops, loading bays and parking locations between Hornsey Street/Hornsey Road and Ronalds Road would be required.

To provide the new crossings, we propose to make changes to some permitted turning arrangements for traffic at the Drayton Park/Palmer Place and Liverpool Road junctions. All movements through the area would still be possible in the new road layout, but it might be necessary for road users to take a different route. These changes are necessary to allow the crossings to be delivered without displacing traffic on to local roads.

In detail:

- From Palmer Place on to Holloway Road, we propose to reinstate the right turn and remove the left turn. Traffic approaching from Palmer Place and heading north would instead use Liverpool Road to turn left on to Holloway Road
- From Holloway Road in to Palmer Place, the left turn would be removed and vehicles would use Liverpool Road to turn left
- From Liverpool Road on to Holloway Road the right turn would be removed and vehicles would use Palmer Place to travel south towards Central London

We need to remove two trees to ensure the new signals at Liverpool Road are visible to drivers. We have identified locations to plant new trees elsewhere within the scheme extents, subject to ground conditions.

We propose to change the traffic signals at the Drayton Park/Palmer Place junction so that the side roads run separately to reduce the risk of conflict between road users at this junction.

To provide the new pedestrian crossings at the Drayton Park/Palmer Place junction and on Liverpool Road, all the junctions in the scheme must be addressed together. This is to ensure the road network operates effectively in this area for all users.

### **Traffic modelling**

Our traffic modelling data shows that the overall effect of our proposals on buses is generally neutral. The majority of bus routes will experience a change in journey time of between 0 and 30 seconds, however there are also some considerable improvements, of up to 5 minutes, expected for buses using Liverpool Road in both directions, particularly during the PM peak. There is an overall small impact on northbound general traffic, with improved journey times for southbound general traffic. These impacts result from the need to balance the network for all vehicular modes affected by the proposals.

### **Bus service changes**

As a result of changes to the turning movements at the junction of Palmer Place to Holloway Road, we are also proposing to reroute the 153 bus route in a northbound direction from Palmer Place on to Liverpool Road. This is required because of the changes at the Palmer Place junction but is also expected to increase reliability and simplicity for passengers.

### **Cycleway consultation**

The London Borough of Islington, in partnership with Transport for London, are also currently consulting on a new Cycleway adjacent to this scheme. The new Cycleway will connect Finsbury Park and Highbury Fields, where the improved route will help cyclists cross Holloway Road at the existing cycle crossing at Fieldway Crescent. More details are available at: [www.islington.gov.uk/highburycycleway](http://www.islington.gov.uk/highburycycleway).

### **Next Steps**

Following this consultation we will analyse the responses and review the design. We will then seek the necessary powers and, subject to this consultation, construction is expected to begin in early 2020 and anticipated to take around three months to complete.

### **Healthy Streets**

The changes proposed in this scheme are part of our commitment to deliver the Healthy Streets Approach. We are taking this approach to create a vibrant, successful city where the streets are welcoming to all and everyone can live active, healthy lives. The streets within this scheme and the proposed changes have been assessed by our designers against ten Healthy Streets Indicators using our Healthy Streets Check for Designers tool. This tool assesses the layout of streets against thirty one measures which produce an overall Healthy Streets Check score out of 100. We use infographics to show the current score for the streets within this scheme and potential scores based on our proposed changes. The Healthy Streets results can be seen in the diagram below.

### **Equality Impact assessment**

We are subject to the general public sector equality duty set out in section 149 of the Equality Act 2010, which requires us to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations by reference to people with protected characteristics. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. As part of our decision-making process on proposals for new schemes, we have had due regard to any impacts on those with protected characteristics and the need to ensure their interests are taken into account.

In considering the design of our streets, we closely consider the needs of all users throughout the design process. As this scheme is a significant infrastructure project we:

- Have completed a draft Equality Impact Assessment (EqIA) at the outset of the project, to review potential impacts on equality target groups, including disabled people
- Are carrying out public consultations, including targeted engagement with accessibility user groups
- Will continue to ensure we comply with established guidance which includes detailed requirements for disabled people

A draft EqIA has been carried out for this proposal. While the changes we are proposing are broadly positive for all protected groups, the assessment highlights there could be some negative impacts for some of the protected characteristic groups. This is because the location of pedestrian crossings and some of the bus stops within the scheme area are proposed to change. There would also be impacts to some groups during construction. These impacts would be reduced as much as possible, for example with alternative routes provided and signposted during construction. However, in some instances, this could cause longer journey times for people during construction.

We would like your views on the impact the scheme could have on you when you travel through the area. You can let us know by completing the online survey.

The draft EqIA can be found below.

## **Have your say**

We would like to know what you think about our proposals.

Please give us your views by completing the online survey below by Sunday 8 September 2019.

Alternatively, you can:

Email us at [consultations@tfl.gov.uk](mailto:consultations@tfl.gov.uk)  
or write to us at FREEPOST TFL CONSULTATIONS

You can also request paper copies of all the consultation materials and a response form by emailing [consultations@tfl.gov.uk](mailto:consultations@tfl.gov.uk), or writing to FREEPOST TFL CONSULTATIONS.