

## MUNICIPAL YEAR 2019/2020 REPORT NO.

### ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

### PORTFOLIO DECISION OF:

Cabinet Member for Environment & Sustainability

### REPORT OF:

Executive Director - Place

**Agenda – Part: 1**

**KD Num: 4900**

**Subject:** Junction improvements at A1010 and A110

**Wards: Ponders End**

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### 1. EXECUTIVE SUMMARY

This report seeks approval to implement improvements at the A1010 / A110 junction in Ponders End. 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 illustrated in the drawing at Appendix 1, including:

- retention of existing motor traffic lanes which reduces but does not remove the impact on buses and other vehicles;
- improvement of walking & cycling provision through the junction, including the tightening of the junction to create more space;
- upgrade and modernise the traffic signals infrastructure.
- converting limited areas of footway to shared spaces that can be used by both pedestrians and cyclists.

2.2 To note funding and financial approval for implementation of the scheme has been provided by Transport for London.

### 3. BACKGROUND

- 3.1 Following previous highway works between Ponders End and Edmonton Green, further improvements are proposed at the A1010 / A110 junction to modernise the traffic signal infrastructure and ensure safe provision through the junction for people walking and cycling. These proposals were previously approved to proceed to detailed design and statutory consultation as part of the approvals for the A1010 North Cycle Enfield project by a meeting of Cabinet on Wednesday 14<sup>th</sup> December 2016.
- 3.2 There are further proposals for the A1010 between the A1010 / A110 junction up-to Holly Road. These proposals have now undergone further design and statutory consultation: recommendations on this wider scheme will be subject to a future report. The junction improvements which form part of this report are not subject to any statutory consultation. The proposals bring standalone benefits, irrespective of whether any future works along the A1010 are approved.
- 3.3 This report sets out detail on the design of the junction and other relevant considerations to enable a decision on whether to implement this project.

### 4. SCHEME DESIGN PROPOSALS

- 4.1 A plan of the proposals is included at Appendix 1. Key design features of this scheme are:
  - 4.1.1 **Motor traffic lanes** – this design maintains the existing number of motor traffic lanes at the junction. Other options were considered which would have reduced the number of lanes on certain approaches from three to two. However, in light of the proximity of the bus garage to this junction and the number of bus routes, the existing lanes have been retained. Full resurfacing and drainage improvements works will also take place across the junction. These are essential maintenance requirements which will be integrated into the delivery of these wider works.
  - 4.1.2 **Walking provision** – the junction will provide an all green phase for pedestrians, where people can cross on all arms of the junction. Through tightening of the kerb line, some reductions to crossing distances are generated and full footway renewal will take place. Countdown timers will be installed to provide clear indications of available crossing time.
  - 4.1.3 **Cycling provision** – cycle tracks are provided on all 4 arms of the junction to provide segregated space on approach. Separate cycle crossing points will be marked, with individual cycle traffic signals which will operate on the same phase as pedestrian movement. A level surface at crossing points will be provided, but the cycle lane alignment will be delineated through different coloured materials.

## 4.2 Junction capacity

4.2.1 The modelling carried out to assess the impact of the scheme highlights that some arms of the junction are already close to or over capacity. Although the number of lanes at the junction itself have been retained, the length of some of the lanes on the approach to the stop lines has been reduced to accommodate the cycle lanes, resulting in some reduction in capacity. The key points to note are:

- At present, the most congested arm of the junction is the Nags Head Road (ahead and left-turn) approach, which currently operates with a degree of saturation (DoS)<sup>1</sup> of 100% during the PM peak. All other arms currently operate with a degree of saturation less than 100%, although some are close to capacity.
- The proposed changes to the junction result in some improvement to the performance of the Nags Head Road approach, including during the busy PM peak.
- The High Street southbound approach changes from two long lanes and a short flare to only one long lane and two short flares. In addition, the Southbury Road approach sees a reduction in the length of the left-turn flare lane. Consequently, both arms are forecast to be over capacity in the PM peak, with an increase in DoS to over 100% (104% for High Street southbound (right-turn), and 102% for Southbury Road (ahead and left)).
- During the critical PM peak period, queues on the A1010 southbound (right-turn approach) are predicted to increase by some 50m (10 vehicles), whilst on Southbury Road queue lengths are forecast to increase by around 80m (16 vehicles).
- This additional queuing could increase vehicle emissions in the short to medium term. However, improving cycling facilities at the junction are designed to encourage a mode shift away from motorised vehicles towards pedal cycles, which then could lower emissions in the longer term.

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<sup>1</sup> In traffic engineering, the degree of saturation of an intersection (typically under traffic signal control) or road is a measure of how much demand it is experiencing compared to its total capacity. The degree of saturation (%) is a ratio of demand to capacity on each approach to the junction, with a value of 100% meaning that demand and capacity are equal and no further traffic is able to progress through the junction. As DoS increase approach or exceed 100%, not all queuing traffic will be able to clear the junction, which can lead to traffic congestion, with queues of vehicles beginning to form.

- The overall reduction in junction capacity will lead to an increase in bus journey times. The most significant impact is on the 121, which could see a delay of approximately two minutes at the junction, with other routes experiencing lesser impacts. Despite this impact on buses, Transport for London have supported the implementation of this project and the longer-term benefits it can bring as it contributes to the wider active travel network.

4.2.2 The above highlights the most severe impacts, with a combination of lesser impacts or some improvements on other movements of traffic through the junction. Whilst the negative impacts of the scheme on traffic are acknowledged, these need to be balanced against the benefits for other road users, and people cycling in particular.

### **4.3 Road Safety**

4.3.1 Stage 1 (following concept design) and Stage 2 (following detailed design) Road Safety Audits have been undertaken to help inform the design of the junction. A further Stage 3 audit (completed post construction) will be undertaken post-implementation to address any concerns once the works are complete.

## **5. ENGAGEMENT & CONSULTATION PROCESS**

5.1 This design has been subject to a TfL Sponsor Review process, along with an engineering review by the TfL signals team. Designs were also shown as part of the wider A1010 North statutory consultation which was open from Wednesday 3<sup>rd</sup> April to Sunday 28<sup>th</sup> April. The designs for the junction were available online for the duration of this period and also available in the Ordnance Unity Centre from 11<sup>th</sup> – 28<sup>th</sup> April. A public event was held on Wednesday 10<sup>th</sup> April at the Albany Leisure Centre from 3pm – 8pm. Leaflets about the proposals, including promotion of the public event, were distributed to 18,000 homes and businesses within the area.

## **6. CONSULTATION RESPONSES**

6.1 A review of these submissions has taken place for any relevant comments specific to this junction which identified the following points:

6.1.1 Request to reduce vehicle lanes widths – comment was provided that a reduction in motor vehicle lane widths would provide more space for walking and cycling provision. This was considered but not taken forward as reducing the number of lanes would have a detrimental impact on buses.

6.1.2 Concerns over delivering pedestrian and cycling provision within existing space – there was a perception that owing to the retention of the existing

number of lanes, there was insufficient space to include provision for both walking and cycling. However, although the number of lanes will be retained, the junction radii will be tightened to create additional space.

## **7. ALTERNATIVE OPTONS CONSIDERED**

The following alternative options have been considered:

<b>Option</b>	<b>Comment</b>
Do nothing.	This is not recommended as this project is a key part of the strategy to promote more walking & cycling in the Borough.
Delay implementation until a decision on the rest of the A1010 project is determined.	This is not recommended as this will delay the delivery of the benefits that are associated with this project, which standalone, irrespective of whether the A1010 project is delivered.

## **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 improvements to traffic signals infrastructure.
- Provide enhanced provision of safe walking & cycling infrastructure across this major junction.
- Contribute towards the ongoing development of a Borough-wide active travel network.

## **9. COMMENTS FROM OTHER DEPARTMENTS**

### **9.1 Financial Implications**

9.1.1 The total estimated cost of construction for the scheme is up-to £800,000, who will fully fund the delivery of this project to help deliver the Mayor's Transport Strategy and are responsible for approving any variation in cost.

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. A number of shared pedestrian/cycle spaces are created as part of the scheme. The relevant part of the footway is 'removed' under the powers in section 66(4) of the Highways Act 1980, and a cycle track is 'constructed' under section 65(1).
- 9.2.3 The Road Traffic Regulation Act 1984 provides powers to regulate use of the highway. 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 cyclists) 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 This particular project does not requires the making of traffic management orders made pursuant to section 6 of the Road Traffic Regulation Act 1984.

## **9.3 Property Implications**

- 9.3.1 There are no corporate property implications arising from this report.

## **10. KEY RISKS**

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

<b>Risk Category</b>	<b>Comments/Mitigation</b>
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<b>Strategic</b>	<b>Risk:</b> Not delivering health and other benefits associated with an increase in levels of cycling. <b>Mitigation:</b> Corporate support for the Cycle Enfield programme and funding from TfL.
<b>Operational</b>	<b>Risk:</b> Disruption during construction. <b>Mitigation:</b> 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.
<b>Financial</b>	<b>Risk:</b> Insufficient funds/cost escalation. <b>Mitigation:</b> Funding from TfL has been allocated to the scheme and the estimated implementation cost falls within the available budget.
<b>Reputational</b>	<b>Risk:</b> Opposition to the scheme from some local residents/organisations. <b>Mitigation:</b> This project does not change the existing situation in terms of implications on waiting, loading or vehicle movement.
<b>Regulatory</b>	<b>Risk:</b> Failure to comply with statutory requirements. <b>Mitigation:</b> The scheme is being delivered by experienced designers.

## 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. The Public Sector Duty Act 2010 requires Local Authorities, in the performance of their functions, to:

- Eliminate discrimination, harassment, victimisation and other prohibited conduct
- Advance equality of opportunity
- Foster good relations

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.

Age	Slight positive impact – Modernisation of signals infrastructure introduces countdown signals, providing users of all ages with information on the time available to cross.
Disability	Slight negative impact – Possible conflict for visually impaired users by shared pedestrian/cycle areas and footway level cycle tracks. This will be mitigated by the use of tactile paving and the introduction of appropriate signage to indicate to cyclists that they do not have priority in this space. Crossing facilities across the junction are marked out to provide separate walking and cycling provision.
Gender reassignment	Neutral impact - No specific impacts identified.
Marriage or civil partnership	Neutral impact - No specific impacts identified.
Pregnancy and maternity	Neutral impact - No specific impacts identified.
Race	Neutral impact - No specific impacts identified.
Religion or belief	Neutral impact - No specific impacts identified.
Sex	Neutral impact - No specific impacts identified.
Social economic	Slight positive impact – 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.

### **13. PERFORMANCE AND DATA IMPLICATIONS**

- 13.1 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%. These conditions account 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

# Appendix 1

