Public Document Pack



ADVANCE PUBLICATION OF REPORTS

This publication gives five clear working days' notice of the decisions listed below.

These decisions are due to be signed by individual Cabinet Members and operational key decision makers.

Once signed all decisions will be published on the Council's Publication of Decisions List.

1. ENFIELD TOWN TO BROXBOURNE WALKING AND CYCLING ROUTE -NEW RIVER PATH (Pages 1 - 82) This page is intentionally left blank



London Borough of Enfield

Report Title	Enfield Town to Broxbourne Walking and Cycling Route	
•	– New River Path	
Report to	Cllr Rick Jewell, Cabinet Member for Environment	
Date of Report	07 November 2023	
Cabinet Member	Cllr Rick Jewell, Cabinet Member for Environment	
Executive Director	Simon Pollock, Interim Executive Director of	
/ Director	Environment and Communities	
Report Author	Sarah Whitehouse	
Ward(s) affected	Town, Southbury, Whitewebbs	
Key Decision	5540	
Number		
Classification	Part 1 Public	
Reason for		
exemption		

Purpose of Report

1. The purpose of this report is to provide a summary of the Enfield Town to Broxbourne Walking and Cycling Route to date, outline the proposals for the proposed off-carriageway section of the route along the New River which has recently received additional funding from National Highways and planning permission, and obtain approval to proceed with its implementation.

Recommendations

That the cabinet member for Environment

- I. Approves the Plans of Interventions for the Enfield Town to Broxbourne shared path along the New River, as shown in Annex 1, is implemented on a permanent basis.
- II. Approves to enter into Permissive Pathways Agreements as necessary which will be subject to a separate report that will demonstrate compliance with the relevant requirements within the Property Procedural Rules with Thames Water and National Highways in order to make use of the land occupied by the proposed route.
- III. Agrees the purchase of land as required for the project, subject to a separate report that will demonstrate compliance with the relevant requirements within the Council's Property Procedure Rules
- IV. Delegates authority to the Director of Environment & Street Scene to enter into a legal agreement and agree to accept up to £ 1,800,000 of additional capital grant funding from National Highways. This funding will be used to deliver the remainder of the off-carriageway route (along the New River).

Background and Options

Scope of Works

- 2. The full Enfield Town to Broxbourne Walking and Cycling Route includes oncarriageway elements along Saint Andrews Road, Churchbury Lane and Tenniswood Road, road crossing points where the New River crosses existing roads, and a shared path along the New River.
- 3. Approval has already been received for the on-carriageway elements and road crossing points via KD 5424 and operational report PL 2223_28. This report is therefore focussed on the shared path along the New River.

Background

- 4. The proposed Enfield Town to Broxbourne Walking and Cycling Route (within the borders of Enfield) runs from the southern side of the M25 junction with the A10 (Junction 25) initially south along the New River and eventually on the local highway network towards Enfield Town. This is shown in Annex 2. The proposed route ends on St Andrew's Road, therefore connecting to Enfield Town Station. This approval is for the shared path from the southern side of the M25 junction with the A10 along the New River to Tenniswood Road.
- 5. Broxbourne Borough Council is also in the process of implementing a similar project. Both Councils are working together to enable a continuous walking and cycling route between the two boroughs.
- 6. The scheme is predominantly funded by National Highways (formerly known as Highways England) through the Cycling, Safety, and Integration (CSI) part of the Designated Funds programme.

- Page 3
- 7. The Enfield Town to Broxbourne Walking and Cycling Route is also delivered in the context of local, regional, and national policies and strategies that seek to respond to the climate emergency, reduce traffic congestion and increase levels of physical activity.
- 8. Across London, the 2018 Mayor's Transport Strategy (MTS) sets the overall direction and citywide objectives for transport. The MTS set a target for 80% of all trips to be made on foot, by bicycle or by public transport by 2041.
- 9. The 2019 Enfield Transport Plan sets out how the council will deliver the MTS locally. A key objective of the Enfield Transport Plan is the delivery of measures that encourage more walking and cycling. The Council's emerging Health and Wellbeing Strategy aims to reduce health inequalities and prioritises enabling active lifestyles. Creating an environment in which people feel comfortable walking and cycling for everyday journeys will help more people to be physically active.
- 10. The Enfield Journeys and Places Framework, which was approved by the Council Cabinet, sets out a range of activities that include creating a highquality walking and cycling network along with delivering school streets and a range of community events and activities. That document details how delivery of these activities achieves wider policy aims and objectives, such as those specified in the MTS, Enfield Council Plan, Enfield Transport Plan, and Enfield Joint Health and Wellbeing Strategy.
- 11. The Enfield Town to Broxbourne Walking and Cycling Route project forms part of the Enfield Journeys and Places programme. As set out in the Project Rationale document published on the project page, it is acknowledged that it will take a number of years to deliver the range of infrastructure projects that are necessary to enable longer-term change. It is likely generational change will be necessary to realise the full objectives of the Journeys and Places programme, which is recognised in the 2041 horizon of the MTS. Therefore, it is critical that immediate action is taken to develop infrastructure that will enable long term societal change.

Progress to Date

- 12. The shared path along the New River was presented to the Planning Committee to 18 September 2023. A decision was made to approve the planning consent.
- 13. There was a shortfall of funding for the project following an updated cost estimate. This is outlined further in the Funding section. National Highways have now approved additional funding to cover the additional costs.

Consultation to Date

14. In February 2020, two stakeholder workshops were delivered to bring together local community representatives to inform of early designs for the Enfield Town to Broxbourne Walking and Cycling Route. The purpose of the engagement programme was to:

- a. understand local insights and considerations from key stakeholders and community representatives,
- b. understand stakeholders' views on the proposed route alignment and alternatives, and
- c. gather ideas from stakeholders on the look and feel of the route.
- 15. Effort was made to ensure there was a diversity of experiences and views in attendance therefore, several stakeholder groups including environmental groups, residents' associations, cycling groups, disability groups and schools were invited to attend a workshop.
- 16.A range of issues and ideas were raised during the two stakeholder workshops. These included safety, materials, the natural environment, crossing points, heritage of the New River, accessibility and the overall user experience of the walking and cycling path. These comments were considered during the design stage of the scheme. A stakeholder workshop summary report has been produced and can be found on the Enfield Council website Lets Talk project page¹.
- 17. The Let's Talk project page was launched in January 2020, hosting information on the project, frequently asked questions (FAQs), key dates for the project, documents, information on the consultation, the electronic consultation survey, notices of the traffic orders, and project updates.
- 18. The Council collaborated closely with other key stakeholders and involved them in the development of the proposals for this project. These stakeholders included Thames Water, National Highways, Broxbourne Borough Council, emergency services, Transport for London, and a number of Enfield Council's departments. This engagement started in early 2020 and continues to date on a frequent basis.
- 19. A letter was delivered in November 2021 to residents, businesses, and other organisations within the local area introducing the plans, informing them of the project page, and inviting them to the community engagement drop-in sessions and an online public webinar.
- 20. Two community drop-in sessions and an online public webinar took place in December 2021. These were advertised and targeted for the on-carriageway section, however questions were raised regarding the off-carriageway section too.
- 21. Project briefings were provided at milestone dates to the relevant Ward Councillors and the Cabinet Member for Environment. A site visit took place between Town Ward ClIrs and Officers on 19th January 2022. During the visit, Ward ClIrs raised concerns about the proposed shared path between Tenniswood Road and Carterhatch Lane. This section of the shared path is currently not accessible to the public and there were concerns that the proposed path would affect the privacy of residents whose properties bordered the path. The plans provide screening measures such as trees and

¹ <u>https://letstalk.enfield.gov.uk/3191/widgets/10554/documents/10447</u>

hedgerow in front of the mentioned properties between Tenniswood Road and Carterhatch Lane to mitigate the impact.

- 22. A briefing, held on 25 October 2022, raised concerns such as increases in arson attacks in the Turkey Street region following the implementation of the project and a conflict point between vehicles making a u-turn at the end of Tenniswood Road and cyclists entering / exiting the cycleway. The issues raised are considered to be adequately addressed in the current plans through a wide shared space for entry / exit of the cycleway and lighting.
- 23. A further webinar was held on 13 December 2022 to inform local residents and businesses of the off-carriageway route with an opportunity for questions to be raised.
- 24. Notice of the planning consent submission (for the off-carriageway section of the route along the New River) was advertised to statutory consultees, including directly adjacent residents. Objections to the proposed consent were submitted by statutory consultees and reviewed by the project team.
- 25. A series of three targeted webinars were held over 2 days on 13 March and 15 March 2023. The targeted webinars were for the following groups:
 - a. Ladysmith Road and Sinclare Close
 - b. Worcesters Avenue and Severn Drive
 - c. Turkey Street, Capel Road, Manor Farm Road and Manor Court

These webinars discussed specific details of the project in proximity to each of the areas, addressed concerns / queries received in the statutory consultation for the planning consent and outlined additional measures that have been included in the plans to address some of the concerns raised.

- 26. Privacy concerns were raised as an issue during the Planning Committee briefing on 18 April 2023, particularly relating to the section between Tenniswood Road and Carterhatch Lane. A bench was removed from the plans within this section as a result of the feedback and alternative options were re-investigated. Following consideration of the positives and negatives of the schemes, it was decided to continue with the current alignment. Verified visuals were commissioned to demonstrate the privacy screening proposed; these visuals were received on 18 August 2023. An in-person consultation was undertaken on 12 September 2023 to present the visualisations and answer questions from the residents. The planning consent was subsequently approved on 18 September 2023.
- 27. Notice of the draft permanent traffic orders TG 1517 for the road crossings along the off-carriageway section of the route (which do not require approval as part of this key decision report) was published in the London Gazette and Enfield Independent newspapers on 1 March 2023. Residents, businesses, and other organisations were sent a letter inviting them to participate in the consultation and providing details of how to do so. Any person was able to make any representations relating to the proposed order or object to the making of the proposed order. Statutory consultees were sent notice of the draft traffic order and invited to provide an objection or representation up

until 26 March 2023. Public consultation responses received during the statutory consultation period were analysed and the notice of making was advertised on 2 August 2023.

Preferred Option and Reasons For Preferred Option

- 28.A number of issues and challenges have been identified in the borough, which this project seeks to address, including:
 - a. Poor active travel connectivity between the boroughs of Enfield and Broxbourne due to the severance caused by the M25.
 - b. Limited active travel infrastructure south of the M25 J25 and across the borough of Enfield.
 - c. Poor quality of parts of the existing path along the New River, making it inaccessible to some users.
 - d. Limited safe crossing points along the route.

29. Building on the above, the following objectives have been set for this project:

- a. Deliver a key active travel link which will provide increased access for residents of Broxbourne and Enfield.
- b. Contribute towards a long-term increase in the levels of active travel by expanding the wider borough network.
- c. Improve junctions and crossings to enable more people to walk and cycle safely.
- d. Enable the community to make greater use of the New River.
- 30. To deliver on these objectives, a shared path alongside the New River has been proposed. The shared path consists of several interventions to support people walking and cycling, including:
 - a. A 2.9km long shared-use track along the banks of the New River.
 - b. Street furniture (such as bench seats, bollards and information boards).
 - c. A new bridge that will span Turkey Brook and be wide enough to accommodate both bicycle and pedestrian traffic.
 - d. Lighting along the path.
 - e. Wayfinding signage.
 - f. Greening including planting native trees and drainage facilities.
- 31. Alternative options were considered, however they were not considered to deliver on the objectives for the project. Some of these options and reasons for not progressing these alternative options are outlined in Table 1 below.

Option	Comment
Do nothing	This is not recommended as this project is a key part of delivering against climate change and health & wellbeing objectives.

Table 1: Alternative options considered

	Choosing to not implement this project would mean that the on-carriageway part of the route, approved in a previous report, would offer reduced benefits for connectivity across the wider active travel network. Additionally, there would be no official walking and cycling route that would cross the M25 to connect Enfield Town to Broxbourne. This would limit safe walking and cycling routes for those looking to travel through the London Borough of Enfield and hinder the growth of active travel.
Select an alternative route alignment, for instance using Ladysmith Road instead of the New River or choosing the alternative bank of the New River.	This alternative route was not chosen because the alignment through Ladysmith Road is indirect and would not follow the pedestrian and cyclist desired line. It would also not deliver on the objective of opening up the New River and would not complete the Green Chain missing link. It was considered that there are significant public benefits associated with the New River route that are not achieved in the same way via an alternative alignment.
	The alternative bank of the New River was not chosen due to reasons such as limited widths and visibility splays.

Relevance to Council Plans and Strategies

- 32. Clean and green places Increasing the density of the cycle network and enabling trips to be made by active and sustainable modes is unequivocally linked with the Council's cross-cutting theme of Climate Action and its commitment to create a carbon neutral borough by 2040. This project will create high-quality active travel infrastructure which can encourage everyone to enjoy active travel, contribute to an increase in active mode share, and reduce the dependency on private vehicles.
- 33. Strong, healthy and safe communities The project, and the underlying Enfield Journeys and Places Framework, seeks to create healthier streets. This approach puts people and their health at the heart of decision making. It is a long-term plan for improving the user experience of streets, enabling everyone to be more active and enjoy the subsequent health benefits, which improves leisure opportunities to enable more active lifestyles. Improvements for active travel seek to address road safety concerns and can reduce air

pollution. There is also good evidence to show that active lifestyles lead to improved health outcomes.

- 34. Thriving children and young people This project helps all children have the best start in life by providing opportunities to be active, improving their health. It will also contribute towards reductions in vehicle volumes which should lead to a long term improvement in air quality, improving the health of young people.
- 35. More and better homes This project supports the Council's commitment to create well-managed neighbourhoods by encouraging people to walk and cycle, which improves connectivity of neighbourhoods. Delivering new cycling infrastructure and improving conditions for walking supports end to end journeys by active travel modes, enhances connections to public transport services and connects residents with town centres. Working in partnership with the neighbouring borough of Broxbourne will improve connectivity with other nearby neighbourhoods and enhance Enfield's accessibility to those arriving from outside the borough boundaries.
- 36. An economy that works for everyone Wider investment in the walking & cycling network forms part of the Council's strategy to support our high streets and town centres by providing safe and convenient access to local shops and services. Improving active travel facilities will make a positive contribution to transport equity in Enfield. Walking and cycling are low-cost modes of transport that can improve access to education and employment centres and maximise opportunities for a greater share of the population. This project will provide more travel choices for the 32.5% of Enfield households who have no access to a car and an alternative travel choice for the remaining households that do. This project will support the creation and sustenance of accessible and vibrant town centres, enabling future wider town centre public realm enhancements and other place making opportunities.

Financial Implications

Summary

- 37. This report is requesting approval to proceed with all the necessary works for the Enfield Town to Broxbourne walking and cycle route, in particular works on the off-carriageway section of the route along the new river.
- 38. The total estimated cost of the implementation works is £6.1m and will be fully funded through external grant and \$106.

Revenue Budget Impact

39. The new proposed path will require maintenance. The maintenance will be covered from within existing highways budget. There is no other known impact on revenue.

Capital Budget Impact

- 40. Total cost of capital works is £6.1m. There is currently £1.3m approved budget within the 2023/24 capital programme for these works and an indicative budget in 2024/25 to cover these costs.
- 41. As at 31st March 2023, £1.2m has already been spent on works. Approval for the 2024/25 budget will be confirmed as part of the 2024/25 budget setting process.

	£m
Spend up to 31st March 2023	£1.2m
2023/24 Budget	£1.3m
2024/25 Indicative budget	£3.6m

42. All works are full funded through external grant and S106 money.

Grant Body	Amount
National Highways	4,825,000
TfL (FY 23/24)	600,000
S106	89,000
TfL (FY 24/25)	561,000
Total	6,075,000

- 43. Further section 106 / CIL funding will be aligned if identified, potentially reducing the TfL (FY 24/25) funding.
- 44. Any works in the future will be subject to securing external funding.

Borrowing Impact

45. The project costs will be covered by National Highways grant, TfL funding, S106 contributions. No impact on borrowing.

Taxation

46. The Council will reclaim all VAT on expenditure through its regular submissions for input VAT. No other known tax implications.

Accounting Treatment

- 47. Costs will be accounted for in compliance with the Councils capitalisation policy. Any costs that cannot be capitalised will be charged to the revenue budget.
- 48. All costs identified within this report will contribute towards the creation of new highways asset and extend the useful life of existing assets and therefore meet the criteria for capitalisation.

<u>Risks</u>

- 49. Failure to complete scheme within deadlines and grant constraints could result in repayment of grant in part or full resulting in additional borrowing exposure for the Council.
- 50. Mitigations are continuous monitoring by the Council's Project Manager including through quarterly capital monitoring to Cabinet or re-scoping the project to minimise the impact on the Council.

Legal Implications

- 51. The Climate Change Act 2008 commits the UK to achieving 'net zero' (a 100% lowering of the UK's net carbon account measured against the 1990 baseline) by 2050.
- 52. Permissive Path Agreements are entered into by land owners as part of a suite of steps taken to avoid deemed dedication of land as a footpath via long use or where they do not wish for a footpath to be formally created via a creation agreement under the Highways Act 1980
- 53. Section 120 of the Local Government Act 1972 provides the Council with powers to acquire by agreement any land required for the purpose of any of its functions or that is for the benefit, improvement or development of its area. Any acquisition of land must be made in accordance with the Council's Property Procedure Rules.
- 54. The recommendations contained within this report are in accordance with the above-mentioned legislation and the duties of the Council as the Highway Authority.
- 55. The funding agreement with National Highways must be in a form approved by Legal Services on behalf of the Director of Law and Governance. In addition, when utilising the funding in progressing the scheme, Council officers must comply with the Council's Contract Procedure Rules and Public Contracts Regulations 2015 (where applicable – and any updated procurement legislation) when procuring goods, works and services.

Equalities Implications

- 56. An Equalities Impact Assessment (EqIA) was carried out following the method and process that is set out in the Equality Approach² document which is publicly available on the project page. The associated report is attached at Appendix 1. This covers the full off-carriageway route, which includes the shared path along the New River (the subject of this report) and the road crossing points (covered by a previous report).
- 57. The consultation survey asked respondents to optionally submit demographic information so various representation levels could be

² <u>https://letstalk.enfield.gov.uk/3191/widgets/10554/documents/24058</u>

assessed, including on protected characteristics as outlined in the Equality Act 2010.

- 58. The EqIA does not consider that there are particular positive or negative impacts on groups with the following protected characteristics:
 - a. Gender reassignment
 - b. Marriage and civil partnership
 - c. Sexual orientation
- 59. The EqIA indicates impacts on several characteristics both positive and negative.
- 60. Negative impacts for the shared path alongside the New River includes an isolated section of path which is greater than 8% gradient due to site constraints which may be challenging for wheelchair users and those pushing prams. An opportunity is being investigated to use land from Saint Ignatius College to reduce the gradient to a maximum of 8%. However, the project significantly increases the accessibility of the route along much of the length of the project.
- 61. Full details on the actions that are to be taken to mitigate the negative impacts are provided in Appendix 1.
- 62. The positive effects for the shared path are predominantly concerned with introduction of a shared path to encourage walking and cycling, improved safety and accessibility for vulnerable people, better access to public transport, and improved connectivity for multi-modal journeys.
- 63. Additional positive effects relate to children, younger individuals, and pregnant people benefitting from improved road safety, increased physical activity, and better active travel links to adjoining schools. Other benefits include reducing the barriers to cycling faced by females, promoting transport equity, and helping people on low incomes to access local services, education, training and employment.

Environmental and Climate Change Implications

provides an overview of environmental and climate change considerations.

Consideration	Impact of Proposals
Energy consumption	Neutral
	There are no changes proposed to the current vehicle movements as part of the shared path.
Measures to reduce carbon emissions	Positive
	Transport generates a significant amount of greenhouse gas emissions

Table 2: Overview of Environmental and Climate Change Considerations

	 (39% of borough-wide emissions as per the Enfield Climate Action Plan 2020). The primary contributor of these emissions is on-road transport from cars. The project will enable: Increased levels of active travel by making journeys safer and more appealing. Reduced private vehicle trips by making alternatives equally attractive.
Environmental management	Positive
	The main impact will be in the implementation of the project and the resultant embedded carbon. Some recycled materials will be used, along with environmentally friendly planting.
	However, the main offset will be a forecast reduction in the use of private vehicles as noted above.
	44 trees were identified for removal to facilitate the development along with low level plants / grass. The trees are predominantly disease prone Ash trees or non-native trees. Mitigation measures were explored to protect as many trees as possible and so the number of trees to be removed to facilitate the shared path is now 10, with a further 2 to be removed due to being unsafe. Offset mitigation planting is proposed to ensure there is a positive net gain of plants, including the planting of 124 new trees. This provides a net gain of 112 new trees. The trees to be planted are native which will provide nesting and foraging opportunities for birds, nectar food for insects and has the potential to provide foraging opportunities for bat species. They are also placed in more appropriate locations to ensure the longevity of planting. Bats have been identified along the

	route. Lighting is required from a safety perspective and so a strategy has been developed by lighting and ecological specialists to provide the necessary levels of safety that does not adversely affect the bats. The proposed strategy has no lighting between 10pm-5am unless activated by motion sensor (I.e. pedestrian or cyclist). Once activated the lights increase in brightness. This is a change from the current environment which has no lighting
Climate change mitigation	Positive In the longer term, as part of a wider programme to encourage active and sustainable modes of travel, the project is expected to contribute towards reducing the negative environmental impacts of private motor vehicle use through reduced carbon emissions, lower rates of road traffic collisions and improved public realm.
	There will be no long-term contracts entered into as part of this project that would introduce environmental risks and require mitigation measures to counteract any negative impacts on future climate change.

Public Health Implications

- 64. The Enfield Town to Broxbourne Walking and Cycling route project as outlined in this report can help make transport in the area more health-promoting by increasing physical activity through encouraging walking and/or cycling as a normal, everyday transport mode.
- 65. The positive effects of increased physical activity on health and wellbeing are well documented; it can help prevent and/or ameliorate a range of lifestyle related conditions, including obesity, type 2 diabetes, heart disease, stroke, some cancers, musculoskeletal issues, and poor cognitive and mental health. Prevention of lifestyle related conditions can also lead to significant cost savings within health and social care services.

- 66. The health benefits of walking and cycling extend as far as improved sleep quality and reduced of all-cause mortality, as described in a 2022 report³ by the World Health Organisation which draws on the latest evidence from scientific research.
- 67. Such is the effect of physical activity upon health, that it has been calculated that a modal shift to levels of active transport similar to those in Netherlands would save the NHS £17 billion per year.
- 68. Achieving a modal shift towards active travel can also help reduce the health damaging effects of motorised transport including road traffic injuries, air pollution, community segregation, and noise.
- 69. Creating an environment where people actively choose to walk and cycle as part of everyday life has the potential to reduce health inequalities. This is due to the fact that income or wealth would become a less significant factor in a person's ability to travel within the borough and gain access to healthcare, employment, social networks, etc. Therefore, improving active travel in the Borough is likely to benefit those who are less prosperous and therefore likely to own motorised transport. Active travel can also be more cost-effective than other initiatives that promote exercise, sport and active leisure pursuits.
- 70. Climate change been named as one of greatest threat to human health in the 21st century. Reducing motorised traffic and promoting forms of active travel can help lower local greenhouse gas emissions that contribute to climate change and will lead to improvements in health of residents and the environment in the long run.

Property Implications

- 71. The off-carriageway segment of the Enfield Town to Broxbourne cycling route will require separate Permissive Pathways Agreements with both Thames Water and National Highways respectively for where the pathway passes over their land. The terms of the Agreements will need to ensure only reasonable risks for pathway users fall to LBE and authorised in accordance with the requirements of the Property Procedure Rules prior to legal completion.
- 72. A small sliver of land amounting to approximately 106m² from a private landowner will enhance the design quality of the scheme. The terms of the acquisition will need to be authorised in accordance with the requirements of the Property Procedure Rules prior to the legal team being instructed.
- 73. Where LBE will be carrying out works on third-party controlled land, necessary access permissions will need to be agreed, and the ownership of assets created by the works clarified.

³ Walking and cycling: latest evidence to support policy-making and practice. Copenhagen: WHO Regional Office for Europe; 2022

74. An opportunity to acquire or lease a further section of land is being investigated to reduce the gradient of the path alongside Saint Ignatius College. The terms of the acquisition will need to be authorised in accordance with the requirements of the Property Procedure Rules prior to the legal team being instructed.

Other Implications - Procurement

75. Any procurement required in relation to this project must be undertaken in accordance with the Councils Contract Procedure Rules (CPR's) and the Public Contracts Regulations (2015) (or any updated procurement legislation), this includes the use of the London Tenders Portal as necessary.

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Annexes

Annex 1 Plans of interventions Annex 2 Project Map

Appendices

Appendix 1 Equality Impact Assessment (EqIA)

Background Papers

None

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	Project ENFIELD TOWN TO BROXBOURNE WALKING AND CYCLING ROUTE DETAILED DESIGN
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Annex 1: Accessibility

1 Background

The Enfield Town to Broxbourne Walking and Cycling Route is an active travel route that runs from the southern side of the M25 junction with the A10, along the New River and eventually on the local highway network towards Enfield Town. The off-carriageway section is an approximately 3m wide shared path running alongside the New River for approximately 2.9km.

A planning consent application was submitted in November 2022 which included a Design and Access Statement and an Equalities Impact Assessment (EQIA). It was noted from statutory consultation feedback that inclusive access required further consideration.

The EQIA outlines the impact of the design on the nine protected characteristics as designed by the Equality Act 2010 as well as people who are disadvantaged due to socio-economic factors. This addendum supports the EQIA to provide additional information for some key considerations given to ensure an inclusive design.

2 Path Width

For shared use paths, *LTN 1/20, 6.5 Shared use, Table 6-3* suggest a recommended minimum width of three meters for cycle flows of 300 cyclists per hour. Norman Rourke Pryme's Traffic Impact Assessment estimates approximately 150 cyclists or pedestrians would be using the shared use path in peak hours. This concludes a three-meter width for the shared use path is suitable. The proposed path is generally a minimum 3m width. There are pinch points which reduce the path below a 3m width, including a 300m stretch of 2.5m width near Saint Ignatius College, and a discrete section of 2.25m. Discussions are being undertaken with Saint Ignatius College regarding the potential to acquire property for the path. This would reduce length of 2.5m width path to less than 250m.

If additional land is not acquired, these sections of reduced width still comply with the recommended width for two wheelchair users to pass, which requires a minimum of 2m.

Whilst these pinch points do not conform to LTN 1/20, the shared use path conforms to *Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure* along the full route, which recommends an absolute minimum width of 1.5m to allow one wheelchair user and pedestrian to pass each other. The recommended width for a footpath is 2m to allow enough space for two wheelchair users to pass even if they are using large electric mobility scooters.

3 Speed management

Speed management has been considered as part of the design to ensure that pedestrians, particularly elderly, children, disabled people and those pushing prams, do not come into conflict with cyclists. Speed management has also been considered to reduce conflicts with people using wheelchairs. LTN 1/20 suggests that cyclists alter their behaviour according to the density of pedestrians and therefore physical calming features to slow cyclists are rarely necessary. Options have still been explored for speed management, and these options are summarised below and explained in more detail in the Speed Management section of the Design and Access Statement.

Entrances / Exits to shared spaces

Shared spaces are provided at the entrances / exits to the path. The proposed solution to address speed management is to provide tegula blocks for the shared surface at the entrances to the path as a visual cue to pedestrians and cyclists to be aware of each other.

Ladder pavers (or equivalent) are also provided between the footpath and the shared space so that users with impaired vision are aware of a change in space from a footway to a shared space. Bollards are also provided at the entrances / exits, however these have been positioned so that wheelchair users can access the path.

Additional measures to reduce speeds at entrances / exits to the path were considered, such as narrowing of entrances / exits, however the entrances and exits to the path need to be accessible for all users. Any narrowing of entrances / exits that would be wide enough to accommodate a wheelchair would be unlikely to provide speed reduction measures for cyclists.

Along the New River shared path

Speed management measures have been considered which would reduce the likelihood and severity of conflicts along the path and at these pinch points. The speed reduction measures considered the impact on accessibility and inclusive access. For example, raised humps were discounted because it is more difficult for less abled pedestrians to negotiate. They were also considered challenging for wheelchair users and children on bikes. Chicanes were also considered but discounted due to the pinch points that would be created and the reduced available width to accommodate them. A full explanation of the options explored is provided in the Speed Management section of the Design and Access Statement.

Following consideration of the risks involved in each of the speed reduction measures, it was concluded that the safest solution was not to provide speed reduction measures within the path itself. Side friction was introduced to manage speeds, through the use of additional seating along the path and information boards. Bollards are also proposed at entrances / exits to the path. The hoggin surfacing appears less smooth than an asphalt or concrete path which would also help to reduce speeds.

4 Surfacing

The surfacing was initially proposed as hoggin. Concerns were raised regarding the accessibility of a hoggin path, particularly for wheelchair users, and the risk of pooling water during / after rainfall events.

The use of hoggin and alternative surface materials were explored in more detail with Enfield Council specialists, the external design team, construction partners and the design review panel to determine the preferred surface.

4.1 Hoggin

Hoggin has been used on a range of schemes within the Enfield Borough, including Four Hills Estate, Boundary Ditch Parkway, and sections of the path alongside the Turkey Brook. Hoggin is a general term to describe a mix of gravel, sand and clay. The hoggin mix proposed for the Enfield Town to Broxbourne project has a 20mm thick surfacing of 0/10 gravel, underlaid by a 50mm thick layer of 0/20 gravel. The fines in the mix make this type of hoggin dense, very hard, self-binding, resistant to rutting (surface depression / grooving) and ponding, provided it is constructed by a capable contractor. Over time some small gravel particles become loose, however the loose particles are so fine that it should not create an accessibility issue.

The path alongside the Turkey Brook, west of Forty Hill is a well-established path that was constructed more than 5 years ago. A site visit to the path showed that it was still dense and hard, providing good levels of accessibility. A picture of the surfacing is shown in Figure 2.

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During the site visit users were observed to be cycling and pushing prams along the surface with ease, as demonstrated in Figure 1.

Figure 1 Turkey Brook path, north of Maidens Bridge

Figure 2 Turkey Brook Path, north of Maiden's Bridge (zoomed in)

The path has a cross-fall, as outlined in section 6 of this annex. This, combined with the hoggin being a semi-permeable surface, will avoid the concerns of water pooling on the path.

The look of a hoggin path is in-keeping with the New River. The section of path being delivered by Broxbourne Council, that this project connects in to, is being constructed from a

type of hoggin. Using a similar material will provide a continuous looking path from Enfield to Broxbourne.

4.2 Porous Asphalt

Porous asphalt was investigated as an alternative material. Porous asphalt was chosen as a potential alternative to hoggin because it is permeable and therefore will not require additional stormwater measures, and because it provides a smooth surface for cycling, wheelchairs and prams.

While it may provide a smooth ride, the negatives of this material outweighed the positives. The environmental footprint would be significantly increased if the path was laid from asphalt due to the construction methodology of laying bitumen (which is derived from fossil fuels) and the importing of material. The construction of an asphalt path next to the New River would entail environmental and health risks due to potential leakage of poisonous substances into the New River, which carries potable drinking water for London. Tree roots or general ground subsidence would crack the asphalt and lead to expensive maintenance costs. The standard porous asphalt is a black bitumen, which does not visually fit the character of the New River.

Standard porous asphalt is outside the budget of the project, and a buff-coloured asphalt, which would be more in-keeping with the look of the New River, would be even further above the budget.

4.3 Resin path

A resin bound path was considered for the project because it is permeable and therefore will not require additional stormwater measures, and because it provides a smooth surface for cycling, wheelchairs and prams. It is also more visually in-keeping with the character of the New River.

While these positives supported the use of a resin bonded path, there were many negative aspects to a resin bound path that were also raised. The environmental footprint would be significantly increased when compared to a hoggin path. Tree roots or general ground subsidence would crack the resin and it is a very expensive material to repair due to not being feasible to make localised repairs.

The cost of a resin bound path is approximately 75% more than a hoggin path, which brings the budget significantly outside of the available funds.

4.4 Conclusion

The current section of open path along the New River, from Carterhatch Lane to the M25 junction, is a challenging walk for most pedestrians and is inaccessible for cyclists. The section from Tenniswood Road to Carterhatch Lane is completely inaccessible to all users as it is closed to the public. The improvements to accessibility of the New River, using any of the materials explored above, is a significant enhancement to the existing situation. The case studies of existing paths constructed from hoggin highlighted that it is a hard surface that provides good levels of accessibility, whilst balancing the issues of environmental impacts, maintaining the character of the New River, and being accommodated within the available budget. Given these considerations, hoggin is proposed as the surface material for the Enfield Town to Broxbourne Project.

5 Longitudinal Gradient
LTN 1/20, Alignment of cycle tracks and ramps 10.8.22 recommends a gradient of less than 8% to be accessible for all users, in particular those using wheelchairs, pushing prams or less abled walkers, such as elderly and pregnant people.

5.1 Gradients Reduced to 8%

The path is generally in accordance with this recommendation, however there were four locations were this was initially not achieved. A workshop was held, and feasible solutions were found to reduce the gradient at three of the four locations. These solutions are outlined in Table 1.

Initial Gradient	Location	Solution
14.4% for approx. 4.5m	Northern approach to Turkey Brook Bridge	Level of Turkey Brook Bridge approach raised to provide a conforming gradient.
14.2% for approx. 1.2m	Southern approach to Turkey Street	Retaining wall proposed which reduces the gradient to within LTN 1/20 recommended gradients

Table 1 Location of steep gradients



5.2 Saint Ignatius College

The fourth section, which could not be reduced, is a section of ramp by St Ignatius College which is currently proposed as 15.9%. A wide range of options have been investigated to reduce this gradient to make it accessible for all users, however a feasible solution has not been found.

The constraints dictating the steep gradient are the private property, St Ignatius College, east of the Thames Water facility and the location of and level of an existing Thames Water structure within the path at chainage 31. To avoid the two constraints, aligning the proposed path with the fence line and achieving the top level of the existing structure at chainage 31, a gradient of 15.9% was needed.

In this section, the scheme cannot follow the proposed alignment while keeping the gradient at a maximum of 8% since it would clash with the existing structure.

A longer path utilising additional Thames Water property was considered however the length of the path needed to achieve the level difference would need to be at least 60m towards the west, as outlined in Figure 3. This would clash with the existing Thames Water access road, would require extensive earthworks (cuts) in the vicinity of other Thames water structures and would require introducing 3 new 6m radius bends on the path.

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Figure 3 8% path alignment avoiding Saint Ignatius College

Building up the path to achieve the smaller gradient would require adjusting Saint Ignatius path which is out of the scope of this scheme. This was, however, looked at following a proposal from the Urban Design officer. The adjustment would extend 50m south into the section south of the Saint Ignatius path and the level of the Saint Ignatius path itself would need to be raised 1.8m minimum at the crossing. There would also be a further 10m of existing path needing raising either side of the crossing, which would encroach on private land and would go over the existing Thames Water accesses west of the proposed path. This option was therefore discounted.

The final option considered was to move the alignment to the east, through Saint Ignatius College. There is currently no topographical survey within Saint Ignatius College, but it appears that gradients of 8% or less could be achieved with the purchase of private property. Discussions are being undertaken with St Ignatius College and may result in additional land being made available to reduce the gradient of the path to within the LTN1/20 guidance.

5.3 Rest Areas for Steep Gradient

The installation of seating was considered mid-way along the steep gradient to provide a rest stop, however the available width is narrow in this location. Therefore, there is not sufficient width to include a seating area. There is seating proposed south of the steep section where there is sufficient space available.

5.4 Alternative Accessible Route

Should additional land not be made available from Saint Ignatius College, wayfinding signage would be installed at locations north and south of the 15.9% gradient outlining an alternative accessible route.

The alternative route that would be sign posted is in Figure 4. It is approximately 850m, whereas the direct route along the New River is approximately 450m. Therefore, the detour adds approximately 400m of additional travel. This route avoids the steep gradient and utilises the concrete surfaced greenway, the footpath along the A10 and the footpath on the northern side of Turkey Street, re-joining the New River Path at Turkey Street. There is a short 50m length of Turkey Street, from Capel Road to the Turkey Street Bridge, which does not have a footpath. Vehicle usage along this short stretch is expected to be minimal because it only provides access to four driveways.

The route from the greenway to Turkey Street to the west, utilising Forty Hill, is 50m shorter. This was investigated but the footpath is less than 2m in a number of locations, has tight bends and is very undulating due to cracks in the pavement. This option was therefore discounted.



Figure 4 Sign-posted alternative route



Figure 5 Existing greenway

A further alternative route is provided in Figure 6. The route is approximately 550m, whereas the direct route along the New River is approximately 300m. Therefore, the detour adds approximately 250m of additional travel. This would avoid the steeper gradient, however 280m of the route is an unpaved public footway. This would not be accessible for wheelchair users and challenging for people cycling or pushing prams. Therefore, this route will not be signed as an alternative accessible route, however it will be available for use.



Figure 6 Alternative Route 2



Figure 7 Existing footpath near Saint Ignatius College

6 Horizontal Cross-fall

LTN 1/20 advises that cycle tracks should have a crossfall to help surface water clear, therefore making the path better suited for use in the rainy season. LTN 1/20 also advises that the crossfall should be no more than 2.5% as this could cause wheels to slide in icy conditions. This has been accommodated where possible, however there is a very constrained width available to construct the path. The proposed path makeup uses hoggin which is a permeable material (as opposed to a sealed surface). This allows for any residual water to permeate into the material thus removing any pooling of water that would otherwise freeze on the surface. In addition, the *Design Manual for Roads and Bridges document CD 195 Revision 1* states that crossfalls should not exceed 5% (E3.23), rather than 2.5%.

Although the path is not expected to be icy and the DMRB suggests a maximum of 5%, the path has been designed 2.5% or lower where possible. This has not been achieved everywhere because wider slopes (for fills and cuts) would be needed over the existing terrain, which was not achievable in all locations due to constraints with available space within the Thames Water property between New River and boundary fences. 37% of the path has achieved a maximum 2.5% crossfall, and 99% of the path has achieved a maximum 5% crossfall.

1% of the path length has crossfalls higher than 5%. These are mostly around tie-ins with existing roads and paths that this route crosses and is constrained with the gradients of the existing roads and paths.

While the design team have reduced the crossfall as much as reasonably practical, the above rationale outlines why this has not been achievable in all locations and why a maximum 5% crossfall is still considered appropriate and accessible in this location.

7 Rest areas

There will be users of the path, particularly elderly, pregnant people, or those recovering from illness / injury that would benefit from being able to rest while using the path. Rest

areas have been designed with these users in mind. Below outlines some of the considerations given to these users when designing the rest areas:

- Rest areas are generally provided at a maximum of 500m spacings to ensure there are frequent rest stops for users.
- The area between the path and the seat is surfaced so that there is easy access from the path to the rest area.
- The surfacing extends on one side of the seat with sufficient width for a wheelchair so that a wheelchair or pram could be positioned next to the bench seat.
- The bench seats have been chosen with a back rest because pregnant and elderly people were likely to benefit from reclining against a back rest.

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Enfield Equality Impact Assessment (EqIA)

Introduction

The purpose of an Equality Impact Assessment (EqIA) is to help Enfield Council make sure it does not discriminate against service users, residents and staff, and that we promote equality where possible. Completing the assessment is a way to make sure everyone involved in a decision or activity thinks carefully about the likely impact of their work and that we take appropriate action in response to this analysis.

The EqIA provides a way to systematically assess and record the likely equality impact of an activity, policy, strategy, budget change or any other decision.

The assessment helps us to focus on the impact on people who share one of the different nine protected characteristics as defined by the Equality Act 2010 as well as on people who are disadvantaged due to socio-economic factors. The assessment involves anticipating the consequences of the activity or decision on different groups of people and making sure that:

- unlawful discrimination is eliminated
- opportunities for advancing equal opportunities are maximised
- opportunities for fostering good relations are maximised.

The EqIA is carried out by completing this form. To complete it you will need to:

- use local or national research which relates to how the activity/ policy/ strategy/ budget change or decision being made may impact on different people in different ways based on their protected characteristic or socioeconomic status;
- where possible, analyse any equality data we have on the people in Enfield who will be affected eg equality data on service users and/or equality data on the Enfield population;
- refer to the engagement and/ or consultation you have carried out with stakeholders, including the community and/or voluntary and community sector groups you consulted and their views. Consider what this engagement showed us about the likely impact of the activity/ policy/ strategy/ budget change or decision on different groups.

The results of the EqIA should be used to inform the proposal/ recommended decision and changes should be made to the proposal/ recommended decision as a result of the assessment where required. Any ongoing/ future mitigating actions required should be set out in the action plan at the end of the assessment.



Section 1 – Equality analysis details

Title of service activity / policy/	Enfield Town to Broxbourne
strategy/ budget change/ decision that	Walking and Cycling Route – Off-
you are assessing	Carriageway
Team/ Department	Planning and Growth
Executive Director	Simon Pollock, Interim Executive
	Director of Environment and
	Communities
Cabinet Member	Cllr Rick Jewell
Author(s) name(s) and contact details	Sarah Whitehouse
	Sarah.whitehouse@enfield.gov.uk
Committee name and date of decision	N/A
Date of EqIA completion	16 October 2023

Date the EqIA was reviewed by the	17 October 2023
Corporate Strategy Service	
Name of Head of Service responsible	Richard Eason, Programme
for implementing the EqIA actions (if	Director Journeys and Places
any)	
Name of Director who has approved	Doug Wilkinson, Director of
the EqIA	Environment and Street Scene

The completed EqIA should be included as an appendix to relevant EMT/ Delegated Authority/ Cabinet/ Council reports regarding the service activity/ policy/ strategy/ budget change/ decision. Decision-makers should be confident that a robust EqIA has taken place, that any necessary mitigating action has been taken and that there are robust arrangements in place to ensure any necessary ongoing actions are delivered.

Section 2 – Summary of proposal

Please give a brief summary of the proposed service change / policy/ strategy/ budget change/project plan/ key decision

Please summarise briefly:



What is the proposed decision or change? What are the reasons for the decision or change? What outcomes are you hoping to achieve from this change? Who will be impacted by the project or change - staff, service users, or the wider community?

Enfield Council are developing a walking and cycling route which aims to connect the neighbouring boroughs of Enfield and Broxbourne, from Enfield Town Station to Broxbourne.

The proposed Enfield Town to Broxbourne Walking and Cycling Route (within the borders of Enfield) runs from the southern side of the M25 junction with the A10 (Junction 25) initially south along the New River and eventually on the local highway network towards Enfield Town. The proposed route ends on St Andrew's Road, therefore connecting to Enfield Town Station.

Broxbourne Borough Council are also in the process of implementing a similar project. Both Councils are working together to enable a continuous walking and cycling route between the two boroughs.

The route consists of an on-carriageway route and an off-carriageway route along the New River.

- The on-carriageway route, which was covered in a previous report, is made up of approximately 1.8km of proposals to enhance facilities for active travel users. Improvements are being proposed in a range of measures including traffic calming, new pedestrian crossings and revised junction layouts providing the route with safety features for all road users.
- The off-carriageway route, with which this report is concerned, is 2.9km long and consists of a proposed shared-use track going along the banks of the New River. It eventually connects to the M25 and is the beginning of the walking and cycling route that is currently being developed by Broxbourne Borough Council.

The off-carriageway section consists of a number of interventions to support people walking and cycling. These consist of:

- A 2.9km long shared-use track along the banks of the New River
- Formal pedestrian and cycle crossing points on Carterhatch Lane, Goat Lane, and Bullsmoor Lane. These crossing points include a range of safety improvements, such as:
 - i. New parallel zebra crossings for pedestrians and people who cycle
 - ii. Footway and carriageway resurfacing
 - iii. Traffic calming features (speed tables, humps and street furniture)
- Street furniture (such as bench seats and planter boxes) on Turkey Street bridge



- A new bridge that will span Turkey Brook and be wide enough to accommodate both bicycle and pedestrian traffic
- Lighting along the path
- Wayfinding signage
- Greening including raingardens, planting native trees and drainage facilities

The Enfield Town to Broxbourne Walking and Cycling Route is funded by National Highways (formerly known as Highways England) through the Cycling, Safety and Integration (CSI) part of the Designated Funds programme¹. The Cycling, Safety and Integration (CSI) fund plan has the purpose of addressing the barriers that road can sometimes create, help expand people's travel choices, and make everyday journeys as easy as possible.

The Enfield Town to Broxbourne Walking and Cycling Route is also delivered in the context of local, regional, and national policies and strategies that seek to respond to the climate emergency, reduce traffic congestion and increase levels of physical activity, and post-pandemic, to enable a green recovery.

Nationally the Government has committed to achieving net zero carbon emissions by 2050 and has set out its long-term plan to end the UK's domestic contribution to man-made climate change by 2050 through its Net Zero Strategy: Build Back Greener². The Government is supporting local authorities to encourage sustainable travel through its Active Travel Fund and the 2020 national walking and cycling strategy, Gear Change³.

Across London, the 2018 Mayor's Transport Strategy (MTS)⁴ sets the overall direction and citywide objectives for transport. The MTS set a target for 80% of all trips to be made on foot, by bicycle or by public transport by 2041.

The 2019 Enfield Transport Plan⁵ sets out how the council will deliver the MTS locally. Key objective of the Enfield Transport Plan is the delivery of measures that encourage more walking and cycling. The Council's emerging Health and Wellbeing Strategy aims to reduce health inequalities and prioritises enabling active lifestyles. Creating an environment in which people feel comfortable walking and cycling for everyday journeys will help more people to be physically active.

The Enfield Town to Broxbourne Walking and Cycling Route project forms part of the Enfield Journeys and Places programme, which is delivering projects to enable walking and cycling across Enfield. Major components of the programme include the creation of high-quality routes for cycling, connecting neighbourhoods that feel safe for walking and cycling along with school streets and a range of community

⁴ https://tfl.gov.uk/corporate/about-tfl/the-mayors-transport-strategy

https://nationalhighways.co.uk/designated-funds/

² https://www.gov.uk/government/publications/net-zero-strategy

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/90 4146/gear-change-a-bold-vision-for-cycling-and-walking.pdf

⁵ https://new.enfield.gov.uk/services/roads-and-transport/enfield-transport-plan-2019-2041-roads.pdf



events and activities.

A number of issues and problems have been identified, which this project seeks to address, including:

- Poor active travel connectivity between the boroughs of Enfield and Broxbourne due to the severance caused by the M25
- Limited active travel infrastructure south of the M25 J25 and across the borough of Enfield
- Poor quality of parts of the existing path along the New River, making it inaccessible to some users
- Limited safe crossing points along the route

Building on the issues and problems described above, the following objectives have been set for this project:

- Deliver a key active travel link which will provide increased access for residents of Broxbourne and Enfield
- Contribute towards a long-term increase in the levels of active travel by expanding the wider borough network
- Improve junctions and crossings to enable more people to walk and cycle safely
- Enable the community to make greater use of the New River

The proposals are expected to support the above objectives and bring about the following benefits:

- Provision of a continuous active travel route that will connect the two boroughs
- Improvement of the safety of junctions and crossing points
- Better accessibility and safety of the route along the New River
- Expansion of the current active travel network

The Enfield Town to Broxbourne Walking and Cycling Route project will connect to other projects of the Enfield Journeys and Places programme, including Enfield Town Liveable Neighbourhood, Enfield Town to Ponders End Station Walking and Cycling Route.

The project will also start to create a key strategic corridor around which a number of future active travel routes can be introduced. For example, an east / west link can be created by continuing the route from the New River at the point where it meets with Tenniswood Road, through Ladysmith Road, across the A10, and linking up with the previously delivered A1010 North project (Cycleway 1).

The authority does not currently have data specifically for people passing through the project area and any protected characteristics they may have. Therefore, the ward profiles for the wards of Town, Southbury, and Whitewebbs have been used as the basis for the demographic data considered in the EqIA; however, recent changes to the wards in the London Borough of Enfield mean that comparisons on certain statistics may be difficult to make.



Information has been gathered regarding groups with protected characteristics in Enfield. London Travel Demand Survey (LTDS) and Census 2011 data have been the two primary data sources, though other data sources have been used, and are referenced throughout. For each protected characteristic, data has been collected and analysed, with comparisons made at borough, regional and national level where relevant.



Section 3 – Equality analysis

This section asks you to consider the potential differential impact of the proposed decision or change on different protected characteristics, and what mitigating actions should be taken to avoid or counteract any negative impact.

According to the Equality Act 2010, protected characteristics are aspects of a person's identity that make them who they are. The law defines 9 protected characteristics:

- 1. Age
- 2. Disability
- 3. Gender reassignment.
- 4. Marriage and civil partnership.
- 5. Pregnancy and maternity.
- 6. Race
- 7. Religion or belief.
- 8. Sex
- 9. Sexual orientation.

At Enfield Council, we also consider socio-economic status as an additional characteristic.

"Differential impact" means that people of a particular protected characteristic (eg people of a particular age, people with a disability, people of a particular gender, or people from a particular race and religion) will be significantly more affected by the change than other groups. Please consider both potential positive and negative impacts, and provide evidence to explain why this group might be particularly affected. If there is no differential impact for that group, briefly explain why this is not applicable.

Please consider how the proposed change will affect staff, service users or members of the wider community who share one of the following protected characteristics.

Detailed information and guidance on how to carry out an Equality Impact Assessment is available here. (link to guidance document once approved)



Age

This can refer to people of a specific age e.g. 18-year olds, or age range e.g. 0-18 year olds.

Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people of a specific age or age group (e.g. older or younger people)?

Please provide evidence to explain why this group may be particularly affected.

Evidence base

Table 1 presents the age distribution of the wards which cover the project area. This shows the wards generally follow the trend outlined above across Enfield, with the wards of Town and Whitewebbs skewing slightly older than the borough average.

Age distribution	Town (%)	Southbury (%)	Whitewebbs (%)	Borough of Enfield (%)
0-4	6.7	7.4	7.5	7.0
5-14	13.1	14.2	14.4	14.5
15-24	8.9	11.5	9.7	11.4
25-34	13.2	14.9	13.0	14.5
35-44	15.6	15.9	14.4	14.6
45-54	14.5	13.8	13.6	13.4
55-64	12	11.0	11.8	11.1
65-74	8.6	6.1	8.4	7.0
75+	7.4	5.3	7.2	6.4

Table 1: Age distribution (2022) for study area and borough average

Source: Ward Profile: Town 2022; Ward Profile: Southbury 2022; Ward Profile: Whitewebbs 2022

Figure 1 presents London Travel Demand Survey (LTDS) data on how people travel around Enfield within each age category.

In general, younger people in Enfield walk and cycle more, and drive less than older people. The highest percentages of walking and cycling can be seen in those aged under 16, with 37 per cent of all trips made on foot or by bike. Those aged 65 and over have the lowest levels of walking and cycling, with 27 per cent of all trips, but the highest percentage of trips driven (or as a passenger in a car or van) at 52 per cent.

Public transport use is disproportionally higher in 16 to 19-year-old group, making up 37 per cent of all journeys. This is 15 per cent higher than the nearest age



group (those aged under 16). Furthermore, as per the latest data from 2016, the average age to start driving in the UK was 26, and this is expected to have increased further over the previous five years⁶. 100% 90% 18% 20% 20% 22% 80% 37% 70% All other methods 60% 39% 46% 45% 52% Underground, train, light rail, 50% bus, minibus or coach 32% 40% Driving a car or van 30% Walk and cycle 20% 37% 32% 32% 30% 27% 10% 0% 20-64 16-19 65+ Aged under Average 16

Figure 1: Mode share by Age in Enfield

Source: LTDS (2016/17, 2017/18 and 2018/19)

The proportion of Killed or Seriously Injured (KSIs) and Slightly Injured casualties per age category is shown in Figure 2. KSIs are higher than average for those aged 60 and over (19 per cent) and those aged Under 16 (14 per cent). As such, this indicates that these age groups are disproportionately more likely to suffer more severe consequences if they are involved in a collision.

Across the UK, 15-19 years olds experience almost double the risk of death from road traffic accidents (82.5 deaths per million population) in comparison to the general population (42.2 deaths per million population). For males in this age group the risk is higher still at 127.3 deaths per million population⁷.

⁶ <u>https://www.insurancefactory.co.uk/news/August-2016/Average-age-to-start-driving-increases-to-26</u>

http://www.racfoundation.org/assets/rac_foundation/content/downloadables/road%20accident%20cas ualty%20comparisons%20-%20box%20-%20110511.pdf





Figure 2: Percentage killed or seriously injured by Age in Enfield

Source: DfT Road traffic statistics (2019)

Table 2 shows the 3-year (2017/18 to 2019/20) average percentage of Reception and Year 6 children in Enfield who are overweight or obese, compared with the London and national averages. This shows a significantly higher level of childhood obesity in the Borough both in comparison with the London average and the national average.

Children age group	Area	Obese (%)	With excess weight (%)
Reception year	Enfield	11.4	23.9
	London	10.2	21.8
	England	9.7	22.6
Year 6	Enfield	27.2	42.6
	London	23.2	37.9
	England	20.2	34.3

Table 2: Childhood obesity

Source: Enfield Borough Profile 2022

Differential impact assessment

People of young and old age are more vulnerable to poor air quality⁸, and the Borough has younger mean ages when compared to the rest of London. An aim of the project is to enable a mode shift, ultimately reducing emissions from private vehicle use and increasing active modes of travel, benefitting these age groups through improved air quality. Age UK Enfield attended a workshop in February

⁸ <u>https://www.london.gov.uk/sites/default/files/air_quality_for_public_health_professionals_-</u> _city_of_london.pdf



2020 to discuss the proposals and provide feedback on the design.

Younger people in Enfield are less likely to drive than older people in the borough and are more likely to travel via active modes or multi modal travel where for example part of a journey is by train and another part is cycled. Active travel improvements will benefit those who already use active travel modes, and therefore may disproportionately benefit younger people.

However, the improvements are also likely to benefit those who do not currently use active travel modes by providing safer and more attractive conditions to do so. This may allow for a selection of residents which is more evenly dispersed across the age groups to partake in active travel modes – and reaping the health benefits associated with a more active lifestyle. Therefore, while the changes may initially disproportionately benefit younger people and children who exhibit a high level of obesity, over time there may be longer term benefits across the age groups that rectify this initial imbalance.

Older people are more likely to suffer from slight mobility or sight impairments due to aging, which do not fall under the disability protected characteristic group. This can include slower movement and reaction time, and some may use mobility aids for walking. The introduction of traffic calming features as well as a reduction in motor vehicle traffic, due to a shift to alternative active modes of travel, are likely to be particularly beneficial for those who require extra time to cross the street due to physical or visual impairments. The proposed new zebra crossings will also be beneficial for those with mobility issues, as they will provide additional safe crossing points and allow them to cross at their own speeds since drivers are required to wait.

There is a section of path that is steeper than the *Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure* proposed maximum 8%. This steep section could be challenging for elderly people and young children. The remainder of the path is within the guidelines by introducing features such as retaining walls to reduce the gradient.

Rest areas are provided along the path. While these rest areas would benefit all users, they would be particularly beneficial to elderly who may need to rest while undertaking their walk along the New River and to young children who may want to have a picnic with their parents. Further information regarding rest areas and the rationale for their location is provided in Annex 1 and the Placemaking Strategy.

One of the project objectives is to contribute towards a long-term increase in the levels of active travel. This will in turn reduce the volumes of traffic over time, therefore reducing the threat caused by motor traffic. Safer road crossing points are also proposed for pedestrians and cyclists. While these improvements are likely to benefit all ages groups, as those aged under 16 and over 60 are disproportionally killed or seriously injured by motor traffic, they are likely to benefit the most from the changes.



Increases in cycling trips along the route may cause elderly pedestrians to feel confused or worried about collisions on shared spaces adjacent to the crossings.

The proposed removal of isolated on-street parking spaces may affect people who are not able to walk longer distances between their car and their destination due to age-related mobility impairments. The isolated spaces being removed are not disabled person's parking bays.

Elderly people are likely to be slower when using the path. Speed management has been considered to reduce the likelihood of a conflict from speed differentials. Consideration was given to a range of treatments, taking into account the impact that each could have on characteristics such as age. For example, raised humps were considered to reduce speeds but have been discarded because they are difficult for less able (which is increasingly likely for elderly) to negotiate. The full considerations given to speed management are outlined in the speed management strategy as part of the Design and Access Statement.

Mitigating actions to be taken

Consider proposing segregated facilities where possible or widening the shared spaces to mitigate any potential conflicts or pinch points.

Consider relocating on-street parking spaces instead of removing them where possible or keeping their proposed removal to the minimum necessary.

Consider reducing the gradient of the steep section of path to make it more accessible for those less able.

Disability

A person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on the person's ability to carry out normal day-day activities.

This could include: physical impairment, hearing impairment, visual impairment, learning difficulties, long-standing illness or health condition, mental illness, substance abuse or other impairments.

Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people with disabilities?

Please provide evidence to explain why this group may be particularly affected.

Evidence base

Census 2011 data shows that Enfield has a slightly higher per cent of residents with a long-term health problem/ disability compared to that across London. Due to recent changes of the wards within Enfield, the only relevant information for this project regarding disabilities for this comparison is with the Town ward. The Town



ward percentages largely reflect those in Enfield, with fewer persons having a long-term health problem/disability 'limiting a lot' than the Enfield average. This data is presented in Table 3.

Table 3: Persons with a long-term health problem/ disability in Enfield and Town ward

Persons with long-term health problem/ disability (2011)	Town (%)	Borough of Enfield (%)
Limiting a lot	6.3	7.3
Limiting a little	8.3	8.1

Source: Town Ward Profile 2021 and Census 2011

Disability types stated by those who live in Enfield and have a disability affecting daily travel (including old age) is shown in Figure 3 below. Mobility impairment represents the highest proportion (77 per cent) followed by impairment due to mental health (12 per cent). It should be noted that this data is based on a small sample, therefore results should be taken as a general indication only. It is important to note that various physical and mental disabilities can lead to travel limitations.





Focusing solely on cyclists who have a disability, the Wheels for Wellbeing annual survey⁹ shows that approximately 59 per cent of disabled cyclists use their bike as a mobility aid, and approximately 64 per cent found cycling easier than walking. Survey results also show that 24 per cent of disabled cyclists use their bike for work or to commute to work and many found that cycling improves their mental and physical health. Inaccessible cycle infrastructure was found to be the biggest barrier to cycling.

Mode split for people with a physical or mental disability is shown in Figure 4. When compared to the LTDS mode split of trips made by all people, car use for those with disabilities is lower (42.7 per cent compared to 45 per cent), bus use is greater (17.5 per cent compared to 13.7 per cent) and walking is marginally higher (31.1 per cent compared to 30.8 per cent).



Figure 4: Mode split by those with a physical or mental disability affecting daily travel

Source: LTDS (2016/17, 2017/18 and 2018/19)

Differential impact assessment

⁹ Wheels for Wellbeing Annual Survey 2021



The National Federation of the Blind UK attended a workshop in February 2020 which discussed the proposals. Enfield Disability Action were also invited to the workshop but were unable to attend.

Improved cycling conditions will benefit disabled cyclists and could potentially encourage people with disabilities to try cycling if their disability allows. Some disabled people rely upon cycling as their primary means of mobility.

A dedicated mixed-use path for active travel will create a safer environment, particularly for disabled people who are more likely to be pedestrians, as it will provide separation from motorised traffic. Safer crossing points will also benefit those whose physical impairments necessitate more time to cross the road, or whose mobility aids may require use of the road, such as mobility scooters.

Visually impaired people will be pedestrians in the affected area, users of public transport or passengers in other vehicles. Visually impaired people will have varying degrees of ability to see the changes in the environment around them. This will include changes to traffic flows or directions of traffic at the road crossing points. The remainder of the route is off-highway. The cycle route will be shared between cyclists and pedestrians, therefore, initially the change could be confusing. However, the shared spaces are being proposed to be as wide as possible within the available site constraints in order to limit any conflicts between pedestrians and people who cycle, and aid the movement of pedestrians with visual impairments. Moreover, textured ground surface indicators, in the form of tactile paving, are proposed at crossing points and at points where shared spaces begin and end to assist pedestrians who are visually impaired by alerting them of the changes in the surrounding environment.

The proposed new zebra crossings will also be beneficial for those with visual or mobility issues, as they will provide additional safe crossing points and allow them to cross at their own speeds since drivers are required to wait.

The proposed removal of isolated on-street parking spaces may affect people who are not able to walk longer distances between their car and their destination due to disabilities, however the isolated spaces being removed are not disabled person's parking bays.

Inclusive Mobility¹⁰ states that it is important for cycle routes to be suitable for 'nonstandard' cycles, such as recumbent cycles, tricycles, handcycles and other cycles that might be specifically adapted for a disabled user. Adapted cycles can have a width of up to 1,200mm and additional width will be required where cyclists need to negotiate uneven surfaces or drainage gullies. *Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure* recommends a minimum 2m width for a footpath to allow enough space for two wheelchair users

¹⁰ Inclusive Mobility. A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure (publishing.service.gov.uk)



to pass even if they are using large electric mobility scooters. The proposed path is generally a minimum 3m width. There are pinch points which reduce the path below a 3m width, including a 300m stretch of 2.5m width near Saint Ignatius College, and a discrete section of 2.25m. These sections of reduced width still comply with the recommended width for adapted cycles and two wheelchair users to pass and so the design will not have an adverse effect on disabled users.

The proposed shared use path had some short discrete sections of gradients, on ramps that connect to roads or greenways, that do not conform with the recommendations in *Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure* due to the gradient being too steep. This could make it challenging for some users with disabilities, in particular wheelchair users, to use those sections of the path. The path design was interrogated and some retaining structures were provided to reduce the gradient to within *Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure* on Access to Pedestrian and Transport Infrastructure structure and the gradient to within *Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure* recommended gradients. One residual section remained which still exceeded the guidance.

Rest areas are provided along the path. While these rest areas would benefit all users, they would be particularly beneficial to those undergoing mobility rehabilitation who may need to rest while undertaking their walk along the New River. Further information regarding rest areas and the rationale for their location is provided in Annex 1 and the Placemaking Strategy. The surfacing is extended to and around the rest area to enable easy access to the rest area, as well as additional surfacing to the side of the path for a wheelchair user to sit next to the bench seat.

The surface of the path can impact the accessibility of the path, particularly for wheelchair users and people who struggle to balance their footing. Loose gravel or uneven virgin ground can make a path inaccessible to these users. The existing path is currently causing accessibility issues. A range of surfacing materials were investigated, including hoggin, porous asphalt and resin bound. A fine hoggin material was preferred which creates a dense, hard surface. Provided the material is constructed by a capable contractor, the material provides an accessible surface for all users. A full explanation of the surfacing types explored can be found in Annex 1.

The Council's Travel Assistance Policy¹¹ aims to encourage "sustainable modes of transport for all children and young people, whether travel assistance is provided or not", including "encouraging walking, cycling [...]" and "providing an environment which is as safe as possible for all children and young people on their journey to and from school". Some of the objectives of this project are to contribute towards a long-term increase in the levels of active travel and to improve junctions and crossings to enable more people to walk and cycle safely. Therefore, the project supports the aims of the Travel Assistance Policy.

¹¹ <u>https://www.enfield.gov.uk/___data/assets/pdf__file/0014/5612/getting-to-school-policy-local-offer.pdf</u>



Let's Talk is the software platform engagement in Enfield is conducted on. It meets and exceeds WCAG 2.1, the current global web accessibility standard¹². Text, graphics and figures should be able to be read by screen readers, and all content should be made available in alternative formats for those with visual impairments. Braille can be made available on request (though it is acknowledged that only a small proportion of visually impaired people use braille) or the opportunity offered to speak to someone over the phone or in person about the scheme.

People using wheelchairs or those undertaking rehabilitation are likely to be slower than when using the path than the average cyclist. Speed management has been considered to reduce the likelihood of a conflict from speed differentials. Consideration was given to a range of treatments, taking into account the impact that each could have on characteristics such as disabilities. For example, raised humps were considered to reduce speeds but have been discarded because they are difficult for less able (which is increasingly likely for people using wheelchairs or undertaking rehabilitation) to negotiate. The full considerations given to speed management are outlined in the speed management strategy as part of the Design and Access Statement.

People with autism can sometimes struggle with change. Initially the changes proposed to the path could be challenging to people with autism, however the changes to the path will be communicated prior to construction commencing. The signage is a combination of standard TfL signage, to provide continuity with TfL schemes and standard wayfinding / placemaking signage along the 2.9km stretch of New River. This consistency of signage is particularly important for people with autism.

Mitigating actions to be taken

Ensure that the design of the cycle facilities is suitable for use by those on adapted or non-standard cycles which are often used as mobility aids for disabled people. Both LTN 1/20 and the London Cycle Design Standards (LCDS) contain guidance on accessible designs.

Consider proposing segregated facilities where possible or widening the shared spaces to mitigate any potential conflicts or pinch points.

Consider relocating on-street parking spaces instead of removing them where possible or keeping their proposed removal to the minimum necessary.

Consider options to reduce the gradient of the section of path that would be challenging for wheelchair users.

¹² <u>https://www.w3.org/TR/WCAG/</u>



Gender Reassignment

This refers to people who are proposing to undergo, are undergoing, or have undergone a process (or part of a process) to reassign their sex by changing physiological or other attributes of sex.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on transgender people?

Please provide evidence to explain why this group may be particularly affected.

It is considered that this scheme is unlikely to have a disproportionate impact on grounds of Gender Reassignment.

Mitigating actions to be taken

N/A

Marriage and Civil Partnership

Marriage and civil partnerships are different ways of legally recognising relationships. The formation of a civil partnership must remain secular, where-as a marriage can be conducted through either religious or civil ceremonies. In the U.K both marriages and civil partnerships can be same sex or mixed sex. Civil partners must be treated the same as married couples on a wide range of legal matters.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people in a marriage or civil partnership?

Please provide evidence to explain why this group may be particularly affected.

It is considered that this scheme is unlikely to have a disproportionate impact on grounds of Marriage and Civil partnership.

Mitigating actions to be taken

N/A



Pregnancy and maternity

Pregnancy refers to the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on pregnancy and maternity?

Please provide evidence to explain why this group may be particularly affected.

Evidence base

The birth rate in Enfield was 15.1 births per 1000 people in 2016, approximately 28 per cent above the national average that year of 11.8. However this was on par with the Outer London average of 15.0 per 1000 people. Therefore, it is statistically more likely for pregnant and maternal people to reside in Enfield than the national average, however this is near equal to Outer London.

Differential impact assessment

The traffic calming interventions and the improvements to active travel infrastructure are likely to reduce conflict between different road users on the whole. The better walking provisions as a result of the new/improved crossings, separated shared use path, and the lower vehicle speeds will create a safer environment, particularly for pregnant and parents with infants and/or young children. This will also provide benefits to pedestrians travelling with prams who require additional time to navigate kerbs when crossing the street. It is also noted that advice from the Royal College of Midwives highlights the importance of physical activity during pregnancy, such as brisk walking¹³. The off-carriageway mixed-use path will provide a quiet, safe, and secure route that would encourage this.

The analysis from consultation on other Journeys and Places projects, showed that across all genders, the proportions of responses from people pregnant or with

¹³ <u>https://www.rcm.org.uk/media-releases/2019/september/rcm-comments-on-new-cmo-s-guideline-for-physical-activity-during-pregnancy/</u>



young children stating they had experienced a 'somewhat negative' or 'very negative' impact were very similar to those who were not pregnant or with young children.

The proposed shared use path had some short discrete sections of gradients, on ramps that connect to roads or greenways, that do not conform with the recommendations in *Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure* due to the gradient being too steep. This could make it challenging for people pushing prams or pregnant to use those sections of the path. The path design was interrogated and some retaining structures were provided to reduce the gradient to within *Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure* recommended gradients. One residual section remained which still exceeded the guidance.

Rest areas are provided along the path. While these rest areas would benefit all users, they would be particularly beneficial to pregnant women while undertaking their walk along the New River. Further information regarding rest areas and the rationale for their location is provided in Annex 1 and the Placemaking Strategy.

The surface of the path can impact the accessibility of the path for pushing a pram. Loose gravel or uneven virgin ground can make a path inaccessible to these users. The existing path would not be accessible. A range of surfacing materials were investigated, including hoggin, porous asphalt and resin bound. A fine hoggin material was preferred which creates a dense, hard surface. Provided the material is constructed by a capable contractor, the material provides an accessible surface for prams. A full explanation of the surfacing types explored can be found in Annex 1.

Pregnant women and women pushing prams may feel particularly vulnerable to anti-social behaviour along the path. Formalising the path will increase the usage of the path. This provides passive surveillance which is likely to reduce the opportunist crime as there are more people to witness, report, discourage and prevent the crime. Lighting will also be provided at night, when motion activated, which will illuminate the path and reduce the likelihood of someone lurking along the path. The location of seating has been carefully chosen to reduce anti-social behaviour, by placing away from houses and in locations with vegetation screening where possible. The design has been reviewed by the Designing out Crime officer from the Police. Further ways to promote safety could be investigated, such as CCTV footage.

Mitigating actions to be taken

Consider options to reduce the gradient of the section of path that would be challenging for people pushing prams.

Consider further methods to improve safety of the path.



Race

This refers to a group of people defined by their race, colour, and nationality (including citizenship), ethnic or national origins.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people of a certain race?

Please provide evidence to explain why this group may be particularly affected.

Evidence base

Table 4 presents the population of the study area by ethnicity. This information was acquired prior to the recent changes of the wards within Enfield, and therefore, the only accurate ward information within the study area will be for the Town ward. The wards of Whitewebbs and Southbury will be disregarded in this section as the ethnicity information is currently inaccurate or does not exist.

The most common ethnicity in the Town ward is 'White British', at a significantly higher percentage compared to the Enfield percentage. This is followed by 'White Other' and 'White Irish' ethnicities. 'Turkish' and 'Other Black African' ethnicities which have the second and third highest percentage in the Borough, appear at a significantly lower percentage in the Town ward.

Ethnicity (2019)	Town (%)	Borough of Enfield (%)
White British	73.3	38.3
White Irish	2.7	1.9
Greek	0.7	1.2
Greek Cypriot	2.6	4.7
Turkish	1.9	7.6
Turkish Cypriot	0.8	1.8
Kurdish	0.4	1.2
White Other	3.4	6.7
White & Black	1.0	1.3
Caribbean		
White and Asian	0.9	1.1
White and Black	0.5	0.7
African		
Other mixed	1.4	2.0

Table 4: Population of Study area by ethnicity versus Borough



Indian	1.6	3.3
Pakistani	0.1	0.7
Bangladeshi	0.6	1.8
Chinese	0.4	0.7
Other Asian	1.5	3.6
Somali	0.4	2.7
Other Black	2.0	7.5
African		
Black Caribbean	2.0	5.2
Other Black	0.7	2.5
Other Ethnic	1.2	3.7
Group		

Source: Ward Profile: Town 2021 and Census 2011

The 2011 Census indicates that Enfield has the largest proportion of Greek and Turkish speaking people in the country¹⁴. The top five non-English languages within Enfield are shown in Table 5.

Table 5: Top five non-English languages within Enfield

Top 5 non-English	Enfield
languages	(%)
Turkish	6.2
Polish	2.0
Greek	1.6
Somali	1.1
Bengali (with Sylheti and	0.9
Chatgava)	

Source: Enfield Borough Profile 2022 and Census 2011

Table 6: Main languages of residents within the Town ward

Town		Southbury		Whitewebbs	
Main languages of residents	%	Main languages of residents	%	Main languages of residents	%
English	90.6	English	83.1	English	88.8
Turkish	2.0	Turkish	3.7	Turkish	3.2
Polish	1.3	Polish	1.9	Polish	1.0
Greek	0.6	Persian/Farsi	0.7	Greek	0.6
Italian	0.5	Greek	0.7	French	0.4
French	0.4	Albanian	0.7	Tagalog/Filipino	0.4
Source: Ward Profile: Town 2022; Ward Profile: Southbury 2022; Ward Profile Whitewebbs 2022					

¹⁴ <u>https://www.enfield.gov.uk/__data/assets/pdf_file/0016/13525/Borough-profile-2021-Your-council.pdf</u>



The most popular languages for which Enfield Council receives translation and interpreting requests are Turkish, Polish, Albanian, Somali, Bulgarian, British Sign Language and Romanian.

The Spring 2020 School Census records 195 languages or dialects being spoken by pupils who live in Enfield. As of Spring 2020, the top five non-English languages spoken by Enfield school pupils are shown in Figure 5.



Figure 5: Top five non-English languages spoken by Enfield school pupils

Source: Spring 2020 Enfield School Census

Based on average travel modes from the LTDS data presented in Figure 6 in Enfield all ethnic groups except for 'Other Ethnic Group' are more than likely to drive or be driven in a car or van than use any other mode. 'Other Ethnic Group', 'Asian or Asian British' and 'Mixed or multiple ethnic groups' are most likely to walk and cycle, with a mode share of between 35 and 43 per cent. It is important to note that the sample size of LTDS data is small, therefore these percentages may not accurately reflect the travel behaviours of each ethnic group.





Figure 6: Mode share by ethnicity in Enfield

Source: LTDS (2018/19)

Differential impact assessment

The proposed measures will improve conditions for pedestrians and cyclists, by reducing conflicts with motorised vehicles. This will disproportionately benefit ethnic groups who are disproportionately likely to walk ('Asian or Asian British', 'Mixed or multiple ethnic groups' and 'Other Ethnic Groups'), as well as 'Black and Black British' and 'Other Ethnic Groups' who are disproportionately likely to use public transport (as every public transport journey starts or ends on foot or cycle).

It is important to note that reducing car dominance and car usage is a key aspect of Enfield's broader transport strategy, and as such it is acknowledged that this disproportionate impact is necessary to facilitate a shift across Enfield to more sustainable, healthy and equitable modes.

Mitigating actions to be taken

There is often poor awareness of local walking and cycling schemes amongst those who rarely walk, cycle or travel outside their immediate area, particularly in those who do not speak English at all, or it is not their first language. As such, all consultation and engagement communications should aim to ensure that these groups are reached, for example by offering materials in appropriate languages and/or engaging through relevant community organisations.



Religion and belief

Religion refers to a person's faith (e.g. Buddhism, Islam, Christianity, Judaism, Sikhism, Hinduism). Belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who follow a religion or belief, including lack of belief?

Please provide evidence to explain why this group may be particularly affected.

Evidence base

Table 7 presents the population of the study area by religion, and Figure 7 presents Census 2011 data on religion and belief in Enfield. The wards of Town, Southbury and Whitewebbs as well as Enfield overall is predominantly Christian, with a higher proportion of the population identifying as Christian when compared to the London average. Muslim is the second most common religion or belief identified, however this is less than the proportion of the population identifying as 'other' or 'none' or did not state their religion.

Religion	Town (%)	Southbury (%)	Whitewebbs (%)	Borough of Enfield (%)	London (%)
Christian	63.7	56.3	60.5	53.6	48.4
Buddhist	0.5	0.8	0.5	0.6	1.0
Hindu	1.9	2.2	1.3	3.5	5.0
Jewish	0.6	0.6	0.7	1.4	1.8
Muslim	5.5	11.7	7.2	16.7	12.4
Sikh	0.1	0.2	0.3	0.3	1.5
Other/	27.5	28.3	29.4	23.8	29.8
none/ not stated					

Table 7: Religion composition of the study area compared to London and Borough

Source: Census 2011; Ward Profile: Town 2022; Ward Profile: Southbury 2022; Ward Profile Whitewebbs 2022





Figure 7: Breakdown of religion/ belief within Enfield

Differential impact assessment

Improving conditions for walking and cycling is likely to positively benefit those who follow a religion and regularly attend places of worship. Destinations such as this are generally local and have large walking and cycling catchments.

On certain dates and at certain times of the day, religious services and observances can have an impact on travel patterns. Places of worship and faithbased schools are major destinations for large populations from different groups. There are five such destinations at close proximity to the project, Beacon of Light Spiritualist Church Enfield, Jesus Church Forty Hill, St John's Church, Forty Hill C of E Primary School, and St Ignatius College.

Attendees accessing these locations by motor vehicle will continue to be able to do that as previously. In addition, the walking and cycling route will enable another modes of travel to access them. The scheme is not likely to make the on-street parking situation materially worse for attendees. Removal of parking spaces was kept to a minimum where possible but was necessary at places in order to improve road safety.

This scheme is likely to benefit people who currently use active travel modes to get to places of worship and faith-based schools, and create a more welcoming environment for those who do not currently travel actively.



Religious commitments can sometimes leave little time for sporting activities. For example, a report published in 2011 by TfL mentions that young Muslims that attend mosque after school may not have as much leisure time as those from non-religious backgrounds¹⁵. Therefore, creating environments that enable and encourage people to cycle more often can lead to exercise being built into their day, rather than having to go out of their way to achieve it.

Mitigating actions to be taken

N/A

Sex

Sex refers to whether you are a female or male.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on females or males?

Please provide evidence to explain why this group may be particularly affected.

Evidence base

Table 8 presents the sex composition of the Town, Southbury, and Whitewebbs wards as well as the Borough.

 Table 8: Sex composition of the Study Area

Distribution	Town (%)	Southbury	Whitewebbs	Borough of
by sex 2020		(%)	(%)	Enfield (%)
Male	49.0	49.1	47.8	49.1
Female	51.0	50.9	52.2	50.9

Source: Ward Profile: Town 2022; Ward Profile: Southbury 2022; Ward Profile Whitewebbs 2022; Enfield Borough Profile 2022

According to the Office for National Statistics (ONS) population estimates, in Enfield 49.1 per cent of residents identify as male and 50.9 per cent as female. This is very similar to the percentage split for the wards of Town, Southbury, and Whitewebbs; however, the study area does have a slightly higher percentage of women to men than the borough as a whole.

Figure 8 presents the mode share by sex in Enfield. Walking more commonly used

¹⁵ <u>http://content.tfl.gov.uk/barriers-to-cycling-for-ethnic-minorities-and-deprived-groups-summary.pdf</u>



as transport by females, making up 33 per cent of all trips. This is 5 per cent higher than males. On average, females drive slightly less than males, making up 44 per cent of trips vs 46 per cent with males. Females also use the bus more than males (15 per cent vs 13 per cent). 100% 2% 2% Other 90% 2% London Overground 80% 70% Cycle 60% Car 1% 50% 2% 2% Train 40% 30% Bus 20% Underground 28% 10% Walk 0% Female Male Average

Figure 8: Mode share by sex in Enfield

Source: LTDS (2016/17, 2017/18 and 2018/19)

Across Greater London, research undertaken by TfL shows walking is the most commonly used type of transport by females (95 per cent walk at least once a week). Females are also more likely to use buses than males (62 per cent compared with 56 per cent) but are less likely to use other types of transport including the Tube (38 per cent women compared with 43 per cent males).

Female Londoners take more trips on a weekday than male Londoners, 2.5 compared to 2.3¹⁶. This pattern however is reversed amongst older adults, with older female Londoners taking fewer weekday trips than older male Londoners, 2.0 compared to 2.2. It is important to recognise that females are more likely than males to be travelling with buggies and/or shopping, and this can affect transport choices.

Females aged 17 or over who are living in London are less likely than males to have a full driving licence (58 per cent compared with 72 per cent) or have access to a car (63 per cent of all females compared with 66 per cent of all males). These factors are likely to be related to the frequency of car use as a driver.

¹⁶ <u>https://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf</u>


79 per cent of females in London report being able to ride a bike, compared with 91 per cent of males¹⁷.

The number of female cyclists nationally rose by 50% in 2020 according to DfT statistics¹⁸.

Differential impact assessment

Females are less likely to drive in Enfield and are more likely to walk than males. They are also less likely to cycle. Improvements made to the safety and convenience of cycling reduce the barriers to cycling disproportionally faced by females and increase the percentage of females choosing to cycle.

Females are more likely to use the bus than males. As many public transport journeys start or ends on foot or cycle, improvements in safety and convenience to the walking and cycling network will improve their access to public transport services.

Increasing residents' access to favourable cycling conditions is likely to disproportionately benefit females, particularly due to higher number of trips they make on a daily basis compared to males, as well as the higher proportion of them taking children to and from educational and recreational facilities. The intervention would reduce a significant barrier to cycling.

Females are more likely to feel unsafe if there is a perceived and/or real risk of anti-social behaviour. Formalising the path will increase the usage of the path. This provides passive surveillance which is likely to witness, report, discourage and prevent the opportunist crime as there are more people to report the crime. Lighting will also be provided at night, when motion activated, which will illuminate the path and reduce the likelihood of someone lurking along the path. The location of seating has been carefully chosen to reduce anti-social behaviour, by placing away from houses and in locations with vegetation screening where possible. The design has been reviewed by the Designing out Crime officer from the Police. Further ways to promote safety could be investigated, such as CCTV footage.

Mitigating actions to be taken

Seek to engage with the Metropolitan Police and associated Neighbourhood Community Safety teams to identify whether they have any specific security concerns in that area that may be exacerbated by the measures.

Consider further opportunities to improve safety and security of the path.

¹⁷ http://content.tfl.gov.uk/attitudes-to-cycling-2014-report.pdf

¹⁸ https://www.gov.uk/government/statistics/walking-and-cycling-statistics-england-2020



Sexual Orientation

This refers to whether a person is sexually attracted to people of the same sex or a different sex to themselves. Please consider the impact on people who identify as heterosexual, bisexual, gay, lesbian, non-binary or asexual.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people with a particular sexual orientation?

Please provide evidence to explain why this group may be particularly affected.

It is considered that this scheme is unlikely to have a disproportionate impact on grounds of Sexual Orientation.

Mitigating actions to be taken

N/A

Socio-economic deprivation

This refers to people who are disadvantaged due to socio-economic factors e.g. unemployment, low income, low academic qualifications or living in a deprived area, social housing or unstable housing.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who are socio-economically disadvantaged?

Please provide evidence to explain why this group may be particularly affected.

Evidence base

As outlined within the Enfield Borough Profile 2021, Enfield is one of the most deprived Outer London boroughs. Enfield is now the 9th most deprived London borough, whereas it was 12th in 2015. The overall ranking in the 2019 Indices of Multiple Deprivation showed that Enfield is the 74th most deprived out of 316 English local authorities.

Figure 9 presents a visual representative of deprivation across Enfield. The study



area sits in the northern part of Enfield. In broad terms the eastern areas of Enfield have more levels of deprivation, whereas the west and northwest areas have the least. Most neighbourhood areas of the Town ward are within 50% of the least deprived neighbourhoods in England, with approximately a quarter of the neighbourhood areas being within the 50% most deprived.



Figure 9: Deprivation in Enfield

Data source: Enfield Borough Profile 2022

Table 9 presents the study area to have significantly higher proportions of households with incomes less than £15,000 than the Borough average. The wards of Town and Whitewebbs have a lower percentage of those claiming Universal Credit than the Borough average, while Southbury has a higher percentage.

Table 9: Enfield and Town income

Income (2021)	Town (%)	Southbury (%)	Whitewebbs (%)	Borough of Enfield (%)	
Proportion of	15.4	13.6	15.4	11.4	
households with an					
income of less than					
£15,000					
Households claiming	17.1	28.3	20.2	23.7	
Universal Credit (May					
2020)					
Source: Ward Profile: Town 2022; Ward Profile: Southbury 2022; Ward Profile:					
Whitewebbs 2022			-		



Table 10 presents the percentage cars in Enfield households. Areas without access to a car broadly mirror the most deprived sections seen in Figure 9. The Borough has a higher percentage with access to a car compared with the London average.

Cars in households (2011)	Borough of Enfield (%)	London (%)
0 cars	32.5	41.6
1 car	43.3	40.5
2+ cars	24.3	17.9

Table 10: Percentage of cars in Enfield households

Data source: Enfield Borough Profile 2022

TfL research shows that low income Londoners tend to travel less frequently than Londoners overall – 2.2 trips per weekday on average compared to 2.4 among all Londoners. Among this group, a greater proportion of journeys are completed for the purposes of shopping and personal business: 31 per cent for Londoners with household income of less than £20,000 compared with 22 per cent all Londoners (in line with 31 per cent and 22 per cent observed in 2013/14).¹⁹

Londoners in lower income households are the most likely equality group to use the bus at least weekly; seven in 10 Londoners in households with an annual income of less than £20,000 do so (69 per cent).

Differential impact assessment

Cycling and walking present a low-cost form of transport and can connect people safely and quickly to local centres, as well as to stations as part of multi-modal longer distance journeys (e.g. into inner London). As such, the active travel route will benefit cycling and walking and therefore are likely to disproportionately benefit those without access to cars.

People on lower incomes are less likely to be able to afford to adapt to the measures (e.g. buying a new bike), therefore may not experience the full benefits of the scheme compared to those from higher income backgrounds. This may mean that those on higher incomes disproportionately benefit from the scheme.

Mitigating actions to be taken.

Encourage lower income households to make use of free bike repair services, such as Dr Bike, and opportunities to access affordable cycles, such as second-hand bike markets.

¹⁹ <u>https://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf</u>





Section 4 – Monitoring and review

How do you intend to monitor and review the effects of this proposal?

Who will be responsible for assessing the effects of this proposal?

On balance, this scheme is likely to promote equalities through the improvement of conditions for those walking, cycling, and wheeling. Not only will the scheme improve the experience for those already using these modes, but it will also help to make non-car transport options more attractive by making them safer, more accessible, and more convenient.

It is acknowledged that the improvements may come at an inconvenience to drivers with the loss of parking spaces being the main impact. This impact will be felt disproportionately by individuals who rely upon cars as their primary or only mode of transport, which is common for elderly or disabled people and certain ethnic groups. However, the parking spaces being lost are not disabled person's parking bays. This scheme will make walking and cycling a more attractive and accessible option for people, offering genuine alternative to car use which will benefit a wide range of residents and visitors. Access to all properties and locations will be maintained.

The monitoring and evaluation for this project is critical for many of the recommendations set out in this EqIA. Alongside consultation and engagement, these are the primary means of monitoring benefits and disbenefits of the project. Activities include ongoing engagement with emergency services, and monitoring of traffic volumes post implementation where considered necessary. Consultation and engagement activities are planned to reflect relevant recommendations in this EqIA. The outcomes of monitoring, consultation and engagement will help to inform whether the project has been successful in achieving its objectives and in identifying, and if possible mitigating, the potential inequalities raised in this EqIA.



Section 5 – Action plan for mitigating actions

Any actions that are already completed should be captured in the equality analysis section above. Any actions that will be implemented once the decision has been made should be captured here.

Identified	Action Required	Lead	Timescale/By	Costs	Review
Issue		officer	When		Date/Comments
Issue Confusion or worries about collisions on shared spaces.	Consider proposing segregated facilities where possible or widening the shared spaces to mitigate any potential conflicts or pinch points.	Richard Eason	When During scheme design stages	Included within scheme budget	Date/Comments 05/08/2022 The shared spaces have been proposed to have a width above or in line with the recommended minimum width of 3.0m in order to limit any conflicts between pedestrians and people who cycle, and aid the movement of pedestrians with mobility or visual impairments. 13/02/2023 There are shared spaces at the junctions which have been proposed with a colour, roughness and signage to highlight the change from a footway to a shared space. This will aid the movement of pedestrians with mobility or visual



					impairments. Segregated facilities are not proposed due to space constraints and the low traffic volumes on the on-carriageway sections.
Removal of on- street parking spaces affecting people who are not able to walk longer distances between their car and their destination.	Consider relocating on- street parking spaces instead of removing them where possible or keeping their proposed removal to the minimum necessary.	Richard Eason	During scheme design stages	Included within scheme budget	Removal of on- street parking for the off- carriageway section of the project was limited to crossover points and only when deemed necessary to provide safe crossing for pedestrians and cyclists.
Confusion or worries about collisions on shared use paths.	Ensure that the design of the cycle facilities is suitable for use by those on adapted or non-standard cycles which are often used as mobility aids for disabled people. Both LTN 1/20 and the London Cycle Design Standards (LCDS) contain guidance on accessible designs.	Richard Eason	During scheme design stages	Included within scheme budget	10/01/2022 Design of cycle facilities has been developed in line with LTN 1/20 and LCDS guidance. The path is not expected to have uneven surfaces or drainage gullies to be negotiated. The width is also sufficient to allow two wheelchair users to pass. LTN 1/20 advises that the crossfall should be no more than 2.5% as this could cause



					wheels to slide in
					icy conditions.
					This has been
					accommodated
					where possible,
					however there is
					a very
					constrained
					width available
					to construct the
					pain. The proposed path
					makeun uses
					hoggin which is
					a permeable
					material, thus
					removing any
					pooling of water
					that would
					otherwise freeze
					on the surface.
					In addition, the
					Design Manual
					for Roads and
					Bridges
					document CD
					195 REVISION 1
					sidles indi
					not exceed 5%
					(F3 23) rather
					than 2.5% 99%
					of the length of
					the path is has a
					crossfall of 5%
					or less. For
					further
					information, refer
					to Annex 1.
Steep gradient	Consider options	Richard	During design	Included	13/02/2023
on a few small	to reduce the	Eason	stages	within	Introduced
sections of the	gradient of the			scheme	retaining
path	section of path			budget	structures to
	challonging for				reduce gradients
	neonle with				the sections. The
	mobility issues				one residual
	wheelchair users				section that



Sofoty / coourity	or people pushing prams.	Piebord	During decign	Included	exceeds 8% is near St Ignatius College. Conversations in progress with St Ignatius College to purchase property to reduce the gradient of the path. Alternatively, an accessible route is proposed which will be included on wayfinding. A full description of these alternatives is in Annex 1.
Safety / security of the path	Consider further ways to improve the security of the path	Eason	During design phase	Included within scheme budget	13/02/2023 CCTV will also be installed as part of the scheme. Signs informing of the use of CCTV is expected to deter some crime, and the CCTV can also be used for post offence investigative tool for evidential capture of an alleged incident. Investigations are currently underway to determine the best location for the cameras. The designs have also been shared with the designing out



					crime officer.
Poor awareness of local walking and cycling schemes amongst those who do not speak English at all, or it is not their first language	Consultation and engagement communications should aim to ensure that these groups are reached, for example by offering materials in appropriate languages and/or engaging through relevant community organisations	Richard Eason	During community engagement & consultation period	Included within scheme budget	05/08/2022 All materials included instructions in a number of different languages for requesting translated copies in alternative languages
General public perception of reduced personal safety due to reduced 'passive surveillance' of passing motor traffic	Engage with the Metropolitan Police and associated Neighbourhood Community Safety teams to identify whether they have any specific security concerns in that area that may be exacerbated by the measures.	Richard Eason	During scheme design stages and post implementation scheme monitoring	Included within scheme budget	13/02/2023 The designs have been shared with the metropolitan police for comment. The Journeys and Places team continue to have regular communications with the police and provide updates regarding the project. Lighting is proposed to improve the safety and security of the area. CCTV will also



					be installed as part of the scheme. Signs informing of the use of CCTV is expected to deter some crime, and the CCTV can also be used for post offence investigative tool for evidential capture of an alleged incident. Investigations are currently underway to determine the best location for the cameras.
People on lower incomes are less likely to be able to afford to adapt to the measures (e.g. buying a new bike).	Encourage lower income households to make use of free bike repair services, such as Dr Bike, and opportunities to access affordable cycles, such as second-hand bike markets.	Tina Uhrynowycz	Ongoing	Included within Journeys and Places programme budget	05/08/2022 Several Dr Bike sessions took place at Enfield Town Library before and after the consultation period. A number of Second-Hand Bike Markets were held at the same location before and after the consultation period.