

MUNICIPAL YEAR 2016/2017 REPORT NO. 27

MEETING TITLE AND DATE:

Cabinet 7 July 2016

Agenda – Part: 1

Item: 6

REPORT OF:

Ian Davis
Director - Regeneration
and Environment

**Subject: Approval of Cycle Enfield
Proposals for the A1010 South**

**Wards: Edmonton Green, Haselbury,
Jubilee, Lower Edmonton, Ponders End
and Upper Edmonton**

Key Decision No: KD4114

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

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1. EXECUTIVE SUMMARY

This report seeks approval to undertake detailed design and statutory consultation for segregated cycling facilities and public realm improvements along the A1010 South (Lincoln Road to Fairfield Road). 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 and statutory consultation for lightly segregated cycling facilities and public realm improvements along the A1010 South, between Lincoln Road and Fairfield Road.
- 2.3 That approval be granted to proceed with the signalised roundabout option at Edmonton Green (Option 2), subject to statutory consultation.
- 2.4 That approval be granted for capital expenditure of £350,000 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 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 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 In July 2014 the 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.

- 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 The report sets out the consultation undertaken to date on the A1010 South 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 at Edmonton Green roundabout. These will be developed in conjunction with the local community, with co-design workshops planned for the autumn. 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.
- 3.9 The remainder of the report describes the A1010 South 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 The A1010 South is the second of five main road cycling schemes to be delivered as part of the Cycle Enfield programme. The A1010 Hertford Road North, Enfield Town and A110 Southbury Road schemes are later in the programme and will be the subject of separate reports to Cabinet.
- 4.2 The purpose of the A1010 South 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 March 2015, the Council held a public engagement event at Community House, Edmonton to enable local residents and businesses to find out about the alignment and scope of the A1010 South scheme and make comments using post-it notes. This event was attended by 37 people.
- 4.4 On 9 October 2015, the A1010 South 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 5 November 2015 TfL approved the base traffic modelling for the A1010 South scheme. On 13 January 2016, the A1010 South scheme was reviewed at a design surgery by Urban Design London. The notes/ recommendations from that meeting can be found in Appendix F.

17- week Consultation

- 4.5 In early November 2015, we wrote to 18,000 properties within 400 metres of the proposed route, inviting local residents and business owners/managers to attend an exhibition and participate in the 12 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/have-your-say/a1010-south-scheme-consultation/>. We provided copies of the consultation documents to those people that requested them in hard copy.
- 4.6 On 19 November 2015, the Council held a business event at Edmonton Green Library. Local business owners/managers were able to book a slot or just turn up. This event was attended by 13 people and 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.
- 4.7 On 20 & 21 November 2015, the Council held a public exhibition at Edmonton Green Library to launch the public consultation. This event was attended by 105 people. It provided an opportunity for local residents to peruse the detailed proposals and discuss any concerns with officers and the designers.
- 4.8 The public consultation started on 20 November 2015 and was originally due to end on 12 February 2016.
- 4.9 In January 2016, booklets were delivered to 53,000 properties in the wider area, reminding people how to have their say.
- 4.10 In early February 2016, a decision was taken to extend the consultation period until 20 March. We notified people about the extension by placing half page adverts in local newspapers in Enfield and neighbouring boroughs, by sending emails to the 7,000 email addresses on the Cycle Enfield database and via social media. During the extension, the Council

undertook additional activities to better engage with the local community and generate a higher response rate as follows:

- 19 February: Over 50s Forum's Winter Fair at Edmonton County School
- 24 February: Pop up exhibitions at Edmonton Green shopping centre and Edmonton Green train station
- 26 February: Enfield Saheli presentation at Community House
- 3 March: Attendance at a Jubilee Community Action Partnering in Enfield (CAPE) meeting
- 4 March: Pop up exhibitions at Edmonton Green shopping centre and Edmonton Green train station
- 7 March: Officers visited every business along the route to raise awareness of the Cycle Enfield proposals for A1010 South and encourage businesses to participate in the consultation

4.11 At the pop up exhibitions, surveyors from National Data Collection stopped and interviewed 872 people. The questionnaire used was based on the online consultation and asked respondents a few questions about themselves e.g. where they live, their age, gender, and ethnicity and whether their daily lives are affected by a health problem/disability and their priorities for the scheme e.g. safe pedestrian crossings, improved air quality, accessible bus stops and trees and greenery etc.

4.12 Enfield Council received a total of 377 responses to the online consultation. The initial proposals were fully supported by 45.1% (170) of respondents and partially supported by 5.6% (21) of respondents. 47.2% (178) of respondents did not support the initial proposals, whilst 2.1% (8) either had no opinion or were unsure. The results of the consultation and resulting changes to design can be found at Appendix B.

4.13 In accordance with the Cycle Enfield governance arrangements agreed by Cabinet on 17 September 2014, presentations were made to the Partnership Board (South East) on 1 June 2016 and Project Board on 21 June 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.

4.14 The various assessment reports were shared with the Partnership Board on 27 June 2016 and any responses from Board members were included in the pack provided to Members in advance of the meeting to enable Cabinet to consider them as part of the decision making process.

Impact Assessments

4.15 On 28 October 2015, we commissioned Cambridge Environmental Research Consultants to undertake an air quality assessment for five main road cycling schemes, including A1010 South.

- 4.16 On 19 November 2015, we commissioned Regeneris Consultants to assess the economic impacts of the A1010 South scheme on Edmonton Green town centre.
- 4.17 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

- 4.18 The Metropolitan Police state:

Overall, the Metropolitan Police supports these proposals, which should improve safety for cyclists using these routes. It is possible that, in some reasonably foreseeable circumstances, the reduction in capacity for general traffic will result in increased response times for police when responding to emergency calls. However, this is impossible to measure, and they fully anticipate that once all works have been completed and SCOOT is fully operational, that any such delays will be minimal.

However, there may be circumstances in which police vehicles may have to be driven on the cycle lanes or segregated cycle tracks, and it is therefore essential that the relevant TRO's include the appropriate exemptions for emergency services.

- 4.19 The point made by the Police about exemptions for emergency service vehicles is recognised and will be addressed as part of the traffic order making process.

- 4.20 The local borough commander of the London Fire Brigade initially 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 its staff to choose more sustainable forms of transport for commuting and business travel, including cycling where possible.

The LFB is happy working with all partners for segregated cycling facilities and public realm improvements along the A1010 South scheme. The LFB remain willing to provide support and guidance to the project through site visits and assist where it is practical and acceptable to do so. The Brigade's core principle will always be to provide the best possible service to the members of public it serves and to uphold the commitments made to all of the communities that live and work in Enfield. A key area for LFB is to maintain and preserve its current attendance times for the Borough of 1st appliance in under six minutes and a 2nd appliance in under eight minutes. Full details of LFB standards can be found in our current London Safety Plan 5 at www.london-fire.gov.uk.

One area where LFB have concerns is any use of physical barriers to restrict access, which could cause timely delays in its attendance. That said, LFB would like to continue to support the development of the project and provide specialist advice and where possible if access is to be restricted in areas, seek to have restrictions by monitoring and enforcement, rather than physical barriers. If this is not possible and physical barriers are established such as positioning of traffic separators e.g. Armadillos/Orcas, a practical and reasonable access solution must be found so as not to impede the response of any fire appliance in an emergency.

4.21 The commitment by the LFB to work with the council to develop the detailed design is welcome and their views will continue to be taken into account as the proposals develop. In addition, it should be noted that the type of light segregation proposed along the A1010 corridor would not prevent emergency service vehicles entering the cycle lane, or cars pulling into the cycle lane to enable an on-call fire appliance to pass.

4.22 Following clarification of the proposals, the local borough commander of the London Fire Brigade stated:

I have no objections to the proposal of light segregation and the Cycle Enfield proposals for A1010 South.

4.23 The London Ambulance Service states:

London Ambulance Service (LAS) highlighted potential concern around the width of the road and access past vehicles at bus stops. Parked vehicles and potential issues around flow if a vehicle should break down or there is an accident blocking the road. LAS fleet need to have unhindered access so progress can be made while engaged on 999 calls. They also need to be able to remain mobile and not be gridlocked at peak times of the day. Therefore, the road network needs to be able to deal with everyday events and traffic while still keeping the road network moving.

4.24 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 cause gridlock, or indeed 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 5.17.1 below.

5. SCHEME DESIGN PROPOSALS

5.1 The A1010 South 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 Lincoln Road and Fairfield Road; additional traffic signals to reduce conflicts and enable cyclists to pass safely through junctions; significant public realm improvements at Edmonton Green roundabout; 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 all central refuges and make changes to parking as outlined in paragraph 5.14 below.
- 5.5 Two options for the junction of The Broadway and Church Street were considered as part of the consultation:
- Option 1** converts the Edmonton Green roundabout to a 4-arm signalised junction. This option involves converting parts of the existing roundabout to public realm, relocating the war memorial to a more accessible location and strengthening a shallow culvert.
- Option 2** retains the existing roundabout but introduces traffic signals to enable cyclists to safely negotiate the junction. The war memorial does not have to be moved with this option, but could be relocated if there was support from the local community.
- 5.6 Of the 219 respondents that indicated a preference, 35.6% (78) support Option 1, 11.4% (25) support Option 2, 46.6% (102) do not support either option and 6.4% (14) had no opinion or were unsure. However, further work has confirmed that Option 1 would cost £300K more to build than Option 2. Option 1 would also necessitate the strengthening of a shallow culvert beneath the landscaped centre of the roundabout at an estimated cost of £500k. It is considered that this additional cost could significantly impact on monies available for public realm improvements and therefore it is recommended not to pursue this option.
- 5.7 To ensure that the junction of the A1010 Hertford Road with Croyland Road operates without significant issues during the peak periods, it is proposed to prevent traffic exiting from Croyland Road onto the A1010, by making Croyland Road one-way westbound between the junction of A1010 and Millbrook Road. The southbound right turn will also be banned to protect northbound cyclists passing through the junction.
- 5.8 The traffic flows that would be diverted are as follows
- Left turn from Croyland Road onto A1010 – AM Peak 20 vehicles per hour, PM Peak 9 vehicles per hour

- Ahead from Croyland Road onto Bounces Road - AM Peak 43 vehicles per hour, PM Peak 21 vehicles per hour
- Right turn from Croyland Road onto A1010 – AM Peak 65 vehicles per hour, PM Peak 45 vehicles per hour
- Right turn from A1010 onto Croyland Road – AM Peak 2 vehicles per hour, PM Peak 11 vehicles per hour

5.9 The Council's traffic modelling concludes that making Croyland Road one-way is unlikely to increase rat running.

5.10 Alternative routes for the four turning movements are as follows:

Exit Movements

- Left turning traffic to A1010 North will be rerouted via Millbrook Road and Bury Street- additional 20m to travel
- Ahead traffic to Bounces Road will be rerouted via Millbrook Road, Bury Street and A1010 Hertford Road to turn left into Bounces Road- additional 360m to travel
- Right turning traffic to A1010 South will be rerouted via Millbrook Road and Bury Street to travel south towards A1010 Hertford Road - additional 400m to travel

Entry Movements

- Right turning traffic from A1010 Hertford Road North will be rerouted via A1010, Bury Street and Millbrook Road - additional 20m to travel.

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

5.12 Bus Lanes and Bus Stops

5.12.1 The southbound bus lane south of Edmonton Green roundabout will be retained. Existing bus stops will be amended and replaced with 13 bus stop boarders with buffer strips and 6 bus stop by-passes. Further details can be found in Appendix A: Post-consultation drawings.

5.12.2 The consultation drawings involved the removal of one southbound bus stop Nightingale Road (stop LA), which is to be amalgamated with stop LB, 80 metres south. Following a site visit with TfL Buses, we are looking at retaining them as bus stop boarders on carriageway.

5.12.3 In addition, Angel Corner (stop D) will be moved south and combined with Angel Corner (stop E), 30 metres south.

5.12.4 All bus stands on the A1010 South corridor will be retained in their existing locations.

5.12.5 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.

5.13 Public Realm Improvements

5.13.1 As part of the Cycle Enfield scheme for the A1010 South it is proposed to make public realm improvements as follows:

- At Edmonton Green, where additional tree planting and seating can be provided to improve the look and feel of the area for pedestrians, as well as people cycling.
- Local residents and retailers will be able to directly input into the design of the public realm areas through co-design workshops which will be held following Council approval of the scheme.
- Where there is scope, public realm improvements will also be implemented along the remainder of the corridor.
- The scheme will also provide cycle parking at Edmonton Green Station, the Shopping Centre as well as other key locations along the route.

5.14 Parking Implications

5.14.1 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.

Corridor South of Edmonton Green Station

5.14.2 The corridor between the A406 North Circular and Edmonton Green roundabout is approximately 0.9 miles long and is a mixture of residential and retail. There are currently 86 spaces along this section of the corridor and this has been increased to 89 spaces as a result of the scheme.

Corridor North of Edmonton Green Station

5.14.3 The corridor between the Edmonton Green roundabout and the northern extent of the scheme at Lincoln Road is approximately 1.4 miles long and it continues the mixed use of residential and retail.

5.14.4 The table below summarises the impact on parking by section number, to reflect the drawing sheet numbers.

Sheet No.	From	To	No. of Existing Spaces	Retained/ Proposed Parking Spaces	Lost/ Gained Spaces	% of Lost/ Gained Spaces	Max. Occupancy Daytime	Max. Occupancy Overnight	Side Road Spaces Required (Max Daytime)	Side Road Spaces Required (Max Overnight)	Available Side Roads Spaces During Busiest Period
5	Bus Station	Rosemary Ave	14	8	-6	-43%	67%	33%	1	Not Required	3
6	Rosemary Ave	Houndsfield Rd	63	32	-31	-49%	78%	71%	17	13	40
7	Houndsfield Rd	St Alphege Rd	83	56	-27	-33%	77%	59%	8	Not Required	3
8	St Alphege Rd	Southfield Rd	84	39	-45	-54%	71%	61%	21	12	13
9	Southfield Rd	Lincoln Rd	10	5	-5	-50%	50%	50%	Not Required	Not Required	Not Required

5.14.5 The table shows that there is sufficient space for residents parking overnight. However, in Sections 7 and 8 the reduction in parking means there is an over demand during busiest period of the day by 5 spaces and 8 spaces respectively, although sufficient space for the majority of the day.

5.14.6 It should be noted that the surveys were carried out for the first 100m to the east and west of the corridor and additional on-street parking may be available further away.

5.14.7 Parking will be reviewed along the corridor as part of the detailed design process, particularly between Hounsfield Road and Southfield Road, to determine the need for additional controls to manage demand for kerb side space. The review will take into account the issues raised in the Equality Impact Assessment to ensure that adequate space is available for people with impaired mobility.

5.14.8 At the north east corner of the junction of Hertford Road with St. Joseph's Road, there are currently four existing on-street parking spaces. Under the proposals, these will be replaced with twelve diagonal parking spaces.

5.14.9 Unlike the A105 scheme, there is no obvious way of mitigating the loss of on-street parking along the A1010 South corridor. Between Hounsfield Road and Southfield Road, there are no convenient car parks that could be reconfigured to provide additional parking. Cabinet will therefore need to consider whether the overall benefits of the A1010 South scheme outweigh the loss of parking and recommends that the Cabinet Member for Environment and the Director of Environment and Regeneration continue to consider any possible mitigation in this area.

5.15 Economic Impact Assessment

5.15.1 Regeneris Consulting were commissioned to undertake an economic impact assessment of the Cycle Enfield Scheme on the economic vitality of Edmonton Green 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 an uplift in spend. However, this potential uplift has not been factored into the assessment as it is not guaranteed. The Economic Impact Assessment is attached as Appendix D, but the overall conclusions are summarised below:

- The construction phase could have a minor negative impact on town centre vitality within that single year, with a potential loss of town centre spending of approximately 1.5% (£640,146).
- The operational phase could have a neutral/negligible impact on town centre economic vitality on an ongoing basis, with a potential gain of town centre spending of approximately 0.7% (£279,241) per annum.

5.15.2 It should be stressed that the operational phase estimates do not take into account any uplift due to the planned public realm improvements around Edmonton Green. In addition, a number of possible mitigation measures have been identified by the consultants. Project Board recommended that we implement the mitigation measures set out in Appendix D, section 5 to ensure that the impact of construction and operation is minimised and to enable the operational phase to reach either a neutral or positive level.

5.15.3 There is limited change on the numbers of on-street car parking spaces supporting businesses along the corridor, although some on-street parking is lost, most significantly between St. Alphege Road and Elizabeth Ride. There is not anticipated to be an adverse impact relating to car parking for smaller stores which largely serve local communities and so the proportion of shopping trips by car is likely to be low.

5.16 Air Quality Impact and Health

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

5.16.2 With the introduction of the proposals and assuming a 2.5% reduction in traffic, annual average NO₂ concentrations are predicted to decrease by between 0.1 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, and providing a 2.5% reduction in traffic is achieved, the majority of frontagers along this road will experience an improvement in air quality and corresponding health benefits.

- 5.16.3 If the Option 1 proposals are introduced NO₂ concentrations would increase at the centre of the Edmonton Green junction but decrease where parts of the existing roundabout are converted to enhanced public realm space.
- 5.16.4 If the Option 2 proposals are introduced, the results are similar, with smaller changes in NO₂ concentrations around the Edmonton Green junction. Here, concentrations are expected to increase by up to 1 micro grammes per cubic metre where traffic is queuing with reductions on the rest of the roads. Further details of the air quality assessment are set out in Appendix C.
- 5.16.5 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.
- 5.16.6 Achieving increased physical activity by encouraging more people to cycle as part of their everyday routine could have a significant positive impact on the need for services in the borough. 70% of the NHS budget is on long-term conditions, all of which could be reduced or ameliorated by physical activity by between 20-30%. These conditions include cardiorespiratory health, metabolic health, musculoskeletal health, functional health, breast and colon cancer, mental health as well as functional health and all-cause mortality.
- 5.16.7 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.

5.17 Congestion and Journey Times

- 5.17.1 The total length of this corridor is approximately 2.4 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 10-13 minutes. Based on the modelling assessment for the core scenario, the estimated increases in average journey time (per mile) along the corridor are as follows:
- AM peak northbound: 1 minute 58 seconds or 56 seconds per mile
 - AM peak southbound: 25 seconds or 12 seconds per mile
 - PM peak northbound: 13 seconds or 6 seconds per mile
 - PM peak southbound: 1 minute 7 seconds or 32 seconds per mile
- 5.17.2 These journey times are based on the proposed junctions and bus stops and the option that created the highest delay values for the Edmonton Green network, to reflect a worst case scenario. More details of the impact of the scheme on congestion and journey times are set out in Appendix G.

5.17.3 In considering these additional delays, it should be noted that congestion is likely to increase on the A1010 (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.

6. ALTERNATIVE OPTIONS CONSIDERED

6.1 The Council could decline the Mini Holland funding. However, this would mean forgoing £4.2million of investment in the borough on this scheme, £38.1million of investment on other Mini Holland schemes and the associated economic, health and transport benefits.

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 detailed design and statutory consultation is £350,000, which will be fully funded by Transport for London.

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.

8.3 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 A1010 South 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 South scheme will help to provide a safe and efficient means of accessing Edmonton Green 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

- 10.3.1 The A1010 South 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 A1010 South, 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 A1010 South scheme on 5 January 2015, 15 April 2015, 7 October 2015 and 1 June 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 South 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 On 23 June, Officers sent the post consultation drawings to TfL's Road Safety Team for a stage 1 Road safety Audit.

13.2 The Construction, Design and Management Regulations are being followed to ensure that risks are designed out/mitigated and the A1010 South 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 South 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 and at least 20 other 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 HSE data (2012) also shows that that 79% of boys and 84% of girls aged 5 – 15 do not meet physical activity guidelines.
- 14.6 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%).
- 14.7 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.
- 14.8 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.
- 14.9 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.
- 14.10 Other benefits to the individual could include greater access to employment, education, shops, recreation, health facilities and the countryside.
- 14.11 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 including the avoided costs of motorised transport 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]

Appendix B: Consultation 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