

***Please note Part 2 report is now confidential appendix.***

## **London Borough of Enfield**

### **Portfolio Report**

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

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**Subject: Enfield Town to Broxbourne Walking & Cycling Route**

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

**Executive Director: Joanne Drew (Acting)**

**Ward: Town**

**Key Decision: KD 5424**

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### **Purpose of Report**

1. The purpose of this report is to agree the proposals for the Enfield Town to Broxbourne Walking and Cycling Route.

### **Proposal(s)**

2. That the on-carriageway part of 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 / 1486 which were advertised on 2<sup>nd</sup> February 2022 and are included at Appendix 1.
4. These recommendations should be considered in the knowledge that as a result of feedback from the community engagement and statutory consultation, amendments to the original designs are now proposed. These changes are:
  - The proposed layout at the junction of Tenniswood Road with Willow Road from a "Dutch-style" roundabout to a priority junction with a parallel zebra crossing at each of the northern and southern arms.
  - Minor adjustments to the proposed layout at the junction of Churchbury Lane with Parsonage Lane.
  - Reduction of the extents of the proposed waiting restrictions or reversion to the existing restrictions at the junctions of Churchbury Lane with Orchard Way, Graeme Road, Aldersbrook Avenue, and Tenniswood Road.

5. That delegated authority be given to the Director of Environment & Operational Services to make the necessary permanent traffic orders and implement the design amendments outlined above, after considering any feedback received from a further statutory consultation that will be carried out in relation to those amendments.
6. That delegated authority be given to the Director of Environment & Operational Services to enter into a legal agreement and agree to accept £ 2,689,848 of capital grant funding from National Highways. This funding will be used to deliver the on-carriageway elements, with the balance held in reserve subject to a further approval process for those elements of the route off-carriageway (along the New River). The on-carriageway elements standalone, bring walking and cycling improvements to the network.

### **Reason for Proposal(s)**

7. 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.
8. 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.
9. Enfield Town to Broxbourne Walking and Cycling 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.

### **Relevance to the Council's Plan**

10. 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. Working in partnership with the neighbouring borough of Broxbourne will improve connectivity with other nearby neighbourhoods and enhance Enfield's accessibility to those arriving from outside the borough boundaries.
11. Safe, healthy and confident communities – The project, and the underlying Enfield Healthy Streets Framework<sup>1</sup>, 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

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[https://governance.enfield.gov.uk/documents/s87876/Enfield%20Healthy%20Streets%20Cabinet%20Report%20-%20Final\\_020621.pdf](https://governance.enfield.gov.uk/documents/s87876/Enfield%20Healthy%20Streets%20Cabinet%20Report%20-%20Final_020621.pdf)

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. There is also good evidence to show that active lifestyles lead to improved health outcomes.

12. An economy that works for everyone – Wider investment in the walking & cycling network forms part of the Council's strategy to support our high streets and town centres by providing safe and convenient access to local shops and services. Improving active travel facilities will make a positive contribution to transport equity in Enfield. Walking and cycling are low-cost modes of transport that can improve access to education and employment centres and maximise opportunities for a greater share of the population. This project will provide more travel choices for the 32.5% of Enfield households who have no access to a car and an alternative travel choice for the remaining households that do. This project will support the creation and sustenance of accessible and vibrant town centres, enabling future wider town centre public realm enhancements and other place making opportunities.
13. Climate action – Increasing the density of the cycle network and enabling trips to be made by active and sustainable modes is unequivocally linked with the Council's cross-cutting theme of Climate Action and its commitment to create a carbon neutral borough by 2040. This project will create high-quality active travel infrastructure which can encourage everyone to enjoy active travel, contribute to an increase in active mode share, and reduce the dependency on private vehicles.

## **Background**

14. The Enfield Town to Broxbourne Walking and Cycling Route is funded by National Highways (formerly known as Highways England) through the Cycling, Safety and Integration (CSI) part of the Designated Funds programme<sup>2</sup>.
15. The Cycling, Safety and Integration (CSI) fund plan has the purpose of addressing the barriers that road can sometimes create, help expand people's travel choices, and make everyday journeys as easy as possible.
16. The fund has a set of criteria that schemes must meet. These include demonstrating that the scheme is deemed beyond 'Business as usual' and adds value to other schemes, that any land outside the National Highways (NH) estate can be secured by agreement and that the overall scheme represents value for money.
17. The Enfield Town to Broxbourne Walking and Cycling Route is also delivered in the context of local, regional, and national policies and strategies that seek to respond to the climate emergency, reduce traffic congestion and increase levels of physical activity, and post-pandemic, to enable a green recovery.

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<sup>2</sup> <https://nationalhighways.co.uk/designated-funds/>

18. 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<sup>3</sup>. 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<sup>4</sup>.
19. Across London, the 2018 Mayor's Transport Strategy (MTS)<sup>5</sup> 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.
20. The 2019 Enfield Transport Plan<sup>6</sup> sets out how the council will deliver the MTS locally. A key objective of the Enfield Transport Plan is the delivery of measures that encourage more walking and cycling. The Council's emerging Health and Wellbeing Strategy aims to reduce health inequalities and prioritises enabling active lifestyles. Creating an environment in which people feel comfortable walking and cycling for everyday journeys will help more people to be physically active.
21. 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 MTS, Enfield Council Plan, Enfield Transport Plan, and Enfield Joint Health and Wellbeing Strategy<sup>7</sup>.
22. The Enfield Town to Broxbourne Walking and Cycling Route project forms part of the Enfield Healthy Streets programme. As set out in the Project Rationale document<sup>8</sup> 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 MTS. Therefore, it is critical that immediate action is taken to develop infrastructure that will enable long term societal change.

## **Main Considerations for the Council**

23. The proposed Enfield Town to Broxbourne Walking and Cycling Route (within the borders of Enfield) runs from the southern side of the M25 junction with the A10 (Junction 25) initially south along the New River and eventually on

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<sup>3</sup> <https://www.gov.uk/government/publications/net-zero-strategy>

<sup>4</sup>

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

<sup>5</sup> <https://tfl.gov.uk/corporate/about-tfl/the-mayors-transport-strategy>

<sup>6</sup> <https://new.enfield.gov.uk/services/roads-and-transport/enfield-transport-plan-2019-2041-roads.pdf>

<sup>7</sup> <https://new.enfield.gov.uk/healthandwellbeing/wp-content/uploads/2020/04/LBE-JHWBS-FINAL-V5.0.pdf>

<sup>8</sup> <https://letstalk.enfield.gov.uk/3191/widgets/10554/documents/24054>

the local highway network towards Enfield Town. The proposed route ends on St Andrew's Road, therefore connecting to Enfield Town Station.

24. Broxbourne Borough Council are also in the process of implementing a similar project. Both Councils are working together to enable a continuous walking and cycling route between the two boroughs.

25. The route consists of an on-carriageway route and an off-carriageway route along the New River.

- The on-carriageway route, with which this report is concerned, is made up of approximately 1.8km of proposals to enhance facilities for active travel users. Improvements are being proposed in a range of measures including traffic calming, new pedestrian crossings and revised junction layouts providing the route with safety features for all road users.
- The off-carriageway route, which will be covered in a future report, is 2.9km long and consists of a proposed shared-use track going along the banks of the New River. It eventually connects to the M25 and is the beginning of the walking and cycling route that is currently being developed by Broxbourne Borough Council.

26. The on-carriageway section consists of a number of interventions to support people walking and cycling. These consist of:

- New parallel zebra crossings
- Footway and carriageway resurfacing
- Replacement of mini roundabouts with priority junctions
- Traffic calming features (speed tables and humps)
- 20mph zone
- Replacement of roundabout with priority junction and improved urban realm
- Speed reducing chicane and road narrowing

27. A number of issues and problems have been identified, which this project seeks to address, including:

- Poor active travel connectivity between the boroughs of Enfield and Broxbourne due to the severance caused by the M25
- Limited active travel infrastructure south of the M25 J25 and across the borough of Enfield
- Poor quality of parts of the existing path along the New River, making it inaccessible to some users
- Limited safe crossing points along the route

28. Building on the issues and problems described above, the following objectives have been set for this project:

- Deliver a key active travel link which will provide increased access for residents of Broxbourne and Enfield
- Contribute towards a long-term increase in the levels of active travel by expanding the wider borough network

- Improve junctions and crossings to enable more people to walk and cycle safely
- Enable the community to make greater use of the New River

29. The proposals are expected to support the above objectives and bring about the following benefits:

- Provision of a continuous active travel route that will connect the two boroughs
- Improvement of the safety of junctions and crossing points
- Better accessibility and safety of the route along the New River
- Expansion of the current active travel network

30. The Enfield Town to Broxbourne Walking and Cycling Route project will connect to other projects of the Enfield Healthy Streets programme, including Enfield Town Liveable Neighbourhood and Enfield Town to Ponders End Walking and Cycling Route.

31. The project will also start to create a key strategic corridor around which a number of future active travel routes can be introduced. For example, an east / west link can be created by continuing the route from the New River at the point where it meets with Tenniswood Road, through Ladysmith Road, across the A10, and linking up with the previously delivered A1010 North project (Cycleway 1).

32. Early works that were not tied to progressing the wider scheme and included footway and carriageway resurfacing along St Andrew's Road and Churchbury Lane were taken forward in early 2022 to deliver upon some of the above-mentioned objectives and benefits.

### *Community and stakeholder engagement*

33. In February 2020, two stakeholder workshops were delivered to bring together local community representatives to inform early designs for the Enfield Town to Broxbourne Walking and Cycling Route. The purpose of the engagement programme was to:

- understand local insights and considerations from key stakeholders and community representatives,
- understand stakeholders' views on the proposed route alignment and alternatives, and
- gather ideas from stakeholders on the look and feel of the route.

34. Effort was made to ensure there was a diversity of experiences and views in attendance therefore, several stakeholder groups including environmental groups, residents' associations, cycling groups, disability groups and schools were invited to attend a workshop.

35. The engagement was targeted at particular stakeholder groups that represent a variety of community and interest groups relevant to the project. A total of 14 people attended a workshop across the two dates. The following stakeholder groups attended one of the workshops:

- Lee Valley Regional Park Authority
- The Enfield Society
- National Federation of the Blind UK (NFB UK)
- Enfield Town Residents' Association (ETRA)
- Willow Road Residents' Association
- Federation of Enfield Residents and Allied Associations (FERAA)
- Enfield Cycling Campaign
- Capel Manor College
- Better Streets for Enfield
- Age UK Enfield
- Tenant Resident/Interested Lessees
- Chase and Town Ward Councillors

In addition, there were members of the project team present at each workshop, including the Enfield Council Healthy Streets team and designers of the route.

36. A range of issues and ideas were raised during the two stakeholder workshops. These included safety, materials, the natural environment, crossing points, heritage of the New River, accessibility and the overall user experience of the walking and cycling path. These comments were considered during the design stage of the scheme. A stakeholder workshop summary report has been produced and can be found on the project page<sup>9</sup>.
37. The Council collaborated closely with other key stakeholders and involved them in the development of the proposals for this project. These stakeholders included Thames Water, National Highways, Broxbourne Borough Council, emergency services, Transport for London, and a number of Enfield Council's departments. This engagement started in early 2020 and continues to date on a frequent basis.
38. Project briefings were provided at milestone dates to the relevant Ward Councillors and the Cabinet Member for Environment. In addition, a site visit took place between Town Ward Cllrs and Officers on 19<sup>th</sup> January 2022. During the visit, questions were raised about the alignment of the on-carriageway route. Officers clarified that as part of building a connected series of active travel routes, the Council is aiming to connect as many schools and town centres as possible into the network and that the route selected helped to achieve this. Ward Cllrs identified a number of other routes that could also be taken through residential areas utilising a number of passageways. Officers committed to reviewing these to identify any improvements to these for both walking and cycling (resurfacing, updated bollards, signing) that can be delivered as part of the project. Ward Cllrs also raised concerns about the alignment of the route along the New River. These off-carriageway elements will be subject to a separate report.
39. Communications and engagement activities with the wider community regarding the project included:

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<sup>9</sup> <https://letstalk.enfield.gov.uk/3191/widgets/10554/documents/10447>

- Launch of Let's Talk project page in January 2020, hosting information on the project, frequently asked questions (FAQs), key dates for the project, documents, information on the consultation, the electronic consultation survey, notices of the traffic orders, and project updates posted to the page
- Project update in February 2020 regarding the stakeholder workshops and inclusion of project information in the Future Walking and Cycling Routes section of the Cycle Enfield website
- A letter delivered in November 2021 to residents, businesses, and other organisations within the local area introducing the plans, informing them of the project page, and inviting them to the community engagement drop-in sessions and an online public webinar
- Two community drop-in sessions that took place in December 2021 at Enfield Town Library to share and discuss the proposed plans, explain the rationale, provide an overview of next steps, and answer any questions
- An online public webinar delivered in December 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
- Social media activity through Facebook and Twitter to communicate the drop-in sessions, online webinar, and consultation to the wider community of Enfield in November 2021, December 2021, and February 2022
- A story on the Enfield Town to Broxbourne Walking & Cycling Route included in the February 2022 Cycle Enfield newsletter

40. Notice of the draft permanent traffic orders (for the on-carriageway section of the route only – from St Andrew's Road/Southbury Road to Tenniswood Road where it meets the New River path) was published in the London Gazette and Enfield Independent newspapers on 2 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 2 February 2022 and ended on 23 February 2022.

41. The Council received responses during the consultation period in accordance with 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 required any person making any objection or any representation in writing, to quote the reference TG52/1486 and state the grounds on which such representation or objections was made via any of the following means:

- online via the consultation survey on the project page at <http://letstalk.enfield.gov.uk/enfieldtowntobroxbourne>,
- emailed to [healthystreets@enfield.gov.uk](mailto:healthystreets@enfield.gov.uk), or
- posted to Healthy Streets team, Enfield Council, Silver Street, Enfield, EN1 3XA.



42. Statutory consultees were sent notice of the traffic order and invited to provide an objection or representation. No formal responses were received.
43. 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*

<p>Number of responses</p>	<p>There was a total of 101 responses to the statutory consultation. 38 responses were received via the online consultation. In addition to this, 63 emails were received by the Council (this includes letters sent as attachments within an email).</p> <p>Of the 101 responses, 35 are representations and 66 are objections.</p>
<p>Demographics</p>	<p>People who responded via the online consultation survey were required to register with the Let's Talk Enfield site and answer demographic questions. This enables the Council to collect demographic information to better understand the people who are being engaged.</p> <p>Of the respondents to the relevant question, 1 (4%) person stated that they had a long-term health problem/disability and 3 (13%) responded with "preferred not to say". There were no respondents that are Blue Badge holders or receive care assistance. The percentage of 4% is significantly lower than the proportion for the Borough of Enfield, which according to the Enfield Council Ward Profile 2021 is 15.4%, therefore suggesting that people with disabilities were under-represented.</p> <p>From those who responded to the question about their gender, 11 (50%) were males and 10 (46%) were females. These percentages are largely in line with the proportion for the Town ward and the Borough of Enfield as a whole as shown in Figure 1, therefore suggesting an adequate representation. All respondents identified as 'heterosexual/straight', and none identified as transgender.</p>

	<p style="text-align: center;"><b>Proportion of people by gender</b></p> <table border="1"> <thead> <tr> <th>Group</th> <th>Male (%)</th> <th>Female (%)</th> </tr> </thead> <tbody> <tr> <td>Respondents to the engagement survey</td> <td>50.0%</td> <td>46.0%</td> </tr> <tr> <td>Borough of Enfield</td> <td>49.1%</td> <td>50.9%</td> </tr> <tr> <td>Town ward</td> <td>49.0%</td> <td>51.0%</td> </tr> </tbody> </table> <p><i>Figure 1: Proportion of people by gender</i></p> <p>A larger than the Borough percentage of respondents were from White ethnic groups. Specifically, 19 (82.5%) of respondents stated that they belong to a White UK, Irish, Traveller, or Other White ethnic group against a Borough figure of 61%. This suggests that White ethnic groups were over-represented. No responses were received from people from Asian or Black ethnic groups.</p> <p>The proportion of responses per age bracket for those who answered the relevant question revealed that younger age groups were under-represented, with 1 (4%) respondent having an age up to 35 years old against the Enfield Borough percentage of 47.4%. It should be noted that the Town ward has fewer residents under the age of 35 than the Borough average. Conversely, age groups over the age of 55 were over-represented with 11 (46%) respondents against a Borough percentage of 24.7%, a percentage which is even higher in the Town ward.</p> <p>All the above numbers do not include the 63 emails received as demographic information was not available. Further analysis of demographic information is included at Appendix 2.</p>	Group	Male (%)	Female (%)	Respondents to the engagement survey	50.0%	46.0%	Borough of Enfield	49.1%	50.9%	Town ward	49.0%	51.0%
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<p><b>Location</b></p>	<p>Of the respondents, 37 (97%) live in Enfield and 30 respondents (79%) live within the wider project area. There were a further 7 (18%) respondents from people living outside the area, and the rest did not provide the relevant information.</p> <p>These numbers do not include the emails received as information about the location of these respondents was not available.</p>												

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

45. The prime area of concerns identified from the analysis of the consultation responses is around the perception that the proposals will reduce on-street parking spaces and create congestion, that there is a better route alignment, and that the project is a waste of money.
46. The supportive responses were primarily centred around improvements to road safety, pedestrian safety, and accessibility, and included a number of suggestions for further interventions.
47. The feedback received during the community engagement activities and the responses collected through the statutory consultation led to proposed amendments in the original designs. These amendments consist of:
- Change of the proposed layout at the junction of Tenniswood Road with Willow Road from a “Dutch-style” roundabout to a priority junction. This will include a zebra crossing for pedestrians and people who cycle at each of the northern and southern arms, and an increase in greening interventions.
  - Minor adjustments to the proposed layout at the junction of Churchbury Lane with Parsonage Lane.
  - Reduction of the extents of the proposed waiting restrictions or reversion to the existing restrictions at the junctions of Churchbury Lane with Orchard Way, Graeme Road, Aldersbrook Avenue, and Tenniswood Road to minimise any impact on on-street parking.

### **Safeguarding Implications**

48. None identified.

### **Public Health Implications**

49. The Enfield Town to Broxbourne Walking and Cycling route project as outlined in this report can help make transport in the area more health-promoting by increasing physical activity through encouraging walking and/or cycling as a normal, everyday transport mode.
50. 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.
51. The health benefits of walking and cycling extend as far as improved sleep quality and reduced of all-cause mortality, as described in a 2022 report<sup>10</sup> by the World Health Organisation which draws on the latest evidence from scientific research.

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<sup>10</sup> Walking and cycling: latest evidence to support policy-making and practice. Copenhagen: WHO Regional Office for Europe; 2022

52. 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.
53. 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.
54. 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.
55. Climate change been named as one of greatest threat to human health in the 21<sup>st</sup> 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**

56. An Equalities Impact Assessment (EqIA) was carried out following the method and process that is set out in the Equality Approach<sup>11</sup> 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.
57. 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.
58. The EqIA 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
59. The EqIA indicates impacts on several characteristics both positive and negative.
60. Negative impacts are predominantly concerned with removal of isolated on-street parking spaces affecting ethnic groups with high car usage, such as 'Gypsy or Irish Travellers' and 'Mixed or multiple ethnic groups', and people who are not able to walk longer distances between their car and their

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<sup>11</sup> <https://letstalk.enfield.gov.uk/3191/widgets/10554/documents/24058>

destination due to age-related mobility impairments or disabilities. The proposed removal of parking spaces has been kept to the minimum required to support the introduction of waiting restrictions at junctions or where new safety measures are proposed.

61. Details on the actions that are to be taken to mitigate the negative impacts are provided in Appendix 3.
62. The positive effects are predominantly concerned with introduction of traffic calming features, 20mph zone, and new or improved crossing points largely benefitting 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.
63. Additional positive effects relate to children, younger individuals, and pregnant people benefitting from improved road safety, increased physical activity, and better active travel links to adjoining schools. Other benefits include reducing the barriers to cycling faced by females, promoting transport equity, and helping people on low incomes to access local services, education, training and employment.

### **Environmental and Climate Change Considerations**

64. Table 2 provides an overview of environmental and climate change considerations.

*Table 2: Overview of Environmental and Climate Change Considerations*

<b>Consideration</b>	<b>Impact of Proposals</b>
Energy consumption	<p>Neutral</p> <p>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.</p>
Measures to reduce carbon emissions	<p>Positive</p> <p>Transport generates a significant amount of greenhouse gas emissions (39% of borough-wide emissions as per the Enfield Climate Action Plan 2020). The primary contributor of these emissions is on-road transport from cars. The project will enable:</p> <ul style="list-style-type: none"> <li>• Increased levels of active travel by making journeys safer and more appealing.</li> <li>• Reduced private vehicle trips by</li> </ul>

	<p>making alternatives equally attractive.</p> <p>In the shorter term, there may be some increase in carbon emissions on the surrounding primary road network.</p>
Environmental management	<p>Neutral</p> <p>The main impact will be in the implementation of the project and the resultant embedded carbon. Some recycled materials will be used, along with environmentally friendly planting.</p> <p>However, the main offset will be a forecast reduction in the use of private vehicles as noted above.</p>
Climate change mitigation	<p>Positive</p> <p>In the longer term, as part of a wider programme to encourage active and sustainable modes of travel, the project is expected to contribute towards reducing the negative environmental impacts of private motor vehicle use through reduced carbon emissions, lower rates of road traffic collisions and improved public realm.</p> <p>There will be no long-term contracts entered into as part of this project that would introduce environmental risks and require mitigation measures to counteract any negative impacts on future climate change.</p>

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

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

*Table 3: Identified risks of not making the proposed decision*

<b>Risk</b>	<b>Risk Description</b>
Reduction in levels of active travel	<p>The gap of inter-borough walking and cycling infrastructure from the vicinity of Enfield Town to the boundary of Broxbourne will remain.</p> <p>If the active travel network does not develop and expand, fewer cycle trips</p>

	<p>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.</p>
<p>Motor traffic volumes on the unclassified/ residential roads within the project area continue to increase</p>	<p>Without the provision of alternative sustainable transport modes and 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.</p>
<p>Failure to provide a contribution to climate crisis</p>	<p>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.</p> <p>The Environment Act 1995 places statutory requirements on local authorities with respect to Local Air Quality Management, and the entirety of Enfield has been designated an Air Quality Management Area (AQMA) relating to the high levels of nitrogen dioxide (NO2) and particulate matter (PM10) in parts of the Borough. The Act requires that local authorities meet specific reduction requirements for defined pollutants, which can be achieved by a number of initiatives including promotion of sustainable means of transport.</p>
<p>Increased strain on the strategic road network</p>	<p>The Enfield Town to Broxbourne Walking and Cycling Route runs through the Enfield Town centre. As development is planned to grow and the number of jobs within the town are predicted to rapidly increase over the next decade, there will be dramatically increased strain on the strategic road network if current mode shares remain.</p> <p>An insufficient provision of public</p>

	transport alternatives for journeys into and around Enfield Town centre and a lack of dedicated walking and cycling infrastructure, will result in more journeys to work in Enfield being completed by car compared to the London average.
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.
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 Designated Funds grant provided by National Highways 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**

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

*Table 4: Identified risks of making the proposed decision*

<b>Risk</b>	<b>Risk Description and Mitigation Action</b>
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 needs 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. Continuous discussions will be held with Enfield's street works team, TfL, and other relevant stakeholders throughout the



	development of the traffic management plans. However, some inconvenience might be inevitable to complete the works as quickly as possible and ensure the safety of the site operatives.
Approval to implement the on-carriageway section granted but off-carriageway section not delivered	<p>The off-carriageway section of the Enfield Town to Broxbourne Walking and Cycling Route is planned to be delivered at a later stage and might not obtain planning permission or approval for implementation.</p> <p>However, the on-carriageway section of the route would still provide connections to Enfield Town and the schools along the route, as well as a potential future link to Cycleway 1.</p>
New traffic calming measures may result in traffic re-routing onto surrounding residential streets	Effective traffic calming measures may lead to motorists using alternative surrounding residential streets. The percentage of motor vehicles rerouting through surrounding streets is likely to be small, especially as the current traffic volume on the streets where traffic calming is proposed is relatively low.

## Financial Implications

### Capital Budget Impact

67. The estimated capital cost of the scheme (both the on-carriageway section that is covered by this report and the off-carriageway section that will be covered by a future report) is approximately £3.140m. The scheme is entirely grant funded by National Highways, therefore there will be a neutral impact on borrowing.
68. Of the total amount a grant of £453k was accrued in 2021/22 on the basis that the full £3.140m will be received in 2022/23 and 2023/24.
69. Due to delays by external factors outside of the Council's control, phasing of the scheme has been revised resulting in requirement for approval of remaining grant funding of £2.687m covering 2022/23 and 2023/24.
70. The grant agreement has been updated to reflect the updated scheme costs and phasing and has to be approved by Council's Legal services and National Highways before remaining funding can be released. This will be completed once approval is given.
71. The following table summarises the position:

<b>C203126 approved to spend (£s)</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>	<b>Total</b>
Budget	453,356	2,272,000	0	2,725,356
Spent - ledger for information	453,356	160,926	0	614,282
Forecast Q1	453,356	2,272,000		2,725,356
<b>ADDITION REQUIRED</b> - fully funded by external grant			414,492	414,492
<b>Total estimated expenditure</b>	<b>453,356</b>	<b>2,272,000</b>	<b>414,492</b>	<b>3,139,848</b>
<b>Grant - National Highways</b>	<b>-453,356</b>	<b>-2,272,000</b>	<b>-414,492</b>	<b>-3,139,848</b>
<b>Status</b>	<b>Approved</b>	<b>To be confirmed</b>	<b>To be confirmed</b>	

### Revenue Budget Impact

72. Future maintenance costs from this scheme have already been included within existing highway revenue budgets and there are no additional revenue costs.

### Borrowing Impact

73. Entirely grant funded therefore no impact on borrowing.

### Taxation

74. VAT recoverable as normal.

### Risks

75. If the revised grant agreement is not approved, it will result in remaining costs being funded from borrowing or the scheme being re-scoped to minimise impact on the Council.

76. Mitigations are expedition of approval process to ensure revised costs and phasing are approved by National Highways to ensure no impact on the Council's borrowing position.

77. Failure to complete scheme within deadlines and grant constraints could result in repayment of grant in part or full resulting in additional borrowing exposure for the Council.

78. Mitigations are continuous monitoring by the Council's Project Manager including through quarterly capital monitoring to Cabinet.

## Legal Implications

79. 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.
80. 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 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 any other matters the Council considers to be relevant. 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.
81. Section 6 of the RTRA enables the Council to make permanent traffic management orders.
82. The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended) prescribe the procedure to be followed in making these types of orders.
83. 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".
84. 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.
85. The recommendations contained within this report are in accordance with the above-mentioned legislation and the duties of the Council as the Highway Authority.
86. The grant funding agreement with National Highways must be in a form approved by Legal Services on behalf of the Director of Law and Governance. The Council must be mindful of the conditions attached to such grant funding to avoid putting itself in breach of the agreement. Due to the value of the agreement, it will need to be sealed by Legal Services.

87. When utilising the funding in progressing the scheme, Council officers must comply with the Council's Contract Procedure Rules and Public Contracts Regulations 2015 (where applicable – and any updated procurement legislation) when procuring goods, works and services.

### **Workforce Implications**

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

89. 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**

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

### **Other Implications – Network Management**

91. 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"*

92. 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.

93. The Traffic Management Act 2004 Network Management Duty 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.”<sup>12</sup>*

94. 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*
- *changes to junction design to accommodate more cyclists, as set out in LTN 1/20 – for example, low-level cycle signals, new forms of signal control such as ‘hold the left turn’ and two-stage turns”*

95. 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 the only proposed intervention that would affect motor vehicle movements is the no left turn at the junction of Parsonage Lane with Churchbury Lane.
- During construction, network disruption and access for local residents, businesses, and visitors will be kept to a minimum through the design of traffic management arrangements and continuous engagement with key stakeholders.

## **Options Considered**

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

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<sup>12</sup>

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

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.
Deliver the on-carriageway and off-carriageway sections of the project at the same time	<p>Since the off-carriageway section of the project is subject to planning permission, seeking approval for both sections of the route at the same time would delay the progression of the on-carriageway section and therefore negate the opportunity to deliver the benefits mentioned in this report at an earlier stage.</p> <p>In addition, while the delivery of the off-carriageway section of the scheme will build upon the benefits of the on-carriageway section, the on-carriageway section of the route by itself will still deliver benefits by providing connections to Enfield Town and the schools along the route, as well as a potential future link to Cycleway 1.</p>
Select an alternative route alignment, for instance through Willow Road or through the footpath that links to the New River via Connaught Avenue and Carnarvon Avenue	<p>The existing peak hour two-way motor vehicle flows on Willow Road exceed the maximum upper limit recommended by TfL's New Cycle Route Quality Criteria<sup>13</sup> for streets where it is acceptable for cycles to mix with general traffic. Therefore, a route alignment through Willow Road would require segregated cycling infrastructure, which would impact on-street parking, increase the cost of implementation, and reduce the deliverability of the project. Furthermore, such an alignment would not provide connection to the schools along Churchbury Road.</p> <p>The footpath that links Churchbury Close to New River does not provide sufficient width for shared use between pedestrians and people who</p>

<sup>13</sup> <https://tfl.gov.uk/corporate/publications-and-reports/cycling>

	cycle. Moreover, such an alignment would lead to restrictions for the future off-carriageway section as there is not enough space for a pathway at some points along the section of the New River south of Tenniswood Road.
Implement segregated cycling infrastructure along St Andrew's Road, Churchbury Lane, and Tenniswood Road instead of mixing cyclists with general traffic	The existing peak hour two-way motor vehicle flows on St Andrew's Road, Churchbury Lane, and Tenniswood Road are below the maximum upper limit recommended by TfL's New Cycle Route Quality Criteria for streets where it is acceptable for cycles to mix with general traffic. Therefore, all of the above-mentioned roads have a suitable level of motor vehicle traffic flow for cyclists to mix with general traffic and segregated cycling infrastructure is not required.

## Conclusions

97. 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 walking and cycling facilities from Enfield Town to the New River. This will contribute towards a long-term increase in the levels of active travel and achieving such aims often requires measures to reduce motor traffic flow and speeds.

98. The project is supported by National Highways with a significant investment of funds towards its delivery. It is essential that links such as this one are implemented in order to build a strategic active travel network. A coherent, safe, and accessible network of walking and cycling routes needs to be created in order to enable greater levels of mode shift. The alignment of the route considers local schools, areas of key employment and the town centre.

99. A number of objections and supportive representations have been made on making these changes permanent. These have been considered by this report and changes have been proposed as a result of feedback received. Considering the policy context, the requirements of the climate action plan to enable more sustainable forms of travel, and the longer-term public health benefits, it is recommended that the on-carriageway elements of this project, which in isolation deliver several benefits, proceed to implementation and that the relevant permanent traffic orders are made.

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**Annexes**

Annex 1 Plans of interventions

Annex 2 Project maps & public-friendly design drawings

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