



London Borough of Enfield

Title of Report:	Portfolio KD report to guide the progression of the Enfield Town to Ponders End Station Walking and Cycling Route
Report to:	Cllr Jewell, Cabinet Member for Environment
Date of Report:	October 2023
Directors:	Brett Leahy, Director of Planning & Growth
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Ward(s) affected:	Town, Southbury, Ponders End
Key Decision Number	KD 5647
Implementation date, if not called in:	Expiry of the call in (5 working days after final publication)
Classification:	Part I Public

Purpose of Report

1. This report provides an overview of the Enfield Town to Ponders End Station Walking and Cycling Route and seeks approval to progress the project. The scheme has been separated into 6 sections, each at a different stage of engagement and design. As such, the scheme will be delivered incrementally as each section reaches the end of its respective design stage. This report will serve as an overarching document to enable the scheme to progress as appropriate. The sections are outlined below.
 - Section 1: Willow Road to Bush Hill Park (Cross Road Entrance)
 - Section 2: Bush Hill Park (Lincoln Road Entrance) to A10
 - Bush Hill Park. Section 2 has been further broken down into the following sub-sections:
 - i. Section 2A: Bush Hill Park
 - ii. Section 2B: Bush Hill Park (Lincoln Road Entrance) to A10
 - iii. Section 2C: Bush Hill Park Primary School Street
 - iv. Section 2D: Percival Road, Bertram Road, and Clive Road One Ways
 - Section 3: A10 junction. This section will be delivered by TfL and is excluded from the scope of this report.
 - Section 4: A10 to Lincoln Way
 - Section 5: Lincoln Way to Ponders End High Street
 - Section 6: Ponders End High Street to Ponders End Station
2. A plan showing these sections can be seen in Figure 1. This is the alignment as of August 2023. Section extents and alignment may be altered as the design develops to enable the delivery of the most appropriate infrastructure for this route.

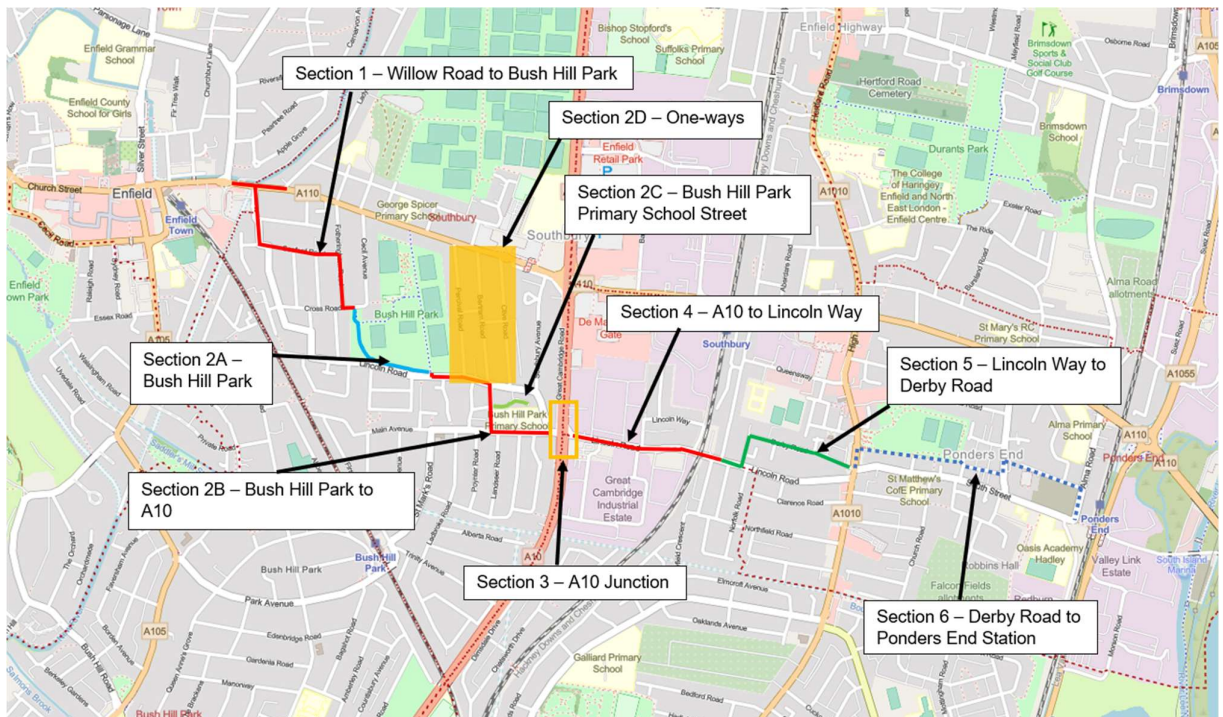


Figure 1 - Route alignment as of October 2023

Recommendations

- I. Agree the progression of the Enfield Town to Ponders End Walking and Cycling Route through continued engagement and design phases, including statutory consultation.
- II. Note the project will be delivered incrementally over a number of years, with sections being implemented at different stages of the project lifecycle as funding is secured.
- III. Delegate authority to the Programme Director for Journeys & Places, in consultation with the Cabinet Member for Environment, to approve the incremental implementation of the Enfield Town to Ponders End Walking and Cycling Route, subject to the outcomes of statutory consultation and availability of funding.
- IV. Delegate authority to the Programme Director for Journeys & Places, in consultation with the Cabinet Member for Environment, to approve changes to the route alignment should these arise during the engagement and design stages of the project.

Background and Options

3. The Enfield Town to Ponders End Station Walking and Cycling Route is intended to be a high-quality east-west active travel link between the two town centres of approximately 4km in length. The delivery of the project will contribute towards developing a network of active travel routes in Enfield, therefore encouraging and enabling active travel and making active travel safer along this corridor. The project is being delivered as part of the Journeys and Places programme, which enables and encourages people in Enfield to make sustainable daily journeys for themselves and for our planet.
4. There is a considerable barrier and lack of cycling connection between the east and west sides of Enfield. Early delivery of routes has implemented north-south routes. This project would enable the continued development of the network by providing an east-west link between Enfield Town and Ponders End.
5. Through creating this east-west link, this project will expand the active travel network in the borough, which will contribute towards long-term increases in levels of active travel as well as create safer neighbourhoods for road users to walk, wheel and cycle
6. The project will deliver a combination of on and off carriageway cycle facilities, upgrades to footways, improved pedestrian crossings. a School Street at Bush Hill Park Primary School, and junction upgrades along the proposed route. The provision of these facilities will enable more people to walk, wheel and cycle and aligns with the Council's strategies to combat

the climate emergency, reduce traffic congestion, and increase levels of physical activity.

7. The route contributes to part of a growing network of active travel routes across the borough and would connect to Cycleway 1 (including the Ponders End High Street Improvements Project completed in early 2023) and the future work that is proposed in and around Enfield Town. Two other routes also connect to Enfield Town; the proposed Enfield Town to Broxbourne Walking and Cycling Route, and the existing Cycleway 20. Further to this, the route passes Bush Hill Park Primary School, where a School Street is proposed as an additional measure to this scheme. This will enable more pupils to commute to school by means of walking, wheeling, and cycling.
8. Some design work and engagement has previously been progressed on the various sections. Sections 1-5 have had feasibility designs completed, and detailed design has progressed on Section 2A (Bush Hill Park). Section 6 (Ponders End High Street to Ponders End Station) has been on hold due to the Alma Estate development and will be progressed at a suitable time to co-ordinate with the development.
9. The designs include sections of cycle track that is off carriageway and on carriageway. Designs are tailored to the type of road the route travels along, with segregated facilities likely on roads with higher traffic volumes, and unsegregated facilities (cycles sharing the road space with motor traffic) on roads with lower traffic volumes or roads that will also include traffic calming measures. Designs will be in accordance with national guidance on high-quality, safe cycle infrastructure, LTN 1/20, and Transport for London's (TfL) London Cycling Design Standards (LCDS). There are multiple opportunities for greening along the route and this will be incorporated when feasible, subject to funding.
10. Consultation, in the form of early engagement, has been undertaken in January and February 2023. The early engagement presented the general route alignment on the Let's Talk Enfield website to allow the local community to provide ideas and issues on the route and surrounding streets. The responses have been analysed and will be used to help inform the future designs of this scheme. Details of this and future engagement opportunities are all contained within a dedicated webpage for the project which will continued to be updated as the project progresses: <https://letstalk.enfield.gov.uk/enfieldtown-pondersendstation>
11. As the designs develop through concept and detailed design stages, there will be further opportunities for public engagement. A communications and engagement plan has been developed and will continue to be refined as the project progresses. The communications and engagement plan can be found in Appendix B. Engagement will be carried out with internal and external stakeholders, such as emergency services and TfL. Design review workshops will also be undertaken with officers from Enfield Council to refine the designs and liaise with services regarding operational considerations. Statutory consultation will be carried out as required by the designs. As a result of engagement and consultation, the route alignment

as shown in Figure 1, may be subject to changes as the project progresses.

12. The design development and engagement and consultation exercises will help to inform a decision to implement the design(s) following the completion of detailed design of each section. Due to the size of the project, it is anticipated that the sections may be progressed separately depending on funding available. This incremental approach is considered to be a pragmatic response to the incremental funding from Transport for London which will be used to deliver the project. The staging of the project will be carefully considered to provide benefits and minimise disruption during construction. This includes close liaison with TfL as they progress Section 3 (A10 junction). Annual funding requests will be made from Transport for London and further Officer reports / recording of decisions will be developed for each section as they are progressed. The level of funding provided each year will determine the pace with which the project will be progressed, with full completion anticipated to take a number of years.

Preferred Option and Reasons For Preferred Option

13. The preferred option is for the Enfield Town to Ponders End Station Walking and Cycling Route to be progressed through the planning and design phases, including statutory consultation, as set out in this report. It is anticipated the project will be progressed in sections as listed in paragraph 1 as and when practical, based on funding available. This is to enable the scheme to progress and deliver the sections when they are ready for implementation and funding is available.

Relevance to Council Plans and Strategies

14. Clean and green places: The scheme directly supports the Council's commitment to reduce traffic congestion, improve and monitor air quality, keep the streets clean and welcoming, and encourage people to walk, cycle and use public transport.
15. Strong, Healthy and Safe Communities: The scheme helps to deliver the Council's commitment to improve health by promoting active travel and encouraging physical activity. Implementation of School Streets makes it safer for students to access their school through the implementation of Road safety measures.
16. Thriving children and young people: The implementation of a new School Streets and additional infrastructure to enable more walking and cycling will help all children to have the best start in life. It will also engage children and young people in positive activities.
17. More and better homes: will help create improved connections with current and future active travel routes, enabling more transport choices for local neighbourhoods to travel in sustainable ways.

18. An Economy that works for Everyone: part of the Council's strategy supports wider investment in infrastructure that promotes walking and cycling across the borough providing safe and easy access to local shops and services.

Financial Implications

Summary

19. Report is requesting approval to progress the Enfield Town to Ponders End walking and cycling route. The total cost of the works detailed in this report is estimated to be £670k and will be fully funded from TfL grant.
20. There is an allocation for these works within the 2023/24 capital programme approved by Council in Feb-23.
21. The total cost of project in its entirety is estimated to be £3m and the Council intend to fully fund this through future grant. The nature of the works means they will be progressed in stages. If funding cannot be secured the works will stop.

Revenue Budget Impact

22. No known revenue implications.

Capital Budget Impact

23. Total cost of the works requesting approval in this report is £670k, which is currently included in the 2023/24 capital programme and fully funded through TfL grant.
24. No other known capital implications

Borrowing Impact

25. No borrowing on this scheme, therefore no impact on the Councils borrowing position.

Taxation

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

Accounting Treatment

27. 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.
28. All costs identified for the Enfield Town to Ponders End walking and cycling route programme will contribute towards creating new pedestrian and cycling assets, therefore meet the criteria for capitalisation

Legal Implications

29. The Climate Change Act 2008 requires the UK to achieve a 100% reduction in greenhouse gas levels (below 1990 levels) by 2050. A commitment was made by the Council at Cabinet in July 2019 to make the Council carbon neutral by 2030 with a further commitment for the Borough to become carbon neutral by 2040.
30. The Road Traffic Regulation Act 1984 (RTRA 1984) provides powers to regulate use of the highway. In exercising powers under the RTRA 1984, section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians and cyclists) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises and the effect on the amenities of any locality affected.
31. Section 9 of the RTRA 1984 enables the Council, as the relevant traffic authority for the area, to make experimental traffic orders which can continue in operation for a maximum of 18 months. Section 10 of the RTRA 1984 makes provision for experimental traffic orders to be modified if necessary. Section 6 of the RTRA enable the Council to make permanent orders.
32. The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 prescribe the procedure to be followed in making these types of orders.
33. Section 65 of the Highways Act 1980 provides the Council as highway authority with powers to construct a cycle track as part of the highway.
34. Section 66 of the Highways Act allows the introduction of physical measures that can be used to create or protect footways or cycleways.
35. Section 75 of the Highways Act provides powers for the highway authority to vary the relative widths of the carriageway and of any footway upon publicly adopted highways.
36. The recommendations set out in this report are within the Council's powers and duties.

Other Implications Procurement

37. Any expenditure to deliver this scheme must be in line with the Councils Contract Procedure Rules.
38. That contracts let are done so in accordance with the Rules.
39. Contracts are managed in line with the CPRs and the Councils Contract management Framework.

Equalities Implications

40. An Equalities Impact Assessment (EqIA) has been undertaken for the whole route and mitigating actions have been proposed where appropriate. The EqIA followed the method and process that is set out in the Equality Approach document which is publicly available on the project page. This is an iterative process and will be updated as the scheme progresses. The current EqIA Report can be found in Appendix A.
41. 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) Religion and belief
 - d) Sexual orientation
42. The EqIA indicates impacts on several characteristics both positive and negative
43. Negative impacts related to the route are predominantly concerned with the unsegregated sections of the route affecting young children, the old, and those with a disability due to the fact that they would not be completely protected from motor vehicles along these sections. However, it was noted in the EqIA that these sections experience low traffic volumes and the proposals include cycle symbols to alert motor vehicles to the potential presence of cyclists.
44. Another notable negative impact highlighted in the EqIA relates to safety during hours of darkness, particularly on the section of the route through Bush Hill Park. Several comments during early engagement highlighted this issue, although it is not clear whether these comments were made by women, and were outlined in the "Sex" section of the EqIA. Mitigating actions proposed upgrading lighting, particularly in Bush Hill Park, to improve safety and perception of safety.
45. Full details on the actions that are to be taken to mitigate negative impacts are provided in Appendix A.
46. The positive effects related to the proposed route are predominantly concerned with encouraging modal shift, and the knock on benefits of this. The subsequent improvement in air quality brought about by fewer journeys made by private car is likely to disproportionately benefit infants, children and pregnant people, and generally benefit the whole community.
47. Additional positive effects relate to children, younger individuals, and older people benefitting from improved road safety.

Environmental and Climate Change Implications

48. Table 1 provides an overview of environmental and climate change considerations.

Table 1 - Overview of Environmental and Climate Change Considerations

Consideration	Impact of Proposals
Energy consumption	<p>Neutral</p> <p>There are no changes proposed to the current service delivery arrangements.</p>
Measures to reduce carbon emissions	<p>Positive</p> <p>Transport generates a significant amount of greenhouse gas emissions (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 may increase the volume of pedestrians and cyclists by creating safer routes and more appealing facilities to walk, wheel or cycle.</p>
Environmental management	<p>Slightly Positive</p> <p>The main impact will be in the implementation of the route and the resultant embedded carbon. Some recycled materials will be used, along with environmentally friendly planting.</p>
Climate change mitigation	<p>Positive</p> <p>In the longer term, as part of the wider programme to encourage active and sustainable modes of travel, the Enfield Town to Ponders End Station Walking and Cycling Route 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. The implementation of the route may result in a minor reduction in carbon emissions by increasing the volume of pedestrians and cyclists through providing a safer walking and cycling route, which makes these modes of transport more appealing.</p>

Public Health Implications

49. Transport is one of the fundamental determinants of health; it may be health-damaging or health-promoting. The proposals as outlined here will support measures to encourage active, rather than motorised, travel.
50. Reducing obesity is a priority for Enfield, as outlined in the Borough's Health and Wellbeing Strategy. 61.4% of adults are classified as overweight or obese (ALS, 12016). Data for academic years 2014/15 to 2016/17 shows that the average prevalence of excess weight in year 6 pupils is 41.5%. This is higher than London (37.9%) and England (33.87%) averages. If left unchanged, this will lead to serious health complications later in life, such as diabetes, heart disease and cancers.
51. Creating an environment where people actively choose to walk and cycle as part of everyday life can have a significant impact on public health and has the potential to reduce health inequalities. It is an essential component of a strategic approach to increasing physical activity and may be more cost-effective than other initiatives that promote exercise, sport, and active leisure pursuits.
52. Shifting trips to active and sustainable transport also has the potential to achieve related policy objectives:
 - Supports local businesses and promotes vibrant town centres
 - Provides a high quality, appealing public realm
 - Reduces road danger and noise
 - Increases the number of people of all ages out on the streets, making public spaces seem more welcoming and providing opportunities for social interaction and children's play
53. Provides an opportunity for everyone, including people with impairments, to exercise and enjoy the outdoor environment.
54. Overall, the proposals will encourage sustainable and active travel, helping the Council to manage environmental problems related to congestion and local air quality, while also reducing our impact on climate change and improve health, safety, and accessibility for all in our communities. This supports Public Health's efforts to embed health in all policies across the Council.

Property Implications

55. All the land for this project is within the public highway.

Crime and Disorder Implications

56. A common theme highlighted in the early engagement carried out in January and February 2023 was safety, particularly in terms of anti-social behaviour in Bush Hill Park. The proposals seek to mitigate the potential for anti-social behaviour along this section of the route through upgrading the lighting in the park to improve safety and the perception of safety.

57. The overall objective of the scheme to create a more appealing public realm that encourages more people out on the streets will also help improve safety and the perception of safety.

58. Further engagement and consultation activities will be carried out as the scheme progresses and will seek to gather comments/concerns on the issue of crime and disorder. This will help to develop designs in line with this issue and mitigate it where appropriate.

Other Implications

59. Note: Included for internal circulation

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Appendices

Appendix A – EqIA Report

Appendix B – Communications and Engagement Plan

Background Papers

NA

#Departmental reference number, if relevant: