Please note Part 2 report is now confidential appendix.

London Borough of Enfield

Portfolio Report

Report of: **Richard Eason, Healthy Streets Programme Director**

Subject: **Clean Air Route**

Cabinet Member: **Cllr Rick Jewell, Cabinet Member for Environment**

Executive Director: **Sarah Cary**

Ward: **Upper Edmonton**

Key Decision: **N/A**

Purpose of Report

1. The purpose of this report is to provide a summary of the Clean Air Route project to date, outline the proposals, and invite a decision on whether to proceed with its implementation.

Proposal(s)

2. That the design shown at Annex 1 is implemented on a permanent basis.

3. That the necessary permanent traffic orders are made based on the draft traffic orders TG52 / 1489 which were advertised on 9th February 2022 and are included at Appendix 1.

Reason for Proposal(s)

4. The Council has declared a climate emergency with a commitment for the Borough to become carbon neutral by 2040. Transport accounts for 39% of the Borough emissions, and therefore it is essential that this sector plays a key role in reducing emissions. Enabling an increase in active travel will form part of this response.

5. The Healthy Streets programme consists of a comprehensive range of interventions that collectively will enable more sustainable transport choices. As projects are knitted together and a coherent network of quiet streets and safe walking and cycling infrastructure on primary roads is delivered, longer-term change will be enabled.

6. Clean Air Route forms part of the Enfield Healthy Streets programme. Therefore, this report sets out the contribution this project can make to the wider context described above.

7. The project will directly respond to issues identified through engagement activity with the local community and mentioned in the Angel Edmonton Town Centre Action Plan[1]. These issues include poor quality public space, lack of space to dwell, and large volume of motor traffic.

8. It also aligns strongly with the objectives of the Enfield Council Plan[2], as detailed in paragraphs 9 to 12, and the emerging Economic Development Strategy which includes delivering public realm improvements to drive footfall and dwell time and offer greater accessibility via sustainable modes of transport.

Relevance to the Council's Plan

9. Good homes in well-connected neighbourhoods –This project supports the Council's commitment to encourage 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. This project is also located within the area of the Joyce & Snells regeneration programme, which is proposed to deliver 2,130 new homes.

10. Safe, healthy and confident communities – The project, and the underlying Enfield Healthy Streets Framework[3], 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. Improvements for active travel seek to address road safety concerns and can reduce air pollution. School streets promote safe, active, and sustainable transport to and from schools. There is also good evidence to show that active lifestyles lead to improved health outcomes.

11. An economy that works for everyone – The Clean Air Route forms part of a suite of projects, which is funded through the Good Growth Fund (GGF). The Clean Air Route is closely linked to the affordable workspaces[4] element of the GGF suite of projects, which will provide affordable and flexible work and studio space for local, young, and innovative businesses. 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

[1] https://letstalk.enfield.gov.uk/angeledmontonap
[2] https://new.enfield.gov.uk/services/your-council/enfield-council-plan-2020-to-2022-your-council.pdf
[3] https://governance.enfield.gov.uk/documents/s87876/Enfield%20Healthy%20Streets%20Cabinet%20Report%20-%20Final_020621.pdf
[4] https://letstalk.enfield.gov.uk/garages

modes of transport that can improve access to opportunities. This project will provide more travel choices for the 32.5% of Enfield households who have no access to a car (a percentage that increases to 43.5% in the Upper Edmonton ward) and an alternative travel choice for the remaining households that do.

12. Climate action – Creating an environment that enables trips to be made by active and sustainable modes and increasing the density of the cycle network 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. It will also discourage parents and carers from driving their children to school, and instead walk, cycle, wheel, and scoot.

Background

13. Angel Edmonton town centre sits at the heart of a long-term programme of major regeneration. It is located adjacent to the Joyce & Snells estate regeneration programme, which is proposed to deliver 2,130 new homes and is a short walk to Meridian Water, where the Council will deliver 10,000 new homes over the next 25 years.

14. GGF is the Mayor of London's £70 million regeneration programme to support growth and community development in London. Funded by the London Economic Action Partnership (LEAP) and managed and delivered by the Mayor of London's Regeneration and Economic Development team, the programme is underpinned by three strategic and interrelated delivery themes:
    - Empowering London's people;
    - Strengthening London's places; and
    - Growing London's prosperity.

15. The Clean Air Route forms part of a suite of projects, which is funded through the GGF, to improve spaces along and around Fore Street, Angel Edmonton.

16. Enfield Council have secured capital grant funding through the GGF from the Greater London Authority (GLA) to deliver the Clean Air Route project as well as a range of other projects including:
    - Upgrading the existing library into Fore Street's Living Room Library, supporting a range of additional community and cultural activities;
    - Transforming existing underused garages into affordable workspaces; and
    - New street furniture and artwork to the public realm along Fore Street and in key alleyways.

17. The decision to accept the grant and deliver the GGF suite of projects was made by the Leader of the Council on 13 October 2020[5] (KD5080).

[5] https://governance.enfield.gov.uk/ecSDDisplay.aspx?NAME=SD4000&ID=4000&sch=doc

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

19. Nationally the Government has committed to achieving net zero carbon emissions by 2050 and has set out its long-term plan to end the UK's domestic contribution to man-made climate change by 2050 through its Net Zero Strategy: Build Back Greener[6]. The Government is supporting local authorities to encourage sustainable travel through its Active Travel Fund and the 2020 national walking and cycling strategy, Gear Change[7].

20. Across London, the 2018 Mayor's Transport Strategy (MTS)[8] 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.

21. The 2019 Enfield Transport Plan[9] sets out how the council will deliver the MTS locally. Key objectives of the Enfield Transport Plan include firstly the delivery of measures that encourage more walking and cycling, and secondly the promotion of safe, active and sustainable journeys to school. 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.

22. The Enfield Healthy Streets 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 Mayor's Transport Strategy, Enfield Council Plan, Enfield Transport Plan, and Enfield Joint Health and Wellbeing Strategy[10].

23. The Clean Air Route project forms part of the Enfield Healthy Streets programme. As set out in the Clean Air Route Project Rationale document[11] 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 Healthy Streets programme, which is recognised in the 2041 horizon of the Mayors Transport Strategy. Therefore, it is critical that immediate action is taken to develop infrastructure that will enable long term societal change.

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[6] https://www.gov.uk/government/publications/net-zero-strategy

[7] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/904146/gear-change-a-bold-vision-for-cycling-and-walking.pdf

[8] https://tfl.gov.uk/corporate/about-tfl/the-mayors-transport-strategy

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

[10] https://new.enfield.gov.uk/healthandwellbeing/wp-content/uploads/2020/04/LBE-JHWBS-FINAL-V5.0.pdf

[11] https://letstalk.enfield.gov.uk/8640/widgets/24690/documents/23697

Main Considerations for the Council

24. The project proposes a series of interventions on and around Grove Street N18 and St. John & St. James' Church of England Primary School.

25. The proposed interventions feature:
    - A School Street on Grove Street outside St. John & St. James' Primary School to remove motor traffic from the school gates on a permanent basis,
    - An active travel route between the junction of Grove Street with Fore Street and the railway overbridge at Joyce Avenue to improve accessibility and connectivity of the active travel network, and
    - Public realm improvements on Grove Street between the proposed garage yard workspaces, St. John and St. James' Primary School, and Jesus Mission to Nations Ministries – Edmonton Temple where people can sit, rest, and come together.

26. The area currently faces the following issues and problems, which this project seeks to address:
    - Air and noise pollution caused by motor traffic.
    - Road danger outside the school gates.
    - Lack of infrastructure suitable for all active travel modes.
    - Limited active travel connectivity at the southeast of the Borough.
    - Less attractive public space and minimal green environment.

27. Building on the issues and problems described above, the following objectives have been set for this project:
    - Improve air quality and road safety outside the school gates.
    - Contribute towards a long-term increase in the levels of active travel, both along the route and as part of a wider borough network.
    - Make public space seem more welcoming and provide opportunities for social interaction and children's play.

28. The proposals are expected to support the above objectives and bring about the following benefits:
    - Improvement to the health and wellbeing of the children.
    - Expansion of the active travel network at the southeast of the Borough, in order to increase accessibility to the school as well as enable future links with North Middlesex University Hospital, Silver Street station, Meridian Water, and Cycleway 1 (a major North – South active travel corridor, which forms part of TfL's strategic cycle network, and links the Turkey Street and Enfield Lock wards with Upper Edmonton).
    - Support of the needs of vulnerable users, pedestrians, and people who cycle through reduction of the dominance of motor traffic in the area.
    - Enhanced quality of the public realm to encourage everyone to enjoy the outdoor environment.

Community and stakeholder engagement

29. Early work commenced on the project which included engagement with St John and St James Church of England Primary School, Edmonton Temple,

Joyce and Snell's estate regeneration project team, GLA, Transport for London, bus operators, emergency services, waste collection, Enfield's housing department, and Enfield's parks department. The Council collaborated closely with these key stakeholders and involved them in the development of the proposals for this project. This engagement started in March 2021 and continues to date on a frequent basis.

30. In particular, St John and St James Church of England Primary School have expressed their support to the proposals for this project. Since September 2021, the School have been working towards a STARS[12] (Sustainable Travel: Active, Responsible, Safe) accreditation, therefore demonstrating their commitment to active and sustainable travel. The Council will continue engagement with the School post implementation of the project through the STARS programme to establish active travel as a normal transport choice for future generations.

31. The ongoing dialogue with the key stakeholders has influenced the proposals and led to changes introduced to the design. For instance, the London Fire Brigade, the Metropolitan Police Services, and the London Ambulance Service have been continuously engaged in discussion throughout the development of the proposals for this project to ensure that the project will not impede their ability to carry out their services and responsibilities. This has led to the proposed School Street being designed to maintain a key access route to the area for emergency services via an enforcement camera, which allows emergency vehicles through unhindered. Engagement and discussion with the emergency services will continue post implementation of this project to ensure that there will be no significant impacts on their travel time.

32. Project briefings were provided at milestone dates to the Upper Edmonton ward Councillors, the Cabinet Member for Environment, and the Member of Parliament representing Edmonton.

33. Engagement activities with the children attending St John and St James Church of England Primary School regarding the project included:
    - A hands-up survey with the school in June 2021 to determine current modes of travel for the school staff and pupils
    - A drawing workshop on 8th July 2021 attended by approximately 100 Years 5 and 6 students, which included a presentation of the project and a homework task for students to draw and describe their journey to school as well as draw ideas for what Grove Street could turn into if there were no cars passing through it
    - A Play Street event on Grove Street on 23rd July 2021 attended by approximately 300 students from reception up to Year 6, where school students got involved with several interactive exercises and activities, including developing ideas with the design team for the street outside the school and exploring how Grove Street might feel without cars
    - A school assembly on 10th February 2022 attended by approximately 400 students from Years 1 to 6, which involved a presentation about how the input of the students influenced the design process

[12] https://stars.tfl.gov.uk/

- A school assembly and homework writing and drawing task on 27th April 2022 attended by approximately 400 students from Years 1 to 6, which involved an update of the project and a homework task for the whole school
- A model-making and planting workshop on 27th April 2022 attended by approximately 48 students for Year 4

34. Communications and engagement activities with the wider community regarding the project included:
    - Launch of Let's Talk project page in May 2021, hosting information on the project, frequently asked questions (FAQs), key dates for the project, documents, a space for community members to ask questions and get answers, information on the consultation, the electronic consultation survey, notices of the traffic orders, and project updates posted to the page
    - On-street consultation on all the GGF projects that took place on 23rd and 24th May 2021
    - A letter informing residents, businesses, and other organisations of a Play Street event and a community drop-in session on Grove Street, delivered in July 2021
    - A community drop-in session during the Play Street event on Grove Street on 23rd July 2021 where people helped shape the development of the proposals for the project
    - A letter delivered in August 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
    - Two community drop-in sessions that took place in August and September 2021 at Fore Street Library to share and discuss the proposed concept, welcome suggestions for the design of the project, provide an overview of next steps, and answer any questions
    - An online public webinar delivered in September 2021, recorded, and uploaded on the Let's Talk project page
    - A letter inviting residents, businesses, and other organisations to participate in the consultation and providing details of how to do so, delivered in February 2022
    - A discussion session about the proposals on 10th February 2022 with the School parents, carers, and teachers after the school assembly and a collection of consultation responses
    - Social media activity through Facebook and Twitter to communicate the project information and the consultation to the wider community of Enfield in August 2021, September 2021, February 2022, and March 2022
    - A story on the Clean Air Route included in the February 2022 Cycle Enfield newsletter

35. A second-hand children's bike and scooter market at St James open space, next to St John and St James Primary School took place on 28th May. The market was commissioned by Enfield Council and delivered by Peddle My Wheels. To encourage and enable families from lower income households to access affordable bikes and scooters for their children, taking into account the

high proportion of children in poverty and the generally high level of deprivation in the Upper Edmonton ward, the prices were subsidised at 50%.

36. Notice of the draft permanent traffic orders was published in the London Gazette and Enfield Independent newspapers on 9 February 2022. Any person could make any representations relating to the proposed order or object to the making of the proposed order. The statutory consultation period started on 9 February 2022 and ended on 6 March 2022.

37. The Council received responses during the consultation as per the instructions written in the Notice of the draft permanent traffic orders, the relevant letter that was delivered in February 2022, and the website update on the Let's Talk Enfield site. This included making any objection or any representation in writing, quoting the reference TG52/1489 and stating the grounds on which it is made via any of the following means:
    - online via the consultation survey on the project page at http://letstalk.enfield.gov.uk/nmh-ati,
    - emailed to healthystreets@enfield.gov.uk, or
    - posted to ATTN Healthy Streets team, Enfield Council, Silver Street, Enfield, EN1 3XA.

38. Statutory consultees were sent notice of the traffic order and invited to provide an objection or representation. No formal responses were received.

39. Public consultation responses received during the statutory consultation period have been analysed by an external company and consolidated into a report which is at Appendix 2. An overview of the consultation report is discussed in Table 1.

Table 1: Overview of consultation report

Number of responses	There was a total of 10 responses to the statutory consultation. 5 responses were received via the online consultation. 3 responses were received via a paper copy of the consultation survey. In addition to this, 2 emails were received by the Council. Of the 10 responses, 7 are representations and 3 are objections.
Demographics	Respondents who responded via the online consultation survey were required to register with the Let's Talk Enfield site. This enables the Council to collect demographic information to better understand the people who are being engaged. Demographic information was also collected through the paper copy of the consultation survey. The survey does not require respondents to provide their full name and full address due to data handling and processing regulations. Therefore, there is no verification process on individual responses. Due to the low number of respondents and consequent little demographic information on their age, race, and gender, it is not possible to assess whether the engagement was

	representative of the project area. However, it should be noted that from the 8 responses that included demographic information: • 7 were from female respondents, • all 8 respondents were aged between 27 and 45, and • no respondents consider themselves to have a disability (although 2 respondents did not answer the relevant question). These numbers do not include the 2 emails received as demographic information was not available.
Location	Of the respondents, 8 (100%) live in Enfield, 5 respondents (63%) live within the wider project area, and 3 (37%) respondents live outside the area. These numbers do not include the 2 emails received as demographic information was not available.

40. Grounds for objections that were raised have been extracted from the consultation report, carefully considered, and responded to in Annex 3.

41. The supportive responses were primarily centred around the project creating a safer environment for children and improving air quality.

Safeguarding Implications

42. The Clean Air Route project will not cause any direct or indirect risks to children, young people and vulnerable adults

43. This project will improve safety on and around Grove Street N18 and St. John & St. James' Church of England Primary School. Concerns have been raised by the community through the engagement process that have highlighted poor quality public realm, petty crime, drug dealing and anti-social behaviour as issues. Through reducing the danger posed by motor vehicles, delivering targeted public realm improvements, improving lighting, and increasing passive surveillance, the project will help reduce safeguarding risks to vulnerable adults and children.

44. Officers and consultants were required to engage with St. John & St. James' Church of England Primary School as part of the project co-design process. However, this activity does not amount to a 'regulated activity' as defined by the Disclosure and Barring Service (DBS).

Public Health Implications

45. The Clean Air 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.

46. In the UK outdoor pollution is associated with an annual mortality of between 29,000 to 40,000 deaths and adverse health effects throughout the life-course

including from before birth[13]. Poor air quality causes the premature deaths of approximately 4,000 Londoners each year, and nationally air pollution costs the NHS up to £3.7 billion annually.

47. Air pollution emissions are a key contributor to climate change, and the largest emitter of PM2.5 (transport) is also a major contributor to emissions of CO2 and greenhouse gases. Improving air quality will therefore deliver critical climate co-benefits and support delivery of the net zero targets set by London local authorities, the GLA and national government.

48. 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.

49. 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.

50. 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.

51. 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.

52. 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.

Equalities Impact of the Proposal

53. An Equalities Impact Assessment (EqIA) was carried out following the method and process that is set out in the Equality Approach[14] document which is publicly available on the project page. The associated report is attached at Appendix 3. Protected characteristic data was collected during the consultation.

[13] Royal College of Paediatrics and Child Health (RCPCH) (2016). Every breath we take: the lifelong impact of air pollution. Report of a working party.
[14] https://letstalk.enfield.gov.uk/8640/widgets/24690/documents/23699

54. The consultation survey asked respondents to optionally submit demographic information so various representation levels could be assessed, including on protected characteristics as outlined in the Equality Act 2010.

55. Fewer than 10 people provided information on protected characteristics (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and socio-economic status), therefore it is not possible to assess whether the engagement was representative of the study area.

56. The Equality Impact Assessment does not consider that there are particular positive or negative impacts on groups with the following protected characteristics:
    - Gender reassignment
    - Marriage and civil partnership
    - Sexual orientation

57. The equality impact assessment indicates impacts on several characteristics both positive and negative.

58. Negative impacts are predominantly concerned with increases in journey times by bus or car for elderly individuals, people with disabilities, expectant mothers and mothers who have recently given birth, and 'Black and Black British' and 'Other Ethnic Groups' who are disproportionately likely to use public transport. These impacts will need to be assessed as part of the monitoring undertaken post implementation.

59. Further negative impacts relate to elderly and visually impaired pedestrians feeling confused or worried about collisions on shared use paths. Improvements have been included in the design of the active travel route that will be shared between cyclists, pedestrians, and users of other active travel modes to mitigate any potential conflicts or pinch points and improve accessibility.

60. Details on the actions that are to be taken to mitigate the negative impacts are provided in Appendix 3.

61. The positive effects are largely based around groups who already use active travel or who are more likely to change their travel behaviour to more sustainable means of transport. The benefits also include improved safety and accessibility for vulnerable people, better access to public transport, and improved connectivity for multi-modal journeys.

62. Additional positive effects relate to children, younger individuals, and pregnant people benefitting from improved air quality and physical activity. 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 Considerations

63. Table 2 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 service delivery arrangements. Refuse vehicles will continue to be able to collect refuse from all residential properties, in some cases using different routes.
Measures to reduce carbon emissions	Positive 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 will enable: • Increased levels of active travel by making journeys safer and more appealing. • Reduced private vehicle trips by making alternatives equally attractive. In the shorter term, there may be some increase in carbon emissions on the surrounding primary road network.
Environmental management	Neutral The main impact will be in the implementation of the project and the resultant embedded carbon. Some recycled materials will be used, along with environmentally friendly planting. However, the main offset will be a forecast reduction in the use of private vehicles as noted above.
Climate change mitigation	Positive In the longer term, as part of a wider programme to encourage active and sustainable modes of travel, the project is expected to contribute

	towards reducing the negative environmental impacts of private motor vehicle use through reduced carbon emissions, lower rates of road traffic collisions and improved public realm. It should also be noted that the project area is now part of the Ultra Low Emission Zone (ULEZ) as of 25 October 2021. It has therefore been identified as a priority for the installation of electric vehicle charging infrastructure, which should further reduce localised emissions. 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.

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

64. A number of risks have been identified and are summarised in Table 3.

Table 3: Identified risks of not making the proposed decision

Risk	Risk Description
No improvement to the health and wellbeing of the children	Without the restriction of motor traffic outside the school gates, the air pollution levels will not decrease and road danger will remain. Also, the quality of the public realm will not be enhanced to encourage children to enjoy the outdoor environment.
Reduction in levels of active travel	The active travel network at the southeast of the Borough will remain sparse, limiting accessibility to the school as well as not enabling future links with North Middlesex University Hospital, Silver Street station, and Meridian Water. If the active travel network does not develop and expand, fewer cycle trips may be taken in the wider area. This could affect the remaining active travel corridors due to lack of connectivity and stall or reverse the active travel uptake trends.
Motor traffic volumes on the unclassified/ residential roads within	Without the provision of alternative sustainable transport modes and

the project area continue to increase	subject to historic trends of increasing motor vehicles on unclassified/ residential roads, traffic volumes are likely to continually increase. Motor traffic will continue to dominate the area limiting consideration of the needs of vulnerable users, pedestrians, and people who cycle.
Failure to provide a contribution to tackle the climate crisis	Risks associated with this include continued traffic volume increases on unclassified/ residential roads within the area, restricting the opportunity for mode shift to more sustainable transport options. Transportation emits 39% of the borough's emissions, making it one of the largest sources of emissions of all sectors.
Reputational damage with regards to action on the climate emergency	The public's confidence in Enfield Council's ability to deliver on its Climate Action Plan and Health and Wellbeing Strategy may be reduced.
Reputational damage with regards to delivering improvements in the Angel Edmonton area	The public's confidence in Enfield Council's ability to deliver on its Angel Edmonton Town Centre Action Plan may be reduced.
Reduced future external grant funding allocations for local transport schemes	As stipulated in the Department for Transport's (DfT's) Gear Change, the authorities' performance on active travel will influence the funding they receive for other forms of transport. The GGF grant funding provided by the GLA could be reduced, suspended, or need to be returned.

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

65. A number of risks have been identified and are summarised in Table 4.

Table 4: Identified risks of making the proposed decision

Risk	**Risk Description and Mitigation Action**
Active travel journeys do not increase	A key objective of this project is to enable a longer-term increase in walking & cycling levels. To achieve this, the Council need to continue to take a comprehensive approach to enabling a shift to sustainable travel. This will include the continued provision of cycle parking, cycle

	training, Dr Bikes along with continuing to grow the network of safe cycle routes through a combination of segregated cycling facilities and linking together a network of quiet roads where the volume of motor traffic is not hostile to walking & cycling.
Disruption during construction	Traffic management arrangements will be designed to minimise disruption for local residents and visitors to Edmonton Court and Edmonton Temple. Continuous discussions will be held with Enfield's street works team, TfL, and bus operators throughout the development of the traffic management plans. The works will be scheduled to take place within the school summer holidays.
Air quality outside the school gates does not improve	Nitrogen dioxide (NO2) and particulate matter (PM10 and PM2.5) are generally considered to be the main pollutants of concern and road transport contributes to a significant proportion of these pollutants. The volume and movement of traffic can directly impact air quality. Traffic volume outside the school gates is expected to significantly diminish following the introduction of the scheme. Air quality monitoring will be undertaken to be able to identify any significant changes.
Funds to implement the project are insufficient or cost escalates	Funding has been allocated to the project and the estimated implementation cost falls within the available budget.

Financial Implications

Capital Budget Impact

66. The estimated capital cost of implementation for the Clean Air Route capital scheme is approximately £332,532. Capital Code C201892 has been set up for this scheme.

67. Costs of £21,435 were incurred in 2021/22, which were financed by the GLA Good Growth Fund – an external capital grant.

68. It is expected that capital costs of £311,097 will be incurred during 2022/23 financial year. £249,565 of capital costs will be financed by the GLA Good

Growth Fund. A further £61,532 will be financed by Section 106 developer contributions that have been aligned to this project.

69. The GLA provide the funds via certified quarterly claims, ensuring that the Council benefits from prompt reimbursement of any expenditure. The total GLA capital grant that is aligned with this project is £271,000.

Revenue Budget Impact

70. Future maintenance costs from this scheme have already been included within existing highway revenue budgets.

Borrowing Impact

71. Not applicable.

Taxation

72. Not applicable.

Risks

73. No risk associated with this proposal.

Legal Implications

74. 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.

75. Section 122 of the Road Traffic Regulation Act (RTRA) 1984 places a duty on the Council to exercise its functions, so far as practicable having regard to certain specified matters, to secure, as far as reasonably practicable, the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. The specified matters that the Council must also have regard to are the desirability of securing and maintaining reasonable access to premises, the effect on the amenities of any locality affected, the national air quality strategy, the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles, and other relevant matters. In making a decision as to whether to implement the scheme and make the associated permanent traffic orders, regard needs to be had to this duty.

76. Section 6 of the RTRA enables the Council to make permanent traffic management orders.

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

78. A decision as to whether to implement the scheme and make the associated permanent traffic orders must also be consistent with the Council's network management duty under section 16 of the Traffic Management Act 2004 ("the 2004 Act"). That is, the duty "to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives (a) securing the expeditious movement of traffic on the authority's road network; and (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority".

79. Section 149 of the Equality Act 2010 requires the Council to pay due regard to public sector equality considerations in the exercise of its functions. Such due regard should be had when taking the decision as to whether to implement the scheme and make the associated permanent traffic orders.

80. The recommendations contained within the report are in accordance with the Council's powers and duties as the Highway Authority.

Workforce Implications

81. No direct workforce implications have been identified by this report.

82. If a requirement for additional resource is identified to support this project a separate proposal and supporting restructure report will need to be prepared in accordance with the Council's Principles for Managing Restructures. This will outline the resource required and the reporting structure.

Property Implications

83. There are no property implications arising from the works envisaged in this report.

Other Implications – Network Management

84. S122 of the Road Traffic Regulation Act 1984 requires the Council to exercise the powers provided by the Act, so far as reasonably practical, to secure the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). Section 16 of the Traffic Management Act 2004 also places a specific network management duty on local traffic and highway authorities:

"It is the duty of a local traffic authority or a strategic highways company ("the network management authority")] to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:

(a) securing the expeditious movement of traffic on the authority's road network; and

(b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority"

85. Guidance on this duty was originally published in 2004 and has been more recently updated in light of the coronavirus pandemic to place emphasis on active travel and reallocating road space for pedestrians and cyclists.

86. The guidance acknowledges that management of demand can play a role in helping meet the network management duty. In particular, paragraph 38 states:

"Government and local authorities have been looking at ways of reducing the demand so as to moderate or stem traffic growth even when the economy is growing. This has resulted in changes to land use plans, the establishment of school and workplace travel plans, and the promotion of tele-working amongst other things. More directly this has led to the desire to make cycling and walking safer and more attractive and the encouragement of public transport through ticketing schemes or better information, bus priority and quality initiatives, and congestion charging. These can all help to secure the more efficient use of the road network and successful measures can have an impact on its operation. They should not be seen as being in conflict with the principles of the duty and it is for the LTA to decide on the most appropriate approach for managing demand on their own network."[15]

87. Further network management guidance was published by the Secretary of State for Transport in July 2021 in response to the Coronavirus pandemic. This does not replace the original guidance published in 2004 but provides additional advice that needs to be taken into account and makes it clear that local authorities should continue to reallocate road space to people walking and cycling. In particular, it helps guide traffic authorities in how to meet the ambitions set out in the Department for Transport's vision for cycling and walking set out in 'Gear Change', published in July 2020. The 2021 guidance stresses the need for local authorities to *"continue to make significant changes to their road layouts to give more space to cyclists and pedestrians".* A range of measures are highlighted to maintain this 'green recovery', including:

"modal filters (also known as filtered permeability); closing roads to motor traffic, for example by using planters or large barriers. Often used in residential areas, when designed and delivered well, this can create low-traffic or traffic-free neighbourhoods, which have been shown to lead to a more pleasant environment that encourages people to walk and cycle, and improved safety"

88. From a network management perspective, some of the key points to note are:
    - Any potential increase in motor vehicles on the surrounding road network due to traffic reassignment is anticipated to be small, particularly as a proportion of motor traffic is reportedly using Grove Street as a cut-through route to bypass the section of Fore Street / High Road between Grove Street and Langhedge Lane.

15 https://webarchive.nationalarchives.gov.uk/ukgwa/+/http:/www.dft.gov.uk/pgr/roads/tpm/tmaportal/tmafeatures/tmapart2/tmafeaturespart2.pdf

- During construction, network disruption and access for local residents and visitors to Edmonton Court and Edmonton Temple will be kept to a minimum through the design of traffic management arrangements and continuous engagement with key stakeholders.

Options Considered

89. The alternative options summarised in Table 5 have been considered.

Table 5: 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. This option would also contradict the priorities of the Council to invest in the Angel Edmonton area to support growth.
Extend the closure of Grove Street westwards beyond the junction with Snells Park	While this option would provide the maximum benefits for active travel users by further reducing any motor traffic travelling between Grove Street and Snells Park and creating a better link to the active travel route link to Joyce Avenue, it would likely exceed the available budget and increase the removal of parking spaces.
Close a section of Grove Street on a part-time basis rather than full-time (i.e., pedestrian and cycle zone during start and end of the school day)	While this option would maintain motor vehicle movements through Grove Street throughout the majority of the day and reduce the removal of parking spaces, it would provide significantly less benefits for active travel users, result in minimal public realm gain, lead to reduced air quality improvement, and not align with the GGF bid criteria.
Utilise the existing footpath at the west side of St James Open Space for the active travel route part of the project that links Grove Street with Joyce Avenue	This route alignment would be longer, less direct, and less logical for active travel users to follow. To access this path from the proposed School Street on Grove Street, a new footway would need to be provided at St James Open Space behind the existing perpendicular parking bays of Grove Street, therefore reducing green space. As this path would need to be widened to a minimum of 3m, an

	existing tree would need to be removed or relocated. Alternatively, the path could be diverted to the east of the tree, but that would require additional land from the public green space and would introduce a blind spot on the approach to the tree in both directions. This option would also bear a higher implementation cost due to the need for a new footway.

Conclusions

90. This report and the associated annexes and appendices set out a wide range of information relevant to this project. The core aims of this project are to improve air quality and road safety outside the school gates, contribute towards a long-term increase in the levels of active travel, and make the public space more welcoming. Achieving such aims often requires reallocation of road space and measures to reduce motor traffic.

91. The project is supported by St John and St James Church of England Primary School, who have been heavily engaged throughout the development of the project and have provided valuable input that shaped the design.

92. Supportive representations and a small number of objections have been made on making these changes permanent. These have been considered by this report. Considering the policy context, the requirements of the climate action plan to enable more sustainable forms of travel, the longer-term public health benefits, and the strategic priorities of the Council to invest in the Angel Edmonton area, it is recommended that this project proceeds to implementation and that the relevant permanent traffic orders are made.

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Annexes
Annex 1 Plans of interventions
Annex 2 Project map
Annex 3 Responses to objections

Appendices
Appendix 1 Draft Traffic Orders TG52 / 1483
Appendix 2 Consultation analysis
Appendix 3 Equality Impact Assessment (EqIA)

Background Papers

None