

## MUNICIPAL YEAR 2015/2016 REPORT NO. 174

### MEETING TITLE AND DATE:

Cabinet 10 February 2016

### REPORT OF:

Ian Davis  
Director - Regeneration and  
Environment

**Agenda – Part: 1**

**Item: 9**

**Subject: Approval of Cycle Enfield  
Proposals for the A105**

**Wards: Grange, Bush Hill Park,  
Winchmore Hill and Palmers Green**

**Cabinet Member consulted:  
Cllr. Daniel Anderson**

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### 1. EXECUTIVE SUMMARY

This report seeks approval to undertake detailed design, statutory consultation and implementation for segregated cycling facilities and public realm improvements along the A105 between Enfield Town and Palmers Green A105. 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 That approval be granted to undertake detailed design, statutory consultation and implementation for lightly segregated cycling facilities and public realm improvements along the A105 between Enfield Town and Palmers Green.
- 2.3 That subject to TfL's Surface Board releasing the next tranche of Mini Holland funding, approval be granted for capital expenditure of £5.9m for detailed design, statutory consultation, implementation and client costs.
- 2.4 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.

### 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 Traveling 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 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
- 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 The Council is fully committed to creating a vibrant mixed economy and believes that the Cycle Enfield programme will generate long-term benefits to town centres and residents alike. We anticipate that there

will be substantial changes to the demographic make-up of Enfield. This and changing retail habits will lead to local high streets adapting to meet the demands of existing and newer residents moving from other areas of London. More varied and safer transport options afforded through Cycle Enfield will enhance the attractiveness of the area.

- 3.6 The programme is also expected to create new business opportunities for different types of cycle users whether simply as a cheap and accessible form of transport, to leisure activities and competitive sport, these could include retail outlets selling bicycles and associated paraphernalia, cycle cafes, cycle repair services, fashion accessories as well as support services such as training in safe road use and confidence-building for former cyclists.
- 3.7 Enfield's emerging inward investment programme seeks to create new jobs and opportunities through attracting new businesses to the borough. We are confident that a greener, less congested Enfield will appeal to businesses seeking not only premises for relocation from more crowded parts of London, but also a good quality of life for their employees.
- 3.8 In July 2014 the Cabinet Member for Environment and Community Safety agreed to the 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.
- 3.9 Whilst all elements of the project are proceeding, the proposals for the A105 are the most advanced. The report sets out the consultation undertaken to date on the A105 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 representation made.
- 3.10 Should the scheme proceed, there are also several aspects of the detailed design yet to finalised, including the designs of the public realm improvements at Palmers Green Triangle and Winchmore Hill Broadway. These will be developed in conjunction with the local community, with co-design workshops planned for the Spring. In addition, further detailed design will be undertaken covering issues such as signing and lining; drainage; lighting and surfacing materials. This important stage will allow 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 borders.

- 3.11 The remainder of the report describes the A105 consultation process; sets out the impact of the scheme on parking, town centre vitality, air quality and congestion; and highlights how the scheme has been amended to address other concerns raised during the consultation.

#### **4. CONSULTATION PROCESS**

- 4.1 The A105 is the first of five main road cycling schemes to be delivered as part of the Cycle Enfield programme. The Enfield Town, A110 Southbury Road, A1010 Hertford Road South and A1010 Hertford Road North schemes are later in the programme and will be the subject of separate reports to Cabinet.
- 4.2 The purpose of the A105 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 12 week consultation.
- 4.3 On 11 February 2015, the Council held a public engagement event at the Fox Public House in Palmers Green. This event was attended by 320 people. Local residents and businesses were able to find out about the alignment and scope of the A105 scheme and make comments using post-it notes.
- 4.4 On 15 May 2015, the A105 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 27 May 2015, the A105 scheme was reviewed at a design surgery by Urban Design London. The notes/ recommendations from that meeting can be found in Appendix F. On 6 July 2015 TfL approved the base traffic modelling for the A105 scheme.

#### **12 Weeks' Consultation**

- 4.5 On 16 July 2015, the Council held a business event at the Fox Public House at Palmers Green. Local business owners/managers were able to book a slot or just turn up. This event was attended by 47 people. It provided an opportunity for them to find out about the proposals and to let us know how and when goods are delivered and where their customers park etc.

- 4.6 On 17 & 18 July 2015, the Council held a public exhibition at the Fox Public House in Palmers Green. This event was attended by 425 people. It provided an opportunity for local residents to peruse the detailed proposals and discuss any concerns with officers and the designers.
- 4.7 Between 17 July and 9 October, the Council undertook a public consultation. We wrote to 14,000 properties within 400 metres of the proposed route, inviting local residents and business owners/managers to attend an exhibition and participate in the consultation. We also consulted residents associations, disability rights 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/have-your-say/a105-scheme-consultation>. We provided copies of the consultation documents to those people that requested them in hard copy and accessible formats e.g. large print, Braille and audio.
- 4.8 On 6 September 2015 Cycle Enfield had a presence at the Palmers Green Festival. One gazebo was used to display the A105 proposals and to enable local residents to complete hard copies of the questionnaire. Two other gazebos were used to promote supportive measures e.g. free cycle training, £10 bike loan scheme and Dr Bike sessions etc.
- 4.9 On 12 & 13 September, Cycle Enfield had a presence at the Enfield Town Show. One gazebo was used to display the A105 proposals and enable local residents to complete hard copies of the questionnaire. Another gazebo was used to promote supportive measures e.g. free cycle training, £10 bike loan scheme and Dr Bike sessions.
- 4.10 On 26 & 27 September 2015, 60,000 booklets were delivered to a wider area to raise awareness of the consultation and ensure that people knew how to have their say.
- 4.11 During the 12 week consultation period, officers took the A105 exhibition boards to the Ruth Winston Centre, day centres and sheltered housing complexes to explain the proposals to older residents and hand out questionnaires to those people that wanted them.
- 4.12 Enfield Council received a total of 1,646 responses to the A105 consultation. The majority of respondents supported the overall proposals with 50.7% (835) fully supporting and 8.6% (142) partially supporting the scheme. 38.9% of respondents (640) did not support the scheme and 1.8% (29) either had no opinion or were unsure. An executive summary containing the results of the consultation and design changes can be found at Appendix B.

## **Impact Assessments**

- 4.13 On 28 October 2015, we commissioned Cambridge Environmental Research Consultants to undertake an air quality assessment for the A105.
- 4.14 On 4 November 2015, an interactive planning session with the consultants and contractor was held to map out the key activities that need to be undertaken to enable construction to start in May 2016.
- 4.15 On 19 November 2015, we commissioned Regeneris Consultants to assess the economic impacts of the A105 scheme on Palmers Green and Winchmore Hill town centres.
- 4.16 In December 2015 a predictive equalities impact assessment was undertaken. This assessment confirms that the scheme will have a generally positive effect in tackling socio-economic inequality and be found at Appendix E.

## **Impact on Blue Light Services**

- 4.17 On 18 November 2015, officers met with the London Fire Brigade (LFB) to discuss the proposals and impacts on response times. LFB did not raise any concerns at the meeting or via the consultation. Despite repeated attempts, the London Ambulance Service have not so far engaged in the design process, although there will be a further opportunity for any comments to be considered as part of the statutory consultation process. It is anticipated that in the absence of feedback that the requirements of one blue-light service will not be different from that of another blue-light service.
- 4.18 On 24 November 2015, officers met the Metropolitan Police Traffic Unit to review the proposals in detail. Though no concerns were raised about response times, written comments were provided about light segregation, buffer strips at bus stop boarders, positioning of cycle lanes and positioning of traffic separators e.g. Armadillos/Orcas. These can be found in Appendix F together with the designer's response.
- 4.19 On 11 January 2016, officers met the Mayor's Cycling Commissioner to take him through the A105 drawings. He was supportive of the proposals and requested a few amendments, which have been incorporated in the scheme design proposals.
- 4.20 In accordance with the Cycle Enfield governance arrangements agreed by Cabinet on 17 September 2014, presentations were made to the Partnership Board (Enfield West) on 21 January 2016 and Project Board on 2 February 2016. A pack containing comments from both

Boards was emailed to Members in advance of the meeting to enable Cabinet to consider them as part of the decision making process.

## **5. SCHEME DESIGN PROPOSALS**

- 5.1 The scheme involves the installation of lightly segregated cycle lanes on both sides of the A105 between Enfield Town and Palmers Green; additional traffic signals to reduce conflicts and enable cyclists to pass safely through junctions; significant public realm improvements at Palmers Green and Winchmore Hill; 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; improvements to Lodge Drive car park and the introduction of pay & display parking at Fords Grove car park. The scheme drawings can be found at Appendix A.
- 5.2 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”.
- 5.3 Based on the feedback from the extensive public consultation, it is proposed to progress the option that retains the triangle and signalised junction at the junction of Green Lanes with Alderman’s Hill and to progress the Palmerston Crescent option that links up with a Quietway in Haringey.

### **Bus Stops**

- 5.4 Under the original proposals, 10 bus stops were due to be relocated and three bus stops were due to be removed e.g. the northbound bus stop at Bush Hill Park. Respondents who rely on public transport were concerned that this would increase the distance between bus stops, affect connectivity between bus services and be less convenient. As a result of feedback from the extensive public consultation, several bus stops will be retained in their original locations.
- 5.5 Under the original proposals, the informal crossing at Regency Court was due to be removed. Elderly residents living there were concerned that this would make it more difficult for them to cross the road to access the northbound bus stop. As a result of feedback from the extensive consultation, we will introduce a new zebra crossing outside Regency Court.
- 5.6 Under the original proposals, bus stops were located immediately adjacent to the cycle lanes. Many respondents, particularly older respondents and those with impaired mobility/vision were concerned about stepping on/off the bus into a cycle lane. As a result of feedback from the extensive consultation, we will introduce buffer strips (at

pavement height) at 22 bus stop boarders. The consultation results and a full list of design changes can be found at Appendix B.

- 5.7 To accommodate the new cycle lanes, it will be necessary to remove all central refuges, two sections of bus lane and make changes to parking and loading as outlined in paragraph 5.9 below.

## **5.8 Public Realm Improvements**

5.8.1 The public realm improvements comprise of the following:

- Conversion of service road between the Chapel and Lincoln Road to shared space and widened footway.
- Upgraded footways to shared space around the junction of London Road with Uvedale Road and Bush Hill.
- Conversion of service road between Berkeley Gardens and Bush Hill Road to shared space.
- Conversion of slips roads to shared space with upgraded footways, planting, seating and cycle parking at the junction of Green Lanes with Station Road and Fords Grove.
- Upgraded footways, planting and seating at the junction of Green Lanes with Hedge Lane and Bourne Hill.
- Upgraded footways, planting, seating and cycle parking at the junction of Green Lanes and Compton Road.
- Upgraded footways, planting, seating and cycle parking at the junction of Green Lanes with Aldermans Hill.
- Greening of the A105 corridor

## **5.9 Parking Implications**

5.9.1 The potential displacement of parking created by this scheme has been one of the greatest causes of concern for respondents, therefore officers have worked hard to mitigate this issue.

### **Residential Corridor**

5.9.2 In the residential corridor (approx. 3.5Km long) there are currently 143 parking spaces of various types e.g. residents' bays, uncontrolled parking bays, shared use bays, short term bays and pay & display bays. Under the proposal, 99 parking spaces (69%) would be retained. However, most properties along the corridor have vehicular crossovers and driveways and parking surveys have shown that there is spare capacity in side roads. As part of the scheme we will offer a free crossover to anyone who can no longer park on the A105, subject to the planning process.

<b>Parking Type</b>	<b>Existing</b>	<b>Proposed</b>	<b>Net Loss/Gain</b>
Residents' bays	19	72	+53
Average occupancy of lost uncontrolled parking	88	0	-88
Shared use	18	21	+3
Short term	10	6	-4
Pay & display	8	0	-8
<b>Total</b>	<b>143</b>	<b>99</b>	<b>-44</b>
Mitigation	Where people currently park on the road and parking is displaced by Cycle Enfield, we will offer to provide a vehicular crossover free of charge, subject to the planning process		

5.9.3 Apart from in Ford's Grove and Lodge Drive car parks, there are currently no disabled parking bays on the A105. We will re-designate some of the residents' parking bays or pay & display bays as disabled parking bays during the detailed design phase. In addition, if a disabled person moved to a property on the A105, they could apply for a nearby parking bay to be converted to a disabled parking bay subject to them meeting the relevant criteria.

5.9.4 Blue badge holders (including Dial-a-Ride) will be permitted to pick up and set down passengers in lightly segregated cycle lanes.

### **Winchmore Hill**

5.9.5 In the Ford's Grove to Sainsbury's section of Winchmore Hill, there are currently 59 on-street pay & display parking bays. Under the proposal, 45 parking bays (76%) would be retained. To mitigate the loss of 14 on-street car parking bays here, it is proposed to convert Ford's Grove Car Park (Total 71 bays) to pay & display. This will increase parking turnover that is currently static. Twenty of these bays will be free for the first 45 minutes to enable people to visit local shops and take-aways. All parking bays will be free after 6:30pm to support the evening economy. The two loading bays in this section of Winchmore Hill will be retained.

<b>Parking Type</b>	<b>Existing</b>	<b>Proposed</b>	<b>Net Loss/Gain</b>
Pay & display	59	45	-14
Loading	2	2	0
Mitigations	<ol style="list-style-type: none"> <li>1. Introduce pay &amp; display parking to increase turnover</li> <li>2. Create a zone of 20 free for 45 minutes parking bays in Ford's Grove Car Park that will now contain regulated parking bays</li> </ol>		

5.9.6 In the Elm Park Road to Elsievene Road section of Winchmore Hill, there are currently 55 short term parking spaces. Under the proposal, 49 of these parking spaces (89%) would be retained. Surveys suggest that the remaining spaces can cater for demand. However, the loss of spaces could be mitigated by reducing the maximum length of stay (currently 2 hours) to encourage a greater turnover of spaces. It is also proposed to incorporate 10 spaces on-street to offset the loss of unrestricted kerb space (average occupancy 10 vehicles). The two loading bays in this section of Winchmore Hill will be retained.

<b>Parking Type</b>	<b>Existing</b>	<b>Proposed</b>	<b>Net Loss/Gain</b>
Pay & display	55	49	-6
Loading	2	2	0
Mitigation	Reduce maximum length of stay to encourage a greater turnover of spaces		

### **Palmers Green**

5.9.7 In the Bourne Hill to Fox Lane section of Palmers Green there are currently 37 pay and display parking bays. Under the proposal, 26 of these parking bays (70%) would be retained. The two loading bays in this section of Palmers Green will be retained.

<b>Parking Type</b>	<b>Existing</b>	<b>Proposed</b>	<b>Net Loss/Gain</b>
Pay & display	37	26	-11
Loading	2	2	0
Mitigation	Surveys indicate there are spare pay & display Parking spaces in Park Avenue, Windsor Road and Osbourne Road		

5.9.8 In the Fox Lane to Broomfield Lane section of Palmers Green there are currently 47 pay & display parking bays. Under the proposal, 41 of these parking bays (87%) would be retained. To mitigate the loss of 6 on-street car parking bays, it is proposed to create an additional 20 car parking spaces at Lodge Drive car park (current total 149 parking bays) and install security measures and variable message signs, showing the number of car parking spaces available. A zone of 20 parking bays will be free for the first 45 minutes to enable people to visit local shops and takeaways. All parking bays here will be free after 6:30pm to support the evening economy. The three loading bays in this section of Palmers Green will be retained.

<b>Parking Type</b>	<b>Existing</b>	<b>Proposed</b>	<b>Net Loss/Gain</b>
Pay & display	47	61	+14
Loading	3	3	0
Mitigation	Create an additional 20 parking bays (in addition to the 149 parking bays) free for the first 45 minutes in Lodge Drive Car Park		

## 5.10 Economic Impact Assessment

5.10.1 Regeneris Consulting were commissioned to undertake an economic impact assessment of the Cycle Enfield Scheme on the economic vitality of Palmers Green, Winchmore Hill Broadway and Winchmore Hill Green Dragon. 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% spend uplift. An executive summary of the report 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
<b>Palmers Green</b>	Negligible	Minor Negative	Minor Negative	Minor Positive	Negligible	Minor negative
<b>Winchmore Hill Broadway</b>	Negligible	Negligible	Minor Negative	Minor Positive	Negligible	Minor Negative
<b>Winchmore Hill Green Dragon</b>	Negligible	Negligible	Minor Negative	Minor Positive	Negligible	Negligible

5.10.2 The following mitigation 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

5.10.3 The ongoing design and planning process provides an opportunity to develop important pre-construction mitigation approaches. These are valid across all three A105 town centres:

- **Design of construction works** – plans should seek to maintain two-way access on street and phase A105 works sensibly to minimise disruption to visitors through each centre.
- **Traffic management plan** – should seek to scope out congestion issues and ensure that alternative provisions are put in place where possible.
- **Publicity and business liaison** – ensuring plans are widely published to ensure that both town centre businesses and users are aware of what the work entails, how they might be impacted and when.

5.10.4 Once construction work is underway, additional mitigation measures can help reduce disruption:

- **Ongoing business liaison** – having a business liaison officer located on site and responsible for liaising with local businesses on a day to day basis regarding the construction process.

- **Proactive efforts to maintain footfall flows** e.g. review of temporary parking restrictions, to maintain and encourage footfall and local wayfinding to guide pedestrians.

### **Operational Phase Mitigation**

5.10.5 Once the scheme is operational, a number of measures could help mitigate negative impacts, or maximise positive impacts of the scheme on town centre economic vitality.

- **Car parking policy and arrangements** could help address impacts of loss of on-street parking. This may include: ensuring clear signage to off-street car parks and clear and attractive routes from these car parks into the town centres; plans for some 45-minute free spaces to cater for those visitors seeking to stop and shop quickly; and considering shorter maximum stay bays in some areas to increase number of cars able to use on-street spaces.
- **Traffic flow** – the scheme should go ahead with plans to introduce SCOOT, which will constantly optimise the signal timings and reduce congestion effects.
- **Individual businesses particularly impacted** (e.g. by changes to loading bays or changed location of parking bays) could be supported by the Council to address challenges created, depending on individual needs.
- **Town centre management** e.g. through town teams, could help to enhance overall economic vitality of the centres, helping to develop stakeholder relationships, identify and respond to issues, and offer opportunities for proactive work to enhance town centre vitality.

## **5.11 Air Quality Impact**

5.11.1 Without any of the Cycle Enfield proposals, the air quality objective for annual average NO<sub>2</sub> is predicted to be exceeded along the A105, although excesses are limited to roadside locations. Concentrations of PM<sub>10</sub> and PM<sub>2.5</sub> are not predicted to exceed air quality objectives.

5.11.2 With the introduction of the proposals and assuming a 2.5% reduction in traffic, annual average NO<sub>2</sub> concentrations are predicted to reduce by between 0.25 micro grammes per cubic metre and 0.5 micro grammes per cubic metre at roadside locations. The scheme will 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, the majority of residents along this road will experience an improvement in air quality and corresponding health benefits. The air quality assessment can be found at Appendix C.

## **5.12 Congestion and Journey Times**

5.12.1 The average journey time from one end of the corridor to the other is approximately 10-15 minutes depending on the time of day. Taking account of junction modelling and the introduction of bus stop boarders and bus stop by-passes, the estimated increases in journey times are as follows:

AM peak northbound: 1.8 minutes or 33 seconds per mile

AM peak southbound: 1.3 minutes or 24 seconds per mile

PM peak northbound: 1.3 minutes or 25 seconds per mile

PM peak southbound: 2.5 minutes or 47 seconds per mile

For further detail, please refer to Appendix G.

5.12.2 Subject to Cabinet approval, the detailed design and construction will be undertaken by Ringway Jacobs via the London Highways Alliance Contract (LoHAC). This contract was the subject of a competitive tendering process and is expected to deliver significant long-term benefits for London. Implementation is programmed to start by May 2016 and take approximately 6 months to complete. Construction will be carried out in phases and is not expected to last more than two weeks outside any premises.

5.12.3 We will work hard to minimise the temporary impacts of construction on town centres by bringing forward the recommendations from the Economic Impact Assessment.

## **6. ALTERNATIVE OPTIONS CONSIDERED**

6.1 The Council could decline the Mini Holland funding. However, this would mean forgoing £5.9million of investment in the borough on this scheme, £24.1million of investment on other Mini Holland schemes and the associated economic, health and transport benefits.

6.2 Some people have suggested that we should consider rerouting the cycle lanes along an alternative road route parallel to Green Lanes or via the banks of the New River. These alternative options were ruled out for the following reasons:

- To provide a successful borough-wide cycling strategy, it is considered essential to have a hierarchy of routes, which includes quietways/greenways as well as routes on strategic roads such as Green Lanes
- A successful cycle network must include direct access to key town centres such as Palmers Green and Winchmore Hill as this is where people want to go, whichever way they choose to travel.
- Providing the route through Palmers Green and Winchmore Hill gives us the opportunity to enhance the town centre, as well as delivering cycle schemes.

- Palmers Green and Winchmore Hill currently operate as busy traffic corridors rather than places. This scheme gives us the opportunity to give both areas a greater sense of place, with these town centre improvements.
- The Mini Holland investment secured from Transport for London is intended to make cycling a more practical transport option for people of all ages. TfL deem a cycle path along the New River to be a leisure cycling route rather than a transport route for everyday journeys and therefore would not fund the building of such a route.
- We plan to deliver a cycle route parallel to Green Lanes on quieter residential roads as part of the Greenway programme. However, it won't give people cycling direct access to the high streets along Green Lanes or provide a direct and convenient link between Palmers Green and Enfield Town.

## **7. REASONS FOR RECOMMENDATIONS**

- To make places cycle-friendly and provide better streets and places for everyone;
- To make cycling a safe & enjoyable choice for local travel;
- To create better, healthier communities;
- 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 the proposals identified in this report is £5,970,468 which will be fully funded by TfL. No expenditure shall be incurred until TfL's Surface Board has released the next tranche of Mini Holland funding.

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 GLA Act, 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 Leading Counsel has confirmed that the recommendations contained in this report are within the Council's powers and duties.

### **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, increased pollution and no economic, health and transport benefits.

## **10. IMPACT ON COUNCIL PRIORITIES**

### **10.1 Fairness for All**

10.1.1 The A105 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. As car ownership is lower in areas of deprivation and air pollution higher this scheme will be of particular benefit in tackling health and wealth inequalities.

### **10.2 Growth and Sustainability**

10.2.1 With forecast growth in the borough, the A105 scheme will help to provide a safe and efficient means of accessing both Winchmore Hill and Palmers Green, 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 A105 scheme will have a positive impact on people living in deprived wards/areas by improving air quality and 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 A105, 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 A105 scheme on 8 January 2015, 14 May 2015, 15 June 2015 and 21 January 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 Council also engaged with and elicited information from disabilities groups and older people’s groups as follows:
- Presentation to the Deaf drop-in group at Community House, Edmonton on 23 April 2015.
  - Presentation to Enfield Over 50s Forum at Millfield House, Edmonton on 13 August 2015
  - Presentation to the Older People’s Partnership Board at the Dugdale Centre, Enfield on 16 September 2015

The main concerns from these groups are included in the EQIA at Appendix E.

## **12. PERFORMANCE MANAGEMENT IMPLICATIONS**

- 12.1 The A105 scheme will directly contribute to the Council Business Plan as follows:

Aim 2.2 - improve the public realm, introducing better design, cleaner streets, and a greener, more sustainable environment

Aim 2.5 – Improved sustainability of transport and reduce its impact in the borough

Aim 2.6 – Reduced number of casualties on Enfield's roads

Aim 2.11 – An improved local economy

Aim 3.6 – Effective local partnership working to improve the health and wellbeing of all Enfield's residents

### **13. HEALTH AND SAFETY IMPLICATIONS**

- 13.1 Arrangements have been made for Transport for London to undertake an independent stage 1 safety audit in January 2016 to ensure that the A105 scheme does not have an adverse effect on road safety.
- 13.2 The Construction, Design and Management Regulations are being followed to ensure that risks are designed out/mitigated and the A105 scheme can be constructed safely.

### **14. PUBLIC HEALTH IMPLICATIONS**

- 14.1 The A105 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 Compared to those who are least active sufficient physical activity reduces all-cause mortality and the risk of heart disease, cancer, mental health issues and musculo-skeletal disease by approximately 20 to 40%. These conditions account for 70% of the NHS budget.
- 14.3 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.
- 14.4 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.
- 14.5 Cycling is 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. The Netherlands also has the lowest prevalence of diabetes in Europe.

- 14.6 Improving cycling facilities in the borough has the potential to significantly increase the disposable income of those least well-off in the borough. Academic studies indicate that those in the least wealthy quintile spend approximately 30% of their income on transport.
- 14.7 Other benefits to the individual will include greater access to employment, education, shops, recreation, health facilities and the Countryside.
- 14.8 Public health benefits to the wider Enfield community relate to the avoided costs of motorised transport that would be achieved by a modal shift towards cycling. These include pollution (particulates, carbon monoxide, nitrogen oxides, hydrocarbons, ozone, carbon dioxide, lead, benzene, noise, vibration, odour, climate change, stress / anxiety, danger, loss of land and planning blight and community severance. Nitrogen oxides and PM2.5 are associated with 17% of deaths in Enfield. It should be noted that this does not include PM0.5 for which the evidence is still emerging.
- 14.9 It is noted that in the Guardian 'Enfield experiment' series a graduate could not take a job in Barnet because commuting by bus was impractical. It is unlikely this would have happened if a cycling culture existed.
- 14.10 Although no local data is available it is noted that congestion is estimated to cost the country £10 billion a year. The cost of this will only increase in Enfield with population growth unless a modal shift is achieved.
- 14.11 Studies have shown that greater motorised traffic volumes are associated with greater community severance i.e. the greater the traffic volume the fewer people know each other on a street.
- 14.12 Cycling has been described by the Chief Medical Officer as a 'public health best buy' and that if it were a pill we'd be rushing to prescribe it. Thought should be given to how the reach and influence of Cycle Enfield can be further extended for individual and population health and to protect the NHS budget.

#### **List of Appendices:**

- Appendix A: Scheme drawings (Available in the Members' Library and Group Offices)
- Appendix B: Consultation executive summary
- Appendix C: Air quality assessment
- Appendix D: Economic impact study executive summary
- Appendix E: Predictive equalities impact assessment
- Appendix F: Comments of critical friends
- Appendix G: Preliminary traffic modelling assessment

Additional information will be available in the Members' library and Group Offices as follows:

- Consultation results
- Economic impact study