



Andy Ellis
Governance & Scrutiny Officer
Direct: 020 8132 1111

e-mail: andy.ellis@enfield.gov.uk

OVERVIEW & SCRUTINY COMMITTEE

Thursday, 25th March, 2021 at 6.00 pm
This will be a virtual meeting

Please click [Here](#) to view the meeting or copy and paste the link below into your web browser

<https://bit.ly/3toabR4>

Membership:

Councillors : Susan Erbil (Chair), Achilleas Georgiou, Edward Smith, Lee David-Sanders, Hass Yusuf, Birsen Demirel, Elif Erbil and Margaret Greer (Vice Chair)

Education Statutory Co-optees: 1 vacancy (Church of England diocese representative), Simon Goulden (other faiths / denominations representative), Tony Murphy (Catholic diocese representative), Alicia Meniru & 1 vacancy (Parent Governor representative)

Enfield Youth Parliament Co-optees (2)
Support Officer – Claire Johnson (Governance & Scrutiny Manager)
Andy Ellis (Governance & Scrutiny Officer)

AGENDA – PART 1

- 1. WELCOME & APOLOGIES**
- 2. DECLARATIONS OF INTEREST**

Members of the Council are invited to identify any disclosable pecuniary, other pecuniary or non-pecuniary interests relevant to the items on the agenda.

3. MINUTES OF THE PREVIOUS MEETING (Pages 1 - 12)

To agree the minutes of the meeting of this Committee held on the 17 February 2021.

4. CALL IN: FARM ROAD YELLOW LINES AND BUS ROUTE 456 (Pages 13 - 58)

To review the portfolio decision taken on 2 March 2021 as a result of the matter having been Called-in.

The response to Call in reasons is not attached to the agenda and will be circulated "to follow".

5. DATES OF FUTURE MEETINGS

To note the dates of future meetings as follows:

Business Meetings
Thursday 1 April 2021

Provisional Call-in Meetings
Tuesday 27 April 2021

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**MINUTES OF THE MEETING OF THE OVERVIEW & SCRUTINY COMMITTEE
HELD ON WEDNESDAY, 17 FEBRUARY 2021****COUNCILLORS**

PRESENT (Chair) Susan Erbil, Achilleas Georgiou, Edward Smith, Lee David-Sanders, Hass Yusuf, Birsen Demirel, Elif Erbil and Margaret Greer (Vice Chair)

ABSENT Cllr Elif Erbil

STATUTORY CO-OPTES: *1 vacancy (Church of England diocese representative), Mr Simon Goulden (other faiths/denominations representative), Mr Tony Murphy (Catholic diocese representative), Alicia Meniru & 1 vacancy (Parent Governor representative) - Italics Denotes absence*

OFFICERS: Fay Hammond, Executive Director Resources, Claire Reilly, Head of Procurement & Commissioning, Glenn Stewart, Assistant Director Public Health, Sarah Cary, Executive Director Place, Gary Barnes, Head of Build the Change, Claire Johnson, Head of Governance, Scrutiny & Registration Services and Susan O'Connell, Governance & Scrutiny Officer

Also Attending: 7 members of the public

1

WELCOME & APOLOGIES

The Chair welcomed everyone to the meeting. Apologies had been received from Councillors Elif Erbil and Mahtab Uddin.

2

DECLARATIONS OF INTEREST

There were no declarations of interest.

3

MINUTES OF PREVIOUS MEETINGS

The minutes of the meetings held on 21 October and 12 November 2020 were agreed.

The minutes of the OSC Budget meeting held on 4 February 2021 were agreed subject to the following amendments:

Minute number 28 should read 2021/2022 instead of 2020/2021

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The introduction to the budget item should include reference to government support for 2021/22. Fay Hammond to confirm details which will then be included in the minutes.

Minute number 15 does not detail the question asked which was the next financial year the fees and charges have been increased by 5% what was the reason there was such a substantial increase? Fay Hammond confirmed all fees and charges have been reviewed, some have increased by 5% but not all of them. This would be dependent on a combination of factors such as market arrangements for certain fees and costs to deliver services. A combination of factors drove increases.

4 PROCUREMENT SERVICES

Fay Hammond, Executive Director Resources and Claire Reilly, Head of Procurement & Commissioning (Corporate & People) introduced the report.

NOTED:

1. The report provides an update following on from the former workstream on Procurement Services which was paused due to Covid and then a change in Council Meetings, replacing workstream with the Overview & scrutiny Committee updates.
2. The reports set out the original workstream and the progress that has been made, and changes that have occurred since the workstream, particularly those driven by Brexit and the opportunities to buy local in the future.
3. The work undertaken since the workstream is set out in the report including the restructure to make the service more commercial and professional; focussing on a peer review that identified some areas where development and improvements were needed. An example of this is improving Contract Management.
4. Progress is being made on ensuring that there is a sustainable procurement policy, one of the key areas of this is a focus on small businesses.
5. The new Corporate Procedure Rules have been implemented.
6. A draft revised Procurement strategy is currently being refreshed.
7. It was suggested that further updates on this as it progresses could come either to the Overview & Scrutiny Committee or the Finance & Performance Scrutiny Panel.

Comments, queries and questions:

8. Councillor Smith as the former Chair of the Procurement Workstream was invited to comment. Councillor Smith provided background on this. A large amount of expenditure each year goes to outside contractors and suppliers, so it is vital that value for money is achieved. The workstream was originally set up following concern that too many call ins were being raised on procurement processes where there had been only one or very few providers responding to the tenders. It was noted that there is a green paper from the government awaited.
9. Following Brexit, it was queried whether the whole framework process set out by the EU will remain? Officers advised that there is a paper currently

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out for consultation detailing what is being proposed for procurement law post Brexit. The main thrust of this paper is transparency, accountability and simplification. The paper looks at simplify to one set of regulations and three routes to market; emergency, open and flexible. The department is reviewing the green paper and collectively as a London Heads of Procurement group this is also being reviewed to provide comments on the proposals. It is anticipated that new rules will not come in before January 2022. This means that the Public contract Regulations 2015 still apply, and the thresholds are still set by the EU. Officers agreed to check whether frameworks are referenced in the green paper.

10. With regards to Strategic Lead Management, how are the roles and responsibilities working within the teams and the central management of the process and how can this be improved? It was confirmed that as part of the peer review this is being looked at, going forward looking to lower the threshold value of procurement where the central team supports services.
11. How is Contract Management supervised? It was noted that the report states more resources are required for effective contract management. Officers confirmed that it is recognised that there are pockets of good practice and areas for improvement. A Contract Manager role will be bought in to help facilitate Contract Management with services, providing support on contract reviews, setting KPI's and measuring contracts throughout their life cycle.
12. What does ethical procurement mean in practice and how is this measured? It was confirmed that the Council is currently looking at bringing in modules to the E-Tendering system to help monitor contracts. This will include KPI's around ethical procurement and will form part of conversations with suppliers at KPI meetings. A social value portal will also be bought in and this crosses over into some ethical elements of procurement.
13. Given that the Sustainable Procurement policy has expired, and a new policy is due to go to Cabinet in September 2021 for approval. What policy is currently being used? It was confirmed that the expired policy is still being used and the Contract Procedure Rules cover some things such as Social Value. The new policy will be broader reflecting delivering the Council's Plan through ethical procurement by looking at Climate Action objectives, Fairer Enfield policy and social value.
14. How far is training plan referred to in the report being developed and what does this entail? It was confirmed that the training being developed is to upskill services where they are responsible for contract management. This includes; what is good contract management and types of skillsets and practices that should be followed.
15. The scope of the sustainable Procurement policy has been expanded to include equalities. Councillor Greer requested a copy of the current policy and details of the changes. Officers advised that the previous policy did not any reference to equalities, it only mentioned local economy, supporting local businesses, opportunities through apprenticeships and training and environmental issues. However, this is not in the depth of the climate action objectives. The reason for expanding the policy is to strengthen the equalities element. The idea is that suppliers will be asked

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about their policies on recruitment, staff wellbeing and what they are doing to promote underrepresented groups.

16. Equality Impact of Proposal and Environment and Climate Change considerations comments queried in the report. It was queried why these and other implications such as financial had not been completed members felt that there would be implications and that there would be positive changes under these sections. Officers advised that all actions being undertaken on procurement will have a positive impact on climate change and equalities. This report is an update report and is not making any recommendations or taking any decisions. The implications part of the report relates to the implications of the decision being made. Therefore, the report does not have comments as it is an update report. Officers noted members comments. Members suggested that if no comments made, reference could be made to other reports where implications had been completed.
17. Are local councils working together on procurement or are there any relationships with outside bodies? What are the challenges on recruitment? It was confirmed that there is a London Heads of Procurement Network where collaboration is explored and there are pan London agreements in place. The council work with external groups for information and learning. With regards to recruitment this is challenging to attract good staff due to pay rates in private sector. There tends to be interims in the public sector as procurement managers are paid more on the interim market rather as opposed to the salary for permanent staff.
18. Social value, what is this and how is this measured? Officers advised that social value is something that has value or meaning to the council but cost the supplier little to deliver. Themes, outcomes and measures (TOM's) will be used to bring uniformity. Suppliers will bid against TOM's and be scored and evaluated during the tender process and then measured to deliver them through the lifetime of the contract. It was confirmed that when the strategy goes to Cabinet it will contain a definition of social value.

Officers were thanked for their report.

5

COVID-19 UPDATE

Glenn Stewart, Assistant Director of Public Health introduced the presentation

NOTED

1. In broad terms the data is moving rapidly in the right direction; the infection rate is going down, death rates are going down and vaccination rates are going up.
2. Enfield has more testing sites than most other boroughs.
3. The summary slide details Covid data for 6-12 February 2021. Data moves on very quickly for example vaccinations now stand at 60k.
4. The slide detailing excess deaths since the start of the pandemic shows Enfield having the highest rate per 100,000 of the North Central London (NCL) boroughs. This may be due to the high number of care homes in the

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- borough. The Covid-19 Actuaries Resource Group indicates that 30% of deaths are in the over 70's and 36% in care homes.
5. Page 12 of the agenda to follow pack shows the analysis undertaken on different ethnicities. This shows the rate per 100,000 and the figure on the top is the number of deaths.
 6. The siting of the test centres tries to follow where the infections are.
 7. The numbers of infections are higher in the younger age groups as demonstrated on page 14.
 8. The vaccinations data, where it shows a minus figure for example -469 for the 80+ age group means that the target (over 75% of this age group being offered the vaccine) has been overachieved.
 9. Vaccine uptake is shown by ward, the uptake is higher where the population is older. The vaccine programme was initially offered to those aged 85 and over.
 10. The slide showing declined first dose of the vaccine covers two groups, those who do not want the first dose (under 1%) and those who have been texted but have not responded. The groups that have been disproportionately affected by Covid are those who are less willing to take the vaccine.
 11. There is lots of work underway to increase uptake and combat vaccine hesitancy. The key focus of the communication is to build up confidence that the vaccine is safe. The approach is to map out the key communities, who the key community leaders are and look at how best the message may be given such as through community leaders, trusted people in appropriate languages and forms.
 12. A vaccine hub has been set up at Chase Farm for people with disabilities and learning difficulties. This will have longer appointments to allow more time for reassurance and will also allow for carers to be vaccinated at the same time.
 13. NCL uses a hybrid model for vaccinations hubs, roving model to pick up housebound patients and Romany and travelling communities and street or out-reach model to pick up any other groups.
 14. There are 8 vaccinations sites in Enfield, 3 GP sites (Carlton House, Winchmore Hill & Evergreen Surgery, 4 Pharmacy sites (Aldermans, Atkinsons, Parkview and Pyramid pharmacies) and 1 mass site (Dugdale Centre).

Questions comments and queries

15. The Chair acknowledged how quickly figures change. Officers were praised on how well Enfield has done with vaccinations and the availability and arrangements for vaccines were also praised.
16. What support is there for disabilities and those for need support and cannot travel? Officers advised that Barnet Enfield & Haringey Mental Health Trust are responsible for these groups and that they are currently going through GP lists to identify patients who may not be able to get to vaccine centres and ringing them to arrange to visit them at home. The vaccine should have been offered to all housebound patients by the end of this month.
17. Text messages are received from GP's to arrange vaccines is this only in English what happens is English is not their first language? It was

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confirmed that in terms of the text messages being in English this is being raised with the NHS. There are targeted events happening with different communities' groups, at present there are 130 lines of actions and this is being added to all the time. An example was given of a Turkish event which had occurred today.

18. In Bowes Ward particularly around Bowes school the uptake of the first dose is quite low. In West Bowes there are no GP's on Enfield side, the closest vaccination centre is in Winchmore Hill which is two buses. The Bounds Green Health Centre although not in Enfield is only 5 minutes away. Can this centre be used for Enfield residents? Glenn Stewart agreed to take this back to the NHS and will keep monitoring vaccine uptake across Enfield.
19. Looking at vaccination sites there seems to be a gap in Ponders End, could there be consideration for a hub to be placed here. It was confirmed that this point will be taken back.
20. In terms of those in temporary accommodation and not registered with GP's, what work is going on for this? There is a workstream going forward on how to target people who have not registered with GP's
21. What is done with groups who are perceived to have declined but may not be aware what they need to do? Officers referred to slide 17 in the report pack. A lot of work is being undertaken to make people aware and encourage vaccine take up. Councillors, community leaders and religious leaders has filmed themselves being vaccinated to encourage others. As part of the communication, various communities will be targeted looking at what their needs are, what the misconceptions or misinformation might be, then tailoring communication to this community to address these concerns in the most appropriate way.
22. Concerns were raised over people floating Covid rules particularly in supermarkets where in addition to mask wearing issues there was too many people inside stores. What enforcement is there in supermarkets? Members were advised that the Council had their first successful prosecution of a business was last week. It is very difficult to enforce, cannot be everywhere. The communication message is being pushed all the time. Officers will speak to the stores mentioned (Morrisons and Tesco's).
23. How is the vaccination going with those who are housebound, care homes and care home staff? In terms of the housebound those will be offered by the end of the month, with care homes there is good coverage across the homes. In terms of care home staff there has been reluctance at first, although this is improving following communications.
24. How prepared are we for the second dose with the first dose going on at the same time? There is a 12-week gap between doses, there are conversations within the NHS on how to maintain and promote the current capacity. The NHS is looking at keeping the productions going whilst looking to bring back other services that have been cut due to the pandemic. The capacity is there although will be more difficult as normal services start to return.

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Officers and the team were thanked for the work being undertaken and members commented that there were very pleased and proud with how well Enfield is doing.

6

BUILD THE CHANGE PROGRAMME

Gary Barnes, Head of Build the Change and Sarah Cary, Executive Director Place introduced the report.

NOTED:

1. Last March Cabinet approved the Corporate Property Investment programme as part of this approved the Build the Change programme.
2. The vision of the Build the Change programme was to improve working practices, the environment, modernising the offices and bringing services closer to people who needed it most.
3. Under the Build the Change programme Cabinet approved; the relocation of Housing/ Homelessness Service from John Wilkes House to Edmonton Green; relocation of Children's and Family Services from Triangle House, Charles Babbage House and Claverings to Thomas Hardy House; design feasibility work should start to reconfigure Civic Centre and in principle to dispose of John Wilkes House and Charles Babbage House.
4. In terms of Edmonton Green there has been very close working with the workforce. Now out to tender on this, expecting tender back in March with a Cabinet Member approval in early April, work to commence in May and completion in November 2021.
5. The key issue for Build the Change is changing the ethos for staff. Work is not a place you go to, it is something you do. Rather than come into the office to write a report officers will come into office to work collaboratively with colleagues. This means the style of work will change, reducing the number of desks with more open collaborative spaces.
6. In terms of progress of Children and Family Services hub, this is slightly behind, currently at end of concept design stage. Going forward looking at final designs before going to the market. Work is ongoing on relocating Archives Services away from Thomas Hardy House.
7. In terms of the Civic Centre progress a major exercise on Test and Fit has been completed. The test fits demonstrate that all back-office staff (not depot or Park Avenue Staff) including Clavering staff will fit into the Civic Centre. Claverings will not meet EPC energy Staff in 2023, so major investment or redevelopment would be required if staff were not relocated.
8. The April Cabinet report will suggest phase 1 focuses on reconfiguring ground Floor and floors 1-5 of the tower block and the ground and first floor of D Block. There will be a further report to Cabinet for phase 2 which will be B Block or the 5 remaining tower blocks. The Cabinet Report will seek approval of reprofiled budgets for Edmonton Green and Thomas Hardy House and seek approval of budget for works for phase 1 at the Civic Centre.
9. Triangle House has been vacated and lease is being terminated. The IDLS Service will relocate from St Andrews to Enfield Highway Carnegie Building next month.

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10. A key part of the Build the Change programme is smarter working policies and new ways of working for staff. The policy has identified 4 working style classifications; workplace specific workers, home based workers, flexible workers and Leadership roles. The majority of the council's workforce will be flexible workers. This will lead to a change of desk ratios reducing from 10:7 to 10:3.2. Other than staff with disability requirements staff will not have allocated desks. The key cultural change is a move away from management by presence to management by results. As part of this there will be new IT, staff will be offered the right technology, tailoring IT for staff to allow them to work flexibly from home or the office.

Comments, queries and questions:

11. It was observed that as most staff are currently working from home due to the pandemic that this has been a good test for smarter working.
12. What is the timeframe for the Civic Centre progress? Officers confirmed that if the Cabinet report is approved in April, phase 1 would look to get this through to design complete and out to market within one year. There would need to be a phased programme of work with ground, first and second floor and probably D Block being undertaken first to allow staff to be moved around within the newly converted floors. During that year there will be an opportunity to undertake an options appraisal for either B Block or the top 5 floors of the tower.
13. How is the Council working with those who have rented out floors at the Civic Centre? It was confirmed that there are 5 leases with 4 organisations, all of the leases are long term and cannot be broken by the Council. The expectation is that all organisations will also be reviewing how they work and how much space they need. Part of the review process will be to talk with the organisations to see what their intentions are going forward.
14. It was queried whether office space will be greatly reduced, what will the annual savings be? With regards to staff what happens with staff who live in cramped spaces and would find onerous to work at home in these spaces -What flexibility is there for these staff? It was confirmed office space is not being reduced instead the council is looking to use space more effectively. Service Managers will be managing the staff requirements and mental health issues are considered and taken account of as part of this process. Staff can also work in library hubs should this suit them to do so. In relation to cost it is about effectively using office space. There are a large number of staff on the Claverings estate. As a Council we have a responsibility to provide good quality office accommodation to work in. This is not the case with Claverings which would cost approximately circa 20m to bring up to standard, this would not be cost effective. There will be savings from the annual running costs, Claverings is not energy efficient, have already moved out of Triangle House. There will be year on year savings in terms of rental/ energy costs for buildings not being used. However, this is an expensive capital programme so there are the offsets in terms of the capital costs of borrowing to deliver that saving.
15. Does the Council own John Wilkes House and Charles Babbage House? What is happening with Triangle House at St Andrews Court? What will

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happen with these spaces? It was confirmed that John Wilkes and Charles Babbage are owned by the Council. The documentation is ready to go out to the market for disposal on John Wilkes House. However, it is not clear at present whether the NHS is still considering the use of this building for a vaccination hub. Both the NHS and DWP are looking at the use of this space so it likely one of them will use while a disposal is worked out. Triangle House has been vacated relocated staff to Charles Babbage and are unclear what the leaseholder will do with this building. The lease on St Andrews Court terminates at the end of March.

16. How confident are we that the Housing Hub will be up and running by November 2021, will Covid have an impact? Officers advised that they are confident that they can meet the deadline, this was approved in the midst of Covid. Should there be any issues this will be brought to members attention
17. With regards to Hot desk/ desk ratio- what work is going on with staff and unions on this? There are regular meetings with the trade unions on the Build the Change programme. The programme whilst in Covid will concentrate the communications exercise with directly affected workforces to start with. It will be with Heads of Service to then deliver how the organisations works on the ground. Work is ongoing with Heads of services and unions to ensure that the programme can be delivered.
18. Concern was raised over hot desking and that this can create no sense of ownership, has research been done on this? How will officers know that there is a desk available for them to work at? There will be IT technology to allow staff to work anywhere. Covid has allowed staff to get used to working from home and shown that productivity and effectiveness has not decreased. There will be technology allowing officers to book a desk so that they know that a desk is available with them. There is ongoing work with Heads of Service around communicating how this will work.
19. Around working from home there is a lot of expectation on Service Managers. What support is there for them? What planning is there for managing this e.g. desk space, appropriate chairs, screens etc. What thought has been put into people overworking and achieving work life balance with the team feeling under pressure to get results. What pastoral support is there? It was confirmed that there are a number of workstreams for Build the Change, one of the workstreams is the modal shift in terms how officers work. This is being driven by HR and the Development team. The first rollout will be to Housing, then to Children and Families. There will be a range of presentations and development aids for Service Managers and team individuals about how they should and will work. It is important to get the balance right between balance/ productivity and a very long day. This will be a learning exercise.
20. How many staff will be moving over or are affected? Officers advised that would need to clarify the figures with regards to Children and Families this is 500 staff being brought together. The figures would need to be confirmed for housing. The smarter working policy is going to affect all staff over a 5-year period.
21. The Governance arrangements are detailed in slides. The Build the Change programme Board includes Head of HR, Director of Technology and Digital, representation from Facilities Management, staff

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representation including disabled representation. This group leads the whole project and sub boards sit underneath this. The issues raised today are regularly discussed and debated at these boards.

22. What has been the biggest learning curve in the last year? Officers advised that this has been that the organisation has continued to function effectively during Covid. The Pandemic has proved to service managers that this can work and has also smoothed the process given staff have had to adapt to working from home.

Officers were thanked for their presentation and members looked forward to receiving further information on this

7

WORK PROGRAMME 2020-21

The item on ICT & Digital Services went to the October meeting so this will be removed from the agenda in April.

The Executive Director Place requested details of what was required for the Partnership & Businesses item. It was noted that Partnerships & Business item will be on the agenda at the next meeting. Officers will liaise and confirm outside of this meeting.

It was queried when the item on fly tipping was due to come to OSC. This had not been allocated to a meeting. It was suggested that this could come to the next meeting. Officers will liaise further with the Chair on this.

It was felt that fly tipping is a very important issue. As fast as the fly tipping is cleared more rubbish is dumped. Very stressful for residents on a daily basis. Cllr Yusuf confirmed that this item also went to the Environment & Climate Action Scrutiny Panel last year but felt that would also be helpful for OSC to consider this item.

Members identified the following issues for consideration under this item:

- What is the strategy, plan vision on fly tipping?
- What are the prosecutions like? How are we monitoring?
- What are the long-term plans?
- The report should cover the criminal activity and organised crime involved in fly tipping.
- There has been a culture of fly tipping how can this be broken? Message needs to go to residents on this, how can you dispose safely, local charities, must change the attitude of residents, educate residents.

Councillors confirmed fully supportive of work undertaken but felt a broader approach is needed including prosecutions and the criminal element. Felt enforcement should be very harsh

8
DATES OF FUTURE MEETINGS

The dates of future meetings were noted.

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London Borough of Enfield**Overview & Scrutiny Committee****Meeting Date 25 March 2021**

Subject:	Call in: Farm Road Yellow Lines and Bus Route 456 Strategy
Cabinet Member:	Cllr Guney Dogan, Cabinet Member for Environment and Sustainability
Key Decision:	Non key

Purpose of Report

1. This report details a call-in submitted in relation to the following decision:
Portfolio decision (taken on 2 March 2021). This has been “Called In” by 7 members of the Council; Councillors Maria Alexandrou, Lindsay Rawlings, James Hockney, Mike Rye, Joanne Laban, Glynnis Vince and Claire De Silva.

Details of this decision were included on Publication of Decision List no 46/20-21
(Ref. 02/46/20-21 – issued on 2 March 2021)

In accordance with the Council’s Constitution, Overview and Scrutiny Committee is asked to consider the decision that has been called-in for review.

Proposal(s)

2. That Overview and Scrutiny Committee considers the called-in decision and either:
 - (a) Refers the decision back to the decision-making person or body for reconsideration setting out in writing the nature of its concerns. The decision-making person or body then has 14 working days in which to reconsider the decision; or
 - (b) Refer the matter to full Council; or
 - (c) Confirm the original decision.

Once the Committee has considered the called-in decision and makes one of the recommendations listed at (a), (b) or (c) above, the call-in process is completed. A decision cannot be called in more than once.

If a decision is referred back to the decision-making person or body; the implementation of that decision shall be suspended until such time as the

decision making person or body reconsiders and either amends or confirms the decision, but the outcome on the decision should be reached within 14 working days of the reference back. The Committee will subsequently be informed of the outcome of any such decision

Relevance to the Council's Plan

3. The council's values are upheld through open and transparent decision making and holding decision makers to account.

Background

4. The request to "call-in" the Portfolio decision of 2 March 2021 was submitted under rule 18 of the Scrutiny Procedure Rules. It was considered by the Monitoring Officer.

The Call-in request fulfilled the required criteria and the decision is referred to the Overview & Scrutiny Committee in order to consider the actions stated under 2 in the report.

Implementation of the Cabinet decision related to this report will be suspended whilst the "Call-in" is considered.

Reasons and alternative course of action proposed for the "Call in"

5. The Call-in request submitted by 7 Members of the Council gives the following reasons for Call-In:
 - Negative impact of yellow lines and loss of parking spaces.
 - Loss of on street parking spaces from the proposed yellow lines will result in residents parking further away from their properties. This will impact elderly residents, families with small children and residents with disabilities.
 - The report fails to take into account that it is highly unusual for petitioners and other people's objections to include an alternative course of action in the detail that residents have done in this case. It acknowledges the alternative course of action but fails to consider that it is unusual in council consultations for an alternative course of action is submitted in this detail.
 - The level of opposition from residents, councillors and MP- has not been taken on board. Fifty households on Farm Road are opposed. There is also opposition from Station Road and Firs Lane residents.
 - The report in paragraph 28 seems more concerned with reputational damage to the council with the Mayor than it does Farm Road residents views.
 - The report does not reflect on the fact that the original consultation on the bus route that requires the stops and yellow lines was carried out two years ago
 - The trial period for a no waiting experiment in a residential road such as this does not need to 18 months,(which is the maximum permitted under the law). The report does not specify why 18 months in required as nine months is adequate time to measure the effectiveness of a an hours restriction Mon to Fri on a relatively short stretch of road.

- Bus stops: we understand the general point about distances between stops, but this obviously not fixed and as can be seen on any bus route, is subject to a flexible approach. In this case Farm Road does not generally experience high footfall, so in reality the main customers in Farm Road would be expected to be residents of the road, but many have said(as reported) that they neither need or want bus stops in the road, but particular not at the proposed locations. Their reasons are not “NIMBY” as such but based on genuine and well-articulated concerns. In this connection, para 22 of the main report correctly states that the law requires all written objections/ representations to be considered conscientiously. The tone and some of the content of appendix C (discussion of objections and representations) is faintly dismissive and patronising of some of the representations. (see paras 5,10, 11, 18, 28 & 36).
- It is wrong to use Parking controls as a tool to dissuade car use as is openly admitted in para. 26 of the main report. Parking controls are intended to regulate the use of road space.
- The calculation of bus hours in Farm Road contained in the report is erroneous because the proposed bus service is not a 24 hour one.

Consideration of the “Call in”

6. Having met the “Call-in” request criteria, the matter is referred to the Overview and Scrutiny Committee in order to determine the “Call-in” and decide which action listed under section 2 that they will take.

The following procedure is to be followed for consideration of the “Call-in”:

- The Chair explains the purpose of the meeting and the decisions which the Committee is able to take.
- The Call-in lead presents their case, outlining the reasons for call in.
- The Cabinet Member/ Decision maker and officers respond to the points made.
- General debate during which Committee members may ask questions of both parties with a view to helping them make up their mind.
- The Call in Lead sums up their case.
- The Chair identifies the key issues arising out of the debate and calls for a vote after which the call in is concluded. If there are equal numbers of votes for and against, the Chair will have a second or casting vote.
- It is open to the Committee to either;
 - take no further action and therefore confirm the original decision
 - to refer the matter back to Cabinet -with issues (to be detailed in the minute) for Cabinet to consider before taking its final decision.
 - to refer the matter to full Council for a wider debate (NB: full Council may decide either to take no further action or to refer the matter back to Cabinet with specific recommendations for them to consider prior to decision taking)

Main Considerations for the Council

7. To comply with the requirements of the Council's Constitution, scrutiny is essential to good governance, and enables the voice and concerns of residents and communities to be heard and provides positive challenge and accountability.

Safeguarding Implications

8. There are no safeguarding implications.

Public Health Implications

9. There are no public health implications.

Equalities Impact of the Proposal

10. There are no equality implications.

Environmental and Climate Change Considerations

11. There are no environmental and climate change considerations.

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

12. There are no key risks associated with this report.

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

13. There are no key risks associated with this report.

Financial Implications

14. There are no financial implications

Legal Implications

15. S 21, S 21A-21C Local Government Act 2000, s.19 Police and Justice Act 2006 and regulations made under s.21E Local Government Act 2000 define the functions of the Overview and Scrutiny committee. The functions of the committee include the ability to consider, under the call-in process, decisions of Cabinet, Cabinet Sub-Committees, individual Cabinet Members or of officers under delegated authority.

Part 4, Section 18 of the Council's Constitution sets out the procedure for call-in. Overview and Scrutiny Committee, having considered the decision may: refer it back to the decision-making person or body for reconsideration; refer to full Council or confirm the original decision.

The Constitution also sets out at Chapter 4.2 section 18, decisions that are exceptions to the call-in process.

Workforce Implications

16. There are no workforce implications

Property Implications

17. There are no property implications

Other Implications

18. There are no other implications

Options Considered

19. Under the terms of the call-in procedure within the Council's Constitution, Overview & Scrutiny Committee is required to consider any eligible decision called-in for review. The alternative options available to Overview & Scrutiny Committee under the Council's Constitution, when considering any call-in, have been detailed in section 2 above

Conclusions

20. The Committee, following debate at the meeting, will resolve to take one of the actions listed under section 2 and the item will then be concluded.

Report Author: Claire Johnson
Head of Governance & Scrutiny
Email: Claire.johnson@enfield.gov.uk
Tel No. 020 8132 1154

Date of report 4 November 2020

Appendices

Portfolio Report and Appendices
Response to Call in reasons (To follow)

Background Papers

The following documents have been relied on in the preparation of this report:
None

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London Borough of Enfield

Portfolio Decision of Cabinet Member for Environment and Sustainability

Subject: Farm Road Yellow Lines and Bus Route 456

Cabinet Member: Cllr Guney Dogan

Director: Doug Wilkinson

Ward: Winchmore Hill, Palmers Green, Bush Hill Park

Key Decision: Non KD

Purpose of Report

1. To recommend proceeding with installing fixed bus stops and related parking controls in Farm Road, which will offer wider public benefits by reducing the risk of regular delay to the future 456 bus service due to the present lack of passing space. This is a revised arrangement which reasonably mitigates the loss of residential parking options, thus taking into account the concerns raised by residents.
2. Also to:
 - (i) make explicit the Council's support of TfL's decision of April 2020 to introduce route 456 along Church Hill, Station Road, Farm Road and Firs Lane, and
 - (ii) confirm its intention to work with TfL to introduce fixed bus stops at suitable positions in Church Hill, Station Road and Firs Lane, subject to further consideration of comments from adjacent households and community interest groups.

This is in response to two further petitions against the route arising from those objecting to site specific proposals for fixed bus stops.

Proposals

3. To make the traffic management order pursuant to Section 6 of the Road Traffic Regulation Act 1984 to implement the double yellow lines shown at Appendix B and also to implement the bus stops.
4. To make a traffic management order pursuant to Section 9 of the Road Traffic Regulation Act 1984 to implement the single yellow lines shown at Appendix B on an experimental basis.
5. To invite comments on the single yellow lines during their trial period and, within 18 months, to prepare a subsequent report to determine whether these controls should be made permanent in the light of operational experience and feedback.
6. To fund the estimated £6,000 cost of implementing all the measures from the 2020/21 Bus Priority Programme allocation.

Reason for Proposals

7. In 2019 Transport for London (TfL) undertook a consultation on a proposed new bus service: route 456. The proposed route is to extend the existing W10 service that links Crews Hill to Enfield Town; with buses continuing from the town to North Middlesex Hospital via Highlands, Winchmore Hill and Firs Lane. A TfL leaflet was delivered to relevant homes in the area in 2019 seeking comments on the route proposal and stating that supplementary proposals for yellow lines (in Farm Road) and bus stops (Farm Road and others) would follow from Enfield Council if the route were to go ahead.
8. Enfield Council submitted comments in support of the routing proposal, seeing benefits for residents and the environment in improving bus links to the hospital and in bringing bus services to certain areas of the borough, notably Church Hill, Station Road and Firs Lane, that have hitherto gone unserved.
9. TfL released its consultation report in April 2020 summarising that most responses to the proposal were positive and indicating its decision to proceed with the route. The department has since drawn up the proposals for yellow lines in Farm Road to contribute to the process set out and to ensure buses in Farm Road are not unduly delayed by opposing traffic due to a lack of passing space. The department has similarly drawn up proposals for fixed bus stops in various roads to ensure the new service benefits from good levels of accessibility for those with impaired mobility.
10. Enfield Council published draft Traffic Management Orders and undertook a statutory consultation in September 2020 on the Farm Road proposals seen at Appendix A.
11. The narrow section of Farm Road near the bridge is already treated with double yellow lines. Elsewhere Farm Road is wide enough, even at its narrower sections, to accommodate parking both sides and allow a bus to pass. However, parking patterns are sufficiently dense to raise the concern that, in busier periods, the bus would be unduly delayed by opposing traffic. This would affect bus journey times, contribute to local peak period congestion and undermine the appeal of the bus service to prospective passengers. Double yellow lines along the northern side of Farm Road were proposed to avoid these drawbacks arising.
12. The department had also identified locations for a fixed bus stop in each direction on Farm Road that it felt were suitable in terms of catchment and spacing and that benefit from a reasonable degree of natural surveillance without being directly outside any home. By September 2020 TfL had been able to confirm that funding was available to match the aspiration stated in its consultation documents of providing fixed stops along the route, and hence the bus stop proposals were included in the plan sent to residents of Farm Road.
13. Responses indicated that most of the circa 50 households in Farm Road were in opposition to the proposals. Notable was a petition signed by 40 Farm Road households, plus one Firs Lane address falling within the same section of street. The ten-page document appended to the petition encapsulates the points of opposition. The concerns of residents were reiterated in correspondence from elected representatives serving the area, including its ward councillors and MP.
14. The petition documents cover the following:
 - (A) opposition to the double yellow lines
 - (B) opposition to the bus stops
 - (C) opposition to the use of Farm Road for the bus route

(D) counter proposals recommending 6 alternative alignments for the service.

15. At Appendix B is a revised layout of measures, drawn up to mitigate the key concerns raised. The retained sections of double yellow line fall under the coverage of the original proposals and their draft Traffic Management Order, as advertised. See section 3 above. The single yellow line is proposed under experimental powers and can be amended or withdrawn in due course if found to offer little benefit.
16. Appendix C is a discussion of the concerns raised by the residents and a justification for the Council's position that the revised measures should be introduced for the wider benefit of the travelling public. More general concerns about the introduction of the route arising thereafter, notably from residents of Firs Lane, are also covered in Appendix C. It should be noted, however, that this document does not constitute a decision on the alignment of the route. That decision has already been made, the body to whom the decision-making responsibility fell being TfL.
17. Appendix C also sets out the Council's position that it remains committed to introducing fixed bus stops within the newly served streets in Winchmore Hill, subject to suitable locations being identified. Aside from those in Farm Road, decisions on these new bus stops will be documented separately hereafter.
18. The Winchmore Hill Residents Association was also consulted on the proposed bus route, initially by TfL, and latterly on the proposed bus stop positions by this department, offering further community oversight on the proposals. Despite some adverse comment about certain bus stops the association appears supportive of the route, and of the favoured alignment, and of the concept of providing fixed bus stops.

Relevance to the Council's Plan

19. The Council's plan directs the organisation to interventions that will "help improve public health and people's wellbeing". Converting car trips to bus trips by helping introduce a service that is better, quicker, more direct, and easier to access by a greater number of households aligns with this aspiration. Improving access to the hospital for those who lack the option of driving is of clear benefit to public health. Boosting levels of sustainable travel also matches the Council's commitment to heathy streets and to tackling the climate emergency.

Background

20. TfL's consultation on the introduction and alignment of the route (see sections 7 to 9 above) commenced in 2019. TfL's report of April 2020 can be found on its website.
21. In Highlands the route uses Worlds End Lane, which already features bus stops; the existing 377 service uses its northern end, and the W9 service its southern end, but neither service offers a direct route east towards Green Lanes or towards the hospital. Moving south, Eversley Park Road also has existing bus stops. Church Hill, Station Road, Farm road and Firs Lane have not previously carried buses so do not feature bus stops. The W6 service uses Hedge Lane on a 'hail and ride' basis.



22. The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 prescribe the procedure to be followed in making a traffic management order. Any written objections or representations received during the consultation period must be considered, conscientiously, before deciding whether to implement the change.
23. The yellow marking used at bus stops can be placed at the highway authority's discretion, it does not fall under the traffic regulation order procedures. In this case, the proposed markings have been indicated on the drawings, allowing the public to pass comment.
24. A large number of streets in the same ward, west of Green Lanes, fall within the Winchmore Hill Station Controlled Parking Zone (CPZ). This was established in 2006. It operates on weekdays, 10:30am to 11:30am. The single hour control is generally effective at deterring all day parking by station users but gives maximum flexibility to residents regarding on-street parking options of their own vehicles.
25. Since 2015 the Council's approach to CPZs has been to only to consider new or extended zonal controls in streets where most homes lack off-street parking, in order to focus scarce parking scheme resources on those neighbourhoods where parking pressure is most severe. The need to place zonal signs at the boundary points, to place smaller parking signs at each bay within the zone, and to commission our parking contractor to add the street to their permit sales system mean that whole scheme costs are substantially higher than those incurred in merely placing the road markings.
26. With a high percentage of homes on Farm Road having frontage parking, and some also having rear garages, the street does not meet the criteria for the zonal parking controls that some have requested. However, applying sections of one-hour single yellow line to deter commuter parking can be considered in exceptional circumstances as a proxy measure. In this case there is a public benefit in disincentivising car use by commuters and visitors to the area by regulating use of the southern kerbside at the western end of the road.

Main Considerations for the Council

27. The Council needs to consider the strongly expressed opposition from residents of Farm Road to the selection of their street for the bus route, and their dislike of the subsequent parking controls that TfL and the Council consider necessary for the route to operate efficiently.
28. It needs to consider, against this, what other viable options might have been chosen. Otherwise it needs to consider all the numerous unwanted consequences of the route not coming into operation as planned as a result of the Council abandoning its supporting measures. These drawbacks would include: reputational damage in failing to act in accordance with the Mayor's Transport Strategy and its own commitments on encouraging sustainable travel to tackle the climate emergency; failure to provide an attractive bus service to the hospital for those elsewhere in the borough who may not enjoy the same high levels of car ownership found in Farm Road; and potential contractual complications between TfL and the chosen operator of the new route.

Safeguarding Implications

29. None identified.

Public Health Implications

30. Any set of proposals whose effect is to improve access to the local hospital for a large catchment of homes offers obvious benefits to public health. The proposals also promote the use of buses for these trips while, by regulating kerbside parking at the location of interest, offer a localised disincentive for car use for trips to the Winchmore Hill area. Therefore, the proposal's secondary effects also align with the recognised public health benefits of shifting the percentage of trips from car onto other travel modes. These benefits include more physical activity amongst the population. In the longer term they help limit future congestion across the wider network, thus helping limit the effects of worsening air quality going forward. Climate change poses a threat in itself to public health. Any measure likely to reduce traffic is likely to improve health.

Equalities Impact of the Proposal

31. Local authorities have a responsibility to meet the Public Sector Equality Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. The needs of these diverse groups must be considered when designing and changing services or budgets so that decisions do not unduly or disproportionately affect access by some groups more than others. Accordingly, an Equality Impact Assessment of the proposal has been undertaken and is included at Appendix D. This has concluded that the proposal will have a neutral or positive impact on the various protected groups, with a particular benefit for some older and disabled people due to the improved accessibility to a bus service afforded by the fixed stops.

Environmental and Climate Change Considerations

32. The proposals align with measures to tackle climate change by encouraging use of buses over private cars and hence by lowering vehicular emissions. This is due to buses offering far greater efficiency in terms of road space occupation and fuel consumption, relative to the same amount of people traveling in cars. Transport accounts for 39% of CO₂ emissions in the borough while studies continue to show that a great number of trips made in the region are shorter than 2 miles and hence are often easily undertaken without using a car. The route has been tested using TfL's single deck electric bus – which is slightly longer than the equivalent diesel model with which operations will commence - in line with TfL's plan to switch to low and zero carbon buses over the coming years.

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

33. The risk of reputational damage to the Council applies wherever it fails to act in accordance with the Mayor's Transport Strategy and its own commitments on encouraging sustainable travel to tackle the climate emergency. A further risk applies in potential contractual complications between TfL and the chosen operator of the new route.

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

34. The opposing reputational risk applies in proceeding which may then prompt some in the community to claim that their objections to the proposals have not been heeded. This risk is mitigated by the Council being conscientious in following the relevant regulatory process carefully; and by giving due regard to the points of opposition raised; and by recording its considerations on the matter with care and clarity within this document; and in having significantly revised its proposals to address the

concerns raised, where this does not conflict with the overall necessity of implementing the parking controls.

Financial Implications

35. The estimated implementation cost of the yellow lines and bus stops in Farm Road is £6,000, which shall be met by a specific funding contribution made by TfL in summer 2020 to allow Enfield Council to implement certain changes on its network that enable the bus route to commence operation.

Legal Implications

36. Under Part V of the Highways Act 1980 the council has powers to make various improvements to the public highway. The proposals are in accordance with these duties and powers.
37. Section 122 of the Road Traffic Regulation Act (RTRA) 1984 places a duty on the Council to secure, as far as reasonably practicable, the 'expeditious, convenient and safe movement of vehicular and other traffic'. The proposed changes are in accordance with the discharge of this duty.
38. In the case of the proposals being introduced on a permanent basis, the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 prescribe the procedure to be followed in making a traffic management order. Any written objections or representations received during the consultation period must be considered, conscientiously, before deciding whether to implement the change.
39. In the case of the proposals (the single yellow line) being made on a trial basis, an experimental traffic management order pursuant to Section 9 of the Road Traffic Regulation Act 1984 is to be made. Any feedback from the public on this element will be collated over a period of 6 to 18 months, after which the arrangements can be amended, removed or made permanent by reverting to use of the same regulations referred to above. Section 6 of the RTA enables permanent traffic management orders to be made.
40. The recommendations contained within the report are in accordance with the Council's powers and duties as the Highway Authority.

Workforce Implications

41. None identified.

Property Implications

42. None identified.

Other Implications

43. None identified.

Options Considered

44. The option of a continuous double yellow line on the northern side of Farm Road was proposed initially. The revised proposal for shorter sections of double yellow line mitigates concerns from the community and is made upon the reflection that a

sequence of passing places may have a similar beneficial effect on the ability for buses to pass opposing traffic with adequate ease in most circumstances.

45. Appendix C considers the alternative options put forward by the residents of Farm Road – any of which would then make the Farm Road proposals void - but concludes that it is the alignment upon which TfL consulted, via Farm Road, that offers the greatest benefits.

Conclusions

46. This report concludes that the Council should proceed with implementation of the bus stops in Farm Road; and with the revised arrangement of double yellow lines; and with the trial arrangement of supplementary single yellow lines to facilitate the smooth introduction of the new bus service by TfL whilst mitigating the strongest concerns put forward by residents.

Report Author: Jonathan Goodson
Principal Engineer – Traffic Team
jonathan.goodson@enfield.gov.uk
0208 132 0988

Date of report: Feb 2021

Appendices

Appendix A: Drawing Showing Original Farm Road Proposals
Appendix B: Drawing Showing Revised Farm Road Proposals
Appendix C: Discussion on Local Opposition to Proposals
Appendix D: Equality Impact Assessment

Background Papers

None.

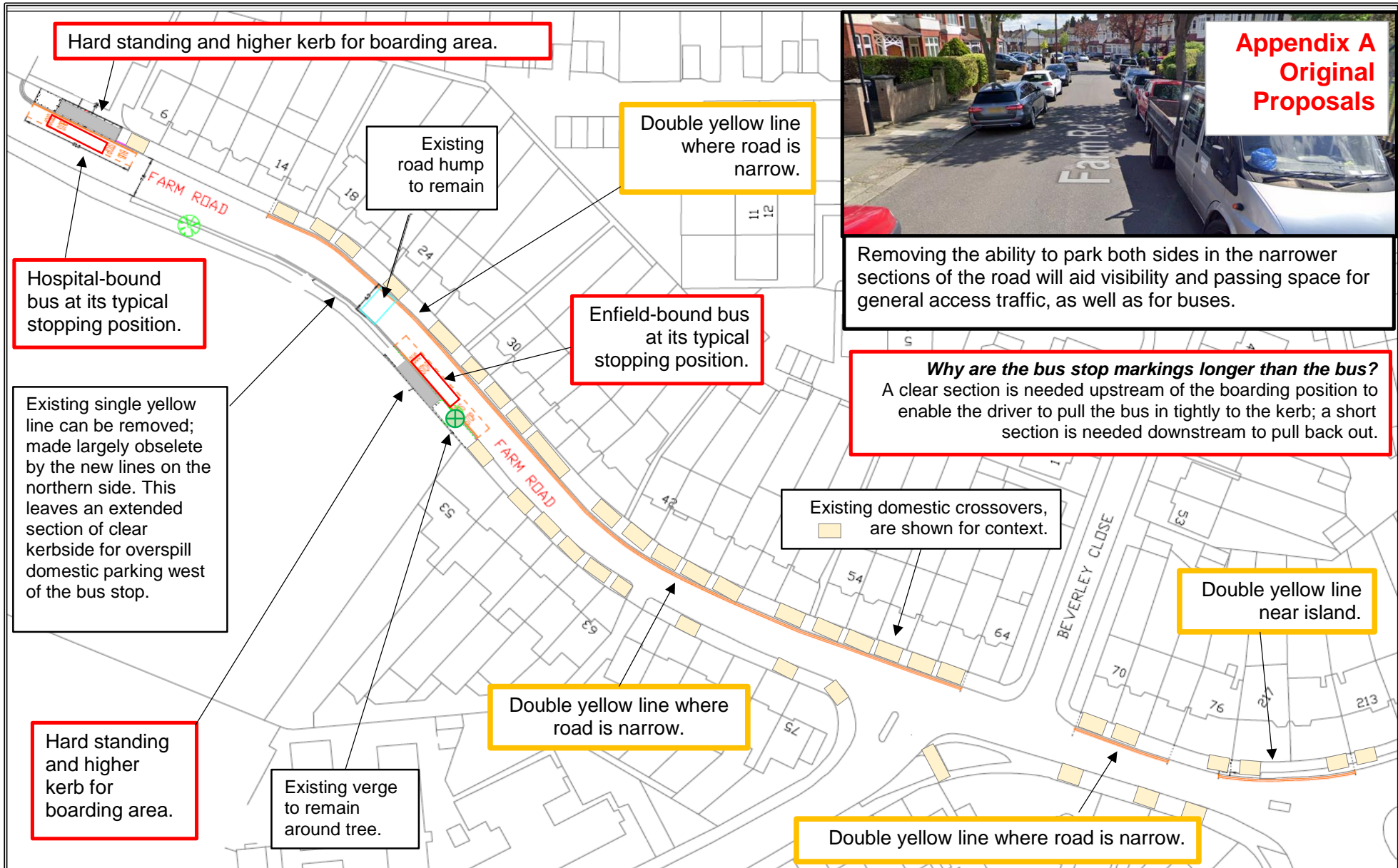
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Appendix A Original Proposals



Removing the ability to park both sides in the narrower sections of the road will aid visibility and passing space for general access traffic, as well as for buses.

Why are the bus stop markings longer than the bus?
A clear section is needed upstream of the boarding position to enable the driver to pull the bus in tightly to the kerb; a short section is needed downstream to pull back out.



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Farm Road Yellow Lines and Bus Route 456

Appendix C – Discussion of Local Opposition to Proposals

Part 1: Farm Road Yellow Lines and Bus Stops

1. Comments received to the statutory consultation indicated that most of the circa 50 households in Farm Road were in opposition to the proposals. Notable was a petition signed by 40 Farm Road households, plus one Firs Lane address falling within the same section of street. The ten-page document appended to the petition encapsulates the points of opposition. The concerns of residents were reiterated in correspondence from elected representatives serving the area, including its ward councillors and MP.
2. The petition documents cover the following:
 - (A) opposition to the double yellow lines
 - (B) opposition to the bus stops
 - (C) opposition to the use of Farm Road for the bus route
 - (D) counter proposals recommending 6 alternative alignments for the service.

(A) Objection to double yellow lines on Farm Road:

3. The petition asserts that the extent of the new yellow lines proposed is unacceptable given that residents have “limited off-street parking”. A supplementary point is that the section of kerbside at the western end shown on the plan as being left unmarked to accommodate domestic overspill parking is routinely occupied by daily commuters or used as long-term storage for vehicles whose owners may live in other streets. Some correspondents suggested that a Controlled Parking Zone (CPZ) should be introduced to remedy this situation.
4. **In response**, it can be seen from Appendix A that almost all Farm Road homes benefit from off-street parking. Looking at the 36 homes on the northern side, those falling within the limits of the proposals number 30; of these 26 have frontage parking, only 4 do not. Frontage parking also predominates on the southern side of the street. Looking at parking capacity within the street as a whole, it can be seen that many homes have space for more than one car on their frontage; that several have access to additional rear parking facilities; that the westerly sections of kerbside not fronted by homes offer the potential for overspill parking of around 20 vehicles; and that scores of spaces in the adjacent Fords Grove Car Park could be used for free parking overnight and on Sundays, at least on a last resort basis.
5. The point of objection is therefore overstated. Farm Road residents have far better parking capacity and options than are found across large areas elsewhere in the borough. However, officers acknowledge that the lines prohibit the habit of parking across one’s own dropped kerbs and have particular sympathy with the four households affected that lack frontage parking. Accordingly, officers now propose to limit the new lines to those shown at Appendix B. This moves to a system of regular passing places rather than a continuous parking restriction on one side. It covers the two bends along the street but avoids placing lines in front of the 4 homes without crossovers. Counterparts at TfL are willing to proceed in the

anticipation that this will prove sufficient, but the matter could always be revisited under future proposals. Given that the two proposed bus stops are taken to act as passing places; omitting the bus stops would further the argument for introducing more extensive double yellow lines.

6. Since 2015 the Council's CPZ policy has been to consider requests only in streets where most homes lack off-street parking space. Demand for zonal controls across the network is high, but resources to introduce them only limited. This policy helps retain focus on those streets where domestic parking options are fewest, often where homes are no wider than one car length and where none has off-street parking space; which is an extreme contrast to the parking options found in Farm Road. Zonal parking controls require more signage and a greater investment in consultation activity than introducing yellow lines. For these reasons, and to keep faith with residents of similar streets whose requests have been rejected previously, it is not deemed appropriate to extend the scope of the proposals to providing a CPZ.
7. However, there is a wider benefit to deterring occupation of the overspill parking section of kerbside by commuters, who could pay to use the adjacent car park or chose more sustainable travel methods rather than contributing to congestion by driving into the area for their routine trips. For this reason the revised proposal includes the introduction, on a trial basis, of a single yellow line operating 10:30am to 11:30am on weekdays. This will remove the presence of unused vehicles being left here long term and tackle most of the commuter parking usage. The residents would therefore be able to dominate use of this space outside of the controlled period, including from 11:30am Friday through to 10:30am on the following Monday. The introduction could be made permanent in due course following a suitable period of feedback.

(B) Objection to bus stops on Farm Road:

8. Comments in opposition to the placement of bus stops are listed below:
 - (i) Stops are not needed or wanted – residents could make use of bus stops on Firs Lane or Station Road when accessing the 456 service (and nearby main road stops for other destinations.)
 - (ii) If stops must be placed, put them both at the north-west end beyond the section with fronting homes.
 - (iii) It is not appropriate to place stops here in the absence of facilities to help passengers cross the road to access them.
 - (iv) Dwelling buses would be occupying passing space, contributing to congestion.
 - (v) The footways are too narrow – people waiting to board would obstruct the path of pedestrians, hindering wider accessibility.
 - (vi) Other nuisance factors apply, including the following: increased light and glare; people making noise, smoking or littering whilst at the bus stop; noise of bus doors etc; school pupils gathering at stops rather than walking; intimidation, intrusion and crime; reduction in property values.
9. **Unwanted bus stops:** TfL's aim is to place consecutive stops no further than 400m apart. This spacing is duly achieved by having a pair of stops in Farm Road. By omitting them, the distance between the proposed sequential positions that remain - Station Road (near Hazelgreen Close) and Firs Lane (near Hyde Park Avenue) - is almost 700m. Close spacing helps to increase the appeal to the local community of using the bus service over making

the same trips by car. It also helps to minimise unwanted walking distance for those with impaired mobility or who happen to be encumbered by small children or baggage for the journey in question. Within this spacing convention, the exact positioning of stops can also be chosen to maximise the short-walk catchment of surrounding homes. This concept is covered below.

10. Maximising the convenience of bus travel aligns with the Council's commitments to tackle the climate emergency. In terms of how much future use is made of specific bus stops in Farm Road, consideration must be given not just to the preferences of the most vehement opponents of the proposals today but also to the following groups: passengers living elsewhere using the stops to visit the area; prospective service users from Fords Grove and Highfield Road; prospective service users from Farm Road who are not signatories to the petition or who may, upon reflection, end up making use of the stops nevertheless; and future occupants of homes on Farm Road.
11. Similar opposition to the placement of specific bus stops has been submitted from adjacent households at nearly every position at which they have been proposed along the four newly served streets in Winchmore Hill. Hence it can be viewed as inevitable - wherever fully accessible bus services are proposed - that there will be households along the routes who dislike the accompanying bus stops. Bus services and their infrastructure are a vital and much used component of London's transport system. There are more than 500 bus stops in Enfield with most sited near homes, either in suburban settings or flats above shops in high streets. Therefore, the Council cannot accept the assertion that having bus stops situated near to homes is wrong.
12. The objectors argue that the Farm Road bus stops are exceptionally without merit relative to the drawbacks they assert. The same objections have been raised in other streets - regardless of the street's width, length, proximity of adjacent homes, parking capacity and so forth - and would almost certainly have been raised by corresponding households along any alternative routeing options through the neighbourhood. Localised opposition to bus stops thus being universal, the fairest approach a local authority can take is to propose them where they best serve the passengers and the community but favouring sites that are less intrusive over those that are more intrusive, when all other factors are equal. This is the principle upon which these positions have been selected.
13. **Placing stops away from fronting homes:** The tendency of households to object to nearby bus stops raises a similar point of fairness as their tendency to opine that they should be moved along the street to more secluded positions. Bus stop positions will make the service more appealing – particularly to more vulnerable passengers - when they benefit from natural surveillance, rather than when they are deliberately moved into the most poorly overlooked spots in any given street.
14. In winter months the 7am to 8pm service will be operating in darkness for several hours each day, so the issue of personal security on passenger uptake and comfort should not be under-estimated. Note that walking to one's car when it is not directly outside the home is a different to catching a bus; one does not need to wait on the street for a period of time before getting into one's car. Similar applies to getting out of one's car on a return trip; should the driver feel threatened by the presence of any persons they happen to see in the street, they can drive off or wait for them to move on. The passenger alighting a bus does not have such options. Hence the onus is on those planning the infrastructure to see that it is sited away from positions that are overly secluded.

15. **Crossing points:** Farm Road is relatively lightly trafficked and benefits from traffic calming. The road is not overly wide, numerous crossovers afford informal crossing places for those pushing prams etc, and there will be frequent long-duration gaps in traffic suitable for even those with impaired mobility or poorer road skills to make crossing movements. While the equivalent proposals for stops on Clay Hill have included consideration of aiding crossing movements, officers do not feel Farm Road is sufficiently comparable in character for the provision of crossing facilities to be considered essential to adding bus stops.
16. **Dwelling buses occupying road space:** It can be estimated that buses will stop at each of the two positions around 20 times each day. In the era of cash-free travel, stopping events are brief, say thirty seconds each outside of particularly busy stops. At each of the two stops in Farm Road we can therefore expect a bus to be present for a total of around 10 minutes across the 1440 minutes that make up 24 hours. For the other 99% of the day, the marked area will be vacant, prohibiting occupation of the kerbside by any other vehicles and thus helping, rather than hindering, the flow of traffic.
17. **Footway space:** The footways being wide enough at both stopping positions for opposing pedestrians to pass, they should also prove wide enough, given this particular setting, for passing pedestrians to negotiate a route past anyone stood waiting. The Enfield bound stop has the narrower footway of the two. Here the paved area needs to be extended into the verge for a length of around 8m to form the boarding area, thus providing additional footway width at the location passengers would be waiting.
18. **Other nuisance factors:** The bus stop post is not illuminated so no glare applies to the infrastructure at the stops. It is acknowledged that the other factors are recurring concerns when consulting on new bus stops. Nevertheless, the principles set out above remain valid. It is correct for stops to be added to make the new bus service appealing and fully accessible despite the tendency for households to not want the stops near their own homes. There is fairness in placing them where they serve the passengers best rather than on trying to assess competing levels of domestic opposition that might be found along the street. There are over 500 bus stops in Enfield. Most are near homes and the placement of the two in Farm Road is not in any respect exceptional in terms of the degree of intrusion.
19. Government legislation grants highway authorities powers to place bus stops in the public highway without provision of compensation to adjacent premises, which may be seen as reflecting the view of society at large that the need to do so trumps the wishes of those living nearby and that their nuisance value is not so high as to warrant any reparation. The degree to which a householder may feel intimidated by the presence of persons at a bus stop should be weighed up against the same feeling of vulnerability that might be experienced by a passenger standing alone in the street whilst waiting at an overly secluded bus stop. By careful planning of the route and its stops the service becomes well used and the level of patronage by the well-intentioned majority deters nuisance behaviour by wrong doers.

(C) Objection to the bus route using Farm Road:

20. A consultation and decision-making process on the introduction of the service and its chosen alignment has already been completed by TfL. While some residents dislike the outcome, no case has been submitted to suggest that either the process or the outcome was illegitimate. Enfield Council submitted comments to the 2019 consultation in support of the proposal, subject only to suitable proposals being found for any alterations required to its

24. **Speed humps:** Likewise, the route tests have not revealed any issues with the speed humps, which are neither numerous nor severe in their profile. Speed humps come in various forms. A guidance document published by TfL cautions highway authorities against planning speed humps on bus routes, lest those proposals prompt objections from TfL relating to passenger comfort etc. This does not amount to speed humps and buses being ruled mutually exclusive. Bus services and speed humps are seen to co-exist on roads such as Fox Lane, South Street, Main Avenue and Bounces Road and not to generate notable complaints from residents. In this case, with multiple route tests carried out, the humps are a known quantity and it can be said with certainty that the operator has no concerns with them.
25. **School run traffic:** Objectors point to the spike in traffic volumes at school times as making the use of Farm Road by buses unsuitable, referring to the proximity of schools off Highfield Road. Again, a road safety anxiety is mentioned. While nuisance school run activity generates numerous complaints to the department, notably due to congestion and inconsiderate parking, there is no demonstrable road safety problem associated with it in Enfield, whether sites are near or remote from bus routes. There are around 100 schools in the borough. Rather than being treated as bus exclusion zones, many schools benefit from bus services running along estate roads and directly past the gates; Bell Lane, Nightingale Road and Galliard Road are examples of roads that carry buses past fronting schools.
26. While it is true that the school run brings significant spikes in congestion across the network, this should not be a reason for not promoting sustainable and/or active travel in preference to pupils being driven directly up to school sites in cars. TfL's timetabling will account for peak period delays and these will apply on all streets, not only in Farm Road. The school run spike is, in any case, a relatively fleeting phenomenon on weekdays only, which is not a strong case for selecting routing options to avoid schools where those alternative routes would, at all other times, be less favourable.
27. **Bus routes in 'Quieter Neighbourhoods':** The Council's Healthy Streets Team sees no conflict with buses serving areas identified as current or future 'Quieter Neighbourhoods'. Fox Lane and Cranley Gardens carry buses on route W9 whilst also sitting within such a neighbourhood, for example. Rather, good public transport options offer residents within the areas further help in making less use of their cars, with this factor being what then allows active transport to flourish. The private car is the mode of transport that is most problematic in terms of poor air quality, high carbon emissions, poor space efficiency, nuisance parking, excessive noise, and supressing active travel due to traffic domination even on minor roads.



28. **Character of the street:** Two buses per hour each way is a reasonable degree of frequency to encourage bus patronage. However, the roughly 50 movements per day this adds up to in Farm Road is not excessive or character changing compared to the typical daily figure of nearly 1400 movements that was found (despite the pandemic) in an October 2020 survey. This figure included 65 vehicles per day classed as buses or trucks. It seems unlikely that this modest change in traffic levels could, as the petition claims, damage the residents' quality of life in any meaningful sense.
29. **Breach of human rights:** Farm Road, Firs Lane, Station Road and Church Hill are the four streets to be newly served by buses under the 456 service. While no other Enfield streets have been newly served by buses in recent years, across London the addition of streets to the bus network is not uncommon. In the year 2020 alone examples applied to Route 383, Route 384, and Route 324 in LB Barnet; and to Route 112 and Route 483 in LB Ealing. Given this information, and the traffic survey data above, and given the huge number of residential streets across London that carry bus services, the claim that the circa 50 buses per day on Farm Road would equate to a breach of human rights appears unfounded.
30. In addition to Cranley Gardens, Northern Avenue in the Haselbury area and Cadogan Gardens in Grange Park are further examples of existing streets that are short or narrow and carry little general through traffic but accommodate bus services, seemingly happily, nevertheless. Private Road in Bush Hill Park (a public road despite the name) is another example. Pennington Drive in Highlands carries buses but, being a loop, carries no through traffic, thus being quite the opposite of a main road. The department is not aware of any history of complaints about buses from these streets. All are public roads being maintained by public funds for the benefit of the travelling public in general, not just for the benefit of those currently living in the street.
31. Neither can it be accepted that the combination of factors applying to Farm Road makes it unique. Town Road, Edmonton is an example of a bus route that has modest traffic levels, a narrow carriageway, narrow footways, speed humps, narrow close fronting homes, almost no off-street parking and very few areas to act as parking overspill areas. The fact that, amongst these factors, it is only the relative shortage of parking that generates occasional enquiries would suggest that the presence of buses is less intrusive, once established, than objectors might claim or imagine in advance of the service commencing.

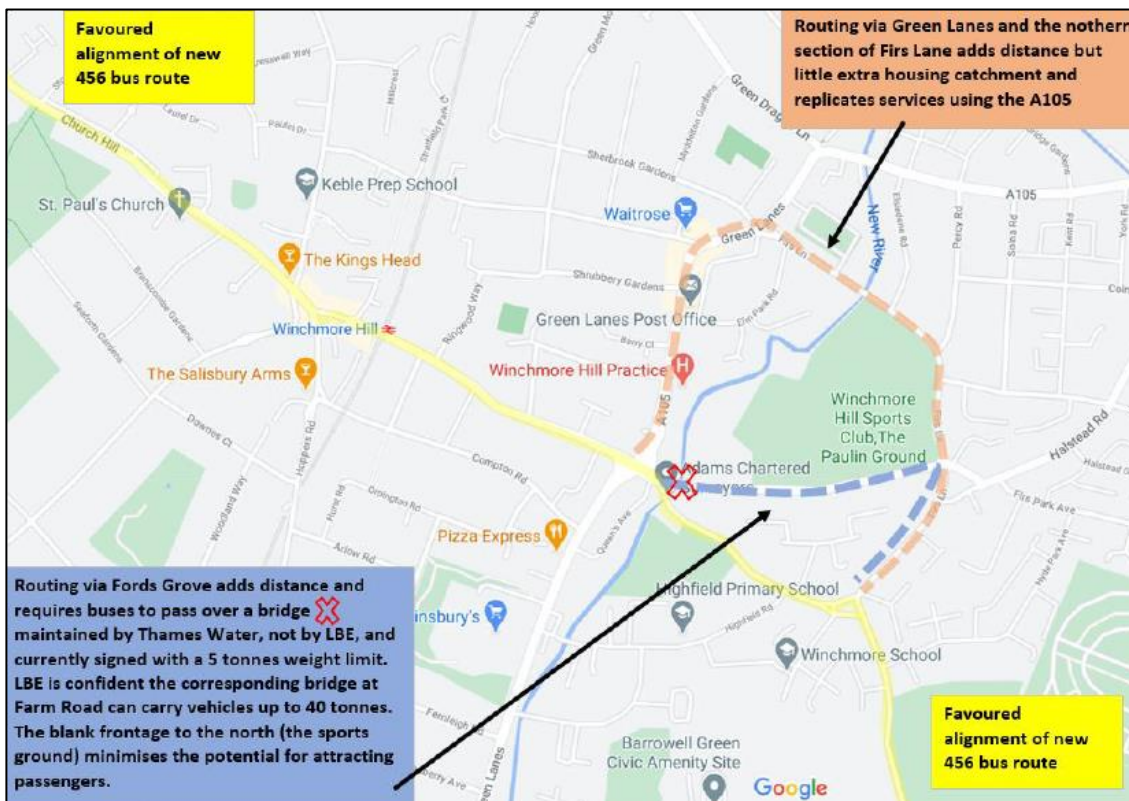


(D) Alternative routes:

32. The petition document stated that any of the following options would be a more logical or reasonable route for buses towards the hospital than along Farm Road:

- (i) Green Dragon Lane and northern section of Firs Lane
- (ii) Station Road and northern section of Firs Lane via Green Lanes dogleg
- (iii) Fords Grove
- (iv) Highfield Road
- (v) Green Lanes and full length of Hedge Lane
- (vi) Green Lanes and Barrowell Green

A strategic concept behind routeing the service via the Highlands and Winchmore Hill areas – rather than directly along Green Lanes - is to take the opportunity to bring unserved pockets of housing into close proximity to bus services. Its use of Church Hill, Station Road and Firs Lane is notable in filling certain residential ‘holes’ TfL’s analysis had identified in bus service provision.



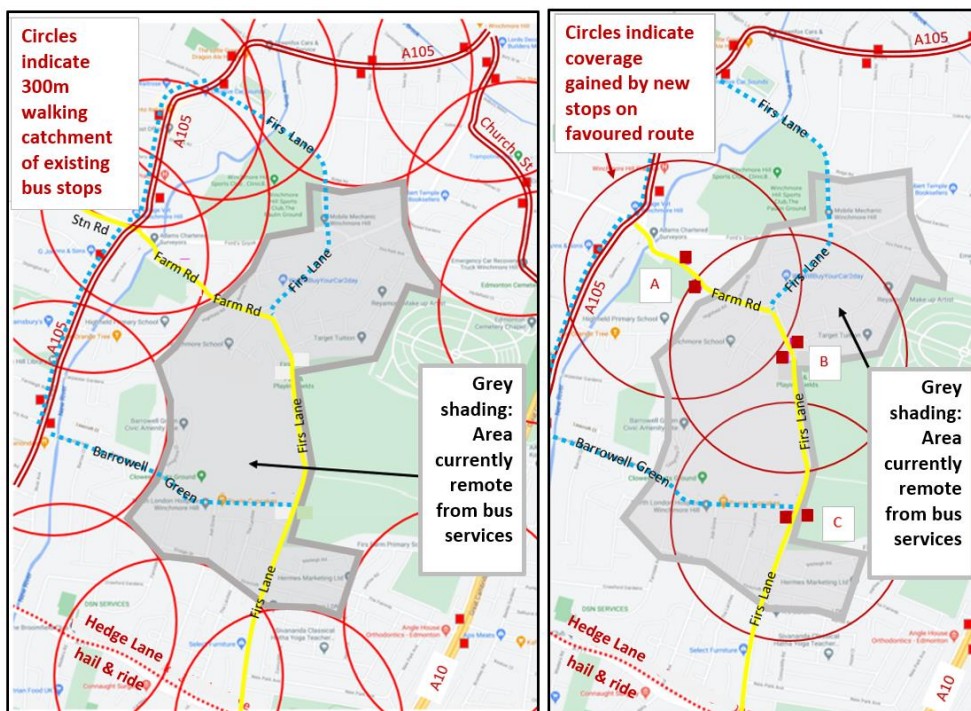
33. **Green Dragon Lane:** Given that Green Dragon Lane already carries bus services, using this corridor to connect Highlands with Firs Lane misses the opportunity to bring new areas – i.e. the Church Hill and Station Road catchment - into close proximity to bus services, contrary to the strategy for the overall route.
34. **Station road to Firs Lane North:** The section using Green Lanes replicates existing services, failing to extend the catchment but risking additional bus-on-bus delays along the A105 corridor. TfL's analysis indicates that the dogleg introduced by using Green Lanes and the northern section of Firs Lane between Station Road and the Firs Farm wetlands area adds 1.05 miles to the total return mileage, relative to the more direct Farm Road option. With average London bus speeds being 9.2 miles per hour this would add almost 7 minutes to the bus's round trip.
35. TfL uses the total round trip time to calculate how many buses are needed in service across different periods of the week to maintain the intended 2 buses per hour frequency. For this route 4 buses are required in quieter periods, and 5 buses during more congested periods when the return trip will take them longer to complete. TfL calculates that even if the additional run time were only 6 minutes, it would tip the quiet periods into also requiring the 5-bus level of provision. TfL estimates that the additional running costs would amount to £53,000 per year, which changes the financial footing of the overall proposal.
36. While some objectors have claimed that TfL is thus imposing an unwanted alignment on Farm Road residents for the sake of more favourable economics, this argument overlooks TfL's obligations to consider the wider public benefits. The more direct the route, the more attractive the service will be to prospective passengers. The dogleg imposed on hospital-bound buses when turning left out of Station Road - rather than heading straight across - confounds passengers' perception of directness, as well as adding 7 minutes onto the timetable, thus lowering the appeal of the service. Hence appeasing residents of Farm Road by choosing this option adds to passenger journey time and risks the route carrying underfilled buses, which is of benefit to no one. Initiating a service in the knowledge that it might need to be swiftly withdrawn due to non-viability would, furthermore, be irresponsible.
37. Moreover, given that some residents further south on Firs Lane have also now signed petitions opposing the route, there is no guarantee that the section further north would be any better received than the routing along Farm Road has been. Under the same principle of fairness stated above, the route should be selected on the alignment that offers the best viability, the greatest coverage and the most benefit to passengers.
38. **Fords Grove:** The bridge at the western end of Fords Grove is maintained by Thames Water and has a signed weight limit of 5 tonnes. The one on Farm Road is maintained by Enfield Council, whose engineers confirm it is suitable for carrying vehicles up to 40 tonnes. The Fords Grove option must therefore be ruled out. It is, in addition, less direct than Farm Road and lacks homes along its northern side to boost its catchment.
39. **Highfield Road:** Like the Firs Lane North option, this replicates services on Green Lanes and is less direct than using Farm Road. The Green Lanes end has a no entry restriction on eastbound traffic at the bridge, but access traffic uses the main length of the street in both directions. Allowing suitable eastbound entry for buses only would not be simple to achieve and, in any event, many of the reasons cited by the petition for not using Farm Road apply equally to Highfield Road, if not more so.



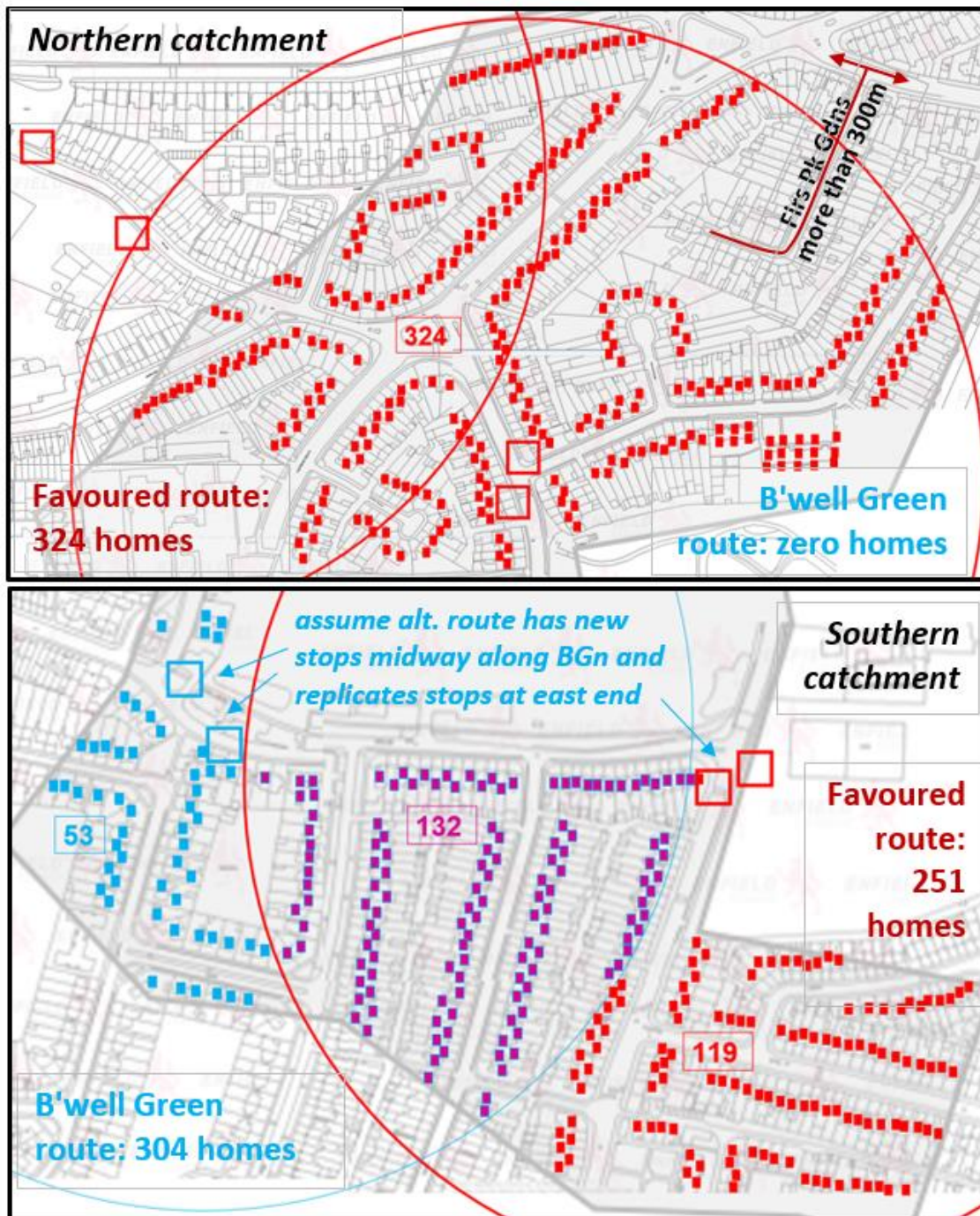
40. **Hedge Lane:** This option has the perceived benefit of avoiding introducing bus services along any new sections of street south-east of Station Road. Its corresponding drawback is in failing to bring the housing areas around Firs Lane into greater proximity to bus services. A second drawback is in replicating bus services along a 1.3 mile stretch of Green Lanes and Hedge Lane, again risking additional bus-on-bus delays along the A105 corridor. A third is that it is slightly longer and less direct than the route via Farm Road.
41. **Barrowell Green:** The petitioners offer this alternative as one that replicates Farm Road in terms of bringing bus services through the Firs Lane estate, but via a street they deem better suited to accommodate them. While it is true that Barrowell Green is wider and straighter, it also features road humps and some close-fronting homes (but not any formal crossing facilities) and therefore has some similarities to Farm Road in character. Were the Council to agree that Farm Road was not suitable to carry buses due to being residential in nature and due to its families valuing the relative absence of traffic compared to that found on main roads; it is hard to imagine Barrowell Green residents not responding that these notions applied to them more or less equally.



42. One drawback of using Barrowell Green is that the route is slightly longer and less direct than the Farm Road option (0.9 miles between the two points of divergence, versus 0.6 miles) and, again, risks bus-on-bus delays by duplicating services on the Green Lanes corridor. A second drawback is that the Farm Road option was chosen to fill both of two residential 'holes' in bus access in the Firs Lane area, one north of the wetlands, one to the south. While the Barrowell Green route could serve as a reasonable back-up option, it was not TfL's favoured route due to it diverting around the northern area rather than serving it.
43. Having now identified positions for the bus stops, the department has been able to undertake a more detailed comparison to calculate how many homes each option brings within 'short walking distance' of specific bus stopping positions. Note that this does not over-ride the desire to have stops spaced at less than 400m along a route, even where the catchments of some stops happen to overlap under this type of birds' eye view analysis.
44. The analysis is based on drawing catchment circles of 300m radius around all the existing bus stops on the enclosing corridors - Green Lanes, Church Street and the A10 – as well as indicating similar coverage for Hedge Lane's hail and ride service. The area (shaded grey in the mapping below) bounded by the perimeter route catchment circles is the unserved area of housing sitting beyond short walking distance of existing bus services. The distance of 300m is chosen, rather than the maximum desired 400m bus stop spacing figure quoted above, to reflect that not all homes within a circle are on a direct walking route to the stop.
45. Barrowell Green is 700m long. To meet spacing convention, a pair of stops would have been proposed midway along its length. The favoured option via Farm Road has one pair on Farm Road and another north of the wetlands, ideally near Hyde Park Avenue to maximise the coverage to the more eastern-lying homes. Both options would see a pair of stops on Firs Lane near its junction with Barrowell Green. This offers suitable stop spacing in both cases. Little is gained from the stops at Point C being further south, as the catchment already overlaps with the Hedge Lane hail and ride catchment along Hedge Lane.



46. The home-by-home level analysis seen below shows that the Farm Road option captures 324 homes from the northern 'hole' and 251 from the south, totalling 575. The Barrowell Green option does not capture new homes to the north on Firs Lane etc, due to the large area of open space separating the route from the nearest areas of housing. Its addition of 304 homes to the south better the Farm Road option by only 53 homes. Hence we can conclude that the Barrowell Green option brings 304 homes within short walking distance of a bus stop, but that this is only 53% of the 575 gains made by the favoured option.



47. Accordingly TfL's judgement appears sound in having chosen the option that is most direct, serves most homes and avoids duplicating services along Green Lanes. By those factors it is maximising the potential of the route to convert trips from car to bus; offering passengers along all parts of the route the optimum in accessibility, convenience and journey times; and minimising any bus-on-bus delays or confusion by duplicating other bus services on Green Lanes.
48. It can be seen that options that use the northern section of Firs Lane would offer some additional extension to the northern catchment under the same method of analysis. However the Green Dragon Lane variation misses out any gains in the entire Church Hill and Station Road catchment and the Station Road into Green Lanes dogleg option has been shown non-viable in terms of route length and costs, which is the more fundamental consideration.
49. Pegasus Court is a block of retirement homes at the northern end of Firs Lane, where it meets Green Lanes. Pegasus Court submitted an email to the Council stating they would welcome the route passing their premises to help their residents make use of the route. The rationale set out above explains why this routing option has not been chosen regardless of this support, but it should be noted that the entrance to Pegasus Court is only 40m from the existing southbound bus stop on Green Lanes, with northbound stops also close by, so it is already well served by the existing bus network in the more general sense.
50. The hospice on the corner of Barrowell Green and Ash Grove also emailed the Council stating that the bus route running past their premises would also be welcomed by their residents. This expression of support is not deemed to outweigh the drawbacks to the Barrowell Green option that are set out above. Happily, placing the pair of stops immediately at the eastern end of Barrowell Green, which was proposed to maximise the general catchment along the favoured route, leaves both of those stops no further than 220m from the hospice.

Part 2: Fixed Bus Stops and the Route Through Winchmore Hill

51. The paragraphs above set out why the department believes TfL's judgment was sound in having selected Church Hill, Station Road, Farm Road and Firs Lane as its favoured routeing of the new service through Winchmore Hill. Route testing has generated no concerns and TfL completed its mandatory consultation process in April 2020. The consultation report indicates that the general response from contributors was positive and there appears to have been no legal challenge to TfL's decision nor any substantiated claims that the process was incomplete or improper.
52. TfL's report sets out its intention to introduce fixed bus stops on sections of the route that were previously unserved or that operated on a 'hail and ride' basis, referencing the streets named above explicitly and after ensuring all households along these streets were invited to comment via delivery of leaflets in 2019. TfL's report lists the benefits of fixed stops thus:
 - (i) Easier boarding and alighting for some passengers with mobility issues
 - (ii) Safer journeys for customers and other road users
 - (iii) Improved route reliability and timetabling
 - (iv) Customer information through the provision of timetables at bus stops
 - (v) Greater certainty on when and where the bus will stop to allow people to board/alight

53. The department's position on fixed stops is that it generally favours introducing them, to improve upon hail and ride operation, whenever the opportunity allows. A recent example was the addition of fixed stops on the previously 'hail and ride' section of the W4 service along Tottenham Road etc. The department relies on TfL to take the lead in such proposals, to provide the funding, and to procure and install the bus stop posts, for which they remain custodian after their placement in the street.
54. The Equality Act 2010 sets out the principle of equal access to services and opportunities across protected groups, where this can reasonably be provided. A fixed stop ensures the following: (a) that the kerbs are high enough for proper deployment of the wheelchair ramp; (b) that the step between footway and bus floor is not overly high for the ambulant disabled or those in charge of prams, toddlers etc; and (c) that, for these users and all others, the bus can always pull in tightly to the kerb, rather than needing to deposit passengers in the road due to obstruction by parked cars. A network based largely on fixed stops is one in which a wheelchair user can set off on a journey with confidence that, wherever they end up alighting, they will be able to do so with ease and dignity.
55. By working in partnership with TfL to provide fixed stops the department is therefore helping the service provider achieve this position and abide by these regulations. The benefits listed above should also encourage greater uptake in bus usage and, given the declaration of the climate emergency, obligations upon the department to promote sustainable travel apply on these grounds also.
56. Accordingly the department is right to continue its work in identifying positions for fixed stops along the roads in question; to continue its consideration of comments submitted from nearby households thereon; and, while perhaps revising some proposals where necessary, to proceed with the intention that stops at the appropriate spacing will be introduced along the route, even where local opposition is encountered. Section 13 above reflects upon the reality that, despite the improvements they offer to the least able, proposals for new bus stops are almost always met with local opposition.
57. The merits and potential drawbacks of specific bus stop proposals on Church Hill, Station Road and Firs Lane will be the subject of future decision-making reports. The topic is covered here to address the general opposition to the bus route - and the general concept of having fixed bus stops - that has arisen in the Firs Lane area, outside of Farm Road.
58. In addition to localised objections being submitted to nine of the twelve bus stop positions, two petitions have been submitted indicating more general opposition to the route. Both petitions arise from residents on Firs Lane living near the stops proposed at Position B. (The mapping at section 45 shows the location.) Both make comments on the suitability of the specific bus stop proposals, which will be addressed elsewhere in due course.
59. Petition X bears 138 names and states that a full consultation on the matter of the route and the bus stops needs to be carried out by the Council. The petition author refers to a TfL leaflet received in December 2019 and quotes therefrom: "*subject to the outcome of this consultation about the proposed route LB of Enfield will consult locally on detailed proposals.*" In other words, TfL's leaflet was advising that should it decide to proceed with the route, it will be Enfield Council that then makes proposals about specific bus stops.
60. The petition author states this local consultation never occurred. That is not correct. It occurred in December 2020 in the form of letters to adjacent households near proposed

stops with the same information copied to elected representatives and certain community groups by way of wider community oversight. Far from there being any doubt this occurred, it is likely that it was exactly this communication with households around Position B that precipitated the petition.

61. The petition author continues: *“On 27 April 2020 TfL alleged to have consulted on proposals for a new bus route between Crews Hill and North Middlesex Hospital. The claimed to have received 513 responses. The residents of Firs Lane did not receive any information.”* However, we know with certainty that TfL did consult on the matter and that Firs Lane residents were included as this was done via the December 2019 leaflet; the very document the author admits to receiving and quotes from at section 59. This was the consultation upon the alignment and introduction of the route, which the report of April 2020 was later produced to summarise.
62. Hence while the signatories have the freedom to reiterate their opposition to the route it is not valid to base this petition calling for further consultation on the assertion that TfL did not consult on the route or that Enfield Council did not consult locally on the bus stops. It is well documented that both exercises took place.
63. The Petition X author queries how a bus route can coexist with a proposed Quieter Neighbourhood. Section 27 above addresses this. The author queries how around 50 buses per day would not blight the area with fumes etc. Section 28 sets out how even on the lightly trafficked Farm Road, 55 buses is not a significant traffic burden relative to the 1400 daily vehicles found in recent surveys. The petition author queries buses running near schools. Section 25 and 26 above address this issue. The petition author’s concerns about the congestion posed by dwelling buses hindering other traffic is specific to the bus stop layouts and will be addressed elsewhere.
64. Petition Y bears 43 names and seeks to understand *“why route 456 needs to cut across residential roads instead of going through a main road like Green Lanes where it can serve the wider community.”*
65. Sections 32 to 47 address the question above, touching upon the aspiration to extend bus services to areas currently remote from bus routes; to select the most direct, appealing route alignment for the good of all passengers within and beyond Winchmore Hill; and to avoid duplicating services on Green Lanes that risk adding bus-on-bus delays into the existing network operation.
66. The issue of buses hindering traffic and exacerbating congestion near schools features in Petition Y also. Again, some of this commentary relates to the specific bus stop proposals. The remainder is addressed above. The author of Petition Y poses the scenario of hospital visitors or staff driving to Firs Lane and leaving their vehicles parked for long periods whilst completing their journey by bus. This phenomenon could be monitored and potentially tackled with further parking controls. Such a concern could apply to any bus route, as all bus routes offer passage to destinations where a car driver would encounter parking controls. Accordingly, it is best addressed by proposals for the area in which it is found to occur, if it ever occurs, rather than speculatively as a prerequisite to a route being introduced. It is certainly not a good reason to forego running bus services.

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Enfield Equality Impact Assessment (EqIA)

Introduction

The purpose of an Equality Impact Assessment (EqIA) is to help Enfield Council make sure it does not discriminate against service users, residents and staff, and that we promote equality where possible. Completing the assessment is a way to make sure everyone involved in a decision or activity thinks carefully about the likely impact of their work and that we take appropriate action in response to this analysis.

The EqIA provides a way to systematically assess and record the likely equality impact of an activity, policy, strategy, budget change or any other decision.

The assessment helps us to focus on the impact on people who share one of the different nine protected characteristics as defined by the Equality Act 2010 as well as on people who are disadvantaged due to socio-economic factors. The assessment involves anticipating the consequences of the activity or decision on different groups of people and making sure that:

- unlawful discrimination is eliminated
- opportunities for advancing equal opportunities are maximised
- opportunities for fostering good relations are maximised.

The EqIA is carried out by completing this form. To complete it you will need to:

- use local or national research which relates to how the activity/ policy/ strategy/ budget change or decision being made may impact on different people in different ways based on their protected characteristic or socio-economic status;
- where possible, analyse any equality data we have on the people in Enfield who will be affected eg equality data on service users and/or equality data on the Enfield population;
- refer to the engagement and/ or consultation you have carried out with stakeholders, including the community and/or voluntary and community sector groups you consulted and their views. Consider what this engagement showed us about the likely impact of the activity/ policy/ strategy/ budget change or decision on different groups.

The results of the EqIA should be used to inform the proposal/ recommended decision and changes should be made to the proposal/ recommended decision as a result of the assessment where required. Any ongoing/ future mitigating actions required should be set out in the action plan at the end of the assessment.

The completed EqIA should be included as an appendix to relevant EMT/ Delegated Authority/ Cabinet/ Council reports regarding the service activity/ policy/ strategy/ budget change/ decision. Decision-makers should be confident that a robust EqIA has taken place, that any necessary mitigating action has been taken and that there are robust arrangements in place to ensure any necessary ongoing actions are delivered.

SECTION 1 – Equality Analysis Details

Title of service activity / policy/ strategy/ budget change/ decision that you are assessing	Providing Fixed Bus Stops for New Route 456 (as discussed under Portfolio Report PL 20.125 “Farm Road Yellow Lines and Bus Route 456”)
Lead officer(s) name(s) and contact details	Jonathan Goodson 0208 132 0988
Team/ Department	Traffic & Transportation
Executive Director	Sarah Cary
Cabinet Member	Cllr Guney Dogan
Date of EqIA completion	February 2021

SECTION 2 – Summary of Proposal

Please give a brief summary of the proposed service change / policy/ strategy/ budget change/project plan/ key decision

Please summarise briefly:

What is the proposed decision or change?

What are the reasons for the decision or change?

What outcomes are you hoping to achieve from this change?

Who will be impacted by the project or change - staff, service users, or the wider community?

In 2019 Transport for London (TfL) undertook a consultation on a proposed new bus service: route 456. The proposed route is to extend the existing W10 service that links Crews Hill to Enfield Town; with buses continuing from the town to North Middlesex Hospital via Highlands, Winchmore Hill and Firs Lane. In April 2020 TfL published its report summarising the consultation and confirming its decision to proceed. While most feedback had been positive, objections had been received from residents of Farm Road. Subsequent adverse comment has arisen from other roads in the Winchmore Hill area, with residents notably being opposed to the introduction of fixed bus stops.

While the decision on the introduction and alignment of the route fell to TfL and has already been made. Enfield Council is a decision-making partner in the principle of introducing fixed stops, where suitable positions can be found.

This assessment accompanies the scheme report to capture two key discussion points around providing fixed bus stops:

- (1) **Physical Accessibility** - the benefits fixed stops provide in terms of better accessibility for those service users falling into certain protected characteristic groups, such as the disabled.
- (2) **Personal Security** - the benefits to more vulnerable service users in placing stops where they benefit from good natural surveillance.

(1) Physical Accessibility

TfL's report lists benefits of providing fixed stops, which include the following:

- Easier boarding and alighting for some passengers with mobility issues
- Greater certainty on when and where the bus will stop

While it may appear to work well in certain locations and on certain occasions, the Council's view is that the alternative 'hail and ride' system can leave less able users uncertain as to the conditions they will encounter when boarding and alighting. Parked vehicles, for example, might prevent the bus driver finding a position where the bus can access the kerb, and the step between the bus floor and the pavement may be overly high, even when clear kerbside is available. Passengers may find themselves unable to board, or may need to alight at excessive distance from their ideal alighting position.

Fixed stops ensure the following: (a) that the kerbs are high enough for proper deployment of the wheelchair ramp; (b) that the step between footway and bus floor is not overly high for the ambulant disabled or those in charge of prams, toddlers etc; and (c) that, for these users and all others, the bus can always pull in tightly to the kerb, rather than needing to deposit passengers in the road due to obstruction by parked cars. A network based largely on fixed stops is one in which a wheelchair user can set off on a journey with confidence that, wherever they end up alighting, they will be able to do so with ease and dignity.

(2) Personal Security

The differing impact on those with protected characteristics also applies to the consideration of which types of location are suitable for bus stops. Residents opposing bus stops near their homes tend to argue for them being relocated to 'less intrusive' positions in the street; the report argues for avoiding placing them at spots that are secluded and poorly overlooked for the greater sense of personal security this offers passengers, notably vulnerable ones.

In winter months the 7am to 8pm service will be operating in darkness for several hours each day, so the issue of personal security is of relevance. Note that walking to one's car when it is not directly outside the home is a different experience to catching a bus; one does not need to wait on the street for a period of time before getting into one's car. Similar applies to getting out of one's car on a return trip; should the driver feel threatened by the presence of any persons they happen to see in the street, they can drive off or wait for them to move on. The passenger alighting a bus does not have such options. Hence the onus is on those planning the infrastructure to see that it is sited away from positions that are overly secluded for the comfort and security of all, especially the most vulnerable.

This section asks you to consider the potential differential impact of the proposed decision or change on different protected characteristics, and what mitigating actions should be taken to avoid or counteract any negative impact.

According to the Equality Act 2010, protected characteristics are aspects of a person's identity that make them who they are. The law defines 9 protected characteristics:

1. Age
2. Disability
3. Gender reassignment.
4. Marriage and civil partnership.
5. Pregnancy and maternity.
6. Race
7. Religion or belief.
8. Sex
9. Sexual orientation.

At Enfield Council, we also consider socio-economic status as an additional characteristic.

“Differential impact” means that people of a particular protected characteristic (eg people of a particular age, people with a disability, people of a particular gender, or people from a particular race and religion) will be significantly more affected by the change than other groups. Please consider both potential positive and negative impacts, and, where possible, provide evidence to explain why this group might be particularly affected. If there is no differential impact for that group, briefly explain why this is not applicable.

Please consider how the proposed change will affect staff, service users or members of the wider community who share one of the following protected characteristics.

Age

This can refer to people of a specific age e.g. 18-year olds, or age range e.g. 0-18 year olds.

Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people of a specific age or age group (e.g. older or younger people)?

Please provide evidence to explain why this group may be particularly affected.

(1) Physical Accessibility

Older people are more likely than others to suffer with mobility limitations. For those who find walking difficult but who are not classed as disabled, fixed stops minimise the step height when boarding and alighting and ensure passengers never need to step down into or up from the road. For those who find walking longer distances difficult, fixed stops provide certainty as to how far from their destination their bus journey will start and end.

(2) Personal Security

Older people may disproportionately anxious about boarding or alighting at bus stops that have been sited in secluded and poorly overlooked locations.

Younger people – such as children who are old enough to travel independently from adults - may have similar vulnerabilities.

Mitigating actions to be taken

NA

Disability

A person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on the person's ability to carry out normal day-day activities.

This could include:

Physical impairment, hearing impairment, visual impairment, learning difficulties, long-standing illness or health condition, mental illness, substance abuse or other impairments.

Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people with disabilities?

Please provide evidence to explain why this group may be particularly affected.

(1) Physical Accessibility

For the ambulant disabled, where they have impaired mobility, fixed stops minimise the step height when boarding and alighting and ensure passengers never need to step down into or up from the road. For those who find walking longer distances difficult, fixed stops provide certainty as to how far from their destination their bus journey will start and end.

The buses in question feature a built-in ramp that can be deployed when wheeled access is required. However, the ramp cannot be deployed safely if the kerbs at the boarding point are too low or if the bus cannot pull up close to the kerbside at all. For this group

fixed stops avoid: them potentially being denied access to the service; or them needing to delay the service while boarding and alighting is improvised, which they may find undignified; or them being left uncertain about the access conditions, potentially deterring them from making their journey.

Although additional parking controls are proposed in Farm Road, these have been reduced in extent where feasible in response to local feedback. In addition, the Local Authorities' Traffic Orders (Exemptions for Disabled Persons) (England) Regulations 2000 provides certain exemptions for blue badge holders from the remaining parking restrictions.

(2) Personal Security

Some disabled people may be disproportionately anxious about boarding or alighting at bus stops that have been sited in secluded and poorly overlooked locations.

Mitigating actions to be taken

NA

Gender Reassignment

This refers to people who are proposing to undergo, are undergoing, or have undergone a process (or part of a process) to reassign their sex by changing physiological or other attributes of sex.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on transgender people?

Please provide evidence to explain why this group may be particularly affected.

No relevant factors identified.

Mitigating actions to be taken

NA

Marriage and Civil Partnership

Marriage and civil partnerships are different ways of legally recognising relationships. The formation of a civil partnership must remain secular, where-as a marriage can be conducted through either religious or civil ceremonies. In the U.K both marriages and civil partnerships can be same sex or mixed sex. Civil partners must be treated the same as married couples on a wide range of legal matters.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people in a marriage or civil partnership?

Please provide evidence to explain why this group may be particularly affected
No relevant factors identified.
Mitigating actions to be taken
NA
Pregnancy and maternity
Pregnancy refers to the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
Will this change to service/policy/budget have a differential impact [positive or negative] on pregnancy and maternity?
Please provide evidence to explain why this group may be particularly affected
(1) Physical Accessibility Pregnancy can temporarily impair mobility or agility. Fixed stops minimise the step height when boarding and alighting and ensure passengers never need to step down into or up from the road. For those who find walking longer distances difficult, fixed stops provide certainty as to how far from their destination their bus journey will start and end.
(2) Personal Security When pregnant some women may be disproportionately anxious about boarding or alighting at bus stops that have been sited in secluded and poorly overlooked locations.
Mitigating actions to be taken
NA

Race
This refers to a group of people defined by their race, colour, and nationality (including citizenship), ethnic or national origins.
Will this change to service/policy/budget have a differential impact [positive or negative] on people of a certain race?
Please provide evidence to explain why this group may be particularly affected
No relevant factors identified.
Mitigating actions to be taken

NA

Religion and belief

Religion refers to a person's faith (e.g. Buddhism, Islam, Christianity, Judaism, Sikhism, Hinduism). Belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who follow a religion or belief, including lack of belief?

Please provide evidence to explain why this group may be particularly affected.

No relevant factors identified.

Mitigating actions to be taken

NA

Sex

Sex refers to whether you are a man or woman.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on men or women?

Please provide evidence to explain why this group may be particularly affected.

(1) Physical Accessibility

The benefits of easier physical access will apply particularly to those guiding small children or pushing prams or both. Where such childcare duties fall disproportionately to women, then the benefits can be taken to apply disproportionately to women.

(2) Personal Security

Women may be disproportionately anxious about boarding or alighting at bus stops that have been sited in secluded and poorly overlooked locations when travelling alone in the hours of darkness.

Mitigating actions to be taken

NA

Sexual Orientation

This refers to whether a person is sexually attracted to people of the same sex or a different sex to themselves. Please consider the impact on people who identify as heterosexual, bisexual, gay, lesbian, non-binary or asexual.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people with a particular sexual orientation?

Please provide evidence to explain why this group may be particularly affected.

No relevant factors identified.

Mitigating actions to be taken

NA

Socio-economic deprivation

This refers to people who are disadvantaged due to socio-economic factors e.g. unemployment, low income, low academic qualifications or living in a deprived area, social housing or unstable housing.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who are socio-economically disadvantaged?

Please provide evidence to explain why this group may be particularly affected.

Purchasing a car requires, at the time of purchase, a significant sum of money and/or a good credit history. Outlay on running costs (taxation, insurance and maintenance) may arise periodically, rather than on the pay-as-you-go basis that applies to bus travel. Accordingly, the option of bus travel – over the use of the private car - is likely to be more highly valued and frequently used amongst those who are socio-economically disadvantaged, being less likely to own cars.

This group would thus be disproportionately affected by the omission of fixed bus stops or by their placement in poorly overlooked locations with regard to good physical accessibility and minimising anxieties about personal security when travelling alone in the hours of darkness.

Mitigating actions to be taken.

NA

SECTION 4 – Monitoring and Review

How do you intend to monitor and review the effects of this proposal?

Who will be responsible for assessing the effects of this proposal?

Whilst no negative impacts on protected groups have been identified, the impact of the scheme will be monitored by a combination of feedback from residents, from the bus operator and from Transport for London.

SECTION 5 – Action Plan for Mitigating Actions.

Identified Issue	Action Required	Lead officer	Timescale/By When	Costs	Review Date/Comments
None	NA	NA	NA	NA	NA