Pedestrian and Cycling Improvements to Ferry Lane – Briefing Note

1. Purpose of this Note

This note provides further information in response to comments regarding proposals for pedestrian and cycle network improvements on Ferry Lane, to provide improved access to Tottenham Hale station from the east following its upgrade. These proposals are the subject of a planning application to London Borough of Haringey (LB Haringey) – Planning Reference: HGY/2023/3078.

It should be read in conjunction with the supporting documents attached to Planning Application webpage, on the Haringey Council Website. Available here.

2. Background

Tottenham Hale Station is an important transport hub at both a local and sub-regional level. The Tottenham Hale area is also experiencing a lot of growth as part of wider regeneration objectives for the area. In recognition of the strategic importance of the area, TfL has invested £65 million since 2015. Improving the underground, rail, and bus interchange at Tottenham Hale Station, increasing capacity and improving the ability interchange between different modes of public transport.

Th scheme was approved in 2014 and incorporated improved access to and from the east via a Hale Village link bridge. This would have involved taking the existing station footbridge out of 'station operation' and extending it across the south-bound railway tracks to become an unpaid link to Hale Village.

As explained below, this arrangement is no longer a viable option and TfL have been working closely with LB Haringey to develop an alternative scheme.

This note provides further information in response to comments made during the planning application consultation on for the improvements to Ferry Lane

3. Why the original footbridge cannot be delivered.

Some respondents highlighted that the decision to approve the original planning application was made on the condition that the new pedestrian footbridge was delivered. That TfL should therefore be held to this requirement to deliver the bridge.

The link bridge is no longer deliverable as the costs have become much higher than they were originally forecasted, and additional operational costs would be generated in perpetuity to staff a required gate line The cost of the bridge dramatically increased from an original estimated cost of £2-3m to circa £9m in 2019 (now expected to be above £10m). Whilst TfL were able to find additional funding to cover half of the revised costs for the bridge. Network Rail and the Department for Transport made it clear that no further funding was available to cover the remaining costs.

The original design for the new footbridge would have utilised a bridge that formed part of the existing structure of the original station. On the basis of passenger forecasts by Network Rail and the delivery of a new 'Access for All' bridge, this existing bridge was not required for the new station to function. At the time it appeared feasible to for repurpose it and extend it the bridge over the rail tracks, to land in what is now Hale Village. This would have created an unpaid link through the station building, independent of the running of the station.

However, subsequent to the approval of the original application for the station upgrade, further work on passenger forecasts by Network Rail and Greater Anglia found that much larger numbers of passengers would alight from Greater Anglia trains than previously forecast. This meant that the bridge continued to be required as part of the operation of the station, to prevent overcrowding on platforms and to ensure all passengers were safely off the platform before next train arrived.

With the original bridge now required for station operation, a redesign was required to provide 'unpaid' access through the station. Network Rail/Greater Anglia required inclusion of a gate line at the Hale Village end of the bridge for revenue protection which would also involve ongoing additional maintenance cost in perpetuity and require staff supervision. The review of options also coincided with changes in national regulations relating to the proximity of structures to the overhead cables for trains, resulting in a requirement for the bridge extension to be elevated and not the simpler 'parallel' extension originally proposed. Figure 1 (below) is a drawing of the link bridge that includes the elevation and ramping down to the existing bridge.

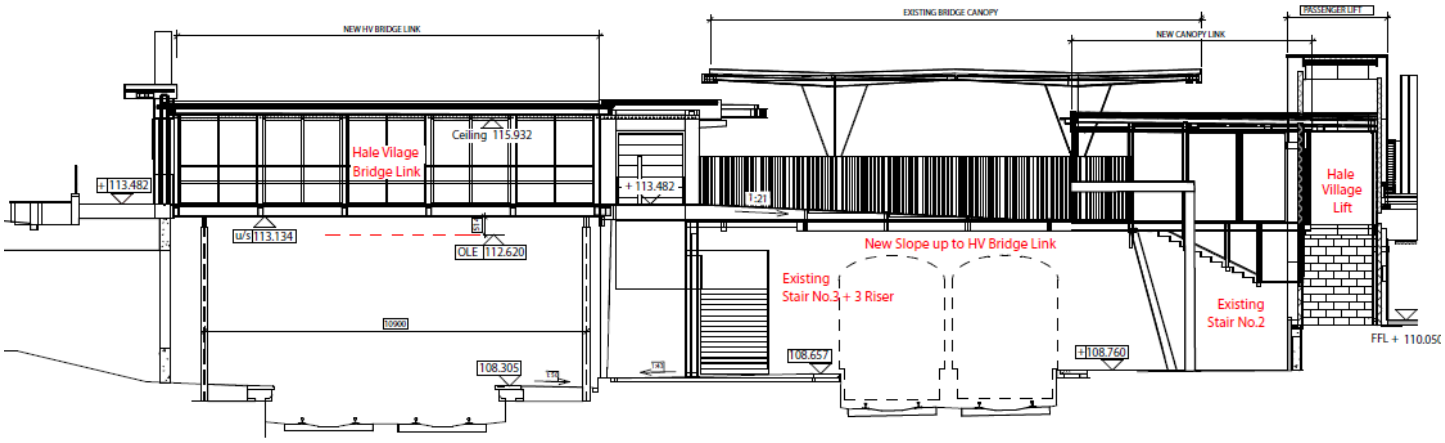

Figure 1 Cross-section drawing of the proposed link bridge between Hale Village and the existing station structure viewed from the north.

As a result of all these changes, as well as the need to complete the main upgrade of the station would necessitate a separate contract and on-site mobilisation for the bridge extension, the estimated cost of delivering the bridge significantly increased from the original £2-3 million, to circa £10m in 2023/4, excluding the additional operational costs associated with staff supervision of the gate line.

Despite the significant increases in cost and increased uncertainty over TfL's income and budget in the face of the pandemic, TfL is willing to increase its financial contribution above the original £2-3m initial cost estimate but is not in a position to fund the totality of the increased costs itself.

Following many meetings over a three year-period, between Network Rail, the Mayor of London's office, government officials and Ministers, the Haringey Council officers and politicians, the gap in additional funding still could not be secured.

In an attempt to find a solution, TfL developed a longlist of alternative options that would still deliver on the main objectives of alleviating pedestrian congestion and improving access to the upgraded station. This longlist and then a subsequent shortlist were reviewed by representatives from TfL, Network Rail and London Borough of Haringey. The representatives concluded the proposal to improve the route over Ferry Lane bridge surpassed the other options, based on a balanced decision considering the connectivity improvements, deliverability of each option and the ability to protect station revenue.

TfL has secured funding in its 2023/24 budget which could be provided to LB Haringey to deliver pedestrian and cycling improvements along Ferry Lane bridge to provide improved and safer access to Tottenham Hale station.

As many of the responses to this application indicate there is an urgent need for some form intervention now. High levels of pedestrian congestion along Ferry Lane bridge, cyclists not utilising the cycle lanes provided, cyclists feeling unsafe between vehicles and a barrier, people crossing the road in unsafe locations and people generally feeling unsafe in this area.

This application to improve the environment for pedestrians and cycles over Ferry Lane bridge is the culmination of several years of work. To come up with a scheme that will provide a practical solution that is deliverable within a defined timeframe.

4 Alleviating Pedestrian Congestion

Many respondents expressed concerns over the present levels of pedestrian congestion experienced going over Ferry Lane bridge, the importance of accessing the station and ensuring access to leisure and nature, such as the Walthamstow Wetlands further to the east. They suggested that the proposed arrangements would not be able to accommodate current pedestrian numbers, so would struggle to accommodate further growth following the build-out of consented developments to the east of Tottenham Hale. One respondent queried how representative the pedestrian survey figures are that were used to inform the design.

Response:

The primary purpose of this scheme is to improve the access to Tottenham Hale station, particularly from the east which is severed by the railway. To address this, our proposed scheme widens the northern footway to provide additional space and an improved environment for pedestrians. Our scheme delivers this by taking space from the existing central hatching in the highway, better designed kerbs, and some space from the southern footway which is less congested. Currently the metal barriers also make the footway feel particularly confined. Moving the metal barriers to the other side of the cycle lane will also make the pedestrian environment feel more open.

To provide assurance that our proposals can accommodate for the present and future levels of pedestrian congestion, we have conducted a Pedestrian Comfort Level Analysis (PCLA). This tool and associated guidance aim to ensure that footway designs are appropriate to the volume and type of users of the environment. Pedestrian Comfort Level (PCL) is assessed on a scale of A (best) to F (worst), with the recommended PCL for most areas being a B+. At present the pedestrian comfort of both footways over the bridge section is poor, with ratings of F on the north side and for the majority of the footway an F rating on the south side.

Our analysis demonstrates that it is possible to achieve scores equivalent a B+ or higher on both footways, following some further tweaking to the design. Including changes in the placement of the metal barriers by adding width back to the southern footway, which some consultees have requested. This will enable both footways to accommodate the predicted footfall, based on our pedestrian flow surveys. Figure 2 below shows the revised lane widths that would deliver pedestrian comfort levels equivalent of B+

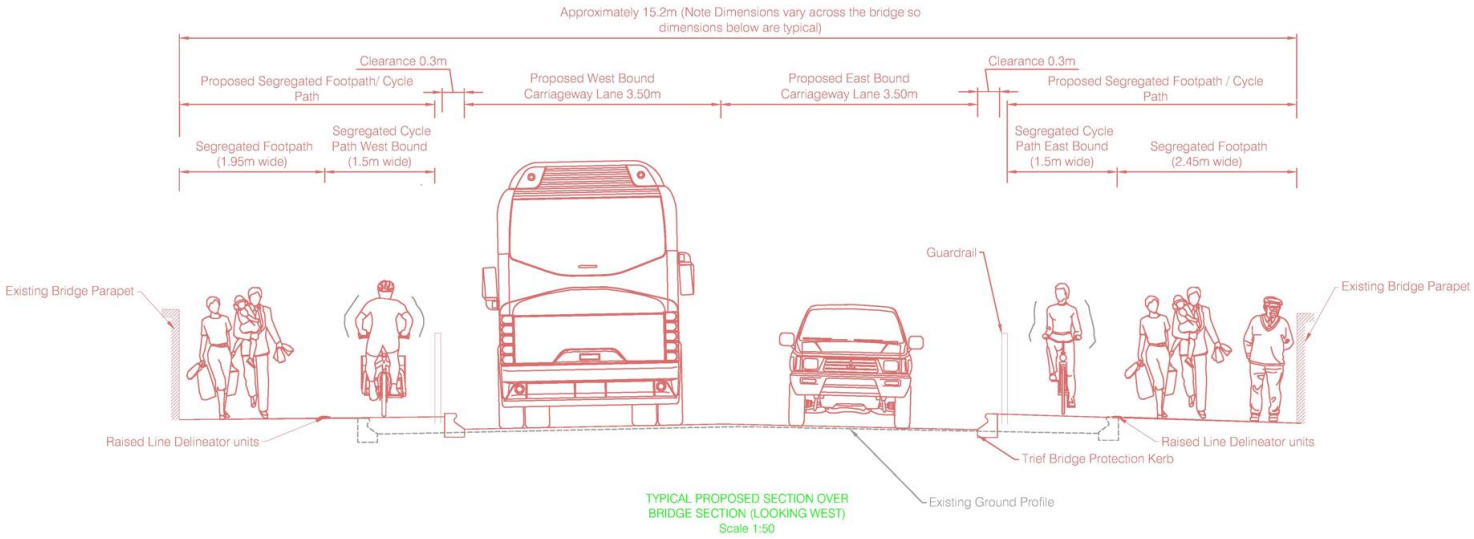

Figure 2- Revised Cross-Section Showing changes in lane widths.

The pedestrian survey data was collected during pre-pandemic peak time periods in 2019. The number of people travelling at peak time is still yet to recover fully to pre-pandemic levels, meaning these counts would likely be higher than counts recorded now. However, given the additional growth in the area since 2019, these counts are likely to be more representative of the current situation.

We have then 'stress-tested' our designs and our survey data by incrementally increasing the number of pedestrians passing over the footways in the Pedestrian Comfort model, until they no longer conform to a B+ comfort level. The north side can accommodate a 30% uplift over and above the AM/PM peak period, whilst the south side can accommodate a 50% uplift. This demonstrates that both footways have a tolerance that will be able to cope with the further increases in footfall anticipated from further development, such as at Hale Wharf. The level of tolerance on the southern footway should also accommodate for any potential redistribution of footfall that might be generated following the introduction of the new pedestrian crossing proposed in this scheme.

5. Safety Concerns

Several people raised concerns about safety associated with the removal of the barrier between pedestrians and cyclists; the speed limit for the road remaining 30mph; and the rates of criminal activity in the area.

5.1 Shared Pedestrian/Cycle space

Representations have been received from both cyclists and pedestrians who are concerned with encroachment into their respective space and the risk of collisions.

Some refer to the risk of cyclists entering the footway, particularly electrified cycles that are faster and often heavier, highlighting that this currently happens on the existing footway. In addition, there are delivery cyclists who pick up or drop off items in Hale Village often have been observed parking in the cycle lane. Others have expressed concern for pedestrians with pushchairs, wheelchair users or other mobility issues.

Some highlighted that the scheme, as submitted, results in a reduction of space for pedestrians on the south side and are not supportive of this change.

Response:

We have listened to people's concerns about the width of the southern footway, and we have made adjustments so that footways on both sides will conform with acceptable pedestrian comfort for their predicted numbers of pedestrians (see section 4 above). Shared use routes for pedestrians and cyclists are a common feature in streetscape design and are implemented across London. Good design can help influence safe use, such as maintaining sufficient lane widths and maintaining a high tonal contrast between the surfaces of the two lanes. This scheme increases the cycle lane widths to the recommended minimum. As both pedestrians and cycles have sufficient space should neither pedestrian nor cycles should feel the need to encroach into the others space.

This is supported by the findings of the Stage 1 Road Safety Audit (RSA). The purpose of an RSA is to identify any safety issues relating to the risk of collision or user injury. This RSA made no reference to safety concerns relating to the shared pedestrian/cycle space. Instead, only referring to minor changes that would be reflected in the detailed design. Such as the distance between the entrance to cycle lane in relation to the bus stop, and a recommendation that the turning circle of buses coming in and out of the bus station can still safely be accommodated.

Notwithstanding the above, we are also going to look at the feasibility of implementing Raised Line Delineators as well. It is a form of tactile paving that could be used to as a further means of differentiating between lanes; these can be concrete or stone, similar to kerbs, or a thermoplastic material. They can also be used as a further demarcation for those with visual impairments, whilst remaining sufficiently low-profile that they are not a major trip hazard and be gently sloped, to make it easier for those with wheelchairs or pushchairs to get over them as well (see figure 3 below as an example).

Figure 3 An example at Vauxhall Bridge of a tactile line demarcation made of stone material.

There are reports of cyclists currently using the footway to access Hale Village, this is in part because Daneland Walk is hard to access from the cycle lane on the road. Moving the barrier to the other side of the cycle lane will allow cyclists to use the cycle lane properly and only turn right into Daneland Walk when needed, keeping the footway clear.

With regards to where delivery cyclists park their bikes, Haringey officers have taken this feedback on board and have advised that they will monitor and review the movement of cycles in this location and following this, take any enforcement action necessary to maintain safe use of the cycle lanes.

Some respondents have stated that the existing footways are not suitable for those with wheelchairs, or pushchairs, due to the levels of crowding experienced. This is likely not helped by the fact that the current Pedestrian Comfort levels are substandard. However, following some further tweaks to the distribution of space across footways (see response in 3.2). The scheme now delivers clear widths (i.e., paths that are unobstructed by signs, lamps, furniture) that will better accommodate for such users. Guidance states that a wheelchair user, accompanied by an ambulant pedestrian require a clear width of 1.5m (see figure 4 below) and this scheme delivers that. As the detailed design develops, engagement will be undertaken with specialist groups. Details of surface treatments and tactile paving will continue during this process.

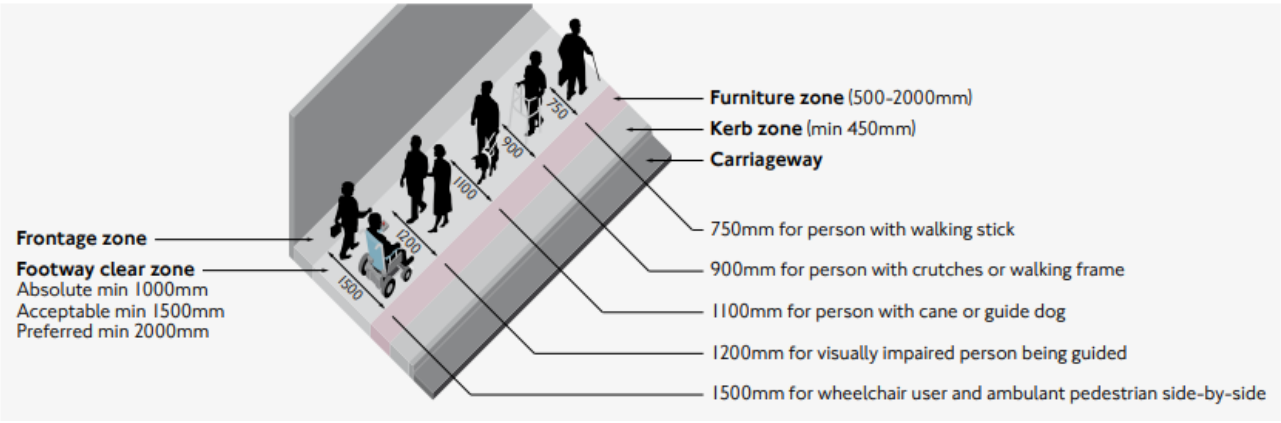

Figure 4 Diagram demonstrating the minimum clear widths required for different pedestrians (from London Cycling Design Standards guidance)

5.2 Road Speed

Several respondents have suggested that a further way to improve the safety for cyclists and pedestrians would be to reduce the speed limit from 30mph, down to 20mph.

Response

TfL support the reduction of the speed limit along Ferry Lane, which is owned and managed by Haringey. Haringey Traffic Engineers have agreed in principle to reduce the speed limit down to 20mph from Broad Lane, through to the boundary with Waltham Forest, where it meets with Blackhorse Road. Further consideration of speed limits along Ferry Lane Bridge are a matter for LB Haringey but it is recommended that further consideration be given to implementing such limits.

5.3 Criminal Activity

Some respondents have commented that the area currently does not feel particularly safe, referring to poor lighting and the confined space of the footway that is created by the barrier with the highway. Others have referred to the number of 'snatching' cases involving theft of mobile phones or other personal possessions.

Response

TfL places a high priority on designing schemes that have regard to community safety. It is agreed that both the existing lighting and the sense of confinement created by the footway are elements detrimental to the sense of safety. The scheme has been designed to address this, by removing the hard barrier between pedestrians and cyclists to open up the footway and providing improved lighting.

The proposals in the planning application are at an early stage of design. More detailed aspects, such as the specific placement and intensity of lighting will be determined as the detailed design develops. These elements will be developed further with the

Haringey Crime Prevention team. A key outcome of the final design will be to ensure there are no 'reduced visibility spots' across the bridge, where people may not feel safe or seen.

LBH have also confirmed that their crime prevention team will be engaged in the rollout of measures to mitigate against criminal activity in line with their established approach utilised elsewhere across the borough.

5.4 Bus Stop Bypass

It was highlighted that introducing the bus stop bypass may make it more difficult for a cyclist to make a right turn at Mill Mead Road junction, to turn into the Ferry Lane Estate.

Some stakeholders raised questions about the principle of introducing aa bus stop bypass altogether, expressing concern about the risk of collision between cyclists and bus passengers that are alighting.

Response

With regards the concern about the ability of cycles to turn right at Mill Mead Road Junction, this will be reviewed at the appropriate point in the detailed design stage that will follow the approval of the current application. The design team will look at delivering the facility for cyclists to be able to turn right where safe to do so.

Bus stop bypasses have been a common feature in countries like the Netherlands and Belgium for decades. They have been installed in locations with high cycling and pedestrian flows and found to be an effective solution for all road users. Bus stop bypasses have been used successfully in many towns and cities in the UK, including Brighton, Cambridge, Leeds, Leicester, Manchester, and Sheffield.

Between 2020 and 2022 (inclusive) four pedestrian/cycle casualties occurred on a bus stop bypass (two slight, two serious) representing 0.6% of the 623 pedestrian casualties involving cyclists. For additional context, there were over 12,000 pedestrian and 15,000 cyclist casualties across London's streets over the same period.

6. Development of the Scheme Design

Subject to the decision made on this application, the details of the scheme will continue to be refined as the scheme develops in close consultation with Haringey Council's specialist officers in crime prevention and inclusive design. We will also work with key stakeholder groups throughout this process to achieve the best scheme we can.

Therefore, there is still room for the design to develop in response to comments at this stage and following any decision on the planning application made by LBH.

Conclusion

These proposals aim to address the key benefits of the original 2013 planning application in providing improved access to the station from the east. They also provide new benefits of its own. For example, whilst this scheme does not add a new east/west route through the station, it does increase pedestrian permeability by redistributing space on the bridge, creating more room for pedestrians. It would also reinstate better north/south access to the station y through improved crossing points to reach Ferry Lane Estate and beyond into the Wetlands.

It also has sought to make cycling safer, taking cyclists out of the road and removing potential points of conflict with vehicles either side of the bridge. These improvements should also be viewed alongside the future strategic ambitions of the borough, to deliver an additional east/west connection to the north of the station between Watermead Way and Perkyn Square. Creating an additional link with the green space of the Wetlands.

22 January 2024