

LONDON BOROUGH OF WALTHAM FOREST

Meeting date:	PLM – 16 December 2016
Title:	Enjoy-Waltham-Forest Programme - Chingford Town Centre
Directorate:	Neighbourhoods and Commercial
Report of:	Director of Highways and Traffic Management
Contact:	Kathiravelu Valavan
Phone:	Ext: 2525
Email:	vala.valavan@walthamforest.gov.uk
Wards :	Chingford Green/Endlebury/Hatch Lane/Larkswood/Valley
Appendices:	<p>Appendix A1: Map of proposals – Consulted</p> <p>Appendix A2: Map of proposals – Final scheme</p> <p>Appendix A3: Map of proposals – Kings Head Hill scheme</p> <p>Appendix B: Engagement approach for delivery</p> <p>Appendix C: Consultation results and outcome</p> <p>Appendix D: Reasons and benefits of proposed changes</p> <p>Appendix E: Alternatives considered</p> <p>Appendix F: Full equality analysis</p> <p>Appendix G: Sustainability implications</p>
Status:	Open

1. Summary

- 1.1. Waltham Forest was one of only three councils in London to be awarded Mini-Holland (Enjoy-Waltham-Forest) funding with an allocation of £27 million.
- 1.2. On 9 September 2014 Cabinet approved the delivery plan for the Mini Holland programme.
- 1.3. The Enjoy-Waltham-Forest programme Business Case was approved by Transport for London Surface Board on 18 November 2014.
- 1.4. On 10 February 2015 Cabinet delegated authority to the Director of Neighbourhoods in consultation with the Portfolio Holder for Environment to approve future individual schemes of the Mini Holland Programme.

- 1.5. As part of the scheme development stage, the council has undertaken extensive engagement and consultation that has influenced the development of the final proposals.
- 1.6. In summer 2016 the council made a decision to rebrand the Mini-Holland programme as “Enjoy-Waltham-Forest” programme.

2. Recommendations

- 2.1. For the reasons set out in this report the Strategic Director of Neighbourhoods and Commercial, in consultation with the Portfolio Holder for Environment is recommended to:
 - 2.1.1. Note the results of the consultation and the received resident correspondence and petitions.
 - 2.1.2. Note the high volume of consultation feedback received to the proposed changes at the Long Deacon Road and Normanton Park junction, and approve the development of an alternative proposal for the junction and surrounding roads as set out below and as agreed with Ward Councillors.
 - 2.1.3. Note the negative consultation response regarding the Endlebury Road waiting and loading restrictions, and approve to undertake further development and further local engagement regarding alternative proposals as agreed with Ward Councillors
 - 2.1.4. Approve the exclusion of the proposed Endlebury Road Modal Filter from the scheme due to a majority negative consultation response.
 - 2.1.5. Note the negative consultation response regarding proposed single yellow line waiting and loading restrictions in Kings Head Hill, and approve a modified design taking into consideration local feedback. As part of the modified design a new zebra crossing is being proposed by Drysdale Road in response to feedback from Ward Councillors
 - 2.1.6. Agree to undertake further design development, and where appropriate additional local engagement, on proposals identified by Ward Councillors in Station Road and Larkshall Road as set out below.
 - 2.1.5. Approve the preliminary scheme design for the Chingford Town Centre scheme as shown in Appendix A2 and agree the scheme to proceed to detailed design (subject to changes based upon consultation feedback set out within this report) and subsequent construction (subject to technical feasibility and funding availability) as part of the Enjoy-Waltham-Forest programme, as listed below:

1 CYCLE ROUTES – INCLUDING CYCLE AND PEDESTRIAN IMPROVEMENTS

The two routes consist of the following proposals:

CYCLE ROUTE (WEST) FROM CAVENDISH ROAD TO STATION ROAD

- Make the following improvements to the alleyway between Higham Station Avenue and Coningsby Gardens:
 - Improve the lighting along the route
 - Improve the alleyway
- Provide an alternative evening (hours of darkness) on-street cycle route along Normanshire Drive
- Provide an alternative evening (hours of darkness) on-street cycle route along Grove Road, Harold Road and Gunners Grove
- Improve the existing cycle track for people walking and cycling where this crosses Bailey Close and Normanshire Drive

- Move the pelican crossing opposite The Harvester restaurant on New Road and change it to a new combined cycle and pedestrian zebra crossing
- Install a new blended 'Copenhagen' crossing where the New Road (slip road) meets Grove Road
- Move the bus stop (for buses 357, 444 and W16) on New Road about 30 metres east (closer to the entrance of the leisure centre car park) to make room for the improved pelican crossing
- Plant more trees at the junction of New Road and Grove Road
- Raise the road to pavement level in Pretoria Road at the junction with Kings Road
- Provide signage and cycle road markings along the route
- Proposed Endlebury Road waiting and loading restrictions will be subject to further development and further local engagement due to a negative consultation response

CYCLE ROUTE (EAST) FROM HATCH LANE TO CHINGFORD STATION

- Install a new combined cycle and pedestrian zebra crossing on Friday Hill by the roundabout
- Introduce a segregated cycle lane along the following locations:
 - On Friday Hill – linking to the new pedestrian and cycle crossing on Hatch Lane, which is part of the Highams Park Town Centre scheme
 - From the new Friday Hill pedestrian and cycle crossing (described above) to the road closure already on Friday Hill East
- Move the bus stop near Chingdale Road (for buses 212 and 357) on Friday Hill East to Friday Hill. And, install a bus layby which will provide space for the new segregated cycle lane described above
- Improve the public space outside Whitehall Primary School by widening and resurfacing the pavement, providing cycle parking and new seating, and planting trees
- Provide signage and cycle road markings along the route
- The proposals on Long Deacon Road junction with Normanton Park will be amended in response to consultation feedback including a 198 signatory objection petition (petition number 102030). The amended proposals include moving the planned combined pedestrian and cycle crossing on Whitehall Road to the east of the Normanton Park junction so that the planned traffic movement restrictions in Long Deacon are not required

2 KINGS HEAD HILL

Proposed road changes to Kings Head Hill between Sewardstone Road and The Ridgeway (please see the supplementary Kings Head Hill plan – Appendix A3):

- Introduce double yellow lines at a number of locations on both sides of Kings Head Hill, around the existing refuge islands to improve visibility for pedestrians and vehicle drivers to help improve safety at informal crossing points
- Remove all existing road markings and re place with new arrangement to mitigate vehicle friction and improve journey time reliability
- Widen the pavements and raise the road to pavement level:
 - Drysdale Avenue
 - Pole Hill Road
 - Woodberry Way
 - Kings head Hill access road to Holly Drive
 - Access way beside Police station and Kings Head Pub close to the junction of Parkhill Road
- Move the following bus stops at the locations shown below:
 - The bus stop opposite Pole Hill Road will be moved approximately 30 metres downhill

- The bus stop outside 168 Kings Head Hill will be moved approximately 30 metres downhill
- Introduce double yellow line restrictions before after bus stops to improve access and exit for buses which will help to improve passenger comfort and safety
- Introduce a new zebra crossing south of Drysdale Road intersection with Kings Head Hill, Located on the existing central Refuge outside number 176 Kings Head Hill
- All centre refuge islands will be widened and lengthened to improve pedestrian safety
- All proposed single yellow line restrictions have been removed due to resident objection

3 CHANGES TO ENDLBURY ROAD AND THE SURROUNDING AREA

Due to a majority negative consultation response, we will not progress the proposed Modal Filter in Endlebury Road.

ADDITIONAL PROPOSALS IDENTIFIED BY WARD COUNCILLORS

Following public consultation, council officers arranged site meetings with a number of Ward Councillors on 29 November and 1 December 2016 to discuss some of the scheme proposals above and a number of additional issues/requests. In response to the issues raised at these meetings Officers will undertake further investigation and design development at the following locations. Once further investigation and development work has been completed Officers will review these locations with Ward Councillors to determine whether it is possible to progress any additional changes, and the likely engagement requirements, taking into consideration available funding for the project.

- Station Road - Investigate informal crossing or Zebra crossing
- Station Road between Budgens and Barclays - Investigate double yellow lines
- Kings Head Hill - Traffic light phasing – To be discussed with TfL
- Larkshall Road / Kings Road junction - Investigate moving give-way lines forward
- Simmons Lane / Endlebury Road / Larkshall Road - Signs and lines - Investigate converting mini-roundabout to give-way
- Endlebury Road - Parking restrictions / initial design - Investigate two-way cycle route on north side
- Drysdale Avenue / Royal Oak area - New zebra on Kings Head Hill to be investigated as part of corridor improvements

3. Background

- 3.1. Waltham Forest Council's Enjoy-Waltham-Forest programme comprises a set of integrated schemes that will deliver vast improvements in safety and convenience for cyclists and pedestrians, along with comprehensive public realm enhancements to support residential and local shopping areas.
- 3.2. The overarching objectives of the Chingford Town Centre Scheme are to implement accessible and safe walking and cycling routes that link town centres and transport nodes via various junction improvements, new and improved crossings, and other improvements which will improve the look, feel and safety of the Chingford area for all.
- 3.3. In addition to the TfL funding secured for the Chingford area under the Enjoy programme the Council also secured funding under the 2016/17 annual TfL Local Implementation Plan grant to make improvements to Kings Head Hill as part of a multi-modal corridor safety improvement scheme
- 3.3. In February 2015 Cabinet delegated authority to the Director of Neighbourhoods in consultation with Portfolio Holder for Environment to approve future individual schemes of the Enjoy-Waltham-Forest programme including the award of any contracts that are deemed to be key decisions.
- 3.4. The Chingford Town Centre Scheme was initiated in April 2016 via an online "perception survey" that commenced on 6 April and concluded on 27 April 2016.
- 3.5. The perception survey was conducted within the Chingford Town Centre Scheme boundary to gain an understanding of what residents and businesses thought about the area and the type of improvements they would like to see. In total 1,527 people completed the survey and posted 1,857 individual comments.
- 3.6. Following the perception survey, a detailed analysis report was prepared in May 2016, which highlighted various concerns and aspirations from the local community that were geographically mapped. This was used to inform the development of an initial concept design.
- 3.7. Responses to the perception survey from residents and business in the Chingford area showed that 52% travel by foot. Results also showed that 687 respondents would like to see better pavements and 591 respondents would like to see more plants and trees.
- 3.8. When asked what changes could be made to the local area to make it a better environment for walking and cycling, the four most popular responses were: better pavements, more plants and trees, less traffic and slower traffic.
- 3.9. In May 2016 the concept design was presented at a series of workshops at a local venue within the scheme area. This was to provide opportunity for the local community to co-design and further develop the concept design in conjunction with the design team. All local ward councillors were invited to attend these sessions. 83 residents attended the first and second workshops. As these workshops were so well attended, a third workshop was organized. This was attended by 22 members of the local community.
- 3.10. As standard protocol the council requested all emergency services meet the design team to discuss the concept designs in more detail via the regular Traffic Liaison Group meetings.
- 3.11. The workshop results were then analysed and included within a workshop analysis report, which influenced the development of the subsequent preliminary design stage undertaken from June to August 2016.

- 3.12. The preliminary design proposal included a mix of, cycle routes, crossings, traffic direction changes, creation of shared public spaces and safety improvements (shown in Appendix A1). The preliminary design was outlined in a meeting to ward councillors on 18 August 2016. Following this meeting the preliminary design was then taken to a full public consultation, which commenced on 5 September 2016 and due to public requirement for an extra drop-in session, the closing date was extended to conclude on 3 October 2016.
- 3.13. Over 22,500 consultation documents and questionnaires were delivered by Royal Mail. To promote the consultation, street notices were erected in the area and drop-in sessions were held at local venues on 14 and 21 September 2016, with an extra drop-in session arranged on 27 September 2016, which was due to oversubscribed attendance at the first two drop-in sessions. Officers also carried out various technical surveys, consulted with emergency services, utility companies, businesses, ward councillors and schools.
- 3.14. The results of the public consultation have been analysed and included within Appendix C.
- 3.15. This was an extensive consultation process undertaken by the Highways and Infrastructure team. During the engagement period the Council received and responded to hundreds of emails, over 137 residents attended the design workshops, and over 500 residents attended drop in sessions. The consultation was also publicised via the following channels:
- An email was sent to people who responded to the Chingford perception survey on 9 September informing them that the consultation period had started. This was sent to 558 people.
 - Tweeted five times on Twitter during the consultation period and reached an average of 3998 users.
 - The Enjoy-Waltham-Forest Chingford webpage had 3424 views
 - Promotion through key stakeholder groups (e.g. Waltham Forest Cycling Campaign)
 - TfL consultation website
 - Consultation Flyers distributed outside Chingford Station

Overall - there were 1194 respondents to the consultation and a total of 2997 comments.

- 3.16. The results of the consultation showed that overall 12% of respondents were in overall favour of the scheme, 9% were neutral and 79% felt negative about the proposals, shown below:

The results for **CYCLE ROUTE (WEST) FROM CAVENDISH ROAD TO STATION ROAD** were:

19% in favour, 14% were neutral and 67% were not in favour.

The results for **CYCLE ROUTE (EAST) FROM HATCH LANE TO CHINGFORD STATION** were:

19% in favour, 15% were neutral and 66% were not in favour.

The results for **KINGS HEAD HILL** were:

19% in favour, 18% were neutral and 63% were not in favour.

The results for **CHANGES TO ENDLEBURY ROAD AND THE SURROUNDING AREA** were:

9% in favour, 4% were neutral and 87% were not in favour.

3.17. Ward Councillors were briefed on 14 December 2016 regarding the outcome of the consultation. The recommendations set out in this report reflect the discussions and agreements made with Councillors within this meeting.

It should be acknowledged that the overall results on their own appear quite negative; however we have undertaken a detailed analysis and the vast majority of negative comments were focused on a small number of specific key locations/proposals, which we have reviewed and will be making amendments to as set out in Section 4 below.

4. Options, alternatives and additional measures considered

4.1. At each stage of engagement we have taken on board the feedback of residents and businesses, and many of their suggestions have been included in the design proposal. Some alternative options were proposed during the engagement periods, which have been considered and or acknowledged through revisions to the design that was consulted upon. These are shown in Appendix E: Alternatives considered

4.2. Based on consultation feedback and having received representations requesting further measures, a number of changes are being proposed to the scheme designs as set out below. In some instances these will require further investigation and development and where appropriate further local engagement will be completed:

- Long Deacon Road junction with Normanton Park

Due to a majority negative consultation response and a local objection petition (petition number 102030), proposals for this junction have been amended and the planned combined pedestrian and cycle crossing on Whitehall Road will be moved to the east of the Normanton Park junction so that the planned traffic movement restrictions in Long Deacon Road are not required

- Endlebury Road – Waiting and loading restrictions

Due to a negative consultation response, this proposal will be subject to further development and further local engagement.

- Endlebury Road – Modal Filter

This proposal will not be progressed due to a majority negative consultation response.

- Kings Head Hill

Based on feedback received the proposed single yellow line waiting peak time restrictions have been removed from the scheme. An additional zebra crossing is being investigated in response to requests from residents and Ward Councillors

4.3 Further background is shown within Appendix D

5. Sustainable community strategy priorities (and other national or local policies or strategies)

5.1. Council Priorities: Bringing you better shopping, streets and leisure (regenerating the borough)

- Work to make our high streets thrive with a variety of shops and services to meet resident's needs
- Upgrade our pavements and roads

5.2. Mayor for London's Vision for Cycling

- Safer streets for bikes.
- More people travelling by bike.
- Better places for everyone.

5.3. Transport for London - Improving the health of Londoners: Transport action plan

6. Implications

6.1. Finance, value for money and risk

6.2. The funding of the Chingford Town Centre Scheme is allocated within the financial years 16/17 and 17/18, which will comprise £443,904 from the Enjoy-Waltham-Forest programme funding for construction works, supplemented by LIP funding of £148,750 and Section 106/278 funding. If required, some construction works maybe deferred to 2017/18 in order to secure additional funding.

6.3. The procurement of works and services will be carried out using existing framework or term contracts which have already received Council approval. When it is expected that better value for money can be obtained using an open tender process this will be undertaken.

6.4. There are always risks with a programme of this size, in particular delays or budget overruns. These risks will be mitigated through robust programming and planning. The Council has a good record of delivering major public realm projects in the last five years and will use this experience to minimise risk within this programme.

7. Legal

7.1. The Council as Highway Authority has a duty under section 41 of the Highways Act 1980 to maintain certain highways within its area. It also has a wide general power under section 62 of the 1980 Act to carry out works to improve the highways it has a duty to maintain and many other specific powers under the 1980 Act.

7.2. The Council may by order regulate the use of roads under section 6 and other specific powers of the Road Traffic Regulation Act 1984.

7.3. All procurements under the programme will have to comply with the Council's Contract Procedure Rules and, where necessary, the Public Contracts Regulations 2006 (as amended).

7.4. Under Part 3 of the Council's Constitution Cabinet may delegate key decisions to an officer of the Council.

- 7.5. Appropriate Traffic Management Orders will be made under the Road Traffic Regulation Act 1984 and advertised in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 7.6. Before making these orders consideration must be given to section 122 of the Road Traffic Regulation Act 1984 which contains the Council's duty to secure the expeditious, convenient and safe movement of vehicular and other traffic and the provision of suitable and adequate parking facilities on and off the highway.
- 7.7. This proposal has been designed with due consideration of our Network Management Duty relating to Traffic Management Act 2004. Consideration has been given to all road users to secure the expeditious movement of traffic as far as practical.

8. Equalities and diversity

- 8.1. A full Equality Analysis (attached as Appendix F) has been undertaken, which has considered the impact of the proposal on those with protected equality characteristics. Although the proposals are likely to bring about positive improvements, the analysis has identified some potential for adverse impact and measures to help mitigate against these are set out.

8.2. Race/ ethnicity

- 8.3. No negative impacts are expected from the proposals on the community in respect of ethnicity.

8.4. Faith/ religion

- 8.5. No negative impacts are expected from the proposals on the community in respect of faith or religion.

8.6. Sexual orientation

- 8.7. No negative impacts are expected from the proposals on the community in respect of sexual orientation.

9. Sustainability (including climate change, health, crime and disorder)

- 9.1. The programme will have a positive impact on sustainability by encouraging a shift in transport mode from car use to cycling and walking. This will also contribute to improving the health and well-being of the local community and air quality. The design guide includes an aspiration to employ low energy use equipment e.g. lighting units; using SUDS (Sustainable Urban Drainage System) compliant materials; and following the Council's Sustainable Procurement Strategy for sourcing materials. It is estimated that the Mini Holland programme will reduce CO2 emissions by approximately 1,000 Tonnes per year (see Appendix G).

9.2. The Enjoy-Waltham-Forest programme will contribute to achieving the objectives set out within the councils Air Quality Action Plan.

9.3. Climate Change & Sustainability Impact Assessment

9.4. There are no climate impact implications to water, waste, land or buildings. Decreased congestion is considered to be a benefit to air quality. Any increase in road safety is considered to provide an opportunity for modal shift to encourage walking, cycling and increased use of public transport.

10. Council infrastructure

10.1. Whilst the size of this programme represents a significant investment of council resources, the programme is externally funded and there is sufficient funding to employ staff required for the project or to backfill existing council officers engaged in the programme.

Approved by

.....
Cllr Clyde Loakes
Environment Portfolio Holder

Date:

Approved by

.....
Michele Moloney
Strategic Director Neighbourhoods & Commercial

Date: