



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 / Director	Simon Pollock, Interim Executive Director of Environment and Communities
Report Author	Sarah Whitehouse
Ward(s) affected	Town, Southbury, Whitewebbs
Key Decision Number	5540
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 on-carriageway 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.

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 high-quality 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 Cllrs and Officers on 19th January 2022. During the visit, Ward Cllrs 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 <https://letstalk.enfield.gov.uk/3191/widgets/10554/documents/10447>

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 Sinclair 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.

Table 1: Alternative options considered

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

	<p>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.</p>
<p>Select an alternative route alignment, for instance using Ladysmith Road instead of the New River or choosing the alternative bank of the New River.</p>	<p>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.</p> <p>The alternative bank of the New River was not chosen due to reasons such as limited widths and visibility splays.</p>

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 S106.

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.

Risks

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

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.

Table 2: 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

	<p>(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:</p> <ul style="list-style-type: none"> • Increased levels of active travel by making journeys safer and more appealing. • Reduced private vehicle trips by making alternatives equally attractive. <p>In the shorter term, there may be some increase in carbon emissions on the surrounding primary road network.</p>
<p>Environmental management</p>	<p>Positive</p> <p>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.</p> <p>However, the main offset will be a forecast reduction in the use of private vehicles as noted above.</p> <p>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.</p> <p>Bats have been identified along the</p>

	<p>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..</p>
<p>Climate change mitigation</p>	<p>Positive</p> <p>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.</p> <p>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.</p>

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.

Report Author: Richard Eason
Journeys and Places Programme Director
Richard.Eason@enfield.gov.uk

Annexes

Annex 1 Plans of interventions
Annex 2 Project Map

Appendices

Appendix 1 Equality Impact Assessment (EqIA)

Background Papers

None