

Report for: Head of Service for Highways and Parking in consultation with Cabinet Member for Environment, Transport and the Climate Emergency

Title: Proposed improvements to Cycle Superhighway route 1 – **St Ann’s Road**

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Ward(s) affected: Seven Sisters

Report for Key/Non-Key Decision: Non-key decision

1 Describe the issue under consideration

- 1.1 To report on the feedback of statutory consultation carried out from 14 July to 18 August 2021, on proposals to carry out further highway improvements to the Cycle Superhighways Route 1 (CS1) **along St Ann’s Road**.
- 1.2 To seek approval to proceed to implementation, having considered objections received to the statutory consultation.

2 Cabinet Member Introduction

- 2.1 N/A

3 Recommendations

- 3.1 It is recommended that that the Head of Service for Highways and Parking in consultation with the Cabinet Member for Environment, Transport and the Climate Emergency:

Approves the implementation of the proposed improvements to Cycle Superhighway Route 1 – **St Ann’s Road** which includes safe crossing provision for cyclists at:

- (a) **St Ann’s Road** junction with Frinton Road; and
- (b) **St Ann’s Road** junction with Ermine Road;

and improvements along St Ann’s Road between these two junctions as set out under 6.6 below.

4 Reasons for decisions

4.1 The Council is required to consider the feedback received during the Statutory Notification period, in particular any objections to proposals, prior to proceeding to implementation. The proposals consulted upon are aimed at providing safe crossings for cyclists using the CS1 route but will also benefit pedestrians.

5 Alternative options considered

5.1 None.

6 Background Information

6.1 Encouraging more **people to cycle is a vital part of Haringey Council's plan** to tackle congestion, improve air quality, promote physical activity and improve accessibility. Our commitment includes promoting cycling as a serious transport alternative; and with the continuing growth in numbers of people who cycle, we recognise the need for safe cycling infrastructure.

6.2 **St Ann's Road** is located between Green Lanes to the west and the A10 to the east and has a mixture of residential, commercial and green spaces fronting the road. It is a B classification road and experiences high traffic volumes of motor traffic at peak times. The existing CS1 route on Frinton Road and Ermine Road is **accessible via St Ann's Road however there are no dedicated facilities to allow** cyclists to make the turns into and out of Frinton Road and Ermine Road. The proposed improvement to the existing zebra crossings on St Ann's Road will enable the right turn for cyclists from Frinton Road and Ermine Road and continuing their journey on the carriageway on the CS1 route **along St Ann's Road**, the latter section of road too narrow to accommodate segregated cycle lanes.

6.3 Special Interest groups are considered at the design stage of our cycling schemes to ensure the infrastructure is accessible to all regardless of age, gender, ethnicity or disability and set guidelines including the London Cycling Design Standard (LCDS) and Local Transport Note, LTN 1/20 are also followed. These guidelines set out the comprehensive national standard for the design of cycle infrastructure by following core principles. The standards help to mitigate the risk of discrimination by providing guidance that allows for the assessment of all road users and delivering high quality cycle infrastructure that benefits all.

6.4 The Equality Act 2010 requires public sector authorities to comply with the Public Sector Equality Duty in carrying out their functions. This includes making reasonable adjustments to the existing built environment to ensure the design of infrastructure is accessible to all. The scheme has been designed with these requirements considered and incorporates measures such as signage and the use of corduroy paving to delineate and highlight shared use areas. The proposal has been assessed by TfL prior to funding being allocated for the scheme to be progressed. Following TfL approval, the proposal has undergone an independent road safety audit, and this did not identify any significant issues.

6.5 These works are designed to generally improve conditions for cyclists turning into and out of Frinton Road and Ermine Road **into St Ann's Road**.

6.6 The main elements of the proposals are listed below.

Frinton Road

- Removal of the existing zebra crossing east of Frinton Road.
- Introduction of a new parallel zebra crossing west of Frinton Road. A parallel crossing is a combined pedestrian and cycle crossing.
- Creation of a shared space for pedestrians and cyclists at the junction of Frinton Road and St Ann's Road.
- **Bus stop relocation (westbound) outside no. 57/59 to outside no. 65 St Ann's Road**
- **Removal of existing parking outside no. 59 to no. 67 St Ann's Road**

Ermine Road:

- Removal of the existing zebra crossing west of Ermine Road.
- Introduction of a new parallel zebra crossing east of Frinton Road.
- Creation of a shared space for pedestrians and cyclists at the junction of Ermine Road and St Ann's Road.
- **Bus stop relocation (eastbound) to outside no. 5 St Ann's Road**

6.7 Ward Councillors were informed of the proposals on 06 July 2021.

6.8 Haringey Cycling Campaign (HCC) were informed of the proposals on 01 June 2021. The HCC commented on 14 June 21, suggesting further measures such as incorporating a shared space area to both junctions, including signage to highlight the shared use nature of the area. These suggestions were incorporated into the revised design which was consulted upon. Moreover, officers also suggested meeting with HCC on site prior to finalising the detailed design should the scheme be approved.

6.9 Legal Notices were distributed to properties in the vicinity of the proposals on 14 July 2021. A copy of the statutory consultation document is provided in Appendix A and a copy of the consultation boundary can be found in Appendix B. The Notification letter was uploaded on the **Council's website** and legal notices placed on street and in the local newspaper. A copy of the legal notice is shown in Appendix C.

6.10 The Council received three responses during the statutory consultation period, all objecting to the proposals.

6.10.1 *Objection one*

A resident responded in objection to the proposals citing that the proposals if implemented will remove access to their property which will result in them being unable to load/unload. They do not consider short term loading to create any traffic issues and have seen no evidence of this.

They have stated that the previous introduction of single yellow line restrictions have helped deter parking by parents of nearby schools. In 2014, this was

converted to double yellow line following consultation which the resident objected to but feel that concerns were ignored and the implementation of a CPZ following this is merely a way to raise cash.

In 2015, the resident objected to a zebra crossing which was implemented with no consultation as they felt two zebra crossings were in too close proximity to each other. It took years of complaint before a cover was put on the belisha light and finally now the proposal is to move the zebra from a location which the resident objected to in the first place. The resident added that it was very hard to imagine anything other than the Council deliberately trying to de-value the properties at this location for a purpose they cannot fathom.

A request was made to amend the design so it retained a 5m of single yellow line with no waiting restriction for Monday – Friday 09:00-09:30 & 14:30 – 17:30.

Council Response

Whilst officers note that the previous layout allowing loading/unloading close to the property did not raise any incidents, having parking in the line of a cyclist forces them to bypass the stationary vehicle putting them at risk of a head on collision with an oncoming vehicle. The waiting and loading restrictions are proposed to be between Frinton Road and Ermine Road to improve cycle safety and accessibility. Residents will be able to load and unload in the adjacent side roads nearby.

Whilst officers note the comment made about the objections raised previously for the location of the existing zebra crossing, this was provided prior to the CS1 route being signed. Given that funding has now been made available to improve connection to this route, the relocation of the existing zebra crossing is necessary to allow a parallel zebra crossing to be provided on **St Ann's Road** on the west side of its junction with Frinton Road. This crossing will enable a safe right turn for cyclists from Frinton Road **onto St Ann's Road** to continue their journey on this section of the CS1 route.

This will help to encourage more people to cycle, particularly less confident cyclists, thus promoting the Council cycling vision that forms a vital part of **Haringey Council's plan to tackle congestion, improve air quality, promote physical activity and improve accessibility**. Our commitment includes promoting cycling as a serious transport alternative; and with the continuing growth in numbers of people who cycle, we recognise the need for safe cycling infrastructure. The crossing will also maintain pedestrian safety and accessibility at this location.

6.10.2 Objection two

The respondent stated that the T proposed "improvements" to CS1 appear very poor. Reasons cited as follows:

'They are bundling cyclists in with pedestrians and creating a very circuitous route of cycling across the road, onto some shared space, along a further area of shared space and then into the road (where there isn't actually any cycle lane).

The respondent didn't understand the rationale of forcing cyclists into a small amount of shared space, increasing conflict with pedestrians and creating a much more extended turning route and added that a simple light controlled right turn would be much more straightforward (and realistically that is what cyclists are actually going to do here). There seems to be no good reason to follow the red route rather than the green route:

They added that there isn't actually a plan to instate a cycle lane on this stretch of road and that the suggested infrastructure will either encourage cyclists to cycle along a narrow pavement or force them to turn back into the road, creating an unnecessary additional interaction with the traffic already on the road and increasing the risk.

Similar issues with the Philip Lane proposals were noted, adding that they do not follow cycling desire lines but instead have cyclists as an uncomfortable hybrid of pedestrians and traffic'.

Council Response

Whilst officers acknowledge that the footways around the junction are narrow and therefore not ideal, it is important to provide cyclists with a safe place to turn right when exiting these side roads, removing the current barrier of unsafe crossing points. Confident cyclists may choose to remain on the carriageway when turning.

The proposed improvements consist of introducing block paving with shared pedestrian/cycle use signage and the use of corduroy paving to delineate and highlight the shared use nature of the pathway. Therefore, when pedestrians and cyclists enter the shared use area, they are aware of **each other's** presence and should take extra caution to avoid any conflicts. The proposal has undergone an independent road safety audit, which did not identify any significant issues with the proposal. If approved, then a further safety audit will be undertaken once the parallel crossing is in place, and this will help identify any safety issues that require addressing.

Officers would prefer to propose segregated cycle lanes along St Ann's Road, however there is not sufficient road width to accommodate these. Signs and wayfinding will be introduced to highlight the cycle route.

6.10.3 Objection three

A resident objected to the proposed bus stop relocation citing it would create a security risk. They objected to the view inside their property being visible from the bus stop and the top deck of the bus itself and made a request for the stop to be moved away from the properties to outside the business premises where the footway space is larger.

Council Response

The request to relocate the bus stop closer to the junction of St Ann's Road/ High Road A10 will place the bus stop cage on a bend which will impair the visibility of vehicles who wish to overtake buses serving the bus stop, risking head on collisions with opposing vehicles. Furthermore, the relocation of a bus stop in close proximity to a signal junction will create a bottle neck near the junction when a bus is stationary at the stop, which in turn could lead to traffic backing up at the junction.

The high wall in front of the back gardens to the properties makes it difficult to overlook from the footway or lower floor of a bus especially when the foliage is masking the view during the warmer months. Officers acknowledge that the first floor of the properties are visible from the upper deck of a bus, however as this road is **busy with motor traffic, it's likely that buses are not travelling very fast** once they leave the current stop hence the issues cited may still be present at times. Moving the bus stop to the other side of Ermine Road junction would create sightline issues when cyclists cross the road and would leave a much smaller gap between this stop and the one before.

7 Contribution to strategic outcomes

- 7.1 It is important that the Council has safe, green travel to prevent **the borough's** roads from being overrun by cars and to support active travel, which is the ambition of the Council as laid out in its [Borough Plan](#) and [Transport Strategy](#). Cycle Superhighway route 1 improvements will support the objectives set out in these documents as well as the wider initiatives to improve air quality and support **the health of residents as per the council's** [Climate Change Action Plan](#).
- 7.2 These proposals will improve cycling connectivity along CS1 route and thus encourage cycle usage and making cycling safer in the borough.

Statutory Officers' comments

8 Comments of the Chief Financial Officer

- 8.1 This report seeks Cabinet Member approval for the implementation of Proposed improvements to Cycle Superhighway route 1 – **St Ann's Road** at its junctions with Frinton Road and Ermine Road, outlined in section 3 and detailed under 6.5. The supply and installation costs are estimated to cost £87,780k and will be funded by TfL through funding secured from DfT.

9 Comments of the Head of Legal Services and Governance

- 9.1 Section 65 of the Highways Act 1980 permits highway authorities to provide cycle tracks in or by the side of existing carriageway highways and to alter or remove cycle tracks constructed by them. Section 66 permits highway authorities to provide objects or structures on a highway for the purposes of safeguarding persons using the highway, including users of cycle tracks.

9.2 It is the view of legal services that what is being proposed and recommended within this report is in accordance with the law, as set out in this section.

10 Equalities Comments

10.1 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.

10.2 The installation of safe cycling infrastructure will allow for a greater range of Haringey residents to participate in active travel modes and benefit from the improved physical and mental health and wellbeing this can bring. At present, **women, disabled people, the over 65's, and those at risk of deprivation are all underrepresented as cyclists.** There is evidence which shows suppressed demand amongst these groups, whereby a significant proportion of those who do not currently cycle, would like to begin. The provision of safe cycle infrastructure has been recognised as one of the key enablers to redressing this imbalance. As such, this scheme represents an opportunity to advance equality of opportunity between people who share these protected characteristics, and people who do not.

10.3 On the small sections of the scheme where there are areas of shared space between cyclists and pedestrians, these areas are delineated by tactile paving to highlight the shared use to visually impaired pedestrians. The design of the scheme has been approved by Transport for London, and undergone an independent road safety audit, which did not identify any significant issues.

11 Use of Appendices

- Appendix A – Statutory consultation document
- Appendix B – Consultation area
- Appendix C - Legal Notice