

London Borough of Enfield

Cabinet

16 June 2021

Subject: Enfield Healthy Streets Framework
Cabinet Member: Cllr Caliskan, Leader, Cllr Barnes, Deputy Leader and Cllr Dogan, Cabinet Member for Environment & Sustainability
Executive Director: Sarah Cary
Key Decision: KD 5246

Purpose of Report

1. The purpose of this report is to set out the framework for developing and delivering Healthy Streets projects. The framework incorporates the Healthy Streets approach adopted by Transport for London (TfL) in the Mayor's Transport Strategy (MTS) and identifies activities to deliver on local, London and national policy objectives.
2. The need for this framework is the result of a combination of factors, which include:
 - a. The evolving policy context across Enfield, London and the UK with equality and inclusion, climate change, air quality and physical inactivity prominent on the wider agenda.
 - b. The borough's obligation to meet the MTS targets and the role that Enfield Healthy Streets plays in this delivery.
 - c. The transition to a more holistic view of active travel following earlier project delivery as part of the previous Cycle Enfield (also known as Mini Holland) programme.
 - d. The increasing requirement placed on the council by project funders and sponsors for the borough to submit bids for funding opportunities; and
 - e. The challenges presented by the Covid-19 pandemic, including enabling more people to walk and cycle for everyday journeys as part of a green recovery that aligns with the Government's Ten Point Plan for a Green Industrial Revolution (specifically Point 5 and the desire to build thousands of miles of segregated cycle lanes and create more low-traffic neighbourhoods).

- f. To contribute towards the Borough Transport Objectives set out in the Enfield Transport Plan. This includes, but is not limited to:
 - i. Deliver Cycle Enfield and supporting measures which encourage more cycling and walking in the Borough;
 - ii. Promote safe, active and sustainable transport to and from schools; and
 - iii. Manage growing demand for on-street parking.
3. This paper sets out the need for Healthy Streets in Enfield, the activities that will be delivered and outlines how these will be delivered in terms of governance, community involvement and funding sources. By doing so, the Council will have a clear rationale for delivering Healthy Streets projects in Enfield, which in turn will strengthen how we work with the community to develop projects. Annex A includes selected key data about journeys and mode choice in Enfield of relevance to this report.

Proposal(s)

4. For Cabinet to support the continued delivery of Healthy Streets in Enfield, as set out in this report and in particular the implementation of the six key activities, which are:
 - a. *Activity 1* – creating a high-quality walking and cycling network.
 - b. *Activity 2* – making streets safer, reducing road danger and the number of people killed or seriously injured on Enfield's roads.
 - c. *Activity 3* – improving accessibility and inclusivity of active travel in Enfield.
 - d. *Activity 4* – enabling community participation in the development of Healthy Streets projects.
 - e. *Activity 5* – creating high quality public realm and places.
 - f. *Activity 6* – Informing and inspiring people around the issues associated with sustainable travel.

Reason for Proposal(s)

5. The council's Healthy Streets programme has evolved since its inception in 2014, delivering projects funded largely by external sources e.g. TfL's Mini-Holland and Liveable Neighbourhoods programmes. Approval of this Healthy Streets framework will help the council to continue to access external funding sources and ensure projects are delivered within a clearly defined and approved framework.

6. The council has adopted a Local Implementation Plan (LIP) which sets out how it will deliver the aims and objectives of the Mayor's Transport Strategy

(MTS) locally. While fully consistent with the LIP, this paper sets out a more specific activity framework that will guide how Enfield Healthy Streets projects are implemented.

Relevance to the Council's Plan

9. Delivering Healthy Streets in Enfield contributes towards achieving the overarching objectives of the Council's plan, as described below.

10. *Good homes in well-connected neighbourhoods* – delivering new cycling infrastructure and improving conditions for walking supports end to end journeys by walking and cycling, enhances connections to public transport services and connects residents with town centres. Working in partnership with neighbouring boroughs will improve connectivity with other neighbourhoods and opportunities nearby and enhances Enfield's accessibility to those arriving from outside the borough boundaries.

11. *Safe, healthy and confident communities* – improvements for walking and cycling and the provision of space 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. Enfield Healthy Streets will help to deliver confident communities through its focus on community engagement and involvement, encouraging active citizenship through participation in project engagement and consultation as well as in community partnerships and events.

12. *An economy that works for everyone* – improving walking and cycling 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 opportunities. Enfield Healthy Streets will support the creation and sustenance of accessible and vibrant town centres enabling wider town centre public realm enhancements and other place making opportunities.

Background

13. The council has been delivering a major programme of walking and cycling projects since the borough was granted Mini-Holland funding by TfL in 2014 (alongside Kingston and Waltham Forest). TfL's Mini-Holland programme aimed to transform outer London boroughs into areas ideal for walking and cycling, with ideas taken from continental approaches to infrastructure design. Cycle Enfield, as the programme was known locally, delivered over 30km of safe segregated cycle lanes within the borough, alongside supporting infrastructure such as cycle hubs and residential cycle hangars.

14. Since the adoption of the current Mayor's Transport Strategy in 2018, the delivery of walking and cycling projects in Enfield has been guided by the Healthy Streets approach set out by TfL in the MTS, tailored to meet the unique challenges faced within the borough. TfL's Healthy Streets approach seeks to help Londoners change their travel behaviour by using cars less and walk, cycle and use public transport more. TfL distils the Healthy Streets approach into 10 indicators:

- Pedestrians from all walks of life
- Shade and shelter
- Easy to cross
- Clean air
- People feel safe
- Not too noisy
- People choose to walk, cycle and use public transport
- Places to stop and rest
- People feel relaxed
- Things to see and do

Each of these 10 indicators is explained further in Figure 1.

10 Healthy Streets Indicators



Pedestrians from all walks of life

London's streets should be welcoming places for everyone to walk, spend time in and engage in community life.

People choose to walk, cycle and use public transport

Walking and cycling are the healthiest and most sustainable ways to travel, either for whole trips or as part of longer journeys on public transport. A successful transport system encourages and enables more people to walk and cycle more often. This will only happen if we reduce the volume and dominance of motor traffic and improve the experience of being on our streets.

Clean air

Improving air quality delivers benefits for everyone and reduces unfair health inequalities.

People feel safe

The whole community should feel comfortable and safe on our streets at all times. People should not feel worried about road danger or experience threats to their personal safety.

Not too noisy

Reducing the noise impacts of motor traffic will directly benefit health, improve the ambience of street environments and encourage active travel and human interaction.

Easy to cross

Making streets easier to cross is important to encourage more walking and to connect communities. People prefer direct routes and being able to cross streets at their convenience. Physical barriers and fast moving or heavy traffic can make streets difficult to cross.

Places to stop and rest

A lack of resting places can limit mobility for certain groups of people. Ensuring there are places to stop and rest benefits everyone, including local businesses, as people will be more willing to visit, spend time in, or meet other people on our streets.

Shade and shelter

Providing shade and shelter from high winds, heavy rain and direct sun enables everybody to use our streets, whatever the weather.

People feel relaxed

A wider range of people will choose to walk or cycle if our streets are not dominated by motorised traffic, and if pavements and cycle paths are not overcrowded, dirty, cluttered or in disrepair.

Things to see and do

People are more likely to use our streets when their journey is interesting and stimulating, with attractive views, buildings, planting and street art and where other people are using the street. They will be less dependent on cars if the shops and services they need are within short distances so they do not need to drive to get to them.

Source: Lucy Saunders

Figure 1: 10 Healthy Street Indicators

15. Over recent years there has been considerable evolution of related policy and strategy in London and the UK more widely, which has driven the need for change locally. In London this includes the Cycling Action Plan, Walking Action Plan and Air Quality Plan and nationally the Gear Change cycling strategy from DfT and accompanying updated national cycle design guidance (Local Transport Note 1/20). The council also has wider policy and strategy that is complementary to Healthy Streets, such as the Climate Action Plan, Joint Health and Wellbeing Strategy, Empowering Young Enfield Plan and the emerging Enfield Blue and Green Strategy. Further, the Council recognises the role that Healthy Streets

must play as part of a wider economic and development strategy. Enfield Healthy Streets can create accessible and connected town centres, enabling the community safe and convenient access to local businesses and services.

16. The creation of Healthy Streets in Enfield received additional impetus from the Covid-19 pandemic. The Council, like all councils, has had to make changes to streets to support social distancing and enable more walking and cycling to avoid potential gridlock as a result of people switching from public transport to private motor vehicles. This is something which needs to be 'locked in' and built upon as the focus shifts to recovery. It has been necessary to make these changes quickly, including the use of Experimental or Temporary Traffic Orders in which community engagement and consultation happens alongside implementation rather than before. At times this has proved challenging and the public has raised questions about the process and framework for the delivery of these projects.

17. Drawing together these strands into a single framework for achieving Healthy Streets in Enfield will enable the council to respond to emerging funding and public health challenges in a timely way and respond in a way that is tailored to the context of Enfield.

Main Considerations for the Council

18. This section outlines the:

- Vision for Enfield Healthy Streets, the activities that will be delivered to achieve the vision and how delivery of these activities achieves wider policy aims and objectives
- Key funding sources
- Process for identifying and prioritising new projects for delivery
- Monitoring and evaluation of Enfield Healthy Streets projects
- Governance arrangements for projects delivered by the Enfield Healthy Streets team

Delivering change: vision and objectives for Healthy Streets in Enfield

19. Through delivering Healthy Streets in Enfield, the vision is that the borough will have greener, healthier and more equitable streets for residents, workers and visitors in Enfield. Through the prioritisation of active travel, the council will address the challenge of car dependency within the borough, as well as the existing low levels of walking and cycling which are contributing towards Enfield's high levels of physical inactivity and obesity.

20. Healthy Streets directly support Enfield's target of making the authority carbon neutral by 2030 or sooner, and the entire borough by 2040, following the declaration of a climate emergency in July 2019 and approval of the Climate Action Plan in July 2020. In line with Enfield's Economic Development Strategy, approved in February 2021, Enfield Healthy Streets will improve the access to town centres and high streets for those walking and cycling, enhancing their convenience as a destination for shopping and socialising, thereby strengthening the local economy and providing them with the platform to prosper. The continued development of high-quality walking and cycling networks in the

borough will also facilitate sustainable development as the borough continues to grow and evolve.

21. Figure 2 sets out the theory of change for Enfield Healthy Streets and how the infrastructure and travel behaviour change activities delivered by the council contribute to achieving local, regional and national policy priorities.

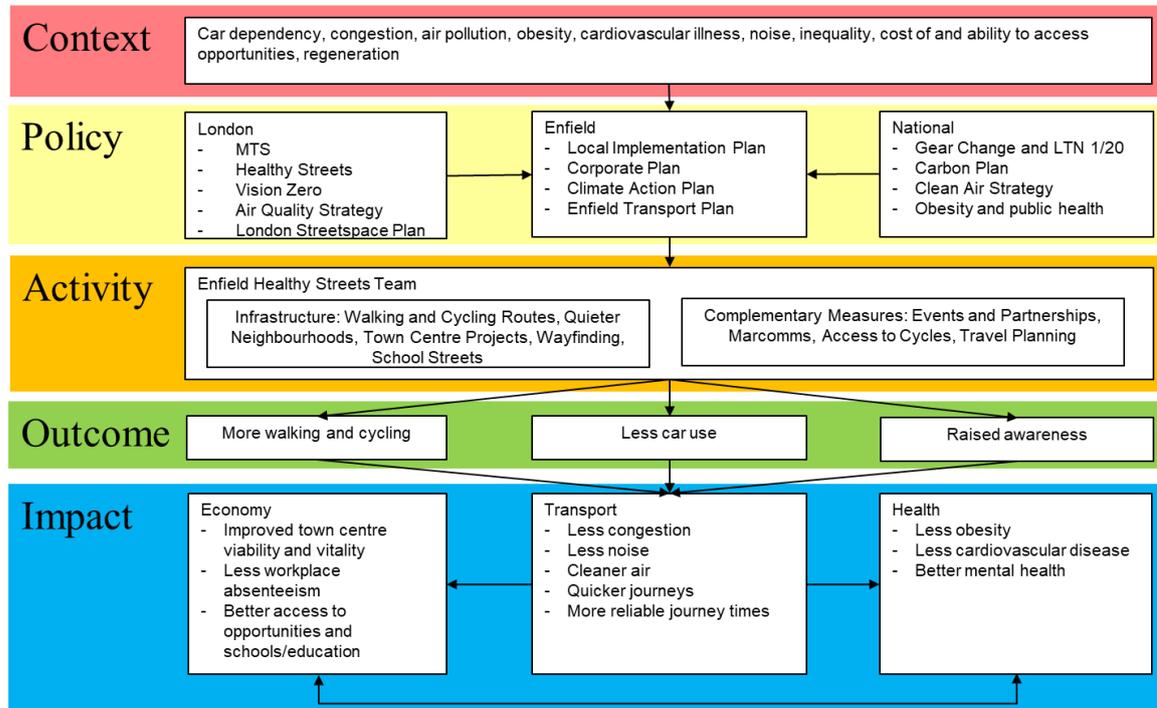


Figure 2: Enfield Healthy Streets theory of change

22. As Figure 2 shows, Enfield Healthy Streets is the product of the aims and objectives of key policies including the Mayor’s Transport Strategy, Enfield Council Plan and the Enfield Local Transport Strategy. We are therefore not setting new objectives within this framework but instead describe how the core activities of Enfield Healthy Streets contribute to achieving the aims and objectives of existing key policies. Figure 3 shows in more detail how this framework draws together local, regional and national policy as the basis for the key activities described below.

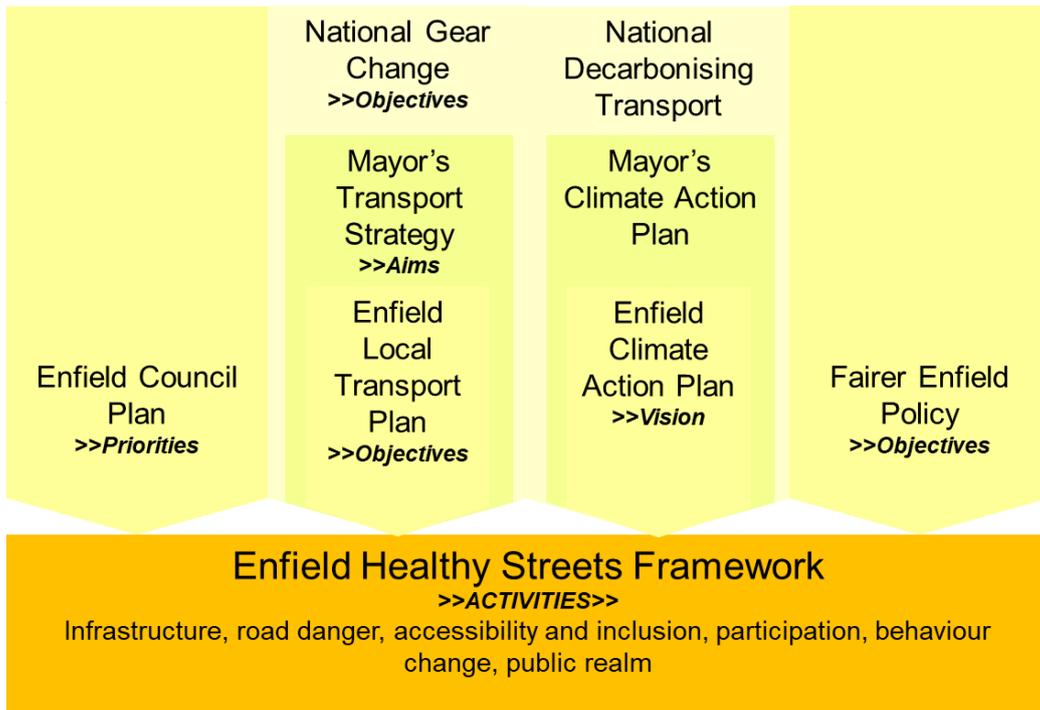


Figure 3: Local, regional and national policy underpinning the activities of the Enfield Healthy Streets framework

23. Activity 1 – creating a high-quality walking and cycling network.

Continuing the infrastructure delivered through the Cycle Enfield programme, we will build a network of high-quality walking and cycling infrastructure, enabling people of all ages and abilities to safely and conveniently walk and cycle. This may include safe segregated cycle routes, safety improvements to junctions, expanding cycle parking provision, upgrading pedestrian and cyclist crossings and improving wayfinding. To make the most efficient use of limited road space, where necessary, we will reallocate space to create dedicated cycling infrastructure and to improve the pedestrian environment.

Cycle parking will include short-stay on-street parking, expanding the number of residential cycle hangars, cycle parking in town centres and other public destinations. There will also be further development of the existing cycle hubs at train stations, enabling multi-modal transport for longer journeys. The design of cycle parking will account for those with non-standard cycles such as cargo bikes or tricycles.

We will introduce Quieter Neighbourhoods projects to reduce the volume and speed of motor traffic on residential streets. These may take the form of Low Traffic Neighbourhoods (LTNs), limiting through-traffic on certain streets. Typically, LTNs are delivered through the implementation of “modal filters” at access points to streets, often taking the form of a lockable bollard or planter but with potential to enable new public spaces to help build greater community cohesion. Quieter Neighbourhoods projects will also look to increase the number of residential roads with a 20mph speed limit, along with extending the number of Controlled Parking Zones. Cameras will be used to enforce some of these closures, where it is necessary to maintain direct access for the emergency services.

These measures will help more people to choose to switch their shorter journeys from car to foot or cycle. Shifting to sustainable modes of travel is a key way of reducing carbon emissions and air pollution in the borough. By enabling more walking and cycling journeys, the high quality active travel infrastructure will play a key role in achieving our vision for Enfield’s streets: delivering cleaner air, improving health and wellbeing, reducing car dependency, lowering motor traffic volumes and creating more pleasant places to pass through or spend time. People who walk or cycle to local town centres have been found to visit more frequently and spend more than those arriving by car or public transport, thus enabling people to walk or cycle to our town centres in turn supports retail vitality and viability and helps our local economy to prosper.

Walking and cycling for everyday journeys contributes to achieving the Mayor’s aim that Londoners should each do 20 minutes of active travel every day. There are proven links between increasing physical activity and better health outcomes – physical exercise can improve mental health and reduce the risk of cardiovascular illness and cancers.

24. Activity 2 – making streets safer, reducing road danger and the number of people killed or seriously injured on Enfield’s roads.

In line with the Mayor of London’s Vision Zero, we will work towards reducing road danger for people who are most at risk – people walking and cycling. We will work towards reducing the danger posed by motor vehicles that present the greatest risk – cars, vans, lorries and buses. Measures to reduce road danger

will primarily be delivered through changes to our roads, such as lowering speed limits, separating people cycling from motor traffic, reducing motor traffic volumes and improving crossing points for pedestrians and cyclists. We recognise that changes are not just needed on main roads – neighbourhood streets may also require measures to reduce the volume and speed of traffic and to deter drivers from cutting through neighbourhoods instead of using main roads.

We will deliver School Streets (localised or timebound road closures near schools) both to address road safety concerns and enable active travel. School Streets aim to discourage parents and carers from driving their children to school, and instead to walk, cycle wheel and scoot. School Streets stay open to pedestrians, cyclists, and certain drivers who may have an exemption. Engagement through the STARS programme, alongside the provision of Bikeability training for young people will help educate on how to cycle safely and establish active travel as a normal transport choice for future generations. School Travel plans will play a key role in monitoring the success of these projects

Fear of traffic is a reason people often give for choosing not to walk or cycle. This fear will be addressed by reducing road danger and delivering streets that feel safe to use. The safety and security of our streets is important if all members of our community are to feel safe when walking or cycling. Changes to streets and public realm will put safety and security improvements at the forefront of designs making sure we contribute to delivering the council's priority for safe, healthy and confident communities.

25. Activity 3 – improving accessibility and inclusivity of active travel in Enfield.

To make cycling in Enfield as accessible and equitable as walking (for those who are physically able), we will seek to provide the community with ready access to cycles of all types, including conventional bicycles, tricycles and cargo bikes. This will include loan projects, hire projects, bike markets and the provision of accessible bike maintenance across the Borough. Improving the accessibility and inclusivity of active travel will help to reduce the financial burden of transport that affects disproportionately those on lower incomes or unemployed, and those without access to a car.

Equalities will be at the heart of project development. We will seek to involve those with protected characteristics in the project design and development process because it is important that Enfield Healthy Streets are open and useable to everyone so that all residents can participate in and contribute to Enfield's economy and benefit from physical activity, delivering on the Fairer Enfield Policy to tackle inequality and foster inclusive communities.

26. Activity 4 – enabling community participation in the development of Healthy Streets projects.

This will be achieved through continued community and stakeholder engagement, co-design and feedback sessions. We will reach out proactively to all corners of the community to ensure that we are listening to a wide range of views and opinions, not just listening to those who are most engaged in the process. The Equalities Approach accompanying this policy framework sets out how we will develop projects collaboratively with communities. There will be a focus on young people, delivering on the Empowering Young Enfield plan and

ensuring that young people are directly involved in shaping the changes that will impact them and their families in the years ahead.

27. Activity 5 – creating high quality public realm and places.

Underpinning new infrastructure for walking and cycling and safer streets will be measures that contribute to a high quality public realm and attractive streetscape. Decisions about how to travel are not just made on the basis of journey time and convenience but on overall journey ambience and the quality of the places and spaces through which people pass.

As part of Enfield Council's ongoing programme to revitalise and strengthen our town centres throughout the borough, we will work to make each town centre a hub for active travel trips. Enfield Healthy Streets will work collaboratively with colleagues across the Council to deliver coherent town centre improvements as part of wider regeneration with the programme contributing to delivering improved public realm with a people centred focus for all designs

Where possible high quality public realm will incorporate features such as Sustainable Urban Drainage Systems (SUDS) and tree planting, contributing towards climate resilience in the borough. This investment will encourage people to spend time and money in our high streets, supporting the local economy and making the borough attractive to inward investment.

28. Activity 6 – Informing and inspiring people around the issues associated with sustainable travel.

In addition to providing infrastructure it is important to engage people's 'hearts and minds' on why this is important and how changes to the way they travel can benefit both their lives and those of the wider community. Our engineering measures will be supported by behavioural change projects to inform, inspire and educate people of all ages and abilities, from school children to the elderly, allowing them to make the most of the infrastructure. Behaviour change messaging will help people to make informed choices about how they travel, conveying understanding of the contribution walking and cycling can make to the local economy, public health and climate change.

A key aspect of this will be to ensure that we are engaging and listening to why people aren't choosing to walk and cycle within the borough and then working to develop a response. A central digital hub will support wider outreach work.

Walking and cycling in Enfield should be activities that everyone can take part in, regardless of their age, gender, ethnicity disability or health condition or any other protected characteristic. Behaviour change activity will also be about ensuring the project reaches the breadth of communities in Enfield, recognising that some members of our community may require additional support to make more journeys on foot or by cycle.

Prioritising projects for delivery

29. Enfield Healthy Streets is a long-term behaviour change initiative. While some projects will deliver 'quick wins', returning measurable success immediately upon implementation, others will require extended periods of time in order to

deliver their full value and enable positive Borough-wide change. There will also be a compounding factor, as a series of projects combine to enable greater levels of change. However, owing to both funding constraints and time it takes to design and deliver projects, it will take time to deliver lasting change. Due to the uncertainties around when funding and resource opportunities will become available, it is necessary that a clear prioritisation plan is in place for project delivery, thereby increasing the chances of securing funding and ultimately ensuring that projects are delivered.

30. Projects will be developed where analysis and community engagement/consultation show there is a need for intervention and where alignment is strongest with progressing and achieving the activities outlined in this framework. Indicators such as Public Transport Accessibility Levels (PTAL), car ownership levels, road safety and collision records, traffic speeds and volumes as well existing levels of walking, cycling and driving will be taken into account to provide a clear picture of where interventions should be prioritised.

31. For all future Enfield Healthy Streets projects, a Project Rationale statement for each project will be published, guided by the following themes:

- Alignment of the project with corporate objectives
- Alignment of the project with the activities identified in this framework
- Affordability of the project and alignment with funding sources
- Evidence of specific transport or traffic related issues in the area and community recognition of these issues
- Shown to be feasible and costed by a feasibility study
- Offers synergy with the delivery or operation of other projects in Enfield Healthy Streets or those of other Council departments

Funding Healthy Streets in Enfield

32. The Enfield Healthy Streets framework has been developed in the context of a challenging funding environment, primarily caused by the Covid-19 pandemic and the subsequent financial implications for local authorities and TfL.

33. Enfield has been successful in bidding for the 'emergency' funding made available by TfL and DfT to implement interventions which align with the objectives of Enfield Healthy Streets, securing substantial external investment. Therefore, the ability to deliver the activities outlined within this framework will be highly dependent upon the level of all funding sources secured in each financial year.

34. The principal sources of funding will come from sources external to Enfield Council. However, as part of future bids, the Council may wish to make Council capital contributions as a mechanism to leverage additional funding, along with alignment of highways capital funding where synergies are identified. Some of the anticipated funding sources are detailed below:

| Source of funding | Funding type |
|--|--|
| Transport for London | Transport Local Implementation Programme |
| Transport for London | Liveable Neighbourhood programme |
| Mayor of London | The Mayor's Good Growth Fund |
| Department for Transport | Active Travel Fund |
| Enfield Council (via private developers) | CIL/s106 |
| Mayor of London | Mayor's Air Quality Fund |
| Other Government Grants | e.g. Highways England |

35. Throughout the delivery of the earlier Cycle Enfield programme we have developed a core team to deliver these types of projects. The capability of this team has been recognised by Transport for London and has contributed towards the confidence of external organisations to provide external funding. This core team of Council personnel will continue to be developed in order to deliver Enfield Healthy Streets successfully. A scalable approach to project management will be adopted to ensure that we can respond to successful funding bids.

Community involvement

36. Community involvement is embedded within Enfield Healthy Streets. The council will seek to adopt a co-production approach to the delivery of Enfield Healthy Streets. Co-production involves working in partnership with the public or service users in the design and delivery of projects or services. The community will be involved as a whole and voices from all backgrounds will be listened to, ensuring that people who live, work, study and socialise within Enfield have the opportunity to shape their area into a greener, healthier and safer place.

37. Public engagement and consultation will be a continuous process, throughout the lifecycle of individual projects. This will start at the design and development stage and continue through to implementation and after completion. This level of involvement will increase the chances of successfully delivering projects and achieving positive outcomes for everyone involved. Public engagement will be undertaken through various media with the aim of making engagement activities accessible to people of all backgrounds. This may involve workshops within community halls or public spaces, online mapping and feedback exercises through the Let's Talk platform, co-design workshops, either in person or virtually.

38. The nature of a particular project will inform the most appropriate approach to community engagement and consultation. Some projects will lend themselves to an experimental approach, enabling residents to experience the project in practice before providing feedback, other projects will require statutory consultation prior to any delivery. For all future Enfield Healthy Streets projects, a Communications, Engagement and Consultation Plan will be published.

Monitoring and evaluation of projects

39. The benefits of active travel have been well documented in academic research and in evaluation papers published by Transport for London and the Department for Transport. A monitoring and evaluation plan will be prepared for the portfolio of projects delivered as part of Enfield Healthy Streets. In addition, each project will have its own individual monitoring plan, clearly setting out how each project will be monitored. Monitoring and evaluation will enable us to understand the outcomes and impacts of Enfield Healthy Streets as a whole programme, as well as the more localised effects of individual projects.

40. Evaluation of Enfield Healthy Streets will include both impact and process evaluation. Impact evaluation will show whether the activities set out in this framework are contributing towards the achievement of wider policy aims and objectives, informed by monitoring undertaken at a project level. Process evaluation supports continuous improvement by the council, capturing lessons learned as projects are implemented.

41. We will track indicators as part of evaluating the Enfield Healthy Streets activities. These indicators will include but will not be limited to increases in the:

- Number of pedestrian crossing facilities
- Length of quality cycle routes
- Proportion of the community who can access these routes
- Number of cycle parking spaces on-street and off-street
- Proportion of the borough road network with a 20mph limit
- Planting and greenery
- Number of improved public places

42. Other boroughs have developed links with academics and evaluation specialists to add independence and rigour to the monitoring and evaluation of similar active travel projects. We will explore opportunities for similar collaborations.

Governance

43. Any future formal decisions will be made in accordance with the Council's Constitution following advice from the Monitoring Officer where necessary.

Safeguarding Implications

44. Enfield Healthy Streets has limited safeguarding implications. From time to time officers or consultants may be required to engage with schools or vulnerable people for example as part of project co-design or through the delivery of travel behaviour change events. We do not consider that this activity amounts to a 'regulated activity' as defined by the Disclosure and Barring Service (DBS). Where engagement may qualify as a regulated activity project staff will need to undergo a DBS check.

Public Health Implications

45. The links between environment and public health are clear. This has been explicitly recognised by (amongst others) the Enfield Health and Wellbeing

Strategy (HWBS), the NHS Healthy New Towns programme, the Marmot Report 'Fair Society, Healthy Lives and the World Health Organisation. The HWBS is clear that it is Council's aim to promote healthy lifestyles and healthy choices, allowing people of every age to live as full a life as possible.

46. The Healthy Streets Approach is designed to deliver public realm improvements that support healthy lifestyles. Encouraging the use of sustainable transport, reducing harmful emissions, and enabling people to be more active when they travel will make a positive contribution to health outcomes.

47. Objective data indicate that 95% of Enfield's population is not physically active enough to maximise benefits to their health. Sufficient physical activity is linked to a reduction in long-term conditions of between 20-40% depending on the condition. Long-term conditions themselves cost the NHS some 70% of its annual budget and include diabetes which itself costs the NHS £10billion a year. There is therefore an imperative to instigate these changes.

48. In addition to the above it should be noted that climate change has been described as an existential threat and the single greatest threat to human health in the 21st century. The Healthy Streets programme will also help to address this.

Equalities Impact of the Proposal

49. The accompanying Equalities Approach has been developed in discussion with Transport for All¹ and details how we will incorporate Equalities within the development of projects (Annex B). The Equalities Approach also discusses the key equalities considerations of this policy framework. Local authorities have a responsibility to meet the Public Sector Equality Duty of the Equality Act 2010. The Equality Act 2010 gives people the right not to be treated less favourably because of any of the protected characteristics. The Public Sector Equality Duty requires the Council, in the exercise of its functions, to have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

It is important to consider the needs of, and potential impacts on, the diverse groups with protected characteristics when designing and delivering services or budgets so people can get fairer opportunities and equal access to services.

¹ Transport for All (TfA) is a pan-impairment organisation, guided by the passionate belief that all disabled and older people have the right to travel with freedom and independence:
<https://www.transportforall.org.uk/>

50. The Council aims to serve the whole borough fairly, tackle inequality and protect vulnerable people. The Council will promote equality of access and opportunity for those in our communities from the protected characteristic groups or those disadvantaged through socio-economic conditions.

51. Enfield Healthy Streets can make a valuable contribution to transport equity, equality and inclusion in the borough. Equality Impact Assessments (EQIAs) will be required at the level of individual projects within the overall Enfield Healthy Streets programme. Enfield Healthy Streets aims to align itself with EQIA best practice by considering how those with protected characteristics may be affected by a project from the very early stages of project development (i.e. from feasibility design stage) and responding to these throughout the process of design. Individual EQIAs will be published for each project.

52. Active travel is a low-cost form of transport. Enabling and supporting residents to walk and cycle will help them to access local services, education, training and employment. In parts of the borough where the Public Transport Accessibility Level (PTAL) is low, walking and particularly cycling can help residents to access public transport for longer journeys.

Environmental and Climate Change Considerations

53. The Council has stated its aim to achieve carbon neutrality by 2030. Reducing emissions from transportation will be fundamental for helping to achieve this vision; transportation emits 39% of the borough's emissions, making it the largest source of emissions of all sectors. Nationally, there is evidence that the transport sector has been the slowest sector to decarbonise. Enfield's Climate Change Action Plan emphasises the importance of decarbonising the transport sector, stating that, "by 2040, the majority of journeys that originate in the borough will be made by methods that are either low carbon, or do not emit carbon."

54. Enfield Healthy Streets will help to reduce the borough's transport emissions by encouraging people to walk and cycle, which are inherently low carbon. Again, this is noted in the Climate Change Action Plan, which states that a key action for improving the area's carbon emissions will be to work with partners to change the way that people move around through the borough so that they are less dependent on private vehicles, and use public transport, walk and cycle more.

55. Actions from the Climate Action Plan relevant to this policy include:

| |
|---|
| Increase trips made by active, efficient and sustainable modes - public transport, walking and cycling. |
| Roll out Low Traffic Neighbourhoods across the borough. |
| Increase the provision of cycle parking on-street, at Council buildings and in new developments (in line with London Plan standards). |
| Introduce at least two new 'school streets' each year so that parents and children are encouraged to travel to school using active and sustainable transport. |

Risks that may arise if the proposed decision and related work is not taken

56. The key risks of not continuing to progress a comprehensive Enfield Healthy Streets policy framework include:

- Lack of continuity – this report provides the framework for delivery of the Healthy Streets in Enfield. Without this, there is the risk to the continuity of the activities currently undertaken to deliver Healthy Streets e.g. as a result of staff turnover or change in programme leadership.
- Reduced funding – without a Healthy Streets framework that helps support the submission of bids to secure external funding, resources may be limited, and the policy objectives and associated benefits may not be achieved.
- Reduced clarity – this report seeks Cabinet sign-off for the Healthy Streets policy and sets out the key principles and elements that will be progressed in future years.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

57. This Cabinet Report provides agreement for an overarching framework for the delivery of Enfield Healthy Streets. The following are risks identified with progressing Enfield Healthy Streets:

- Funding – TfL has been, and should continue to be, a major source of funding for the programme. The pandemic changed the way TfL funds projects and the longer-term implications of this is not clear at this time. However, a prolonged shift to short term funding agreements is likely to occur in the short to medium term given the state of TfL's finances. This creates a challenge for longer term resource planning. In mitigation, we have established strong links with other Council departments e.g. Economic & Development teams, and with them seek to collaborate on projects with different funding sources that will enable more active travel by residents.
- Project budgets – overspend on capital budgets as a result of project-level risks materialising. Mitigate through effective risk management procedures, appointment of experienced contractors and early community engagement.
- Community engagement – the council has delivered a number of projects designed to provide more space for social distancing and support walking and cycling in the wake of the pandemic. The need to implement projects quickly (a requirement of the TfL funding received in the first tranche of the EATF) has in some cases meant compression of community engagement. LBE has a well-used online engagement platform where residents can give views on trial projects and proposed projects. The Healthy Streets team will ensure continued levels of resource to be able to support comprehensive and timely community engagement.

Financial Implications

58. This report provides a framework for developing and delivering projects to increase levels of walking and cycling in the Borough, hence this approval request has no direct financial implications on the Council at this stage. And once this framework is approved, all upcoming Enfield Healthy Streets projects will go through the necessary approval processes and full financial implications assessment or the necessary option appraisals for approval. The funding approach for these individual projects is detailed in paragraphs 32-35.

Legal Implications

59. The general power of competence (s 1(1) of the Localism Act 2011) allows the Council to do anything that individuals generally may do. The recommendations within this report are in accordance with this power and provides the Council with the power to adopt the policy framework that is the subject of this report

60. The Mayor's Transport Strategy (MTS) provides the framework for the development of Local Implementation Plans (LIPs) by London boroughs; it also provides the basis for the assessment of grant applications. Under the Greater London Authority Act 1999 (GLA Act) Section 145, each London borough council shall prepare a Local Implementation Plan (LIP) containing its proposals for implementing the MTS. Under the GLA Act, the Mayor is empowered, through TfL, to provide grants to London Boroughs to assist with the implementation of the Transport Strategy. TfL are charged with responsibility of ensuring that the key rationale for allocating grants is the delivery of the MTS.

61. 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.

62. 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.

63. 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.

64. The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 prescribe the procedure to be followed in making these types of orders.

65. Expenditure of planning contributions obtained through section 106 agreements should be spent strictly in accordance with the terms of the agreements concerned and CIL funds spent both in accordance with the Community Infrastructure Levy Regulations 2010 and the Council's Infrastructure Funding Statement.

66. Following the ruling laid down by the High Court in the recent TfL Bishopsgate Street Space judicial review case (20th January 2020) and the comments made by the presiding judge, careful consideration as to the reasons (including as to evidence base) for bringing forward and implementing projects should be applied.

Workforce Implications

67. The workforce will benefit from increased opportunities for active travel both in terms of travelling to work but also the potential for active travel to become a more viable choice during the conduct of some council business. As a reflection of the grant funding for the delivery of the Enfield Healthy Streets programme, the structure in place for delivery will include a scalable element that can respond to fluctuating levels of funding.

Property Implications

68. There are no property implications arising from this policy framework.

Other Implications

69. No other implications are identified.

Options Considered

70. An alternative option is to not adopt a framework for the delivery of Enfield Healthy Streets. This option is not recommended as the Council would therefore lack the additional clarity that this framework offers. In addition, this could jeopardise the ability of the Council to continue to access external funding sources that help deliver a range of benefits for the community.

Conclusions

71. This Enfield Healthy Streets framework will provide a single and focussed approach to deliver projects across Enfield, supporting the growth of walking and cycling within the borough and working towards meeting the targets set out in the Mayors Transport Strategy. Community involvement will play a key role in the success of Enfield Healthy Streets, and as such will be embedded within various aspects of the strategy, including co-design, continuous engagement and in consultations. Furthermore, Enfield Healthy Streets will make a valuable contribution to transport equity, equality and inclusion in the borough. EQIAs will

be required at the level of individual projects within the overall Enfield Healthy Streets programme.

72. The primary aim of the Enfield Healthy Streets framework is to set out the activities that will be progressed in future years, providing clarity to the Cabinet over the intent to progress this work as and when the opportunities present themselves. This framework will provide the Council with the means of responding with clarity and consistency to the increasing demands placed on local authorities to respond to funding opportunities. This will ensure that Enfield can continue to access external funding sources and provide confidence that active travel projects are delivered within a framework that is defined and deemed acceptable to Cabinet.

73. Ultimately, Enfield Healthy Streets will act as the Council's primary vehicle for encouraging and enabling increased levels of walking and cycling trips in the borough, while supporting other sustainable modes to reduce the reliance and dependence upon private motor vehicles. Enfield Healthy Streets will directly support Enfield's local economy by making it easier for residents to walk and cycle to their nearest town centres and high streets. Furthermore, Enfield Healthy Streets will contribute towards community health and wellbeing and support the target of making the authority carbon neutral by 2030 or sooner, following the declaration of a climate emergency in July 2019.

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Annex A - Healthy Streets Framework Facts & Figures

Annex B – Enfield Healthy Streets Equalities Approach

Background Papers - Nil