

MUNICIPAL YEAR 2018/2019 REPORT NO.

ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

PORTFOLIO DECISION OF:
Deputy Leader

REPORT OF:
Executive Director - Place

Agenda – Part: 1

KD Num: 4783

Subject: Approval of walking & cycling improvements between Hoppers Road and Haselbury Road.

Wards: Bush Hill Park, Haselbury, Palmers Green and Winchmore Hill

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1. EXECUTIVE SUMMARY

This Report seeks approval to implement walking & cycling improvements between Hoppers Road in Palmers Green and Deansway in Edmonton. These proposals form part of the Mayor of London's Transport Strategy to increase active travel in London and will be fully funded by Transport for London (TfL). Forming part of the wider network, the proposals contained in this report are expected to deliver health and transport benefits for both local residents and visitors to Enfield.

2. RECOMMENDATIONS

2.1 To approve implementation of the scheme provided in the post consultation overview drawing at Appendix 1, including:

- footway buildouts and rain gardens at the junction of Hoppers Road and Stonard Road;
- cycle friendly speed humps and reducing the speed limit on Barrowell Green;
- widening the footpath alongside Clowes Sports Ground to allow shared use with cyclists;
- a raised parallel cycle/zebra crossing across Firs Lane;
- a footway level cycle track from this crossing to Firs Farm Park;
- lighting of the existing footpath through Firs Farm Park;
- opening up the existing underpass on the A10 to cyclists;
- replacing the speed humps (in poor condition) on Deansway with cycle friendly versions.

2.2 To make the traffic management orders without modification to enable the associated waiting and loading restrictions, the revised width restriction in Firs Lane and the 20mph speed limit in Barrowell Green to be implemented and enforced.

3. BACKGROUND

- 3.1 These proposals form part of the package of works aimed at improving the Borough's walking & cycling infrastructure. 'Secondary routes', such as these are intended to strengthen the network of routes, following quieter streets, parks and waterways across Enfield. They'll connect with other projects, expanding the reach of previous investment and linking residential areas to local services such as schools, town centres and green spaces. This type of infrastructure will help overcome barriers to walking & cycling by providing safe and signed routes, creating 'feeder' routes to the major routes on some of our key roads.
- 3.3 This link will provide an east to west route either side of the A105 (Green Lanes), creating a connection to Firs Farm Park (and the new tennis courts), across the A10 using the underpass and into Edmonton.
- 3.4 This report sets out the outcome of statutory consultation undertaken on this scheme, which provided the opportunity for residents and interested parties to comment on the design and layout of the proposed design.

4. SCHEME DESIGN PROPOSALS

- 4.1 A summary of the proposals are at Appendix 1 (detailed designs are available if required). Key design features of this scheme are:
- 4.1.1 **Hoppers Road junction with Stonard Road** – Footway buildouts will narrow traffic lanes to calm traffic speeds and shorten crossing points for pedestrians and green the area with some rain gardens. The originally proposed continuous footway at this junction has been removed from the design as further investigations have identified that the road levels would not enable this feature (insufficient height to ensure appropriate ramp, necessary to slow motor vehicles as they crossover).
- 4.1.2 **Road markings** – Double yellow lines are proposed for the corners along the route between Stonard Road and Lytton Avenue. This will improve visibility for cyclists, drivers and pedestrians alike.
- 4.1.3 **Lytton Avenue** – The existing path between the eastern end of Lytton Avenue and the A105 Green Lanes footway will be resurfaced with harvest buff tegula blocks and be made pedestrian priority but allow use by cyclists.
- 4.1.4 **Barrowell Green** – The road is to have a 20mph speed limit with cycle friendly speed humps constructed along Barrowell Green to reduce traffic speeds where cyclists are sharing the road with vehicular traffic. Cyclists

will be taken off the carriageway near the entrance to the recycling centre. The existing lightly used footpath will be widened to create a path where pedestrians have priority, but that people cycling can also use.

- 4.1.5 **New parallel zebra crossing** – The existing width restriction on Firs Lane will be relocated to make way for a raised parallel zebra crossing to connect pedestrians and cyclists to Firs Farm and the new tennis courts. The eastern footway will be widened to provide a cycle track up to the entrance to Firs Farm.
- 4.1.6 **Firs Farm** - The existing path through Firs Farm will be lit to provide a safe 24-hour route for cyclists to and from the A10 which is fully supported by the Friends of Firs Farm.
- 4.1.7 **A10 Underpass** – “No Cycling” signs and some of the existing railings will be removed on the underpass by TfL to allow cyclists to use the facility to safely cross the A10 away from traffic.
- 4.1.8 **Deansway** – The existing speed humps along Deansway are in very poor condition and will be replaced with cycle-friendly versions.

5. **ENGAGEMENT & CONSULTATION PROCESS**

- 5.1 Following a TfL Sponsor Review of these proposals, an early engagement was carried out during July/August 2018 to share our designs with the public to help shape our plans for the area in advance of the statutory consultation. 27 responses were received online, and the consensus was that residents were in favour of the proposals including traffic calming along Barrowell Green. The main objections were to the proposed double yellow lines on the junction corners along Avondale Road. It was also suggested that we make Barrowell Green a 20mph street (which will be self-enforcing through the introduction of cycle-friendly speed humps). This early feedback was considered and informed the development of the subsequent design.
- 5.2 An extended statutory consultation took place from September 12th 2018 to October 7th 2018. A total of 1,501 leaflets were hand delivered to residents living along the route, with the distribution company utilising GPS trackers to ensure effective delivery.
- 5.3 In line with the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, the various prescribed consultees were notified. In addition, ward councillors were informed about the consultation process and details were published in the Enfield Independent and London Gazette on 12th September 2018. Public notices were erected on street and the consultation was also promoted in the Council's Cycle Enfield e-newsletter which is sent to over 4,000 interested

stakeholders. Throughout the process, detailed information on the proposals was published at www.cycleenfield.co.uk/have-your-say

- 5.4 Paper copies of the consultation document were available and issued to those that made a request.

6. CONSULTATION RESPONSES

- 6.1 There were 18 separate submissions to the consultation, although none from any of the Emergency Services or other statutory consultees. Consultations are designed so that people living both within and outside of the area can comment if they wish. The following table demonstrates that the responses were broadly received from the local area:

Postcode	No. of responses
N7	1
N9	1
N13	10
N16	1
N21	5

Consultations are promoted widely however relatively low return rates are not untypical (an issue for all local authorities rather than specifically Enfield Council). Overall the responses were positive with 8 of the 14 that commented on the proposals in favour of the proposals. The other 6 residents that commented only discussed one aspect of the scheme (double yellow lines at the junctions along Avondale Road) and didn't respond for or against the wider scheme. In addition to the responses above there was a co-ordinated response by one resident on Avondale Road with 9 signed copies of the same letter objecting to the proposed double yellow lines (see paragraph 6.2 item 1 in the table below for the response).

A detailed response from the Enfield Cycling Campaign was received which represented the wider views of its membership. The issues raised are captured in the table at para 6.2.

- 6.2 The table below illustrates the key issues raised in the statutory consultation and provides a response:

[Table on following page]

Item	Issue Raised	Council Response
1	<p>Objection to the proposed installation of double yellow lines on the junction corners along Avondale Road and the impact on resident parking.</p>	<p>It is standard practice to prevent parking on junction corners to increase safety and visibility for all road users. Where funding allows, double yellow lines are introduced to make it clear that parking at junctions is not appropriate. Even without such markings, motor vehicle owners should not be parking at junctions as reinforced by the Highway Code Rule 243 which states the following “DO NOT stop or park opposite or within 10 metres (32 feet) of a junction, except in an authorised parking space”. These measures provide clear indication that parking should not take place at junctions, although in this instance, the distance of the double yellow lines is no more than 7m. This area is not in a Controlled Parking Zone and these measures do not remove any prescribed parking spaces.</p>
2	<p>Objection based on the perception that a route isn't required along Avondale Road and Lytton Avenue as there is already new cycle lanes on Green Lanes</p>	<p>These secondary routes are intended to strengthen the network of routes already in place, following quieter streets, parks and waterways across Enfield. They'll connect with other infrastructure, expanding the reach of investment and linking residential areas to local services such as schools, town centres and green spaces. They help overcome barriers to walking & cycling by providing safe and signed routes and where appropriate, creating 'feeder' routes to the major schemes. Without these complementary routes, the major routes become less attractive to less confident riders, families and children.</p>

3	Objection based on the perception that speed humps increase noise and vibration and the associated disturbance to residents.	There is the possibility that the introduction of speed humps could marginally increase the level of background noise and vibration. However, any increase in noise and vibration is more likely to be due to large or empty goods vehicles rather than from cars. Consequently, wherever speed humps have been proposed we are using a new 'sinusoidal' speed hump profile which provides a smoother transition and should reduce the level of noise and vibration caused by any vehicles travelling over them.
4	Objection based on the perception that Firs Lane is busy and dangerous and concerns regarding children cycling at this location.	The proposed cycle facilities along Firs Lane are on off-carriageway footway level cycle tracks which are segregated from motor traffic.
5	Objection based on the need for more zebra crossings and/or lights on Firs Lane to enable pedestrians to cross safely.	An additional 10m high lighting column is to be installed adjacent to the new zebra crossing to provide increased street lighting to improve visibility of pedestrians and cyclists using the crossing thus increasing safety. There is already an existing zebra crossing approximately 330m north adjacent to the entrance to Winchmore School.
6	Objection that there needs to be an obvious pedestrian crossing point, not just a cycle crossing point at the A105 junction with Barrowell Green.	There still is a pedestrian crossing point across the A105 in the form of a parallel zebra crossing. This will not change as a result of this scheme. The junction across Barrowell Green has been narrowed as part of the A105 Cycle Enfield project which reduces pedestrian crossing distance.
7	Objection based on the perception that pedestrian activity is not low alongside Clowes Sports Ground.	Spot counts carried out on 3 separate occasions in early 2018 counted between 6 and 10 pedestrians using the path in a 30min period demonstrating that pedestrian figures are extremely low. Therefore potential conflict with cyclists is not felt to be a safety issue. Counts were carried out during school run times when it is anticipated that the pedestrian use is at its highest. Signs will be installed into the path that indicate that pedestrians have priority.

8	Objection based on an understanding that an earlier proposal to limit access to Stonard Road from Hoppers Road was good and included one-way street access which has now been changed.	There appears to have been a misunderstanding as there was never any plan to make Stonard Road one-way, just a proposal to install a point no-entry on the road to prevent rat running between Green Lanes and Hoppers Road. The residents of Stonard Road stated a preference to stop westbound vehicles accessing Hoppers Road as opposed to limiting access to Green Lanes along Stonard Road from Hoppers Road. This measure remains and will be implemented as part of the previously approved Fernleigh Road Quieter Neighbourhood project.
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6.3 In addition to the issues raised during statutory consultation, the following observations were raised as part of the early engagement process:

1	Enfield Cycling Campaign would prefer the scheme to be extended to use the existing pedestrian bridge over the railway opposite the Stonard Road exit on Hoppers Road. Their proposal was for this link to end with a zebra crossing over Bourne Hill between Caversham Avenue and Woodland Way. That way the Quiet Route would create access to two whole neighbourhoods (i.e., the Fox Lane area as well as the area east of Woodland Way), connecting the two neighbourhoods to both the A105 cycle tracks as well as the Firs Lane Wetlands.	This certainly remains a future aspiration. Unfortunately, the railway bridge parapets are in a very bad condition and is currently fenced off. If future works take place to address the issues with the railway bridge then a future project could explore this additional connection as a way to further increasing the network.
2	There is no crossing of the A10 for cyclists at the entrance to Firs Farm.	As part of this new quiet route, Transport for London is opening up the existing A10 underpass to allow cyclists to use it to cross the A10 safely.

3	The proposed speed humps along Barrowell Green are welcome due to speeding vehicles, but we would like to see a 20mph speed limit applied.	This feedback was responded to by including proposals to make Barrowell Green a 20mph road in the statutory consultation. This is now one of the recommendations of this report.
4	Opening up the bottom end of Lytton Avenue will create safety issues.	Signs will be erected to inform all users that the area is now used by pedestrians and cyclists and paving slabs will be installed informing cyclists that pedestrians have priority and they should take care. The area may be busy at certain times when the church is in use, but most of the time the path is extremely quiet.
5	Barrowell Green - There is a blind bend at the bottom of the road by the cricket pitches so not sure how this proposal will improve anything.	There appeared to be some confusion with the understanding of where the cycle route will take cyclists. Between the entrance to the recycling centre and Firs Lane the cycle path will be taken off carriageway alongside Clowes Sports Ground.
6	Suggestions to remove cyclists completely from the carriageway along Barrowell Green by creating a shared path.	At the current time there is insufficient funding to implement a measure that would potentially require adjusting the kerb line along the entire length of Barrowell Green. However, the proposed measures will be monitored to determine the impact of the new 20 mph restrictions and associated traffic calming measures. Further enhancements could then be considered as funding allows.

7. Alternative Options Considered

The following alternative options have been considered:

Option	Comment
Do nothing.	This is not recommended as this project is a key part of the strategy to promote more walking & cycling in the Borough.
Implementing the scheme without double yellow lines at junctions along Avondale Road.	This is not recommended as parking should not be taking place at junctions and these measures will help increase safety and visibility for all road users.

8. REASONS FOR RECOMMENDATIONS

8.1 The recommendations have been made to enable the scheme to be implemented so that a number of benefits can be realised, including:

- Delivering a safe and convenient walking & cycle route connection between the west and east of the Borough.
- A new raised parallel zebra crossing to provide another crossing point to provide safe access to Firs Farm.
- Traffic calming measures to slow traffic speeds and provide a safer environment for pedestrians and cyclists.

9. COMMENTS FROM OTHER DEPARTMENTS

9.1 Financial Implications

9.1.1 The total estimated cost of implementing the scheme is £330,000, which will be fully funded via the 2018/19 Local Implementation Plan allocation provided by Transport for London to help deliver the Mayor's Transport Strategy.

9.1.2 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.

9.1.3 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.

9.1.4 Future maintenance costs from this scheme will be contained within existing revenue budgets.

9.2 Legal Implications

9.2.1 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.

- 9.2.2 Section 62 of the Highways Act 1980 provides a general power for the Council to improve highways. Section 65 of the same act provides a specific power that enables the Council to construct cycle tracks. The act also provides powers to plant vegetation, construct road humps/speed tables and vary the relative widths of carriageways and footways.
- 9.2.3 The Road Traffic Regulation Act 1984 provides powers to regulate use of the highway, including revoking and introducing width-restrictions, introducing 'At Any Time' waiting restrictions, setting speed limits and installing parallel zebra crossings.
- 9.2.4 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.
- 9.2.5 The final decision to implement a scheme needs to take account of the considerations set out above and the outcome of the statutory consultation relating to the new parking controls, the 20mph speed limit, the width restrictions and other elements of the scheme requiring 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.

9.3 Property Implications

There are no corporate property implications arising from this report.

10. KEY RISKS

The key risks relating to the scheme are summarised below together, where relevant, with steps taken to mitigate the level of risk:

Risk Category	Comments/Mitigation
Strategic	<p>Risk: Not delivering health and other benefits associated with an increase in levels of cycling.</p> <p>Mitigation: Corporate support for the Cycle Enfield programme and funding from TfL.</p>
Operational	<p>Risk: Disruption during construction.</p> <p>Mitigation: Traffic management arrangements will be designed to minimise disruption for local residents. Roadworks will also be co-ordinated to take account of other work in the area.</p>

Financial	Risk: Insufficient funds/cost escalation. Mitigation: Funding from TfL has been allocated to the scheme and the estimated implementation cost falls within the available budget. Controls are in place to ensure that order is not placed until price is known and budget confirmed.
Reputational	Risk: Opposition to the scheme from some local residents/ organisations. Mitigation: Consultation has been undertaken to take into account views of local residents.
Regulatory	Risk: Failure to comply with statutory requirements. Mitigation: The scheme is being delivered by experienced designers, with support from TMO experts.

11. IMPACT ON COUNCIL PRIORITIES - CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD

11.1 Good homes in well-connected neighbourhoods

The scheme directly supports the Council's commitment to reduce congestion, improve air quality and encourage people to walk and cycle.

11.2 Sustain strong and healthy communities

The scheme also helps to deliver the Council commitment to improve health by promoting active travel.

11.3 Build our local economy to create a thriving place

Wider investment in the walking & cycling network forms part of the Council's strategy to support our high streets and town centres by providing safe and easy access to local shops and services.

12. EQUALITIES IMPACT IMPLICATIONS

- 12.1 Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. We need to consider the needs of these diverse groups when designing and changing services or budgets so that our decisions do not unduly or disproportionately affect access by some groups more than others.

- 12.2 In recommending this proposal we have considered the needs of all highway users including those from the protected characteristic groups. All members of the community have full access to the highways however it is recognised that some protected groups may have practical problems in using the service. We are confident that these proposals will ensure that everyone will continue to benefit from this service.
- 12.3 The Council are looking to provide an east-west route either side of the A105 cycle route. This will be achieved by implementing various measures along the route previously detailed in the report that will aim to calm traffic speeds and take cyclists off carriageway wherever possible. The lighting of the path through Firs Farm will open up this route as a safe 24-hour route for pedestrians and cyclists and provide a lit route to the new tennis courts during the winter months.
- 12.4 Any impact on social economic inequality is likely to be low, as those on low incomes are less likely to own cars, meaning they are more likely to walk or cycle and this proposal promotes active health and provides a safer area for this to occur.
- 12.5 The potential negative impact of any shared pedestrian/cycle areas and footway level cycle tracks have been considered against the benefits of enabling safe active travel for all age groups. Tactile materials will be used in the appropriate locations and signs will be included to ensure that people cycling are clear that they should offer priority to people walking.

13. PERFORMANCE AND DATA IMPLICATIONS

This scheme will have limited impact on performance when considered in isolation. However, when considered as part of a wider active travel network, the scheme will contribute to a number of key targets, including those relating to improving the health of adults and children in the Borough, reducing the number of vulnerable road users injured on our roads, and increasing the use of sustainable means of travel.

14. PUBLIC HEALTH IMPLICATIONS

- 14.1 The scheme is part of the Council's plans to improve the Borough's walking & cycling infrastructure, 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%. Treating these conditions accounts for 70% of the NHS budget.

- 14.3 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.
- 14.4 Cycling can be a very effective means of integrating physical activity into everyday life. Improving cycling facilities in the Borough also has the potential to significantly increase the disposable income all residents in the Borough. Other benefits to the individual could include greater access to employment, education, shops, recreation, health facilities and the countryside.

Background papers

None

