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OVERVIEW & SCRUTINY COMMITTEE

**Wednesday, 21st July, 2021 at 7.00 pm in the Council Chamber,
Civic Centre, Silver Street, Enfield, EN1 3XA**

Membership:

Councillors : Susan Erbil (Chair), Margaret Greer (Vice Chair), Lee David-Sanders, Birsen Demirel, Mahmut Aksanoglu, Elif Erbil, James Hockney and Derek Levy

Education Statutory Co-optees: 1 vacancy (Church of England diocese representative), vacancy (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 (Head of Governance, Scrutiny & Registration Services)
Susan O'Connell (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. CALL IN: RESIDENT INVOLVEMENT STRATEGY IN COUNCIL HOUSING (Pages 1 - 78)

To review the Cabinet decision taken on 18 June as a result of the matter having been Called-in.

4. CALL IN: BOWES PRIMARY AREA QUIETER NEIGHBOURHOOD (Pages 79 - 394)

To review the Cabinet decision taken on 18 June as a result of the matter having been Called-in.

5. CALL IN: ENFIELD HEALTHY STREETS FRAMEWORK (Pages 395 - 454)

To review the Cabinet decision taken on 18 June as a result of the matter having been Called-in.

6. DATES OF FUTURE MEETINGS

To note the dates of the next meetings as follows:

Business Meeting
Wednesday 2 September 2021

Provisional Call-in Meeting
Thursday 5 August 2021

London Borough of Enfield**Overview & Scrutiny Committee****Meeting Date 21 July 2021**

Subject: Call in -Resident Involvement Strategy in Council Housing**Cabinet Member: N/A****Key Decision: N/A**

Purpose of Report

1. This report details a call-in submitted in relation to the following decision:

Cabinet (taken on 18 June 2021). This has been “Called In” by 7 members of the Council; Councillors Edward Smith, Maria Alexandrou, Joanne Laban, Chris Dey, Andrew Thorp, Glynis Vince and Lindsay Rawlings.

Details of this decision were included on Publication of Decision List No.6/21-22 (Ref. 3/6/21-22 – issued on 18 June 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 (25 June 2021) to "call-in" the Cabinet decision of 18 June 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 Portfolio 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:
 - In preparing this strategy, the report states that the Council has obtained extensive feedback and support from its tenants and leaseholders. But no specific information is provided about residents' views on the current involvement arrangements, or about their recommendations on how to improve resident engagement.
 - Under the latest terms of reference of the Housing Advisory Group (the top tier of the proposed new consultative committees), the Committee no longer has statutory status, and no role is provided for the Opposition Lead on Housing, or the two independent advisers as was the case hitherto. This change downgrades the status of the Committee and reduces its ability to provide independent advice to the Cabinet on housing matters. No explanation or justification for this change is provided in the report.
 - The report proposes a three-tier structure for resident engagement comprising 11 new committees, including the new HAG. There is no reference in the report to the possible difficulties in recruiting residents of the appropriate calibre to fill the large number of roles in the new structure, nor to the risks involved if the requirements of the Social Housing Regulator regarding resident involvement are not met.
 - It is not stated in the report whether recruitment to the new committees will be by appointment or by election. The future role of existing and new tenants' associations in relation to the new structure is not set out clearly.
 - Various members of the Customer Voice have expressed misgivings about the practicality of including six representatives with experience of homelessness as well as tenants and leaseholders on the HAG

because their interests are different in many ways. They were also concerned that the decision to refer significant issues to the Housing Scrutiny Panel would be solely at the behest of the Chair of the HAG (the Cabinet Member for Social Housing) which was not a transparent process. These important concerns are not addressed under the proposed new arrangements.

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 section 18.2, 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.

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Date of report 13 July 2021

Appendices

Cabinet Report & Appendix
Response to Call in reasons

Background Papers

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

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London Borough of Enfield

Cabinet

Meeting Date 16th June 2021

Subject: Resident Involvement Strategy in Council Housing
Cabinet Member: Cllr Needs, Cabinet Member Social Housing
Executive Director: Sarah Cary

Key Decision: [5321]

Purpose of Report

The purpose of the report is to agree a draft Resident Involvement Strategy and Involvement Framework for Enfield Council Housing 2021-24. It provides details of the resident and staff feedback that has been used to inform the Strategy and an overview of current and future regulatory requirements in respect of resident involvement in social housing.

Proposals

1. Approve the Council Housing Resident Involvement Strategy 2021-24 and proposed action plan (Appendix 1) for formal consultation with residents for a six-week period.
2. Approve the Framework of Involvement including the introduction of the Council Housing Excellence Panel to review performance across Council Housing and making evidence-based recommendations for improvement
3. Delegate authority to the Director of Housing and Regeneration in conjunction with the Cabinet Member for Social Housing to make any minor amendments arising from the wider resident and stakeholder consultation
4. Delegate to the Director of Housing and Regeneration in consultation with the Cabinet Member for Social Housing further operational arrangements to support the delivery of strategy and action plan

Reason for Proposals

5. The strategy sets out how the Council will strengthen relationships and the voice of tenants and leaseholders over the next 3 years, responding to:
 - Feedback from residents and community groups
 - Feedback from Council Housing officers
 - Review of existing involvement mechanisms in Enfield
 - Current best practice in involvement from social housing

- Lessons learnt from the Grenfell Disaster and to respond to the changing legal framework arising from the Building Safety Bill
 - Current and future regulatory requirements as they effect Council Housing
6. The strategy recognises the hard work and commitment of existing involved residents and highlights the need to strengthen the voice of underrepresented groups and extend our reach through a programme of accessible and flexible involvement opportunities that are tied together through the new framework.

Relevance to the Council Plan

Good Homes in Well-Connected Neighbourhoods

7. The strategy will support the wider asset management strategy and resident safety programme ensuring that the resident voice is central to delivering well maintained homes which meet the requirements of our residents and enables them to challenge and hold their landlord to account.

Sustain Strong and Healthy Communities

8. The strategy recognises the potential of resident involvement to help build stronger and healthier communities through empowerment of individuals and community groups to work collaboratively to find sustainable solutions to challenges.

Build our Local Economy to Create a Thriving Place

9. The strategy supports skills development and employability through a comprehensive training programme. It also seeks to work in partnership with local business and 3rd sector organisations to bring inward investment and support sustainable improvements in communities.

Background

10. There are numerous ways in which Council Housing residents are able to get involved in how services are provided these range from strategic involvement opportunities such as the Housing Advisory Group and Customer Voice, through to local opportunities such as tenants and residents associations, estate walkabouts and focus groups.
11. Resident Satisfaction (STAR) survey conducted in 2019 highlighted a desire of residents to be more involved and have more of a say in how services are delivered to them.
12. The existing regulatory framework for Council Housing places a strong emphasis on resident involvement through the Tenant Involvement and Empowerment Standard
13. The Social Housing White Paper will significantly move beyond this and lead to a move to proactive consumer regulation from the Regulator for Social

Housing with consistency in regulation across all registered providers of social housing.

14. The Building Safety Bill specifically requires “The accountable person for an occupied higher-risk building must as soon as reasonably practicable after the relevant time prepare a strategy (a “residents’ engagement strategy”) for promoting the participation of relevant persons in the making of building safety decisions”. This strategy provides an integrated framework whilst also dedicating a specific section to building safety demonstrating the significant value and importance the Council places on this.
15. The Better Council Homes Vision and Target Operating Model are predicated on building more effective relationships with residents and utilising customer insight to better inform service planning and improvement, ensuring the voice of residents is at the heart.
16. A Housing Scrutiny Panel for member scrutiny and the new Housing Advisory Group to act as a strategic sounding board across Housing and Regeneration were launched in 2020. This strategy complements these new arrangements.

Main Considerations for the Council

17. There are numerous ways in which residents can currently get involved and receive information in relation to housing services whilst these provide useful feedback and insight there is not an existing strategy that brings this activity together towards a common aim.
18. As a registered provider we are regulated by the Regulator for Social Housing. The regulatory framework is based on three economic standards (applicable to housing associations only) and four consumer standards. The standard reflecting the role of resident involvement is the Tenant Involvement and Empowerment (Consumer) Standard and covers:
 - Customer Service, Choice and Complaints
 - Involvement and Empowerment
 - Understanding and Responding to Diverse Needs of Tenants
19. The consumer standards are at the heart of co-regulation meaning councillors are responsible for ensuring their landlord services are managed effectively and comply with all regulatory requirements, in partnership with residents. The Council must also support tenants to shape and scrutinise service delivery and to be held accountable where standards are not being met.
20. The Social Housing White Paper is heavily informed by the lessons learnt from the Grenfell disaster and in particular that the voice of residents needs to be strengthened. In response to early findings Enfield Council Housing has already sought to apply lessons. For example, it has launched a ‘tall buildings pilot, reviewing the way in which it communicates and involves residents in tall buildings around resident safety. The learning from this has been considered in the development of the overarching strategy.

21. In 2019 in following a STAR resident satisfaction survey 45% of residents (tenants and leaseholders) stated they would like to have more of a say or be actively involved in housing services. With only 1% of tenants and 3% of leaseholders currently being involved this represents significant opportunities to involve more residents, with feedback indicating a range of different and flexible opportunities would be welcomed by residents.
22. Work has been undertaken to review the operating model for Council Housing to ensure it is fit for the future and it is key that the both staff structures and involved residents' structures are reviewed and aligned to the new operating model.
23. The new framework, including the establishment of the Council Housing Excellence Panel, ensures that residents can influence service improvement and scrutinise performance and decisions and affecting their housing services; as well as ensuring there are appropriate and accessible communications channels.

Resident Feedback

24. In developing the draft resident involvement strategy 2021-2024 focus groups have been held with residents and staff. Resident Groups included strategically involved residents, locally involved residents, formally involved residents and those who have not previously been involved; whilst views varied across each group there were some consistent themes, and these have informed the development of the Involvement Framework, Strategy and Action Plan.
25. The Resident Involvement Team undertook a range of direct contact through existing involvement groups, both strategically and locally involved and supplemented through large-scale text invitations sent to residents and successfully reaching out to 3,548 tenants and 2,425 leaseholders inviting input to the research either through participation in an online focus group or through a semi structured 121 interview.
26. Our research involved focus groups involving Customer Workshops held between 8th-19th February:
 - 5 workshops attended by 47 residents
 - Supplementary 30-45 minute semi structured interviews with 13 additional residents
 - Residents included members of: Customer Voice / Housing Advisory Group / Repairs Stakeholder Group
 - Tenant and Residents Associations and other locally involved residents
 - Residents (previously involved and no longer involved)
 - Residents who are not currently involved (regardless of if they want to be involved moving forward or not, to understand barriers to participation).
27. Representatives were present from the following groups:
 - Council Housing (general needs)
 - Council Housing (Sheltered)
 - Council Housing (Leaseholders)

- Council Housing (Impacted by ongoing Regeneration Delivery or proposals)
- Temporary Accommodation / Homelessness

Feedback from across all resident groups were both helpful and consistent, an underlying aspiration to work towards partnership and co-design approached with a recognition that this needs to be built over time getting the basics right in the first instance. The most frequently cited attributes that residents felt needed to be present moving forward to support improved resident involvement were

- Communication
- Accountability
- Transparency
- Honesty and Trust

28. The research identified 20 recommendations which have been considered and informed the 7 strategic priorities set out in the strategy.

Consultation

29. The feedback and involvement of residents has been critical in shaping the priorities and actions in the strategy and further consultation will seek to provide further opportunities for wider engagement and feedback especially from groups less represented across existing involvement groups including but not limited to:

- Under 30's
- People with none visible disabilities including sensory impairments
- People with lived experience of mental health issues
- BAME and non-English speaking residents

30. The Strategy will be subject to a 6-week public consultation on the Council's website, in addition this will be supplemented with a targeted consultation programme with a range of community groups who have been identified as having existing networks and relationships with underrepresented groups including but not limited to:

- The Parent Engagement Network
- The Faith Forum
- LGBTQ+ Network
- Over 50's Forum
- Enfield Disability Action
- Enfield Mind
- Enfield Voluntary Action

31. Following closure of the consultation, the findings will be reviewed and the strategy subject to changes.

32. The strategy will be subject to annual review as part of the annual resident involvement impact assessment.

Strategic Priorities

1. Improve the culture of involvement ensuring it is embedded at all levels across the department and reflected across all services
 2. Delivering Excellence through developing resident involvement in monitoring and improving performance through Council Housing Excellence Panel, local and individual accountability
 3. Extending Our Reach to encourage involvement in under-represented groups such as young people, homeless people, people with disabilities, BAME and LGBTQ+
 4. Communication, Communication, Communication- Improve our approach ensuring that we provide good quality, accessible information in a format that residents want
 5. Supporting, Independence, Empowerment and Personal Growth
 6. Strengthening relationships with other agencies and creating sustainable community partnerships
 7. Recognise the value of empowerment through ensuring adequate resources are in place and routinely assessing the impact of all resident involvement activity, ensuring the feedback loop is closed and that involvement represents good value for money
33. The strategy and framework will build trust and relationships with residents and partners and is underpinned by a focus on improved communication, diversity and inclusion, leadership commitment and training and assessing impact and value for money.
34. Year one of the strategy will enable a baseline to be established to determine future targets and investment priorities. The strategy will seek to increase investment in direct resident involvement activities as well as support an increase in resident and community led projects and initiatives.
35. The strategy is supported by a revised resident involvement structure that recognises the importance of the resident voice in shaping every decision of every officer every day. The New Resident Liaison and Involvement Team will exist to facilitate a step change in the nature and strength of our partnerships with our residents and communities to ensure their voices are at the heart of service design and improvement. The new team will consist of:
- Resident Liaison and Engagement Manager
 - 2 x Resident Liaison and Engagement Officer
 - 2 x Resident Liaison Officer
36. The strategy will be resourced by:
- Increased direct investment in involvement to support capacity building and widening opportunities for involvement, funded by compensatory revenue savings to be identified in 2022-23.
 - Identification of a number of innovative co-design/community led projects and working in partnership to secure inward investment to support the delivery of these

Extracting social value and capacity building support and other resources through procurement and the supply chain.

Safeguarding Implications

37. Safeguarding of Children and Vulnerable Adults is central to the Better Council Homes programme. All customer facing roles including those in the Resident Involvement Team are subject to enhanced DBS checks.
38. Mandatory training is provided on safeguarding to all staff and will be also be available to resident groups.

Public Health Implications

39. The strategy builds on the programme of digital engagement introduced during the pandemic and recognises a desire and need to reintroduce community-based face to face activities whilst ensuring current safety and public health guidance is followed.
40. The research with residents and wider also highlighted the impact of the pandemic on our residents and communities and recognises that the delivery of this resident involvement strategy provides opportunities for residents to:
- Build skills and confidence
 - Reducing loneliness and isolation
 - Give something back to their community
 - Build support network

Equalities Impact of the Proposal

41. An equality impact assessment has been completed and identified:
- Opportunities to strengthen relationships within existing communities through local engagement groups
 - Existing requirements for all recognised resident groups to commit to equality and diversity
 - Opportunities to create partnerships with community and other 3rd sector groups to build relationships and connect with residents from minority groups including:
 - LGBTQ+ groups
 - Residents whose first language is not English
 - Faith Groups
 - Young people
 - People with mental health and learning disabilities
 - The strategy seeks to support the delivery of the Fairer Enfield Policy in which Council Housing commit to:
 - Engage with all groups in our community when making decisions about our services; and prioritise engagement with those who represent marginalised or disadvantaged groups or where involvement is low.
 - Involvement activities will increase monitoring of participants across protected characteristics and targets set over the life of the strategy to achieve an involved resident profile that reflects the wider resident population.

Environmental and Climate Change Considerations

42. The strategy seeks to increase the level of engagement and communication with residents via digital channels to improve access for residents whilst minimising the impact on the environment.
43. The introduction of resident energy and green champions will bring to life the issues around sustainability and encourage learning and behaviour change through peer engagement and support.
44. The sustainability and green agenda is also central to the work of the Building Safety Board and the Regeneration and Development Design and Engagement Group.

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

45. If the proposed decision is not taken and the work is not completed there is a risk that:
 - the existing involvement activity will not be aligned to the new service deliver model in council housing,
 - would not meet current and future regulatory requirements, which could result in regulatory intervention
 - Customer Satisfaction reduces and in particular 'Satisfaction with view taken into account'.
 - Poor value for money, as services are not designed to meet customer needs and expectations

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

46. There is a risk that as the regulatory framework changes to meet the requirements of the Social Housing White Paper further changes will be required in order to ensure full compliance over the life of the strategy. The strategy will be subject to annual impact assessment, this will include any amendments to keep abreast of the emerging legislation and regulatory reform.

Financial Implications

47. The new strategy and framework places, a strong focus on value for money and assessing the impact of resident involvement.
48. Year one of the strategy is resourced within existing budgets, with a focus on increasing investment in subsequent years as a result of:
 - attracting inward investment and successful partnership bids
 - social value through procurement
 - additional resources to widen participation and strengthen capacity funded by compensatory savings identified through the Housing Revenue Account 2022-23

Legal Implications

49. The resident involvement strategy and framework sets out how Council Housing meets the requirements of the Tenant Involvement and

Empowerment Standard whilst strengthening approaches further to support continuous improvement and ensure readiness to respond to future regulatory requirements arising from the Social Housing White paper

Workforce Implications

50. There are no significant implications. The Resident Involvement Strategy clarifies both the direct resources for resident involvement as well as embedding resident involvement throughout all teams in Council Housing.

Property Implications

51. There are no significant implications

Other Implications

52. None

53. Options Considered

54. The alternative option of continuing with existing approach was considered but rejected as the voice of the customer and other stakeholders have consistently called for a need for change and it is recognised as an essential component of delivering the Better Council Homes Vision

55. Defer making changes within the current approach until the regulatory changes arising from the Social Housing White Paper are enacted. This has been rejected as most of the principles and findings are consistent and Enfield want to be an early adopter. The framework and strategy provide a flexible framework to enable it to be updated and amended as it progresses.

Conclusions

56. Whilst there are numerous ways for residents to get involved currently; in order for Council Housing to deliver its ambitious Better Council Homes Vision, alongside respond to changes in the external and regulatory environment a stronger dialogue with our residents is key.

57. The Framework, Strategy and Action Plan for Resident Involvement will ensure the voice of residents is truly at the centre of our service delivery and will enable flexible and accessible opportunities.

58. Provides opportunities for residents to hold the Council to account and provide a framework for resident led scrutiny which complements the council's political scrutiny processes.

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Date of report

Appendices

Appendix 2: Draft Resident Involvement Strategy 2021-2024

Background Papers

‘Unlocking potential of people and communities through meaningful engagement’

Enfield Council Housing Resident Involvement Strategy

2021-2024

Introduction:

This strategy seeks to set out a path to build on the positive role our residents play in shaping housing services and reaffirms our commitment to involving residents in the design and improvement of services and support our wider commitment to the empowerment of residents and communities in Enfield.

We recognise the significant time commitment, as well as personal energy and drive that many involved residents put into involvement activities. The strategy seeks to build on this existing commitment and provide accessible and flexible ways to have your say.

The last year, as we have come to terms with the significant impact of the Covid-19 pandemic has highlighted the power and impact that can be achieved when communities work together for a common aim, recognising the positive benefits of staying connected, and how playing an active role can support wellbeing and mental health, this strategy seeks to build sustainable and lasting partnerships with both individuals and community groups whilst increasing accessibility and flexible involvement through digital channels.

This three-year Resident Involvement Strategy has been developed to fulfil the current and future regulatory requirements of social housing providers reflecting the requirements of the existing Tenant Empowerment and Involvement Standard, whilst also looking forward to future requirements from the Social Housing White Paper ‘The charter for social housing residents’.

Whilst it reflects and seeks to ensure compliance with the regulatory standards the primary purpose is to recognise the powerful and critical role that the voice of ‘lived experience’ in delivering on our vision for transforming our customer relationships, homes and communities.

Creating a Vision for ‘Better Council Homes’ in Enfield:

Council Housing undertook a customer satisfaction survey between April and May 2019 using the industry STAR methodology. Key highlights from the survey highlighted:

Tenants priorities:

- Improve communication and responsiveness of resolving housing issues
- Repairs and maintenance in homes

- Reducing anti-social behaviour
- Condition of homes

Leaseholder priorities:

- Improve communication and responsiveness of resolving housing issues
- Cleanliness and litter
- Reducing anti-social behaviour
- Maintenance of internal and external communal areas
- Costs and perception of value for money

Residents view on Involvement Opportunities:

General needs tenants and leaseholders were both significantly more likely to say they are not interested in having a say or getting involved in what the Housing Service does:

- 30% of the total sample of tenants and leaseholders surveyed do not want to get involved
- 35% of tenants and 40% of leaseholders respectively would like to have more of a say in what housing services does
- About 1 in 10 tenants and leaseholders who completed the survey, would like to be actively involved in housing services
- 1% of tenants and 3% of leaseholders stated they already work for, or are involved with, housing services
- Nearly 1 in 4 residents 'don't know' currently if they want to be involved.

In exploring ways in which residents would like to be involved residents were asked to identify ways in which they would like to be involved:

Involvement Method	General Needs (%)	Leaseholders (%)
Receiving information, for example in the Housing News newsletter	64	58
Being involved in a resident association	36	29
Attending Annual Conference	30	34
Being Involved in Customer Voice, a group which represents Enfield Council tenants and leaseholders	26	35
Taking part in estate walkabouts	19	21
Attending and annual conference	N/A	55

8% of residents cited either other or none of these options as being preferable.

Overall, it highlighted a need to rethink our service offer and involvement approach to ensure housing services are fit for the future and designed with residents and their voice at the heart.

Better Council Homes Vision was created:

The Housing Service recognised a need for a whole system approach to change that recognises the key role that our residents (experts by experience) can and should play working in partnership with staff and others to transform our housing service.

The Better Council Homes Vision and Transformation programme was developed and evolved with a refreshed vision for the service of:

To ensure sustainable change in communities with better outcomes for our residents, through more effective place investment, management and service delivery, enabled by technology and informed by engagement with our colleagues and residents.

Our Aims:

- To be a high performing Landlord that residents trust and engage with
- To support residents to take ownership and control over improving the quality of their homes, lives and communities
- To deliver inspiring places and happy communities

A new way of serving our residents - Target Operating Model

In order to achieve the above, it is recognised that a step change is required in the way we engage with our residents and deliver services. This includes:

1. Being clear about the services we provide and service standards, agreeing corporate and local offers with residents
2. Being clear about residents' own responsibilities
3. Encouraging and enabling residents to flexibly self-serve online
4. Stop doing things that do not add value to our residents or our strategic priorities
5. Use our information and knowledge of people, property and community to be proactive and build prevention into service delivery
6. Provide timely and person-centred interventions, diversion and capacity building when residents need this
7. We will focus on enforcement as a last resort – but will clearly communicate and decisively deliver where required
8. Work with the community, partners and voluntary sector to deliver sustainable changes in our communities
9. Empower our people to make decisions to resolve issues rapidly
10. Develop initiatives to promote health, wellbeing and happiness for all residents

This three-year engagement strategy has been developed to ensure the structure of involvement and the voice of our residents is fully aligned and at the centre of bringing the Better Council Homes Vision and aims to life.

The external and regulatory environment:

As a registered provider we are regulated by the Regulator for Social Housing. The regulatory framework is based on three economic standards and four consumer standards.

The standard reflecting the role of resident involvement is the Tenant Involvement and Empowerment (Consumer) Standard and covers:

- Customer Service, Choice and Complaints
- Involvement and Empowerment
- Understanding and Responding to Diverse Needs of Tenants

The consumer standards are at the heart of co-regulation meaning councillors are responsible for ensuring their landlord services are managed effectively and comply with all regulatory requirements, in partnership with residents. The Council must also support tenants to shape and scrutinise service delivery and to be held accountable where standards are not being met.

The Charter for Social Housing Tenants

The 2020 Social Housing White Paper 'The Charter for Social Housing Tenants' was produced building on the lessons learnt from the Grenfell Tower fire. The importance of having the resident voice at the heart of service design and effective resident involvement is a theme that runs throughout. This includes:

- 'Engaged tenants' should be a key part of any landlord's governance and scrutiny arrangements
- Tenants who do not want to attend formal meetings or join a formal group need to have ways to feedback to their landlord to ensure their voices are heard and their needs are identified
- Engagement opportunities are tailored to tenants' needs and interests encouraging and supporting greater involvement
- The Charter also enforces that information should be published and available to tenants on how their landlord is performing in key areas of service delivery.
- It also will reshape the role of the regulator placing a stronger role in regulation particularly in relation to the consumer standards, this will include a new periodic inspection programme for registered providers

In addition, the strategy is set in the context of other significant factors including:

- Strengthening our approach to resident involvement in relation to building safety taking account learning from 'The Social Sector (Building Safety) Engagement Best Practice Group.
- Ensuring alignment of resident involvement at all levels across Housing and Regeneration and embedding of involvement in all service areas
- The energy and green agenda will be at the heart of our approach strategic asset management and delivering a holistic capital investment offer
- Change to the Councils allocations policy resulting in a significant increase in the number of people with complex support needs being allocated to council housing recognising a need to find ways of connecting and engaging with those with complex and additional needs
- A need to embrace digital solutions both in terms of responding to residents changing needs and a requirement to access information and services 24/7 as well as embracing learning from digital involvement access during the pandemic

- The new Housing Ombudsman Code placing greater responsibility to resolve complaints, quickly, demonstrating learning and improvement from complaints and ensuring these are shared with residents

The Local Context:

The strategy supports the delivery of the Enfield Council Plan 2020-22 'A Lifetime of Opportunities for Everyone' including:

Good Homes in well-connected neighbourhoods- strengthening the voice of residents in relation to:

- design and build of new homes and regeneration estates
- ensuring plans to invest in existing stock take account of current and future needs
- Accountability and focus on improved performance in relation to quality of homes

Safe, healthy and confident communities:

- Designing out crime through secure by design principles
- Invest in capacity building to strengthen the voice of Enfield residents and improving their life chances
- Connecting people and communities, reducing loneliness and isolation
- Focus on strengthening the voice of our most vulnerable residents, empowering people and communities to build resilience and independence.
- Seeks to identify opportunities to co-design and deliver improved spaces that encourage communities to come together and thrive such as community food growing and greening projects

An economy that works for everyone:

- Building skills and capacity of local people, creating meaningful opportunities to build confidence and employability skills through involvement
- Opportunities to work in partnership with local business and community groups to deliver sustainable partnerships

What is resident engagement?

- The process for residents to take part in decision making processes and influencing changes to housing policies, processes and associated services. It is a two-way process which involves collaborating, sharing ideas and working together to find solutions with the aim of delivering improvements in service delivery, customer satisfaction and as a result value for money.
- There are numerous ways in which residents already get involved in shaping services through a variety of channels these include:
 - Periodic STAR customer satisfaction surveys
 - The Housing Advisory Group (all tenures)

- The Customer Voice (tenants and leaseholders)
- Other service and transactional surveys for example following a repair or major works or other ad hoc surveys paper based or online
- SMS surveys and polls
- Information on the web and provided in Housing News and other Council Housing publications
- Tenants and Residents Associations
- Public meetings
- Focus Groups
- Estate Walkabouts
- Leasehold Forum
- Repairs Stakeholder Group
- Tall Building Engagement Pilots
- Tenants and Leaseholders Conference

Key achievements for resident involvement include:

- Highly experienced, passionate and core involved resident base
- Shaping the priorities for the Better Council Homes Transformation Programme
- Influencing the set-up, design and monitoring of Enfield Repairs Direct the in-house repairs service
- Oversight of performance across service areas
- Administering of the annual Estate Improvement Project budget via the Customer Voice
- Influencing key housing policies and strategies
- Shift of involvement activities online during the pandemic including successfully holding a tenant and leaseholder virtual conference
- A number of constituted and funded Tenants and Residents Associations
- Influencing local priorities through the development of Estate Management Action Plans across some of the most deprived communities

Benefits of Resident Involvement

Ultimately our aim is to improve the quality and accessibility of our housing service by doing what matters most for our residents and communities, but the benefits of meaningful involvement are far reaching and include the opportunity to:

Residents

- Improve services
- Improve homes and neighbourhoods
- Ensure residents are provided quality and timely information about their homes, neighbourhoods and services
- Empower residents in influence decisions affecting them
- Give residents the opportunity to scrutinise performance and hold the organisation to account
- Help build confidence and develop new skills and knowledge
- Voluntary work can be included within your CV
- Build networks and reduces isolation and improves mental health

Enfield Council:

- Helps ensure Housing Services are responsive to tenants needs and aspirations

- Improves performance through utilising the lived experience of residents
- Improves relationships between residents and officers
- Improved Neighbourhoods and improved services
- Ensures the wider community is better informed about Council services
- Makes sure that residents views are heard

How the strategy came about?

Having reviewed a full range of internal and external information and good practice, we held a number of focus groups with a variety of residents as well as a number 45-minute semi structured 121 interviews.

Invites were sent to 3,548 tenants and 2,425 leaseholders inviting input to the research either through participation in an online focus group or through a semi structured 121 interviews.

- Residents included members of strategically involved residents
- Tenant and Residents Associations and other locally involved residents
- Residents (previously involved and no longer involved)
- Residents who are not currently involved

Representatives came from across:

- Council Housing (general needs)
- Council Housing (Sheltered)
- Council Housing (Leaseholders)
- Council Housing (Impacted by ongoing Regeneration Delivery or proposals)
- Temporary Accommodation / Homelessness

In addition, staff from across Council Housing, Housing Advisory Service, Development & regeneration and Housing Gateway were invited to participate in workshops about the role of resident involvement in service design and improvement.

The outputs from the review formed a report and recommendations which led to the development of the Resident Involvement Framework and Strategy 2021-2024.

At the heart of the feedback from residents was a clear message that getting the culture right for resident involvement is key and to achieve this we must improve:

- Communication
- Accountability
- Transparency
- Trust

Residents get involved for a number of reasons including:

- Making a difference for other people
- Giving something back to the community
- Personal development
- Hold LBE accountable

Residents highlighted numerous barriers to involvement that need to be addressed including:

- Improve flow of communication to residents and have clear service standards defined
- Do what we say we will do in order to build trust and confidence
- Provide feedback on all involvement activities including highlighting where involvement has made a difference and sharing this more widely to encourage other to get involved
- All staff in housing services need to have resident involvement as a priority not just those who work in the resident involvement team
- There needs to be flexible and easy ways for residents to have their say through a channel that suits them at a time that is convenient
- Spreadsheets and performance reports alone cannot give a clear picture of service and needs to be supplemented with 'reality checks' to see if the reports reflect the customer experience
- Reach out to underrepresented groups through outreach and partnerships with local community and voluntary sector groups

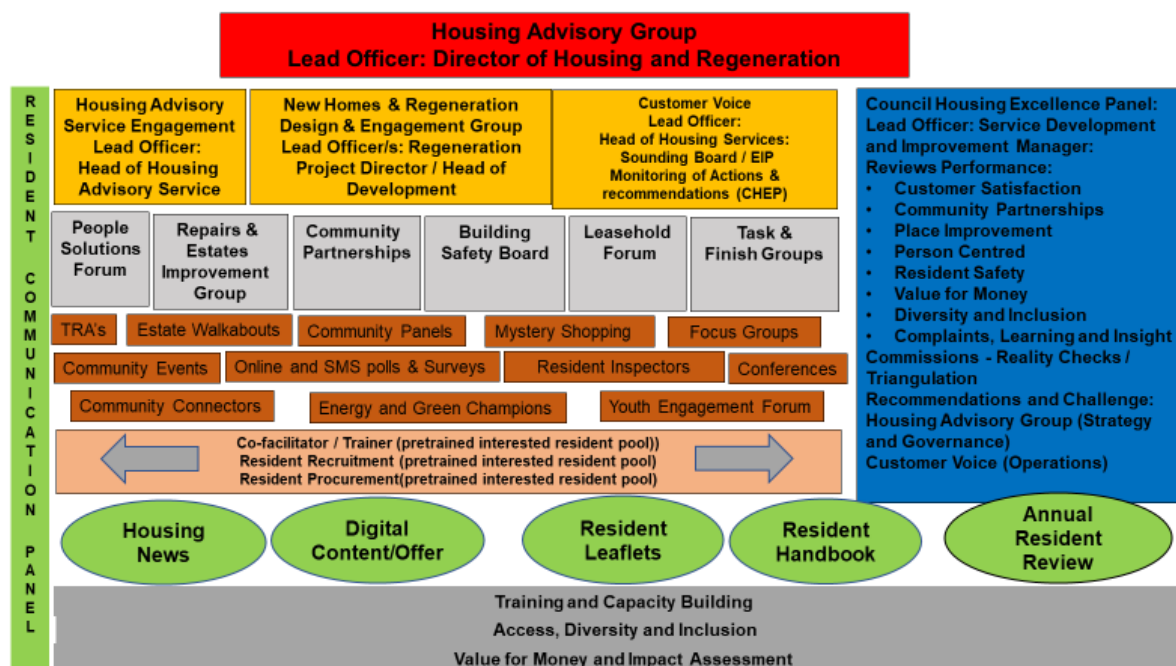
Creating a Framework for Involvement:

Our residents have told us that in order for resident involvement to be effective, it needs to be truly valued and embedded across all activities and supported by a resident centric culture and strong leadership commitment.

These principles are also reflected in the Tenant Participatory Advisory Services Engagement Standards and the Local Government Association report titled 'Engaging and empowering tenants in council-owned housing'.

The framework for involvement provides a flexible range of options for residents to get involved at all levels based on their interests and preferred communication channel. It seeks to ensure that all resident involvement activity is designed and aligned to support the delivery of the department strategic objectives and that all feedback flows through local and strategic groups to ensure the resident voice is integrated in service planning, monitoring and improvement.

LBE Housing and Regeneration Involvement Framework:



Housing Advisory Group (tier 1):

Is the most strategic involvement group and is made up of representation from Council Housing, Temporary Accommodation and those experiencing homelessness.

The group meets four times a year and is chaired by the Cabinet Member for social housing and led by the Director of Housing and Regeneration. The group will act as a sounding board on housing and homelessness issues.

The group can provide feedback on the development of strategy, policy and service delivery issues and can make recommendations as appropriate to Cabinet and Cabinet Members. It will ensure that residents have a role in advising on housing policy and performance issues.

Strategic Involvement (tier 2)

Each of the three core functions in the Housing and Regeneration Directorate will have a strategic resident involvement group that represents the specific needs of that service area:

Housing Advisory Service (led by the Head of Housing Advisory Services)

- The group will be made up of directly engaged service users and relevant community partners such as the Parent Engagement Network

and will draw on a range of other involvement tools from within the framework to strengthen the voice and influence of service users.

Development and Regeneration (Jointly led by the Head of Development and Regeneration Project Director)

- The Design and Engagement Group will influence and shape our approach to design of new homes and engagement of residents in the new homes and regeneration process from pre ballot, post ballot right through to handover and management of defects. Each individual scheme will be subject to its own consultation plan, but the aim of the group is to ensure good practice and effective communication is in place and a consistent approach to resident and community engagement.

Council Housing (The Customer Voice)

The Customer Voice is the over- arching housing representative body for tenants and leaseholders for the borough of Enfield. The main aim of the Customer Voice is to ensure that customers' views, aspirations and priorities are at the centre of the housing services delivered by the Council.

The Group also has responsibility for overseeing the annual Estate Improvement Programme budget.

The group will draw on information and insight from across the involvement framework ensuring that is utilised at a strategic and operational level to influence service design and improvement.

Council Housing Excellence Panel

Will be a new Panel with a focus on reviewing performance across Council Housing Services. Its primary aim is to oversee review of information and commissioning of a range of 'reality checks' in order to test the customer experience and identify areas for challenge and improvement.

The Panel will draw on a range of involvement approaches including:

- Questionnaires
- Focus Groups
- Mystery Shopping
- Tenant Inspectors

The Panel will work independently with support and will take an evidence led approach ensuring that any reviews and reports from the CHEP are based on the wider customer voice using a variety of feedback channels.

The Panel will report to the Housing Advisory Group and will provide copies of reports and recommendations to the Chair of the Housing Scrutiny Panel for all strategic issues with operational issues and recommendations being reported via the Customer Voice who will have oversight and monitoring of the actions and sign off of actions following the provision of evidence to support the delivery of the action and desired outcome.

Operational Service Improvement Groups:

Council Housing is changing the way we deliver our services to make sure we balance the individual needs of residents, with our role in place shaping and creating good quality and safe homes.

Repairs and Estate Improvement Group

Will oversee the continuous improvement of responsive repairs and estate services, working in partnership with officers and members to review progress against action plans and performance targets.

Community Partnerships

Will be created initially across 6 estates / localities requiring significant need based on factors such as level of deprivation, including crime and antisocial behaviour, debt and poverty, areas requiring significant investment or regeneration.

These areas will have an Estate Management Action Plan that will oversee a bespoke and resident driven, plan with local measures and will develop Community Partnerships a mixture of local residents and community partners to have oversight of the delivery of the plans including exploring inward investment and co-designing solutions.

Building Safety Board:

Oversight of communication and approaches to involving residents and keeping them informed about building safety issues and checking awareness, this includes approaches in tall buildings and will look holistically across building safety and improvement.

The Group will explore the findings of the Social Sector (Building Safety) Engagement Best Practice Group and work in partnership to implement new and effective ways to bring together to build our approaches and quality of engagement around building and resident safety.

Leasehold Forum

A quarterly meeting available for all leaseholders will continue to meet to discuss and shape services as they apply to leaseholders serving both resident leaseholders and absent leaseholders.

People Solutions Forum

The revised focus on resident relationships and developing individual tailored services based on individual needs is at the heart. This group will have oversight of the framework (Outcomes STAR) for supporting individuals including those in receipt of short-term crisis intervention support through to those that may need long term support to sustain their tenancies.

This service includes:

- Later Living (Sheltered Housing)
- Community Independent Living Tenancy Support Service

The group will work to identify effective routes to supporting individuals to build resilience, maintain independence and identify sustainable solutions. It will track and monitor outcomes delivered from people services and identify any groups where outcomes are less favourable and require additional action to address.

Task and Finish Groups

Task and Finish Groups are a great way of undertaking a time limited review of a particular area, once the work is completed the group is disbanded and ongoing monitoring embedded within the existing involvement groups.

These functional involvement groups will be led by the relevant service head and will be responsible for ensuring each key service area has an understanding of the needs and aspirations of residents and build this into the annual service improvement planning and measurement and delivery framework.

The format and frequency of how these groups meet will be determined in partnership as part of the establishment of these groups.

Accessible and easy access to local Involvement

The strategic and operational involvement groups set out above will draw on data, information and insight from a wider pool of involved residents through a flexible and easily accessible programme of local and informal involvement opportunities:

Tenants and Residents Associations

Tenant and Resident Associations are made up of local tenants and residents who represent their area to bring about improvements in housing and related services. These Groups adopt a model constitution and are recognised by LBE and can access funding and other support to help set up and maintain the Associations.

Estate Walkabouts

An estate walkabout is a planned and publicised walk around your neighbourhood or street. It is a great way to highlight what could be improved and can be done with Housing Staff to ensure issues are recorded and actioned.

Action plans with timescales will be issued to attending residents and ward Councillors.

Mystery Shopping

Mystery Shoppers are a group of trained residents who test our services to make sure they are being delivered in line with agreed service standards and reporting back recommendations for improvements in the customer experience.

Focus Groups and Public Meetings

From time to time we will set up focus groups or public meetings to look at a particular area of the housing service for example how to increase involvement of young people, each focus group should have a clear outcome and feedback should be provided on how the feedback has been taken into account.

Community Events

Bringing people together through well organised and structure community events and fun days that have clearly defined objectives, seeks to hear the voices of residents and promote community cohesion, whilst giving residents the opportunity to influence services and have fun.

Online and SMS polls and Questionnaires

We will use a variety of service specific and Housing wide surveys on a periodic basis and includes online and SMS questionnaires to increase participation.

In addition, the Council will carry out a full STAR survey every two years

Resident Inspectors

Undertake a range of planned and unplanned inspection of estate-based services and may include communal repairs, cleaning standards or other service areas. Inspectors report back on their findings including making recommendations for improvement.

Conferences

An annual leaseholder and tenants conference will be held. These events raise awareness about the services provided, ask residents for their views on service areas and provide opportunities to ask questions, it also represents a great opportunity to highlight other ways to get involved.

Community Connectors

Act as a community champion, providing information and signposting to individual members of the community who may not access wider meetings and other access points to services.

Energy and Green Champions

These trained resident champions will seek to build awareness around the Energy and Green Agenda, promoting affordable warmth and improved environmental practices to support the delivery of the Council Housing sustainability strategy.

Youth Engagement Forum

Predominantly a digital group which seeks out the views of residents and tenants under the age of 25, to increase their voice and ensure their needs are taken into account.

Resident Communication Panel

The Resident Communication Panel will act as a sounding board, critical friend and champion to support improved resident communication including but not limited to:

- Housing News
- Resident Leaflets
- Web content and other online information including via social media
- Digital Handbook
- Annual Resident Review
- Annual Impact Assessment

The group will receive feedback on our communication tools and make recommendations around ensuring accessibility of information.

Recruitment:

Creating a resident centric culture requires us to ensure our commitment to resident involvement is set out in every job description and recognises the importance of exploring this in recruitment for customer facing housing roles.

We will seek to recruit a pool a pretrained 'resident recruiter's' who can be invited to participate in relevant roles.

Procurement:

Involving residents in the procurement of contractors, particularly for the provision of services they are due to receive will create opportunities for residents to be involved.

The specific approach will be determined as part of the procurement planning process but could include contributing to:

- Developing the procurement brief and contract specifications
- Involved in competitive dialogue and interview and selection process
- Ongoing participation in contract performance management
- Contribute to discussions on social value in procurement

Training and Capacity Building

Resident involvement training will be provided to staff, residents and available to Cllrs. The training will promote benefits and ways to effectively engage residents, providing access to tools and shared resources to build the confidence of residents and support a true commitment to a partnership approach to service improvement.

We will seek to train a pool of interested residents to co-design and facilitate the training acting as an 'expert by experience' and showing in practice how co-design and collaboration leads to more effective outcomes.

Access, Diversity and Inclusion

Increasing accessibility and ease of participation across a range of mediums, understanding the profile of residents and building meaningful relationships with hard to reach groups either directly or in partnership with others.

Understanding barriers to involvement and taking action to remove these whilst taking steps to ensure involved resident structures always seek to be representative of the wider Enfield Council Housing customer base and taking proactive steps to narrow the gap where this is identified.

Value for Money and demonstrating Impact of Involvement

All activities undertaken under the framework will be subject to assessment of impact and the benefits of involvement will be clearly communicated including regular provision of 'you said, we did' updates as well as an annual published impact assessment.

One of the key anticipated benefits of the framework is the fact it is interconnected (the picture on the front of the jigsaw puzzle!)

Resident Engagement in Building Safety

Following the tragic events at Grenfell Towers the sector we continue to learn lessons that will change the landscape for social housing forever with a renewed emphasis on strengthening the resident voice and ensuring landlords are more accountable to their residents. The Better Council Homes Programme seeks to develop a resident centric delivery model that does this whilst delivering a framework of involvement to test the approach is effective and delivering outcomes.

Our internal approach is supplemented by an overhaul of regulation in relation to fire safety in tall buildings and resident engagement. Whilst building safety, accountability and performance scrutiny are integrated within the core framework the relevance and importance in relation to building safety justifies a specific and dedicated section in this strategy that responds to and supports the specific challenges and opportunities to improve resident engagement and information sharing in order to improve resident safety.

The Building Safety Bill focusses on buildings over 18 metres and includes a specific requirement regarding resident engagement:

"The accountable person for an occupied higher-risk building must as soon as reasonably practicable after the relevant time prepare a strategy (a "residents' engagement strategy") for promoting the participation of relevant persons in the making of building safety decisions".

This section set out further details of our approach to resident engagement relating to building safety for new and existing buildings over the next 3 years by:

- Ensuring residents living in higher risk buildings are given opportunities to play an active and effective role in ensuring their building is and continues to be safe
- Providing a number of ways through the involvement framework and benefits of engagement on building safety
- Identifying the building safety information residents wish to be provided with
- Identifying the way in which residents wish to be provided with building safety information;
- Establishing methods of improving our approach to engaging with residents in relation to the safety of their home;

The strategy will evolve over the 3-year life and as legislation is enacted and changes to the regulatory requirements take effect.

Enfield Council Housings Response:

- Establishment of a Resident Safety Director and Building Safety Function
- Holistic building refurbishment approach and tested through the high-rise pilots with the aim to complete all refurbishment work to all blocks of 6 storeys or 18 metres by the end of 2023
- A full review of Council Housing policies and processes including, hoarding and safeguarding, person centred risk assessments (PCRA), storing of items in communal areas etc
- Training and fire safety awareness training for housing staff
- New pages and content have been created on the council's website for providing; fire, gas and electrical safety advice for residents.

The Social Housing (Building Safety) Engagement Best Practice Group brought together social landlords and residents from across the country, to place residents at the heart of engagement on fire and building safety matters. The members undertook a series of pilots testing different aspects of resident engagement in building safety to build a picture of best practice as well as making recommendations to government and the sector in respect of further actions required based on learning from this group.

The Group also supports the Government in taking forward the recommendations of the Hackitt Independent Review of Building Regulations and Fire Safety; to give residents a stronger voice in an improved system of building safety following the Grenfell Tower tragedy.

The groups undertook research and co-designed work around 3 themes:

1. Information and Understanding: Exploring how residents in social housing want to receive fire safety information and how they process, understand and trust key messages- this highlighted that personalised letters to residents had the greatest impact with the most trusted source of information coming from the Fire Service and the landlord
2. Landlord and Residents Responsibilities: Identifying the most successful ways to gain access to residents' home in order to carry out fire safety work. Including the specific concern of engaging with residents who are

harder to reach and engage with. The following underpinning principles were identified as being key to access:

- Building trust with residents;
- Providing a clear explanation of why access is needed;
- Using effective communication methods;
- Delivering the service well;
- Understanding and mitigating any factors impacting on the resident;
- Using a personalised approach based on the above;

3. Action to Take in the Event of a Fire: Testing social residents' likely adherence to evacuation guidance and to what extent this might be improved by the provision of written guides or animated videos.

The report from the Best Practice Group highlights the following key drivers for successful resident engagement around fire and building safety:

- Recognising that one size does not fit all, engagement needs to be tailored to residents needs and the type of home they live in.
- Consideration of residents' different learning styles and preferences when developing approaches to convey fire safety messages and evacuation procedures. A range of messaging and communication channels should be used to ensure disengaged and harder to reach residents can access fire safety information.
- Reminding residents repeatedly of the recommended course of action to be taken in the event of a fire. This could be through annual visits, newsletters, briefings at resident meetings or video message boards in blocks.
- Recognising that trusted partners, particularly the Fire and Rescue Services, are important in successfully communicating safety messages.
- Facilitating a positive environment for open and honest engagement.

Creating a Building Safety Board:

The establishment of a Building Safety Board, whilst this board will fulfil the legal and regulatory requirements in respect of building safety in tall buildings it will also underpin our approach to involving residents in relation to building safety across all of our homes. There are three main strands to support our approach:

- Information and understanding;
- Resident and landlords' responsibilities;
- Action to take in the event of a fire

The establishment of the Building Safety Board in year one of the strategy will enable us to work with residents to build on learning from the LBE tall building pilots and the learning from the Social Housing (Building Safety) Engagement Best Practice Group

Information and understanding

The Building Safety Board will work in conjunction with the Resident Communication Panel to use a range of ways to improve the quality and

effectiveness of communications and increasing accessibility across multiple communications channels.

We will take steps to understand specific communication needs particularly in respect of 6 storey plus buildings including:

- Provision of information at sign up
- Use of digital notice boards to provide real time information and building safety updates
- Information on the website
- Whatsapp, SMS, and social media campaigns
- Personalised letters
- Resident App
- Tailored communication and assess to information in accessible formats for people with disabilities, those who do not speak English as their first language as well as those with literacy issues
- Safety videos
- Building Safety roadshows (present in communities engaging children and young people in messages as well as adult residents)
- Targeted approach for sheltered housing schemes including sharing of information in relation to building safety with carers and family members where required

Resident and landlords' responsibilities

We will work with residents' right from sign up to understand the right information they need and how to best provide this ensuring that all residents understand their rights and responsibilities with respect to building safety.

As part of our annual impact assessment we will seek to assess the impact of our resident engagement in building safety to identify how effective the strategy has been particularly in relation to residents living in high rise buildings and those with a Person-Centred Risk Assessment in place.

Communicate to residents the key information they need to know in respect of the building safety protections in place in their building including:

- The measures we have in place to mitigate potential fire and building safety risks to residents, e.g. fire precautions;
Information for residents detailing how they can reduce the risk of fire in individual dwellings e.g. by not storing flammable materials;
- A process for reporting a fire risk and/or raising any other safety concerns;
- Procedures to follow where a fire occurs in the building, including for evacuation;

In addition, once the role of Building Safety Manager is in place further details will be provided in respect to their responsibilities and accountabilities and well as contact details.

We will be open and transparent with resident providing appropriate information as requested to understand the risks and safety provisions in their building including but not limited to:

- Fire risk assessments
- Planned maintenance and repair history on safety systems
- Outcome of building safety inspection checks
- Details of preventative measures
- Fire protection measures in place including sprinklers and fire extinguishers
- Maintenance records of fire safety systems

We encourage residents to report any behaviour which they consider may compromise the safety of their building and will implement systems for recording and responding to queries in relation to fire safety.

Undertake routine block inspections and take action in line with assessed risk to rectify and identified fire risks

Action to take in the event of a fire:

There is an action plan for each block / location setting out the actions that residents should take in the event of a fire. This information is contained on the Fire Action Notice on the walls in communal areas.

We will ensure we provide clear information in an understandable format in respect of the following:

- Understanding a building evacuation plan (where required)
- Understanding a 'stay put' policy and when this applies
- Details on how to evacuate the building safely including
- Responding to fire alarms and contacting the fire brigade

Measuring impact of Resident Engagement in Building Safety

This will be integrated as part of the annual resident involvement impact assessment but will specifically ensure targeted assessment of impact of residents living in high rise blocks in subject to a PCRA

Sharing performance information in respect of building and fire safety will also be a key element of the strategy and the Building Safety Board will be able to scrutinise and challenge performance whilst identifying recommendations for continuous learning and improvement, this work will be supported by the Council Housing Excellence Panel as well as mystery shoppers, residents inspectors and utilise other feedback as it applies to building safety across the wider involvement framework.

The details underpinning the success of the objectives above will be co-designed with residents following the establishment of the resident safety board and as the final changes to the legislative and regulatory framework are enacted

The Strategic Priorities:

The framework will be supported by 7 strategic priorities identified as being critical to the successful delivery of this Resident involvement Strategy and the Vision for Council Housing, these are:

- 1) Improve the culture of involvement ensuring it embedded at all levels across the department and reflected across all services
- 2) Delivering Excellence through developing resident involvement in monitoring and improving performance through Council Housing Excellence Panel, local and individual accountability
- 3) Extending Our Reach to encourage involvement in under-represented groups such as young people, homeless people, people with disabilities, BAME and LGBTQ+
- 4) Communication, Communication, Communication- Improve our approach ensuring that we provide good quality, accessible information in a format that residents want
- 5) Supporting, Independence, Empowerment and Personal Growth
- 6) Strengthening relationships with other agencies and creating sustainable community partnerships
- 7) Recognise the value of empowerment through ensuring adequate resources are in place and routinely assessing the impact of all resident involvement activity, ensuring the feedback loop is closed and that involvement represents good value for money

The action plan sets out how we will meet these strategic priorities.

How will we resource and support resident involvement across Housing Services?

The strategy is supported by a revised resident involvement structure that recognises the importance of the resident voice in shaping every decision of every officer every day. The New Resident Liaison and Involvement Team will exist to facilitate a step change in the nature and strength of our partnerships with our residents and communities to ensure their voices are at the heart of service design and improvement.

The new team will consist of:

- Resident Liaison and Engagement Manager
- 2 x Resident Liaison and Engagement Officer
- 2 x Resident Liaison Officer

They will oversee the overall framework for involvement, ensuring support is provided to residents and service areas on effective and meaningful engagement through providing:

- Information, advice and guidance
- Capacity building and training
- Support and administration of funding applications to groups and forums

In addition, the Service Development and Improvement Team will comprise of:

- Service Development and Improvement Manager

- Service Development and Improvement Officer
- Feedback, Learning and Insight Officer

They will support the work relating to performance, scrutiny and service improvement, ensuring the voice of the resident informs all improvement efforts.

Ultimately it is everyone's job to take resident involvement seriously and this is reflected in all customer facing job descriptions. The new service model will see each function responsible for its annual improvement plan with a key requirement to demonstrate how customer involvement and feedback is shaping the service priorities. Equally a focus towards strengthening and empowering individuals and communities will see a greater emphasis on building more effective partnerships with community stakeholders in order to support sustainable change and improvement in life chances.

Providing training for all staff on resident involvement in service delivery is key and a recommendation from the focus groups held with residents is that this is co-designed and delivered with involved residents.

The strategy will also see investment in involvement grow over the life of the strategy with:

- increased involvement staffing and capacity building resources
- inward investment to support co-design and community led projects and initiatives
- social value through the supply chain

Support for residents, TRA's and other groups

We are committed to investing in supporting individuals and groups and providing training and other capacity building support this includes:

- Funding for recognised tenants and residents' associations
- Support from the resident involvement team in respect of meeting organisation and management
- A range of training and development for involved residents to support existing lived experience
- A TRA resources pack to provide information on all aspects of running and managing an Association
- Taking steps to remove barriers and enable inclusive involvement, where required to enable participation could include;
 - Suitable transport to attend meetings
 - Accessible venues for meetings
 - Communication aids (such as loop systems, advocacy and interpreting services)
 - Flexible times and locations including via digital engagement where this is the preferred method for the resident

Measuring the Impact of Resident Involvement:

All involvement activities will be recorded and assessed against cost and impact to ensure we know what activities add value and improve services.

Being able to demonstrate the impact that getting involved has is also key to motivating more residents to get involved or continue to be involved.

We will provide a quarterly 'you said, we did' update in Housing News.
Carry out with residents and publish an annual resident involvement impact assessment.

Insert Proposed Metrics and targets – (highlight need to be refreshed based on baseline involvement survey 2021)

Action Plan:

Priority one	How will we do it?	When by?	Lead Officer	Outcomes
Improve the culture of involvement ensuring it embedded at all levels across the department and reflected across all services	Develop a resources toolkit for staff and involved residents including examples of internal and external best practice, and provision of support and information from the wider resident involvement groups- including a programme of networking and shared learning digital events	Nov 2021	Resident Liaison and Engagement Manager	A shared toolkit of templates, information, tools and resources to improve access to knowledge and shared learning Increased networking across resident groups
	Ensure the framework is fully aligned to the Council Housing operating model so all involvement is part of a 'golden thread'	Sept 2021	Resident Liaison and Engagement Manager	All involved residents know how their contribution fits within the framework
	Refresh purpose and objectives of the Housing	Sept 2021	Resident Liaison and Engagement Manager	Clarity of the role and purpose and how this supports the delivery of the strategy

	<p>Advisory Group to include a role profile for members clearly setting out the opportunities for impact</p> <p>Co design and deliver with resident involvement training to residents, staff and Cllr's to launch the new involvement strategy</p> <p>Produce quarterly resident involvement update for elected members and housing staff</p> <p>Secure Tenant Participation Advisory Service involvement accreditation</p>	<p>Commence from September 2021</p> <p>Dec 2021 (ongoing)</p> <p>April 2023</p>	<p>Resident Liaison and Engagement Manager</p> <p>Resident Liaison and Engagement Manager</p> <p>Resident Liaison and Engagement Manager</p>	<p>Training co-delivered by involvement staff and involved residents to involved residents, staff and Cllrs</p> <p>Increased awareness and understanding of resident involvement across the service</p> <p>External validation of the effective delivery of our approach to resident involvement</p>
Priority two	How will we do it?	When By?	Responsible?	Outcomes
Delivering Excellence through developing resident involvement in monitoring and improving performance through Council Housing Excellence Panel, local and individual accountability	<p>Establish the Council Housing Excellence Panel, to deliver resident led scrutiny, promote recruit and train members</p> <p>Undertake an analysis of lessons learnt from complaints including publishing an</p>	<p>October 2021</p> <p>April 2022</p>	<p>Service Development and Improvement Lead</p> <p>Service Development and Improvement Lead</p>	<p>Clear process for resident led scrutiny to monitor performance making and monitoring recommendations for improvement</p> <p>Increase awareness of complaints, how effectively they are resolved and how learning is delivering improvements</p>

	<p>annual complaints report</p> <p>Recruit and train a team of 'Experts by Experience' to undertake mystery shopping, tenant inspection and other reality checks</p> <p>Establishment of the Building Safety Board, including recruitment, development of terms of reference and training.</p>	<p>Round one April 2022 (quarterly)</p> <p>April 2022</p>	<p>Service Development and Improvement Lead</p> <p>Director of Resident Safety</p>	<p>Residents test services against standards ensuring they meet needs making recommendations for improvement where necessary.</p> <p>Increased resident awareness of Building Safety Issues, monitoring of performance and accountability</p>
Priority 3	How will we do it?	When by?		Outcomes
Extending Our Reach to encourage involvement in under-represented groups such as young people, homeless people, people with disabilities, BAME and LGBTQ+	Undertake a review of access to information and engagement for residents do not speak English as their first language	July 2021	Resident Liaison and Engagement Manager	Stronger partnership relationships with community partners
	Develop and launch of a digital youth engagement forum	March 2022	Resident Liaison and Engagement Manager	Stronger understanding of the needs of younger residents, leading to an increase in satisfaction of under 25's
	All resident involvement opportunities to be advertised using a variety of mediums including large scale SMS as well as targeted	July 2021	Resident Liaison and Engagement Manager	Widely publicised opportunities through multiple mediums will increase representation across customer groups.

	<p>specific engagement for under-represented groups, to include, what is involved, opportunity to influence and time commitment required</p> <p>Collect and analyse diversity data of involved residents taking action where appropriate to ensure formal and informal involvement groups are representative of the communities' they serve</p> <p>Disability Engagement Audit undertaken with engagement with Enfield Disability Action</p>	<p>September 2021</p> <p>Mar 2022</p>	<p>Resident Liaison and Engagement Manager</p> <p>Resident Liaison and Engagement Manager</p>	<p>The resident voice reflects that wider customer-base and this is reflected across our formal and informal involvement groups</p> <p>Review of engagement accessibility for people with disabilities sensory and non-visible disabilities</p>
Priority 4	How will we do it?	When by?	Responsible	Outcome
Improve our approach to communication ensuring that we provide good quality, accessible information in a format that residents want	<p>Co-design, consult and launch service standards for resident involvement and communication across multiple channels</p> <p>Promote and launch the Resident Communication Panel to</p>	<p>November 2021</p> <p>October 2021</p>	<p>Service Development and Improvement Lead</p> <p>Comms Officer</p>	<p>Clarity of standards and a framework to hold the organisational accountable individually or collectively</p> <p>Quality and timeliness of communication increases and presented in plain English and</p>

	<p>assess and guide content and style of communication channels including digital</p> <p>Develop and launch a new resident digital handbook to provide information about services</p> <p>Update information online about resident involvement</p> <p>Rollout digital notice boards</p>	<p>April 2022</p> <p>September 2021-onwards</p>	<p>Service Development and Improvement Manager</p> <p>Estate Services Manager</p>	<p>jargon free</p> <p>Online handbook reflecting the revised service offer in Council Housing ensuring all residents have access to the information, advice and guidance required in relation to their rights and responsibilities</p> <p>Real time communication available at a block level</p>
Priority 5	How will we do it?	When by?	Responsible	Outcomes
5)Supporting, Independence, Empowerment and Personal Growth	<p>Strengthen and publicise an extended programme of resident involvement training including:</p> <ul style="list-style-type: none"> • Diversity and Inclusion • Analysing data and monitoring performance • Mystery Shopping • Effective Chairing • Interview Skills, Procurement, 	October 2021-ongoing quarterly programme	Resident Liaison and Engagement Manager	Capacity building of residents, building confidence and skills including employability skills

	<ul style="list-style-type: none"> Train the Trainer 	September 2021	Head of Housing Management	A consistent framework for monitoring outcomes of individuals with specific needs ensuring actions are taken where outcomes fall short of expectations
	Develop approach to monitoring person centred outcomes through the new People Operations Teams including those with additional needs and vulnerabilities	October 2021	Resident Liaison and Engagement Manager	Quarterly events-involved residents feel more connected and part of the bigger picture
	Encourage Networking and shared learning across resident groups	March 2022	Community Partnerships Manager	Successfully deployed in areas with Community Partnership resulting in increased peer engagement through trained Community Connectors including providing sign posting information and advice to vulnerable residents
	Promote and launch Community Connectors as a way of facilitating engagement with residents on a 121 basis within their communities	April 2022	Place Operations Manager	Energy and Green Champions deployed and supporting residents to make changes to reduce their carbon footprint
	Seek engagement and secure funding to undertake a pilot to recruit and train a group of Energy and Green champions to increase awareness and			

	support behaviour change in respect of the environment and the sustainability agenda			
Priority 6	How will we do it?	When by?	Responsible	Outcomes
Community Partnerships	Develop a regeneration toolkit which clearly sets out each of the key stages of regeneration	April 2022	Regeneration Project Director	A documented end to end document explaining the key stages of re what can be expected and the tools and ways in which LBE will communicate and engage with residents, providing a consistent framework whilst enabling bespoke community led solutions
	Establish a network of voluntary sector partners partnerships including agencies such as: Parent Engagement Network, Citizen Advice Age UK Mind Faith Network LGBTQ+ network	Ongoing	Community Partnership Manager	Integrated approached and collaborative solutions in partnership with residents and the wider community
Priority 7	How will we do it?	When by?	Responsible	Outcomes
Recognise the value of empowerment through ensuring adequate resources are	Annual survey of involved residents to assess their satisfaction with their involvement	Jan 2021	Resident Involvement and Liaison Manager	Outputs used to inform detailed action planning for year 2 of the strategy

in place and routinely assessing the impact of all resident involvement activity, ensuring the feedback loop is closed and that involvement represents good value for money	and identify improvements Undertake with residents and publish an annual Resident Involvement Impact Assessment	June 2022	Resident Involvement and Liaison Manager	Outcomes from year one of the strategy publicised to residents, staff and elected members
	Provide quarterly 'you said, we did' updates in Housing News	Mar 2022	Resident Involvement and Liaison Manager	Awareness of involvement outcomes results in increased interest
	All involvement opportunities should include a timescale for which residents can expect feedback and will have a named responsible officer for follow-up enquiries in relation to the activity	October 2021-onwards	Resident Involvement and Liaison Manager	Increased accountability to residents and clarity of expectations results in participation of residents

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Enfield Council Housing Resident Involvement Strategy

2021-2024

'Unlocking potential of people and communities through meaningful engagement'



Introduction

This strategy seeks to set out a path to build on the positive role our residents play in shaping housing services and reaffirms our commitment to involving residents in the design and improvement of services and support our wider commitment to the empowerment of residents and communities in Enfield.

We recognise the significant time commitment, as well as personal energy and drive that many involved residents put into involvement activities. The strategy seeks to build on this existing commitment and provide accessible and flexible ways to have your say.



The last year, as we have come to terms with the significant impact of the Covid-19 pandemic has highlighted the power and impact that can be achieved when communities work together for a common aim, recognising the positive benefits of staying connected, and how playing an active role can support wellbeing and mental health, this strategy seeks to build sustainable and lasting partnerships with both individuals and community groups whilst increasing accessibility and flexible involvement through digital channels.

This three-year Resident Involvement Strategy has been developed to fulfil the current and future regulatory requirements of social housing providers reflecting the requirements of the existing Tenant Empowerment and Involvement Standard, whilst also looking forward to future requirements from the Social Housing White Paper ‘The charter for social housing residents’.

Whilst it reflects and seeks to ensure compliance with the regulatory standards the primary purpose is to recognise the powerful and critical role that the voice of ‘lived experience’ in delivering on our vision for transforming our customer relationships, homes and communities.

Creating a Vision for 'Better Council Homes' in Enfield

Council Housing undertook a customer satisfaction survey between April and May 2019 using the industry STAR methodology. Key highlights from the survey highlighted:

Tenants priorities:

- Improve communication and responsiveness of resolving housing issues
- Repairs and maintenance in homes
- Reducing anti-social behaviour
- Condition of homes

Leaseholder priorities:

- Improve communication and responsiveness of resolving housing issues
- Cleanliness and litter
- Reducing anti-social behaviour
- Maintenance of internal and external communal areas
- Costs and perception of value for money

Residents view on Involvement Opportunities

General needs tenants and leaseholders were both significantly more likely to say they are not interested in having a say or getting involved in what the Housing Service does:

- 30% of the total sample of tenants and leaseholders surveyed do not want to get involved
- 35% of tenants and 40% of leaseholders respectively would like to have more of a say in what housing services does
- About 1 in 10 tenants and leaseholders who completed the survey, would like to be actively involved in housing services
- 1% of tenants and 3% of leaseholders stated they already work for, or are involved with, housing services
- Nearly 1 in 4 residents 'don't know' currently if they want to be involved.

In exploring ways in which residents would like to be involved residents were asked to identify ways in which they would like to be involved:

Involvement Method	General Needs (%)	Leaseholders (%)
Receiving information, for example in the Housing News newsletter	64	58
Being involved in a resident association	36	29
Attending Annual Conference	30	34
Being Involved in Customer Voice, a group which represents Enfield Council tenants and leaseholders	26	35
Taking part in estate walkabouts	19	21
Attending and annual conference	N/A	55

8% of residents cited either other or none of these options as being preferable.

Overall, it highlighted a need to rethink our service offer and involvement approach to ensure housing services are fit for the future and designed with residents and their voice at the heart.

Better Council Homes Vision was created

The Housing Service recognised a need for a whole system approach to change that recognises the key role that our residents (experts by experience) can and should play working in partnership with staff and others to transform our housing service.

The Better Council Homes Vision and Transformation programme was developed and evolved with a refreshed vision for the service of:

To ensure sustainable change in communities with better outcomes for our residents, through more effective place investment, management and service delivery, enabled by technology and informed by engagement with our colleagues and residents.

Our Aims:

- To be a high performing Landlord that residents trust and engage with
- To support residents to take ownership and control over improving the quality of their homes, lives and communities
- To deliver inspiring places and happy communities

A new way of serving our residents - Target Operating Model

In order to achieve the above, it is recognised that a step change is required in the way we engage with our residents and deliver services. This includes:

1. Being clear about the services we provide and service standards, agreeing corporate and local offers with residents
2. Being clear about residents' own responsibilities
3. Encouraging and enabling residents to flexibly self-serve online
4. Stop doing things that do not add value to our residents or our strategic priorities
5. Use our information and knowledge of people, property and community to be proactive and build prevention into service delivery
6. Provide timely and person-centred interventions, diversion and capacity building when residents need this
7. We will focus on enforcement as a last resort – but will clearly communicate and decisively deliver where required
8. Work with the community, partners and voluntary sector to deliver sustainable changes in our communities
9. Empower our people to make decisions to resolve issues rapidly
10. Develop initiatives to promote health, wellbeing and happiness for all residents

This three-year engagement strategy has been developed to ensure the structure of involvement and the voice of our residents is fully aligned and at the centre of bringing the Better Council Homes Vision and aims to life.

The external and regulatory environment

As a registered provider we are regulated by the Regulator for Social Housing. The regulatory framework is based on three economic standards and four consumer standards.

The standard reflecting the role of resident involvement is the Tenant Involvement and Empowerment (Consumer) Standard and covers:

- Customer Service, Choice and Complaints
- Involvement and Empowerment
- Understanding and Responding to Diverse Needs of Tenants

The consumer standards are at the heart of co-regulation meaning councillors are responsible for ensuring their landlord services are managed effectively and comply with all regulatory requirements, in partnership with residents. The Council must also support tenants to shape and scrutinise service delivery and to be held accountable where standards are not being met.

The Charter for Social Housing Tenants

The 2020 Social Housing White Paper 'The Charter for Social Housing Tenants' was produced building on the lessons learnt from the Grenfell Tower fire. The importance of having the resident voice at the heart of service design and effective resident involvement is a theme that runs throughout. This includes:

- 'Engaged tenants' should be a key part of any landlord's governance and scrutiny arrangements
- Tenants who do not want to attend formal meetings or join a formal group need to have ways to feedback to their landlord to ensure their voices are heard and their needs are identified
- Engagement opportunities are tailored to tenants' needs and interests encouraging and supporting greater involvement
- The Charter also enforces that information should be published and available to tenants on how their landlord is performing in key areas of service delivery.

- It also will reshape the role of the regulator placing a stronger role in regulation particularly in relation to the consumer standards, this will include a new periodic inspection programme for registered providers

In addition, the strategy is set in the context of other significant factors including:

- Strengthening our approach to resident involvement in relation to building safety taking account learning from 'The Social Sector (Building Safety) Engagement Best Practice Group.
- Ensuring alignment of resident involvement at all levels across Housing and Regeneration and embedding of involvement in all service areas
- The energy and green agenda will be at the heart of our approach strategic asset management and delivering a holistic capital investment offer
- Change to the Councils allocations policy resulting in a significant increase in the number of people with complex support needs being allocated to council housing recognising a need to find ways of connecting and engaging with those with complex and additional needs
- A need to embrace digital solutions both in terms of responding to residents changing needs and a requirement to access information and services 24/7 as well as embracing learning from digital involvement access during the pandemic
- The new Housing Ombudsman Code placing greater responsibility to resolve complaints, quickly, demonstrating learning and improvement from complaints and ensuring these are shared with residents

The Local Context

The strategy supports the delivery of the Enfield Council Plan 2020-22 'A Lifetime of Opportunities for Everyone' including:

Good Homes in well-connected neighbourhoods-strengthening the voice of residents in relation to:

- design and build of new homes and regeneration estates
- ensuring plans to invest in existing stock take account of current and future needs
- Accountability and focus on improved performance in relation to quality of homes

Safe, healthy and confident communities:

- Designing out crime through secure by design principles
- Invest in capacity building to strengthen the voice of Enfield residents and improving their life chances
- Connecting people and communities, reducing loneliness and isolation
- Focus on strengthening the voice of our most vulnerable residents, empowering people and communities to build resilience and independence.
- Seeks to identify opportunities to co-design and deliver improved spaces that encourage communities to come together and thrive such as community food growing and greening projects

An economy that works for everyone:

- Building skills and capacity of local people, creating meaningful opportunities to build confidence and employability skills through involvement
- Opportunities to work in partnership with local business and community groups to deliver sustainable partnerships

What is resident engagement?

- The process for residents to take part in decision making processes and influencing changes to housing policies, processes and associated services. It is a two-way process which involves collaborating, sharing ideas and working together to find solutions with the aim of delivering improvements in service delivery, customer satisfaction and as a result value for money.
- There are numerous ways in which residents already get involved in shaping services through a variety of channels these include:

- Periodic STAR customer satisfaction surveys
- The Housing Advisory Group (all tenures)
- The Customer Voice (tenants and leaseholders)
- Other service and transactional surveys for example following a repair or major works or other ad hoc surveys paper based or online
- SMS surveys and polls
- Information on the web and provided in Housing News and other Council Housing publications
- Tenants and Residents Associations
- Public meetings
- Focus Groups
- Estate Walkabouts
- Leasehold Forum
- Repairs Stakeholder Group
- Tall Building Engagement Pilots
- Tenants and Leaseholders Conference

Key achievements for resident involvement include:

- Highly experienced, passionate and core involved resident base
- Shaping the priorities for the Better Council Homes Transformation Programme
- Influencing the set-up, design and monitoring of Enfield Repairs Direct the in-house repairs service
- Oversight of performance across service areas
- Administering of the annual Estate Improvement Project budget via the Customer Voice
- Influencing key housing policies and strategies
- Shift of involvement activities online during the pandemic including successfully holding a tenant and leaseholder virtual conference
- A number of constituted and funded Tenants and Residents Associations
- Influencing local priorities through the development of Estate Management Action Plans across some of the most deprived communities

Benefits of Resident Involvement

Ultimately our aim is to improve the quality and accessibility of our housing service by doing what matters most for our residents and communities, but the benefits of meaningful involvement are far reaching and include the opportunity to:

Residents

- Improve services
- Improve homes and neighbourhoods
- Ensure residents are provided quality and timely information about their homes, neighbourhoods and services
- Empower residents in influence decisions affecting them
- Give residents the opportunity to scrutinise performance and hold the organisation to account
- Help build confidence and develop new skills and knowledge
- Voluntary work can be included within your CV
- Build networks and reduces isolation and improves mental health

Enfield Council:

- Helps ensure Housing Services are responsive to tenants needs and aspirations
- Improves performance through utilising the lived experience of residents
- Improves relationships between residents and officers
- Improved Neighbourhoods and improved services
- Ensures the wider community is better informed about Council services
- Makes sure that residents views are heard

Having reviewed a full range of internal and external information and good practice, we held a number of focus groups with a variety of residents as well as a number 45-minute semi structured 121 interviews.

Invites were sent to 3,548 tenants and 2,425 leaseholders inviting input to the research either through participation in an online focus group or through a semi structured 121 interviews.

- Residents included members of strategically involved residents
- Tenant and Residents Associations and other locally involved residents
- Residents (previously involved and no longer involved)
- Residents who are not currently involved

Representatives came from across:

- Council Housing (general needs)
- Council Housing (Sheltered)
- Council Housing (Leaseholders)
- Council Housing (Impacted by ongoing Regeneration Delivery or proposals)
- Temporary Accommodation / Homelessness

In addition, staff from across Council Housing, Housing Advisory Service, Development & regeneration and Housing Gateway were invited to participate in workshops about the role of resident involvement in service design and improvement.

The outputs from the review formed a report and recommendations which led to the development of the Resident Involvement Framework and Strategy 2021-2024.

At the heart of the feedback from residents was a clear message that getting the culture right for resident involvement is key and to achieve this we must improve:

- Communication
- Accountability
- Transparency
- Trust

Residents get involved for a number of reasons including:

- Making a difference for other people
- Giving something back to the community
- Personal development
- Hold LBE accountable

Residents highlighted numerous barriers to involvement that need to be addressed including:

- Improve flow of communication to residents and have clear service standards defined
- Do what we say we will do in order to build trust and confidence
- Provide feedback on all involvement activities including highlighting where involvement has made a difference and sharing this more widely to encourage other to get involved
- All staff in housing services need to have resident involvement as a priority not just those who work in the resident involvement team
- There needs to be flexible and easy ways for residents to have their say through a channel that suits them at a time that is convenient
- Spreadsheets and performance reports alone cannot give a clear picture of service and needs to be supplemented with 'reality checks' to see if the reports reflect the customer experience
- Reach out to underrepresented groups through outreach and partnerships with local community and voluntary sector groups

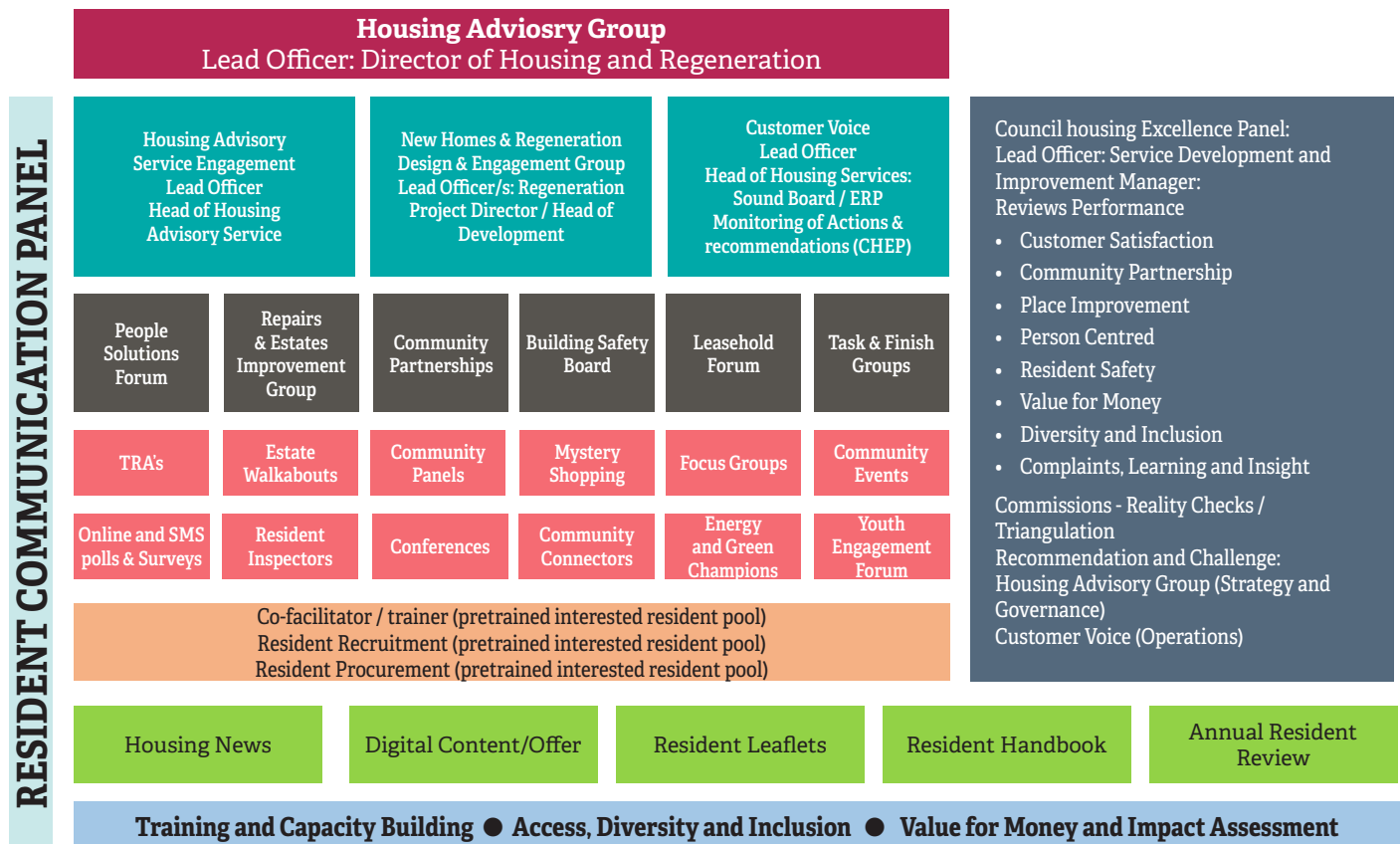


Creating a Framework for Involvement

Our residents have told us that in order for resident involvement to be effective, it needs to be truly valued and embedded across all activities and supported by a resident centric culture and strong leadership commitment.

These principles are also reflected in the Tenant Participatory Advisory Services Engagement Standards and the Local Government Association report titled 'Engaging and empowering tenants in council-owned housing'.

The framework for involvement provides a flexible range of options for residents to get involved at all levels based on their interests and preferred communication channel. It seeks to ensure that all resident involvement activity is designed and aligned to support the delivery of the department strategic objectives and that all feedback flows through local and strategic groups to ensure the resident voice is integrated in service planning, monitoring and improvement.



Housing Advisory Group (tier 1)

Is the most strategic involvement group and is made up of representation from Council Housing, Temporary Accommodation and those experiencing homelessness.

The group meets four times a year and is chaired by the Cabinet Member for social housing and led by the Director of Housing and Regeneration. The group will act as a sounding board on housing and homelessness issues.

The group can provide feedback on the development of strategy, policy and service delivery issues and can make recommendations as appropriate to Cabinet and Cabinet Members. It will ensure that residents have a role in advising on housing policy and performance issues.

Strategic Involvement (tier 2)

Each of the three core functions in the Housing and Regeneration Directorate will have a strategic resident involvement group that represents the specific needs of that service area:

Housing Advisory Service

(led by the Head of Housing Advisory Services)

- The group will be made up of directly engaged service users and relevant community partners such as the Parent Engagement Network and will draw on a range of other involvement tools from within the framework to strengthen the voice and influence of service users.

Development and Regeneration (Jointly led by the Head of Development and Regeneration Project Director)

- The Design and Engagement Group will influence and shape our approach to design of new homes and engagement of residents in the new homes and regeneration process from pre ballot, post ballot right through to handover and management of defects. Each individual scheme will be subject to its own consultation plan, but the aim of the group is to ensure good practice and effective communication is in place and a consistent approach to resident and community engagement.

Council Housing (The Customer Voice)

The Customer Voice is the over-arching housing representative body for tenants and leaseholders for the borough of Enfield. The main aim of the Customer Voice is to ensure that customers' views, aspirations and priorities are at the centre of the housing services delivered by the Council.

The Group also has responsibility for overseeing the annual Estate Improvement Programme budget. The group will draw on information and insight from across the involvement framework ensuring that is utilised at a strategic and operational level to influence service design and improvement.

Council Housing Excellence Panel

Will be a new Panel with a focus on reviewing performance across Council Housing Services. Its primary aim is to oversee review of information and commissioning of a range of 'reality checks' in order to test the customer experience and identify areas for challenge and improvement.

The Panel will draw on a range of involvement approaches including:

- Questionnaires
- Focus Groups
- Mystery Shopping
- Tenant Inspectors

The Panel will work independently with support and will take an evidence led approach ensuring that any reviews and reports from the CHEP are based on the wider customer voice using a variety of feedback channels.

The Panel will report to the Housing Advisory Group and will provide copies of reports and recommendations to the Chair of the Housing Scrutiny Panel for all strategic issues with operational issues and recommendations being reported via the Customer Voice who will have oversight and monitoring of the actions and sign off of actions following the provision of evidence to support the delivery of the action and desired outcome.

Operational Service Improvement Groups

Council Housing is changing the way we deliver our services to make sure we balance the individual needs of residents, with our role in place shaping and creating good quality and safe homes.

Repairs and Estate Improvement Group

Will oversee the continuous improvement of responsive repairs and estate services, working in partnership with officers and members to review progress against action plans and performance targets.

Community Partnerships

Will be created initially across 6 estates / localities requiring significant need based on factors such as level of deprivation, including crime and antisocial behaviour, debt and poverty, areas requiring significant investment or regeneration.

These areas will have an Estate Management Action Plan that will oversee a bespoke and resident driven, plan with local measures and will develop Community Partnerships a mixture of local residents and community partners to have oversight of the delivery of the plans including exploring inward investment and co-designing solutions.
Building Safety Board:

Oversight of communication and approaches to involving residents and keeping them informed about building safety issues and checking awareness, this includes approaches in tall buildings and will look holistically across building safety and improvement.

The Group will explore the findings of the Social Sector (Building Safety) Engagement Best Practice Group and work in partnership to implement new and effective ways to bring together to build our approaches and quality of engagement around building and resident safety.

Leasehold Forum

A quarterly meeting available for all leaseholders will continue to meet to discuss and shape services as they apply to leaseholders serving both resident leaseholders and absent leaseholders.

People Solutions Forum

The revised focus on resident relationships and developing individual tailored services based on individual needs is at the heart. This group will have oversight of the framework (Outcomes STAR) for supporting individuals including those in receipt of short-term crisis intervention support through to those that may need long term support to sustain their tenancies.

This service includes:

- Later Living (Sheltered Housing)
- Community Independent Living Tenancy Support Service

The group will work to identify effective roots to supporting individuals to build resilience, maintain independence and identify sustainable solutions. It will track and monitor outcomes delivered from people services and identify any groups where outcomes are less favourable and require additional action to address.

Task and Finish Groups

Task and Finish Groups are a great way of undertaking a time limited review of a particular area, once the work is completed the group is disbanded and ongoing monitoring embedded within the existing involvement groups.

These functional involvement groups will be led by the relevant service head and will be responsible for ensuring each key service area has an understanding of the needs and aspirations of residents and build this into the annual service improvement planning and measurement and delivery framework.

The format and frequency of how these groups meet will be determined in partnership as part of the establishment of these groups.

Accessible and easy access to local Involvement
The strategic and operational involvement groups set out above will draw on data, information and insight from a wider pool of involved residents through a flexible and easily accessible programme of local and informal involvement opportunities:

Tenants and Residents Associations

Tenant and Resident Associations are made up of local tenants and residents who represent their area to bring about improvements in housing and related services. These Groups adopt a model constitution and are recognised by LBE and can access funding and other support to help set up and maintain the Associations.

Estate Walkabouts

An estate walkabout is a planned and publicised walk around your neighbourhood or street. It is a great way to highlight what could be improved and can be done with Housing Staff to ensure issues are recorded and actioned.

Action plans with timescales will be issued to attending residents and ward Councillors.

Mystery Shopping

Mystery Shoppers are a group of trained residents who test our services to make sure they are being delivered in line with agreed service standards and reporting back recommendations for improvements in the customer experience.

Focus Groups and Public Meetings

From time to time we will set up focus groups or public meetings to look at a particular area of the housing service for example how to increase involvement of young people, each focus group should have a clear outcome and feedback should be provided on how the feedback has been taken into account.

Community Events

Bringing people together through well organised and structure community events and fun days that have clearly defined objectives, seeks to hear the voices of residents and promote community

cohesion, whilst giving residents the opportunity to influence services and have fun.

Online and SMS polls and Questionnaires

We will use a variety of service specific and Housing wide surveys on a periodic basis and includes online and SMS questionnaires to increase participation.

In addition, the Council will carry out a full STAR survey every two years

Resident Inspectors

Undertake a range of planned and unplanned inspection of estate-based services and may include communal repairs, cleaning standards or other service areas. Inspectors report back on their findings including making recommendations for improvement.

Conferences

An annual leaseholder and tenants conference will be held. These events raise awareness about the services provided, ask residents for their views on service areas and provide opportunities to ask questions, it also represents a great opportunity to highlight other ways to get involved.

Community Connectors

Act as a community champion, providing information and signposting to individual members of the community who may not access wider meetings and other access points to services.

Energy and Green Champions

These trained resident champions will seek to build awareness around the Energy and Green Agenda, promoting affordable warmth and improved environmental practices to support the delivery of the Council Housing sustainability strategy.

Youth Engagement Forum

Predominantly a digital group which seeks out the views of residents and tenants under the age of 25, to increase their voice and ensure their needs are taken into account.

Resident Communication Panel

The Resident Communication Panel will act as a sounding board, critical friend and champion to support improved resident communication including but not limited to:

- Housing News
- Resident Leaflets
- Web content and other online information including via social media
- Digital Handbook
- Annual Resident Review
- Annual Impact Assessment

The group will receive feedback on our communication tools and make recommendations around ensuring accessibility of information.

Recruitment

Creating a resident centric culture requires us to ensure our commitment to resident involvement is set out in every job description and recognises the importance of exploring this in recruitment for customer facing housing roles.

We will seek to recruit a pool a pretrained 'resident recruiter's' who can be invited to participate in relevant roles.



Procurement

Involving residents in the procurement of contractors, particularly for the provision of services they are due to receive will create opportunities for residents to be involved.

The specific approach will be determined as part of the procurement planning process but could include contributing to:

- Developing the procurement brief and contract specifications
- Involved in competitive dialogue and interview and selection process
- Ongoing participation in contract performance management
- Contribute to discussions on social value in procurement

Training and Capacity Building

Resident involvement training will be provided to staff, residents and available to Cllrs. The training will promote benefits and ways to effectively engage residents, providing access to tools and shared resources to build the confidence of residents and support a true commitment to a partnership approach to service improvement.

We will seek to train a pool of interested residents to co-design and facilitate the training acting as an 'expert by experience' and showing in practice how co-design and collaboration leads to more effective outcomes.

Access, Diversity and Inclusion

Increasing accessibility and ease of participation across a range of mediums, understanding the profile of residents and building meaningful relationships with hard to reach groups either directly or in partnership with others.

Understanding barriers to involvement and taking action to remove these whilst taking steps to ensure involved resident structures always seek to be representative of the wider Enfield Council Housing customer base and taking proactive steps to narrow the gap where this is identified.

Value for Money and demonstrating Impact of Involvement

All activities undertaken under the framework will be subject to assessment of impact and the benefits of involvement will be clearly communicated including regular provision of 'you said, we did' updates as well as an annual published impact assessment.

One of the key anticipated benefits of the framework is the fact it is interconnected (the picture on the front of the jigsaw puzzle!)

Resident Engagement in Building Safety

Following the tragic events at Grenfell Towers the sector we continue to learn lessons that will change the landscape for social housing forever with a renewed emphasis on strengthening the resident voice and ensuring landlords are more accountable to their residents. The Better Council Homes Programme seeks to develop a resident centric delivery model that does this whilst delivering a framework of involvement to test the approach is effective and delivering outcomes.

Our internal approach is supplemented by an overhaul of regulation in relation to fire safety in tall buildings and resident engagement. Whilst building safety, accountability and performance scrutiny are integrated within the core framework the relevance and importance in relation to building safety justifies a specific and dedicated section in this strategy that responds to and supports the specific challenges and opportunities to improve resident engagement and information sharing in order to improve resident safety.

The Building Safety Bill focusses on buildings over 18 metres and includes a specific requirement regarding resident engagement:

"The accountable person for an occupied higher-risk building must as soon as reasonably practicable after the relevant time prepare a strategy (a "residents' engagement strategy") for promoting the participation of relevant persons in the making of building safety decisions".

This section set out further details of our approach to resident engagement relating to building safety for new and existing buildings over the next 3 years by:

- Ensuring residents living in higher risk buildings are given opportunities to play an active and effective role in ensuring their building is and continues to be safe
- Providing a number of ways through the involvement framework and benefits of engagement on building safety
- Identifying the building safety information residents wish to be provided with
- Identifying the way in which residents wish to be provided with building safety information;
- Establishing methods of improving our approach to engaging with residents in relation to the safety of their home;

The strategy will evolve over the 3-year life and as legislation is enacted and changes to the regulatory requirements take effect.



Enfield Council Housings Response

- Establishment of a Resident Safety Director and Building Safety Function
- Holistic building refurbishment approach and tested through the high-rise pilots with the aim to complete all refurbishment work to all blocks of 6 storeys or 18 metres by the end of 2023
- A full review of Council Housing policies and processes including, hoarding and safeguarding, person centred risk assessments (PCRA), storing of items in communal areas etc
- Training and fire safety awareness training for housing staff
- New pages and content have been created on the council's website for providing; fire, gas and electrical safety advice for residents.

The Social Housing (Building Safety) Engagement Best Practice Group brought together social landlords and residents from across the country, to place residents at the heart of engagement on fire and building safety matters. The members undertook a series of pilots testing different aspects of resident engagement in building safety to build a picture of best practice as well as making recommendations to government and the sector in respect of further actions required based on learning from this group.

The Group also supports the Government in taking forward the recommendations of the Hackitt Independent Review of Building Regulations and Fire Safety; to give residents a stronger voice in an improved system of building safety following the Grenfell Tower tragedy.

The groups undertook research and co-designed work around 3 themes:

1. Information and Understanding: Exploring how residents in social housing want to receive fire safety information and how they process, understand and trust key messages- this highlighted that personalised letters to residents had the greatest impact with the most trusted source of information coming from the Fire Service and the landlord
2. Landlord and Residents Responsibilities:

Identifying the most successful ways to gain access to residents' home in order to carry out fire safety work. Including the specific concern of engaging with residents who are harder to reach and engage with. The following underpinning principles were identified as being key to access:

Building trust with residents;

- Providing a clear explanation of why access is needed;
- Using effective communication methods;
- Delivering the service well;
- Understanding and mitigating any factors impacting on the resident;
- Using a personalised approach based on the above;

3. Action to Take in the Event of a Fire: Testing social residents' likely adherence to evacuation guidance and to what extent this might be improved by the provision of written guides or animated videos.

The report from the Best Practice Group highlights the following key drivers for successful resident engagement around fire and building safety:

- Recognising that one size does not fit all, engagement needs to be tailored to residents needs and the type of home they live in.
- Consideration of residents' different learning styles and preferences when developing approaches to convey fire safety messages and evacuation procedures. A range of messaging and communication channels should be used to ensure disengaged and harder to reach residents can access fire safety information.
- Reminding residents repeatedly of the recommended course of action to be taken in the event of a fire. This could be through annual visits, newsletters, briefings at resident meetings or video message boards in blocks.
- Recognising that trusted partners, particularly the Fire and Rescue Services, are important in successfully communicating safety messages.
- Facilitating a positive environment for open and honest engagement.

Creating a Building Safety Board

The establishment of a Building Safety Board, whilst this board will fulfil the legal and regulatory requirements in respect of building safety in tall buildings it will also underpin our approach to involving residents in relation to building safety across all of our homes. There are three main strands to support our approach:

- Information and understanding;
- Resident and landlords' responsibilities;
- Action to take in the event of a fire

The establishment of the Building Safety Board in year one of the strategy will enable us to work with residents to build on learning from the LBE tall building pilots and the learning from the Social Housing (Building Safety) Engagement Best Practice Group

Information and understanding

The Building Safety Board will work in conjunction with the Resident Communication Panel to use a range of ways to improve the quality and effectiveness of communications and increasing accessibility across multiple communications channels.

We will take steps to understand specific communication needs particularly in respect of 6 storey plus buildings including:

- Provision of information at sign up
- Use of digital notice boards to provide real time information and building safety updates
- Information on the website
- Whatsapp, SMS, and social media campaigns
- Personalised letters
- Resident App
- Tailored communication and assess to information in accessible formats for people with disabilities, those who do not speak English as their first language as well as those with literacy issues
- Safety videos
- Building Safety roadshows (present in communities engaging children and young people in messages as well as adult residents

- Targeted approach for sheltered housing schemes including sharing of information in relation to building safety with carers and family members where required

Resident and landlords' responsibilities

We will work with residents' right from sign up to understand the right information they need and how to best provide this ensuring that all residents understand their rights and responsibilities with respect to building safety.

As part of our annual impact assessment we will seek to assess the impact of our resident engagement in building safety to identify how effective the strategy has been particularly in relation to residents living in high rise buildings and those with a Person-Centred Risk Assessment in place.

Communicate to residents the key information they need to know in respect of the building safety protections in place in their building including:

- The measures we have in place to mitigate potential fire and building safety risks to residents, e.g. fire precautions; Information for residents detailing how they can reduce the risk of fire in individual dwellings e.g. by not storing flammable materials;
- A process for reporting a fire risk and/or raising any other safety concerns;
- Procedures to follow where a fire occurs in the building, including for evacuation;

In addition, once the role of Building Safety Manager is in place further details will be provided in respect to their responsibilities and accountabilities and well as contact details.

We will be open and transparent with residents providing appropriate information as requested to understand the risks and safety provisions in their building including but not limited to:

- Fire risk assessments
- Planned maintenance and repair history on safety systems
- Outcome of building safety inspection checks
- Details of preventative measures
- Fire protection measures in place including sprinklers and fire extinguishers
- Maintenance records of fire safety systems

We encourage residents to report any behaviour which they consider may compromise the safety of their building and will implement systems for recording and responding to queries in relation to fire safety.

Undertake routine block inspections and take action in line with assessed risk to rectify and identified fire risks.

Action to take in the event of a fire:

There is an action plan for each block / location setting out the actions that residents should take in the event of a fire. This information is contained on the Fire Action Notice on the walls in communal areas.

We will ensure we provide clear information in an understandable format in respect of the following:

- Understanding a building evacuation plan (where required)
- Understanding a 'stay put' policy and when this applies
- Details on how to evacuate the building safely including
- Responding to fire alarms and contacting the fire brigade

Measuring impact of Resident Engagement in Building Safety

This will be integrated as part of the annual resident involvement impact assessment but will specifically ensure targeted assessment of impact of residents living in high rise blocks in subject to a PCRA

Sharing performance information in respect of building and fire safety will also be a key element of the strategy and the Building Safety Board will be able to scrutinise and challenge performance whilst identifying recommendations for continuous learning and improvement, this work will be supported by the Council Housing Excellence Panel as well as mystery shoppers, residents inspectors and utilise other feedback as it applies to building safety across the wider involvement framework.

The details underpinning the success of the objectives above will be co-designed with residents following the establishment of the resident safety board and as the final changes to the legislative and regulatory framework are enacted

The Strategic Priorities

The framework will be supported by 7 strategic priorities identified as being critical to the successful delivery of this Resident involvement Strategy and the Vision for Council Housing, these are:

- 1) Improve the culture of involvement ensuring it embedded at all levels across the department and reflected across all services
- 2) Delivering Excellence through developing resident involvement in monitoring and improving performance through Council Housing Excellence Panel, local and individual accountability
- 3) Extending Our Reach to encourage involvement in under-represented groups such as young people, homeless people, people with disabilities, BAME and LGBTQ+
- 4) Communication, Communication, Communication- Improve our approach ensuring that we provide good quality, accessible information in a format that residents want
- 5) Supporting, Independence, Empowerment and Personal Growth
- 6) Strengthening relationships with other agencies and creating sustainable community partnerships
- 7) Recognise the value of empowerment through ensuring adequate resources are in place and routinely assessing the impact of all resident involvement activity, ensuring the feedback loop is closed and that involvement represents good value for money

The action plan sets out how we will meet these strategic priorities.

How will we resource and support resident involvement across Housing Services?

The strategy is supported by a revised resident involvement structure that recognises the importance of the resident voice in shaping every decision of every officer every day. The New Resident Liaison and Involvement Team will exist to facilitate a step change in the nature and strength of our partnerships with our residents and

communities to ensure their voices are at the heart of service design and improvement.

The new team will consist of:

- Resident Liaison and Engagement Manager
- 2 x Resident Liaison and Engagement Officer
- 2 x Resident Liaison Officer

They will oversee the overall framework for involvement, ensuring support is provided to residents and service areas on effective and meaningful engagement through providing:

- Information, advice and guidance
- Capacity building and training
- Support and administration of funding applications to groups and forums

In addition, the Service Development and Improvement Team will comprise of:

- Service Development and Improvement Manager
- Service Development and Improvement Officer
- Feedback, Learning and Insight Officer

They will support the work relating to performance, scrutiny and service improvement, ensuring the voice of the resident informs all improvement efforts.

Ultimately it is everyone's job to take resident involvement seriously and this is reflected in all customer facing job descriptions. The new service model will see each function responsible for its annual improvement plan with a key requirement to demonstrate how customer involvement and feedback is shaping the service priorities. Equally a focus towards strengthening and empowering individuals and communities will see a greater emphasis on building more effective partnerships with community stakeholders in order to support sustainable change and improvement in life chances.

Providing training for all staff on resident involvement in service delivery is key and a recommendation from the focus groups held with residents is that this is co-designed and delivered with involved residents.

The strategy will also see investment in involvement grow over the life of the strategy with:

- increased involvement staffing and capacity building resources
- inward investment to support co-design and community led projects and initiatives
- social value through the supply chain

Support for residents, TRA's and other groups

We are committed to investing in supporting individuals and groups and providing training and other capacity building support this includes:

- Funding for recognised tenants and residents' associations
- Support from the resident involvement team in respect of meeting organisation and management
- A range of training and development for involved residents to support existing lived experience
- A TRA resources pack to provide information on all aspects of running and managing an Association
- Taking steps to remove barriers and enable inclusive involvement, where required to enable participation could include;
 - o Suitable transport to attend meetings
 - o Accessible venues for meetings
 - o Communication aids (such as loop systems, advocacy and interpreting services)
 - o Flexible times and locations including via digital engagement where this is the preferred method for the resident

Measuring the Impact of Resident Involvement

All involvement activities will be recorded and assessed against cost and impact to ensure we know what activities add value and improve services.

Being able to demonstrate the impact that getting involved has is also key to motivating more residents to get involved or continue to be involved.

We will provide a quarterly 'you said, we did' update in Housing News.

Carry out with residents and publish an annual resident involvement impact assessment.

Insert Proposed Metrics and targets – (highlight need to be refreshed based on baseline involvement survey 2021)

Action Plan

Priority one	How will we do it?	When by?	Lead Officer	Outcomes
Improve the culture of involvement ensuring it embedded at all levels across the department and reflected across all services	Develop a resources toolkit for staff and involved residents including examples of internal and external best practice, and provision of support and information from the wider resident involvement groups- including a programme of networking and shared learning digital events	Nov 2021	Resident Liaison and Engagement Manager	A shared toolkit of templates, information, tools and resources to improve access to knowledge and shared learning Increased networking across resident groups
	Ensure the framework is fully aligned to the Council Housing operating model so all involvement is part of a 'golden thread'	Sept 2021	Resident Liaison and Engagement Manager	All involved residents know how their contribution fits within the framework
	Refresh purpose and objectives of the Housing Advisory Group to include a role profile for members clearly setting out the opportunities for impact	Sept 2021	Resident Liaison and Engagement Manager	Clarity of the role and purpose and how this supports the delivery of the strategy
	Co design and deliver with resident involvement training to residents, staff and Cllr's to launch the new involvement strategy	Commence from September 2021	Resident Liaison and Engagement Manager	Training co-delivered by involvement staff and involved residents to involved residents, staff and Cllrs
	Produce quarterly resident involvement update for elected members and housing staff	Dec 2021 (ongoing)	Resident Liaison and Engagement Manager	Increased awareness and understanding of resident involvement across the service
	Secure Tenant Participation Advisory Service involvement accreditation	April 2023	Resident Liaison and Engagement Manager	External validation of the effective delivery of our approach to resident involvement

Priority two	How will we do it?	When By?	Responsible?	Outcomes
Delivering Excellence through developing resident involvement in monitoring and improving performance through Council Housing Excellence Panel, local and individual accountability	Establish the Council Housing Excellence Panel, to deliver resident led scrutiny, promote recruit and train members	October 2021	Service Development and Improvement Lead	Clear process for resident led scrutiny to monitor performance making and monitoring recommendations for improvement
	Undertake an analysis of lessons learnt from complaints including publishing an annual complaints report	April 2022	Service Development and Improvement Lead	Increase awareness of complaints, how effectively they are resolved and how learning is delivering improvements
	Recruit and train a team of 'Experts by Experience' to undertake mystery shopping, tenant inspection and other reality checks	Round one April 2022 (quarterly)	Service Development and Improvement Lead	Residents test services against standards ensuring they meet needs making recommendations for improvement where necessary.
	Establishment of the Building Safety Board, including recruitment, development of terms of reference and training.	April 2022	Director of Resident Safety	Increased resident awareness of Building Safety Issues, monitoring of performance and accountability

Priority three	How will we do it?	When By?	Responsible?	Outcomes
Extending Our Reach to encourage involvement in under-represented groups such as young people, homeless people, people with disabilities, BAME and LGBTQ+	Undertake a review of access to information and engagement for residents do not speak English as their first language	July 2021	Resident Liaison and Engagement Manager	Stronger partnership relationships with community partners
	Develop and launch of a digital youth engagement forum	March 2022	Resident Liaison and Engagement Manager	Stronger understanding of the needs of younger residents, leading to an increase in satisfaction of under 25's
	All resident involvement opportunities to be advertised using a variety of mediums including large scale SMS as well as targeted specific engagement for under-represented groups, to include, what is involved, opportunity to influence and time commitment required	July 2021	Resident Liaison and Engagement Manager	Widely publicised opportunities through multiple mediums will increase representation across customer groups.
	Collect and analyse diversity data of involved residents taking action where appropriate to ensure formal and informal involvement groups are representative of the communities' they serve	September 2021	Resident Liaison and Engagement Manager	The resident voice reflects that wider customer-base and this is reflected across our formal and informal involvement groups
	Disability Engagement Audit undertaken with engagement with Enfield Disability Action	Mar 2022	Resident Liaison and Engagement Manager	Review of engagement accessibility for people with disabilities sensory and non-visible disabilities

Priority four	How will we do it?	When By?	Responsible?	Outcomes
Improve our approach to communication ensuring that we provide good quality, accessible information in a format that residents want	Co-design, consult and launch service standards for resident involvement and communication across multiple channels	November 2021	Service Development and Improvement Lead	Clarity of standards and a framework to hold the organisational accountable individually or collectively
	Promote and launch the Resident Communication Panel to assess and guide content and style of communication channels including digital	October 2021	Comms Officer	Quality and timeliness of communication increases and presented in plain English and jargon free
	Develop and launch a new resident digital handbook to provide information about services Update information online about resident involvement	April 2022	Service Development and Improvement Manager	Online handbook reflecting the revised service offer in Council Housing ensuring all residents have access to the information, advice and guidance required in relation to their rights and responsibilities
	Rollout digital notice boards	September 2021-onwards	Estate Services Manager	Real time communication available at a block level

Priority five	How will we do it?	When By?	Responsible?	Outcomes
Supporting, Independence, Empowerment and Personal Growth	Strengthen and publicise an extended programme of resident involvement training including: <ul style="list-style-type: none"> • Diversity and Inclusion • Analysing data and monitoring performance • Mystery Shopping • Effective Chairing • Interview Skills, Procurement, • Train the Trainer 	October 2021-ongoing quarterly programme	Resident Liaison and Engagement Manager	Capacity building of residents, building confidence and skills including employability skills
	Develop approach to monitoring person centred outcomes through the new People Operations Teams including those with additional needs and vulnerabilities	September 2021	Head of Housing Management	A consistent framework for monitoring outcomes of individuals with specific needs ensuring actions are taken where outcomes fall short of expectations
	Encourage Networking and shared learning across resident groups	October 2021	Resident Liaison and Engagement Manager	Quarterly events- involved residents feel more connected and part of the bigger picture
	Promote and launch Community Connectors as a way of facilitating engagement with residents on a 121 basis within their communities	March 2022	Community Partnerships Manager	Successfully deployed in areas with Community Partnership resulting in increased peer engagement through trained Community Connectors including providing sign posting information and advice to vulnerable residents

	Seek engagement and secure funding to undertake a pilot to recruit and train a group of Energy and Green champions to increase awareness and support behaviour change in respect of the environment and the sustainability agenda	April 2022	Place Operations Manager	Energy and Green Champions deployed and supporting residents to make changes to reduce their carbon footprint
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Priority 6	How will we do it?	When by?	Responsible	Outcomes
Community Partnerships	Develop a regeneration toolkit which clearly sets out each of the key stages of regeneration	April 2022	Regeneration Project Director	A documented end to end document explaining the key stages of re what can be expected and the tools and ways in which LBE will communicate and engage with residents, providing a consistent framework whilst enabling bespoke community led solutions
	Establish a network of voluntary sector partners partnerships including agencies such as: <ul style="list-style-type: none"> • Parent Engagement Network, • Citizen Advice • Age UK • Mind • Faith Network • LGBTQ+ network 	Ongoing	Community Partnership Manager	Integrated approached and collaborative solutions in partnership with residents and the wider community

Priority 7	How will we do it?	When by?	Responsible	Outcomes
Recognise the value of empowerment through ensuring adequate resources are in place and routinely assessing the impact of all resident involvement activity, ensuring the feedback loop is closed and that involvement represents good value for money	Annual survey of involved residents to assess their satisfaction with their involvement and identify improvements	Jan 2021	Resident Involvement and Liaison Manager	Outputs used to inform detailed action planning for year 2 of the strategy
	Undertake with residents and publish an annual Resident Involvement Impact Assessment	June 2022	Resident Involvement and Liaison Manager	Outcomes from year one of the strategy publicised to residents, staff and elected members
	Provide quarterly 'you said, we did' updates in Housing News	Mar 2022	Resident Involvement and Liaison Manager	Awareness of involvement outcomes results in increased interest
	All involvement opportunities should include a timescale for which residents can expect feedback and will have a named responsible officer for follow-up enquiries in relation to the activity	October 2021-onwards	Resident Involvement and Liaison Manager	Increased accountability to residents and clarity of expectations results in participation of residents

DRAFT BRIEFING NOTE

FOR THE ATTENTION OF:

Overview and Scrutiny Committee

Wednesday 21st July 2021

Officer Contact Details

Name: Joanne Drew

Division: Director, Housing & Regeneration, Place

E-mail: joanne.drew@enfield.gov.uk

Subject / Title:

**Resident Involvement Strategy
in Council Housing –
Response to Call In Reasons**

Date: 13/07/21

Background

The Resident Involvement Strategy and Involvement Framework seeks to set out a path to build on the positive role our residents play in shaping housing services and reaffirms our commitment to involving residents in the design and improvement of services and support our wider commitment to the empowerment of residents and communities in Enfield.

This three-year Resident Involvement Strategy has been developed to fulfil the current and future regulatory requirements of social housing providers reflecting the requirements of the existing Tenant Empowerment and Involvement Standard, whilst also looking forward to future requirements from the Social Housing White Paper 'The charter for social housing residents'.

Whilst it reflects and seeks to ensure compliance with the regulatory standards the primary purpose is to recognise the powerful and critical role that the voice of 'lived experience' in delivering on our vision for transforming our customer relationships, homes and communities.

The strategy sets out how the Council will strengthen relationships and the voice of tenants and leaseholders over the next 3 years, responding to:

- Feedback from residents and community groups
- Feedback from Council Housing officers
- Review of existing involvement mechanisms in Enfield
- Current best practice in involvement from social housing
- Lessons learnt from the Grenfell Disaster and to respond to the changing legal framework arising from the Building Safety Bill
- Current and future regulatory requirements as they effect Council Housing

Responses to Call In Reasons

1. ***In preparing this strategy, the report states that the Council has obtained extensive feedback and support from its tenants and leaseholders. But no specific information is provided about residents' views on the current involvement arrangements, or about their recommendations on how to improve resident engagement.***

Response:

During the initial consultation process, residents were invited to attend a programme of focus groups initiated to inform and influence the development of the Strategy document.

Residents stated that the main areas of focus for improving our current resident involvement offer are as follows:

- Do what we say we will do in order to build trust and confidence
- Provide feedback on all involvement activities including highlighting where involvement has made a difference and sharing this more widely to encourage other to get involved
- All staff in housing services need to have resident involvement as a priority not just those who work in the resident involvement team
- There needs to be flexible and easy ways for residents to have their say through a channel that suits them at a time that is convenient
- Spreadsheets and performance reports alone cannot give a clear picture of service and needs to be supplemented with 'reality checks' to see if the reports reflect the customer experience
- Reach out to underrepresented groups through outreach and partnerships with local community and voluntary sector groups

We will be embarking on a wider, six week consultation process with all residents to seek their views on the proposed Strategy document where we hope to gather further insight on the current involvement arrangements and recommendations for how to improve resident engagement in the future. The Strategy document will be updated to reflect the feedback during this consultation period.

2. ***Under the latest terms of reference of the Housing Advisory Group (the top tier of the proposed new consultative committees), the Committee no longer has statutory status, and no role is provided for the Opposition Lead on Housing, or the two independent advisers as was the case hitherto. This change downgrades the status of the Committee and reduces its ability to provide independent advice to the Cabinet on housing matters. No explanation or justification for this change is provided in the report.***

Response:

For clarification, the Housing Advisory Group operates as an advisory group, not a statutory Committee and meetings have been held in private since the Group was formally established. The Housing Advisory Group supersedes the

Housing Board which also held their meetings in private since May 2019. The membership of this Group is open to review as part of the consultation process.

3. ***The report proposes a three-tier structure for resident engagement comprising 11 new committees, including the new HAG. There is no reference in the report to the possible difficulties in recruiting residents of the appropriate calibre to fill the large number of roles in the new structure, nor to the risks involved if the requirements of the Social Housing Regulator regarding resident involvement are not met.***

Response:

The proposed framework for involvement provides a flexible range of options for residents to get involved at all levels based on their interests and preferred communication channel. A number of new involvement options listed under tier 3 of the Involvement Framework will be operated on an ad hoc basis, enabling residents to influence service area reviews (Task & Finish Groups) or local improvement projects (Community Partnerships), whilst offering minimal commitment with a clear improvement output.

During the Covid-19 pandemic, all resident involvement committees and groups have been meeting on line, enabling a wider, more diverse resident base to get involved. The intention is to maintain this flexibility in order to attract a wider number of residents to drive improvements and influence a positive change to the housing service.

The proposed Involvement Framework will be reviewed in consultation with residents. Clarity over the commitment required for each element of the framework will also be added to the current diagram.

The proposed actions required in the Resident Involvement strategy have been closely aligned with requirements of the Social Housing White Paper (see page 5 of the Strategy document). The recommendations within the Tenant Involvement and Empowerment Standard have also been incorporated into the proposals to ensure residents are able to influence improvements to customer service, customer choice and the complaints procedure.

The proposed Involvement framework diagram could benefit from identifying the routes for residents to hold Enfield Council to account. The framework and Strategy document will therefore be amended to provide clarity to residents. Further details will also be included with regards to transparency of performance information and how this will be shared more effectively with residents, providing effective opportunities for challenge. The steps that will be taken to understand our residents' needs will also be reflected in the Strategy document, with details on how this information will be used to drive service improvement.

4. ***It is not stated in the report whether recruitment to the new committees will be by appointment or by election. The future role of existing and new tenants' associations in relation to the new structure is not set out clearly.***

Response:

Currently, recruitment to committees and groups are undertaken on an application and appointment basis. Residents views will be sought on the future recruitment processes for new committees and groups during the consultation period. All residents' comments will be considered, and future recruitment processes will be detailed in the final strategy.

The future role of existing and new tenant's associations will continue to provide a pivotal link to the 'customer voice' and the Housing Teams will work closely with all Tenants Associations to assist and support on a local level. We will actively seek to maintain a strong dialogue with the Tenants Associations and ensure local issues are captured and utilised to inform wider service improvement projects.

5. ***A. Various members of the Customer Voice have expressed misgivings about the practicality of including six representatives with experience of homelessness as well as tenants and leaseholders on the HAG because their interests are different in many ways. Various members were also concerned that the decision to refer significant issues to the Housing Scrutiny Panel would be solely at the behest of the Chair of the HAG (the Cabinet Member for Social Housing) which was not a transparent process. These important concerns are not addressed under the proposed new arrangements.***

Response:

The Resident Involvement Strategy states: "The Group [HAG] can provide feedback on the development of strategy, policy and service delivery issues and can make recommendations as appropriate to Cabinet and Cabinet Members. It will ensure that residents have a role in advising on housing policy and performance issues".

For clarification, the views of the Housing Advisory Group (HAG) can be agreed collectively by members of the HAG and reported to the Scrutiny Panel Chair via a formal, transparent process as appropriate. Individual members of HAG, or indeed any resident, can write to the Chair of the Housing Scrutiny Panel with views on matters under discussion. This can be made clear in the HAG's Terms of Reference and in the Strategy.

There are a range of issues that affect all residents in housing need which would come under the remit of the HAG. For example the forthcoming review of the Council's Tenancy Strategy. Tenants and Leaseholders continue to run

a council housing specific forum which officers will continue to work with on a collaborative basis.

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London Borough of Enfield**Overview & Scrutiny Committee****Meeting Date 21 July 2021**

Subject:	Call in -Bowes Primary Area Quieter Neighbourhood
Cabinet Member:	N/A
Key Decision:	N/A

Purpose of Report

1. This report details a call-in submitted in relation to the following decision:

Cabinet decision (taken on 18 June 2021). This has been “Called In” by 7 members of the Council; Councillors Maria Alexandrou, Joanne Laban, Andrew Thorp, Glynis Vince, Edward Smith, Michael Rye and Lindsay Rawlings.

Details of this decision were included on Publication of Decision List No.6/21-22 (Ref. 2/6/21-22 – issued on 18 June 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 (22 June 2021) to "call-in" the Cabinet decision of 18 June 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 Portfolio 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:
 - Failure to consult residents- previously only actioned a perception survey, online consultation discriminated against certain groups
 - Lack of community engagement- community groups disappointed with the sparse contact from the council and don't feel listened to
 - Conflicts with the climate change strategy for improving air quality- at the Bowes primary school, nitrogen dioxide levels increased 20% in 8 months since the implementation of LTNs (londonair.org) and council negligently creating pollution with camera car enforcement vehicles engine idling for hours per day sometimes outside a nursery school
 - Failure to address inequalities impact on residents- rights of disabled not considered yet disability is a protected characteristic under the Equality Act
 - Lack of clear information on funding- funding was to create a safe environment for walking and cycling- this has not happened as no extra cycle lanes were added and pavements were not widened to improve safety for pedestrians
 - Lack of transparency- no heat maps indicating positive and negative responses
 - Admits traffic displacement onto boundary roads – this shows the scheme has not achieved its objective of reducing the volume of traffic
 - Not achieve 3 objectives:
 1. Streets not safer
 2. has not reduced traffic volume but increased it
 3. No obvious uptake in walking and cycling
 - The proposal is to allow the Bowes Primary Quieter Neighbourhood trial to continue, to allow an opportunity to collect traffic data that is more representative of 'normal' conditions. However, the NO2 has increased

since implementation despite there being restrictions throughout due to the working from order reducing commuter traffic and lockdowns proving that even with lower traffic levels pre-COVID the scheme is not improving air quality.

- The report fails to mention the impact of the scheme on residents who live just outside the zone. The report does not state whether there has been an increase in traffic on main roads either that are adjacent to the scheme.
- The appendix shows 83% of respondents owned a car who were the bulk of the respondents and the majority of those are against the scheme. There was a strong trend of respondents with disabilities showing negative perceptions of the project (75 respondents (equivalent to 76% of respondents who said they have a disability) rated the scheme's impact of 'very negative' or 'somewhat negative'. However, the report is seeking to continue with the scheme. The report is negative towards car owners but if they are the ones that have submitted responses they need to be considered. The report proposes to consult and consult to get the result it wants rather than to take into account the negative responses it has already received.

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 section 18.2, 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.

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Date of report 13 July 2021

Appendices

Cabinet Report including annexes and appendices
Response to Call in reasons

Background Papers

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

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London Borough of Enfield

[Cabinet]

Meeting Date: Jun 21

Subject: Bowes Primary Area Quieter Neighbourhood
Cabinet Member: Deputy Leader, Cllr Barnes
Executive Director: Sarah Cary

Key Decision: 5196

Purpose of Report

1. The purpose of this report is to provide a summary of the Bowes Primary Quieter Neighbourhood project to date. This is an interim report on the current trial and invites a decision on the immediate next steps. A further report is then anticipated later in the year, to present a decision on the final outcome of the trial.

Proposal(s)

2. That Cabinet agrees that:
 - The Bowes Primary Quieter Neighbourhood trial continues, enabling the opportunity to collect traffic data that is more representative of 'normal' conditions. A pathway to this return is identified by the Governments published roadmap to easing lockdown restrictions.
 - Following collaborative working with Haringey and full assessment of community feedback received to date, further engagement takes places on any alternative design that is developed. This engagement will occur alongside the ongoing assessment of the existing trial.

Reason for Proposal(s)

3. This project was implemented using Emergency Active Travel Funding from the Department of Transport. At the time of implementation, the future trajectory of the pandemic was unknown. With subsequent waves of Covid-19, the Government has introduced an unprecedented series of national lockdowns. These lockdowns have clearly impacted the levels of motor traffic on London's roads. The project Monitoring and Evaluation Plan (Appendix 1) sets out comprehensive data collection on a large number of roads within and around the project area before and after implementation. Due to the prolonged period of restrictions on travel impacting motor traffic levels, the ability to collect traffic data at a point when motor traffic levels are stable and representative of 'normal' conditions has been hindered.

4. Monitoring of motor traffic has occurred during the trial, primarily through an interim collection of traffic counts during the period 11th – 17th November 2020 and via TfL insights into their data on primary roads. However, further data and subsequent analysis is required to make a fully informed decision about the permanence of the project. The continuing lifting of lockdown restrictions provides an opportunity in the foreseeable future to fully assess the project in more representative conditions.
5. The Council believe that Quieter Neighbourhoods (and within that project umbrella, Low Traffic Neighbourhoods) are a key part of addressing the issues created by excessive speed and volumes of motor traffic on minor roads. However, there are clearly a number of different design approaches that can be taken to these projects. Using an experimental approach to delivery enables feedback to be gathered in light of experience to help assess how a design is working within its particular context. This project was implemented under a greatly accelerated timeline owing to constraints which were placed at the time by the Government in response to the Covid-19 pandemic. A copy of the Department for Transport letter setting out the timeframe and consequences for not complying is at Appendix 2. Whilst engagement took place with Haringey, the timeframe did not enable a wider area (cross border) design solution to be developed. Since that time, Haringey Council have shown clear commitment to the delivery of Low Traffic Neighbourhoods¹, and have secured their own funding to deliver a project in the adjoining area. Therefore, there is an opportunity to explore the potential for an alternative design that could provide a more optimal solution for both Enfield and Haringey. Feedback gathered during the previous consultation phases will directly inform the development of these designs. The bus gate proposals for Brownlow Road will continue to be considered as part of this ongoing design development.
6. Collecting feedback on an alternative design, whilst concurrently collecting more data on the existing trial, will enable an informed decision to be taken on the future of this project. Consequently, a further decision report will follow for this project, anticipated later in the Autumn/Winter of 2021.

Relevance to the Council's Corporate Plan

7. Good homes in well-connected neighbourhoods. This project directly supports the Council's commitment to encourage people to walk and cycle which improves connectivity of neighbourhoods.
8. Sustain strong and healthy communities. This project also helps to deliver the Council commitment to improve health by promoting active travel.
9. Build our local economy to create a thriving place. Wider investment in the walking & cycling network forms part of the Council's strategy to support our

¹ <https://www.haringey.gov.uk/parking-roads-and-travel/travel/transport-strategy/low-traffic-neighbourhoods-haringey>

high streets and town centres by providing safe and easy access to local shops and services.

Background

10. Low traffic neighbourhoods (LTNs) have been in use in London since the 1960s. They are increasingly being used in London and other cities and countries to reduce through traffic in residential areas, aiming to increase levels of walking and cycling. Traffic on London roads has increased by approximately 21% between 2009 and 2019, however this increase has occurred disproportionately on minor roads, where traffic increased by approximately 72% between 2009 and 2019².
11. Low traffic neighbourhoods have generated significant public debate across London and the UK. The same applies for this Quieter Neighbourhood project, which adopts a low traffic neighbourhood approach. This is evidenced by the levels of public engagement and consultation since the project was implemented, including debates, a petition and a scrutiny panel review.
12. The project aims align with the policy context of local, regional and national policies and strategies that seek to respond to the climate emergency, reduce traffic congestion and increase levels of physical activity, and post-pandemic to enable a green recovery. The project aims to:
 - Create healthier streets in the Bowes Primary Area in line with the Healthy Streets Indicators as set out in the Mayor's Transport Strategy
 - Significantly reduce the volume of through motor traffic on minor roads within the project area
 - Enable a longer-term increase in the levels of walking and cycling within and through the scheme area
13. In September 2020, the current trial was implemented. The interventions are shown in Annex 1. Restrictions for motor vehicles were introduced at:
 - Maidstone Road at its junction with Warwick Road
 - York Road at its junction with Brownlow Road
 - Palmerston Road at its junction with the A406 North Circular Road
 - Warwick Road, near the junction with Maidstone Road. This closure is enforced via camera which allows unhindered access for emergency vehicles
 - Palmerston Road at the junction with Kelvin Avenue, via a new traffic island restricting right turns from Palmerston Avenue into Kelvin Avenue
14. The current trial is in place under an Experimental Traffic Order (ETO) and is valid for a maximum of 18 months. The Order came into effect on 31st July 2020 and expires on 31st Jan 22. Before the end of the trial a decision needs to be made on whether to remove the trial or make to make it permanent. A

² <https://roadtraffic.dft.gov.uk/regions/6>

minimum period of 6 months is required during which time no changes are made to the ETO if the scheme is to be made permanent.

15. Several months have now passed since the implementation utilising funding from the Governments Emergency Active Travel Fund. Owing to the impact of Covid-19 and the changes to travel patterns during lockdown, it is not possible at this time to make a final decision on the outcome of this project. Therefore, this report sets out an interim decision and provides an opportunity for review of the trial to date, including setting out the public feedback received through the consultation.

Main Considerations for the Council

Approach to community engagement

16. Between 28 September 2020 and 2 May 2021, public consultation was carried out. The consultation period extended beyond the statutory consultation period which ended on 31 January 2021.
17. Letters were delivered to residents in September 2020 advising of the consultation before it opened, and in April 2021 advising of the consultation closing date of 2 May 2021. Paper copies of the consultation, and copies in alternative languages, were available on request. Feedback could also be provided via email, or by writing directly to the Healthy Streets team at Enfield Council.
18. The Deputy Leader and Healthy Streets Programme Director met with the following community groups as part of the ongoing engagement and consultation process, to provide an opportunity to listen to different perspectives on the project:
- Bounds and Bowes Voice (2/12/2020)
 - Bounds and Bowes Together (7/12/2020)
 - Warwick Road Action Group (15/12/2020)
 - Friends of Brownlow Road (21/12/2020)
 - Healthy Streets Bounds Green (6/1/2021)
19. A public webinar was held on 18 March 2021. This was advertised via a letter delivery to properties and posters placed around the area on lamppost columns. The format of the webinar was a presentation on the project followed by a question and answer session. There were 150 attendees present and a recording of the webinar was published to the project website page.
20. 1325 responses from unique respondents to the consultation survey and 563 emails from unique email addresses were received during the consultation period. All responses were independently analysed by an external agency who then prepared a detailed report, included in Appendix 3. The online consultation survey asked respondents to optionally submit demographic information so various representation levels could be assessed, including on protected characteristics as outlined in the Equality Act 2010.

21. Further to the consultation survey, a second survey specifically for people with disabilities, those receiving care in their home, and carers was carried out. Letters were delivered to Blue Badge holders with a copy of the paper survey alongside information on how to submit responses electronically. Emails were sent to respondents who had identified themselves as having a disability, receiving care in their home or who are a carer as part of their response to the main consultation survey. 113 responses from unique respondents were received in total, with 50 of these being paper copies. All responses are being independently analysed by an external agency.

Project Monitoring

22. The published monitoring plan for the project sets out the areas of focus to be considered. The table below provides an interim update on the monitoring and is intended to help inform the decision to continue the trial to enable further data collection. These areas will be reported on further in the final report for this project.

Area of focus	Interim reporting position
Traffic speed & volume	<p>Traffic data was collected via Automatic Traffic Counts (ATCs) at a number of locations within the project area and on surrounding streets. These ATCs were carried out from 20th – 26th July, before the project was implemented, to inform baseline traffic levels against which counts taken after implementation can be reviewed. Clearly, this data needs considering in a Covid context and this will be addressed further in the subsequent report. The first set of post implementation counts were taken 11th – 17th November 2020, scheduled prior to the announcement of the second lockdown. The 28 ATC locations, commissioned by Enfield Council and undertaken by an external agency, are listed in Annex 2. Data for a further two ATCs, both on the A406 North Circular Road, are supplied by TfL.</p> <p>Due to the changing restrictions in place due to the Covid-19 pandemic, both of the July and November 2020 data collections were impacted by varying levels. Traffic in July would likely have been lower than 'normal' due to the effect of Covid-19 and schools not being fully operational as they were only open to certain year groups. The November 2020 counts would likely have been affected by the national lockdown at the time. All observations of changes to traffic will be fully reviewed once the further traffic counts are taken during a time when traffic is at a more 'normal' level.</p> <p>Naturally, traffic has decreased on several roads directly affected by the closures. Several minor roads appear to have increased in traffic within the project area. This is because some routes through the cell (bounded by the A406 North Circular Road, A109 Bounds Green Road, and A105 Green Lanes) are still able to be used by traffic travelling through the area. These roads are typically located to the south of the Enfield – Haringey</p>

	<p>border, with the exception of Spencer Avenue which is in Enfield. We are working closely with Haringey on their emerging plans to mitigate these impacts. Other impacts of increased traffic have been reported on other surrounding roads (e.g. Powys Lane, Grenoble Gardens) and these roads will also require further monitoring (pre Covid traffic data for these roads is available to use as a benchmark).</p> <p>In addition to monitoring by LB Enfield, TfL monitors the Transport for London Road Network (TLRN) and wider network. The section of the A406, which is on the TLRN, around the project area has historically been very congested pre-pandemic, however no significant concerns about additional disruption due to the trial scheme have been raised by TfL.</p> <p>Further data collection once traffic has returned to more 'normal' conditions will enable a more detailed assessment of the impact on the surrounding roads.</p>
Bus journey times	<p>TfL monitor bus journey times via regular data capture on board their buses. Overall since implementation of the Bowes Primary QN and as 29th April 2021, bus performance has not changed significantly. Further detail, provided by TfL, is included in Appendix 4.</p> <p>Buses can be caught in any general motor traffic congestion and it is therefore useful to note that the buses are not suffering any significant impacts on journey times at the time of reporting. This will need to be reviewed further as part of any further data collection to see if this changes with more 'normal' traffic conditions post lockdown.</p>
Cycling counts	<p>Cycling volumes and trends will be included in the subsequent report following further data collection in summer 2021. As cycling volumes vary seasonally, this will enable a comparison between summer 2021 to baseline levels in summer 2020.</p>
Pedestrian Counts	<p>Pedestrian volumes and trends will be included in the subsequent report following further data collection in summer 2021. As pedestrian volumes vary seasonally, this will enable a comparison between summer 2021 to baseline levels in summer 2020.</p>
Impact on Emergency Services	<p>Consultation was held and feedback sought from emergency service providers prior to implementation. This collaboration led to a final design that was implemented without any objections. The Warwick Road filter is enforced via camera to enable emergency services unhindered access through the filter, improving the situation prior to the trial which included a width restriction that the London Ambulance Service were unable to</p>

	<p>use. During the trial, Officers have regular communications with members of each of the emergency services to discuss operations including response times, methods and general observations and feedback.</p> <p>Discussions often focus around the navigation within the project area due to the changes in access resulting from the project. Whilst roads of similar layouts and access (eg cul-de-sac) are not uncommon across London, it is the change in the layout that needs to be carefully considered and communicated. Mapping software has been used by Officers to update mapping sources centrally which providers, such as Google Maps, then use to update. Dialogue continues with emergency services to identify any ways in which the Council can assist further with navigational issues.</p> <p><i>London Ambulance Service (LAS)</i></p> <p>Since the implementation of the trial, there has been one incident identified and discussed with the LAS where there was a delay by one response vehicle travelling east-west through the project area as a result of a point closure. The second response vehicle was not delayed. It is unclear how the delayed crew were navigating to the scene. Any patient impacts are not divulged by the LAS when reporting delays.</p> <p><i>London Fire Brigade (LFB)</i></p> <p>LFB have not raised any incidents of delayed responses due to the project. LFB publishes an annual summary of response times, Fire Facts – Incident response times. The 2020 report³, published on 19 March 2021, includes a short discussion about Low Traffic Neighbourhoods. This quotes “during the pandemic we have had more resources that are immediately available to respond and roads (during lockdown periods) have been quieter. That being the case, we haven’t yet noticed any impact on our attendance times due to the LTN schemes established in 2020; however we will continue to monitor their impact at a local level.”</p> <p><i>Metropolitan Police Service (MPS)</i></p> <p>MPS has not raised any incidents of delayed responses due to the project. Considerations on crime are addressed below.</p>
Residents, businesses and stakeholder’s views	<p>Respondents register with the Let’s Talk Enfield site to complete consultation surveys. This enables the Council to collect demographic information to better understand the people are who being engaged with and allows the Council to communicate</p>

³ <https://data.london.gov.uk/dataset/incident-response-times-fire-facts>

	<p>more effectively with respondents on the projects they are interested in. The survey does not require respondents to provide their full name and full address due to data handling and processing regulations. Therefore, there is no verification process on individual responses.</p> <p>There were 1325 responses from unique respondents to the consultation, of which 940 (71%) live within the scheme area. There were a further 353 respondents from people living outside the area, and 38 who did not provide the relevant information. Of those, whilst there are a number of responses providing positive feedback, a greater number are expressing negative views.</p> <p>There is an estimated population of 25,256 living within the project area and surrounding roads. The 970 respondents living within the scheme area represent approximately 4% of those residents.</p> <p>Based on the representation of older people in the survey in all age groups except for 80+ (which was very slightly under-represented), it would appear that the primary means of engagement being in digital form, did not result in a lack of fair representation from older people.</p> <p>The views have been analysed by an external company and consolidated into a report which is at Appendix 3 for detailed review. In addition to this, some initial insights from Officers are contained at Annex 3.</p> <p>This community feedback, including suggestions of change, will now be considered further as part of the design development work ongoing with Haringey Council. The views provided will be reviewed alongside the feedback that Haringey Council have received as part of their own engagement and consultation. Bringing together these views will enable Officers to explore design alternatives, such as enabling greater access to and from the South, which could address some of the concerns raised. Any alternative designs that are developed will be subject to further engagement. With lockdown restrictions continuing to lift (subject to government guidelines), a wider range of engagement opportunities will be explored.</p> <p>It is also noted that actions identified in the EqlA in terms of further engagement will inform the potential for changes to the existing scheme and/or any alternative design.</p>
Equality considerations	An updated version of the Equalities Impact Assessment (EqlA) has been published for this project and is available at Appendix

	<p>5 for detailed review.</p> <p>Based on the responses received to the consultation survey, there is the potential for some people with protected characteristics to be disproportionately impacted by the project. Therefore, further work is required to explore these issues further and identify how any adaptations to the current design, or how an alternative design could address these. Activities include:</p> <ul style="list-style-type: none"> - Detailed reporting on the additional engagement survey focussing on those with disabilities, who receive care, or are carers. - Following the above, focus groups with those with disabilities, who receive care, or are carers. - Engagement with care service providers to further understand any impacts of the project on service delivery. - Actions from the updated EqlA are in Appendix 5. This includes detailed investigation of the impacts reported by respondents on protected characteristics to date, reporting on outcomes of the disabled people and carers survey, but also actions to target new engagement activities with under-represented demographics in the consultation survey. <p>Following this, a further iteration of the EqlA will be published with the decision report on the future of the project.</p>
Crime and anti-social behaviour	<p>The impact of the project on the perception of street crime has been raised by some residents.</p> <p>The Community Safety Unit (CSU) have carried out some analysis from the public mappable police data for 2 years from 1st April 2019 to 31st March 2021. The CSU were provided with a map of the Bowes Quieter Neighbourhood area which covers both Bowes and Southgate Green Wards. The Bowes project installation was completed on 11th September 2020. The analysis was compiled to include the roads that are within the project boundary and has been completed between the above time period to be able to show some comparative data.</p> <p>There was a 5% decline overall in the total number of offences within the project boundary over the two year period. There were increases in some offences particularly in Public Order, Criminal Damage and Drugs offences.</p> <p>The CSU have also looked at the Bowes and Southgate Green Ward crime levels combined to provide some comparison around any differentials in crime types against the ones recorded in the project area.</p>

	<p>There were some crime types that increased within the Bowes project area compared to the combined wards levels over the two year period. These are notably Criminal damage, theft and other theft.</p> <p>However, there were other offence types that were significantly reduced during that period in the project area, including Violence and Sexual Offences, which had increased in the wider area.</p> <p>Vehicle Crime, Burglary, Possession of weapons, Other crime, Robbery all recorded decreased numbers in both the project area and in the wider combined wards.</p> <p>The ASB Team have liaised with Bowes Neighbourhood Policing Team and have been advised that Officers will be patrolling more proactively within the vicinity of the areas which vehicles have been reported stolen. Furthermore, the NPT will be patrolling in uniform/plain clothes and marked/unmarked vehicles.</p>
Noise quality	<p>To understand the impact on noise the Council employed noise specialist consultants. The noise model used in the assessment is dependent on traffic data, which to the extent possible, took into the account of the Covid-19 pandemic. The assessment is primarily a study focussed on the change in noise levels associated with the project (as opposed to absolute levels), which is not significantly impacted by total traffic volumes.</p> <p>The scale of change in noise levels are categorised based on industry guidance to determine perceptible differences.</p> <p>The assessment predicts that the project has led to moderate to major decreases in noise levels along York Road and Maidstone Road, as well as moderate decreases on Palmerston Road during the night period. The scheme is predicted to have increased noise levels moderately along Spencer Avenue and on occasion Sidney Road and Woodfield Way. Although the project led to small changes to noise levels on other roads, including minor decreases on Warwick Road and Kelvin Avenue, and minor increases on Truro Road, Wroxham Gardens / Winton Avenue and Natal Road, the scale of the changes are unlikely to be perceptible, are within the margin of error and may not be directly attributable to the project.</p> <p>The full report on Noise Quality is included in Appendix 7.</p>
Air quality	<p>Nitrogen dioxide (NO₂) and particulate matter (PM₁₀ and PM_{2.5}) are reported as these are the main pollutants of concern and road transport contributes to a significant proportion of these pollutants.</p>

	<p>Local air quality monitoring by Enfield Council includes one automatic station within the project area adjacent to the A406 North Circular Road by Bowes Primary School, and diffusion tubes located on Brownlow Road and Warwick Road.</p> <p>Additionally, Haringey Council has a diffusion tube adjacent to the project area at Bounds Green Primary School. Monitoring is long-term, and national objectives are an annual value, due to the natural variation in air quality meaning measurements from a short period of time cannot be directly compared to others. NO₂ concentrations were below national objectives at all locations in 2019, and PM₁₀ concentrations as measured at Bowes Primary School, have been well below objectives since 2014. PM_{2.5} is not measured at this location.</p> <p>An air quality assessment was carried out by an external agency. Their report was conducted using measured traffic data and calculated changes in traffic attributable to the project to estimate the associated impacts on local air quality.</p> <p>The assessment takes into account a very detailed behaviour of traffic which directly impacts air quality, including vehicle speeds, time of the day, fleet composition (e.g. light vehicles/cars through to heavy vehicles/trucks), vehicle emissions and junctions (due to congestion and the combined effect of several road links).</p> <p>The assessment shows that the project led to slight decreases in nitrogen dioxide concentrations on some roads and some slight increases in concentrations on some roads. However, based on industry standard guidance, the scale of these changes are associated with negligible impact at all locations, with the exception of one location with a slight adverse impact at the junction of Truro Road and the A105 High Road, and one location at the intersection of the A105 Green Lanes and the A406 North Circular Road with a moderate adverse impact. The latter location is however associated with uncertainties in the model.</p> <p>The trends of PM₁₀ and PM_{2.5} concentrations are similar to those of nitrogen dioxide, but because concentrations are influenced by a wider range of sources, the changes observed due to the project are smaller. The predicted changes in annual mean PM₁₀ and PM_{2.5} concentrations are associated with negligible impacts at all locations in the study area.</p> <p>Reasonable assumptions were made in adjusting the data for the air quality assessment, including for impacts of Covid-19 on the traffic data. Sensitivity testing, which tested the boundaries of the Covid-19 assumptions, predicted negligible impacts for all PM₁₀ and PM_{2.5} concentrations, and for all nitrogen dioxide concentrations with the exception of one location on the A105 Green Lanes near its junction with the A406 North Circular</p>
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	<p>Road, where a moderate adverse impact is predicted, and one location on York Road, where a slight beneficial impact is predicted.</p> <p>The full report on Air Quality is included in Appendix 6. Once further traffic data is collected in summer 2021, we will review this data against that which has been included in the air quality assessment and any further actions if required will be identified.</p> <p>The project is set within the context of a wider programme of work and takes a long-term view of improving air quality. The assessment does not indicate that the project is having a broad negative impact on air quality. This is relevant to note as the perception of a very negative impact on air quality has been a particular cause for concern of residents.</p>
Healthy Streets indicators	Reporting on the Healthy Streets indicators will be included in the subsequent report following further data collection in summer 2021.
Road collisions	Road collisions within a small area resulting in injuries are typically rare events and because of this it is necessary to review data over a long period of time to observe meaningful trends. Insufficient data is available due to the period of time since the project's implementation to identify trends. However, we are not aware of any injury collisions that have occurred in the project area since the project's implementation.

Safeguarding Implications

23. None identified.

Public Health Implications

24. Prior to the Covid-19 pandemic 70% of the NHS budget was accounted for by long-term conditions, the majority of which might be either ameliorated or prevented by physical activity. People who undertake active transport through cycling are up to four times more likely to meet physical activity guidelines than those who do not. In addition, climate change, to which motorised transport contributes, has been described as the greatest threat to public health in the 21st century.

Equalities Impact of the Proposal

25. Local authorities have a responsibility to meet the Public Sector 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. We need to consider the needs of these diverse groups when designing and changing services or budgets so that our decisions do not unduly or disproportionately

affect access by some groups more than others. The Public Sector Duty Act 2010 requires Local Authorities, in the performance of their functions, to:

- Eliminate discrimination, harassment, victimisation and other prohibited conduct
- Advance equality of opportunity
- Foster good relations

26. An Equalities Impact Assessment (EqIA) for the project was carried out prior to implementation. Since implementation, alongside the EqIA, the impact on equalities has been monitored. The primary means of this has been via public consultation and specific engagement with people with disabilities and carers. The consultation has sought information on protected characteristics. An updated EqIA is at Appendix 5 to this report.

27. Based on the responses received to the consultation survey, there is the potential for some people with protected characteristics to be disproportionately impacted by the project. Further work is required to explore this further and identify how any adaptations to the current design, or how an alternative design could address these.

Environmental and Climate Change Considerations

28. There are no changes to the existing project under this report. This means that, in the short term, there may be some increase in localised carbon emissions on the primary road network, although this should be offset by lower emissions inside the project area. In the longer term, as part of a wider programme to encourage active and sustainable modes of travel, the project is expected to reduce the negative environmental impacts of private motor vehicle use through reduced carbon emissions, lower rates of road traffic collisions and improved public realm. It should also be noted that the project area will be part of the Ultra Low Emission Zone from October 2021 and has therefore been identified as a priority for the installation of electric vehicle charging infrastructure, which should further reduce localised emissions.

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

29. Several risks have been identified:

- Lack of valid data – not enabling more time to collect additional data will mean a decision will need to be made on the project without a full assessment of the impacts.
- Missed opportunity to pursue an alternative design – not approving further consultation with the community on an alternative design as concurrent activity would reduce the scope of reporting in the final report.
- Reputational damage – a decision not to work collaboratively with Haringey Council to explore an alternative design over a wider area could cause reputational damage.

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

30. Several risks have been identified:

- Traffic takes longer to return to normal. Should this occur then further traffic counts would be carried out, alongside a number of 'control' sites across the borough away from the scheme to adjust the data. Consideration could also be given to postponing the delivery of the final report.
- Emergency services are delayed. There are no reports of continual delays. Ongoing and regular communications with emergency services about the project and their responses in the area will continue. Camera filter on Warwick Road to retain permeability through the area for emergency services (in place). Dedicated mapping software to show new road layout in mapping tools (in place).
- Impacts on those reliant on private motor vehicles. Additional research and analysis ongoing regarding the existing trial, ongoing engagement to seek targeted feedback, alongside development of an alternative design to investigate how any impacts can be mitigated.
- Costs escalate. Funding has been allocated to the scheme and the estimated cost of continuing the scheme falls within the budget. Future funding from Transport for London Local Implementation Plans could be aligned to this project if required.
- Public perception that the scheme is ineffective. Various data collection and monitoring activities to objectively review the scheme's effectiveness. Engagement activities to communicate the outcomes of data collection and monitoring activities. Interim publishing of suitable available information about the project within this report.

Financial Implications

31. On the 3rd of Feb 2021, Cabinet recommended that Council approve the 2021/22 Capital Programme and note the Ten-Year Capital Programme 2021/22 to 2030/31 (KD5210). The Ten-Year Capital Programme included indicative budgets for the Healthy Street programme, which takes into account the continuation of schemes such as the Bowes Primary Area Quieter Neighbourhood.

32. As stated in KD5210, the budget forecast for the Healthy Street programme assumes the Council will continue to secure additional grants from Transport for London (TfL) and other external sources. Funding has been secured via TfL for Bowes Primary Area Quieter Neighbourhood and is governed through the TfL Portal. No costs will fall on the Council as a result of the grant awarded for the scheme.

Legal Implications

33. The Road Traffic Regulation Act 1984 (RTRA 1984) provides powers to regulate use of the highway. In exercising powers under the RTRA 1984, section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians and cyclists) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises and the effect on the amenities of any locality affected.
34. Whenever using powers provided by the Road Traffic Regulation Act 1984, the Council must have regard to its need to secure the 'expeditious, convenient and safe movement of traffic', including pedestrians and cyclists. The Traffic Management Act 2004 also places a specific network management duty on local traffic and highway authorities. Guidance on this duty was originally published in 2004 and has been more recently updated to place emphasis on active travel and reallocating road space for pedestrians and cyclists during the Covid-19 pandemic.
35. The Council meets its network management duty in a number of ways, including by operating a permit scheme for street works and by co-ordinating planned road works. The 2004 guidance recognises that management of demand is also important in helping authorities meet their network management duty. In particular, encouraging walking, cycling and use of public transport can all help achieve the more efficient use of the road network, particularly in the long term.
36. The implementation of Quieter Neighbourhoods may, by encouraging more local trips to be made by foot or by cycle, complement other initiatives to help the Council deliver its network management duty. However, it is recognised that some traffic will be displaced onto boundary roads as a result of Quieter Neighbourhood schemes and the impact of this needs to be fully taken into account as part of the assessment whether or not to make them permanent. Continuing with the scheme whilst traffic levels return to normal levels so that its impact on the road network can be fully understood is therefore prudent given untypical travel patterns during much of the experimental period due to the Covid-19 pandemic.
37. Section 9 of the RTRA 1984 enables the Council, as the relevant traffic authority for the area, to make experimental traffic orders which can continue in operation for a maximum of 18 months. Section 10 of the RTRA 1984 makes provision for experimental traffic orders to be modified if necessary. Section 6 of the RTRA enables the Council to make permanent orders.

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

The Council will monitor the progress of the TfL Bishopsgate Street Space as it progressed through the Court of Appeal.

The Council's Director of Law and Governance will be consulted upon further decisions in respect of the Bowes Primary Quieter Neighbourhood scheme.

The recommendations set out in this report are within the Council's powers and duties.

Workforce Implications

38. None identified.

Property Implications

39. None identified.

Other Implications

40. None identified.

Options Considered

41. The following alternative options have been considered:

Option	Comment
Ending the trial in a direct response to feedback received.	This is considered to be a premature decision at this stage of the project, when there is a pathway to collecting further data that can better inform the impacts of the trial.
Amending the trial in some way under the existing ETO in response to feedback received.	Given the complexity of this project and its interaction with adjacent roads in Haringey, it is not considered appropriate to make changes to the trial before we have explored potential options alongside Haringey, as this may influence any amendments to the existing trial.
Recommending making the scheme permanent now.	This is considered to be a premature decision at this stage of the project, when there is a pathway to collecting further data that can better inform the impacts of the trial.
Not bringing this decision to cabinet (and instead bringing a decision on the permanence of the trial at a later date).	We consider there to be sufficient public and political interest for Cabinet to make interim decisions on the continuation of this trial.

Conclusions

42. This project was delivered at pace owing to externally imposed constraints relating to the funding. Monitoring has been further challenged through the unprecedented series of lockdowns which have clearly impacted travel

patterns. There is some support for the project however there are also a number of concerns raised by residents which will require further responses in the subsequent report which makes a decision on whether to make the trial permanent, remove it entirely or to take a different approach. Impacts on some people with protected characteristics have been reported and there are planned activities in progress to understand these further, along with potential mitigating actions.

43. No objections during the trial have been made by the emergency services, with an ongoing dialogue in place to continue to monitor and review the project. In the 8 months since the implementation of the trial, one delay has been reported by the London Ambulance Service. Air quality data and modelling indicates that there are no significant air quality issues created by the project at the time of interim reporting. Further monitoring data is required in order to be able to fully assess the impact of the project and without this it would be premature to make a decision to either make the scheme permanent or to remove it. Continuing to monitor the trial will enable this data collection to take place. At the same time, further engagement and consultation on a potential alternative design that considers the wider area spanning both Enfield and Haringey will take place. This may identify other designs that can help address residents' concerns, whilst still deliver on the published aims and objectives of the project.

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Date of report: 7 Jun 2021

Annexes

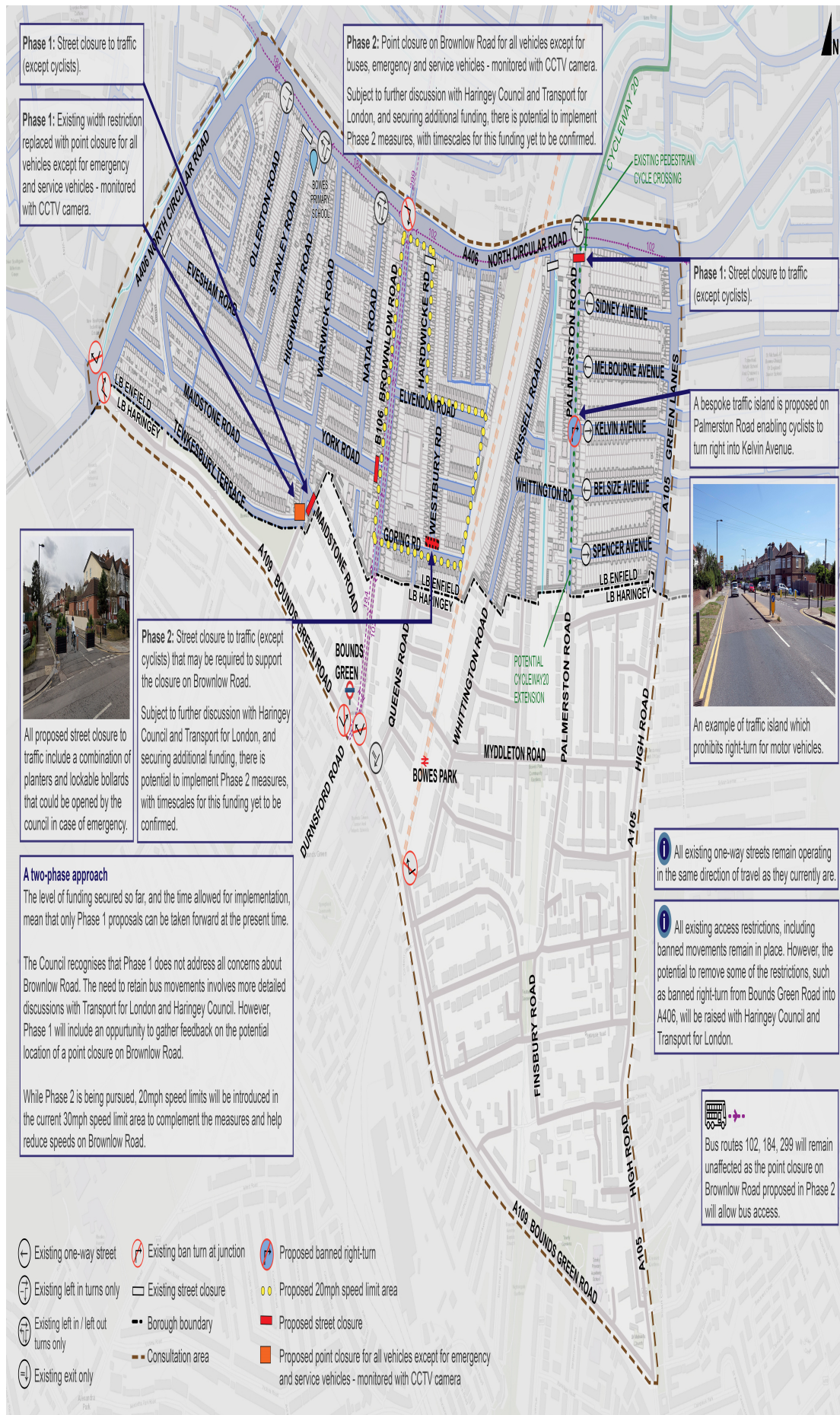
1. Map of interventions
2. Automatic Traffic Count Locations
3. Enfield Council summary of insights from Bowes Primary Area Quieter Neighbourhood Consultation

Appendices

1. Bowes Primary Area Quieter Neighbourhood Monitoring and Evaluation Plan, March 2021
2. Department for Transport Letter, May 2020
3. Bowes Primary Area Quieter Neighbourhood Consultation Analysis Interim Report, May 2021
4. Transport for London monitoring memo, 29 April 2021
5. Equalities Impact Assessment, June 2021
6. Air Quality Assessment: Bowes Primary Area Quieter Neighbourhood, May 2021
7. Bowes Primary Area Quieter Neighbourhood Noise Assessment, June 2021

Background Papers

None.



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LB Enfield Automatic Traffic Count Locations, July & November 2020

1. Palmers Road
2. A1110 Bowes Road
3. Highworth Road
4. Warwick Road
5. Natal Road
6. Brownlow Road
7. York Road
8. Maidstone Road
9. A109 Bounds Green Road
10. Rhys Avenue
11. Durnsford Road
12. Woodfield Way
13. Palmerston Road
14. A105 Green Lanes
15. Wolves Lane
16. Sidney Avenue
17. Melbourne Avenue
18. Kelvin Avenue
19. Belsize Avenue
20. Spencer Avenue
21. Lascotts Road
22. Marquis Road
23. Myddleton Road
24. Sidney Road
25. Truro Road
26. Nightingale Road
27. Tewkesbury Terrace
28. Wroxham Gardens

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Annex 3

Insights of Consultation Analysis

This Annex presents insights to the Bowes Primary Quieter Neighbourhood Consultation Analysis Interim Report prepared by ITP, dated 17 May 2021. The Interim Report presents a detailed analysis of the online survey. An update to the report will incorporate the findings of the email analysis.

1. 1325 responses from unique respondents were received, of which 71% were from within the Quieter Neighbourhood (QN) area, including the primary roads forming the boundary. The 2011 Census recorded 25,256 residents within the QN area, suggesting that this consultation received responses from approximately 4% of the local population within the QN area.
2. The demographic information of respondents to the main consultation survey was compared to Census 2011 data to identify areas of over and under-representation. It is acknowledged there are limitations of comparing to 2011 census data, however in the absence of more up to date and reliable data, this is considered appropriate.
3. The proportion of responses from people with disabilities were slightly lower than what might be expected from the 2011 Census data (8% of respondents reported they have a disability, compared to 14% of residents in the area in the 2011 census). There was a strong trend of respondents with disabilities showing negative perceptions of the project (75 respondents (equivalent to 76% of respondents who said they have a disability) rated the scheme's impact of 'very negative' or 'somewhat negative', compared to 15 (equivalent to 15% of respondents who said they have a disability) 'somewhat positive' or 'very positive').
4. It is noted further engagement was carried out which targeted people with disabilities. Initial insights from this engagement identified respondents raising impacts on access to some locations, such as a GP and/or pharmacy, however some respondents referred to no locations being difficult to access. Both negative and positive impacts were reported, however the number of negative comments was greater than positive comments. Outcomes of this engagement is ongoing and will be reported on in more detail in the final report.
5. There was a strong pattern of those receiving care and carers showing negative perceptions (23 care recipients (equivalent to 100% of respondents who receive care assistance in their home) and 98 carers (equivalent to 84% of respondents who provide care to an elderly or disabled person) rated the scheme's impact as 'very negative' or 'somewhat negative'). Care recipients and carers were approached as part of further engagement to explore underlying reasons for these reported impacts, however at the time of writing detailed external analysis on this engagement is not complete. Initial insights from this engagement identified similar reflections from carers to those observed from people with disabilities. Outcomes of this engagement is ongoing and will be fully reported on in the final report.

6. There were slightly more female respondents (43%) than male respondents (36%), however 19% of respondents left this question blank. Perceived impacts of the scheme were very similar between males and females, however males were very slightly less likely to report negative impacts, and very slightly more likely to report positive impacts.
7. The proportion of responses from people of Christian, Hindu and Muslim religion are lower than what might be expected from the 2011 Census data (22%, 1% and 2% of respondents identified with these religions respectively, compared to 49%, 6% and 13% in the 2011 census). The proportion of responses of those who identified as having no religion (and those who chose not to answer the question) is a much higher percentage than that captured in the 2011 census. Targeting future engagement activities with these communities will be investigated, which may include at places of worship.
8. The proportion of responses from Asian and Black respondents are lower than what might be expected from the 2011 Census data (5% and 1% of respondents identified with these ethnicities respectively, compared to 14% and 14% in the 2011 census), with respondents of Mixed ethnicity slightly under-represented. Targeting future engagement activities with these communities will be investigated, which may include at community centres. Respondents of these ethnicities were more likely to report negative impacts of the project, with this trend most notable in Asian respondents.
9. Respondents aged 16-29 and 30-39 make up 25% and 21% of all age groups respectively, yet only 4% and 16% respectively of respondents were of these age groups. In older people, the opposite trend can be seen. Targeting future engagement activities with younger people will be investigated, which may include at schools, leveraging social media, and reflection on Enfield Council's Empowering Young Enfield plan. Based on the representation of older people in the survey in all age groups except for 80+ (which was very slightly under-represented), it is likely that the primary means of engagement being in digital form, did not result in a lack of engagement from older people. Those in the age ranges above 60, were more likely to report negative perceptions of the scheme.
10. Respondents in the highest income bracket (over £100,000 household income) were the largest group of respondents, however there is not comparable data for the 2011 census. There was no particularly strong pattern of positive/negative perceived impacts of the scheme, however lower income groups showed higher proportions of negative perceptions.
11. Car owner respondents were largely over-represented, making up 83% of respondents, compared to 68% across Enfield, and 53% within the consultation area. Car owners were much more likely to report negative impacts on the scheme than non-car owners. Conversely, non-car owners were much more likely to report positive impacts than car owners. Therefore, the overall responses are influenced by the higher proportion of car owners who have participated in the survey. The following table shows the responses to the question (after respondents provide demographic information), "Considering the protected characteristic groups outlined above ('above'

refers to the demographic questions respondents were asked about), from an equalities point of view, how has do you think the trial has impacted you?"

	Non-car owners	Car owners
Very positively or somewhat positively	53%	20%
Very negatively or somewhat negatively	28%	56%
Neutral	19%	23%

12. Respondents from outside the scheme area (27% of total respondents) generally rated the schemes impacts more negatively than those inside the scheme area. For positive aspirations of scheme (such as feeling safe to walk and cycle, or air quality in the area), respondents outside the scheme area were less likely to rate as 'very important' or 'important', with this trend most notable in ratings of 'feeling safe to walk and cycle in the area'. Similarly, for aspects of effectiveness of the project (such as the project's impact on enabling more walking and cycling, or improved air quality), respondents inside the scheme area were more likely to rate as 'very effective' or 'somewhat effective', with the exception of maintaining resident/visitor access which was rated similarly by respondents both within and outside the project area.

13. In addition to generally supportive comments about the project, positive feedback includes:

- Perception of feeling safer or easier for pedestrian or cycle movement
- Perceived improvement in traffic and/or air quality and/or noise pollution
- Improved mental health
- Improved physical health and/or being more active

14. A number of respondents suggested changes, or alternative designs including suggestions of:

- Relocating the existing filters to the A406 to enable access to the south
- Implementing a one-way system, traffic calming such as speed bumps, or a 20mph zone instead of the scheme
- Re-opening various closure points, or changing them to other restrictions, such as width/weight restrictions
- Removing banned turns at junctions (A406 / Bounds Green Road, Bounds Green Road / Brownlow Road, A406 / Brownlow Road)
- Resident only access, such as via ANPR
- Improving signage

The suggestions and alternative designs will be fully reviewed as the trial continues and commented on in the final reporting on the trial. Furthermore, they will be reviewed as part of the process investigating an alternative area wide design alongside Haringey Council.

15. A number of respondents provided generally negative comments about the project, including:

- Perception of traffic increasing / traffic displaced onto other roads in the area, including the primary boundary roads, and increased journey times
- Perception of increased air pollution
- Reduced mobility, access within the scheme or to locations outside the scheme, including concern for emergency vehicles, disabled people, elderly, tradespeople, deliveries and taxis
- Perception that safety had worsened / scheme being dangerous in relation to traffic
- Negative impact on mental health
- Community division, or feeling trapped or isolated
- Unwillingness to use the A406 (as this is the only entry point for motor vehicles accessing several roads within the project area)

As with the suggestions and alternative designs, these themes will be fully reviewed as the trial continues and commented on in the final reporting on the trial. Furthermore, they will be reviewed as part of the process investigating an alternative area wide design alongside Haringey Council.

16. Other feedback included

- Perceived lack of, poor or limited consultation / communication / transparency
- Co-ordinating better with neighbouring boroughs
- Improving other infrastructure, such as cycling, pedestrian or electric vehicle infrastructure / measures to encourage uptake
- Perceived lack of suitable alternatives to travel by car, or being unable to use alternatives including in the context of Covid-19

17. This community feedback, including suggestions of change, will now be considered further as part of the design development work ongoing with Haringey Council. The views provided will be reviewed alongside the feedback that Haringey Council has received as part of their own engagement and consultation. Bringing together these views will enable Officers to explore design alternatives, such as enabling greater access to and from the South, which could address some of the concerns raised. The feedback from the consultation on a potential bus gate for Brownlow Road will also be considered during this design work. Any alternative designs that are developed will be subject to further engagement. With lockdown restrictions continuing to lift (subject to government guidelines), a wider range of engagement opportunities will be explored.

Healthy Streets Project Monitoring and Evaluation Plan

Bowes Primary & Surrounding Streets Quieter Neighbourhood

Last Published: March 2021

Page 111

About this document

This document sets out the monitoring and evaluation that will be undertaken in response to the implementation of the Bowes Primary Area QN.

You might also be interested in these other documents that can also be download from the project page:

- ❑ Project rationale: sets out the rationale for the development and delivery of this project
- ❑ Communications and Engagement Plan: how we will communicate, engage and consult with the community about this project
- ❑ Our approach to Equalities Impact Assessment (EQIA): ensuring we consider the needs of everyone when delivering this project

Introduction to this monitoring and evaluation plan

Overview

This plan outlines the monitoring and evaluation that will be undertaken in response to the implementation of the Bowes Primary & Surrounding Streets Quieter Neighbourhood. The plan provides a structured approach to data collection and analysis. The council has sought to, and will continue to, collect project monitoring data before and after scheme implementation, as set out in this plan.

A range of qualitative and quantitative data will be considered as part of the monitoring of Bowes Primary Area QN.

This plan outlines the various focus areas we are monitoring and how they will be applied when evaluating the scheme.

The scheme is implemented under an Experimental Traffic Order (ETO). As such this monitoring and evaluation plan may be updated as necessary.

Purpose

The purpose of monitoring is to:

- Gather information about the situation prior to implementation, against which future changes can be measured.
- Inform decision making about the future of the scheme.
- Support continuous improvement in how the council delivers active travel schemes.

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

Monitoring against project objectives

The high level objectives set out for this project are:

1. Create healthier streets in the Bowes Primary Area in line with the Healthy Streets indicators
2. Significantly reduce the volume of through motor traffic on minor streets within the project area
3. Enable a longer-term increase in the levels of walking and cycling within and through the scheme area

The Project Rationale document provides more information on the context for these objectives.

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

The range of data and how we will report

5

Data and insights will be collected from a range of sources. Reporting on each of these sources will be brought together in a formal report which will outline the data collected, methodologies for any data analysis, our findings from the data, and provide links to further detail. The report will be published for anyone to access.

A range of qualitative data (based on review and judgement) and quantitative data (based on numbers) will be considered as part of the monitoring of Bowes Primary Area QN.

Areas of focus for monitoring are listed on the next page and individually explained in more detail later in this plan. It is important to note each focus area does not have a specific target to reach in order for the project to be evaluated as successful or not. This is because the project needs to consider and balance all of the various impacts of the scheme as a whole, and their alignment with the details provided in the Project Rationale document. The report will set out the detail and invite elected members to make a decision. Decisions will be subject to the normal process of review and scrutiny. More detail on governance is available on the Council website [here](#).

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Project monitoring areas of focus

The following table outlines monitoring activities for this project. The following slides describe each area in more detail.

Areas of focus	Data source	Further detail
Traffic speed & volume	Automatic Traffic Counts (ATCs)	Page 7-9
	Bus journey times (supplied by TfL)	Page 10-11
Cycling counts	Automatic Traffic Counts (ATCs)	Page 7-8
Pedestrian counts	CCTV	Page 7-8
Impact on emergency services	Direct engagement with emergency services	Page 12
Residents, businesses and stakeholders views	Community engagement and consultation	Page 13
Equality considerations	Community engagement and consultation	Page 14
Crime and anti-social behaviour	Direct engagement with the Metropolitan Police	Page 15
Noise quality	Noise model based on traffic data	Page 16
Air quality	Air quality model based on measured data	Page 17-22
Healthy Streets indicators	Evaluation against the Healthy Streets indicators	Page 23-34
Road collisions	Road collision database	Page 25

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

Traffic, cycling and pedestrian data

Traffic data is collected via cables across the road called Automatic Traffic Counts (ATCs). These are carried out by an external company. ATCs collect data on numbers and types of vehicles in both directions, including cyclists. They also capture speeds of vehicles.

ATCs are usually in place for a week at a time and are repeated before and after implementation in order to provide comparisons. Page 9 shows the locations of traffic data collected. Sites noted as “LBE count locations” were counted over a one week period in both July 2020, before the scheme was implemented, and November 2020, after implementation.

Due to the changing restrictions placed due to the Covid-19 pandemic, both of these data collections are impacted by varying levels. Any data collected during this time will be reviewed in light of this. We plan to carry out additional counts in 2021 as travel patterns are expected to return to more normal levels.

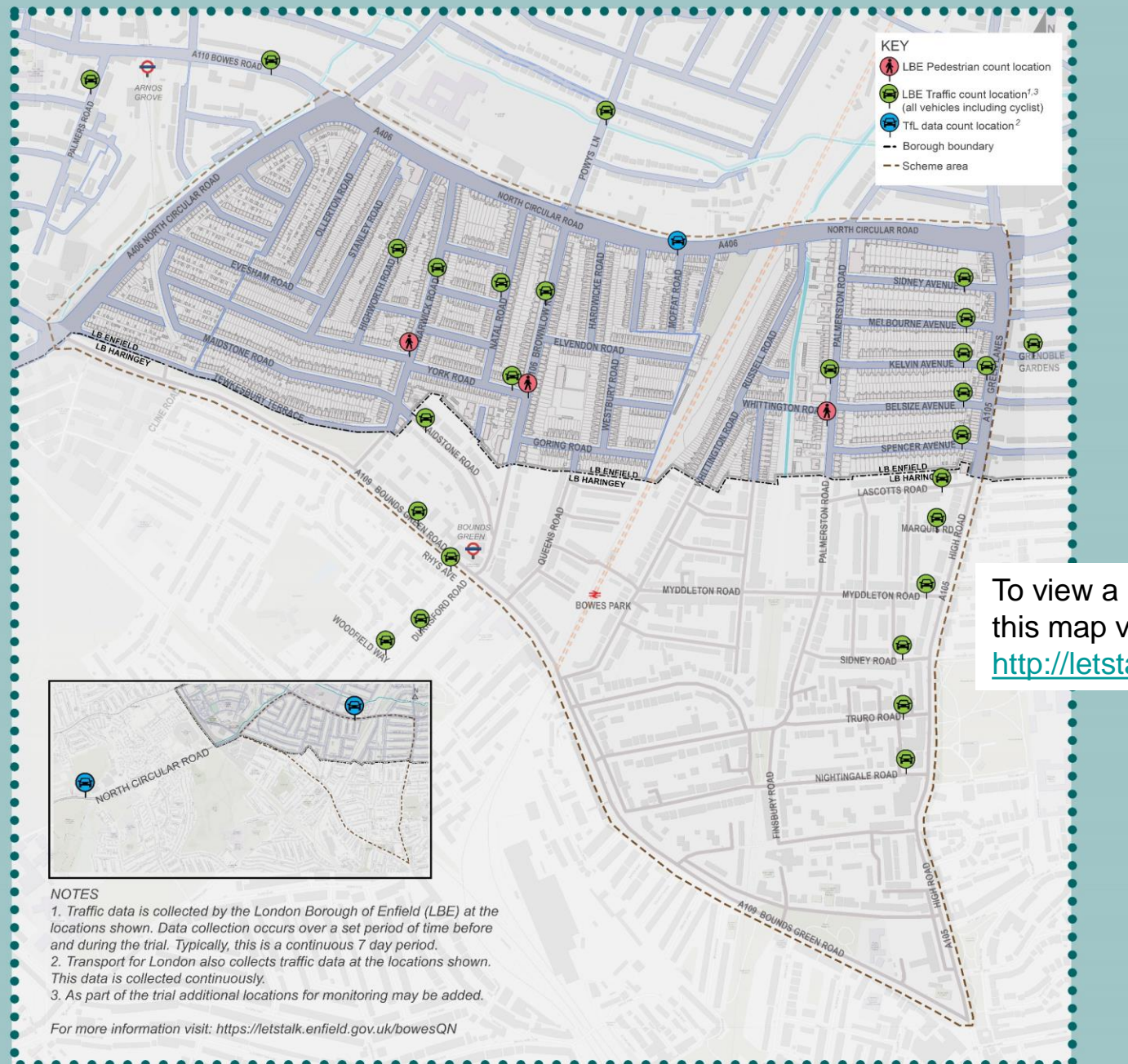
Traffic, cycling and pedestrian data continued

Transport for London (TfL) has two sites near this project where they collect traffic data on a continuous basis. These are also shown on the map on Page 9. We are able to use this data, along with data collected prior to the pandemic, to help inform the scale of the impact Covid-19 has on the data collected in 2020.

In addition to the traffic counts, pedestrian movements are counted in three locations on a sample of days before and after the scheme implementation.

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

Bowes Primary & Surrounding Streets Quieter Neighbourhood Monitoring – Traffic count locations



To view a high resolution version of this map visit

<http://letstalk.enfield.gov.uk/BowesQN>

Bus journey times

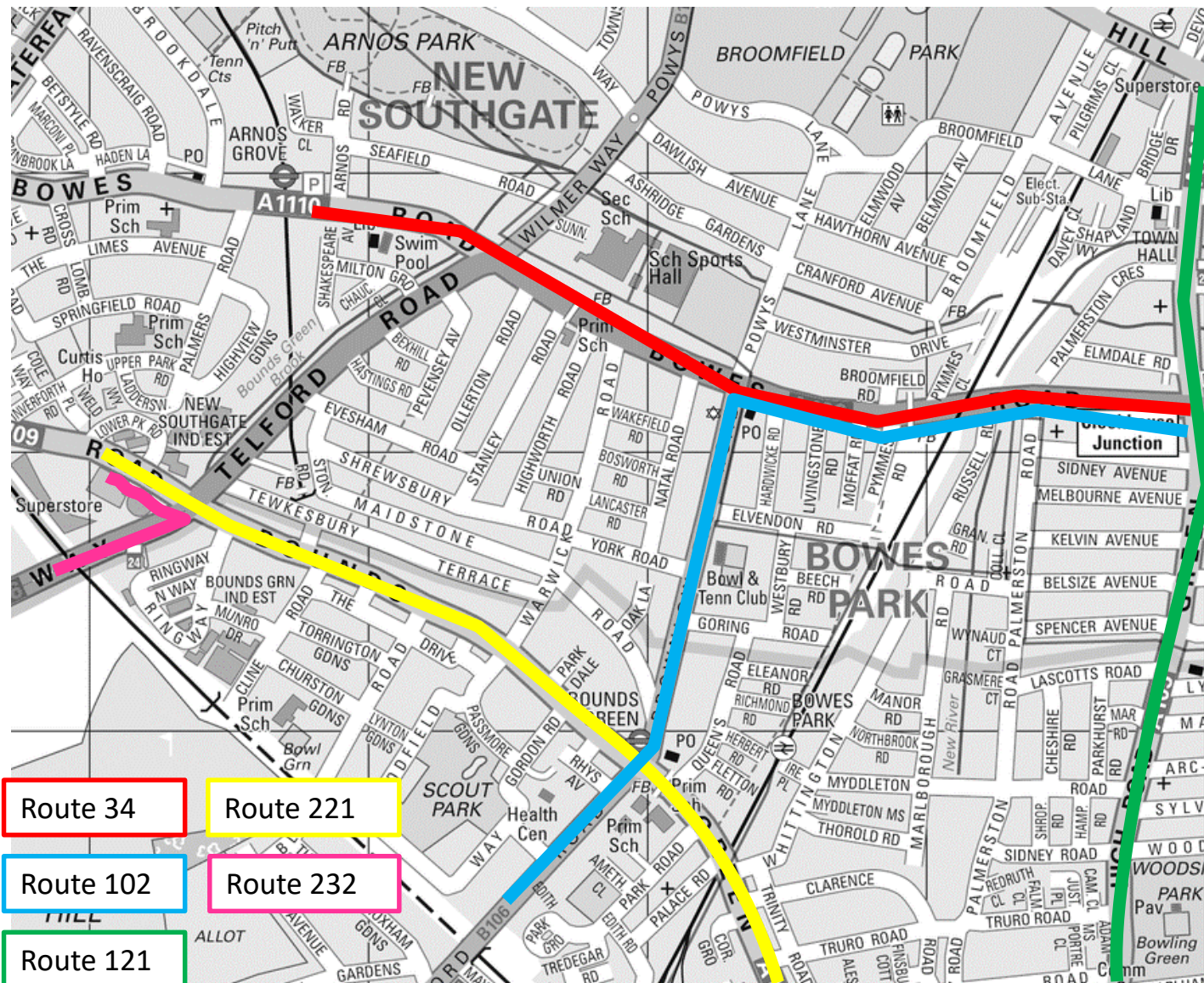
TfL monitor bus journey times via regular data capture on board buses. There are bus routes on the following roads within the Bowes Primary Area Quieter Neighbourhood:

- Brownlow Road
- Bowes Road
- Bounds Green Road
- Green Lanes
- Telford Road south of Bounds Green Road

Enfield Council and Transport for London continue to work together to monitor any impacts on bus journey times. The routes are shown on the following page.

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

Bus routes in Bowes Primary Area



Emergency Services

The Warwick Road closure has been designed to maintain a key access route to the area for emergency services, via an enforcement camera which allows emergency vehicles through unhindered. This was introduced following ongoing dialogue with the emergency services and improves the position from their perspective from the previous barrier width restriction.

Enfield Council and the London Fire Brigade, Metropolitan Police, and the London Ambulance Service work together to seek feedback on the scheme and monitor response times throughout the trial period. The formal report on the scheme will include detail on issues that may have been raised throughout the trial period.

Residents' & local business views

The Communication, Engagement and Consultation Plan outlines in detail how we communicate, engage and consult with residents, businesses and stakeholders.

Through the consultation respondents can identify them as residents or businesses either within or outside the area. Feedback can then be reviewed by these groupings to help identify key issues that are raised.

We review comments raised by residents, businesses and stakeholders as feedback is received on the scheme. This is an important part of our monitoring and evaluation plan to help to inform us how the scheme is working for everyone. Detailed analysis of comments received as part of the consultation is currently ongoing.

Equality considerations

The Equalities Approach document, and Equalities Impact Assessment, outline in more detail our approach to equality considerations.

On an ongoing basis, we review feedback received from an equality perspective. This includes issues raised on the implementation of the scheme, but also monitoring who we are hearing from through consultation and engagement.

Our engagement activities typically ask participants to provide information on demographics and protected characteristics. Providing this information is always optional. This information helps to inform us about who we are hearing from.

Specific groups who have been underrepresented in the engagement can be reached through other specific methods.

Crime and anti-social behaviour

We continue to regularly meet with the Metropolitan Police to seek feedback on the scheme. In addition to emergency response times, this includes the consideration of preventing crime through design.

We will review crime and antisocial behaviour data from the Metropolitan Police in the area before and after scheme implementation.

Noise Quality

The ambient road traffic noise levels are compared with and without the scheme in place. Daytime and night-time levels are assessed in accordance with local and national guidance and regulations.

The noise model, carried out by external consultants, takes into account measured traffic data, including the types of vehicles and their speeds, and estimates the size of the difference between noise levels before and after the scheme.

Refer to pages 7-9 for details on the traffic data and the impact of Covid-19.

Air Quality - Pollutants

The pollutants we monitor are:

- Nitrogen dioxide (NO₂) – emitted from car exhausts and chimneys when fuel is burned
- Particulate matter (PM₁₀) – small particles which are emitted when fuel is burned, for example from car exhausts and chimneys. Particulate matter is also formed from road transport from tyre wear and during braking, as well as natural sources, such as sand and pollen grains.

How we monitor this is set out on the following pages.

More information on these pollutants is available here:

<https://www.gov.uk/government/statistics/air-quality-statistics/nitrogen-dioxide>

<https://www.gov.uk/government/statistics/air-quality-statistics/concentrations-of-particulate-matter-pm10-and-pm25>

Air quality and weather

Air quality is variable by nature and is affected day to day, and month to month, by weather and atmospheric conditions.

Weather conditions such as wind, sunlight, and the temperature of the ground all affect levels of nitrogen dioxide and particulate matter in the air. A proportion of particulate matter comes from outside the immediate area, and even outside London and beyond, as it can be carried long distances in the air due to its very small size.

Whilst road traffic is a large source of pollutants in the air, the behaviour of the pollutants in different weather conditions means that it is necessary to monitor air quality over a long period of time to establish trends so that the effect of weather conditions can be considered.

On the next page we explain more about how we use air quality monitoring.

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

Air Quality Modelling

Air quality modelling is an industry recognised method of monitoring air quality. We have appointed external consultants to carry out air quality modelling for the Bowes Primary QN.

An initial air quality model is created using a years' worth of data prior to Covid-19. The outputs of the model are checked against roadside measurements. This is a standard step of all modelling. The roadside measurements are described on pages 20-21.

Traffic data is then input to the model to assess the impact of the change in air quality before and after scheme implementation.

Refer to pages 7-9 for details on the traffic data and the impact of Covid-19.

Air Quality measurements as inputs to modelling

Air quality measurements are required over a long period of time. Roadside measurements are used to check model outputs. For this project, data is collected via diffusion tubes and a real-time monitoring station.

Diffusion tubes are widely used for indicative monitoring. These are provided by an external company and are changed monthly. They are sent to a laboratory for chemical analysis and a single measurement is provided over the month for nitrogen dioxide (NO₂). Diffusion tubes are a type of “non-automatic” monitoring.

Air Quality measurements as inputs to modelling

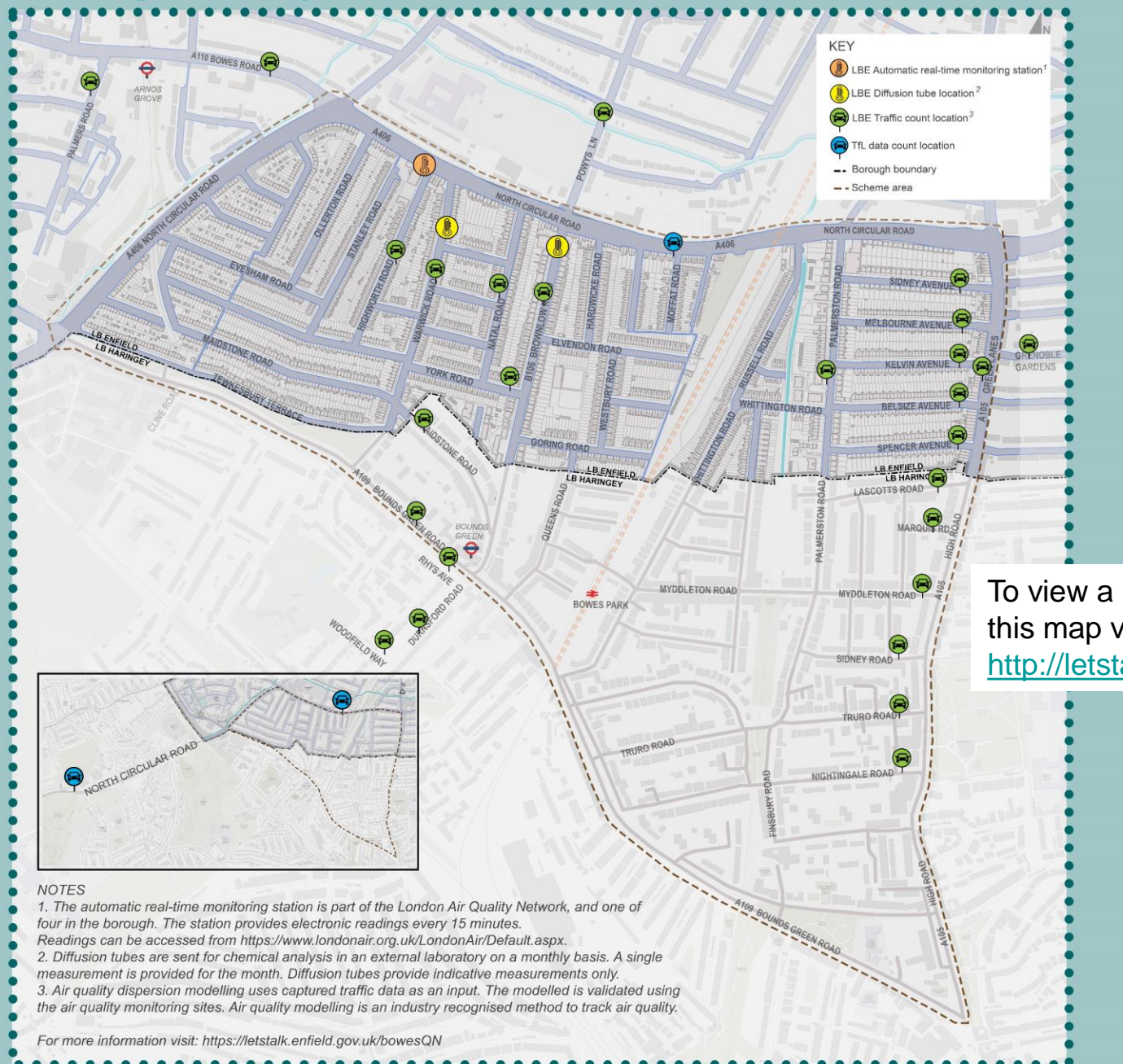
The borough of Enfield has four real-time “automatic” monitoring stations. These are large, complex, fixed stations which contribute to London-wide monitoring and the [London Air Quality Network](#)’s activities.

The locations are strategically selected across London by the boroughs. These provide an electronic reading every 15 minutes which is downloaded to Imperial College London and then made publicly available. Readings can be accessed via <https://www.londonair.org.uk/LondonAir/Default.aspx>.

One of our four automatic stations is located at Bowes Primary School on Bowes Road, within the Bowes Primary Area QN. The station collects data for nitrogen dioxide (NO₂), and particulate matter (PM₁₀).

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

Bowes Primary & Surrounding Streets Quieter Neighbourhood Monitoring – Air Quality Locations



To view a high resolution version of this map visit

<http://letstalk.enfield.gov.uk/BowesQN>

Healthy Streets indicators

The 10 Healthy Streets indicators are set out below, with more detail available to read in the document [Healthy Streets for London](#). On the next page we explain more about how we will consider these in the monitoring.



Source: Lucy Saunders

Healthy Streets Indicators

The [Healthy Streets approach](#) and indicators underlies the objectives of the project. The impact of the scheme on each of the Healthy Streets indicators will be assessed to check the alignment of the trial against the indicators.

Some of the indicators may not change based on this project alone. It is important to note this scheme is not delivered in isolation but is part of a wider Healthy Streets programme of activities. Other measures delivered by Enfield Council outside of this project, such as cycle and electric vehicle parking, are intended to complement the scheme and its objectives.

It is recognised that the Healthy Streets programme has long-term objectives, linked to the Mayors Transport Strategy horizon of 2041. The intention is that this project, when coupled with the other i

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

Road collisions

Road collision data for previous years will reviewed against accident data recorded post implementation of the project.

For more information on this project visit <http://letstalk.enfield.gov.uk/BowesQN>

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Our Ref:
Your Ref:

28 May 2020

To Chief Executives and London Borough Transport Officers and
Transport for London

Emergency Active Travel Funding Indicative Allocations

On behalf of the Department of Transport, I am pleased to give details of the indicative allocations for the first tranche of the emergency active-travel fund [announced on 9 May](#). This new funding is designed to help you use pop-up and temporary interventions to create an environment that is safe for both walking and cycling in your boroughs. Active travel allows people to get around whilst maintaining social distance and will have an essential role to play in helping us avoid overcrowding on public transport systems as we begin to open up parts of our economy. We have a window of opportunity to act now to embed walking and cycling as part of new long-term commuting habits and reap the associated health, air quality and congestion benefits.

Of the total £250 million fund, £225 million will be provided directly to local transport authorities and London boroughs, while £25 million will help support cycle repair schemes.

The £225 million allocated to combined and local authorities will be released in two phases. The first tranche of £45 million will be released as soon as possible so that work can begin at pace on closing roads to through traffic, installing segregated cycle lanes and widening pavements.

London's indicative share of the £225m will be £25 million over the rest of the financial year, with £5 million in the first tranche. This takes into account the fact that TfL has recently had its own separate funding settlement from the Department, £55 million of which is to be spent on active travel measures on both TfL and borough roads. The indicative allocations are in addition to this £55 million and the Department expects that the measures supported by this additional £25 million will be closely coordinated with TfL's active travel investment programme.

For the first tranche of funding, the Department has indicatively allocated a sum of £100,000 to each individual borough and the balance of £1.7m to Transport for London. This is to speed up the process of individual boroughs receiving an appropriate share of the funding, and also recognises the fact that allocating the funding by a formula based on public transport usage by those resident in each borough (as we have done for the rest of the country) would lead to some anomalies in London. It also recognises that TfL has recently had its own separate funding settlement from the Department, part of which is to be spent on active travel measures on both TfL and borough roads.

The amounts are only indicative. To receive any money under this or future tranches, boroughs and TfL will need to satisfy the Department that there are swift and

meaningful plans in place to reallocate road space to cyclists and pedestrians, including on strategic corridors.

The quickest and cheapest way of achieving this will normally be point closures. These can be of certain main roads (with exceptions for buses, access and for disabled people, and with other main roads kept free for through motor traffic); or of parallel side streets, if sufficiently direct to provide alternatives to the main road. Point closures can also be used to create low-traffic filtered neighbourhoods.

Pop-up segregated cycle lanes will also be funded, but are likely to be more difficult to implement quickly. As [the guidance](#) states, they must use full or light segregation. We will also fund the swift implementation, using temporary materials, of existing cycle plans that involve the meaningful reallocation of road space.

We expect all these measures to be delivered quickly using temporary materials, such as barriers and planters. Elaborate, costly materials will not be funded at this stage. Anything that does not meaningfully alter the status quo on the road will not be funded.

As [the guidance](#) makes clear, 20mph zones can form part of a package of measures, but will not be sufficient on their own.

If work has not started within four weeks of receiving your allocation under this tranche of funding, or has not been completed within eight weeks of starting, the Department will reserve the right to claw the funding back by adjusting downwards a future grant payment to your authority. This is also likely to have a material impact on your ability to secure any funding in tranche 2.

To allow changes to be put in place more quickly, [a temporary process](#) for new emergency traffic orders was announced on 23 May halving the time needed for approval.

The second tranche of £180m will be released later in the summer to enable authorities to install further, more permanent measures to cement cycling and walking habits.

In order to access a share of this funding, we will require the completion of an online proforma to allow us to assess your plans on how the money will be spent. The proforma is intended to be as simple and light-touch as possible and should not be onerous for you to complete. The proforma for tranche one should be completed as soon as possible and no later than Friday 5 June. It can be found online here: <https://www.smartsurvey.co.uk/s/ActiveTravelFund/>. We will write to you again shortly with instructions on how to access the second tranche of funding, together with a new proforma.

We will make the payments via a grant under section 31 of the Local Government Act 2003 together with a formal grant determination letter as soon as possible after you have submitted the proforma. In the event that any borough does not wish to receive a share of the funding or does not submit proposals which meet the Department's expectations, we will reserve the right to decrease indicative allocations and reallocate the funding elsewhere. If you have any questions on any aspect of this funding, please email: activetravel.pmo@dft.gov.uk

Yours faithfully,

A handwritten signature in blue ink, appearing to read 'R Furness', followed by a long, sweeping horizontal stroke.

Rupert Furness
Deputy Director, Active and Accessible Travel

Annex A – Terms and conditions

Annex A: Terms and conditions

We expect each local authority to use this funding as proposed in their completed pro forma.

This funding will be paid via a grant under Section 31 of the Local Government Act 2003. Available online here: <http://www.legislation.gov.uk/ukpga/2003/26/section/31>

For any grant, Government is required to monitor the effectiveness of any public investment. We therefore expect you to have robust monitoring and evaluation plans in place. Funding for the second tranche of money will be conditional on demonstrating that bids represent value for money and evidence of suitable evaluation plans.

This grant may be subject to State Aid regulations. It is the responsibility of local authorities to satisfy themselves that they are State Aid compliant when using the Emergency Active-Travel Fund. Local authorities should ensure that their project teams are versed on State Aid law, as they are better placed to provide support on the operational matters within the authority. Guidance on State Aid is available from: <https://www.gov.uk/state-aid>.



Bowes Primary
Quieter Neighbourhood
Consultation Analysis

Interim Report

May 2021



Bowes Primary Quieter Neighbourhood Consultation Analysis Interim Report

Version 1-0

May 2021

Produced by:



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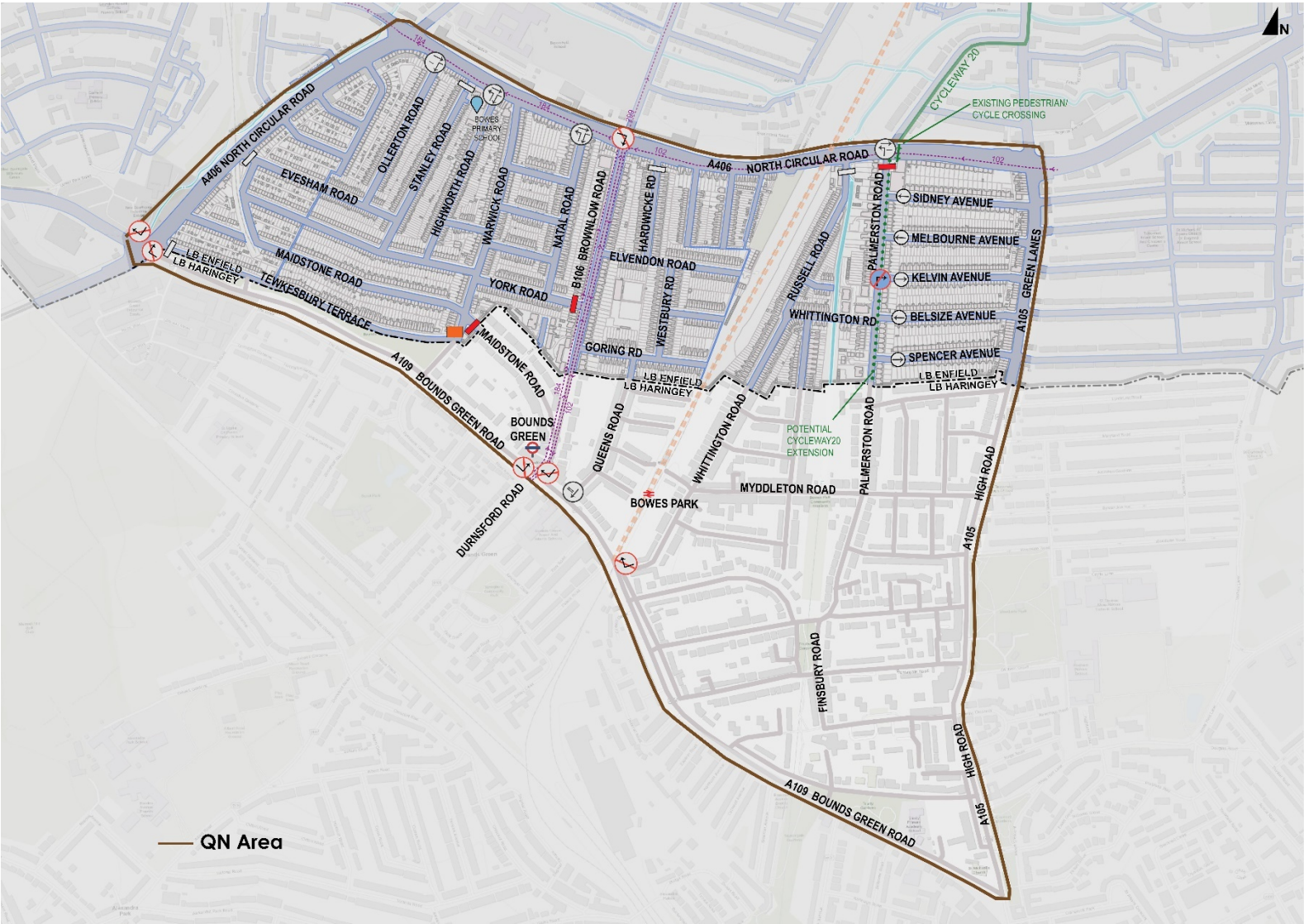
Appendices

Appendix A Consultation survey form

1. Introduction

- 1.1 In 2019, the London Borough of Enfield engaged with residents in the Bowes Primary & Surrounding Streets Quieter Neighbourhood area through a Perception Survey to better understand the issues that they were experiencing. The most common responses to this survey were problems relating to traffic volumes and speeds, and non-residential traffic cutting through the area.
- 1.2 Informed by this and following the outbreak of the COVID-19 pandemic, Enfield Council used Experimental Traffic Orders (ETO) to implement a range of measures in the area using funding from TfL's Streetspace programme – creating a Quieter Neighbourhood (QN). It should be noted that the QN covers the boundary between Enfield and Haringey, with Haringey planning to implement their own measures in the QN to complement Enfield's measures. However, Haringey's measures had not been implemented at the time of writing of this report.
- 1.3 The creation of the QN has involved installation of road closures to motor vehicles at the following locations:
 - Maidstone Road at its junction with Warwick Road
 - York Road at its junction with Brownlow Road
 - Palmerston Road northbound at its junction with the A406 North Circular Road
 - Existing width restriction on Warwick Road, near its junction with Maidstone Road, replaced with point closure for all vehicles except for emergency vehicles and service vehicles
- 1.4 The QN also involved the introduction of a traffic island on Palmerston Road at Kelvin Avenue, restricting vehicles from turning right into Kelvin Avenue from Palmerston Road.
- 1.5 The full scope of the QN is shown in Figure 1-1.

Figure 1-1: Map of the Bowes Primary and Surrounding Streets Quieter Neighbourhood



- 1.6 The ETO allows members of the public to provide feedback on the QN via an online survey, which received 1,756 responses from 1,301 respondents, and a paper survey, which received 24 responses. In addition, members of the public were able to submit email feedback regarding the QN, which was in the process of being reviewed by Enfield Council at the time of writing of this report. This report combines the responses to the online and paper surveys as they were identical in nature. An update to this report incorporating the findings of the email analysis will be published at a later date.
- 1.7 Responses to the online survey, as well as emails providing feedback on the QN, could be made by any members of the public, whether they were inside or outside of the QN, shown in Figure 1-1.

About ITP

- 1.8 ITP is an award-winning UK transport planning and research consultancy. We have provided consultation analysis support for various UK and London local authorities, as well as for TfL on multiple projects. In this context, we analyse consultation responses in an independent, unbiased way to ensure that all residents' views are heard and represented. We work with the Council to provide feedback that can inform alterations to each QN in line with the views of the local community, as well as providing reporting that can re-assure local residents that their voices are considered. This report presents the findings of our analysis without comment or recommendation in order for the Council to make an independently informed decision going forward.

Structure of this report

- 1.9 This report covers the analysis of all information submitted on the QN regarding both closed and open questions of the consultation survey. The structure of the report is as follows:
- **Section 2: Methodology** – covers the approach we took to quantitative analysis of closed questions and thematic analysis of open questions.
 - **Section 3: Sample characteristics** – covers an overview of the sample of people who submitted responses to the survey.
 - **Section 4: Equalities Impact Assessment** – covers responses to the closed question regarding the impacts of the QN from an equalities perspective, and the first open question regarding whether respondents had further considerations to add to the Council's Equalities Impact Assessment (EqIA).

- **Section 5: Importance of access, time, and aspirations for the area** – covers responses to the closed question regarding the importance of access to various areas of the QN, travel times and aspirations for the area.
- **Section 6: Effectiveness of measures** – covers responses to the closed question regarding the effectiveness of the measures so far.
- **Section 7: Suggestions** – covers responses to the second open question regarding specific suggestions for the QN.
- **Section 8: Phase 2 & parking permit QN** – covers responses to the third open question regarding implementation of the second phase of the QN, and responses to the closed question regarding the implementation of a parking permit QN in the future.
- **Section 9: Communications** – covers responses to the closed question regarding the usefulness of communications relating to the QN, and the fourth open question regarding other comments on communication on the QN.
- **Section 10: Conclusion** – covers a summary of the report and next steps.

2. Methodology

- 2.1 By including a combination of closed and open questions the Council have gathered a mixture of quantitative data and qualitative data which allows respondents to express their thoughts in more detail.
- 2.2 These two types of data need to be analysed appropriately, and in completely different ways. It should be noted that our analysis has been conducted on a monthly rolling basis. Our methodology for each type of response – closed and open questions via the online and paper surveys – is set out below.

Analysing responses

Closed questions

- 2.3 The consultation survey asked a range of closed questions. The first 'group' of these questions covered sample characteristics, including various personal and protected characteristics, home location, and car ownership. The other 'group' of closed questions related to respondent's perceptions of the QN, including the importance they assigned to various access points in the QN, and the effectiveness of the trial measures. The consultation survey form is included in Appendix A.
- 2.4 Responses to closed questions were analysed in MS Excel, allowing frequency counts and percentages of each response to be calculated. Responses to the second 'group' of questions was cross tabulated with the sample characteristics responses, to give an insight into 'who' said 'what'.

Protected characteristics

- 2.5 Under the Equality Act 2010, it is against the law to discriminate against someone because of the following protected characteristics:
- Age
 - Disability
 - Gender reassignment
 - Marriage and civil partnership
 - Pregnancy and maternity
 - Race
 - Religion or belief

- Sex
- Sexual orientation

2.6 The closed and open questions that investigated these protected characteristics in relation to the Bowes Primary and Surrounding Streets QN are reported and analysed in the following two sections, although an in-depth analysis of each was not possible, given the small sample sizes of responses regarding some of the protected characteristics. Throughout the report, where a breakdown of a question means that there are no more than five respondents in one group, that group is not reported on in this analysis, in order to not risk making a respondent's answers identifiable.

Census data

2.7 Where there was relevant data available, 2011 Census data for the QN at the output area level (the finest level of detailed offered by Census data) was obtained for comparison with the closed question responses. Whilst the Census data is the most reliable demographic dataset available (as it records every person's demographics rather than a sample), there are some limitations which mean comparisons must be approached with caution. These include:

- The most recent Census data is a decade old now;
- The boundaries of the output areas do not exactly match the boundary of the QN; and,
- Even where similar Census data has been collected, it is not always directly comparable with the data collected by this survey (e.g. car ownership data is collected at the household level in the Census, but at the individual level in this survey).

Open questions

2.8 The consultation also asked four open questions, which allowed respondents to further elaborate on their responses to closed questions or allowed free-form responses more generally. These four questions are shown in Appendix A. Not every person who responded to the survey provided answers to the open questions. The first response given by a respondent to each open question has been read and coded by an experienced analyst.

2.9 The responses to these questions were subject to *thematic analysis*. Thematic analysis involves creating a list of common themes from a small sample of responses, and then using this list to 'code' responses. The list of common responses is referred to as a

'coding frame'. The sample used in this case was 10% of the first month's responses. This approach allowed us to categorise and group responses that mention the same or similar themes, giving overall proportions of people who agree with that sentiment. Any codes referenced by less than 2% of the overall sample have not been included in the analysis of this report to ensure a focus on key themes, although all themes have been reviewed by the Council. Not all respondents answered the open questions directly; regardless, responses not referring directly to the questions have been considered and coded. This means that some themes have occurred across multiple questions, despite the questions having separate focusses.

- 2.10 Codes were arranged in three categories – Support, Oppose and Suggest. 'Support' codes relate to responses which make positive or supportive comments about aspects of the QN. 'Oppose' codes related to responses which raised concerns or opposed the QN for a variety of reasons. 'Suggest' codes related to responses which gave specific suggestions for how to improve the QN. Responses were not always wholly supportive or opposing – all individual elements of the responses were coded separately. Over 50 codes were used for each open question, providing a huge amount of extremely detailed data.
- 2.11 There is an amount of subjectivity with response-coding, as an analyst is reading and coding each response. However, to minimise the impact of this, the majority of the response coding was performed by one analyst, with assistance from three other analysts. The coding undertaken by the other three analysts was quality-controlled by the main analyst, who also developed all the coding frames and carried out the analysis presented in this report. This prevented variation in how responses were coded across the questions and over the duration of the survey.

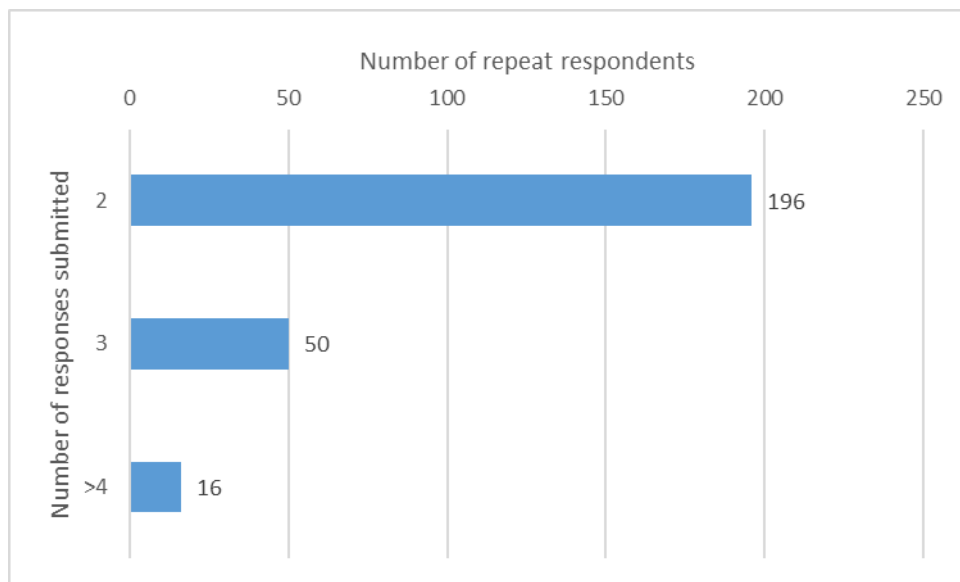
Stakeholder responses

- 2.12 There were a small number of responses from people representing community groups with their response. In response to the survey:
- One respondent was associated with Broomfield Homeowners & Residents' Association (BHORA)
 - Two respondents were associated with Bounds and Bowes Voice
 - Two respondents were associated with Friends of Brownlow Road
 - One respondent was associated with Enfield Learning Trust (specifically from Bowes Primary School)

Repeat responses

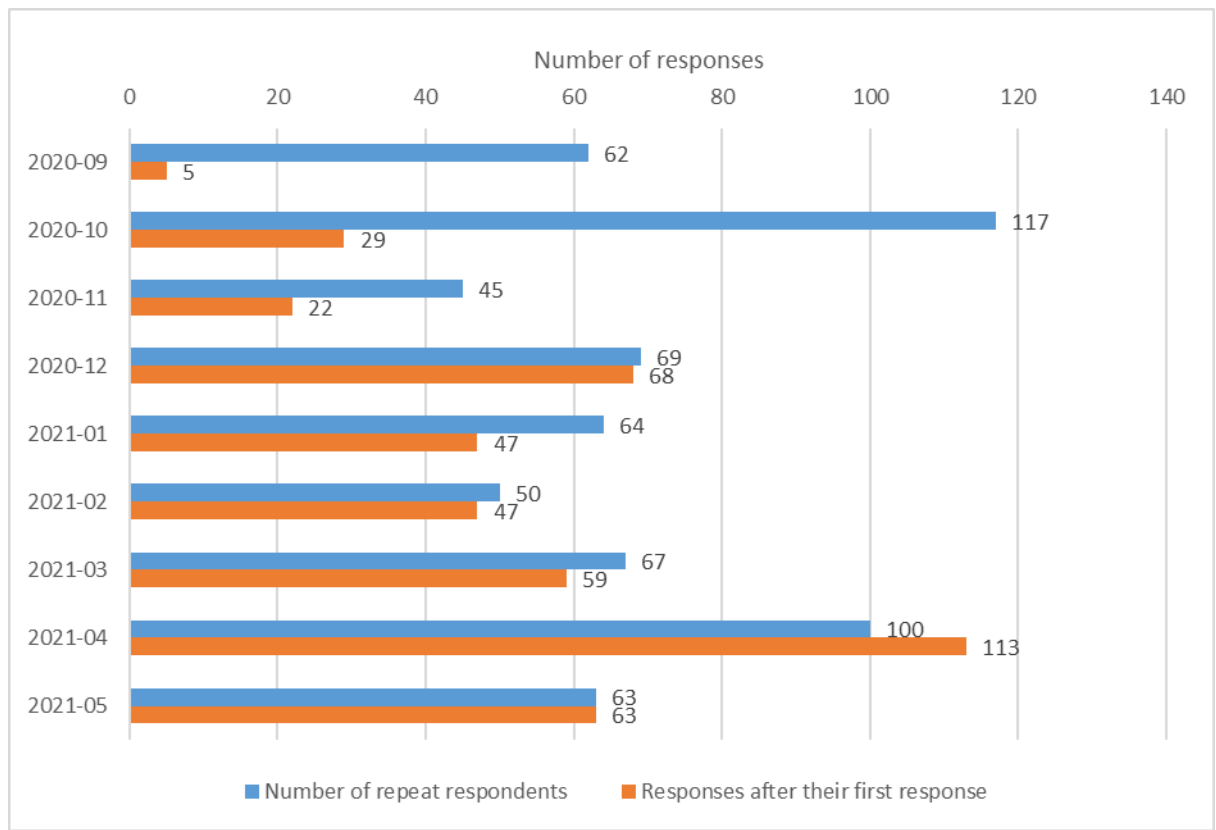
- 2.13 Respondents were able to send multiple responses to the consultation survey if they wished, to allow respondents to register changes in views over time or provide additional information to their first response. It should be noted, however, that only the respondents' first survey responses have been read and coded by ITP in this analysis, to avoid the analysis being skewed by respondents repeating the same views on multiple occasions. Enfield Council have read and considered all repeat responses separately.
- 2.14 The total number of respondents who responded more than once to the survey was 281, and the number of times each of these people responded is shown in Figure 2-1. This amounted to 453 repeat responses.

Figure 2-1: Number of survey responses from repeat respondents



- 2.15 There were a higher number of repeat respondents towards the start (October) and end (April) of the consultation period, as shown in Figure 2-2. This figure also shows that the greatest number of repeat responses received per month were submitted in April 2021.

Figure 2-2: Number of responses from people who responded more than once



3. Sample characteristics

- 3.1 This section provides an analysis of the demographics of respondents to the survey. This is important because it allows the Council to assess how representative the sample of respondents to the consultation was in comparison to the people who live in the Quieter Neighbourhood area. Many people did not respond to some or all of the demographic questions. Where equivalent Census data did not allow respondents to leave the question blank, the proportions of respondents who answered the question is also provided alongside the proportions of all respondents.

Location

- 3.2 Using street names provided by respondents, more than half of all respondents (940 – 71%) were from within the QN. A further 353 respondents (27%) were from outside of the QN, and 38 respondents (3%) did not provide their street name. When excluding those who had not provided their address, 73% lived within the QN and 27% lived outside the QN. Figure 3-1 shows the spatial distribution of respondents on a map of the broader area around the QN, whilst Figure 3-2 shows the spatial distribution of respondents of the QN itself. The darker-coloured points represent postcodes where more responses came from. Figure 3-2 shows that there was a slight concentration of respondents towards the north-west of the QN, particularly around Warwick Road. This is supported by the data in Table 3-1.
- 3.3 The 2011 Census recorded 25,256 residents within the QN, suggesting that this consultation received responses from approximately 4% of the population living within the QN.

Figure 3-1: A map of respondents based on their home postcodes, showing the neighbouring areas of the QN

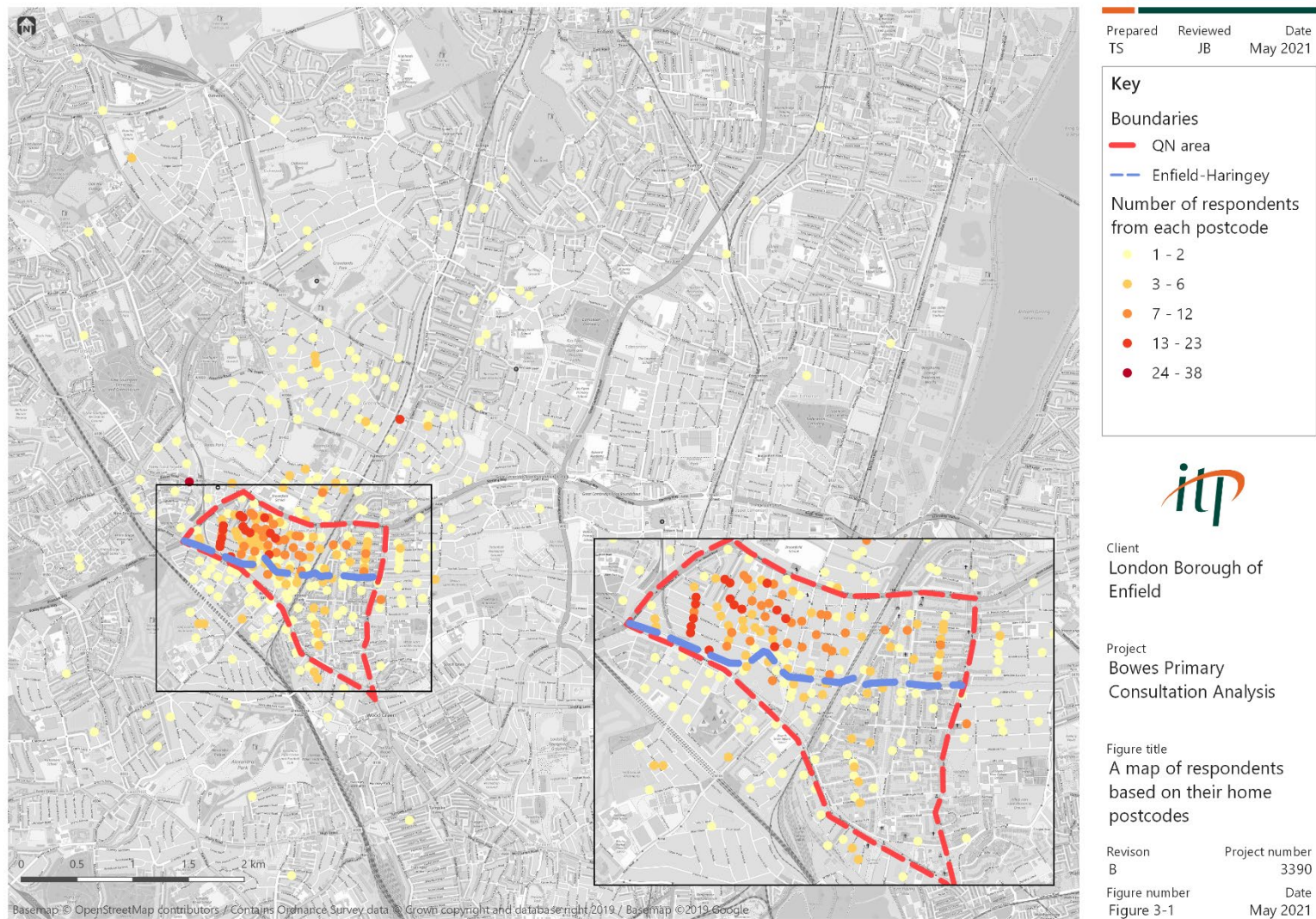
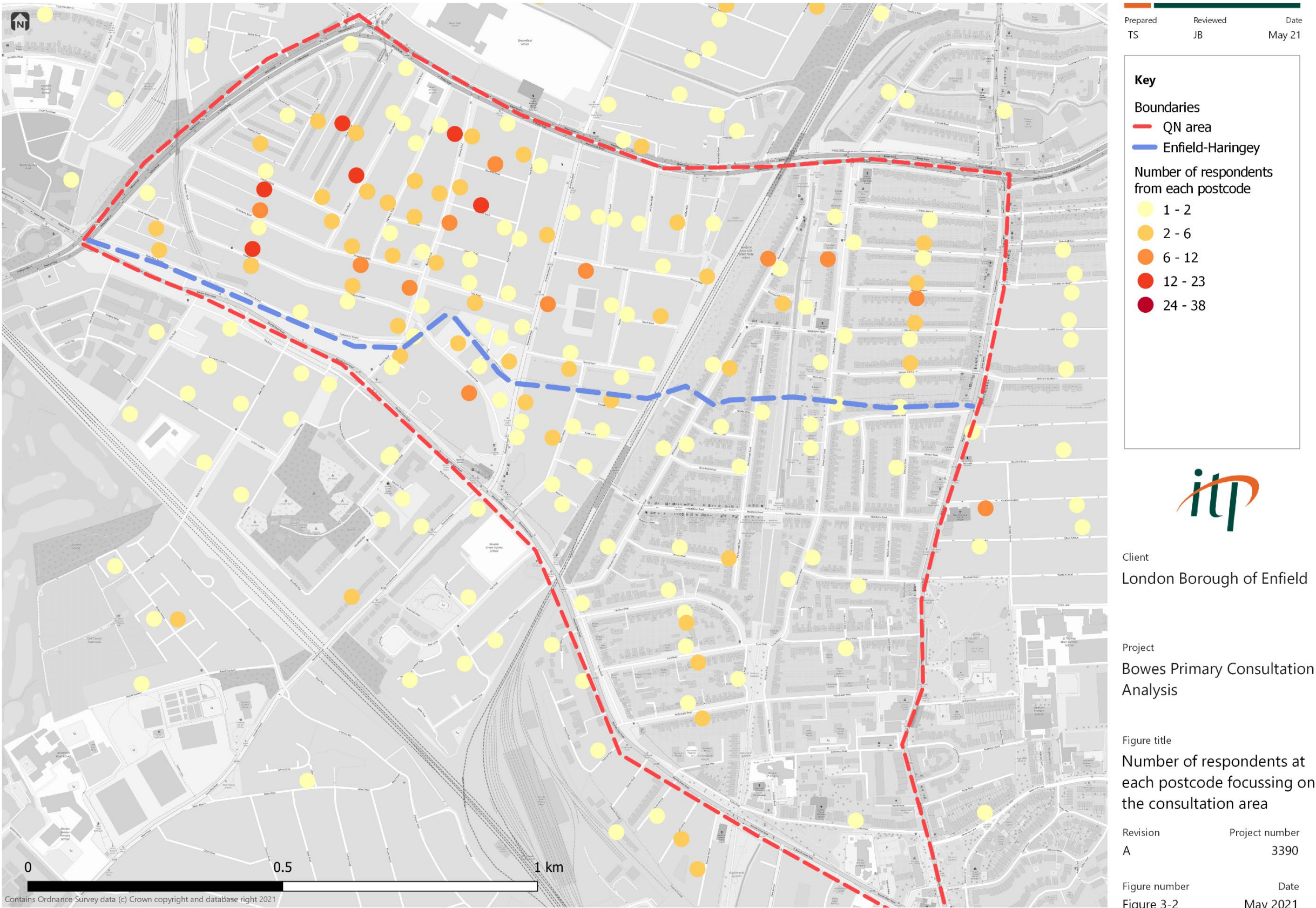


Figure 3-2: A map of respondents based on their home postcodes, focussing on the QN



- 3.4 Table 3-1 provides a breakdown of the number of respondents to the survey by street (for streets within the QN where at least 2% of all respondents lived). Whilst the distribution of respondents was quite even across the streets included in Table 3-1, Warwick Road was the home address with the most respondents in one street, with 21 more respondents than any other street and 7% of all respondents to the survey. Stanley Road was the next most popular street with 73 respondents (6% of all respondents to the survey), closely followed by Maidstone Road, with 70 respondents (5% of all respondents). There were 15 streets in total which were home to at least 2% of survey respondents living within the QN.

Table 3-1: Numbers and proportions of respondents within the QN by their street name

Street name	Number of respondents	% of all respondents (n=940)
Warwick Road	94	7%
Stanley Road	73	6%
Maidstone Road	70	5%
Shrewsbury Road	66	5%
Highworth Road	52	4%
Evesham Road	46	3%
Ollerton Road	44	3%
Brownlow Road	43	3%
Natal Road	36	3%
York Road	33	2%
Palmerston Road	31	2%
Tewkesbury Terrace	25	2%
Westbury Road	24	2%
Elvendon Road	22	2%
Goring Road	20	2%

Car ownership

- 3.5 The survey collected information on whether respondents owned a car, and, if so, how many cars they owned. Overall, 1,123 respondents (84%) reported owning a car, 184 respondents (14%) reported that they did not own a car, and 24 respondents (2%) did not answer the question. When excluding those who did not answer the question, 86% of respondents reported that they were car owners and 14% reported that they did not own a car.
- 3.6 The proportion of households within the QN reporting that they owned at least one car in the 2011 Census was 52%, whilst the proportion of households reporting ownership of a car across Enfield was 68%. As noted in the Methodology, the Census only collects car ownership data at the household level, which is not directly comparable to the respondent level, as multiple respondents could be from the same household. Census data is also a decade old now, so should be considered with caution.

Table 3-2: Car ownership comparison between survey and Census data

Car ownership	Number of respondents	% of respondents who reported their car ownership (n=1,307)	% of households owning a car in the QN (2011 Census)	% of households owning a car in Enfield (2011 Census)
Car owner	1,123	86%	52%	68%
No car	184	14%	48%	32%

Disability

- 3.7 The survey asked whether respondents considered themselves to have a disability. 100 respondents (8%) reported that they did have a disability, 803 respondents (60%) said they did not, 44 (3%) said they preferred not to say, and 384 (29%) did not answer the question. When considering only those who responded with a "yes" or a "no" to the question, 11% of respondents considered themselves to have a disability and 89% did not. The 2011 Census data shows that around 14% of residents in the area have a disability, meaning the sample of responses shows a slightly lower proportion of people considering themselves to have a disability than might be expected.

- 3.8 Of the 100 respondents who considered themselves to have a disability, 94 specified the type of disability they have. These are shown in Table 3-3. Please note that the number of respondents in Table 3-3 adds up to more than 94, and the percentages total more than 100%, due to respondents being able to select more than one type of disability each.

Table 3-3: Types of disability described by survey respondents

Disability type	Number of respondents	% of respondents who specified their disability (n=94)
Physical/mobility impairment, such as a difficulty using your arms or mobility issues which require you to use a wheelchair or crutches	45	48%
Visual impairment, such as being blind or having a serious visual impairment	7	7%
Hearing impairment, such as being deaf or having a serious hearing impairment	11	12%
Mental health condition, such as depression or schizophrenia	8	9%
Learning disability/difficulty, such as Down's syndrome or dyslexia or a cognitive impairment such as autistic spectrum disorder	32	34%
Long-standing illness or health condition, such as cancer, HIV, diabetes, chronic heart disease or epilepsy	18	19%

Marriage

- 3.9 The survey asked respondents if they were married or in a civil partnership. Overall, 576 respondents (43%) indicated that they were and 317 respondents (24%) indicated that they were not. 56 respondents (4%) preferred not to say, and 379 respondents (28%) did not answer the question. The 2011 Census data shows that around 29% of people

in the area are married or in a civil partnership, with 54% being recorded as single¹ and 17% who did not report their marital status.

Table 3-4: Marital status of survey respondents compared to 2011 Census data

Marital status	Number of respondents	% of all respondents (n=1,331)	% of the QN (2011 Census)
Married or in a civil partnership	576	43%	29%
Single ¹	317	24%	54%
Preferred not to say/did not answer	438	33%	17%

Sexual orientation

3.10 The survey asked about the respondents' sexual orientation. 795 (60%) respondents reported that they were heterosexual. There were 23 (2%) responses from gay men, 12 (1%) responses from gay women/lesbians and 13 (1%) responses from people who said they were bisexual. There were 376 (28%) respondents who left this question blank and 107 (8%) respondents who said they preferred not to say. There is no comparable data at this level from the 2011 Census for the relevant geography.

Gender and gender reassignment

3.11 The survey asked about respondents' genders. For the online surveys, there were two opportunities for respondents to select their gender – one during the sign-up phase of using the website, and one while responding to the survey. These two sources have been combined to give a gender for as many respondents as possible. The options available were:

- Male
- Female
- Transgender

¹ Married includes Married, In a registered same-sex civil partnership; Single includes Single, Separated (but still legally married or still legally in a same-sex civil partnership), Divorced or formerly in a same-sex civil partnership which is now legally dissolved, Widowed or surviving partner from a same-sex civil partnership

- Non-binary
- Prefer not to say
- Other.

3.12 There were slightly more female respondents (576 – 43%) than male respondents (473 – 36%), although a further 253 respondents (19%) left the question blank in both instances, and 27 (3%) preferred not to say.² The 2011 Census recorded only male and female categories, which represented 50% each of the local population.

Maternity and young children

3.13 Respondents were asked if they were or had recently been pregnant or had young children. For all responses, 379 answered yes (23%) and 614 answered no (44%), with 37 preferring not to answer the question (3%) and 379 leaving the question blank (28%). For responses from female respondents, 171 answered yes (30%) and 338 answered no (59%), with 13 preferring not to answer the question (2%) and 54 leaving the question blank (9%). There is no comparable data at this level from the 2011 Census for the relevant geography.

Religion

3.14 Respondents were asked about their religion. The largest segment of the sample was from respondents who said they had no religion (511 – 38%), followed by respondents who left the question blank (396 – 30%). The largest religious group was Christian with 295 respondents (22%). A small number of respondents belonged to other religious groups, including Buddhist (8 respondents), Hindu (12 respondents), Jewish (23 respondents), Muslim (23 respondents) and Sikh (9 respondents). A further 54 respondents were from people who preferred not to answer the question. Table 3-5 below displays this in comparison to the data from the 2011 Census below. This shows that the proportion of people without a religion, and the proportion of those not answering the question, is much higher in the survey responses than in the Census. The proportion of responses from Christians, Hindus and Muslims are all lower than would be expected when compared with the 2011 Census data for the QN.

² "Other" and "Transgender" have not been reported upon due to their low sample sizes.

Table 3-5: Comparison of prevalence of religions in survey data and 2011 Census data from the QN

Religion	Number of respondents	% of all respondents (n=1,331)	2011 Census
Blank	396	30%	1%
No religion	511	38%	22%
Christian (including Church of England, Catholic, Protestant and all other Christian denominations)	295	22%	49%
Buddhist	8	1%	1%
Hindu	12	1%	6%
Jewish	23	2%	1%
Muslim	23	2%	13%
Sikh	9	1%	0%
Prefer not to say	54	4%	7%

Ethnicity

- 3.15 There were 35 potential options provided for ethnicity. For the online surveys, there were two opportunities for respondents to select their ethnicity – one during the sign-up phase of using the website, and one while responding to the survey. These two sources have been combined to give an ethnic group for as many respondents as possible.
- 3.16 Given the small sample sizes in many of the 35 options, they have been categorised into five main groups, shown in Table 3-6. When compared to the figures for the 2011 Census, the proportions of respondents who were White was comparable, while the proportions of respondents from Mixed, Asian and Black backgrounds were lower than might be expected from the Census, with the most under-represented ethnic group being Black respondents.

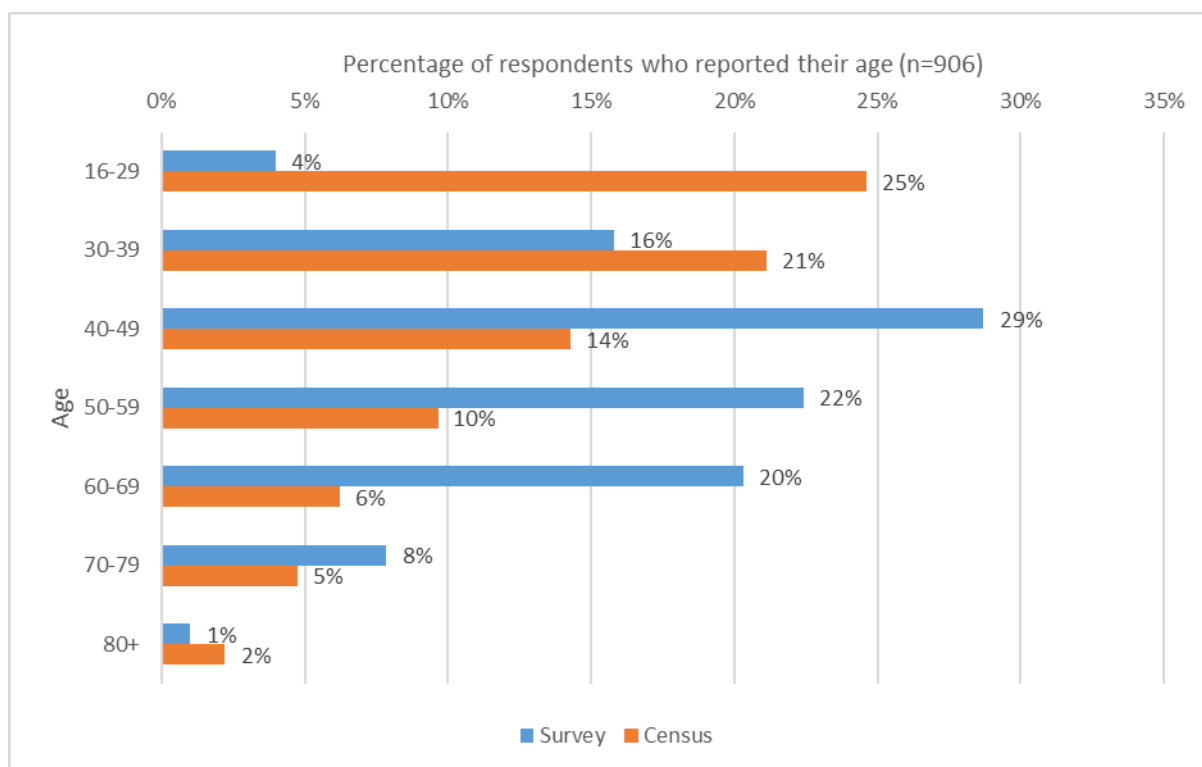
Table 3-6: Comparison of ethnic groups in survey sample (n=1,331) and 2011 Census data for the QN

Ethnicity group	Survey responses (n=1,331)		2011 Census
White	847	64%	62%
Mixed	46	3%	6%
Asian	69	5%	14%
Black	17	1%	14%
Arab	12	1%	No data
Prefer not to say	18	1%	No data
Blank	322	24%	4%

Age

- 3.17 For the online surveys, there were two opportunities for respondents to give their year of birth – one during the sign-up phase of using the website, and one while responding to the survey. These two sources have been combined to give an age for as many respondents as possible. However, 304 respondents still had no age attributed to them (23%). The age distribution of respondents who did give their age is shown in Figure 3-3 below.
- 3.18 This is shown in comparison to the proportions of each age group in the area according to 2011 Census data, which didn't include any blank responses, hence why these have been removed from the survey data in Figure 3-3. In general, the age profile of the survey sample was considerably older than the average age structure for the area.

Figure 3-3: Proportion of respondents in each age category (of those who provided their age)

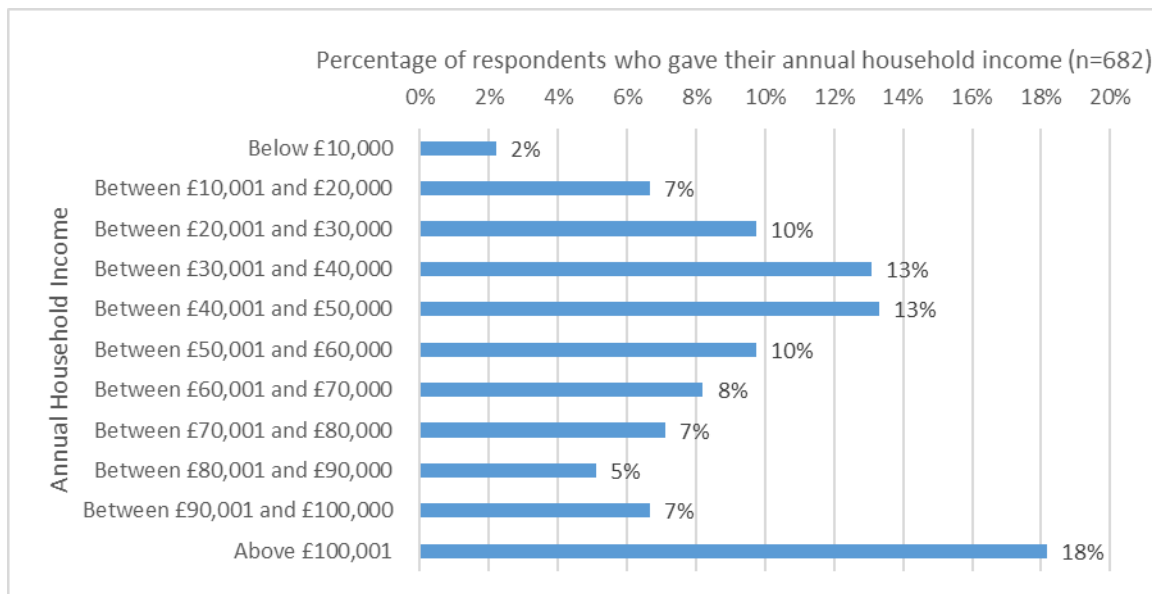


- 3.19 Of those who gave their age, the highest proportion of respondents were in the 40-49 years category with 260 respondents (29%), followed by the 50-59 years category with 203 respondents (22%) and the 60-69 years category with 184 respondents (20%). The next most represented were aged 30-39 with 143 respondents (4%), 70-79 with 71 respondents (8%) and 16-29 with 36 responses (4%). Only 9 respondents were aged over 80 (1%).

Household income

- 3.20 Although socio-economic status is not a protected characteristic, it is important to consider in the context of making changes to the transport network, so that lower income households are not disproportionately impacted.
- 3.21 Just under half (649 - 49%) of respondents did not provide an answer to the question on combined household income, with 377 leaving the response blank (28%) and 203 selecting 'prefer not to say' (20%). For those that gave an answer, the distribution of responses from each income bracket is shown in Figure 3-4 below. There is no comparable data at this level from the 2011 Census for the relevant geography.

Figure 3-4: Distribution of income brackets by number of responses



Care recipients and carers

- 3.22 Of all respondents, 23 (2%) said that they received care assistance in their home, and 117 (9%) said that they were a carer for someone else (either an elderly or disabled person). There is no comparable data at this level from the 2011 Census for the relevant geography.

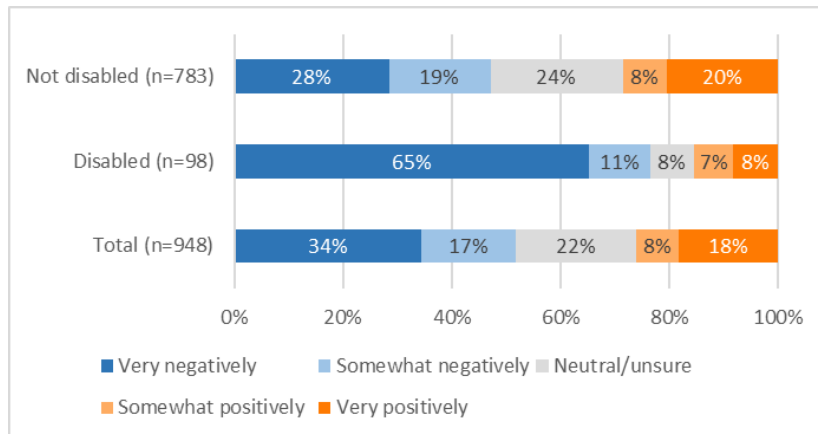
4. Equalities Impact Assessment

- 4.1 The Council have a duty under the Equality Act 2010 to:
- Eliminate unlawful discrimination, harassment, victimisation, and any other conduct prohibited by the Act;
 - Advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
 - Foster good relations between people who share a protected characteristic and people who do not share it.
- 4.2 The Equality Act refers to several protected characteristics. Survey respondents were asked to complete demographic questions on each of the protected characteristics to help the Council understand the ways that the changes as part of the QN may have impacted certain people. Other characteristics beyond the Equality Act protected characteristics were collected as they have particular relevance in this context, including car ownership and income.
- 4.3 Respondents were asked whether they felt, from an equalities perspective, that the QN had impacted them:
- Very positively;
 - Somewhat positively;
 - Neutral/unsure;
 - Somewhat negatively; or
 - Very negatively.
- 4.4 Overall, 491 (52%) respondents felt that the QN had impacted them 'very negatively' or 'somewhat negatively', while 246 (26%) felt that the QN had impacted them 'very positively' or 'somewhat positively'. This information is given for each characteristic in the figures below. While this analysis shows some interesting patterns, it should be remembered that there is not necessarily a causal link between the characteristic and the rating of the QN's perceived impacts, particularly as most people are part of more than one group (for example both male and disabled, or both bisexual and Black).
- 4.5 All of the proportions quoted in this section are of the total respondents that answered the question on the perceived impact on them from an equalities perspective (i.e. excluding blanks).

Disability

- 4.6 Of the respondents who said they had a disability, 75 respondents (77%) perceived that the trial had had a 'very negative' or 'somewhat negative' impact on them, whilst 15 respondents (15%) perceived that they had experienced a 'very positive' or 'somewhat positive' impact.

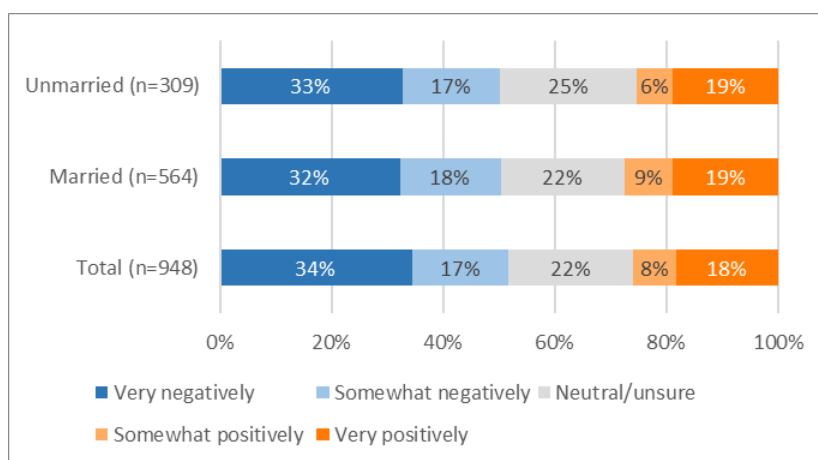
Figure 4-1: Perceived impacts of the QN by disability³



Marriage/civil partnership

- 4.7 The ratings of the trial in terms of positive/negative impacts were very similar between married and unmarried respondents, with 50% of both married and unmarried respondents perceiving they had experienced negative impacts from the QN. For positive impacts, these figures were 27% and 25% respectively.

Figure 4-2: Perceived impacts of the QN by marital status

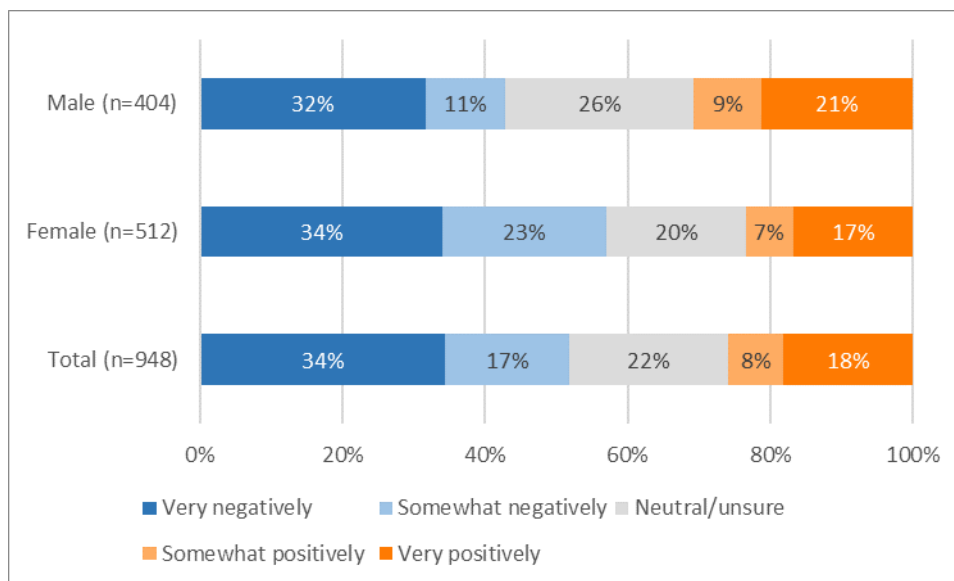


³ Percentages in figures where blanks are removed and no categories are missing may not sum to 100% due to rounding.

Gender

- 4.8 A greater proportion of females perceived the trial to have had either a 'very negative' or 'somewhat negative' impact (292 respondents – 57%) on them than responses from male respondents (173 responses – 43%). In terms of 'somewhat positive' or 'very positive' impacts, 120 females (23%) perceived this to have been their experience, compared to 124 males (31%).

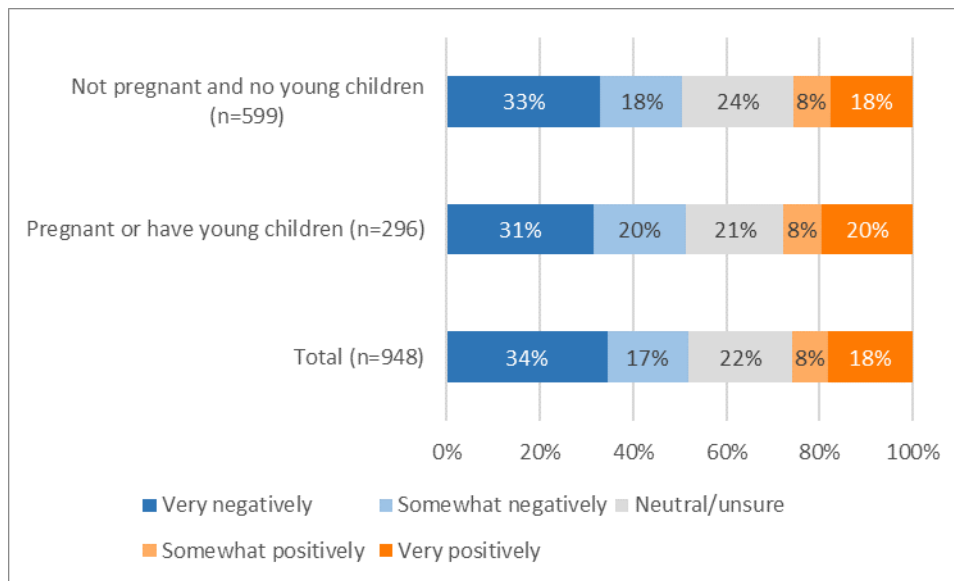
Figure 4-3: Perceived impacts of the QN by gender



Pregnancy and maternity

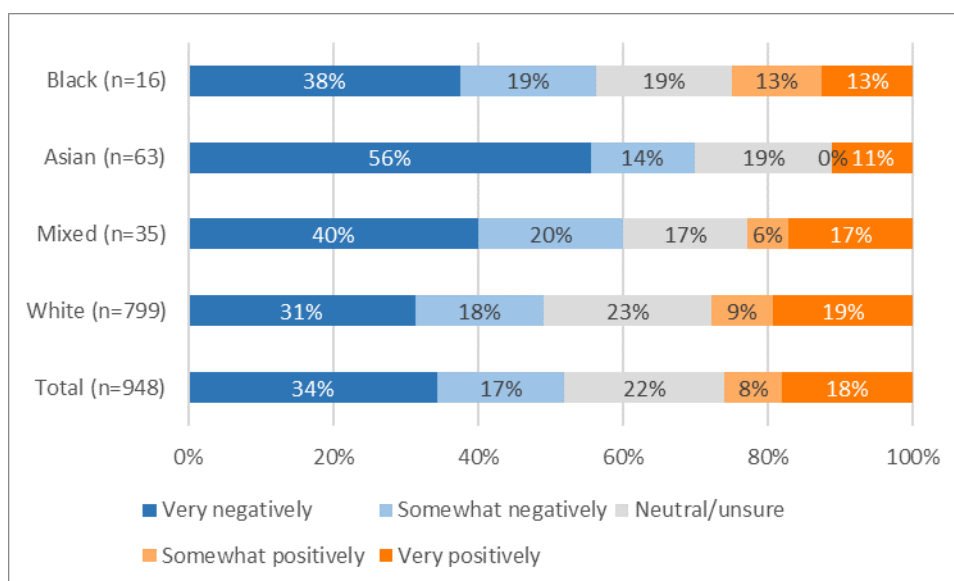
- 4.9 Across all genders, the proportions of responses from people who were pregnant or had young children perceiving they had experienced a 'somewhat negative' or 'very negative' impact were very similar to those who were not pregnant or did not have young children. Of the respondents who were pregnant or had young children, 152 (51%) stated they had experienced a 'somewhat negative' or 'very negative' impact, while 82 (28%) said they had experienced a 'somewhat positive' or 'very positive' impact. For responses from people who were not pregnant and/or did not have young children, these figures were 303 (51%) and 154 (26%) respectively.

Figure 4-4: Perceived impacts of the QN by pregnancy and maternity



Ethnicity

- 4.10 There were some differences in how responses from people of different ethnic backgrounds thought the QN had impacted them. For example, a higher proportion of responses from people from Asian backgrounds felt that the QN had 'very negatively' or 'somewhat negatively' impacted them (44 responses - 70%) than average (52%). This compares to 7 responses (11%) from people from Asian backgrounds who felt that said the QN had impacted them 'very positively' or 'somewhat positively', compared to 26% as an average across the whole dataset.
- 4.11 The White ethnic group showed the highest level of positive impacts, with 222 respondents (28%) perceiving that the QN had impacted them 'very positively' or 'somewhat positively', and 392 responses (49%) from people who felt that the QN had impacted them 'very negatively' or 'somewhat negatively'.

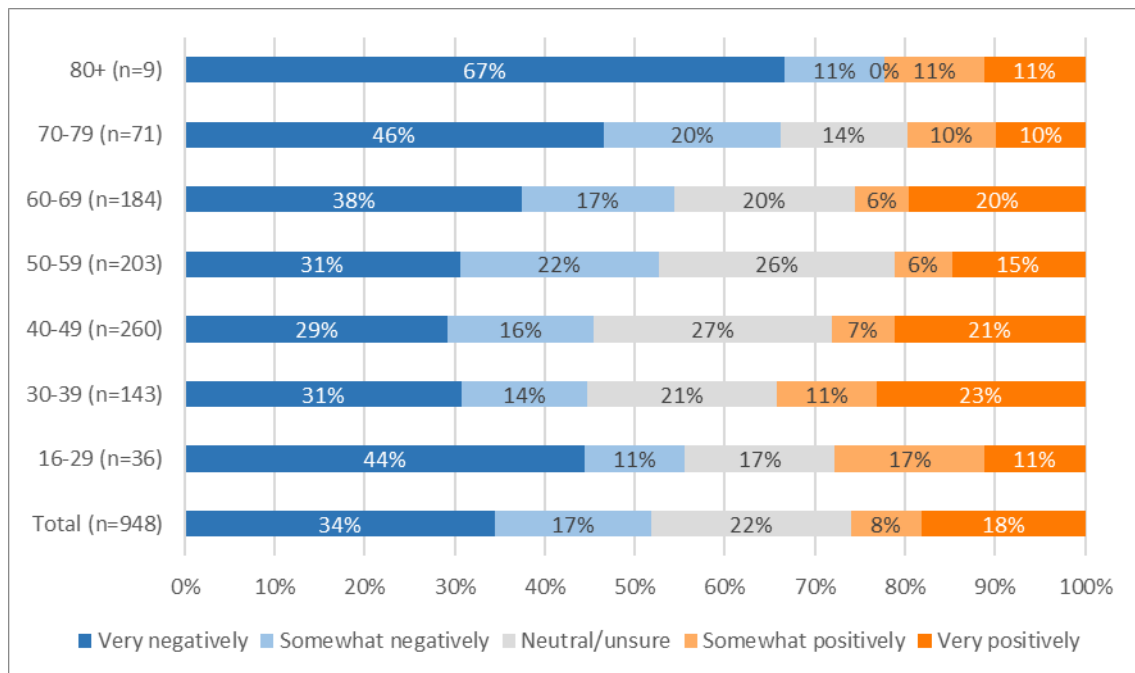
Figure 4-5: Perceived impacts of the QN by ethnicity⁴

Age

- 4.12 The proportions of respondents in each age group reporting either perceived positive or negative impacts of the QN were generally very similar across the bandings (with around 50% of respondents reporting perceived negative impacts), except for the 80 years and over age group, which consisted of 7 negative responses (78%). However, this outlier must be treated with caution, given this group's very low sample size of nine. The lower age groups (20 up to 49 years of age) showed higher proportions of responses from respondents that reported perceived positive impacts from the QN. These patterns are shown in Figure 4-6.

⁴ Respondents from an Arabic background have been excluded from the analysis of this question as the number of people in this ethnic group that gave a response to this question did not meet the minimum threshold of 5 respondents.

Figure 4-6: Perceived impacts of the QN by age group



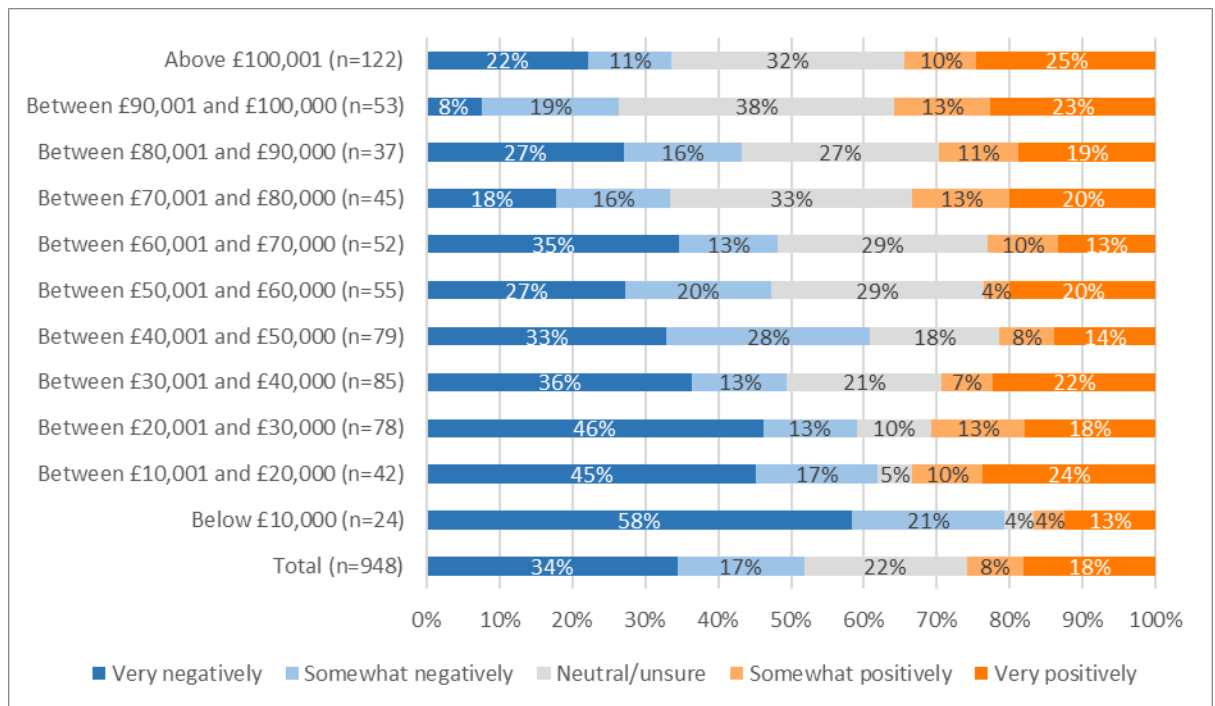
Non-equalities characteristics

- 4.13 There are some demographic characteristics that were collected that are not classed as protected characteristics under the Equality Act (2010), but that are important to consider in the context of this consultation.

Income

- 4.14 In general, there was no particularly strong pattern of positive/negative perceived impacts of the QN, although lower income groups showed slightly higher proportions of negative perceptions, and the groups at the lower and higher ends of the income scale showed the highest proportions of respondents reporting positive perceived impacts. This is shown in Figure 4-7.

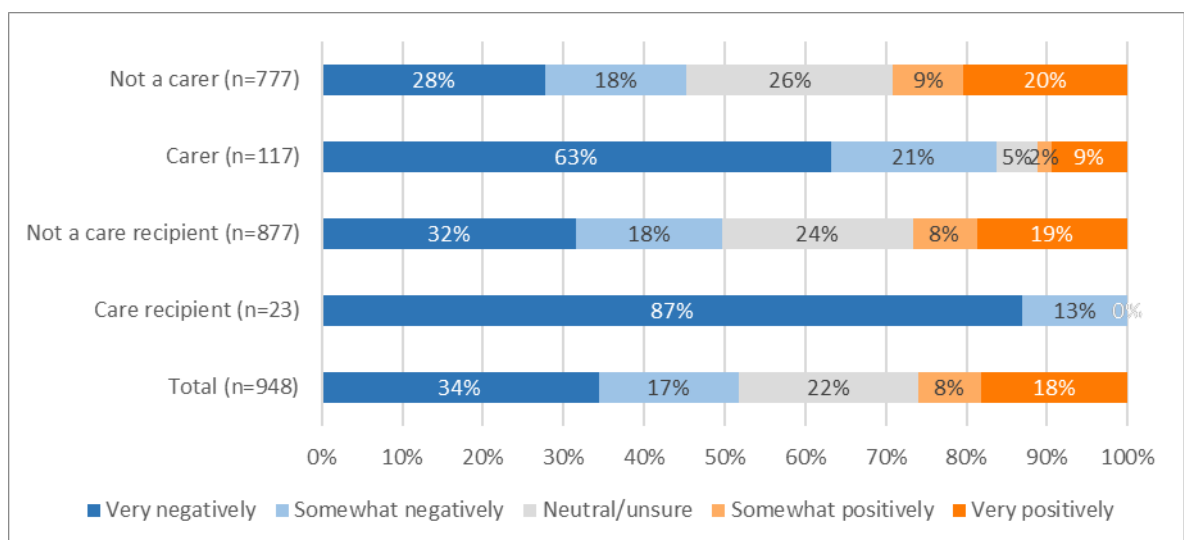
Figure 4-7: Perceived impacts of the QN by income bracket



Care recipients and carers

- 4.15 Of respondents who received care assistance in their home, all 23 (100%) perceived that the QN had impacted them 'very negatively' or 'somewhat negatively'. Of respondents who were carers themselves, this figure was 98 responses (84%).

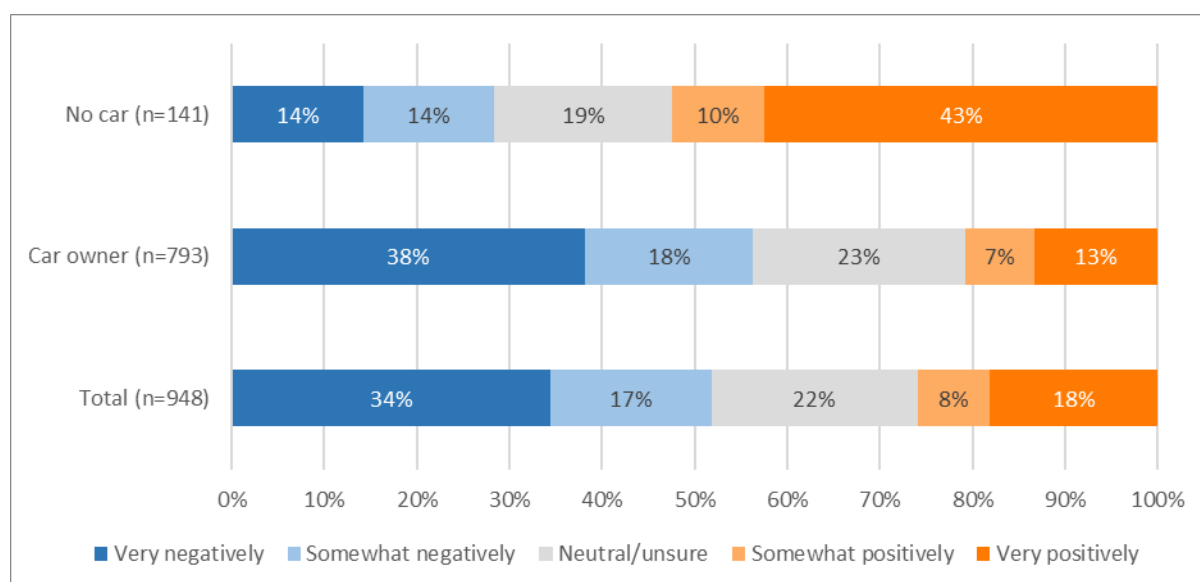
Figure 4-8: Perceived impacts of the QN by those receiving care and by carers



Car owners

- 4.16 Of respondents who did not own a car, 60 (43%) perceived that the trial had had a 'very positive' impact on them from an equalities perspective, with a further 14 (10%) perceiving it had had a 'somewhat positive' impact on them. Of this same group, 40 (28%) felt that the trial had had a 'very negative' or 'somewhat negative' impact on them.
- 4.17 Of respondents who owned at least one car, 446 responses (56%) perceived that the trial had had a 'very negative' or 'somewhat negative' impact on them, while 165 responses (21%) felt they had experienced a 'somewhat positive' or 'very positive' impact.

Figure 4-9: Perceived impacts of the QN by car ownership



Open question

- 4.18 Respondents were asked to 'provide any more information that can help inform our Equalities Impact Assessment' as an open response answer. There were 447 responses to this question, and the average word count was 82 words. The 2% cut-off minimum for this question was nine responses (i.e. only codes with nine responses or more are included here). It should be noted that not all respondents answered this question directly; regardless, responses not referring directly to equalities issues have been considered and coded within this section.
- 4.19 Please note, the sum of the numbers given in this section is not equivalent to the total responses to this question, as responses may have more than one code allocated to

them. For responses that refer to a specific demographic or protected characteristic, the proportion of responses from people in that group has been provided (where available). This is important to distinguish between people raising concerns on behalf of others, compared to concerns regarding their own experience.

Protected characteristics mentioned

- 4.20 If a response mentioned any of the protected characteristics in direct relation to the respondent or someone the respondent cares for, this was recorded (shown in Figure 4-10). Indeed, responses were only coded for this particular question if they did mention a protected characteristic in direct relation to themselves or a dependant. This approach was taken to ensure answers were informed by experiences of respondents themselves rather than theoretical impacts on protected characteristic groups.
- 4.21 The table below shows that age and disability were the most common characteristics mentioned in response to this question.

Figure 4-10: Number of responses mentioning each protected characteristic

Protected characteristic	Number of responses	% of relevant responses (n=224)
Age	149	67%
Disability	93	42%
Gender reassignment	0	0%
Marriage and civil partnership	3	1%
Pregnancy and maternity	40	18%
Race	3	1%
Religion or belief	1	0%
Sex	29	13%
Sexual orientation	0	0%

Support

4.22 There were six supportive themes that were mentioned in at least 2% of all responses to this question:

- 27 respondents referred to streets feeling **safer or easier for pedestrian/cycle movement**; 100% of these comments came from respondents inside the QN
- 15 respondents referred to a perceived **reduction in noise pollution**, 75% of these comments came from respondents inside the QN
- 14 respondents referred to a perceived **reduction in air pollution**; 100% of these comments came from respondents inside the QN
- 10 respondents referred to a perceived **improvement in traffic in the QN**; 100% of these comments came from respondents inside the QN
- 9 respondents referred to the LTN having **encouraged a mode-shift** in their travel patterns; 100% of these comments came from respondents inside the QN
- 9 respondents **offered general comments** of support (such as simply stating that they were in favour of the QN); 100% of these comments came from respondents inside the QN

Oppose

4.23 Some of the opposition to the QN related to the impacts of the QN on mobility and alternatives to private car use:

- 44 respondents referred to a perception that public transport or active travel are not **suitable alternatives due to disability or age** (of these, 30% were disabled people, 36% were aged over 60 and 50% were inside the QN)
- 32 respondents referred to a perceived **reduction in mobility for disabled people** (of these, 50% were disabled people themselves and 84% were inside the QN)
- 20 respondents referred to a perception that public transport or active travel are not **suitable alternatives due to COVID-19**; 85% of these comments came from respondents inside the QN
- 12 respondents referred to a perceived **reduction in mobility for older people** (of these, 92% were aged over 60 and 50% were inside the QN)
- 12 respondents referred to a perception that public transport or active travel are not **suitable alternatives** in general (with comments such as, "there is no easy

public transport route"); 73% of these comments came from respondents inside the QN

- 11 respondents referred to a perception that public transport or active travel are not **suitable alternatives due to family commitments** (such as doing a big weekly shop whilst looking after small children); 75% of these comments came from respondents inside the QN
- 9 respondents referred to a perceived **reduction in mobility for the general population**; 67% of these comments came from respondents inside the QN

4.24 Further opposition to the QN related to access to the area:

- 34 respondents referred to it being **harder to access childcare/school** and associated time pressures for working parents due to a perceived increase in journey times as a result of the QN; 50% of these comments came from respondents inside the QN
- 27 respondents mentioned **feeling unable or finding it much harder to visit friends/family** or to welcome visitors; 73% of these comments came from respondents inside the QN
- 15 respondents mentioned **feeling 'trapped' or isolated**, or not being able to leave the local area; 69% of these comments came from respondents inside the QN
- 15 respondents perceived the QN to be having a **negative impact on work** (such as not being able to work as many hours due to a perceived increase in journey times caused by the QN) ; 76% of these comments came from respondents inside the QN
- 12 respondents referred to a perception that **tradesmen/deliveries/taxis are now struggling to get to properties** as a result of the QN; 92% of these comments came from respondents inside the QN

4.25 The most common oppositions to the QN related to the travel impacts of the QN:

- 96 respondents referred to a perceived **increase in journey times**; 48% of these comments came from respondents inside the QN
- 64 respondents referred to a perceived **increase in traffic**; 81% of these comments came from respondents inside the QN
- 49 respondents referred to a perceived **increase in air pollution in the area**; 100% of these comments came from respondents inside the QN

- 41 respondents referred to **unwillingness to use the A406** (perceptions of it being dangerous and polluted); 90% of these comments came from respondents inside the QN
- 22 respondents perceived **traffic to be being displaced** (within Bounds Green or to Haringey); 100% of these comments came from respondents inside the QN
- 13 respondents perceived there to be **not enough local amenities to sustain a LTN**; 73% of these comments came from respondents inside the QN

4.26 Other opposition related to health and/or safety:

- 53 respondents felt it was **harder to access healthcare, or for carers to gain access to patients** (of these, 11% received care in their home, 60% were carers themselves and 67% were inside the QN)
- 43 respondents referred to perceptions that the QN was **damaging their own or other's mental health** (of these, 26% were disabled, 28% were aged over 60, 70% were female and 73% were inside the QN)
- 25 respondents referred to a perceived **lack of safety** for women, the elderly or otherwise vulnerable **due to crime** (of these, 12% were disabled, 28% were aged over 60, and 100% were female and inside the QN)
- 25 respondents referred to a perceived **reduction in health for children** (100% of these comments came from respondents inside the QN); and a further 11 referred to a **lack of safety for children due to traffic** (81% of these comments came from respondents inside the QN)
- 21 respondents referred to a perceived **lack of safety** for the general population **due to traffic or cyclists** (e.g. cycling on pavements); 60% of these comments came from respondents inside the QN
- 15 respondents felt the QN was **damaging their own or other's physical health** (of these, 20% were disabled, 47% were aged over 60, 67% were female and 68% were inside the QN), such as by aggravating breathing conditions due to a perceived increase in pollution
- 12 responses suggested that **emergency vehicle access** had been or might be hampered; 100% of these comments came from respondents inside the QN

4.27 Finally, some respondents questioned how the QN had been administered:

- 9 respondents suggested that the **Council's Equalities Duty had not been fully considered** (of these, 22% were disabled people, 44% were aged over 60 and 72% were inside the QN)

Suggest

- 4.28 There were 19 **general suggestions** provided for this question (74% of these comments came from respondents inside the QN), including providing residents-only access to the area and moving the access restrictions from the south of the area to the north. These have all been reviewed by Enfield Council.

5. Importance of access, time, and aspirations for the area

- 5.1 Respondents were asked about how important they regarded different aspects of the QN to be. In total there were ten questions to this part of the survey, with the first four referring to specific access within the area, two referring to journey times and the latter four referring to more general aspirations for the neighbourhood. Percentages in the table and figure below are given as a proportion of those who responded to each question, although the response rate to these questions was high, with no more than 2% of respondents leaving these questions blank.

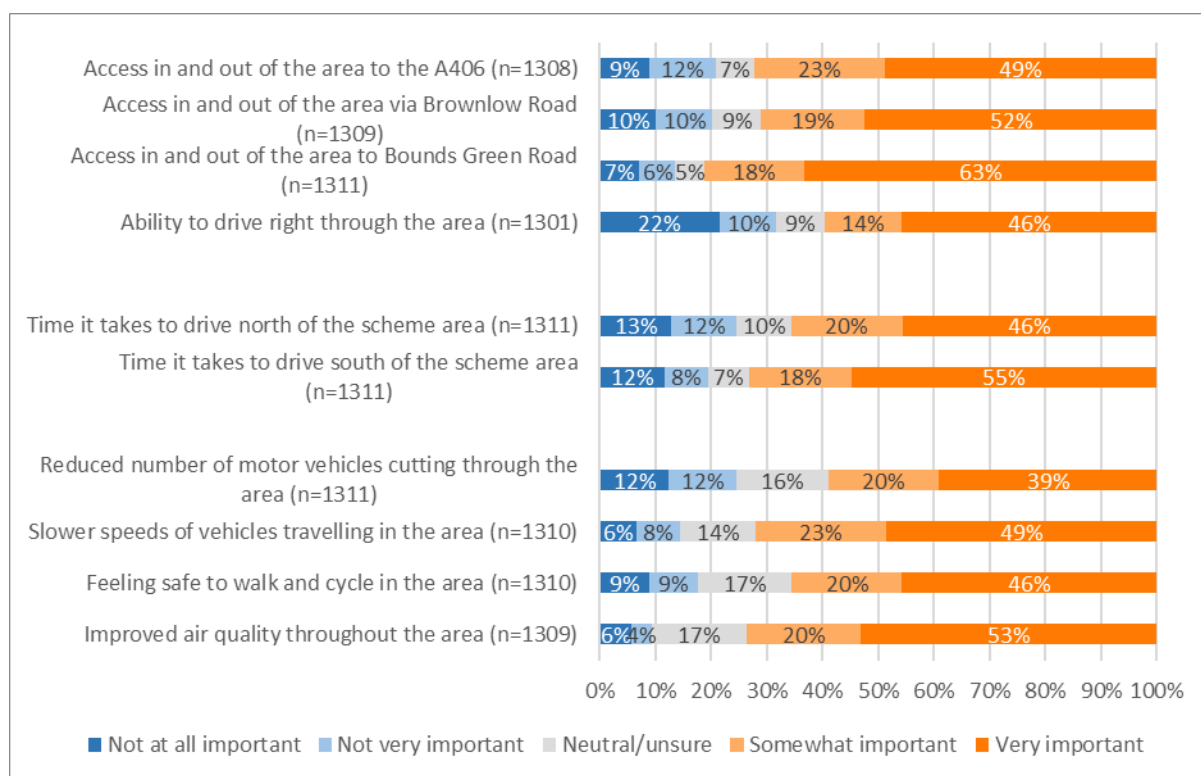
Table 5-1: Summary of responses to questions on importance of access, time, and aspirations

How important are the following to you?	Not at all important	Not very important	Neutral/ unsure	Somewhat important	Very important	Total
Access						
Access in and out of the area to the A406	115	156	93	305	639	1308
	9%	12%	7%	23%	49%	
Access in and out of the area via Brownlow Road	132	133	113	245	686	1309
	10%	10%	9%	19%	52%	
Access in and out of the area to Bounds Green Road	93	85	68	234	831	1311
	7%	6%	5%	18%	63%	
	280	133	111	182	595	1301

How important are the following to you?	Not at all important	Not very important	Neutral/ unsure	Somewhat important	Very important	Total
Ability to drive right through the area	22%	10%	9%	14%	46%	
Time						
Time it takes to drive north of the QN	168	153	129	262	599	1311
	13%	12%	10%	20%	46%	
Time it takes to drive south of the QN	151	103	97	241	719	1311
	12%	8%	7%	18%	55%	
Aspirations						
Reduced number of motor vehicles cutting through the QN	162	160	215	262	512	1311
	12%	12%	16%	20%	39%	
Slower speeds of vehicles travelling in the QN	85	102	180	306	637	1310
	6%	8%	14%	23%	49%	
Feeling safe to walk and cycle in the QN	116	115	221	259	599	1310
	9%	9%	17%	20%	46%	
	73	50	222	268	696	1309

How important are the following to you?	Not at all important	Not very important	Neutral/unsure	Somewhat important	Very important	Total
Improved air quality throughout the QN	6%	4%	17%	20%	53%	

Figure 5-1: Responses to importance of access, time, and aspirations questions

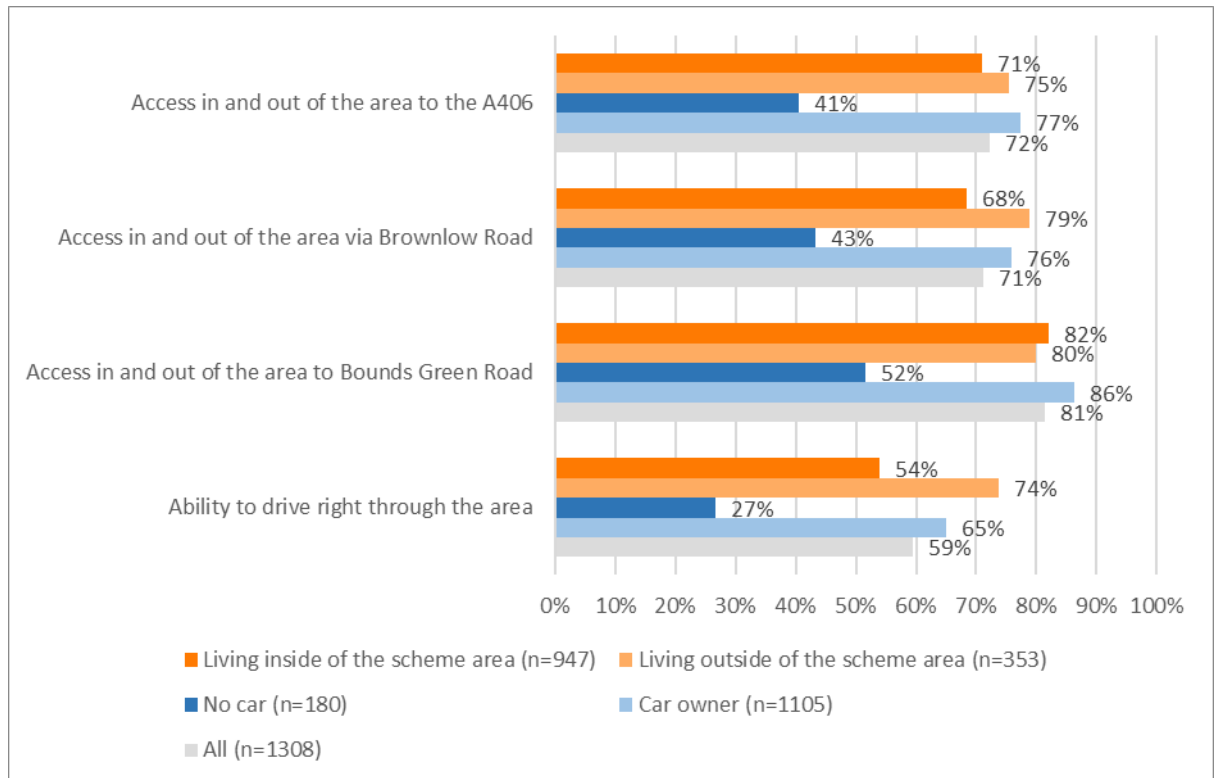


- 5.2 This shows that for access, Bounds Green Road was considered the most important by the highest proportion of respondents, with 831 responses (63%) feeling that access to it was 'very important', compared to 686 (52%) and 639 (49%) for Brownlow Road and the A406 respectively. It also shows that generally, journey times to the south of the QN were considered more important than those to the north, with 719 respondents (55%) stating that journey times to the south were 'very important' compared to 599 (46%) for the north.
- 5.3 Although it is possible to cross-tabulate these results with the demographic characteristics covered in Section 3, this provides too much detail to present in this

context. There are, however, some noticeable relationships between respondents' home location (i.e. within or outside the QN), and car ownership within this set of questions.

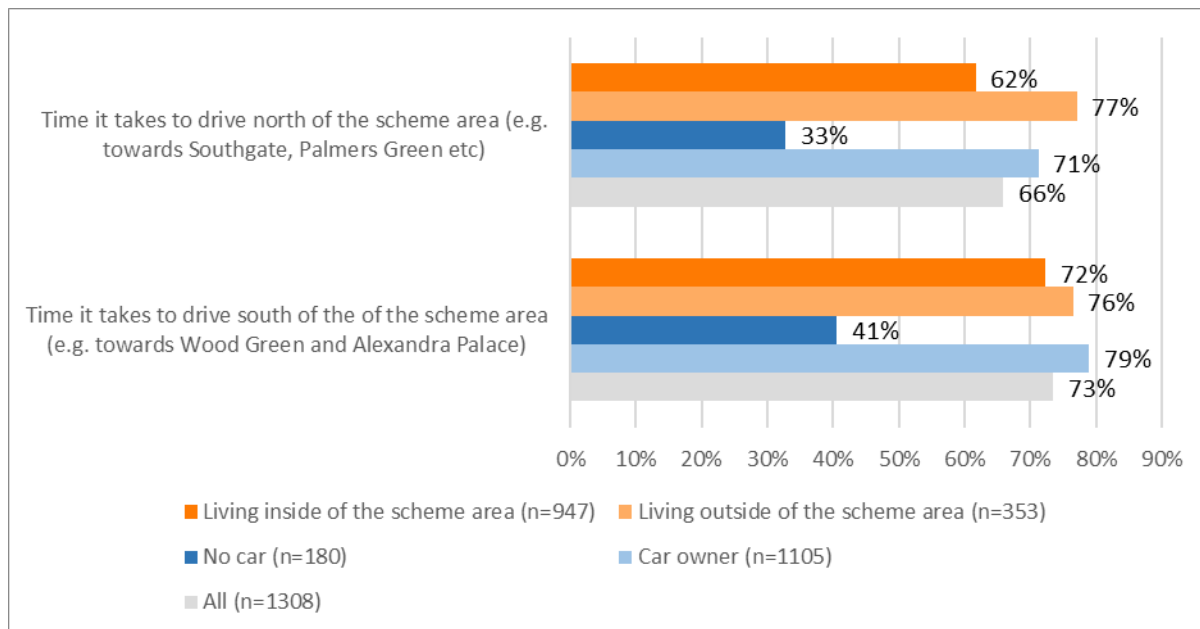
- 5.4 The proportion of respondents who considered the 'access' questions to be important was generally higher for those who live outside the QN than those who live within the QN. For example, 68% (647 respondents) living within the QN considered access in and out of the area via Brownlow Road to be 'somewhat' or 'very important', but this figure rose to 79% (278 respondents) for people living outside the QN.
- 5.5 For these same questions, a greater proportion of respondents who own one or more cars stated that access to these roads was 'somewhat important' or 'very important'. For access to the A406, 77% (854) of respondents who own at least one car, compared to 41% (73) of those who do not own a car said this was 'somewhat important' or 'very important'. For access to Brownlow Road these figures were 76% (839) of those who own a car, compared to 43% (78) of those who do not own a car. These figures are 86% (954 respondents) and 52% (93 respondents) respectively for access to Bounds Green Road.
- 5.6 A breakdown of the proportion of respondents that considered access options 'somewhat important' or 'very important' by car ownership and area of residence (inside/outside the QN) is shown in Figure 5-2. This shows that the smallest proportions of respondents who thought these aspects of access to the area were 'somewhat important' or 'very important' were those who do not own a car.

Figure 5-2: Percentage of respondents who considered access options 'somewhat important' or 'very important' by car ownership and residence inside/outside the QN



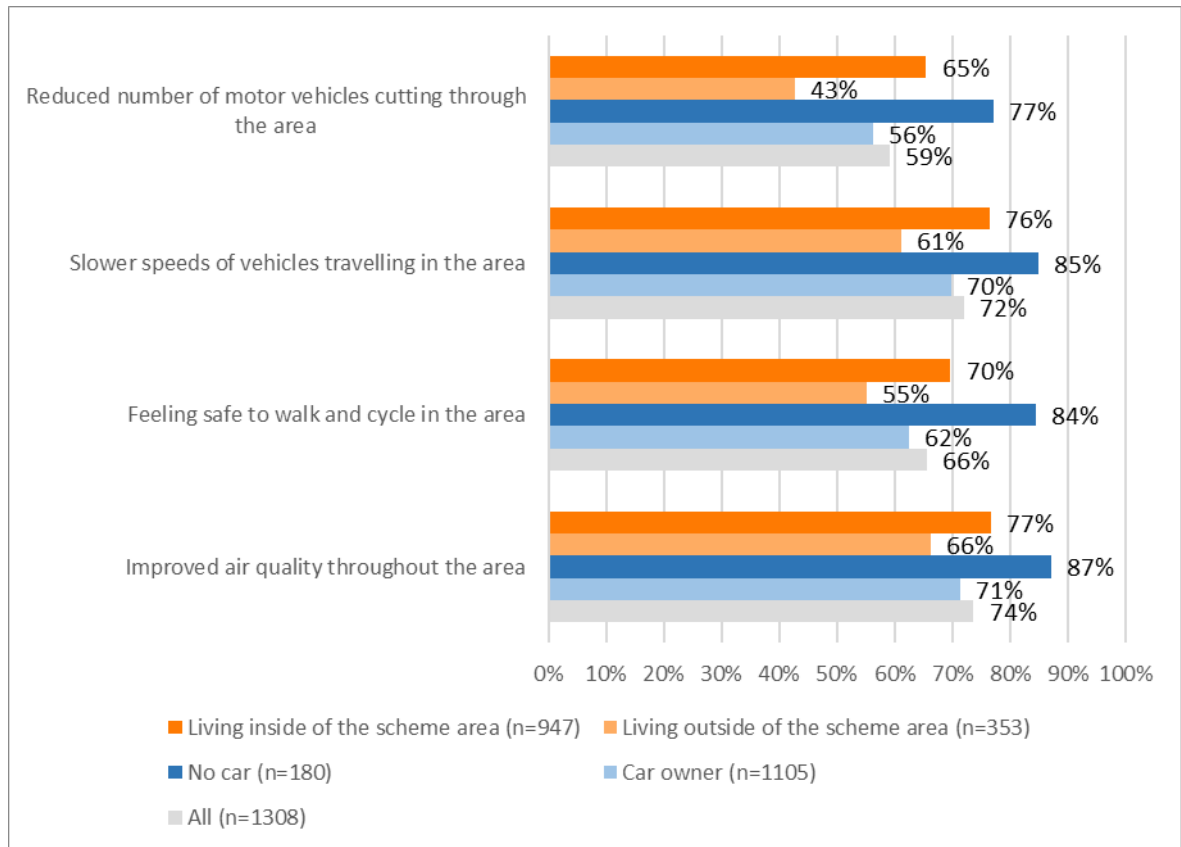
- 5.7 A similar pattern was shown in relation to the questions on journey time. For 'time it takes to drive north from the QN', 77% of respondents (272 respondents) from outside the QN considered this to be 'somewhat' or 'very important' compared to 62% (584 respondents) of respondents residing within the QN. For access to the south, however, these proportions were more evenly matched, at 76% (270 respondents from outside the QN) and 72% (685 respondents from within the QN) respectively.
- 5.8 The difference in the views of car owners and non-car owners was more significant for both drive-times to the north and south of the QN, with 71% of respondents who own one or more cars (787 respondents) saying that journey times to the north were 'somewhat important' or 'very important', compared to 33% (23 respondents) of those without cars. Similarly, 79% of respondents (872 people) with at least one car considered journey times to the south to be 'somewhat important' or 'very important', compared to 41% of respondents (73 people) without a car. This is shown in Figure 5-3.

Figure 5-3: Percentage of respondents who considered journey times to the north and south of the area 'somewhat important' or 'very important' by car ownership and residence inside/outside the QN



- 5.9 For the questions relating to aspirations for the area relating to traffic volumes, speeds, comfort of walking and cycling, and air quality, these patterns were reversed. A higher proportion of respondents who live within the QN rated all four aspirations for the area as 'somewhat' or 'very important' than those who lived outside the area. Of respondents living within the QN, 65% (620 respondents) stated that reducing the number of vehicles cutting through the area was 'somewhat' or 'very important', 76% (724 respondents) stated that slower speeds were 'somewhat' or 'very important', 70% (660 respondents) stated that feeling safe to walk and cycle was 'somewhat' or 'very important', and 77% (727 respondents) stated that improving air quality was 'somewhat' or 'very important'. This compares to 43% (151 respondents), 61% (216 respondents), 55% (195 respondents) and 66% (234 respondents) respectively for residents outside the QN.
- 5.10 People who do not own a car rated each of these aspects as being of higher importance overall, with 77% (139 respondents), 85% (153 respondents), 84% (152 respondents) and 87% (157 respondents) of respondents without a car stating these four aspects of the neighbourhood were 'somewhat' or 'very important', respectively. For respondents who owned at least one car, these figures were 56% (621 responses), 70% (771 responses), 62% (690 responses) and 71% (789 responses).

Figure 5-4: Percentage of responses that considered aspirations for the area 'somewhat' or 'very important' by car ownership and residence inside/outside the QN



6. Effectiveness of measures

- 6.1 The next part of the consultation survey asked respondents about how effective they felt the QN had been in a variety of different ways. Responses to these questions are summarised in Table 6-1.

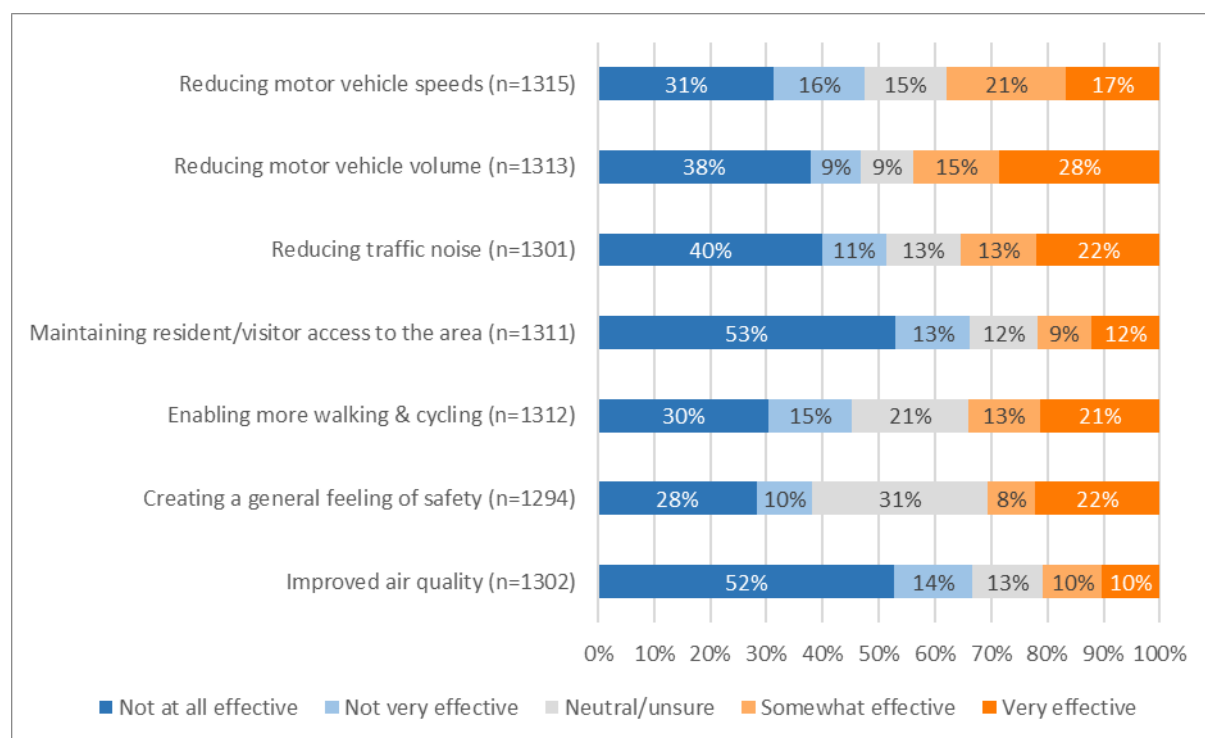
Table 6-1: Summary of responses regarding effectiveness of the measures

How effective do you think the QN has been on the following?	Not at all effective	Not very effective	Neutral/ unsure	Somewhat effective	Very effective	Total
Reducing motor vehicle speeds	412	213	191	278	221	1315
	31%	16%	15%	21%	17%	
Reducing motor vehicle volumes	498	116	124	201	374	1313
	38%	9%	9%	15%	28%	
Reducing traffic noise	520	147	172	177	285	1301
	40%	11%	13%	13%	22%	
Maintaining resident/visitor access to the area	695	173	159	123	161	1311
	53%	13%	12%	9%	12%	
Enabling more walking & cycling	399	193	273	167	280	1312
	30%	15%	21%	13%	21%	
Creating a general feeling of safety	367	127	403	111	286	1294
	28%	10%	31%	8%	22%	
Improved air quality	686	180	166	136	134	1302
	52%	14%	13%	10%	10%	

- 6.2 This shows that for every aspect in the table above, with the exception of 'creating a general feeling of safety', the largest proportion of respondents felt that the QN had been 'not at all effective'. However, it should be noted that in contrast, for some of these aspects, the second largest respondent group rated the QN as 'very effective' as in the case of 'reducing motor vehicle volumes' and 'reducing traffic noise'.

- 6.3 The aspect of the QN with the greatest consensus response was 'maintaining resident/visitor access to the area', for which 53% (695 responses) of all respondents felt the QN had been 'not at all effective'. This was followed by 'improved air quality', for which 52% (686 respondents) of those who responded to the question were people who felt the QN had been 'not at all effective'. The aspect of the QN deemed to be most effective was 'reducing motor vehicle volumes', for which 28% (374 respondents) of all respondents felt the QN had been 'very effective'. This is shown in Figure 6-1.

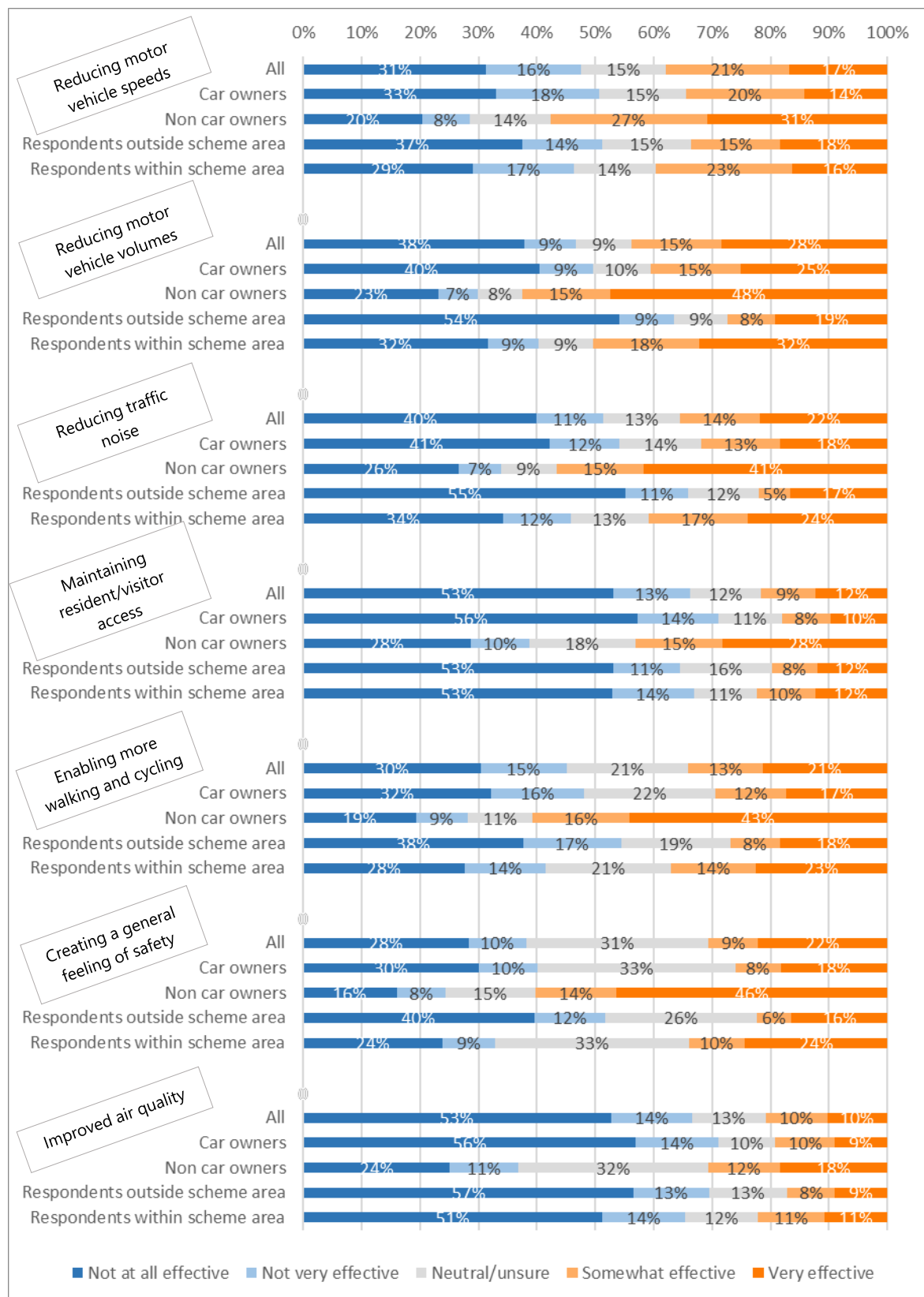
Figure 6-1: Responses to effectiveness of measures questions



- 6.4 Generally, more people that live within the QN thought that the QN had been effective for each aspect (i.e. lower proportions of 'not at all effective' and higher proportions of 'very effective') than those who lived outside the area. For example, 32% of respondents (304 people) living within the QN felt the QN had been 'very effective' at reducing motor vehicle volumes, compared to 19% of respondents (69 people) living outside the QN. Similarly, 54% (194 respondents) of those living outside the QN felt the QN had been 'not at all effective' at reducing motor vehicle volumes, compared to 32% (299 respondents) of those who live within the area. The same pattern is true (to varying degrees) for all elements of this question, except for the aspect of "maintaining resident/visitor access to the area", to which 53% of both those inside (500 respondents) and outside (190 respondents) the area said that the QN had been 'very ineffective'.

- 6.5 Figure 6-2 shows that a similar pattern occurred when analysing the response to this question by car ownership. For all aspects by which the QN was rated, a higher proportion of respondents who do not own a car felt that the QN had been effective than those who own at least one car.
- 6.6 For several aspects by which the QN was rated, a greater proportion of respondents without a car felt that the QN had been 'very effective' than 'not at all effective', in contrast to the trend in the overall dataset. This was the case for 'reducing motor vehicle speeds', 'reducing motor vehicle volume', 'reducing traffic noise', 'enabling more walking and cycling' and 'creating a general feeling of safety'.

Figure 6-2 Perceived effectiveness of the QN by car ownership and residence inside/outside the QN



7. Suggestions

- 7.1 Respondents were asked to 'describe your suggestions and be as specific as possible' as an open response answer. There were 1,191 responses to this question, and the average word count was 113 words. The 2% cut-off minimum for this question was 24 responses (i.e. only codes with 24 responses or more are included here). It should be noted that not all respondents answered this question directly; regardless, responses not referring directly to suggestions have been considered and coded within this section.
- 7.2 Please note, the sum of the numbers given in this section is not equivalent to the total responses to this question. This is because most answers reference more than one of the codes.

Support

- 108 respondents **offered general comments** of support (such as simply stating that they were in favour of the QN); 85% of these comments came from respondents inside the QN
- 64 respondents **provided a caveat** to an oppose comment (e.g. they supported the goals of the QN, but not the QN as it currently is); 78% of these comments came from respondents inside the QN
- 38 respondents referred to a perceived **reduction in traffic volumes**; 92% of these comments came from respondents inside the QN
- 34 respondents said that the **streets felt safer** as a result of the QN; 91% of these comments came from respondents inside the QN
- 29 respondents said that the area felt **quieter** as a result of the QN, 93% of these comments came from respondents inside the QN

Oppose

- 7.3 Many respondents referred to the transport or environmental impacts of the QN:
- 432 respondents referred to a perception of **traffic being displaced or worsened**; 66% of these comments came from respondents inside the QN
 - 301 respondents referred to a perceived **increase in air pollution**; 67% of these comments came from respondents inside the QN

- 52 respondents referred to the perceived **obstruction of emergency services**; 73% of these comments came from respondents inside the QN
- 36 respondents referred to a perception of the LTN **having little/no impact on traffic/pollution**; 69% of these comments came from respondents inside the QN
- 35 respondents referred to a perceived **increase in noise pollution**; 63% of these comments came from respondents inside the QN

7.4 A number of respondents commented about the person-related impacts of the QN:

- 221 respondents referred to a perceived **increase in journey times**; 76% of these comments came from respondents inside the QN
- 159 respondents commented on **feeling unsafe** due to traffic; 84% of these comments came from respondents inside the QN
- 125 respondents referred to feeling **unwilling or reluctant to use the A406**; 88% of these comments came from respondents inside the QN
- 105 respondents referred to a perceived **reduction in mobility or feeling 'trapped' by the QN**; 84% of these comments came from respondents inside the QN
- 65 respondents referred to a **negative impact on their own or other's mental health**; 68% of these comments came from respondents inside the QN
- 53 respondents felt that there had been a negative impact on **children's health and safety**; 74% of these comments came from respondents inside the QN
- 52 respondents perceived the LTN to be causing an **obstruction to emergency services**; 73% of these comments came from respondents inside the QN
- 35 respondents referred to a perceived **negative impact on work/local businesses or deliveries**; 66% of these comments came from respondents inside the QN
- 34 respondents referred to **healthcare workers being obstructed or difficulties accessing healthcare**; 68% of these comments came from respondents inside the QN
- 33 respondents commented about **feeling unsafe** as a result of a perceived increase in crime or a perceived increase in the risk of crime; 70% of these comments came from respondents inside the QN
- 28 respondents felt the QN was **damaging their own or other's physical health**, such as by aggravating breathing conditions due to a perceived increase in pollution; 71% of these comments came from respondents inside the QN

- 26 respondents commented about **perceived increasing petrol usage/fuel bills or higher taxi fares**, 85% of these comments came from respondents inside the QN
- 7.5 Some respondents referred to the availability of alternative transport options:
 - 38 responses said that **public transport/active travel was not a suitable alternative** in general, 78% of these comments came from respondents inside the QN
- 7.6 Some respondents commented about specific points about the QN or the reasons the QN was being pursued:
 - 84 respondents felt that the QN had been **unfair on residents**; 58% of these comments came from respondents inside the QN
 - 69 respondents were **against the Brownlow Road bus gate/closure**; 64% of these comments came from respondents inside the QN
 - 47 respondents felt there had been a lack of/poor **engagement with the community**; 72% of these comments came from respondents inside the QN
 - 29 respondents thought that **non-residential traffic cutting through the area had increased/not been stopped by the LTN**; 76% of these comments came from respondents inside the QN
 - 26 respondents said that **traffic in the area wasn't a problem** before the QN; 69% of these comments came from respondents inside the QN
 - 26 respondents raised concerns about **drivers ignoring the Palmerston/Kelvin no-right-turn**; 96% of these comments came from respondents inside the QN
 - 25 respondents felt that the QN had **divided the community**; 72% of these comments came from respondents inside the QN

Suggest

- 7.7 The focus of this question was suggestions – and there were 62 coded common suggestions in total. These codes are very detailed in order to capture all of the suggestions made by respondents, for them to be considered in future versions of the QN. All coded suggestions over the 2% threshold are set out here.
- 7.8 Some respondents gave fairly general suggestions on the QN:
 - 171 respondents suggested **stopping/reversing the QN**; 55% of these comments came from respondents inside the QN

- 135 respondents suggested generally **leaving roads open**, including those who suggested that all roads be left open, and those who said specific roads should be left open, but there were too few responses to warrant making an individual code for them. 61% of these comments came from respondents inside the QN
- 69 respondents suggested that **access to/from the south of the QN was preferable to access to the A406**; 94% of these comments came from respondents inside the QN
- 36 respondents suggested **continuing with the current QN**; 78% of these comments came from respondents inside the QN

7.9 Some respondents made suggestions about traffic control measures and road layouts:

- 69 respondents suggested **changes to the road layout**; 74% of these comments came from respondents inside the QN
- 64 respondents suggested a **one-way system**; 78% of these comments came from respondents inside the QN
- 62 respondents generally suggested introducing **traffic calming measures** (without specifying what type of traffic calming QN they would like to be introduced); 69% of these comments came from respondents inside the QN
- 37 respondents suggested a **20mph zone**; 65% of these comments came from respondents inside the QN
- 27 respondents specifically suggested that **speed bumps** should be introduced; 74% of these comments came from respondents inside the QN

7.10 Some respondents made suggestions referring to specific roads or closure points:

- 199 respondents suggested **re-opening the Maidstone Road and/or Warwick Road closures**; 93% of these comments came from respondents inside the QN
- 78 respondents suggested **blocking all or some specific northern entrances/exits to the A406** (this was often said in conjunction with preferring access to the south of the QN, but not always); 94% of these comments came from respondents inside the QN
- 71 respondents suggested **re-opening the York Rd closure**; 94% of these comments came from respondents inside the QN
- 60 respondents suggested **altering the Warwick Rd-A406 junction** (e.g. by introducing a no-right turn); 93% of these comments came from respondents inside the QN

- 57 respondents suggested **removing the A109 Bounds Green/A406 no right-turn**; 88% of these comments came from respondents inside the QN
- 38 respondents suggested **changing the position of filters to the middle of the roads**; 87% of these comments came from respondents inside the QN
- 37 respondents suggested **re-opening Palmerston Road to the A406**; 84% of these comments came from respondents inside the QN
- 37 respondents suggested **not introducing a bus gate on Brownlow Rd**; 65% of these comments came from respondents inside the QN
- 36 respondents suggested **removing the no left-turn from A109 Bounds Green onto Brownlow Rd**, 86% of these comments came from respondents inside the QN

7.11 Some respondents made suggestions on the details of restrictions:

- 251 respondents suggested **residents-only access (e.g. ANPR)**; 96% of these comments came from respondents inside the QN
- 42 respondents suggested **other access restrictions** (e.g. width/weight restrictions, emergency vehicles only); 86% of these comments came from respondents inside the QN
- 38 respondents suggested introducing **on-street car parking restrictions**; 92% of these comments came from respondents inside the QN
- 35 respondents suggested **enforcing access restrictions more strictly**; 65% of these comments came from respondents inside the QN

7.12 Some respondents made suggestions about how the QN is represented and communicated:

- 52 respondents suggested **better signage**; 92% of these comments came from respondents inside the QN
- 47 respondents suggested conducting a **full consultation with residents**; 79% of these comments came from respondents inside the QN
- 34 respondents suggested **co-ordination with neighbouring boroughs**; 82% of these comments came from respondents inside the QN

7.13 Some respondents made suggestions relating to greener infrastructure:

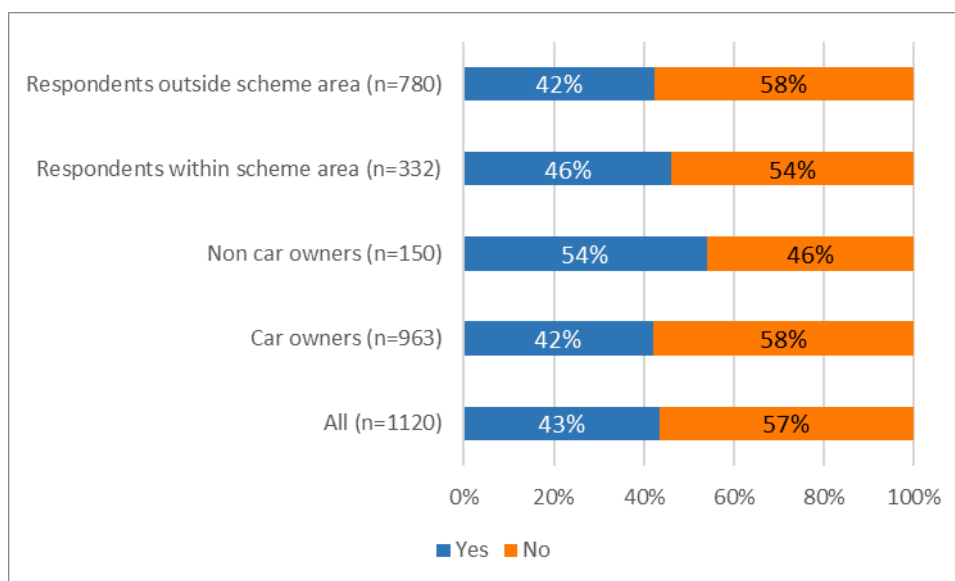
- 85 respondents suggested **improving cycling/pedestrian infrastructure**; 80% of these comments came from respondents inside the QN

- 31 respondents suggested **electric charge points/encouraging greener vehicles**; 48% of these comments came from respondents inside the QN
- 29 respondents suggested **improving public transport provision**; 38% of these comments came from respondents inside the QN

8. Phase 2 & Permit parking scheme

- 8.1 A closed question was included which asked, 'Further consultation would need to take place if a parking permit scheme were to be taken forward but, in principle, do you think this is a good idea?'. Overall, 486 respondents (37%) said 'yes', while 634 (48%) said 'no'. A further 211 (16%) did not respond to the question.
- 8.2 In contrast to most of the questions in the survey, there was only a small amount of difference between responses from people within/outside the QN, and people who did or did not own a car. Of those who answered the question, 42% of respondents (330 people) who lived within the QN thought a permit parking scheme was a good idea, compared to 58% of respondents (450 people) outside the QN. In terms of car ownership, 42% of respondents (404 people) who did own a car said that a permit parking scheme was a good idea, compared to 54% of respondents (81 people) who did not own a car. This information is shown in Figure 8-1 below.

Figure 8-1: Proportion of responses to 'In principle, do you think a permit parking scheme is a good idea?' by car ownership and residence inside/outside the QN.



Open question

- 8.3 Respondents were asked to 'provide any other feedback you would like to share on the proposal to create one area wide LTN, by delivering further measures in Phase 2', as an open response answer. There were 1,039 responses to this question, and the average

word count was 74 words. The 2% cut-off minimum for this question was 21 responses (i.e. only codes with 21 responses or more are included here). It should be noted that not all respondents answered this question directly; regardless, responses not referring directly to suggestions have been considered and coded within this section.

- 8.4 Please note, the sum of the numbers given in this section is not equivalent to the total responses to this question. This is because most answers reference more than one of the codes.

Support

- 8.5 There were 76 respondents who provided general support in responses to this question (84% of these comments came from respondents inside the QN). Additionally, 56 respondents **supported the Brownlow Road restrictions**, stating that they were necessary (75% of these comments came from respondents inside the QN).

Oppose

- 8.6 A number of respondents raised points relating to Phase 1:
- 112 respondents referred to a perceived **increase or displacement of traffic** during Phase 1; 76% of these comments came from respondents inside the QN
 - 63 respondents were **against Phase 1** in general; 73% of these comments came from respondents inside the QN
 - 43 respondents referred to **increased/not improved air pollution**; 84% of these comments came from respondents inside the QN
 - 43 respondents referred to **increased journey times** under Phase 1; 84% of these comments came from respondents inside the QN
 - 33 respondents felt that **access had been reduced**; 85% of these comments came from respondents inside the QN
 - 27 respondents felt that **safety had worsened** (in relation to traffic) during Phase 1; 85% of these comments came from respondents inside the QN
 - 17 respondents referred to **negative impacts on mental health** for residents during Phase 1; 76% of these comments came from respondents inside the QN
- 8.7 Some respondents raised points relating to Phase 2:
- 378 respondents were **against Phase 2/the Brownlow Road bus gate**; 66% of these comments came from respondents inside the QN

- 257 respondents were concerned that **the volume of traffic would increase or traffic be displaced** during Phase 2; 67% of these comments came from respondents inside the QN
 - 106 respondents were concerned that Phase 2 would result in a **reduction of access**; 83% of these comments came from respondents inside the QN
 - 60 respondents referred to the Phase 2 plans being **unfair on residents**; 75% of these comments came from respondents inside the QN
 - 43 respondents were concerned that **journey times would increase** under Phase 2; 84% of these comments came from respondents inside the QN
 - 43 respondents were concerned that Phase 2 would result in an **increase in air pollution**; 84% of these comments came from respondents inside the QN
 - 41 respondents were concerned that Phase 2 would result in **impacts on local businesses/work**; 46% of these comments came from respondents inside the QN
 - 40 respondents were concerned that Phase 2 would result in **worsening of safety (in relation to traffic)**; 83% of these comments came from respondents inside the QN
 - 37 respondents were concerned that Phase 2 would result in **worsening feelings of being 'trapped' and isolation**; 86% of these comments came from respondents inside the QN
 - 34 respondents referred to being **unsure about how they would access their homes** under Phase 2; 79% of these comments came from respondents inside the QN
 - 21 respondents referred to being **unsure how emergency vehicles/deliveries will be able to access the area** under Phase 2; 76% of these comments came from respondents inside the QN
 - 19 respondents were concerned that Phase 2 would result in **negative impacts on mental health** for residents; 74% of these comments came from respondents inside the QN
- 8.8 There were some respondents that did not specifically refer to either Phase 1 or Phase 2:
- 35 respondents referred to **public transport/active travel not providing a suitable alternative (general)**; 51% of these comments came from respondents inside the QN

- 34 respondents expressed **an unwillingness to use the A406**; 91% of these comments came from respondents inside the QN
- 34 respondents referred to a **lack of consultation/communication/transparency with residents/the QN being undemocratic**; 47% of these comments came from respondents inside the QN
- 29 respondents referred to **community division**; 55% of these comments came from respondents inside the QN

Suggest

8.9 Some respondents referred to suggestions for the QN. Some of these were similar as for the 'suggestions' open question:

- 40 respondents suggested **allowing access for residents** (e.g. through ANPR); 93% of these comments came from respondents inside the QN
- 31 respondents suggested **other road layout changes**; 58% of these comments came from respondents inside the QN
- 31 respondents suggested **better coordination with neighbouring boroughs**; 68% of these comments came from respondents inside the QN
- 25 respondents suggested a request for **more information on how residents will be able to move around**; 64% of these comments came from respondents inside the QN
- 23 respondents suggested **removing the no right-turn between Bounds Green Rd (A109)/A406**; 91% of these comments came from respondents inside the QN
- 23 respondents suggested **conducting a full consultation** with residents; 83% of these comments came from respondents inside the QN

8.10 Some respondents made suggestions related to the progression of the QN:

- 210 respondents suggested **stopping or removing the QN**; 54% of these comments came from respondents inside the QN
- 55 respondents suggested **not closing Brownlow Road/not introducing bus gate**; 85% of these comments came from respondents inside the QN
- 51 respondents suggested to **continue with the LTN**; 75% of these comments came from respondents inside the QN

9. Communications

9.1 The survey asked respondents a closed question about their perceptions of the communications regarding the QN. This had four aspects:

- The initial information leaflet delivered to properties explaining the QN;
- Letters delivered direct to properties in the area, including notification of works and details about the consultation;
- Information held on the Let's Talk Enfield project page, including FAQs; and
- Information displayed on lamp columns.

9.2 Respondents were asked to indicate how useful they had found these materials on a scale from 'not at all useful' to 'highly useful'. The proportions given to each of these ratings for each aspect of the communications for this QN are shown in Table 9-1 and Figure 9-1.

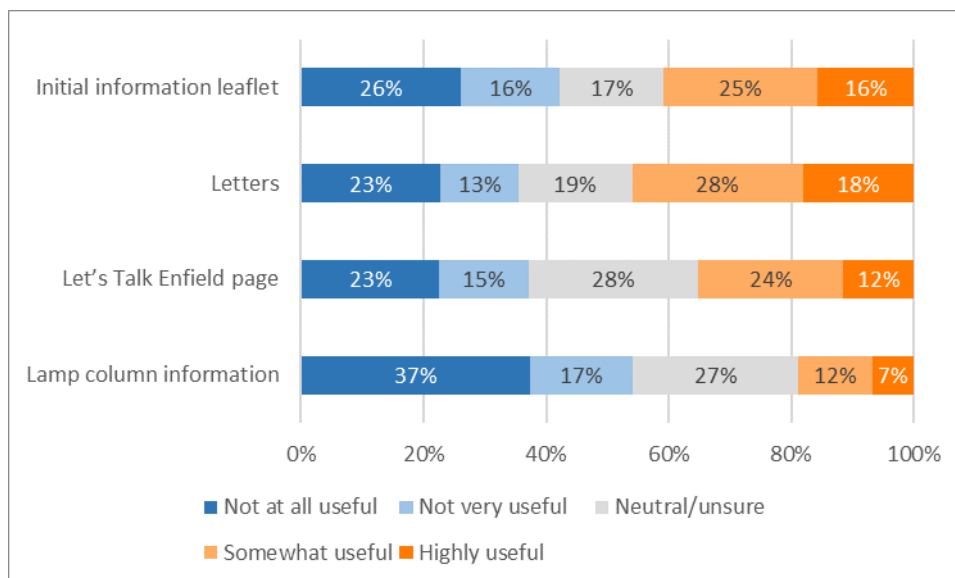
Table 9-1: Summary of responses to closed communication question

How useful have our communications tools and materials been?	Not at all useful	Not very useful	Neutral/ unsure	Somewhat useful	Highly useful	Total
Initial information leaflet	338	209	221	324	205	1297
	26%	16%	17%	25%	16%	
Letters	292	162	239	357	232	1282
	23%	13%	19%	28%	18%	
Let's Talk Enfield page	289	186	355	302	149	1281
	23%	15%	28%	24%	12%	
Lamp column information	480	215	347	157	86	1285
	37%	17%	27%	12%	7%	

9.3 This shows that the most useful method of communication, as rated by respondents to this question, was the letters delivered to properties, with 46% (589 respondents) rating it as either 'highly useful' or 'somewhat useful'. In contrast, the least useful

method of communication was the lamp column information with 54% of respondents (695) rating it as either 'not at all useful' or 'not very useful'.

Figure 9-1: Responses to communications questions



Open question

- 9.4 Respondents were also asked 'What do you think we could do that is more useful in the future in communicating similar schemes?', as an open response answer. There were 870 responses to this question, and the average word count was 56 words. The 2% cut-off minimum for this question was 18 responses (i.e. only codes with 18 responses or more are included here). It should be noted that not all respondents answered this question directly; regardless, responses not referring directly to suggestions have been considered and coded within this section.
- 9.5 Please note, the sum of the numbers given in this section is not equivalent to the total responses to this question. This is because most answers reference more than one of the codes.

Support

- 9.6 There were 42 respondents who offered **general support** for the QN; 88% of these comments came from respondents inside the QN.

Oppose

- 9.7 There were a number of respondents that referred to the consultation process:
- 96 respondents referred to a perceived **lack of/poor communication/consultation**; 81% of these comments came from respondents inside the QN
 - 31 respondents referred to a perception that the Council had **only contacted those within the QN**; 45% of these comments came from respondents inside the QN
 - 26 respondents referred to a perception that the QN implementation had been an **undemocratic process**; 92% of these comments came from respondents inside the QN
 - 26 respondents referred to **complaints against senior councillors**; 81% of these comments came from respondents inside the QN
 - 25 respondents referred to a perception that the Council had **only contacted a small group of people** (e.g. residents' groups); 76% of these comments came from respondents inside the QN
 - 24 respondents referred to being **ignored or not listened to**; 88% of these comments came from respondents inside the QN
- 9.8 There were a number of respondents that referred to the impacts of the QN:
- 41 respondents referred to the perception that the QN had **created a social or community divide**; 90% of these comments came from respondents inside the QN
 - 24 respondents referred to a perception that the QN had resulted in **increased air pollution**; 67% of these comments came from respondents inside the QN

Suggest

- 9.9 Some respondents made suggestions about the communications linked to the QN:
- 230 respondents suggested **conducting the consultation before the implementation of the QN**; 87% of these comments came from respondents inside the QN
 - 180 respondents suggested using **alternative forms of engagement**; 66% of these comments came from respondents inside the QN

- 104 respondents suggested **widening or improving engagement** with local residents; 63% of these comments came from respondents inside the QN
- 92 respondents suggested **better/more consultation in general**; 70% of these comments came from respondents inside the QN
- 76 respondents suggested **more information/better evidence**; 78% of these comments came from respondents inside the QN
- 73 respondents suggested **better 'listening' to residents' concerns**; 71% of these comments came from respondents inside the QN
- 50 respondents suggested **engaging the community beyond the QN**; 24% of these comments came from respondents inside the QN
- 49 respondents suggested **giving more notice before implementing QNs**; 90% of these comments came from respondents inside the QN
- 30 respondents suggested **stopping the LTN**; 70% of these comments came from respondents inside the QN
- 29 respondents suggested **better community engagement from senior councillors** in the future; 83% of these comments came from respondents inside the QN
- 25 respondents suggested **better transparency** in future; 68% of these comments came from respondents inside the QN
- 25 respondents suggested **holding physical consultations** if possible; 88% of these comments came from respondents inside the QN

10. Conclusion

- 10.1 To conclude, this report has laid out the quantitative and thematic analysis of responses received by the Council in relation to the Bowes Primary and Surrounding Streets Quieter Neighbourhood. The analysis that has been undertaken has aimed to remain objective and has reported numbers without weighting and with minimal data manipulation.
- 10.2 Whilst many of the findings of this survey are reliable given the large sample size of the combined online and paper surveys (with 1,331 respondents in total), certain groups are still represented by a relatively small sample. Therefore, where this is noted, apparent trends in the data should be treated with caution.
- 10.3 This report will be submitted to the Council in May 2021 for their consideration in relation to the following Phases of the QN, and decisions will follow. The report may also be used to inform Haringey's decisions.

Appendix A

Consultation Survey Form

Bowes Primary Quieter Neighbourhood Consultation Analysis - Draft Final Report

Consultation - Bowes Primary & Surrounding Streets Quieter Neighbourhood

Residents in the Bowes Primary & Surrounding Streets Quieter Neighbourhood Area have raised concerns with Enfield Council over traffic issues in the area for many years, alongside Ward Councillors and Bambos Charalambous MP who presented a petition to Parliament in 2018. This trial is a response to those concerns.

The trial is being funded from the first tranche of the Department for Transport Emergency Active Travel Fund, an initiative that has been launched in response to the COVID-19 pandemic.

There will be a range of assessments made when judging the overall success of this trial, which includes:

- Residents' views on how the benefits of the scheme compare against the disadvantages
- Data on the volume of motor vehicle movements in the area
- Data on the speed of motor vehicles in the area
- Impacts on the primary roads surrounding the area
- Air quality considerations
- Bus journey time considerations through discussion with Transport for London
- Outcomes of ongoing dialogue with the Emergency Services

The project is implemented as a trial using experimental traffic orders (ETO) which includes the consultation with community during the trial period.

Now that the community have had the opportunity to experience the trial working in practice, we would like to invite you to share your feedback. We will be reviewing feedback through the consultation period and there is the ability to amend the scheme during the trial period.

The Privacy Notice can be found [here](#).

About you



In relation to the Bowes Primary and Surrounding Streets Quieter Neighbourhood, I am a:

(Choose any 2 options) (Required)

☐ ...

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Bowes Primary Area Quieter Neighbourhood

Let's Talk Enfield

- ☐ Resident within the scheme area (shown on the map above)
- ☐ Resident outside the scheme area (shown on the map above)
- ☐ Haringey resident outside the scheme area (shown on the map above)
- ☐ Business owner within the scheme area (shown on the map above)
- ☐ Business owner outside the scheme area (shown on the map above)
- ☐ Enfield Ward Councillor within the scheme area
- ☐ Haringey Ward Councillor
- ☐ Visitor to the area

Answer this question only if you have chosen Visitor to the area for In relation to the Bowes Primary and Surrounding Streets Quieter Neighbourhood, I am a:

If you are a visitor to the area, please provide the primarily reason for visiting the area

My postcode is:

(Required)

The name of my street is:

(Required)

If you are representing a community group or organisation when sharing your views in this survey, please specify the group's name

Do you own a car?

(Choose any one option)

☐ Yes

☐ No

Bowes Primary Area Quieter Neighbourhood

Let's Talk Enfield

Answer this question only if you have chosen Yes for Do you own a car?

If yes, how many cars are registered at your address?

(Choose any one option)

- ☐ 1
☐ 2
☐ 3
☐ 4
☐ 5+

Equalities Impact Assessment

As part of our ongoing Equality Impact Assessment for the Bowes Primary and Surrounding Streets Quieter Neighbourhood, we would like to ask you some questions to help us understand how the scheme impacts people based on the protected characteristics as detailed in the Equality Act 2010. According to the Equality Act 2010, the protected characteristics are:

- Disability
- Marriage and civil partnership
- Sexual orientation
- Sex (gender)
- Gender reassignment
- Pregnancy and maternity
- Ethnicity
- Religion and belief
- Age

Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

(Choose any one option) (Required)

- ☐ Yes
☐ No

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

Do you consider yourself to have a disability?

(Choose any one option)

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Answer this question only if you have chosen Yes for Do you consider yourself to have a disability?

If yes, please specify the nature of your disability

(Choose all that apply)

Bowes Primary Area Quieter Neighbourhood

Let's Talk Enfield

- ☐ Physical/mobility impairment, such as a difficulty using your arms or mobility issues which require you to use a wheelchair or crutches ii.
- ☐ Visual impairment, such as being blind or having a serious visual impairment
- ☐ Hearing impairment, such as being deaf or having a serious hearing impairment
- ☐ Mental health condition, such as depression or schizophrenia
- ☐ Learning disability/difficulty, such as Down's syndrome or dyslexia or a cognitive impairment such as autistic spectrum disorder
- ☐ Long-standing illness or health condition, such as cancer, HIV, diabetes, chronic heart disease or epilepsy
- ☐ Other (please specify)

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

Are you married or in a civil partnership?

(Choose any one option)

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

I am:

(Choose any one option)

- ☐ Heterosexual
- ☐ Gay man
- ☐ Gay woman/lesbian
- ☐ Bisexual
- ☐ Prefer not to say
- ☐ Other (please specify)

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Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

I am:

(Choose any one option)

- ☐ Female
- ☐ Male
- ☐ Transgender
- ☐ Non binary
- ☐ Prefer not to say
- ☐ Other (please specify)

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

Do you identify as transgender?

(Choose any one option)

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

Are you or have you recently been pregnant, or have young children?

(Choose any one option)

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

What is your ethnicity?

(Choose any one option)

- ☐ White - English/Welsh/Scottish/Northern Irish/British
- ☐ White - White - Irish
- ☐ White - Greek
- ☐ White - Greek Cypriot
- ☐ White - Turkish
- ☐ White - Turkish Cypriot
- ☐ White - Italian
- ☐ White - Polish
- ☐ White - Russian
- ☐ White - Kurdish
- ☐ White - Gypsy/Irish Traveller
- ☐ White - Romany
- ☐ Other Eastern European
- ☐ Any other White background
- ☐ Mixed - White and Black Caribbean

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- ☐ Mixed - White and Black Caribbean
- ☐ Mixed - White and Black African
- ☐ Mixed - White and Asian
- ☐ Mixed - Mixed European
- ☐ Mixed - Multi ethnic islander
- ☐ Any other mixed background
- ☐ Asian or Asian British - Indian
- ☐ Asian or Asian British - Pakistani
- ☐ Asian or Asian British - Bangladeshi
- ☐ Asian or Asian British - Sri Lankan
- ☐ Asian or Asian British - Chinese
- ☐ Any other Asian background
- ☐ Black/African/Caribbean/Black British - Caribbean
- ☐ Black/African/Caribbean/Black British - African - Ghanaian
- ☐ Black/African/Caribbean/Black British - African - Somali
- ☐ Black/African/Caribbean/Black British - African - Nigerian
- ☐ Black/African/Caribbean/Black British - Other African
- ☐ Any other Black background
- ☐ Arab
- ☐ I do not wish to state my ethnic group

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

What is your religion?

- (Choose any one option)
- ☐ No religion
- ☐ Christian (including Church of England, Catholic, Protestant and all other Christian denominations)
- ☐ Buddhist
- ☐ Hindu
- ☐ Jewish
- ☐ Muslim
- ☐ Sikh
- ☐ Prefer not to say

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

What is your year of birth?

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

In addition to understanding impacts on the protected characteristic groups, we would also like to understand the potential impacts on people of different income brackets, and carers who may visit/work with someone who lives in the Bowes Primary and Surrounding Streets Quieter Neighbourhood.

What is the total annual income of your household (before tax and deductions, but including benefits/allowances)?

(Choose any one option)

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- ☐ Below £10,000
- ☐ Between £10,001 and £20,000
- ☐ Between £20,001 and £30,000
- ☐ Between £30,001 and £40,000
- ☐ Between £40,001 and £50,000
- ☐ Between £50,001 and £60,000
- ☐ Between £60,001 and £70,000
- ☐ Between £70,001 and £80,000
- ☐ Between £80,001 and £90,000
- ☐ Between £90,001 and £100,000
- ☐ Above £100,001
- ☐ Prefer not to say

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

Do you receive care assistance in your home?

(Choose any one option)

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Are you a carer (of an elderly or disabled person)?

(Choose any one option)

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

Considering the protected characteristic groups outlined above, from an equalities point of view how do you think the trial has impacted you?

Questions	Very negatively	Somewhat negatively	Neutral/unsure	Somewhat positively	Very positively
Please rate:					

Answer this question only if you have chosen Yes for Are you willing to share with us some information on your demographic profile in order for us to understand potential impacts on particular individuals and groups?

Please provide any more information that can help inform our Equalities Impact Assessment.

What is important to you?

How important are the following to you?

Questions	Not at all important	Not very important	Neutral/unsure	Somewhat important	Very important
Access in and out of the area to the A406					
Access in and out of the area via Brownlow Road					
Access in and out of the area to Bounds Green Road					
Ability to drive right through the area					
Time it takes to drive north of the scheme area (e.g. towards Southgate, Palmers Green etc)					
Time it takes to drive south of the of the scheme area (e.g. towards Wood Green and Alexandra Palace)					
Reduced number of motor vehicles cutting through the area					
Slower speeds of vehicles travelling in the area					
Feeling safe to walk and cycle in the area					
Improved air quality throughout the area					

How effective is the current phase 1 of the trial?

How effective do you think the scheme has been on the following?

Questions	Not at all effective	Not very effective	Neutral/unsure	Somewhat effective	Very effective
Reducing motor vehicle speeds					
Reducing motor vehicle volume					
Reducing traffic noise					
Maintaining resident/visitor access to the area					
Enabling more walking & cycling					
Maintaining access to public transport					
Enabling residents to continue to make private car journeys					
Creating a general feeling of safety					
Improved air quality					

What would you change?

Low Traffic Neighbourhoods are part of the council response to improving the health of our local communities and taking action to address the effects of climate change. You may have alternative suggestions or changes you would like to see to the trial that can improve the scheme whilst still delivering on these aims.

Please describe your suggestions and be as specific as possible.

Bowes Primary Area Quieter Neighbourhood

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Note: Answer this question if it applies

If you wish, you are able to upload a diagram or drawing that may help to illustrate your ideas suggested in the question above.

Help Shape Phase 2

- Phase 2 of the Bowes Low Traffic Neighbourhood (LTN) proposes a 'bus gate' on Brownlow Road. A 'bus gate' would be a point along Brownlow Road that only buses, waste and emergency services are able to pass through. This would be enforced by a camera. This proposal would reduce the level of general traffic on Brownlow Road, but may also require additional closures on other roads to prevent alternative cut throughs being used. Further discussions with both Haringey and Transport for London are required to consider this proposal in more detail. We would like to gather your early views to help inform these discussions. In addition to your comments here, subject to any Covid-19 restrictions, we also plan to host a pop-up event where we can listen further to your views on Phase 1 and Phase 2.

Please provide any other feedback you would like to share on the proposal to create one area wide LTN, by delivering further measures in Phase 2.

Controlled Parking Zone

A permit parking scheme (or Controlled Parking Zone) can be an effective way to manage on-street parking, enabling space to be used by residents rather than commuters or others from outside the area. The controlled hours can vary, but a one hour restriction during the day can be an effective way of preventing commuting parking around stations. The costs for a permit, currently related to engine size and the duration of the restrictions, are set out on the [Council's website](#).

Further consultation would need to take place if a permit parking scheme were to be taken forward but, in principle, do you think this is a good idea?

(Choose any one option)

☐ Yes

☐ No

How We Communicate

Please help us understand how useful our communications tools and materials have been in communicating the scheme to residents and businesses.

Questions	Not at all useful	Not very useful	Neutral/unsure	Somewhat useful	Highly useful
The initial information leaflet delivered to properties explaining the scheme					
Letters delivered direct to properties in the area, including notification of works and details about the consultation					
Information held on the Let's Talk Enfield project page, including FAQs					
Information displayed on lamp columns					

What do you think we could do that is more useful in the future in communicating similar schemes?



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Integrated Transport Planning Ltd
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Lower Castle Street
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Integrated Transport Planning Ltd.
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Integrated Transport Planning Ltd
50 North Thirteenth Street
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Bowes LTN Monitoring – TfL Network Performance Delivery

29 April 2021

Since the implementation of the Bowes Low Traffic Neighbourhood (LTN), TfL Network Performance Delivery have used a variety of tools to monitor the impacts of the scheme. Several new dashboards were created in response to lockdown measures to increase remote monitoring capability, and to help with the number of LTNs being implemented simultaneously across London.

This note briefly outlines the observations from a TfL Network Performance perspective on the impact of the Bowes LTN scheme.

Urban Traffic Control (UTC) Data

TfL's Operational Analysis team have recently developed a tool which shows changes in flow recorded by the vast number of SCOOT detectors on the network, which power the UTC system controlling the traffic signals. The SCOOT Digital Twin dashboard shows relative flow changes compared to the previous year, which has been particularly useful for understanding changes in traffic volumes in pre- and post-pandemic conditions. It is important to note that the UTC data does not represent the exact numbers of vehicles on the network: the system uses detector occupancy to model vehicles, and is therefore sensitive to a number of factors such as the time vehicles are stationary over these detectors in queued conditions.

Early analysis of the SCOOT Digital Twin in mid-September was discussed with the London Borough of Enfield. The analysis showed that flows within the LTN and in the surrounding area had reduced compared to September 2019 by between 10% and 40%. The analysis also showed significant reductions on Warwick Road northbound (up to 60-70%), which could have been expected due to the closures implemented by the scheme. The primary cause of this change is believed to be the lockdown restrictions rather than the LTN, as there is a reduction in traffic across the wider network with no relative increases around the scheme. It is possible that local reassignment has occurred, however this impact has been masked by the overall traffic reduction. While the reduction on Warwick Road is greater, it is likely to be a combination of the LTN closures and reduced overall flow.

Analysis of UTC congestion data also shows that changes in congestion at key locations typically varies in line with lockdown restrictions, rather than showing an obvious change as a result of the scheme. Congestion is currently returning to pre-pandemic levels in some places around the LTN, rather than exceeding them, and therefore we are continuing to monitor the effects of this.

Bus Journey Time Data



iBus data has been used to analyse bus journey times for a number of routes in various directions through and around the LTN. Understanding changes in traffic volumes, as detailed above, has been a key step in this analysis: by demonstrating that there are fewer vehicles on the network overall, we can effectively rule out additional congestion as a main cause of additional bus delay.

Detailed analysis of bus journey times was undertaken for a two-week period in September 2020, comparing to two weeks in September 2019. The impacts of lockdown were excluded from this analysis as much as possible i.e. schools were open as normal in both data sets. The analysis showed a range of delayed and improved journey times across the study area. While improvements in bus journey times were typically less than 45 seconds, there was some increase in delay of nearly two minutes to buses on Bounds Green Road. TfL Network Performance Delivery met with colleagues from Bus Operations, as well as Borough Officers from the London Borough of Enfield to discuss these results. Possible causes of the delays were discussed, however there were no specific issues raised by Bus Operations. TfL Network Performance Delivery proposed that Borough Officers could undertake route walks to try and better understand possible causes of delay between individual bus stops, where delay was seen to be highest in the analysis.

Since the scheme was implemented, TfL have continued to routinely monitor the bus impacts using dashboards which map iBus data. This includes live data showing bus performance in real time (NIMBUS), and the iBus Map, which is updated weekly to show journey time change against a range of base dates e.g. the month before or the year before. This has been an extremely useful tool for understanding short and long-term changes to bus journey times. Overall bus performance around the Bowes LTN has shown very few patterns, which means bus performance is not consistently better or worse, and the impacts could therefore be described as neutral. These dashboards continue to be monitored and discussed on a daily and weekly basis for various TfL meetings, and therefore we are constantly reviewing any changes that could be associated with the scheme.

Network Management Control Centre Observations

The Network Management Control Centre continues to monitor key areas of the TLRN and wider network for significant delays and disruption. The section of the A406 around the LTN has historically been very congested in pre-pandemic conditions, however no significant concerns about additional disruption have been raised from the Control Centre.

Extensive monitoring of the junction of Bowes Road / Telford Road / Wilmer Way was undertaken in early February 2021, following Network Performance's receipt of a customer enquiry about vehicles blocking the pedestrian crossing at the junction. Congestion and exit blocking in this area were a common issue in pre-pandemic conditions, and the original enquiry referred to incidents in early October when the network was considerably busier due to lighter lockdown restrictions. Observations in February showed that congestion had significantly eased, and CCTV monitoring across all times of day showed no prolonged blocking of pedestrian crossings or safety risks. The conclusion was that the LTN was not having an adverse impact on congestion in this area as congestion had been seen to reduce. Instead, the primary factor affecting this was the volume of traffic on the network in response to lockdown measures. The Control Centre continues to

monitor these key locations, and it is only when lockdown measures have finally eased while the LTN remains in place that any clearer impacts of the LTN will become apparent.

Changes to the signal operation at the junction of Bowes Road / Warwick Road

The changes in flow patterns at this junction resulted in the UTC system controlling the signals making an appropriate change to the signal timings: with less traffic now exiting Warwick Road, the green time for this approach was automatically reduced. However, because Warwick Road and the pedestrian crossing across Bowes Road eastbound run simultaneously, this also meant a shorter green time for the crossing, and therefore northbound pedestrian progression through the junction was adversely affected: pedestrians would arrive at the Bowes Road eastbound crossing after the green signal had expired. To compensate for this, an additional signal stage was added to the sequence, which allowed Bowes Road eastbound to continue for longer, and made Bowes Road westbound finish earlier. This meant the crossing on Bowes Road westbound could therefore receive an earlier green, meaning pedestrians could cross earlier and reach the eastbound crossing in time for the next green signal. This change has been implemented for the AM peak hours to best suit the tidal patterns of school pedestrians, as this was observed to be the busiest time for this movement.

Another benefit of this change is that there is now an increased gap for right turners into Warwick Road. It has regularly been discussed that this movement is quite intimidating given the number of high-speed lanes to cross in the westbound carriageway. This change helps to reduce the amount of traffic opposing the right turners and to therefore make the movement slightly easier.

Conclusions

A constant theme in the monitoring undertaken for this scheme is that the variations in network performance have typically aligned with lockdown restrictions, rather than the LTN. It has therefore been challenging to see the impacts of the LTN alone. Nevertheless, the LTN does not appear to have had a prolonged impact on the network in the regular monitoring undertaken by TfL.

This report was produced in late April 2021, shortly after Step 2 of the lockdown roadmap. A number of restrictions are therefore predicted to be lifted in the coming weeks and months, and it is likely that more traffic will return to the network as a result. We will continue to monitor network performance changes to determine if the LTN starts to show a greater impact. We are also collaborating with the London Borough of Enfield who are analysing traffic counts within the LTN area to gain a better understanding of the impacts.

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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 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 e.g. 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 and 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	Bowes Primary & Surrounding Streets Quieter Neighbourhood Area
Lead officer(s) name(s) and contact details	Richard Eason
Team/ Department	Place – Healthy Streets
Executive Director	Sarah Cary
Cabinet Member	Deputy Leader Cllr Barnes
Date of EqIA Commencement	23rd April 2021
Last Updated	7th June 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?

The consultation survey for this project ran from 28 September 2020 to 2 May 2021. Consultation analysis was ongoing during this period and a report (referred to as 'Consultation Analysis' in this EqIA) provides a detailed analysis and summaries of the responses. In recognition of comments from disabled people and carers during the consultation period, an additional consultation exercise was launched in March

2021 which specifically targeted disabled people, carers, those receiving care, and Blue Badge holders that live within the Bowes Primary area.

Residents in the Bowes Primary & Surrounding Streets Quieter Neighbourhood Area have raised concerns with Enfield Council over traffic issues in the area for many years. In 2018, MP Bambos Charalambous presented a petition to Parliament on behalf of the Bowes ward, calling for a live trial of a low traffic neighbourhood. This petition was signed by 377 local residents. In response to this petition, in 2019 the Council engaged residents in the Bowes Primary & Surrounding Streets Quieter Neighbourhood Area through a Perception Survey to better understand the issues that they were experiencing.

In total 263 residents participated and provided these top responses:

- Concerns about streets being used as rat-runs.
- Concerns about speed and volume of traffic; and
- Concerns about pollution.

78 per cent of participants thought vehicle speeds are a serious problem and 87 per cent of participants said the volume of traffic is a serious problem¹.

The full findings from the survey can be found at <https://letstalk.enfield.gov.uk/BowesQN>

Enfield Council has implemented various restriction points with the intention to:

- 1) deny a route to motorised through-traffic along Warwick Road and connecting estate roads
- 2) deny a route to motorised through-traffic along the northern section of Palmerston Road and connecting estate roads.

The Council extended into the Enfield part of Brownlow Road, and the estate to the east, the 20mph speed limit to complement the same speed limits in the adjacent areas to the south of A406 to the south and west. This offers better consistency to drivers and should reduce the sense of traffic domination on Brownlow Road. A second phase is planned to remove through-traffic, except buses, on Brownlow Road by way of a further restriction point on Brownlow Road and potentially a point closure on Westbury Road which will be subject to where the bus gate on Brownlow Road will be located.

Warwick Road, Palmerston Road and their connecting estate roads are unclassified roads. They are typically narrow and have close-fronting homes. Through traffic is better accommodated on the perimeter roads that border the area, namely: A406 North Circular Road, A105 Green Lanes, and A109 Bounds Green Road. Removing through traffic within these neighbourhoods has established more attractive conditions for walking and cycling within the neighbourhood, with modal filters for cycling at the closure points further boosting the convenience of cycling over car use for local trips. Access for buses is also

¹ <https://letstalk.enfield.gov.uk/2794/widgets/9476/documents/4491>

planned to be maintained on Brownlow Road which further prioritises use of public transport of private car.

Lowering the level of traffic on Palmerston Road aims to make it better suited for on-road cycling, helping complete a cycle route into Haringey that already links to Palmers Green and Enfield Town to the north. Reducing the overall volume of traffic to levels that better match the character of these narrow, densely populated streets also aims to improve air quality within the zone.

These proposals followed ongoing engagement with London Fire Brigade, London Ambulance Service and Metropolitan Police as well as Enfield Waste Collection services. Camera controls, rather than a physical barrier, are included on Warwick Road to avoid hindering emergency access and waste collection services in and out of the estate to/from the south and reducing response times. In this regard the proposals represent an improvement over the existing width restriction. Where closure points and islands are placed, the removal of some adjacent kerbside parking/loading space will be required so that parking does not foul access around narrowed sections of road or occupy space needed to be left clear for drivers to turn vehicles around. The proposals, including the localised parking controls, are supported by experimental traffic orders so that the Council can assess their impact further, consider representations and make amendments if necessary.

A conscious decision has been made to trial the proposals experimentally. Experimental traffic orders allow for schemes to be implemented and a consultation to take place whilst they are live. This allows a true consultation to take place in respect of the actual impact. During the experiment, changes can be made to the measures in place and the law requires further consultation following changes before any scheme can be converted to a permanent scheme.

The effects of the implementation are being monitored throughout the experimental phase. The authority does not currently have data for people passing through the scheme area and any protected characteristics they may have; so the ward profile for the Bowes Ward has been used as the basis for demographic data.

SECTION 3 – Equality Analysis

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 (e.g. 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.

Information has been gathered regarding groups with protected characteristics in Enfield as a whole, and for Bowes specifically (referred to as the ‘Study area’). London Travel Demand Survey (LTDS) and Census 2011 data have been the two primary data sources, though other data sources have been used, and are referenced throughout. For each protected characteristic, data has been collected and analysed, with comparisons made at borough, regional and national level where relevant.

The project team consider that there would be no disproportionate impact on Gender Reassignment, Sexual Orientation or Marriage and Civil Partnerships as protected groups, therefore they have been excluded from the assessment. This is based on the evidence from consultation responses which show no clear trends or patterns

indicating an issue in these protected characteristic groups. The project team will reassess this if deemed necessary.

Age

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

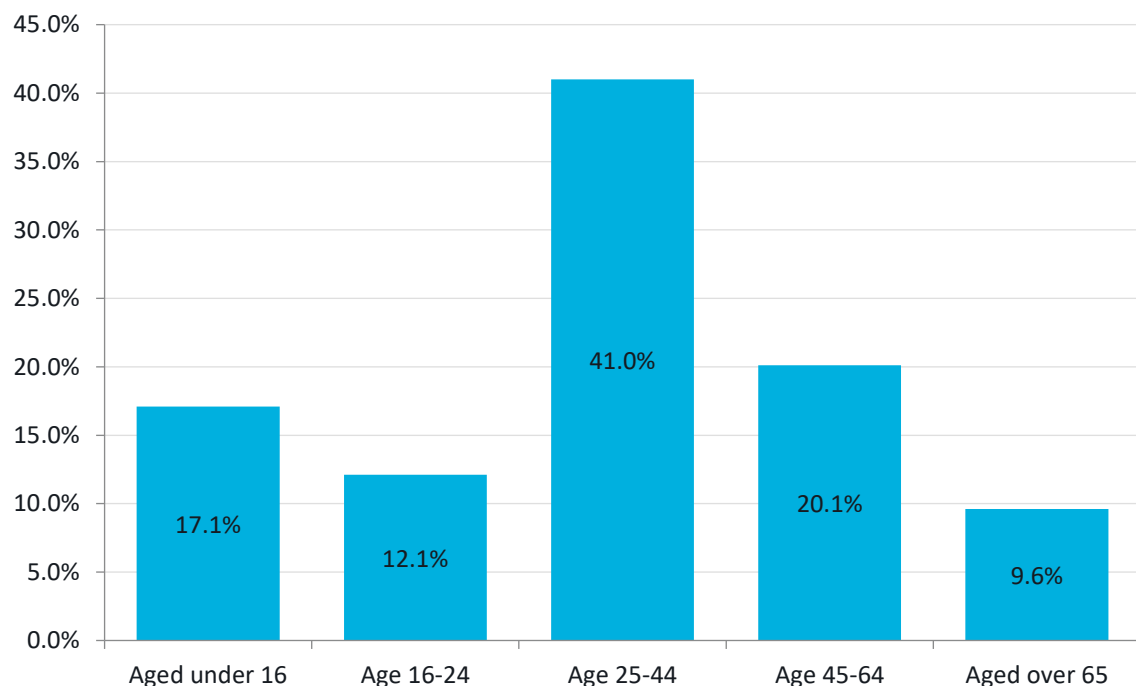
Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people of a specific age or age group (e.g. older or younger people)?

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

Evidence base

As demonstrated within Figure 1, the majority of residents within Bowes are aged 25-44, making up 41 per cent of all residents. There is an almost even split of those aged older and younger than that age bracket, with 29.2 per cent aged under 24, and 29.7 per cent aged over 45.

Figure 1: Age distribution within study area

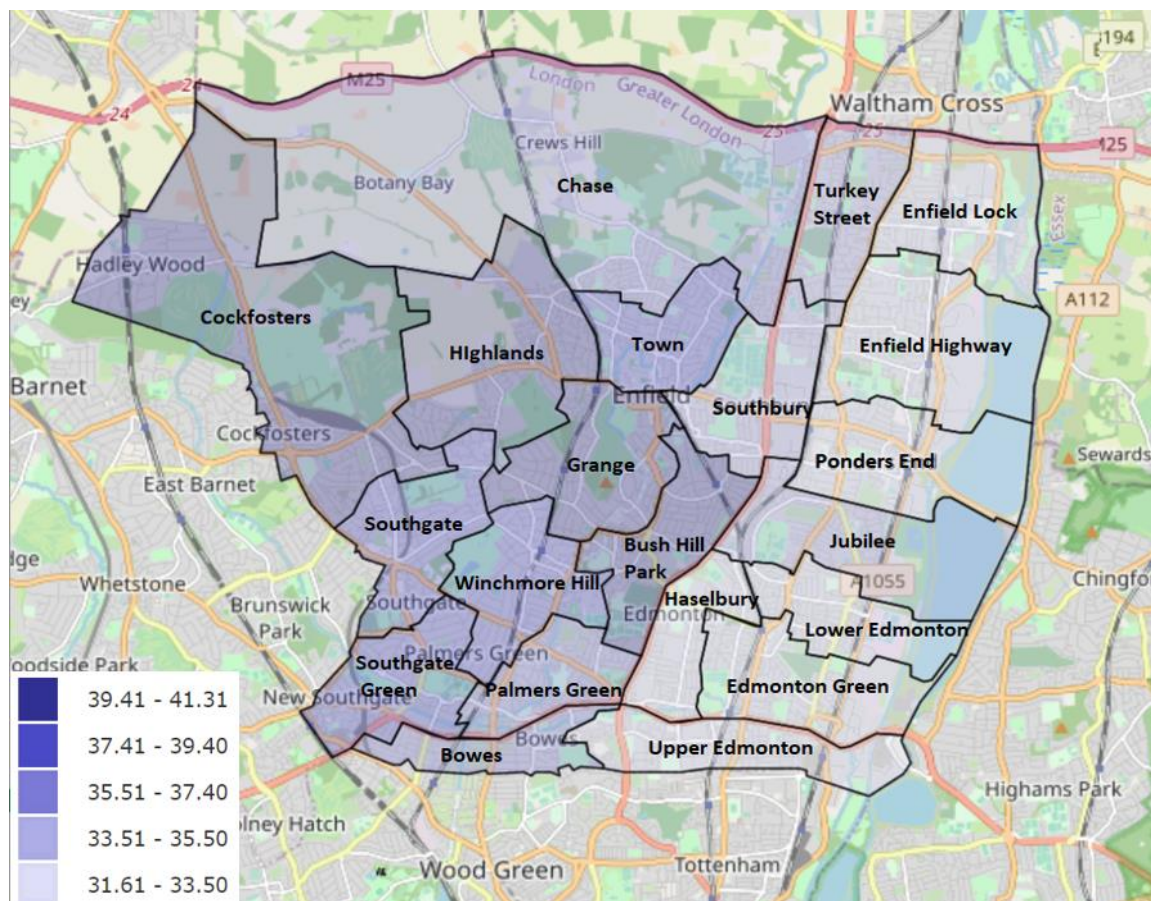


Source: UK Census 2011

Figure 2 presents the spatial distribution of the mean age across Enfield's wards. A clear trend can be observed whereby the northern and eastern wards have some of the lowest mean ages in Enfield and the southern and western wards some of the

highest. Bowes, located in the southwest of Enfield, has one of the oldest mean ages in the borough.

Figure 2: Mean age by ward in Enfield

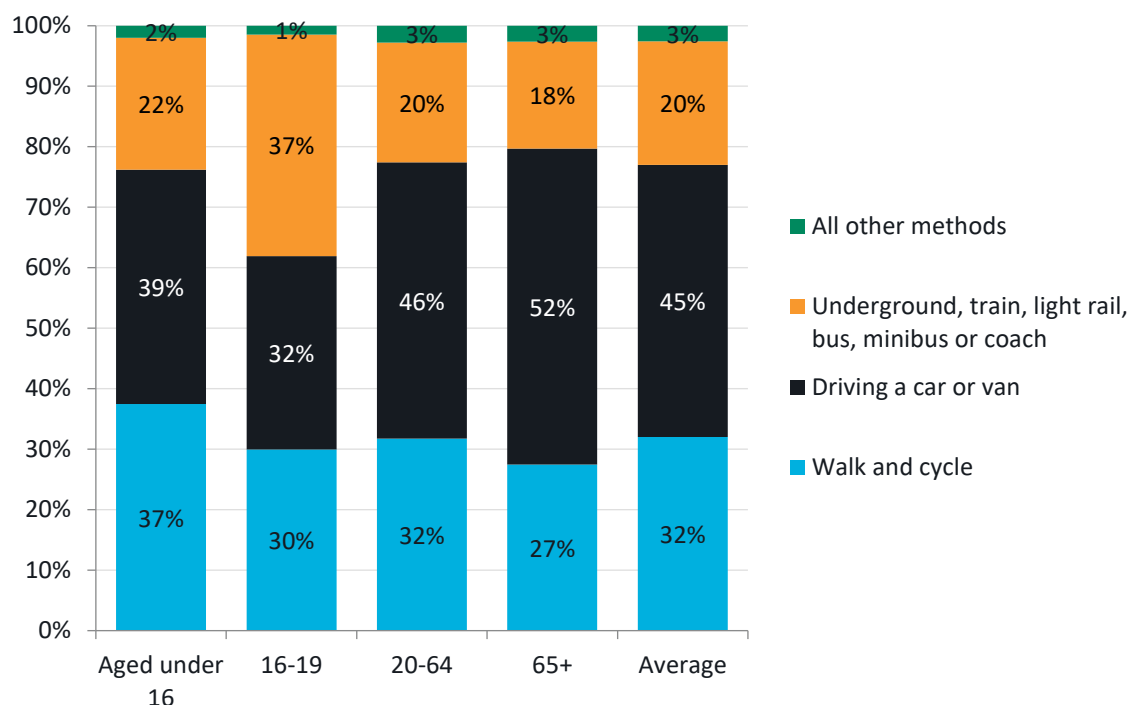


Source: UK Census 2011

Figure 3 presents LTDS data on how people travel around Enfield within each age category.

In general, younger people in Enfield walk and cycle more, and drive less than their elderly counterparts. The highest percentages of walking and cycling can be seen in those aged under 16, with 37 per cent of all trips made on foot or by bike. Those aged 65 and over have the lowest levels of walking and cycling, with 27 per cent of all trips, but the highest percentage of trips driven (or as a passenger in a car or van) at 52 per cent. Public transport use is disproportionately higher in 16 to 19-year-old group, making up 37 per cent of all journeys. This is 15 per cent higher than the nearest age group (those aged under 16). Furthermore, as per the latest data from 2016, the average age to start driving in the UK was 26, and this is expected to have reduced further over the previous five years².

² <https://www.insurancefactory.co.uk/news/August-2016/Average-age-to-start-driving-increases-to-26>

Figure 3: Mode share by Age in Enfield


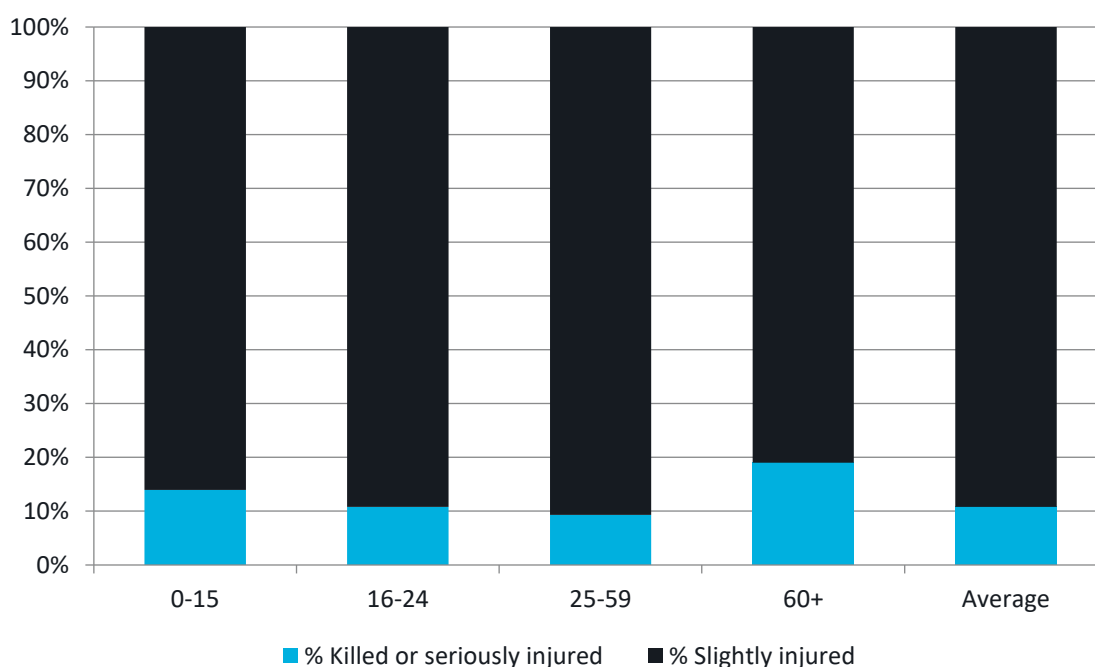
Source: LTDS (2016/17, 2017/18 and 2018/19)

The proportion of Killed or Seriously Injured (KSIs) and Slightly Injured casualties per age category is shown in Figure 4 below. KSIs are higher than average for those age 60 and over (19 per cent) and those aged Under 16 (14 per cent). As such, this indicates that these age groups are disproportionately more likely to suffer more severe consequences if they are a casualty in a collision.

Across the UK, 10-14 age group road accidents make up over 50% of all external causes of death. 15-19 years olds experience almost double the risk of death from road traffic accidents (82.5 deaths per million population) in comparison to the general population (42.2 deaths per million population). For males in this age group the risk is higher still at 127.3 deaths per million population³.

3

http://www.racfoundation.org/assets/rac_foundation/content/downloadables/road%20accident%20casualty%20comparisons%20-%20box%20-%2020110511.pdf

Figure 4: Percentage killed or seriously injured by Age in Enfield


Source: DfT Road traffic statistics (2019)

Differential impact assessment

- People of young and old age are more vulnerable to poor air quality⁴, and Bowes has one of the oldest mean ages in Enfield. The delivery of this Quieter Neighbourhood aims to enable mode shift, ultimately reducing emissions from private vehicle use and increasing active modes of travel, benefit these age groups disproportionately through improved air quality.
- Younger people in Enfield are less likely to drive than older people in the borough, are more likely to walk and cycle. Improvements to volumes of traffic in Bowes will benefit those who already cycle, and therefore may disproportionately benefit younger people. However, the improvements are also likely to benefit those who do not currently cycle by providing safer and more attractive conditions to do so. This may allow for a selection of residents which is more evenly dispersed across the age groups to partake in active travel modes – and reaping the health benefits associated with a more active lifestyle. Therefore, while the changes may initially disproportionately benefit younger people, over time there may be longer term benefits across the age groups that rectifies this initial imbalance.
- Reductions in motor vehicle traffic are expected to create safer streets with an improved experience for pedestrians – such as reduced noise and air pollution and reduced fear of being involved in a collision. These improvements to the walking environment are likely to disproportionately benefit those who are aged 16 and under who currently make 37 per cent of

journeys by walking (or to a lesser degree, cycling). Furthermore, those aged 16-19 who make 37 per cent of trips by public transport are also likely to disproportionately benefit, as every public transport journey starts or ends on foot or cycle. The scheme should also reduce northbound bus journey times due to the reduction of through traffic in the area which will benefit younger age groups who make the majority of their trips via public transport or walking/cycling.

- On the contrary, this scheme may cause increased congestion in the short to medium term on arterial roads as traffic is reassigned from minor roads within Bowes. As such, these impacts may disproportionately impact younger age groups.
- Older people are more likely to suffer from slight mobility impairments due to aging, which do not fall under the disability PCG. This can include slower movement and reaction time, and some may use mobility aids for walking. A reduction in motor vehicle traffic is likely to be particularly beneficial for those who require extra time to cross the street due to physical or visual impairments.
- The Quieter Neighbourhood measures will significantly reduce the volumes of traffic through the area, reducing the threat caused by motor traffic, particularly from larger vehicles such as vans or HGVs who can no longer pass through the area. While these improvements are likely to benefit all ages groups, as those aged under 16 and over 60 are disproportionately killed or seriously injured by motor traffic, they are likely to benefit the most from the changes.
- While these measures are likely to create safer, healthier streets for residents of Enfield, they may lead to longer journey times for people who rely on private cars, taxis or Dial-a-Ride. The scheme may also lead to short- or medium-term delays to motor traffic on arterial roads as traffic is reassigned from minor roads in Bowes. Private cars, taxis or Dial-a-Ride are particularly popular for people aged 65 and over. Travelling can also be uncomfortable for some people, particularly for the elderly, therefore extended journey times could exacerbate this issue.
- It is noted that some people may be more likely to use a private car as travel patterns and preferences change due to the pandemic. This may lead to increased journey times for those who rely on private cars, taxis or Dial-a-Ride.
- The Consultation Analysis report highlighted an under-representation of younger people responding to the consultation, and an over-representation of older people. In the 2011 Census, those aged 16-29 and 30-39 made up 25 per cent and 21 per cent of all age groups, however in the survey, only 4

⁴ https://www.london.gov.uk/sites/default/files/air_quality_for_public_health_professionals_-_city_of_london.pdf

per cent of respondents said they were aged 16-29, and 16 per cent aged 30-39. In older people, the opposite trend can be seen. In the Census 2011, 14 per cent of people stated they were aged between 40-49, 10 per cent between 50-59, and 6 per cent between 60-69, however the survey received 29 per cent, 22 per cent and 20 per cent of responses from those age groups, respectively.

- The Consultation Analysis report also highlighted some of the opposition to the scheme related to the impacts of the scheme on mobility and alternatives to private car use. 44 responses (out of 447 open question responses to the corresponding question) referred to public transport or active travel not being a suitable alternative due to disability or age (of these, 13 were disabled, and 16 were aged over 60).

Mitigating actions to be taken

- Any future engagement should target those aged under 40 (and especially under 30) who have been highly under-represented, to gain better insights into whether there are any specific disproportionate impacts (either positive or negative) on younger people. This could be achieved through measures such as targeted advertising on social media, or at locations frequented by the younger generation such as leisure centres or gyms.
- Continue to monitor bus journey times using TfL bus journey time data, and consider mitigation measures if there is an impact.
- Investigate the impact on local private hire vehicle and taxi with respect to journey times, cost and accessibility.

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.

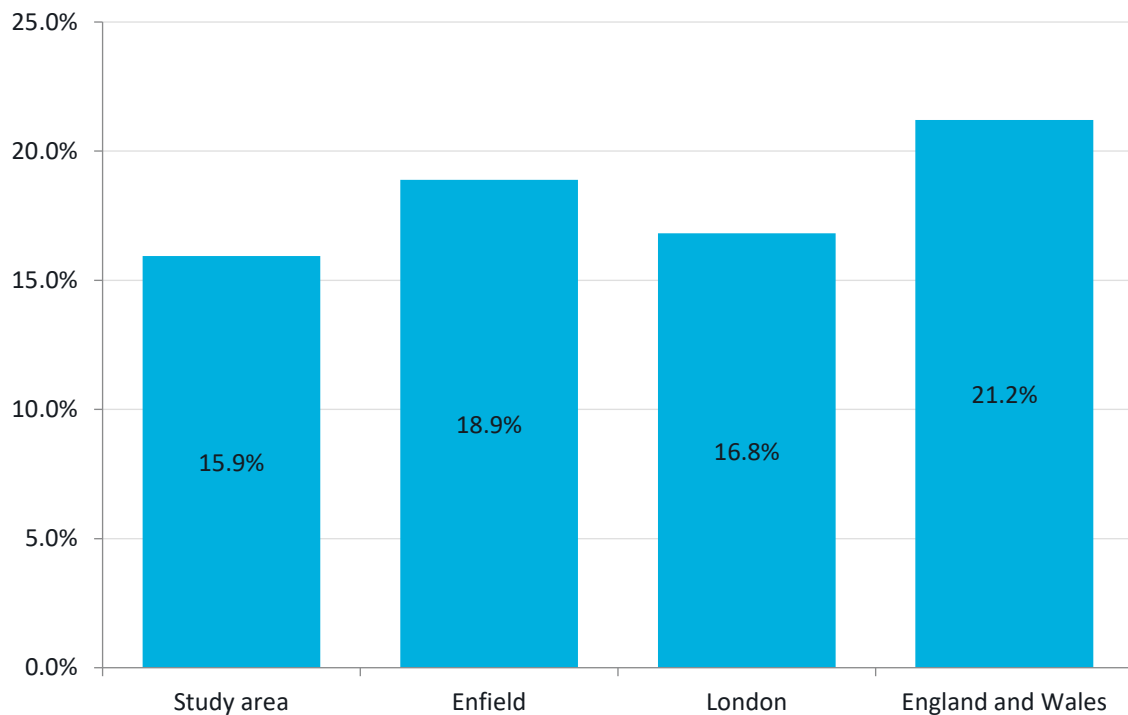
Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people with disabilities?

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

Evidence base

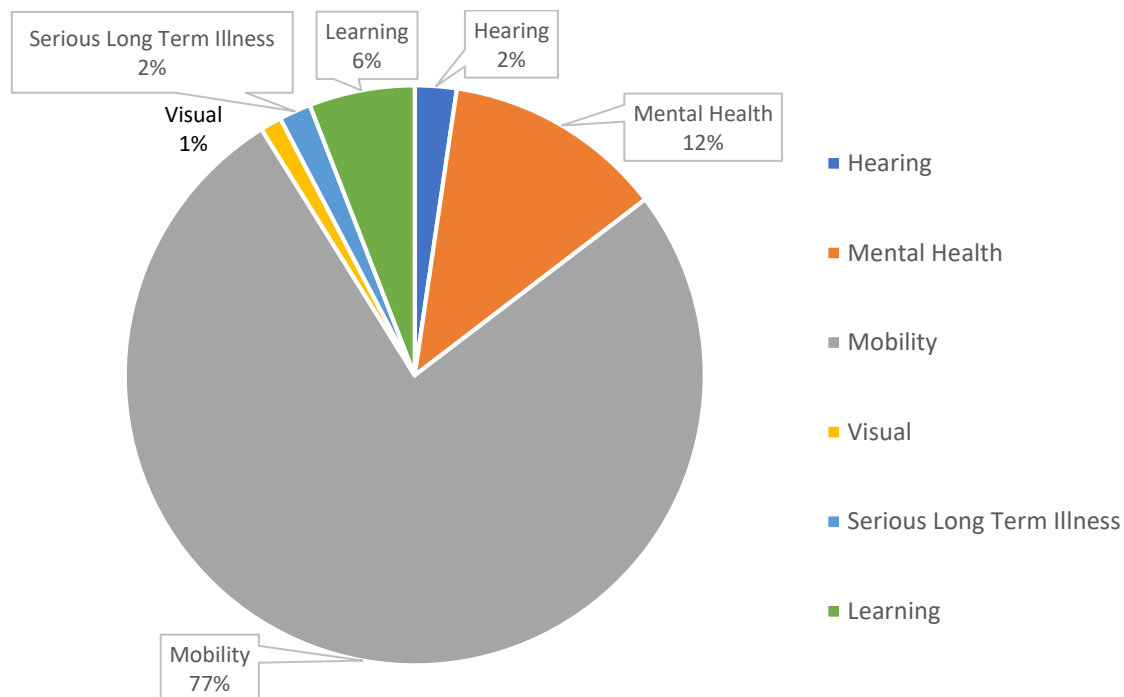
In Enfield, Census 2011 data shows that 81.1 per cent of residents feel that they have no limitations on their activities. This is slightly higher than both England and Wales (79.8 per cent) but lower than in Greater London (83.2 per cent). 18.9 per cent of the population of Enfield stated that they were limited by a long-term health problem or disability. In Bowes ('Study area') this percentage is lower, at 15.9 per cent of the population.

Figure 5 presents this data.

Figure 5: Percentage limited by a long-term health problem or disability in Enfield

Source: UK Census 2011

Disability types stated by those who live in Enfield and have a disability affecting daily travel (including old age) is shown in Figure 6 below. Mobility impairment represents the highest proportion (77 per cent) followed by impairment due to mental health (12 per cent). It should be noted that this data is based on a small sample, therefore results should be taken as a general indication only. It is important to note that various physical and mental disabilities can lead to travel limitations.

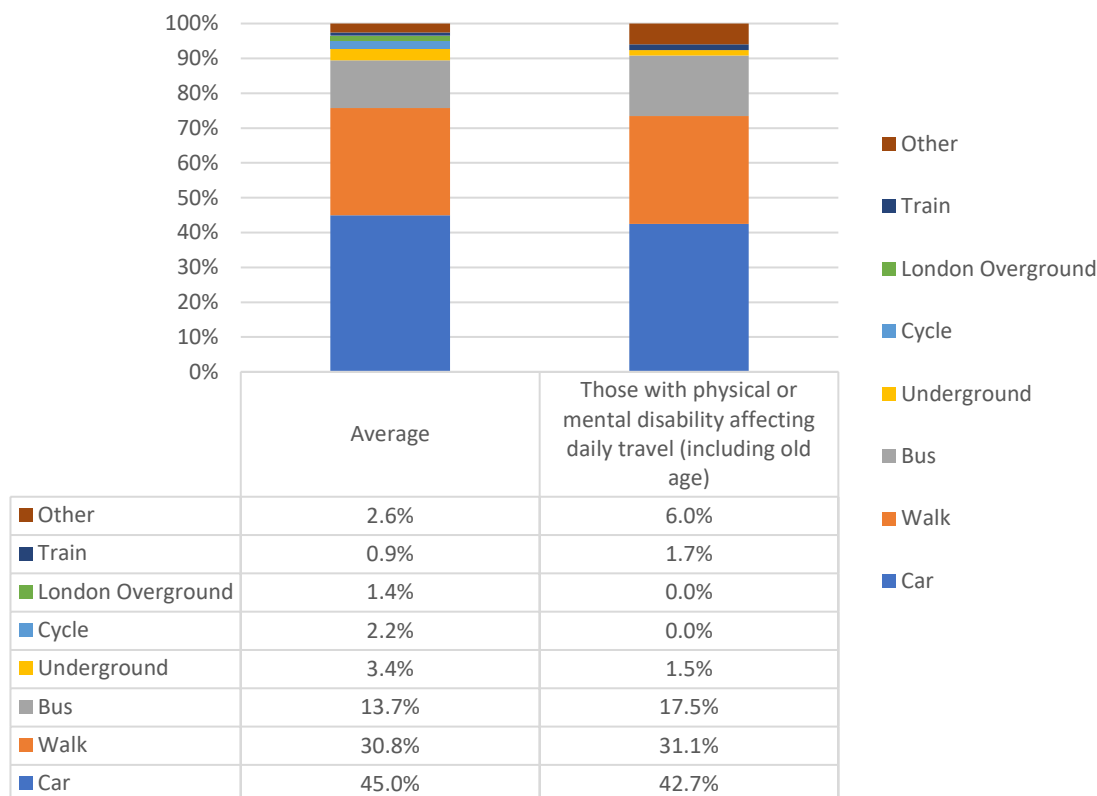
Figure 6: Disability types stated by those with a disability affecting travel


Source: LTDS (2016/17, 2017/18 and 2018/19)

Focusing solely on cyclists who have a disability, the Wheels for Wellbeing annual survey⁵ shows that 72 per cent of disabled cyclists use their bike as a mobility aid, and 75 per cent found cycling easier than walking. Survey results also show that 24 per cent of disabled cyclists' bike for work or to commute to work and many found that cycling improves their mental and physical health. Inaccessible cycle infrastructure was found to be the biggest barrier to cycling.

Mode split for people with a physical or mental disability is shown in Figure 7. When compared to the LTDS mode split of trips made by all people, car use for those with disabilities is lower (42.6 per cent compared to 45 per cent), bus use is greater (17.5 per cent compared to 13.7 per cent) and walking is marginally higher (31.1 per cent compared to 30.8 per cent).

Figure 7: Mode split by those with a physical or mental disability affecting daily travel



Source: LTDS (2016/17, 2017/18 and 2018/19)

Let's Talk is the software platform engagement is conducted on. It meets and exceeds WCAG 2.1, the current global web accessibility standard⁶.

Text, graphics and figures should be able to be read by screen readers, and all content should be made available in alternative formats for those with visual impairments. Braille can be made available on request (though it is acknowledged that only a small proportion of visually impaired people use braille) or the opportunity offered to speak to someone over the phone or in person about the scheme.

Differential impact assessment

- Improved cycling conditions will benefit disabled cyclists and could potentially encourage people with disabilities to try cycling, if their disability allows. Some disabled people rely upon cycling as their primary means of mobility.
- The project aims to decrease motor vehicle traffic creating a safer environment, particularly for disabled people who are more likely to be

⁵ Wheels for Wellbeing Annual Survey 2018: <https://wheelsforwellbeing.org.uk/wp-content/uploads/2019/04/Survey-report-final.pdf>

⁶ <https://www.w3.org/TR/WCAG/>

pedestrians. Quieter roads will also benefit those whose physical impairments necessitate more time to cross the road, or whose mobility aids may require use of the road, such as mobility scooters.

- Quieter Neighbourhoods may negatively impact on journey times for those with mobility impairments who may find it more difficult to walk or cycle, and therefore prefer the use of door-to-door transport services such as private cars, taxis or Dial-a-Ride.
- Visually impaired people will be pedestrians in the affected area, users of public transport or passengers in other vehicles. Visually impaired people will have varying degrees of ability to see the changes in the environment around them. This will include changes to traffic flows or directions of traffic. Although likely to benefit from decreased traffic flows, the initial change could be confusing.
- Within the Bowes area is Bowes Primary School which hosts Special Educational Needs children and has an Additionally Resourced Provision for pupils with autism. Some children may experience discomfort with the changes to the local environment especially where this may cause a change in route.
- Any changes or removal of the scheme may disproportionately impact residents with certain impairments or disabilities as adapting to changes in their environment can present challenges.
- Reduction to through-traffic is likely to reduce conflict between different road users on the whole. This will create a safer environment, particularly those with physical disabilities. Quieter streets also mean that those traveling with wheelchairs or mobility scooters are able to use the roadway if they choose to circumvent blockages across the pavement (e.g. if the pavement is too narrow to navigate due to bins).
- Findings from the March 2021 disabled people/Blue Badge holder consultation showed that disabled people had concerns about reaching locations such as Bounds Green Group Practice, Bounds Green Underground station, North Middlesex Hospital, Brownlow Road pharmacy and dentists within the area. It was noted that they perceived increases in journey times, increases in traffic, and some responses referred to respondents being unable or finding it much harder to visit friends or family, or to welcome visitors to their own home.
- The March 2021 disabled people/Blue Badge holder consultation showed that carers also had concerns about reaching similar destinations, including North Middlesex Hospital, the GP on Gordon Road (Bounds Green Group Practice) as well as a pharmacy or pharmacies in the area. There was a noted perceived increase in journey times, as well as responses referring to

respondents finding it harder to access healthcare or for carers to gain access to patients.

- Findings from the March 2021 disabled people/Blue Badge holder consultation showed that the responses recorded in the September 2020 to May 2021 Consultation Analysis were broadly representative of the types of disabilities that people have within Bowes. While those who identified as having a learning disability/difficulty appears to be under-represented in the March 2021 survey, it is possible that a percentage of these people chose the option of 'Other'. It is understood that this may be caused in part by the electronic survey only allowing respondents to select a single disability, rather than multiple, therefore they chose 'Other' and listed numerous disabilities.

Mitigating actions to be taken

- Investigate the impact on local private hire vehicle and taxis with respect to journey times, cost and accessibility.
- Maintain contact with Bowes Primary School to discuss any changes and to review impacts.
- Identify travel patterns to local hospitals to monitor whether the scheme is having a disproportionate impact on those who make regular essential trips by car. This could be reviewed via focus groups with disabled residents.
- If any changes to the scheme or its removal is recommended, consideration should be given to residents who may have challenges adapting to changes in their surroundings.

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.

It is considered that this scheme is unlikely to have a disproportionate impact on grounds of Gender Reassignment.

Mitigating actions to be taken

N/A

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

It is considered that this scheme is unlikely to have a disproportionate impact on grounds of Marriage and Civil partnership.

Mitigating actions to be taken

N/A

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

Evidence base

The birth rate in Enfield was 15.1 births per 1000 people in 2016, approximately 28 per cent above the national average that year of 11.8, though on par with the Outer London average of 15.0 per 1000 people. Therefore, there are statistically more likely to be pregnant and maternal people who reside in Enfield than the national average, however this is near equal to Outer London.

Differential impact assessment

- Reduction to through-traffic is likely to reduce conflict between different road users on the whole. This will create a safer environment, particularly for pregnant people and parents with infants and/or young children. This will also provide benefits to pedestrians travelling with prams who require additional time to navigate curbs when crossing the street. Quieter streets also mean that those traveling with prams are able to use the roadway if they choose to circumvent blockages across the pavement (e.g. if the pavement is too narrow to navigate due to bins).
- The implementation of the Quieter Neighbourhood+ scheme, may negatively impact on car journey times for a portion of those who are pregnant and with parents with infants and/or young children who may find it more difficult to walk or cycle, and therefore prefer the use of door-to-door transport services such as private cars, taxis or Dial-a-Ride.
- Improvements in air quality are likely to disproportionately benefit infants and children who are more vulnerable to breathing in polluted air than adults due to their airways being in development, and their breathing being more rapid than adults.
- Expectant mothers and mothers who have recently given birth may have increased numbers of medical appointments. Where this travel is made by car it may take slightly longer, but where the journey is walked or cycled through the experimental area, it is likely to be less polluted and have reduced volumes of traffic. Furthermore, exposure to poor air quality while at home should reduce over time as a result of mode shift away from private car trips.
- The Consultation Analysis showed that across all genders, the proportions of responses from people pregnant or with young children stating they had experienced a 'somewhat negative' or 'very negative' impact were very similar to those who were not pregnant or with young children.

Mitigating actions to be taken

- Monitor responses from this demographic throughout the monitoring and evaluation phase.

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?

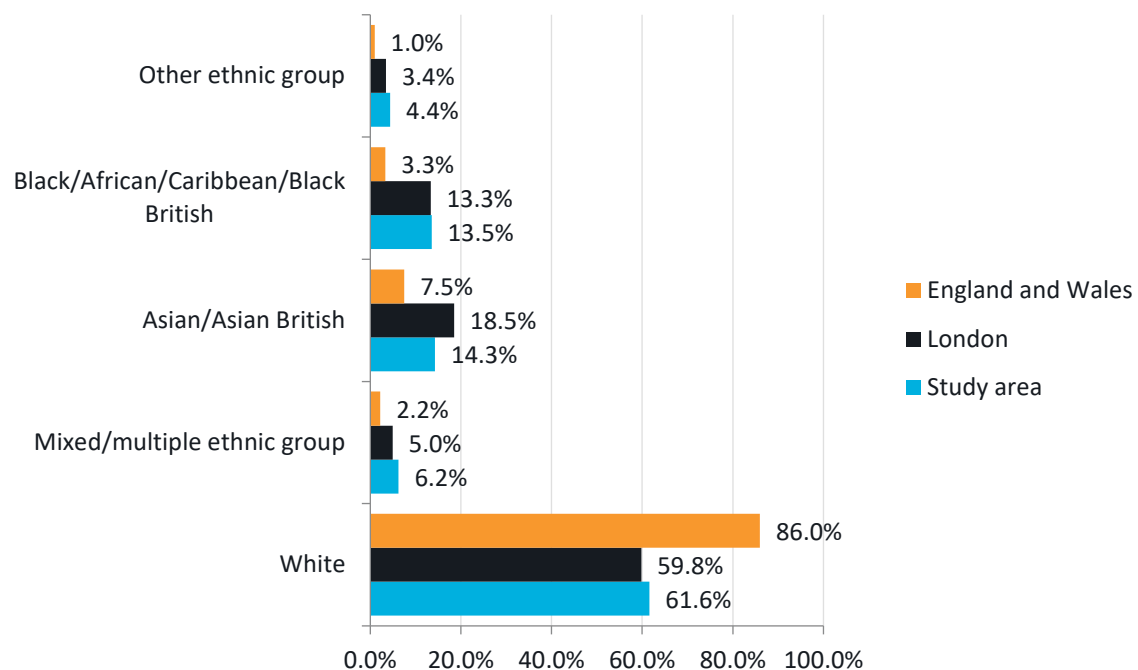
Please provide evidence to explain why this group may be particularly affected

Evidence base

Figure 8 presents the population of Bowes ('Study area') by ethnicity. Based on Census 2011 data, 61.6 per cent of Bowes residential population is 'White', making it the most common ethnicity in the area. This is very similar to the average across London, with Bowes being 1.8 per cent higher than the average across London of 59.8 per cent.

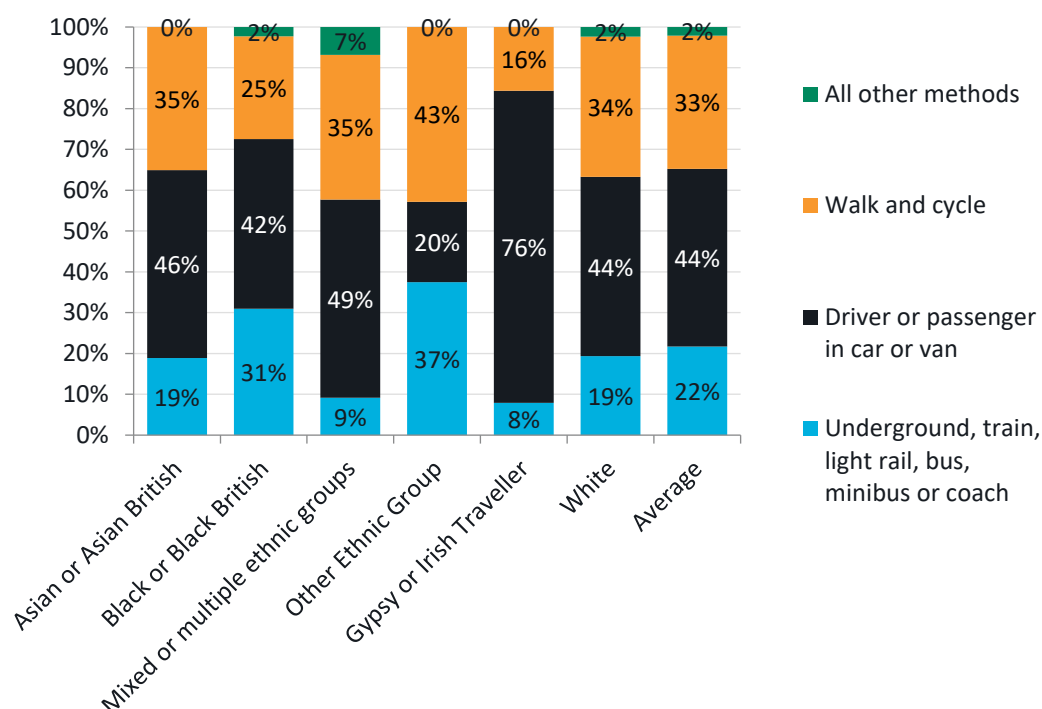
The second most populous ethnicity is 'Asian/Asian British', of which 14.3 per cent of the population identify. This is only 0.8 per cent higher than the next most populous ethnicity 'Black/African/Caribbean/Black British' at 13.5 per cent of the population.

Within the Bowes ward 23.3 per cent of households do not have English as a first language – with Polish, Turkish, Greek, and Gujarati comprising the most common languages otherwise spoken.

Figure 8: Population of Study area by ethnicity (versus London; England and Wales)


Source: UK Census 2011

Based on average travel modes from the LTDS data presented in Figure 9, in Enfield all ethnic groups except for 'Other Ethnic Group' are more than likely to drive or be driven in a car or van than use any other mode. 'Other Ethnic Group', 'Asian or Asian British' and 'Mixed or multiple ethnic groups' are most likely to walk and cycle, with a mode share of between 35 and 43 per cent. It is important to note that the sample size of LTDS data is small, therefore these percentages may not accurately reflect the travel behaviours of each ethnic group.

Figure 9: Mode share by ethnicity in Enfield

Source: LTDS (2018/19)

Differential impact assessment

- The proposed measures are likely to improve conditions for pedestrians and cyclists, by reducing conflicts with motorised vehicles. This will disproportionately benefit ethnic groups who are disproportionately likely to walk ('Asian or Asian British', 'Mixed or multiple ethnic groups' and 'Other Ethnic Groups'), as well as 'Black and Black British' and 'Other Ethnic Groups' who are disproportionately likely to use public transport (as every public transport journey starts or ends on foot or cycle). On the contrary, this scheme may cause increased congestion in the short to medium term on arterial roads as traffic is reassigned from minor roads within Bowes. As such, these impacts may disproportionately impact 'Black and Black British' and 'Other Ethnic Groups' who are disproportionately likely to use public transport.
- With the exception of 'Other Ethnic Groups', car usage in Enfield is high, particularly for 'Gypsy or Irish Travellers'. For this reason, the scheme may disproportionately affect this ethnic group – such as causing slightly longer journey times for trips made by car. This could have some financial impacts such as increased cost of travel and increased commuting times. However, the delivery of this scheme has the potential to offer genuine alternatives to car journeys and reduce the reliance on cars within this ethnic group.

- It is important to note that reducing car dominance and car usage is a key aspect of Enfield's broader transport strategy, and as such it is acknowledged that this disproportionate impact is necessary to facilitate a shift across Enfield to more sustainable, healthy and equitable modes.
- The Consultation Analysis highlighted that the proportions of responses from Mixed, Asian and Black respondents was lower than might be expected from the 2011 Census, with Black respondents particularly under-represented (only 1 per cent responding to the consultation identified as Black vs 14 per cent identifying as Black the Census 2011).
- The Consultation Analysis also show that a higher proportion of responses from people from Asian backgrounds said that the scheme had 'very negatively' or 'somewhat negatively' impacted them (70%) than average (51%). The White ethnic group showed the highest level of positive impacts, with 28% of responses stating that the schemes had impacted them 'very positively' or 'somewhat positively'.

Mitigating actions to be taken

- There is often poor awareness of local walking and cycling schemes amongst those who rarely walk, cycle or travel outside their immediate area, particularly in those who do not speak English at all, or it is not their first language. As such, all future consultation and engagement communications should continue to ensure that these groups are reached, for example by offering materials in appropriate languages and or engaging through relevant community organisations.
- It is recommended that Enfield officers work internally with the Gypsy Roma Traveller (GRT) lead to discuss the unique characteristics of this ethnic group. Consideration should be given as to how schemes could assist with reducing car usage and encouraging modal shift.
- Continue to monitor bus journey times using TfL data, and consider mitigation measures if there is an impact.

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.

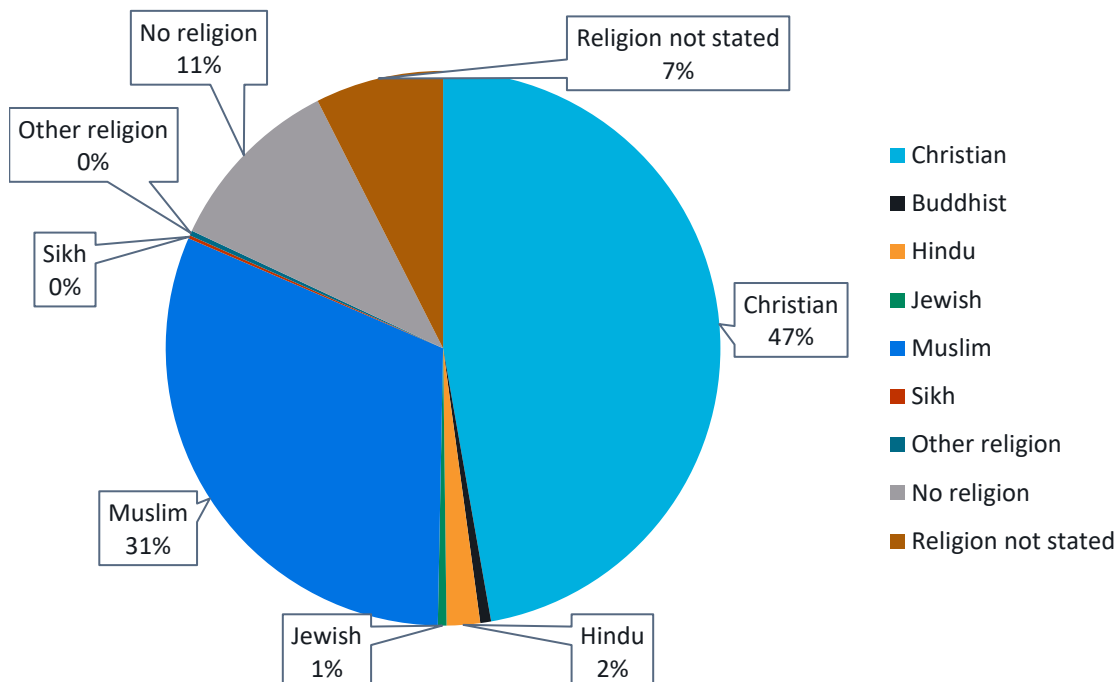
Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who follow a religion or belief, including lack of belief?

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

Evidence base

Figure 10 presents Census 2011 data on religion and belief in Enfield. Enfield is a predominantly Christian borough, with 54 per cent of the population identifying as Christian. 23 per cent of people do not follow a religion or did not state a religion. 17 per cent of residents identify as Muslim, making it the second most common religion or belief. Enfield is also home to smaller proportions of residents compared to the other faiths including Buddhist (0.6 per cent), Hindu (3.5 per cent), Jewish (1.4 per cent) and Sikh (0.3 per cent)

Figure 10: Breakdown of religion/belief within Enfield



On certain dates and at certain times of the day, religious services and observances can have an impact on travel patterns. Places of worship and faith-based schools are major destinations for large populations from different groups. There are several places of worship in the Bowes area which have been identified and outlined below. Access to these places of worship will be fully maintained, but the route by motor vehicle may change due to the restrictions in place. It is acknowledged that the

route taken by worshippers accessing places of worship outside the Bowes area may also change.

Palmers Green & Southgate Synagogue

Anyone now arriving to the Synagogue by car from the York Road is prevented from driving to the site up Brownlow Road. However, there is currently limited parking provision at the Synagogue (3 vehicles approx.) and two bus stops are located outside the Synagogue. There is no additional nearby parking apparent and the residential premises nearby have significant crossovers. The scheme should also reduce northbound bus journey times due to the reduction in through traffic.

St Michael at Bowes

Located at junction at Palmerston Road and Whittington Road. Reasonable off-road parking available. Attendees by car now have to leave using the same route as when arriving to the church, as they would be unable to exit from Palmerston Road onto the Westbound North Circular. This may increase some journey times for those travelling by car.

Trinity-at-Bowes Methodist Church

Located on Palmerston Road and adjacent to North Circular. TfL made recent changes as part of which they have prohibited turning left into Palmerston Road when travelling Westbound on A406. There is a reasonable parking provision at the church, and so whilst leaving the church would present a slightly longer journey time, the arrival would be swifter owing to less traffic attempting to join the North Circular from Palmerston Road.

Riverside Community Church

Only on-street parking apparent. Positioned near the end of Russell Road. Attendees by car now have to leave using the same route as when arriving to the church, as they would be unable to exit from Palmerston Road onto the Westbound North Circular.

Elim Pentecostal Church

Only on-street parking apparent. Positioned near the end of Russell Road. Attendees by car now have to leave using the same route as when arriving to the church, as they would be unable to exit from Palmerston Road onto the Westbound North Circular.

Nanak Darbar North London

Only on-street parking apparent. Positioned in High Road New Southgate. From the centre of the Quieter Neighbourhood is around a one-mile journey.

St Marys Church

Limited on street parking. Trinity Road has a historic modal filter in place which prevents through-traffic.

Differential impact assessment

- Improving conditions for walking and cycling is likely to positively benefit those who follow a religion and regularly attend places of worship. Destinations such as this are generally local and have large walking and cycling catchments. Although it is acknowledged that this scheme is likely to increase journey times for some worshippers who drive to their place of worship, they can still access their destination as they could before the scheme.
- Religious commitments can sometimes leave little time for sporting activities, for example, as young Asian Muslims attend mosque after school, they do not have much leisure time as those from non-religious backgrounds⁷. Therefore, creating environments that enable and encourage people to cycle more often can lead to exercise being built into their day, rather than having to go out of their way to achieve it.
- The Consultation Analysis highlighted that there was potential under-representation of those with a religious belief in the consultation period. The proportion of people who identified as having no religion (and the proportion of those not answering the question) is a much higher percentage than what was captured within the 2011 Census. The proportion of responses from Christians, Hindus and Muslims are all lower than would be expected from the 2011 Census data. This may be affected by ward-specific changes since the Census was collected in 2010.

Mitigating actions to be taken

- Any future engagement should target places of worship to review the specific needs of their religious community.
- Any future engagement should target places of worship that were under-represented within the initial consultation period.

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?

⁷ <http://content.tfl.gov.uk/barriers-to-cycling-for-ethnic-minorities-and-deprived-groups-summary.pdf>

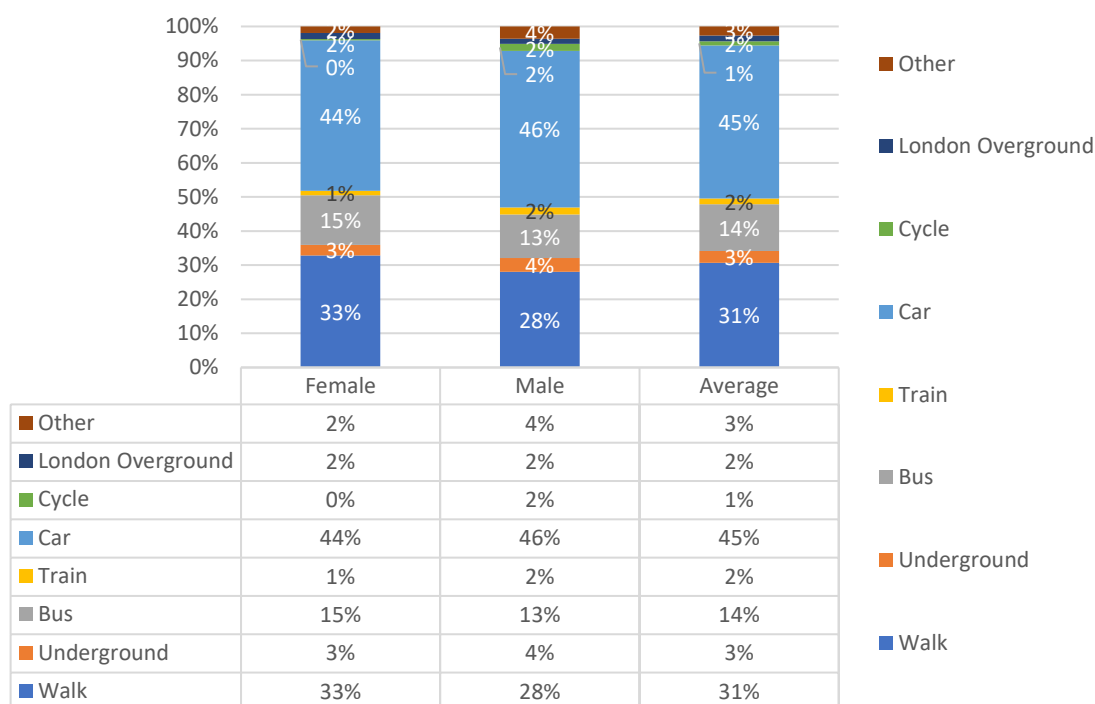
Please provide evidence to explain why this group may be particularly affected.

Evidence base

According to the Census 2011, in Enfield 48.9 per cent of residents identify as male and 51.1 per cent as female. This is very similar to the percentage split for London as a whole (49 per cent male, 51 per cent male).

Figure 11 presents the mode share by sex in Enfield. Walking is the most commonly used type of transport by females, making up 33 per cent of all trips. This is 5 per cent higher than males. On average, females drive slightly less than males, making up 44 per cent of trips vs 46 per cent with males. Females are also use the bus more than males (15 per cent vs 13 per cent).

Figure 11: Mode share by sex in Enfield



Source: LTDS (2016/17, 2017/18 and 2018/19)

Across Greater London, research undertaken by TfL shows walking is the most commonly used type of transport by females (95 per cent walk at least once a week). Females are also more likely to use buses than males (62 per cent compared with 56 per cent) but are less likely to use other types of transport including the Tube (38 per cent women compared with 43 per cent males).

Female Londoners take more trips on a weekday than male Londoners, 2.5 compared to 2.3⁸. This pattern however is reversed amongst older adults, with older female Londoners taking fewer weekday trips than older male Londoners, 2.0 compared to 2.2. It is important to recognise that females are more likely than males to be travelling with buggies and/or shopping, and this can affect transport choices.

Females aged 17 or over who are living in London are less likely than males to have a full driving licence (58 per cent compared with 72 per cent) or have access to a car (63 per cent of all females compared with 66 per cent of all males). These factors are likely to be related to the frequency of car use as a driver.

79 per cent of females in London report being able to ride a bike, compared with 91 per cent of males⁹.

Differential impact assessment

- Females are less likely to drive in Enfield and are more likely to walk than males. They are also less likely to cycle. Improvements made to the safety and convenience of cycling to reduce the barriers to cycling disproportionately faced by females and increase the percentage of females choosing to cycle.
- Females are more likely to use the bus than males. As many public transport journeys start or end on foot or cycle, improvements in safety and convenience to these networks will improve their access to public transport services. On the contrary, this scheme may cause increased congestion in the short to medium term on arterial roads as traffic is reassigned from minor roads within Bowes. As such, these impacts may disproportionately impact females who use buses more often than males.
- Increasing residents' access to favourable cycling conditions is likely to disproportionately benefit females, particularly due to higher number of trips they make on a daily basis compared to males, as well as their role in taking children to and from educational and recreational facilities. The intervention would reduce a significant barrier to cycling.
- Following the recent murder of Sarah Everard, a national movement highlighted the concerns of women and how safe they feel at particular times of the day, notably at night. Reduced volumes of motor vehicle traffic create a significantly quieter environment which can heighten the apprehension of threat. This perception particularly impacts women making trips by foot or bicycle, as part of a public transport journey or a trip on its own. There is some concern that this perceived risk impacts women's willingness to make

⁸ <https://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>

⁹ <http://content.tfl.gov.uk/attitudes-to-cycling-2014-report.pdf>

trips by active travel modes after dark. In contrast, an academic report¹⁰ however suggested a positive improvement in the measured crime rate after introducing low traffic neighbourhoods. The report examined the impact on street crime of introducing low traffic neighbourhoods in Waltham Forest which was associated with a 10% decrease in total street crime, with significant decreases in violence and sexual offences specifically, and this effect increased with a longer duration since implementation.

Mitigating actions to be taken

- Continue to monitor bus journey times using TfL data, and consider mitigation measures if there is an impact.
- Continue to engage with the Metropolitan Police and monitor crime and anti-social behaviour within the QN area since implementation.

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.

It is considered that this scheme is unlikely to have a disproportionate impact on grounds of Sexual Orientation.

Mitigating actions to be taken

N/A

¹⁰ <https://findingspress.org/article/19414-the-impact-of-introducing-a-low-traffic-neighbourhood-on-street-crime-in-waltham-forest-london/>

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.

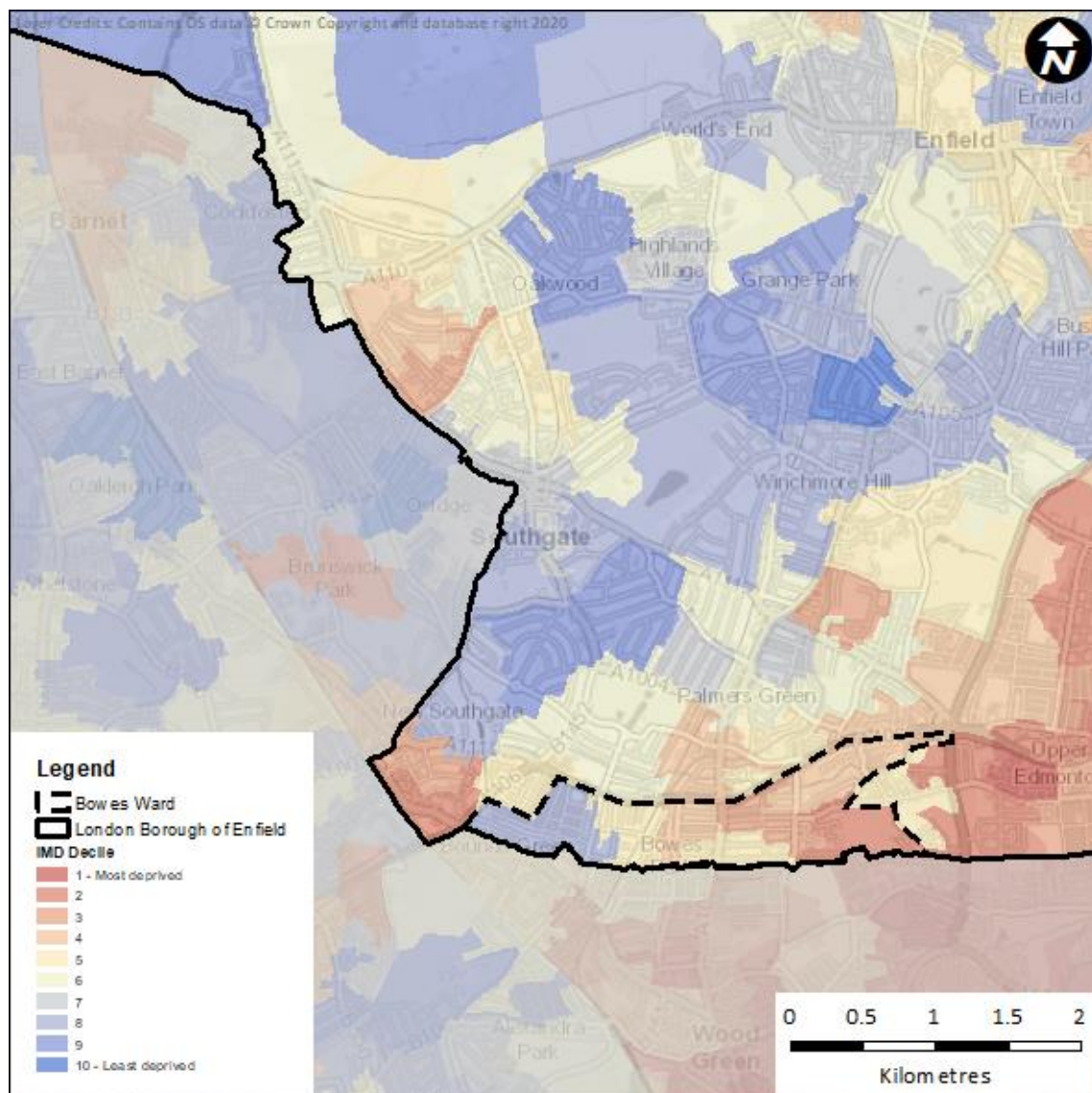
Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who are socio-economically disadvantaged?

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

Evidence base

As outlined within the Enfield Transport Plan (2019), Enfield is one of the most deprived Outer London boroughs. Enfield is now the 12th most deprived London borough, whereas it was 14th in 2010. The Borough's overall ranking in the 2015 Indices of Multiple Deprivation remained unchanged from 2010 at 64th most deprived out of 326 English local authorities

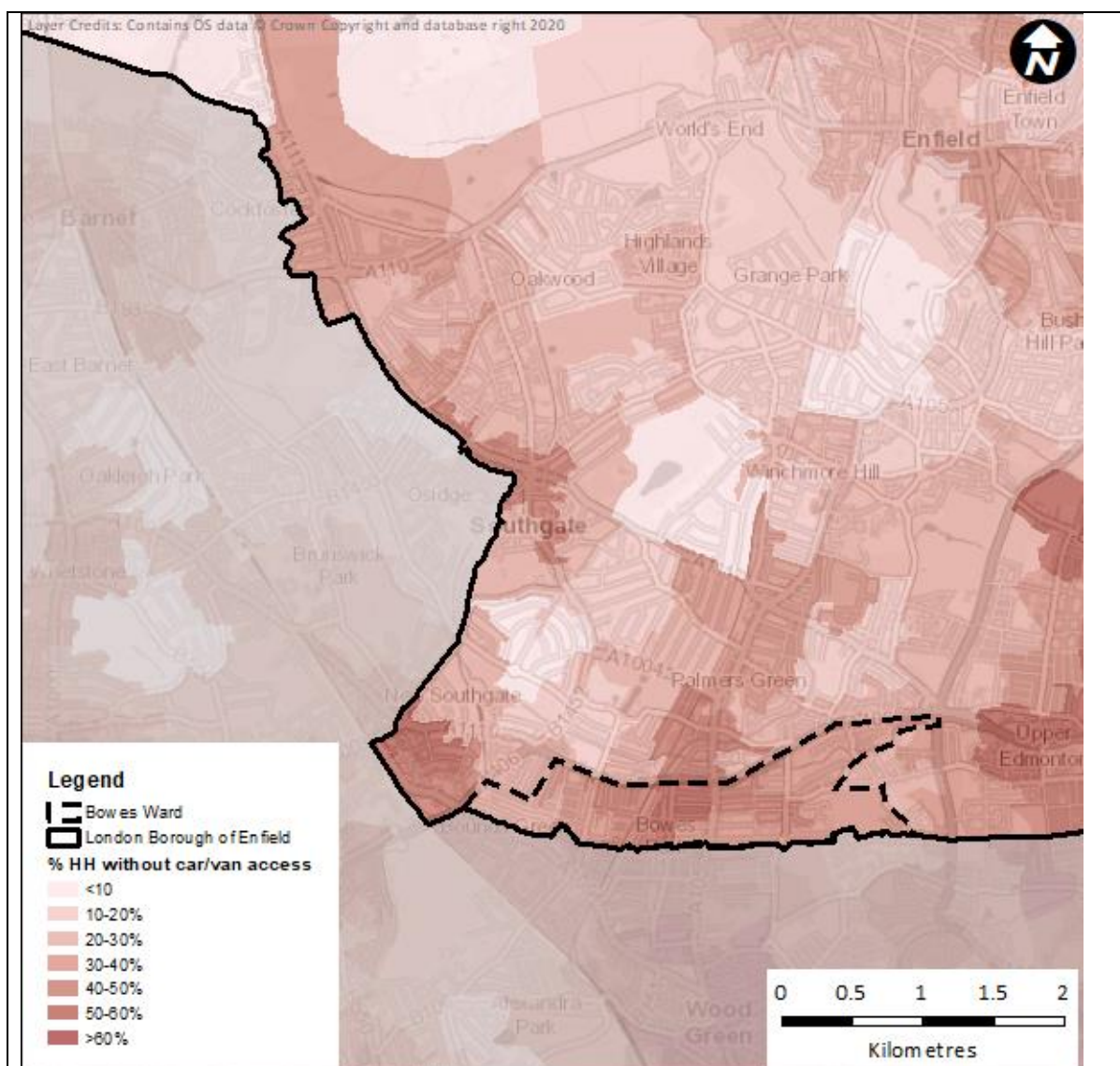
Figure 12 presents a visual representative of deprivation across Enfield. Bowes sits within the southwest of Enfield. In broad terms the eastern areas of Enfield have more levels of deprivation, whereas the west and northwest areas have the least. However, Figure 12 shows that the area of interest has a diverse spread of deprivation levels – with the western portion of the area being one of the least deprived within the borough, and the rest of the scheme sitting between 5 and 3 on the IMD Decile, making it some of the most deprived.

Figure 12: Deprivation in Enfield

Data source: Department for Communities and Local Government 2019

Figure 13 presents the percentage of households without access to a car or van. Across the borough, areas with lower access to a car or van broadly correlate with indices of deprivation. This is reflected within the scheme area, as there are lower levels of access to car/van in the eastern portion – which is also the area with the highest levels of deprivation. The rest of the scheme areal has average levels of access to a car or van at around 30-50 per cent without access.

Figure 13: Percentage of Enfield Households Without Access to a Car or Van



Data source: UK Census 2011

TfL research shows that low income Londoners also tend to travel less frequently than Londoners overall – 2.2 trips per weekday on average compared to 2.4 among all Londoners. Among this group, a greater proportion of journeys are completed for the purposes of shopping and personal business: 31 per cent for Londoners with household income of less than £20,000 compared with 22 per cent all Londoners (in line with 31 per cent and 22 per cent observed in 2013/14)¹¹.

Londoners in lower income households are the most likely equality group to use the bus at least weekly; seven in 10 Londoners in households with an annual income of less than £20,000 do so (69 per cent).

Differential impact assessment

¹¹ <https://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>

- While Bowes is not one of the most deprived areas in Enfield, nor does it have the highest levels of households without access to a car/van, there is still a significant percentage of residents in this category. Cycling and walking present a low-cost form of transport and can connect people safely and quickly to local centres, as well as to stations as part of multi-modal longer distance journeys (e.g. into inner London). As such, the Quiet Neighbourhood improvements to Bowes will benefit cycling and walking and therefore are likely to disproportionately benefit those without access to cars.
- Primary roads are more likely to experience the impacts of reassigned traffic in the short term. These roads may have pockets of dense housing on them and so the impact on the residents needs to be considered.
- People on lower incomes are less likely to be able to afford to adapt to the measures (e.g. buying a new bike), therefore may not experience the full benefits of the scheme compared to those from higher income backgrounds. This may mean that those on higher incomes disproportionately benefit from the scheme.

Mitigating actions to be taken.

- It is recommended that the benefits of this scheme are advertised, with a specific focus on reaching those with lower households' incomes. This may include events in the community or advertising in local community centres, leisure centres or shops. Ensuring people are aware of the upgrades to cycling infrastructure will increase the chances of people using it.
- Specific consideration should be given to where traffic is likely to be reassigned to, to review the impact on adjacent properties when reviewing traffic data. This includes consideration for impact on buses which people from more disadvantaged areas are more likely to use more frequently.
- Encourage lower income households to make use of free bike repair services, such as Dr Bike, and opportunities to access affordable cycles, such as second hand bike markets.

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?

The project aims to improve conditions for those already walking and cycling and also to help make non-car transport options more attractive by them safer, more accessible, and ultimately, more convenient. It is acknowledged that these improvements come at an ongoing inconvenience to drivers. The altering of traffic flow will add some level of complication to trips and will increase the length of many car journeys made through the study area. However, access to all locations is maintained. This impact will be felt disproportionately by individuals who rely upon cars as their primary or only mode of transport, which is common for elderly or disabled people and certain ethnic groups. It is important to carry out quality consultation with those who rely upon cars to minimise any adverse impacts.

The monitoring and evaluation for this project is critical for many of the recommendations set out in this EqlA. Alongside consultation and engagement, these are the primary means of monitoring benefits and disbenefits of the project. Activities include monitoring of traffic volumes including bus journey times, air and noise quality, and engagement with emergency services. Consultation and engagement activities are planned to reflect relevant recommendations in this EqlA. The outcomes of monitoring, consultation and engagement will help to inform whether the project has been successful in achieving its objectives and in identifying, and if possible mitigating, the potential inequalities raised in this EqlA.

This EqlA is not a static document will continue to be developed during the course of this project.

SECTION 5 – Action Plan for Mitigating Actions.

Protected Characteristic	Identified Issue	Action Required/Comments	Lead officer	Timescale /By When	Costs	Review Date/ Comments
Age	Under-representation of younger people in consultation responses	Any future engagement should target those aged under 40 (and especially under 30) who have been highly under-represented, to gain better insights into whether there are any specific disproportionate impacts (either positive or negative) on younger people. This could be achieved through measures such as targeted advertising on social media, or at locations frequented by the younger generation such as leisure centres or gyms.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Age	Traffic reassignment onto main roads may delay bus services, affecting younger people in particular	Continue to monitor bus journey times using TfL bus journey time data, and consider mitigation measures if there is an impact.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Age Disability	Longer journey times for people who rely on private cars, taxis or Dial-a-Ride.	Investigate the impact on local private hire vehicle and taxi with respect to journey times, cost and accessibility.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing

Disability	Consultation showed that disabled people had concerns about reaching locations such as hospitals, pharmacies and dentists within the area.	Identify travel patterns to local hospitals to monitor whether the scheme is having a disproportionate impact on those who make regular essential trips by car. This could be reviewed via focus groups with disabled residents.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Disability	Some children may experience discomfort with the changes to the local environment especially where this may cause a change in route.	Maintain contact with Bowes Primary School to discuss any changes and to review impacts.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Disability	Changes or removal of the scheme may present challenges for people with certain disabilities.	If any changes to scheme or its removal is recommended, consideration should be given to residents who may have challenges in their surroundings.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Race	Consultation analysis highlighted that the proportions of responses from Mixed, Asian and	Any future engagement to target community organisations.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing

	Black respondents was lower than might be expected from the 2011 Census.					
Race	Car usage in Enfield is high, particularly for 'Gypsy or Irish Travellers'. For this reason, the scheme may disproportionately affect this ethnic groups – such as causing longer journey times for trips made by car.	It is recommended that Enfield officers work internally with the Gypsy Roma Traveller (GRT) lead to discuss the unique characteristics of this ethnic group. Consideration should be given as to how schemes could assist with reducing car usage and encouraging modal shift.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Race	Traffic reassignment onto main roads may cause short term delays to bus services, affecting 'Other Ethnic Groups' in particular.	Continue to monitor bus journey times using TfL data, and consider mitigation measures if there is an impact.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Religion and belief	Consultation analysis highlighted that	Any future engagement should target places of worship that were under-	Christina Gordon	During-scheme monitoring	Included within	Ongoing

	there was potential under-representation of those with a religious belief in the initial consultation period.	represented within the initial consultation period.			scheme budget	
Religion and belief	The scheme is likely to increase journey times for some worshippers that live within the QN	Any future engagement should target places of worship to review the specific needs of their religious community.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Sex	Traffic reassignment onto main roads may cause short term delays to bus services, affecting females in particular	Continue to monitor bus journey times using TfL data, and consider mitigation measures if there is an impact.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Sex	Public perception of personal security due to the reduced 'passive surveillance' of passing motor traffic.	Continue to engage with the Metropolitan Police and monitor crime and anti-social behaviour within the QN area since implementation.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing

Socio-economic deprivation	People on lower incomes are less likely to be able to afford to adapt to the measures (e.g. buying a new bike).	Encourage lower income households to make use of free bike repair services, such as Dr Bike, and opportunities to access affordable cycles, such as second hand bike markets.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing
Socio-economic deprivation	Reassignment of motor traffic may disproportionately impact those on lower incomes who are more likely to live on busier roads.	Specific consideration should be given to where traffic is likely to be reassigned to, to review the impact on adjacent properties when reviewing traffic data. This includes consideration for impact on buses which people from more disadvantaged areas are more likely to use more frequently.	Christina Gordon	During-scheme monitoring	Included within scheme budget	Ongoing

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Air Quality Assessment: Bowes Primary Area Quieter Neighbourhood Scheme, Enfield

June 2021



Experts in air quality
management & assessment

Document Control

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1 Introduction

- 1.1 This report describes the potential air quality impacts associated with the Quieter Neighbourhood Scheme in Enfield. The assessment has been carried out by Air Quality Consultants Ltd on behalf of London Borough of Enfield (LB Enfield). This air quality assessment has been undertaken in conjunction with a noise assessment undertaken by AQC's sister company Noise Consultants Ltd.
- 1.2 The scheme was introduced in 2020 and, in alignment with the Mayor's Transport Strategy 2018 (GLA, 2018a), aims to reduce neighbourhood motor traffic, where *"through motor vehicle traffic is discouraged or removed"*¹.
- 1.3 The assessment has been conducted using traffic data provided by LB Enfield, consisting of raw measured traffic flows over two seven-day periods in July and November 2020 (pre- and post-scheme implementation). This has been used to calculate the changes in traffic attributable to the scheme, and to estimate associated impacts on local air quality. The traffic data were processed into the appropriate format for air quality modelling through adjustments to represent an annual mean. Uncertainties associated with this process, as well as with other parameters that would have influenced measured traffic data (i.e. school holidays, the COVID pandemic), have, to some extent, been taken into account within the assessment and conclusions, as further discussed in this report.
- 1.4 This report describes existing local air quality conditions (base year 2019), and the predicted changes in pollutant concentrations at sensitive receptors with the scheme in place (assessment year 2020). The assessment focuses on nitrogen dioxide, PM₁₀ and PM_{2.5} as the main pollutants of concern.
- 1.5 The predicted annual mean pollutant concentrations at selected receptors, with and without the scheme in place in 2020, and associated impacts, are also described in full in Appendix A5.
- 1.6 This report has been prepared taking into account all relevant local and national guidance and regulations.

¹ Further information about the Quieter Neighbourhoods scheme can be found at:
<https://new.enfield.gov.uk/services/improving-enfield/quieter-neighbourhoods/>

2 Policy Context and Assessment Criteria

- 2.1 All European legislation referred to in this report is written into UK law and will remain in place, although there is uncertainty at this point in time as to who will enforce the requirements of some of this legislation.

Air Quality Strategy

- 2.2 The Air Quality Strategy (Defra, 2007) published by the Department for Environment, Food, and Rural Affairs (Defra) and Devolved Administrations, provides the policy framework for air quality management and assessment in the UK. It provides air quality standards and objectives for key air pollutants, which are designed to protect human health and the environment. It also sets out how the different sectors: industry, transport and local government, can contribute to achieving the air quality objectives. Local authorities are seen to play a particularly important role. The strategy describes the Local Air Quality Management (LAQM) regime that has been established, whereby every authority has to carry out regular reviews and assessments of air quality in its area to identify whether the objectives have been, or will be, achieved at relevant locations, by the applicable date. If this is not the case, the authority must declare an Air Quality Management Area (AQMA), and prepare an action plan which identifies appropriate measures that will be introduced in pursuit of the objectives.

Clean Air Strategy 2019

- 2.3 The Clean Air Strategy (Defra, 2019) sets out a wide range of actions by which the UK Government will seek to reduce pollutant emissions and improve air quality. Actions are targeted at four main sources of emissions: Transport, Domestic, Farming and Industry. At this stage, there is no straightforward way to take account of the expected future benefits to air quality within this assessment.

Reducing Emissions from Road Transport: Road to Zero Strategy

- 2.4 The Office for Low Emission Vehicles (OLEV) and Department for Transport (DfT) published a Policy Paper (DfT, 2018) in July 2018 outlining how the government will support the transition to zero tailpipe emission road transport and reduce tailpipe emissions from conventional vehicles during the transition. This paper affirms the Government's pledge to end the sale of new conventional petrol and diesel cars and vans by 2040, and states that the Government expects the majority of new cars and vans sold to be 100% zero tailpipe emission and all new cars and vans to have significant zero tailpipe emission capability by this year, and that by 2050 almost every car and van should have zero tailpipe emissions. It states that the Government wants to see at least 50%, and as many as 70%, of new car sales, and up to 40% of new van sales, being ultra-low emission by 2030.

- 2.5 The paper sets out a number of measures by which Government will support this transition, but is clear that Government expects this transition to be industry and consumer led. The Government has since announced that the phase-out date for the sale of new petrol and diesel cars and vans will be brought forward to 2030 and that all new cars and vans must be fully zero emission at the tailpipe from 2035. If these ambitions are realised then road traffic-related NOx emissions can be expected to reduce significantly over the coming decades, likely beyond the scale of reductions forecast in the tools utilised in carrying out this air quality assessment.

Planning Policy

National Policies

- 2.6 The National Planning Policy Framework (NPPF) (2019a) sets out planning policy for England. It states that the purpose of the planning system is to contribute to the achievement of sustainable development, and that the planning system has three overarching objectives, one of which (Paragraph 8c) is an environmental objective:

“to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy”.

- 2.7 To prevent unacceptable risks from air pollution, Paragraph 170 of the NPPF states that:

“Planning policies and decisions should contribute to and enhance the natural and local environment by...preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air quality”.

- 2.8 Paragraph 180 states:

“Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development”.

- 2.9 More specifically on air quality, Paragraph 180 makes clear that:

“Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as

possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan”.

- 2.10 The NPPF is supported by Planning Practice Guidance (PPG) (Ministry of Housing, Communities & Local Government, 2019b), which includes guiding principles on how planning can take account of the impacts of new development on air quality. The PPG states that:

“Defra carries out an annual national assessment of air quality using modelling and monitoring to determine compliance with Limit Values. It is important that the potential impact of new development on air quality is taken into account where the national assessment indicates that relevant limits have been exceeded or are near the limit, or where the need for emissions reductions has been identified”.

- 2.11 Regarding plan-making, the PPG states:

“It is important to take into account air quality management areas, Clean Air Zones and other areas including sensitive habitats or designated sites of importance for biodiversity where there could be specific requirements or limitations on new development because of air quality”.

- 2.12 The role of the local authorities through the LAQM regime is covered, with the PPG stating that a local authority Air Quality Action Plan *“identifies measures that will be introduced in pursuit of the objectives and can have implications for planning”.*

London-Specific Policies

- 2.13 The key London-specific policies are summarised below, with more detail provided, where required, in Appendix A1.

The London Plan

- 2.14 The London Plan (GLA, 2021) sets out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years. The key policy relating to air quality is Policy SI1 on *Improving air quality*, Part B1 of which sets out key requirements for developments, including:

*An air quality positive approach is linked to other policies in the London Plan, such as **Healthy Streets**, energy masterplanning and green infrastructure.*

- 2.15 Policy D8 Public Realm recognises that:

The specific balance between the different functions of any one space, such as its place-based activities, its function to facilitate movement and its ability to accommodate different uses of the kerbside, should be at the heart of how the space is designed and managed. The Mayor's Healthy

Streets Approach explains how the design and management of streets can support a wide range of activities in the public realm as well as encourage and facilitate a shift to active travel.

- 2.16 Healthy Streets also has its own policy, T2, which states that:

A Development proposals and Development Plans should deliver patterns of land use that facilitate residents making shorter, regular trips by walking or cycling.

B Development Plans should: 1) promote and demonstrate the application of the Mayor's Healthy Streets Approach to: improve health and reduce health inequalities; reduce car dominance, ownership and use, road danger, severance, vehicle emissions and noise; increase walking, cycling and public transport use; improve street safety, comfort, convenience and amenity; and support these outcomes through sensitively designed freight facilities. 2) identify opportunities to improve the balance of space given to people to dwell, walk, cycle, and travel on public transport and in essential vehicles, so space is used more efficiently and streets are greener and more pleasant.

London Environment Strategy

- 2.17 The London Environment Strategy was published in May 2018 (GLA, 2018b). The strategy considers air quality in Chapter 4; the Mayor's main objective is to create a "zero emission London by 2050". Policy 4.2.1 aims to "reduce emissions from London's road transport network by phasing out fossil fuelled vehicles, prioritising action on diesel, and enabling Londoners to switch to more sustainable forms of transport". An implementation plan for the strategy has also been published which sets out what the Mayor will do between 2018 and 2023 to help achieve the ambitions in the strategy.

Mayor's Transport Strategy

- 2.18 The Mayor's Transport Strategy (GLA, 2018a) sets out the Mayor's policies and proposals to reshape transport in London over the next two decades. The Strategy focuses on reducing car dependency and increasing active sustainable travel, with the aim of improving air quality and creating healthier streets. It notes that development proposals should "be designed so that walking and cycling are the most appealing choices for getting around locally".

Air Quality Focus Areas

- 2.19 The GLA has identified 183 air quality Focus Areas in London as part of the 2016 update to the London Atmospheric Emissions Inventory (LAEI). These are locations that not only exceed the EU annual mean limit value for nitrogen dioxide, but also have high levels of human exposure. They do not represent an exhaustive list of London's air quality hotspot locations, but locations where the GLA believes the problem to be most acute. They are also areas where the GLA considers there to be the most potential for air quality improvements and are, therefore, where the GLA and Transport for London (TfL) will focus actions to improve air quality. The 'A406 North Circular between Bowes

Road and Great Cambridge' and 'Bound Green A109 junction with Durnsford/Brownlow Road B106' Air Quality Focus Areas are situated within the study area, as shown on Figure 5.

Local Transport Plan

2.20 LB Enfield has published their Transport Plan in 2019 (LB Enfield, 2019). It sets out how the Council will improve travel to, from and within the Borough, and forms the basis of the Council's third Local Implementation Plan. Objective O3 of the Plan is to *"monitor air quality and develop and deliver interventions which address local issues"*. Objective O7 is to *"maintain and improve the transport network in Enfield including developing potential interventions."* with a view to *"provide an enhanced transport network and significantly enhanced streetscape environments with associated environmental (air quality and emission) benefits as well as health benefits."* A series of actions have been defined under each of these objectives, including:

- *"Work with TfL to develop plans for appropriate emergency measures to be undertaken to reduce or restrict vehicle use when forecast or actual periods of very high air pollution occur, for example, to tackle non-essential vehicle use or engine idling;*
- *Reliable and resilient charging infrastructure to support uptake of electric vehicles with a focus on rapid and fast charging points in strategic locations;*
- *Reducing traffic volumes by encouraging mode shift from travelling by car to walking, cycling and public transport;*
- *Continue to make the pedestrian environment more accessible to people with buggies, pushchairs and those using wheelchairs; and*
- *Provide a low speed environment"*.

Local Policies

2.21 The Core Strategy (LB Enfield, 2010) was adopted in November 2010, and within this there is one policy which refer to air quality. Core policy 32 refers to pollution and states that LB Enfield:

"...will work with its partners to minimise air, water, noise and light [...]. In particular, new development will be required to improve air quality by reducing pollutant emissions and public exposure to pollution, particularly in areas identified as having poor air quality in the Air Quality Action Plan. Criteria for assessing applications will be set out in the Development Management Document. The area action plans, particularly the North Circular Area Action Plan, will consider how pollution can be reduced or successfully mitigated against at a local level..."

2.22 LB Enfield is currently working on their new Local Plan. A consultation document (LB Enfield, 2018) was published in December 2018. The draft policy approach SI2 on health and wellbeing states that *"The Council will promote healthy lifestyles, reduce health inequalities and create healthier neighbourhoods. We will support efforts to promote healthy lifestyles and reduce health inequalities,*

by recognising the role of planning in doing so through the creation of healthy neighbourhoods and places. We will expect development proposals to respond to the following contributors to health and wellbeing: [...]

- *The need to improve Enfield's air quality, reduce exposure to airborne pollutants, having regard to national and international obligations[...]"*

2.23 Draft policy T2 on 'Reducing the impact of private vehicles on our street' states that *"The Council will secure a more sustainable local travel network that maximises opportunities for walking, cycling and using public transport, reduces congestion, improves public realm and improves health and well-being. We will achieve this by using the Healthy Streets approach to improve poor air quality and tackle climate change by reducing the reliance of private motor vehicles, easing levels of traffic and congestion and providing infrastructure to support alternative sustainable modes of transport to provide access to employment, schools and services[...]"*

2.24 The "Healthy Street" approach is described as *"an evidence-based approach to improve health and reduce health inequalities, which will help Londoners use cars less, and walk, cycle and use public transport more. It supports the delivery of the Mayor's aim that by 2041 all Londoners will be able to undertake at least the 20 minutes of active travel each day needed to stay healthy. It also requires better management of freight so the impact of moving goods, carrying out servicing and supporting construction on London's streets is lessened. To apply the Healthy Streets Approach, changes are required at strategic, network and street level."*

Air Quality Action Plans

National Air Quality Plan

2.25 Defra has produced an Air Quality Plan to tackle roadside nitrogen dioxide concentrations in the UK (Defra, 2017); a supplement to the 2017 Plan (Defra, 2018a) was published in October 2018 and sets out the steps Government is taking in relation to a further 33 local authorities where shorter-term exceedances of the limit value were identified. Alongside a package of national measures, the 2017 Plan and the 2018 Supplement require those identified English Local Authorities (or the GLA in the case of London Authorities) to produce local action plans and/or feasibility studies. These plans and feasibility studies must have regard to measures to achieve the statutory limit values within the shortest possible time, which may include the implementation of a CAZ. There is currently no straightforward way to take account of the effects of the 2017 Plan or 2018 Supplement in the modelling undertaken for this assessment; however, consideration has been given to whether there is currently, or is likely to be in the future, a limit value exceedance in the study area. This assessment has principally been carried out in relation to the air quality objectives, rather than the EU limit values that are the focus of the Air Quality Plan.

Local Air Quality Action Plan

- 2.26 The LB Enfield Air Quality Action Plan (LB Enfield, n/a) sets out a series of measures by which they will seek to achieve the air quality objectives in their AQMA. A series of measures concern transport, including Action 6 to *“Work with TfL to improve strategic roads, particularly the A406 North Circular”* and Action 15 which targets the development of *“a high-quality network of ‘Greenway’ cycle and walking routes using parks, open spaces, quiet traffic routes, and 20mph zones.”* The Air Quality Action Plan is currently being reviewed and updated.

Assessment Criteria

- 2.27 The Government has established a set of air quality standards and objectives to protect human health. The ‘standards’ are set as concentrations below which effects are unlikely even in sensitive population groups, or below which risks to public health would be exceedingly small. They are based purely upon the scientific and medical evidence of the effects of an individual pollutant. The ‘objectives’ set out the extent to which the Government expects the standards to be achieved by a certain date. They take account of economic efficiency, practicability, technical feasibility and timescale. The objectives for use by local authorities are prescribed within the Air Quality (England) Regulations (2000) and the Air Quality (England) (Amendment) Regulations (2002).
- 2.28 The UK-wide objectives for nitrogen dioxide and PM₁₀ were to have been achieved by 2005 and 2004 respectively, and continue to apply in all future years thereafter. The PM_{2.5} objective was to be achieved by 2020. Measurements across the UK have shown that the 1-hour nitrogen dioxide objective is unlikely to be exceeded at roadside locations where the annual mean concentration is below 60 µg/m³ (Defra, 2018b). Therefore, 1-hour nitrogen dioxide concentrations will only be considered if the annual mean concentration is above this level.
- 2.29 The objectives apply at locations where members of the public are likely to be regularly present and are likely to be exposed over the averaging period of the objective. Defra explains where these objectives will apply in its Local Air Quality Management Technical Guidance (Defra, 2018b). The annual mean objectives for nitrogen dioxide and PM₁₀ are considered to apply at the façades of residential properties, schools, hospitals etc.; they do not apply at hotels. The 24-hour mean objective for PM₁₀ is considered to apply at the same locations as the annual mean objective, as well as in gardens of residential properties and at hotels. The 1-hour mean objective for nitrogen dioxide applies wherever members of the public might regularly spend 1-hour or more, including outdoor eating locations and pavements of busy shopping streets.
- 2.30 EU Directive 2008/50/EC (The European Parliament and the Council of the European Union, 2008) sets limit values for nitrogen dioxide, PM₁₀ and PM_{2.5}, and is implemented in UK law through the Air Quality Standards Regulations (2010). The limit values for nitrogen dioxide are the same numerical concentrations as the UK objectives, but achievement of these values is a national obligation rather than a local one. In the UK, only monitoring and modelling carried out by UK Central Government

meets the specification required to assess compliance with the limit values. Central Government does not normally recognise local authority monitoring or local modelling studies when determining the likelihood of the limit values being exceeded, unless such studies have been audited and approved by Defra and DfT's Joint Air Quality Unit (JAQU).

2.31 The relevant air quality criteria for this assessment are provided in Table 1.

Table 1: Air Quality Criteria for Nitrogen Dioxide, PM₁₀ and PM_{2.5}

Pollutant	Time Period	Objective
Nitrogen Dioxide	1-hour Mean	200 µg/m ³ not to be exceeded more than 18 times a year
	Annual Mean	40 µg/m ³
Fine Particles (PM ₁₀)	24-hour Mean	50 µg/m ³ not to be exceeded more than 35 times a year
	Annual Mean	40 µg/m ³ ^a
Fine Particles (PM _{2.5}) ^b	Annual Mean	25 µg/m ³

^a A proxy value of 32 µg/m³ as an annual mean is used in this assessment to assess the likelihood of the 24-hour mean PM₁₀ objective being exceeded. Measurements have shown that, above this concentration, exceedances of the 24-hour mean PM₁₀ objective are possible (Defra, 2018b).

^b The PM_{2.5} objective, which was to be met by 2020, is not in Regulations and there is no requirement for local authorities to meet it.

Descriptors for Air Quality Impacts and Assessment of Significance

2.32 There is no official guidance in the UK in relation to development control on how to describe air quality impacts, nor how to assess their significance. The approach developed jointly by Environmental Protection UK (EPUK) and the Institute of Air Quality Management (IAQM)² (Moorcroft and Barrowcliffe et al, 2017) has therefore been used. This includes defining descriptors of the impacts at individual receptors, which take account of the percentage change in concentrations relative to the relevant air quality objective, rounded to the nearest whole number, and the absolute concentration relative to the objective. The overall significance of the air quality impacts is determined using professional judgement, taking account of the impact descriptors. Full details of the EPUK/IAQM approach are provided in Appendix A2. The approach includes elements of professional judgement, and the experience of the consultants preparing the report is set out in Appendix A3.

² The IAQM is the professional body for air quality practitioners in the UK.

3 Assessment Approach

Proposed Scheme

- 3.1 Residents in the Bowes Primary & Surrounding Streets Quieter Neighbourhood Area have raised concerns with Enfield Council over traffic issues in the area for many years. In 2019 the Council engaged residents in the Bowes Primary & Surrounding Streets Quieter Neighbourhood Area through a Perception Survey to better understand the issues that they were experiencing. In response, LB Enfield has implemented a scheme which aims to moderate the speed and volume of traffic and remove through traffic on primary roads within the project area. To that effect, a series of measures have been proposed to divert through traffic from these minor roads onto 'key distributor roads'.
- 3.2 The scheme will be delivered in phases, as shown on Figure 1 below.

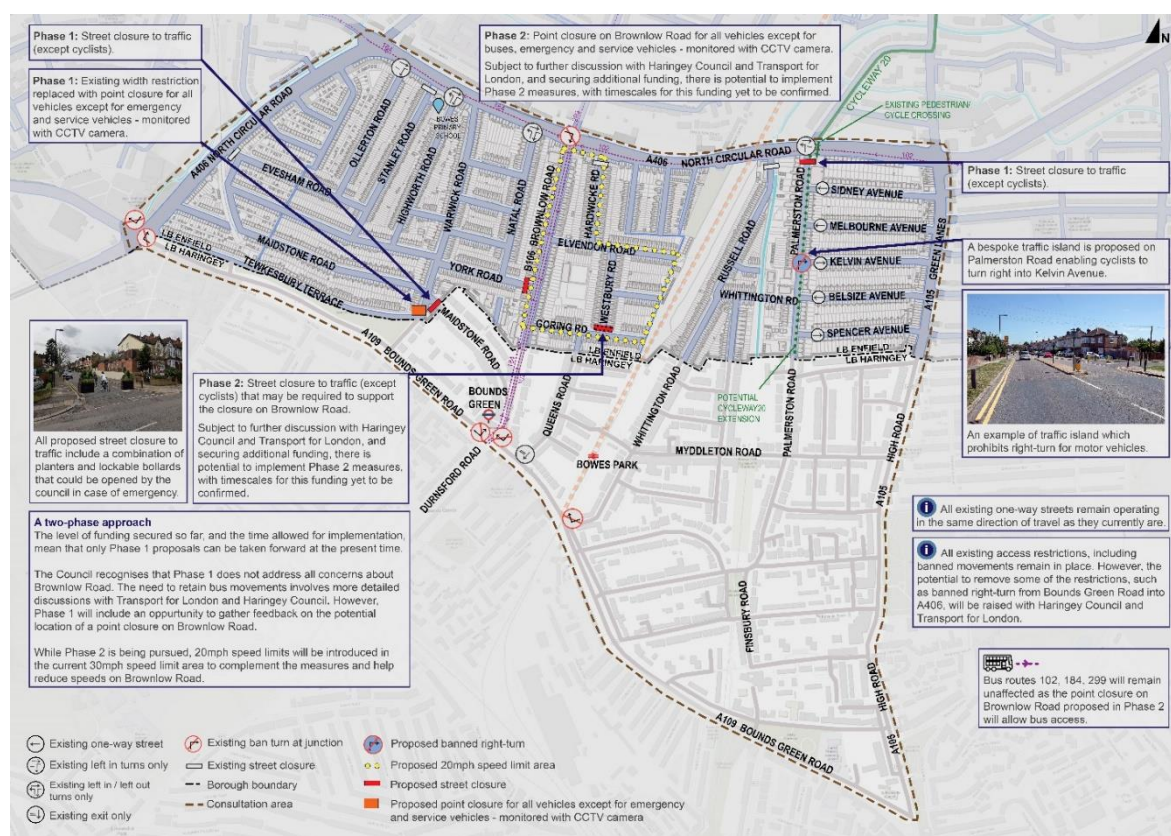


Figure 1: Enfield Quieter Neighbourhood Study Area

- 3.3 Phase 1 of the scheme started in 2020, with the road closures to motor vehicles at the following locations:
- Maidstone Road at its junction with Warwick Road
 - York Road at its junction with Brownlow Road

- Palmerston Road northbound at its junction with the A406 North Circular Road
- Existing width restriction on Warwick Road, near its junction with Maidstone Road, replaced with point closure for all vehicles except for emergency vehicles and service vehicles

3.4 In order to monitor the scheme's impact on vehicle flows, traffic counts were commissioned by LB Enfield for one week prior to the scheme being implemented (in July 2020), and one week after implementation of the scheme (in November 2020). The monitored roads and consultation area are shown in Figure 2 below. In addition, Automatic Traffic Counts (ATCs) 34 and 39 located on the North Circular Road, and operated by Transport for London (TfL), were also used to supplement LB Enfield data (ATC34) and in processing the traffic data measured by the ATCs commissioned by LB Enfield (ATC39). The location of these two ATCs is displayed in Figure 3.

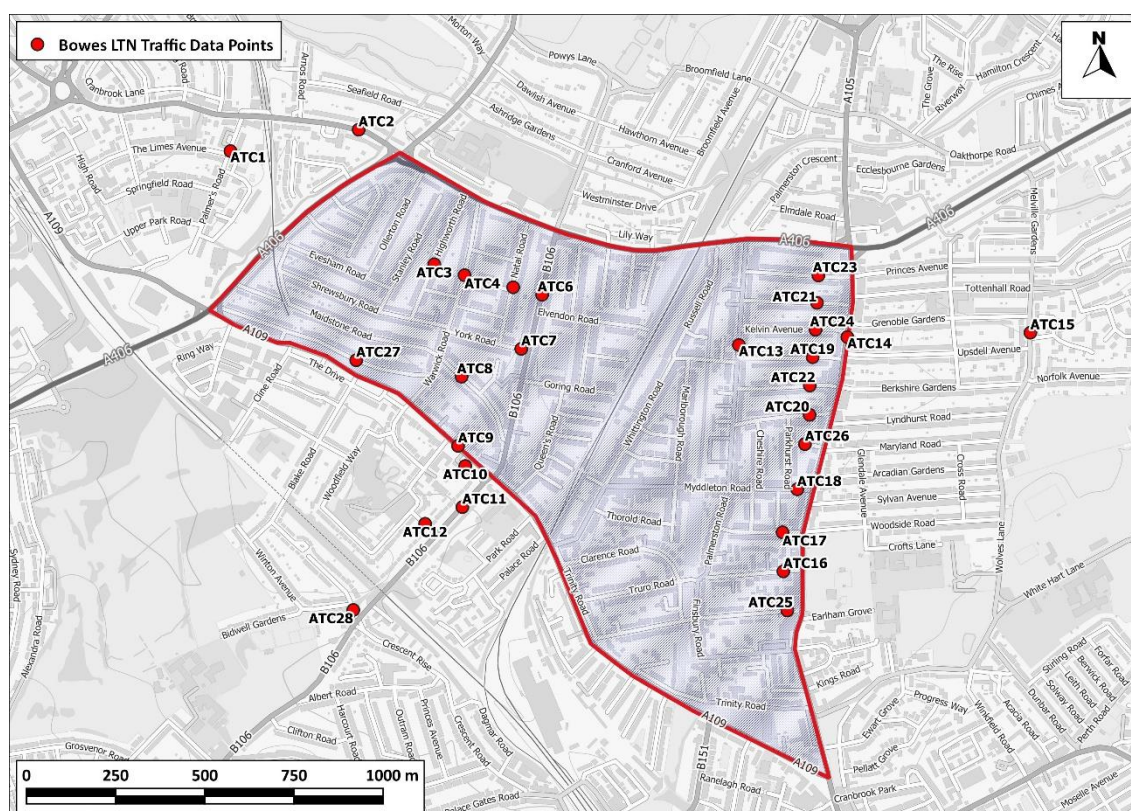


Figure 2: Monitored Roads and Extent of Study Area

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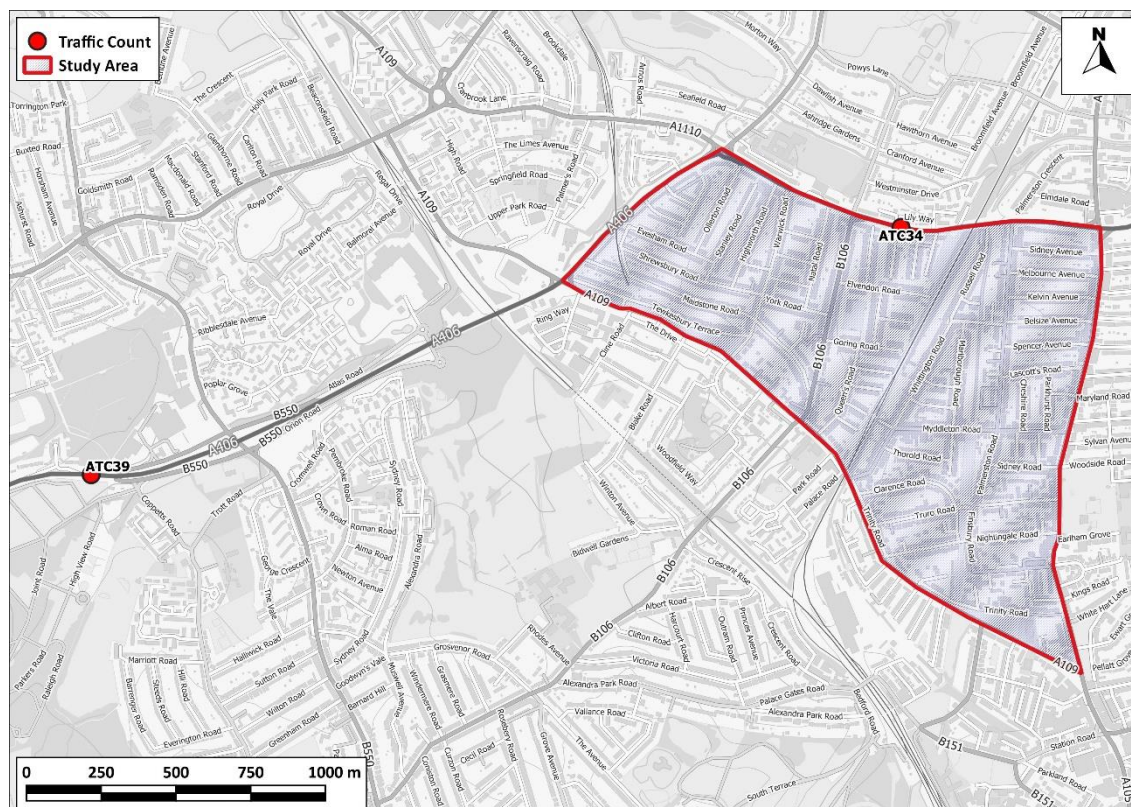


Figure 3: Locations of Automatic Traffic Counts 34 and 39

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- 3.5 The re-distribution of traffic on local roads associated with the scheme may affect air pollutant concentrations that local residents and users are exposed to. The impacts of the proposed schemes on air quality have thus been assessed using detailed dispersion modelling and traffic data obtained by the commissioned survey prior to and after the implementation of the scheme.

Assessment Scenarios

- 3.6 Nitrogen dioxide, PM₁₀ and PM_{2.5} concentrations have been predicted for a base year (2019) and with and without the scheme operating in 2020.

Modelling Methodology

- 3.7 Concentrations have been predicted using the ADMS-Roads dispersion model. Details of the model inputs, assumptions and the verification are provided in Appendix A4. Where assumptions have been made, a realistic worst-case approach has been adopted.

Traffic Data and Emissions Calculation

- 3.8 Traffic data for the assessment have been informed by 26 traffic counts provided by LB Enfield³, and supplemented by data collected by TfL at two traffic counts (ATC 34 and ATC39, both situated on the North Circular Road). The dispersion model used to predict annual mean pollutant concentrations throughout the study area uses traffic and meteorological data that are defined for a given calendar year, in order that the outputs can be compared to the air quality objectives, which in the case of this study are expressed as annual means. It has therefore been necessary to process the raw traffic data collected over 7 days into Annual Average Daily Traffic (AADT) flows; the format required for input into the dispersion model. The annualisation process addresses the seasonal variations in traffic, and how this could have impacted the recorded number of vehicles over the two seven-days traffic counts undertaken by LB Enfield. In this instance, the traffic flows in July would have been affected by Covid restrictions and school holidays (schools were only open to certain year groups in July and many would have already started school holidays), whilst the counts undertaken in November would have been impacted by Covid restrictions (the second lockdown), thus both sets of data have recorded lower levels of traffic compared to those normally experienced for these times of the year. If the daily traffic flows had been calculated simply by dividing the traffic recorded over seven days by seven, the numbers obtained would not have been representative of an average over 2020 and would have instead reflected the conditions during the seven days in July and November. Annualising the 7-days of data for July and November to the year 2020 has 'evened out' the data and thus addressed any seasonal variation or impact of lockdown between the two sets of data, allowing for the comparison between the predicted 'without scheme' and 'with scheme' pollutant concentrations.
- 3.9 AADT flows were calculated for each of the 26 traffic counts for the 2019 baseline, 2020 without scheme and 2020 with scheme scenarios by annualising measured data to the year of interest⁴. For the 2019 baseline and 2020 without scheme scenarios, the raw data collected in July 2020 was used, whilst data collected in November 2020 was used for the 2020 with scheme scenario. Three annualisation factors were calculated using data from ATC 39 operated by TfL; one for each scenario considered. ATC 39 was selected as it is not located within the study area and traffic flows measured at that location are not affected by the scheme. It is therefore a 'reference' traffic count, suitable for the annualisation process. To provide an example, in order to annualise the 7 days of data collected at LB Enfield's ATC1 in July 2020 to the year 2019 (to obtain the 2019 baseline AADT data), the number of vehicles counted at ATC 39 over the same seven days in July were compared against the total number of vehicles counted at ATC39 in 2019, to obtain an adjustment factor (traffic over 7

³ Two additional traffic counts were deployed for the traffic monitoring survey, but were omitted from the assessment due to low data capture (ATC 3 and ATC15).

⁴ For 2020, flows were 'annualised' to the period 1st January 2020 to 24th November 2020, in the absence of traffic data covering the period 25th November to 31st December 2020.

days / traffic for the calendar year). This factor was then applied to the number of vehicles counted at ATC1 over the seven days in July 2020 to obtain an estimated total number of vehicles for the year 2019 on that road. The AADT is then obtained by dividing that number by 365 (i.e. the number of days in a year). This process is referred to as 'annualisation' of the traffic data and allows estimating an average daily number of vehicles over a calendar year, from a smaller set of data. This process was repeated for each of the 26 ATCs forming part of the study, and for the three scenarios considered (2019 baseline, 2020 without scheme and 2020 with scheme).

- 3.10 Because of the absence of any baseline traffic data representative of a 'typical' year for the minor roads within the study area, the traffic data were annualised using ATC39, as described above, which is situated on a road with higher traffic flows. For the 2019 baseline flows, this adjustment used 2019 flows at ATC39, hence, as far as possible, providing baseline traffic data for a 'typical' year. When comparing the impacts of the scheme, which was undertaken using 2020 emissions, in order not to overestimate the impacts of the scheme, a factor to adjust the 'before' and 'after' traffic data was derived based on 2020 flows. However, as can be seen in Table A2.1 in Appendix A2, the impact descriptors are determined based on the predicted change in pollutant concentration (columns) in the context of the total pollutant concentration at that location (rows). For example, a predicted change in concentration corresponding to 1% of the objective value would be described as a '*negligible*' impact if the total concentration was below 95% of the objective value, but would be described as '*slight*' or '*moderate*' with a total concentration corresponding to 95% or more of the objective value. In order to avoid underestimating the impacts associated with the scheme by using a baseline which is unusually low, a sensitivity test was undertaken whereby the predicted changes in concentrations as a result of the scheme were considered against 2019 total pollutant concentrations. These two approaches, ie the annualisation of traffic data, and the sensitivity test, have, as far as possible, addressed the impact of COVID restrictions within this study.
- 3.11 The ATCs provided data on totals at each hour of the week, with vehicle speeds and fleet composition. The measured distribution of traffic throughout the day ('profiles') were used within the dispersion model.
- 3.12 Vehicle emissions have been derived using Defra's Emission Factor Toolkit (EFT) (v10.1) (Defra, 2021). Further details about model input, traffic data and how AADT flows have been derived are presented in Appendix A4.

Sensitive Locations

- 3.13 Concentrations of nitrogen dioxide, PM₁₀ and PM_{2.5} have been predicted at a number of receptors (i.e. residential properties) within and in close proximity to the study area. Receptors have been identified to represent a range of exposure, including the worst-case locations (these being at the façades of the residential properties closest to affected road links). When selecting receptors, particular attention has been paid to assessing impacts close to junctions, where traffic may become

congested and where there is a combined effect of several road links, and alongside those roads where changes in traffic volumes are most significant.

- 3.14 A number of existing residential properties have been identified as receptors for the assessment. These locations are shown in Figure 4. In addition, concentrations have been modelled at the ENF5 automatic monitoring site in order to verify the model outputs (see Appendix A4 for verification method).
- 3.15 It is important to note that receptors situated alongside the North Circular Road were selected to provide information on the baseline conditions in the study area. However, there were no traffic counts undertaken pre- and post-scheme alongside the various sections of this road, with the only available data provided by TfL's ATC 34. The scheme would have impacted each section of the North Circular differently, thus using data from ATC 34 and applying it to the whole road would not have been appropriate to assess the impacts of the scheme. It has therefore not been possible to calculate accurate changes in traffic flows, and associated air quality impacts, alongside the North Circular Road, other than for the section in which ATC34 is situated (i.e. between the B106 and Palmerston Road). Even for receptors located alongside that section, and as discussed in further details in paragraphs 5.6 and A4.9, the predicted impacts are a by-product of the use of emission profiles calculated based on ATC data rather than associated with traffic changes attributable to the scheme. Receptors situated alongside the North Circular have thus not been included in Figures 8 to 10 and were not considered in the assessment of the scheme's impacts on air quality. Results for receptors located on the same section of the North Circular Road as ATC34 are presented for information in Appendix A5, although as discussed above, the presented impacts are likely to be associated with the effect of profile change rather than traffic changes associated with the scheme.

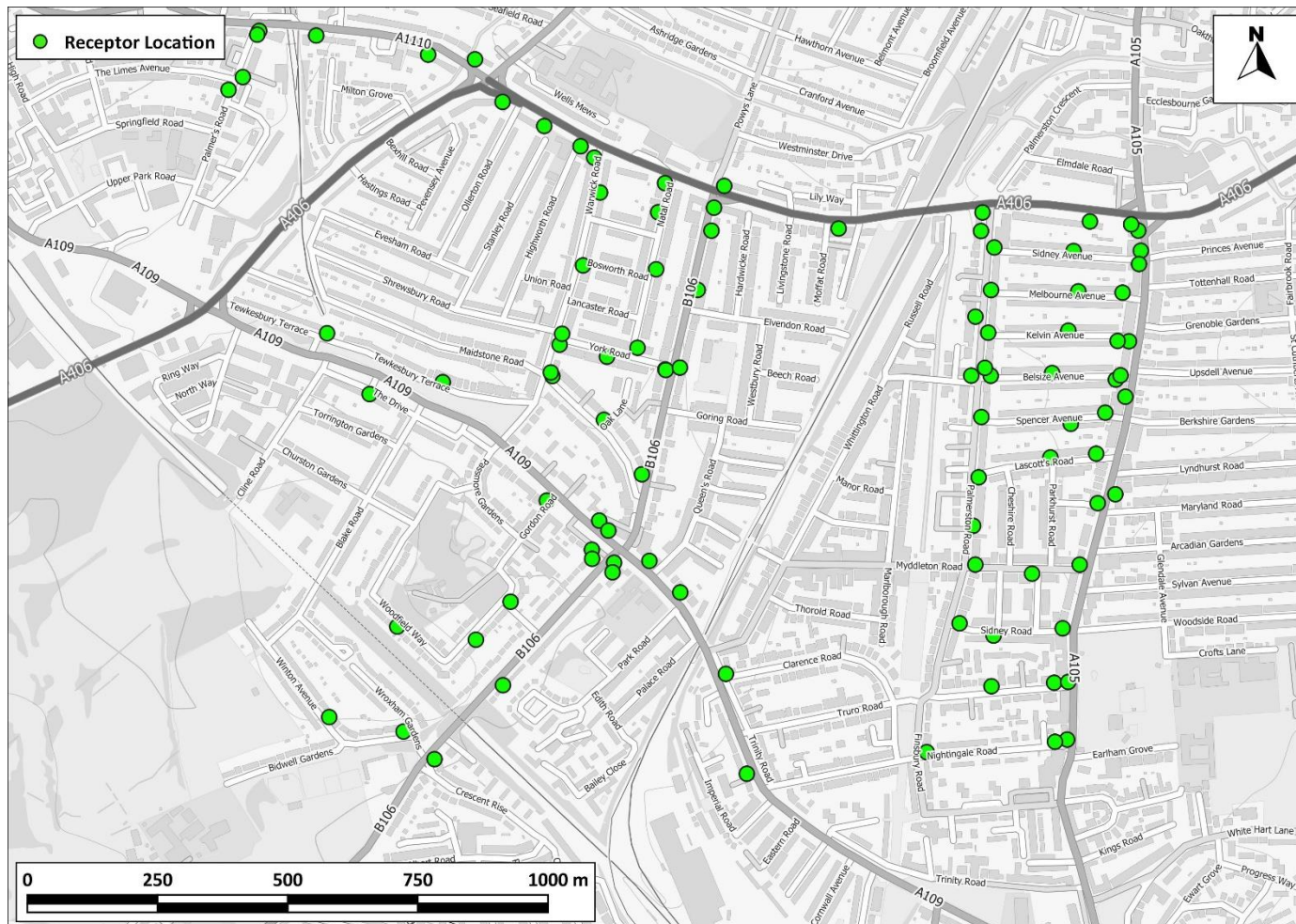


Figure 4: Receptor Locations

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Uncertainty in Road Traffic Modelling Predictions

- 3.16 There are many components that contribute to the uncertainty of modelling predictions. The road traffic emissions dispersion model used in this assessment is dependent upon the traffic data that have been input, which will have inherent uncertainties associated with them, as discussed in paragraphs 3.8 to 3.10. The annualisation process to 2019 is based on traffic flows recorded prior to the COVID pandemic, and 2019 AADT flows can be expected to be representative of 'typical' flows on modelled roads. It is however recognised that the calculated 2020 AADT flows, both pre-scheme and post-scheme, are lower than that of a typical year, which is reflected by the reduction in traffic that has been observed in London due to the COVID pandemic (TfL, 2020). In addition, the annualisation process for the 2020 traffic data was not based on a full calendar year, with available data covering the period between the 1st January and the 24th November.
- 3.17 The assessment has however mainly focused on the predicted changes in pollutant concentrations associated with the scheme, which will not be significantly affected by total AADT. In addition, a sensitivity test has been undertaken combining the modelled impacts with 2019 concentrations (see paragraphs 3.10 and 5.5). The discussion on air quality conditions in the study area has also been based on the 2019 modelled concentrations, which are representative of a 'typical' year, rather than the 2020 concentrations. This approach has therefore addressed, as far as possible, the uncertainties relating to the irregular traffic flows associated with the COVID pandemic.
- 3.18 There are then additional uncertainties, as models, by their nature simulate real-world conditions through a series of algorithms.
- 3.19 An important stage in the process is model verification, which involves comparing the model output with measured concentrations. The level of confidence in the verification process is necessarily enhanced when data from an automatic analyser have been used, as has been the case for this assessment (see Appendix A4). Because the model has been verified and adjusted, there can be reasonable confidence in the prediction of base year (2019) concentrations.
- 3.20 Predicting pollutant concentrations in a future year⁵ will always be subject to greater uncertainty. For obvious reasons, the model cannot be verified in the future, and it is necessary to rely on a series of projections provided by DfT and Defra as to what will happen to traffic volumes, background pollutant concentrations and vehicle emissions. Historic versions of Defra's EFT tended to over-state emissions reductions into the future. However, analyses of the most recent versions of Defra's EFT carried out by AQC (2020a) (2020b) suggest that, on balance, these versions are unlikely to over-state the rate at which NO_x emissions decline in the future at an 'average' site in the UK. In practice,

⁵ For the purposes of this assessment, the phrase 'future year' is used to describe a scenario in which air quality monitoring data is not yet available. There were no 2020 monitoring data at the time of publication, hence, 2020 is described as a 'future year'.

the balance of evidence suggests that NO_x concentrations are most likely to decline more quickly in the future, on average, than predicted by the current EFT, especially against a base year of 2016 or later. Using EFT v10.1 for future-year forecasts in this report thus provides a robust assessment, given that the model has been verified against measurements made in 2019.

- 3.21 There are inherent uncertainties within the modelling, including the traffic data as primary input, and as such the results should not be considered exact, but represent the best possible estimates, using the best available data available at the time this report was undertaken.

4 Baseline Conditions

Existing Conditions

- 4.1 Information on existing air quality has been obtained by collating the results of air quality monitoring carried out by the local authority within the study area. Background concentrations have been defined using the national pollution maps published by Defra (Defra, 2021). These cover the whole country on a 1x1 km grid.

Air Quality Management Area and Focus Areas

- 4.2 LB Enfield declared a borough-wide Air Quality Management Area (AQMA) in 2001 for exceedances of the annual mean nitrogen dioxide and 24-hour PM₁₀ objectives. Half of the Bowes Quieter Neighbourhood Scheme lies within this AQMA. LB Haringey also declared a borough wide AQMA in 2001 for exceedances of the annual mean nitrogen dioxide and 24-hour PM₁₀ objectives. The remaining portion of the scheme is within this AQMA.
- 4.3 There are also two air quality Focus Areas situated within the study area ('A406 North Circular between Bowes Road and Great Cambridge' and 'Bound Green A109 junction with Durnsford/Brownlow Road B106'). As explained in Paragraph 2.19, these were last defined in 2016, and correspond to areas where the EU annual mean limit value for nitrogen dioxide is exceeded, and where there are high levels of human exposure.
- 4.4 All receptors selected for the assessment are located within either the Enfield or Haringey AQMAs, whilst 35 receptors were selected within the two air quality Focus Areas.



June 2021

Local Air Quality Monitoring

- 4.5 LB Enfield operates one roadside automatic monitoring station within the study area, situated adjacent to the North Circular on the north side of the consultation area. The council also operates two diffusion tubes within the consultation area; one situated on Warwick Road and one situated on Brownlow Road, which commenced monitoring in 2018. The Council's diffusion tubes are prepared and analysed by Socotec (using the 50% TEA in acetone method). LB Haringey also operates one nearby diffusion tube, which measures background pollutant concentrations at Bounds Green Primary School, 30 m from the Bounds Green Road kerbside, at the south of the consultation area.
- 4.6 Annual mean results for the years 2014 to 2019 are summarised in Table 2, while results relating to the 1-hour mean objective are summarised in Table 3. Exceedances of the objectives are shown in bold. The monitoring locations are shown in Figure 6. The monitoring data have been taken from

the respective LB Enfield and LB Haringey Annual Status Reports (ASRs) (LB Enfield, 2020) (LB Haringey, 2020).

Table 2: Summary of Annual Mean NO₂ Monitoring (2014-2019) (µg/m³)^a

Site No.	Site Type	Location	2014	2015	2016	2017	2018	2019
ENF5	Automatic, Roadside	Bowes Road	42	46	47	41	41	39
Enfield 9	Diffusion Tube, Urban Background	Warwick Road	55	43	39	51	27	24
Enfield 10	Diffusion Tube, Urban Background	134 Brownlow Road	-	-	-	-	37	37
HR28	Diffusion Tube, Urban Background	Bounds Green Primary School	30	35	33	34	-	31
Objective			40					

^a Exceedances of the objectives are shown in bold.

^b Site types as listed within the monitoring sites' respective ASRs.

Table 3: Number of Hours With NO₂ Concentrations Above 200 µg/m³

Site No.	Site Type	Location	2014	2015	2016	2017	2018	2019
ENF5	Automatic, Roadside	Bowes Road	0	1	6	3	0	0
Objective			18					

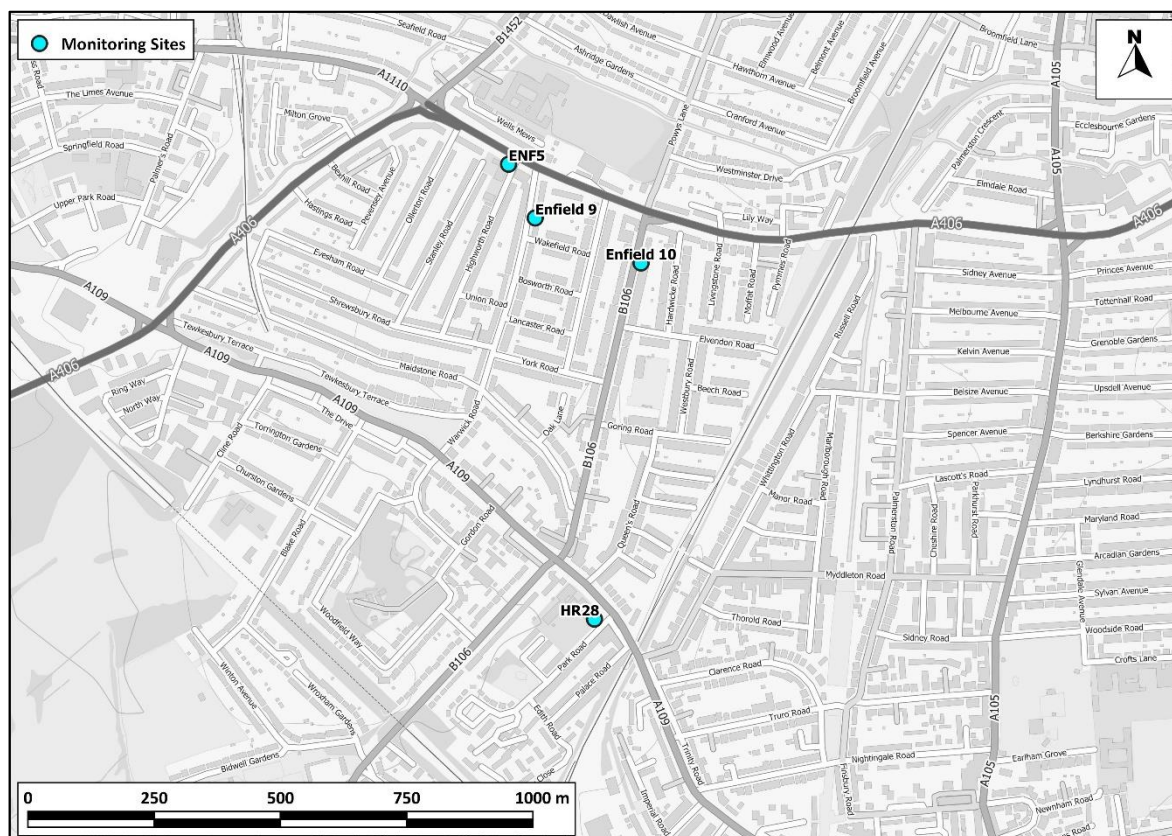


Figure 6: Monitoring Locations

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- 4.7 Monitoring indicates that annual mean NO₂ concentrations were below the objectives at all four monitors in 2019. Site ENF5 had been above the annual mean objective from 2014 to 2018, and Enfield 9 had exceeded the objective in 2014, 2015 and 2017. Both of the above are situated adjacent to roads, with the former 3 m from the North Circular kerbside, a road with high traffic volume and congestion. Enfield 10 commenced monitoring in 2018 and was below the objective in both 2018 and 2019. There is no clear trend in annual mean background or roadside concentrations over time, other than a decrease in annual mean concentrations in 2019, which was consistent between the three long term monitors. Hourly-mean concentrations of nitrogen dioxide monitored at ENF5 have remained below the objective since 2014.
- 4.8 Monitoring site ENF5 also measures PM₁₀ concentrations. Annual mean results for the years 2014 to 2019 are presented in Table 4, while 24-hour mean concentrations are summarised in Table 5. PM_{2.5} concentrations are not monitored within the study area.

- 4.9 Monitoring indicates that PM₁₀ concentrations have been well below the annual mean and daily mean objectives since 2014. There is no clear trend in concentrations over time.

Table 4: Summary of Annual Mean PM₁₀ Monitoring (2014-2019) (µg/m³)

Site No.	Site Type	Location	2014	2015	2016	2017	2018	2019
ENF5	Automatic, Roadside	Bowes Road	21	19	22	24	18	19
Objective			40					

Table 5: Number of Days With PM₁₀ Concentrations Above 50 µg/m³

Site No.	Site Type	Location	2014	2015	2016	2017	2018	2019
ENF5	Automatic, Roadside	Bowes Road	11	1	10	9	2	No data ^a
Objective			35					

^a Data unavailable in 2019 due to an error in the 2020 ASR.

Background Concentrations

- 4.10 Estimated background concentrations in the study area have been determined for 2019 and 2020 using Defra's background maps (Defra, 2021). The background concentrations are set out in Table 6 and have been derived as described in Appendix A4. The background concentrations are all well below the objectives.

Table 6: Estimated Annual Mean Background Pollutant Concentrations in 2019 and 2020 (µg/m³) ^a

Year	NO ₂	PM ₁₀	PM _{2.5}
2019	22.9 - 21.9	18.5 - 17.8	12.2 - 11.9
2020	21.5 - 20.6	18.1 - 17.4	12.0 - 11.6
Objectives	40	40	25 ^b

^a The range of values is for the different 1x1 km grid squares covering the study area.

^b The PM_{2.5} objective, which was to be met by 2020, is not in Regulations and there is no requirement for local authorities to meet it.

Baseline Dispersion Model Results

- 4.11 Baseline concentrations of nitrogen dioxide have been modelled at each of the selected receptor locations (see Figure 4 for receptor locations). The nitrogen dioxide results cover existing (2019) baseline conditions and are illustrated in Figure 7. The modelled road components of nitrogen oxides

have been increased from those predicted by the model based on a comparison with local measurements (see Appendix A4 for the verification methodology).

- 4.12 The predicted annual mean concentrations of nitrogen dioxide are above the objective at a number of receptors in 2019. These exceedances are exclusively at receptors adjacent to the North Circular. Concentrations alongside the North Circular range between 41 and 59 $\mu\text{g}/\text{m}^3$, with concentrations at their highest adjacent to junctions and/or traffic lights, such as at the Powys Lane junction and the Green Lanes junction. Concentrations throughout the remainder of the study area are all below the objectives, ranging between 23 and 36 $\mu\text{g}/\text{m}^3$. Those at the high end are either situated adjacent to main roads, such as High Road, Green Lanes and Bounds Green Road, adjacent to junctions, where there would be increased pollutant emissions due to congestion, or both. Remaining receptors, along quieter residential roads, are all well below the annual mean air quality objective.
- 4.13 Concentrations are not predicted to exceed 60 $\mu\text{g}/\text{m}^3$ at any of the modelled receptors, meaning the 1-hour nitrogen dioxide objective is unlikely to be exceeded at any roadside location within the study area. This is consistent with monitoring data at automatic monitor ENF5 (Table 3).
- 4.14 Although not included within a figure, annual mean PM_{10} and $\text{PM}_{2.5}$ concentrations were also modelled for the year 2019 and shown to be well below the objectives throughout the study area.

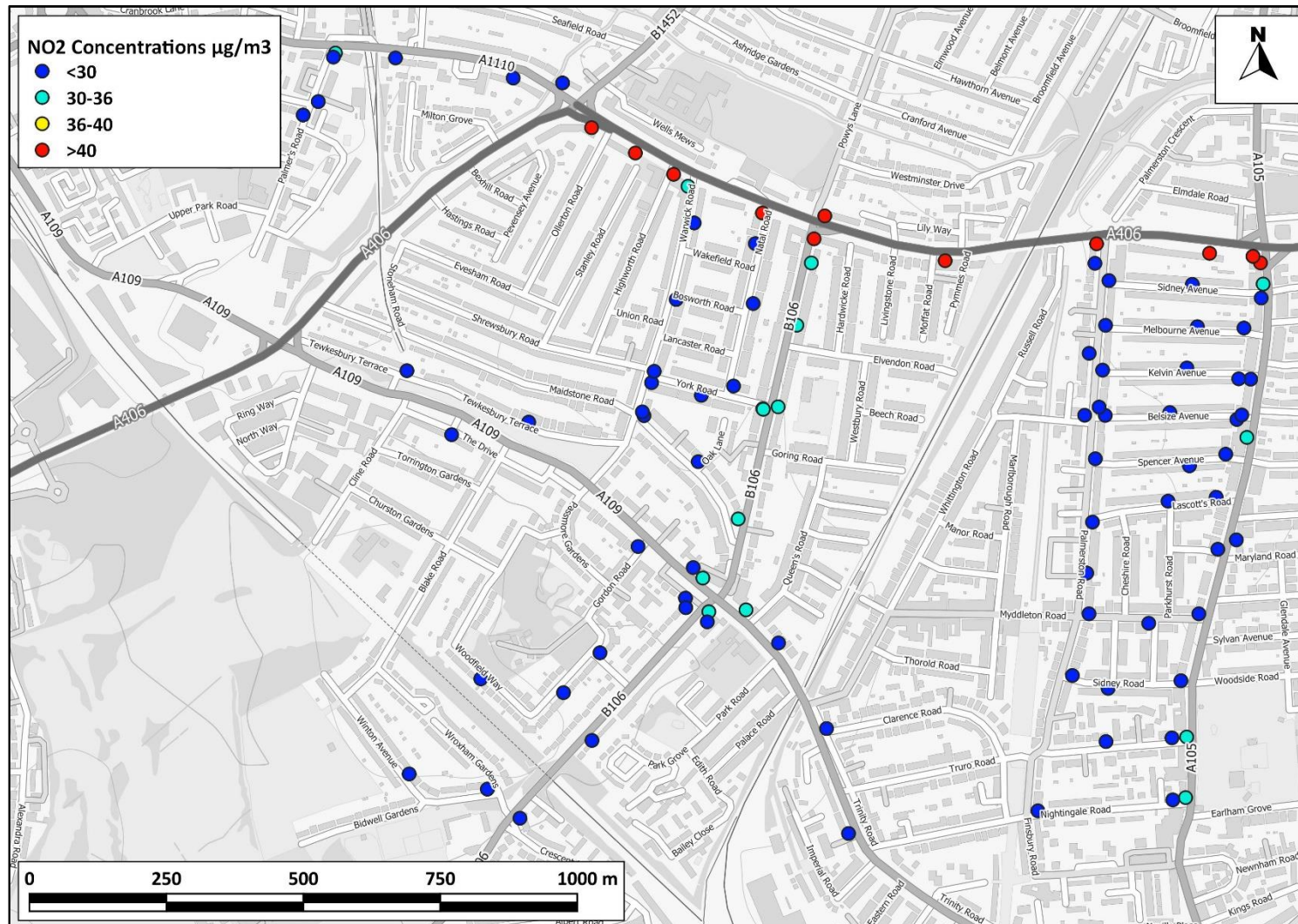


Figure 7: Predicted Annual Mean NO₂ Concentrations in the Study Area in the 2019 Baseline Scenario (µg/m³)

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5 Scheme Impact Assessment

- 5.1 This section presents the changes in annual mean pollutant concentrations predicted as a result of the scheme for the year 2020. The full set of results, including total concentrations, percentage changes and associated impact descriptors, are presented in Appendix A5.
- 5.2 The calculated percentage changes in traffic flow are shown in Figure 8, where decreases in traffic are illustrated by green shaded points, whilst increases are displayed in red shades. The decreases in traffic correlate with road closures, with increases occurring on alternative routes. The predicted changes in annual mean nitrogen dioxide, PM₁₀ and PM_{2.5} concentrations at receptors are presented in Figure 9, Figure 10 and Figure 11, with decreases in concentrations marked by blue shaded points, and increases displayed in yellow/red shades. White points indicate receptors where no changes are predicted.
- 5.3 The modelled data show that the implementation of the Quieter Neighbourhood Scheme led to slight decreases or increases in annual mean NO₂ concentrations, ranging between -0.1 and -1.3 µg/m³ and between +0.1 and +0.9 µg/m³, as shown on Figure 9. Such changes correspond to -3 % and +2% of the objective value, at most. The results correlate with the changes in traffic displayed on Figure 8.
- 5.4 While NO₂ concentrations are heavily influenced by vehicle emissions, PM concentrations are influenced by a wider range of sources, and thus are less influenced by vehicular emissions. Therefore, changes in PM₁₀ and PM_{2.5} concentrations follow a similar pattern to that of NO₂, but the changes are smaller, with either no predicted changes in concentrations, or increases and decreases in concentrations comprised between ±0.1 and 0.2 µg/m³ for PM₁₀, and reaching ±0.1 µg/m³ at most for PM_{2.5}. Such changes correspond to ±1% of the annual mean PM₁₀ objective value at most, and 0% of the PM_{2.5} objective value.
- 5.5 Using industry standard guidance (Moorcroft and Barrowcliffe et al, 2017), absolute changes in pollutant concentrations are considered, in conjunction with the associated predicted long-term concentrations, to determine the air quality impacts and effects at receptors (see paragraph 2.32). The full results are presented in Appendix A5, and show that in 2020, the predicted changes in annual mean PM₁₀ and PM_{2.5} pollutant concentrations are associated with 'negligible' impacts at all receptors within the study area. With regards to annual mean nitrogen dioxide concentrations, impacts are described as '*negligible*' at most receptors, with the exception of one receptor (33) where a *slight adverse* impact is predicted, and one receptor (106) where a *moderate adverse* impact is predicted. Receptor 33 represents a residential property above a shop at the junction between Truro Road and the High Road. Receptor 32, located 25 m to the west of that property, is predicted to experience a *negligible* impact as a result of the scheme. The predicted slight adverse impact thus

concerns one property. Receptor 106 represents a residential property situated at the junction of High Road and the North Circular, where, as discussed in Paragraphs A4.8 and A4.9, there is significant uncertainty with regards to the modelled change in traffic and effect of profile on modelled concentrations. It is therefore not possible to ascertain whether or not this impact is a result of the model's uncertainties. However, if accurate, it would only concern a small number of properties, with a receptor (2) situated 40 m to the south predicted to see increases in annual mean nitrogen dioxide concentration of $0.4 \mu\text{g}/\text{m}^3$, corresponding to a *negligible* impact. As such, overall, although the scheme leads to changes in pollutant concentrations, the scale of these changes in relation to total predicted concentrations are not great enough to lead to significant impacts, whether beneficial or adverse.

Impacts on the North Circular

- 5.6 Although, for reasons explained in paragraph 3.15, receptors directly adjacent to the North Circular are not included in the overall assessment of the scheme. Receptors located on the same section ATC34, for which there is more confidence in the traffic data relating to the impact of the scheme, have been included in the results table presented Appendix A5. These results show that annual mean nitrogen dioxide concentrations are predicted to decrease slightly at two locations, with a small increase predicted at the third location. Predicted changes range between zero and -1% and correspond to *negligible* impacts (with a *slight beneficial* impact predicted in the sensitivity test). Zero per cent changes and *negligible* impacts are predicted with regards to annual mean PM_{10} and $\text{PM}_{2.5}$ concentrations.
- 5.7 As noted, because counts were available by the hour for each ATC, hourly variations in traffic flow specific to each modelled road were input into the model. This allowed for the potential capture of the scheme's impact on daily flow variation to be taken account of, as profiles specific to the pre- and post- scheme conditions were used. However, as explained in paragraph A4.8, the road specific profiles used in the model show a lower proportion of trips occurring at night-time with the scheme in place, compared to pre-scheme conditions. It is unclear whether this, or other changes to the diurnal profiles, can be attributed to implementation of the scheme, to seasonal effects (for example longer days in the summer), or to the lockdown that was in place in November. On high traffic roads, with large associated rates of emission, relatively small shifts in hourly flows can have large impacts on annual mean concentrations. In this case, there is a shift towards lower traffic flow at night in the 'with Scheme' scenario. Due to changes in atmospheric composition at night, nocturnal emissions are less able to disperse, resulting in higher pollutant concentrations (Xuexi Tie et al., 2008), meaning night-time emissions result in higher pollutant concentrations than at other times of day. Therefore, this shift in hourly emission rates can significantly impact on annual mean values. As this shift in annual mean concentrations is judged to be the result of external factors, particularly in the

case of the North Circular Road, it is judged that the presentation of modelled results along the North Circular do not represent the outcomes of the scheme, but rather the effect of the profile change.

Sensitivity Test

- 5.8 As stated in Paragraph 3.16, baseline pollutant concentrations were lower than usual in 2020, which may have affected impact descriptors at receptors. As can be seen in Table A2.1 in Appendix A2, and described in paragraph 3.10, the impact descriptors are determined based on the predicted change in pollutant concentration (columns) in the context of the total pollutant concentration at that location (rows). In order to avoid underestimating the impacts associated with the scheme, and as discussed in paragraph 3.10, a sensitivity test was undertaken whereby the predicted changes in concentrations as a result of the scheme were considered against 2019 total pollutant concentrations. Taken in that context, the predicted increases in pollutant concentrations would still correspond to negligible impacts at all receptors for PM₁₀ and PM_{2.5} concentrations. This would also be the case at most receptors for nitrogen dioxide concentrations, with the exception of receptor 106 located on High Road, near the junction with the North Circular, where a substantial adverse impact is predicted (instead of a moderate adverse impact in the context of 2020 concentrations), a receptor on York Road (43), where a slight beneficial impact is predicted, and receptor 33 on the Truro Road to High Road junction, where a slight adverse impact is predicted (as was also the case in the context of 2020 concentrations). Results from this sensitivity test are presented alongside 2020 results in Appendix A5.

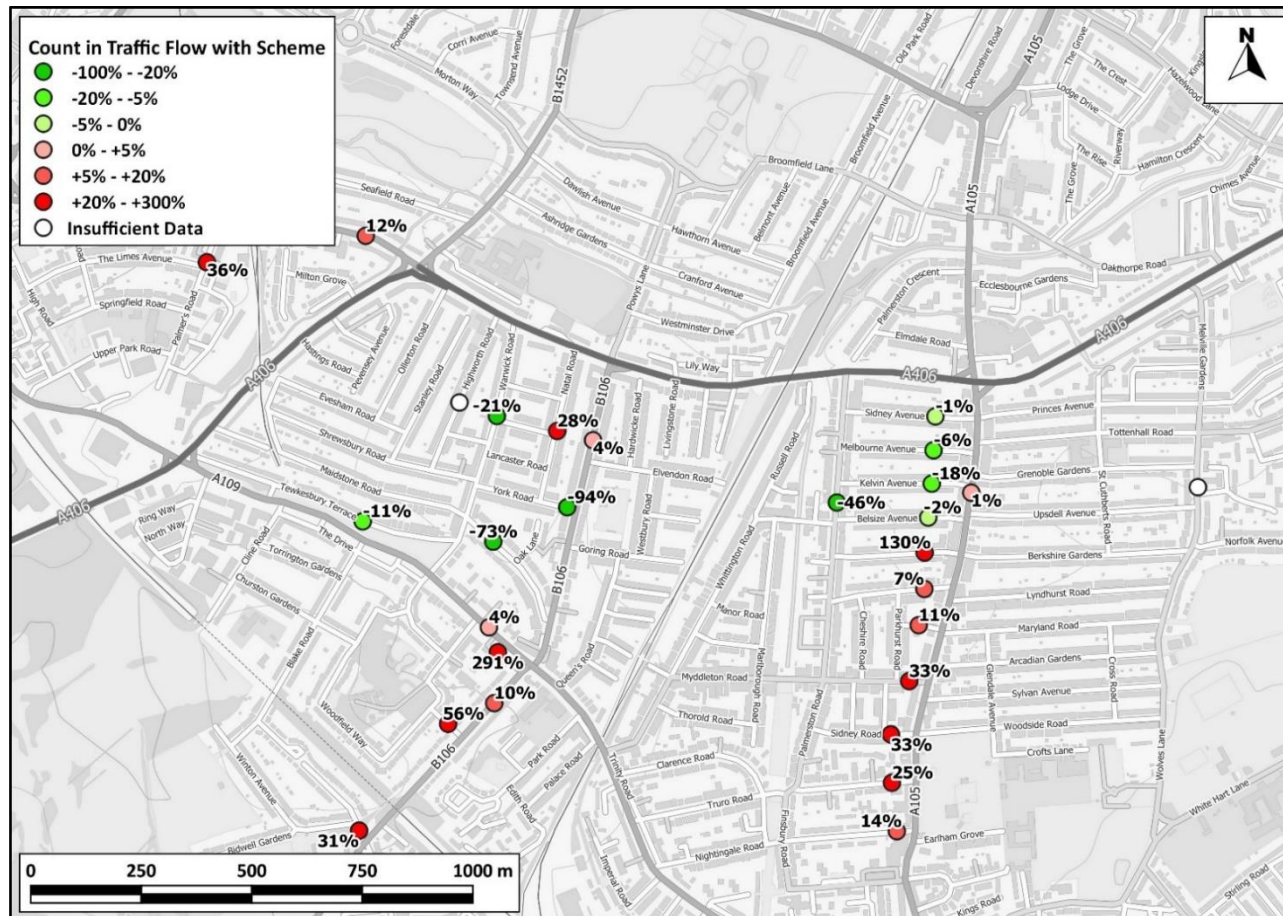


Figure 8: Percentage Change in Annualised Total Traffic Flows Resulting from the Scheme⁶

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⁶ ATC 3 and ATC 15 are marked by a white dot due to gaps in the data which have prevented determining the %change in traffic associated with the scheme.

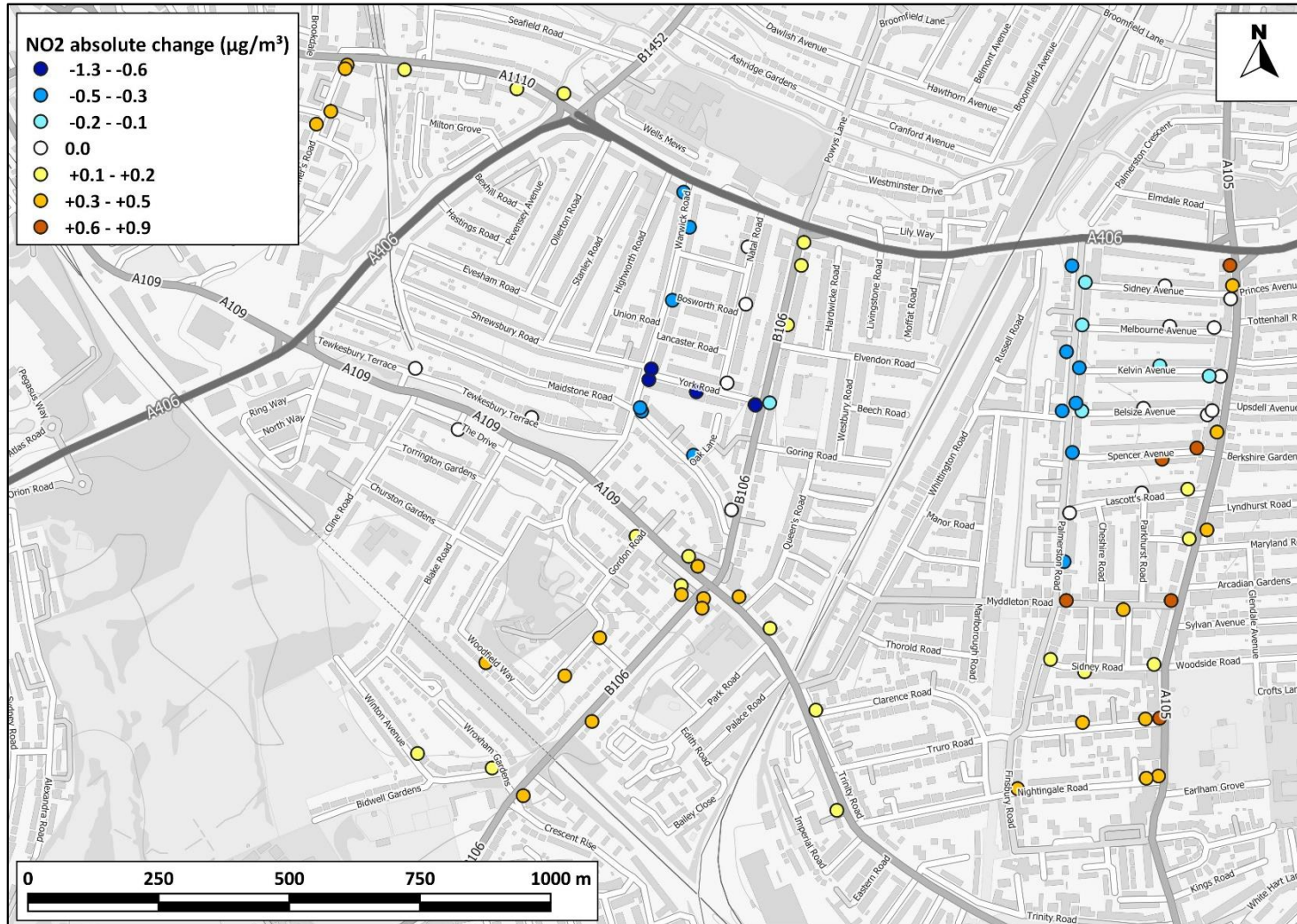


Figure 9: Predicted Changes in Annual Mean NO₂ Concentrations with Quieter Neighbourhood Scheme in 2020 ($\mu\text{g}/\text{m}^3$)

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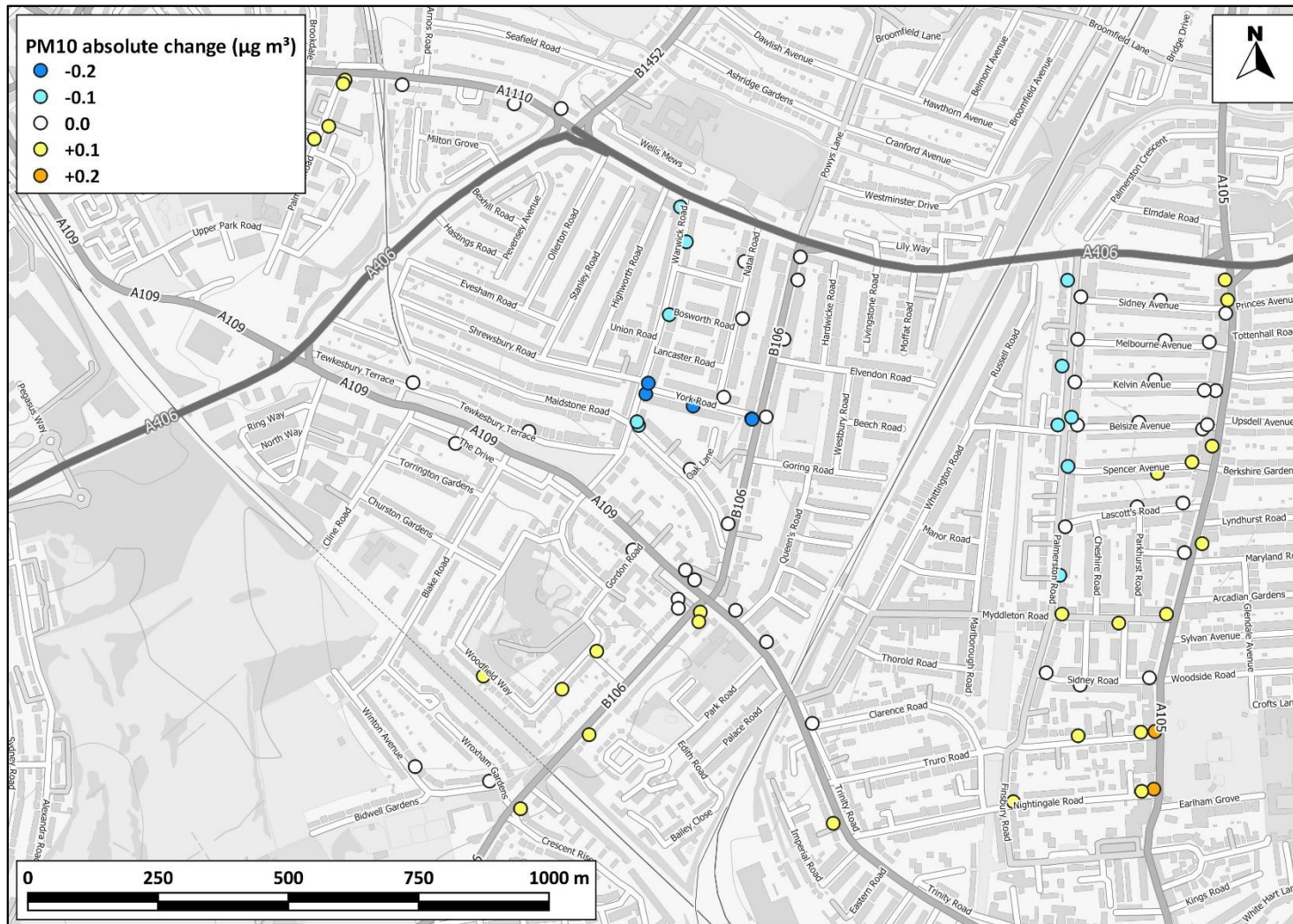


Figure 10: Predicted Changes in Annual Mean PM₁₀ Concentrations with Quieter Neighbourhood Scheme in 2020($\mu\text{g m}^{-3}$)

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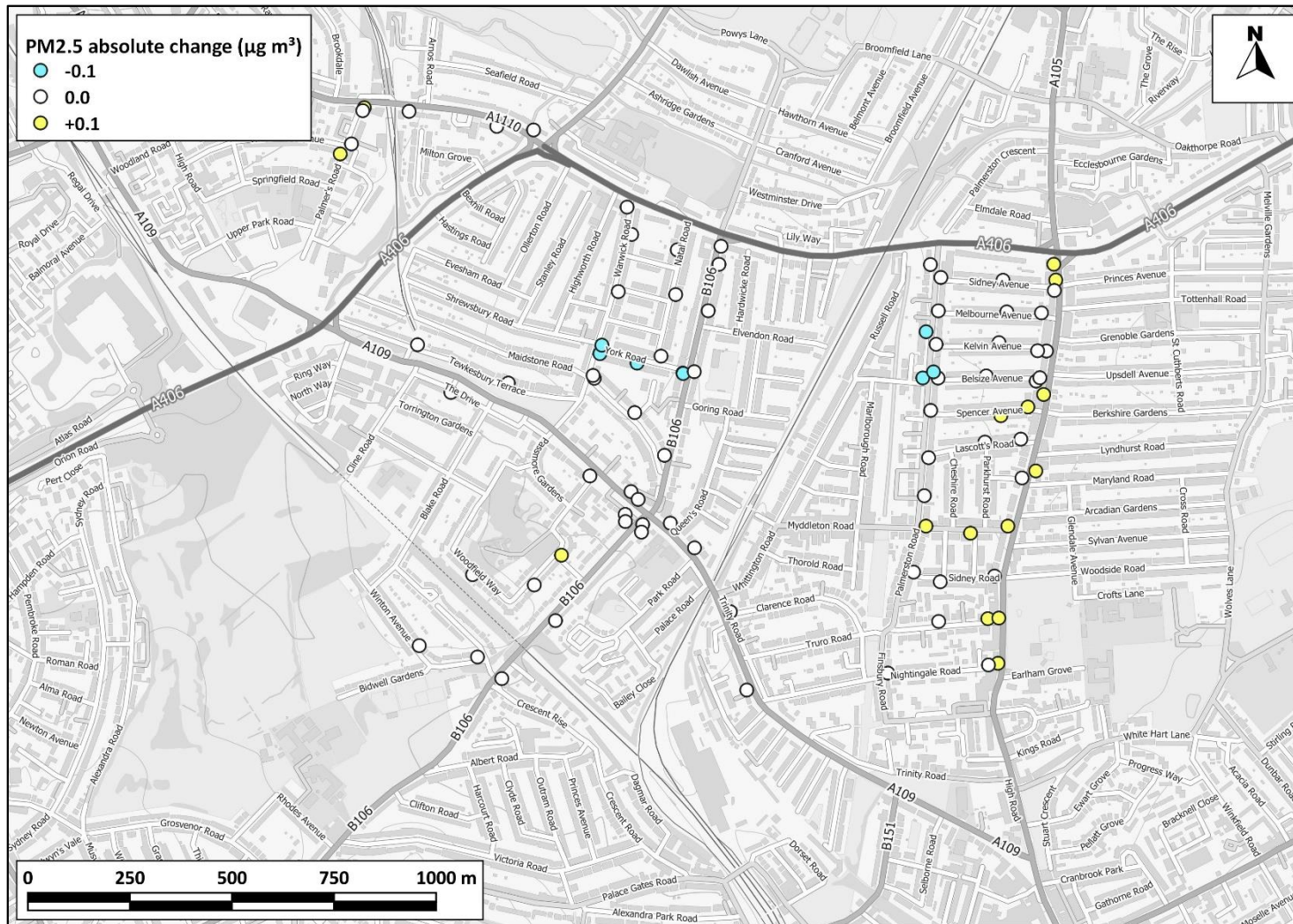


Figure 11: Predicted Changes in Annual Mean PM_{2.5} Concentrations with Quieter Neighbourhood Scheme in 2020(µg/m³)

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6 Summary and Conclusions

- 6.1 The assessment has considered the local air quality impacts of the Bowes Quieter Neighbourhood Scheme. Traffic flows were measured over two seven-day periods in July and November 2020 (pre- and post-scheme implementation). These have been used to estimate the changes in traffic attributable to the scheme. Dispersion modelling has then been used to predict the effect that these changes in traffic will have had on local air quality.
- 6.2 Annual mean concentrations of nitrogen dioxide in 2019 at several receptors adjacent to the North Circular are predicted to have been above the objective set by the UK Government. Concentrations at other receptors, which are along quieter residential roads, were all well below this objective. Annual mean PM₁₀ and PM_{2.5} concentrations were well below the current UK objectives throughout the study area.
- 6.3 Implementation of the Quieter Neighbourhood Scheme is predicted to have led to slight decreases and increases in nitrogen dioxide concentrations, in correlation with the changes in traffic observed with the scheme in operation. Changes to PM₁₀ and PM_{2.5} concentrations follow a similar pattern to those of NO₂, but the changes are smaller.
- 6.4 Although the scheme caused small changes to pollutant concentrations, the scales of these are described by industry standard guidance as *negligible* at all receptors for PM₁₀ and PM_{2.5} concentrations, and most receptors for nitrogen dioxide concentrations, with the exception of a location at the junction between Truro Road and the High Road where a *slight adverse* impact is predicted, and a location at the High Road to North Circular junction, where a *moderate adverse* impact is predicted. However, as discussed in Section 5, it is possible this *moderate adverse* impact is a result of uncertainties in the model's inputs.
- 6.5 There are many uncertainties around the predictions presented in this report. In particular, it is challenging to isolate those changes to traffic flows caused by the scheme from those caused by other factors, such as restrictions to control the COVID-19 pandemic. In order to account for this as best as possible, a sensitivity test has been undertaken which uses the impacts of the scheme in 2020 aligned with concentrations predicted for 2019 (which are higher than those in 2020). This showed that one receptor would be classed as experiencing a *substantial adverse* impact; however, as discussed in Section 5 and above, there is uncertainty with regards to this result. Elsewhere in the study area, one *slight adverse* and one *slight beneficial* impact are predicted at two further receptors, with *negligible* impacts predicted at all other receptors. Overall, taking into consideration the increases and decreases in concentrations, the results of this assessment are not considered to represent a significant effect on local air quality.

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8 Glossary

AADT	Annual Average Daily Traffic
ADMS-Roads	Atmospheric Dispersion Modelling System model for Roads
AQC	Air Quality Consultants
AQAL	Air Quality Assessment Level
AQMA	Air Quality Management Area
Defra	Department for Environment, Food and Rural Affairs
DfT	Department for Transport
EFT	Emission Factor Toolkit
EPUK	Environmental Protection UK
Exceedance	A period of time when the concentration of a pollutant is greater than the appropriate air quality objective. This applies to specified locations with relevant exposure
HDV	Heavy Duty Vehicles (> 3.5 tonnes)
HMSO	Her Majesty's Stationery Office
IAQM	Institute of Air Quality Management
kph	Kilometres Per hour
LAQM	Local Air Quality Management
LDV	Light Duty Vehicles (<3.5 tonnes)
µg/m³	Microgrammes per cubic metre
NO	Nitric oxide
NO₂	Nitrogen dioxide
NO_x	Nitrogen oxides (taken to be NO ₂ + NO)
Objectives	A nationally defined set of health-based concentrations for nine pollutants, seven of which are incorporated in Regulations, setting out the extent to which the standards should be achieved by a defined date. There are also vegetation-based objectives for sulphur dioxide and nitrogen oxides
PM₁₀	Small airborne particles, more specifically particulate matter less than 10 micrometres in aerodynamic diameter
PM_{2.5}	Small airborne particles less than 2.5 micrometres in aerodynamic diameter

PPG	Planning Practice Guidance
Receptors	Receptors correspond to OS grid coordinates in the dispersion model, to allow for pollutant concentrations to be predicted at a specific point within the study area. They are representative of 'physical' locations of relevant exposure to the air quality objectives, such as residential properties, school, hospitals etc. in the study area.
Standards	A nationally defined set of concentrations for nine pollutants below which health effects do not occur or are minimal
TEA	Triethanolamine – used to absorb nitrogen dioxide

9 Appendices

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A1 London-Specific Policies and Measures

London Environment Strategy

A1.1 The air quality chapter of the London Environment Strategy sets out three main objectives, each of which is supported by sub-policies and proposals. The Objectives and their sub-policies are set out below:

“Objective 4.1: Support and empower London and its communities, particularly the most disadvantaged and those in priority locations, to reduce their exposure to poor air quality.

- *Policy 4.1.1 Make sure that London and its communities, particularly the most disadvantaged and those in priority locations, are empowered to reduce their exposure to poor air quality*
- *Policy 4.1.2 Improve the understanding of air quality health impacts to better target policies and action*

Objective 4.2: Achieve legal compliance with UK and EU limits as soon as possible, including by mobilising action from London Boroughs, government and other partners

- *Policy 4.2.1 Reduce emissions from London’s road transport network by phasing out fossil fuelled vehicles, prioritising action on diesel, and enabling Londoners to switch to more sustainable forms of transport [...]*
- *Policy 4.2.4 The Mayor will work with the government, the London boroughs and other partners to accelerate the achievement of legal limits in Greater London and improve air quality*
- *Policy 4.2.5 The Mayor will work with other cities (here and internationally), global city and industry networks to share best practice, lead action and support evidence based steps to improve air quality*

Objective 4.3: Establish and achieve new, tighter air quality targets for a cleaner London by transitioning to a zero emission London by 2050, meeting world health organization health-based guidelines for air quality

- *Policy 4.3.1 The Mayor will establish new targets for PM_{2.5} and other pollutants where needed. The Mayor will seek to meet these targets as soon as possible, working with government and other partners*
- *Policy 4.3.2 The Mayor will encourage the take up of ultra low and zero emission technologies to make sure London’s entire transport system is zero emission by 2050 to further reduce levels of pollution and achieve WHO air quality guidelines*

- *Policy 4.3.3 Phase out the use of fossil fuels to heat, cool and maintain London's buildings, homes and urban spaces, and reduce the impact of building emissions on air quality*
- *Policy 4.3.4 Work to reduce exposure to indoor air pollutants in the home, schools, workplace and other enclosed spaces"*

A1.2 While the policies targeting transport sources are significant, there are less obvious ones that will also require significant change. In particular, the aim to phase out fossil-fuels from building heating and cooling and from NRMM will demand a dramatic transition.

Low Emission Zone (LEZ)

A1.3 The LEZ was implemented as a key measure to improve air quality in Greater London. It entails charges for vehicles entering Greater London not meeting certain emissions criteria, and affects diesel-engined lorries, buses, coaches, large vans, minibuses and other specialist vehicles derived from lorries and vans. Since 1 March 2021, a standard of Euro VI has applied for HGVs, buses and coaches, while a standard of Euro 3 has applied for large vans, minibuses and other specialist diesel vehicles since 2012.

Ultra Low Emission Zone (ULEZ)

A1.4 London's ULEZ was introduced on 8 April 2019. The ULEZ currently operates 24 hours a day, 7 days a week in the same area as the current Congestion Charging zone. All cars, motorcycles, vans, minibuses and Heavy Goods Vehicles will need to meet exhaust emission standards (ULEZ standards) or pay an additional daily charge to travel within the zone. The ULEZ standards are Euro 3 for motorcycles; Euro 4 for petrol cars, vans and minibuses; Euro 6 for diesel cars, vans and minibuses; and Euro VI for HGVs, buses and coaches.

A1.5 From 25 October 2021, the ULEZ will cover the entire area within the North and South Circular roads, applying the emissions standards set out in Paragraph A1.4 for light vehicles. The ULEZ will not include any requirements relating to heavy vehicle emissions beyond 1 March 2021, as these will be addressed by the amendments to the LEZ described in Paragraph A1.3.

Other Measures

A1.6 Since 2018, all taxis presented for licencing for the first time had to be zero emission capable (ZEC). This means they must be able to travel a certain distance in a mode which produces no air pollutants, and all private hire vehicles (PHVs) presented for licensing for the first time had to meet Euro 6 emissions standards. Since January 2020, all newly manufactured PHVs presented for licensing for the first time had to be ZEC (with a minimum zero emission range of 10 miles). The Mayor's aim is that the entire taxi and PHV fleet will be made up of ZEC vehicles by 2033.

A1.7 The Mayor has also proposed to make sure that TfL leads by example by cleaning up its bus fleet, implementing the following measures:

- TfL will procure only hybrid or zero emission double-decker buses from 2018;
- a commitment to providing 3,100 double decker hybrid buses by 2019 and 300 zero emission single-deck buses in central London by 2020;
- introducing 12 Low Emission Bus Zones by 2020;
- investing £50m in Bus Priority Schemes across London to reduce engine idling; and
- retrofitting older buses to reduce emissions (selective catalytic reduction (SCR) technology has already been fitted to 1,800 buses, cutting their NOx emissions by around 88%).

A2 EPUK & IAQM Planning for Air Quality Guidance

- A2.1 The guidance issued by EPUK and IAQM (Moorcroft and Barrowcliffe et al, 2017) is comprehensive in its explanation of the place of air quality in the planning regime and contains impact descriptors for the assessment of significance.
- A2.2 There is no official guidance in the UK in relation to development control on how to describe the nature of air quality impacts, nor how to assess their significance. The approach within the EPUK/IAQM guidance has, therefore, been used in this assessment. This approach involves a two stage process:
- a qualitative or quantitative description of the impacts on local air quality arising from the development; and
 - a judgement on the overall significance of the effects of any impacts.

Impact Descriptors

- A2.3 Impact description involves expressing the magnitude of incremental change as a proportion of a relevant assessment level and then examining this change in the context of the new total concentration and its relationship with the assessment criterion. Table A2.1 sets out the method for determining the impact descriptor for annual mean concentrations at individual receptors, having been adapted from the table presented in the guidance document. For the assessment criterion the term Air Quality Assessment Level or AQAL has been adopted, as it covers all pollutants, i.e. those with and without formal standards. Typically, as is the case for this assessment, the AQAL will be the air quality objective value. Note that impacts may be adverse or beneficial, depending on whether the change in concentration is positive or negative.

Table A2.1: Air Quality Impact Descriptors for Individual Receptors for All Pollutants ^a

Long-Term Average Concentration At Receptor In Assessment Year ^b	Change in concentration relative to AQAL ^c				
	0%	1%	2-5%	6-10%	>10%
75% or less of AQAL	Negligible	Negligible	Negligible	Slight	Moderate
76-94% of AQAL	Negligible	Negligible	Slight	Moderate	Moderate
95-102% of AQAL	Negligible	Slight	Moderate	Moderate	Substantial
103-109% of AQAL	Negligible	Moderate	Moderate	Substantial	Substantial
110% or more of AQAL	Negligible	Moderate	Substantial	Substantial	Substantial

^a Values are rounded to the nearest whole number.

^b This is the "Without Scheme" concentration where there is a decrease in pollutant concentration and the "With Scheme" concentration where there is an increase.

^c AQAL = Air Quality Assessment Level, which may be an air quality objective, EU limit or target value, or an Environment Agency 'Environmental Assessment Level (EAL)'.

Assessment of Significance

A2.4 The guidance recommends that the assessment of significance should be based on professional judgement, with the overall air quality impact of the development described as either 'significant' or 'not significant'. In drawing this conclusion, the following factors should be taken into account:

- the existing and future air quality in the absence of the development;
- the extent of current and future population exposure to the impacts;
- the influence and validity of any assumptions adopted when undertaking the prediction of impacts;
- the potential for cumulative impacts and, in such circumstances, several impacts that are described as '*slight*' individually could, taken together, be regarded as having a significant effect for the purposes of air quality management in an area, especially where it is proving difficult to reduce concentrations of a pollutant. Conversely, a '*moderate*' or '*substantial*' impact may not have a significant effect if it is confined to a very small area and where it is not obviously the cause of harm to human health; and
- the judgement on significance relates to the consequences of the impacts; will they have an effect on human health that could be considered as significant? In the majority of cases, the impacts from an individual development will be insufficiently large to result in measurable changes in health outcomes that could be regarded as significant by health care professionals.

A2.5 The guidance is clear that other factors may be relevant in individual cases. It also states that the effect on the residents of any new development where the air quality is such that an air quality objective is not met will be judged as significant. For people working at new developments in this situation, the same will not be true as occupational exposure standards are different, although any assessment may wish to draw attention to the undesirability of the exposure.

A2.6 A judgement of the significance should be made by a competent professional who is suitably qualified. A summary of the professional experience of the staff contributing to this assessment is provided in Appendix A4.

A3 Professional Experience

Dr Clare Beattie, BSc (Hons) MSc PhD CSci MEnvSc MIAQM

Dr Beattie is an Associate Director with AQC, with more than 20 years' relevant experience. She has been involved in air quality management and assessment, and policy formulation in both an academic and consultancy environment. She has prepared air quality review and assessment reports, strategies and action plans for local authorities and has developed guidance documents on air quality management on behalf of central government, local government and NGOs. She has led on the air quality inputs into Clean Air Zone feasibility studies and has provided support to local authorities on the integration of air quality considerations into Local Transport Plans and planning policy processes. Dr Beattie has appraised local authority air quality assessments on behalf of the UK governments, and provided support to the Review and Assessment helpdesk. She has carried out numerous assessments for new residential and commercial developments, including the negotiation of mitigation measures where relevant. She has also acted as an expert witness for both residential and commercial developments. She has carried out BREEAM assessments covering air quality for new developments. Dr Beattie has also managed contracts on behalf of Defra in relation to allocating funding for the implementation of air quality improvement measures. She is a Member of the Institute of Air Quality Management, Institution of Environmental Sciences and is a Chartered Scientist.

Pauline Jezequel, MSc MEnvSc MIAQM

Miss Jezequel is a Principal Consultant with AQC with over ten years' relevant experience. Prior to joining AQC she worked as an air quality consultant at AECOM. She has also worked as an air quality controller at Bureau Veritas in France, undertaking a wide range of ambient and indoor air quality measurements for audit purposes. She now works in the field of air quality assessment, undertaking air quality impact assessments for a wide range of development projects in the UK and abroad, including for residential and commercial developments, transport schemes (rail, road and airport), waste facilities and industrial sites. Miss Jezequel has also undertaken a number of odour surveys and assessments in the context of planning applications. She has experience in monitoring construction dust, as well as indoor pollutant levels for BREEAM purposes. She is a Member of the Institute of Air Quality Management.

Jamie Dennis, MSci (Hons) AMEnvSc AMIAQM

Mr Dennis is an Assistant Consultant with AQC, having joined the company in December 2019. Prior to joining, he completed an MSci degree in Chemistry at the University of Bristol, specialising in the regional modelling of trace gases. He has undertaken numerous air quality assessments, including road traffic and plant emissions modelling, as well as odour and construction dust risk assessments.

He is an Associate Member of both the Institute of Air Quality Management and Institution of Environmental Sciences.

A4 Modelling Methodology

Model Inputs

- A4.1 Predictions have been carried out using the ADMS-Roads dispersion model (v5). The model requires the user to provide various input data, including emissions from each section of road and the road characteristics (including road width, street canyon width, street canyon height and porosity, where applicable). Vehicle emissions have been calculated based on vehicle flow, composition and speed data using the EFT (Version 10.1) published by Defra (2021). Model input parameters are summarised in Table A4.1 and, where considered necessary, discussed further below.

Table A4.1: Summary of Model Inputs

Model Parameter	Value Used
Terrain Effects Modelled?	No
Variable Surface Roughness File Used?	No
Urban Canopy Flow Used?	No
Advanced Street Canyons Modelled?	Yes
Noise Barriers Modelled?	No
Meteorological Monitoring Site	London City
Meteorological Data Years	2019
Dispersion Site Surface Roughness Length (m)	1.0
Dispersion Site Minimum MO Length (m)	75
Met Site Surface Roughness Length (m)	0.2
Met Site Minimum MO Length (m)	75
Gradients?	No

Traffic Data

- A4.2 Traffic counts have been provided by LB Enfield, who have undertaken the transport survey for the scheme. The survey involved a two weeks' worth of traffic count data, taken in July, representing traffic flows without the scheme, and in November, representing traffic data with the scheme in place. Each individual vehicle count provided the vehicle type and the time of recording. In order to convert the traffic count data into a format appropriate for air quality roads modelling, a series of calculations and assumptions had to be made, which are set out in this section.

AADT Calculations

- A4.3 The air quality model requires traffic data to be input in Average Annual Daily Traffic values (AADT). In order to calculate an annual average from the weekly average, a factor was applied. The factor was calculated using traffic count ATC39, operated by TfL, and situated along the North Circular, 1.7 km away from the consultation area boundary. The count is judged to be far enough away not to

be impacted by the scheme to any major degree, but close enough to be representative of typical annual traffic flow variation in the study area. The factor was calculated by dividing the annual total⁷, in either 2019 or 2020 (the former used for model verification purposes), by the period total, for each respective survey period. This factor was applied to the period total at each count to approximate annual totals at each of the LB Enfield ATCs. As discussed in Section 3, this method therefore provides values which, to some extent, take into account the annual variations in 2020 traffic, resulting from factors external to the scheme, such as COVID lockdown impacts and school holidays.

Traffic Speeds

A4.4 Dispersion modelling is based on average speeds on each section of road. The ATC data provided the speed of each individual vehicle, as well as an average measured speed for the week. This speed is, however, only applicable at a specific point on the road and will not necessarily be representative of speed alongside the whole road link. Moreover, average speeds pre- and post-scheme were reviewed, and it was not possible to correlate the variation in speeds with that in traffic data; it could have been expected to see average speeds decrease with increased traffic, and vice versa. Measured speeds were therefore not directly used as average speeds for modelling purposes. Instead, average traffic speeds were estimated based on road layout, proximity to junctions and traffic lights, speed limits and professional judgement. For example, where a section of road leads to a traffic light, vehicles will be stopped and thus idling for some time when the light is red, but under a green light, vehicles will travel at normal speed alongside that section of road. As such, for modelling purposes, such sections of roads are typically modelled at 20 kph, which correspond to a weighted average speed throughout the day. On sections of road situated away from junctions, average speeds were determined based on the applicable speed limits. Although the measured speeds were not used, as discussed above, they were reviewed against those determined following the procedure described above, to ensure there were no major discrepancies between measured and estimated average speeds alongside the road network considered in this study.

Fleet Composition

A4.5 The emissions calculated within the model are calculated by vehicle type, split by heavy duty vehicle (HDV) and light duty vehicle (LDV). These are split by being over/under 3.5 tonnes. Therefore, data are required on the proportions of each vehicle type from the traffic counts. The traffic count data provided a breakdown of vehicle counts by the following categories:

1. Short - car, light van.
2. Short towing – trailer, caravan, boat etc.
3. Two axle truck or bus

⁷ For 2020, this covers the period 1st January to 24th November, in the absence of data for the rest of the year.

4. Three axle truck or bus
5. Four axle truck
6. Three axle articulated vehicle or rigid vehicle and trailer
7. Four axle articulated vehicle or rigid vehicle and trailer
8. Five axle articulated vehicle or rigid vehicle and trailer
9. Six (or more) axle articulated vehicle or rigid vehicle and trailer
10. B-double or heavy truck and trailer
11. Double road train or heavy truck and two trailers
12. Triple road train or heavy truck and three (or more) trailers
14. Motorcycle
15. Cycle

A4.6 Categories 1, 2 and 14 are grouped into LDVs, while categories 4, 5, 6, 7, 8, 9, 10, 11 and 12 represent HDVs. Cycles do not have any associated emissions so were not included in the model. Category 3 does not fall into either category, as two axle trucks and buses may fall either side of the 3.5 tonnes boundary. In order to provide a worst-case assessment, it was assumed that all category 3 vehicles fell into the HDV category, and were modelled as such.

Time Varying Emissions

A4.7 As counts were available by the hour for each ATC, hourly variations in traffic flow specific to each modelled road were input into the model. This allowed for the potential capture of the scheme's impact on daily flow variation to be taken account of, as profiles specific to the pre- and post- scheme conditions were used. Examples of these time varying emission factors are provided in Figure A4.1.

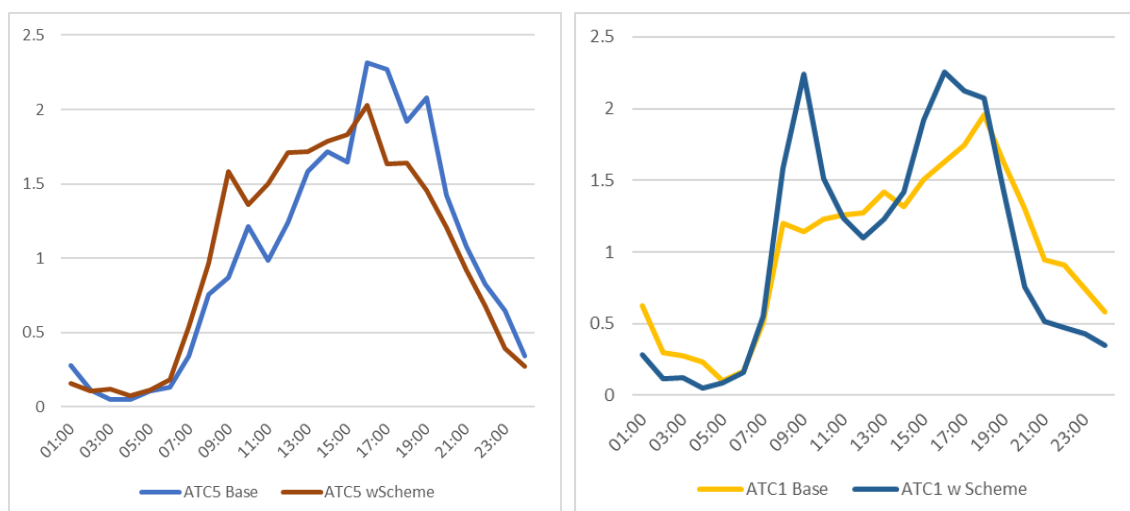


Figure A4.1: Average Time Varying Emission Factors⁸ for ATC1 (Palmer's Road) and ATC5 (Natal Road), with and without the Quieter Neighbourhood Scheme.

A4.8 While the effect of the scheme on daily total traffic volumes has, as far as possible, been isolated from other concurrent drivers of change, it has not been possible to separate the effect of external factors from those of the scheme on the distribution of traffic flows throughout the day. For example, the profiles displayed in Figure A4.1 show a lower proportion of trips occurring at night time with the scheme in place, compared to pre-scheme conditions. It is unclear whether this, or other changes to the diurnal profiles, can be attributed to implementation of the scheme, to seasonal effects (for example longer days in the summer), or to the lockdown that was in place in November. On roads with larger baseline traffic flows, it is unlikely that the scheme would significantly impact on the total hourly flows. On the North Circular Road for example, the total daily change in traffic flow resultant from the scheme, according to the AADT flow calculations discussed in paragraph A4.3, is 1,300 additional vehicles, of a total of roughly 67,000. In Figure A4.2 however, there is a substantial shift in hourly flows between the 'base' and 'with scheme' scenarios, which cannot be attributable to such a small relative increase in traffic.

⁸ The y-axis represents the average traffic flow across the 7 days of traffic data capture, at each hour, standardised to 1.

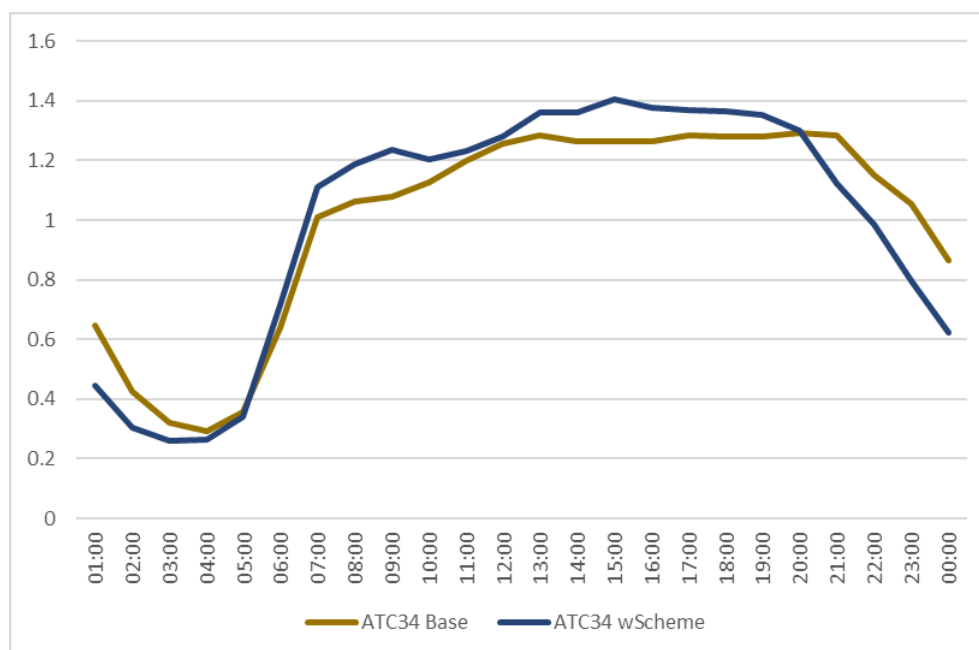


Figure A4.2: Average Time Varying Emission Factors⁹ for ATC34 (North Circular), with and without the Quieter Neighbourhood Scheme

A4.9 On high traffic roads, with large associated rates of emission, relatively small shifts in hourly flows can have large impacts on annual mean concentrations. In this case, there is a shift towards lower traffic flow at night in the 'with Scheme' scenario. Due to changes in atmospheric composition at night, nocturnal emissions are less able to disperse, resulting in higher pollutant concentrations (Xuexi Tie et al., 2008), meaning nighttime emissions result in higher pollutant concentrations than at other times of day. Therefore, this shift in hourly emission rates can significantly impact on annual mean values. As this shift in annual mean concentrations is the result of external factors, particularly in the case of the North Circular Road, it is judged that the presentation of modelled results along the North Circular would not represent the outcomes of the scheme, but rather the effect of the profile change.

Missing Data

A4.10 There were a number of ATCs which had periods of data missing. This is not unusual and could be due to cars parked on the device's tube for long periods of time. Where possible, assumptions have been made in order to account for these missing data. Otherwise, these sections of the model have been omitted. A list of missing data and their respective omissions or assumptions made are shown in Table A4.2.

⁹ The y-axis represents the average traffic flow across the 7 days of traffic data capture, at each hour, standardised to 1.

Table A4.2: Summary of Missing Data in Traffic Counts

Count	Missing Data	Action Taken
ATC3	Missing data from Tuesday, Wednesday, Thursday and Friday of the July period.	Modelling data replaced with ATC5 for the 2019 base model, which is expected to experience similar levels of traffic. Baseline data could not be omitted due to proximity to verification site, but impacts alongside that road were not assessed due to gaps in the data.
ATC4	Sunday, Monday and Tuesday missing from week's data, and replaced with Friday from the previous week and Saturday and Sunday data from following week, for the July period.	Time varying emission factors replaced with ATC5 factors, which is situated on a nearby road and is anticipated to have similar weekly traffic flow variations. Change in daily flows accounted for in annualisation factor.
ATC14	Tuesday missing from week's data, and replaced with Sunday data from following week, for July period.	Time varying emission factors replaced with ATC2 factors, which is the most similar road in the study area in terms of daily flows and is anticipated to have similar weekly traffic flow variations. Change in daily flows accounted for in annualisation factor.
ATC15	Missing data from Wednesday, Friday and Saturday of November period.	Road omitted from model due to lack of data.
ATC17	Tuesday missing from week's data, and replaced with Saturday data from following week, for July period.	Time varying emission factors replaced with ATC16 factors, which is the most similar road in the study area in terms of location, daily flows and local changes due to the scheme. Change in daily flows accounted for in annualisation factor.
ATC18	Missing data from Monday morning and Saturday night to Sunday midday, for July period.	Time varying emission factors replaced with ATC13 factors, which is situated on a nearby road and is anticipated to have similar weekly traffic flow variations.
ATC23	Missing data from Wednesday afternoon, for July period.	Time varying emission factors replaced with ATC21 factors, which is situated on a nearby road and is anticipated to have similar weekly traffic flow variations.
ATC25	Tuesday missing from week's data, and replaced with Saturday data from following week, for July period.	Time varying emission factors replaced with ATC16 factors, which is the most similar road in the study area in terms of daily flows and is anticipated to have similar impacts from the scheme. Change in daily flows accounted for in annualisation factor.

Data Summary

A4.11 The traffic data used in this assessment are summarised in Table A4.3.

Table A4.3: Summary of Annualised Traffic Data used in the Assessment (AADT Flows) ^a

Road Name	Count	2019		2020 Base		2020 with Scheme	
		AADT	%HDV	AADT	%HDV	AADT	%HDV
Palmers Road	ATC1	2,437	12.7	2,134	12.7	2,900	11.9
Bowes Road	ATC2	12,895	14.9	11,291	14.9	12,602	12.8
Highworth Road ^b	ATC3	406	9.4	-	-	-	-
Warwick Road	ATC4	2,398	8.5	2,100	8.5	1,650	8.7
Natal Road	ATC5	406	9.4	355	9.4	455	10.1
Brownlow Road	ATC6	13,128	10.8	11,496	10.8	12,011	11.5
York Road	ATC7	1,888	8.2	1,653	8.2	103	5.0
Maidstone Road	ATC8	1,094	9.5	958	9.5	258	6.7
Bounds Green Road	ATC9	21,514	9.7	18,839	9.7	19,506	10.9
Rhys Avenue	ATC10	39	16.2	34	16.2	135	11.2
Durnsford Road	ATC11	12,398	11.8	10,857	11.8	11,981	11.4
Woodfield Way	ATC12	1,078	6.0	944	6.0	1,476	6.8
Palmerston Road	ATC13	2,809	7.6	2,460	7.6	1,317	7.3
High Road	ATC14	16,467	9.7	14,420	9.7	14,612	13.0
Wolves Lane	ATC15	8,775	9.0	7,683	9.0	8,299	7.8
Truro Road	ATC16	2,965	9.6	2,597	9.6	3,257	9.9
Sidney Road	ATC17	622	8.9	545	8.9	725	10.1
Myddleton Road	ATC18	1,857	8.1	1,626	8.1	2,169	10.1
Belsize Avenue	ATC19	1,292	9.3	1,132	9.3	1,105	8.5
Lascotts Road	ATC20	994	8.4	871	8.4	930	9.1
Melbourne Avenue	ATC21	569	10.0	498	10.0	466	11.3
Spencer Avenue	ATC22	653	10.0	572	10.0	1,319	11.2
Sidney Avenue	ATC23	543	7.9	475	7.9	469	9.7
Kelvin Avenue	ATC24	1,591	9.5	1,394	9.5	1,145	10.7
Nightingale Road	ATC25	2,999	9.3	2,626	9.3	2,981	11.2
Marquis Road	ATC26	422	8.5	369	8.5	411	9.8
Tewkesbury Terrace	ATC27	328	10.6	288	10.6	255	10.9
Wroxham Gardens	ATC28	1,405	7.0	1,230	7.0	1,613	11.2
North Circular (A406)	ATC34	74,295	8.2	66,229	8.2	67,560	8.2

^a All these numbers correspond to annualised data, following the procedure described in Section 3. HGV proportions have been assumed to be identical in both 2019 and 2020.

- b As the ENF5 verification site is situated adjacent to Highworth Road, due to gaps in baseline traffic data here, baseline flows along Natal Road (ATC5) have been used in its place for the purposes of verification. The verification site is also adjacent to the North Circular, which has a much greater traffic flow, meaning air quality will be more dependent on traffic flows along this road, so minor inaccuracies in Highworth Road baseline traffic flow will not make a significant difference to the verification factor.

A4.12 Figure A4.3 shows the road network included within the model, along with the average speed at which each link was modelled, and shows which sections of road have been modelled as canyons (marked with either a 'Y' or 'No').

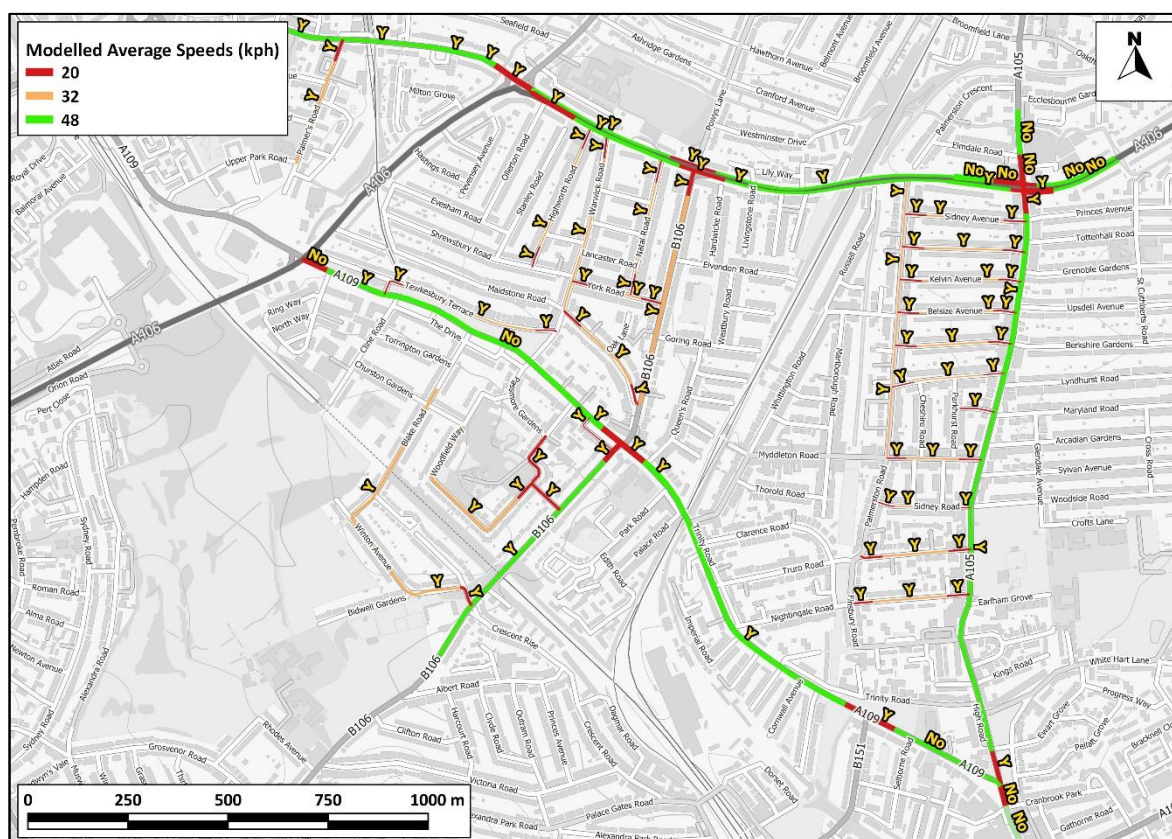


Figure A4.3: Modelled Road Network & Average Speed

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Street Canyons

- A4.13 For the purposes of modelling, it has been assumed that most of the roads within the study area are within street canyons formed by the building facades on each side of the roads. These have a number of canyon-like features, which reduce dispersion of traffic emissions, and can lead to concentrations of pollutants being higher here than they would be in areas with greater dispersion. These roads have, therefore, been modelled as street canyons using ADMS-Roads' advanced canyon module, with appropriate input parameters determined from plans and local mapping. As

shown in Figure A4.3, roads have been marked with either a 'Y' (indicating that a road has been modelled as a street canyon) or 'No'.

Model Verification

- A4.14 In order to ensure that ADMS-Roads accurately predicts local concentrations, it is necessary to verify the model against local measurements. The model has been run to predict the annual mean concentrations during 2019 at the ENF5 automatic monitoring site, for nitrogen dioxide and PM₁₀, and the Enfield 10 diffusion tube for nitrogen dioxide. Monitoring sites Enfield 9 and HGY28 have been excluded from the nitrogen dioxide model verification due to being background sites.
- A4.15 Most nitrogen dioxide (NO₂) is produced in the atmosphere by reaction of nitric oxide (NO) with ozone. It is therefore most appropriate to verify the model in terms of primary pollutant emissions of nitrogen oxides (NO_x = NO + NO₂). The model output of road-NO_x (i.e. the component of total NO_x coming from road traffic) has been compared with the 'measured' road-NO_x. Measured road-NO_x has been calculated from the measured NO₂ concentration and the predicted background NO₂ concentration using the NO_x from NO₂ calculator (Version 8.1) available on the Defra LAQM Support website (Defra, 2021).
- A4.16 The unadjusted model has under predicted the road-NO_x contribution; this is a common experience with this and most other road traffic emissions dispersion models. An adjustment factor has been determined as the slope of the best-fit line between the 'measured' road contribution and the model derived road contribution, forced through zero (Figure A4.4). The calculated adjustment factor of 1.4215 has been applied to the modelled road-NO_x concentration for each receptor to provide adjusted modelled road-NO_x concentrations.
- A4.17 The total nitrogen dioxide concentrations have then been determined by combining the adjusted modelled road-NO_x concentrations with the predicted background NO₂ concentration within the NO_x to NO₂ calculator. Figure A4.5 compares final adjusted modelled total NO₂ at each of the monitoring sites to measured total NO₂, and shows a close agreement.

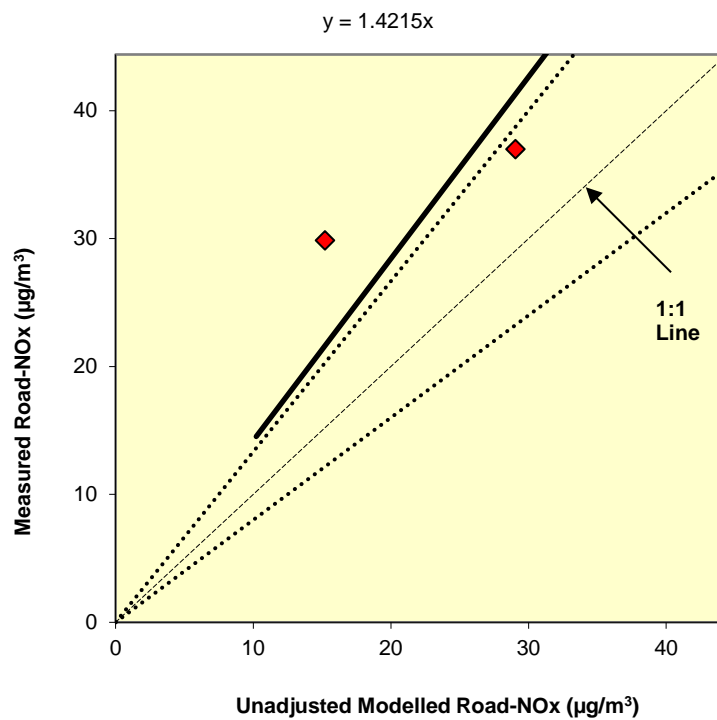


Figure A4.4: Comparison of Measured Road NOx to Unadjusted Modelled Road NOx Concentrations. The dashed lines show $\pm 25\%$.

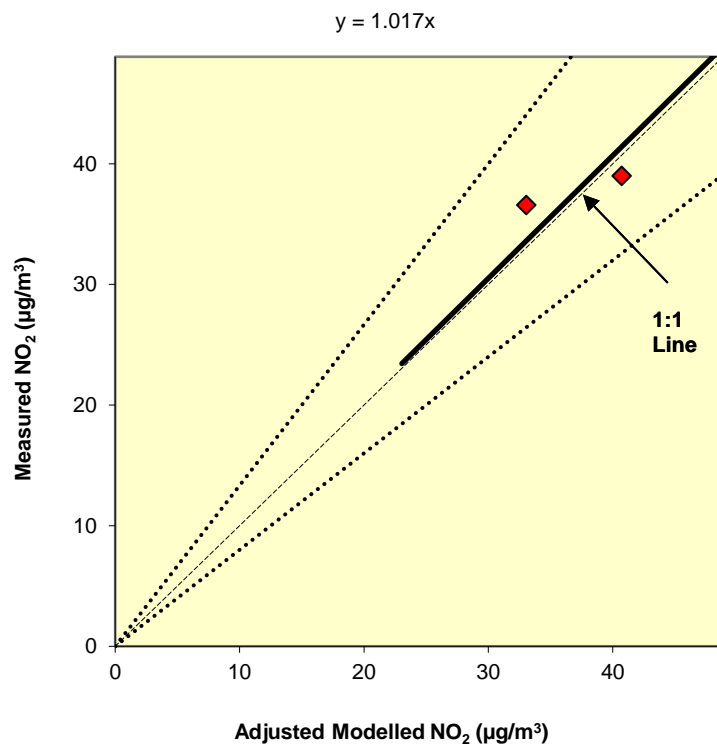


Figure A4.5: Comparison of Measured Total NO₂ to Final Adjusted Modelled Total NO₂ Concentrations. The dashed lines show $\pm 25\%$.

A4.18 The adjustment factor calculated for PM₁₀ concentrations returned a number lower than one. As such, in order to be conservative, the model outputs of road-PM₁₀ and road-PM_{2.5} were adjusted by applying the adjustment factor calculated for road NO_x. This would have led to an overestimation of PM concentrations and impacts, providing for a conservative assessment.

Post-processing

A4.19 The model predicts road-NO_x concentrations at each receptor location. These concentrations have been adjusted using the adjustment factor set out above, which, along with the background NO₂, has been processed through the NO_x to NO₂ calculator available on the Defra LAQM Support website (Defra, 2021). The traffic mix within the calculator has been set to “All London traffic”, which is considered suitable for the study area. The calculator predicts the component of NO₂ based on the adjusted road-NO_x and the background NO₂.

A5 Modelling Results

A5.1 This section sets out the full 2020 results for nitrogen dioxide, PM₁₀ and PM_{2.5}, using the impact descriptors set out in Table A2.1. Receptor locations and ID are set out in Figure A5.1 to Figure A5.3.

Table A5.1: Predicted Impacts on Annual Mean Nitrogen Dioxide Concentrations ^a

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration (µg/m ³)	Without Scheme Concentration (µg/m ³)	With Scheme Concentration (µg/m ³)	Absolute Change in Concentration (µg/m ³)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^c
2	35.9	31.5	31.8	0.4	1	+	Negligible	Negligible
3	27.5	25.0	25.0	0.0	0	-	Negligible	Negligible
4	27.5	25.0	25.0	-0.1	0	-	Negligible	Negligible
5	26.5	24.0	24.0	0.0	0	+	Negligible	Negligible
6	29.6	26.7	26.3	-0.4	-1	-	Negligible	Negligible
7	25.0	22.9	22.8	-0.1	0	-	Negligible	Negligible
8	25.0	22.9	22.9	0.0	0		No Change	No Change
9	25.2	23.0	22.5	-0.5	-1	-	Negligible	Negligible
10	24.9	22.8	22.8	0.0	0	-	Negligible	Negligible
11	24.8	22.7	22.6	-0.1	0	-	Negligible	Negligible
12	25.4	23.2	22.9	-0.3	-1	-	Negligible	Negligible
13	25.4	23.1	23.1	0.0	0		No Change	No Change
14	25.4	23.2	23.2	0.0	0		No Change	No Change
15	24.3	22.4	22.3	0.0	0	-	Negligible	Negligible
16	24.9	22.7	22.6	-0.1	0	-	Negligible	Negligible
17	24.2	22.2	21.9	-0.4	-1	-	Negligible	Negligible
18	24.3	22.3	23.1	0.8	2	+	Negligible	Negligible
19	23.8	21.9	22.5	0.6	1	+	Negligible	Negligible
20	24.0	22.1	22.2	0.1	0	+	Negligible	Negligible
21	24.3	22.3	22.3	0.0	0	-	Negligible	Negligible
22	24.0	22.1	22.2	0.1	0	+	Negligible	Negligible
23	25.1	22.9	23.5	0.6	1	+	Negligible	Negligible
24	24.4	22.4	22.9	0.5	1	+	Negligible	Negligible
25	24.7	22.6	23.2	0.6	1	+	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQUAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^c
26	23.9	22.1	21.7	-0.4	-1	-	Negligible	Negligible
27	24.8	22.7	22.2	-0.5	-1	-	Negligible	Negligible
28	24.5	22.5	22.1	-0.4	-1	-	Negligible	Negligible
29	23.9	22.1	22.3	0.2	1	+	Negligible	Negligible
30	23.4	21.7	21.9	0.2	0	+	Negligible	Negligible
31	23.3	21.6	21.8	0.2	0	+	Negligible	Negligible
32	25.8	23.4	23.9	0.5	1	+	Negligible	Negligible
33	33.7	29.4	30.3	0.9	2	+	Slight Adverse	Slight Adverse
34	24.2	22.3	22.6	0.3	1	+	Negligible	Negligible
35	32.1	28.3	28.8	0.5	1	+	Negligible	Negligible
36	26.3	23.8	24.3	0.5	1	+	Negligible	Negligible
37	25.2	23.0	23.4	0.4	1	+	Negligible	Negligible
38	31.8	28.0	28.5	0.5	1	+	Negligible	Negligible
39	29.4	26.2	26.5	0.3	1	+	Negligible	Negligible
40	42.2	36.2	36.4	0.2	0	+	Negligible	Negligible
41	33.9	29.8	29.9	0.1	0	+	Negligible	Negligible
42	26.0	23.6	22.3	-1.3	-3	-	Negligible	Negligible
43	32.6	28.5	27.6	-0.9	-2	-	Negligible	Slight Beneficial
44	30.7	27.1	27.0	-0.1	0	-	Negligible	Negligible
45	25.4	23.2	22.2	-1.0	-3	-	Negligible	Negligible
47	27.8	25.3	25.3	0.0	0		No Change	No Change
48	24.1	22.2	22.1	0.0	0	-	Negligible	Negligible
49	32.7	29.0	28.7	-0.4	-1	-	Negligible	Negligible
50	27.3	24.8	24.5	-0.3	-1	-	Negligible	Negligible
51	26.4	24.0	22.9	-1.1	-3	-	Negligible	Negligible
55	24.5	22.6	22.2	-0.3	-1	-	Negligible	Negligible
56	25.2	23.1	22.8	-0.3	-1	-	Negligible	Negligible
57	31.0	27.3	27.2	0.0	0	-	Negligible	Negligible
59	25.1	23.0	23.0	0.0	0	+	Negligible	Negligible
60	29.7	26.5	26.7	0.2	0	+	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQUAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^c
61	30.8	27.2	27.5	0.3	1	+	Negligible	Negligible
62	27.0	24.4	24.6	0.2	1	+	Negligible	Negligible
63	30.7	27.1	27.4	0.3	1	+	Negligible	Negligible
64	28.7	25.6	25.8	0.3	1	+	Negligible	Negligible
65	33.5	29.1	29.6	0.5	1	+	Negligible	Negligible
66	28.4	25.4	25.8	0.3	1	+	Negligible	Negligible
67	23.8	22.1	22.3	0.2	1	+	Negligible	Negligible
68	24.7	22.7	23.2	0.5	1	+	Negligible	Negligible
72	25.8	23.5	23.9	0.4	1	+	Negligible	Negligible
73	24.7	22.8	23.1	0.3	1	+	Negligible	Negligible
74	29.2	26.0	26.0	0.1	0	+	Negligible	Negligible
75	31.1	27.4	27.9	0.5	1	+	Negligible	Negligible
76	29.3	26.1	26.3	0.2	1	+	Negligible	Negligible
86	25.6	23.4	23.1	-0.3	-1	-	Negligible	Negligible
87	24.6	22.6	22.6	0.0	0		No Change	No Change
88	30.2	26.7	26.8	0.1	0	+	Negligible	Negligible
89	25.2	23.1	22.2	-0.9	-2	-	Negligible	Negligible
90	24.5	22.5	22.3	-0.3	-1	-	Negligible	Negligible
91	26.3	23.9	24.0	0.1	0	+	Negligible	Negligible
92	24.8	22.8	22.8	0.0	0	+	Negligible	Negligible
93	25.2	23.1	23.1	0.0	0	+	Negligible	Negligible
94	23.9	22.1	22.4	0.3	1	+	Negligible	Negligible
95	23.5	21.9	22.1	0.3	1	+	Negligible	Negligible
96	28.6	25.6	25.9	0.3	1	+	Negligible	Negligible
97	23.4	21.7	21.9	0.2	0	+	Negligible	Negligible
98	28.4	25.4	25.6	0.2	0	+	Negligible	Negligible
99	29.3	26.0	26.3	0.3	1	+	Negligible	Negligible
100	29.4	26.2	26.4	0.2	1	+	Negligible	Negligible
101	25.0	23.0	23.4	0.4	1	+	Negligible	Negligible
102	29.3	26.1	26.3	0.2	1	+	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^c
103	23.7	21.9	21.9	0.0	0	+	Negligible	Negligible
104	24.7	22.7	22.5	-0.1	0	-	Negligible	Negligible
105	24.8	22.8	22.7	0.0	0	-	Negligible	Negligible
106	46.0	39.2	40.1	0.9	2	+	Moderate Adverse	Substantial Adverse
107	27.7	24.9	25.0	0.1	0	+	Negligible	Negligible
Receptors Adjacent to the North Circular								
80	42.3	36.8	36.6	-0.2	0	-	Negligible	Negligible
81	59.4	50.4	50.5	0.1	0	+	Negligible	Negligible
82	42.4	36.9	36.4	-0.5	-1	-	Negligible	Slight Beneficial
Objective	40			-	-	-	-	-

^a Exceedances of the objective are shown in bold.

^b % changes are relative to the objective and have been rounded to the nearest whole number.

^c The sensitivity test has been conducted by applying the IAQM guidance impact descriptor criteria (see Table A2.1) to the modelled change in concentration, treating the 2019 baseline concentration as the "Long-term average concentration".

Table A5.2: Predicted Impacts on Annual Mean PM₁₀ Concentrations

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^b
2	21.3	20.4	20.6	0.1	0	+	Negligible	Negligible
3	19.4	18.9	18.9	0.0	0	-	Negligible	Negligible
4	19.4	18.9	18.9	0.0	0	-	Negligible	Negligible
5	18.9	18.3	18.4	0.0	0	+	Negligible	Negligible
6	19.9	19.3	19.2	-0.1	0	-	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^b
7	18.6	18.1	18.1	0.0	0	-	Negligible	Negligible
8	18.6	18.1	18.1	0.0	0		Negligible	Negligible
9	18.7	18.1	18.0	-0.1	0	-	Negligible	Negligible
10	18.6	18.1	18.1	0.0	0	-	Negligible	Negligible
11	18.6	18.1	18.0	0.0	0	-	Negligible	Negligible
12	18.6	18.1	18.1	0.0	0	-	Negligible	Negligible
13	18.7	18.1	18.1	0.0	0		Negligible	Negligible
14	18.7	18.1	18.1	0.0	0		Negligible	Negligible
15	18.5	18.0	18.0	0.0	0	-	Negligible	Negligible
16	18.6	18.0	18.0	0.0	0	-	Negligible	Negligible
17	18.5	18.0	17.9	-0.1	0	-	Negligible	Negligible
18	18.5	18.0	18.1	0.1	0	+	Negligible	Negligible
19	18.4	17.9	18.0	0.1	0	+	Negligible	Negligible
20	18.5	17.9	18.0	0.0	0	+	Negligible	Negligible
21	18.5	17.9	17.9	0.0	0	-	Negligible	Negligible
22	18.5	18.0	18.0	0.0	0	+	Negligible	Negligible
23	18.6	18.1	18.2	0.1	0	+	Negligible	Negligible
24	18.5	18.0	18.1	0.1	0	+	Negligible	Negligible
25	18.5	18.0	18.1	0.1	0	+	Negligible	Negligible
26	18.4	17.9	17.9	-0.1	0	-	Negligible	Negligible
27	18.6	18.1	18.0	-0.1	0	-	Negligible	Negligible
28	18.6	18.0	17.9	-0.1	0	-	Negligible	Negligible
29	18.4	17.9	18.0	0.0	0	+	Negligible	Negligible
30	18.3	17.9	17.9	0.0	0	+	Negligible	Negligible
31	18.3	17.8	17.9	0.0	0	+	Negligible	Negligible
32	18.7	18.1	18.2	0.1	0	+	Negligible	Negligible
33	20.5	19.7	19.9	0.2	1	+	Negligible	Negligible
34	18.5	18.0	18.0	0.1	0	+	Negligible	Negligible
35	20.3	19.5	19.7	0.2	0	+	Negligible	Negligible
36	18.8	18.2	18.3	0.1	0	+	Negligible	Negligible
37	18.6	18.1	18.1	0.1	0	+	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^b
38	20.2	19.5	19.6	0.1	0	+	Negligible	Negligible
39	19.7	19.0	19.1	0.1	0	+	Negligible	Negligible
40	21.7	20.8	20.8	0.0	0	+	Negligible	Negligible
41	20.5	19.8	19.8	0.0	0	+	Negligible	Negligible
42	18.7	18.2	18.0	-0.2	-1	-	Negligible	Negligible
43	19.9	19.2	19.1	-0.2	0	-	Negligible	Negligible
44	19.6	18.9	18.9	0.0	0	-	Negligible	Negligible
45	18.3	17.8	17.7	-0.2	-1	-	Negligible	Negligible
47	19.4	18.9	18.9	0.0	0		Negligible	Negligible
48	18.5	17.9	17.9	0.0	0	-	Negligible	Negligible
49	20.3	19.6	19.5	-0.1	0	-	Negligible	Negligible
50	19.1	18.6	18.5	-0.1	0	-	Negligible	Negligible
51	18.5	18.0	17.8	-0.2	-1	-	Negligible	Negligible
55	18.2	17.7	17.7	-0.1	0	-	Negligible	Negligible
56	18.3	17.8	17.8	-0.1	0	-	Negligible	Negligible
57	19.7	19.0	19.0	0.0	0	-	Negligible	Negligible
59	18.4	17.9	17.9	0.0	0	+	Negligible	Negligible
60	19.2	18.6	18.6	0.0	0	+	Negligible	Negligible
61	19.1	18.5	18.5	0.0	0	+	Negligible	Negligible
62	18.6	18.0	18.1	0.0	0	+	Negligible	Negligible
63	19.4	18.7	18.8	0.0	0	+	Negligible	Negligible
64	18.8	18.2	18.3	0.0	0	+	Negligible	Negligible
65	19.5	18.8	18.9	0.1	0	+	Negligible	Negligible
66	19.1	18.5	18.6	0.1	0	+	Negligible	Negligible
67	18.1	17.6	17.7	0.0	0	+	Negligible	Negligible
68	18.2	17.7	17.8	0.1	0	+	Negligible	Negligible
72	18.7	18.2	18.3	0.1	0	+	Negligible	Negligible
73	18.6	18.1	18.2	0.1	0	+	Negligible	Negligible
74	19.2	18.6	18.6	0.0	0	+	Negligible	Negligible
75	19.9	19.2	19.3	0.1	0	+	Negligible	Negligible
76	19.6	19.0	19.0	0.0	0	+	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration (µg/m ³)	Without Scheme Concentration (µg/m ³)	With Scheme Concentration (µg/m ³)	Absolute Change in Concentration (µg/m ³)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^b
86	18.4	17.9	17.8	-0.1	0	-	Negligible	Negligible
87	18.6	18.0	18.0	0.0	0		Negligible	Negligible
88	19.6	18.9	18.9	0.0	0	+	Negligible	Negligible
89	18.3	17.8	17.7	-0.2	-1	-	Negligible	Negligible
90	18.2	17.7	17.7	0.0	0	-	Negligible	Negligible
91	18.6	18.1	18.1	0.0	0	+	Negligible	Negligible
92	18.3	17.8	17.8	0.0	0	+	Negligible	Negligible
93	18.4	17.9	17.9	0.0	0	+	Negligible	Negligible
94	18.1	17.6	17.7	0.1	0	+	Negligible	Negligible
95	18.0	17.6	17.6	0.1	0	+	Negligible	Negligible
96	19.1	18.5	18.6	0.1	0	+	Negligible	Negligible
97	18.0	17.6	17.6	0.0	0	+	Negligible	Negligible
98	19.4	18.8	18.8	0.0	0	+	Negligible	Negligible
99	18.9	18.3	18.3	0.1	0	+	Negligible	Negligible
100	19.7	19.0	19.1	0.1	0	+	Negligible	Negligible
101	18.6	18.1	18.2	0.1	0	+	Negligible	Negligible
102	19.7	19.0	19.1	0.0	0	+	Negligible	Negligible
103	18.4	17.9	17.9	0.0	0	+	Negligible	Negligible
104	18.6	18.1	18.0	0.0	0	-	Negligible	Negligible
105	18.6	18.1	18.1	0.0	0	-	Negligible	Negligible
106	22.4	21.4	21.6	0.1	0	+	Negligible	Negligible
107	19.3	18.7	18.7	0.0	0	+	Negligible	Negligible
Receptors Adjacent to the North Circular								
80	23.0	22.0	22.0	0.0	0	-	Negligible	Negligible
81	25.1	23.8	23.8	0.0	0	+	Negligible	Negligible
82	23.1	22.0	21.9	-0.1	0	-	Negligible	Negligible
Objective	40			-	-	-	-	-

^a % changes are relative to the objective and have been rounded to the nearest whole number.

^b The sensitivity test has been conducted by applying the IAQM guidance impact descriptor criteria (see Table A2.1) to the modelled change in concentration, treating the 2019 baseline concentration as the "Long-term average concentration".

Table A5.3: Predicted Impacts on Annual Mean PM_{2.5} Concentrations

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration (µg/m ³)	Without Scheme Concentration (µg/m ³)	With Scheme Concentration (µg/m ³)	Absolute Change in Concentration (µg/m ³)	Change (% of AQUAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^b
2	13.8	13.3	13.4	0.1	0	+	Negligible	Negligible
3	12.7	12.4	12.4	0.0	0	-	Negligible	Negligible
4	12.8	12.4	12.4	0.0	0	-	Negligible	Negligible
5	12.5	12.2	12.2	0.0	0	+	Negligible	Negligible
6	13.0	12.7	12.6	0.0	0	-	Negligible	Negligible
7	12.3	12.0	12.0	0.0	0	-	Negligible	Negligible
8	12.3	12.0	12.0	0.0	0		Negligible	Negligible
9	12.4	12.0	12.0	-0.1	0	-	Negligible	Negligible
10	12.3	12.0	12.0	0.0	0	-	Negligible	Negligible
11	12.3	12.0	12.0	0.0	0	-	Negligible	Negligible
12	12.4	12.0	12.0	0.0	0	-	Negligible	Negligible
13	12.4	12.0	12.0	0.0	0		Negligible	Negligible
14	12.4	12.0	12.0	0.0	0		Negligible	Negligible
15	12.3	12.0	12.0	0.0	0	-	Negligible	Negligible
16	12.3	12.0	12.0	0.0	0	-	Negligible	Negligible
17	12.3	11.9	11.9	0.0	0	-	Negligible	Negligible
18	12.3	12.0	12.0	0.1	0	+	Negligible	Negligible
19	12.2	11.9	12.0	0.1	0	+	Negligible	Negligible
20	12.2	11.9	11.9	0.0	0	+	Negligible	Negligible
21	12.2	11.9	11.9	0.0	0	-	Negligible	Negligible
22	12.2	11.9	12.0	0.0	0	+	Negligible	Negligible
23	12.3	12.0	12.1	0.1	0	+	Negligible	Negligible
24	12.3	12.0	12.0	0.1	0	+	Negligible	Negligible
25	12.3	12.0	12.0	0.1	0	+	Negligible	Negligible
26	12.2	11.9	11.9	0.0	0	-	Negligible	Negligible
27	12.3	12.0	11.9	-0.1	0	-	Negligible	Negligible
28	12.3	12.0	11.9	-0.1	0	-	Negligible	Negligible
29	12.2	11.9	12.0	0.0	0	+	Negligible	Negligible
30	12.2	11.9	11.9	0.0	0	+	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^b
31	12.1	11.9	11.9	0.0	0	+	Negligible	Negligible
32	12.4	12.1	12.1	0.1	0	+	Negligible	Negligible
33	13.4	12.9	13.1	0.1	0	+	Negligible	Negligible
34	12.3	12.0	12.0	0.0	0	+	Negligible	Negligible
35	13.3	12.8	12.9	0.1	0	+	Negligible	Negligible
36	12.4	12.1	12.1	0.0	0	+	Negligible	Negligible
37	12.3	12.0	12.0	0.0	0	+	Negligible	Negligible
38	13.3	12.8	12.9	0.1	0	+	Negligible	Negligible
39	13.0	12.5	12.6	0.1	0	+	Negligible	Negligible
40	14.1	13.6	13.6	0.0	0	+	Negligible	Negligible
41	13.4	13.0	13.0	0.0	0	+	Negligible	Negligible
42	12.4	12.1	12.0	-0.1	0	-	Negligible	Negligible
43	13.1	12.7	12.6	-0.1	0	-	Negligible	Negligible
44	12.9	12.5	12.5	0.0	0	-	Negligible	Negligible
45	12.2	11.8	11.7	-0.1	0	-	Negligible	Negligible
47	12.8	12.4	12.4	0.0	0		Negligible	Negligible
48	12.2	11.9	11.9	0.0	0	-	Negligible	Negligible
49	13.3	12.9	12.8	0.0	0	-	Negligible	Negligible
50	12.6	12.3	12.3	0.0	0	-	Negligible	Negligible
51	12.3	11.9	11.8	-0.1	0	-	Negligible	Negligible
55	12.1	11.8	11.7	0.0	0	-	Negligible	Negligible
56	12.2	11.8	11.8	0.0	0	-	Negligible	Negligible
57	13.0	12.5	12.5	0.0	0	-	Negligible	Negligible
59	12.2	11.9	11.9	0.0	0	+	Negligible	Negligible
60	12.7	12.3	12.3	0.0	0	+	Negligible	Negligible
61	12.6	12.2	12.3	0.0	0	+	Negligible	Negligible
62	12.3	12.0	12.0	0.0	0	+	Negligible	Negligible
63	12.8	12.4	12.4	0.0	0	+	Negligible	Negligible
64	12.4	12.1	12.1	0.0	0	+	Negligible	Negligible
65	12.9	12.4	12.5	0.0	0	+	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^b
66	12.6	12.2	12.3	0.0	0	+	Negligible	Negligible
67	12.0	11.7	11.7	0.0	0	+	Negligible	Negligible
68	12.1	11.8	11.8	0.1	0	+	Negligible	Negligible
72	12.4	12.1	12.1	0.0	0	+	Negligible	Negligible
73	12.3	12.0	12.1	0.0	0	+	Negligible	Negligible
74	12.7	12.3	12.3	0.0	0	+	Negligible	Negligible
75	13.1	12.7	12.7	0.1	0	+	Negligible	Negligible
76	12.9	12.5	12.5	0.0	0	+	Negligible	Negligible
86	12.2	11.9	11.8	0.0	0	-	Negligible	Negligible
87	12.3	12.0	12.0	0.0	0		Negligible	Negligible
88	12.9	12.5	12.5	0.0	0	+	Negligible	Negligible
89	12.2	11.8	11.7	-0.1	0	-	Negligible	Negligible
90	12.1	11.8	11.8	0.0	0	-	Negligible	Negligible
91	12.3	12.0	12.0	0.0	0	+	Negligible	Negligible
92	12.2	11.8	11.8	0.0	0	+	Negligible	Negligible
93	12.2	11.9	11.9	0.0	0	+	Negligible	Negligible
94	12.0	11.7	11.8	0.0	0	+	Negligible	Negligible
95	12.0	11.7	11.7	0.0	0	+	Negligible	Negligible
96	12.6	12.2	12.3	0.0	0	+	Negligible	Negligible
97	12.0	11.7	11.7	0.0	0	+	Negligible	Negligible
98	12.8	12.4	12.4	0.0	0	+	Negligible	Negligible
99	12.5	12.1	12.1	0.0	0	+	Negligible	Negligible
100	13.0	12.5	12.6	0.0	0	+	Negligible	Negligible
101	12.4	12.0	12.1	0.1	0	+	Negligible	Negligible
102	12.9	12.5	12.6	0.0	0	+	Negligible	Negligible
103	12.2	11.9	11.9	0.0	0	+	Negligible	Negligible
104	12.3	12.0	12.0	0.0	0	-	Negligible	Negligible
105	12.3	12.0	12.0	0.0	0	-	Negligible	Negligible

Receptor ID	2019	2020		Impact				
	2019 Baseline Concentration ($\mu\text{g}/\text{m}^3$)	Without Scheme Concentration ($\mu\text{g}/\text{m}^3$)	With Scheme Concentration ($\mu\text{g}/\text{m}^3$)	Absolute Change in Concentration ($\mu\text{g}/\text{m}^3$)	Change (% of AQAL)	Increase/ Decrease	Impact Descriptor	Sensitivity Test Impact Descriptor ^b
106	14.6	13.9	14.0	0.1	0	+	Negligible	Negligible
107	12.7	12.3	12.4	0.0	0	+	Negligible	Negligible
Receptors Adjacent to the North Circular								
80	14.9	14.2	14.2	0.0	0	-	Negligible	Negligible
81	16.2	15.4	15.4	0.0	0	+	Negligible	Negligible
82	14.9	14.2	14.2	-0.1	0	-	Negligible	Negligible
Objective	25			-	-	-	-	-

^a % changes are relative to the objective and have been rounded to the nearest whole number.

^b The sensitivity test has been conducted by applying the IAQM guidance impact descriptor criteria (see Table A2.1) to the modelled change in concentration, treating the 2019 baseline concentration as the "Long-term average concentration".

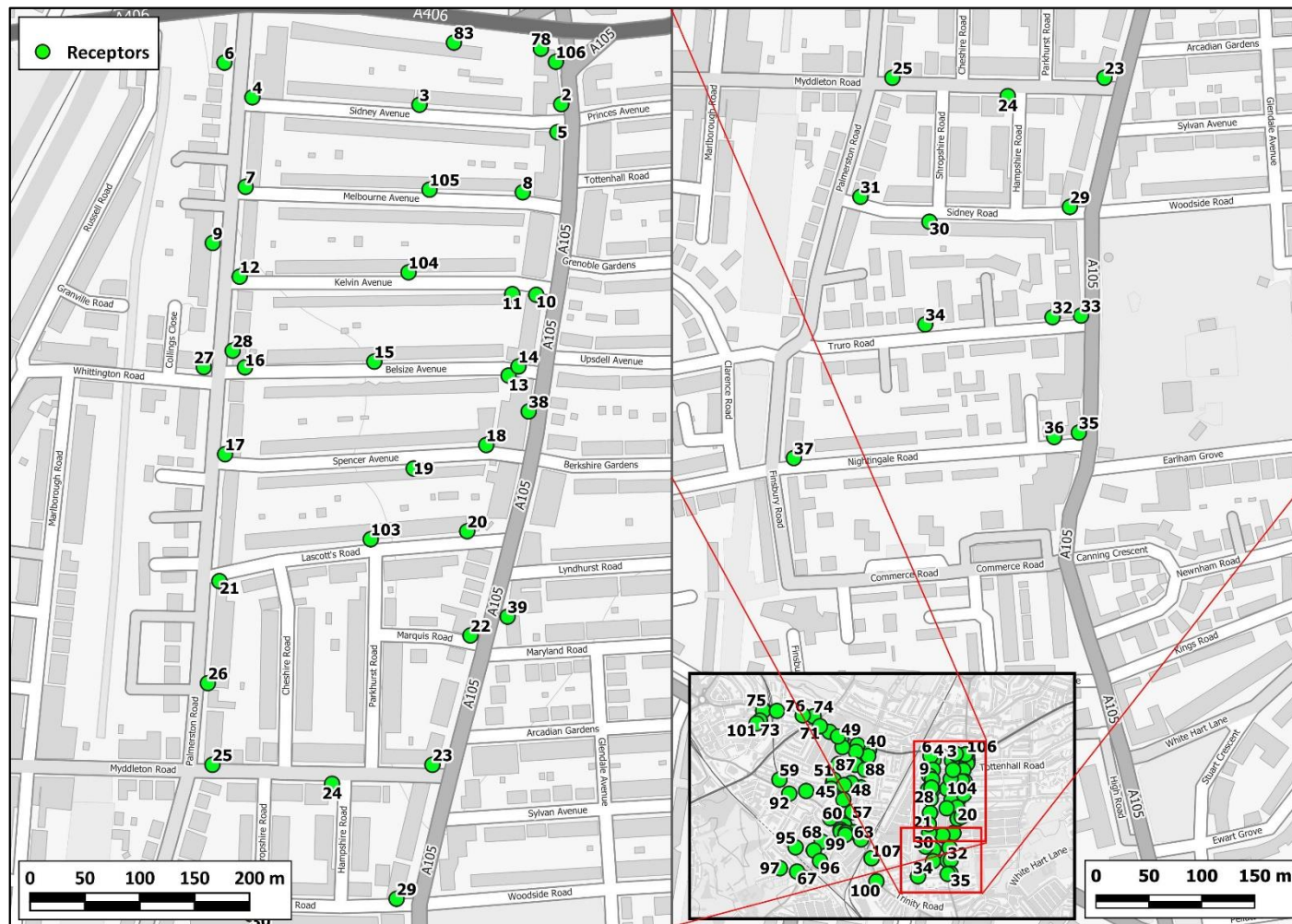


Figure A5.1: Modelled Receptors with Labels - East

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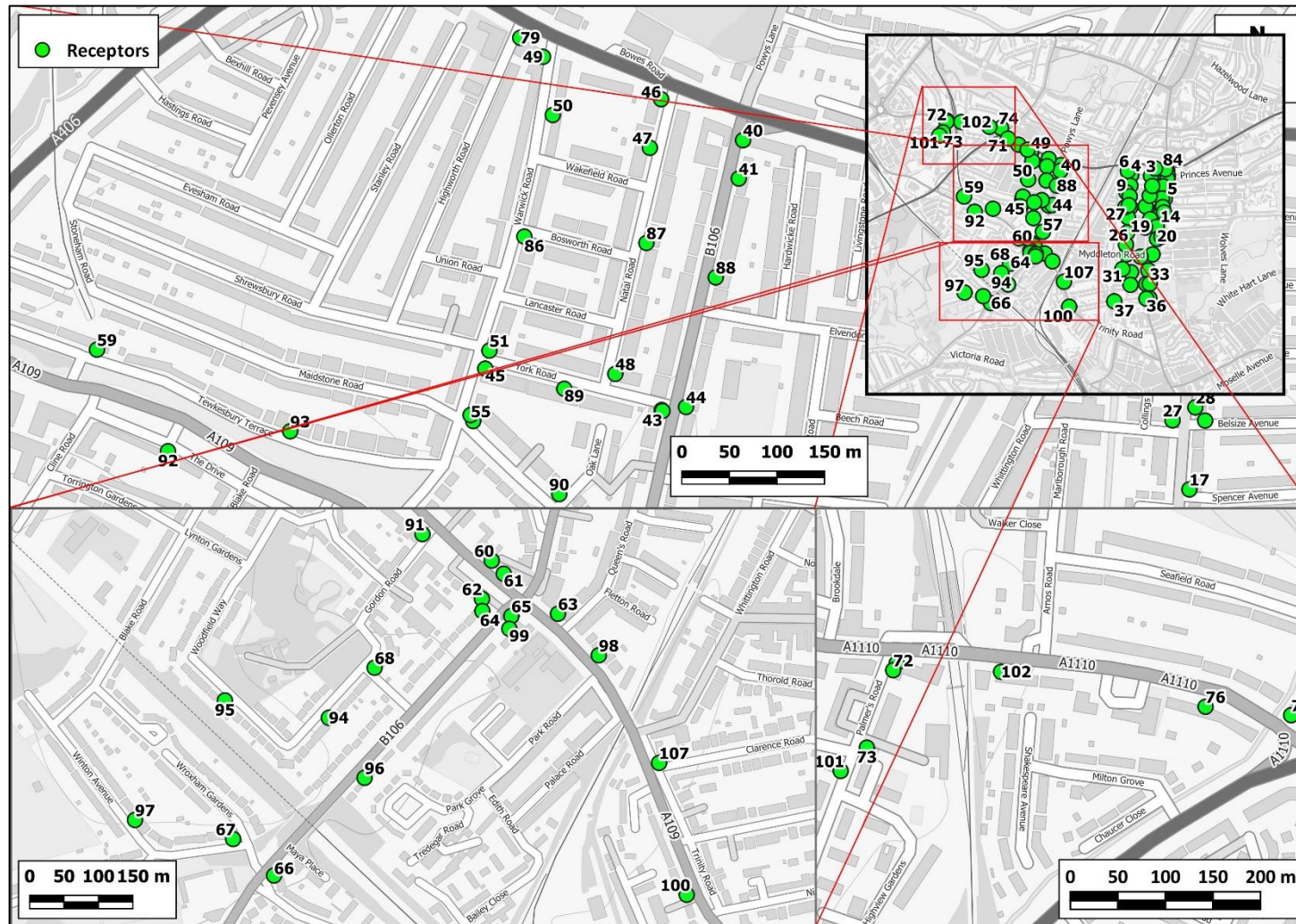


Figure A5.2: Modelled Receptors with Labels - West

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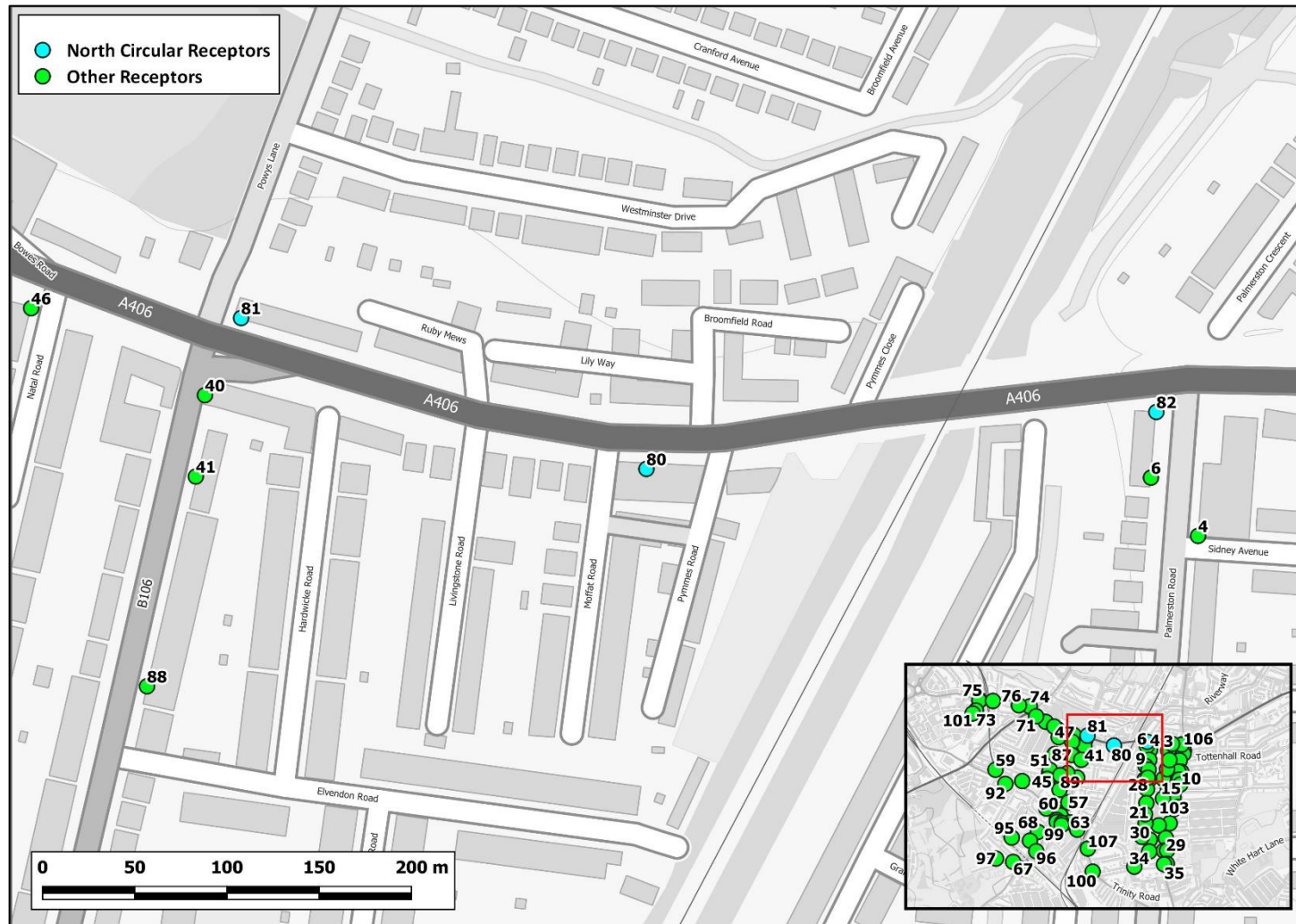


Figure A5.3: Modelled Receptors with Labels – North Circular

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Noise Assessment: Bowes Primary Area Quieter Neighbourhood, Enfield

June 2021



Experts in noise and vibration
assessment and management

Document Control

Client	Enfield London Borough Council	Principal Contact	Christina Gordon
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1 Introduction

- 1.1 This report describes the potential noise impacts associated with the Bowes Low Traffic Neighbourhood scheme in the London Borough of Enfield (LB Enfield), which is being implemented through the Quieter Neighbourhoods project. The assessment has been carried out by Noise Consultants Ltd (NCL) on behalf of Enfield London Borough Council (Enfield LBC). This noise assessment has been delivered in conjunction with an air quality assessment undertaken by NCL's sister company Air Quality Consultants Ltd.
- 1.2 The scheme was introduced in October 2020 and, in alignment with the Mayor's Transport Strategy 2018 (GLA, 2018), aims to reduce neighbourhood motor traffic within the recently delivered cycling and walking infrastructure in the area, where *"through motor vehicle traffic is discouraged or removed"*.
- 1.3 The assessment has been carried out using traffic data provided by Enfield LBC, consisting of traffic flows measured over two seven-day periods in July and November 2020 (pre- and post-scheme implementation). This has been used to calculate the changes in traffic attributable to the scheme, and to estimate associated impacts on local noise levels. The traffic data were processed into the appropriate format for noise modelling through adjustments to represent an annual mean. Uncertainties associated with this process, as well as with other parameters that would have influenced measured traffic data (i.e., school holidays, the COVID-19 pandemic), have, to some extent, been taken into account within the assessment and conclusions, as discussed further in this report.
- 1.4 The assessment takes the approach of a comparison of ambient road traffic noise levels with and without the scheme in place. The report describes the modelling and assessment of daytime and night-time noise exposure levels for each scenario in terms of $L_{day,12hr}$, $L_{eve,4hr}$, $L_{night,8hr}$, and $L_{Aeq,16hr}$. These indicators allow consideration of perceptible changes in road traffic noise as a result of the scheme.
- 1.5 The predicted noise levels with and without the scheme in place, and associated impacts, are also described in **Appendix A2.15**.
- 1.6 This report has been prepared taking into account all relevant local and national guidance and regulations.

2 Relevant Policy and Guidance

National Noise Policy

Noise Policy Statement for England (NPSE, 2010)

- 2.1 The Noise Policy Statement for England (NPSE, 2010) sets out the Government's Noise Policy Vision to:

"Promote good health and a good quality of life through the effective management of noise within the context of Government policy on sustainable development".

- 2.2 This long-term vision is supported by three Noise Policy Aims that can be delivered through effective management and control of environmental, neighbour and neighbourhood noise within the context of Government policy on sustainable development. These aims are to:

1. *avoid significant adverse impacts on health and quality of life;*
2. *mitigate and minimise adverse impacts on health and quality of life; and*
3. *where possible, contribute to the improvement of health and quality of life.*

- 2.3 The explanatory note to the NPSE sets out 'effect levels' which are aligned to the Policy Aims. Drawing upon established concepts from toxicology, the NPSE defines the following noise effect levels:

- NOEL - 'No Observed Effect Level';
- LOAEL - 'Lowest Observed Adverse Effect Level'; and
- SOAEL - 'Significant Observed Adverse Effect Level'.

- 2.4 The explanatory note describes SOAEL as the effect level above which significant adverse effects on health and quality of life occur, aligning this level with the first policy aim.

- 2.5 LOAEL is described as the level at which adverse effects begin and the second aim of the NPSE refers to a situation where the effect lies somewhere between LOAEL and SOAEL. It requires that all reasonable steps should be taken to mitigate and minimise adverse effects on health and quality of life while also taking into account the guiding principles of sustainable development (paragraph 1.8 of the NPSE) however this does not mean that such adverse effects cannot occur.

- 2.6 NOEL is described as a level of noise exposure below which no effect can be detected. In simple terms, below this level, there is no detectable effect on health and quality of life.

- 2.7 The third aim seeks, where possible, to positively improve health and quality of life through the proactive management of noise while also taking into account the guiding principles of sustainable

development, recognising that there will be opportunities for such measures to be taken and that they will deliver potential benefits to society.

- 2.8 The protection of quiet places and quiet times as well as the enhancement of the acoustic environment will assist with delivering this aim.
- 2.9 NPSE states that it is not possible have a single, numerical definition of the SOAEL that is applicable to all sources of noise in all situations, since the SOAEL is likely to be different for different noise sources, for different receptors and at different times.
- 2.10 The setting of LOAELs and SOAELs for transportation sources has however reached a form of consensus following a number of high-profile infrastructure projects in England, namely HS2 and a series of Highways England road schemes which have been successful through the Government's Hybrid Bill and Development Consent Order (DCO) consenting processes.
- 2.11 In these projects, the setting of SOAEL has been aligned to Government policy and legislation in relation to the provision of noise insulation where it has been argued that significant adverse effects can be avoided through these means. **Table 1** provides a summary of the LOAEL and SOAEL values applied on these projects.

Table 1: LOAELs and SOAELs for Road and Railway Infrastructure Projects

Source / Project	Period	LOAEL	SOAEL
Road Traffic (Highway Agency A14 DCO)	Daytime	50 dB LAeq, 16hr	63 dB LAeq, 16hr
	Night-time	40 dB LAeq, 8hr	55 dB LAeq, 8hr
Rail (HS2)	Daytime	50 dB LAeq, 16hr	63 dB, LAeq 16hr
	Night-time	40 dB LAeq, 8hr 60 dB LAmax	55 dB LAeq, 8hr 80/85 dB LAmax

Planning Policy

National Planning Policy

National Planning Policy Framework (NPPF, 2019)

- 2.12 The National Planning Policy Framework (NPPF, 2019) sets out the Government's planning policies for England and how these should be applied. The NPPF provides a framework within which locally-prepared plans for housing and other development can be produced.
- 2.13 In relation to noise, it states:

"170. Planning policies and decisions should contribute to and enhance the natural local environment by: ...

- *preventing new and existing development from contributing to, and being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability”*

2.14 The NPPF includes policy which makes reference to ‘significant adverse impacts on health and quality of life’, as per the NPSE. NPPF policy states:

180. Planning policies and decisions should aim to ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:

- *mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life;...”*

2.15 The NPPF makes reference to the NPSE in respect of achieving these aims.

2.16 Notably, NPPF has also recently introduced the ‘Agent of Change’ principle as follows:

182. Planning policies and decisions should ensure that new development can be integrated effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or ‘agent 60 See Explanatory Note to the Noise Policy Statement for England (Department for Environment, Food & Rural Affairs, 2010). 53 of change’) should be required to provide suitable mitigation before the development has been completed.

2.17 Whilst the development is in proximity to existing commercial uses, Section 182 is not considered applicable to the proposed development. The existing site comprises residential uses as well as there being significant amounts of residential use nearby. Therefore, potential noise constraints upon nearby business and community facilities will be unchanged.

Planning Practice Guidance – Noise (PPG-Noise, 2019)

2.18 The Planning Practice Guidance (PPG-Noise, 2019) provides further detail about how the effects of noise can be described in terms of perception and outcomes. It aligns this to increasing effect levels as defined in the NPSE. In addition, the PPG-Noise adds a fourth term and corresponding effect level:

- UAEL – ‘Unacceptable Adverse Effect Level’.

Table 2: Planning Practice Guidance – Noise Exposure Hierarchy

Perception	Examples of Outcomes	Increasing Effect Level	Action
No Observed Effect Level			
Not present	No Effect	No Observed Effect	No specific measures required
No Observed Adverse Effect Level			
Present and not intrusive	Noise can be heard, but does not cause any change in behaviour or attitude. Can slightly affect the acoustic character of the area but not such that there is a perceived change in the quality of life.	No Observed Adverse Effect	No specific measures required
Lowest Observed Adverse Effect Level			
Present and intrusive	Noise can be heard and causes small changes in behaviour and/or attitude, e.g. turning up volume of television; speaking more loudly; where there is no alternative ventilation, having to close windows for some of the time because of the noise. Potential for some reported sleep disturbance. Affects the acoustic character of the area such that there is a perceived change in the quality of life.	Observed Adverse Effect	Mitigate and reduce to a minimum
Significant Observed Adverse Effect Level			
Present and disruptive	The noise causes a material change in behaviour and/or attitude, e.g. avoiding certain activities during periods of intrusion; where there is no alternative ventilation, having to keep windows closed most of the time because of the noise. Potential for sleep disturbance resulting in difficulty in getting to sleep, premature awakening and difficulty in getting back to sleep. Quality of life diminished due to change in acoustic character of the area.	Significant Observed Adverse Effect	Avoid
Present and very disruptive	Extensive and regular changes in behaviour and/or an inability to mitigate effect of noise leading to psychological stress or physiological effects, e.g. regular sleep deprivation/awakening; loss of appetite, significant, medically definable harm, e.g. auditory and non-auditory	Unacceptable Adverse Effect	Prevent

- 2.19 This effect level is higher than the significant adverse effect on health and quality of life (SOAEL) and requires that unacceptable adverse effects are to be prevented. In PPG-Noise, prevention is not in the context of Government policy on sustainable development. **Table 2** presents the noise exposure hierarchy described in PPG-Noise.
- 2.20 This noise exposure hierarchy is based on the principle that once noise or vibration becomes perceptible, the effect on people and other receptors increases as the level increases. PPG-Noise presents example outcomes to help characterise these effects using non-technical language. In general terms, an observed adverse effect is characterised as a perceived change in quality of life for occupants of a building or a perceived change in the acoustic character of an area, whereas a significant observed adverse effect disrupts activities.
- 2.21 PPG-Noise also provides guidance in terms of what factors may influence whether noise could become a concern, and how adverse effects of noise can be mitigated. Examples of mitigation provided include:
- *“engineering: reducing the noise generated at source and/or containing the noise generated;*
 - *layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;*
 - *using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;*
 - *mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building”.*

Local and Regional Policy

London-Specific Policies

The London Plan

- 2.22 The London Plan (GLA, 2016) sets out the spatial development strategy for London consolidated with alterations made to the original plan since 2011. It brings together all relevant strategies, including those relating to noise.
- 2.23 Policy 7.15, ‘*Reducing and Managing Noise, Improving and Enhancing the Acoustic Environment and Promoting Appropriate Soundscapes*’, addresses the spatial implications of the Mayor’s Ambient Noise Strategy and how development and land use can help achieve its objectives. It recognises that London Boroughs should have policies in place to manage the impact of noise from noise

making uses, and to identify, nominate, and protect Quiet Areas in line with the procedure in Defra's Noise Action Plan for Agglomerations (2006).

- 2.24 The 'Publication London Plan' is a new version of the new London Plan published in December 2020 (GLA, 2020), incorporating consolidated changes to previous versions suggested by the Mayor of London, as well as addressing the Inspectors' recommendations following the 2019 Examination in Public and subsequent directions from the Secretary of State. Despite not yet being formally approved by the Secretary of State, the Publication London Plan is a material consideration in planning decisions and is afforded considerable weight. Policy D14 on 'Noise' states that:

"In order to reduce, manage and mitigate noise to improve health and quality of life, residential and other non-aviation development proposals should manage noise by:"

- 2.25 It goes on to detail measures such as:

- *"avoiding significant adverse noise impacts on health and quality of life".*
- *"improving and enhancing the acoustic environment and promoting appropriate soundscapes".*
- *"separating new noise-sensitive development from major noise sources".*
- *"promoting new technologies and improved practices to reduce noise at source, and on the transmission path from source to receiver".*

London Environment Strategy

- 2.26 The London Environment Strategy was published in May 2018 (GLA, 2018a). The strategy considers ambient noise in Chapter 9 with a primary aim of *"reducing the number of people adversely affected by noise"*. Policy 9.1.1 aims to *"Minimise the adverse impacts of noise from London's road transport network"*, while Policy 9.3.1 aims to improve *"understanding of the sources and impacts of noise to better target policies and action"*. An implementation plan for the strategy has also been published which sets out what the Mayor will do to help achieve the ambitions in the strategy.

Mayor's Transport Strategy

- 2.27 The Mayor's Transport Strategy (GLA, 2018b) sets out the Mayor's policies and proposals to reshape transport in London over the next two decades. The Strategy focuses on reducing car dependency and increasing active sustainable travel, with the aim of reducing noise and creating healthier streets. It notes that development proposals should *"be designed so that walking and cycling are the most appealing choices for getting around locally"*.

Local Policies

- 2.28 The Core Strategy (Enfield Council, 2010) was adopted in November 2010, and contains one policy which refers to noise. Core Policy 32 refers to pollution and states that Enfield Council:

“...will work with its partners to minimise air, water, noise and light [...]. In particular, new development will be required to [...] ensure that noise and light pollution is minimized.”

Guidance

World Health Organization ‘Environmental Noise Guidelines for the European Region’ (WHO, 2018)

- 2.29 The guidelines presented within the World Health Organization’s (WHO) ‘*Environmental Noise Guidelines for the European Region*’ (WHO, 2018) complement the WHO ‘*Guidelines for Community Noise*’ (WHO, 1999) and the WHO ‘*Night Noise Guidelines for Europe*’ (WHO NNG, 2009).
- 2.30 The guidelines recommend noise exposure-response relationships that are mostly related to the noise exposure indicators L_{den} and L_{night} , with the aim of “*protecting human health from exposure to environmental noise originating from various sources: transportation (road traffic, railway, aircraft) noise, wind turbine noise and leisure noise*”.
- 2.31 The guidelines provide source-specific recommendations on noise exposures. **Table 3** presents the recommendations relating to transportation sources from the guidance.

Table 3: Source Specific Recommendations on Noise Exposures

Source	Average Noise Exposure	Night Noise Exposure
Road traffic noise	Below 53 dB L_{den} strongly recommended	Below 45 dB L_{night} strongly recommended
Railway noise	Below 54 dB L_{den} strongly recommended	Below 44 dB L_{night} strongly recommended
Aircraft noise	Below 45 dB L_{den} strongly recommended	Below 40 dB L_{night} strongly recommended

- 2.32 Notably, the L_{den} parameter is a compound noise rating indicator, and is representative of the average sound pressure level over all days, evenings, and night in a year, subject to an evening penalty of 5 dB and a night penalty of 10 dB. Whilst the WHO guidelines (2018) adopt the L_{den} as an appropriate indicator for adverse health effects, the $L_{Aeq,T}$ parameter, as advocated in Government policy and legislation is deemed to be the appropriate parameter for the determination of likely adverse impacts on health and quality of life.

Design Manual for Roads and Bridges: Sustainability & Environment Appraisal: LA 111 – Noise and vibration (LA 111, 2020)

- 2.33 LA 111 Noise and Vibration Revision 2 (formerly HD 213/11, IAN 185/15) provides guidance on the assessment of noise impacts from road schemes. The Design Manual for Roads and Bridges (DMRB) contains advice and information on undertaking noise and vibration assessments on the impact of road projects. This includes assessing changes in traffic on existing roads, where it outlines the magnitude of impact in the short and long term. It also provides guideline significance criteria for assessing the impact of road traffic noise exposure.
- 2.34 The change in noise level criteria from road traffic for both short- and long-term impacts advocated in LA 111 are summarised in **Table 4**.

Table 4: DMRB Change in Noise Level Categories

Noise Change Category	Road Traffic Noise
Negligible	<1 dB
Low	1 – 2.9 dB
Medium	3 – 4.9 dB
High	5 – 10 dB
Very High	>10 dB

Subjective Effect of Changes in Ambient Sound Level

- 2.35 A change in ambient sound level of +10 dB is perceived by the human ear as being twice as loud (Hellman, 1976; Zwicker & Scharf, 1965). Further categories associated with a subjective change in noise levels are advocated by the World Health Organisation (Hansen, 2001) as summarised in **Table 5**.

Table 5: Subjective Effect of Changes in Ambient Sound Level

Change in Sound Level (dB)	Change in Sound Power		Change in Apparent Loudness
	Decrease	Increase	
3	1 / 2	2	Just perceptible
5	1 / 3	3	Clearly noticeable
10	1 / 10	10	Half or twice as loud
20	1 / 100	100	Much quieter / louder

3 Assessment Approach

Proposed Scheme

- 3.1 Residents in the Bowes Primary & Surrounding Streets Quieter Neighbourhood Area have raised concerns with Enfield Council over traffic issues in the area for many years. In 2019 the Council engaged residents in the Bowes Primary & Surrounding Streets Quieter Neighbourhood Area through a Perception Survey to better understand the issues that they were experiencing. In response, Enfield LBC has implemented a scheme which aims to moderate the speed and volume of traffic and remove through traffic on primary roads within the project area. To that effect, a series of measures have been proposed to divert through traffic from these minor roads onto the 'key distributor roads'.
- 3.2 The scheme will be delivered in phases, as shown on **Figure 1** below.

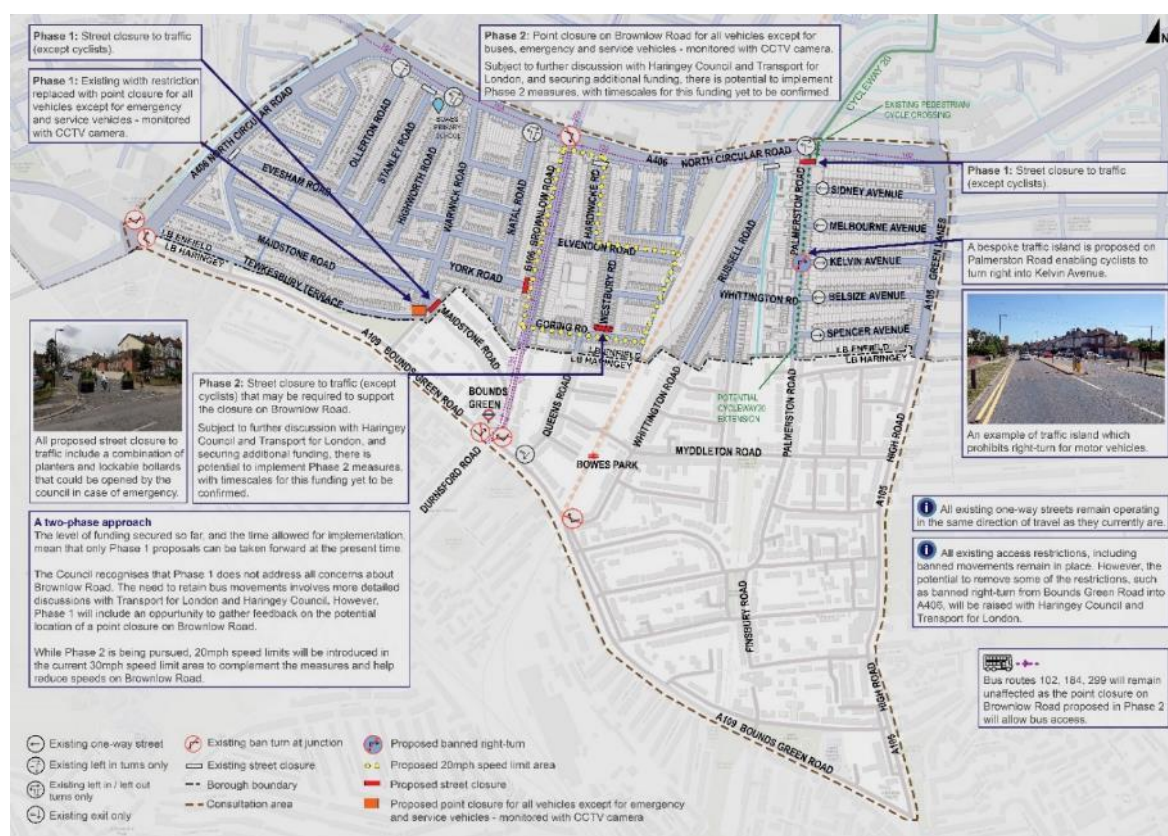


Figure 1: Enfield Quieter Neighbourhood Study Area

- 3.3 Phase 1 of the scheme started in October 2020, with the road closures to motor vehicles at the following locations:
- Maidstone Road at its junction with Warwick Road
 - York Road at its junction with Brownlow Road
 - Palmerston Road northbound at its junction with the A406 Bowes Road / North Circular Road

- Existing width restriction on Warwick Road, near its junction with Maidstone Road, replaced with point closure for all vehicles except for emergency vehicles and service vehicles

3.4 In order to monitor the scheme's impact on vehicle flows, Automatic Traffic Count (ATC) Surveys were commissioned by Enfield LBC for a week's duration in mid-July 2020, prior to the scheme being implemented, and a week in mid-November 2020 week, after implementation of the scheme. The ATC survey locations and consultation area are shown in **Figure 2** below.

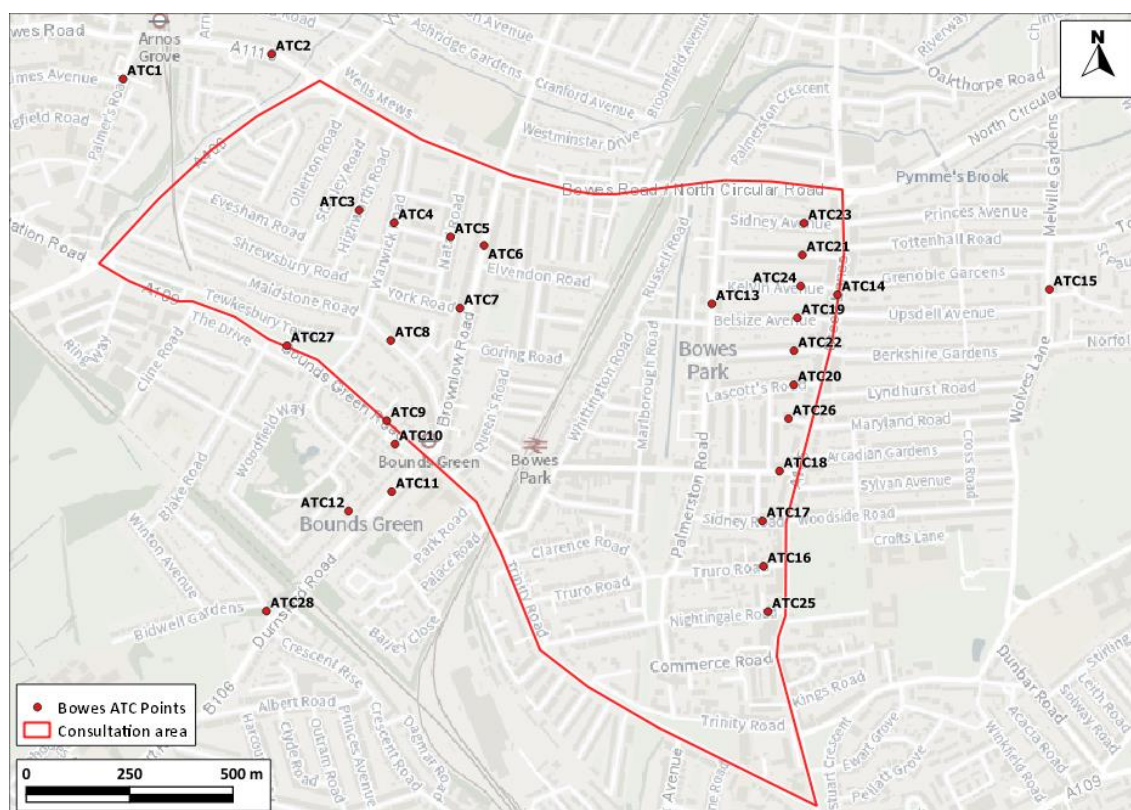


Figure 2: Monitored Roads and Consultation Area

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3.5 In addition, ATCs 34 and 39 located on the A406 North Circular Road, and operated by Transport for London (TfL), were used to supplement Enfield LBC data (ATC34) and in processing the traffic data measured by those ATCs commissioned by Enfield LBC (ATC39). The location of the two TfL ATCs are displayed in **Figure 3**.

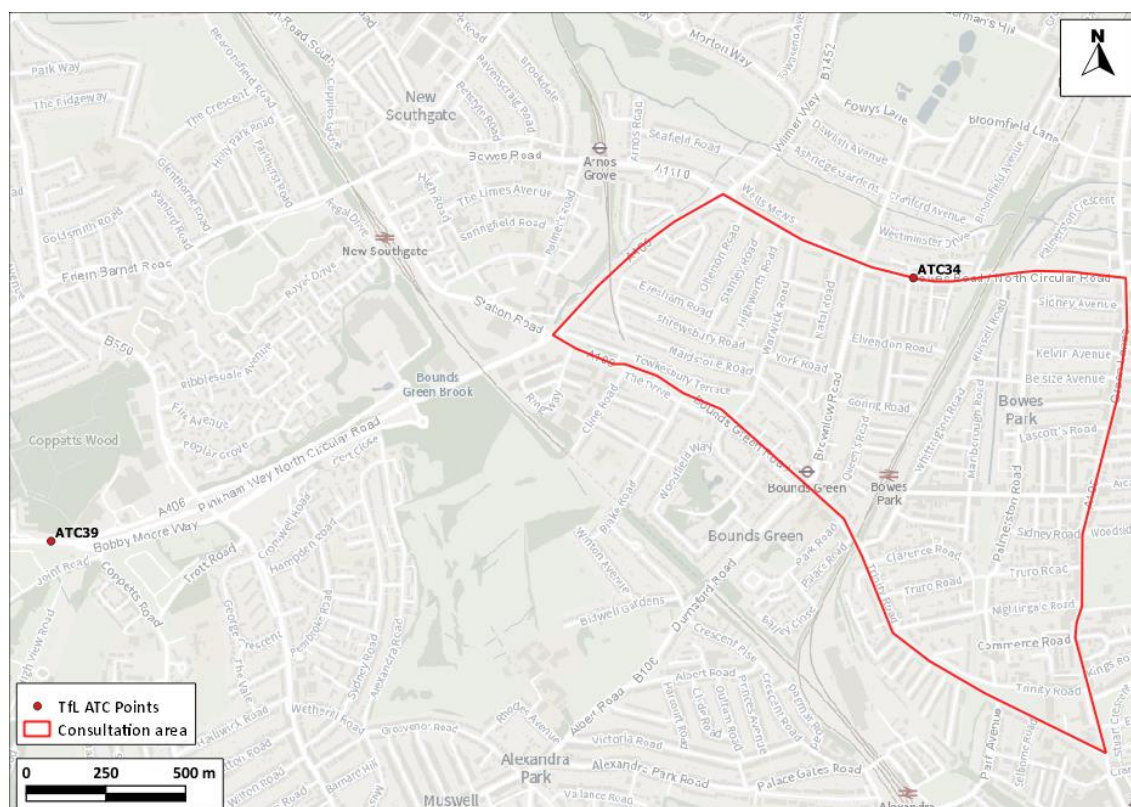


Figure 3: Location of Automatic Traffic Counts 34 and 39

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- 3.6 The re-distribution of traffic on local roads associated with the scheme may affect road traffic noise levels that local residents and users are exposed to. The impacts of the proposed schemes on noise levels have thus been assessed using environmental noise modelling informed by traffic data obtained by the commissioned survey prior to and after the implementation of the scheme. This approach has been adopted as there are no road traffic noise measurements available for conditions prior to the commencement of the scheme.

Assessment Scenarios

- 3.7 Noise exposure grids have been modelled with and without the scheme operating in 2020, each for an average day during both a 7-day week and 5-day working week. For each average day, noise modelling has estimated average noise levels (in dB $L_{Aeq,T}$, where T is the period duration) over a 12-hour day (L_{day} , from 07:00-19:00), 4-hour evening (L_{eve} , from 19:00-23:00), and 8-hour night (L_{night} , from 23:00-07:00), as well as a 16-hour day ($L_{Aeq,16hr}$, 07:00-23:00).
- 3.8 The relative change in road traffic noise levels in each scenario was calculated to provide an estimation of the difference between noise levels before the scheme and with the scheme, and therefore estimate the impact of the scheme on local noise levels.

Modelling Methodology

- 3.9 The model has been developed using the LimA® computational sound modelling software (v2020) and has been configured to calculate levels of noise in accordance with the CNOSSOS-EU:2015 '*Common Noise Assessment Methods for Europe*' (CNOSSOS-EU). Details of the model inputs, assumptions and the verification are provided in **Appendix A2**. Where assumptions have been made, a realistic worst-case approach has been adopted.
- 3.10 Due to the nature of the scheme, and the associated traffic speeds and bus-only routes, modelling using the UK's current national road traffic noise calculation method, the '*Calculation of Road Traffic Noise*' (CRTN, 1988) would lead to major uncertainties. This methodology is not designed to address such circumstances and was originally conceived to identify locations eligible for noise insulation under the Noise Insulation Regulations 1975.
- 3.11 NCL's approach has therefore been to base the study on modelling using the road traffic noise calculation method described within CNOSSOS-EU. This method is to be adopted by Defra for all strategic noise mapping in England from 2021. It has specific provisions the noise produced by different vehicle types, including buses, and is designed to address low traffic speeds and flows, as is the case with the Low Traffic Neighbourhood.
- 3.12 The Design Manual for Roads and Bridges: Sustainability & Environment Appraisal LA 111 Noise and vibration (LA 111) (2020). Provides guidance on undertaking noise and vibration assessments on the impact of road projects. This includes assessing changes in traffic on existing roads, where it outlines the magnitude of impact in the short term and long term.

Traffic Data and Emissions Calculation

- 3.13 Traffic data for the assessment has been informed by the 26 ATCs commissioned by Enfield LBC, supplemented by data collected by TfL at two traffic counts (ATC34 and ATC39, both situated on the A406 North Circular Road, on Telford Road and Bowes Road respectively).
- 3.14 The CNOSSOS-EU noise model requires that traffic data is averaged over a whole year. It has therefore been necessary to process the raw traffic data collected over seven days into Annual Average Daily Traffic (AADT) flows; the format required for input into the noise model. The annualisation process addresses seasonal variations in traffic, and how this could have impacted the traffic flows recorded over the two seven-days traffic counts commissioned by Enfield LBC. In this instance, the traffic flows in July would have been affected by COVID-19 restrictions and school holidays (schools were only open to certain year groups in July and many would have already started school holidays), whilst the counts undertaken in November would have been impacted by the COVID-19 national lockdown. Both sets of data are therefore likely to have recorded lower levels of traffic compared to those normally experienced for these times of the year. If the daily traffic flows had been calculated simply by dividing the total seven day traffic volume by seven, the numbers

obtained would not have been representative of an average day in 2020 and would instead reflect the conditions specific to the periods in July and November. Annualising the measured data to the full year 'evens out' the data and thus addresses any seasonal variation or lockdown impacts between July and November, allowing for direct comparison between the predicted 'without scheme' and 'with scheme' noise levels.

- 3.15 AADT flows were calculated for each of the 26 traffic counts for 'without scheme' and 'with scheme' scenarios by annualising measured data to the reference year¹. Two annualisation factors were calculated using data from TfL's ATC39; one for each scenario considered. ATC39 was selected as it is not located within the study area and traffic flows measured there are not affected by the scheme. It is therefore a 'reference' traffic count, suitable for the annualisation process. For example, in order to annualise the data collected at ATC1 in July 2020 to the reference year, the number of vehicles at ATC39 over the same seven days in July 2020 were compared against the total number of vehicles at ATC39 in the reference year, to obtain an adjustment factor (traffic over 7 days / traffic for the reference year). This factor was then applied to the number of vehicles counted at ATC1 over the seven days in July 2020 to obtain an estimated total number of vehicles for the reference year on that road. The AADT is then obtained by dividing that number by 366 (i.e., the number of days in a leap year, which 2020 was).
- 3.16 The ATCs provided data on all vehicle movements during each hour of the week, including vehicle speeds and vehicle classifications. The raw traffic data was processed and grouped into the relevant periods and categories necessary for CNOSSOS-EU modelling. Further details about model input, traffic data and how flows have been derived for modelling are presented in **Appendix A2**.

Uncertainty in Road Traffic Modelling Predictions

- 3.17 There are many components that contribute to the uncertainty of modelling results. The road traffic noise models used in this assessment is dependent upon the traffic data input, which will have inherent uncertainties. In particular, traffic flows used in the models were derived from counts carried out over seven days and annualised to the reference year, as discussed above. It is recognised that the calculated 2020 traffic flows, both pre-scheme and post-scheme, are lower than that of a typical year, which is reflected by the reduction in traffic that has been observed across London due to the COVID-19 pandemic². This noise assessment, however, is primarily a relative study focused on the changes in noise levels associated with the scheme, which will not be significantly impacted by total traffic volumes. This approach has therefore addressed, as best as possible, the uncertainties

¹ For 2020, flows were 'annualised' to the period 25th November 2020 to 24th November 2020, in the absence of traffic data covering the period 25th November to 31st December 2020.

² Transport for London, 'Travel in London - Report 13', 2020, <https://content.tfl.gov.uk/travel-in-london-report-13.pdf>, (accessed 4 June 2021).

relating to the short duration of the traffic surveys and the irregular traffic flows associated with school holidays and the COVID-19 pandemic.

- 3.18 There are inherent uncertainties within the modelling, including the traffic data as primary input, and as such the results should not be considered exact, but represent the best possible estimates, using the best available data available at the time this report was undertaken.

Assessment Criteria

- 3.19 Due to the comparative nature of this study, assessment criteria which look at absolute noise levels are not relevant. This study will aim to present the results such as to indicate where differences in noise exposure levels are clearly noticeable on a perceptual basis.
- 3.20 The change in road noise level criteria used in this assessed are derived from methodologies advocated in LA 111 (2020) (as summarised in **Table 4**) and are presented in full in **Table 6**. A beneficial change was deemed to occur where there was a reduction in noise level, and an adverse change was deemed to occur where there was an increase.
- 3.21 Due to the aforementioned uncertainties in the modelling inputs and the imperfections of comparing traffic flow at different points in time, it has been deemed that any changes within the range of $L_{Aeq,T} < \pm 3$ dB are likely to be within a margin of error. This is in line with the research presented in **Table 5**. These minor changes may well be due to the scheme but may also be due to uncertainties within the processing and comparisons of the road traffic data.
- 3.22 This assessment has therefore only made firm conclusions regarding the influence of the scheme where modelling has indicated that a road has experienced a change of $L_{Aeq,T} \geq \pm 3$ dB. Such changes are described as a 'moderate' or 'major' change based on the DMRB guidance. Such changes may be considered 'significant'.

Table 6: Change in Noise Level Assessment Criteria Derived from DMRB

Noise Change Category	Road Traffic Noise
Major beneficial	≤ -5 dB $L_{Aeq,T}$
Moderate beneficial	-3 to -4.9 dB $L_{Aeq,T}$
Minor beneficial	-1 to -2.9 dB $L_{Aeq,T}$
Negligible	-1 to 1 dB $L_{Aeq,T}$
Minor improvement	1 to 2.9 dB $L_{Aeq,T}$
Moderate improvement	3 to 4.9 dB $L_{Aeq,T}$
Major improvement	> 5 dB $L_{Aeq,T}$

4 Scheme Impact Assessment

- 4.1 This section presents the changes in annualised daily noise exposure predicted as a result of the scheme. Detailed results of the noise modelling exercise are presented as noise exposure grids in **Appendix A2.15**, and a summary is presented and discussed below.
- 4.2 The calculated percentage changes in traffic flow are shown in **Figure 4**. Decreases in traffic are illustrated by green shaded points, whilst increases are displayed in red shades. The decreases in traffic correlate with road closures, and the increases occur on roads where traffic has been displaced to. Traffic flow changes detailed by period and vehicle category are provided in **Table A2.4** in **Appendix A2**.

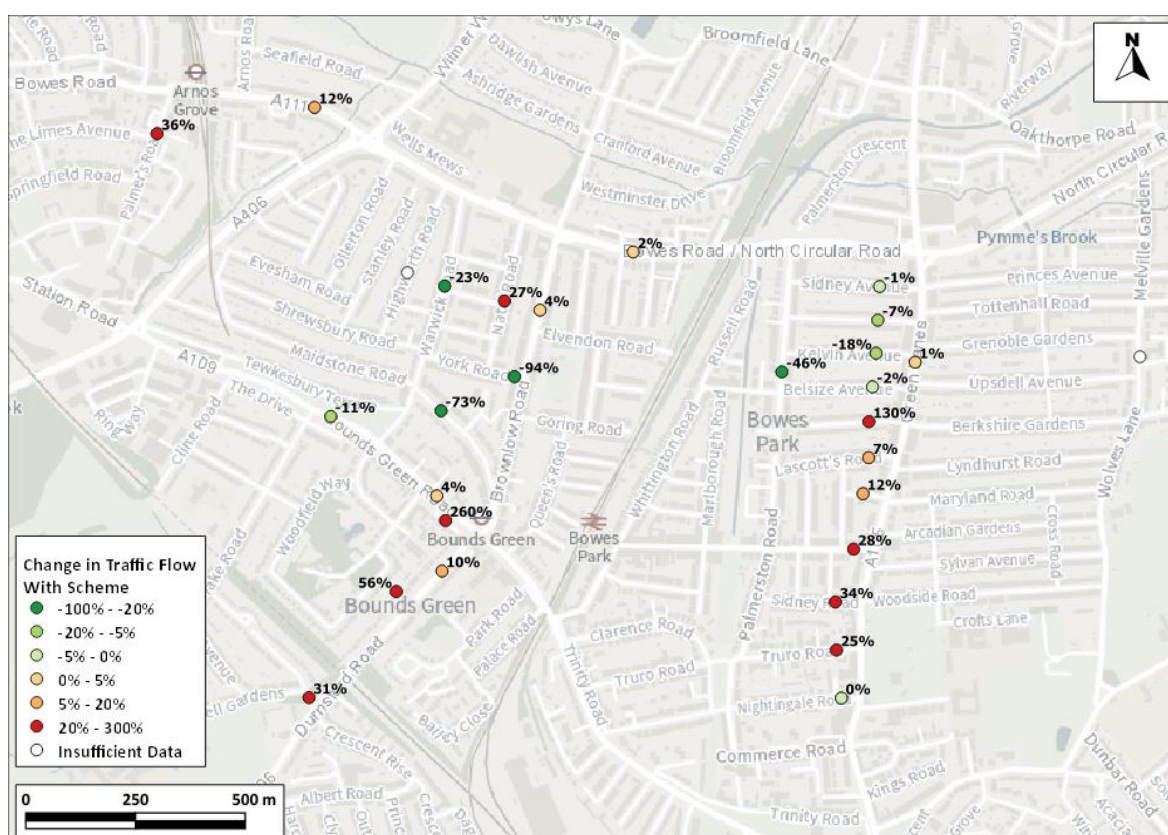


Figure 4: Percentage Change in Total Traffic Flows Resulting from the Scheme

Contains Ordnance Survey data © Crown copyright and database right 2021. Ordnance Survey licence number 100046099. ATC15, situated on Wolves Lane, to the east of the study area, is not included in the above figure, as there was insufficient data at this count.

- 4.3 **Table 7** presents a summary of the roads which experienced a moderate or major change in noise levels during any of the assessed periods. Beneficial changes are represented by '<- ' and shaded blue whilst adverse changes are represented by '>+' and shaded orange, followed by the criteria threshold in dB. The results are presented for each of the indicators modelled: L_{day} , L_{eve} , L_{night} and $L_{Aeq,16hr}$, each for a 7-day week and a 5-day week.

Table 7: Summary of Significant Changes in Road Noise Exposure (in dB)

	7-day week				5-day week			
	Day	Eve	Night	16-hr	Day	Eve	Night	16-hr
York Road	<-5	<-5	<-5	<-5	<-5	<-5	<-5	<-5
Maidstone Road	<-5	<-5	<-3	<-5	<-5	<-5	<-3	<-5
Palmerston Road			<-3				<-3	
Spencer Avenue	>+3		>+3	>+3	>+3		>+3	>+3
Sidney Road						>+3		
Woodfield Way							>+3	

- 4.4 Significant changes in road noise exposure are highly likely to have occurred as a result of the scheme at 6 of the 27 modelled roads during at least one of the assessed periods.
- 4.5 York Road is highly likely to have experienced a consistently major decrease in noise as a result of the scheme, as is Maidstone Road except at night where the decrease was moderate. Palmerston Road is predicted to have experienced a moderate decrease in noise levels only at night, likely because noise from the A406 Bowes Road / North Circular Road and High Road dominate the noise climate during the day.
- 4.6 Spencer Road appears to have been most adversely affected by the scheme, with moderate increases in noise during all periods except for the evening period. When assessing the 5-day working week, Sidney Road and Woodfield Way demonstrated moderate increases in noise during the evening and night periods respectively.
- 4.7 The noise grids presented in **Appendix A2.15** show that there were minor decreases predicted on Warwick Road and Kelvin Avenue, and minor increases predicted on Truro Road, Wroxham Gardens / Winton Avenue, and Natal Road. However, as stated above, it is uncertain whether these changes may be predominantly attributed to the scheme, if at all, and they are unlikely to be perceived by residents.
- 4.8 With the scheme involving road closures on York Road, Maidstone Road and Palmerston Road, the resulting decrease in road traffic noise levels along these roads is as expected.
- 4.9 In avoiding the road closure between Palmerston Road and the A406 Bowes Road / North Circular Road, motorists making increased use of Spencer Avenue, but also Sidney Road during weekday evenings, have led to moderately increased noise levels at these locations. However, the moderate increase in noise along Woodfield Way during the night of a 5-day week does not seem to be explained by the scheme.

- 4.10 **Table A3.1** in **Appendix A2.15** shows the absolute predicted noise levels, rounded to the nearest dB, at the sites of each ATC which is presented in **Table 7** as experiencing significant changes. **Table A3.2** and **Table A3.3** provide further absolute noise level results for all the roads modelled. Note that the absolute levels shown may be influenced by the noise from traffic on neighbouring roads.
- 4.11 The absolute noise levels at calculated at the location of the York Road ATC (ATC7) would give a difference of less than 3 dB with the scheme. This is due to the ATC being located at the entrance to York Road where the influence of traffic on Brownlow Road is likely significant. However, as can be observed in the figures in **Appendix A2.15**, there is a clearer difference of > 3 dB further west along York Road. The situation is the same for the ATC locations at Woodfield Way and Sidney Road which are influenced by noise from B106 Durnsford Road and High Road respectively.
- 4.12 The noise change grid for an average $L_{Aeq,16hr}$ in a 7-day week is presented **Figure 5**. The grid demonstrates that the overall effect of the scheme on noise with respect to changes of > ± 3 dB appears to be beneficial given the numbers of roads and dwellings seeing such changes. This is evidenced by the areas covered by blue (-3 dB to -5 dB change) and purple (greater than -5 dB change), as opposed to areas of orange (+3 dB to +5 dB change).

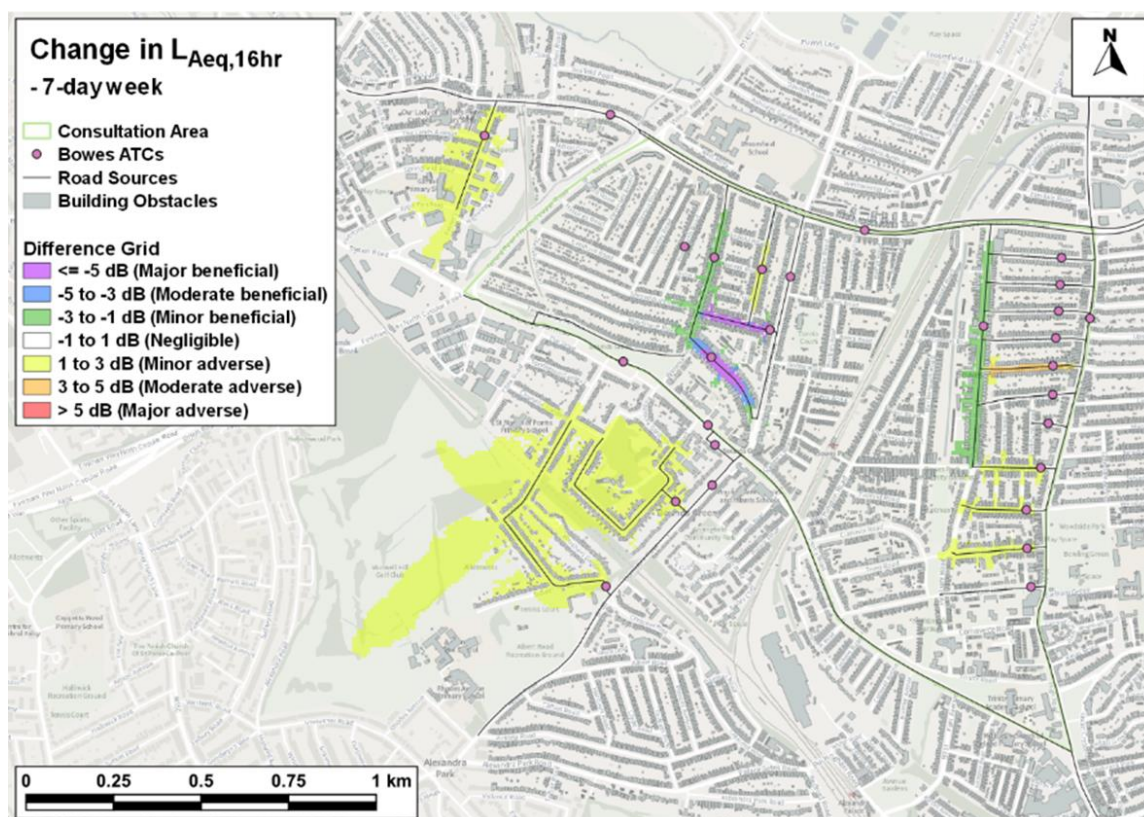


Figure 5: Change in 16-hour Day Noise Levels Due to the Scheme for an Average Day in a 7-day Week.

- 4.13 There appear to be larger areas with adverse changes of $< +3$ dB (yellow) than areas with beneficial changes of < -3 dB (green). These are locations where there is a lack of confidence as to whether changes can be attributed to the scheme or if it due to the uncertainty within the data. However, it is recommended that Enfield review the locations where these changes are shown and identify whether these coincide with any adverse feedback received from communities.
- 4.14 **Figure 6** and **Figure 7** show, as an example, the absolute noise grids for the $L_{Aeq,16hr}$ indicator without and with the scheme respectively for an average day in a 7-day week.

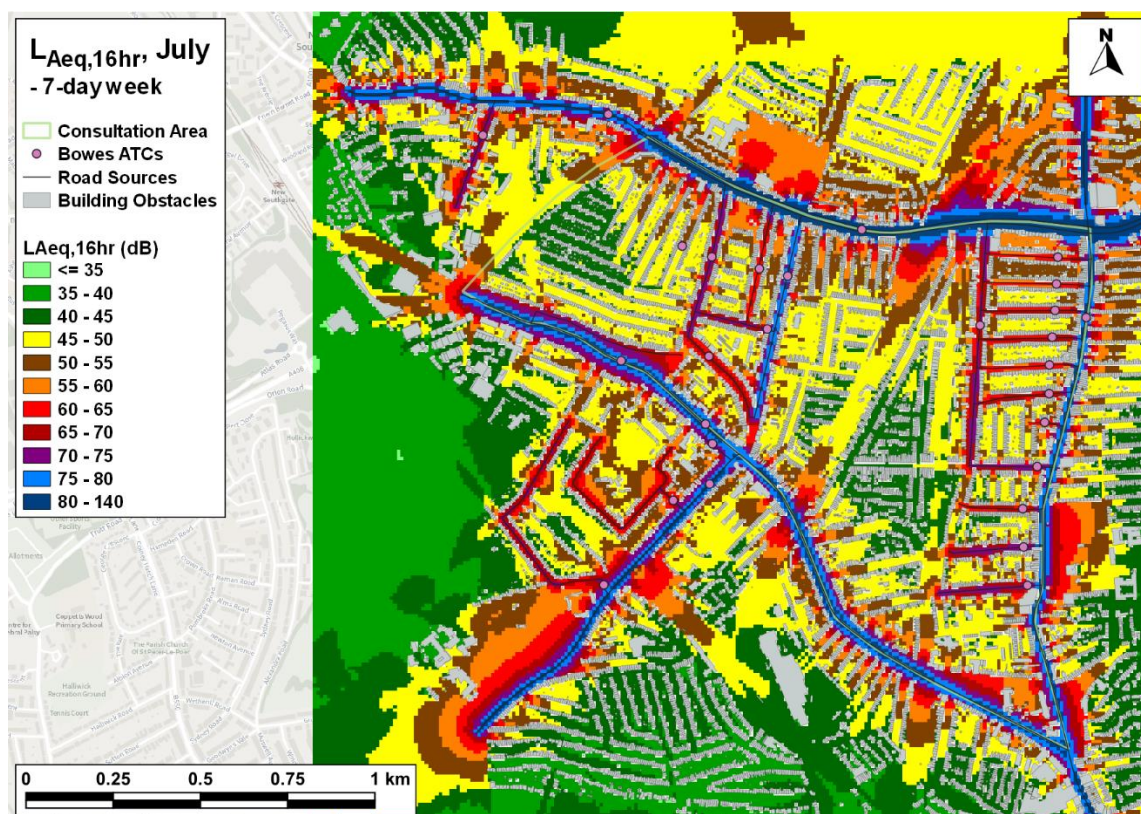


Figure 6: Absolute $L_{Aeq,16hr}$ Noise Grid for July (Without-Scheme Scenario) – 7-day Week

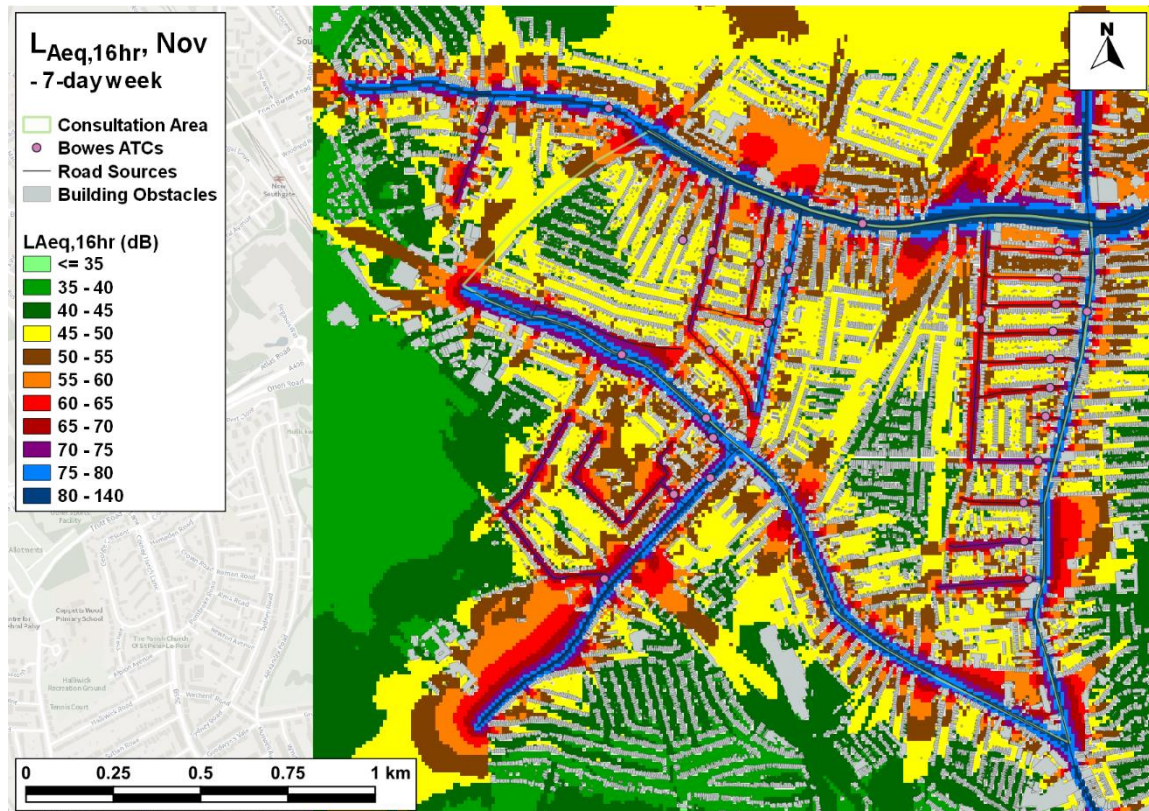


Figure 7: Absolute $L_{Aeq,16hr}$ Noise Grid for November (With-Scheme Scenario) – 7-day Week

5 Summary and Conclusions

- 5.1 The assessment has considered the local noise impacts of the Bowes Quieter Neighbourhood Scheme. Traffic flows were measured over two seven-day periods in July and November 2020 (pre- and post-scheme implementation). These have been used to estimate the changes in traffic attributable to the scheme. CNOSSOS-EU road noise modelling has then been undertaken using LimA® to estimate the effect that these changes in traffic would have had on local noise levels.
- 5.2 Implementation of the Quieter Neighbourhood Scheme is predicted to have led to moderate to major decreases in noise levels along Maidstone Road and York Road, as well as moderate decreases on Palmerston Road during the night period. The scheme is predicted to have increased noise levels moderately along Spencer Avenue and on occasion along Sidney Road and Woodfield Way.
- 5.3 Although the scheme caused small changes to noise levels at other roads, including minor decreases on Warwick Road and Kelvin Avenue, as well as minor increases on Truro Road, Wroxham Gardens / Winton Avenue, and Natal Road, the scale of these are within the margin of error and may not be directly attributable to the scheme.
- 5.4 There are many uncertainties around the predictions presented in this report. In particular, it is challenging to isolate those changes to traffic flows caused by the scheme from those caused by other factors, such as restrictions to control the COVID-19 pandemic.

6 Glossary

AADF	Average Annual Daily Flows
A-weighting	Frequency weighting applied to measured sound in order to account for the relative loudness perceived by the human ear.
CNOSSOS-EU	Common Noise Assessment Methods in Europe
CRTN	Calculation of Road Traffic Noise
dB	Decibel. The logarithmically scaled measurement unit of sound.
Defra	UK Government Department for Environment, Food and Rural Affairs
DMRB	Design Manual for Roads and Bridges
$L_{Aeq,T}$	A-weighted equivalent continuous sound level over a given time period. It is the sound level of a steady sound that has the same energy as a fluctuating sound over the same time period.
L_{day}	A-weighted equivalent continuous sound level over a 12-hour daytime period.
L_{eve}	A-weighted equivalent continuous sound level over a 4-hour evening period.
L_{night}	A-weighted equivalent continuous sound level over an 8-hour night-time period.
NCL	Noise Consultants Limited
TfL	Transport for London

7 Appendices

A1	Professional Experience.....	28
A2	Modelling Methodology	29
A3	Modelled Results.....	35

A1 Professional Experience

James Trow, BSc (Hons) MIOA MEnvSc

Mr Trow is the Managing Director at NCL. He holds a First-Class Bachelor of Science degree in Acoustics from Salford University and is a Full Corporate Member of the Institute of Acoustics and a Member of the Institution of Environmental Sciences. He has over 17 years' experience working exclusively in the field of environmental noise delivering high profile projects in both the public and private sector. His experience includes technical leadership roles, policy and research work, and delivery of strategic noise mapping and action planning projects and major EIA. He has been involved in noise mapping projects since 2003 and contributed to some of the earliest UK feasibility studies for the deliver of Directive 2002/49/EC. He has developed techniques, coding solutions, QA procedures and systems to allow the scalability of noise calculations.

Jonathan Phillips, MEng (Hons) AMIOA

Mr Phillips is a Consultant with NCL, having joined the company in September 2019. Prior to joining, he completed an MEng (Hons) degree in Acoustical Engineering at the University of Southampton, specialising in virtual acoustics. Prior to joining NCL he worked briefly as an intern at Audioscenic, and between his studies he undertook placements at Ion Acoustics and Hoare Lea. He has undertaken numerous noise modelling assessments, including road traffic noise and airport noise, as well as many industrial and residential noise assessments. He is an Associate Member of the Institute of Acoustics.

A2 Modelling Methodology

Model Inputs

- A2.1 The model has been developed using the LimA® computational sound modelling software (v2020). A model employing the CNOSSOS-EU methodology requires the user to provide various input data, including noise source definitions for traffic along each section of road along with the characteristics of the road section. This includes the AADF for each vehicle category, average daily speeds for each vehicle category, direction of traffic, road surface type, road classification (urban, highway or speedway), the width of the road, and the slope of the road in the direction of traffic.
- A2.2 The model also considers terrain and building obstacles. Terrain data was obtained from the UK Environment Agency's LiDAR Composite Digital Terrain Model (DTM) 2019 and LiDAR Composite Digital Surface Model (DSM) 2017 datasets (public sector information licenced under the Open Government Licence v3.0), whilst building shapes were obtained from the Ordnance Survey (OS) MasterMap Topography layer. Building heights were obtained by intersecting the difference between the DSM and DTM with the building heights.
- A2.3 Constant model input parameters are summarised in **Table A2.1** and other dynamic parameters are discussed below.

Table A2.1: Summary of Model Inputs and Assumptions

Model Parameter	Value Used
Terrain Effects Modelled	Yes
Building Obstacles Modelled	Yes
Road Surface Type	Porous asphalt
Road Gradient	0 %
Road Classification	All Urban except sources along the A406 Bowes Road / North Circular Road which is defined as a Highway
Direction of Traffic	Majority of sources defined as bi-directional, except where one-way systems are in operation and the A406 Bowes Road / North Circular road which is divided.
Ground Absorption Coefficient	0.5 (Mixed ground)
Receptor Grid Height	1.5 m
Receptor Grid Resolution	10 m

Traffic Data

- A2.4 Traffic counts have been provided by Enfield LBC, who commissioned the ATC survey for the scheme. The survey involved a week of ATC data measured in mid-July, representing traffic flows without the scheme, a week of ATC data from mid-November with the scheme in place. Each

individual vehicle count provided the vehicle classification, speed, direction, and the time of recording. In order to convert the traffic count data into a format appropriate for road traffic noise modelling according to the CNOSSOS-EU methodology a series of calculations and assumptions had to be made, which are set out in this section.

Normalised Mean Daily Traffic Flow Calculations

- A2.5 The noise model requires traffic data to be input in daily flow values. In order to calculate an annual average from the weekly average, a normalisation factor was applied. The factor was calculated using traffic count ATC39, operated by TfL, and situated along the A406 Telford Road / North Circular, 1.7 km away from the consultation area boundary. The count is judged to be far enough away not to be impacted by the scheme to any major degree, but close enough to be representative of typical AADF variation in the study area. The factor was calculated by dividing the annual total ATC39 for the year between 25 November 2019 and 25 November 2020, by the period total, for each respective survey period. This factor was applied to the period total at each of the Enfield LBC ATCs to approximate annual totals. This method therefore provides values which, to some extent, consider the annual variations in 2020 traffic, resulting from factors external to the scheme, such as COVID lockdown impacts and school holidays.

Traffic Speeds

- A2.6 Noise modelling is based on average speeds on each section of road. The ATC data provided the speed of each vehicle movement, which can be averaged to a speed appropriate to that point for modelling purposes. This speed is, however, only applicable at a specific point on the road and will not necessarily be representative of speed along the whole road link. Moreover, average speeds pre- and post-scheme were reviewed, and it was not possible to correlate the variation in speeds with that in traffic data; it could have been expected to see average speeds decrease with increased traffic, and vice versa. Measured speeds were therefore not directly used as average speeds for modelling purposes. Instead, average traffic speeds were estimated based on road layout, proximity to junctions and traffic lights, speed limits, and professional judgement.
- A2.7 For example, where a section of road leads to a traffic light, vehicles will be stopped and thus idling for some time when the light is red, but under a green light, vehicles will travel at normal speed along that section of road. As such, for modelling purposes, these sections of roads are typically modelled at 20 kph, which correspond to a weighted average speed throughout the day. On sections of road situated away from junctions, average speeds were determined based on the applicable speed limits. Although the measured speeds were not used, as discussed above, they were reviewed against those determined following the procedure described above to ensure there were no major discrepancies between measured and estimated average speeds along the road network considered in this study.
- A2.8 Details of the average speeds used in the model are provided in **Figure A2.1**.

Vehicle Classifications

A2.9 The noise emissions calculated within the model are determined by vehicle type, according to the five vehicle categories defined in the CNOSSOS-EU methodology. The ATC data provides a breakdown of movements in terms of the fifteen classifications shown in **Table A2.2**. Prior to modelling, these classifications were converted to the CNOSSOS-EU categories according to the assumptions given in **Table A2.2**. Any bicycle movements were excluded from the model as they do not have any associated noise emissions.

Table A2.2: Conversion of Measured Vehicle Classifications to CNOSSOS Categories

Vehicle Classifications from ATC Survey				Adopted CNOSSOS-EU Categories	
Class	Code	Description		Category	Description
1	SV	Short - car, light van		1	Light vehicles: Passenger cars, delivery vans ≤ 3,5 tons, including trailers and caravans
2	SVT	Short towing – trailer, caravan, boat etc			
3	TB2	Two axle truck or bus		2	Medium heavy vehicles: delivery vans > 3.5 tons, buses, etc. with two axles
4	TB3	Three axle truck or bus		3	Heavy duty vehicles, touring cars, buses, with three or more axles
5	T4	Four axle truck			
6	ART3	Three axle	articulated vehicle or rigid vehicle & trailer		
7	ART4	Four axle			
8	ART5	Five axle			
9	ART6	Six+ axle			
10	BD	B-double or heavy truck and trailer			
11	DRT	Double road train / heavy tuck & two trailers			
12	TRT	Triple road train / heavy truck & 3+ trailers			
14	M/C	Motorcycle		4b	Motorcycles, tricycles and quadricycles
15	CYCLE	Cycle		Ignore	

A2.10 Traffic data measured by TfL at ATC34 does not consider vehicle classification. Therefore, proportions of each vehicle category at ATC34 have been informed by data taken from the London Atmospheric Emissions Inventory (LAEI) at a location on A406 Bowes Road / North Circular Road which contained vehicle classification counts.

Missing Data

A2.11 Several ATCs included periods of missing data. This is not unusual and could be due to cars parked on the device's tube for long periods of time. Where possible, assumptions have been made in order

to account for these missing data. Otherwise, these sources of the model have been omitted. A list of missing data and their respective omissions or assumptions made are shown in **Table A2.3**.

Table A2.3: Summary of Missing ATC Data

Count	Missing Data	Action Taken
ATC3	For July period: No traffic count data.	ATC3 and the associated road source was omitted from the model
ATC4	For July period: Sunday, Monday, and Tuesday missing from week's data. This is replaced with data from Friday from the week prior and Saturday and Sunday from the week following.	The average daily flows at the location, for both 7- and 5-day weeks, are assumed to be represented by the remaining data. Change in daily flows accounted for in annualisation factor.
ATC14	For July period: Tuesday missing from week's data and replaced with Sunday data from following week.	The average daily flows at the location, for both 7- and 5-day weeks, are assumed to be represented by the remaining data. Change in daily flows accounted for in annualisation factor.
ATC15	For November period: Missing periods of data from Wednesday, Friday, and Saturday.	ATC15 and the associated road source was omitted from the model.
ATC17	For July period: Tuesday missing from week's data and replaced with Saturday data from following week.	The average daily flows at the location, for both 7- and 5-day weeks, are assumed to be represented by the remaining data. Change in daily flows accounted for in annualisation factor.
ATC18	For July period: Data missing from Sunday night to Monday morning, and from Saturday night to Sunday midday.	The average night-time and day-time flows at the location for the 7-day week are assumed to be represented by the remaining data. Change in daily flows accounted for in annualisation factor.
ATC23	For July period: Missing data from Wednesday afternoon.	The average daytime flows at the location, for both 7- and 5-day weeks, are assumed to be represented by the remaining data. Change in daily flows accounted for in annualisation factor.
ATC25	For July period: Tuesday missing from week's data, and replaced with Saturday data from following week	The average daytime flows at the location, for both 7- and 5-day weeks, are assumed to be represented by the remaining data. Change in daily flows accounted for in annualisation factor.

Road Lines and Widths

- A2.12 A network of roads in and around the consultation area were selected according to proximity to the ATC and reasonable representation by the measured traffic flows. For the roads of interest, road widths were obtained from the OS MasterMap Highways Network dataset. The road lines were then converted to acoustic line sources and attributed with the relevant road and traffic data as discussed in the sections above.

Data Summary

- A2.13 The percentage change in traffic flows at each ATC, based on the annualised values used in this assessment, are summarised in **Table A2.4** by time of day and vehicle category.

Table A2.4: Percentage Change of Annualised Traffic Flows with Scheme Implemented

Period	Percentage Change in Traffic Flow by Period and CNOSSOS-EU Vehicle Category											
	Day (07:00-19:00)				Evening (19:00-23:00)				Night (23:00-07:00)			
Category	1	2	3	4B	1	2	3	4B	1	2	3	4B
ATC1	61%	35%	44%	82%	-29%	-1%	-20%	95%	-19%	-6%	-6%	37%
ATC2	30%	-8%	98%	-1%	-11%	-20%	177%	15%	-20%	-26%	65%	-14%
ATC4	-25%	-28%	-4%	47%	-38%	-3%	22%	8%	17%	94%	22%	33%
ATC5	25%	31%	76%	106%	18%	79%	25%	21%	51%	-15%	22%	-20%
ATC6	11%	4%	121%	19%	-22%	-14%	387%	14%	-9%	-26%	579%	-23%
ATC7	-96%	-99%	-52%	-34%	-96%	-84%	0%	-45%	-97%	-86%	-100%	-41%
ATC8	-78%	-85%	0%	1430%	-82%	-76%	-100%	548%	-80%	-79%	-7%	181%
ATC9	8%	19%	9%	14%	-14%	16%	-16%	17%	-9%	21%	-18%	-22%
ATC10	372%	228%	22%	250%	311%	36%	-100%	40%	160%	8%	-100%	22%
ATC11	18%	4%	110%	22%	-22%	-29%	312%	-2%	10%	-35%	483%	-28%
ATC12	61%	-15%	1211%	51%	11%	-29%	489%	19%	76%	34%	179%	50%
ATC13	-45%	-81%	399%	6%	-57%	-81%	139%	-9%	-60%	-76%	19%	-24%
ATC14	6%	44%	-12%	33%	-16%	58%	-5%	32%	-22%	49%	-60%	-20%
ATC16	32%	30%	42%	25%	-15%	3%	100%	4%	30%	43%	89%	-4%
ATC17	38%	47%	-6%	37%	27%	86%	-100%	17%	-6%	74%	-100%	0%
ATC18	32%	99%	-57%	29%	-1%	31%	-53%	18%	22%	44%	-31%	11%
ATC19	-1%	-20%	291%	21%	-9%	-11%	111%	2%	1%	-14%	133%	-18%
ATC20	15%	22%	-22%	-12%	-17%	-13%	22%	-17%	-13%	50%	0%	-41%
ATC21	-4%	3%	322%	49%	-22%	-43%	-100%	0%	-29%	-8%	-28%	-26%
ATC22	139%	152%	160%	73%	121%	168%	22%	12%	128%	278%	31%	-14%
ATC23	9%	35%	-20%	33%	-18%	-21%	22%	-34%	-36%	55%	56%	-51%
ATC24	-12%	-19%	439%	11%	-37%	-40%	364%	-16%	-41%	-5%	333%	-66%
ATC25	1%	22%	57%	15%	-10%	0%	-10%	-2%	-9%	7%	0%	-8%
ATC26	25%	24%	56%	11%	-26%	47%	133%	-53%	-38%	31%	22%	-42%
ATC27	-5%	5%	-22%	-8%	-24%	-25%	-100%	8%	-33%	-38%	-100%	31%
ATC28	38%	70%	433%	-25%	-32%	22%	608%	-39%	-21%	0%	181%	13%
ATC34E	11%	11%	11%	11%	-8%	-8%	-8%	-8%	-7%	-7%	-7%	-7%
ATC34W	8%	8%	8%	8%	-12%	-12%	-12%	-12%	-11%	-11%	-11%	-11%

A2.14 **Figure A2.1** shows the road network included within the model, along with the average speed at which each link was modelled. Traffic Directions for one-way road sources are shown as left-sided arrows.

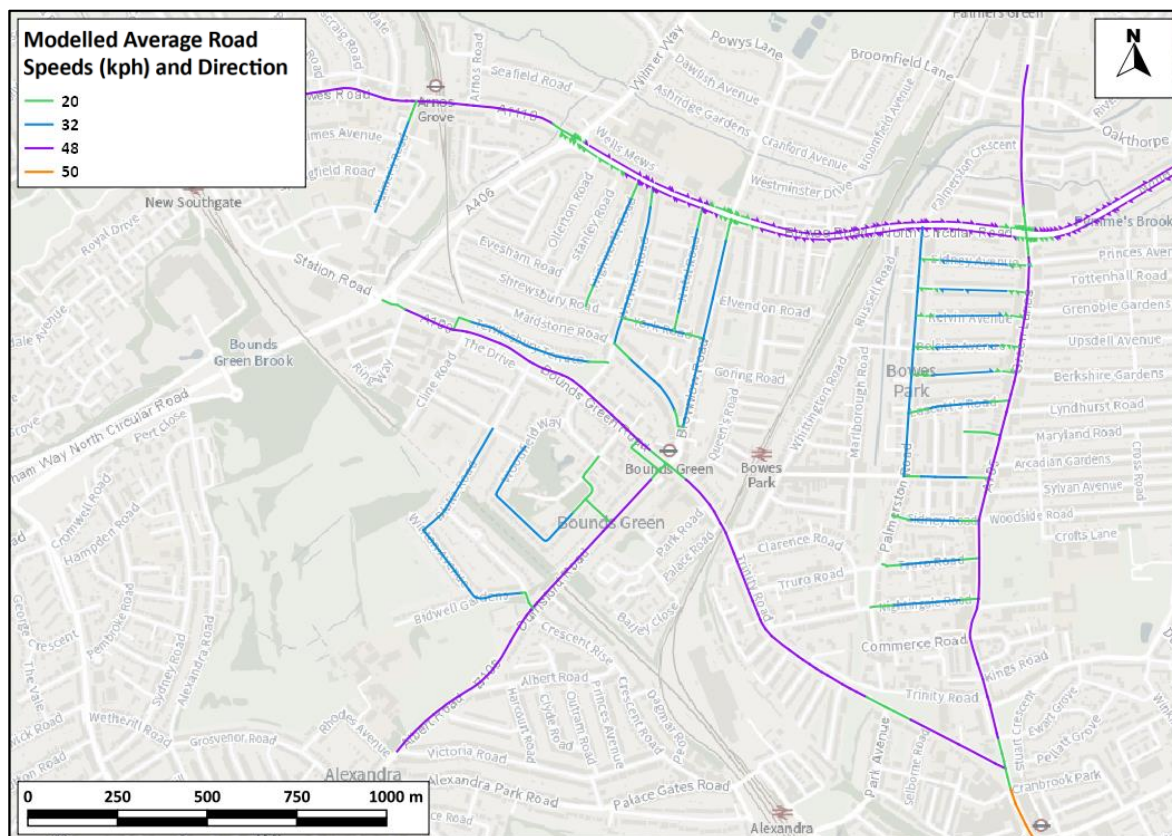


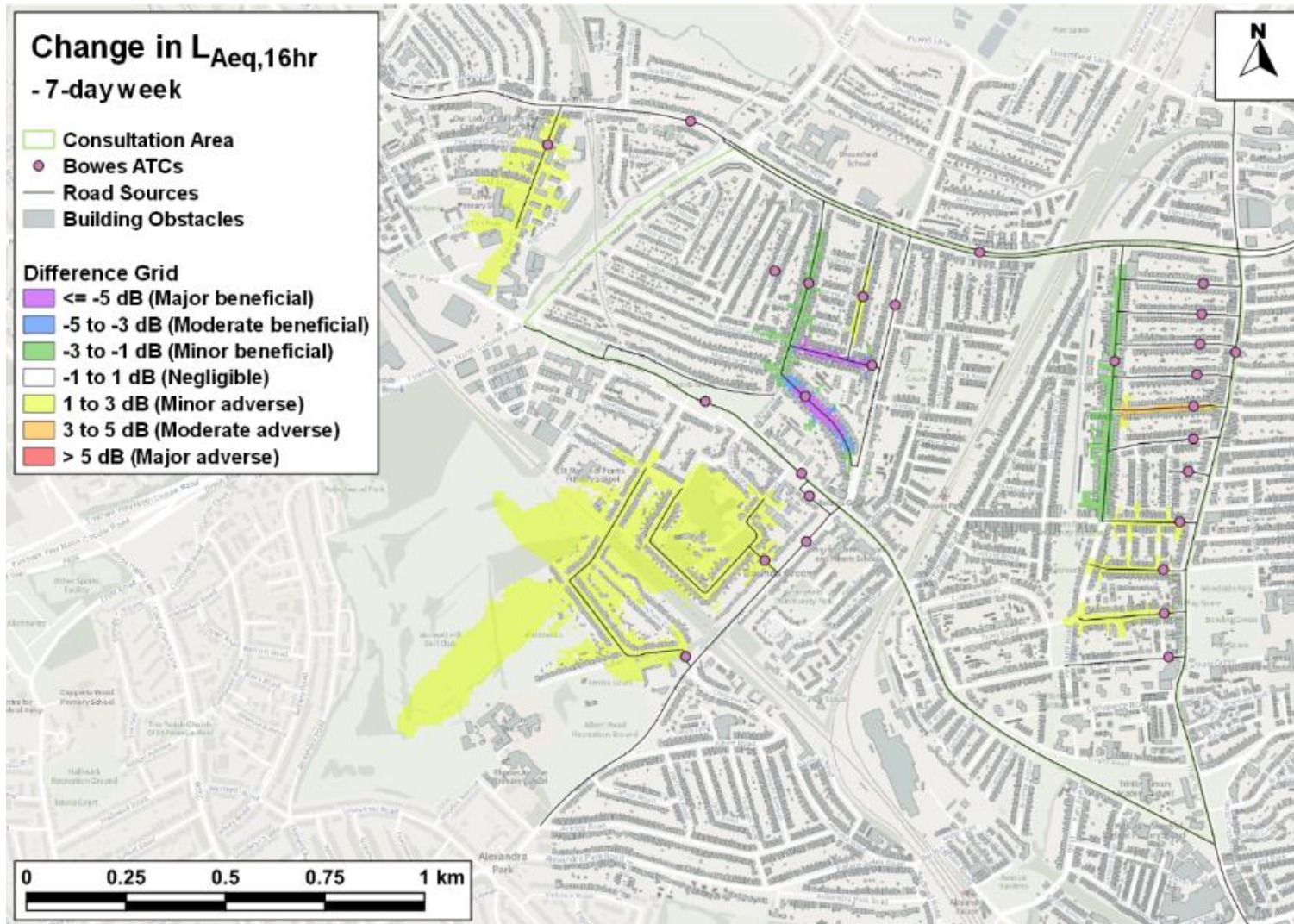
Figure A2.1: Modelled Road Network with Average Vehicle Speeds.

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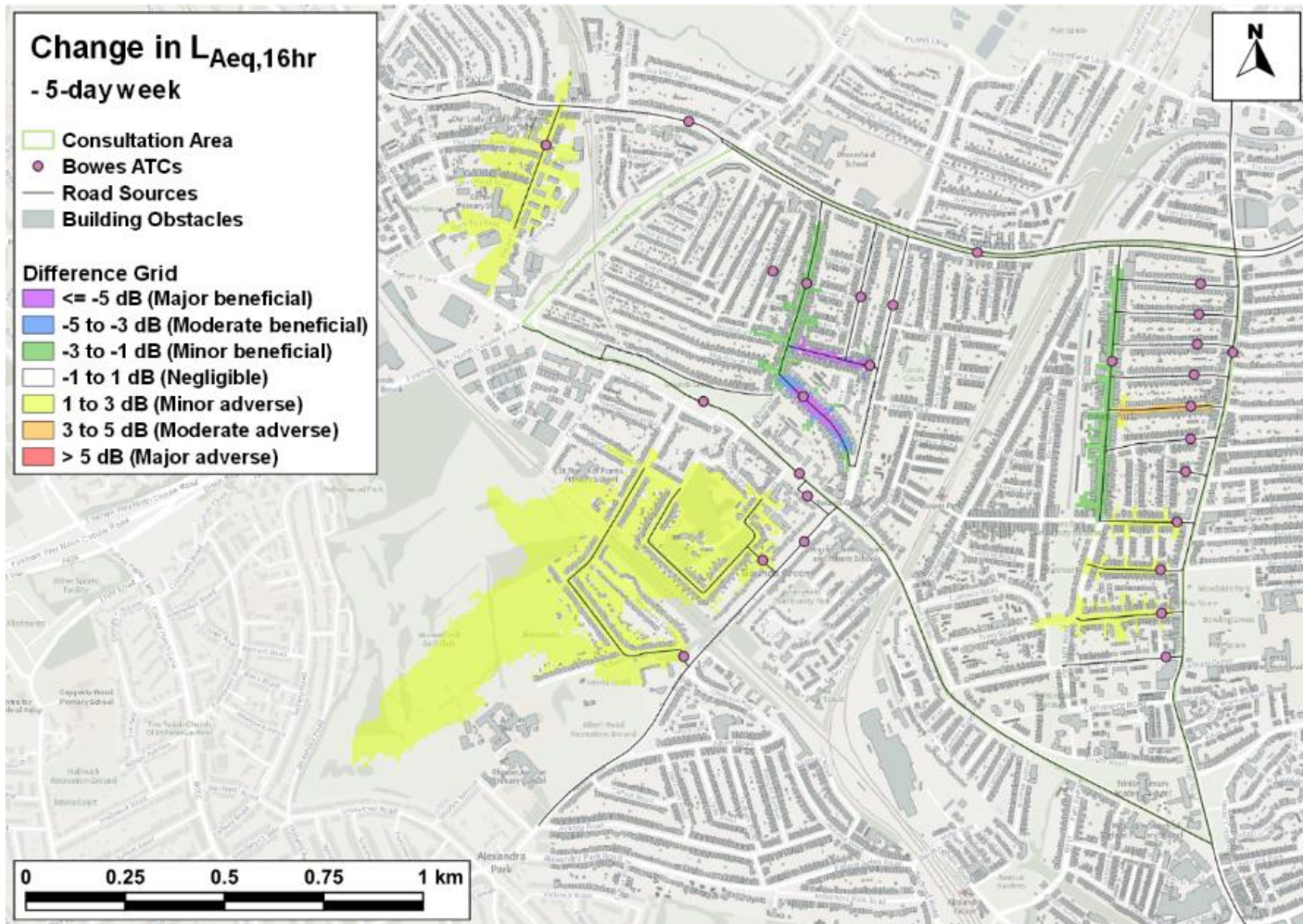
Post-processing

- A2.15 CNOSSOS-EU models were calculated in LimA® for the 'July Base' and 'November with Scheme' scenarios for each of the L_{day} , L_{eve} and L_{night} indicators. The model predicts the $L_{Aeq,T}$ in decibels (dB) at each square within the receptor grid. Once calculated, the L_{day} and L_{eve} results were combined to derive the $L_{Aeq,16hr}$ grids. The absolute differences were then calculated by subtracting the 'July Base' scenarios from the 'November with Scheme' scenarios, the results of which are presented in **Appendix A2.15**.

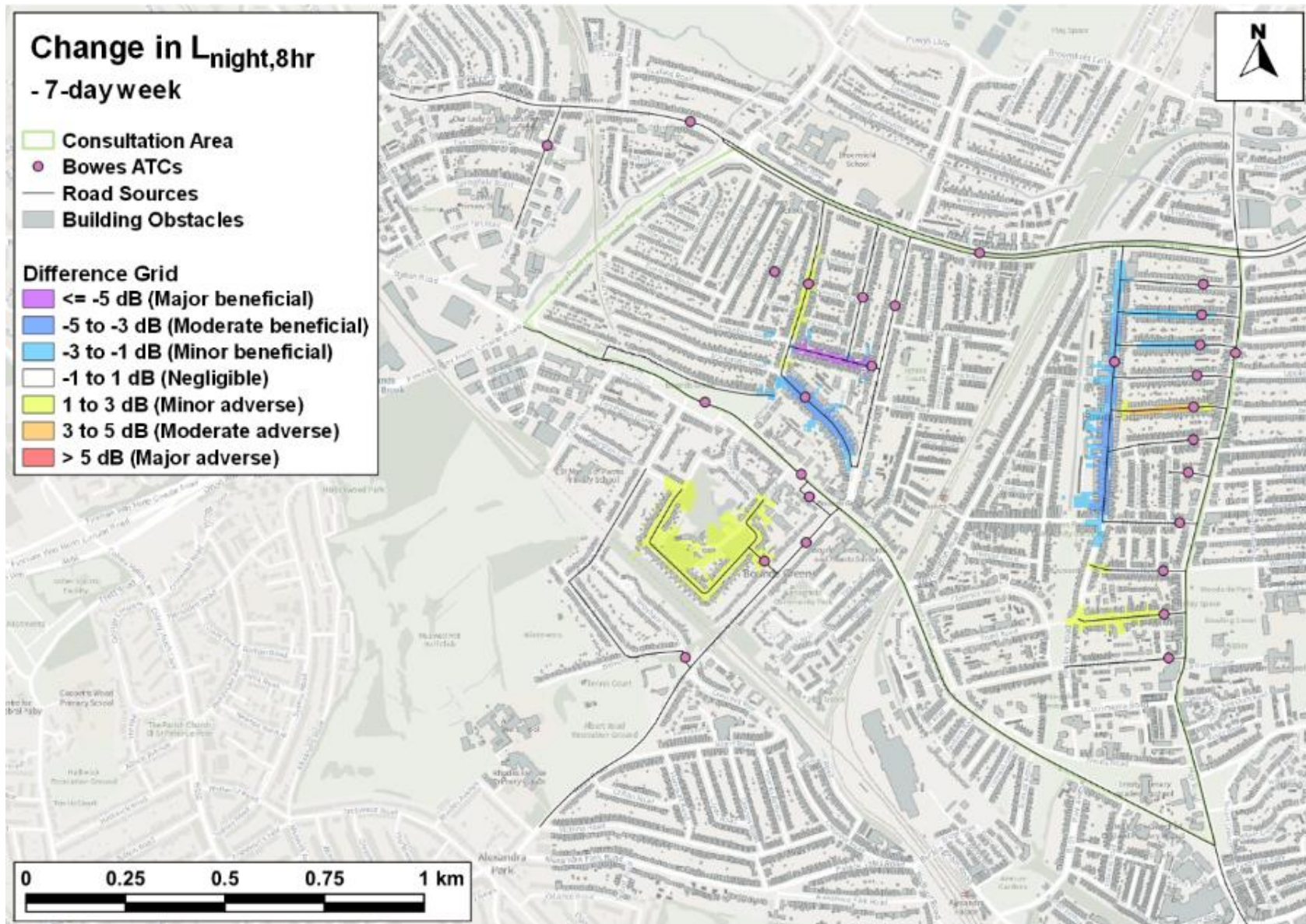
A3 Modelling Results



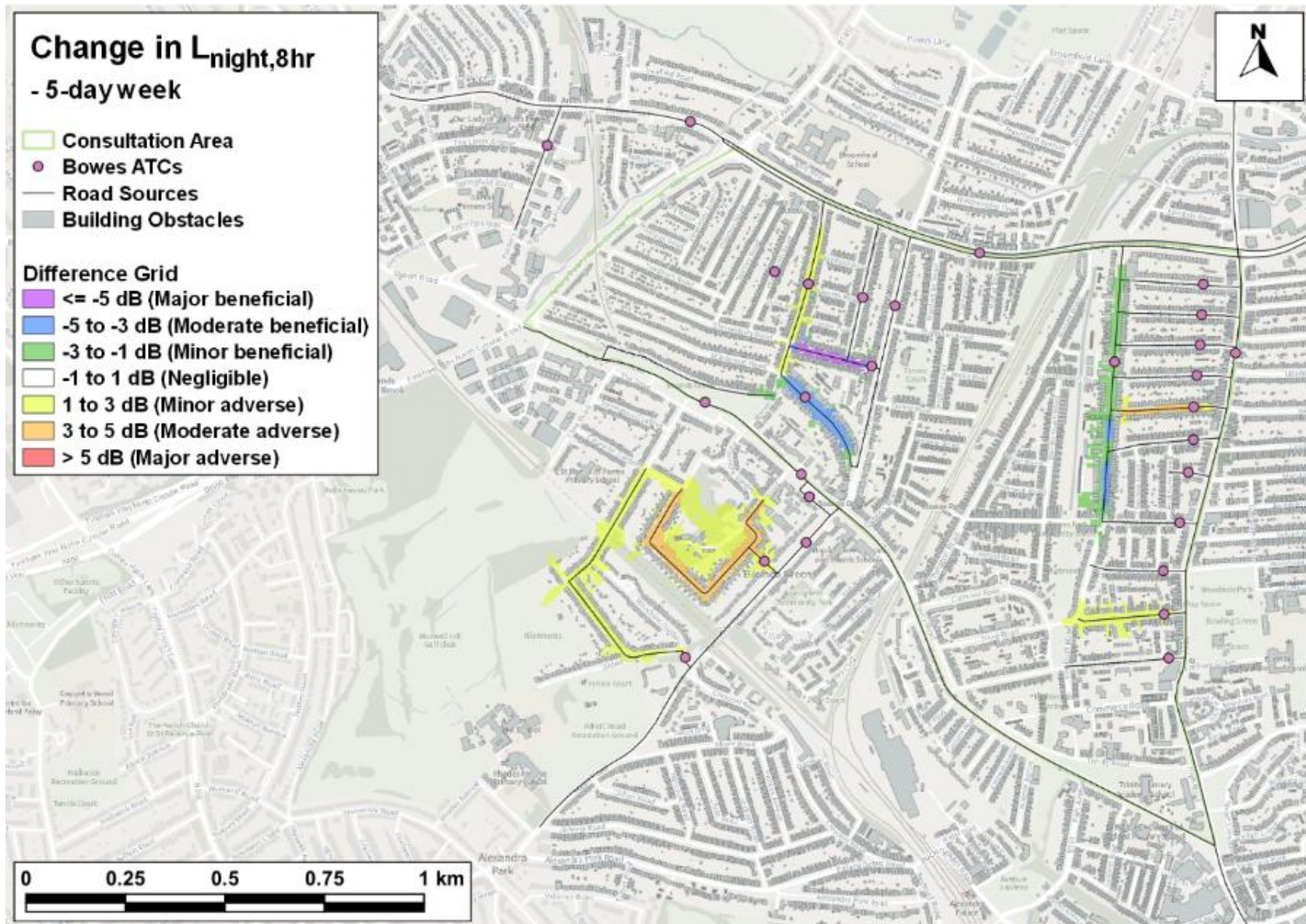
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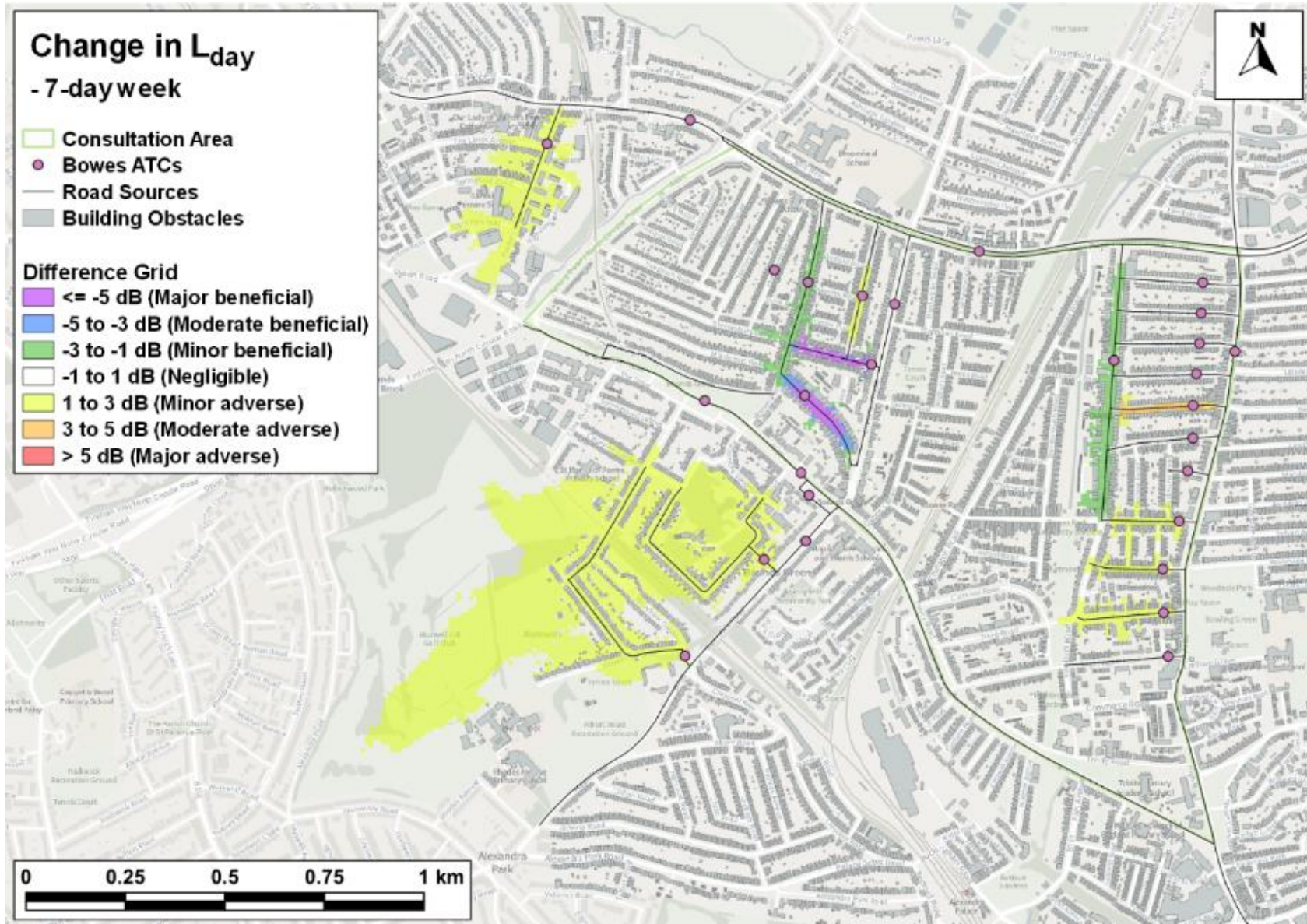
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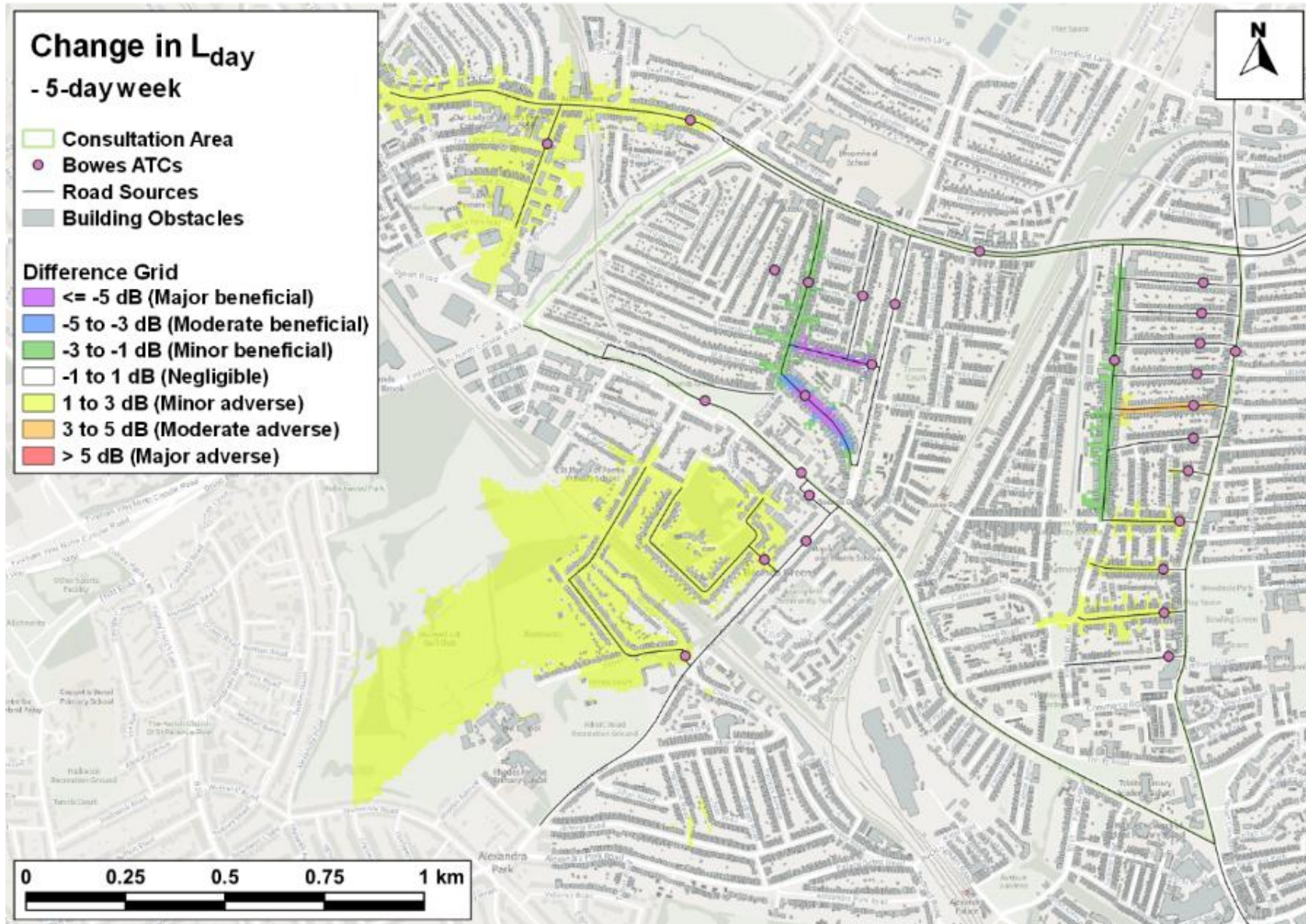
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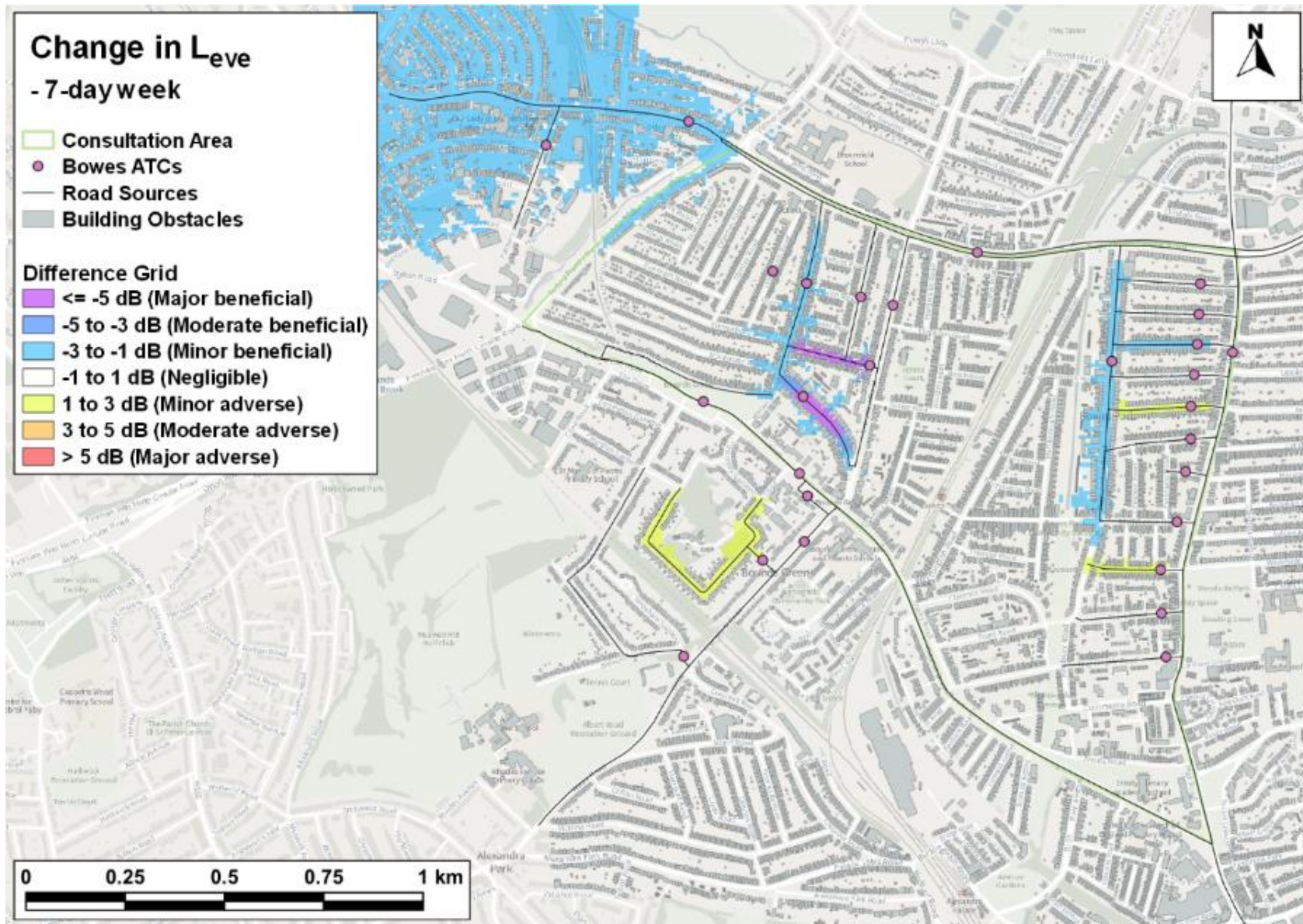
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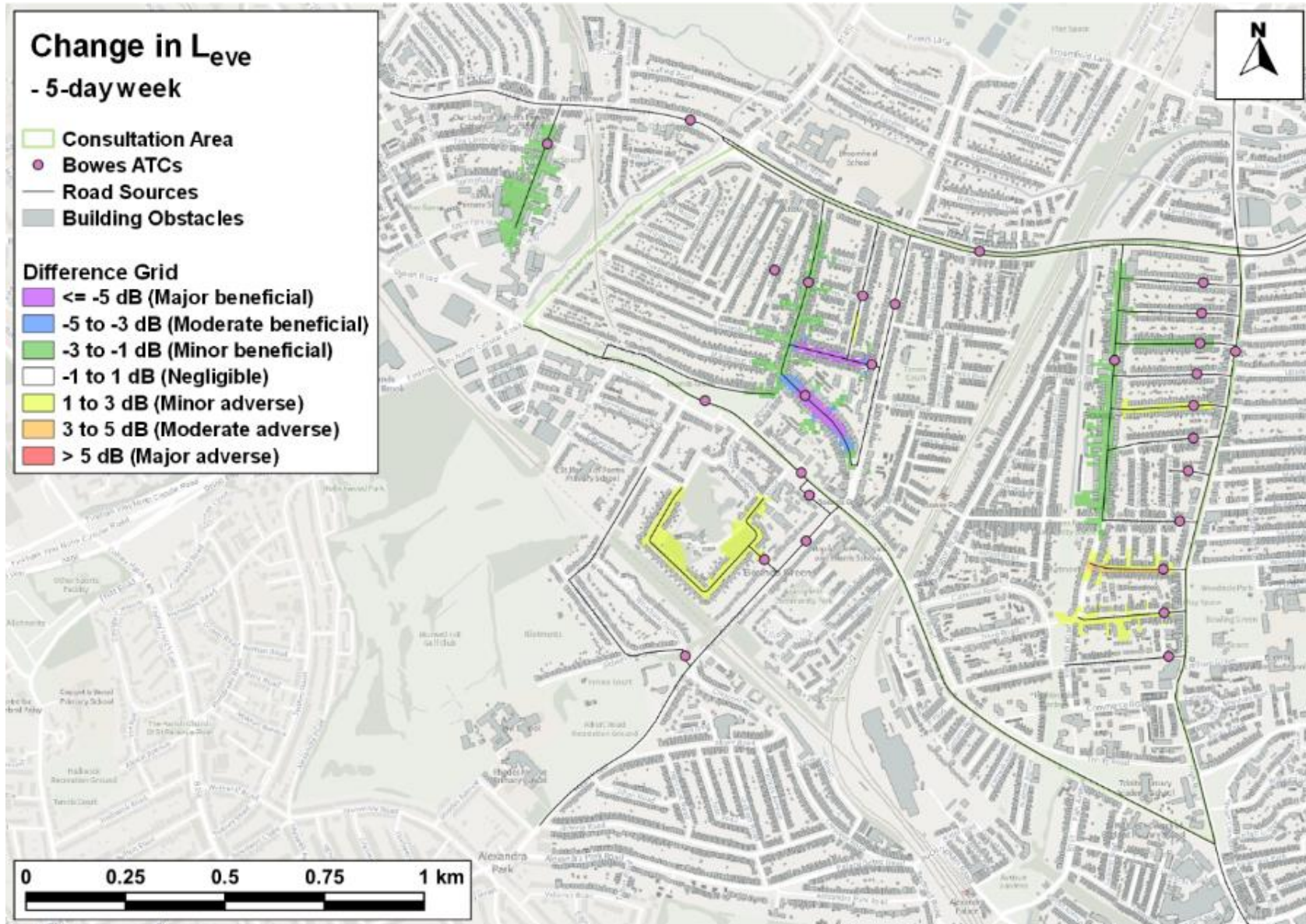
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Table A3.1: Absolute Noise Levels Before (July) and With the Scheme (November) for Road with Largest Predicted Changes, dB $L_{Aeq,T}$

		July				November			
		L_{day}	L_{eve}	L_{night}	$L_{Aeq,16hr}$	L_{day}	L_{eve}	L_{night}	$L_{Aeq,16hr}$
7-day week	York Road	73	67	64	72	71	64	62	70
	Maidstone Road	70	63	61	69	65	58	56	64
	Woodfield Way	70	62	59	69	72	63	61	71
	Palmerston Road	71	64	61	70	69	61	57	68
	Spencer Avenue	64	58	55	63	68	60	58	67
	Sidney Road	66	59	57	65	67	61	58	66
5-day week	York Road	74	67	65	73	72	65	62	71
	Maidstone Road	70	63	61	69	65	58	56	64
	Woodfield Way	71	63	59	70	73	63	62	72
	Palmerston Road	72	64	61	71	70	62	58	69
	Spencer Avenue	64	58	55	63	68	61	58	67
	Sidney Road	66	60	57	65	67	62	58	66

Table A3.2: Absolute Noise Levels for 7-day Week, dB dB L_{Aeq,T}

	July				November			
	L _{day}	L _{eve}	L _{night}	L _{Aeq,16hr}	L _{day}	L _{eve}	L _{night}	L _{Aeq,16hr}
Palmers Road	73.7	66.9	65.9	72.8	75.6	66.0	65.2	74.5
A1110 Bowes Road	81.3	77.9	74.9	80.7	82.2	75.2	74.0	81.3
Warwick Road	74.2	66.8	61.5	73.2	73.0	65.3	62.7	72.0
Natal Road	62.7	56.4	53.6	61.7	63.8	57.2	54.2	62.8
Brownlow Road	79.1	72.9	70.5	78.2	79.7	72.5	70.4	78.7
York Road	73.4	67.0	64.3	72.5	71.3	64.4	62.0	70.3
Maidstone Road	70.0	63.3	60.7	69.1	64.7	58.0	55.9	63.7
Bounds Green Road	83.0	76.9	76.0	82.1	83.4	76.4	75.8	82.5
Rhys Avenue	73.3	67.1	66.3	72.4	73.9	66.8	66.2	72.9
Durnsford Road	81.4	74.8	71.8	80.5	82.2	74.0	72.1	81.1
Woodfield Way	70.1	62.4	59.2	69.1	72.3	63.1	61.1	71.2
Palmerston Road	71.2	64.1	61.0	70.2	69.3	61.4	57.5	68.2
Green Lanes	83.3	78.6	77.9	82.5	83.7	78.3	77.4	82.9
Sidney Avenue	64.1	59.5	57.7	63.4	64.7	58.7	56.8	63.8
Melbourne Avenue	64.8	58.6	56.1	63.9	64.9	57.9	54.9	64.0
Spencer Avenue	64.1	57.6	55.0	63.1	67.6	60.3	58.0	66.6
Myddleton Road	70.0	64.6	61.6	69.2	71.3	64.6	61.9	70.4
Kelvin Avenue	68.9	62.8	59.8	68.0	68.6	61.5	58.8	67.6
Belsize Avenue	65.3	59.0	55.8	64.4	65.3	58.9	55.8	64.4
Lascott's Road	69.0	62.8	59.9	68.1	69.6	62.1	59.5	68.6
Marquis Road	65.8	59.8	57.3	64.9	66.8	59.7	56.7	65.8
Sidney Road	65.7	59.4	57.3	64.7	67.0	60.6	57.8	66.0
Truro Road	72.8	65.9	63.6	71.9	74.0	65.5	64.8	73.0
Nightingale Road	72.0	64.9	63.6	71.1	72.4	64.6	63.3	71.4
Wroxham / Bidwell Gdns	73.7	66.3	63.0	72.7	75.2	66.1	63.6	74.1
Tewkesbury Terrace	83.2	77.1	76.2	82.3	83.6	76.6	76.0	82.7
A406 Bowes Road / North Circular	88.2	84.7	83.2	87.5	88.5	84.3	82.7	87.8

Table A3.3: Absolute Noise Levels for 5-day Week, dB dB L_{Aeq,T}

	July				November			
	L _{day}	L _{eve}	L _{night}	L _{Aeq,16hr}	L _{day}	L _{eve}	L _{night}	L _{Aeq,16hr}
Palmers Road	74.2	67.2	66.2	73.3	76.4	66.0	65.5	75.3
A1110 Bowes Road	81.5	75.6	75.0	80.6	82.5	75.3	74.2	81.6
Warwick Road	74.9	67.2	60.9	73.9	73.3	65.3	62.8	72.3
Natal Road	63.1	56.5	53.5	62.2	64.0	57.4	54.2	63.1
Brownlow Road	79.4	72.9	70.7	78.4	80.0	72.6	70.8	79.0
York Road	73.8	66.9	64.5	72.8	71.5	64.6	62.3	70.5
Maidstone Road	70.4	63.2	60.8	69.4	65.1	57.7	56.1	64.1
Bounds Green Road	83.3	76.8	76.3	82.3	83.7	76.4	76.1	82.7
Rhys Avenue	73.6	67.1	66.7	72.7	74.1	66.8	66.6	73.1
Durnsford Road	81.7	74.8	71.9	80.7	82.5	74.2	72.6	81.5
Woodfield Way	70.7	62.6	59.3	69.6	72.8	63.3	61.6	71.8
Palmerston Road	71.6	64.3	61.0	70.6	69.7	61.8	58.0	68.7
Green Lanes	83.3	78.6	77.9	82.5	83.7	78.3	77.5	82.8
Sidney Avenue	64.0	59.6	57.5	63.3	64.8	58.8	56.8	63.9
Melbourne Avenue	64.9	58.5	55.8	64.0	65.1	57.7	55.0	64.1
Spencer Avenue	64.1	57.8	54.9	63.1	67.8	60.5	58.2	66.8
Myddleton Road	70.3	64.6	61.7	69.5	71.5	64.6	62.1	70.6
Kelvin Avenue	69.2	63.0	59.9	68.3	68.8	61.8	59.1	67.9
Belsize Avenue	65.4	59.2	55.9	64.5	65.4	59.2	56.1	64.5
Lascott's Road	69.1	62.8	59.7	68.2	69.9	62.0	59.5	68.8
Marquis Road	66.1	59.9	57.5	65.2	67.1	59.5	56.7	66.1
Sidney Road	66.2	59.7	57.4	65.3	67.3	62.0	57.7	66.4
Truro Road	73.4	65.3	64.3	72.3	74.7	66.2	65.7	73.7
Nightingale Road	72.9	65.2	64.0	71.9	72.8	64.7	63.6	71.8
Wroxham / Bidwell Gdns	74.1	66.4	63.1	73.1	75.6	66.1	64.0	74.5
Tewkesbury Terrace	83.5	77.0	76.5	82.5	83.9	76.6	76.3	82.9
A406 Bowes Road / North Circular	88.2	84.6	83.1	87.5	88.6	84.2	82.9	87.9



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Bowes Cabinet Paper Call in responses – Jun 21

(1) Reason why decision is being called in:

- Failure to consult residents- previously only actioned a perception survey, online consultation discriminated against certain groups

Response: there has not been a failure to consult, the trial has been implemented on an Experimental Traffic Order, with an extensive consultation period in place to collect views in light of experiences of the trial. This Cabinet report is not making recommendations on the future of the trial, but makes a recommendation that the trial continues to enable further data collection to take place, to better inform a future decision. There is no detail provided on which groups are thought to have been discriminated against.

- Lack of community engagement- community groups disappointed with the sparse contact from the council and don't feel listened to

Response: A range of engagement has taken place within the context of a global pandemic, where understandable government restrictions have prevented face to face engagement. This has been replaced with online conversations, including specific meetings with a number of community groups and a community webinar. The cabinet report sets out detailed analysis of resident views. However, This Cabinet report is not making recommendations on the future of the trial, but makes a recommendation that the trial continues to enable further data collection to take place, to better inform a future decision.

- Conflicts with the climate change strategy for improving air quality- at the Bowes primary school, nitrogen dioxide levels increased 20% in 8 months since the implementation of LTNs (londonair.org) and council negligently creating pollution with camera car enforcement vehicles engine idling for hours per day sometimes outside a nursery school

Response: The Council monitor two pollutants at Bowes Primary, nitrogen dioxide and PM10 (small particulates). We began monitoring PM10 a couple of years before nitrogen dioxide. Both of these pollutants have standards and objectives, which can

be seen in the table below and the measured pollutant concentrations are compared to these values.

Pollutant	Standard / Objective (UK)	Averaging Period	Date⁽¹⁾
Nitrogen dioxide (NO ₂)	200 µg m ⁻³ not to be exceeded more than 18 times a year	1-hour mean	31 Dec 2005
Nitrogen dioxide (NO ₂)	40 µg m ⁻³	Annual mean	31 Dec 2005
Particles (PM ₁₀)	50 µg m ⁻³ not to be exceeded more than 35 times a year	24-hour mean	31 Dec 2004
Particles (PM ₁₀)	40 µg m ⁻³	Annual mean	31 Dec 2004

The following tables provide you with the results of the monitored data at Bowes Primary from installation up to the end of December 2020.

Table: Results for nitrogen dioxide

Year	Annual Mean (ug/m³)	No. exceedances of hourly mean
2008	59	0
2009	55	18
2010	54	8
2011	45	2
2012	49	24
2013	47	0
2014	43	0
2015	46	1
2016	47	6
2017	45	3
2018	44	0
2019	41	0
2020	30	0

Table: Results for PM10

Year	Annual Mean (ug/m³)	No. exceedances of 24-hour mean
2004	28	12
2005	28	24
2006	27	21
2007	26	21
2008	26	18
2009	25	14
2010	26	4

2011	29	28
2012	24	16
2013	22	4
2014	21	11
2015	19	1
2016	22	10
2017	19	9
2018	18	2
2019	19	9
2020	15	2

You will note that over time the monitoring results for both pollutants have reduced. There is a small variation between years and this will be the influence of weather, for example, as this has a strong influence on pollutant concentrations and this is why long-term trends are needed to decide if concentrations are reducing.

This year, to date, the monitoring data shows that the mean concentration for nitrogen dioxide from 1st January 2021 to 7th July 2021 is 29ug/m³ and there have been no exceedances of the hourly objective. For PM10 the annual mean for the same period this year is 15ug/m³ and there have been no exceedances of the 24-hour mean objective.

The data for the Bowes Primary monitoring site does not show an increase in concentrations of nitrogen dioxide or PM10.

Council enforcement vehicles are now electric.

- Failure to address inequalities impact on residents- rights of disabled not considered yet disability is a protected characteristic under the Equality Act

Response: we are considering the impact on people with a disability. The consultation report breaks down responses by protected characteristic. It identifies issues raised by residents with disabilities. We explored issues in more detail via working groups with residents with disabilities and those who provide care. This work and reviewing the outcomes of consultation and engagement is ongoing. The published Equalities Impact Assessment outlines our approach and will continue to be updated as the trial continues.

- Lack of clear information on funding- funding was to create a safe environment for walking and cycling- this has not happened as no extra cycle lanes were added and pavements were not widened to improve safety for pedestrians

Response: Physical infrastructure is not required to in all locations in order to improve the environment for walking and cycling. By reducing the speed and volume of motor vehicles on minor residential streets the environment is made safer for these activities. This is why this approach is supported by both mayoral and government policies. The DfT letter, provided at Appendix 2, states that, in terms of improving conditions for walking and cycling “the quickest and cheapest way of achieving this will normally be point closures.....point closures can also be used to create low-traffic filtered neighborhoods”.

- Lack of transparency- no heat maps indicating positive and negative responses

Response: We consider the published consultation report to be transparent. The report is very detailed and lists positive and negative points raised by respondents. Streets with the most responses have been listed in the report alongside the number of responses received on those streets.

- Admits traffic displacement onto boundary roads – this shows the scheme has not achieved its objective of reducing the volume of traffic
- Not achieve 3 objectives:
- 1. Streets not safer 2. has not reduced traffic volume but increased it 3. No obvious uptake in walking and cycling

Response: The published monitoring plans sets out the approach to monitoring the project and how data will be used to assess the impact of the trial. The purpose of this Cabinet report is to make a recommendation that the trial continues to enable further data collection to take place, to better inform a future decision.

- The proposal is to allow the Bowes Primary Quieter Neighbourhood trial to continue, to allow an opportunity to collect traffic data that is more representative of ‘normal’ conditions. However, the NO2 has increased since implementation despite there being restrictions throughout due to the working from order reducing commuter traffic and lockdowns proving that even with lower traffic levels pre-COVID the scheme is not improving air quality.

Response: We are measuring the impact on air quality as set out in our Monitoring Plan and will report on this aspect further in the future decision report.

- The report fails to mention the impact of the scheme on residents who live just outside the zone. The report does not state whether there has been an increase in traffic on main roads either that are adjacent to the scheme.

Response: As part of our Monitoring Plan, we are monitoring a number of main roads surrounding the project and will report on this aspect further in the future decision report.

- The appendix shows 83% of respondents owned a car who were the bulk of the respondents and the majority of those are against the scheme. There was a strong trend of respondents with disabilities showing negative perceptions of the project (75 respondents (equivalent to 76% of respondents who said they have a disability) rated the scheme's impact of 'very negative' or 'somewhat negative'. However, the report is seeking to continue with the scheme. The report is negative towards car owners but if they are the ones that have submitted responses they need to be considered. The report proposes to consult and consult to get the result it wants rather than to take into account the negative responses it has already received.

Response: This Cabinet report is not making recommendations on the future of the trial, but makes a recommendation that the trial continues to enable further data collection to take place, to better inform a future decision. Responses from the consultation have been comprehensively set out in this interim report and will be responded to in the future decision report.

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London Borough of Enfield**Overview & Scrutiny Committee****Meeting Date 21 July 2021**

Subject:	Call in -Enfield Healthy Streets Framework
Cabinet Member:	N/A
Key Decision:	N/A

Purpose of Report

1. This report details a call-in submitted in relation to the following decision:

Cabinet decision (taken on 18 June 2021). This has been “Called In” by 7 members of the Council; Councillors Maria Alexandrou, Joanne Laban, Andrew Thorp, Glynis Vince, Edward Smith, Michael Rye and Lindsay Rawlings.

Details of this decision were included on Publication of Decision List No.6/21-22 (Ref. 1/6/21-22 – issued on 18 June 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 (24 June 2021) to "call-in" the Cabinet decision of 18 June 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 Portfolio 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:

Call In - Enfield Healthy Streets Framework

Activity 1

- Paragraph one talks of a dedicated cycling infrastructure and to improve the pedestrian environment. Yet again cyclists are favoured and pedestrians appear to be pushed to second best. This will not be the incentive needed to get people to walk more short journeys.
- Paragraph two - further development of the existing cycle hubs at train stations. There are no details as to how these are being used at present. Are they full or is there unused space?
- Paragraph four talks about getting people to switch shorter journeys from car to foot or cycle but there is little or no mention of public transport within any of these six activities. This would help not only with shorter journeys but longer ones to.
- The same paragraph talks about people who walk or cycle to local town centres spending more than those arriving by car or public transport but there is no data mentioned to support this assertion.

Activity 2

- Paragraph one says about danger from motor vehicles. For pedestrians there is also danger from the unlawful but increasing use of electric scooters and cyclists riding on the pavement. No mention is made of these two factors which cause alarm particularly for the elderly and disabled.
- The final paragraph says that fear of traffic is a reason people often give for choosing not to walk or cycle. There are many other reasons, inclement

weather, where to leave a bicycle at destination, carrying shopping if walking etc. but no other reasons are talked about or dealt with in these activities.

Activity 3

- Paragraph two says 'we will SEEK to involve those with protected characteristics in the project design'. In order to ensure that any projects are as equitable as possible they will need to do more than seek to involve people.

Activity 4

- This, and activity 6, should be much higher up the list. Although the word proactively is used there is no other mention of exactly how they will ensure that a wide range of views and opinions are heard, listened to and acted upon. Simply saying there will be consultation is not good enough. For these schemes to have any chance of success a wide ranging and extensive consultation is needed.

Activity 6

- This should have been activity 1. Simply putting things in place does not work if residents feel they have been imposed and can't understand the reasons behind them.
- Point 2.f.i - yet again we are saying we are delivering Cycle Enfield whilst then going on to say encouraging more walking in the Borough. The title needs to be changed so that more people understand what is trying to be done.
- Point 10 - This is one of the few references to public transport services. If one of the rationale behind Healthy Streets is to have less use of cars then getting people to use public transport needs to be supported alongside cycling and walking.
- Point 41 - Although the sentence says 'these indicators will include but will not be limited to increases in....' there is only one mention specifically related to pedestrians and this is an increase in crossing facilities whereas there are three related specifically to cycling. This does make it seem that cycling is still the preferred way for people to get about and walking is just added as an afterthought. This will not help to change attitudes to Healthy Streets.
- Point 55 - this mentions an increase in trips made by active, efficient and sustainable modes but doesn't say what percentage increase is needed to make a difference. This should be included in order for residents to see how much or how little could help the climate.
- Point 57 - Community engagement - council needs to recognise that not everyone has access to a computer or knows how to use one. Other ways to feed back concerns etc. need to be used and advertised.
- Annex A - point 1.4 - This mentions a 2016 Analysis of Walking Potential and then states that the majority of trips are below 5km and could be cycled. This is using data from one survey specifically about walking for another use and hopefully not suggesting that 5km could easily be walked as well.

- Point 1.5 - This is a minor point but there is a mixing of metric and imperial measurements i.e. 500m and up to a mile. Please use one or the other and, if possible use both as there are many older residents who would not be able to visualise distances in metric.

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 section 18.2, 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.

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Date of report 13 July 2021

Appendices

Cabinet Report including annexes
Response to Call in reasons

Background Papers

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

London Borough of Enfield

Cabinet

16 June 2021

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

Purpose of Report

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

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

Proposal(s)

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

Reason for Proposal(s)

5. The council's Healthy Streets programme has evolved since its inception in 2014, delivering projects funded largely by external sources e.g. TfL's Mini-Holland and Liveable Neighbourhoods programmes. Approval of this Healthy Streets framework will help the council to continue to access external funding sources and ensure projects are delivered within a clearly defined and approved framework.
6. The council has adopted a Local Implementation Plan (LIP) which sets out how it will deliver the aims and objectives of the Mayor's Transport Strategy

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

Relevance to the Council's Plan

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

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

11. *Safe, healthy and confident communities* – improvements for walking and cycling and the provision of space for active travel seek to address road safety concerns and can reduce air pollution. There is also good evidence to show that active lifestyles lead to improved health outcomes. Enfield Healthy Streets will help to deliver confident communities through its focus on community engagement and involvement, encouraging active citizenship through participation in project engagement and consultation as well as in community partnerships and events.

12. *An economy that works for everyone* – improving walking and cycling facilities will make a positive contribution to transport equity in Enfield. Walking and cycling are low cost modes of transport that can improve access to opportunities. Enfield Healthy Streets will support the creation and sustenance of accessible and vibrant town centres enabling wider town centre public realm enhancements and other place making opportunities.

Background

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

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

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

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

10 Healthy Streets Indicators



Pedestrians from all walks of life

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

People choose to walk, cycle and use public transport

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

Clean air

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

People feel safe

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

Not too noisy

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

Easy to cross

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

Places to stop and rest

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

Shade and shelter

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

People feel relaxed

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

Things to see and do

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

Source: Lucy Saunders

Figure 1: 10 Healthy Street Indicators

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

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

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

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

Main Considerations for the Council

18. This section outlines the:

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

Delivering change: vision and objectives for Healthy Streets in Enfield

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

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

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

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

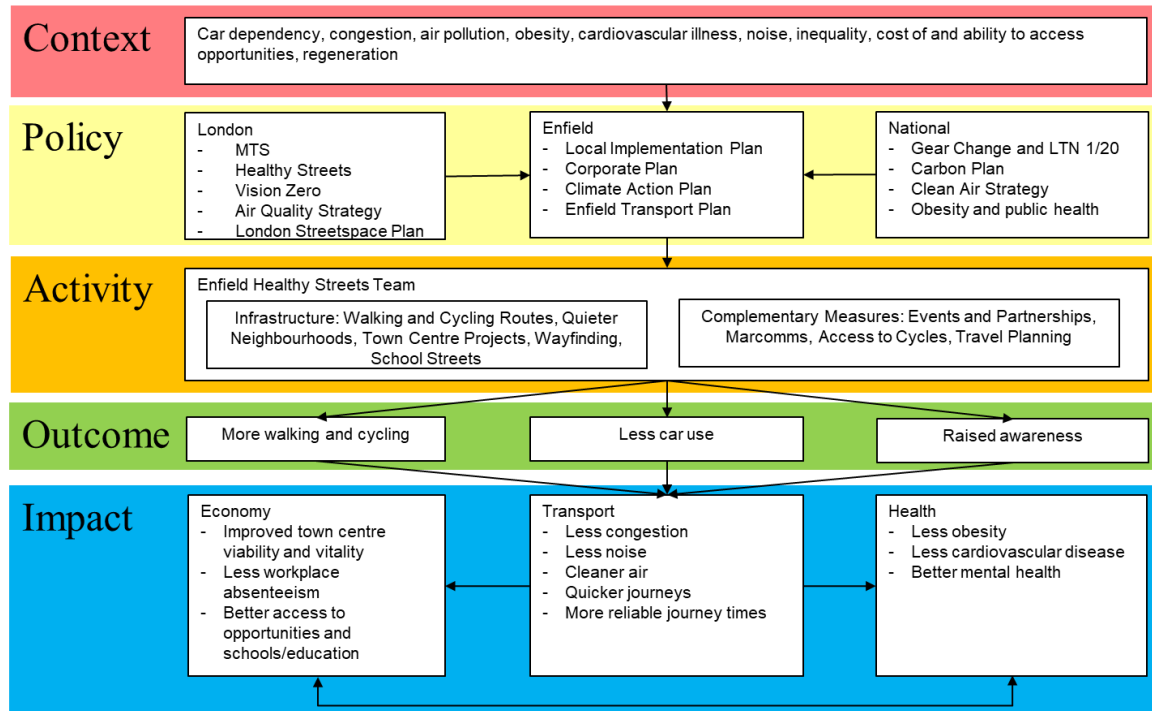


Figure 2: Enfield Healthy Streets theory of change

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Prioritising projects for delivery

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

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

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

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

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

Funding Healthy Streets in Enfield

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

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

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

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

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

Community involvement

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

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

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

Monitoring and evaluation of projects

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

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

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

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

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

Governance

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

Safeguarding Implications

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

Public Health Implications

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

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

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

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

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

Equalities Impact of the Proposal

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

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

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

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

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

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

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

Environmental and Climate Change Considerations

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

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

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

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

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

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

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

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

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

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

Financial Implications

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

Legal Implications

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

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

61. The Climate Change Act 2008 requires the UK to achieve a 100% reduction in greenhouse gas levels (below 1990 levels) by 2050. A commitment was made by the Council at Cabinet in July 2019 to make the Council carbon neutral by 2030.

62. The Road Traffic Regulation Act 1984 (RTRA 1984) provides powers to regulate use of the highway. In exercising powers under the RTRA 1984, section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians and cyclists) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises and the effect on the amenities of any locality affected.

63. Section 9 of the RTRA 1984 enables the Council, as the relevant traffic authority for the area, to make experimental traffic orders which can continue in operation for a maximum of 18 months. Section 10 of the RTRA 1984 makes provision for experimental traffic orders to be modified if necessary. Section 6 of the RTRA enable the Council to make permanent orders.

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

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

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

Workforce Implications

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

Property Implications

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

Other Implications

69. No other implications are identified.

Options Considered

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

Conclusions

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

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

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

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

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Annex A - Healthy Streets Framework Facts & Figures

Annex B – Enfield Healthy Streets Equalities Approach

Background Papers - Nil

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Annex A to Enfield Healthy Streets Framework dated Jun 2021

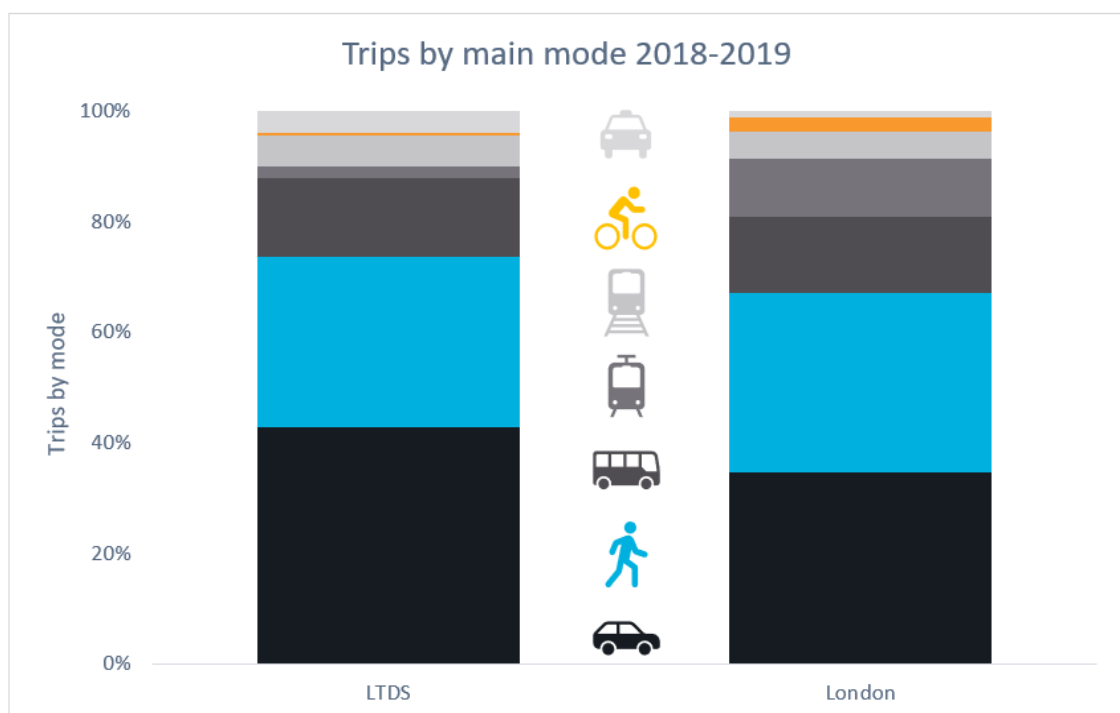
Enfield Healthy Streets – Facts and Figures

Introduction

- 1.1 This annex provides additional information on existing travel behaviours in Enfield, supplementing the content with the Policy Framework for Healthy Streets in Enfield Cabinet Report.

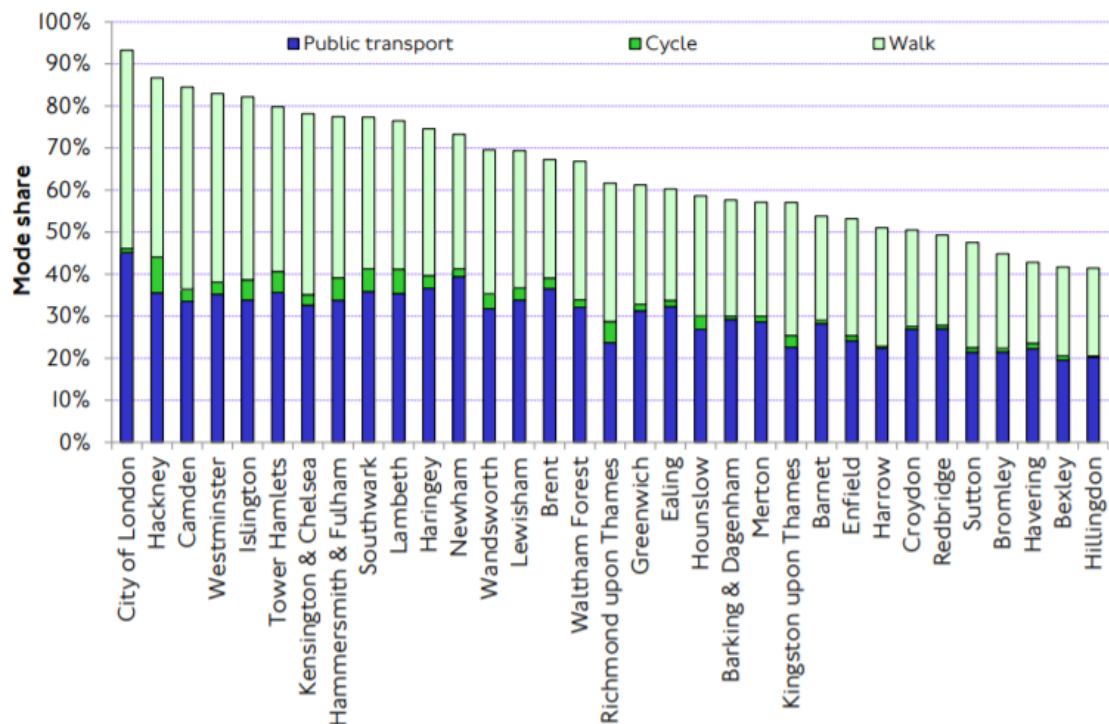
Current state of travel within Enfield**Mode share**

- 1.2 Enfield's share of sustainable transport trips is amongst the lowest in London, with 31% trips walked, <1% cycled and 22% made on public transport. Correspondingly, the proportion of car trips exceeds the London average, with 48% trips made by private vehicles in Enfield, compared to 35% in London.

Figure 1: Trips by main mode¹

- 1.3 Compared to other London boroughs, Enfield currently ranks in the bottom ten of the 33 boroughs for travel by sustainable modes. When considering only Outer London boroughs, Enfield's mode split tends to be comparable to the average.

¹ TfL (2019) *London Transport Demand Survey 2018-2019*

Figure 2: Share of trips made by sustainable modes of transport, 2016-17 – 2017-18²

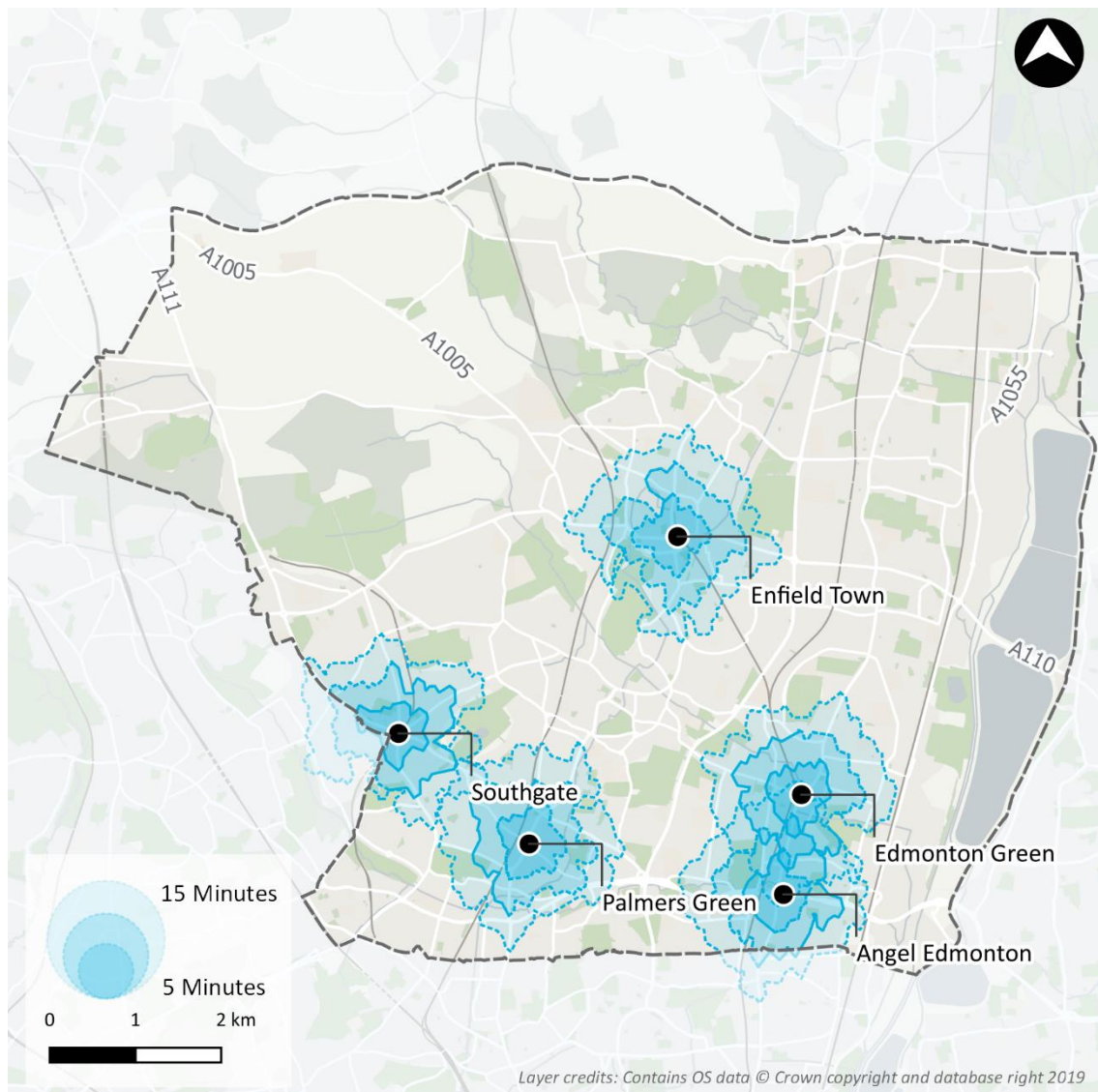
Walking and cycling

- 1.4 The 2016 Analysis of Walking Potential conducted by TfL indicates that the majority of trips in Enfield are below 5km and could be cycled; over one in ten car trips are shorter than 1km – meaning they could be walked in less than ten minutes³. These findings highlight that Enfield is within the top five Boroughs in terms of potentially walkable trips.
- 1.5 Figure 3 shows areas accessible within a 5, 10- and 15-minute walk from Enfield's town centres – a 5-minute walk covers a distance of approximately 500m, while a 15-minute walk can cover a distance of up to a mile.

² Transport for London (2019) *Travel in London Report 12* (<http://content.tfl.gov.uk/travel-in-london-report-12.pdf>)

³ Transport for London (2017) *Analysis of Walking Potential*

Figure 3: Town Centre Walking Catchments – 5, 10 and 15 Minutes

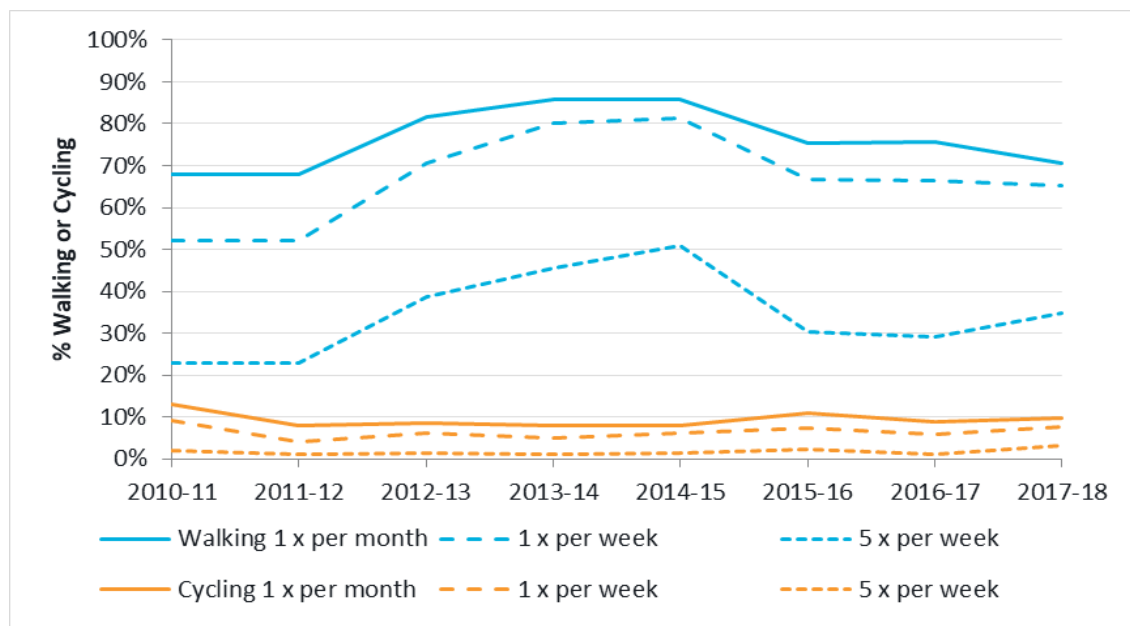


- 1.6 Figure 4 shows the percentage of Enfield's residents who said they walked or cycled once or five times a week/month⁴. On average, the share of people walking and cycling in Enfield has been relatively stable throughout the last decade. The percent of people walking has decreased slightly in the recent years – with as many as 30% of Enfield's residents estimated not to have walked for 10 minutes within a month⁵.

⁴ For walking, the methodology changed in 2015-2016, including reducing the minimum eligibility time for walking from 30 to 10 minutes per day. Cycling trips of any length and duration were included.

⁵ Department for Transport (2020) *Walking and Cycling by Borough* (available at <https://www.gov.uk/government/collections/walking-and-cycling-statistics>)

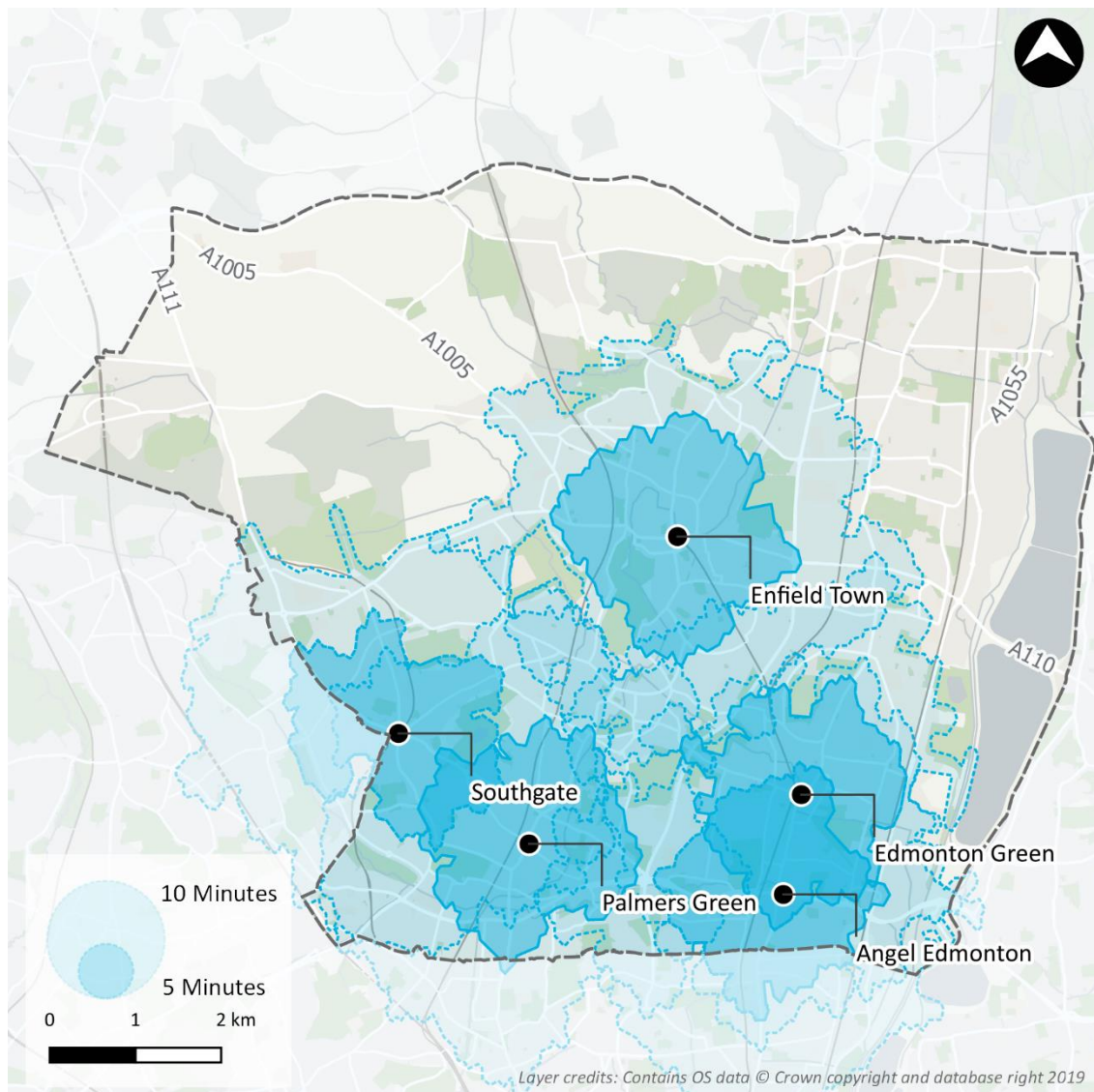
Figure 4: Walking and cycling rates in Enfield



- 1.7 Although walking is not the only available form of exercise, it is one of the most accessible and a likely indicator of the overall level of physical activity – as outlined in Enfield’s Joint Health and Wellbeing Strategy 2020-2023, a significant proportion of Enfield’s residents do not meet the 150 minutes of weekly activity recommended by the NHS.
- 1.8 The Mayor’s Transport Strategy includes an objective for every Londoner to undertake a healthy level of activity each day through travel, measured by 70% of Londoners doing at least 20 minutes of active travel each day, only 31.7% of Enfield’s residents walk regularly, i.e. at least three days per week⁶.
- 1.9 Enfield has a relatively large proportion of journeys that are potentially cyclable, with as many as 80% of car trips estimated to be of cyclable length. The 2016 TfL’s Analysis of Cycling Potential confirmed that Enfield is within the top five London boroughs in terms of cycling potential. The analysis suggested that an additional 315,000 trips could be cycled daily – with over 250,000 trips made currently by private vehicles.
- 1.10 Figure 5 shows areas accessible within a 5- and 10-minute cycle from Enfield’s town centres. It can be seen that almost the entirety of Enfield can be traversed within a 20-minute cycle

⁶ Enfield Council (2019) Healthy Streets (available at <https://new.enfield.gov.uk/healthandwellbeing/topics/healthy-streets/>)

Figure 5: Town Centre Cycling Catchments – 5 and 10 Minutes



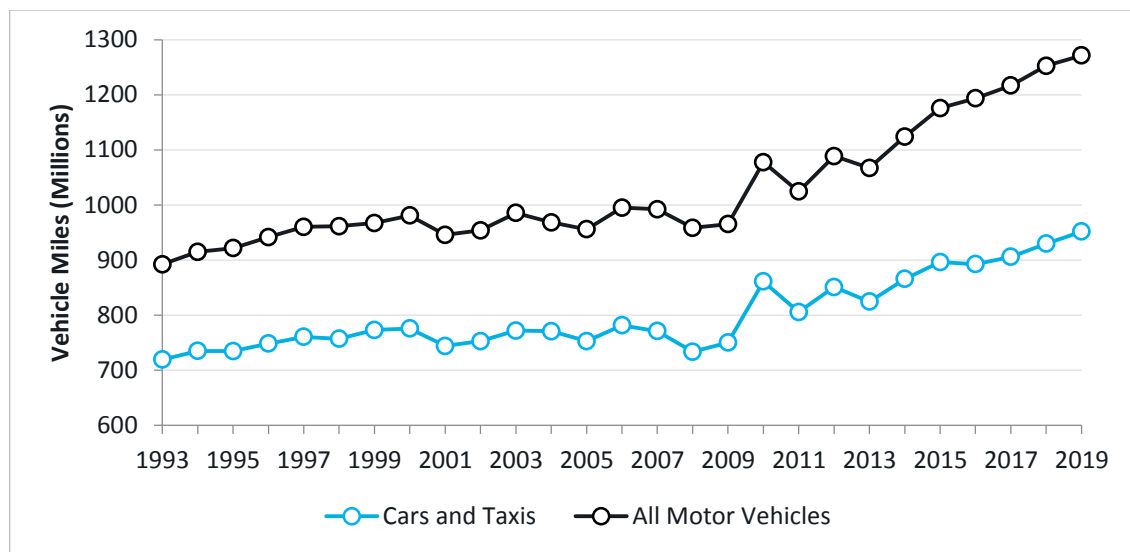
- 1.11 Despite the high potential for cycling, the uptake in cycle journeys has been relatively slow, rising from 0.7% in 2009/10 – 2011/12 to 2% in 2014/15 to 2016/17. In the same period, only between 8% and 13% of Enfield's residents said that they cycled at least once per month, with less than 3% cycling regularly.

Motor traffic

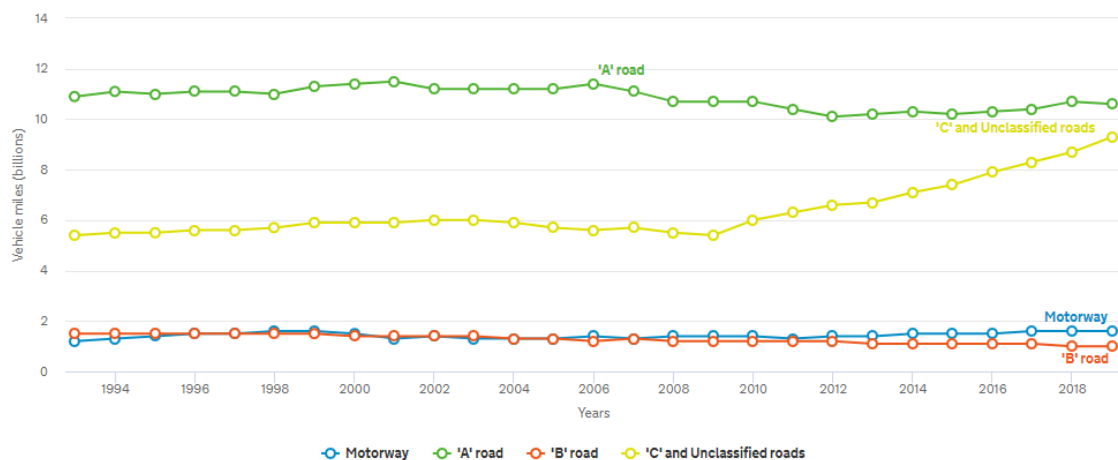
- 1.12 Annual motor traffic has been increasing in the recent decades, with faster growth experienced since early 2010s. Between 2008 and 2019, the number of miles driven on Enfield's roads increased by 313,000,000⁷ - an equivalent of travelling over 650 times to and from the Moon.

⁷ Department for Transport (2020) *Estimated motor vehicle traffic* (<https://roadtraffic.dft.gov.uk/local-authorities>)

Figure 6: Annual motor vehicle traffic in Enfield



- 1.13 Road traffic data for London, published by the Department for Transport, shows in aggregate how the volume of traffic carried by different types of road has increased over time. Figure 7 is taken from DfT's road traffic statistics website and shows that the while the level of traffic on 'main roads' – A and B roads and motorways – has remained relatively constant since the 1990s, the volume of traffic using 'minor roads' – C roads – has increased substantially since the late 2000s.



Source: <https://roadtraffic.dft.gov.uk/regions/6>, accessed February 2021

- 1.14 Increasing motor traffic coincides with an increasing population. Between 2001 and 2011 Enfield gained almost 40,000 residents, rising to a total of 313,000 people. The population was expected to reach 351,000 in 2021, with a further increase to 415,000 by 2041⁸. Continued growth in population is expected to cause further strain on the road and public transport network, if the modal split trends remain.
- 1.15 However, despite the population growth and increased traffic, the number of cars registered in the borough has been relatively stable. DfT's statistics on the number of licenced vehicles

⁸ GLA (2017) *GLA Population Projections (Central Trend-Based Projection Age Range Creator 2016)*

indicate that since 2004, there was an increase of less than 9,000 cars, and an overall increase of less than 13,000 motor vehicles. The number of registered vehicles in the borough in 2019 was approximately 120,000⁹. Data from the 2018-19 London Travel Demand Survey undertaken each year by TfL indicates that 66% of households in the borough have access to at least one car (similar to data from the 2011 Census which showed 67.5%).

Future challenges

- 1.16 The Covid-19 pandemic caused significant changes to transport characteristics – with residents often travelling less and on shorter distances, with many switching from public transport to private cars, walking and cycling. While limited data is available on Covid-19 mode shares, the Travel in London Report 13 highlights that compared to a 2019 baseline, walking, cycling and car travel have increased by respectively circa 15%, 5% and 8% across London. Simultaneously, rail and bus journeys have decreased by between 4% and 8%¹⁰.
- 1.17 Once the Covid-19 pandemic comes to an end, Enfield's travel demand is expected to recover, although demand is estimated to be 27% lower compared to 2016 in the short term, as people return gradually to offices and feel more confident to frequent public spaces. This expectation is in line with forecasts for other Outer London Boroughs, which have historically experienced higher volumes of car traffic, compared to Inner London.

⁹ DfT (2020) *Number of Licensed Vehicles by Type* (available at: <https://data.london.gov.uk/dataset/licensed-vehicles-type-0>)

¹⁰ Transport for London (2020) *Travel in London Report 13*

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Annex B to Enfield Healthy Streets Framework dated Jun 2021

Enfield Healthy Streets – Equalities Approach

Overview

This document sets out how the council will make equality and inclusion central to the development of Enfield Healthy Streets. Enfield Council is committed to delivering a fairer Enfield and aims to tackle inequality and foster inclusive neighbourhoods. The principles of equality and inclusion are fundamental to the Enfield Healthy Streets policy framework. We demonstrate this commitment by:

- Complying with the Equality Act;
- Complying with the council's equality policy;
- Investing in effective assessments of equality impact;
- Challenging the unequal status quo through perseverance, innovation and creativity; and
- Welcoming scrutiny and challenge.

Enfield Healthy Streets can make a valuable contribution to transport equity, equality and inclusion in the borough. Active travel is a low-cost form of transport and enabling and supporting residents to travel sustainably will help them to access local services, education, training and employment.

Equalities approach at a programme level

The Healthy Streets Programme engaged the support of Transport for All, a national not-for-profit organisation that aims to inform, educate and challenge transport planners and providers about the needs of disabled people and older people. This Equalities Approach has been developed in discussion with Transport for All and they will provide training and support to the Enfield Healthy Streets team during programme implementation.

Planners and designers within and working for Enfield Council will draw on the growing body of knowledge and reference work on accessible design during the development of Enfield Healthy Streets projects. The council's work will be informed by best practice and guidance as we seek to make our designs and approach inclusive.

The core team delivering Enfield Healthy Streets undertakes equalities training provided by the council. This training covers the equalities considerations, responsibilities and obligations placed on the council as well as good practice for incorporating equalities within project development.

Community engagement

The council will seek to adopt a co-production approach to the delivery of Enfield Healthy Streets. Co-production involves working in partnership with the public or service users in the design and delivery of projects or services. The UK's public participation charity, Involve, sums up the ethos of co-production by saying "just like users need the support from public services, so service providers need the insights and expertise of its users in order to make the right decisions and build effective

services”¹. Co-production will be a cornerstone of how the council will identify projects to bring forward and then develop the feasibility designs once project concepts have been established.

Because of the Healthy Streets programme’s focus on transport and mobility, additional resource will be dedicated to engagement with disabled people. The council will set up a Healthy Streets Disability Reference Group, which will be invited to provide comment and insight on programme and project proposals. It is anticipated the HSDRG would consist of up to 15 people and the aim is to have representation and insight across the range of impairment types. The HSDRG would be invited to comment and contribute to the development of project Equality Impact Assessments (EQIAs) with members paid for their time and contribution. The group would meet periodically (e.g. bi-annually) to discuss programme-level equalities issues and to review current projects in development.

Equalities approach in the design of individual projects

EQIAs will be required at the level of individual projects within the overall Enfield Healthy Streets framework. Enfield Healthy Streets aims to align itself with EQIA best practice by considering how those with protected characteristics may be affected by a project from the very early stages of project development (i.e. from feasibility design stage). Individual EQIAs will be published for each project.

Once the need for a project has been identified, the project will be progressed in the following sequence prior to detailed design and formal consultation:

1. **Prepare initial design:** to address the issues identified and the objectives of the projects.
2. **Engagement surveys:** deploy community engagement surveys. We will check the demographic data collected as part of community engagement surveys and review against borough and ward profiles to check for representativeness. Additional engagement will be sought with underrepresented groups.
3. **Engagement meetings:** with relevant organisations/groups representing people with protected characteristics to discuss their experiences of the current situation, potential solutions and any comments they have on the initial design.
4. **Review impact and iterate designs:** review the data and impact of the project across all groups and consider any changes necessary. Depending on the scale of changes to the initial designs it may be necessary to re-engage with the community via surveys or meetings as in Steps 2 and 3 above.
5. **Reporting:** prepare a report for political approval describing the engagement process and findings and how these have been incorporated within the design.

Monitoring and evaluation

¹ <https://www.involve.org.uk/resources/methods/co-production>

A Monitoring and Evaluation (M&E) plan will cover the portfolio of projects delivered as part of Enfield Healthy Streets. The M&E plan will help us to understand the impact of the programme extent to which the activities delivered as part of Enfield Healthy Streets are achieving the aims of the programme. Each project will have its own monitoring plan setting out the data to be collected and how this will contribute towards understanding the outcomes of the project. Through the programme and project M&E we will seek to understand how the impact of the programme on Enfield residents across demographic groups and those with protected characteristics.

Review and update of this Equalities Approach

As the Enfield Healthy Streets programme is developed and implemented the programme will review this Equalities Approach in the light of emerging projects, lessons learned, best practice from elsewhere and feedback from residents and people with protected characteristics. This review will also include periodic updates from the Healthy Streets programme to the Council Equalities Board.

The analysis that follows contains information about protected characteristic groups in the borough and how people from these groups could be affected by the implementation of the programme. The contextual data will be reviewed annually to take account of new data where available. At the same time, the impact assessments and mitigating actions will be reviewed and adjusted as necessary.

Equalities Analysis

This analysis has been developed in discussion with the national disabled people's charity, Transport for All. The analysis presented here aims to provide context about protected characteristic groups in Enfield and how the potential impacts of Enfield Healthy Streets projects will be considered in the design and delivery of projects.

Information has been gathered regarding groups with protected characteristics in Enfield. London Travel Demand Survey (LTDS) and Census 2011 data have been the two primary data sources, though other data sources have been used, and are referenced throughout. For each protected characteristic, data has been collected and analysed, with comparisons made at borough, regional and national level where relevant.

Data presented in this Equalities Analysis generally relates to conditions prior to the Covid-19 pandemic. This is appropriate for the purposes of this analysis, as it relates to a policy that is expected to have a lifespan that outlives the current pandemic. Nevertheless, as restrictions associated with the pandemic recede, any changes in travel patterns should be monitored, to determine whether they may change the conclusions of this Equality Analysis.

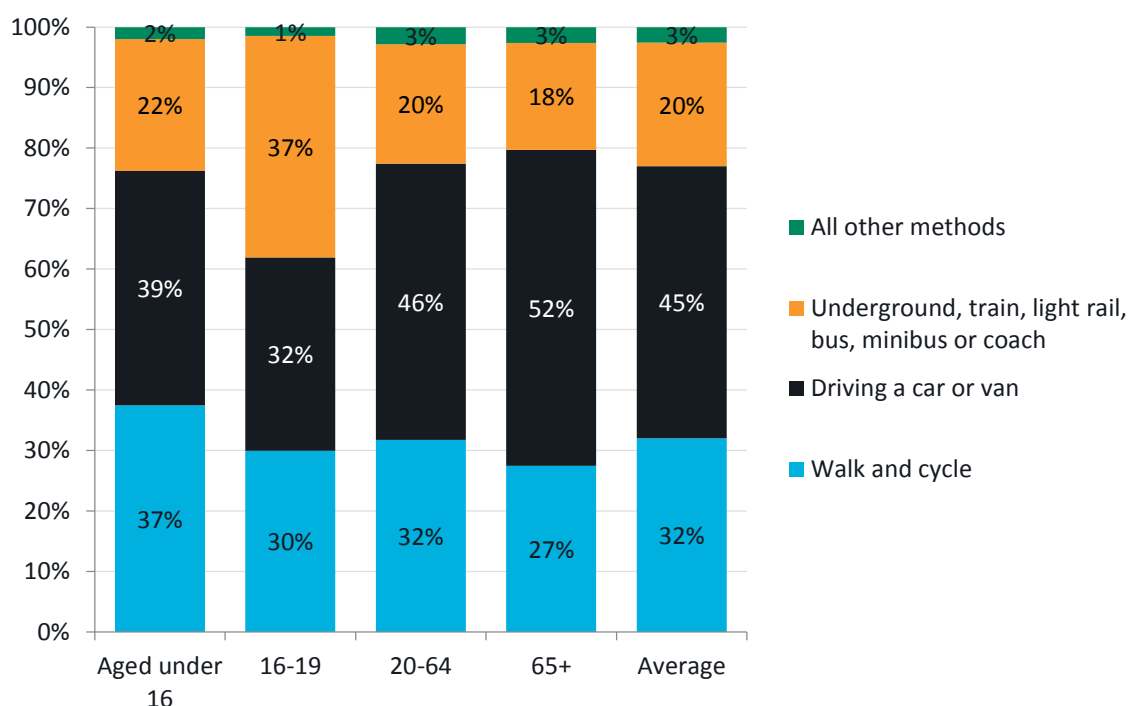
We considered data and potential impacts relating to marriage and civil partnerships as a protected characteristic and concluded the Healthy Streets framework would not have a disproportionate effect on people in this protected characteristic group, therefore this has not been included in the detailed assessment below.

Age

Context

Figure 1 presents LTDS data on how people travel around Enfield within each age category. Younger people in Enfield walk and cycle more and drive less than older people. The highest percentages of walking and cycling can be seen in those aged under 16, with 37 per cent of all trips made on foot or by bike. Those aged 65 and over have the lowest levels of walking and cycling, with 27 per cent of all trips, but the highest percentage of trips driven (or as a passenger in a car or van) at 52 per cent. Public transport use is disproportionately higher in 16 to 19-year-old group, making up 37 per cent of all journeys. This is 15 per cent higher than the nearest age group (those aged under 16).

Figure 1: Mode of travel by age in Enfield



Source: LTDS (2016/17, 2017/18 and 2018/19)

Differential impact assessment

- **Air pollution:** people of young and old age are more vulnerable to poor air quality². For young children negative air quality can lead to reduced lung development and for older people this can lead to a range of long-term health problems, therefore a reduction in emissions from private vehicle use and increases in active modes of travel will benefit these age groups disproportionately through improved air quality.
- **Road danger:** achieving Vision Zero (zero road deaths) in Enfield will require improvements to the pedestrian and cycling environment to eliminate the threat caused by motor traffic, namely larger vehicles such as vans or HGVs. This may include changes to crossing facilities, restricting motor vehicle access, creating wider footways or segregated cycle lanes. While these improvements are likely to benefit all age groups, as those aged under 16 and over 60 are disproportionately killed or seriously injured by motor traffic, they are likely to benefit the most from the changes.
- **Mode choice:** younger people in Enfield are less likely to drive and more likely to walk and cycle. Improvements to walking and cycling networks across

² https://www.london.gov.uk/sites/default/files/air_quality_for_public_health_professionals_-_city_of_london.pdf

the borough would benefit those who already cycle by providing safe routes. By enabling cycling among those who don't currently cycle, Enfield Healthy Streets may benefit those who do not currently cycle as a result of improved health, accessibility, financial outcomes. Improvements for pedestrians will benefit both older and younger people who use public transport, as they are likely to walk to/from the nearest public transport stop.

- **Walking:** improvements to the walking environment are likely to benefit disproportionately those who are aged 65 and over, who on average make 27 per cent of journeys on foot. Older people may also be more likely to experience mobility impairment, affecting movement and reaction time, and some may use mobility aids for walking. Additional and improved space for walking is likely to be particularly beneficial for those who find it difficult to negotiate narrow or crowded footways.

Road space may need to be reallocated away from motorised traffic. Furthermore, the delivery of Quieter Neighbourhoods may mean that roads are closed to through-traffic. While these measures are likely to create safer, healthier streets for residents of Enfield, it may lead to longer journey times for people who rely on private cars, taxis or Dial a Ride.

It is acknowledged that projects may also lead to short- or medium-term delays to motor traffic on arterial roads as traffic is reassigned from minor roads. People aged 65 and over are more likely to rely on private cars, taxis or Dial a Ride to go about their daily lives and access essential services. Some projects may temporarily increase congestion as they are implemented, which may have a negative impact on emergency services response times, consequently affecting older people who are more likely than average to require medical support.

Mitigating actions

- Quieter Neighbourhood projects should retain access for emergency services so that they are not delayed in attending to call outs.
- Early engagement should be targeted at residents who are Blue Badge holders and those with carers. This will enable concerns about access to be identified before the project is implemented so that mitigation measures can be put into place if necessary.
- Additional or improved space for pedestrians or cyclists should be accessible to all users.

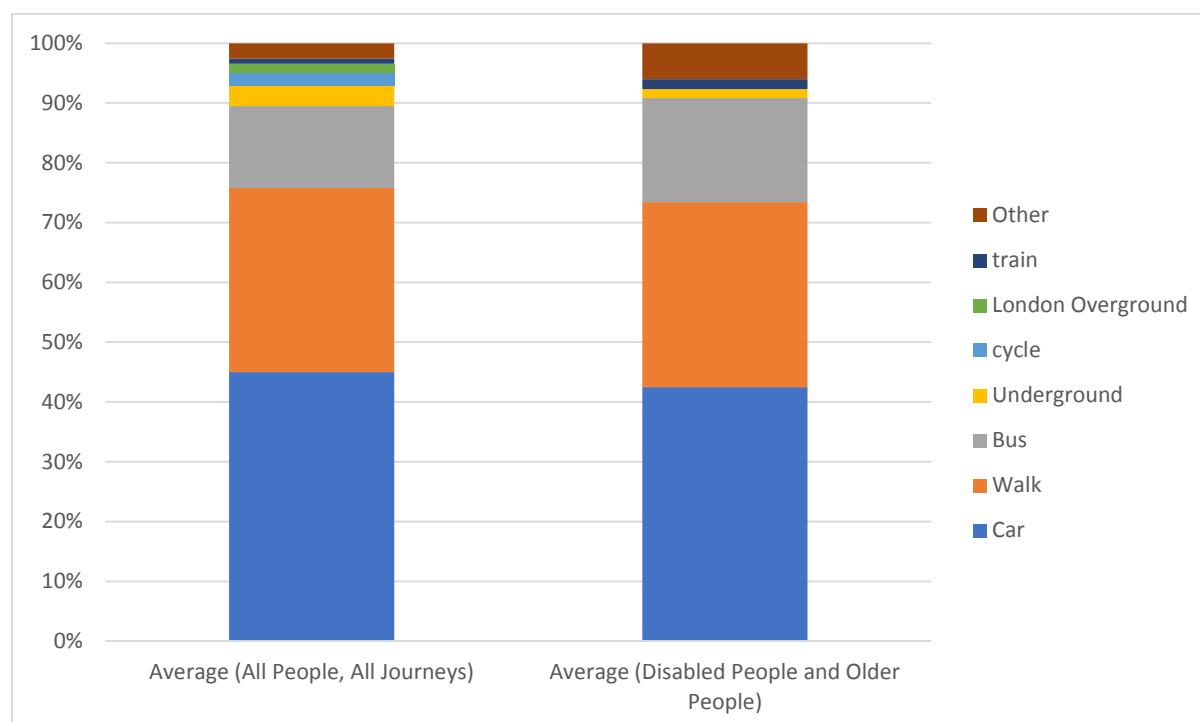
Disabled people

Context

In Enfield, Census 2011 data shows that 81.1 per cent of residents stated that they are not limited by a long term health issue or disability. This is slightly higher than the average for England and Wales (79.8 per cent) but lower than in Greater London (83.2 per cent). 18.9 per cent of the population of Enfield stated that they had a limiting long-term illness or disability.

The average mode split across all journeys of disabled residents and older residents is shown in Figure 2 in comparison to the average across all people and journeys. When compared to the LTDS mode split of trips made by all people, car use for disabled people is lower (42.6 per cent compared to 45 per cent), bus use is greater (17.5 per cent compared to 13.7 per cent) and walking is marginally higher than average (31.1 per cent compared to 30.8 per cent).

Figure 2: Mode split of journeys by disabled people compared to average for all journeys in Enfield



Source: LTDS (2016/17, 2017/18 and 2018/19)

Differential impact assessment

- The Healthy Streets Framework aims to improve conditions for all pedestrians through amendments to Enfield's streets such as footway widening. This will particularly benefit those with mobility impairments that require mobility aids.
- Improved and new cycling infrastructure will benefit disabled riders and could potentially help enable disabled people to try cycling.
- The implementation of certain projects, for example Quieter Neighbourhoods, may negatively affect journey times for a portion of those with mobility impairments who may find it more difficult to walk or cycle, and therefore prefer the use of door-to-door transport services such as private cars, taxis or Dial a Ride.
- Enfield Healthy streets will improve walking and cycling infrastructure and is likely to reduce conflict between different road users on the whole. This will

create a safer environment, particularly for disabled people who are more likely to be pedestrians.

- The Royal National Institute of Blind People (RNIB) campaigns for inclusive street design and has raised concerns about the use of some design interventions that mix pedestrians and cyclists, such as shared space projects and bus stop bypasses/bus stop boarders. If any such project is delivered in order to achieve the objectives of Enfield Healthy Streets, it is possible that this will disproportionately impact on those who are partially sighted, blind, or have mobility issues.

Mitigating actions:

- Public realm projects should include appropriate measures (such as tactile paving, kerbs and/or contrasting surfacing) at junction crossings, as well as along any raised table area. This will make it easier for visually impaired people using a long cane to differentiate between the different pavement elements.
- For projects such as Quieter Neighbourhoods, we will seek to engage early with Blue Badge holders and anyone else within the affected area who self-identifies as disabled, or who cares for a disabled person. This will enable identification of concerns or recommendations for improving access to be collected before the project is implemented so that mitigation measures can be put into place if necessary.
- Consultation and engagement should be accessible to disabled people. Text, graphics and figures should be readable by screen readers, and content should be made available in alternative formats for those with visual impairments. This may include BSL, Easyread, braille or the opportunity to speak to someone over the phone or in person about the project.

Gender reassignment: differential impact assessment

Context

There is no data available on the numbers of people within Enfield who have had undergone gender reassignment.

The national estimate, provided by the Gender Identity Research and Education Society, estimate around 1 per cent of the population to be gender nonconforming. In Enfield Borough, with a Census 2011 population of 333,869, this equates to 3,339 individuals who are gender nonconforming.

Increases in people walking and cycling may improve the sense of safety in streets and public places for this protected characteristic group.

Mitigating actions to be taken:

- Monitor responses from this demographic throughout the monitoring and evaluation phase of projects.

Pregnancy and maternity: differential impact assessment

Context

The birth rate in Enfield was 15.1 births per 1000 people in 2016, approximately 28 per cent above the national average that year of 11.8, though on par with the Outer London average of 15.0 per 1000 people. Therefore, there are statistically more likely to be pregnant and maternal people who reside in Enfield than the national average, however this is near equal to Outer London.

Differential impact assessment

- Most journeys in Enfield involve walking or cycling, either because they are completely walked or by walking/cycling leg to reach public transport. Enfield Healthy Streets will improve conditions for people walking and cycling, through reallocation road space, widening footways or improving crossing points. This is likely to disproportionately benefit those travelling with prams, who may find it difficult to negotiate crowded and narrow footways. It will benefit those walking with small children, enabling them to walk side-by-side more easily.
- The implementation of certain projects, for example Quieter Neighbourhoods, may negatively impact on journey times for a portion of those who are pregnant and with parents with infants and/or young children who may find it more difficult to walk or cycle and therefore use private cars, taxis or Dial a Ride.
- Improvements to walking and cycling infrastructure are likely to reduce conflict between different road users on the whole. This will create a safer environment, particularly for pregnant and parents with infants and/or young children.
- Improvements in air quality are likely to disproportionately benefit infants and children who are more vulnerable to polluted air than adults due to their airways being in development, and their breathing being more rapid than adults.

Monitoring and mitigation:

- Monitor responses from this protected characteristic group throughout the monitoring and evaluation phase of projects.

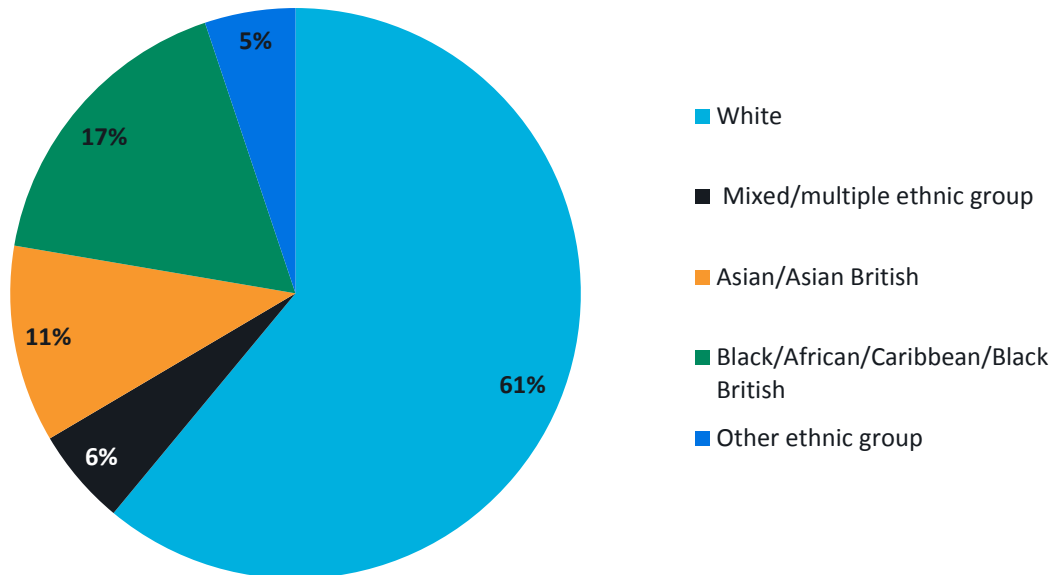
Race

Context

Figure 3 presents the population of Enfield by ethnicity. Based on Census 2011 data, 61 per cent of Enfield's residential population is 'White', which is marginally higher than the London average of 59.1 per cent.

The second most populous ethnicity is 'Black/African/Caribbean/Black British', of which 17 per cent of the population identify. This is 3.7 per cent higher than the London average. Asian/Asian British makes up 11 per cent of Enfield's population compared to 18.4 per cent across London³.

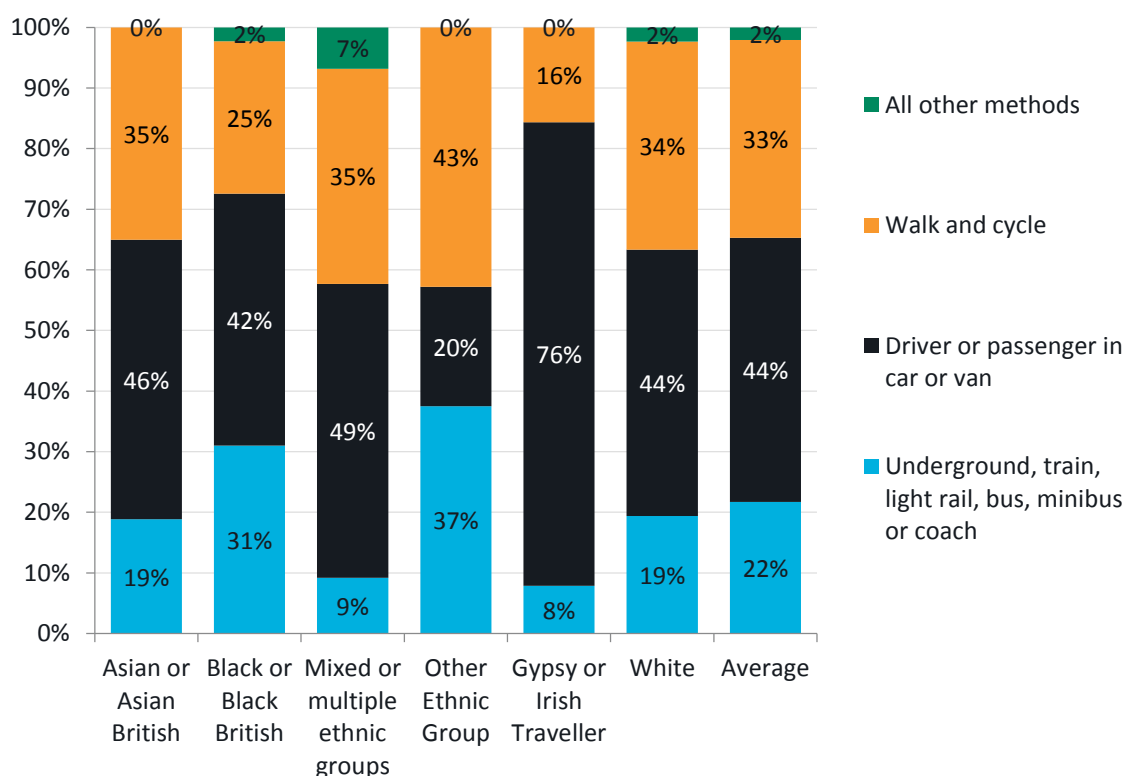
³ <http://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>

Figure 3: Population of Enfield by Ethnicity

Source: UK Census 2011

TfL data for Greater London shows that bus use among Black, Asian or Ethnic Minorities (BAME) Londoners is higher at 65 per cent compared with 56 per cent of white Londoners who use the bus at least once per week. Black Londoners using the bus at least once per week is significantly higher at 73 per cent. Mode share by ethnicity, based on LTDS 2018/19 analysis is shown in Figure 4 for trips ending in Enfield.

Figure 4: Mode Share by ethnicity for trips ending in Enfield



Source: LTDS (2018/19)

Based on average travel modes from the LTDS data, all ethnic groups except for 'Other Ethnic Group' are more than likely to drive or be driven in a car or van than use any other mode. 'Other Ethnic Group', 'Asian or Asian British' and 'Mixed or multiple ethnic groups' are most likely to walk and cycle, with a mode share of between 35 and 43 per cent. It is important to note that the sample size of LTDS data is relatively small, therefore these percentages may not accurately reflect the travel behaviours of each ethnic group.

Differential impact assessment

- Enfield Healthy Streets are likely to improve conditions for pedestrians and cyclists. This will disproportionately benefit ethnic groups who are ('Asian or Asian British', 'Mixed or multiple ethnic groups' and 'Other Ethnic Groups', as well as 'Black and Black British' and 'Other Ethnic Groups') who are disproportionately more likely to use public transport (since people must walk or cycle to access public transport services).
- The measures to reduce reliance upon private car ownership and usage should benefit all ethnicities. With the exception of 'Other Ethnic Groups', car usage in Enfield is high, particularly for 'Gypsy or Irish Travellers' and 'Mixed or multiple ethnic groups'. Through the delivery of safe and convenient walking and cycling routes, the Policy Framework has the potential to offer

genuine alternatives to car journeys and reduce the reliance on cars within these ethnic groups.

- Road space may require reallocation away from general traffic and Quieter Neighbourhoods may mean certain roads are closed to through-traffic. While these measures are likely to create safer, healthier streets for residents of Enfield, it may lead to longer journey times for people in private cars. It is acknowledged that projects may also lead to short- or medium-term delays to motor traffic on arterial roads as traffic is displaced from minor roads.
- Private car usage is particularly popular for 'Asian or Asian British', 'Mixed or multiple ethnic groups' and 'Gypsy or Irish Traveller', as such, these groups are likely to be disproportionately affected. However, it is important to note that reducing car dominance and car usage is a key aspect of Enfield Healthy Streets, and as such it is acknowledged that this disproportionate impact is necessary to facilitate a shift across Enfield to more sustainable, healthy and equitable modes.

Monitoring and mitigation:

- There is often poor awareness of local walking and cycling projects amongst those who rarely walk, cycle or travel outside their immediate area, particularly in those who do not speak English at all, or it is not their first language. Consultation and engagement will seek to reach all groups, for example by offering materials in appropriate languages and or engaging through relevant community organisations.
- At project engagement and consultation stage, officers work with community organisations to better understand what is driving high car usage and how projects could assist with reducing car usage and encouraging mode shift among black and minority ethnic groups.

Religion and belief

Context

Data from the Census 2011 shows 54 per cent of the population is Christian. 23 per cent of people do not follow a religion or did not state a religion. 17 per cent of residents identify as Muslim, making it the second most popular religion or belief. Enfield is also home to smaller proportions of residents compared to the other faiths including Buddhist (0.6 per cent), Hindu (3.5 per cent), Jewish (1.4 per cent) and Sikh (0.3 per cent).

On certain dates and at certain times of the day, religious services and observances can have an impact on travel patterns. Places of worship and faith-based schools are major destinations for large populations from different groups.

Differential impact assessment

- By developing Enfield Healthy Streets inclusively, the council seeks to include within the beneficiaries of the programme those who follow a religion and regularly attend places of worship or faith-based schools. The council is committed to engaging with people of all faiths and beliefs as part of the implementation of the programme and projects.

- Religious commitments can sometimes leave little time for sporting activities, for example, as young Asian Muslims attend mosque after school, they do not have as much leisure time as those from non-religious backgrounds. Therefore, creating environments that enable and encourage people to walk and cycle more often can lead to exercise being built into their day, rather than having to go out of their way to achieve it.

Monitoring and mitigation

- Early engagement with places of worship to ensure that project designs consider the specific needs of their religious community.
- Places of worship should be given specific consideration during the design phase of projects to ensure that any specific access issues are identified and subsequently addressed.

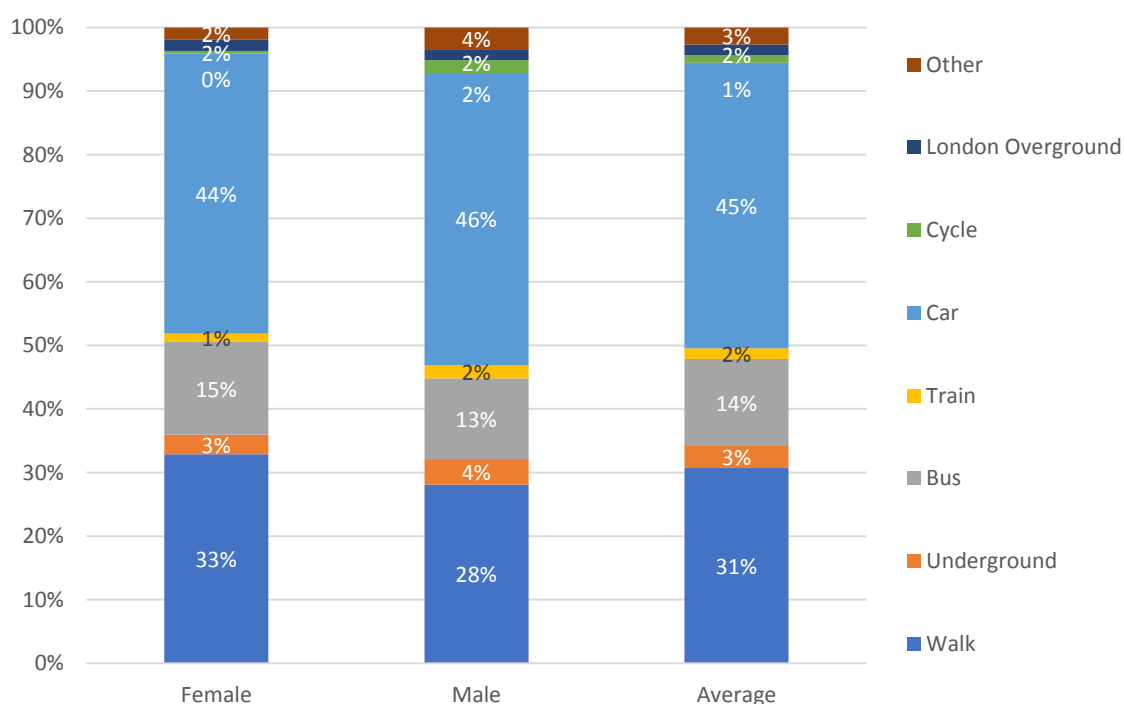
Sex

Context

According to the Census 2011, in Enfield 48.9 per cent of residents identify as male and 51.1 per cent as female. This is very similar to the percentage split for London as a whole (49 per cent male, 51 per cent male).

Figure 5 presents the mode share by sex in Enfield. Walking is the most commonly used type of transport by females, making up 33 per cent of all trips. This is 5 per cent higher than males. On average, females drive slightly less than males, making up 44 per cent of trips vs 46 per cent with males. Females are also use the bus more than males (15 per cent vs 13 per cent).

Figure 5: Mode Share by Sex in Enfield



Across Greater London, research undertaken by TfL shows walking is the most commonly used type of transport by females (95 per cent walk at least once a week). Females are also more likely to use buses than males (62 per cent compared with 56 per cent) but are less likely to use other types of transport including the Tube (38 per cent women compared with 43 per cent males).

Female Londoners make more trips on a weekday than male Londoners, 2.5 compared to 2.3⁴. This pattern however is reversed amongst older adults, with older female Londoners taking fewer weekday trips than older male Londoners, 2.0 compared to 2.2. It is important to recognise that females are more likely than males to be travelling with buggies and/or shopping, and this can affect transport choices.

Females aged 17 or over who are living in London are less likely than males to have a full driving licence (58 per cent compared with 72 per cent) or have access to a car (63 per cent of all females compared with 66 per cent of all males). These factors are likely to be related to the frequency of car use as a driver.

79 per cent of females in London report being able to ride a bike, compared with 91 per cent of males⁵.

According to a YouGov survey, 55 per cent of female Londoners have experienced sexual harassment on the transport system compared to 21% of male Londoners. The UN Women (UK) All Party Parliamentary Group reported that 71% of women had experienced harassment in public places. Harassment, fear of harassment and personal safety fears have an impact on how females experience public places and affects decisions about how and when to travel.

Differential impact assessment

- Achieving Vision Zero in Enfield will require improvements to the pedestrian and cycling environment to eliminate the threat caused by motor traffic, namely larger vehicles such as vans or HGVs. This may take the form of improved crossing facilities, restricting motor vehicle access, creating wider footways or segregated cycle lanes. While these improvements are likely to benefit all sexes, as females make more trips and walk more often than males, they are likely to disproportionately benefit from these improvements.
- Females are less likely to drive in Enfield and are more likely to walk than males. They are also less likely to cycle. Improvements made to the safety and convenience of cycling infrastructure across the borough is likely to reduce the barriers to cycling disproportionately faced by females and increase the percentage of females choosing to cycle.
- Females are more likely to use the bus than males. As every public transport journey starts or ends on foot or cycle, improvements in safety and convenience to these networks will improve their access to public transport services. On the contrary, certain projects may involve reallocation or road

⁴ <https://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>

⁵ <http://content.tfl.gov.uk/attitudes-to-cycling-2014-report.pdf>

space or increased congestion (in the short to medium term) on routes which buses frequent. As such, these impacts may disproportionately impact females who use buses more often than males.

- Increasing residents' access to cycles is likely to disproportionately benefit females, particularly due to the higher number of trips females tend to make on a daily basis compared to males, as well as their role in taking children to and from educational and recreational facilities.

Socio-economic deprivation

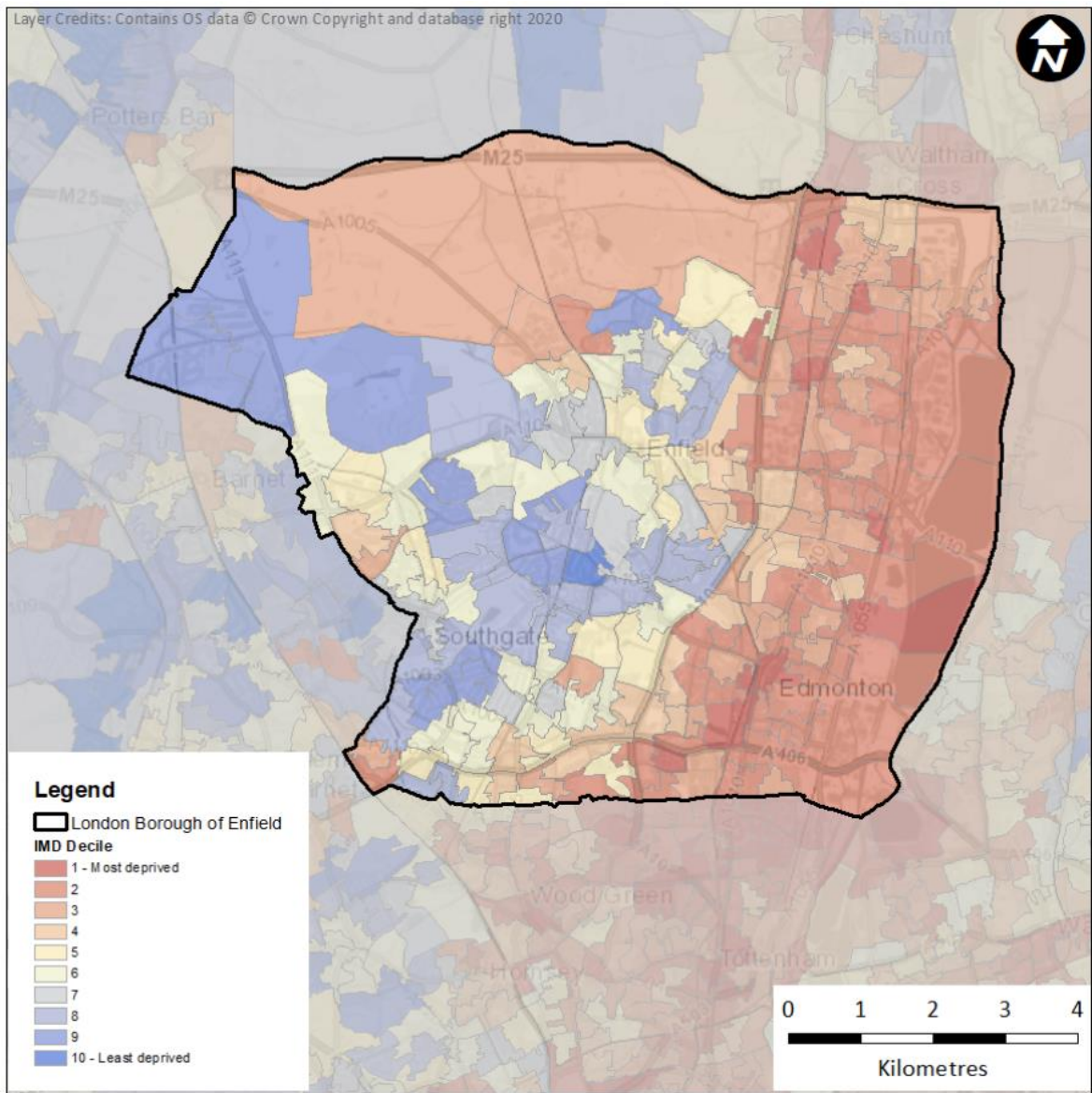
Context

As outlined in the Enfield Transport Plan (2019), Enfield is one of the most deprived Outer London boroughs. Enfield is the 12th most deprived London borough, up from 14th in 2010. The borough's overall ranking in the 2015 Indices of Multiple Deprivation remained unchanged from 2010 at 64th most deprived out of 326 English local authorities.

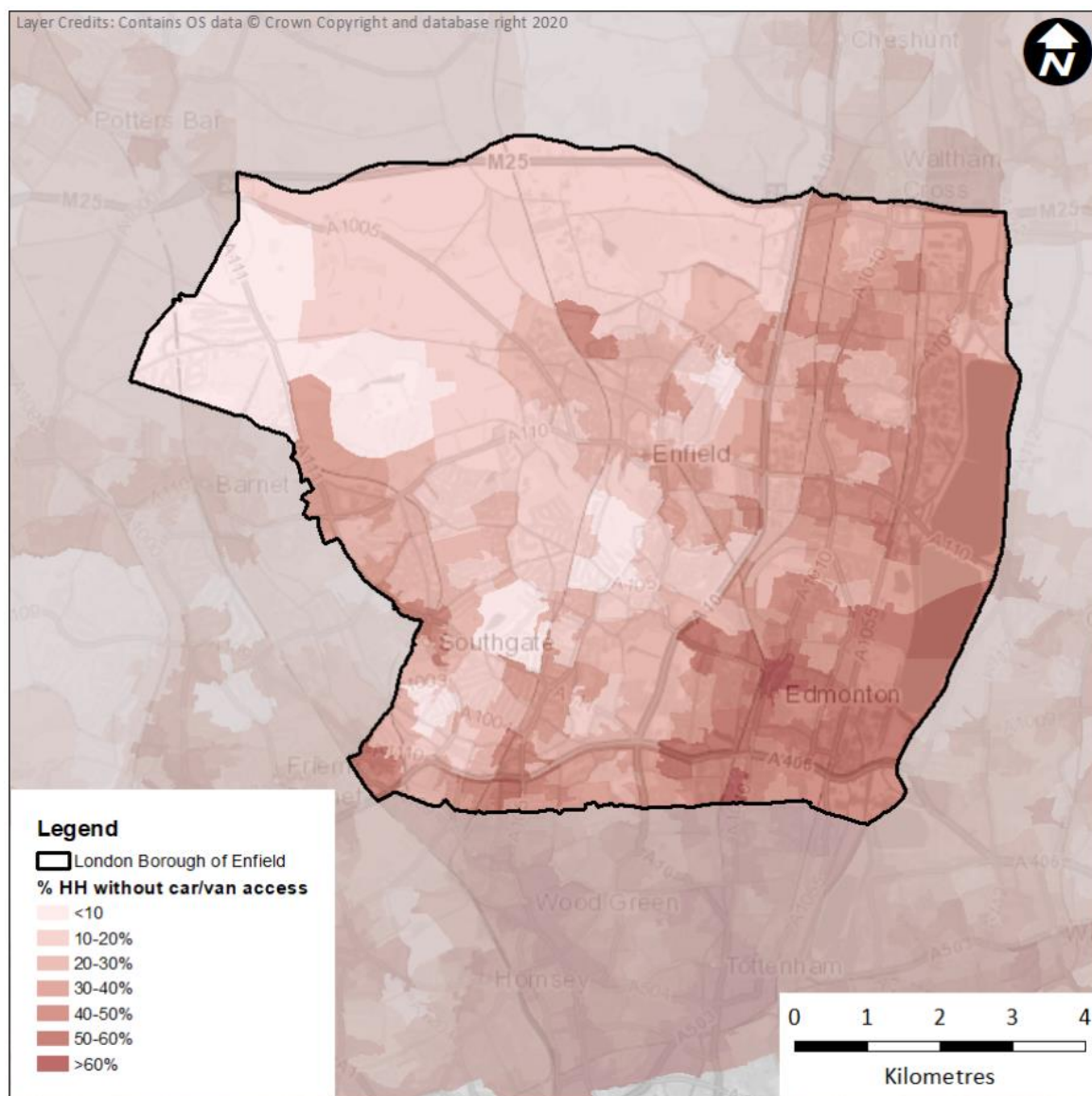
Figure 6 presents a visual representative of deprivation across Enfield. It can be seen that the eastern and northern sections of the borough are the most deprived, with the western and southwestern sections being the least deprived. Some of the neighbourhoods in the east of the borough are amongst the most deprived in the UK.

Figure 7 presents the percentage of households without access to a car or van. Areas with higher levels of access to a car or van broadly mirror the least deprived sections seen in Figure 6, with the east of the borough having some of the highest percentages without access to a car/van, and the west having the least.

Figure 6: Deprivation in Enfield



Data source: Department for Communities and Local Government 2019

Figure 71: Percentage of Enfield Households Without Access to a Car or Van


Data source: UK Census 2011

TfL research shows that low income Londoners also tend to travel less frequently than Londoners overall – 2.2 trips per weekday on average compared to 2.4 among all Londoners. Among this group, a greater proportion of journeys are completed for the purposes of shopping and personal business: 31 per cent for Londoners with household income of less than £20,000 compared with 22 per cent all Londoners (in line with 31 per cent and 22 per cent observed in 2013/14)⁶.

⁶ <https://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>

With regard to cycling, TfL research found that BAME groups may be distanced from cycling due to a lack of culturally accessible facilities or provision, low levels of bicycle ownership, limited places to store or clean a bike, and having to carry a bike up several flights of stairs. Furthermore, 57 per cent of ethnic minority groups are excluded from participation by poverty. For those on a very low income, the cost of a bike may be a significant barrier to cycling⁷.

Londoners in lower income households are more likely to use the bus at least weekly; seven in 10 Londoners in households with an annual income of less than £20,000 do so (69 per cent).

In Enfield, there is a clear correlation between deprivation and access to car ownership, with more deprived parts of the borough having lower levels of access to a car or van than less deprived areas. Walking and cycling are low-cost forms of transport and can connect people safely and quickly to local centres, as well as to stations as part of multi-modal longer distance journeys (e.g. into inner London).

Monitoring and mitigation

- When designing individual projects, the structure of road network will be considered, including where traffic might be moved to inadvertently if roads are closed to through-traffic, to reduce the risk of disadvantaged areas being disproportionately affected by traffic and pollution as a result of a project.
- Ensure that lower income households are made aware of any opportunities to secure funding for cycles. This may include events in the community or advertising in local community centres, leisure centres or shops.

⁷ <http://content.tfl.gov.uk/barriers-to-cycling-for-ethnic-minorities-and-deprived-groups-summary.pdf>

TITLE OF DECISION: Enfield Healthy Streets Framework

(1) Reason why decision is being called in:

Call In - Enfield Healthy Streets Framework

Activity 1

Paragraph one talks of a dedicated cycling infrastructure and to improve the pedestrian environment. Yet again cyclists are favoured and pedestrians appear to be pushed to second best. This will not be the incentive needed to get people to walk more short journeys.

Response: throughout the report we talk about improving conditions for walking and cycling and the overall purpose of the report is to provide a framework for creating Healthy Streets. The Healthy Streets Approach, advocated by Transport for London through the Mayor's Transport Strategy, aims to make improvements for all types of people walking and cycling. There are 10 indicators (Figure 1 of the Cabinet Report) and these achieve a balance between walking and cycling.

Paragraph two - further development of the existing cycle hubs at train stations. There are no details as to how these are being used at present. Are they full or is there unused space?

Response: to clarify, this is not to say expansion of the cycle hubs that are already in place without evidence of demand exceeding supply. But an increase in the number of good quality, secure cycle parking spaces such as those found at our station hubs, is needed at other stations that don't currently have this level of provision. Safe, secure, covered cycle parking can make a difference in enabling people to cycle to stations and contribute towards the target of 80% of journeys made by sustainable modes by 2040.

Paragraph four talks about getting people to switch shorter journeys from car to foot or cycle but there is little or no mention of public transport within any of these six activities. This would help not only with shorter journeys but longer ones to.

Response: the paper relates to public transport as the programme aims to facilitate walking and cycling journeys, and most public transport trips will begin on foot (walking to a station or bus stop). The focus of TfL's Healthy Streets Approach is walking and cycling journeys therefore most of the proposals in the paper concern walking and cycling. By enabling more people to walk or cycle for everyday journeys the council will support people who choose not to own or use a car and thus increase people's tendency towards public transport. Bus priority measures are a focus of other areas of work and any impact on buses as part of walking and cycling projects is carefully considered and monitored.

The same paragraph talks about people who walk or cycle to local town centres spending more than those arriving by car or public transport but there is no data mentioned to support this assertion.

Response: the evidence for this includes the following:

Transport for London, *Walking and cycling the economic benefits* briefing pack. <https://content.tfl.gov.uk/walking-cycling-economic-benefits-summary-pack.pdf>

Just Economics, *The Pedestrian Pound*, report for Living Streets <https://www.justeconomics.co.uk/uploads/reports/Just-Economics-Pedestrian-Pound-Living-Streets.pdf>

Arancibia, D. et al (2019) Measuring the Local Economic Impacts of Replacing On-Street Parking With Bike Lanes, *Journal of the American Planning Association*, 85:4, 463-481, DOI: [10.1080/01944363.2019.1638816](https://doi.org/10.1080/01944363.2019.1638816)

Accent Research, 2013, *Town Centres 2013*, report for Transport for London.

Activity 2

Paragraph one says about danger from motor vehicles. For pedestrians there is also danger from the unlawful but increasing use of electric scooters and cyclists riding on the pavement. No mention is made of these two factors which cause alarm particularly for the elderly and disabled.

Response: Activity 2 is intended to align with the Vision Zero commitment in the Mayor's Transport Strategy, reducing road danger for people who are most at risk. The Department for Transport publishes data on collisions between road users (Reported Road Casualties Great Britain). The most recent year data is available is 2019. The 2019 data shows that on urban roads across Great Britain, 372 pedestrians were hit by a person cycling (five of whom sadly died) in comparison to 15,401 pedestrians hit by a person driving (220 of whom sadly died).

DfT publishes data on the relative risk of different modes of transport. For the most recent year data is available, the data shows a casualty rate (all severities) per billion miles travelled of 222 for car drivers, 1,640 for pedestrians and 4,891 for people cycling.

The data is indicative of the danger posed by motor vehicles and the most vulnerable road users. The types of projects within the Enfield Healthy Streets programme aim to reduce the volume and speed of motor traffic, provide dedicated space for pedestrians, cyclists and motor vehicles, and improve junctions and crossing points for pedestrians and cyclist.

DfT datasets are available at <https://www.gov.uk/government/statistical-data-sets/reported-road-accidents-vehicles-and-casualties-tables-for-great-britain#vehicles-in-reported-road-accidents-ras20>.

The unlawful use of e-scooters and cycles on footways may pose a risk to pedestrians, particularly older or disabled people. Groups representing disabled people (e.g. the charity Guide Dogs) have expressed concern about the increasing use of e-scooters. At this time, there is a lack of robust evidence about the scale and severity of the risks posed to pedestrians by e-scooters, and outside the boroughs participating in TfL's e-scooter trial, the use of e-scooters on the public highway (including footways) is illegal.

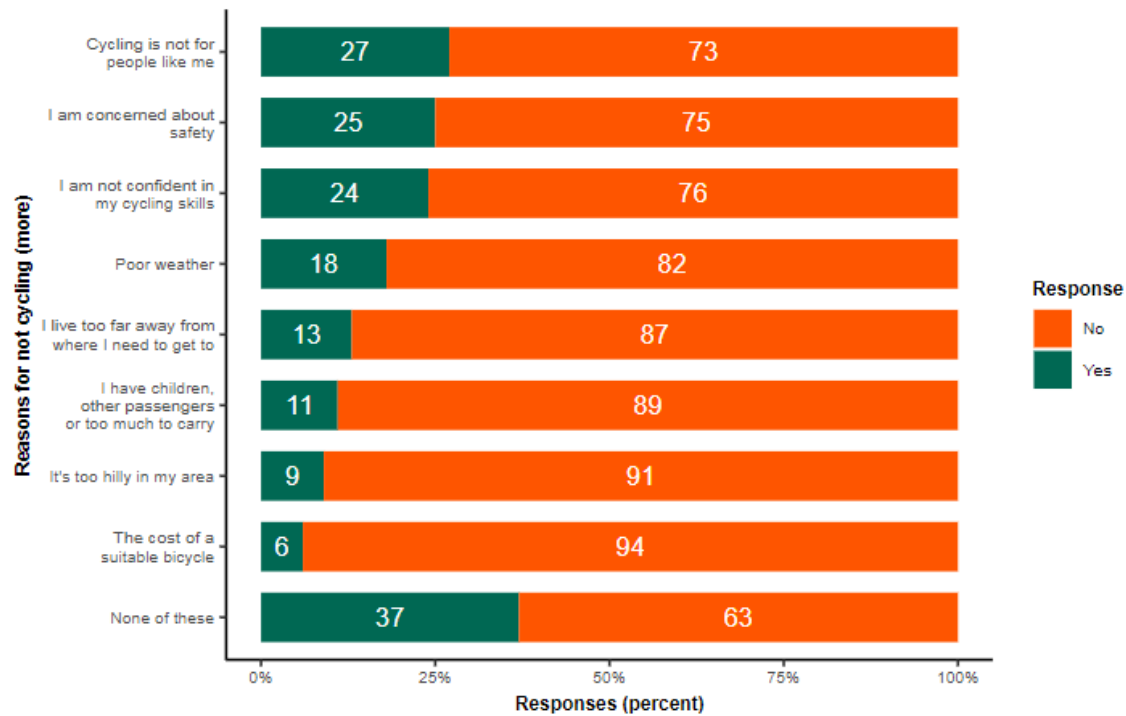
Regarding unlawful footway cycling, various studies have investigated why this happens (see for example Ilhstrom et al. 2021), with fear of sharing the road with motor traffic a key reason. The DfT's call for evidence informing production of the national Cycling and Walking Investment Strategy referenced evidence that 59% of people agreed with the statement "It is too dangerous for me to cycle on roads" with females, older people and non-cyclists most likely to agree. Hence the provision of good quality cycling infrastructure separated from motor traffic (and pedestrians) is a focus of Enfield Healthy Streets.

Ilhström, J. et al (2021) Immoral and irrational cyclists? Exploring the practice of cycling on the pavement, *Mobilities*, 16:3, 388-403, DOI: [10.1080/17450101.2020.1857533](https://doi.org/10.1080/17450101.2020.1857533)

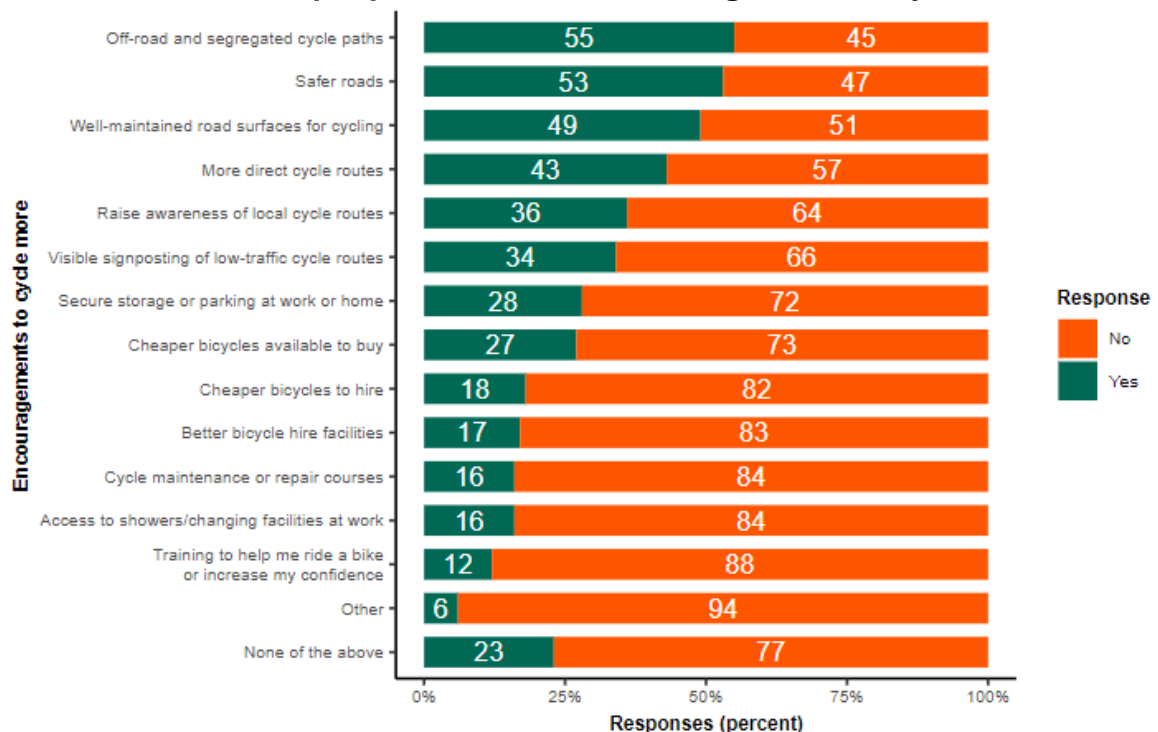
The final paragraph says that fear of traffic is a reason people often give for choosing not to walk or cycle. There are many other reasons, inclement weather, where to leave a bicycle at destination, carrying shopping if walking etc. but no other reasons are talked about or dealt with in these activities.

Response: the 2021 National Travel Attitudes Survey (NTAS) included a focus on walking and cycling and asked people to say what stops them from cycling and what would enable them to cycle more. 2,554 people were surveyed. The charts below are taken from <https://www.gov.uk/government/statistics/national-travel-attitudes-study-wave-5/national-travel-attitudes-study-wave-5#walking>.

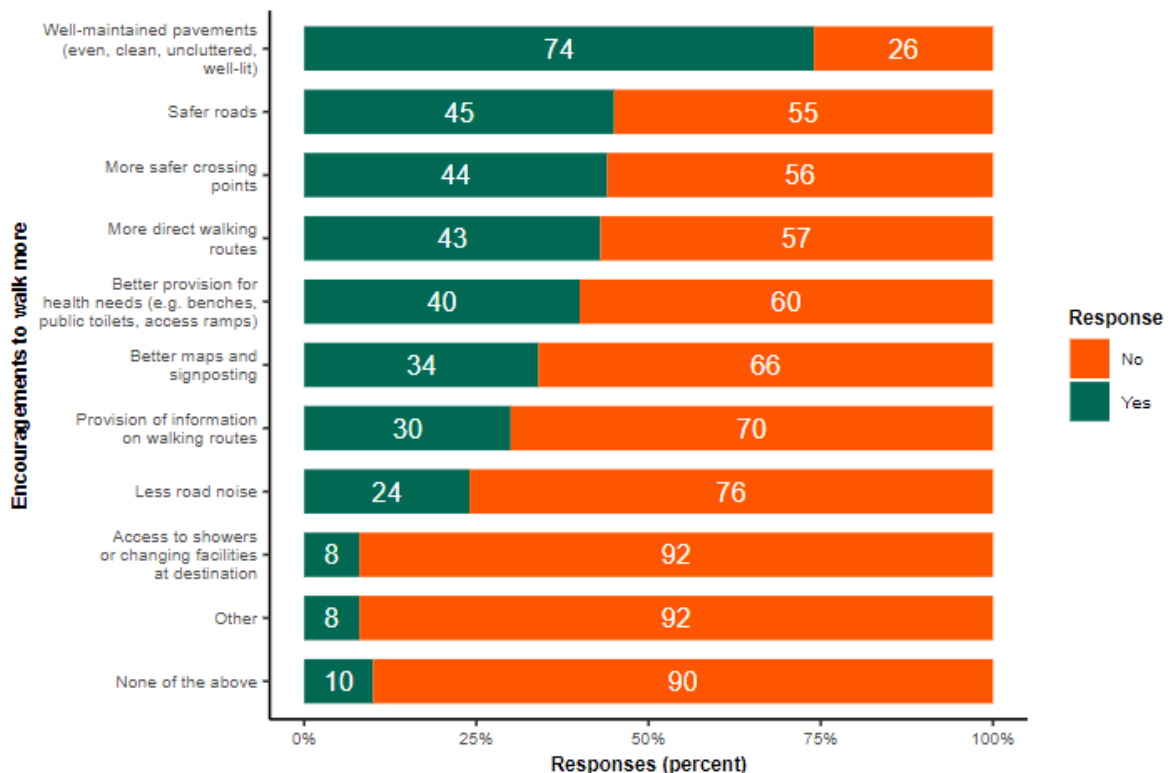
This chart shows the range of reasons people don't cycle:



This chart shows what people said would encourage them to cycle:



This chart shows what people said would encourage them to walk:



In addition to the fear of traffic, the Healthy Streets activities address a range of barriers to walking and cycling, for example:

Activity 3 – addresses lack of access to cycles through the provision of loan bikes, a hire scheme, bike markets offering affordable bikes and cycle maintenance to training.

Activities 4 and 6 – aim to broaden the appeal of active travel across all our communities through community co-production, addressing the barrier that some people feel cycling is not for them.

Activity 5 – aims to improve the quality of the urban realm in line with the Healthy Streets indicators such as places to rest, shade and shelter, easy to cross, not too noisy, which in turn align with the reasons given by respondents in the charts above.

Activity 3

Paragraph two says 'we will SEEK to involve those with protected characteristics in the project design' In order to ensure that any projects are as equitable as possible they will need to do more than seek to involve people.

Response: we cannot force people to be involved in the project design and development process. This is about taking steps to enable participation from people across the 10 protected characteristic groups recognised by the council. The Equalities Approach accompanying the cabinet report describes the proposed approach to community involvement, including the establishment of a Healthy Streets Disability Reference Group (HSDRG),

consisting of approximately 15 people with representation across the impairment types. The HSDRG members would be paid for their time and contribution.

Activity 4

This, and activity 6, should be much higher up the list. Although the word proactively is used there is no other mention of exactly how they will ensure that a wide range of views and opinions are heard, listened to and acted upon. Simply saying there will be consultation is not good enough. For these schemes to have any chance of success a wide ranging and extensive consultation is needed.

Response: The Equalities Approach that accompanies the cabinet report describes how a wide range of views and opinions will be sought. Activities are not ranked in priority order.

Activity 6

This should have been activity 1. Simply putting things in place does not work if residents feel they have been imposed and can't understand the reasons behind them.

Point 2.f.i - yet again we are saying we are delivering Cycle Enfield whilst then going on to say encouraging more walking in the Borough. The title needs to be changed so that more people understand what is trying to be done.

Response: Section 2 shows how the need for this Healthy Streets framework has arisen. 2.f refers to the Enfield Transport Plan. 2.f.i. is one of the objectives of the Enfield Transport Plan. 2.c does talk about the transition to a holistic view of active travel building on Cycle Enfield.

Point 10 - This is one of the few references to public transport services. If one of the rationale behind Healthy Streets is to have less use of cars then getting people to use public transport needs to be supported alongside cycling and walking.

Response: increasing walking, cycling and public transport use will all contribute towards local achievement of the Mayoral target of 80% of trips to be made by sustainable modes by 2040.

Point 41 - Although the sentence says 'these indicators will include but will not be limited to increases in....' there is only one mention specifically related to pedestrians and this is an increase in crossing facilities whereas there are three related specifically to cycling. This does make it seem that cycling is still the preferred way for people to get about and walking is just added as an afterthought. This will not help to change attitudes to Healthy Streets.

Response: four of the indicators listed in paragraph 41 relate to pedestrians (number of pedestrian crossing facilities, proportion of the borough road

network with a 20mph limit, planting and greenery and number of improved public places).

Point 55 - this mentions an increase in trips made by active, efficient and sustainable modes but doesn't say what percentage increase is needed to make a difference. This should be included in order for residents to see how much or how little could help the climate.

Response: paragraph 55 is a reference to the Climate Action Plan and quotes relevant actions from the plan. Data published by Transport for London indicates the share of trips made by active, efficient and sustainable modes is 55% in the London Borough of Enfield. (2019-20 data from LIP3 MTS Outcomes, spreadsheet available at <http://planning.data.tfl.gov.uk/>)

Point 57 - Community engagement - council needs to recognise that not everyone has access to a computer or knows how to use one. Other ways to feed back concerns etc. need to be used and advertised.

Response: this is understood and is why our engagement includes letters and documents posted to homes which include details on how those residents that prefer can request paper copies of the information. Aside from the restrictions during the pandemic, engagement events in person are also held.

Annex A - point 1.4 - This mentions a 2016 Analysis of Walking Potential and then states that the majority of trips are below 5km and could be cycled. This is using data from one survey specifically about walking for another use and hopefully not suggesting that 5km could easily be walked as well.

Response: the Analysis of Walking Potential is based on analysis of the London Travel Demand Survey, which covers all journey types and modes. Londoners are asked about all the journeys they make over a given time period, including distance travelled. It is therefore not the case that people have responded to a survey specifically about walking in the section quoted.

Point 1.5 - This is a minor point but there is a mixing of metric and imperial measurements i.e. 500m and up to a mile. Please use one or the other and, if possible use both as there are many older residents who would not be able to visualise distances in metric.

Response: noted.

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