

# **OVERVIEW & SCRUTINY COMMITTEE**

**10 January 2017**

## **RESPONSE TO** **REASONS FOR CALL IN**

### **PART 1**

#### **Relating to the Following Decision:**

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

**Decision Date:** 14 December 2016

**Decision of:** Cabinet

**Key Decision No:** KD4112

#### **1. Introduction**

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

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

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

## **2. Reasons for Call In**

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

**See attached**

## **3. Response to Reasons for Call In**

### **a) Inadequate consultation on current proposals**

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

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

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

### **b) Cycle lanes should not be on main roads**

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

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

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

**c) No consultation with bus companies**

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

**d) Consultation with emergency services**

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

**e) Youth engagement**

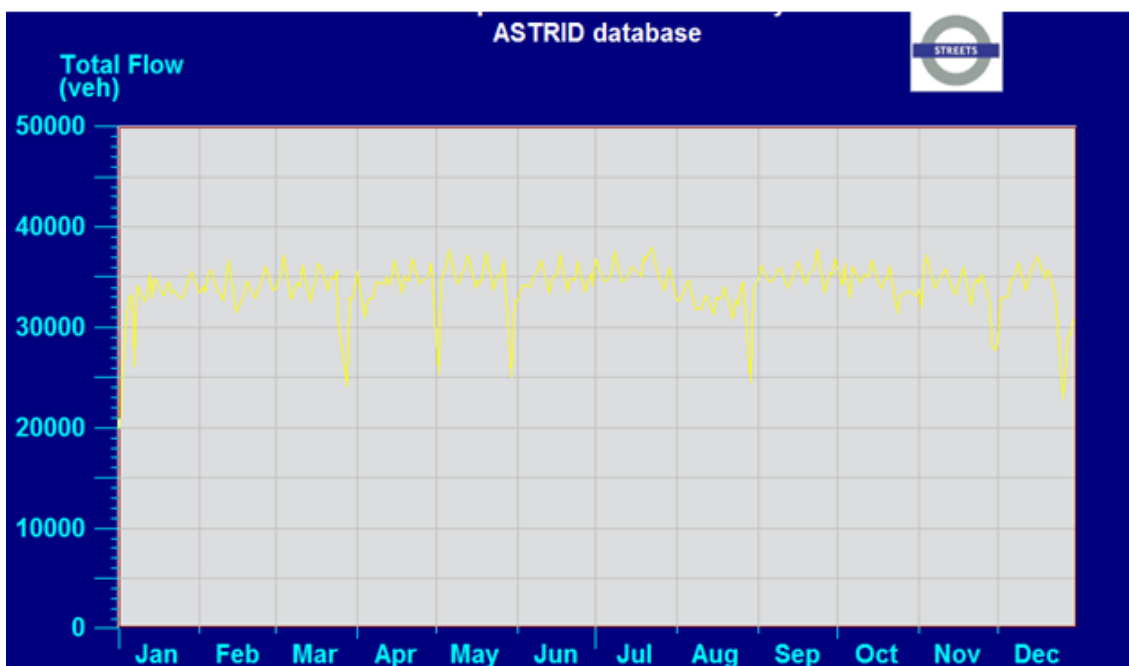
3.11 Appendix B2 to the Cabinet Report included details on the results of the young people engagement work conducted over summer 2016. Each of the exhibitions included a Cycle Enfield display, providing further information on the proposals across the Borough. The report provides an insight in the views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

**f) Traffic analysis unrepresentative**

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

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

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



## **g) Impact on air quality and health**

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

### **Health**

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

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

### **Use of cycle lanes**

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