

## MUNICIPAL YEAR 2015/2016 REPORT NO.

### ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

#### PORTFOLIO DECISION OF:

Councillor Alan Sitkin -  
Cabinet Member for Economic  
Regeneration and Business  
Development

Councillor Daniel Anderson – Cabinet  
Member for Environment

**Agenda – Part: 1**

**KD Num: KD4046**

**Subject:** Appointment of Consultants to  
Complete the Northern Gateway Access  
Package Feasibility Studies

**Wards:** Enfield Lock, Enfield Highway,  
Turkey Street, Southbury (part), Ponders  
End

#### REPORT OF:

Ian Davis  
Director - Regeneration and Environment

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### 1. EXECUTIVE SUMMARY

This report seeks approval for the appointment of AECOM Limited to prepare feasibility technical assessments (Strategic Traffic Modelling and Options Development Study) ("Study") of the Northern Gateway Access Package ("NGAP") project. AECOM are the preferred consultancy to complete the project following the conclusion of the procurement process utilising Transport for London's ("TfL") Professional Services Framework – Transport Planning and Impact Monitoring ("TPIM"). This is an important stage of assessment that will inform an eventual Cabinet resolution as to the potential options for the NGAP project to be developed further into individual business cases.

### 2. RECOMMENDATIONS

It is recommended that the Cabinet Member for Economic Regeneration and Business Development and the Cabinet Member for Environment, in consultation with the Director - Regeneration and Environment, approve the appointment of AECOM Limited to deliver the Study at a fee of £176,665.00.

### **3. BACKGROUND**

- 3.1 The Bullsmoor Lane/Mollison Avenue/Meridian Way corridor (A1055) is one of the busiest roads in the borough, carrying an average of 22,000 vehicle movements per day. Much of the traffic is heading either to or from the M25 and has to pass through the heavily congested A10/Bullsmoor Lane junction to reach Junction 25.
- 3.2 The high level of traffic and the associated congestion is not only a problem for businesses in the area, but also for the many people who are impacted by the resultant severance, noise and poor air quality.
- 3.3 In response to these problems, the Council has previously promoted the Northern Gateway Access Road ("NGAR") to provide an indirect access to Junction 26 of the M25.
- 3.4 The Public Inquiry in 2001 led to the Secretary of State refusing planning permission for the scheme for the following main reasons:
- ☐ The balance of environmental dis-benefits were not outweighed by the regeneration benefits;
  - ☐ The scheme failed to demonstrate that there were very special circumstances which justified such development in the Green Belt;
  - ☐ Concern over Nature Conservation issues; and
  - ☐ Issues about the traffic implications of the scheme and the robustness of the associated traffic study.

### **NGAP**

- 3.5 The Council wants to ensure that improvements to transport are coordinated across North East Enfield, so that there is a joined up approach to encouraging a shift towards more sustainable means of travel. The Council is progressing NGAP, which will provide this coordinating framework as established through the Council's Local Plan documents including the adopted Core Strategy and the Proposed Submission North East Enfield Area Action Plan ("NEEAAP").
- 3.6 The recent NEEAAP examination hearings resulted in a number of "Main Modifications" to NEEAAP in relation to NGAP, agreed with the Inspector and adjoining authorities/agencies. Following internal approval, these were recently consulted on and representations received are due to be reported back to the Inspector. The modifications will ensure an incremental evidence base approach to assessment of the potential future NGAP options.

### **NGAP Objectives**

- 3.7 NGAP is a package of transport improvements across North East Enfield with the objectives of:

- ☐ Improving connectivity by all modes for existing businesses and residents;
- ☐ Enhancing Brimsdown and other parts of north east Enfield as a place to do business;
- ☐ Addressing existing transport impacts, including severance, congestion and poor air quality; and
- ☐ Ensuring that the necessary transport infrastructure is in place (including pedestrian and cycle infrastructure) to support planned population and employment growth in North East Enfield and the wider Upper Lee Valley.

### **Potential NGAP Projects**

3.8 With the aim of improving movements around North East Enfield, NGAP may comprise a range of investments for rail and road users, pedestrians and cyclists as well as the management of travel demand and traffic. The potential projects include:

- ☐ The protection of local residential areas from rat-running traffic;
- ☐ Junction improvements and local traffic management measures;
- ☐ Upgrading of the highway network through new infrastructure;
- ☐ The West Anglia Mainline Enhancement project (3/4 Tracking) to bring increased train frequencies. Stakeholders are pressing for four-tracking to be delivered early in Control Period 6 (2019-2024) and this will enable Crossrail 2 to come forward. Crossrail 2 is being promoted by Transport for London and Network Rail as one of the key long term projects needed to support London's rapid growth. However, the earliest that the Crossrail 2 option would be operational and open to the public is by the early 2030s;
- ☐ Exploring the impacts of the future closure of level crossings at Enfield Lock and Brimsdown Stations. An initial baseline stage of assessment has been completed and further feasibility work is currently being explored;
- ☐ Measures to retain and improve local connectivity for pedestrians, cyclists (Includes schemes as part of the Council's Cycle Enfield Project and routes identified through NEEAAP), buses and local car journeys;
- ☐ Improved access to local railway stations;
- ☐ New and/or improved bus routes providing penetration to existing areas and future development sites; and

- ☐ Promotion of workplace travel plans and other demand management techniques, including the potential of re-timed deliveries.

### **Work to Date**

- 3.9 Pre-feasibility modelling work utilising TfL's latest highway assessment model was completed in April 2014. A 2009 and 2031 reference case was developed so that the impact of NGAR could be estimated.
- 3.10 The work to date suggests that a potential new link road could deliver some reduction in traffic on Bullsmoor Lane and the A10. There would also be a significant reduction in traffic in Waltham Cross in Broxbourne. Roads experiencing a significant increase in traffic include Abbey View and Meridian Way (A121) in Epping.
- 3.11 However, the current traffic model needs to be enhanced to more accurately reflect the impact of a potential new link road across the study area and other potential options. In addition, options for funding project development up to a potential Inquiry and actual scheme delivery need to be identified together with assessing the economic and regeneration impacts that could be delivered in Enfield and wider Upper Lea Valley corridor.

### **Next Steps**

#### **Strategic Traffic Modelling and Options Development**

- 3.12 The principal application of the enhanced strategic traffic model is to assess present and future traffic conditions, with and without key elements of the potential NGAP package options. Therefore the main objectives of this element of the Study are:
- ☐ to provide a detailed understanding of network pressures in the study area;
  - ☐ to assess alternative options for improving access to the M25;
  - ☐ to use the outputs for developing a Business Case for NGAP options;
  - ☐ to use the model to assess the impact of potential future level crossing closures on the strategic road network and planned replacements; and
  - ☐ to use the model as a tool for consultation with the Highways Agency and neighbouring boroughs.

### **Project Milestones**

3.13

Stage	Date
Project Inception	June 2015
Baseline Reports Base Model Validation	August 2015

Stage 1 Reports	October 2015
Stage 2 Reports	December 2015
Final Report	February 2016
Director/Member Presentation	February 2016
Cabinet Resolution	March 2016

#### **4. Procurement**

- 4.1 Following Director Operational Approval on the 16<sup>th</sup> February 2015 to move forward with the NGAP project, the procurement process was initiated through a Mini Competition calling off the Transport for London's (TfL) Transport Planning and Impact Monitoring ("TPIM") Framework, 2015. Following soft market testing stage, 11 consultancies were invited to tender, of which 6 submissions were received (AECOM, Jacobs, JMP MVA, PBA, SDG). In line with the assessment and scoring criteria of the tender invitation, submissions were assessed in line with the project specification and two consultancies were subsequently invited to interview. Following the interview stage, which included a presentation element and set questions, AECOM Limited emerged as the preferred consultancy to complete the NGAP studies.
- 4.2 The tender sum of £176,665.00 is based on a fixed fee and relates to consultancy services to produce the NGAP studies.

#### **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The main alternative option considered is to procure the Study through a separate procurement by the Council. Given its value, this would require a procedure compliant in accordance with the Public Contract Regulations 2015.
- 5.2 This option has been rejected as a separate procurement as this would have negative time and cost implications for the Council and in our view is not likely to result in better value or quality than use of TPIM.
- 5.3 Moreover, TPIM is available for boroughs to use to commission a range of consultancy support. As TPIM has been subject to a compliant procurement process, the Council is able to access it in accordance with its Contract Procurement Rules and Public Contract Regulations. TPIM is made up of number categories with typically 10-14 consultants on each lot. TPIM requires, dependent on the category that meets the specification, that all consultants within the chosen category be invited to bid. TPIM is suitable for major projects and as such was the most efficient way to procure commissions of this scale.
- 5.4 The other alternative option considered would be to not go ahead with the Study. However, this would be contrary to the Council's adopted Core Strategy Policy 24 (The Road Network) and emerging NEEAAP Policy 4.3 (Northern Gateway Access Package). This option has been rejected as there are a number of inter-dependent potential options of NGAP emerging that require a

robust traffic model to assess their likely impact, i.e. the future of the level crossings and the potential benefits of both the West Anglia Mainline Enhancement project (3/4 Tracking) and Crossrail 2 in north east Enfield.

## **6. REASONS FOR RECOMMENDATIONS**

Portfolio approval is required for the procurement of consultancy services of this nature given the strategic nature of the project and potential cross borough considerations. The procurement is compliant with the Council's Contract Procedure Rules.

## **7. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

### **7.1 Financial Implications**

7.1.1 The estimated consultancy costs to complete the Northern Gateway Access Package feasibility studies totals £177k. The studies include the Strategic Traffic Modelling and Options Development Study.

7.1.2 The Strategic Traffic Modelling and Options Development Study is estimated to cost £177k and will be funded as follows:

	2015/16
	£000
S106	161
LIP	16

7.1.3 It must be noted that the S106 funding must be spent within the deadline in accordance with the terms of the s.106 Agreement.

7.1.4 Any related proposals with cost implications would need to be subject to separate reports and full financial appraisal.

### **7.2 Legal Implications**

7.2.1 The Council is entitled to use any appropriately procured framework in order to call-off services, and must comply with the terms of the framework in doing so. Any framework used by the Council should be approved by Council procurement advisors.

7.2.2 The procurement processes for technical services was carried out via a min-competition process utilising TPIM and is compliant with the Council's Contract Procedure Rules and public procurement law.

7.2.3 The Access Agreement entered into in relation to the previous iteration of "Engineering and Project Management Framework" ("EPMF") was extended to any call-off by the Council under the new TPIM.

7.2.4 The Council has the general power of competence under section 1(1) of the Localism Act 2011 to do anything that individuals generally may generally do provided it is not prohibited by legislation. There is no express prohibition, restriction or limitation contained in a statute against use of this power to commission the Study.

7.2.5 The final call-off contract must be based on the form of call-off set out in the relevant framework, and the framework agreement should be in a form approved by the Assistant Director of Legal Services.

### **7.3 Property Implications**

7.3.1 There are no specific property implications at this stage.

## **8. KEY RISKS**

8.1 **Challenge of procurement processes:** There is a risk of challenge inherent in any procurement process. However, on the basis that TPIM is a properly procured framework available to London Boroughs, and is within its original term (which is normally four years as a maximum) the Council is entitled to use it to engage consultants in accordance with its terms and without a fresh procurement.

8.2 **Project delays:** The project team has identified milestones with adequate tolerances built into the programme. Initial work was done to ensure that consultancies that bid for this work had the expertise and capacity to undertake this work. Some elements of the project are themselves data reliant and have the potential to result in delays through dealing with additional volumes of work. Measures such as effective consultation and complying with the Duty to Co-operate Regulations will be important to mitigate this given the sub-regional implications of the project. This is a risk that would be monitored and managed throughout the process by the Project Manager carrying out regular risk assessments.

8.3 **Additional costs:** The commission will be on the basis of a fixed fee and will be reviewed throughout this feasibility stage of the project. A sufficient budget has been set to secure the delivery of the identified technical assessments.

## **9. IMPACT ON COUNCIL PRIORITIES**

### **9.1 Fairness for All**

The NEEAAP sets out the strategic objectives for NGAP. This feasibility stage for the potential options of NGAP could identify benefits in future economic investment and regeneration and in turn employment; and potential environmental benefits (air quality) with improvements to the traffic circulation within the inner borough road network.

## **9.2 Growth and Sustainability**

The NEEAAP sets out the strategic objectives for NGAP and provides a positive statutory framework for attracting investment and managing the delivery of growth. The NGAP project has the potential to transform the area, supporting growth and promoting sustainable means of transport.

## **9.3 Strong Communities**

The objectives of NGAP are supportive of strong communities particularly in terms of ensuring consideration is given to addressing existing deficiencies and providing new infrastructure to improve existing communities and businesses and support future growth in the area.

## **10. EQUALITY IMPACT IMPLICATIONS**

Corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment/analysis is neither relevant nor proportionate for the approval of this report.

## **11. PERFORMANCE MANAGEMENT IMPLICATIONS**

The NEEAAP that sets out the strategic objectives for NGAP appears under 2.Growth and Sustainability of the Council's Business Plan under item 2.10 'Improved quality of life for residents through regeneration of priority areas'.

## **12. HEALTH AND SAFETY IMPLICATIONS**

The report recommendation raises no specific health and safety implications.

## **13. PUBLIC HEALTH IMPLICATIONS**

The NGAP project will have a positive impact upon the health and well-being of the public in this part of Enfield in terms of improving the environment, encouraging healthy lifestyles, reducing pollution and improving social cohesion.

### **Background Papers**

None.