

Public Document Pack



OVERVIEW & SCRUTINY COMMITTEE

Tuesday, 10 January 2017 at 7.30 pm
Council Chamber, Civic Centre, Silver Street,
Enfield, EN1 3XA

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Councillors : Derek Levy (Chair), Abdul Abdullahi, Katherine Chibah, Joanne Laban,
Edward Smith and Nneka Keazor

Education Statutory Co-optees: 1 vacancy (Church of England diocese representative), Simon Goulden (other faiths/denominations representative), Tony Murphy (Catholic diocese representative), Alicia Meniru & 1 vacancy (Parent Governor Representative).

Enfield Youth Parliament Co-optees (2)

Support Officer – Claire Johnson (Governance & Scrutiny Manager)
Stacey Gilmour (Scrutiny Officer)

AGENDA

1. **WELCOME AND APOLOGIES**
2. **DECLARATIONS OF INTEREST**

Members of the Council are invited to identify any disclosable pecuniary, other pecuniary or non-pecuniary interests relevant to items on the agenda.

3. **CALL IN REPORT OF: APPROVAL OF CYCLE ENFIELD - PROPOSALS FOR ENFIELD TOWN** (Pages 1 - 46)

To receive a report from the Director of Regeneration and Environment outlining a Call-in received for consideration by Overview and Scrutiny on the following reason: (Report No: 151)

Decision by Cabinet (14 December 2016): Approval of Cycle Enfield Proposals for Enfield Town.

Cabinet Decision included on Publication of Decision List No: 47/16-17 Key Decision KD4112 (List Ref: 1/47/16-17) issued on Friday 16 December 2016.

It is proposed that consideration of the Call-In be structured as follows:

- Brief outline of reasons for the Call-In by representative(s) of the Members who have called in the decision.
- Response to the reasons provided for the Call-In by the Cabinet Members responsible for taking the decision.
- Debate by Overview

4. CALL IN REPORT OF: APPROVAL OF CYCLE ENFIELD - PROPOSALS FOR A1010 (NORTH) (Pages 47 - 86)

To receive a report from the Director of Environment and Regeneration outlining a Call-In received for consideration by Overview and Scrutiny on the following reason: (Report Ref: 152)

Decision by Cabinet (14 December 2016): Approval of Cycle Enfield – Proposals for the A1010 (North)

Cabinet Decision included on Publication of Decision List No: 47/16-17 Key Decision KD4115 (List Ref: 2/47/16-17) issued on Friday 16 December 2016.

It is proposed that consideration of the Call-In be structured as follows:

- Brief outline of reasons for the Call-In by representative(s) of the Members who have called in the decision.
- Response to the reasons provided for the Call-In by the Cabinet Members responsible for taking the decision.
- Debate by Overview

5. MINUTES OF THE MEETING HELD 10 NOVEMBER 2016 (Pages 87 - 96)

To agree the Minutes of the meeting held on 10 November 2016.

6. DATES OF FUTURE MEETINGS

To note the dates of future meetings as follows:

The date of the next business meeting is 17 January 2017.

Provisional Call-in dates:

- 16 February 2017
- 8 March 2017
- 21 March 2017
- 12 April 2017

7. EXCLUSION OF THE PRESS AND PUBLIC

To consider, if necessary, passing a resolution under Section 100A(4) of the Local Government Act 1972 excluding the press and public from the meeting

for the item of business listed in Part 2 of the agenda on the grounds that it will involve the likely disclosure of exempt information as defined in those paragraphs of Part 1 Schedule 12A to the Act (as amended by the Local Government (Access to Information) (Variation) Order 2006), as are listed on the agenda (Please note there is not a Part 2 agenda).

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MUNICIPAL YEAR 2016/2017 REPORT NO. 151**MEETING TITLE AND DATE:**

**Overview & Scrutiny
Committee,
10 January 2017**

REPORT OF:

Director of Finance, Resources
and Customer Services

Contact officers and telephone
numbers:

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Agenda – Part: 1	Item: 1
Subject: Approval of cycle Enfield – Proposals for Enfield Town	
Wards: Grange, Highlands, Southbury and Town	
Key Decision No: 4112	
Cabinet Member consulted: N/A	

1. EXECUTIVE SUMMARY

1.1 This report details a call-in submitted in relation to the following decision:

Cabinet decision (14 December 2016): Approval of cycle Enfield – Proposals for Enfield Town

1.2 Details of this decision were included on Publication of Decision List No. 47/16-17 (Ref. 1/47/16-17 – issued on 16 December 2016).

1.3 In accordance with the Council's Constitution, Overview and Scrutiny Committee is asked to consider the decision that has been called-in for review.

1.4 The members who have called-in this decision do not believe it falls outside of the Council's Policy Framework.

2. RECOMMENDATIONS

- 2.1 That Overview and Scrutiny Committee considers the called-in decision and either:
- (a) Refers the decision back to the decision making person or body for reconsideration setting out in writing the nature of its concerns. The decision making body then has 14 working days in which to reconsider the decision; or
 - (b) Refer the matter to full Council; or
 - (c) Confirm the original decision.

Once the Committee has considered the called-in decision and makes one of the recommendations listed at (a), (b) or (c) above, the call-in process is completed. A decision cannot be called in more than once.

If a decision is referred back to the decision making person or body; the implementation of that decision shall be suspended until such time as the decision making person or body reconsiders and either amends or confirms the decision, but the outcome on the decision should be reached within 14 working days of the reference back. The Committee will subsequently be informed of the outcome of any such decision.

3. BACKGROUND/ INTRODUCTION

- 3.1 Please refer to Sections 3, 4 and 5 of the Cabinet decision report.

4. ALTERNATIVE OPTIONS CONSIDERED

None – Under the terms of the call-in procedure within the Council's Constitution, Overview & Scrutiny Committee is required to consider any eligible decision called-in for review. The alternative options available to Overview & Scrutiny Committee under the Council's Constitution, when considering any call-in, have been detailed in section 2 above.

5. REASONS FOR RECOMMENDATIONS

To comply with the call-in procedure within the Council's Constitution.

6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

6.1 Financial Implications

The financial implications relating to the called-in decision have been detailed in the Cabinet decision report.

6.2 Legal Implications

S 21, S 21A-21C Local Government Act 2000, s.19 Police and Justice Act 2006 and regulations made under s.21E Local Government Act 2000 define the functions of the Overview and Scrutiny committee. The functions of the committee include the ability to consider, under the call-in process, decisions of Cabinet, Cabinet Sub-Committees, individual Cabinet Members or of officers under delegated authority.

Part 4, Section 18 of the Council's Constitution sets out the procedure for call-in. Overview and Scrutiny Committee, having considered the decision may: refer it back to the decision making person or body for reconsideration; refer to full Council or confirm the original decision.

The Constitution also sets out at section 18.2, decisions that are exceptions to the call-in process.

6.3 Property Implications

Corporate property implications will be detailed in the Cabinet decision Report.

7. KEY RISKS

The key risks identified relating to the called-in decision have been detailed in the Cabinet decision Report.

8. IMPACT ON COUNCIL PRIORITIES

The way in which the called-in decision impacts on the Council priorities relating to fairness for all, growth and sustainability and strong communities have been detailed in the Cabinet decision Report.

9. EQUALITIES IMPACT IMPLICATIONS

The equalities impact implications relating to the called-in decision have been detailed in the Cabinet decision Report.

10. PERFORMANCE MANAGEMENT IMPLICATIONS

The performance management implications identified relating to the called-in decision have been detailed in the Cabinet decision Report.

11. HEALTH AND SAFETY IMPLICATIONS

The health and safety implications identified relating to the called-in decision have been detailed in the Cabinet decision Report.

12. PUBLIC HEALTH IMPLICATIONS

The public health implications identified relating to the called-in decision have been detailed in the Cabinet decision Report.

Background Papers

None

APPENDIX 1

Call-In: Cabinet Decision: Approval of Cycle
Enfield Proposals for Enfield Town

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MUNICIPAL YEAR 2016/2017 REPORT NO. **151**

MEETING TITLE AND DATE:

Cabinet
14 December 2016

Agenda – Part: 1	Item: 6
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REPORT OF:

Ian Davis
Director - Regeneration
and Environment

**Subject: Approval of Cycle Enfield
Proposals for Enfield Town**

**Wards: Grange, Highlands, Southbury and
Town**

Key Decision No: KD4112

Contact officer and telephone number:

Bob Griffiths: 020 8379 3676

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Cabinet Members consulted:

**Cllr. Daniel Anderson and Cllr. Krystle
Fonyonga**

Associate Cabinet Member: Cllr. Vicki Pite

1. EXECUTIVE SUMMARY

This report seeks approval to undertake detailed design and statutory consultation for segregated cycling facilities and public realm improvements at Enfield Town. These proposals are part of the Mayor's Cycle Vision for London and will be fully funded by Transport for London (TfL). The proposals contained in this report are expected to deliver economic, health and transport benefits for local residents, businesses and visitors to Enfield.

2. RECOMMENDATIONS

- 2.1 To note the results of the public consultation on options 1 and 6A and the resulting changes made to the design.
- 2.2 To note the air quality assessment, the economic impact assessment, the parking assessment, the traffic modelling, the equalities impact assessment and the comments of critical friends. These assessments were made in respect of the emerging design following public consultation.
- 2.3 That approval be granted to undertake detailed design and statutory consultation for lightly segregated cycling facilities and public realm improvements at Enfield town centre
- 2.4 That approval be granted for capital expenditure of £288,000 for detailed design and statutory consultation.
- 2.5 That delegated authority be granted to the Cabinet Member for Environment to approve and implement the final design of the scheme subject to further traffic modelling, consultation and completion of all necessary statutory procedures and make any additional changes as appropriate.

3. INTRODUCTION

3.1 In March 2013 the Mayor of London published his Vision for Cycling with the overarching aim to double the number of people cycling by 2023. The Vision, which is supported by funding of £913m over 10 years, set out four key elements:

- A Tube Network for the Bike – providing a network of cycle route across London
- Safer Streets for the Bike – a range of measures to improve cycle safety at junctions and to improve lorry safety
- More People Travelling by Bike – making cycling a mainstream and popular mode of transport
- Better Places for Everyone – more cycling will benefit everyone, not just people that cycle.

3.2 One of the key elements of the vision was the ‘Mini-Hollands’ programme, which allocated £100m to help boroughs deliver a step change in cycling and emulate some of the best practice seen in Holland and elsewhere. The programme was open to all outer London boroughs with funding awarded following a competitive bidding process.

3.3 Enfield’s bid, which had cross-party support, was based on the following elements:

- Providing segregated cycle lanes along the length of the A105 (Enfield Town to Palmers Green), A110 (Enfield Town to Lee Valley Road) and A1010 (Waltham Cross to Angel Edmonton);
- Revitalising Enfield Town and Edmonton Green town centres by improving the public realm and rebalancing space for traffic, pedestrians and cyclists (see para. 5.7 on Public Realm Improvements);
- Introducing ‘Quieter Neighbourhoods’ to address traffic rat-running through residential streets;
- Extending the Greenway network to promote leisure cycling;
- Addressing severance caused by the A10 and A406 North Circular Road;
- Introducing ‘Cycle Hubs’ at Enfield Town and Edmonton Green; and
- A range of supporting measures to encourage more people of all ages to take up cycling.

3.4 Enfield, Waltham Forest and Kingston were announced as the three successful bids in March 2014, each receiving in the region of £30m from the Mayor’s Mini-Hollands fund. Enfield has allocated further external funding to the project (principally significant elements of its annual LIP allocation from TfL), taking the total funding available for the project (locally branded as ‘Cycle Enfield’) to £42m.

3.5 In July 2014 the then Cabinet Member for Environment and Community Safety agreed to expenditure of £700,000 to commence the design and

consultation process. In September 2014 Cabinet agreed to the governance arrangements for the project, including the establishment of three Partnership Boards to allow a wide range of stakeholders to participate in the project. In April 2015 Cabinet agreed to the expenditure of an additional £1.9m to support the design and consultation process. In February 2016, Cabinet granted approval to undertake detailed design and statutory consultation for lightly segregated cycling facilities and public realm improvements along the A105 between Enfield Town and Palmers Green. In June 2016, Cabinet approved the Cycle Enfield Spending Plans for 2016/17. In July 2016, Cabinet granted approval to undertake detailed design and statutory consultation on the A1010 South. In August 2016, the Cabinet Member for Environment granted approval to implement the A105 scheme and make the associated Traffic Management Orders (TMOs).

- 3.6 Cycle Enfield represents a significant investment in the borough that can help transform our high streets and town centres; deliver long-term health benefits; and enable people to travel safely by cycle.
- 3.7 This report sets out the consultation undertaken to date on the Enfield Town scheme and how this has helped shape the design. However, there will be further opportunities for public engagement as part of the detailed design process. In particular, many of the scheme elements, including the mandatory cycle lanes and amendments to waiting and loading arrangements etc. will require the making of traffic management orders. As part of the order making process there is a statutory requirement to consult a number of prescribed organisations and affected parties and to consider any objections or representations made.
- 3.8 Should the scheme proceed, there are also several aspects of the detailed design yet to be finalised, including the designs of the public realm improvements at Fountain Island, the area in front of Enfield Town station and the link between the Town park and the library. These will be developed in conjunction with the local community, with co-design workshops planned for Spring 2017. In addition, further detailed design will be undertaken covering issues such as bus mitigation measures; signing and lining; drainage; lighting and surfacing materials. This important stage also allows further consideration of a number of detailed concerns raised during the consultation process, including the need to minimise the risk of conflict with pedestrians at bus stop boarders and equalities.
- 3.9 The remainder of this report describes the Enfield Town consultation process; sets out the impact of the scheme on parking, town centre vitality, air quality, health and congestion; and highlights how the scheme has been amended to address other concerns raised during the consultation.

4. CONSULTATION PROCESS

- 4.1 Enfield Town is the fourth of five main road cycling schemes to be delivered as part of the Cycle Enfield programme. The A110 Southbury Road

scheme is later in the programme and will be the subject of a separate report to Cabinet.

- 4.2 The purpose of the Enfield Town consultation exercise was to inform decision making and help shape the proposed scheme aimed at providing high quality, segregated facilities to encourage more people to cycle. The consultation process included a series of awareness raising campaigns to encourage both debate and participation in the consultation.
- 4.3 On 17 February 2015, the Council held a public engagement event at the Dugdale Centre to enable local residents and businesses to find out about the alignment and scope of the Enfield Town scheme and make comments using post-it notes. This event was attended by more than 200 people.
- 4.4 On 26 June 2015, the original proposals for Enfield Town underwent a TfL sponsor review. This meeting was attended by Jacobs (the Council's designers), LBE officers and representatives from different parts of TfL. As a result of this review, various amendments were made to the designs to improve alignment with the London Cycle Design Standards.

12-week Consultation

- 4.5 In early September 2015, we wrote to approximately 53,000 properties within a 1 Km radius of the centre of Enfield Town, inviting local residents and business owners/managers to attend an exhibition and participate in the 12 weeks consultation. We also consulted residents associations, disability groups, cycling groups, the Police and the other emergency services, transport user groups and bus operators. Detailed information on the proposals was published at <http://cycleenfield.co.uk/major-projects/enfield-town-road-scheme-consultation/>. We also provided copies of the consultation documents to those people that requested them in hard copy.
- 4.6 On 24 September 2015, the Council held a business event at the Dugdale Centre Centre for business owners/managers to find out about the proposals and to let us know how and when goods are delivered and where their customers park etc. This event was attended by 40 people.
- 4.7 On 25 & 26 September July 2015, the Council held a public exhibition at the Dugdale Centre to launch the public consultation. This event provided an opportunity for local residents to peruse the detailed proposals and discuss any concerns with officers and the designers. Over the two days, a total of 367 people attended the exhibition.
- 4.8 Towards the end of November 2015, booklets were delivered to approximately 53,000 properties within a 1 Km radius of Enfield Town to remind people to have their say.
- 4.9 The public consultation started on 25 September 2015 and ran until 18 December 2015.

- 4.10 Enfield Council received a total of 2,707 responses to the online consultation. Option 1 was fully supported by 29.8% (806) of respondents and partially supported by 3.8% (103) of respondents. 64.6% (1749) of respondents did not support this option, whilst 1.8% (49) either had no opinion or were unsure. Option 6A was fully supported by 13.7% (370) of respondents and partially supported by 14.7% (398) of respondents. 69.2% (1872) of respondents did not support this option, whilst 2.4% (67) either had no opinion or were unsure. The results of the consultation and resulting changes to design can be found at Appendix B1.
- 4.11 Throughout 2016, the Council's designers have continued to amend the initial proposals to take account of the extensive consultation feedback, which favoured the Cecil Road remaining one-way with two-way cycle lanes, and Church Street remaining open for all vehicular access, and the new Mayoral priority of "walking and cycling". The amended proposal may be less transformational than that shown in the bid, but still delivers significant cycling and town centre improvements. It also enables future enhancements to be delivered in the longer-term as part of the ongoing Master Plan for Enfield Town.
- 4.12 On 12 October 2016, the amended proposals were reviewed at a design surgery by Urban Design London. The notes/ recommendations from that meeting can be found in Appendix F.
- 4.13 In accordance with the Cycle Enfield governance arrangements agreed by Cabinet on 17 September 2014, presentations were made to the Enfield Town Partnership Board on 15 November 2016 and Project Board on 24 November 2016. A pack containing comments received from both boards was provided to Members in advance of the meeting to enable Cabinet to consider them as part of the decision-making process.

Youth Engagement

- 4.14 Over the summer of 2016, Council Officers delivered a programme of engagement to better understand the views of younger people on the Cycle Enfield programme. This group has consistently been under represented in previous consultations. The combined number of responses to the A105, Enfield Town, Southbury Road and A1010 South consultation totalled 5065 responses. Of these, 32% (1622 responses) were from people aged over 60 and just 3% from people aged under 20.
- 4.15 During August and September 2016, 16 mini exhibitions were held across the borough (at leisure centres, festivals and other young people community events), displaying details of the Cycle Enfield programme. Young people at these events (aged between 8 – 24 years old) were surveyed about how they would like to travel around the Borough and whether they support Enfield Council's proposals to invest in cycle lanes across the Borough. There were 1,112 responses to the survey, which found that 79% (884) supported the investment in cycle lanes, 7% (82) did

not support and 13% (146) were not sure. Further details about youth engagement can be found at Appendix B2.

Impact Assessments

- 4.16 On 28 October 2015, we commissioned Cambridge Environmental Research Consultants to undertake an air quality assessment for five main road cycling schemes, including Enfield Town.
- 4.17 On 19 November 2015, we commissioned Regeneris Consultants to assess the economic impacts of the Enfield Town scheme on Enfield town centre.
- 4.18 In November 2016 a predictive equalities impact assessment was undertaken. This assessment confirms that the scheme will have a generally positive effect in tackling inequality and can be found at Appendix E.

Impact on Blue Light Services

- 4.19 The Metropolitan Police Neighbourhood Partnerships Support & Operations Unit stated:

“In principle, the Metropolitan Police support and encourage greener forms of transportation such as cycling and this must fit into a modern world with all other forms of vehicular traffic. Our own officers on cycles will also benefit from the introduction of designated cycle lanes.

We would be keen to be given more time in advance of the design workshops to consult with colleagues within boroughs such as Westminster, where cycle schemes not dissimilar to this one are already in place. This will enable us to benefit from lessons learned and feed these into the designs for Enfield.

We have considered the risks associated with the scheme as it currently stands, and our initial points are summarised below:

- Communication strategy for project to link in with TFL to prevent congestion with buses timetable
- Cecil Road blind spots for two-way traffic for cycle lane but one way vehicular traffic.
- Cecil Road - potential collisions with large scale deliveries to rear of shopping chains
- Cecil Road is a poorly lit area design should incorporate this factor to make the cycle lanes safe.
- Emergency vehicles travelling at speed to be aware of blind spots and two way cycle lane traffic conflicting one way vehicular access.
- To ensure Safer Transport police are invited to the co-design workshops in 2017 to provide safety advice.”

4.20 The Metropolitan Police Traffic Management Unit stated:

“It's a little difficult for me to give a detailed response from the limited contact I've had with the scheme. In addition, the Traffic Management Unit would tend to only comment/object on a safety and casualty reduction basis. That said, the scheme itself has merit. The plan is to rejuvenate the area and create a more welcoming and safer place for all road users. Your design proposal lists a couple of additions I am supportive of (countdown timers, better designed crossings, traffic calming) as these look to improve collision and casualty rates. And taken as a whole, upon initial examination, the proposals look to fairly balance the needs of all roads users, whilst still offering additional safeguards for the more vulnerable road user.”

4.21 The London Fire Brigade Station Manager for Southgate fire station stated:

“London Fire Brigade in Enfield have reviewed the proposed cycle route revision for Enfield Town and supports the change with the following observations.

The ‘Moritz 1996 study’ into cycle lanes provides strong evidence that cars pass closer to cyclists on roads without cycle lanes due to the absence of a physical barrier. Further analysis of the impact of cycle lanes introduced in European towns and cities also indicate a reduction in the number of accidents taking place involving cyclists.

London Fire Brigade welcomes programmes which enhance the safety of all road users which in turn reduce incidents attended by fire crews. This being said, it has also been identified that significant changes to road layouts have occasionally resulted in road traffic collisions due mostly to individual drivers failing to either understand the change or apply sufficient attention.

We welcome steps that are taken which provide extensive information to drivers and pedestrians regarding road changes via a variety of methods prior to and during the initial stage of the implementation.

Operational response

Our review of the planned physical changes have not identified that they will have a negative impact to the response times of fire appliances in Enfield. Whilst this is our position presently, fire crews are required to report their observations of their actual experiences travelling under emergency conditions and whilst performing their general duties.

Traffic separators

I have noted the proposed introduction of traffic separators and further note the physical makeup of these separators will allow fire appliances and other emergency vehicles to drive over them in emergency situations without hindrance.

Raised tables

A particular observation made by emergency crews centre on the impact to response time following the introduction of speed humps and raised tables. The Mercedes fire appliance used in London carries 3000 litres of water. When full the impact to the physical attributes of the appliance when travelling at speed over uneven or raised surfaces is a factor taken into account by our drivers.

Our assessment of the proposed raised tables would be that their design incorporates a gentle incline at either end thus reducing the impact to the appliance when travelling at speed. It is also preferable that the length of the tables are consistent with the length of the Mercedes fire appliance and are of greater length whenever possible.

Widened crossings

It is felt that the widened controlled crossings will increase the number of pedestrians able to cross roads safely in what is predominantly a busy commercial area. However, to eliminate any concerns over the increased number of pedestrians being physically on the road at the approach of a fire appliance responding to an emergency. Local planning must ensure authorised parking sites, street furniture and other structures that are placed near crossings do not affect the line of sight of an approaching emergency service vehicle thus hindering the drivers entire view of the crossing.

Traffic/congestion

We are unable to provide a fact based position regarding the impact of the introduction of the proposed changes and will once, and if introduced, comment further upon receipt of reports from fire crews.

Needless to say in our last safety plan London Fire Brigade stated that we will endeavour to provide a fire appliance anywhere in London within 6 minutes of being called and the second in 8 minutes.”

4.22 The Stakeholder Engagement Manager for London Ambulance Service stated:

“My concerns remain the same as detailed in other correspondence around such schemes. Such as:

- The LAS has unhindered 24/7 access to all road networks.
- Traffic should be able to move out of the path of LAS vehicles engaged on emergency calls safely.
- Producing bottlenecks in flow should be avoided.
- The manufacture of such a scheme shouldn't produce increased traffic flow or rat runs/heavy traffic in surrounding streets.”

5. SCHEME DESIGN PROPOSALS

- 5.1 The Enfield Town scheme helps address three key themes: transforming our high streets and town centres; delivering long-term health benefits; and enabling people to travel safely by cycle.
- 5.2 This scheme involves the installation of lightly segregated cycle lanes on both sides of Cecil Road; additional traffic signals to reduce conflicts and enable cyclists to pass safely through junctions; widened pedestrian crossings on Church Street; public realm improvements at Fountain Island and the plaza in front of Enfield Town station; a new link between the Town Park and the library; the installation of bus stop boarders, side road entry treatments and raised tables; remodelling of key junctions. The scheme drawings can be found at Appendix A.
- 5.3 Light segregation is defined in the London Cycle Design Standards (2014) as “the use of physical objects intermittently placed alongside a cycle lane marking to give additional protection from motorised traffic”.
- 5.4 To accommodate the new cycle lanes, it will be necessary to make changes to parking and loading as outlined in section 5.8 below.
- 5.5 Subject to Cabinet approval, the detailed design and statutory consultation will be undertaken by Ringway Jacobs via the London Highways Alliance Contract (LoHAC).

5.6 Bus Lanes and Bus Stops

- 5.6.1 Detailed discussions have taken place with TfL about the impact of the scheme on bus services and their views have been taken into account in developing the current designs and mitigation measures.
- 5.6.2 In the proposed design, the bus stops on Church Street will remain in their current locations. On Cecil Road, Bus Stop S, east of Raleigh Road, will be merged with bus stops W and X to the east. The Bus stand located west of Raleigh Road will be relocated to the Little Park Gardens bus station. The northbound stop on London Road (Stop V) has been relocated south and the Genotin Road stop has remained in its current location.
- 5.6.3 Bus stop by-passes are proposed on Cecil Road, with shared bus boarders at the stops on London Road and Genotin Road, with a 0.5m ‘buffer’ strip between the kerb and the cycle lane.

5.6.4 To accommodate the cycle lane on London Road south of Genotin Road, it will be necessary to remove the northbound bus lane. This section of bus lane was originally due to be removed as part of the A105 scheme, but was left in place for logistical reasons.

5.7 Public Realm Improvements

5.7.1 Public realm improvements will be incorporated through the town centre area with key locations being:

- Fountain Island at the eastern end of Church Street
- Improved crossings on Church Street
- The plaza in front of Enfield Town station
- New link created between the Town Park and the library

5.7.2 To inform the detailed plans for Enfield Town and ensure community buy-in, a co-design event will be organised where local resident and business owners can help shape the final design of some of the key public spaces. This is expected to take place in early Spring 2017 and will provide further opportunity for engagement.

5.8 Parking Implications

5.8.1 The proposed changes to parking and loading in the town centre are summarised below.

Location/Type of facility	Existing Spaces	Proposed Spaces
Church Street West		
Disabled Parking	0	2
Pay and Display bay	14	0
Loading	11	8
The Town		
Disabled Parking	1	1
Loading	8	6
Motorcycles	12 metre bay	Relocated to New River Loop Car Park
Taxi	0	3
London Road		
Loading	6	5
Cecil Road		
Pay & Display Bay	5	0

5.8.2 Furthermore, two additional disabled bays also introduced on Little Park Gardens, replacing existing pay and display bays.

5.9 Economic Impact Assessment

5.9.1 Regeneris Consulting were commissioned to undertake an economic impact assessment of the Cycle Enfield Scheme on the economic vitality of Enfield Town centre. The assessment focuses on the current turnover of the town centre and assesses how this may be affected by Cycle Enfield both during the construction phase and the operational phase, once the scheme has been implemented. It also recognises that the potential transformational effect of the proposals could, if achieved, lead to a 10-15% uplift in spend. Indeed, in section 3.134 of their report they document 3 case studies, which show increased footfall of up to 30% after public realm improvements. However, this potential uplift has not been factored into the assessment as it is not guaranteed.

5.9.2 The Economic Impact Assessment is attached as Appendix D, but the overall conclusions are summarised in the table below:

	Construction Phase			Operational Phase		
	Better Case	Base Case	Worst Case	Better Case	Base Case	Worst Case
Enfield Town	Negligible	Minor Negative	Medium Negative	Medium Positive	Negligible	Medium Negative

5.9.3 The following measures have been identified by the consultants and will be implemented to ensure that impact of construction and operation is minimised and to enable the operational phase to reach either a neutral or positive level:

Construction Phase Mitigation

5.9.4 The ongoing design and planning process provides an opportunity to develop and refine a number of important pre-construction mitigation approaches.

- **Design of construction works** – engineers should bear town centre vitality in mind and do as much as possible to limit disruption to businesses and users;
- **Traffic management plan** – could help to scope out congestion issues and ensure that alternative provisions are put in place where possible; and
- **Publicity and business liaison** – widely publish delivery plans to ensure that town centre businesses and users are aware of what the work entails, how they might be impacted and when.

5.9.5 Once the construction work is underway, a range of additional mitigation measures can be developed to help reduce disruption:

- **Approach to construction** – ensure that construction is undertaken in a way which is considerate to local businesses and town centre users;
- **Ongoing business liaison** – explore the potential for the contractors to employ a specific business liaison officer for the duration of the construction period; and
- **Proactive efforts to maintain footfall flows** to local shops during construction e.g. develop a coherent town centre parking strategy for both the construction and operational phases of Cycle Enfield and local way-finding to guide pedestrians if necessary.

Operational Phase Mitigation

5.9.6 Once the scheme is operational, there is potential to deploy additional measures to mitigate negative impacts or maximise positive impacts of the scheme on town centre vitality as follows:

- **Traffic flow** – introduce traffic management measures and add new junctions to SCOOT cells to minimise congestion delays;
- **Loading/unloading** - offer to work with individual businesses to explore alternative loading and unloading solutions to minimise cost impacts for businesses;
- **Town centre management** – e.g. through town teams to enhance overall economic vitality, helping to develop stakeholder relationships, identify and respond to issues and offer opportunities for proactive work to enhance town centre vitality; and
- **Employment and training** – explore the potential to engage local residents, particularly young people in the delivery process.

5.10 Air Quality Impact and Health

5.10.1 Without any of the Cycle Enfield proposals, the air quality objective for annual average NO₂ is predicted to be exceeded in Enfield town centre.

5.10.2 With the introduction of the proposals and assuming a 2.5% reduction in traffic, there are predicted to be both increases and decreases in NO₂ concentrations near junctions. At the junction of Church Street with Windmill Hill, concentrations are predicted to increase by more than 1 µg/m³ where queuing traffic is introduced. At the other junctions the NO₂ concentrations show both increases and decreases, for instance, where the road is proposed to be narrowed from two lanes to one lane, concentrations decrease at the start of the queue, but increase where the queue extends further from the junction. An example of this is the junction of Cecil Road with Sydney Road where the average delay per vehicle is predicted to increase from 9 seconds per vehicle to 19 seconds per vehicle whilst the queue length increases from 4 vehicles long to 22 vehicles long. Away from the junctions, the reduction in traffic results in small decreases in NO₂

concentrations close to the major roads. It is, however, important to note that increases in NO₂ will also be found in the vicinity of traffic lights and pedestrian crossings caused by queuing traffic.

- 5.10.3 With greater reductions in traffic flows, the increases in concentrations at queues become smaller and the decreases in concentrations along the rest of the road become greater.
- 5.10.4 The changes to the traffic flows are predicted to bring about only small decreases in particulate matter PM₁₀ and PM_{2.5}.
- 5.10.5 The scenarios were run through an air pollution computer simulation modelling programme to make predictions of their effects on air pollution levels. The results of this work showed that none of the scenarios tested made a significant reduction in the distance from the edge of the road that air pollution levels exceed air quality standards for nitrogen dioxide and particulates. The Air Quality Standards Regulations set emissions standards levels for various pollutants, these include nitrogen dioxide and particulates which are emitted from road traffic. If these standards are breached it is referred to as an 'exceedance' of the standard.
- 5.10.6 On balance, taking into account both air quality impacts and the potential for more people to engage in active travel, the proposed scheme can play a significant part in supporting the council's objective to improve the health of residents in the borough and to address health inequality.
- 5.10.7 The National Institute for Health and Care Excellence (NICE) consultation on air quality (Air Pollution – outdoor air quality and health) recognises its profound impact on both health and health inequalities. This includes the 52,630 life-years lost per year due to PM_{2.5} particulates and the further loss of 88,113 life-years from NO₂ exposure in London alone. Implementing many of their recommendations will lead to improved health and quality of life. These include those aimed towards input into Supplementary Planning Documents, urban planning, providing infrastructure to support low and zero emission travel, travel planning, vehicle idling and congestion zones.
- 5.10.8 The Council is working with its NHS colleagues to improve health in the borough. The Chair of Enfield CCG is very supportive of our Cycle Enfield programme both because it will make Enfield better and more pleasant but also because of the huge costs of physical inactivity to the NHS. This includes an increased risk of 20 – 30% in conditions such as diabetes, cancer, obesity and dementia. Diabetes alone costs the NHS some £25,000 per minute. It is unfortunate therefore that some of the draft recommendations that contradict NICE's own guidance and are likely to actually increase pollution. For example, NICE guidance Physical Activity and the Environment recommends that 'pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads'. Recommending off-road or quiet streets for cycle routes will inevitably take a circuitous route to destinations thereby encouraging car-use and pollution. Similarly,

Enfield has followed NICE guidance to introduce traffic calming schemes to make streets more attractive for walking, cycling and children to play thereby increasing health and stopping pollution at source.

5.10.9 The Council is also disappointed that NICE's draft guidance does not seem to recognise recent evidence from Cambridge University that the health benefits of physical activity through cycling far outweigh any dis-benefits of air pollution¹ or that trees and the natural environment encourage people to walk and cycle.

1. *Tainio et al. [Can air pollution negate the health benefits of cycling and walking?](#) Preventive Medicine; 5 May 2016; DOI: 10.1016/j.ypmed.2016.02.002*

5.11 Congestion and Journey Times

5.11.1 Modelling has been undertaken to understand the impact of scheme on congestion for buses and general traffic. Modelling has been undertaken to understand the impact of scheme on congestion for buses and general traffic. Modelling shows that the proposed network can accommodate existing traffic levels in the AM and PM peak but in the Saturday Peak 10% of through trips will need to reassign to alternative routes. Further details of the results of the modelling can be found in Appendix G.

5.11.2 The modelling results show the following estimated impact on buses as a result of the proposed scheme. The results are shown in minutes for both directions of each route.

Route	Estimated Change in Journey Time Per Route (Mins)		
	AM	PM	Sat
W9 Eastbound	0.5 to 1.5	-1 to 0	0.5 to 1.5
W9 Westbound	2.5 to 3.5	1 to 2	0.5 to 1.5
231/121/191/307 Eastbound	-0.5 to 0.5	-1.5 to -0.5	0 to 1
231/121/191/307 Westbound	3 to 4	2 to 3	0.5 to 1.5
192/317 Eastbound	-1 to 0	-1.5 to -0.5	1 to 2
192/317 Westbound	3.5 to 4.5	3 to 4	1 to 2
377 Southbound	0.5 to 1.5	-0.5 to 0.5	-0.5 to 0.5
377 Westbound	1 to 2	2 to 3	1 to 2
329 Southbound	0 to 1	0.5 to 1.5	0 to 1
329 Northbound	1.5 to 2.5	2 to 3	1.5 to 2.5
W8 Southbound	0.5 to 1.5	-1 to 0	-1 to 0
W8 Northbound	-0.5 to 0.5	0.5 to 1.5	0 to 1

5.11.3 The above estimated journey times equate to an average delay per bus of approximately 1 to 2 mins in the AM, and 0.5 to 1.5 mins in the PM and

Saturday peak. To mitigate the impact of these delays, LB Enfield are investigating bus priority measures on sections of the routes outside the Enfield Town study area, to improve the impact on overall bus journey times.

5.11.4 The table below shows the impact on vehicle journey times as a result of the scheme based on no reduction in traffic volumes in the AM and PM Peak hours and 10% of through-traffic in the Saturday Peak. The table compares through-routes and also key routes into the town centre from the west to the Palace Gardens car park and from the south to Palace Exchange car park.

Route		Additional Delay Per Movement (Secs)		
		AM	PM	Sat
Through Trips	West to East	0 to 1	0.5 to 1.5	0.5 to 1.5
	East to West	3.5 to 4.5	2.5 to 3.5	1 to 2
	South to North	0 to 1	0.5 to 1.5	0.5 to 1.5
	North to South	0.5 to 1.5	-1 to 0	-1 to 0
Car Park Trips	West to Palace Gdns	0.5 to 1.5	0 to 1	0.5 to 1.5
	Palace Gdns to West	0 to 1	1 to 2	0.5 to 1.5
	South to Palace Exchange	0.5 to 1.5	0.5 to 1.5	0 to 1
	Palace Exchange to South	0.5 to 1.5	2.5 to 3.5	2 to 3

5.11.5 The results show that the east to west route is most heavily affected by the scheme for through-routes and the two-way trip between the South and Palace Exchange, for the key routes into the town centre.

5.11.6 Based on the number of vehicles travelling along the through-routes shown in the above table, the average increase in journey per through- movement is approximately 0.5 to 1.5 mins.

5.11.7 When considering the wider impact of the traffic reduction in the Saturday Peak, a worst case scenario has been assumed, with no reduction related to cycling mode shift and all traffic re-assigns onto local alternative routes. The results of these calculations are based on origin and destination survey calculations and are summarised in the table below, indicating that the most significant reassignment is assumed to occur on the Willow Road, with 91 Passenger Car Units (PCUs) in total (approximately 45 each way) transferring to the alternative route in the peak hour.

Local Diversion Route	Two-way Hourly Increase (PCUs)
Chase Side/Parsonage Lane	45
Willow Road	91
A10/ Trinity Avenue/Park Avenue	75
Green Dragon Lane/ Old Park Ridings	29

5.11.8 These journey times are based on the proposed junctions and bus stops. More details of the impact of the scheme on congestion and journey times are set out in Appendix G.

5.11.9 In considering these additional delays, it should be noted that congestion is likely to increase at Enfield Town (and on other routes) in the light of forecast population and employment growth. Providing the infrastructure to enable more people to cycle forms part of the strategy to maintain accessibility and reduce congestion in the medium to long term.

5.12 Enfield Town Masterplan

5.12.1 The Council is advancing a regeneration strategy for Enfield Town, through an Enfield Town Centre Master Plan. This will unlock identified development sites and guide new investment. The Master Plan will progress as a Supplementary Planning Document and will form part of Enfield's Local Plan in due course.

5.12.2 With highway capacity in the town centre constrained, public transport, walking and cycling will need to play a critical role in supporting future growth. The significant improvement in cycle facilities delivered by Cycle Enfield is therefore consistent with aims of the emerging Master Plan.

5.12.3 The Master Plan will focus on opportunities at the eastern end of the town centre, adjacent to Enfield Town station and the key adjoining sites. At this stage the form of development for the various sites is not known. However, the Council is aware that there has been interest to develop this area, including Genotin Road Car Park, which has been identified as a key opportunity site. Consequently, some sensitivity testing has been carried out to look at the implications of a more efficient use of Genotin road Car Park. One test therefore considers the possibility of an intensified use of Genotin Road Car Park, with an assumed employment use and a reconfigured car park. This test highlights that the network can continue to perform at an acceptable level, but emphasises the need for the Master Plan to promote highly sustainable forms of development.

5.12.4 Regeneris were asked to assess the impact of such development and loss of parking to Enfield Town Centre. They conclude that there is sufficient capacity at other car parks parking during the daytime on weekdays, with

the occupancy rate only reaching 95% at peak times of the year. Loss of parking would have no additional impact on Enfield Town. However, retention of 75% of existing capacity at Genotin Road Car Park during evenings and weekends would be required to ensure limited impact on the overall number of spaces available in Enfield Town. This report is attached at appendix D2

6. ALTERNATIVE OPTIONS CONSIDERED

The Council could decline the Mini Holland funding. However, this would mean forgoing £4.7million of investment in the borough on this scheme, £37.6million of investment on other Mini Holland schemes and the associated economic, health and transport benefits.

7. REASONS FOR RECOMMENDATIONS

- To create better, healthier communities;
- To make cycling a safe & enjoyable choice for local travel;
- To make places cycle-friendly and provide better streets and places for everyone;
- To provide better travel choices for the 34% of Enfield households who have no access to a car and an alternative travel choice for the 66% that do;
- To transform cycling in Enfield;
- To encourage more people to cycle;
- To enable people to make short journeys by bike instead of by car;
- To increase physical activity and therefore the health of cyclists;
- To reduce overcrowding on public transport;
- To enable transformational change to our town centres

8. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

8.1 Financial Implications

8.1.1 The total estimated cost of detailed design and statutory consultation is £288,000, which will be fully funded by Transport for London. This is all Mini Holland funding, which can only be spent on delivering the Mayor's Cycle Vision.

8.1.2 Expenditure once approved by TfL will be fully funded by means of direct grant from TfL. The funding arrangements are governed through the TfL Borough Portal and no costs will fall on the Council. The release of funds by TfL is based on a process that records the progress of the works against approved spending profiles. TfL makes payments against certified claims as soon as costs are incurred, ensuring the Council benefits from prompt reimbursement.

8.1.3 Use of the funding for purposes other than those for which it is provided may result in TfL requiring repayment of any funding already provided and/or withholding provision of further funding. TfL also retains the right to carry out random or specific audits in respect of the financial assistance provided.

8.2 Legal Implications

8.2.1 Under the Greater London Authority (GLA) Act 1999, the Mayor is empowered, through TfL, to provide grants to London Boroughs to assist with the implementation of the Transport Strategy. TfL is charged with responsibility of ensuring that the key rationale for allocating grants is the delivery of the Mayor's Transport Strategy.

8.2.2 The generic matters to which TfL will have regard in allocating financial assistance and the generic conditions that will apply to any such assistance are:

- Under section 159 of the GLA Act, financial assistance provided by TfL must be for a purpose which in TfL's opinion is conducive to the provision of safe, integrated, efficient and economic transport facilities or services to, from or within Greater London.
- In order to ensure this purpose is met, TfL may have regard to the following matters when exercising its functions under section 159:
 - Any financial assistance previously given
 - The use made by the authority of such assistance
- Conditions – section 159(6) of the GLA Act also allows TfL to impose conditions on any financial assistance it provides and in specified circumstances to require repayment. Other more detailed conditions may be imposed that relate to particular projects.

8.2.3 Under section 65 of the Highways Act 1980, a highway authority may, in or by the side of a highway maintainable at public expense, construct a cycle track as part of the highway; and they may light any cycle track constructed by them under this section.

8.2.4 Under the Localism Act 2011, local authorities have a general power of competence.

8.2.5 In exercising powers under the Road Traffic Regulation Act 1984, section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises and the effect on

the amenities of any locality affected. Any final decision to implement any scheme needs to take account of the considerations set out above and the outcome of public consultation. Any changes to parking restrictions and the introduction of cycle lanes will be subject to the making of a Traffic Management Order pursuant to powers contained within the Road Traffic Regulation Act 1984 and the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996.

- 8.2.6 Before making any decision with respect to this matter, the Cabinet must conscientiously consider the consultation responses.

8.3 Property Implications

There are no corporate property implications arising from this report.

9. KEY RISKS

- 9.1 The Cycle Enfield Project Delivery Team monitors and considers risk management issues at its regular meetings, and directs remedial action as necessary.
- 9.2 If the Council proceeds with these proposals there is a risk of delays due to traffic order objections, delays due to traffic signal approvals and delays due to Statutory Undertaker consents and works. If the Council does not proceed with these proposals there is a risk of increased congestion and increased pollution as the population grows and a modal shift in transport is not effected and no economic, health and transport benefits. However, the economic benefits are not guaranteed, see paragraph 5.9 above.

10. IMPACT ON COUNCIL PRIORITIES

10.1 Fairness for All

Enfield Town is part of a safe, convenient and extensive cycle route network that will make cycling a viable transport choice for all. 32.5% of households in the borough do not have access to a car or van. This scheme will improve transport for all and increase cycling amongst all age groups.

10.2 Growth and Sustainability

- 10.2.1 With forecast growth in population in the borough, the Enfield Town Scheme will help to provide a safe and efficient means of accessing Enfield town centre and contributing to its long-term vitality.

10.2.2 Cycling is a sustainable mode of transport with virtually no environmental impact compared to motorised transport. GLA population projections of an additional 45,526 people in the borough by 2040 indicate that congestion will become ever more common without a modal shift towards more sustainable transport.

10.3 Strong Communities

The Enfield Town scheme will have a positive impact on people living in deprived wards/areas by improving personal health and fitness. It is recognised that more people on the streets will provide ‘passive surveillance’ making streets more accessible for communities to use for play, meeting and social activities.

11. EQUALITIES IMPACT IMPLICATIONS

- 11.1 The Council has a duty when introducing new policies and making changes to services to have due regard to the need to eliminate discrimination, advance equality of opportunity between persons who share a relevant protected characteristic, and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. This includes persons of different ages, disability, race and sex (along with other protected characteristics). The content of the duty is set out in section 149 of the Equality Act 2010 (attached as part of Appendix E). The particular duties in respect of the disabled should be noted (section 149(4)).
- 11.2 With respect to the proposals for Enfield Town, Council officers have produced an Equality Impact Assessment (“EQIA”) (see Appendix E). This identifies whether or not (and to what extent) the proposals have an impact (positive or negative) on a particular equality target group, or whether any adverse impacts identified have been appropriately mitigated. The Cabinet should review the EQIA when exercising their duty under section 149 of the Equality Act 2010 in considering whether to approve the proposals.
- 11.3 In accordance with the Cycle Enfield governance arrangements agreed by Cabinet on 17 September 2014, we held four Partnership Board meetings for the Enfield Town scheme on 5 January 2015, 12 May 2015, 23 July 2015 and 15 November 2016. Meeting invitations were sent to Members of Parliament; ward councillors; residents’ associations; cycling groups; disabilities groups, including Enfield Disability Action, Enfield Vision, RNIB, Age UK and Enfield Over 50s Forum and interest groups. These meetings were an excellent opportunity for representatives to influence the designs and to feed information back to the groups and organisations that they represent.
- 11.4 The EQIA includes comments from the Centre for Accessible Environments, who were commissioned to undertake a design appraisal to ensure that the proposals take account of everyone in the community,

including those with protected characteristics e.g. age and disability. The concerns raised will be addressed as part of the detailed design process.

12. PERFORMANCE MANAGEMENT IMPLICATIONS

12.1 The Enfield Town scheme directly contributes to the Council Business Plan as follows:

Fairness for All

- The new infrastructure delivered as part of the Enfield Town scheme will make walking and cycling safer and enable older people and people with disabilities to maintain their independence.

Growth and Sustainability

- The inward investment in Enfield Town centre will support sustainable regeneration and growth; and
- The public realm improvements delivered as part of the Enfield Town scheme will create an environment in which businesses and community groups can grow and thrive.

Strong Communities

- The Enfield Town scheme will transform our borough and create a place where people want to live, work, learn and visit;
- The Enfield Town scheme will enable cycling to become an alternative means of transport for short journeys and enable people to live healthier lives; and
- The Enfield Town scheme will improve safety for all road users and make the area more welcoming.

13. HEALTH AND SAFETY IMPLICATIONS

13.1 The preliminary design drawings were sent to TfL's Road Safety Team in November 2016 for a stage 1 Road safety Audit. This is part of an ongoing process to identify potential road safety problems that may affect any users of the highway and, where possible, to suggest measures to eliminate or mitigate those problems. Further road safety audits will be undertaken at the end of detailed design and after construction.

13.2 The Construction, Design and Management Regulations are being followed to ensure that risks are designed out/mitigated and the Enfield Town scheme can be constructed safely.

13.3 In the public consultation, some respondents raised concern about the safety of pedestrians at bus stop borders and bus stop by-passes. These

designs have been introduced successfully in other parts of London and the UK. There are a number of Councils who have implemented these designs e.g. Camden Council and Brighton & Hove Council and monitored their impact and have not reported any significant issues.

14. PUBLIC HEALTH IMPLICATIONS

- 14.1 The Enfield Town scheme is part of Cycle Enfield, which provides a unique opportunity to improve the health of the borough's residents and address health inequality.
- 14.2 The Chair of the Enfield Clinical Commissioning Group has issued a statement, fully supporting the aims and implementation of Cycle Enfield as it will enable people to take control of their own health, improve the health of the population and make the NHS more sustainable.
- 14.3 Compared to those who are least active sufficient physical activity reduces all-cause mortality and the risk of heart disease, cancer, metabolic ill-health (type 2 diabetes), mental health issues and musculo-skeletal disease by approximately 20 to 40%. These conditions account for 70% of the NHS budget.
- 14.4 There is substantial evidence to suggest that a) physical activity is essential for maximal health and b) that population levels of physical activity are far below those recommended by the Chief Medical Officer (CMO) who also recommends that levels of physical activity are most likely to be increased by activities that can be integrated into everyday life.
- 14.5 Guidelines on physical activity have been published by (amongst others) the World Health Organisation (WHO) and the Chief Medical Officers of the Four Home Countries and at least 20 other countries.
- 14.6 Health Survey (HSE) 2012 self-report data indicates that 33% males and 44% of females aged 16+ report not meeting the current Chief Medical Officer (CMO) guidelines of 150 minutes of physical activity per week. Objective data indicates that in actuality some 95% of the population may not be meeting physical activity guidelines.
- 14.7 HSE data (2012) also shows that that 79% of boys and 84% of girls aged 5 – 15 do not meet physical activity guidelines.
- 14.8 10.5% of reception year pupils in Enfield (aged 4-5) are obese, higher than in London or England as a whole (10.1% and 9.1% respectively). 23.3% are overweight or obese, higher than in London (22.2%) and England (21.9%).
- 14.9 25.4% of Year 6 pupils in Enfield (aged 10-11) are obese, higher than in London or England as a whole (22.6% and 19.1% respectively). 41% are either overweight or obese compared to 37.2% in London and 33.5% in England. This is the 6th highest in London.

- 14.10 Cycling can be a very effective means of integrating physical activity into everyday life. In the Netherlands cycling accounts for some 34% of journeys up to 7.5km (4.6 miles). The population attributable fraction of mortality due to inactivity in the Netherlands is 1/3 to 1/2 that of the UK. It is estimated that 57% of Copenhagen residents cycle (e.g. undertake physical activity) everyday.
- 14.11 Whilst paragraph 5.10 acknowledges the air quality impacts of the scheme, cycling is good for health; it does not impact on air quality and those who cycle for non-sporting purposes are four times more likely to meet physical activity recommendations than people who do not cycle. The health benefits of cycling far outweigh the risks associated with air pollution and it is estimated that in London a person would need to cycle 9.15 hours before the effects of air pollution negate the positive effects of physical activity.
- 14.12 Improving cycling facilities in the borough has the potential to significantly increase the disposable income all residents in the borough. Academic studies indicate that those in the least wealthy quintile spend approximately 30% of their income on transport.
- 14.13 Other benefits to the individual could include greater access to employment, education, shops, recreation, health facilities and the countryside.
- 14.14 The greatest gain in the health of the public will be from increased physical activity. However, other benefits may accrue to the wider Enfield community that could result from a long-term modal transport shift towards cycling.

Background papers

None

List of Appendices:

Appendix A: Post-consultation drawings [To be available at the Cabinet meeting and in the Group offices and the Members' Library]

Technical drawing for Enfield Town revised design:

<http://cycleenfield.co.uk/wp-content/uploads/2015/08/Draft-Enfield-Town-Revised-Option-Design.pdf>

Appendix B1: Consultation report

Appendix B2: Youth engagement report

Appendix C: Air quality assessment

Appendix D: Economic impact assessment

Appendix D2: Cycle Enfield – Enfield Town Impacts

Appendix E: Predictive equalities impact assessment

Appendix F: Comments of critical friends

Appendix G: Preliminary traffic modelling assessment

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APPENDIX 2

**Call-in request form submitted by 9 members of
the Council**

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DST – Ref No:

CALL-IN OF DECISION

(please ensure you complete all sections fully)

Please return the completed original signed copy to:
Claire Johnson, Scrutiny Team, 1st Floor, Civic Centre

TITLE OF DECISION: APPROVAL OF CYCLE ENFIELD - PROPOSALS FOR ENFIELD TOWN 1147116-17
DECISION OF: CABINET


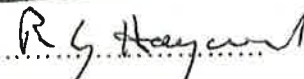







DATE OF DECISION LIST PUBLICATION: FRIDAY 16 DECEMBER 2016

LIST NO: 47116-17

(* N.B. Remember you must call-in a decision and notify Scrutiny Team within 5 working days of its publication).

A decision can be called in if it is a corporate or portfolio decision made by either Cabinet or one of its sub-committees, or a key decision made by an officer with delegated authority from the Executive.

(a) **COUNCILLORS CALLING-IN** (The Council's constitution requires seven signatures or more from Councillors to call a decision in).

- | | |
|--|--------------------------------|
| (1) Signature:  | Print Name: ALESSANDRO GEORGIU |
| (2) Signature:  | Print Name: Rob HAYWARD |
| (3) Signature:  | Print Name: JIM STEVED |
| (4) Signature:  | Print Name: Andy Milne |
| (5) Signature:  | Print Name: GLYNK VINCE |
| (6) Signature:  | Print Name: PETER FALLART |
| (7) Signature:  | Print Name: Logan Selman |
| (8) Signature:  | Print Name: Anne Marie PERCE |
|  | Terry Neville |

(b) **SCRUTINY PANEL RESOLUTION** (copy of minute detailing formal resolution to request call-in to be attached).

NAME OF PANEL:

DATE OF PANEL:

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APPENDIX 3

**Reasons for Call-in by Councillor calling in the
decision**

&

Briefing Note in response to called in decision –

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1) **Reason why decision is being called in:**

1. The proposals set out in the Cabinet Report have manifestly not been the subject of any proper consultation. It is asserted in the report and also by Councillor Anderson at the meeting, that consultation on these proposals took place in 2015 and therefore consultation had taken place. The reality is that the exercise undertaken by the council in 2015 was one which offered several different options for Enfield Town with a clear preference for what became known as Option 1. Moreover, at the Project Board on the 24 November I specifically asked the officer, Richard Eason, whether there had been consultation on these proposals and he emphatically answered "no". The current proposal was originally known as Option 4 and was subsequently removed from the list of possibilities leaving the main consultation to go forward on the old Option 1 i.e. taking the cycle lanes through Church Street and removing almost all other traffic. That proposal was overwhelmingly rejected by the residents and businesses in the consultation exercise that followed.

The proposals that have now been approved by Cabinet for further work and statutory consultation have never therefore been the subject of any detailed consultation, and as such the public, both residents and businesses, have been denied an opportunity to express a view at this stage. The statutory consultation that is scheduled to take place in the spring of next year is not the same for this purpose in as much statutory consultation can only deal with issues which are to be the subject of Traffic Management Orders. Clearly some of the work proposed will not be the subject of Traffic Management Orders.

2. I have consistently argued that cycle lanes should be diverted away from main roads. The Cabinet Member for Environment and the Administration generally, have tended to dismiss this view as being anti cyclist, something that I have always denied. In the week leading up to Christmas the London Mayor, Sadiq Khan took part in a LBC Phone In, in which the subject of cycle lanes in Outer London was raised. The transcript of that broadcast reads as follows

*"Congestion is a serious issue... this is why I have appointed a cycling and walking commissioner and one of the things he is going to be doing is to make sure that we learn the lessons from cycle superhighway. We are making sure we **speak to the councils and try and divert cyclists away from main roads** onto what I call quiet ways in order to encourage people **particularly in outer London** to cycle rather than have all our eggs in the Embankment cycle superhighway previous generation basket... **the bad news is that as a consequence of the congestion not only is it leading to worse air quality but people are stopping using certain buses because they can't rely on getting from A to B**, so it is in everyone's interest to sort out congestion in London".*

So now we have the London Mayor emphatically saying that cyclists should be diverted away from main roads onto what I would call "quiet ways". He says he intends to speak to the councils concerned, which must include Enfield, to prevail upon them to change tack. Against that background, if no other, this decision must be reconsidered.

3. There has been no proper bus consultation with bus companies, although it is asserted that there has been discussion with TfL. As I pointed out at the meeting however, TfL have, by way of responses to Freedom of Information Act requests, confirmed to me that they do not consult with the bus companies, who are of course the ones who have to operate the passenger services following any scheme of this kind, and who will therefore be most directly affected in terms of provision of those services.

4. The consultation with the emergency services seems to have been at a fairly low level and the responses from each of the services continue to express concern, particularly that they cannot be sure of the impact as they have not been consulted on the detail. Specific attention be drawn to paragraphs 4.19, 4.20 & 4.21 which are to say the least guarded in their responses, the police in particular raise a number of issues which are plainly yet to be worked through, while the Fire Brigade have concerns about road humps and the effect on its vehicles when carrying a full tank of water and the London Ambulance Service reiterates its concerns expressed during the A105 consultation. At the Cabinet Meeting Cllr Brett asked a specific question about this, although the response was hardly satisfactory the matter was not pressed.

6. Much is made in the report of "Youth Engagement" whilst we recognise the usefulness of such engagement the report is sparse on the detail of this engagement so far as this or any other scheme is concerned, preferring instead to write up a generic response which of course is predictable

7. The traffic analysis (albeit conducted as long ago as 2014 - although this fact conspicuously is not mentioned in the report) warns that there will be delays to journeys. Anybody knowing the town centre will realise that there are already long and significant delays at peak hours particularly during the winter months. That is significant because the analysis was undertaken in July 2014 when we know that traffic volumes are much lower because of holiday arrangements, and at that time per a very recent report from the Department of Transport we were still recovering from the 2008 financial crisis.

8. The air quality report also demonstrates that there will be absolutely no gain from this exercise and the expenditure of up to £8 million, in terms of improved air quality. In some cases in fact, the air quality will be worse according to the expert analysis. In particular, attention is drawn to paragraphs 5.10.7 & 5.10.8 which disclose some real ambiguity. It is clear from those paragraphs that the National Institute for Health and Care Excellence (NICE) is not in agreement with the council officers on this point at all, in as much as there is a clear recommendation for cyclists to be taken off road or along quiet streets. While this recommendation is casually dismissed in the report with the words that implementing it would mean "cycle routes will inevitably take a circuitous route to destinations thereby encouraging car use and pollution". There seems to be no rationale for this assertion other than the fact of course that it doesn't agree with what the council want to do. But we say that irrespective of the NICE research and guidelines, it is surely a matter of pure common sense that if cyclists do in fact use cycle lanes which run alongside long queues of heavy traffic belching out fumes that they are having to inhale:

a) It is not good for their health

and

b) they will be disinclined to use the cycle lanes. Anyone doubting this rationale has only to look at the properly segregated cycle lane along the North Circular Road A406 installed as part of the upgrade carried out in 2008/9, to see that no matter what time of day or night one passes it there is never a cyclist to be seen!

For all these reasons it is our view that this decision is palpably wrong and should be returned to Cabinet for reconsideration.

(2) Outline of proposed alternative action:

Return the decision to Cabinet for reconsideration.

(3) Do you believe the decision is outside the policy framework?

No


(4) If Yes, give reasons: n/a

FOR DST USE ONLY:

Checked by Proper Officer for validation –

Name of Proper Officer:

Date:

Asmat Hussain


29-12-2016

OVERVIEW & SCRUTINY COMMITTEE

10 January 2017

RESPONSE TO **REASONS FOR CALL IN**

PART 1

Relating to the Following Decision:

Decision: Approval of Cycle Enfield Proposals for Enfield Town

Decision Date: 14 December 2016

Decision of: Cabinet

Key Decision No: KD4112

1. Introduction

1.1 On 14 December 2016 Cabinet considered a report seeking approval to undertake detailed design and statutory consultation for segregated cycling facilities and public realm improvements in Enfield Town. These proposals are part of the Mayor's Cycle Vision for London and will be fully funded by Transport for London (TfL). The following specific recommendations were agreed.

- To note the results of the public consultation on options 1 and 6A and the resulting changes made to the design.
- To note the air quality assessment, the economic impact assessment, the parking assessment, the traffic modelling, the equalities impact assessment and the comments of critical friends. These assessments were made in respect of the emerging design following public consultation.
- That approval be granted to undertake detailed design and statutory consultation for lightly segregated cycling facilities and public realm improvements at Enfield town centre
- That approval be granted for capital expenditure of £288,000 for detailed design and statutory consultation.

- That delegated authority be granted to the Cabinet Member for Environment to approve and implement the final design of the scheme subject to further traffic modelling, consultation and completion of all necessary statutory procedures and make any additional changes as appropriate.

2. Reasons for Call In

2.1 The reasons why the decision was called in are as follows: -

See attached

3. Response to Reasons for Call In

a) Inadequate consultation on current proposals

3.1 The previous 12-week consultation period, which took place between September and December 2015, provided two options for Enfield Town; though neither was presented as a preferred option.

3.2 The consultation process identified a range of concerns relevant to both options. A key theme from the consultation were calls for an alternative approach that saw the retention of motor vehicles along Church Street and cycle lanes instead installed in both directions along Cecil Road. After a thorough review of the consultation responses, ongoing discussions with Transport for London and extensive design work, a revised design for Enfield Town has emerged. This design is more aligned with the views expressed above and does reflect some design aspects (i.e. retaining the one-way system for motor vehicles through the town) that were previously considered at an early stage of development.

3.3 It has been made clear at the Partnership Board (minutes attached), Project Board (minutes attached) and in the Cabinet Report, that this revised design, a product of the previous engagement and consultation effort, will itself be subject to further engagement and consultation. There will be a public exhibition to help explain the revised design, along with a co-design workshop where residents, businesses and community groups can help to shape the final design of some of the public spaces. There will then be a further period of consultation, longer than the statutory minimum of 21 days. This consultation will be structured in such a way that it enables wider comment to be made on the proposals, in addition to any comment on the Traffic Management Orders. Following this further consultation, all written comments will be considered and the designs reviewed prior to a decision on implementation.

b) Cycle lanes should not be on main roads

3.4 Enfield's successful bid document, which had cross-party support, included a clear strategy for the Enfield Cycle Network; this highlighted the importance of a strategic cycle network with primary, secondary and tertiary cycle routes, just like a strategic

road network. The data produced by TfL using London Travel Demand Survey (LTDS) data identified that the potentially 'cycle-able' car trips over short distances predominantly start from or end around Enfield Town, Edmonton Green and Palmers Green. In addition, a number of east-west movements are made along the A110 (Southbury Road) and through Enfield Town. Therefore, it is essential for a successful cycle network to include routes that pass through these locations, with the major corridor routes serving as primary routes, Greenways and Quietways as secondary cycle routes, and quieter neighbourhoods operating as tertiary cycle routes.

- 3.5 This strategy was agreed by the previous Mayor and continues to be supported by the current Mayor, who is funding the Council's proposals.

c) No consultation with bus companies

- 3.6 Enfield Town is served by a total of 15 bus routes, including night buses and part-time/school services). These route are operated by either Arriva London, London General or Metroline, with one part-time route (610) operated as a commercial service by Uno.
- 3.7 Fortnightly meetings to discuss all Cycle Enfield schemes take place between the Council and all relevant TfL stakeholders, including representatives from London Buses. In particular, the meeting is attended by the Area Manager responsible for bus operations in Enfield and Haringey, whose role includes liaison with the relevant bus operators. Further engagement with both TfL and the bus operators will take place as part of the development of the detailed design.
- 3.8 In line with the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, bus operators will be consulted as part of the statutory traffic order making process.

d) Consultation with emergency services

- 3.9 Each of the emergency services were consulted on the proposed option for Enfield Town and their responses are recorded verbatim in sections 4.19-4.21 of the Cabinet Report. None of the emergency services object to the proposals and, in any event, further engagement will take place with all three services as part of the detailed design process.
- 3.10 In particular, the safety matters raised by the Police will be addressed as part of the normal detailed design/safety audit process. The London Fire Brigade point about the raised tables will be addressed by ensuring that they are designed in-line with the latest design guidance. The London Ambulance Service continue to raise some concerns although they will continue to have unhindered access 24/7; traffic will be able to move out of the way in most situations due to the use of light segregation; the modelling confirms that junctions in the town centre will continue to operate effectively at peak time; and the reassignment of traffic onto alternative routes will be modest.

e) Youth engagement

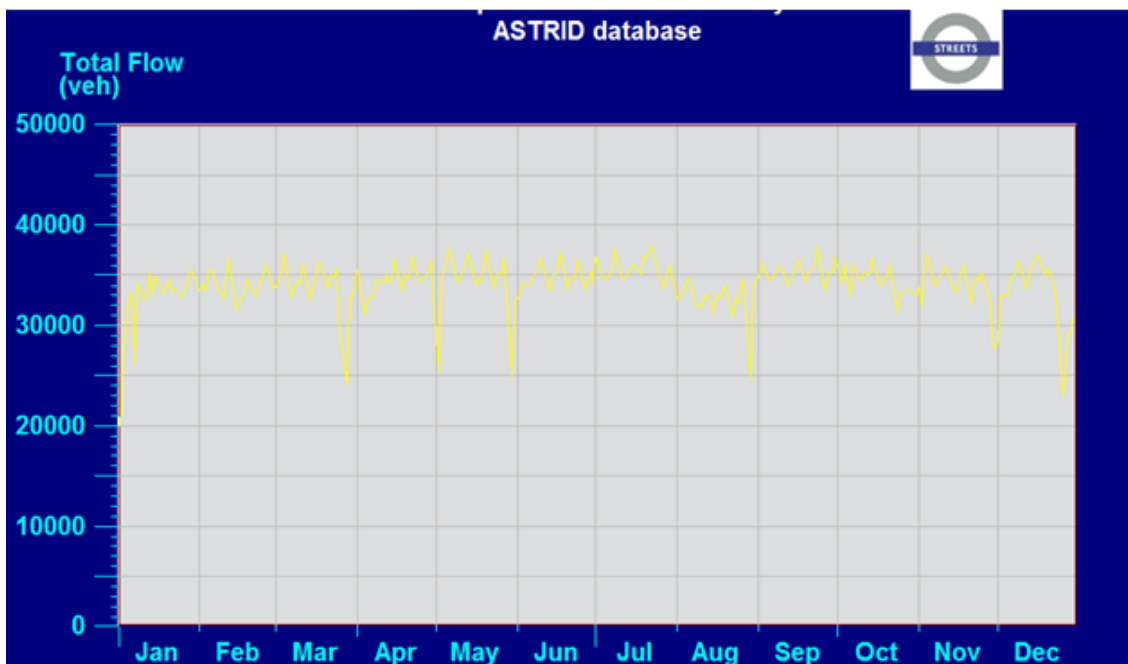
3.11 Appendix B2 to the Cabinet Report included details on the results of the young people engagement work conducted over summer 2016. Each of the exhibitions included a Cycle Enfield display, providing further information on the proposals across the Borough. The report provides an insight in the views of young people who have been previously underrepresented as part of the individual scheme consultations.

f) Traffic analysis unrepresentative

3.12 Department for Transport (DfT) Annual Average Daily Flow (AADF) for traffic is available for the four main approach roads into Enfield Town (Windmill Hill, Silver Street, Southbury Road London Road), as well as Cecil Road and Church Street. The data shows that there is a negligible reduction in traffic flows of less than 0.4% when comparing 2014 to 2015.

3.13 TfL independently review the modelling as part of the Traffic Management Act approval of the scheme and have confirmed that traffic counts used in modelling need to be in a 'neutral' period i.e. not in December or School Holidays. As such, counts in early July would be appropriate as long as there was no other outside factor affecting the traffic counts (accidents/works etc.).

3.14 TfL have provided annual traffic flow data for the junction of The Town/London Road/Silver Street/Southbury Road in the centre of Enfield Town, which is shown below and shows not significant seasonal variation in traffic flows, but clear troughs in the school holidays.



g) Impact on air quality and health

- 3.15 There is wealth of public health (PH) guidance from the National Institute for Clinical Excellence (NICE) guidance to support cycling. These include PH41 that 'covers encouraging people to increase the amount they walk or cycle for travel or recreation purposes. This further notes that encouraging walking and cycling will help meet other goals including reducing air pollution, itself a significant cause of mortality in England. NICE states that up to 70% of air pollution in urban areas where most human exposure occurs.
- 3.16 PH8 Physical activity and the environment (2008). This states that 'those responsible for all strategies, policies and plans involving changes to the physical environment, including local transport authorities, transport planners and local authorities' should 'ensure pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads'.
- 3.17 PH13 Physical activity in the workplace (2008). This states that 'Employers in organisations of all sizes' should 'Introduce and monitor an organisation-wide, multi-component programme to encourage and support employees to be physically active'. These could include 'policies to encourage employees to walk, cycle or use other modes of transport involving physical activity (to travel to and from work and as part of their working day).
- 3.18 PH16 Mental Wellbeing in over 65's (2008): Occupational therapy and physical activity interventions. This states that useful activities of daily life that would help exercise safely for 30 minutes a day include cycling.
- 3.19 PH17 Physical activity for children and young people (2009). This states that opportunities for moderate to vigorous physical activity include everything from competitive sport and formal exercise to active play and other physically demanding activities (such as dancing, swimming or skateboarding). They also include some of the actions that can be involved in daily life (such as walking, cycling or using other modes of travel involving physical activity).
- 3.20 The 'guidance' referred to in the call-in is draft guidance for consultation and has caused considerable consternation amongst professionals seeking to encourage active transport. A response is being coordinated through the Faculty of Public Health.
- 3.21 A transport modal shift from motorised to active transport will improve air quality. These actions are part of the Mayor's Air Quality Strategy (Clearing the air. The Mayor's Air Quality Strategy) and the City of London's air quality strategy (City of London Air Quality Strategy 2015 – 2020). Cycling is cited as one of the solutions to air pollution by the GLA (A new Mayor, a new approach to improving air quality, 21st June 2016).

Health

- 3.22 Cycling benefits individual health through physical activity. Some 95% of the population does not meet physical activity guidelines (Health Survey for England,

2008). Cycle programmes have been shown to increase cycling for transport purposes by 50% without any decrease in physical activity in other life-domains (Lancet, Volume 388, Special Issue, S106, November 2016) and that those who undertake cycling for transport purposes are 4 times more likely to meet physical activity guidelines than those who do not (Journal of Public Health, doi: 10.1093/pubmed/fdv182). This includes even taking into account current pollution levels (Preventative Medicine, <http://dx.doi.org/10.1016/j.yjpm.2016.02.002>). The Chief Medical Officer (CMO) has stated that that 'for most people, the easiest and most acceptable forms of physical activity are those that can be incorporated into everyday life' for which walking and cycling are highlighted as being 'the easiest and most acceptable forms' (Start Active, Stay Active (2011). The CMO goes further stating that If a medication existed which had a similar effect to physical activity, it would be regarded as a 'wonder drug' or a 'miracle cure' (Department of Health, http://www.ukactive.com/downloads/managed/Dr_David_Walker_Deputy_Chief_Medical_Officer_ukactive_Summit.pdf).

Use of cycle lanes

- 3.23 Evidence from central London is that if a cycle network is safe and direct people will use that network. For instance, there has been a 50% increase in the number of cyclists using the East-West and North-South cycle superhighways compared to pre-construction levels taking the total number of cyclists to 8,400 using Blackfriars Bridge and 7,000 using Victoria Embankment each day in the morning and evening peaks. 90% of cyclists use the dedicated cycle route rather than the highway (Transport for London, 'Update on the implementation Quietways and the Cycle Superhighways programmes', 30th Nov 2016).

MUNICIPAL YEAR 2016/2017 REPORT NO. 152**MEETING TITLE AND DATE:**

**Overview & Scrutiny
Committee,
10 January 2017**

REPORT OF:

Director of Finance, Resources
and Customer Services

Contact officers and telephone
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Agenda – Part: 1	Item: 4
Subject: Approval of cycle Enfield – Proposals for the A1010 (North)	
Wards: Enfield Highway, Enfield Lock, Ponders End, Southbury and Turkey Street	
Key Decision No: 4115	
Cabinet Member consulted: N/A	

1. EXECUTIVE SUMMARY

1.1 This report details a call-in submitted in relation to the following decision:

Cabinet decision (14 December 2016): Approval of cycle Enfield – Proposals for the A1010 (North)

1.2 Details of this decision were included on Publication of Decision List No. 47/16-17 (Ref. 2/47/16-17 – issued on 16 December 2016).

1.3 In accordance with the Council's Constitution, Overview and Scrutiny Committee is asked to consider the decision that has been called-in for review.

1.4 The members who have called-in this decision do not believe it falls outside of the Council's Policy Framework.

2. RECOMMENDATIONS

2.1 That Overview and Scrutiny Committee considers the called-in decision and either:

- (a) Refers the decision back to the decision making person or body for reconsideration setting out in writing the nature of its concerns. The decision making body then has 14 working days in which to reconsider the decision; or
- (b) Refer the matter to full Council; or
- (c) Confirm the original decision.

Once the Committee has considered the called-in decision and makes one of the recommendations listed at (a), (b) or (c) above, the call-in process is completed. A decision cannot be called in more than once.

If a decision is referred back to the decision making person or body; the implementation of that decision shall be suspended until such time as the decision making person or body reconsiders and either amends or confirms the decision, but the outcome on the decision should be reached within 14 working days of the reference back. The Committee will subsequently be informed of the outcome of any such decision.

3. BACKGROUND/ INTRODUCTION

3.1 Please refer to Sections 3, 4 and 5 of the Cabinet decision report.

4. ALTERNATIVE OPTIONS CONSIDERED

None – Under the terms of the call-in procedure within the Council's Constitution, Overview & Scrutiny Committee is required to consider any eligible decision called-in for review. The alternative options available to Overview & Scrutiny Committee under the Council's Constitution, when considering any call-in, have been detailed in section 2 above.

5. REASONS FOR RECOMMENDATIONS

To comply with the call-in procedure within the Council's Constitution.

6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

6.1 Financial Implications

The financial implications relating to the called-in decision have been detailed in the Cabinet decision report.

6.2 Legal Implications

S 21, S 21A-21C Local Government Act 2000, s.19 Police and Justice Act 2006 and regulations made under s.21E Local Government Act 2000 define the functions of the Overview and Scrutiny committee. The functions of the committee include the ability to consider, under the call-in process, decisions of Cabinet, Cabinet Sub-Committees, individual Cabinet Members or of officers under delegated authority.

Part 4, Section 18 of the Council's Constitution sets out the procedure for call-in. Overview and Scrutiny Committee, having considered the decision may: refer it back to the decision making person or body for reconsideration; refer to full Council or confirm the original decision.

The Constitution also sets out at section 18.2, decisions that are exceptions to the call-in process.

6.3 Property Implications

Corporate property implications will be detailed in the Cabinet decision Report.

7. KEY RISKS

The key risks identified relating to the called-in decision have been detailed in the Cabinet decision Report.

8. IMPACT ON COUNCIL PRIORITIES

The way in which the called-in decision impacts on the Council priorities relating to fairness for all, growth and sustainability and strong communities have been detailed in the Cabinet decision Report.

9. EQUALITIES IMPACT IMPLICATIONS

The equalities impact implications relating to the called-in decision have been detailed in the Cabinet decision Report.

10. PERFORMANCE MANAGEMENT IMPLICATIONS

The performance management implications identified relating to the called-in decision have been detailed in the Cabinet decision Report.

11. HEALTH AND SAFETY IMPLICATIONS

The health and safety implications identified relating to the called-in decision have been detailed in the Cabinet decision Report.

12. PUBLIC HEALTH IMPLICATIONS

The public health implications identified relating to the called-in decision have been detailed in the Cabinet decision Report.

Background Papers

None

APPENDIX 1

Call-In: Cabinet Decision: Approval of Cycle
Enfield – Proposals for the A1010 (North)

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MUNICIPAL YEAR 2016/2017 REPORT NO. **152**

MEETING TITLE AND DATE:

Cabinet
14 December 2016

Agenda – Part: 1	Item: 7
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REPORT OF:

Ian Davis
Director - Regeneration
and Environment

Subject: Approval of Cycle Enfield Proposals for the A1010 North

Wards: Enfield Highway, Enfield Lock, Ponders End, Southbury and Turkey Street

Key Decision No: KD4115

Contact officer and telephone number:

Bob Griffiths: 020 8379 3776

E mail: bob.griffiths@enfield.gov.uk

Cabinet Members consulted:

Cllr. Daniel Anderson and Cllr Krystle Fonyonga.

Associate Cabinet Member: Cllr Vicki Pite.

1. EXECUTIVE SUMMARY

This report seeks approval to undertake detailed design and statutory consultation for segregated cycling facilities and public realm improvements on the A1010 North between Southbury Road/ Nags Head Road and Bullsmoor Lane/ Mollison Avenue. These proposals are part of the Mayor's Cycle Vision for London and will be fully funded by Transport for London (TfL). The proposals contained in this report are expected to deliver economic, health and transport benefits for local residents, businesses and visitors to Enfield.

2. RECOMMENDATIONS

- 2.1 To note the results of the public consultation.
- 2.2 To note the air quality assessment, the economic impact assessment, the parking assessment, the traffic modelling, the equalities impact assessment and the comments of critical friends.
- 2.3 That approval be granted to undertake detailed design and statutory consultation for lightly segregated cycling facilities and public realm improvements along the A1010 North, between Southbury Road/ Nags Head Road and Bullsmoor Lane/ Mollison Avenue .
- 2.4 That approval be granted for capital expenditure of £368,000 for detailed design and statutory consultation, which will be fully funded by Transport for London.
- 2.5 That delegated authority be granted to the Cabinet Member for Environment to approve and implement the final design of the scheme subject to consultation and completion of all necessary statutory procedures and make any additional changes as appropriate.

3. INTRODUCTION

3.1 In March 2013 the Mayor of London published his Vision for Cycling with the overarching aim to double the number of people cycling by 2023. The Vision, which is supported by funding of £913m over 10 years, set out four key elements:

- A Tube Network for the Bike – providing a network of cycle route across London
- Safer Streets for the Bike – a range of measures to improve cycle safety at junctions and to improve lorry safety
- More People Travelling by Bike – making cycling a mainstream and popular mode of transport
- Better Places for Everyone – more cycling will benefit everyone, not just people that cycle.

3.2 One of the key elements of the vision was the ‘mini-Hollands’ programme, which allocated £100m to help boroughs deliver a step change in cycling and emulate some of the best practice seen in Holland and elsewhere. The programme was open to all outer London boroughs with funding awarded following a competitive bidding process.

3.3 Enfield’s bid, which had cross-party support, was based on the following elements:

- Providing segregated cycle lanes along the length of the A105 (Enfield Town to Palmers Green), A110 (Enfield Town to Lee Valley Road) and A1010 (Waltham Cross to Angel Edmonton);
- Revitalising Enfield Town and Edmonton Green town centres by improving the public realm and rebalancing space for traffic, pedestrians and cyclists;
- Introducing ‘Quieter Neighbourhoods’ to address traffic rat-running through residential streets;
- Extending the Greenway network to promote leisure cycling;
- Addressing severance caused by the A10 and A406 North Circular Road;
- Introducing ‘Cycle Hubs’ at Enfield Town and Edmonton Green; and
- A range of supporting measures to encourage more people of all ages to take up cycling.

3.4 Enfield, Waltham Forest and Kingston were announced as the three successful bids in March 2014, each receiving in the region of £30m from the Mayor’s Mini-Hollands fund. Enfield has allocated further external funding to the project (principally significant elements of its annual LIP allocation from TfL), taking the total funding available for the project (locally branded as ‘Cycle Enfield’) to £42m.

3.5 In July 2014 the then Cabinet Member for Environment and Community Safety agreed to expenditure of £700,000 to commence the design and consultation process. In September 2014 Cabinet agreed to the

governance arrangements for the project, including the establishment of three Partnership Boards to allow a wide range of stakeholders to participate in the project. In April 2015 Cabinet agreed to the expenditure of an additional £1.9m to support the design and consultation process. In February 2016, Cabinet granted approval to undertake detailed design and statutory consultation for lightly segregated cycling facilities and public realm improvements along the A105 between Enfield Town and Palmers Green. In June 2016, Cabinet approved the Cycle Enfield Spending Plans for 2016/17. In July 2016, Cabinet granted approval to undertake detailed design and statutory consultation on the A1010 South. In September 2016, the Cabinet Member for Environment granted approval to implement the A105 scheme and make the associated Traffic Management Orders (TMOs).

- 3.6 Cycle Enfield represents a significant investment in the borough that can help transform our high streets and town centres; deliver long-term health benefits; and enable people to travel safely by cycle.
- 3.7 This report sets out the consultation undertaken to date on the A1010 North scheme and how this has helped shape the design. However, there will be further opportunities for public engagement as part of the detailed design process. In particular, many of the scheme elements, including the mandatory cycle lanes, amendments to waiting and loading arrangements, banned turns etc. will require the making of traffic management orders. As part of the order making process there is a statutory requirement to consult a number of prescribed organisations and affected parties and to consider any objections or representations made.
- 3.8 Should the scheme proceed, there are also several aspects of the detailed design yet to be finalised, including the designs of the public realm improvements. These were the subject of a co-design workshop on 22 September 2016. In addition, further detailed design will be undertaken covering issues such as bus mitigation measures; signing and lining; drainage; lighting and surfacing materials. This important stage also allows further consideration of a number of detailed concerns raised during the consultation process, including the need to minimise the risk of conflict with pedestrians at bus stop boarders and equalities.
- 3.9 The remainder of the report describes the A1010 North consultation process; sets out the impact of the scheme on parking, town centre vitality, air quality, health and congestion; and highlights how the scheme has been amended to address other concerns raised during the consultation.
- 3.10 A report about the Cycle Enfield proposals for Enfield Town is also included elsewhere on the agenda.

4. CONSULTATION PROCESS

- 4.1 The A1010 North is the fourth of five main road cycling schemes to be delivered as part of the Cycle Enfield programme.
- 4.2 The purpose of the A1010 North consultation exercise was to inform decision making and help shape the proposed scheme aimed at providing high quality, segregated facilities to encourage more people to cycle. The consultation process included a series of awareness raising campaigns to encourage both debate and participation in the consultation.
- 4.3 On 2 April 2015, the Council held a public engagement event at the Ordnance Unity Centre to enable local residents and businesses to find out about the alignment and scope of the A1010 North scheme and make comments using post-it notes. This event was attended by 25 people.
- 4.4 On 26 April 2016, the A1010 North scheme underwent a TfL sponsor review. This meeting was attended by Jacobs (the Council's designers), LBE officers and representatives from different parts of TfL. As a result of this review, various amendments were made to the designs to improve alignment with the London Cycle Design Standards. On 10 August 2016, TfL approved the base traffic modelling for the A1010 North scheme.

12- week Consultation

- 4.5 In June 2016, we wrote to over 17,000 properties within 400 metres of the proposed route, inviting local residents and business owners/managers to attend an exhibition and participate in the 12-week consultation. We also consulted residents associations, disability groups, cycling groups, the Police and the other emergency services, transport user groups and bus operators. Detailed information on the proposals was published at <http://cycleenfield.co.uk/major-projects/a1010-north-scheme-consultation/>. We also provided copies of the consultation documents to those people that requested them in hard copy.
- 4.6 On 30 June 2016, the Council held a business event at the Dharma Centre. Local business owners/managers were able to book a slot or just turn up. This was an opportunity for business owners/managers to find out about the proposals and to let us know how and when goods are delivered and where their customers park etc. On 1 & 2 July 2016, the Council held a public exhibition at the Dharma Centre to launch the public consultation. This was an opportunity for local residents to peruse the detailed proposals and discuss any concerns with officers and the designers.
- 4.7 The business event and public exhibition were attended by 101 people over the three days.
- 4.8 The public consultation started on 1 July 2016 and ran until 23 September 2016.

- 4.9 Over the period 4-6 September 2016, we delivered booklets to more than 50,000 properties in the A1010 North and A1010 south areas, reminding people that hadn't already participated in the consultation to have their say. The booklet also notified people how to apply to take part in a co-design workshop to help shape the public realm improvements for both areas.
- 4.10 Enfield Council received a total of 663 responses to the online consultation. The initial proposals were fully supported by 43.4% (288) of respondents and partially supported by 5.6% (37) of respondents. 46.3% (307) of respondents did not support the initial proposals, whilst 4.7% (31) either had no opinion or were unsure. The results of the consultation and resulting changes to design can be found at Appendix B1.
- 4.11 In accordance with the Cycle Enfield governance arrangements agreed by Cabinet on 17 September 2014, presentations were made to the Partnership Board (A1010 North) on 17 November 2016 and Project Board on 24 November 2016. A pack containing comments from both Boards was provided to Members in advance of the meeting to enable Cabinet to consider them as part of the decision-making process.

Interview Surveys

- 4.12 To complement the views gained through the online consultation, we commissioned additional research to gain further insights into the improvements people in the local community would prioritise with the investment that is made available as a result of the Cycle Enfield programme. Between 13th and 20th August 2016, surveys were conducted with 1,012 people along the full length of the A1010 North route. They were shown a map illustrating the proposals to introduce cycle lanes along the A1010 North, and were asked to rate eleven different aspects in terms of importance e.g. improved air quality and safe pedestrian crossings.

Business Walk

- 4.13 On Friday 9th September and Monday 12th September, Council Officers carried out a walk of the A1010 North route, entering businesses to promote the opportunity to engage in the co-design session and to encourage business owners to participate in the consultation.

Youth Engagement

- 4.14 Over the summer of 2016, Council Officers delivered a programme of engagement to better understand the views of younger people on the Cycle Enfield programme. This group has consistently been under represented in previous consultations. The combined number of responses to the A105, Enfield Town, Southbury Road and A1010S consultation totalled 5,065 responses. Of these, 32% (1,622 responses) were from people aged over 60 and just 3% from people aged under 20.

- 4.15 During August and September, 16 mini-exhibitions were held across the borough (at leisure centres, festivals and other young people's community events), displaying details of the Cycle Enfield programme. Young people at these events (aged between 8 – 24 years old) were surveyed about how they would like to travel around the Borough and whether they support Enfield Council's proposals to invest in cycle lanes across the Borough. There were 1,112 responses to the survey, which found that 79% (884) supported the investment in cycle lanes, 7% (82) did not support and 13% (146) were not sure. Further information about youth engagement can be found at Appendix B2.

Impact Assessments

- 4.16 On 28 October 2015, we commissioned Cambridge Environmental Research Consultants to undertake an air quality assessment for five main road cycling schemes, including A1010 North.
- 4.17 On 19 November 2015, we commissioned Regeneris Consultants to assess the economic impacts of the A1010 North scheme on Enfield Highway and Enfield Wash town centres.
- 4.18 In April 2016 a predictive equalities impact assessment was undertaken. This assessment confirms that the scheme will have a generally positive effect in tackling inequality and can be found at Appendix E.

Impact on Blue Light Services

- 4.19 The Metropolitan Police state:

“Have had a look over the documentation and have no objections.”

- 4.20 The London Fire Brigade stated:

“The London Fire Brigade (LFB) supports the Mayor's Vision for Cycling and recognises the benefits which the proposed changes will bring to London and Londoners. The LFB also has a corporate travel plan, which includes measures to encourage our staff to choose more sustainable forms of transport for commuting and business travel, including cycling where possible. The LFB, therefore supports measures that will provide for safer cycling conditions on the road for its staff and drivers.

LFB officers have visited the area and have no objections to the proposals as presented.”

- 4.21 The London Ambulance Service stated:

“Thanks for the information.

My reply is much the same as I have said in the past around such schemes. That being the LAS needs unhindered access 24/7 across the

capitals network of roads. By way of a little more detail on scheme like this I would also ask the following areas are considered:

Cycleways that run alongside the road don't have barriers to prevent ambulance pulling into the cycleway. This can be seen at a number of locations around London which results in terrible traffic congestion when an ambulance has to stop for a period of time.

Loading bays and bus stops are in locations which will not bottleneck the roads.

Any bus lanes/turning points are easily accessible to ambulances.

Any areas of high congestion which link to traffic light phasing can be managed/changed if the phasing is an issue for the LAS and the flow of the LAS fleet when engaged on 999 duties.

Rat runs are managed to allow vehicles to pass each other.”

- 4.22 In respect to London Ambulance Service, it is considered that the use of traffic separators to segregate cyclists from other traffic will help to minimise the impact on ambulance response times, allowing broken down vehicles to pull into the cycle lane if necessary. In addition, the detailed traffic modelling demonstrates that the scheme will not have a significant impact on journey times at most times. The impact of the scheme on journey times at peak times is summarised in paragraph 5.11 below.

5. SCHEME DESIGN PROPOSALS

- 5.1 The A1010 North scheme helps address three key themes: transforming our high streets and town centres; delivering long-term health benefits; and enabling people to travel safely by cycle.
- 5.2 This scheme involves the installation of lightly segregated cycle lanes on both sides of the A1010 between Southbury Road/ Nags Head Road and Bullsmoor Lane/ Mollison Avenue; additional traffic signals to reduce conflicts and enable cyclists to pass safely through junctions; public realm improvements; the installation of bus stop boarders and bus stop by-passes, new zebra crossings, side road entry treatments and raised tables; remodelling of key junctions. The scheme drawings can be found at Appendix A.
- 5.3 Light segregation is defined in the London Cycle Design Standards (2014) as “the use of physical objects intermittently placed alongside a cycle lane marking to give additional protection from motorised traffic”.
- 5.4 To accommodate the new cycle lanes, it will be necessary to remove 12 right-turn pockets at priority junctions and make changes to parking as outlined in paragraph 5.8 below.

- 5.5 Subject to Cabinet approval, the detailed design and statutory consultation will be undertaken by Ringway Jacobs via the London Highways Alliance Contract (LoHAC).

5.6 Bus Lanes and Bus Stops

- 5.6.1 Detailed discussions have taken place with TfL about the impact of the scheme on bus services and their views have been taken into account in developing the current designs and mitigation measures.
- 5.6.2 In the proposed design the majority of bus stop have been retained in their existing locations. The southbound Durants Road bus stops F and N, on the approach to Southbury Road have been merged. There are five bus stops where the shelter is currently located on the island adjacent to a service road. At these locations the cycle route is diverted via the service road. At the remaining bus stops, shared bus stop boarders have been introduced to retain the cycle facilities through the bus stop. These all include 0.5m 'buffer' strips between the kerb and the cycle lane.
- 5.6.3 The northbound bus lane on the approach to Bullsmoor Lane has been retained as existing but the northbound bus lane between Broadlands Avenue and Green Street has been removed to accommodate the cycle facilities.

5.7 Public Realm Improvements

- 5.7.1 Public realm improvements will be implemented along the corridor, where possible. Two key areas have been looked at in a co-design workshop, with community input into the design. These are Green Street and Enfield Wash.
- 5.7.2 The co-design workshop was held on Thursday 22nd September 2016 from 6.30pm – 9.30pm at the Enfield Business Centre on Hertford Road. It was attended by approximately 20 people and included a mixture of local residents and business owners. The session was facilitated by Living Streets with assistance from Council Officers and urban realm consultants from Jacobs.
- 5.7.3 Following some overview presentations, two groups were created to consider specific areas within each of the major A1010 schemes. For the A1010 South scheme, the group focused on the public realm area surrounding the Edmonton Green roundabout, including the front of the Station and the Green. For the A1010 North, the group focussed on two areas, the junction around Green Street and the urban realm around Longfield Avenue at Enfield Wash. Discussion covered a range of issues, exploring both areas of concern and future opportunities. The output of the session was captured in a report which will inform detailed design as each scheme progresses.

5.8 Parking Implications

- 5.8.1 Along the length of the corridor there are currently 185 residential parking bays, limited waiting bays, loading bays or pay & display bays, along with sections on uncontrolled parking. Under the proposal, 63% of residents bays will be retained, 89% of pay and display bays, 74% of limited waiting and all marked loading bays will be retained.
- 5.8.2 Informal parking has been reduced along the length of the corridor with the two key areas at the southern and northern extents. From A110 junction to Broadlands Avenue, during the busiest hour there is a shortfall of 3 spaces (including 100m of side road). From Holly Road to Bullsmoor Lane, during the busiest hour there is a shortfall of 1 space (including 100m of side road). For both sections there are sufficient spaces in the proposed scheme to accommodate existing overnight parking. The remaining loss of parking can be accommodated on side roads.
- 5.8.3 If properties have off-carriageway space, as part of the scheme we will offer a free crossover, subject to the planning process.
- 5.8.4 Blue badge holders (including Dial-a-Ride) will be permitted to pick up and set down passengers in lightly segregated cycle lanes.

5.9 Economic Impact Assessment

- 5.9.1 Regeneris Consulting were commissioned to undertake an economic impact assessment of the Cycle Enfield Scheme on the economic vitality of the A1010 North corridor town centres. The assessment focuses on the current turnover of each town centre and assesses how this may be affected by Cycle Enfield both during the construction phase and the operational phase, once the scheme has been implemented. It also recognises that the potential transformational effect of the proposals could, if achieved, lead to a 10-15% uplift in spend. Indeed, in section 4.129 of their report they document 3 case studies, which show increased footfall of up to 30% after public realm improvements. However, this potential uplift has not been factored into the assessment as it is not guaranteed.
- 5.9.2 The Economic Impact Assessment is attached as Appendix D, but the overall conclusions are summarised below:

	Construction Phase			Operational Phase		
	Better Case	Base Case	Worst Case	Better Case	Base Case	Worst Case
Enfield Highway	Negligible	Negligible	Minor Negative	Minor Positive	Negligible	Minor Negative
Enfield Wash	Minor Positive	Negligible	Minor Negative	Minor Positive	Negligible	Medium Negative

5.9.3 The following measures have been identified by the consultants and will be implemented to ensure that impact of construction and operation is minimised and to enable the operational phase to reach either a neutral or positive level:

Construction Phase Mitigation

5.9.4 The ongoing design and planning process provides an opportunity to develop and refine a number of important pre-construction mitigation approaches.

- **Design of construction works** – careful planning and phasing of the works to minimise access disruption to the road and pavement;
- **Traffic management plan** – could help to scope out congestion issues and ensure that alternative provisions are put in place where possible; and
- **Publicity and business liaison** – widely publish delivery plans to ensure that town centre businesses and users are aware of what the work entails, how they might be impacted and when.

5.9.5 Once the construction work is underway, a range of additional mitigation measures can be developed to help reduce disruption:

- **Approach to construction** – ensure that construction is undertaken in a way which is considerate to local businesses and town centre users;
- **Ongoing business liaison** – explore the potential for the contractors to employ a specific business liaison officer for the duration of the construction period; and
- **Proactive efforts to maintain footfall flows** to local shops during construction e.g. temporary review of town centre parking restrictions, providing local way-finding to guide pedestrians, holding town centre events to encourage stronger footfall and efforts to create a stronger brand for the town centre.

Operational Phase Mitigation

5.9.6 Once the scheme is operational, there is potential to deploy additional measures to mitigate negative impacts or maximise positive impacts of the scheme on town centre economic vitality as follows:

- **Ensure clear signage** to the off-street car parks and safe and attractive routes from these car parks into the town centres;
- **Review on-street parking policy** to consider providing 30 minutes free parking where this is currently pay & display and potentially a shorter maximum stay period for on-street parking in the centre;
- **Introduce SCOOT** as part of the scheme to optimise the flow of traffic between signalised junctions and reduce congestion;

- **Town centre management** to enhance overall economic vitality, help develop stakeholder relationships, identify and respond to issues and offer opportunities for proactive work to enhance town centre vitality; and
- **Employment and training** – explore the potential to engage local residents, particularly young people in the delivery process.

5.10 Air Quality Impact and Health

5.10.1 Without any of the Cycle Enfield proposals, the air quality objective for annual average NO₂ is predicted to be exceeded along the A1010 North, although excesses are limited to roadside locations. Concentrations of PM₁₀ and PM_{2.5} are not predicted to exceed air quality objectives.

5.10.2 With the introduction of the proposals and a 2.5% reduction in traffic, annual average NO₂ concentrations are predicted to decrease by up to 0.5 micro grammes per cubic metre at roadside locations. The introduction of the scheme is predicted to result in some increases in queue length and delay time leading to increases in concentrations at junctions. However, the area of these increases will be much smaller than the area of air quality improvements resulting from reduced traffic flows. As a result, and providing a 2.5% reduction in traffic is achieved, the majority of frontages along this road will experience an improvement in air quality and corresponding health benefits. It is, however, important to note that increases in NO₂ will also be found in the vicinity of traffic lights and pedestrian crossings caused by queuing traffic.

5.10.3 On balance, taking into account both air quality impacts and the potential for more people to engage in active travel, the proposed scheme can play a significant part in supporting the council's objective to improve the health of residents in the borough and to address health inequality.

5.10.4 The National Institute for Health and Care Excellence (NICE) consultation on air quality (Air Pollution – outdoor air quality and health) recognises its profound impact on both health and health inequalities. This includes the 52,630 life-years lost per year due to PM_{2.5} particulates and the further loss of 88,113 life-years from NO₂ exposure in London alone. Implementing many of their recommendations will lead to improved health and quality of life. These include those aimed towards input into Supplementary Planning Documents, urban planning, providing infrastructure to support low and zero emission travel, travel planning, vehicle idling and congestion zones.

5.10.5 The Council is working with its NHS colleagues to improve health in the borough. The Chair of Enfield CCG is very supportive of our Cycle Enfield programme both because it will make Enfield better and more pleasant but also because of the huge costs of physical inactivity to the NHS. This includes an increased risk of 20 – 30% in conditions such as diabetes, cancer, obesity and dementia. Diabetes alone costs the NHS some £25,000 per minute. It is unfortunate therefore that some of the draft recommendations that contradict NICE's own guidance and are likely to actually increase pollution. For example NICE guidance Physical Activity

and the Environment recommends that ‘pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads’. Recommending off-road or quiet streets for cycle routes will inevitably take a circuitous route to destinations thereby encouraging car-use and pollution. Similarly, Enfield has followed NICE guidance to introduce traffic calming schemes to make streets more attractive for walking, cycling and children to play thereby increasing health and stopping pollution at source.

5.10.6 The Council is also disappointed that NICE’s draft guidance does not seem to recognise recent evidence from Cambridge University that the health benefits of physical activity through cycling far outweigh any dis-benefits of air pollution¹ or that trees and the natural environment encourage people to walk and cycle.

1. *Tainio et al. [Can air pollution negate the health benefits of cycling and walking?](#) Preventive Medicine; 5 May 2016; DOI: 10.1016/j.ypmed.2016.02.002*

5.11 Congestion and Journey Times

5.11.1 It is accepted that the scheme will generate some level of congestion. But the designs have sought to minimise the impacts.

5.11.2 We are changing the nature of the road, to make it more town centre focused, which will naturally encourage some through traffic onto the . A10.

5.11.3 The total length of this corridor is approximately 2.3 miles. Depending on the time of day and direction of travel, the average journey time from one end of the corridor to the other is approximately 15-22 minutes.

5.11.4 Based on the modelling assessment, the estimated increase in journey time (in seconds per mile) based on the proposed junctions and bus stops are as shown below:

Additional delay per mile	Northbound	Southbound
AM peak	28 to 58 secs	-2 to 29 secs
PM peak	6 to 36 secs	16 to 46 secs

5.11.5 More details of the impact of the scheme on congestion and journey times are set out in Appendix G.

6. ALTERNATIVE OPTIONS CONSIDERED

6.1 The Council could decline the Mini Holland funding. However, this would mean forgoing £4.7million of investment in the borough on this scheme, £37.6million of investment on other Mini Holland schemes and the associated economic, health and transport benefits.

7. REASONS FOR RECOMMENDATIONS

- To create better, healthier communities;
- To make cycling a safe & enjoyable choice for local travel;
- To make places cycle-friendly and provide better streets and places for everyone;
- To provide better travel choices for the 34% of Enfield households who have no access to a car and an alternative travel choice for the 66% that do;
- To transform cycling in Enfield;
- To encourage more people to cycle;
- To enable people to make short journeys by bike instead of by car;
- To increase physical activity and therefore the health of cyclists;
- To reduce overcrowding on public transport;
- To enable transformational change to our town centres

8. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

8.1 Financial Implications

8.1.1 The total estimated cost of detailed design and statutory consultation is £368,000, which will be fully funded by Transport for London. This is all Mini Holland funding, which can only be spent on delivering the Mayor's Cycle Vision.

8.1.2 Expenditure once approved by TfL will be fully funded by means of direct grant from TfL. The funding arrangements are governed through the TfL Borough Portal and no costs will fall on the Council. The release of funds by TfL is based on a process that records the progress of the works against approved spending profiles. TfL makes payments against certified claims as soon as costs are incurred, ensuring the Council benefits from prompt reimbursement.

8.1.3 Use of the funding for purposes other than those for which it is provided may result in TfL requiring repayment of any funding already provided and/or withholding provision of further funding. TfL also retains the right to carry out random or specific audits in respect of the financial assistance provided.

8.2 Legal Implications

8.2.1 Under the Greater London Authority (GLA) Act 1999, the Mayor is empowered, through TfL, to provide grants to London Boroughs to assist with the implementation of the Transport Strategy. TfL is charged with

responsibility of ensuring that the key rationale for allocating grants is the delivery of the Mayor's Transport Strategy.

8.2.2 The generic matters to which TfL will have regard in allocating financial assistance and the generic conditions that will apply to any such assistance are:

- Under section 159 of the GLA Act, financial assistance provided by TfL must be for a purpose which in TfL's opinion is conducive to the provision of safe, integrated, efficient and economic transport facilities or services to, from or within Greater London.
- In order to ensure this purpose is met, TfL may have regard to the following matters when exercising its functions under section 159:
 - Any financial assistance previously given
 - The use made by the authority of such assistance
- Conditions – section 159(6) of the GLA Act also allows TfL to impose conditions on any financial assistance it provides and in specified circumstances to require repayment. Other more detailed conditions may be imposed that relate to particular projects.

8.2.3 Under section 65 of the Highways Act 1980, a highway authority may, in or by the side of a highway maintainable at public expense, construct a cycle track as part of the highway; and they may light any cycle track constructed by them under this section.

8.2.4 Under the Localism Act 2011, local authorities have a general power of competence.

8.2.5 In exercising powers under the Road Traffic Regulation Act 1984, section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises and the effect on the amenities of any locality affected. Any final decision to implement any scheme needs to take account of the considerations set out above and the outcome of public consultation. Any changes to parking restrictions and the introduction of cycle lanes will be subject to the making of a Traffic Management Order pursuant to powers contained within the Road Traffic Regulation Act 1984 and the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996.

8.2.6 Before making any decision with respect to this matter, the Cabinet must conscientiously consider the consultation responses.

8.3 Property Implications

8.3.1 There are no corporate property implications arising from this report.

9. KEY RISKS

9.1 The Cycle Enfield Project Delivery Team monitors and considers risk management issues at its regular meetings, and directs remedial action as necessary.

9.2 If the Council proceeds with these proposals there is a risk of delays due to traffic order objections, delays due to traffic signal approvals and delays due to Statutory Undertaker consents and works. If the Council does not proceed with these proposals there is a risk of increased congestion and increased pollution as the population grows and a modal shift in transport is not effected and no economic, health and transport benefits. However, the economic benefits are not guaranteed, see paragraph 5.9 above.

10. IMPACT ON COUNCIL PRIORITIES

10.1 Fairness for All

10.1.1 The A1010 North is part of a safe, convenient and extensive cycle route network that will make cycling a viable transport choice for all. 32.5% of households in the borough do not have access to a car or van. This scheme will improve transport for all and increase cycling amongst all age groups.

10.2 Growth and Sustainability

10.2.1 With forecast growth in population in the borough, the A1010 North scheme will help to provide a safe and efficient means of accessing Enfield Highway and Enfield Wash and contributing to their long-term vitality.

10.2.2 Cycling is a sustainable mode of transport with virtually no environmental impact compared to motorised transport. GLA population projections of an additional 45,526 people in the borough by 2040 indicate that congestion will become ever more common without a modal shift towards more sustainable transport.

10.3 Strong Communities

10.3.1 The A1010 North scheme will have a positive impact on people living in deprived wards/areas by improving personal health and fitness. It is recognised that more people on the streets will provide 'passive

surveillance' making streets more accessible for communities to use for play, meeting and social activities.

11. EQUALITIES IMPACT IMPLICATIONS

- 11.1 The Council has a duty when introducing new policies and making changes to services to have due regard to the need to eliminate discrimination, advance equality of opportunity between persons who share a relevant protected characteristic, and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. This includes persons of different ages, disability, race and sex (along with other protected characteristics). The content of the duty is set out in section 149 of the Equality Act 2010 (attached as part of Appendix E). The particular duties in respect of the disabled should be noted (section 149(4)).
- 11.2 With respect to the proposals for the A1010 North, Council officers have produced an Equality Impact Assessment ("EQIA") (see Appendix E). This identifies whether or not (and to what extent) the proposals have an impact (positive or negative) on a particular equality target group, or whether any adverse impacts identified have been appropriately mitigated. The Cabinet should review the EQIA when exercising their duty under section 149 of the Equality Act 2010 in considering whether to approve the proposals.
- 11.3 In accordance with the Cycle Enfield governance arrangements agreed by Cabinet on 17 September 2014, we held three Partnership Board meetings for the A1010 North scheme on 5 January 2015, 22 June 2016 and 17 November 2016. Meeting invitations were sent to Members of Parliament; ward councillors; residents' associations; cycling groups; disabilities groups, including Enfield Disability Action, Enfield Vision, RNIB, Age UK and Enfield Over 50s Forum and interest groups. These meetings were an excellent opportunity for representatives to influence the designs and to feed information back to the groups and organisations that they represent.
- 11.4 The EQIA includes comments from the Centre for Accessible Environments, who were commissioned to undertake a design appraisal to ensure that the proposals take account of the needs of older people and people with disabilities. The concerns raised will be addressed as part of the detailed design process.

12. PERFORMANCE MANAGEMENT IMPLICATIONS

- 12.1 The A1010 North scheme will directly contribute to the Council Business Plan as follows:

Fairness for All

- The new infrastructure delivered as part of the A1010 North scheme will make walking and cycling safer and enable older people and people with disabilities to maintain their independence.

Growth and Sustainability

- The inward investment in the A1010 North corridor will support sustainable regeneration and growth; and
- The public realm improvements delivered as part of the A1010 North scheme will create an environment in which businesses and community groups can grow and thrive.

Strong Communities

- The A1010 North scheme will transform our borough and create a place where people want to live, work, learn and visit;
- The A1010 North scheme will enable cycling to become an alternative means of transport for short journeys and help people live healthier lives; and
- The A1010 North scheme will improve safety and make the area more welcoming.

13. HEALTH AND SAFETY IMPLICATIONS

- 13.1 The post consultation drawings for A1010 North are due to be sent to TfL's Road Safety Team for a stage 1 Road safety Audit in December 2016.
- 13.2 The Construction, Design and Management Regulations are being followed to ensure that risks are designed out/mitigated and the A1010 North scheme can be constructed safely.
- 13.3 In the public consultation, some respondents raised concern about the safety of pedestrians at bus stop borders and bus stop by-passes. These designs have been introduced successfully in other parts of London and the UK. There are a number of Councils who have implemented these designs e.g. Camden Council and Brighton & Hove Council and monitored their impact and have not reported any significant issues.

14. PUBLIC HEALTH IMPLICATIONS

- 14.1 The A1010 North scheme is part of Cycle Enfield, which provides a unique opportunity to improve the health of the borough's residents and address health inequality.
- 14.2 The Chair of the Enfield Clinical Commissioning Group has issued a statement, fully supporting the aims and implementation of Cycle Enfield as it will enable people to take control of their own health, improve the health of the population and make the NHS more sustainable.

- 14.3 Compared to those who are least active sufficient physical activity reduces all-cause mortality and the risk of heart disease, cancer, metabolic ill-health (type 2 diabetes), mental health issues and musculo-skeletal disease by approximately 20 to 40%. These conditions account for 70% of the NHS budget.
- 14.4 There is substantial evidence to suggest that a) physical activity is essential for maximal health and b) that population levels of physical activity are far below those recommended by the Chief Medical Officer (CMO) who also recommends that levels of physical activity are most likely to be increased by activities that can be integrated into everyday life.
- 14.5 Guidelines on physical activity have been published by (amongst others) the World Health Organisation (WHO) and the Chief Medical Officers of the Four Home Countries and at least 20 other countries.
- 14.6 Health Survey (HSE) 2012 self-report data indicates that 33% males and 44% of females aged 16+ report not meeting the current Chief Medical Officer (CMO) guidelines of 150 minutes of physical activity per week. Objective data indicates that in actuality some 95% of the population may not be meeting physical activity guidelines.
- 14.7 HSE data (2012) also shows that that 79% of boys and 84% of girls aged 5 – 15 do not meet physical activity guidelines.
- 14.8 10.5% of reception year pupils in Enfield (aged 4-5) are obese, higher than in London or England as a whole (10.1% and 9.1% respectively). 23.3% are overweight or obese, higher than in London (22.2%) and England (21.9%).
- 14.9 25.4% of Year 6 pupils in Enfield (aged 10-11) are obese, higher than in London or England as a whole (22.6% and 19.1% respectively). 41% are either overweight or obese compared to 37.2% in London and 33.5% in England. This is the 6th highest in London.
- 14.10 Cycling can be a very effective means of integrating physical activity into everyday life. In the Netherlands cycling accounts for some 34% of journeys up to 7.5km (4.6 miles). The population attributable fraction of mortality due to inactivity in the Netherlands is 1/3 to 1/2 that of the UK. It is estimated that 57% of Copenhagen residents cycle (e.g. undertake physical activity) everyday.
- 14.11 Whilst paragraph 5.10 acknowledges the air quality impacts of the scheme, cycling is good for health; it does not impact on air quality and those who cycle for non-sporting purposes are four times more likely to meet physical activity recommendations than people who do not cycle. The health benefits of cycling far outweigh the risks associated with air pollution and it is estimated that in London a person would need to cycle 9.15 hours before the effects of air pollution negate the positive effects of physical activity.

- 14.12 Improving cycling facilities in the borough has the potential to significantly increase the disposable income all residents in the borough. Academic studies indicate that those in the least wealthy quintile spend approximately 30% of their income on transport.
- 14.13 Other benefits to the individual could include greater access to employment, education, shops, recreation, health facilities and the countryside.
- 14.14 The greatest gain in the health of the public will be from increased physical activity. However, other benefits may accrue to the wider Enfield community that could result from a long-term modal transport shift towards cycling.

Background papers

None

List of Appendices:

Appendix A: Post-consultation drawings [To be available at the Cabinet meeting and in the Group offices and the Members' Library]

A1010 North Consultation drawings (rendered drawings with changes post consultation to be developed for future public consultation):

http://cycleenfield.co.uk/wp-content/uploads/2015/08/B240G001-UD-59-A1010-North-Consultation_FULL_Package.pdf

Appendix B1: Consultation report

Appendix B2: Young people summer engagement report

Appendix C: Air quality assessment

Appendix D: Economic impact assessment

Appendix E: Predictive equalities impact assessment

Appendix F: Comments of critical friends

Appendix G: Preliminary traffic modelling assessment

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APPENDIX 2

**Call-in request form submitted by 9 members of
the Council**

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CALL-IN OF DECISION

(please ensure you complete all sections fully)

Please return the completed original signed copy to:
Claire Johnson, Scrutiny Team, 1st Floor, Civic Centre

TITLE OF DECISION: APPROVAL OF CYCLE ENFIELD - PROPOSALS for the
A1010 (NORTH) 2/47/16-17
DECISION OF: CABINET


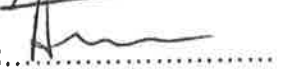
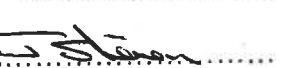
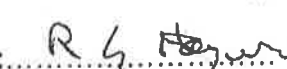
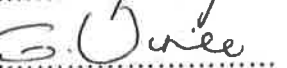
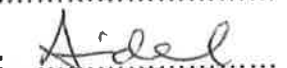
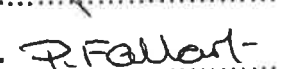
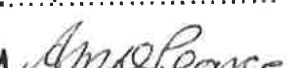

DATE OF DECISION LIST PUBLICATION: FRIDAY 16 DECEMBER 2016

LIST NO: 47/16-17

(* N.B. Remember you must call-in a decision and notify Scrutiny Team within 5 working days of its publication).

A decision can be called in if it is a corporate or portfolio decision made by either Cabinet or one of its sub-committees, or a key decision made by an officer with delegated authority from the Executive.

(a) COUNCILLORS CALLING-IN (The Council's constitution requires seven signatures or more from Councillors to call a decision in).

- | | |
|--|-----------------------------------|
| (1) Signature:  | Print Name: ALESSANDRO GEORGE FOU |
| (2) Signature:  | Print Name: Andy Milne |
| (3) Signature:  | Print Name: SIMON |
| (4) Signature:  | Print Name: Rob HAYWARD |
| (5) Signature:  | Print Name: GYNIK VINCE |
| (6) Signature:  | Print Name: Aidan Selman |
| (7) Signature:  | Print Name: PETER FALLART |
| (8) Signature:  | Print Name: ANNE MARIE PEARCE |
|  | Terry Neville |

(b) SCRUTINY PANEL RESOLUTION (copy of minute detailing formal resolution to request call-in to be attached).

NAME OF PANEL:

DATE OF PANEL:

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APPENDIX 3

**Reasons for Call-in by Councillor calling in the
decision**

&

Briefing Note in response to called in decision –

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(1) Reason why decision is being called in:

The Cabinet appears not to have paid sufficient attention to the fact that the consultation carried out by the council resulted in scant support for the proposals. The report says at paragraph 4.10 the council received 663 responses, but that the proposals were supported by only 43.4% of those that responded. That is in our view insufficient for such major expenditure, and such that will have a major impact on the A1010 corridor.

The report states that a "business walk" was carried out on the 9 September and 12 September 2016 and although the report does not give the result of that business walk, when officers were asked at the Cabinet there was no clear evidence of support for the proposals by businesses along the A1010. That is unsurprising in our view because this will have an impact on those businesses.

Again there appears to have been no direct consultation with the bus company operators, and there of course a number of routes that operate along the A1010. It was significant and telling that when asked, officers were unable to identify just how many bus routes there were.

There are also significant parking implications.

Paragraph 5.81 of the report shows that some 47% of residents' bays will disappear under these proposals as will some pay and display spaces, and 26% of much used waiting and loading bays. We are told that "informal parking" has been reduced along the length of the corridor and it is said that this can be accommodated in side roads, an assertion we do not accept and which has not been fully explained. In an attempt to mitigate this, it is said that if properties have off carriageway space they will be offered a free crossover but when asked how many such properties existed, officers again had no information.

The Economic Impact Assessment makes plain there is very little to be gained from this exercise even in a better case situation post construction, but a significant decline is expected in a worse case scenario. The point here is any detrimental impact is not one that can be easily absorbed by struggling businesses.

On air quality and health, the report is ambiguous. It says at paragraph 5.10.4 that the National Institute for Health and Care Excellence (NICE) recognises the profound effect of poor air quality on both health and health inequalities but paragraph 5.10.5 records "it is unfortunate that some of the draft recommendations that contradict NICE's own guidance are likely to actually increase pollution". They clearly recommend, as is recorded in paragraph 5.10.5, off road or quiet streets for cycle routes. That is unsurprising to us since if you encourage cyclists to travel along routes which are heavily congested with lorries, buses and cars forcing the cyclists to breathe in foul air, they are likely to go elsewhere rather than use the proposed lanes.

Lastly the congestion and journey times are going to be significantly extended, and insufficient attention has been paid to the delays to bus passengers, car passengers and all other vehicles which will affect the borough and national economy.

(2) Outline of proposed alternative action:

Refer back to Cabinet for further consideration.

(3) Do you believe the decision is outside the policy framework?

No

(4) If Yes, give reasons: n/a

FOR DST USE ONLY:

Checked by Proper Officer for validation –

Name of Proper Officer:

Date:

Asmat Hussain

29-12-2016



OVERVIEW & SCRUTINY COMMITTEE

10 January 2017

RESPONSE TO **REASONS FOR CALL IN**

PART 1

Relating to the Following Decision:

Decision: Approval of Cycle Enfield Proposals for the A1010 North

Decision Date: 14 December 2016

Decision of: Cabinet

Key Decision No: KD4115

1. Introduction

1.1 On 14 December 2016 Cabinet considered a report seeking approval to undertake detailed design and statutory consultation for segregated cycling facilities and public realm improvements on the A1010 North between Southbury Road/ Nags Head Road and Bullsmoor Lane/ Mollison Avenue. These proposals are part of the Mayor's Cycle Vision for London and will be fully funded by Transport for London (TfL). The following specific recommendations were agreed.

- To note the results of the public consultation.
- To note the air quality assessment, the economic impact assessment, the parking assessment, the traffic modelling, the equalities impact assessment and the comments of critical friends.
- That approval be granted to undertake detailed design and statutory consultation for lightly segregated cycling facilities and public realm improvements along the A1010 North, between Southbury Road/ Nags Head Road and Bullsmoor Lane/ Mollison Avenue.
- That approval be granted for capital expenditure of £368,000 for detailed design and statutory consultation, which will be fully funded by Transport for London.
- That delegated authority be granted to the Cabinet Member for Environment to approve and implement the final design of the scheme subject to consultation

and completion of all necessary statutory procedures and make any additional changes as appropriate.

2. Reasons for Call In

2.1 The reasons why the decision was called in are as follows: -

See attached

3. Response to Reasons for Call In

a) Level of support for the proposals

3.1 It should be borne in mind that this was a consultation and not a referendum and its purpose was to enable detailed insights to be captured by those people who had expressed an interest in the plans. These insights were then considered and the designs reviewed. A range of changes were then made in response to a number of concerns that had been raised.

3.2 Given that engagement in the Eastern side of the borough has been more challenging as compared to the West, additional approaches were therefore trialled to supplement the formal consultation process. The primary purpose of the business walk therefore was to act as a further direct reminder to businesses along the route that they had an opportunity to both participate in the consultation and attend the co-design workshop for this scheme.

b) Consultation with bus operators

3.3 The following bus routes use some of all of the A1010 between its junction with the A110 (Southbury Road/Nags Head Road) and the A1055 (Mollison Avenue/Bullsmoor Lane).

Bus Route	Operator
121	Arriva London
191	London General
279	Arriva London
N279	Arriva London
307	Metroline

3.4 Fortnightly meetings to discuss all Cycle Enfield schemes take place between the Council and all relevant TfL stakeholders, including representatives from London

Buses. In particular, the meeting is attended by the Area Manager responsible for bus operations in Enfield and Haringey, whose role includes liaison with the relevant bus operators. Further engagement with both TfL and the bus operators will take place as part of the development of the detailed design.

- 3.5 In line with the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, bus operators will be consulted as part of the statutory traffic order making process.

c) Impact on residents' parking

- 3.6 Section 5.8 of the Cabinet Report summarises the parking implications of the proposals for the A1010 North. Paragraph 5.8.1 quantifies the loss of parking and paragraph 5.8.2 summarises the impact of the loss of parking taking into account the results of parking surveys that covered the A1010 itself and 100 metres into each side road. Specifically, paragraph 5.8.1 does not show that "47% of residents bays will disappear". Whilst there is a 37% reduction in the number of marked residents bays, the remaining provision is still sufficient to cater for current demand.

- 3.7 The table below sets out in more detail the impact of the scheme on parking along the length of the A1010 North:

Parking Type	Existing Spaces	Existing Demand	Proposed Spaces	Required Spaces on Side Roads
Residents Bay	54	31	34	N/A
Pay and Display	55	46	49	N/A
Limited Waiting	76	67	53	14
Loading Bay	4	0	4	N/A
Unrestricted	153	131	42	89

- 3.8 As indicated in paragraph 5.8.2 of the report, there are just two sections of the corridor where the peak demand for parking space exceeds supply, taking into account capacity 100m along each of the side roads:

Section of A1010 North	Shortfall
Between Southbury Road/ Nags Head Road and Broadlands Avenue	3 spaces
Between Holly Road and Mollision Avenue/ Bullsmoor Lane	1 space

- 3.9 Where feasible, off-street parking may help meet demand for car parking along the corridor. Further assessments will be carried out as part of the detailed design and crossovers offered free of charge where relevant criteria relating to safety, rear access etc. are met.

d) Adverse economic impact

3.10 Section 5.9 of the Cabinet report summarises the outcome of the economic impact assessment, with the full assessment appended as Appendix D. The overall conclusion of the assessment, based on conservative assumptions, is that the impact of the operational phase will be either neutral or positive, subject to the implementation of the mitigation measures set out in paragraph 5.9.6.

3.11 There will also be an impact during the construction period, which is expected to last approximately three months in both Enfield Highway and Enfield Wash. The annualised impact of the construction phase is included in the tables below. However, the consultant's report highlights that the impact can be further reduced by the implementation of the mitigation measures set out in paragraphs 5.9.4 and 5.9.5 of the Cabinet report.

Enfield Highway

Impacts		Base Case	Better Case	Worse Case
Construction Phase	£	-£73,000	-£19,600	-£179,900
	%	-0.6%	-0.2%	-1.5%
Total Operational Phase (Transport Shift & Town Centre Environment)	£	-£58,700	+£244,900	-£260,700
	%	-0.5%	+2.1%	-2.2%

Enfield Wash

Impacts		Base Case	Better Case	Worse Case
Construction Phase	£	-£149,500	-£57,500	-£333,600
	%	-0.9%	-0.3%	-2.0%
Total Operational Phase (Transport Shift & Town Centre Environment)	£	-£171,600	+£356,200	-£506,100
	%	-1.0%	2.1%	-3.1%

e) Impact on air quality and health

3.12 There is wealth of public health (PH) guidance from the National Institute for Clinical Excellence (NICE) guidance to support cycling. These include PH41 that 'covers encouraging people to increase the amount they walk or cycle for travel or recreation purposes. This further notes that encouraging walking and cycling will help meet other goals including reducing air pollution, itself a significant cause of mortality in England. NICE states that up to 70% of air pollution in urban areas where most human exposure occurs.

3.13 PH8 Physical activity and the environment (2008). This states that 'those responsible for all strategies, policies and plans involving changes to the physical environment, including local transport authorities, transport planners and local authorities' should 'ensure pedestrians, cyclists and users of other modes of transport that involve

physical activity are given the highest priority when developing or maintaining streets and roads’.

- 3.14 PH13 Physical activity in the workplace (2008). This states that ‘Employers in organisations of all sizes’ should ‘Introduce and monitor an organisation-wide, multi-component programme to encourage and support employees to be physically active’. These could include ‘policies to encourage employees to walk, cycle or use other modes of transport involving physical activity (to travel to and from work and as part of their working day).
- 3.15 PH16 Mental Wellbeing in over 65’s (2008): Occupational therapy and physical activity interventions. This states that useful activities of daily life that would help exercise safely for 30 minutes a day include cycling.
- 3.16 PH17 Physical activity for children and young people (2009). This states that opportunities for moderate to vigorous physical activity include everything from competitive sport and formal exercise to active play and other physically demanding activities (such as dancing, swimming or skateboarding). They also include some of the actions that can be involved in daily life (such as walking, cycling or using other modes of travel involving physical activity).
- 3.17 The ‘guidance’ referred to in the call-in is draft guidance for consultation and has caused considerable consternation amongst professionals seeking to encourage active transport. A response is being coordinated through the Faculty of Public Health.
- 3.18 A transport modal shift from motorised to active transport will improve air quality. These actions are part of the Mayor’s Air Quality Strategy (Clearing the air. The Mayor’s Air Quality Strategy) and the City of London’s air quality strategy (City of London Air Quality Strategy 2015 – 2020). Cycling is cited as one of the solutions to air pollution by the GLA (A new Mayor, a new approach to improving air quality, 21st June 2016).

Health

- 3.19 Cycling benefits individual health through physical activity. Some 95% of the population does not meet physical activity guidelines (Health Survey for England, 2008). Cycle programmes have been shown to increase cycling for transport purposes by 50% without any decrease in physical activity in other life-domains (Lancet, Volume 388, Special Issue, S106, November 2016) and that those who undertake cycling for transport purposes are 4 times more likely to meet physical activity guidelines than those who do not (Journal of Public Health, doi: 10.1093/pubmed/fdv182). This includes even taking into account current pollution levels (Preventative Medicine, <http://dx.doi.org/10.1016/j.yjpm.2016.02.002>). The Chief Medical Officer (CMO) has stated that that ‘for most people, the easiest and most acceptable forms of physical activity are those that can be incorporated into everyday life’ for which walking and cycling are highlighted as being ‘the easiest and most acceptable forms’ (Start Active, Stay Active (2011). The CMO goes further stating that If a medication existed which had a similar effect to physical activity, it would be regarded as a ‘wonder drug’ or a ‘miracle cure’ (Department of Health,

http://www.ukactive.com/downloads/managed/Dr_David_Walker_Deputy_Chief_Medical_Officer_ukactive_Summit.pdf.

Use of cycle lanes

- 3.20 Evidence from central London is that if a cycle network is safe and direct people will use that network. For instance, there has been a 50% increase in the number of cyclists using the East-West and North-South cycle superhighways compared to pre-construction levels taking the total number of cyclists to 8,400 using Blackfriars Bridge and 7,000 using Victoria Embankment each day in the morning and evening peaks. 90% of cyclists use the dedicated cycle route rather than the highway (Transport for London, 'Update on the implementation Quietways and the Cycle Superhighways programmes', 30th Nov 2016).

f) Insufficient attention to impact on bus passengers, car passengers and all other vehicles

- 3.21 Section 5.11 of the Cabinet Report summarises the outcome of the traffic modelling, with the full assessment appended as Appendix G. The modelling has been subject to TfL's Model Audit Process and agreed to represent a realistic assessment of the anticipated impact of the scheme.
- 3.22 The table below summarises the anticipated peak hour impact on the bus routes as a result of the scheme, based on the latest modelling and has been presented at the TfL stakeholder meeting. Further work is being undertaken in conjunction with TfL stakeholders to look at further mitigation to improve the results shown below.

Bus Route		Proposed Change in Bus Journey Time	
		AM	PM
121	Northbound	0.5-1.5mins	1-2mins
	Southbound	-0.5 to 0.5 mins	0-1mins
191	Northbound	-0.5 to 0.5 mins	-0.5 to 0.5 mins
	Southbound	-0.5 to 0.5 mins	-0.5 to 0.5 mins
217	Northbound	-0.5 to 0.5 mins	0-1mins
	Southbound	-0.5 to 0.5 mins	-0.5 to 0.5 mins
279	Northbound	0-1mins	1-2mins
	Southbound	-0.5 to 0.5 mins	-0.5 to 0.5 mins
307	Northbound	0.5-1.5mins	0.5-1.5mins
	Southbound	1-2mins	0.5-1.5mins
317	Northbound	-0.5 to 0.5 mins	0-1mins
	Southbound	-0.5 to 0.5 mins	-0.5 to 0.5 mins
327	Northbound	-0.5 to 0.5 mins	-0.5 to 0.5 mins
	Southbound	-0.5 to 0.5 mins	-0.5 to 0.5 mins
491	Northbound	-0.5 to 0.5 mins	-0.5 to 0.5 mins
	Southbound	-0.5 to 0.5 mins	-1.5 to -0.5 mins

OVERVIEW & SCRUTINY COMMITTEE - 10.11.2016

**MINUTES OF THE MEETING OF THE OVERVIEW & SCRUTINY COMMITTEE
HELD ON THURSDAY, 10 NOVEMBER 2016**

COUNCILLORS: Derek Levy (Chair), Abdul Abdullahi, (Vice-Chair), Nneka Keazor, Edward Smith, Toby Simon and Elaine Hayward.
PRESENT

STATUTORY CO-OPTees *Mr Tony Murphy (Catholic diocese representative)*
Mr Simon Goulden (other faiths/denominations representative), 1 vacancy (Church of England diocese representative, Alicia Meniru & 1 vacancy (Parent Governor representative, Kayah Taylor (EYP Representative), Asiya Warsame (EYP Representative)) – Italics Denotes absence

OFFICERS: Ian Davis (Director Regeneration & Environment), Ray James (Director HH&ASC)(part), Jonathan Stephenson (Head of Commercial Services, Public Realm), Nicky Fiedler (AD Public Realm, Environment), Gavin Sneddon (Project Manager, Public Realm FR&CS), Philip Webb (Consultation & Resident Engagement Co-Ordinator Chief Exec Office), Matthew Mulvany (Maintenance Programme Manager, Environment), Claire Johnson (Governance & Scrutiny Manager)and Elaine Huckell (Scrutiny Officer)

Also Attending: Councillor Joanne Laban, Councillor Daniel Anderson (Cabinet Member, Environment), Councillor Fonyonga (Cabinet Member, Community Safety & Public Health), Councillor Robert Hayward, and Councillor George Savva (part).

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WELCOME & APOLOGIES

The Chair welcomed all attendees to the meeting. Apologies for absence were received from Councillor Katherine Chibah and Mr Simon Goulden.

It was noted that Councillor Toby Simon was substituting for Councillor Katherine Chibah and Councillor Elaine Hayward was substituting for Joanne Laban. Councillor Laban was leading on the call-ins for the Green Bin Service Change and the Development of Edmonton Cemetery.

Councillor Levy invited Ray James (Director HH&ASC), to give a brief statement in respect of item 5 on the agenda: Call –In of Report: Refurbishment & Reprovision Work Of Enfield Highway Library Building. (Please see under item 5.)

It was noted that agenda item 4: Call- In of Report: The Development of Edmonton Cemetery would be discussed before agenda item 3: Call-In of Report: Green Bin Service Change.

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DECLARATIONS OF INTEREST

Councillor Laban stated that in respect of agenda item 4, the ashes of her Grandparents were interred at Edmonton Cemetery. There were no other declarations of interests put forward.

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CALL IN OF REPORT: GREEN BIN SERVICE CHANGE

The Chair invited Councillor Laban to present the reasons for Call-in.

Councillor Laban said the decision was for a service change that would affect virtually all residents in the borough. She summarised the reasons for Call-In as follows:

- The results of the consultation exercise showed that less than 1% of the Borough's population had responded.
- Of those that had responded, the report stated that the majority preferred the proposed free fortnightly green bin collection, option. It also stated that not many other suggestions were put forward by residents in response to the questionnaire. However, the survey did not lend itself to other options being put forward for other service alternatives.
- The decision does not include a proposal for introducing a seasonal service which many local authorities have.
- Additional savings could be found from reducing contamination of bins.
- For those people who currently have slim- line green bins, they have been given an opportunity to change them for the larger bins however, the period when they can swap the bins is too far away from the proposed change over from weekly to fortnightly collections. Therefore, many people may not realise that they need to arrange for this bin change to be done. This is especially so because more people do gardening in the summer months and the need for a bigger bin may not be apparent to them until after the free change- over period has expired.
- That if bins are much heavier as a result of a fortnightly collection then loads may be rejected, she questioned whether this situation had been scheduled into our service delivery

Councillor Laban requested that the decision be referred back to Cabinet for reconsideration of the available options.

The Chair invited Councillor Anderson to respond, which is summarised as follows:

- This consultation had one of the highest response rates received, which gave a good cross representation of all types/ demographics for

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the borough. The response was actually 3½% rather than 1% because that was the percentage of households who responded. Of those that responded to the consultation 87% rejected a charge for service.

- It is necessary for the council to make savings. The green bin service is non-statutory. Only 18% of English local authorities still operate a free weekly collection of green waste, other local authorities are also changing/ reducing the service provided.
- The busiest time for green bin usage is in May and therefore people should be aware of the bin swap opportunity.
- There will be an extensive communications programme to inform residents of the change of service in the run-up to the changes coming into effect.
- We are working hard to address the issue of contamination of bins.
- If green bins are particularly heavy this would usually be as a result of rubble or soil being put in the bins rather than green waste.
- The suggestion of making seasonal changes to the green bin collection service would not make the significant savings that are necessary. There were no other themes/ suggestions put forward by respondents during the consultation that could have been considered.

The following questions/ comments were then taken from members of the Committee:

Councillor Smith asked for an explanation of costs/ benefits of the decision. He said as we would be providing larger green bins for free for a period of time for those people who currently have a smaller green bin, this would involve additional cost as would the need for any adaptation of vehicles.

Nicky Fiedler (AD Public Realm, Environment) explained that the decision was for a redirection of capital expenditure, funded through existing borrowing of up to £377k to implement the service change. There would be vehicle savings resulting from a reduction of four rounds, and revenue savings would be made by the release of 4 vehicles and the release of agency staff. She referred to table 4 in the report which sets out the financial model showing costs, savings and capital borrowing for the forthcoming few years.

Councillor Smith was concerned that people who may require the larger scale green bin would not realise that they should make a request for this in time for an upgrade. He asked if there was scope to extend this period?

It was stated that we would accept requests until next June, however it was pointed out that it was more efficient to deliver the new bins to residents altogether rather than a piecemeal approach..

Q: Could you tell if more than one person responded from a household?

A: It is possible to identify if more than one response has been received from a household, 'cookies' are used for on line questionnaires to ensure you can only complete the survey once. The 3½% response rate is relatively good.

Q: Do you think there may have been some confusion over the question where you asked respondents for any suggestions?

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A: We thought it was important to keep the question open and not to lead people in the answers they gave.

Q: Is it correct that if at present a resident requests an additional large green bin, then they are charged a yearly fee for this?

A: Yes a charge of £51 a year is charged for this

Q: If there are plans to separate food and green waste in future, should this change have taken place now?

A: This was considered but the capital cost of doing so is not cost effective at present, however in future this may become more viable.

Q: The 3½% response rate on the consultation seems small, do we have a minimal threshold for responses?

A: We would like to receive a 10% and above response rate but this does not tend to happen. It is most important that the data is of high quality, and this is the case for this consultation. The response rate was a good reflection of demographics and represented both the east and west sides of the borough.

It was confirmed that the communications programme would commence in November and will include different versions of calendars. It was agreed that there were contamination issues that are to be addressed.

Councillor Laban said that with regard to the communications campaign we should be more flexible and allow a longer period of time for the take up of free green bin upgrades.

Councillor Anderson said if there is not a big take-up after the first tranche we have the flexibility to review the strategy to allow for a longer period if this is thought appropriate.

Councillor Smith and Councillor Hayward were concerned that this major service change would lead to great frustration by residents. Councillor Smith also said he did not think the financial model was clear.

The Committee then voted on the decision as follows:

Councillors Simon, Abdullahi, and Keazor voted in favour of the above decision.

Councillors Smith and Hayward voted to refer back to Cabinet.

The Chair therefore **CONFIRMED** the decision.

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CALL IN OF REPORT: THE DEVELOPMENT OF EDMONTON CEMETERY

The Chair invited Councillor Laban to present the reasons for Call-In.

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Councillor Laban said there has been a long time desire to expand the cemetery and there had been various press reports. She highlighted the key issues as follows:

- This decision would mean that 10 of the 14 current tennis courts at the location (by the A10), would be removed. This would mean the removal of free sports facilities for the borough.
- At the last meeting of Overview and Scrutiny Committee concerns were raised regarding the general health of the public and the high obesity rates in Enfield especially for children. This is particularly so in poorer areas, and Edmonton is one of the poorest constituencies in London. The proposal goes against the 'Move More' Enfield campaign.
- Although the report refers to a sum of £250,000 being invested into the development of the remaining courts and other tennis sites in Enfield, this is not a vast sum of money and it will mean people will have to go a further distance to reach other tennis courts. The current condition of the courts, at this location are in a poor state of repair especially compared to others in the borough. Councillor Laban questioned whether this was intentional.
- The Council is borrowing at unprecedented levels and the decision includes capital investment, which would mean interest charges would need to be paid.
- The study to measure usage of the tennis courts was taken in May and early June, however the busiest time that tennis courts are used is during the Wimbledon tournament period.
- Although reference was made in the report to one of the reasons the tennis courts not being used more was due to their location near to the A10, this is contrary to a recent decision made for an artificial football pitch at Enfield Playing Fields adjacent to the A10.
- If the tennis courts were not being used then the Public Health team and Leisure teams should have questioned why this was the case.
- The Council is looking at borrowing high levels of funding and the decision does not explore the longer term idea of looking for cemetery space outside of the borough which may be a cheaper option for the future. She referred to the use of Trent Park cemetery for LB Islington.
- Demand levels may change in the future as demographics and people's choices change.
- We will be losing 10 tennis courts for some of our poorer people.
- The decision has not looked at enough alternatives.
- There has been no consultation with residents

Councillor Laban requested that the decision be referred back to Cabinet for reconsideration of the available options.

The Chair invited Councillor Fonyonga (Cabinet Member for Community Safety & Public Health) and Councillor Anderson (Cabinet Member for Environment) to respond. Their comments are given as follows:

Councillor Fonyonga -

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- Councillor Fonyonga said she agreed with Councillor Laban that at the last business meeting of Overview and Scrutiny, obesity was raised as an area of concern and especially childhood obesity. She said it is a subject that we are prioritising and we are therefore careful in the decisions we are taking. It is therefore intended to invest £250K into existing tennis facilities in the borough and also to support the development of this sport across the borough. .
- She said by looking at the number of people using the (A10) tennis courts, it was found that only 4 courts were being used, therefore by removing 10 of the courts this should have little effect on participation rates.
- Cllr Fonyonga would prefer tennis courts to be used throughout the year and the best way of achieving this is by securing investment for the sport. This proposal is supported by Sports England and the Lawn Tennis Association. She said she was confident that this will increase participation and encourage more people to take up exercise as part of the 'Move more' campaign.

Councillor Levy requested clarification on when the survey was undertaken to measure usage of the tennis courts at this location. It was confirmed that an independent survey was undertaken in May and June with a further follow up by officers in August.

Councillor Anderson –

- The survey showing participation rates are relevant for the whole year and not just for the Wimbledon tournament period.
- This decision/ report is about the expansion of Edmonton Cemetery.
- The capital investment is not new, it is being redirected from existing approved resources and will not lead to additional financial pressures and is good for the borough.
- When looking at the location of the cemetery and costs for land, it should be remembered that the demand for spaces is coming from within the borough. The cost of land is very expensive either for residential land or for green belt land which would also entail planning issues. He said we are trying to deal with problems of land requirements for the forthcoming years.
- The proposals for the cemetery will also allow greater choice to be available. He said we have to try to meet the demands of our community at the best value and this is what we are doing. This decision will allow us to meet demand, it will also bring in a revenue stream and will make best use of our tennis courts.

The following questions/ comments were then taken from Members of the Committee

Councillor Keazor welcomed the comments from the Cabinet Member for Community Safety and Public Health on how it is intended to make best use of resources for the improvement of tennis courts /facilities in the borough. She was pleased that in respect of cemetery facilities we would be looking to provide for the needs of our diverse community.

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Q: How often are the tennis court facilities being used and are they used more during the summer holidays?

A: The survey of tennis court usage was undertaken in May, which also included the half term holiday. Further visits were carried out in the last three weeks of the school holidays, which showed a limited number of courts were being used (1 or 2 courts being used at one time). Some users of the courts were asked for their comments and they said they were happy with the courts provided. It was noted that people were more inclined to use tennis courts provided in parks than those located at other locations.

Councillor Smith commented that the Council wants to remove the 10 tennis courts at this location because of the demand for cemetery space. It is necessary to balance the loss of this facility to the community, with the potential to make approximately £4 to £5 million over a 20 year period for the cemetery space. However this would only be for approximately another 1700 plots and far more space would be needed for the future. Also we need to know what sort of tennis facility is to be provided on the remaining site and what changes are anticipated for other sites.

Councillor Fonyonga did not agree that the proposals would be a loss for the community. The report outlines the various measures/ proposals for courts which includes the enhancement of the existing 4 courts and investment in other courts. Also there is to be an outreach programme to encourage people to take up tennis as coaching would be provided.

Q: In future how would you measure whether the investment of funds for tennis has been successful?

A: We should be able to see a higher use made of tennis courts. Sport England would require that we are able to show this through surveys undertaken.

Q: What is the timescale for the project?

A: We would be looking at development of the cemetery in approximately 18 months to 2 years' time.

Councillor Simon commented that when he cycles past the tennis courts on the A10 the courts are hardly used, he thought 4 courts should satisfy demand.

The Chair commented that there had been concerns raised at the loss of facilities however, the Lawn Tennis Association and Sports England have been involved in proposals.

Councillor Laban did not wish to make any further comments

Councillor Anderson said the Council was looking at the best investment going forward for this site.

The Committee then voted on the decision as follows:

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Councillors Simon, Abdullahi, Keazor and Levy voted in favour of the above decision.

Councillors Smith and Hayward abstained.

The Chair **CONFIRMED** the decision.

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CALL IN OF REPORT: REFURBISHMENT & REPROVISION WORK OF ENFIELD HIGHWAY LIBRARY BUILDING

At the beginning of the meeting Ray James, Director HH&ASC, gave a statement that officers were recommending the referral of the decision back to Cabinet. In light of this, Councillor Dogan Delman who had called in the decision had left a message that he was happy the matter was now being referred back to Cabinet. As this was the outcome that he had sought, he accepted that there was no need for a debate on this item and he would therefore not be attending Overview and Scrutiny Committee meeting this evening.

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CALL IN OF REPORT: QUARTERLY CORPORATE PERFORMANCE REPORT

It was noted that the procedure for call-in relates to decisions made by the Cabinet or a sub-committee of the Cabinet, an individual Cabinet member, or a key decision made by an officer. As this report was one for Cabinet to note at its meeting of the 19 October 2016, rather than a decision taken, it was decided that this subject – ‘Corporate Performance report’ – be discussed at a future business meeting of Overview and Scrutiny. This should follow the publication of the second quarter of performance data.

The Chair clarified that reports considered by Cabinet ‘for noting’ do not prevent or restrict Scrutiny from looking at the issue through its normal business meetings or through a one-off specially called meeting. The Governance and Scrutiny Manager would send an email to members of Overview and Scrutiny explaining this further. **ACTION** – Claire Johnson

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MINUTES OF THE MEETING HELD ON 11 OCTOBER 2016.

AGREED the minutes of the meeting held on 11 October 2016 as a correct record.

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DATES OF FUTURE MEETINGS

Noted the dates of future meetings and provisional call-in dates.

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EXCLUSION OF THE PRESS & PUBLIC

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