

Report for: Cabinet 9 February 2021

Title: Draft Walking and Cycling Action Plan (WCAP)

Report authorised by: David Joyce, Director of Housing, Regeneration and Planning

Lead Officer: Maurice Richards, Transport Planning Team Manager
Neil Goldberg, Transport Planning

Ward(s) affected: ALL

**Report for Key/
Non Key Decision:** Key Decision

1. Describe the issue under consideration

1.1. Producing a Haringey Walking and Cycling Action Plan (WCAP) is a council commitment in the adopted 2018 Transport Strategy. The Transport Strategy states:

‘This Strategy provides the overarching high-level statement of our ambitions for transport and highlights our key commitments over the next 10 years. The detailed actions of our key programmes and proposals are set out in a series of associated ‘action plans’ which will outline how the ambitions will be achieved. The proposed Action Plans which will follow the adoption of this strategy are:

- *Walking and Cycling Action Plan,*
- *Parking Action Plan,*
- *Sustainable Transport and Travel Action Plan; and*
- *The Local Implementation Plan.*

These Plans will outline actions and set targets to help deliver the Outcomes listed in Section 4 of this Strategy’

1.2. The WCAP is needed to ensure the adopted Transport Strategy is delivered by setting policies and targets, listing actions, and outlining a monitoring framework to monitor the success of the strategy. The WCAP will also be used to better target future Local Implementation Plan (LIP) funding from Transport for London (TfL) and other sources of funding and will assist transport planning discussions during the planning application process.

1.3. Haringey’s WCAP sets out how the council will deliver the aspirations in the Mayor of London’s 2018 Transport Strategy (MTS), the Haringey Transport Strategy, and the government’s Cycling and Walking Plan. Our plan will enable more walking and cycling in the borough and fulfil our ambitions to have a reputation for being a walking and cycling borough both regionally and nationally. The WCAP will better enable us to bid for funding from TfL, the DfT and other sources to help deliver our priorities.

- 1.4. Our High Streets have been particularly affected by the Covid 19 outbreak and in some cases are struggling to survive. We intend to do everything we can to support them. The evidence is clear that adapting our streets to enable more people to walk and cycling makes them cleaner, healthier and more welcoming which encourages more people to shop locally. This WCAP will help our High Streets by increasing the uptake of walking and cycling to these areas and reducing car use which will ensure the future of our High Streets. The economic case for more cycling and walking to our High Streets is provided in section 3 of the WCAP.
- 1.5. The purpose of this report is to obtain approval to consult on the Draft WCAP.

2. Cabinet Member Introduction

- 2.1. Transport is central to the success and prosperity of our residents and local businesses. Everyone whether a bus passenger or a pedestrian, cyclist, motorist or rail user engages with Haringey's transport infrastructure every day. Making the best use of our existing assets and spending money wisely to improve sustainability, social justice, safety, ease of movement and usage is one of the important roles for the council. Investment in transport programmes and infrastructure has a key part to play in supporting delivery of all our aspirations in the Borough Plan and in the Haringey Transport Strategy.
- 2.2. Haringey's adopted Transport Strategy (2018) sets the transport objectives to tackle air quality, improve quality of life and wellbeing and working towards a carbon zero borough. The Transport Strategy lists the following aspirations:
 - Haringey has a reputation for being a walking and cycling borough both regionally and nationally
 - That more journeys will be taken by walking and cycling
 - That active travel will have improved the wellbeing of our residents, reducing obesity, and improving air quality
 - To have a high quality accessible and wheelchair friendly public transport network meeting the needs of Haringey residents, visitors, and businesses.

3. Recommendation

- 3.1. To approve the draft Walking and Cycling Action Plan (WCAP), and the WCAP Delivery Plan for public consultation in Appendix 1 and Appendix 2

4. Reasons for decision

- 4.1. The WCAP is needed to deliver the council's adopted Transport Strategy and to enable more trips in Haringey to be made by walking and cycling. The WCAP ensures clarity around the council's active travel priorities for managing our transport network and to support the delivery of the Borough Plan priorities for growth and regeneration, as well as improving health and environmental quality. The WCAP will further support the work Haringey has done to adapt and improve its transport system to respond to Covid-19. The WCAP will also help support the emerging New Local Plan to help shape new developments.

- 4.2. The absence of the WCAP runs the risk of decisions about investment in walking and cycling being made in an uncoordinated manner. The WCAP is particularly important to target resources effectively in light of TfL's currently very limited funds as a consequence of Covid-19.

5. Alternative options considered

- 5.1. The council could rely on the Mayor of London's Transport Strategy and the Haringey Transport Strategy for setting priorities and decision making. However, while Haringey shares many of the same transport challenges as the rest of London, and its sub-region, the high level MTS fails to recognise variations in approach based upon local context, and therein, the weight to be afforded to the realisation of specific objectives and priorities. The Haringey Transport Strategy was adopted with the commitment to produce the WCAP in recognition of its high-level aspirations.

6. Background information

The Walking & Cycling Action Plan (WCAP)

- 6.1. Haringey needs a WCAP to deliver its ambitious Transport Strategy. Its preparation was a commitment in the Strategy to help drive the active travel agenda and to improve the health and well-being of residents and improve the environment from the effects of our transport system.
- 6.2. At the centre of the WCAP are 5 policies. The policy titles are:
1. Increasing active travel
 2. People walking
 3. People cycling
 4. Delivering Low Traffic Neighbourhoods
 5. Re-allocating road space to enable sustainable growth and to make walking and cycling safer
- 6.3. We are proposing to introduce a hierarchy of modes which will help deliver Haringey's sustainable transport future. This hierarchy will help the council plan its investment and funding. To make streets safer for walking and cycling in Haringey, the following modal priority is proposed:
- a) Pavement users
 - b) Cycling
 - c) Public Transport
 - d) Electric Vehicles
 - e) Motor Vehicles
- 6.4. The WCAP identifies future transport schemes, their deliverability and cost, whether funding has been allocated for it and/or possible future sources of funding. The Wood Green and Tottenham regeneration areas have a greater focus to ensure the planned development and growth occurring in these areas is

supported by a sustainable transport system which reduces car use in favour of walking and cycling.

Low Traffic Neighbourhoods (LTNs)

- 6.5. Low Traffic Neighbourhoods (LTNs) are area-based traffic management schemes that aim to reduce or remove non-residential motor traffic from residential areas. LTNs are introduced to support walking and cycling and to bring a wide range of benefits for everyone especially those who live, work or study in them.
- 6.6. The Covid-19 pandemic also had the positive effect of raising the appetite from the community and council for LTNs in Haringey. TfL is prioritising funding for LTNs across London in the Streetspace Plan. Building on the work we did in preparing Streetspace bids for Bounds Green, Bruce Grove/Tottenham and St Ann's/Green Lanes, the WCAP sets out a strategic borough-wide LTN vision including how we define and determine locations for LTN areas and provide guidance on planning LTN areas and suggested design features. Some of the criteria for determining LTN locations are set out in the Action Plan of the WCAP.
- 6.7. The WCAP also examines the advantages and disadvantages of LTNs as well as challenging some of the assumptions around traffic evaporation and modal filtering / restricting traffic.

The Delivery Plan

- 6.8. A key part of the WCAP is the Delivery Plan which identifies the projects and programmes Haringey will deliver through the life of the plan subject to the appropriate local engagement, detailed design and confirmed funding. The WCAP Delivery Plan, attached as Appendix 2, provides a costed road map to meeting the aims of the WCAP and outlines: the future cycling routes, Low Traffic Neighbourhoods, walking schemes, the School Streets programme, the council's behavioural change programme and delivering cycle parking. Funded for the delivery plan is discussed below.

Funding

- 6.9. Haringey's funding to support new cycling and walking infrastructure and programmes is largely from TfL. In a 'normal' year, Haringey receives £1.9m from TfL to deliver transport schemes. As explained earlier in the report, the funding from TfL has been re-gearred towards the Streetspace Plan in response to Covid-19.
- 6.10. Future TfL funding for responding to Covid 19 and future transport schemes remains uncertain. We know TfL will need to make further savings as a result of the drop in income from social distancing but what this means for borough funding is unclear. The TfL funding situation is very fluid so having this WCAP in place will provide a clear strategic basis for bidding for future funding and will enable Haringey to respond quickly and comprehensively, when it becomes available.

- 6.11. We continue to explore opportunities for more funding from a range of sources and we will submit bids when they are identified. We do not commit to the delivery of projects in the WCAP delivery plan beyond those currently funded through the Streetspace Plan. The WCAP delivery plan is written to reflect the constrained and competitive nature of TfL funding. The WCAP includes all the programmes funded previously, and our aspirations for future work, in preparation for future funding.
- 6.12. A £5.1m Capital Programme fund to deliver a range of transport improvements in the borough was agreed by Cabinet on 8 December 2020 subject to consultation and final approval from Cabinet and Council in 2021. This funding using Strategic Community Infrastructure Levy (SCIL) will be used to deliver the WCAP and some unfunded projects in the WCAP delivery plan.
- 6.13. The WCAP commits to balancing the need for parking for loading and access and working with traders with our aspirations to increase walking and cycling and improve the economic viability of our high streets¹. There is a risk that this could lead to a reduction of the Council's parking income levels and this potentially reduce further investment into future transport schemes. However, these will be evaluated on a scheme by scheme basis.

Engagement so far

- 6.14. Officers have engaged with neighbouring boroughs, businesses, residents, community groups (including disability/access groups) and TfL to develop a priority programme list of projects and an integrated walking and cycling network. The council used a 'commonplace' interactive online map to ask the community to make suggestions for where they think new temporary (and permanent) cycle routes and low traffic neighborhoods are needed in the borough. We wanted the community to tell us how we could make it easier and safer for people to walk and cycle locally, shop on their local high street, reach their local green spaces, schools and services, all while maintaining social distancing and avoiding an unacceptable increase in car use and congestion. The results of this commonplace exercise, which ran for four weeks until Friday 26 June 2020, have informed the WCAP and its priorities and programmes.
- 6.15. Another important engagement channel has been through the Haringey Transport Forum. This Forum has met since 2012 and provides a discussion group with residents and community groups on strategic transport topics. The WCAP was been presented to the Forum on three occasions in February, July and September 2020. Feedback from the Forum has helped develop the WCAP.
- 6.16. Cycling around the borough with council officers, Haringey Cycling Campaign and other stakeholders, including our neighbouring boroughs, has usefully helped inform the WCAP. Cycling the borough gave a real insight into the challenges and opportunities to cycling in Haringey.

¹ <https://tfl.gov.uk/corporate/publications-and-reports/economic-benefits-of-walking-and-cycling>

7. Next Steps

- 7.1. Following approval for public engagement, we intend to consult for a minimum of 8 weeks and subject to the Pre-Election Period. A Communications & Engagement Plan will be drawn up to ensure input from Haringey's diverse communities. Depending on the rules around social distancing, we will adapt our consultation process to be virtual rather than hold workshops/exhibitions in public or face-to-face.
- 7.2. Following the public consultation, all responses received will be analysed and the WCAP amended, where necessary. The final WCAP will be reported to Cabinet for adoption later in 2021.

8. Contribution to strategic outcomes

- 8.1. The WCAP contributes to

- The delivery of the 2019 Borough Plan –

Place Priority –

The WCAP contributes to the overarching objective - 'A place with strong, resilient and connected communities where people can lead active and healthy lives in an environment that is safe, clean and green'.

In outcome 9, objective b – to increase the levels of physical activity across the borough will be achieved through the WCAP by bringing about a shift from car use to walking and cycling by promoting the concept of 'active travel'

In outcome 9, objective c – to improve air quality, especially around schools will be achieved through the WCAP by reducing the impact of road traffic and increase active travel to and from schools.

In outcome 10, objective a – to provide safer and accessible public spaces for everyone will be achieved through the WCAP by making our highways safer and more accessible for cyclists and pedestrians, and those with disabilities.

People Priority –

The WCAP contributes to the overarching objective for a Haringey 'where all residents live well'. The WCAP will do this by making Haringey a healthier place to live, work and participate through enabling more walking and cycling across the borough.

Economy Priority -

The WCAP contributes to the overarching objective for 'a growing economy which provides opportunities for all our residents and supports our business to thrive'. The WCAP will do this by making our high streets more cycling and pedestrian friendly and improving walking and cycling to our town centres which will benefit businesses and help restore vitality to local high streets and town centres.

- The Borough Plan Year 2 Delivery Plan which states that the WCAP will be subject to public consultation and “adoption in 2021”.
- Meeting the outcomes of the adopted Haringey Transport Strategy.
- Supporting the outcomes of the existing and emerging New Local Plan, Air Quality Action Plan and draft Climate Change Action Plan.
- Supporting the priorities of the Good Economy Recovery Plan through re-opening and supporting our high streets and town centres, supporting businesses through recovery and renewal, and supporting residents into work and training.

9. Statutory Officers’ comments (Chief Finance Officer [including procurement], Assistant Director of Corporate Governance, Equalities

Finance

- 9.1. The recommendation is for Cabinet approves the draft Haringey Walking and Cycling Action Plan for public consultation. The projects (as part of the action plan) will only go ahead once the full funding has been identified.

Strategic Procurement

9.2. No procurement implications.

Legal

- 9.3. The Head of Legal and Governance has been consulted on the preparation of this report and comments as follows.
- 9.4. The Walking and Cycling Action Plan is a non-statutory document that sets out the Council's policy and delivery plan to increase walking and cycling in the borough in line with the adopted Transport Strategy.
- 9.5. Regard has been had to relevant transport guidance when preparing the Walking and Cycling Action Plan and the Plan if approved following the consultation will help the Council achieve the Mayor of London’s walking and cycling targets in his transport strategy for London.
- 9.6. The Walking and Cycling Action Plan is not a policy framework development document and so the approval of the Plan is a decision that can be taken by Cabinet in accordance with the Council’s Constitution.

Equalities

- 9.7. The council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
 - Advance equality of opportunity between people who share those protected characteristics and people who do not

- Foster good relations between people who share those characteristics and people who do not.
- 9.8. The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.
- 9.9. The proposed decision is to approve the draft Haringey Walking and Cycling Action Plan for public consultation. The Action Plan is designed to deliver the council's adopted Transport Strategy, which was subject to an Equalities Impact Assessment, which is available at this link:
www.haringey.gov.uk/sites/haringeygovuk/files/transport_strategy_eqia_2018.pdf.
- 9.10. The Walking and Cycling Action Plan takes into consideration the needs of residents who share the protected characteristics and includes measures to deliver improved outcomes for children and young people, people with disabilities, and people living in relatively deprived neighbourhoods. The full range of anticipated outcomes is set out in an Equalities Impact Assessment.

10. Use of Appendices

Appendix 1 - Draft WCAP

Appendix 2- Draft WCAP Delivery Plan

Appendix 3 - Strategic Environmental Assessment screening

Appendix 4 – Equalities Impact Assessment

11. Local Government (Access to Information) Act 1985

Haringey Borough Plan 2019

www.haringey.gov.uk/local-democracy/policies-and-strategies/borough-plan

Haringey Transport Strategy 2018 & EQIA

www.haringey.gov.uk/parking-roads-and-travel/travel/haringeys-transport-strategy