

**Report for:** Cabinet – 8 March 2022

**Title:** Adoption of Walking and Cycling Action Plan

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

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

**Ward(s) affected:** All

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

## **1. Describe the issue under consideration**

- 1.1. This report documents the responses to a consultation on the Draft Haringey Walking and Cycling Action Plan (WCAP/Plan) (8 November 2021 – 10 January 2022) and the Council's response to these, and recommends Cabinet adopts the WCAP as amended in response to the consultation responses.
- 1.2. Producing a WCAP is a Council commitment in the adopted 2018 Transport Strategy. The WCAP is needed to ensure the Transport Strategy is delivered, particularly the Council's aspiration to enable more walking and cycling in the borough and fulfil its stated ambition to have a reputation for being a walking and cycling borough both regionally and nationally. 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 as part of the planning application process.

## **2. Cabinet Member Introduction**

- 2.1. Transport is central to the success and prosperity of our residents and local businesses. Everyone whether a pedestrian, cyclist, bus passenger, motorcyclist, 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 Transport Strategy (2018) sets the transport objectives for the borough over the next 10 years and outlines clear priorities to reduce the reliance on the private car, increase walking and cycling and enhance the public transport network. At the heart of this strategy is the need to tackle air quality, improve quality of life and wellbeing and working towards a carbon zero borough. Enabling more trips to be made by walking and cycling in Haringey remains the overarching objective of the Strategy.

- 2.3. 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.
- 2.4. The WCAP is a key tool to achieve the above aspirations. The delivery of proposals in the Plan as part of the Council's ambitious 'Streets for People' initiative will enable far greater levels of walking and cycling in Haringey improving the health and well-being of residents and helping tackle climate change by reducing the reliance on the private motor car. In doing so, the Plan will be a key driver towards a safer, cleaner, greener, fairer and happier borough.

### **3. Recommendations**

Cabinet is asked:

- 3.1. To note the responses received in response to the consultation on the Draft Walking and Cycling Action Plan (WCAP), the Council's responses to these set out in Appendix C, and the consequent changes made to the Draft Walking and Cycling Action Plan;
- 3.2. To adopt the Walking and Cycling Action Plan as set out at Appendix D;
- 3.3. To delegate to the Assistant Director for Planning, Building Standards and Sustainability to make changes to the formatting of the Walking and Cycling Action Plan and the maps within it before publication.

### **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 objectives for growth and regeneration, as well as improving health and environmental quality. The WCAP will also help support the emerging New Local Plan to help shape new developments.

### **5. Alternative options considered**

- 5.1. **The alternative options considered are:**

Option 1 – Not to adopt the WCAP. The disadvantages of this are that the Council would not meet its commitment in the Haringey Transport Strategy to produce a WCAP, it would not have a specific adopted guidance plan to enable increased walking and cycling in the borough, and there would not be an agreed strategic approach to walking and cycling which sets priorities, supports

coordinated decision making and will help the Council target resources effectively having regard to Transport for London's (TfL's) currently very limited funds as a consequence of Covid-19.

Option 2 - To adopt the WCAP without any changes to the Draft WCAP following public consultation. This option would be contrary to the requirement for the Council to take into account all consultation responses received before adopting the WCAP. This would mean not taking account of important feedback from the community and the stakeholders and would not allow changes to be made to the Draft WCAP which would improve the robustness of the Plan as a whole.

## **6. Background information**

### **Strategic Context**

- 6.1. The strategic context for the WCAP is provided by the Borough Plan, Transport Strategy, Climate Change Action Plan, Air Quality Action Plan, School Streets Plan, and Good Economy Recovery Plan. These are summarised in Appendix A. Of particular importance is the Haringey Transport Strategy (2018) which contains the ambitious outcome that active travel should be the default choice in the borough with a linked commitment to prepare a Walking and Cycling Action Plan (WCAP) 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.

### **Draft WCAP**

- 6.2. To develop the Draft WCAP, officers 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 Draft WCAP was drawn up in parallel to the Council's Streetspace Plan in response to the pandemic, which used an interactive online map to ask the community to make suggestions for how the Council could make it easier and safer for people to walk and cycle locally, shop on their local high street, and reach their local green spaces, schools and services.
- 6.3. An important channel for feedback on the emerging document was the Haringey Transport Forum which has met since 2012 and provides a discussion group with residents and community groups on strategic transport topics.
- 6.4. In February 2021 the Council approved a Draft WCAP for public consultation. The vision in the Plan was that by 2031 Haringey wants:
- a reputation for being one of the best walking and cycling boroughs, both regionally and nationally
  - walking and cycling are natural choices
  - active travel to have improved the wellbeing of our residents, reducing obesity and improving air quality
  - to reduce motor vehicles use for short trips with a shift to active travel

- 6.5. The Draft WCAP proposed a hierarchy of modes to help deliver Haringey's sustainable transport future and help the Council plan its investment and funding. To make streets safer for walking and cycling in Haringey, the following modal priority was included:
- a) Pavement users
  - b) Cycling
  - c) Public Transport
  - d) Electric Vehicles
  - e) Motor Vehicles
- 6.6. At the centre of the WCAP were 5 draft policies. The draft policy titles were:
- 1) Increasing active travel
  - 2) Walking
  - 3) Cycling
  - 4) Low Traffic Neighbourhoods
  - 5) Re-allocating road space to enable sustainable growth and to make walking and cycling safer
- 6.7. The Draft WCAP sets out a range of schemes that will form the basis of an emerging high-quality network in Haringey making walking and cycling natural choices including School Streets and Low Traffic Neighbourhoods. A key part of the Draft WCAP was the Delivery Plan which identified the specific projects and programmes proposed for delivery through the life of the plan subject to appropriate local engagement, detailed design and confirmed funding.
- 6.8. The Delivery Plan identified future transport schemes to meet the aims of the WCAP – ranging from future cycling routes, Low Traffic Neighbourhoods, walking schemes, the School Streets programme, the Council's behavioural change programme and delivering cycle parking - their deliverability and cost, whether funding has been allocated and/or possible future sources of funding. The Wood Green and Tottenham regeneration areas had 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.

### Consultation on the Draft WCAP

- 6.9. On 9 February 2021 Cabinet approved public consultation on the Draft WCAP. The Cabinet approved draft was made available on the Council's website from October 2021 for review with the formal public consultation on the Draft WCAP taking place from Monday 8 November 2021 to Monday 10 January 2022 (9 weeks). The period between Cabinet approval and the launch of the public consultation was a consequence of ongoing funding uncertainties and the resource implications of the LTN project. The below table summarises strategies used to maximise engagement during the public consultation:

Web	Consultation hosted on dedicated website ( <a href="https://haringeywalkingcycling.commonplace.is/en-GB">https://haringeywalkingcycling.commonplace.is/en-GB</a> ) and linked to via dedicated page on Council website containing all key information
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	All key documents published including FAQs and summary document  Information available on website about how to request information in other languages or formats
Social media	Twitter, Facebook, Instagram plus other online media outlets including Polish and Turkish media. A digital marketing campaign was undertaken
Haringey People magazine	Featured advert for the consultation
Haringey People Extra bulletin & Haringey Business Bulletin	Item included within email bulletins
Survey	Could also be completed online or in person deposited at the borough's libraries. An accessible version of the survey was also made available for completion
Translation sheet	A translation sheet was made available at Haringey libraries and on the Commonplace website to assist residents and stakeholders to request copies of the draft WCAP in different languages
WCAP summary guide and leaflet	In addition to the draft WCAP, a summary guide was made available at the libraries and online, as well as an A4 leaflet which directed the community to the draft WCAP online and the consultation events
In person pop-up engagement sessions	Four sessions took places as follows: Saturday 20 November 2021, 10am – 2pm - Marcus Garvey Library Saturday 27 November 2021, 10am – 2pm - Alexandra Park Library Saturday 4 December 2021 10am – 2pm - Stroud Green and Harringay Library Saturday 11 December 2021 10am – 2pm - St Ann's Library
Online public meetings	Two online public meetings took place as follows: Wednesday 15 December 2021, 6pm – 8pm Thursday 6 January 2022, 6pm – 8pm
The Haringey Transport Forum	Presentations were given to the Forum and the membership was used to help promote the public consultation
The Streetspace Plan and the Low Traffic Neighbourhoods consultation databases	Those who asked to be kept up to date on the council's consultations following their involvement in either, or both, of these consultations, were notified of the draft WCAP consultation launch.

## Responses to public consultation

6.10. The headline statistics for the public consultation on the Draft WCAP are as follows:

- Engaged 1500 to 2000 people

- 786 completed questionnaires
- 5964 visitors to dedicated Commonplace website
- 1138 comments on the Commonplace map from 412 respondents
- 90 Emails received
- 706 Social media snap survey responses
- Circa 110 individuals attended webinar sessions

6.11. The results of the questionnaire/survey showed strong support for the vision of the Draft WCAP as well as the active travel, walking, cycling and reallocation of road space policies.

6.12. Key themes identified by respondents included the following:

- That safety is a prime concern and a key inhibitor to more active travel in the Borough. Safety concerns expressed included speeding, dangerous junctions with a lack of pedestrian crossings and illegal double parking reducing visibility.
- A desire for more 'walkable' and 'cyclable' places as well as identification of current barriers to this including a lack of connected footpaths, dedicated routes and poor surface conditions.
- Ensuring active travel is accessible to all users. Suggestions in this regard included improving road surfaces, widening of pavements, greater consideration of the role of public transport and electric bike hire schemes.
- The need for improved cycling/street infrastructure and other incentives to encourage active travel including more bike hangers, more street maintenance, benches, segregated cycle paths.
- The need for greater clarity about delivery and funding including what needs to be delivered, where and when

### **Amendments to WCAP**

6.13. All responses to the consultation have been reviewed and analysed. A consultation report detailing the analysis is set out at Appendix B. Having regard to the responses a variety of changes have been made to the Draft WCAP. The key changes proposed are summarised below with further details provided in Appendix C:

- Haringey 'Streets for People' branding to be launched in Plan
- Factual changes and updates since launch of Plan
- Details of 3 approved LTNs and process undertaken to date
- Fewer maps and less technical information
- Strengthening of walking section
- Information on other Council investment not specifically for active travel
- Strengthening the case for behaviour change initiatives alongside infrastructure
- Greater recognition of the role of public transport in supporting the aims of the WCAP
- Additional detail around delivery and funding

- Greater priority for new cycleways - Green Lanes for north/south cycling connectivity and Wood Green to Tottenham for east/west connectivity
- Increased priority for bike hangar roll out and launching dockless bike hire scheme
- More equalities info included in Plan including in relation to older and disabled people and regarding the safety of those with protected characteristics

6.14. The WCAP proposed for adoption is provided as Appendix D.

### **Equalities Impact Assessment (EqIA)**

6.15. An EqIA was previously prepared to assess the likely impacts of the Draft WCAP on groups with protected characteristics as defined by the Equality Act 2010. Having regard to the recommended amendments to the Draft WCAP as set out above an updated EqIA has been prepared for the adoption version of the WCAP. This is provided at Appendix E. The EqIA gives consideration to potential impacts of the WCAP on other groups not specifically protected under the Equality Act including parents/carers and/or socio-economic groups. Furthermore, it takes account of more advanced thinking on potential impacts on people with disabilities, such as has been reflected in recent EqIAs for various low-traffic neighbourhood schemes.

6.16. In summary, the measures are considered to advance equalities for many protected groups, albeit with a potentially small disadvantage noted for those solely reliant on motor vehicles for transport for which mitigations are outlined. On balance, the WCAP is considered to promote equality of opportunity among protected groups. The EqIA of the draft WCAP has been updated to reflect the points raised above and the lessons learned to date relating to the three Low Traffic Neighbourhoods approved for implementation in December 2021 and for which equality impacts were examined thoroughly.

### **Next Steps & Monitoring**

6.17. Once adopted the WCAP will be published on the Council's website together with a summary version of the WCAP. The WCAP at Appendix D will be desktop published with new maps and will be used as the formal launch of the Council's 'Streets for People' brand.

6.18. The adopted WCAP will help deliver the Council's adopted Transport Strategy and once the projects are implemented will enable more trips in Haringey to be made by walking and cycling. The WCAP will help ensure clarity around the Council's active travel priorities for managing our transport network and to support the delivery of the Borough Plan objectives for growth and regeneration, as well as improving health and environmental quality. The WCAP will also help support the emerging New Local Plan to help shape new developments.

6.19. The WCAP will also be used to better target future LIP funding from TfL and other sources of funding.

- 6.20. To understand whether the WCAP targets are being delivered it is important that the Council properly monitors active travel. The WCAP sets out how the Council will improve monitoring capability for active travel. The WCAP is a 10-year plan and the delivery plan allows ongoing monitoring against deliverables. It would be appropriate to formally review the Plan halfway through its life i.e. around 2027 or sooner.
- 6.21. The WCAP will sit alongside the Council's Road Danger Reduction Action Plan (RDRAP) – a document that sets out how the Council is applying the Vision Zero Strategy compiled by the Mayor of London, Transport for London and the Metropolitan Police. The RDRAP articulates how, subject to funding, the Mayor of London's aspiration for the capital can be delivered locally by having no-one killed or seriously injured (KSI) casualties on Haringey's roads by 2041. The Road Danger Reduction Investment Plan for 2022/23 sets out how the Council will commence the implementation of the Action Plan. Together, the WCAP and the RDRAP will contribute to the shared objective of improving safety for all.
- 6.22. In the Parking Investment Plan for 2022/23 Cabinet report, clarity is provided on how the Council intends reviewing the current provision of permitted footway parking at 101 locations across Haringey. Given that 'pavement users' rank highest in the road user hierarchy in paragraph 6.5, the review will consider what proportion of the footway where footway parking currently exists will be reassigned to pavement users, thereby encouraging walking as the healthiest and most environmentally friendly mode of travel. This review aligns with the last policy area identified in paragraph 6.6 above, in terms of 're-allocating road space to enable sustainable growth and to make walking and cycling safer'

## Funding

- 6.23. Haringey's funding to support new cycling and walking infrastructure and programmes is largely from TfL. In a 'normal' year, Haringey receives £1.9m LIP funding from TfL to deliver transport schemes. However, in June 2020, TfL suspended this funding stream because of financial pressures from Covid-19. The reinstatement of this funding stream is dependent on TfL reaching a long-term funding agreement with Government and despite TfL efforts to date in this regard there is yet to be any substantive agreement and rather TfL has had to rely on short-term 'interim' funding agreements in order to continue essential service delivery. The next Government funding agreement for TfL is expected in February 2022.
- 6.24. TfL funding for boroughs to deliver transport schemes is currently uncertain, however, having an adopted WCAP in place will provide a clear strategic basis for bidding for future funding will enable the Council to respond quickly and comprehensively when it becomes available.
- 6.25. The Council continues to explore opportunities for more funding to support new cycling and walking infrastructure from a range of sources and 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. 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.

- 6.26. A £5.1m Capital Programme fund to deliver a range of transport improvements in the borough was agreed by Cabinet on 8 December 2020 and was subsequently approved by Cabinet and Council in 2021. This funding using Strategic Community Infrastructure Levy (SCIL) will be used to help deliver the WCAP and some unfunded projects in the WCAP delivery plan.
- 6.27. In addition, the contribution of wider Council investment to meeting the aims of the WCAP is noted such as that identified within the Highways and Street Lighting Investment Plan. This includes investment of £4.769m in improvements to Haringey's roads and footways and an additional allocation of £3.985m to be used for road resurfacing, bridges, illuminated and non-illuminated street furniture and trees. In addition, there is £475k planned investment in parks and greenspaces across the borough for two consecutive years (commencing in 2022/23) for lighting column replacement, conversion to LED lighting and inclusion in the highways lighting central management system. This investment will collectively help address concerns that residents (particularly women) feel unsafe at night which can be a key barrier to their active travel.

### **Low Traffic Neighbourhoods (LTNs)**

- 6.28. 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.
- 6.29. In December 2021 Cabinet agreed to progress implementation of 3 LTNs in Bounds Green, Bruce Grove/Tottenham and St Ann's. The WCAP references these and also sets out a strategic borough-wide LTN vision including criteria for how we define and determine locations for LTN areas and provides guidance on planning LTN areas and suggested design features. This will help guide the engagement and implementation of further future LTNs, although is indicative only as a strategic plan rather than a precise blueprint.

## **7. Contribution to strategic outcomes**

- 7.1. The adoption of the WCAP will primarily support the 'Place' Priority of the Borough Plan 2019-23 which includes specific objectives to: increase the levels of physical activity across the borough (objective 9b); improve air quality, especially around schools (objective 9c); reduce CO2 by 40% before 2020 and begin the journey to reduce to zero by 2050 (objective 9d); provide safe and accessible roads, pavements and other public spaces for everyone, especially vulnerable users (objective 10a); provide accessible, quality spaces for people to come together, especially for young people and children (objective 11a); and improve connectivity (objective 11c). The WCAP will contribute to these objectives in a variety of ways but principally by bringing about a shift from car use to walking and cycling by promoting the concept of 'active travel'.

- 7.2. The adoption of the WCAP will discharge a commitment in the Borough Plan Place Priority Year 2 Delivery Plan to carry out public consultation on and adopt the WCAP.
- 7.3. In addition, it will support the 'People' Priority and the 'Economy' Priority. The People Priority includes objective 4c) children and young people will be physically and mentally healthy and well and objective 7c) adults will feel physically and mentally healthy and 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. The Economy Priority includes objective 13e) support our town centres and high streets to thrive in a changeable economy and objective 13d) bring the physical and social infrastructure that growing communities need. 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.
- 7.4. Adopting the WCAP will support the delivery of key Council strategies including the Transport Strategy, Climate Change Action Plan, Air Quality Action Plan, School Streets Plan and Good Economy Recovery Plan.

## **8. Statutory Officers' comments (Director of Finance [including procurement], Head of Legal and Governance, Equalities)**

### **Finance**

- 8.1. This report recommends the adoption of the Walking and Cycling Action Plan (WCAP) Any projects undertaken to deliver the WCAP will have to be identified before they commence.

### **Strategic Procurement**

- 8.2. N/A

### **Legal**

- 8.3. The Head of Legal and Governance has been consulted on the preparation of this report and comments as follows.
- 8.4. 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.
- 8.5. Regard has been had to Government and Transport for London guidance when preparing the Walking and Cycling Action Plan and the Plan if approved will help the Council achieve the Mayor of London's walking and cycling targets in his transport strategy for London.
- 8.6. It is clear from section 6 above that adequate time was given for intelligent consideration of the draft Walking and Cycling Action Plan and that the responses received in respect of the Plan were taken into account in finalising the Walking and Cycling Action Plan set out at Appendix D.

- 8.7. The Walking and Cycling Action Plan is not a policy framework development plan document and so the approval of the Plan is a decision that can be taken by Cabinet in accordance with the Council's Constitution.

## **Equality**

- 8.8. 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.
- 8.9. 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.
- 8.10. The proposed decision is to adopt the Haringey Walking and Cycling Action Plan. 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](http://www.haringey.gov.uk/sites/haringeygovuk/files/transport_strategy_eqia_2018.pdf) and the WCAP EqIA can be found here:  
<https://www.minutes.haringey.gov.uk/documents/s121169/Appendix%204%20WCAP%20EQIA.pdf>
- 8.11. 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.

## **9. Use of Appendices**

Appendix A: Strategic context  
Appendix B: Consultation report  
Appendix C: Consultation response  
Appendix D: Walking and Cycling Action Plan  
Appendix E: Equalities Impact Assessment

## **10. Local Government (Access to Information) Act 1985**

Draft Walking and Cycling Action Plan - Cabinet report and appendices, 9 March 2021:

<https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MIId=9468&Ver=4> (item 433)

Haringey Borough Plan 2019-2023: <https://www.haringey.gov.uk/local-democracy/policies-and-strategies/borough-plan>

Haringey Transport Strategy 2018 and Haringey Transport Strategy Equalities Impact Assessment (EqIA): <https://www.haringey.gov.uk/parking-roads-and-travel/travel/haringeys-transport-strategy>