

## MUNICIPAL YEAR 2016/2017 REPORT NO. 152

### MEETING TITLE AND DATE:

Cabinet  
14 December 2016

Agenda – Part: 1

Item: 7

### 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**

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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 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 NO<sub>2</sub> is predicted to be exceeded along the A1010 North, 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.

5.10.2 With the introduction of the proposals and a 2.5% reduction in traffic, annual average NO<sub>2</sub> 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 NO<sub>2</sub> 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<sub>2.5</sub> particulates and the further loss of 88,113 life-years from NO<sub>2</sub> 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 pollution<sup>1</sup> 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:

<b>Additional delay per mile</b>	<b>Northbound</b>	<b>Southbound</b>
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](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