

Report Title: Streetscape Manual

Forward Plan reference number: 2005/085

Report of: Anne Fisher, Director of Environmental Services

Wards(s) affected: All

Report for: Non-Key Decision

1.0 Purpose

- 1.1 To agree in principle to the adoption by the Council of a Streetscape Manual that can be used to ensure a consistent approach to street design in the borough.

2.0 Introduction by Executive Member

- 2.1 The Haringey Streetscape Manual reflects current good practice for streetscape design. It is intended to be a reference document for those who design, maintain and carry out works on our streets. The Streetscape Manual reflects the Council's commitment to improve the quality of the public realm. It aims to enhance the image of the borough and improve mobility for users of our streets.

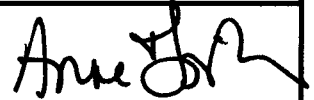
Executive Members are asked to note the amendments made to the Streetscape Manual as a result of consultations that took place with stakeholders during July and August 2005. Executive Members are also asked to agree the recommendations set out in Section 3 of this report.

3.0 Recommendations

- 3.1 The Executive is recommended to :
- 3.2 Agree in principle to adopt a Streetscape Manual to promote consistency in street design and furniture throughout the borough.
- 3.3 Agree that the draft Streetscape Manual (shown as Appendix I) is modified to reflect comments received during consultation as summarised in para 9.9.

3.4 Agree that the final Streetscape Manual be adopted by the Council, with the final decision on content being taken by the Executive Lead Member for the Environment and Conservation in consultation with the Director of Environmental Services.

Report Authorised by: Anne Fisher, Director of Environmental Services.



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4.0 Executive Summary

4.1 In May 2004 the Audit Commission inspected Streetscene and one of the recommendations of their final report was that the Council develop a design guide to ensure consistency in the appearance of street furniture. To address this a new Streetscape Manual has been prepared to encourage consistency in the appearance of street infrastructure and furniture throughout the borough. Consultation has been carried out on this manual with Members, Council Business Units, Living Streets Haringey, English Heritage, the Metropolitan Police Crime Prevention Design Advisor, Transport for London, London Buses, Haringey London Cycling Campaign, the Mobility Forum, and recognised residents' groups. It is now proposed that the Executive adopts this Manual, agree to incorporate modifications as detailed in para 9.9 to be ratified by the Executive Lead Member for the Environment and Conservation & Director of Environmental Services in December/January 2005/06.

5.0 Reasons for any change in policy or for new policy development (if applicable)

5.1 N/A

6.0 Local Government (Access to Information) Act 1985

6.1 Draft 1997 Streetscape Manual

6.2 Consultation feedback

6.3 Transport for London Streetscape Guidance

7.0 Background

7.1 In May 2004, the Audit Commission inspected Streetscene and one of the recommendations of their final report was that the Council develops a design guide to ensure consistency in the appearance of street furniture. A Streetscape Manual has been drawn up based on a draft manual produced by the Council in 1997, a review of streetscape manuals from other local authorities, Transport for London and current good practice for streetscape design.

8.0 Streetscape Manual

8.1 The Streetscape Manual has been prepared not only to address the Audit Commission Inspection report recommendation but also, as part of Better Haringey, to reflect the Council's commitment to improve the quality of the public realm. It will also help ensure value for money, as maintaining many different types of street furniture can be costly. The aim is to enhance the street environment, improve the quality of movement for all users, preserve the character of historic areas and promote regeneration within the town centres. Above all, the Manual aims to enhance the image of the borough.

8.2 The purpose of the streetscape manual is:

- To set out a high standard of design, consistency of specification and maintenance of the Streetscene across the whole Borough.
- To provide a good practice reference document to assist designers, planners and highway engineers.
- To enable residents and local amenity groups to understand the Council's vision for the streets, to develop civic pride and a sense of ownership within the public realm.
- To establish guiding principles on the design and layout of streetscape elements that reflect and encourage good safe and accessible designs, innovative local solutions, value for money and sustainability.
- To provide a framework for detailed design visions to be developed for the town centres within the borough over the next five years.

8.3 The Manual has eight chapters:

1. Introduction
2. Vision for Haringey – Key Principles
3. Carriageway and footway surfaces
4. Street furniture
5. Traffic management schemes
6. Town centres and conservation areas
7. TLRN roads
8. Maintenance

- 8.4 The Appendices to the Manual contain streetscape design sheets, which further specify the materials and street furniture in greater detail.
- 8.5 It is envisaged that those who design and maintain the streets will use the Manual as a reference document and this includes Council departments (Highways Design, Management, Maintenance and Safety, Neighbourhoods, Recreation, Transportation, Waste, Planning and Conservation) as well as contractors, developers, transport agencies and utility companies. Once the Manual has been finalised training sessions will be set up for relevant staff.
- 8.6 The guidance in the Manual is non-statutory but does link into UDP policies concerning town centres, the protection of the environment and conservation. The guidance will aid developers in understanding the requirements of the Council in terms of streetscape improvements where they relate to Section 106 and 278 agreements.
- 8.7 Due to legal and time constraints which apply to the adoption process of the emerging Unitary Development Plan, adoption of the Streetscape Manual as a separate Supplementary Planning Guidance (SPG) is not possible. The Council intends to adopt the UDP and existing draft SPG in April 2006. This is an extremely tight timescale to which staff resources will need to be focused. Under the Planning and Compulsory Purchase Act 2004, the Council cannot develop the Streetscape Manual as SPG, but may develop it as a Supplementary Planning Document. However, this process involves continuous community involvement and a sustainability appraisal and takes about 12 months to complete. At present the Streetscape Manual is not included in the Council's Local Development Scheme as a document which will form part of the Council's Local Development Framework.
- 8.8 The possibility of incorporating the Streetscene Manual key principles into the existing draft SPGs, such as the draft "Design Guidance and Design Statements", and "Parking in Front Gardens" SPGs, is currently being explored. Cross-reference to the Manual will be made where appropriate.

9.0 Consultation

- 9.1 Consultation on the manual was conducted during August and September 2005. Meetings were arranged to present the Streetscape Manual to stakeholders and invite comment on its contents. A questionnaire broken down into each section of the draft manual was provided to allow the stakeholders to make their comments by the closing date of 5 October. The feedback received is summarised in Appendix I of this report. A full copy of the consultation results and the Manual is available in the Members Room.
- 9.2 The consultation included the views of internal stakeholders, external bodies such as Living Streets Haringey, English Heritage, the Metropolitan Police Crime Prevention Design Advisor, Transport for London, London Buses, Haringey London Cycling Campaign, the Mobility Forum, and recognised residents' groups.

- 9.3 We received 11 consultation questionnaire responses and 5 additional comments through letters and emails. Overall the responses were supportive and there was a lot of useful feedback on how to improve streetscape design.
- 9.4 The feedback received produced 100% support for the introduction of Streetscape Guidance for Haringey. A further 73% of respondents agreed that the draft manual contained the correct streetscape elements, although it was highlighted that environmental aspects should be added to the key principles.
- 9.5 With regards to the palette of materials and products to be used, 45% of respondents were in favour with a further 27.5% opposed and the remaining 27.5% undecided. The main issue centred on vulnerable road users, particularly the partially sighted, and their ability to see dark objects such as lamp columns, bollards etc if they were in black.
- 9.6 The construction and use of footway space generated a lot of comment. The majority (55%) of respondents agree with the use of Bitumen Macadam to aid a trip free environment, However some felt that the visual appearance was unappealing and may become unsightly when patched after utility works or maintenance. Footway parking was also highlighted as a safety issue for pedestrians.
- 9.7 The introduction of porous resin-bound gravel to replace tree grilles was unanimously supported and all felt it would reduce litter traps, trip hazards and vandalism.
- 9.8 The introduction of a new street nameplate with improved information and visibility received a high level of support. It was however highlighted that nameplates with a historical value should remain and consideration should also be given to conservation areas.
- 9.9 Below is a summary of the salient issues that will either be considered or adopted when finalising the Draft manual:
- **Street signage should be in lower case and where they can be seen. (Not possible because legislation does not allow)**
 - **Road nameplates at junctions should have direction arrows and property numbers and to be on poles rather than houses. (To be considered)**
 - **Signage is required at entrances to Parades / local shopping areas (To be adopted)**
 - **The manual requires a chapter on energy saving measures (To be adopted)**
 - **The manual should discourage the use of guard rails (To be adopted where there is no compromise to safety)**
 - **Identify and protect historic street furniture (To be adopted)**
 - **The manual needs to address planning issues. Planning issues will inevitably effect the Streetscene. Traffic engineers and planning officers need to liase with each other over the manual. (To be adopted)**
 - **Lack of detail on seating. There should be more seating on all roads especially for the elderly and disabled people. (To be adopted where appropriate)**

- Lack of reference to green verges or landscaping –trees and planting is mentioned but very briefly. The greenery is being covered by concrete. **(To be considered)**
- Reflective strip to be incorporated on bollards **(To be adopted)**
- Oppose 'Two up' footway parking. Priority within footways to be given to pedestrians **(To be adopted)**
- Mix views on footway surfacing ie Bitmac material **(To be debated)**
- Less clutter strongly supported
- Retain character of historic crossovers / original materials such as York Stone and Granite Setts **(To be considered)**
- Strong support for treatment at the base of trees using Porous Resin bound gravel. **(To be adopted)**
- Have materials uniformity between conservation and non conservation areas
- Bell Bollards are dangerous and cause problem for visually impaired people **(To be considered)**
- More information required on sustainability **(To be adopted)**

9.10 See Appendix II for a summary of the responses received. The full results are available in the Members Room or on request from the Highways Service.

10.0 Summary and Conclusions

- 10.1 It is clear from the feedback that the concept of a Streetscape Guidance Manual for Haringey has a high level of support. There were a number of points that can be adopted in the manual and others that require further discussion/consideration, as highlighted in paragraph 9.9 above.
- 10.2 The manual should incorporate a chapter on sustainability and energy saving, as part of the drive to a cleaner greener borough.
- 10.3 The manual provides non statutory guidance. However, it may be possible to incorporate the Streetscene Manual key principles into the existing draft SPGs, such as the draft "Design Guidance and Design Statements", and "Parking in Front Gardens" SPGs. The link between planning issues and the effect this has on the streetscape environment raised a lot of comment. It is important that the document should consider "Design Guidance and Design Statements" to provide closer links to Planning.
- 10.4 There is strong support for the introduction of the new road nameplates as there is for the porous resin bound gravel around trees and this should be adopted immediately.
- 10.5 Further debate is required on the materials to be used on the footway. Although there was support for the use of Bitumen Macadam on safety and maintenance grounds it was also regarded to be unsightly if patched after utility works and maintenance.

11.0 Recommendations

The Executive is recommended to:

- 11.1 Agree in principle to adopt a Streetscape Manual to promote consistency in street design and furniture throughout the borough.
- 11.2 Agree that the draft Streetscape Manual (shown as Appendix I) is modified to reflect comments received during consultation as summarised in para 9.3
- 11.3 Agree that the final Streetscape Manual be adopted by the Council, with the final decision on content being taken by the Executive Lead Member for the Environment in consultation with the Director of Environmental Services.

12 Comments of the Director of Finance

- 12.1 The Streetscape manual will ensure that a consistent approach is adopted in terms of design standards, specification and maintenance of highway activities across the whole borough. The principles will be applied to all relevant schemes and within approved revenue or capital budgets as appropriate.

13 Comments of the Head of Legal Services

- 13.1 Relevant provisions from the Streetscape Manual could be included in the terms of section 106 Planning Agreements or section 278 Highways Works Agreements entered into with developers. There are no other specific legal implications.

14 Equalities Implications

- 14.1 The manual aims to specifically address the accessibility of the street environment and include good practice on this. The external consultation with stakeholder groups included the Mobility Forum and presentations to two meetings were held.

15 Environmental Implications

- 15.1 The manual will also address good environmental practice in the use of appropriate materials. The external consultation with stakeholder groups has included groups who are concerned about sustainability. These were from Living Streets and resident groups.

16 Use of Appendices / Tables / Photographs

16.1 Appendices

- **Appendix I – Draft Streetscape Manual**
- **Appendix II – Consultation feedback**

Appendix I
Draft Streetscape Manual

Appendix II - Summary of consultation feedback

Summary of consultation feedback

Questionnaire Results

Along with the notes taken from the consultation meetings and additional comments sent in, we also handed out questionnaires that asked questions on the manual.

3. Do you support the principle of LBH having Streetscape Guidance?

Yes	No	No Opinion	Key Comments
11	0	0	It is useful & readable & covers much of interest to resident's removal of clutter very desirable.

6. Does the draft Streetscape Guidance contain the correct streetscape elements?

Yes	No	No Opinion	Key Comments
7	4	0	As it is the first streetscape manual its ok. Environmental aspects should be added to key principles.

8. Are the details in the streetscape manual correct, if not, please say where more detail is needed?

Yes	No	No Opinion	Key Comments
5	3	3	It could deal with more detailed issues such as retaining the character of historic features.

9. Do you consider the number and descriptions of the streetscape areas to be correct?

Yes	No	No Opinion	Key Comments
7	3	1	

10. Do you consider the palette of materials for each streetscape area to be correct?			Key Comments
Yes	No	No Opinion	
5	3	3	For partially sites people stainless steel is difficult to see. As is dark. So a yellow stripe is needed on all black or stainless steel objects.
11. Do you consider all four areas and palettes to be appropriate to the Borough?			Key Comments
Yes	No	No Opinion	
8	2	1	
<p>Footway surfaces: A number of different materials are currently used to surface general footways in the LBH and there is a desire to rationalise this. The long term strategy is to use Bitumen macadam (Bitmac) as shown in Appendix FCS detail number 01, for most areas in Borough.</p>			
12. Do you consider this detail to be a practical and beneficial improvement the Borough's footways?			Key Comments
Yes	No	No Opinion	
6	4	1	Bitumen macadam sounds good, as it will assist in maintaining a smooth trip free environment, however, if black is always used it may make the visual appearance a bit dark & dreary.
			Good idea
			It can be very unsightly when used to patch up within a stone paved area, ideally, perhaps all pavements should use good quality sustainable materials . Stone!
<p>Tree planting: Tree grilles have been provided in certain areas, and it is recognised that these may act as litter traps. The Council will introduce porous resin-bound gravel within tree pits to allow water to reach the roots and to enable the safe passage of pedestrians.</p>			
13. Do you consider the use of the porous resin to be a practical improvement?			Key Comments
Yes	No	No Opinion	
11	0	0	Excellent choice avoids trip hazard's
			At page 43 the tree protection is very good. More of those please. Too many trees are vandalised/ broken etc. The damages are not foiled up by the tree section

New street nameplate: Haringey will be introducing new street nameplates. The new plates will gradually replace the old plates. Emphasis will also be placed on using existing poles/structures for new name plates/signs so as to minimise street clutter.		
14. Do you consider their use to be a practical improvement?		
Yes	No	No Opinion
10	1	0
Yes but please respect conservation areas		
15. Do you consider the illustrative and typical details useful?		
Yes	No	No Opinion
11	0	0
Very helpful, especially for people unfamiliar with an area.		
Controlled Pedestrian Crossings. We use red tactile paving at controlled crossings except in conservation areas.		
16. Is the use of these materials appropriate in aiding the visually and mobility impaired road/street users of this Borough?		
Yes	No	No Opinion
8	2	1
Very helpful for visually impaired, I should think, which is most important. Perhaps rather humpy for wheel chairs passenger, and for others a bit hard on ones feet unless meaning which sales, but not really a problem.		
I would like to see equality between conservation areas and all other areas in better quality materials generally used in conservation areas.		
They may help visually impaired but are a hazard to elderly. Colours very unattractive layout generally unrelated the lines of the kerb.		
Uncontrolled Pedestrian Crossings in Conservation Areas: We propose the use of paving that matches the surrounding footway. If the Council considers complementary tactile paving, concrete slabs with a blister profile cast into the slab / yorkstone paving ground to provide a tactile profile / or brass or stainless steel studs will be used.		
17. Is this appropriate for the Borough's conservation areas?		
Yes	No	No Opinion
9	1	1
Key Comments		

Other Uncontrolled Pedestrian Crossings: We use tactile paving at uncontrolled crossings, most commonly we use buff and red blister type paving. The layout of tactile paving should be in accordance with the current DFT document – ‘Guidance on the use of Tactile Paving Surfaces’ (2002).		
18. Is this appropriate for the Borough?		
Yes	No	No Opinion
8	1	2
Wouldn't it be better to have uniformity between conservation areas & normal areas use the same materials		
The whole issue is badly worked out and needs to be challenged in the interest of people with disabilities		
Bollards: There is a desire to standardise the types of bollards used within the Borough.		
19. Do you agree that these designs are appropriate?		
Yes	No	No Opinion
7	2	2
Chrome not suitable for visually impaired		
However the bell bollard does present problems for visually impaired, despite its colours.		
Pedestrian Guardrailling: Without compromising safety, we aim to only use guardrailling in areas where there is high volumes of traffic and where there has been a history of pedestrian accidents.		
20. Do you agree that this design is appropriate?		
Yes	No	No Opinion
6	2	3
Please limit the use of guard railings near bus stops		
It is feeble, generally guard railings undesirable. Accidents in Kensington High Street have gone down since it is removed.		
Signage: It is proposed to install gateway signage on boundary roads where feasible to provide a clear and defined entrance into the borough. All other signage will be implemented and maintained in such a way as to keep street clutter to a minimum.		
21. Do you agree that this design and proposal is appropriate?		
Yes	No	No Opinion
7	2	2
It would be helpful to have the name of the area but larger.		

			Quite unnecessary it is more clutter- stick to your principles- leave it out.
Bicycle stands: We aim to provide secure bicycle parking facilities in all of the Borough's town centres and close to other popular destinations such as rail stations and public buildings.			
22. Do you agree that these designs are appropriate for the Borough?			
Yes	No	No Opinion	Key Comments
8	3	0	
Seats. We favour the use of timber seats across the Borough and want to meet the requirements of all seat users within the Borough. At present a number of different styles of seating are used.			
23. Is this design appropriate for the borough?			
Yes	No	No Opinion	Key Comments
2	8	1	Different opinions, new seats are a good idea but not sure about new design. Some locations may favour metal seating less vandalisable, lets create more public spaces-stopping points
Street lighting. Standard designs that will be used throughout the borough. There will be some locations within the borough where exceptions to standard street lighting design will be required.			
24. Do you agree that this design is appropriate for the LBH?			
Yes	No	No Opinion	Key Comments
5	5	1	
Lanterns: In most locations the standard lantern to be used will be either a ZX1 or ZX2 lantern.			
25. Do you agree that this design is appropriate for the LBH?			
Yes	No	No Opinion	Key Comments
7	2	2	A broad yellow stripe around black columns is needed for partially sighted people

Bins. We favour bins that are floor mounted and enclosed. All bins will carry the 'Better Haringey' logo. The standard design to be continued throughout the borough is the Linpac Heritage bin.		
26. Do you agree that this design is appropriate for the LBH?		
Yes	No	No Opinion
7	3	1
Provided bins are firmly fixed & enclosed, also easy to empty & clean & financially viable these are more important than actual design But you need to consider recycling and receptacles of glass, cars & batteries.		
Street furniture. The London Borough of Haringey aims to have a consistent range of street furniture. For the street furniture options presented, consistency is achieved through the finish (i.e. black).		
27. Do you consider the range of street furniture presented to be appropriate for the LBH?		
Yes	No	No Opinion
4	4	3
We don't like it! Like different colours, brighter colours		
Finishes. We propose the use of a black finish to street furniture in most areas, with the Wood Green Town Centre being the exception, where stainless steel is used.		
28. Is this the correct approach?		
Yes	No	No Opinion
7	4	0
Black is less visible & means its faults such as chipped paintwork & are not noticeable.		
Visibility Bands. We propose a contrasting colour on items of street furniture to aid visibility. This would mean a white band on a black finish.		
29. Is this the correct approach?		
Yes	No	No Opinion
6	3	2
The doric bollards have this type of finish & they look tatty after a few months. The white head band chips very easily. Highgate common bollards look nicer & won't need a white head band painted on.		

Traffic management schemes: We believe that traffic management schemes should slow traffic, prevent accidents and provide a safe environment for walking and cycling. We have identified 6 traffic calming measures to use in aiding safety on our street.

30. Is this the correct approach?

		Key Comments	
Yes	No	Opinion	
9	1	1	Though agree with need for people, traffic calming measures, road humps cause difficulties for pedestrians crossing the roads

Town centres: The London Borough of Haringey has identified 6 town centres which are shown graphically in Appendix TCCA ref. - TCCA01. Pages 68-82 of the manual outline the design principles for each of the identified town centres.

31. Is this the correct approach?

		Key Comments	
Yes	No	Opinion	
7	2	1	Doric bollards look cheap, the common bollards looks more uniform & the stainless steel will never need maintenance.

Conservation areas: LBH has identified 28 conservation areas, as shown in Appendix TCCA -ref. TCCA02. The design principles for these conservation areas are identified on pages 83-87 of the manual.

32. Is this the correct approach?

		Key Comments	
Yes	No	Opinion	
9	1	1	Conservation areas are our heritage areas & should be preserved, protected & enhanced where possible. However it would be better to use the generally better quality elements in the areas.

33. Do you find the Streetscape guidance easy to use?

		Key Comments	
Yes	No	Opinion	
9	1	1	It were good enough to use its layout simple, but the subject is far more complex then your simplistic approach allows.

Summary of Additional Comments

Positive Comments	Negative Comments
<p>Very pleased with ideas to remove clutter from pedestrians environment - by removing excess polls & bollards and positioning objects near building when possible as mentioned above when objects such as bollards are black or stainless steel a yellow stripe would make them much more visible.</p> <p>I think this whole idea is wonderful, and I wish you every success in your endeavours. For shopping, sports, leisure facilities, whatever.</p> <p>Its heart is in the right place but it needs for more sensitivity and local destructiveness to succeed. Massive re-write needed after you have created a philosophy</p> <p>Good manual –it's a step forward</p>	<p>Manual doesn't address new development- noticed in the TFL manual they highlighted the points about new buildings close to the pavement-obligations to Streetscene should be considered in design- should design buildings for people.</p> <p>Streets are social spaces; all users should have equal rights. Most roads are made for cars and not pedestrians. Manual needs to approach pedestrians</p> <p>Environment needs to be a key principle not just the look and furniture</p>
<p>For a first draft streetscape manual it was good.</p>	<p>Seating- Lack of detail on seating, seating should be mentioned in more depth. There should be more seating on all roads especially for the elderly and the disabled. Seating is constantly vandalised.</p> <p>Pedestrians association member- Council should be more pro-active in encouraging walking and making the streets more pedestrian friendly. Implementing more seating, better road surfaces and the overall look of the streets will encourage walking. Give the pavements back to the pedestrians.</p>
<p>The manual itself was a very useful document- it is readable covers a lot of issues- most importantly to local residents and communities in terms of how our streets look are able to be used safely.</p> <p>There were a lot of positive paragraphs about reducing street clutter. This is encouraging.</p>	<p>We believe that the following should be included as a key principle. Interests of pedestrians, cyclists, public transport and private vehicles. At the moment they conflict and so therefore we need to ensure that environmental, social and economic sustainability criteria determine the resolution of the conflict.</p> <p>Lack of reference to Green verges or landscaping- less and less greenery. Mentioned trees and planting in manual but only very briefly. The greenery is being covered by concrete.</p>
<p>Connecting people- signage, good move towards improving signage. Community notice boards should be introduced to the borough. More pedestrian friendly. The notice board can have all sorts of information on it to let people know where they are.</p>	<p>Cultural side all focused on conservation areas and on the west side- should not just focus on the West Side but equally improve the east and west sides of Haringey.</p>