



**LONDON BOROUGH OF ENFIELD**

**AGENDA FOR THE COUNCIL MEETING  
TO BE HELD ON WEDNESDAY, 22ND  
NOVEMBER, 2023 AT 7.00 PM**

**THE WORSHIPFUL THE MAYOR  
AND COUNCILLORS OF THE  
LONDON BOROUGH OF ENFIELD**

**Please  
Reply to:** Nicola Lowther  
Governance Manager

**E-mail:** Democracy@enfield.gov.uk  
**My Ref:** DST/PW

**Date:** 15 November 2023

Dear Councillor,

You are summoned to attend the meeting of the Council of the London Borough of Enfield to be held at the Civic Centre, Silver Street, Enfield on Wednesday, 22nd November, 2023 at 7.00 pm for the purpose of transacting the business set out below.

Yours sincerely

*Terry Osborne*

Director Law & Governance

**THE MAYOR'S CHAPLAIN TO GIVE A BLESSING**

- 1. ELECT A PERSON TO PRESIDE IF THE MAYOR AND DEPUTY MAYOR ARE NOT PRESENT**
- 2. APOLOGIES**
- 3. MAYOR'S ANNOUNCEMENTS**
- 4. MINUTES OF PREVIOUS MEETING (Pages 1 - 10)**

To receive and agree the minutes of the previous meeting of Council held on Wednesday 27 September 2023 as a correct record.

**5. 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.

**6. THE MAKING OF HADLEY WOOD NEIGHBOURHOOD PLAN** (Pages 11 - 184)

The Council is asked to formally make the Hadley Wood Neighbourhood Plan, incorporating it as part of the Statutory Development Plan for Enfield.

**7. SAFEGUARDING ADULTS BOARD ANNUAL REPORT 2022/23** (Pages 185 - 224)

Recommendation from Cabinet, for noting.

**8. SAFEGUARDING CHILDREN PARTNERSHIP ANNUAL REPORT 2022/23** (Pages 225 - 262)

Recommendation from Cabinet, for noting.

**9. 2024/25 - 2033/34 CAPITAL STRATEGY** (Pages 263 - 292)

Recommendation from Cabinet, for approval.

**10. TREASURY MANAGEMENT MID-YEAR UPDATE 2023/24** (Pages 293 - 320)

Recommendation from Cabinet, for noting.

**11. 2023/24 PERIOD 5 CAPITAL BUDGET MONITORING** (Pages 321 - 346)

Recommendation from Cabinet, for approval.

**12. COUNCILLOR QUESTION TIME** (Pages 347 - 348)

The list of questions and their written responses will be published prior to the meeting.

**13. MOTIONS**

**13.1 Motion in the name of Councillor Ergin Erbil**

This Council notes that:

- The mismanagement of the economy by central government has caused the highest levels of inflation in 40 years, rising interest rates and stagnant economic growth.
- Household energy bills have skyrocketed over the last year – 96% higher than last winter – while just over 16,000 households in Enfield are already fuel poor.
- The effects of climate change are intensifying the impact of energy prices, increasing pressures on families and businesses.
- As the cost-of-living increases, people and businesses are less able to

finance adaptations to improve energy efficiency and to prepare for extreme weather events.

- More families need help. Yet steeply increasing inflation means this Council's ability to mitigate impacts and provide essential services is increasingly challenging.

The Council agrees to:

1. Recognise that the Cost of Living and Climate Crisis are connected and jointly require attention to ensure the wellbeing of local people and businesses.
2. Make decisions on investment and delivery that, wherever possible, contribute to environmental and social benefits across Enfield.
3. Advocate for more robust, affordable public transport that connects employees with work, links students to education and reduces carbon emissions.
4. Work with social landlords operating in Enfield to review the energy efficiency of their housing stock, recognising that poor insulation and inefficient heating are key factors in the rising cost-of-living.
5. Write to the Prime Minister, our local MPs, and the relevant government ministers to call for:
  - a. Increased financial support for residents, with most support provided to low-income households.
  - b. Lobby government to deliver a more ambitious nationwide commitment to fund improvements in the energy efficiency of homes, resulting in energy bill reductions and environmental benefits.
  - c. Insulation schemes and renewable energy generation programmes funded by fossil fuel profits.

### **13.2 Motion in the name of Councillor Maria Alexandrou**

We condemn the shocking brutality that led to the death of 22 year old Mahsa Amini on the 16<sup>th</sup> of September 2022, sparking world-wide protests. We stand together in support of Amini's family and the brave people of Iran demanding Freedom.

### **13.3 Motion in the name of Councillor Julian Sampson**

- Over 2,000 Enfield residents are members of Enfield clubs, of which approximately 900 are resident in an N postcode,
- Of these residents, almost 700 are women and over 200 are under 18 years old.
- Irrespective of membership basis, over 60,000 members of the public who were not golf club members played golf at one of the Enfield clubs in the y/e 31/12/22;
- All Enfield clubs are open to non-members throughout the week and year, with only some weekend times reserved for members;



- These non-members would have paid a price from as little as £18 to £125 at the most, depending on which course and the time of year;
- For a four-hour round this represents an hourly rate of £4.50 to £31.25 / hour;
- Enfield clubs have outreach programmes to attract men, women and young people from all socio-economic groups not traditionally associated with golf;
- Enfield clubs host and support local civic groups through their use of club facilities, often at discounted rates.
- Golf clubs are probably the most bio-diverse outdoor leisure / sporting facility there is, being more biodiverse than any football / rugby / tennis / hockey club;
- Enfield golf clubs are all making efforts to phase out the use of chemicals and fertilisers, following National Course Sustainability programmes;
- Enfield golf clubs are making additional habitats for flora and fauna, including log piling, wildflower seeding and hedgerow maintenance.

### **Council resolves**

- that Enfield golf courses are a community asset to be valued, not an investment to be priced;
- that Enfield golf clubs and courses should be protected in any development plans;
- that the Cabinet Member for Public Spaces, Culture and Local Economy and the Director of Leisure, Park and Culture should meet with a delegation from Enfield golf clubs to explore ways in which their relationships can be developed for the mutual benefit of residents, club members and other users.

### **13.4 Motion in the name of Councillor Chris Dey**

Enfield Council notes:

The obligations it owes to the Armed Forces community within the London Borough of Enfield as enshrined in the Armed Forces Covenant; that the Armed Forces community should not face disadvantage in the provision of services and that special consideration is appropriate in some cases, especially for those who have given the most.

- Enfield Council along with all other local authorities in Great Britain, has proudly signed the Armed Forces Covenant.
- That in the course of their service in His Majesty's Armed Forces, some members of the Armed Forces Community, by virtue of the often dangerous and risky nature of their work, or environments in which they are required to operate, become wounded, injured or sick in such a way that affects their life in a permanent or significant way.
- A 2022 Freedom of Information request by the Royal British Legion showed that only one in five (20%) of Local Authorities in Great Britain rightly disregarded all military compensation when assessing local benefits claims for Housing Benefit, Council Tax Support,

## Discretionary Housing Payments and Disabled Facilities Grants.

In light of the above, this council resolves

- That no member of the Armed Forces Community should be forced to give up their military compensation to access the same welfare support as their civilian counterparts.
- That all compensation paid under any of the relevant military compensation schemes should be treated as such and not regarded as income when the Local Authority assesses applications for benefits over which they exercise discretion: Council Tax Support scheme, Housing Benefit, Discretionary Housing Payments and Disabled Facilities Grants. Rather it should be treated as intended, as a compensatory payment made in recognition of the often significant and life changing service or sacrifice an individual has made in the course of their service in our nation's Armed Forces.
- To support the Royal British Legion's call for all forms of military compensation to be disregarded as income in the assessment and administration of locally administered benefits over which this council exercises discretion.
- To ask the cabinet member for finance to amend local policies to reflect such a position.
- For the cabinet member for finance to update members on this work, reporting back to an appropriate future meeting of this Council.

### **13.5 Motion in the name of Councillor Maria Alexandrou**

All blue badge holders to be exempt from all LTNs in Enfield.

When other boroughs are ensuring all blue badge holders are allowed to travel in and out of the implemented LTNs, it is only right that Enfield Council considers this policy.

In the name of equality and fairness, as blue badge holders are impacted more severely by these schemes, they should have access without the fear of penalty notices.

I urge the council to have meaningful engagement with disability groups. This will help the council better understand the difficulties in travelling, such as using public transport and the dependency on cars for hospital appointments.

With over 11,700 blue badge holders in Enfield, the LTNs are creating hardships that didn't exist before the implementation of Enfield's LTNs.

The council resolves to review the impact on those with mobility issues and support them by giving exemptions to all blue badge holders in Enfield.

### **13.6 Motion in the name of Councillor Chris Joannides**

Enfield Council welcomes the government's initiative to help local authorities

across England to receive funding to combat drug and alcohol misuse.

Local authorities across England will benefit from an extra £421 million government funding through to 2025 to improve drug and alcohol addiction treatment and recovery.

The extra funding means that total local authority funding for treatment will have increased 40% between 2020 to 2021 and 2024 to 2025. It will enable the creation of over 50,000 high-quality places in drug and alcohol treatment.

The funding will enable local authorities to:

- Recruit more staff to work with people with drug and alcohol problems
- Support more prison leavers into treatment and recovery services
- Invest in enhancing the quality of treatment they provide, in turn helping make streets safer by getting people out of the addictions which are known to drive offending.

This Council recognises that more people will benefit from residential rehabilitation or inpatient detoxification, while improvements to the recovery services will sustain them outside treatment - helping to reduce relapse rates.

This Council acknowledges the following:

- Drug misuse has a massive cost to society, more than 3,000 people died as a result of drug misuse in 2021.
- Addictions drive about half of all theft, burglary and robbery. Boosting treatment centres and outreach support for addicts will help reduce crime.
- The government investment will help fund and improve treatment and recovery services, which will continue to save lives, improve the health and wellbeing of people across the country and reduce pressure on the NHS by diverting people from addiction into recovery.

### **13.7 Motion in the name of Councillor Joanne Laban**

Cash remains a form of legal tender in the UK. Cash is used by many Enfield residents as it allows people to budget easily. It is also used widely by small businesses that are the backbone of our economy. However, there are now shops and restaurants in Enfield that are only accepting card payments or reducing the number of checkouts where you can pay by cash.

This chamber agrees to work with Enfield businesses to encourage them to continue to accept cash in order to support local residents and small businesses that rely on it.

### **13.8 Motion in the name of Councillor Maria Alexandrou**

International Men's Day started in 1999 in Trinidad and Tobago by Jerome Tuluk Singh to commemorate his father's birthday.

Today it is a global awareness campaign and a great opportunity to appreciate and celebrate the positive values MEN bring to the world.

This year's theme is Zero Male Suicide. Suicide is the biggest killer of MEN under the age of 50. The Council agrees to focus on support on MEN's mental well-being.

### **13.9 Motion in the name of Councillor Chris Joannides**

Enfield Council notes that World Aids Day on the 1<sup>st</sup> December is an opportunity to show support and solidarity for people living with HIV. Furthermore, we remember those who have lost their lives because of Aids, and we honour their memories by breaking down the stigma attached to people who have HIV.

This Council fully supports World Aids Day and supports the objectives of the national HIV Action Plan, which are:

1. Ensure effective co-ordination of prevention, treatment, and care
2. Reducing levels of undiagnosed HIV and transmission in the UK
3. Effective monitoring of HIV resources and improved accountability and commits to flying the "red ribbon" flag on 1<sup>st</sup> December, and during the week after World Aids Day, to promote the sale of Red Ribbons at the public points controlled by Enfield Council.

This Council further notes that:

1. HIV is no longer a death sentence and HIV treatment and medication as prescribed helps people with virus to live a natural life span.
2. HIV treatment is available to everyone living in the UK regardless of social-economic status.
3. People living with HIV have their rights protected under the Equal Opportunities Act 2010 and should not be discriminated against.
4. Recognises several voluntary organisations including the National Aids Trust, Body and Soul charity and Terence Higgins Trust are commended for their work in helping people living with HIV and their families.

### **13.10 Motion in the name of Cllr. Paul Pratt**

In the course of carrying out case work in Arnos Grove Ward I have come across what can only be described as waste and bureaucracy gone mad. Specifically, if a vehicle is obstructing scheduled highways works, said vehicle will be moved at zero cost by a pooled 'lift-and-shift' vehicle. If a vehicle is obstructing scheduled arboricultural works (tree pollarding) they do not have access to the same. This is despite both teams being part of the same department.

A complex and costly internal procurement process must be initiated, which for just 16 streets costs up to 15% of the annual tree pollarding budget. This

must be paid by one section of a council department, to another section of the same department, before a subcontract tree surgeon can even unhitch her wood-chipper and unsheathe her chainsaw. Arboricultural works are therefore carried out at risk, often several non-budgeted return visits are required by tree surgeons, and it isn't unusual for trees to remain unpollarded for years after being scheduled for pollarding.

This Council agrees that the Highways and Arboricultural teams should have equal access, at zero cost to the pooled Enfield Council 'lift-and-shift' vehicle when carrying out scheduled works.

### **13.11 Motion in the name of Cllr. Lee Chamberlain**

This council regrets the continued delay in decommissioning the Shires Estate blocks. It must not forget those residents still living in the estate, either in the blocks or under their shadow.

Given the Towers risk of collapse set out in the June 2022 structural report, the Council resolves to put more resources into improving its efforts to do everything possible to move them to safe accommodation.

### **13.12 Motion in the name of Cllr. Lee Chamberlain**

This Council resolves that any new construction utilising prefabricated or modular building methods, whether it is for permanent or temporary accommodation purposes, must not result in poor quality housing with poor quality amenity spaces.

The provision of good quality green amenity space with new housing is particularly important for well-being and environmental reasons.

The use of prefab modular homes must not lead to the Administration establishing low quality prefab estates because it has failed to deliver enough good quality permanent homes.

### **13.13 Motion in the name of Councillor Lee Chamberlain**

This Council resolved to fully, and publicly, consult with residents in housing blocks on which it intends to add additional floors. It furthermore will undertake to offer residents within those blocks first refusal to relocate into the new homes created, in order to recompense those residents for the inconvenience they will be subjected to during the building works.

### **13.14 Motion in the name of Councillor Nesil Caliskan**

Enfield Council stands in solidarity with all those affected by the recent events in Israel and Gaza.

The extreme humanitarian emergency in Gaza, following the 7 October

attacks on Israel have both been shocking for us all to see. The situation has had a deep impact on our communities in Enfield.

Enfield Council denounces hate crime in the strongest terms and community cohesion remains a priority for this local authority. It is important that we do not allow these tragic events to divide our communities here in the UK.

The rise in Antisemitism and Islamophobia in our communities is unacceptable, and Enfield Council will continue to work with the police to ensure residents feel safe and free from hate.

The Council supports the humanitarian work being done in the region and encourages residents to donate to organisations raising funds for those in need.

### **13.15 Motion in the name of the name of Councillor Ayten Guzel**

Ahead of the final local government finance settlement announcement, Enfield Council is calling on the Chancellor to address immediate funding pressures in local government, secure long-term financial stability and provide more support to councils in key areas such as housing, adult social care and children's services.

Government inaction has meant that the homelessness crisis has spiralled out of control. Councils in London are currently spending £60 million per month on temporary accommodation alone. Council notes the recent study by London Councils, showing that 60,000 Londoners could become homeless by 2030 if Local Housing Allowance rates remain frozen.

The Government should also provide funding for local government that reflects the acute rise in demand for adults and children's social care, with these statutory services causing significant pressure nationally.

Thirteen years of cuts and underfunding from Government has exacerbated these problems, with Enfield receiving 60% less than in 2010. Like other local authorities across the country, Enfield Council has also had to deal with the consequences of the Government crashing the economy, causing record inflation and interest rates.

Enfield Council will:

- Continue to work with London Councils and the Local Government Association (LGA) to lobby the Chancellor ahead of the local government finance statement so that funding reflects the severity of the challenges local government faces.

- Proactively pursue dialogue with all government departments to explore additional funding opportunities for our council services and the borough as a whole.

### **13.16 Motion in the name of Councillor Kate Anolue**

The first few days of a newborn's life is not only critical for the child, but also an important time to support mothers towards a successful breastfeeding. The World Health Organisation currently recommends exclusive breastfeeding for six months due to the endless benefits breast milk provides to both baby and mother.

Research by WHO on 16 European countries found that breastfeeding can cut the chances of a child becoming obese by up to 25%, and each additional month of breastfeeding was associated with 4% reduction in the prevalence of overweight.

Analysis by the LGA shows that the United Kingdom has one of the lowest breastfeeding rates in Europe, and that breastfeeding rates in England drop to 46% after only eight weeks.

Enfield Council pledges to continue to support breastfeeding mothers across the borough. We will continue to work with local groups such as Enfield Children's Centre in offering breastfeeding support sessions to mothers. Council commits to developing a visible scheme that encourages businesses, shops, cafes, restaurants, leisure centres and libraries to be supportive of mothers who wish to breastfeed their babies while shopping.

### **13.17 Motion in the name of Councillor Bektas Ozer**

Council notes that:

1. There is great concern at reports that Thames Water continue to discharge raw sewage into Enfield's waterways and rivers. Raw sewage was released into open water in Enfield more than a dozen times in 2022, figures show.
2. This has an impact on the quality of our natural water sources. Some charities allege that storm overflows are being misused and under-reported.
3. Figures from the Environment Agency show storm overflows were used 15 times within Enfield's local authority boundaries in 2022, discharging for a total of around 121 hours.
4. Enfield Council share The Rivers Trust's concerns that storm overflows are being used during hot periods – a risk as England continues to face increasing heatwaves.

5. Discharging untreated sewage in dry weather is bad for both human health and river health.

Council believes that:

1. The rules on sewage discharges must be tightened and enforcement improved, in conjunction with the Environment Agency.
2. The Government must set legal requirements to monitor all sewage outlets - with fines for firms who do not follow the rules - and set a legally binding target to reduce dumping events.
3. The Government must make capital funding urgently available to address these issues.
4. Council therefore will write to the relevant Government Ministers, requesting urgent action to lower risks of untreated sewage discharges into our rivers, and an assurance that the government will take steps to tackle the climate crisis and protect biodiversity in Enfield.

### **13.18 Motion in the name of Councillor Nesil Caliskan**

Enfield Council welcomes the decision of the Secretary of State for Levelling Up, Housing and Communities not to call in the development of Cockfosters London Underground Station. This development would provide over 350 new and affordable homes that are urgently needed both in Enfield and across London.

The Council believes that providing affordable housing in a well-connected area is an important priority and regrets the delays to block the development when better-quality housing is desperately needed by so many of our residents.

The Council resolves to continue supporting affordable, sustainable developments that help to end the housing crisis and to give residents the right of a secure roof over their heads.

### **13.19 Motion in the name of Councillor Ayten Guzel**

Recent data from the NHS on children's health show that Enfield was ranked as the fourth-worst borough in London for obesity in four and five-year-olds. 25.5% of four and five-year-olds and 41.7% of ten and eleven-year-olds were found to be either overweight or obese.

This Council believes we need to help children and young people establish healthy eating habits from an early age to tackle existing and future health inequalities in Enfield.



'Fast food' outlets are shops that are popular with students. The nutritional quality of the food available is generally poor and some shops use 'student offers' specifically to target school children.

Enfield Council must do what it can to reduce unhealthy eating amongst children, limit the opportunities that young people have to eat 'fast food', and create a healthier borough.

This Council agrees to review all relevant supplementary planning document to manage the proliferation of fast-food outlets in particular areas, resisting the opening of new hot food takeaways near schools and youth facilities.

### **13.20 Motion in the name of Councillor Ayten Guzel**

Pertussis or Whooping Cough is a respiratory infection that can cause severe symptoms or death in unvaccinated individuals. It is of particular risk to unprotected babies. Vaccination is the most effective way to prevent infection.

Current uptake of pertussis vaccination is low resulting in many babies being unprotected from birth until their first vaccination.

To increase immunisation uptake of the Whooping Cough vaccination, Enfield Council will implement a collaborative campaign with NHS maternity services and VCS partners, focusing on pregnant women and their families to encourage uptake in whooping cough vaccination.

### **13.21 Motion in the name of Councillor Thomas Fawns**

Homelessness in the UK is at record high because of government inaction. It is not a 'lifestyle choice' as the Home Secretary, Suella Braverman has recently said.

Enfield Council profoundly disagrees with the Home Secretary, and the council will call on the government through lobbying with London Councils and the Local Government Association (LGA) to take short-term and long-term action to address the housing crisis across the country.

### **13.22 Motion in the name of Councillor Nicki Adeleke**

The recent events in Israel and Gaza have had a deep impact on our communities here in the UK.

This is a time when we need those in leadership positions to exercise responsibility and support good community cohesion through the language they use.

It is appalling therefore, that in recent weeks the Home Secretary, Suella Braverman, has actively inflamed the situation with provocative language, and that she has also attacked and undermined the Police by stating that they were applying 'double standards' and 'played favourites when it comes to demonstrators.

Enfield Council will write to the Home Secretary to raise our concerns and ask her to issue an apology to the Police, who only police by consent and work to keep us all safe.

### **13.23 Motion in the name of Councillor Bektas Ozer**

This Council notes that:

- The mismanagement of the NHS by central government has resulted in more than 7 million people currently waiting for treatment – the highest on record. Years of cuts to the NHS has left our health system unprepared and overwhelmed.
- Government ministers continue to ignore the crisis in our NHS. Ambulances queue outside hospitals and patients are treated in corridors in Enfield and across the country. Alongside this, seven million people in the UK continue to wait for elective treatment.
- In the Borough of Enfield, hundreds of people wait for 4 weeks or more to see a GP.
- NHS staff provide an enormously important service to our communities, and they have the Council's support. Nurses, and all NHS staff, should be paid a decent wage.

The Council agrees to:

1. Write to the Prime Minister, our local MPs, and the relevant government ministers to call for:
  - a. Adequate funding for the NHS across the country
  - b. Fair funding for Enfield's NHS services
2. Work with local NHS services and commissioners for better GP provision in the borough.

### **13.24 Motion in the name of Councillor Thomas Fawns**

Council notes that England is facing a housing crisis of supply and affordability. The latest government statistics on homelessness in England show 101,300 households are currently living in temporary accommodation, the highest figure since 2005.

The Council believes that not enough homes are being built — one of the answers to the housing crisis.

Council also believes that this crisis is being exacerbated by the Local Housing Allowance rates freeze – the amount of money a Universal Credit and Housing Benefit claimant can expect to receive to cover their rent in the private rented sector – which has been frozen since 2020.

According to London Councils, just 8.8% of rental properties in London are available at LHA levels, and in some parts of London it is more like 0.1%. The cost to rent a two-bed home in Enfield is around £1,500 per month, while the maximum housing benefit for an Enfield two-bed home is £1,296.

The Council believes the Government should listen to the cross-party Levelling Up, Housing and Communities Committee in its call for LHA rates to match rents, so more families are not priced out of areas like Enfield.

The Council resolves to join the lobbying efforts of the Local Government Association, London Councils, charities Z2K and Shelter and others in calling for LHA rates to rise to stop low-income families from being priced out of the borough.

### **13.25 Motion in the name of Councillor Doug Taylor**

The Council notes the issue of dangerous dogs in the community and the complexities of protecting residents against attacks on their person and on other dogs. We recognise there are complexities around differentiating breeds of dog in terms of bans or compulsory muzzling. Nevertheless, there is a need to consider what is practical particularly in Council parks and open spaces.

The Council requests that the Cabinet consider, in consultation with relevant agencies such as the police and RSPCA, what might be done to protect residents without unnecessarily interfering with the peaceful enjoyment that most people have with their dogs.

### **13.26 Motion in the name of Councillor Abdul Abdullahi**

That Enfield Council recognises that Care Experienced people are a group who are likely to face discrimination.

That future decisions, services and policies made and adopted by the Council should be made after a thorough Equality Impact Assessments (EQIA) to determine the impact of any policies on care experienced people, alongside those who formally share a protected characteristic.

That the Fairer Enfield Policy and Equality Objectives will be reviewed to ensure that it is reflective of the Council's commitment to recognise the impact its decisions will have on Care Experienced People and it will annually

publish information relating to people who share protected characteristics.

The council will treat Care Experienced individuals as well as those with protected characteristics fairly and equally.

To formally invite our partner agencies to treat Care Experienced people as those with protected characteristics until such time as it may be introduced by legislation.

For the Council to continue to proactively seek and listen to the voices of Care Experienced people when developing new policies.

#### **14. COMMITTEE MEMBERSHIPS**

Councillor Thomas Fawns and Councillor Gunes Akbulut to replace Councillor Rick Jewell and Councillor Susan Erbil on the Councillor Conduct Committee.

Councillor Andrew Thorp to replace Councillor Jim Steven on the Fostering Panel.

Any further changes received once the agenda has been published will be included in the supplementary Agenda to be circulated at the meeting.

#### **15. NOMINATIONS TO OUTSIDE BODIES**

Any changes received once the agenda has been published will be included in the supplementary Agenda to be circulated at the meeting.

#### **16. DATE OF NEXT MEETING**

To note the agreed date of the next Council meeting as Wednesday 24 January 2024 at 7pm.

COUNCIL - 27.9.2023

**MINUTES OF THE MEETING OF THE COUNCIL  
HELD ON WEDNESDAY, 27 SEPTEMBER 2023****COUNCILLORS****PRESENT**

Suna Hurman (Mayor), Mohammad Islam (Deputy Mayor), Abdul Abdullahi, Josh Abey, Nicki Adeleke, Gunes Akbulut, Mahmut Aksanoglu, Maria Alexandrou, Nawshad Ali, Kate Anolue, Mahym Bedekova, Sinan Boztas, Nesil Caliskan, Alev Cazimoglu, Mustafa Cetinkaya, Lee Chamberlain, Guney Dogan, Ergin Erbil, Susan Erbil, Peter Fallart, Thomas Fawns, Reece Fox, Alessandro Georgiou, Margaret Greer, Patricia Gregory, Adrian Grumi, Ayten Guzel, Ahmet Hasan, Stephanos Ioannou, Chris James, Rick Jewell, Chris Joannides, Destiny Karakus, Joanne Laban, Tim Leaver, Andy Milne, Elisa Morreale, Gina Needs, Tom O'Halloran, Ahmet Oykener, Sabri Ozaydin, Bektas Ozer, Paul Pratt, Michael Rye OBE, Julian Sampson, George Savva MBE, David Skelton, Edward Smith, Jim Steven, Nia Stevens, Emma Supple, Doug Taylor, Andrew Thorp and Eylem Yuruk

**ABSENT**

Chinelo Anyanwu, Hivran Dalkaya, Chris Dey, Hannah Dyson, Elif Erbil, Nelly Gyosheva, James Hockney, Doris Jiagge and Ruby Sampson

**THE MAYOR'S CHAPLAIN TO GIVE A BLESSING**

Rabbi Danny Rich of Southgate Progressive Synagogue gave a blessing.

**1****ELECT A PERSON TO PRESIDE IF THE MAYOR AND DEPUTY MAYOR  
ARE NOT PRESENT**

There was no business transacted under this item.

**2****APOLOGIES**

Apologies for absence were received from Councillors Chinelo Anyanwu, Hivran Dalkaya, Chris Dey, Hannah Dyson, Elif Erbil, Nelly Gyosheva, James Hockney, Doris Jiagge, and Ruby Sampson.

**3****MAYOR'S ANNOUNCEMENTS**

The Mayor welcomed everyone to the Chamber.

The Mayor began by sending her heartfelt condolences to all the families that have been affected by the recent earthquake in Morocco and the recent flood

**COUNCIL - 27.9.2023**

damage caused by Storm Daniel in Libya, where over 5000 have died and many more missing. It is often hard to find the right words at a time like this. She prayed that they may find peace, comfort and all the support they need in the days to come.

The Mayor took part in a 'walkabout' in Enfield in June, visiting local businesses and sharing her chosen charities with them. She received many donations and was delighted to meet as many people as possible. She would be holding a similar event in the autumn to raise awareness of her chosen charities, namely autism and cancer.

The Mayor was pleased to mention and thank Jo Fear who was present tonight, and who most councillors and officers would know. Jo recently retired in August of this year after 46 years of dedicated and loyal service. Jo had worked in various roles within the Education service, as an assessor for special educational needs, and then as an officer in school admissions, and was finally appointed as Head of Service of Admissions and Education Welfare in 2014. The Mayor was delighted to present Jo with a certificate and flowers as a thank you and appreciation for her service to both the council and the people of Enfield.

The Mayor was pleased to congratulate Cllr Georgiou and his wife on the arrival of their baby boy, and to congratulate Cllr Elif Erbil and her husband on the arrival of their baby girl in August, and to Cllr Dogan and his wife who recently had a baby girl.

The Mayor requested members' continued professional and orderly conduct during this meeting and reminded them that any members wishing to speak should stand unless they are not able to do so and should address the meeting through her and continue to treat each other courteously and with respect during political interactions.

The Mayor noted that, unfortunately, the Young Mayor was not able to attend this evening, but Sila Karapinar, the Young Deputy Mayor, was present, and was invited to update the Chamber on their activities in their elected roles.

Sila Karapinar expressed thanks for the opportunity to speak as Young Deputy Mayor of Enfield and a member of the Enfield Youth Council.

The Youth Council had worked together and created a video and questionnaire for the young people of Enfield to vote on to choose which two priorities from the Empowering Young Enfield Plan they should focus on in their campaign. After receiving all the votes, they would be focusing on the two priorities: education and safety.

They had met with Peter Nathan, Director of Education, and Lucy Nutt, Head of School and Early Years Improvement Service to discuss what we think needs improving in the education sector. Their concerns were expressed and many things discussed including exposure to beneficial work experience and obtaining life skills such as accountancy and control over our finances.

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A future focus would be on opportunities to build a CV with things like volunteering, and wanting to create a good CV belonging to a desirable individual an obtainable goal by providing ways for young people to be involved with the community, and making such opportunities better known.

**4**

**MINUTES OF PREVIOUS MEETING**

The minutes of the Council meeting held on 14 June 2023 were **AGREED**.

**5**

**DECLARATIONS OF INTEREST**

The Monitoring Officer had circulated some helpful advice on declaring interests in advance of this meeting.

The following Councillors declared non-pecuniary interests in the following items:

Item 6 – Cllr Sabri Ozaydin as a director of Housing Gateway Limited.

Items 8, and 9 – Cllr Doug Taylor as a director of Energetik.

14.2 – Motion on Enfield golf courses and clubs – Cllr Laban had a keen golfer in the family, Cllr Julian Sampson is a member of an Enfield golf club, Cllr Skelton is a member of an Enfield golf club, Cllr Supple is a member of an Enfield golf club, Cllr Taylor is a member of an Enfield golf club.

14.3 – Motion on the Armed Forces Covenant – Cllr Grumi is a member of the Royal British Legion.

14.7 – Motion on sewage discharges into rivers – Cllr Doug Taylor is employed by Consumer Council for Water.

**6**

**OPPOSITION PRIORITY BUSINESS - PROVISION AND MAINTENANCE OF HOUSING BY LB ENFIELD**

Cllr Lee Chamberlain introduced the Opposition Priority Business paper on the Provision and Maintenance of Housing by London Borough of Enfield.

Cllr Chamberlain expressed that the current Administration was failing to provide adequate housing as required. Cllr Chamberlain felt there should be a building by building review, and the information from that review should be made available to residents who could validate if it was correct. Plans should be set out clearly so residents were fully aware of the Council's intentions. The Administration was invited to make necessary changes to improve its housing delivery. It was hoped the proposals would be received in the spirit they were sent.

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Cllr Caliskan responded that the country was suffering a housing crisis, and the national cost of living crisis had worsened the housing situation. This Administration had a housing investment programme, but that had been affected by higher costs of construction, and had to refocus and reprofile so it could be financially responsible. The Opposition had consistently opposed housing schemes and borrowing to invest in housing stock, and had opposed affordable housing in their wards. The paper did not offer solutions. The Council was already carrying out stock surveys on a rolling basis.

Opposition members expressed concerns particularly in relation to the delays to delivery of housing at Meridian Water; allowing Council-owned family houses to be sold off by auction; and use of prefabricated modular developments. The Housing Scrutiny Panel should meet more frequently and have an expanded role. Management of the Housing Revenue Account was questioned. Greater provision of affordable housing was needed in the borough, but in appropriate ways and locations.

In response, members raised that the borough had faced doubling rates of homelessness this year and was affected by central government's policies, and cutting of housing budgets. Despite the cuts, the Administration had ambitious plans and were investing in homes and estates. Opposition members were urged not to undermine the Administration's efforts, but to work with them.

During the debate, a procedural motion was moved by Cllr Ozaydin and seconded by Cllr Ergin Erbil under paragraph 13.20 (viii) of the Council's Procedure Rules to extend the debate for a further 10 minutes which was put to the vote and **AGREED**.

During the extended debate, a further procedural motion was moved by Cllr Ozaydin and seconded by Cllr Ergin Erbil under paragraph 13.20 (viii) of the Council's Procedure Rules to extend the debate for a further 10 minutes which was put to the vote and **AGREED**.

Cllr Georgiou highlighted the responsibilities of the Administration around the Shires Estate's problems; a large percentage of the housing stock not meeting the decent homes standard; high spending on temporary accommodation and poor conditions for residents; out of borough placements; lack of clarity around prefabricated modular developments; the debt sunk into Meridian Water; money wasted by Housing Gateway; and insufficient scrutiny permitted of housing processes.

Cllr Caliskan responded that the proposed recommendations in the opposition business paper lacked substance. Previously agreed reports set out the approach to surveying housing stock, and there was a rolling programme. The forthcoming Local Plan would properly address housing need, but brownfield and small sites would not be adequate to meet this need. The Opposition should stop opposing housing delivery. The Council worked within the context



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and budget constraint set by national government and tried to support the borough's residents as best it could.

After the debate, Members took a vote on whether to approve the Leader's response to the Conservative Opposition Business paper. Members agreed the Leader's response.

The recommendations in the Opposition Business paper were therefore not accepted.

**7**

**PROCEDURAL MOTION**

A procedural motion was moved by Cllr Ozaydin and seconded by Councillor Ergin Erbil under paragraph 13.20 (iii) of the Council's Procedure Rules to change the order of business on the agenda so that Items in the order 12, 7, 9 and 8 would be taken as the next items of business which was put to the vote and **AGREED**.

The minutes follow the order of the meeting.

**8**

**ARRANGEMENTS FOR THE LEADERS ABSENCE**

Cllr Nia Stevens moved, and Cllr Alessandro Georgiou seconded, the report.

As Chair of the Equalities Board, Cllr Stevens was proud to note the Council's members' allowance scheme provisions for maternity leave. This was morally right particularly for a Council Leader, and would allow the Deputy Leader to cover the responsibilities and to receive a Special Responsibility Allowance (SRA) on a pro rata basis for the period of the temporary appointment.

Cllr Georgiou congratulated Cllr Caliskan on her news and welcomed the proposed arrangements; this was a good step being taken as a local authority, a reminder of the importance of family, and to allow time to be spent with children.

The recommendations were put to the vote and **AGREED**.

**AGREED**

I. To increase the SRA of the Deputy Leader during the period of absence of the Leader on maternity leave as detailed in paragraph 6 of the report.

II. To delegate authority to the Monitoring Officer to agree the start and end date for the increased allowance, after which date the SRA for the Deputy Leader will revert to its current level.

**9**

**YOUTH JUSTICE STRATEGIC PLAN**

Cllr Abdul Abdullahi moved, and Cllr Rick Jewell seconded, the report.

Cllr Abdullahi thanked staff in the Youth Justice Service who supported our young people. It was highlighted that under 18 year olds suffered disproportionately from crime, often at the hands of other young people, and needed to be treated fairly so they could make a constructive contribution to society. The strategic plan identified key priorities, and would lead to improved outcomes for children. Members supported the child first approach across the Youth Justice system. A steady reduction in serious youth violence and reduction in school exclusions in Enfield was noted.

The Opposition welcomed the Plan and the clear action points. It was noted that some of the milestone dates in the Plan had already passed before it's submission to Council. It was also hoped there was work in relation to recent drop-off in school and college attendance to engage young people. Members were pleased to support the Council and partners to maintain their good record in Youth Justice services.

Following the debate, the recommendations were put to the vote and **AGREED**.

**10**

**TREASURY MANAGEMENT OUTTURN REPORT 2022/23**

Cllr Tim Leaver moved, and Cllr Nesil Caliskan seconded, the report.

Cllr Leaver introduced the report which reported the outturn and activities of the Council's Treasury Management function during 2022/23 and showed performance against the previous period. The recent economic context was highlighted. An update on borrowing was set out. Members noted reassurances from the Leader in respect of long-term borrowing. The Administration borrowed to invest, particularly in house building and affordable homes, and to meet its objectives, and had been prudent. It did not make risky investments.

The Opposition thanked the Cabinet Member and officers for the clear report. It was noted that a main issue was of maturing debt, and there would be a need to take steps to reduce the debt, and to manage repayments going forward. The amount of borrowing had led to the significant burden now being faced. More details would be expected in due course in respect of reprofiling of the capital programme.

Following the debate, the recommendations were put to the vote and Members **AGREED** to note the report.

11

**CAPITAL OUTFURN 2022/23 AND 2023/24 PERIOD 3 CAPITAL MONITORING**

At the beginning of the debate, a procedural motion was moved by Cllr Sabri Ozaydin and seconded by Cllr Ergin Erbil under paragraph 13.20 (viii) of the Council's Procedure Rules to extend the time for reports for a further 10 minutes which was **AGREED**.

Cllr Tim Leaver moved, and Cllr Nesil Caliskan seconded, the report.

Cllr Leaver introduced the report which provided information on the capital outturn to March 2023, and also looked forward to the development of the Council's 2024/25 capital strategy. The requirement for the carry forward of £10.2m unspent budgets was set out. Variances to spend by departments were highlighted. It was right to pause to consider the larger projects to ensure value for money and delivery for residents. This would be followed up as part of the medium term financial plan and the budget for 2024/25. The Leader highlighted the government review of HIF grant programmes which delayed commencement of Meridian Water infrastructure works, and that the increase in interest rates meant that Housing Gateway planned acquisitions were paused, but the principle was correct.

The Opposition welcomed and supported the carry forward of budget for the next financial year, but not the borrowing underlying it. It was right to restrict use of new borrowing and to pause and re-size programmes and to only proceed with works where there was a financially viable business case. Continued monitoring and oversight would be needed. There were large variances from other departments, including Education and Digital Services, as a result of the Council not driving projects through with the urgency required, and there had been slippage in previous years too.

During the debate, a procedural motion was moved by Cllr Michael Rye and seconded by Cllr Alessandro Georgiou under paragraph 13.20 (viii) of the Council's Procedure Rules to extend the debate for a further 10 minutes which was not agreed.

A procedural motion was moved by Cllr Sabri Ozaydin and seconded by Cllr Ergin Erbil under paragraph 13.20 (viii) of the Council's Procedure Rules to extend the debate for a further 5 minutes which was **AGREED**.

Following the debate, the recommendations were put to the vote and **AGREED**.

12

**PROCEDURAL MOTION**

A procedural motion was moved by Cllr Sabri Ozaydin and seconded by Cllr Ergin Erbil under paragraph 13.20 (iii) of the Council's Procedure Rules to change the order of business on the agenda so the Motions would be taken

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as the next item of business, and to change the order of Motions so that Motion numbers 14.15, 14.14, 14.10 would be taken in that order before the remainder of the Motions, which was put to the vote and **AGREED**.

**13  
MOTIONS**

**14.15 Motion in the name of Councillor Nia Stevens**

“Council notes that, on the 31<sup>st</sup> of August, with just 4 days to go before the start of the school term, the Department of Education demanded that 104 schools close all or some buildings due to structural risks associated with the use of Reinforced Autoclaved Aerated Concrete (RAAC). No additional funding was made available from the government to support these sudden closures.

Council believes that it should not have taken the recent sudden building collapses last month for the RAAC to be treated as an emergency, given the 5 years since the Kent school collapse.

This is a crisis created by chronic underinvestment in school buildings, and has caused disruption for school staff and pupils. Parents, teachers and pupils at schools housed in older concrete buildings are anxious, with new schools being identified as at risk.

Enfield Council resolves to

- Work with affected schools in Enfield to ensure pupil and staff safety while minimising disruption to learning
- Communicate with parents and pupils to clarify risks and explain safety measures
- Call on the government to give schools the money to undertake all repairs and investments needed to make buildings safe over their long-term future.
- Call on the government to offer financial support to all schools impacted by full or partial building closures.”

Following the debate, the Motion was **AGREED**.

**14.14 Motion in the name of Councillor Alev Cazimoglu**

“Immunisations are one of the most effective and cost-effective ways to prevent disease. Despite this childhood Immunisation uptake across Enfield, North Central London ICB and London is lower than that required for ‘herd immunity’.

Within the above there is growing concern across London regarding the potential for an outbreak of a number of vaccine preventable disease but especially measles. The UK Health Security Agency (UKHSA) has estimated that in London this might mean an outbreak of between 40-140,000 cases of which 25% might require hospitalisation.

This Council calls on the government to take the following actions:

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- Increase access to vaccination for children through pharmacies, hospital ED departments, outpatient clinics and other health care settings ensuring that all health services share responsibility for increasing immunisation
- Tackle disinformation / misinformation as a life-threatening intervention
- Improve NHS systems to collect data and allow the better targeting of vaccine initiatives
- Making it easier for residents to see what immunisations they've received e.g. through NHS App.
- Providing additional resources to engage with communities with low vaccine uptake.

The Council therefore calls upon all Councillors to write to the Secretary of State for Health (the Rt Hon Steve Barclay MP) expressing their concern at the low uptake of childhood immunisation and calling for implementation of the above actions.”

During the debate, a procedural motion was moved by Cllr Sabri Ozaydin and seconded by Cllr Ergin Erbil under paragraph 13.20 (viii) of the Council's Procedure Rules to extend the debate for a further 10 minutes which was **AGREED**.

Following the debate, the Motion was **AGREED**.

The remainder of Motions **LAPSED** under the guillotine arrangements.

**14**

**SCRUTINY ANNUAL REPORT 2022/23 AND SCRUTINY WORK PROGRAMMES 2023/24**

The recommendations in this report were put to the meeting under the guillotine arrangements and were **AGREED**.

The Opposition advised they would have agreed the report.

**15**

**GENERAL PURPOSES ANNUAL REPORT 2022/23**

The recommendations in this report were put to the meeting under the guillotine arrangements and were **AGREED**.

The Opposition advised they would have agreed the report.

**16**

**COUNCILLOR QUESTION TIME**

In accordance with the guillotine arrangements, answers to questions were taken as printed in the supplementary agenda.

**17**  
**COMMITTEE MEMBERSHIPS**

There were no changes to committee memberships.

**18**  
**NOMINATIONS TO OUTSIDE BODIES**

There were no changes to outside body memberships.

**19**  
**DATE OF NEXT MEETING**

The date of the next meeting was **NOTED** as Wednesday 22 November 2023 at 7.00pm.



### London Borough of Enfield

<b>Report Title</b>	The 'making' of Hadley Wood Neighbourhood Plan
<b>Report to</b>	Council
<b>Date of Meeting</b>	22 November 2023
<b>Cabinet Member</b>	Cllr N. Caliskan
<b>Executive Director / Director</b>	Simon Pollock, interim Executive Director of Environment and Communities Brett Leahy, Director of Planning and Growth
<b>Report Author</b>	May Hope <a href="mailto:may.hope@enfield.gov.uk">may.hope@enfield.gov.uk</a>
<b>Ward(s) affected</b>	Cockfosters
<b>Key Decision Number</b>	Non-key
<b>Classification</b>	Part 1 Public

#### Purpose of Report

1. This report seeks approval to formally 'make' the Hadley Wood Neighbourhood Plan: Final 'made' document (as set out in Appendix 1), pursuant to Section 38A(4) of the Planning and Compulsory Purchase Act 2004. Once 'made', the plan will form part of the Council's Statutory Development Plan. It will be used alongside already adopted policies to assess and determine planning applications within the Hadley Wood Neighbourhood area.

Agree to formally 'make' the Hadley Wood Neighbourhood Plan: Final 'made' document, incorporating it as part of the Statutory Development Plan for Enfield. This decision follows the referendum held on Thursday 2 November 2023, where the majority of those who voted were in favour of using the plan to help to decide planning applications in the neighbourhood area.

## **Recommendations**



## Background and Options

2. The proposal meets the requirements outlined in the Town and Country Planning Act 1990 (as amended), the Planning and Compulsory Purchase Act 2004, the Localism Act 2011, the Neighbourhood Planning Act 2017, and the Neighbourhood Planning (General) Regulations 2012 (as amended).
3. The declared positive result from the Referendum held on Thursday 2 November 2023, means that the Neighbourhood Plan now carries full material weight and should be used to determine planning applications. The 'making' of the Plan at this stage is considered a procedural formality.
4. It is considered that the Neighbourhood Plan is in compliance with and does not breach any retained EU obligations or any of the Convention Rights (within the meaning of the Human Rights Act 1998). Additional information regarding the recent Referendum can be found in paragraphs 12-16 below.

## Relevance to Council Plans and Strategies

5. The Neighbourhood Plan is aligned with and contributes to the delivery of key priorities outlined in the Enfield Council Plan (2023 – 2026):
  - a. **'Clean and green places'**: There are multiple policies and aspirations within the Neighbourhood Plan that will enhance biodiversity and promote the protection of parks, open spaces, woodlands, watercourses, wetlands, trees and shrubs. The plan also places a significant emphasis on sustainable travel enhancements and the impact of vehicles on the local environment.
  - b. **Strong, healthy and safe communities**: Policy HW-2 specifically emphasises the safety of pedestrians and road users, drawing inspiration from Police Crime Prevention Initiatives, March 2019 – Secured By Design. The Vision itself recognises provisions to encourage healthier and more active lifestyles.
  - c. **'More and better homes'**: The Neighbourhood Plan plays a vital role in establishing a well-managed neighbourhood. Many of the policies within the plan tackle crucial issues such as traffic management, flood prevention, and the designation of local green spaces.

## Background

6. Neighbourhood plans are statutory planning documents which articulate general planning policies for the development and use of land in a specific neighbourhood. These plans must be prepared by a designated neighbourhood forum made up of members of the local community. Following their preparation, neighbourhood plans undergo stages of public consultation, independent examination, and referendum(s).

## Preparation of the Hadley Wood Neighbourhood Plan

7. The Council granted approval for the establishment of a Neighbourhood Area (with revisions) and a Neighbourhood Forum in the Hadley Wood area on 7

July 2015. The Hadley Wood Neighbourhood Forum (the Forum) was redesignated on 18th January 2021.

8. Pre-submission consultation on the draft Hadley Wood Neighbourhood Plan (HWNP) was conducted between 8 May 2022 and 3 July 2022 in accordance with Regulation 14 of the Neighbourhood Planning (General) Regulations 2012 (as amended). The draft HWNP was formally submitted to the Council on 26 October 2022. A submission draft consultation on the draft HWNP (under Regulation 16) occurred between 21 December 2022 and Friday 17 February 2023.
9. All relevant submission documentation and subsequent documentation associated with the public examination can be viewed here: <https://www.enfield.gov.uk/services/planning/emerging-plans#hadley-wood-neighbourhood-plan>
10. At the submission stage, the Council raised no formal objections to the draft HWNP. However, in the Council's formal response dated 17<sup>th</sup> March 2023 accompanied by a re-phrasing schedule dated 23 March 2023, it outlined specific changes to be made to the HWNP. The Council reserved the right to object if these modifications were not incorporated in the draft HWNP. Subsequently, the changes were made to the satisfaction of officers.

### **Examination**

11. In May 2023, the Council in consultation with the Forum, appointed Jill Kingaby as the Independent Examiner for the HWNP Examination in Public. The Examiner's Procedural Letter was received on 17 May 2023, marked the commencement of the public examination, which was conducted exclusively through written representations. An unaccompanied site visit was carried out by the Examiner in early June 2023. Questions from the Examiner were received on 12 June 2023, and both the Forum and the Council addressed them. The Examiner's Report issued on 3 August 2023 proposed the Plan proceed to referendum subject to several modifications. The Examiner confirmed in her Report that she was satisfied that a transparent, fair and inclusive consultation process had been followed for the Plan, that had regard to advice in the Government's Planning Practice Guidance on plan preparation and engagement and was procedurally compliant in accordance with the legal requirements. The Council made the decision to proceed to Referendum on 7 September 2023.

### **Referendum**

12. The plan underwent modifications to incorporate the recommendations from the Examiner, leading to a Referendum conducted on Thursday 2 November 2023 within the Neighbourhood Plan Area of Hadley Wood. The Referendum posed the question: *"Do you want Enfield Council to use the Neighbourhood Plan for Hadley Wood to help it decide planning applications in the neighbourhood area?"*
13. A total of 681 residents participated in the Referendum. Of these, 649 residents (95.4%) voted in favour (Yes) of the Neighbourhood Plan, 31

residents voted No, and 1 vote was rejected. The voter turnout was 30%. The formal declaration of the poll result can be viewed here:

[https://www.enfield.gov.uk/data/assets/pdf\\_file/0024/47832/Hadley-Wood-neighbourhood-plan-declaration-of-results-Councillors-and-democracy.pdf](https://www.enfield.gov.uk/data/assets/pdf_file/0024/47832/Hadley-Wood-neighbourhood-plan-declaration-of-results-Councillors-and-democracy.pdf)

14. Given that more than 50% of those participating in the Referendum voted “YES” to the question, Enfield Council must now “make” the Neighbourhood Plan, unless there are concerns that it would breach retained EU obligations or any of the Convention Rights (within the meaning of the Human Rights Act 1998).
15. Two minor amendments have been made to the document since the Referendum. One addresses a minor error on page 110 in relation to Policy HW-13 (where the first paragraph referring to: *‘development on small sites must not cause harm to the area or neighbouring properties on any side, including in terms of local character, flooding or residential amenity’* – was missing from the referendum version, but was included in the submission version in October 2022) and the other involves changing the document title from ‘Referendum Version’ to ‘Final ‘made’ document’.
16. Once “made” by Enfield Council, the Neighbourhood Plans will become part of the Development Plan for Enfield and sit alongside the other adopted Plans.

### **Main Considerations for the Council**

17. The independent examination of the Hadley Wood Neighbourhood Plan has found that, with necessary modifications, it meets the basic conditions prescribed in legislation. The plan has received strong support from local residents during the referendum. Ward members have been briefed of the referendum results and have made no objections to the Council now formally ‘making’ the plan.
18. The only grounds on which the Council can decide against making the plan is if it considers the plan would breach or be otherwise incompatible with any retained European Union obligation, or any Convention Rights (within the meaning of the Human Rights Act 1998). Officers have thoroughly reviewed the Hadley Wood Neighbourhood Plan with this in mind and are satisfied that it does not raise any issues in this regard. This is endorsed in the Examiner’s Report referred to in paragraph 11 above.
19. For all these reasons, the plan should now be formally ‘made’ in accordance with the Neighbourhood Planning (General) Regulations 2012 (as amended). This marks a significant milestone for Enfield, as it is the first Neighbourhood Plan to be ‘made’. The ‘making’ of the Neighbourhood Plan brings the document into legal force, meaning that the plan becomes part of the Development Plan for Enfield.
20. Further to the positive Referendum result, the Plan now has full weight. As such, it should be used to determine Planning Applications within the Hadley Wood area.

### **Financial Implications**

21. Neighbourhood planning legislation imposes a number of costs on local authorities, including staff time dedicated to supporting forums, expenses related to consultation on draft plans, and the financial aspects of appointing an independent examiner and administering local referendums. The main costs associated with formally adopting the neighbourhood plan have been covered within existing budgets. The decision to 'make' the plan will increase the proportion of Community Infrastructure Levy (CIL) receipts generated by new development in Hadley Wood that the neighbourhood forum has a say in the spending of, from 15% to 25%.
22. Following the successful examination process and the publication of the decision statement detailing the intention to hold a referendum, the local planning authority has the opportunity to claim £20,000 from the Department for Housing, Levelling Up and Communities (DHLUC). Subject to agreement on the recommendations in this report, the claim for the HWNP will be submitted by 31 March 2024.
23. Once the Neighbourhood Plan is made, under the Community Infrastructure Levy (CIL) Regulations, the neighbourhood portion of CIL in Hadley Wood rises from 15% to 25%. Consequently, the Hadley Wood Neighbourhood Forum will have a say on how 25% of CIL receipts generated by development in the Hadley Wood Neighbourhood Area should be spent. It is important to note that this increased neighbourhood portion of CIL is applicable only to developments granted after the neighbourhood plan has been 'made'. Furthermore, any spend of the neighbourhood portion of CIL will still need to be agreed with the Council, who retains its status as the charging authority.

### **Legal Implications**

24. The designation of Neighbourhood Forums, Areas, and the making of Neighbourhood Plans, are governed by the Town and Country Planning Act 1990, the Planning and Compulsory Purchase Act 2004, the Localism Act 2011, the Neighbourhood Planning Act 2017, and the Neighbourhood Planning (General) Regulations 2012 (as amended).
25. Pursuant to section 38A (4)(a) and (b) of the Planning and Compulsory Purchase Act 2004, a local planning authority is required to 'make' a neighbourhood development plan 'if more than half of those voting have voted in favour of the plan'. Furthermore, where this is the case, it 'must make the plan as soon as reasonably practicable after the referendum is held [and, in any event, by such date as may be prescribed]'. Section 18A of The Neighbourhood Planning (General) Regulations 2012 defines the prescribed date for making a neighbourhood development plan, as... 'the date which is the last day of the period of 8 weeks beginning with the day immediately following that on which the last applicable referendum is held.' Therefore, within 8 weeks from the referendum held on 2 November 2023.
26. Section 38A (6) of the Planning and Compulsory Purchase Act 2004 stipulates that an authority is not to be subject to the duty under subsection (4)(a) if they consider that the making of the plan would breach or would otherwise be incompatible with any retained EU obligation or any of the

Convention rights (within the meaning of the Human Rights Act 1998). In this regard, it is noted that no such issues were raised during consultation or examination and that officers have also reviewed the plan with this in mind and have concluded that the Hadley Wood Neighbourhood Plan is in compliance with (not incompatible) and does not breach the same. It is noted that the Examiner in her report has also endorsed this. Therefore, the Council is able to proceed to 'make' the Plan, in compliance with the legislative requirements.

27. The Council is required to act in accordance with the Public Sector Equality Duty under section 149 of the Equality Act 2010 and have due regard to this when carrying out its functions. In this respect, the report confirms that a full Equalities Impact Assessment (EqIA) has been completed.

### **Equalities Implications**

28. In accordance with the Equality Act 2010, the Council is bound by a legal obligation to fulfil its statutory duty, ensuring that the impacts on specific groups are duly considered in the evaluation of new or revised strategies, policies, plans, projects, services, or procedures. The completed Equalities Impact Assessment (EqIA) can be found in Appendix 2.
29. To adhere to the requirements of the public sector Equality Duty, the Neighbourhood Plan stipulates that development in Hadley Wood will encompass a broader spectrum of housing sizes, accommodating smaller family homes and downsizing options. This approach aims to address the needs of a diverse age group and individuals with disabilities residing in the area.
30. The proposed measures in the report are deemed to have positive impacts on marriage and civil partnerships, pregnancy and maternity groups, as well as groups defined by race, colour, nationality, ethnicity, or national origins, irrespective of gender. The plan is not anticipated to differentially affect individuals with varying sexual orientations.
31. Future individual schemes or considerations may undergo suitable reviews to ensure alignment with the most recent legislative requirements.

### **HR and Workforce Implications**

32. There are no known workforce implications or requirements that apply to this report.

### **Environmental and Climate Change Implications**

33. The Council, as "responsible authority", determines if the neighbourhood plan is likely to have significant environmental effects. It was determined, in a Strategic Environmental Assessment (SEA) and Habitats Regulations Assessments (HRA) screening exercise dated June 2020 that the neighbourhood plan is unlikely to give rise to any significant effects or have significant effects on a European site. Accordingly, it is considered that the HWNP would not require a SEA or a further HRA.

34. Any development will have a vast environmental impact in the various stages of the lifecycle from embodied carbon (including materials, transportation, etc) to operational carbon and waste, as well as the impacts of change in land use, potential loss of blue and green spaces and the expanding human infrastructure.
35. In acknowledgement of these impacts, the plan seeks to protect the Green Belt and retain existing trees and green spaces as well as deliver new ones, facilitates sustainable travel and will ensure all development is zero or low-carbon in line with the emerging Local Plan.

### **Public Health Implications**

36. The Neighbourhood Plan will provide opportunities for a healthy living environment which will promote and enable healthy behaviours amongst residents.

### **Property Implications**

37. The Neighbourhood Plan has planning policies that could apply to a variety of properties within the Hadley Wood area, including corporate land and properties owned by the Council.

### **Safeguarding Implications**

38. There are no known safeguarding implications or requirements that apply to this report.

### **Crime and Disorder Implications**

39. There are no known crime and disorder implications or requirements that apply to this report.

### **Conclusions**

40. No options were considered. In accordance with the Neighbourhood Planning Regulations, the Council must 'make' the plan within eight weeks of the day following the Referendum, unless it considers the Neighbourhood Plan would breach or be incompatible with any retained EU obligation or any of the Convention Rights (within the meaning of the Human Rights Act 1998). Given that no breaches or incompatibilities have been identified, the Council does not have alternative options.
41. Enfield Council is now required to formally 'make' the Hadley Wood Neighbourhood Plan in accordance with Section 38A(4) of the Planning and Compulsory Purchase Act 2004. The final 'made' Neighbourhood Plan will become part of the Development Plan for Enfield.

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## **Appendices**

- Appendix 1: Hadley Wood Neighbourhood Plan: Final 'Made' Document
- Appendix 2: Equalities Impact Assessment (November 2023)

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Final 'made' document (November 2023)

# **HADLEY WOOD NEIGHBOURHOOD PLAN**

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2022 – 2039

*'supporting sustainable development;  
preserving our local character and  
natural environment; protecting our  
Green Belt'*



**HADLEY WOOD NEIGHBOURHOOD PLAN  
2022 – 2039**

***‘supporting sustainable development;  
preserving our local character and natural environment;  
protecting our Green Belt’***

**FOR FURTHER INFORMATION PLEASE VISIT THE WEBSITE  
[www.hadleywoodnp.co.uk](http://www.hadleywoodnp.co.uk)**

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# Foreword

The Neighbourhood Plan is based upon the views of the local community and supporting evidence. It establishes planning policies and aspirations to guide future development in Hadley Wood. The Plan recognises and supports the aspirations of homeowners to enhance and extend their properties, and so has policies that encourage sustainable development, preserve our local character and protect the natural environment, including the local Green Belt.

Hadley Wood is a relatively isolated and car-dependent community on the borders of Hertfordshire and Greater London, is poorly served by public transport and has very limited local infrastructure or services. The 'setting' of Hadley Wood, surrounded by beautiful Green Belt farmland and mature woodlands, is to be treasured and deserves continued protection. The open space within the Plan area provides areas for recreation as well as for wildlife. Private front and rear gardens with mature trees, green space and low front boundaries enhance local character. Space between buildings provides views to greenery and open countryside beyond. Together these attributes form a major part of local character, play a key role in reducing flood risk, supporting biodiversity, and mitigating the impacts of climate change. Overall Hadley Wood has the characteristics of a rural village rather than a London suburb.

However, it is our view that recent and rapid development has harmed character and biodiversity, increased car use and added to flood risk. Between 2000 and 2018 the number of homes increased by a third, entirely by intensification of development on small sites (source: HWNPF), but with very limited accompanying investment in local infrastructure and services. So, whilst the Plan understands the national and borough imperative to build more homes, historic growth rates are not sustainable and, with no known brownfield sites, Hadley Wood can only make a small contribution towards this need.

The Neighbourhood Plan responds to these local circumstances and challenges with policies to ensure that all future development is more sympathetic and considerate, both to neighbours and to nature. Policies and aspirations will:

- Protect the Green Belt and Local Green Spaces, both within the boundary of Hadley Wood and in the immediate surrounding area.
- Maximise the retention of all trees, both in the public space and in private gardens.
- Replant trees lost during/for development on a 2 for 1 basis.
- Retain at least 25% of front gardens as green space, allowing adequate but not excessive hardstanding.
- Encourage projects to re-instate front gardens.
- Discourage tall front boundaries that change the character of our streets.

- Ensure development addresses drainage and avoids waterlogging and flooding.
- Retain an appropriate space between the house and the side boundary with neighbours, and increases this gap where the scale and bulk of development is greater.
- Ensure that future back garden development is of a scale, height and proximity that is more considerate to all neighbours, both to the side and to the rear.
- Construct a wider range of property types, including three and four bedroom family homes.
- Support the creation of additional footpaths and cycle paths.
- Protect our local amenities, including the local shopping centre and public transport.
- Repair grass verges and pavements damaged during construction.
- Encourage more considerate parking arrangements for construction vehicles.

The Plan aims to achieve gains for everyone:

- Our community will benefit as we protect and preserve the best of local character and the natural environment.
- Our community will furthermore benefit from accessing 25% of developers' contributions to the Council, to invest in truly local priorities.
- Homeowners will benefit as space, views, trees and gardens are attractive features that benefit wellbeing and enhance the marketability and value of their property.
- Applicants (homeowners and developers) will benefit from clearer policies and guidelines, fewer objections to proposals, and speedier approval.
- Neighbours will benefit from more sympathetic, sustainable and less intrusive development.
- Enfield Council will benefit from clearer local priorities when considering planning applications against conflicting policies and objectives.

*The Hadley Wood Neighbourhood Plan*

*Supporting sustainable development; preserving our local character and natural environment; protecting our Green Belt.*

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# 1. Introduction

## A plan for Hadley Wood

- 1.1 This is the submission version of the Neighbourhood Plan for Hadley Wood, incorporating feedback from the formal Regulation 14 and 16 public consultations and the independent examiner's report.
- 1.2 Work on the Plan started in late 2014, as residents felt that Hadley Wood's unique characteristics, reflecting its semi-rural setting yet being part of a Greater London borough, needed more tailored policies. The Plan sets out the local community's aspirations for Hadley Wood over the period to 2039<sup>1</sup> and establishes policies in relation to land use and development. These are policies that will influence future planning applications and decisions in the area. But the Neighbourhood Plan is much more than this: it represents the community's manifesto for Hadley Wood.
- 1.3 The area covered by the Plan was established by Enfield Council and is illustrated in Figure 1.
- 1.4 The purpose of neighbourhood planning is to give local people and businesses a much greater say in how the places where they live and work should develop over time. Neighbourhood planning is designed to give local people a very real voice in shaping the look and feel of an area.
- 1.5 Hadley Wood was formally designated as an area for neighbourhood planning purposes in July 2015. Since then, the Hadley Wood Neighbourhood Planning Forum<sup>2</sup> ("HWNPF" and "Forum") has surveyed, spoken to and listened to members of the community, and has used the issues and opportunities raised during that process to help inform production of the final policies and projects in this Neighbourhood Plan.
- 1.6 There are a number of stages involved in preparing a Neighbourhood Plan:
  - A first draft of the Plan was prepared based on input from residents in workshops, surveys, public meetings and discussions with Enfield Council.
  - Formal feedback from residents and other stakeholders was sought in the public consultation.
  - After this, appropriate changes were made for submission to Enfield Council, who are to arrange independent examination.

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<sup>1</sup> This aligns with the period covered by the emerging Local Plan being prepared by Enfield Council.

<sup>2</sup> The Localism Act 2011 (<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>) gave communities the power to develop neighbourhood plans, to be progressed by Town and Parish councils, or, in unparished areas, neighbourhood forums.

- That review may require changes to ensure compliance with all relevant legislation.
- The final version will be put to a referendum, where all people of voting age residing in the Plan area will be able to cast a vote on whether they think the final Neighbourhood Plan should be brought into force ('made').
- If more than 50% of people who turn out vote 'yes', the Neighbourhood Plan will be used to help shape future planning decisions and applications in Hadley Wood. The 'made' NP will become part of the Council's Development Plan and Planning Officers will have to take into account the NP in the same way that they do Enfield Council's other planning policies.

## The purpose of the Neighbourhood Plan

1.7 The London Plan is the statutory spatial development strategy for the Greater London area that is written by the Mayor of London and published by the Greater London Authority. The central premise of the London Plan 2021<sup>3</sup> is that of 'Good Growth'. This, in effect, means that the scale, location and type of any new development should reflect the character and quality of place. In particular, the new London Plan states:

- *'Existing green space designations will remain strong to protect the environment'* (para 1.2.6);
- *'Improvements to green infrastructure, biodiversity and other environmental factors, delivering more than 50 per cent green cover across London, will be important to help London become a National Park City'* (para 1.2.6);
- *'London's distinctive character and heritage... will be conserved and enhanced'* (para 1.2.7);
- *'Development must prioritise sites that are well-connected by existing or planned public transport'* (Policy GG2 B);
- *'Development must proactively explore... higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling'* (Policy GG2 C);
- *'Development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain.'* (Policy G6 D);
- *'Development must protect and enhance London's open spaces, including the Green Belt, Metropolitan Open Land, designated nature conservation sites and local spaces, and promote the creation of new green infrastructure and urban greening, including aiming to secure net biodiversity gains where possible'* (Policy GG2 F);

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<sup>3</sup> The London Plan was adopted in 2021. This represents the strategic policy framework for London, which the Neighbourhood Plan, and the emerging Enfield Local Plan, must align with.

- *'Plan for good local walking, cycling and public transport connections to support a strategic target of 80 per cent of all journeys using sustainable travel'* (Policy GG2 G);
- *'Seek to improve London's air quality'* (Policy GG3 F);
- *'Developments must plan a more integrated approach to water management, while minimising flood risk'* (para 1.6.3).

1.8 The characteristics of Hadley Wood<sup>4</sup> are unique in the London context, and include:

- The heavily vegetated nature of the built form and immediate surrounds, including views to this.
- The layout of development and scale of building, including the openness of the streetscape, and its separation from the London conurbation.

1.9 However, the character of Hadley Wood has begun to change. Between 2000 and 2018 the number of housing units has grown by around one third, with over 200 new homes added, as well as almost 100 substantial redevelopments, and significant changes from extensions, hard standings and outbuildings (source: HWNPF review). In the same period there has been very limited investment in infrastructure and services. In particular, this change has seen:

- The development of new housing that is significantly larger than the existing development, often occupying the entire width of the property boundary, creating a continuous form of development along the street, undermining the open character of Hadley Wood and restricting views to trees and the surrounding countryside.
- The loss of front gardens to areas of paving for off-street parking, and the enclosure of gardens behind boundary walls, disrupting the nature of the street environment and leading to a loss of landscaping.
- Increasing occurrences of flooding, likely results of climate change, but also exacerbated by the additional areas of hard surfacing in front and rear gardens, which have been lost to parking and development.

1.10 If recent patterns of development and change continue the character of Hadley Wood could be detrimentally altered. Those qualities that the community has stated they value most, and which comprise reasons why many people live in Hadley Wood, will be lost.

1.11 Enfield's strategic policies are supported, but this Neighbourhood Plan puts in place policies that are intended to deliver 'good growth' and sustainable development in Hadley Wood. For these reasons, the Neighbourhood Plan has a strong emphasis on green infrastructure and the natural environment, and requires all applications for

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<sup>4</sup> These are presented in the Hadley Wood Heritage and Character Assessment April 2018 (Appendix 6).



new development to respond positively to these considerations, strengthening and enhancing the quality of life and environment for all.

1.12 In summary, the 'making' of the Neighbourhood Plan for Hadley Wood will:

- Enable the local community to positively influence future development in Hadley Wood.
- Strengthen Enfield's existing planning policies by emphasizing those that are most important to Hadley Wood.
- Add local planning policies that are tailored to local aspirations.
- Allow the community to have a stronger influence over local planning applications, with the HWNPF becoming a formal consultee.
- Set a standard for the content and quality of planning applications.
- Facilitate stronger relationships with local developers and architects.

## Structure of the plan

1.13 Following this introduction, the draft Neighbourhood Plan comprises ten further sections. These are:

- Section 2: 'Hadley Wood today', presents an overview of the area covered by the draft Neighbourhood Plan, what existing planning policy says for the area, key issues and comments raised during consultation.
- Section 3: 'Hadley Wood tomorrow', presents the vision and objectives for Hadley Wood.
- Sections 4-8: These sections present the policies and associated projects for Hadley Wood, based upon the objectives outlined in Section 3.
- Section 9: Includes a policy with regard to the Community Infrastructure Levy and the projects which the funding should be targeted towards as a result of new development in the Plan area.
- Section 10: 'What happens next' outlines the current stage in the plan making process, and what the future steps in the process are.
- Section 11: Lists the Policies and Aspirations, to facilitate an easy overview.

1.14 For the avoidance of doubt, within sections 4-9, each topic area includes some introductory and explanatory text, followed by one or both of the following:

**Policies** - contained in green shaded policy boxes.

The Neighbourhood Plan establishes development management policies.

- Applicants must demonstrate compliance with these policies when submitting planning applications, or outline valid rationale for an exception.
- Planning officers will consider the Neighbourhood Plan policies alongside Enfield Council's planning policies in the determination of planning applications. Some NP policies strengthen and add weight to existing national or local policies. The rationale is to add weight to the policy when applications are considered by the local planning authority.

The effectiveness of the Neighbourhood Plan is therefore dependent on enforcement of its policies by Enfield Council's Planning department.

**Aspirations and Projects** – contained in brown shaded boxes.

The Neighbourhood Plan covers more than traditional planning matters, as it presents the community's vision for the area. Items that the community are seeking, but that cannot be delivered through planning policy, are identified and contained in Project and Aspirations boxes.

- 1.15 Attention is drawn to the Article 4 Direction for the Hadley Wood Conservation Area. This restricts the scope of permitted development rights in relation to particular sites and particular types of development in the Hadley Wood Conservation Area.  
  
Legislation and policy affecting the conservation area may take precedence over Neighbourhood Plan policies.
- 1.16 The outcomes of the Plan submission will be monitored and responded to by the HWNPF during the remainder of its designated term (to 18 January 2025), when the longer-term arrangements will also be reviewed.
- 1.17 The HWNPF will also help in the implementation the Aspirations and other projects identified in this Plan, or raised with it afterwards.

# 2. Hadley Wood 'today'

## The Neighbourhood Plan Area

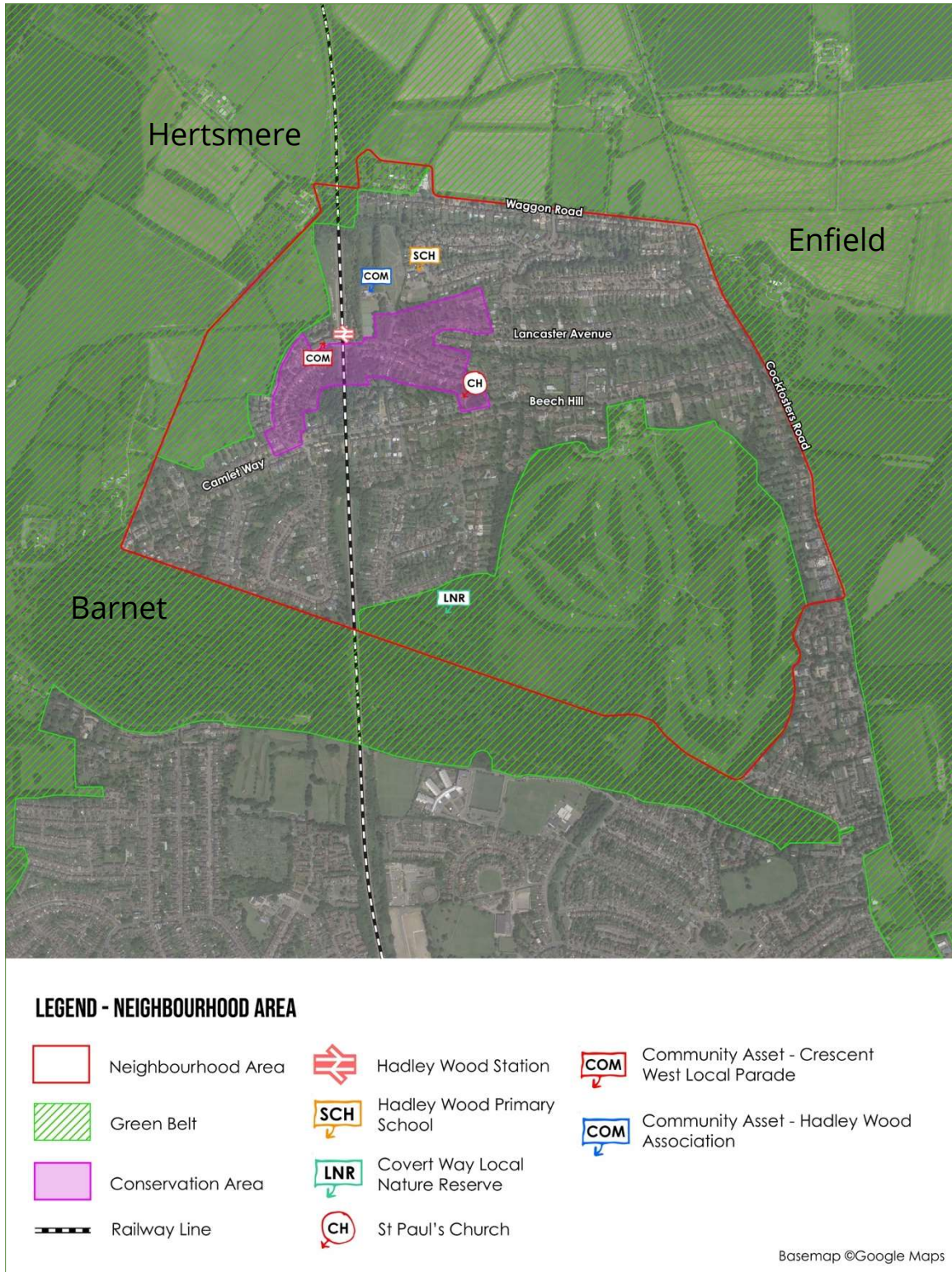


Figure 1: The designated Hadley Wood Neighbourhood Plan area.

2.1 The Neighbourhood Plan Area covers the settlement of Hadley Wood (Figure 1). Hadley Wood is a 'free-standing' settlement to the north of New Barnet, located on the edge of the London Borough of Enfield. It is surrounded by London's Metropolitan Green Belt, with a combination of agricultural, common and recreational land separating this from other nearby areas, including Cockfosters, High Barnet and New Barnet. As such, this semi-rural location benefits from 'clean air', with relatively low levels of nitrogen dioxide pollution (*Source: 'National Atmospheric Emissions Inventory', The Tree Council*).

2.2 Waggon Road forms the northern boundary of the Neighbourhood Plan area, overlooking Green Belt agricultural land to the north.

The southern boundary is formed by Hadley Wood Golf Club and the Covert Way Local Nature Reserve, both also part of the Green Belt.

The eastern boundary runs along and includes Cockfosters Road, which runs north-south, connecting Hadley Wood with Potters Bar, Trent Park and Cockfosters. There is a form of almost continuous ribbon development along the western side of Cockfosters Road, linking Hadley Wood with Cockfosters. The eastern side again comprises agricultural Green Belt land.

The western boundary is along the Monken Hadley Conservation Area, part of the Borough of Barnet.

Beech Hill and Camlet Way form the main east-west spine through the centre of Hadley Wood, from which other residential streets radiate. Crescent West and East form a loop north of Camlet Way, along which the local centre and Hadley Wood railway station are found.

2.3 Hadley Wood is an increasingly car-dependent community, with the lowest levels of public transport accessibility (PTAL), as measured by Transport for London. Train services run between Moorgate in the City of London to the south and Welwyn Garden City in the north, and link Hadley Wood with London Underground services, but only from Finsbury Park onwards. Since 2014, the train operator has been Great Northern, part of the Govia Thameslink Railway (GTR) franchise. Hadley Wood is located in close proximity to the M25 for access to the national road network for business and leisure travel.

2.4 The area remained largely undeveloped until the late 19<sup>th</sup> century, when the railway station was opened. Over time it became an attractive commuter suburb and remains as such today, displaying a primarily domestic character of development. The centre of Hadley Wood, around Crescent East and West, dates from Victorian times and forms the core part of the designated Conservation Area<sup>5</sup>.

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<sup>5</sup> See map of the Conservation Area in Appendix 2



2.5 Subsequent expansion of Hadley Wood from the 1900's to the 1960's took place through a series of new streets and estates, each reflecting the prevailing architecture of the time, and with spacious gardens. Since the 1990's development has been piecemeal, with infill/back garden, extensions, conversions and luxury apartments prevailing. The majority is of high quality construction and innovative architecture, but not strategically planned. The number of homes in Hadley Wood has grown by over a third over the last twenty years and has begun to change the 'leafy, semi-rural village' character of the area.

2.6 As at 2018, the Neighbourhood Plan area had a population of approximately 2,475 people, with a mean age of 40 years. By comparison, the mean age for residents in Enfield as a whole was 36 years. The predominant age band in Hadley Wood was 45 to 59, representing a quarter of the total population in the Neighbourhood Plan area.

Almost half of all homes in Hadley Wood were owned outright, i.e. do not have a mortgage (Figure 2), comparing to an average of just 26% for Enfield and 31% for London as a whole<sup>6</sup>. In total, around 92% of all homes in Hadley Wood are privately owned (either outright or with a mortgage), compared to 58% across Enfield and 63% for London as a whole.

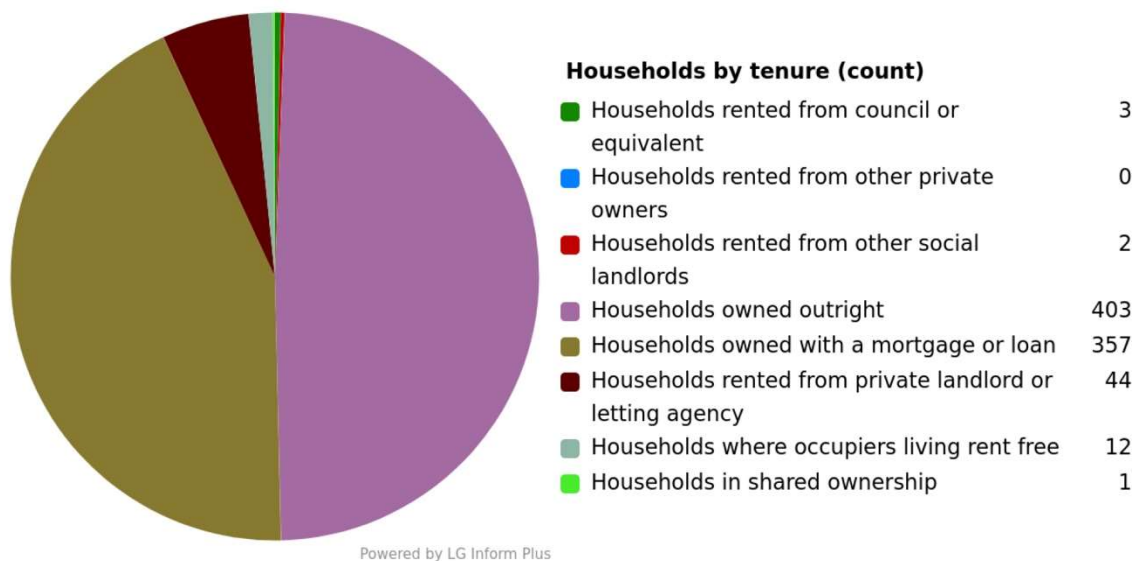


Figure 2: Household tenure in Hadley Wood (footnote 6)

<sup>6</sup> Information sourced from Local Government Association research report, 'Basic facts about Hadley Wood Neighbourhood Plan area', using information from the Office for national Statistics, Census 2011.

## What you told us

2.7 The consultation exercises undertaken by the HWNPF between 2015 and 2022 identified a range of issues of importance for addressing in the Neighbourhood Plan. Consultation exercises suggested that:

- Hadley Wood is a distinct and well-defined neighbourhood, entirely surrounded by Green Belt woodland, farmland and managed open space. Within Hadley Wood itself the network of green spaces, trees, verges, streams and gardens are what help characterise the area. However, new and extended development has resulted in the loss of green space, particularly in terms of front gardens, many of which have been paved over and walled in. This both changes the feel of the area and, because of a loss of vegetation and permeable surfaces, is increasing the risk of flooding.
- The wide range of property styles and types adds character and variety to the street scene, and the distance between properties gives a sense of space. However, more recent development, including new builds and extensions to properties, are seeing these qualities diminish, with new, larger homes dominating the street. At the same time, the presence of larger homes is distorting the supply of homes for different needs, with fewer opportunities for people to live in smaller properties, including those looking to downsize.
- There is a sense of community, it is a safe, quiet and peaceful environment in which to live. However, the increasing presence of new front walls and fences around properties is considered to negatively impact on this sense of community, changing the nature of the street environment.
- The area is poorly provided for in terms of local community facilities and amenities. There is no NHS GP or dentist, bank, post office, supermarket, leisure centre or secondary school. Whilst the Hadley Wood Association Centre and the local shopping parade provide important and valued services, both would benefit from investment and refurbishment.
- Hadley Wood is officially assessed as very poorly served by public transport, with the entire neighbourhood in the lowest categories of Public Transport Accessibility Level (PTAL 0, 1a, and 1b), as measured by Transport for London. The train service is predominantly only two per hour, and the interconnecting shoppers' bus to Barnet Spires only runs hourly between 10am and 2pm on Mondays to Saturdays. A bus to Potters Bar and Cockfosters passes along the eastern edge of the Plan Area but is not within walking distance for the vast majority of the local population. The network of footpaths and cycle routes linking Hadley Wood with the surrounding communities is limited and distances are substantial. There are no direct public transport links to key local amenities such

as hospitals, NHS dentists and doctors and secondary schools, supermarkets or to Enfield town centre.

- There is severe congestion along the Cockfosters Road during peak commuter periods, when the road operates at more than 100% of capacity<sup>7</sup>, whilst the westerly approach to Camlet Way (from Monken Hadley Common) is a bottleneck at school start and finish times. Local congestion within Hadley Wood is increasing, due to a combination of contractors' vehicles and greater use of home delivery services.

2.8 Although not all of these are 'land-use planning policy' matters, they do reflect the community's concerns and hopes for the area and are thus embedded in this Neighbourhood Plan through a combination of the vision, objectives and supporting Aspirations.

## Legal context of neighbourhood plan

2.9 Neighbourhood plans must be prepared in line with national guidance and legislation, including the Localism Act (2011), the Neighbourhood Planning (General) Regulations (2012)<sup>8</sup>, the Neighbourhood Planning Act, the National Planning Policy Framework (NPPF, 2021), National Planning Practice Guidance (NPPG) and the Environment Act (2021).

2.10 Neighbourhood plans must be in general conformity with the strategic policies of the development plan. The development plan for Hadley Wood comprises the Enfield Core Strategy, adopted in 2010 and the Enfield Development Management Document, adopted in 2014. Work on a new Local Plan is being undertaken by Enfield Council, covering the period up to 2039.

2.11 Furthermore, the London Plan also comprises part of the 'Development Plan'. An updated London Plan was adopted in 2021. The London Plan and Enfield Local Plan, and evidence underpinning these, have therefore been used to help inform the Hadley Wood Neighbourhood Plan.

2.12 Other relevant policy documents at the borough level for Hadley Wood, which form part of the Council's Development Plan, include:

- Section 106 Supplementary Planning Document (adopted 2016).
- Community Infrastructure Levy, Charging Schedule, Regulation 123 List and Instalment Policy (implemented 2016).

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<sup>7</sup> Baseline Transport Review produced by WSP for Enfield Council in support of its draft Local Plan 2019-2039.

<sup>8</sup> Updated in 2015 and 2016.



- Decentralised Energy Network Technical Specification Supplementary Planning Document (adopted 2015).

- 2.13 This Neighbourhood Plan takes account of Enfield's development plan documents and the suite of supporting material providing evidence to this, all of which can be accessed via the Enfield Council website<sup>9</sup>. An interactive version of the Enfield Local Plan policies map is available online<sup>10</sup>.
- 2.14 The relationship between the Neighbourhood Plan and the strategic policies of the development plan are described in the Basic Conditions Statement.

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<sup>9</sup> See: <https://www.enfield.gov.uk/services/planning>

<sup>10</sup> See: [https://www.enfield.gov.uk/\\_data/assets/pdf\\_file/0022/3487/adopted-policies-map-planning.pdf](https://www.enfield.gov.uk/_data/assets/pdf_file/0022/3487/adopted-policies-map-planning.pdf)

## 3. Hadley Wood 'tomorrow'

3.1 This section of the Neighbourhood Plan sets out the vision and objectives for Hadley Wood. These have been developed through consultation and establish the community's aspirations for the future of Hadley Wood. At the heart of our Plan is 'Good Growth' with:

- principles that direct growth to the most accessible places, where local amenities are within walking and cycling distance, and where public transport options are available for longer trips;
- principles that retain existing trees, plant new trees, and mitigate the impacts of loss of natural habitats on environmental risks of flooding and poor air quality; and
- principles that recognize the cumulative impact of historical and future development on character, the environment and congestion.



*Figure 3: Tree-lined streets and landscaped front gardens are a key characteristic of Hadley Wood (source: HWNPF)*

3.2 Development in Hadley Wood should create high quality new homes and appropriately altering existing buildings. This should go hand in hand with improving public spaces and facilities to help protect and further enhance Hadley Wood's distinct and widely appreciated character. This Plan seeks to retain and protect positive features whilst supporting sustainable growth.

3.3 During the consultation for this neighbourhood plan residents highlighted a number of priorities:

- Greater focus on protection of the natural environment.
- More properties providing genuine down-sizing opportunities for local residents and a better opportunity for the younger generations to remain in Hadley Wood.

- Investments in public services and community facilities, so that fewer road journeys are needed.
- Completion of Enfield Council's plan for cycle routes to fully link the west to the east of the borough, including enhancing the existing public footpath between Waggon Road and the Ridgeway.
- Improvements to street pavements, particularly where they are absent, as they are in parts of Duchy Road and Waggon Road.
- A major refurbishment of the Hadley Wood Association Centre to update and modernise local community facilities including more flexible spaces for a greater range of organisations, recreation, education and hall hire, and improved bases for clubs, pre-school and the local community security patrol; together with investment in the sports field (at Bartrams Lane), tennis courts and grounds generally.
- Investment in the local primary school.
- Upgrading broadband, so that homeworking becomes an efficient alternative to commuting.
- Strategic reviews and investments in local waterways and main drainage to mitigate increasing flood risks.

## Vision

### 3.4 Our vision for Hadley Wood is:

***Future development in Hadley Wood should follow the principles of 'good growth', by reinforcing and protecting the intrinsic qualities of both the built and the natural environment.***

***New homes must be of a high quality design and provide a wider choice for all.***

***The Green Belt, other green spaces, trees and vegetated gardens, that are so important to biodiversity, wellbeing, drainage and air quality, must be given stronger protection from inappropriate development.***

***New footpaths, cycle routes and improved public transport will help healthier active lifestyles and reduce reliance on the car.***

***The Plan supports sustainable development, while helping to preserve our local character and protect the natural environment.***

- 3.5 The policies, and projects presented within this Neighbourhood Plan intend to deliver on the vision and objectives that flow from it, as presented in the following section of the Plan.
- 3.6 It is important that the Neighbourhood Plan is read as a whole. The policies should be viewed together in the preparation and determination of planning applications.

## Objectives:

- 3.7 The objectives below provide a framework for the Neighbourhood Plan policies.

### **Objective 01: Green Infrastructure and Natural Environment**

**Development will protect and enhance the existing green/open space and the natural environment, and provide new tree planting.**

*Hadley Wood is a distinct community, separated from other built up areas by Green Belt comprising farmland, historic common land and woodlands. The attractive, undulating landscape around Hadley Wood is recognised as an Area of Special Character and forms the setting of Hadley Wood, contributes greatly to biodiversity and flood mitigation, and large parts are designated as an area of Archaeological Importance. The Neighbourhood Plan does not propose any amendments to the Green Belt, and opposes inappropriate development in the local Green Belt, both within and immediately surrounding the Neighbourhood Plan area.*

*Within the boundaries of Hadley Wood are a number of green, open spaces, including the sports field at Bartrams Lane, the area by the tennis courts, the Covert Way Local Nature Reserve and the golf course. The retention of these areas is assumed in this Plan, and Local Green Space designations are added to enhance protection of these and other valued spaces.*

*Street trees and grass verges are an important element of the natural environment and are to be maintained and enhanced. Front and rear gardens, with lawns, beds and trees, are also vitally important to the natural environment. Development is to retain more of these natural assets.*

### **Objective 02: Flood Risk**

**Future development will demonstrably manage rainwater run-off and flood risk.**

*The retention of trees and greater vegetated space, and the use of more porous and permeable materials for driveways and patios, will mitigate the risk that comes with climate change. Flood risk assessments, drainage plans, and provision of Sustainable Drainage Systems will form part of proposals for development, as appropriate.*

### **Objective 03: Housing**

**Development in Hadley Wood will provide a wider range of housing sizes, including smaller family homes and downsizing options.**

*Incremental development on small sites over the last 20 years has increased the stock of large and expensive properties in Hadley Wood. New development will provide a wider range of housing options.*

*In the absence of large brownfield sites, future development will likely be on small sites and must be designed to reflect the character and qualities of the immediate area. The cumulative impact on the street scene, natural environment, flood risk and congestion will need to be considered.*

*Provision of new housing should go hand-in-hand with the delivery of improved infrastructure, including drainage and community facilities.*

### **Objective 04: Design and Character**

**Development will be of high-quality design and will be informed by existing character and grain, including height, scale and massing.**

*The height and scale of new and extended buildings shall have regard to, and respect, the proportion, proximity, density and rooflines of existing buildings in their vicinity. In all development there shall be a clear presumption in favour of preserving the distinctive character and appearance of the area.*

### **Objective 05: Public and Community Facilities**

**Development will, for example through CIL payments, support and contribute to public and community facilities in the area - bringing improvements for the local population.**

*Local services and community facilities - including the primary school, pre-schools, church, golf and tennis clubs, and the Hadley Wood Association Centre and grounds - are all highly important in delivering a sustainable community. However, new public services, such as an NHS GP practice or Community Health Centre, will be encouraged.*

### **Objective 06: Transport**

**Development will, for example through CIL payments, support and contribute towards enhancing the provision of public transport, pedestrian and leisure footpaths and cycle routes.**

*Sustainable travel enhancements and the impact of vehicles on the local environment will be key considerations, including improvements to local bus services (for example*

*increasing the frequency of the 399 bus and extending the route to Cockfosters, High Barnet Underground station and Barnet Hospital). Rail related developments will continue to be one of the priorities, led and managed by the Hadley Wood Rail User Group.*

### **Objective 07: The Crescent West Shopping Parade**

**Any future development of the Parade will promote and support our local retail businesses**

*The shopping parade and station are at the geographic centre of our community, providing a range of local services and employment. Further development of the community offering of this area will be promoted.*



## 4. Setting and character

### **Objective 01: Green Infrastructure and Natural Environment**

*Development will protect and enhance the existing green/open space and the local environment, and provide new tree planting.*

### **Objective 02: Flood Risk**

*Future development will demonstrably manage rainwater run-off and flood risk.*

### **Objective 04: Design and Character**

*Development will be of high-quality design and will be informed by existing character and grain, including height, scale and massing.*

## Setting



*Figure 4: Aerial view looking southeast across Hadley Wood, with the railway station in the foreground. This view emphasises the verdant character of the area, which the Plan seeks to protect and enhance. (source: HWNPF)*

- 4.1 Hadley Wood's setting and character are overwhelmingly defined by its verdant character and the Green Belt that surrounds it.
- 4.2 Enfield's Core Strategy 2010-2025 contains important aims:
- Strategic Objective 2 promotes environmental sustainability;
  - Strategic Objective 9 aims to protect and enhance the natural heritage and open character of the borough; and the network of green infrastructure; and
  - Strategic Objective 10 promotes high quality design, enhancing local distinctiveness and identity.
- 4.3 A Heritage and Character Assessment was undertaken for this Plan (see Appendix 6), identifying key features and matters that should be considered in the design of new development, including extensions. This complements the Council's Hadley Wood Conservation Area Appraisal and associated Conservation Area Management Proposals<sup>11</sup>, and takes account of the associated Article 4 Direction (2006).
- 4.4 The Heritage and Character Assessment states, amongst other things:
- Located 20km north of central London, some 2km within the M25. Part of Greater London but surrounded by Green Belt land and retains semi-rural 'village' feel.
  - The Neighbourhood Plan area covers 2.5km<sup>2</sup>, approximately 1,000 housing units and a population of some 4,000.
  - Long history dating back to the 1100s, when Monken Hadley village and the Enfield Chase royal hunting ground were established. The latter was broken up into fields in 1777 and the Beech Hill Park mansion, now the Hadley Wood Golf Club House, was built.
  - A small number of large houses existed until the railway station opened in 1884 and what is now the Conservation Area was constructed.
  - Until the 1960s new streets with large plots were built on open farmland, whereas subsequent development was higher density in-fill. Since 2000 this has intensified, with re-builds comprising larger mansions and apartment blocks.
  - Situated in rolling countryside which creates a verdant backdrop, visible across the area, particular from the higher ground.
  - Self-contained village surrounded by Green Belt, isolated in rural landscape despite proximity to Barnet, Cockfosters and Potters Bar.

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<sup>11</sup> <https://www.enfield.gov.uk/services/planning/conservation-areas/hadley-wood-conservation-area>



- Characterised by detached houses, with many surviving buildings. An eclectic mix of suburban styles, high quality built form and architectural detailing primarily in the Conservation Area.
- Trees in streets and gardens create layers of vegetated structure and contribute to the verdant character. Trees often have canopies visible above development rooflines.
- Spacious, often tree-lined, streets softened by grass verges and medium to large well-vegetated front gardens.
- Buildings are typically two storeys in height (some with loft/roof accommodation), reinforcing the domestic character of the settlement and reducing the visual impact of individual properties.
- Community facilities are focused around the station, including a parade of shops and community facilities of the Hadley Wood Association.
- Issues include, inter alia, the small number of amenities within walking distance; poor drainage; new development with little consideration for appropriate proportions; boundary treatments that are not in keeping with the traditional vernacular, height, visual permeability and materials; loss of architectural details; front gardens paved over; damage to grass verges by car parking and vehicles working on construction sites.



*Figure 5: Views of the surrounding countryside are a key feature of Hadley Wood (source: HWNPF)*





Figure 6: semi-rural setting of Hadley Wood, with low rise buildings that do not harm long-distance views (source: HWNPF).

- 4.5 The views of the countryside that are a characteristic feature are threatened by the extension, modification and redevelopment of properties, partly through Permitted Developments. Increasingly large developments create a ‘terracing’ effect, with buildings occupying (almost) the full width of the plots and reducing the gaps between buildings, restricting the views of the backdrop and thus the character of Hadley Wood. These views are further threatened by raising roof heights to add additional storeys to buildings.

It is important that new buildings, and extensions to existing buildings, should retain characteristic views through to gardens and the rural landscape beyond, as illustrated in Figure 7.

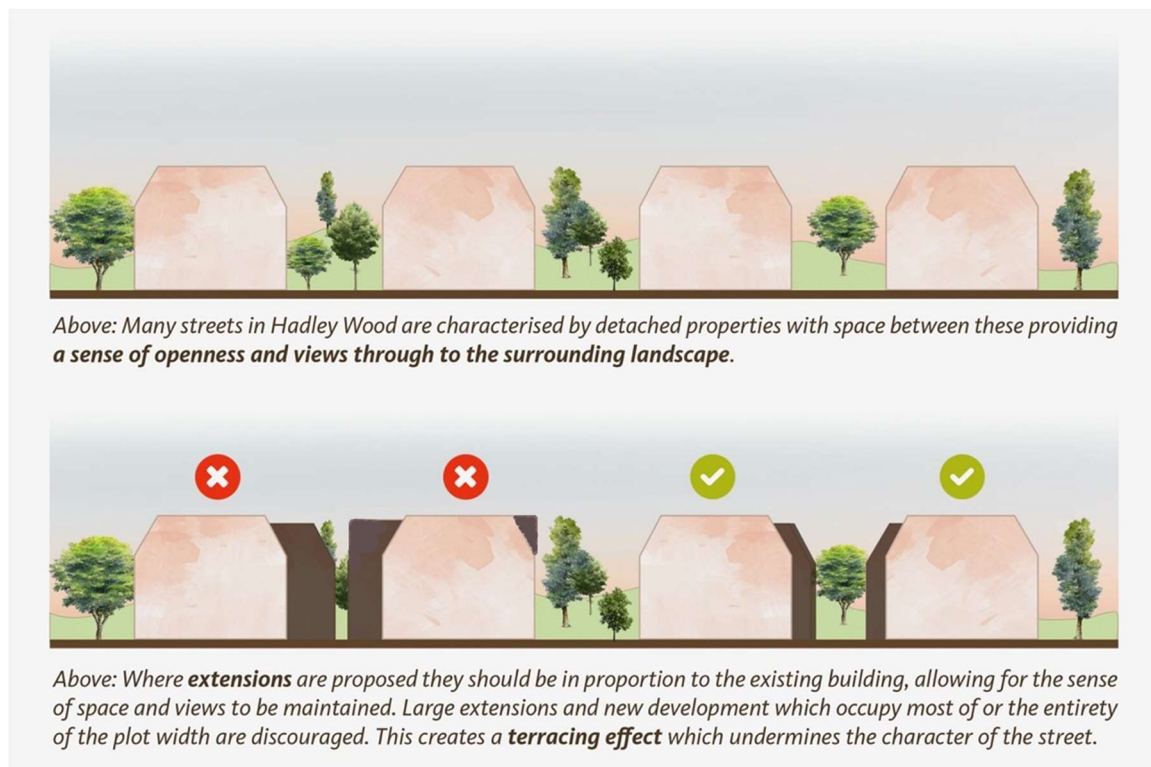


Figure 7: Proposals for development in Hadley Wood, either new development or extensions, should avoid creation of a terracing effect and maintain views between properties. (source: Troy Planning)



### Policy HW-1: Setting, character and views

Proposals for development in the Neighbourhood Plan area, including new build, extension or replacement buildings, must be sensitive to the characteristics<sup>(1)</sup>, appearance and setting of Hadley Wood and must be in line with the following criteria and:

- a) avoid creating a 'terracing' effect where buildings are extended to the edge of the plot boundary.
- b) The width of the primary building frontage should reflect that of existing properties in the visible locality. Additional back facades may be acceptable as long as they accord with HW-1a) and appear subsidiary.
- c) In all cases, development should retain a minimum of 1m offset from side boundaries and this should be increased in line with the prevailing street character, as the bulk and scale of the property is increased, or where a greater distance is required to retain views between adjacent properties.
- d) Where a proposed development may result in a property that has a bulk and scale greater than that of the established street character of the immediate visible locality, the apparent scale should be mitigated by:
  - i. tiering development, so upper floors are not the full width of the ground floor; and/or
  - ii. having pitch roofs to the sides or crown roofs; and/or
  - iii. further increasing the offset to the boundary in proportion to the increased bulk, scale and massing of the dwelling; and/or
  - iv. designing side extensions that are subsidiary to the host property; with the resulting building remaining visually appropriate for the context.

*(1) For clarity, 'characteristics' include the prevailing architecture, scale, height and massing, boundary treatments and hardstandings; the natural environment including landscape, trees and vegetation; the views of trees, gardens and more distant countryside, visible between properties and over the roofscape.*

To respect the privacy, outlook and amenity of neighbours homeowners and developers are also strongly encouraged to adhere to the rules for larger developments when completing Permitted Developments, particularly with respect to spacing to the boundary and building angles.

## Boundary walls

- 4.6 Enfield Core Policy 30 seeks to maintain and improve the quality of the built and open environment. Enfield DMD Policy 8 states that boundary treatments should *'not dominate or cause harm to the character or appearance of the property or street... in the case of front boundary treatments, the height should not normally exceed 1m.'*<sup>12</sup>
- 4.7 The erection of new boundary walls, gates and railings around front gardens has begun to change the characteristic street scene across Hadley Wood, reducing the verdant character of streets and undermining the special qualities of the area (see Figure 8, in contrast to Figure 9).

In many instances, buildings have effectively been enclosed behind boundary walls, compromising the open, landscaped nature of streets, with the alignment of the street front and building edges fragmenting the street.



Figure 8: Example of boundary wall that adversely impacts on the quality and character of an area (source: Google Maps)

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<sup>12</sup> Note the Article 4 Direction that restricts certain PD rights for heritage assets, especially in the Conservation Area.



Figure 9: Open front gardens enhance the character of an area (source: HWNPF)

- 4.8 Although some changes to front gardens can be made under Permitted Development (PD) rights<sup>13</sup>, such as installing walls and railings up to 1m in height, the importance of open and visible front gardens to the character of Hadley Wood means that for the Neighbourhood Plan area, best practice design guidance should apply (Figure 10).

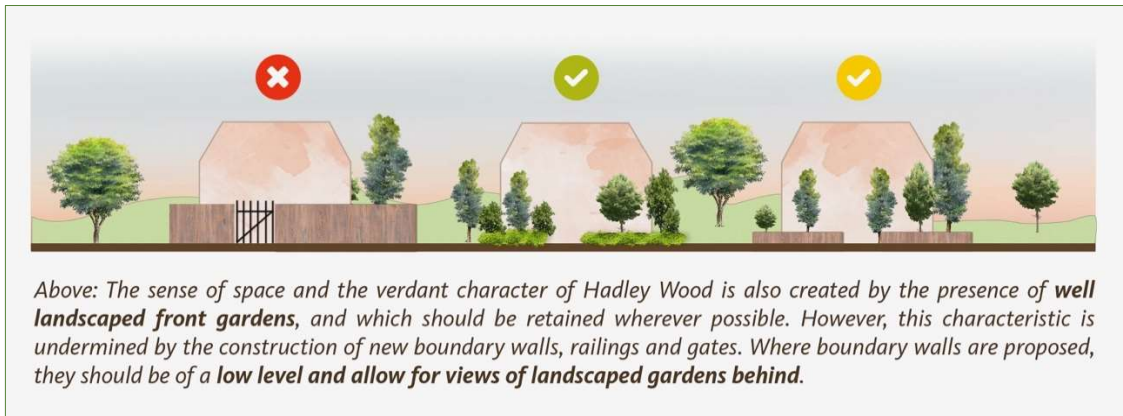


Figure 10: The open nature of the street scene in Hadley Wood should be retained wherever possible (source: Troy Planning)

<sup>13</sup> Works that do not require a planning application, as set out in the Town and Country Planning (General Permitted Development) Order 2015, as amended since then. Note: the Art. 4 Direction disapplies some of these rights for heritage assets and the Conservation Area.

### Policy HW-2: Front boundary walls, railings and gates

Front boundary treatments require planning approval if the height exceeds 1m. Whenever new or replacement walls, gates and/or railings are installed:

- a) These must be of an appropriate level and allow for views of landscaped gardens behind and comply with Enfield Policy DMD 8, which states that the height should not normally exceed 1m.
- b) Solid front walls of 0.5m or lower will be supported. Front boundary treatments that are higher than 0.5m must be constructed of railings or similar, but can incorporate a solid lower section.
- c) To ensure safety of pedestrians and road users gates that have the potential to block visibility of the footway or street must be set back from the edge of the pavement and carriageway, and maintain visibility splays (Enfield Council's Technical Standards refer <sup>14</sup>).

All front boundary treatments must, as far as possible, retain hedges, trees and other natural features and the open character of the street scene. They must also avoid damaging or destroying tree roots.

- 4.9 Whilst it is recognised that residents want to ensure the security of their homes, best practice guidance from the Metropolitan Police and 'Secured by Design'<sup>15</sup> discourages high front boundary treatments. It notes that:

*"It will be desirable for dwelling frontages to be open to view, so walls, fences and hedges will need to be kept low... avoid obstructing visibility of doors, windows and access gates to the rear of the property. Similarly, planting which allows a clear line of sight to the pavement and road is preferable."*

The Planning Inspectorate has refused appeals in respect of tall gates and railings. For example, in dealing with the appeal by a Hadley Wood resident the Inspector noted: "There is no evidence before me to demonstrate that crime rates are significantly higher in [road name] as suggested. That aside, there is a wide and readily available range of alternative security measures for effectively protecting homes and vehicles."<sup>16</sup>

<sup>14</sup> <https://governance.enfield.gov.uk/documents/s39945/ENV12134Appendix1.pdf>

<sup>15</sup> Police Crime Prevention Initiatives, March 2019, Secured by Design: Homes 2019, Version 2.

<sup>16</sup> Details omitted to protect the privacy of the applicant; planning ref. 21/000040/ENFORC.



- 4.10 The Hadley Wood Neighbourhood Planning Forum encourages residents to improve home security through a series of other mitigation measures, as an alternative to walls, railings and gates. Security options include;
- Membership of both Hadley Wood Security and Neighbourhood Watch.
  - Installing security cameras, doorbell cameras, door chains, and other home security devices.
  - Using steering locks for cars parked on the road and driveway.
  - Planting 'thorny' species under exposed windows.

## Front gardens

- 4.11 Front gardens are a core component of the identity and character of the Neighbourhood Plan area. The landscaping of front gardens is also important in managing the risk of surface water flooding.
- 4.12 Various Enfield policies deal with gardens:-
- Core Strategy Policy 30 recognizes the importance of front gardens to the character and quality of place.
  - DMD Policy 7 *'seeks to protect and enhance the positive contribution gardens make to the character of the Borough'*.
  - Core Strategy Objective 2 aims to manage and reduce flood risk.
  - DMD Policy 59 states that *'new development must avoid and reduce the risk of flooding, and not increase the risks elsewhere'*.
- 4.13 The large scale paving over of front gardens is having a detrimental impact on the overall character of Hadley Wood. As established through the Heritage and Character Assessment<sup>17</sup>, much of the area is typified by larger houses set back from the street edge and, historically, benefitting from large, well landscaped gardens. As a greater proportion of front gardens is paved over, and new walls and gates erected around these areas, so the character has begun to change. This is an issue recognised by Enfield Council, who state in their Development Management Policies Document<sup>18</sup> that:

*'The cumulative loss of front gardens over time has a negative impact on suburban form and character of residential areas'*.

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<sup>17</sup> Aecom for HWNPF, Hadley Wood Heritage and Character Assessment 2018 (Appendix 6).

<sup>18</sup> Enfield Council, Development Management Document 2014 (See para 7.2.3).



- 4.14 The changes to front gardens and the impact on character is also noted within the Enfield Characterisation Study<sup>19</sup>. This identifies Hadley Wood as falling within the 'large suburb' character type. It notes:

*'Houses in this type tend to be set well back from the road within a large plot. They are typically large and redevelopment with increasingly large and lavish buildings is a hallmark of the most affluent areas. Privacy and security is a notable concern with strong boundaries and gates now common, although these are not typically original.'*

- 4.15 The impact is recognised in the Enfield Characterisation Study as a 'key issue'. The Study recommends that:

*'Street trees, verges and planting in front gardens make a significant contribution to the quality and character of these areas and should be protected. This will help to mitigate against the effects of climate change and support better biodiversity and sustainable drainage.'*<sup>20</sup>

This is reflected in Enfield DMD Policy 8, criteria (i), which states that hardstandings should *'not dominate the appearance of the street frontages or cause harm to the character or appearance of the property or street, and are permeable in line with DMD policies on Flood Risk'*.



Figure 11: Examples of impermeable hardstanding (source: Google Images)

- 4.16 The impact of changes to front gardens is expressed in Enfield's Development Management Document, with paragraph 7.2.1 stating:

<sup>19</sup> Urban Practitioners for Enfield Council, February 2011, Enfield Characterisation Study.

<sup>20</sup> [https://www.enfield.gov.uk/\\_data/assets/pdf\\_file/0023/6089/planning-policy-information-enfield-characterisation-study-parts-5-6-february-2011.pdf](https://www.enfield.gov.uk/_data/assets/pdf_file/0023/6089/planning-policy-information-enfield-characterisation-study-parts-5-6-february-2011.pdf)

*'The pressure for off-street road parking continues to see applications for converting domestic front gardens into parking spaces, ultimately resulting in an aesthetic and environmental impact on the character of a street. This may be through various impacts such as the loss of green landscaping and natural drainage, street furniture, or traditional boundary features such as walls, hedges and garden gates.'*

4.17 Enfield has policies aiming to protect gardens:

- DMD Policy 8 states that development should provide *'adequate access, parking and refuse storage which do not, ..., adversely affect the quality of the street scene'*;
- DMD Policy 8 furthermore states that development should ensure that *'hardstandings do not dominate the appearance of the street frontages or cause harm to the character or appearance of the property or street'*;
- DMD Policy 46 states that, where installation of a new dropped kerb is required to provide vehicle access to the area of paving, there should be *'no negative impact on the existing character of the area and the streetscape as a result of the loss of a front garden or grass verges to hardstanding'*.



Figure 12: Front gardens must retain planting (source: HWNPF)

4.18 Permitted Development rights allow homeowners to pave over up to five square meters of their front garden without planning permission when using non-permeable/porous materials, and any size when using permeable/non-porous materials or if rainwater is directed to a lawn or border to drain naturally.

4.19 This is despite guidance from the DCLG (now DLUHC) and Environment Agency issued in 2008<sup>21</sup>, which acknowledged the impact of paved front gardens. It notes, for example, that the paving of front gardens with impermeable surfaces can:

- Increase the risk of flooding (see Figure 13).
- Carry pollutants into the drainage network, which damages wildlife and the wider environment.
- Create overflows from the foul sewerage network, passing untreated sewerage into watercourses.
- Reduce the amount of water soaking into the ground and reaching natural aquifers, limiting the natural cooling effect, and thus contributing to a rise in local temperatures (the urban heat island effect).

4.20 The in-combination effects of too much paved surfacing is causing major issues within Hadley Wood, increasing occurrences of surface flooding and overflow from drains that are unable to cope with the additional surface water run-off. This consequence is quite clearly acknowledged by DLUHC and the EA, who state: *'Although paving over one or two gardens may not seem to make a difference, the combined effect of lots of people in a street or area doing this can increase the risk of flooding.'*<sup>22</sup>

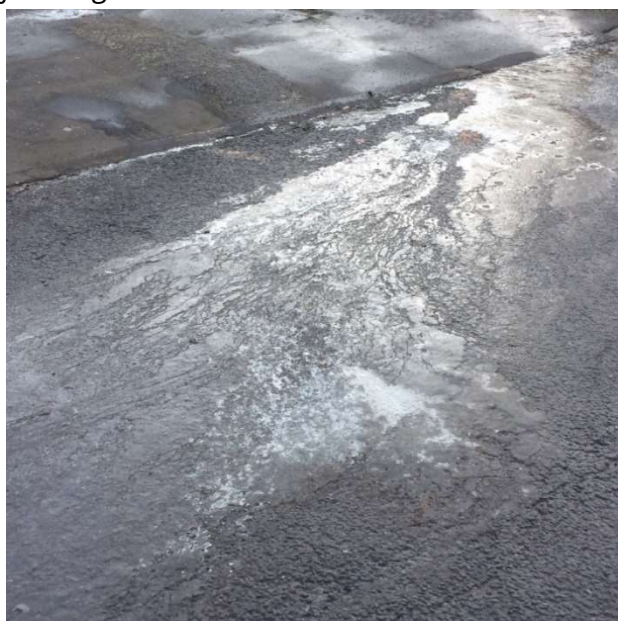


Figure 13: Larger hardstandings with poor drainage can cause flooding; in this example cold conditions led to the road being iced over (source: HWNPF)

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<sup>21</sup> Department for Communities and Local Government, with the Environment Agency, September 2009, Guidance on the permeable surfacing of front gardens.

<sup>22</sup> Department for Communities and Local Government, with the Environment Agency, September 2008, Guidance on the permeable surfacing of front gardens.



- 4.21 Hadley Wood is a car-dependent location, with many households having 2, 3 or 4 cars. For convenience, as well as security reasons, most cars are parked on driveways. Off-street parking is appropriate and encouraged, as many streets are relatively narrow and obstructions hamper the free flow of traffic, which in turn affects air pollution as well as highway safety (especially for cyclists and pedestrians).
- 4.22 However, the provision of sufficient off-street parking should not result in the removal of most or all soft landscaping in front gardens, as green spaces and vegetation represent an integral part of what defines Hadley Wood and help fight the effects of climate change.
- 4.23 An increasing number of councils now require part of the front garden to remain unpaved. For example, Welwyn Hatfield, Redbridge, Brent and Fleet stipulate that 50% must be soft landscaping<sup>23</sup>. Hadley Wood residents are strongly encouraged to follow the example of those councils and aim to keep up to half of the front garden vegetated, but Policy HW-3 sets the minimum area that must remain unpaved at 25%.

### Policy HW-3: Paving of front gardens

Front gardens are of immense importance to the setting and character of a locality, reduce flooding risk, support biodiversity and help mitigate the effects of climate change.

All new and replacement hardstandings must:

1. Maximise the retained area of lawn and vegetation. A minimum of 25% of the front garden must be retained as soft landscaping, i.e. unpaved (unless individual circumstances render that not appropriate). Homeowners are strongly encouraged the maximum area possible; and
2. Incorporate Sustainable Drainage Systems (SuDS) and permeable or porous materials that reflect the character of the area; and
3. Not directly run-off into the drainage system (to avoid adding to flood risk and to ensure pollutants do not enter rivers).

<sup>23</sup> Fleet – 50% [https://www.hart.gov.uk/sites/default/files/2022-11/fleet\\_adopted\\_np\\_nov\\_19\\_accessible.pdf](https://www.hart.gov.uk/sites/default/files/2022-11/fleet_adopted_np_nov_19_accessible.pdf)

Brent – 50% (30% for shorter and narrower front gardens)

[https://www.brent.gov.uk/media/16405868/development-management-policies-final\\_small-nov-2016.pdf](https://www.brent.gov.uk/media/16405868/development-management-policies-final_small-nov-2016.pdf) and

<https://www.brent.gov.uk/media/16416230/guidance-notes-for-footway-crossover-v13-december-2019.pdf>

Redbridge – 50%, depending on the garden size <https://www.redbridge.gov.uk/media/7202/2019-redbridge-housing-design-guide-spd.pdf>

Welwyn Hatfield – 50% unless individual circumstances render that not appropriate <https://www.wgc-ems.org/design-guide/gardens/hardstanding/>

Until such time that the GPDO 2015, as amended, includes adequate protections of front gardens, the approval of any application for new build, extension to existing dwelling or new/replacement front boundary treatment that reduces the permeable and/or vegetated area of the property is encouraged to, by default, add a condition that removes the Part 1, Class F Permitted Development rights ('Hard Surfaces'), unless there are other safeguards to ensure that a minimum of 25% of the area to the front of the dwelling will be kept as vegetated garden space.

- 4.24 To ensure that the above policy to protect the front gardens applies, approvals of new builds, extensions and new/replacement front boundary treatments are advised to be accompanied by a condition that removes the Class F Permitted Development rights for Hard Surfaces.
- 4.25 The two images below, from the same street elsewhere in north London, show the superior character of a locality when vegetation is retained:-



Figure 14: Trees, shrubs and other vegetation materially improve the character of an area (source: Google Maps)

- 4.26 In the Neighbourhood Plan area off-street parking is becoming a material issue where single family dwellings are replaced with apartment buildings, and developments have been approved that will require on-street parking on Cockfosters Road, Camlet Way and Duchy Road, which will create highway safety issues and discourage cycling.
- 4.27 The London Plan caps the number of parking spaces for new developments, as the Mayor wishes to reduce car usage. While the HWNPF is wholly supportive of this aim, it is only feasible if adequate alternative transport is available. As discussed in Appendix 5, Hadley Wood is poorly serviced by public transport and has very few amenities reachable by bike or on foot. Car usage will therefore remain the main mode of transport in the foreseeable future and adequate safe parking is important.
- 4.28 The issue has become a problem in the NP area for developments that involve the replacement of single family dwellings with high end apartment buildings, and the number of cars parked on the plot rises from less than 4 to over 15 in some cases. As costs have risen, development proposals increasingly have additional apartments

instead of underground car parks. The car parking is moved to the front of the buildings, which not only affects the character and setting but can also only accommodate a limited number of spaces for the future residents, and none for visitors, deliveries or trades.

- 4.29 The London Plan allows more parking spaces for locations with poor public transport:
- Table 10.3 of the London Plan (2021) stipulates a maximum of 1.5 spaces per 1, 2 and 3 bedroom housing unit.
  - However, a footnote to the Table states that “boroughs should consider standards that allow for higher levels of provision where there is clear evidence that this would support additional family housing”.
- 4.30 The entire Plan area is PTAL 0-1 and, until such time when walking, cycling and public transport (such as demand-responsive bus services to amenities and employment) are improved and realistic travel options, Policy HW-4 contains subtly higher parking standards for a very specific type of developments. Further explanatory notes can be found in Appendix 5.

#### **Policy HW-4: Off-street parking**

Notwithstanding the need to retain part of the front gardens as green space, adequate off-street parking should be provided to avoid adverse impacts, especially on highway safety. Plot sizes in the Neighbourhood Plan area allow both to be accommodated.

Where the number of housing units on a site is increased by way of apartments:

- For developments located on the NP area’s main access roads, being Cockfosters Road, Beech Hill, Camlet Way and Waggon Road, the number of on-site parking spaces is required as follows:
  - 1.5 spaces per 1 - 2 bedroom unit;
  - 2 spaces per 3+ bedroom unit; and
  - an appropriate number of additional on-site spaces for visitors and deliveries/maintenance workers.
- For developments on other roads the maximum number of on-site parking spaces shall be 1.5 per 1+ bedroom unit.

- 4.31 The HWNPF encourages homeowners to ‘de-pave’ areas of hard surfacing. London Plan §4.2.10 states that “Impacts on existing biodiversity or green space, as a result of minor housing developments, should be minimised and mitigated through measures such as returning hard standing to green space...”.

- 4.32 Portland, Oregon, has developed a concept to work with the local community to return paved surfaces to permeable surfaces. The initiative was set up as a response to the growing problems created by the increasing area of land covered by paved surfaces, resulting in stormwater pollution, the degradation of water quality and riparian habitats, as well as the disconnection with the natural environment<sup>24</sup>. In the UK, de-paving has been trialed in Lambeth, with funding and support from the Council<sup>25</sup>.

### **Aspiration HW(i): Reinstating front gardens**

The HWNPF encourages homeowners to 'depave' areas of hardstanding and impermeable surfaces in front gardens, preferably reinstating natural materials, or replacing impermeable surfaces with porous material.

Guidance published by The Royal Horticultural Society (e.g.: Front Garden Guide)<sup>26</sup> should be referred to when considering how best to redesign front gardens, particularly those incorporating parking provision.

The HWNPF strongly encourages Enfield Council as the Lead Flood Authority to consider whether an approach to 'depaving' might be included within an update of the Council's Surface Water Management Plan and/or Flood Risk Management Plan to help fund and deliver such change to positively influence the resilience and character of the area.

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<sup>24</sup> To find out more, visit the Depave website: <http://depave.org/>

<sup>25</sup> More information on the trial in Lambeth can be found here: <https://www.lambeth.gov.uk/depaving-a-guide>

<sup>26</sup> <https://www.rhs.org.uk/science/pdf/climate-and-sustainability/urban-greening/gardening-matters-front-gardens-urban-greening.pdf>





Figure 15: Encouragement is given to the retention, and reinstatement, of front gardens (source: HWNPF)

## Heritage Assets

- 4.33 Core Policy 34 of the Enfield Core Strategy commits the Council to work with partners to pro-actively preserve and enhance the Borough's heritage assets. Enfield DMD Policy 44 states that *'applications for development which fail to conserve and enhance the special interest, significance or setting of a heritage asset will be refused'*.
- 4.34 The Hadley Wood Conservation Area (located along Crescent East and West and part of Lancaster Avenue – see Appendix 2) is of historical and architectural value and was first designated in 1989. The suburban red-brick houses are designated heritage assets provide a valued and attractive setting within Hadley Wood and give character to the neighbourhood as a whole.

A Conservation Area Appraisal<sup>27</sup> was completed by Enfield Council and a Management Plan<sup>28</sup> put in place, which seeks to manage the nature and impact of future change in the Conservation Area. All proposals within or in the setting of the

<sup>27</sup>[https://www.enfield.gov.uk/\\_data/assets/pdf\\_file/0026/5768/heritage-conservation-countryside-information-hadley-wood-caa-sept-2016.pdf](https://www.enfield.gov.uk/_data/assets/pdf_file/0026/5768/heritage-conservation-countryside-information-hadley-wood-caa-sept-2016.pdf)

<sup>28</sup>[https://www.enfield.gov.uk/\\_data/assets/pdf\\_file/0023/5774/heritage-conservation-countryside-information-hadley-wood-camp-feb-2015.pdf](https://www.enfield.gov.uk/_data/assets/pdf_file/0023/5774/heritage-conservation-countryside-information-hadley-wood-camp-feb-2015.pdf)



Conservation Area should have regard to this, as well as policies established in the Enfield Core Strategy and Development Management Document.



Figure 16: View of Green Belt land from Crescent West in the Conservation Area (source: HWNPF)

- 4.35 In addition, Enfield Council has adopted a formal Local Heritage List<sup>29</sup>. These buildings, structures and sites have special local interest but are not captured by the NPPF's definition of "Designated Heritage Assets". The Local Heritage List includes, at the time of writing, Hadley Wood Golf Club (the land; the Club House and Stables are Grade II listed), 120-128 Waggon Road (Railway cottages), the postbox on Waggon Road (Edward VIII), and the nearby West Lodge Park Hotel and arboretum.
- 4.36 A number of historic structures in Hadley Wood are protected by statutory Listing; this is subject to change, but the current assets are detailed in Appendix 3.
- 4.37 In addition, a Local Heritage List<sup>30</sup> has been adopted by Enfield Council. The list is subject to change over time but currently includes Hadley Wood Golf Club (Beech Hill Park mansion), 120-128 Wagon Road (Railway cottages), the postbox on Wagon Road (Edward VIII), and the nearby West Lodge Park Hotel and arboretum. There are also a number of other buildings, including some falling outside the Conservation Area,

<sup>29</sup>[https://www.enfield.gov.uk/\\_data/assets/pdf\\_file/0013/4405/enfield-local-heritage-list-may-18-planning.pdf](https://www.enfield.gov.uk/_data/assets/pdf_file/0013/4405/enfield-local-heritage-list-may-18-planning.pdf)

<sup>30</sup>[https://www.enfield.gov.uk/\\_data/assets/pdf\\_file/0018/6228/planning-information-local-heritage-list-guidance-on-selection-criteria.pdf](https://www.enfield.gov.uk/_data/assets/pdf_file/0018/6228/planning-information-local-heritage-list-guidance-on-selection-criteria.pdf)

which positively contribute to the character and heritage of the area and Aspiration HW(ii) looks to include those on the Local List:

- No. 47 Camlet Way comprises a timber framed house with red brick noggin and clay tile roof. The house appears on historic maps dated to 1873. As one of the earliest surviving properties in the Neighbourhood Area, the house is of historic interest to the development of Hadley Wood. The architectural quality contributed to the aesthetic interest of the area.
- Nos. 39, 42 and 43 Camlet Way are a pair of large detached houses. Dated to the mid 19<sup>th</sup> century, the houses are constructed of stock brick, with hipped roofs, short eaves and large stacks. The houses contribute to understanding the development of Hadley Wood and represent the character of the area prior to development by Charles Jack in the late 19<sup>th</sup> century.

4.38 The Hadley Wood Conservation Area Study Group (HWCASG) represents the interests of the Conservation Area in planning matters, through its membership of the Conservation Area Group, now included in the Enfield Environment Forum. The Hadley Wood Association encourages the HWCASG to strengthen its planning role and increase community interest in the heritage assets (including the listed buildings) that play such an important part in defining the setting of Hadley Wood.

### **Policy HW-5: Heritage Assets**

1. Planning applications within the Hadley Wood Conservation Area, as well as those affecting its setting, must have regard to the relevant Conservation Area Appraisal(s) and Management Proposals.
2. Development (both existing properties and new builds) should take advantage of opportunities to enhance the Conservation Area by protecting and, where appropriate, restoring original architectural features, including walls, windows, doors, etc that would make a positive contribution to the Conservation Area.
3. The same care – to protect and enhance – must be taken with other statutory listed buildings (current list in Appendix 3), as well as non-statutory, heritage assets, such as those on Enfield Council's Local Heritage List.

It is noted that national legislation, the planning framework and Enfield's Article 4 Direction may result in certain Neighbourhood Plan policies not applying to the Conservation Area.

### **Aspiration HW(ii): Preserving and Enhancing Locally Significant Heritage**

The HWNPF recognises the importance of non-designated heritage assets at 39, 42, 43 and 47 Camlet Way and strongly encourages their inclusion on Enfield Council's Local Heritage List. Other non-designated heritage assets may be identified over time.

## 5. Natural environment

### Objective 01: Green Infrastructure and Natural Environment

*Development will protect and enhance the existing green/open space and the local environment, and provide new tree planting.*

### Objective 02: Flood Risk

*Future development will demonstrably manage rainwater runoff and flood risk.*

## Green Belt

- 5.1 The setting of Hadley Wood is defined by the Green Belt that surrounds it across three boroughs:-

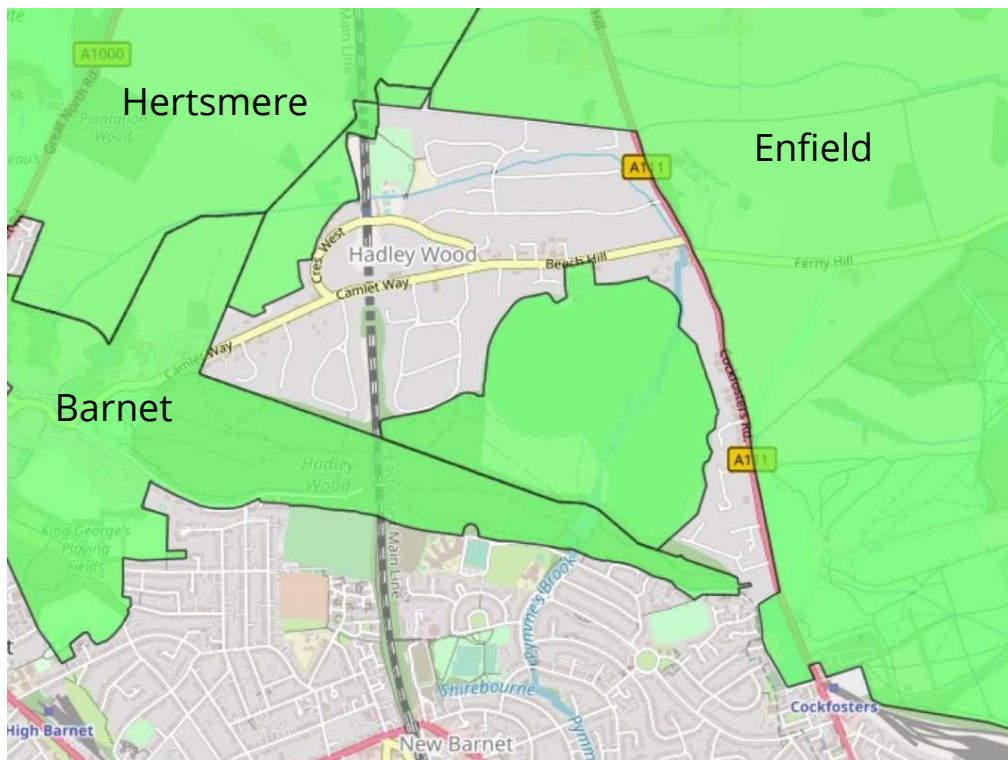


Figure 17: Green Belt around Hadley Wood (<https://troyplanning.com/project/green-belt-map/>)

- 5.2 The Green Belt within and surrounding Hadley Wood is a valued landscape of huge benefit to the local community and wider area. It is of archaeological importance, provides access to the countryside for outdoor leisure and recreation, supports biodiversity, and can provide significant flood storage to benefit downstream areas.



- 5.3 The Enfield Characterisation Study recognizes that the land falls within an Area of Special Character<sup>31</sup>, noting:

### **Farmland Ridge and Valleys**

*The north and north-western Green Belt area which extends from Hadley Wood in the north-west corner of the Borough, across the whole of the top northern edge of the Borough to Capel Manor and Bulls Cross in the north east is characterised by Farmland Valleys and Ridges and is notably Enfield's most important landscape type as it forms a special area of landscape character which is a major asset to the Borough. The Study notes the area's high landscape quality and that its designation as Green Belt has meant that the landscape has been well protected from twentieth century built development.*

### **Rural Parklands**

*Within Enfield's Green Belt two key areas have been characterised as rural parkland, Enfield Chase in the north-west and the large area of recreation land in the north-east comprising Whitewebbs Park, Forty Hall parklands, and the parklands surrounding Myddleton House. This Green Belt typology offers landscapes with strong national heritage and a focus on recreation. Within the wider environment these historic landscapes are generally widely visible forming large woodland areas which are prominent from the north and south.*

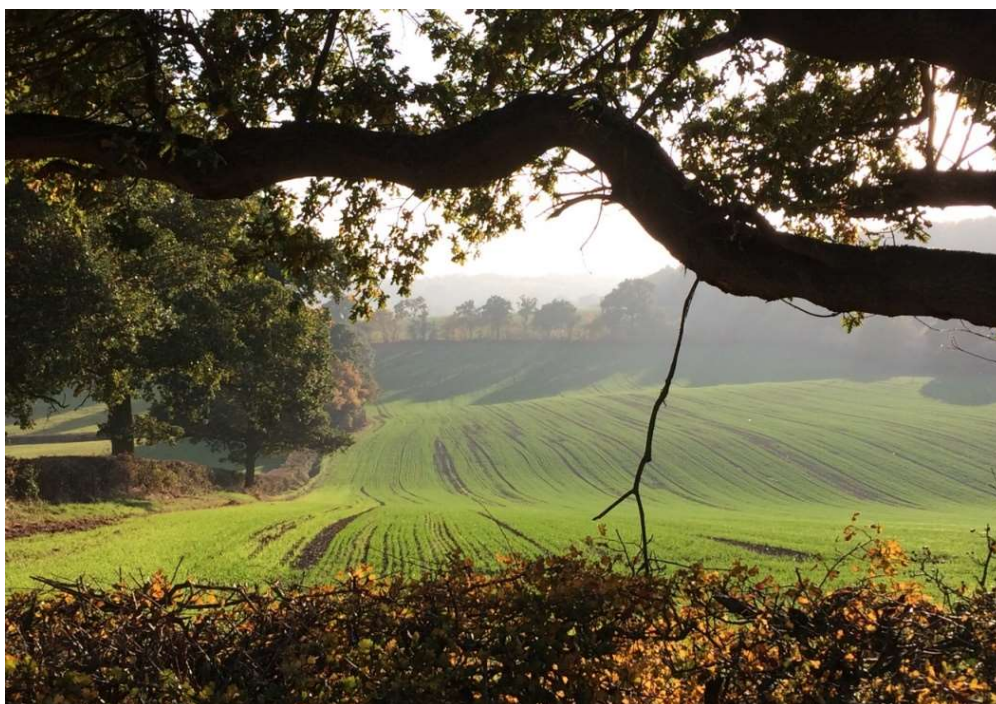


Figure 18: The countryside surrounding Hadley Wood is of a high landscape and amenity value (source: HWNPF)

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<sup>31</sup><https://new.enfield.gov.uk/services/planning/planning-policy-information-area-of-special-character-boundary-review.pdf>

- 5.4 The NPPF opens the Green Belt section with the comments, in paragraph 137, that “The Government attached great importance to the Green Belts” and “the essential characteristics of Green Belts are their openness and their permanence”.
- 5.5 Para 8.2.1 of the London Plan 2021 states that “The Mayor strongly supports the continued protection of London’s Green Belt”, and 8.2.2 states that “The Mayor will work with boroughs and other strategic partners to enhance access to the Green Belt and to improve the quality of these areas”. Para 1.2.1 indicates that the London Plan proposes more efficient use of land to accommodate growth, while protecting the Green Belt.
- 5.6 This principle is also reflected in Enfield planning policy. Strategic Objective 2 of the Enfield Core Strategy promotes a sustainable pattern of development, *‘protecting the Borough’s Green Belt and biodiversity’*.
- 5.7 The NPPF notes that, where a need for changes to the Green Belt boundary has been identified through a strategic review (for example, as part of an updated Local Plan), then detailed amendments to those boundaries can be made through non-strategic policies, including neighbourhood plans.

The London Plan (2021) does not make provision for any Green Belt release.

This Neighbourhood Plan:

- strongly opposes inappropriate development in the local Green Belt.
  - Does not propose any amendments to the boundaries of the Green Belt that surrounds the Plan area (as displayed in Figure 1 above), which forms the setting of Hadley Wood and is a major contributor to its character.
- 5.8 Paragraphs 140 and 141 of the NPPF state that Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, and that, before any such conclusion is reached, all other reasonable options for meeting the identified need for development must be fully examined. Furthermore, paragraph 11 of the NPPF states that all plans should promote sustainable patterns of development that seek to:
- i) Meet the development needs of their area;
  - ii) Align growth and infrastructure;
  - iii) Improve the environment;
  - iv) Mitigate climate change and adapt to its effects.
- 5.9 The HWNPF believes that release of land from the Green Belt in and around Hadley Wood would not meet the above NPPF criteria:
- Hadley Wood is an isolated and car-dependent community with the lowest levels of public transport accessibility, and not within reasonable walking

distance to a local town centre, health and educational facilities, employment, leisure facilities or shopping. Additional car use would add to congestion and air pollution.

- The natural and historic setting of Hadley Wood would be harmed. The value of the local Green Belt includes:
  - The rolling hills, valleys and woodlands that surround Hadley Wood mitigate the visual impact of the built up area;
  - The Hadley Wood Conservation Area and the Monken Hadley Conservation Area are both sited alongside the Green Belt meadows;
  - Throughout Hadley Wood there are views to the open countryside;
  - A key view outwards from the Hadley Wood Conservation Area is into the Green Belt and the Monken Mead valley (see page 40);
  - The Monken Mead valley is of archaeological importance as the location of the Battle of Barnet (War of the Roses, 1471);<sup>32</sup>
  - The area surrounding Hadley Wood was formerly the Royal Hunting Ground of Enfield Chase. Local field patterns have remained largely unchanged since the late 18<sup>th</sup> century;
  - Various parts of the local Green Belt are Sites of Local, Borough or Metropolitan Importance for Nature Conservation, and an Area of Special Character.<sup>33</sup>
  - The land plays a strategically important role in flood mitigation, absorbing rainfall that would otherwise drain into Monken Mead Brook and Green Brook, which are identified as having a high risk of fluvial flooding.
  - The higher grounds at Stagg Hill, The Ridgeway, Waggon Road and Barnet Road have important local views into the Borough of Enfield and onwards to central London.
- There has been virtually no investment in local services or infrastructure, despite a 34% increase in housing units between 2000 and 2018.
- Growth in the number and size of homes has resulted in a material loss of trees and vegetated gardens, adding to the incidents of surface water flooding and a net loss of biodiversity.

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<sup>32</sup> <http://www.battlefieldstrust.com/resource-centre/warsoftheroses/battleview.asp?BattleFieldId=5>

<sup>33</sup> [https://www.enfield.gov.uk/\\_data/assets/pdf\\_file/0022/3487/adopted-polices-map-planning.pdf](https://www.enfield.gov.uk/_data/assets/pdf_file/0022/3487/adopted-polices-map-planning.pdf)

- 5.10 Enfield's Core Policy 34 states that the Council will protect and enhance existing open space and seek opportunities to improve the provision of good quality and accessible open space in the Borough. Enfield's DMD Policy 71 seeks to resist development involving the loss of open space.
- 5.11 The Green Belt that surrounds the Hadley Wood Neighbourhood Area was described by Enfield Council as 'the borough's most important landscape type', and by the neighbouring borough of Hertsmere as an area of 'important landscape character'.<sup>34</sup> The field patterns have remained unchanged since the enclosure of the Royal Chase in 1777, and the source of Monken Mead around Bartrams Quash and Deadman's Bottom is identified in historical research as one of the sites of the Battle of Barnet, and the burial ground of casualties.

### Aspiration HW(iii): The Green Belt

This Neighbourhood Plan proposes that Green Belt boundaries and designations within and surrounding Hadley Wood remain unchanged.

The Plan strongly opposes inappropriate development within the local Green Belt.

## Local Green Spaces

- 5.12 Under the NPPF, neighbourhood plans can designate Local Green Spaces which are of importance to the local community. The NPPF states that a Local Green Space should only be designated where it is:
- a) *in reasonable proximity to the community it serves;*
  - b) *demonstrably special to a local community and holds a local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquility or richness of its wildlife; and*
  - c) *local in character and is not an extensive tract of land.*<sup>35</sup>
- 5.13 The NPPF confirms that policy for managing development within a local green space is consistent with that for green belts. The Local Green Spaces Assessment details how the Local Green Spaces listed in Policy HW-6 (and displayed in Figure 20) meet the criteria for designation outlined in the NPPF. The list includes some Local Green

<sup>34</sup><https://new.enfield.gov.uk/services/planning/planning-policy-information-enfield-characterisation-study-parts-1-4-february-2011.pdf>

<sup>35</sup> Paragraph 102, MHCLG, 2019, National Planning Policy Framework.



Spaces located in the Green Belt. Guidance <sup>36</sup> allows for this, given the different purposes of the designations.



Figure 19: HWA land east of the railway line (proposed Local Green Space #1 in this Plan) (source: HWNPF)

### **Policy HW-6: Local Green Space Designations**

The following sites are to be designated as Local Green Spaces (LGS), as delineated on the map in Figure 20:

1. Hadley Wood Association land to the east of the railway line.
3. Land above the south tunnel, north and south of Camlet Way.
4. Open Space adjacent to St Paul's Church.
6. Hadley Wood Association land to the west of the railway.
7. Hadley Wood Association land over the north tunnel.
10. Covert Way Nature Reserve.

Development proposals in designated Local Green Space will be managed in accordance with national policy for Green Belts.

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<sup>36</sup> Locality, 2018, Neighbourhood Planning: Local Green Spaces, A Toolkit for Neighbourhood Planners.



Figure 20: Local Green Spaces in Hadley Wood. See the LGS Assessment for more information (source: Google Maps)

1. Hadley Wood Association land east of the railway line.
3. Land over the southern railway tunnel, north and south of Camlet Way.
4. Open space adjacent to St Paul's Church.
6. Hadley Wood Association land west of the railway line.
7. Hadley Wood Association land over the northern railway tunnel.
10. Covert Way Nature Reserve.

## Trees and biodiversity

5.14 Enfield Council recognises the importance of trees:

- Core Strategy Objective 2 seeks to protect the biodiversity value of the Borough;
- Core Policy 36 expands upon this, seeking to *'protect, enhance, restore or add to biodiversity interests within the Borough'*;
- DMD Policy 80 provides more detail regarding to development impacting on trees; and

- DMD Policy 81 requires landscaping to add to local character.

5.15 The leafy character of Hadley Wood is reinforced by spacious, tree lined streets (Figure 21), softened by green verges and medium to large, well-vegetated front and rear gardens. The area also benefits from an extensive tree canopy cover (Figure 23), with trees in public spaces and gardens being a characteristic feature of Hadley Wood. Many of the trees areas benefit from Tree Preservation Orders (TPO), all of which should continue to be protected, irrespective of whether they are located within the Hadley Wood Conservation Area.



*Figure 21: Hadley Wood street scene (source: HWNPF)*

5.16 Any works to a tree in a conservation area or protected by a TPO must be the subject of an application to Enfield Council<sup>37</sup>. The presence of trees in Hadley Wood not only contribute to local character, but also to the health and well-being of the community, biodiversity, air quality and flood mitigation. It is thus important to retain trees for numerous reasons<sup>38</sup>.

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<sup>37</sup> <https://new.enfield.gov.uk/services/environment/greenery/tree-protection-and-planning/>

<sup>38</sup> <https://www.citylab.com/environment/2012/07/case-more-urban-trees/2768/> and <https://www.smartcitiesdive.com/ex/sustainablecitiescollective/why-we-need-trees-our-cities/1100050/> and <http://www.woodlandtrust.org.uk/get-involved/street-trees/>



- 5.17 As such, Policy HW-7 requires the maximum possible retention of all existing trees on a development site. Where trees are removed because of development works, including if such removal took place in the 12 months before the related development was applied for, they should be replaced on a 2 for 1 basis, ideally on-site but if that is not possible then elsewhere in Hadley Wood.
- 5.18 During the consultation process on this Plan residents overwhelmingly supported the protection of trees in and around Hadley Wood, with 94% of the Reg. 14 Consultation respondents strongly agreeing or agreeing with the proposed policy. However, some questions were raised with respect to the 2 for 1 replacement requirement. We would therefore note:
- Trees are the biggest plants on the planet and provide oxygen, store carbon, stabilize the soil, help with drainage and give life to wildlife.
  - Greater awareness of the importance of trees is being reflected in planning policies. For example, Bristol City's 'Tree Replacement Standard' links the number of new trees to the trunk diameter of the lost tree, with an 8 for 1 replacement requirement for any lost tree that has a trunk diameter of more than 80cm<sup>39</sup>.
- 5.19 With the changing climate and frequent droughts, which are increasingly causing subsidence in Hadley Wood because of the London Clay subsoil, trees should be chosen carefully<sup>40</sup>.
- 5.20 To optimize the number of healthy trees and mitigate against contagious diseases a broad mix of the species is recommended.

Low water demand trees should be considered when new and replacement trees are planted. Examples include:

- Catalpa
- Corylus
- Liquidambar
- Liriodendron
- Magnolia
- Morus
- Sambucus

Common trees currently in Hadley Wood include<sup>41</sup>:

- Ash (species *Fraxinus excelsior*)
- Cherry (species *Prunus evium*)

<sup>39</sup> See p21 of <https://www.bristol.gov.uk/files/documents/81-spd-final-doc-dec2012/file>

<sup>40</sup> See British Geological Survey, 'Maps show the real threat of climate-related subsidence to British homes and properties'.

<sup>41</sup> See <https://maps.london.gov.uk/trees/>

- Horse Chestnut (species *Aesculus hippocastanum*)
- Sweet Chestnut (species *Castanea sativa*)
- Hawthorn (species *Crataegus monogyna*)
- Lime (species *Tilia platyphyllos*)
- Maple (species *Acer spp.*)

- 5.21 Recommended guidance on the replacement of trees is provided by the Tree and Design Action group at <https://www.tdag.org.uk/trees-in-hard-landscapes.html>. This provides information relevant to large and small gardens, public spaces, street trees and those suitable as part of sustainable drainage schemes.
- 5.22 Fast growing, invasive species, such as leylandii and bamboo, are not encouraged.
- 5.23 All trees in the Conservation Area are statutorily protected, as are those covered by specific Tree Protection Orders. Any pruning of or removal of these trees is subject to permission from Enfield Council.
- 5.24 The Environment Act 2021 requires planning applications to deliver a minimum of 10% net biodiversity gain from November 2023 (exemptions remain to be determined).

### **Aspiration HW(iv): Strengthened tree protection**

The HWNPF supports the protection of all trees in Hadley Wood and mitigation to reduce the risk of tree loss both prior and during development. Total site clearance has become a more frequent occurrence, with negative impacts on character, views, privacy, drainage and air quality.

Trees on public land should also be retained where possible, and replaced when that is not feasible.

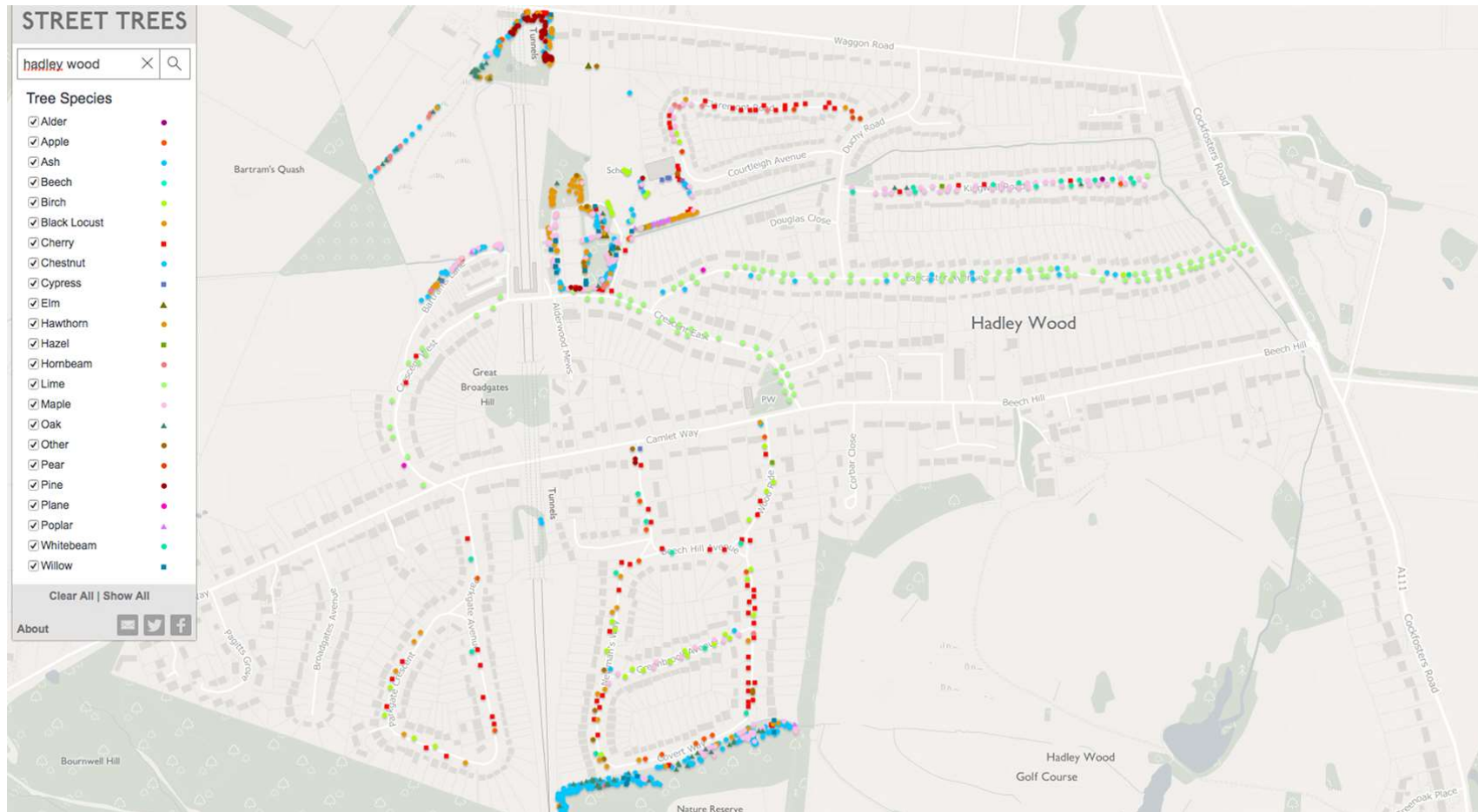


Figure 22: Location and species of street trees in Hadley Wood (Source: <https://maps.london.gov.uk/trees/> accessed June 2018). Note: This map has been created using tree data made available by London's local authorities and Transport for London. It is recognised that it does not represent a complete picture of all street trees in Hadley Wood.





### **Policy HW-7: Trees, the natural environment and biodiversity**

Reflecting the importance of the natural environment:

1. Development proposals must secure a minimum net biodiversity net gain of 10% <sup>(1)</sup>. This is expected to be provided on-site; where this is shown to be not possible it should be provided as close as possible to the development site.
2. Development must maximise the retention of existing trees and grass verges to the extent possible, incorporating these into proposed development. Sufficient space must be allowed above and below ground to prevent damage to root systems and facilitate further tree growth.
3. Any trees that are lost as a result of development must be replaced on a ratio of at least 2:1, preferably on-site or, if not possible, at a nearby alternative site in Hadley Wood. Lost trees include those that were removed in the 12 months prior to date of submission of the planning application for the development.
4. Where landscaping is to be provided, design should help create distinctive places.
5. Where there is genuine unavoidable loss or damage to habitats, sites or features because of demonstrated exceptional circumstances, mitigation and compensation is required.
6. SuDS measures, such as rain gardens, swales and SuDS tree pits into the public realm must be retrofitted to improve localized flood risk, water quality, biodiversity and amenity.

Where appropriate the above will be reflected by way of a condition to the approval of planning applications.

<sup>(1)</sup> as demonstrated through use of the most up-to-date version of the Natural England biodiversity metric and submission of a biodiversity net gain plan submitted as part of planning application. This should be informed by current site conditions and with any proposed habitat creation being appropriate to local context. This applies to all developments, including small sites, which should make use of the Small Sites Toolkit published by Natural England as part of the biodiversity metric. The management plan should show how biodiversity net gains will be managed in perpetuity.



## Flood risk and sustainable drainage

5.25 Enfield Council has various policies on flood risk:

- Core Strategy Objective 2 aims to manage and reduce flood risk and promote sustainable water management;
- Core Policy 26 states that *'Sustainable Drainage Systems will be required in all developments, irrespective of the flood risk at individual development sites'*; and
- DMD Policy 59 states that *'new development must avoid and reduce the risk of flooding, and not increase the risks elsewhere'*. It goes on to state that *'Planning permission will only be granted for proposals which have addressed all sources of flood risk and would not be subject to, or result in unacceptable levels of flood risk on site or increase the level of flood risk to third parties'*.

5.26 Hadley Wood has experienced several floodings in recent years, although the area primarily falls within Flood Zone 1, considered to indicate low risk of flooding from rivers:

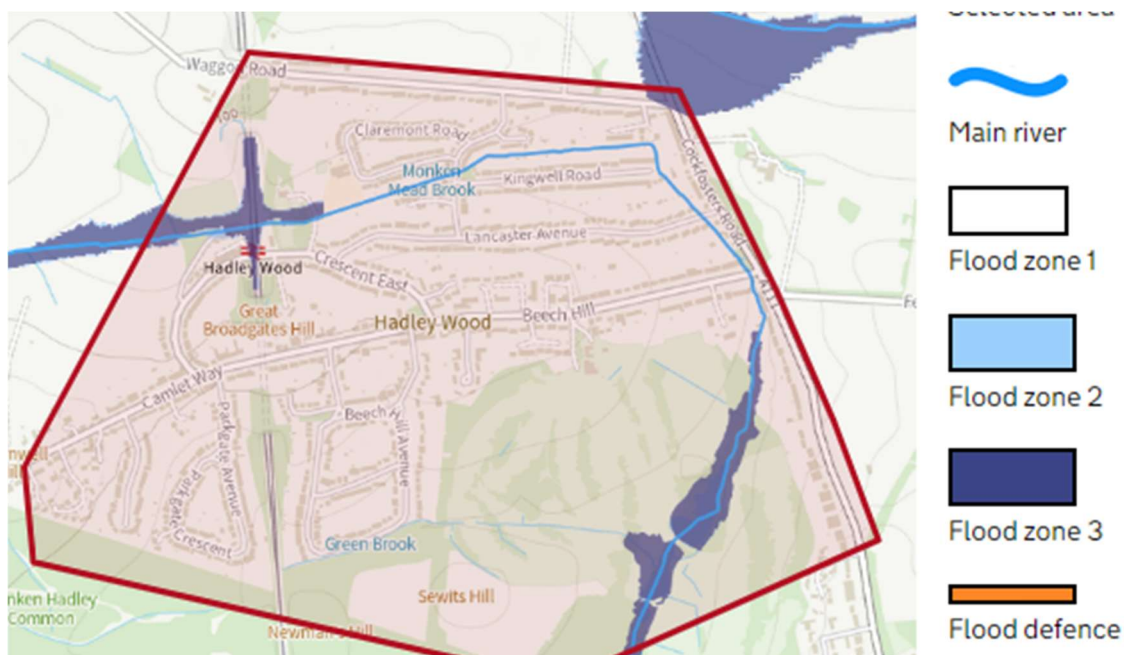


Figure 24: Flood risk zones (source: <https://check-long-term-flood-risk.service.gov.uk/postcode>).

However, the risk of flooding from surface water tells a different story. Mapping available from the government's website shows high risk areas along the

watercourses and a number of local streets. In particular, properties along Parkgate Avenue have been affected by flooding on several occasions (see Figure 26 below).

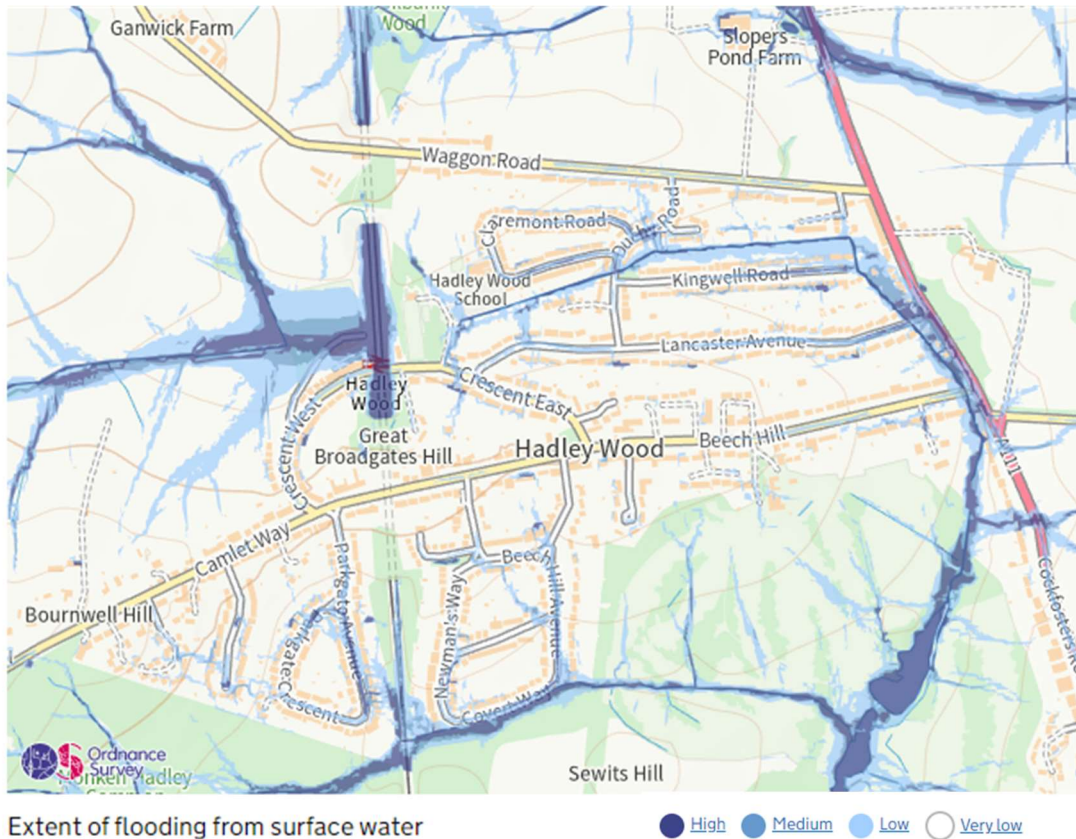


Figure 25: Flood risk from surface water in Hadley Wood <sup>42</sup>

5.27 Risk of flooding in the area is related both to natural and urban factors. In terms of natural features<sup>43</sup>:

- Soil in Hadley Wood is loamy, which holds water and, coupled with the low permeability of the London Clay subsoil, causes seasonal wetness.
- The line of Beech Hill and Camlet Way forms a ridge and high point in Hadley Wood. Land falls away from this, particularly so to the south to Green Brook and Monken Mead Brook, where water is held in a series of three small, artificial lakes. During heavy rainfall, runoff is focussed into a series of bottlenecks which exceeds the drainage system's capacity. This, combined with poorly draining clay soils, increases the risk of flooding.

<sup>42</sup> <https://check-long-term-flood-risk.service.gov.uk/map?eastings=526083&northings=201073&map=SurfaceWater>

<sup>43</sup> Aecom, Hadley Wood Heritage and Character Assessment (2018).



Figure 26: Flooding in Parkgate Crescent, 2015 (source: HWNPF)

- 5.28 The occurrence of surface water flooding is directly related to, and exacerbated by, a combination of the urbanisation of the area, the capacity constraints of the drainage network managed by Thames Water, and climate change. Small changes, such as an extension or alteration to a front garden can cumulatively exacerbate surface water flooding across the Neighbourhood Plan area.
- 5.29 Hadley Wood has also experienced groundwater flooding.<sup>44</sup> This is due to the topography of the area, formed by the river valleys, and the interfaces of clat geology with pockets of gravel. It is important that any basement development is accompanied by a Groundwater Flood Risk Assessment so it does not impact negatively on neighbouring developments.
- 5.30 The SFRA acknowledges that, where the cause of flooding has resulted from inadequate capacity in the sewerage network, this is not necessarily because the network was not designed for purpose, but rather the effects of urbanisation, '*due to modifications to individual properties.... The construction of extensions and conversion of lawns to patios and driveways*'<sup>45</sup>, has increased pressure on the network and contributed to increasing occurrences of surface water flooding. The increasing incidence of basement developments adds to the risks, particularly waterlogging of neighbouring gardens.

<sup>44</sup> Table 3.2. *ibid.*

<sup>45</sup> Paragraph 3.25. Enfield Council, February 2008, Strategic Flood Risk Assessment, Final Report.





Figure 27: Monken Mead Brook at full capacity in winter 2017/2018 (source: HWNPF)

5.31 This is the case with flooding within Parkgate Avenue in Hadley Wood. Thames Water has reported <sup>46</sup> that:

*'The catchment has had a long history of surface water flooding. This could be due to increased impermeable area due to housing development...'*<sup>47</sup>

5.32 The 2021 Level 1 Strategic Flood Risk Assessment <sup>48</sup> highlights the area around the Monken Mead Brook at risk of surface water flooding (NP area outlined in red):

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<sup>46</sup> Thames Water, August 2017, External Flooding Study 314, Parkgate Avenue, Hadley Wood.

<sup>47</sup> Page 3. Ibid.

<sup>48</sup> New Enfield Local Plan 2041: Level 1 Strategic Flood Risk Assessment, December 2021.

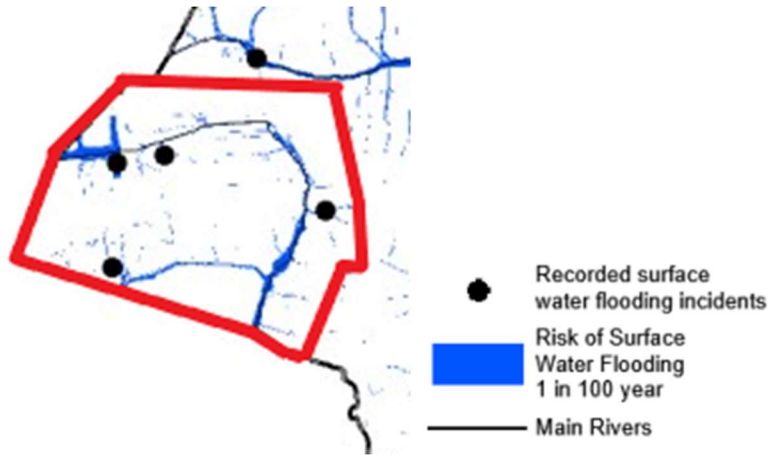


Figure 28: Recorded Surface Water Flooding, 2021 Level 1 Strategic Flood Risk Assessment

- 5.33 Other contributory matters include blocked gullies and partially blocked sewers. Enfield Council and Thames Water recommend improved maintenance and control of overland flows of water through the use of Sustainable Drainage Systems (SuDS). Thames Water also recommends construction of new overflow pipes and provision of SuDs within Monken Hadley Common (The 'Monken Hadley Common Wet Woodlands') to allow for the discharge of surface water<sup>49</sup>. Work on this scheme is being led by Enfield Council, as the lead local flood authority.

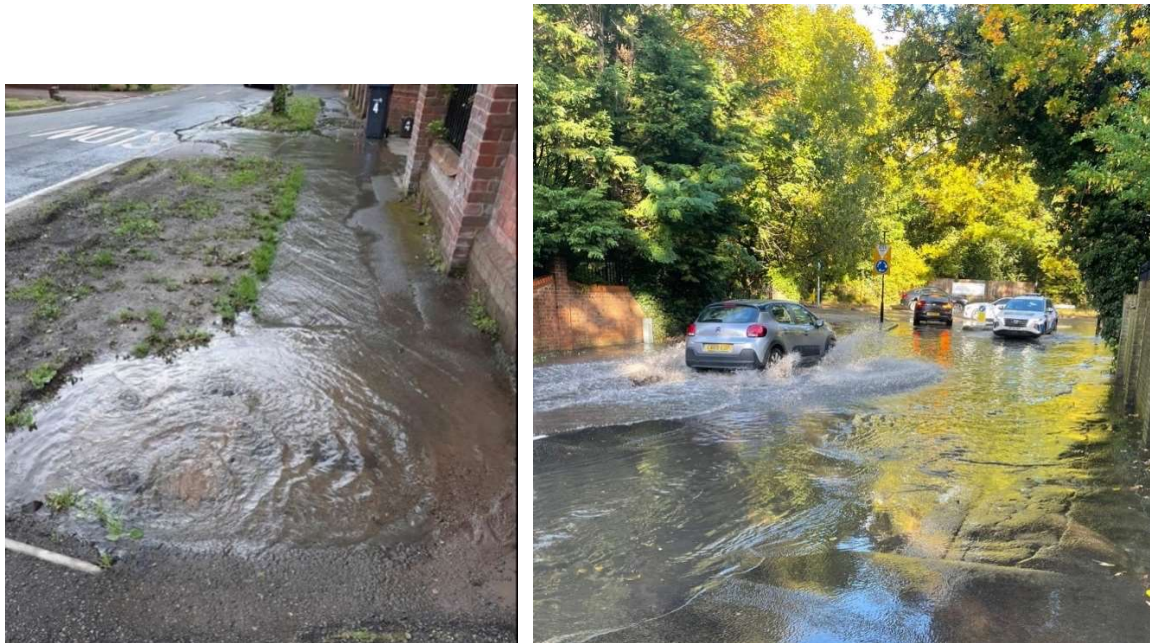


Figure 29: Beech Hill continues to experience overflowing drains after heavy rainfall, and the junction with Cockfosters Road floods (source: HWNPF; photos taken Mar 2022 and 20 Oct 2022 resp.).

- 5.34 In addition to this, the Council's Surface Water Management Plan (SWMP)<sup>50</sup> identifies the area around Hadley Wood Station as being a Critical Drainage Area, which acts

<sup>49</sup> Page 8. Thames Water, August 2017, External Flooding Study 314, Parkgate Avenue, Hadley Wood.

<sup>50</sup> Enfield Council, January 2012, Surface Water Management Plan.

defined as *'a discrete geographic area (usually a hydrological catchment) where multiple and interlinked sources of flood risk (surface water, groundwater, sewer and/or river) often cause flooding in a Flood Risk Area during severe weather thereby affecting people, property or local infrastructure'*.<sup>51</sup>

- 5.35 The SFRA concludes that *'the risk of flooding is a serious consideration in Enfield'*<sup>52</sup> and suggests the use of SuDS as a means to help manage flood risk. In particular, recommendation 15 of the SFRA states:

*'SuDS should be a requirement for all new developments on brownfield and greenfield sites, in order to reduce the risk of flooding. This should include small-scale developments as well as major ones to mitigate against the cumulative effect of numerous minor developments'*<sup>53</sup>.

- 5.36 Mains drainage investment has not kept up with the cumulative level of new development and the infrastructure is now starting to be inadequate. It is thus clear that Hadley Wood is an area where there is a significant risk of surface water flooding, with incidents of flooding already having occurred, and thus where measures need to be put in place to mitigate the impacts of development and help adapt to climate change.

- 5.37 Thames Water, as statutory consultee on the draft Neighbourhood Plan, commented that a key sustainability objective of Local Plans and Neighbourhood Plans should be for new development to be coordinated with the additional infrastructure it demands. It furthermore suggested the following additional text:

*"Where appropriate, planning permission for developments which result in the need for off-site upgrades, will be subject to conditions to ensure the occupation is aligned with the delivery of the necessary infrastructure upgrades.*

*The Local Planning Authority will seek to ensure that there is adequate water and wastewater infrastructure to serve all new developments. Developers are encouraged to contact the water/wastewater company as early as possible to discuss their development proposals and intended delivery programme to assist with identifying any potential water and wastewater network reinforcement requirements. Where there is a capacity constraint the Local Planning Authority will, where appropriate, apply phasing conditions to any approval to ensure that any necessary infrastructure upgrades are delivered ahead of the occupation of the relevant phase of development."*

*"Development must be designed to be water efficient and reduce water consumption. Refurbishments and other non-domestic development will be expected to meet BREEAM water-efficiency credits. Residential development must not exceed a maximum water use*

<sup>51</sup> Paragraph 3.8. *ibid.*

<sup>52</sup> Enfield Council, February 2008, Strategic Flood Risk Assessment, Final Report, paragraph 7.4.

<sup>53</sup> Paragraph 8.6. *ibid.*

*of 105 litres per head per day (excluding the allowance of up to 5 litres for external water consumption). Planning conditions will be applied to new residential development to ensure that the water efficiency standards are met."*

The above considerations fall under the stipulation in Policy HW-13.

- 5.38 Enfield's DMD Policies 59 and 60 require a Flood Risk Assessment for proposed developments subject to any type of flood risk (surface water, fluvial, groundwater, sewer, etc).
- 5.39 Given the risk of flooding within Hadley Wood, flood risk assessments can be critical documents in the prevention of potentially material future problems. The reports, and the author's credentials, should therefore be carefully vetted and the government has issued guidance on the review of flood risk assessments to local planning authorities<sup>54</sup>.
- 5.40 The Planning Forum also supports and encourages delivery of the Monken Hadley Common Wet Woodlands scheme.
- 5.41 Because of the undulations and clay soil in Hadley Wood, basements can significantly increase the flooding risk elsewhere. Unlike many other London boroughs, Enfield Council does not have guidance on basements. Although groundwater flood risk assessments are required, the quality of these documents varies. Until Enfield Council introduces guidance on basements applicants are strongly encouraged to ensure that basements are well set back from neighbouring properties and that the guidance from LB Camden<sup>55</sup> is followed – this limits the basement footprint to no more than 50% of the host dwelling and 50% of the garden. As the underlying issues also apply to lower ground floors those should be approached with similar caution.

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<sup>54</sup> <https://www.gov.uk/guidance/flood-risk-assessment-local-planning-authorities>

<sup>55</sup> <https://www.camden.gov.uk/documents/20142/4823269/Basements+CPG+Jan+2021.pdf/43eb1f08-dc6b-0aa5-4607-bcfbe4ba60e6?t=1611580510428>





Figure 30: Rainwater gardens in Oakwood, Enfield, part of the SuDS network (source: Enfield Council)

### Policy HW-8: Flood risk

Proposals for development must:

1. demonstrate that they will not increase of any type of flood risk, including fluvial, surface water, groundwater and sewer flood risk, in line with DMD Policy 59 and 60 or successor policy.
2. assess flood risk and utilise Sustainable Drainage Systems (SuDS) in line with DMD Policy 61 or successor policy, in consultation with Enfield Council as Lead Local Flood Authority.
3. wherever possible, be set back from watercourses and support the restoration and/or naturalisation of watercourses, as well as use natural flood management techniques to reduce flood risk.

### Policy HW-9: Sustainable drainage

Proposals for development in Hadley Wood must include sustainable drainage schemes, such as:

- Rain gardens (including swales and tree pits).
- Permeable and porous areas or surfaces.
- Green roofs.
- Ponds or bioretention basins.

Where it is proposed to provide SuDS within the public realm these should be designed as an integral part of the green infrastructure and street network, responding positively to the character of the area.

Provision should reflect best practice, including that in emerging guidance from Enfield Council in the SuDS Guide ([Sustainable drainage systems | Enfield Council](#)).

All SuDS should be regularly inspected and properly maintained so that blockages do not exacerbate drainage problems. Maintenance arrangements must be included at the proposal stage.

### **Aspiration HW(v): Other flood mitigation measures**

The HWNPF actively encourages a range of other flood mitigation measures, such as:

- A storage lake for Monken Mead Brook to the west of Hadley Wood Station.
- The use of rain gardens and tree pits alongside the carriageway.
- Planting additional street trees.

Provision should reflect best practice, including that in emerging guidance from Enfield Council in the Sustainable Drainage Design & Evaluation Guide.

### **Aspiration HW(vi): Monken Hadley Common Wet Woodlands**

The HWNPF strongly encourages the creation of a wetland area within Monken Hadley Common that helps manage surface water run-off, including the wet woodlands / wetland scheme in the Covert Way Local Nature Reserve.

Where possible, the delivery of such a project should be combined with wider opportunities to enhance the biodiversity and habitat value of the area, as well as incorporating enhanced walking and cycling routes from Hadley Wood to Hadley, New and High Barnet.

This should include tree planting and utilisation of natural flood management techniques to create green and blue corridors.

## 6. Housing, design and development

### Objective 03: Housing

*Development in Hadley Wood will provide a wider range of housing sizes, including smaller family homes and downsizing options.*

### Objective 04: Design and Character

*Development will be of high-quality design and will be informed by existing character and grain, including height, scale and massing.*

### New housing

- 6.1 The new London Plan and the emerging Enfield Local Plan emphasise the need for new housing. Neighbourhood plans must support the local planning authorities' strategic policies, however, Planning Practice Guidance makes it clear that *"the neighbourhood planning body does not have to make specific provision for housing, or seek to allocate sites... Housing requirement figures for neighbourhood areas are not binding, as neighbourhood planning groups are not required to plan for housing"*<sup>56</sup>.
- 6.2 Hadley Wood is surrounded by Green Belt (Figure 17). Although this Neighbourhood Plan does not set specific housing targets or site allocations within Hadley Wood, it is recognised that some change is likely to happen in the future. Indeed, the increasing emphasis on delivery of small sites in both the NPPF and the London Plan put additional pressure on Boroughs to identify and deliver land for housing.
- 6.3 This Plan therefore takes a pragmatic view on development but requires that any development (new builds and works to existing dwellings) should reflect the character and qualities of the area and immediate locality.
- 6.4 Strategic Objective 4 of the Enfield Core Strategy 2010-2025 seeks to provide new homes that meet the housing needs of the Borough. Core Policy 3 establishes thresholds for delivery of affordable housing, and requires a mix of housing sizes to be provided, taking *'a design led approach to... provision of family units'*.
- 6.5 Both Enfield's current Core Policy 5 and the emerging Local Plan 2019-2039 identify a need for larger (3+ bedroom) properties. However, the housing market in Hadley

<sup>56</sup> Planning Practice Guidance, housing, para 104 (2019).

Wood is very different to the market across Enfield as a whole. The mix of house sizes is already very heavily skewed towards larger homes: in Hadley Wood almost 70% of all homes have four or more bedrooms, with 37% having five or more. This compares to figures of 15% and 4% respectively for Enfield as a whole<sup>57</sup>.

The difference is also evident in the physical size of housing in Hadley Wood, with an increasing number of 'mansion style houses', either as new build or extensions to existing dwellings. A review of planning permissions in Hadley Wood since 2019 shows that the majority of these are classified as minor residential developments (i.e.: below ten units) and frequently involve the demolition and replacement of an existing dwelling with a larger home, or subdivision of an existing housing plot to provide an additional home. The scale of development means these fall below the affordable housing thresholds.

- 6.6 The type and size of housing in Hadley Wood is also reflected in house prices, with information on UK property values<sup>58</sup> showing that sales prices achieved in Hadley Wood exceed many of those in surrounding areas. The majority of sales in Hadley Wood comprise detached properties, achieving an average price of more than £1.74m<sup>59</sup> in 2018. The average sales price across all housing types was over £1.24m, substantially more than nearby areas<sup>60</sup>.
- 6.7 The unique housing stock in Hadley Wood results in local issues, with a limited supply of smaller and affordable housing that are appropriate for families, younger people in Hadley Wood looking to own their first home in the area, and for people looking to downsize.
- 6.8 National legislation (NPPF para 60 and 61) require boroughs to establish strategic policies on the number of new houses needed, and develop planning policies to outline the size, type and tenure of housing needed. Enfield Core Strategy establishes targets for the provision of different housing sizes and types, with an emphasis on three and four-bed plus units<sup>61</sup>. Neighbourhood plans must align with strategic policies and, given the existing housing stock in Hadley Wood, the Neighbourhood Plan supports development that helps rebalance the local housing mix and provide new, smaller dwellings across all tenure-types.

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<sup>57</sup> Information accessed via Nomis, June 2018. Data based on Super Output Areas E01001422 and E01001417, which include all of Hadley Wood plus some surrounding areas, including Trent Park and more rural areas to the north and east.

<sup>58</sup> Heatmap of UK property values, <http://www.zoopla.co.uk/heatmaps/> (accessed June 2018).

<sup>59</sup> <https://www.rightmove.co.uk/house-prices/Hadley-Wood.html> accessed June 2018.

<sup>60</sup> The overall average sales price across Enfield as a whole, for all property types, is £468,075. This is lower than adjacent boroughs: Haringey (£678,821), Barnet (£689,595). The priciest area within Enfield is Hadley Wood (£1,243,477) and the least expensive is Enfield Lock (£291,866). Source: <https://www.rightmove.co.uk/house-prices/Enfield.html>, accessed June 2018.

<sup>61</sup> Enfield Core Strategy, Core Policy 5.

- 6.9 The Reg. 14 consultation highlighted deep-rooted concerns regarding the number of single family dwellings being replaced with apartment blocks. The map below marks all such works completed on Cockfosters Road, Beech Hill and Camlet Way:



Figure 31: single family dwellings that have been replaced with ~~into~~ apartment buildings (source: Google Maps and Enfield Council planning portal)

- 6.10 Inevitably, the large number of such developments - which involve significant enlargement of footprint, scale, mass and bulk of the properties, with increased overlooking and loss of privacy - adversely impact the amenity of the remaining single family dwellings that are located nearby.
- 6.11 Enfield's DMD Policy 5 states that conversions into self-contained flats must:
- not harm the character of the area;
  - result in an excessive number or clustering of conversions;



- not exceed 20% of all properties along any road<sup>62</sup> and only 1 out of a consecutive row of 5 units; and
- incorporate adequate parking and refuse storage that do not adversely affect the quality of the street scene.

Neighbourhood plans must support the delivery of strategic policies contained in Local Plans or spatial development strategies, while at the same time allowing communities to help shape sustainable development that responds to their vision.

To reflect consultation feedback and to protect the interests of homeowners the Neighbourhood Plan therefore incorporates most of this DMD Policy 5 in the Policy HW-11 below.

### **Policy HW-10: New housing development and mix**

New housing in the built-up area of Hadley Wood should:

1. Provide a mix of housing types, sizes and tenures consistent with the most up-to-date evidence in the Local Housing Need Assessment, including the need for three and four bedroom family homes.
2. Design affordable housing such that it is tenure-blind and thus of equal quality in design and materials to the market element in the proposal.
3. Be sympathetic to the character and setting of the area.

Developers are encouraged to engage with the local community, who have expressed a need for downsizing opportunities and sheltered housing.

Applications should not result in a net loss of homes of a type and size for which there is an evidenced need in the Housing Needs Assessment, unless there is clear justification.

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<sup>62</sup> PolicyHW-11 uses 20% of any 200m of a road to apply consistency and to reflect visual impact.



### Policy HW-11: Self-contained apartments

Building on existing Enfield DMD Policy 5, development involving the replacement of single family dwellings with self-contained apartments, through new build or conversion, must:

- Not harm the character of the area.
- Not be out of context with the neighbouring properties with respect to height, scale, bulk and massing.<sup>63</sup>
- Not exceed in number<sup>64</sup>:
  - 20% of all properties along any 200 metres of a road; and
  - 1 out of a consecutive row of 5 dwellings.
- Not lead to an unacceptable level of overlooking and loss of privacy of adjoining properties.
- Incorporate adequate off-street parking and refuse storage arrangements that do not, by design or form, adversely affect the quality of the street scene.

### Aspiration HW(vii): Housing supply to meet local needs

During the consultation process on this Plan numerous residents stated that they would like to see more downsizing opportunities for them and housing options for their children to stay in the area where they have grown up, rather than more top end apartment buildings.

## Design of new development

- 6.12 Strategic Objective 10 of the Enfield Core Strategy promotes high quality development that enhances local distinctiveness and identity, which is expanded upon in Core Policy 30. This is developed further in Enfield DMD Policies 6, 8, 10-14, and 37. These highlight the importance of design-led development proposals and character, stating that (DMD Policy 37) *'locally distinctive or historic patterns of development, landscape and culture that make a positive contribution to quality of life and a place's identity should be reinforced'*.

<sup>63</sup> Refer to the Government's Technical housing standards – nationally described space standards (2015).

<sup>64</sup> Numbers can be monitored through Google Maps and Enfield Council's planning portal.

- 6.13 Furthermore, Core Policy 5 of Enfield's Core Strategy states that the '*density of residential development proposals should balance the need to ensure the most efficient use of land whilst respecting the quality and character of existing neighbourhoods and accessibility to transport and other infrastructure*'.
- 6.14 The Hadley Wood Heritage and Character Assessment<sup>65</sup> identifies the following features that are considered to contribute to the quality and identity of Hadley Wood and which should influence proposals for new development and extensions:
- Hadley Wood is a suburban settlement with a primarily domestic character.
  - Hadley Wood is characterised by detached houses and wide streets, traditionally without on-street parking. However, parking is becoming an issue, as the scale and volume of new development has increased the size and number of construction vehicles.
  - Residential streets are typically wide, quiet and lined by grass verges, pavements and street trees. These create 'framed' views which give the area a sense of openness and pleasant short to medium views.
  - Trees in front and back gardens create layers of vegetated structured, with tree canopies often visible above rooflines.
  - Large plots and gaps between buildings give a sense of openness and connection to the surrounding rural landscape. Glimpsed views out towards the surrounding landscape are a key feature.
  - Buildings are typically two storeys in height (some with loft/roof accommodation). Attention to architectural quality and detailing is generally high and the individuality of buildings contributes to a rich character in residential areas. Features typical of different periods of development (Figure 32 below) include:
    - **Late 1800's:** Housing development in the centre of Hadley Wood and along Camlet Way dates from the late 1800's (Figure 32 below) and are typically constructed in red brick with tiled hip and valley roofs with gable ends which are well set back from the road, often with boundary walls or established hedges to delineate the public and private threshold. Front gardens are well-vegetated with trees and shrubs giving privacy and a soft edge to the street. The area is typified by the 'domestic revival style' and was designated as a conservation area in 1989.
    - **Early 1900's:** The development that took place in the early 1900's displays similar architectural features to housing from the late 1800's, but with smaller though still vegetated front gardens and with modestly detailed,

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<sup>65</sup> Aecom for HWNPF, April 2018, Hadley Wood Heritage and Character Assessment (Appendix 6).

low, brick walls. Unity in design comes from the use of pebbledash on upper storeys with timber detailing, gable roofs, bay windows and chimneys. Combined, these create a rich texture.

- **Post-war period:** Post-war developments in Hadley Wood have an open street character, though with a larger proportion of front gardens given over to hard surfacing for parking purposes. Buildings tend to be set back from the road at a fairly uniform distance, creating a regular line of development. This period of development benefits from larger, vegetated back gardens. Although architectural quality and materials are of a high standards and well maintained, the use of more modern materials, such as uPVC and other synthetic materials, is incongruous with the historic fabric and traditional materials used elsewhere in Hadley Wood. Houses on Parkgate Avenue are particularly unique, finished in distinctive white render and with black timber, set back from the street behind large gardens and driveways, and with open, well-maintained front gardens with trees and low boundary walls.
- **Post-1960s:** By the late 1960's the current street pattern was established and all strategically planned development complete. Subsequent development has typically taken the form of small site and back garden schemes, without any associated investments in drainage, public transport or public services. From the early 2000's traditional large detached houses along the Cockfosters Road have been increasingly replaced by large 'mansion style' luxury apartments which are very different in scale and character to both the earlier phases of development and other parts of Hadley Wood. This trend has moved to Beech Hill and Camlet Way and is a concern as it does not reflect the grain and form of other development in Hadley Wood.

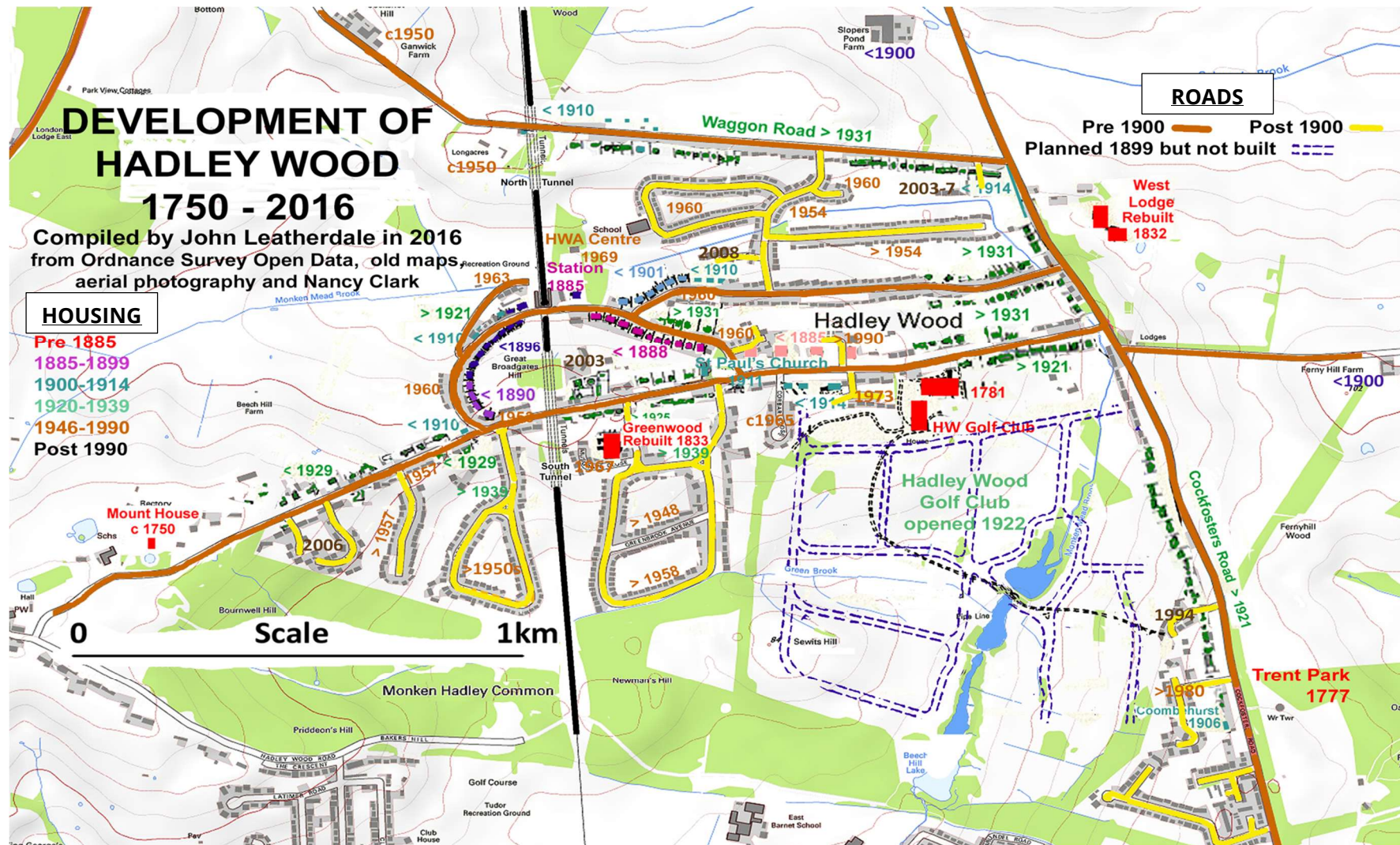


Figure 32: Development periods in Hadley Wood (source: <http://www.hadleywood.org.uk/gallery.html#>)



## Hadley Wood Neighbourhood Plan 2022-2039



Figure 33: 1893 map of Hadley Wood, published 1897 (source: <https://maps.nls.uk/geo/explore/#zoom=5&lat=56.0000&lon=-4.0000&layers=1&b=1>)

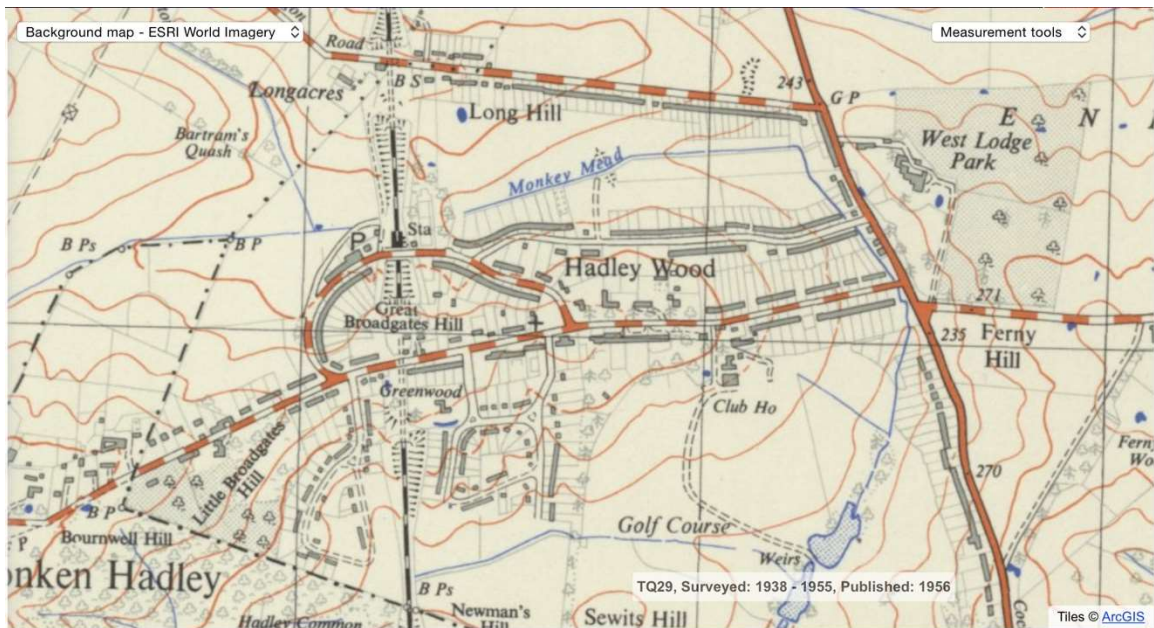


Figure 34: 1938-1955 map of Hadley Wood, published 1956 (source: <https://maps.nls.uk/geo/explore/#zoom=5&lat=56.0000&lon=-4.0000&layers=1&b=1>)

- 6.15 The residential areas of Hadley Wood display a rich character, resulting from the mix of suburban styles, the high quality built form, architectural detailing and the individuality of buildings.



*Figure 35: View of the Hadley Wood Conservation Area (source: Aecom Heritage and Character Assessment)*

- 6.16 Architectural diversity is a characteristic trait of the area and is highlighted by the wide, open and tree lined streets. Recent development, however, has often sought to mimic older styles in inappropriate ways. In particular, Hadley Wood has been witness to a rise in extensions and new developments that have resulted in buildings of disproportionate size to the plot. These can create an overbearing impact on neighbouring properties, and create potential problems of overshadowing and lack of privacy.
- 6.17 To retain the character of Hadley Wood, it is important that new development responds positively to local character and identity, established through the materials used, prevailing heights and overall rhythm of the street scene. Innovative and original architecture is encouraged, though should not dominate the street scene. This is particularly pertinent for extensions. These should not dominate the host building and, as a general rule, should be positioned to the side or rear of the building, respond to the existing proportions of the building, and leave reasonable space around the building, including space for gardens.





Figure 36: Architectural detailing of buildings constructed between 1897 and 1914 in Hadley Wood (source: Aecom Heritage and Character Assessment)

- 6.18 Enfield's Development Management Document states that front-facing dormers will generally only be permitted if they do not materially affect the character of the area and are not dominant or intrusive.
- 6.19 Unlike many other Councils<sup>66</sup>, Enfield does not currently have a policy on front-facing rooflights<sup>67</sup>. However, the Regulation 18 draft Local Plan states that they should be limited to "less prominent roof slopes with their placement, size and number being considered". This reflects, for example, Enfield's Lakes Estate Conservation Area Character Assessment, which states: "Unfortunately, a significant number of houses have new "Velux"-type roof lights to their front roof pitches [...]. Roof-lights of this type are highly prominent and detrimental to the character of the original roofs and the appearance of the house from the street".
- 6.20 The London Plan Policy D9 states that "boroughs should determine if there are locations where tall buildings may be an appropriate form of development". Enfield Council's Regulation 18 draft Local Plan used a 21m (or 7 floors) threshold to define 'tall buildings' and recognised that Hadley Wood is not an appropriate location for 'tall buildings', a view strongly supported by the HWNPF and local residents.

<sup>66</sup> For example, Barnet's Residential Design Guidance, Welwyn Garden City's Policy EM5, Mid Sussex District Council's Design Guidance, Brighton & Hove's Local Development Framework, Guildford's Supplementary Planning Document.

<sup>67</sup> Enfield's Article 4 Direction removes certain PD rights, including re roof lights, in the Conservation Area.

- 6.21 Furthermore, the Neighbourhood Plan Area currently almost exclusively has single family dwellings and mansion-type apartment buildings, with no building comprising more than 4 floors of habitable space above ground level. The need to use land efficiently and to its full potential in order to provide more homes will require an increase in development density. However, Hadley Wood's setting and the Conservation Areas render it also an inappropriate location for buildings that are close to the 'tall buildings' threshold. Policy HW-12 therefore states that total building height in the Neighbourhood Plan area is to be no more than the prevailing height in the immediate vicinity.
- 6.22 It is not only change and development in front gardens that impact on the character of Hadley Wood, but also that in back gardens. The majority of back gardens in Hadley Wood play a crucial role in local character. Mature trees are visible between properties and above the roofscape. Many back gardens are visible from public spaces, where there are rear or side views from open ground. Others can be seen from higher points in the undulating landscape. Figure 4 and the cover photo both highlight the green tree canopy throughout the neighbourhood plan area.
- 6.23 It is noted that the London Plan excludes private residential gardens from the definition of Brownfield/Previously Developed Land<sup>68 69</sup> and residential gardens are not mentioned in the supporting text to Policy H2 that lists sites that might be suitable as contributing to the small site housing target. The Enfield Society and CPRE have issued a report that indicates that there are sufficient sites to accommodate the required new homes without the need to use residential garden in Hadley Wood <sup>70</sup>.
- 6.24 Although some garden developments blend well into their surroundings and are sensible, in line with Para 71 of the NPPF, proposals for development in back gardens will be resisted where they will cause harm to the local area.
- 6.25 Back gardens are also under increasing threat from ever larger outbuildings. Even though some outbuildings constructed in the Neighbourhood Plan area have footprints of over 200m<sup>2</sup>, with the sloping ground exacerbating the visual and flood risk impact, they are built under Permitted Development rights <sup>71</sup>.
- 6.26 The adverse effects of these large outbuildings on biodiversity, flood risk and amenity of neighbours can be material, but the local planning authority (LPA) is unable to control these structures. The LPA can withdraw the relevant Permitted Development rights as a condition in the approval of developments. Given the increased bulk and

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<sup>68</sup> London Plan (2021) pages 569 and 588.

<sup>69</sup> Case law (CO/4129/2015) clarified that residential gardens in built-up areas are "greenfield".

<sup>70</sup> <https://enfieldsociety.org.uk/2019/02/15/space-to-build-in-enfield-cpre-enfield-society-joint-report/>

<sup>71</sup> For example, applications 19/02796/CEA and 21/03170/CEA.

scale of recent developments, the HWNPF encourages Enfield Council to apply this condition more frequently.

- 6.27 As the scale, bulk and massing of dwellings has increased, with narrowing gaps to the boundaries and ever larger driveways, patios and outbuildings, the area of vegetated garden space is constantly getting smaller. This impacts both the setting and character of Hadley Wood and biodiversity and the natural environment. Policies HW-13 and 14 therefore ask for certain Permitted Development rights to be removed as a condition to approvals for developments that reduce the vegetated garden space falls below 50% of the total plot, or if it concerns a back garden development. This is not to prevent additional works, but merely requires a planning application to ensure that the proposal is considered in the context of the overall development on the site.
- 6.28 Policy HW-13 also requires the capacity of the local infrastructure to accommodate incremental development to be considered, taking account of cumulative development already constructed or approved. This issue was raised by Thames Water, as statutory consultee, who referred various paragraphs of the NPPF that require growth and infrastructure to be aligned<sup>72</sup>.
- 6.29 Also, to help residents better understand decisions Policy HW-13 furthermore asks the local planning authority to document justification of exceptions to policies, and to ensure that precedents referred to and used are relevant. The stipulations reflect the principles outlined in the '*Probity in Planning*' guidance issued by the Local Government Association<sup>73</sup> and follow residents' feedback regarding a lack of transparency.

### **Policy HW-12: High-Quality Built Environment**

All development, including new build and works to existing properties, must be of high quality and considerate of the locality. Those proposing development should take into consideration the cumulative impact on the appearance, street scene, natural environment, flood risk and congestion.

1. Buildings must respond positively to the character of the visible immediate area and have regard to the street scene, prevailing building height and lines, scale and massing.
2. Disproportionately large properties – relative to their plot or neighbouring properties – are considered inappropriate.

<sup>72</sup> Refer to para 5.39 above.

<sup>73</sup> [https://www.local.gov.uk/sites/default/files/documents/34.2\\_Probity\\_in\\_Planning\\_04.pdf](https://www.local.gov.uk/sites/default/files/documents/34.2_Probity_in_Planning_04.pdf)

3. Extensions should be subsidiary to the host building and not dominate this or be overbearing to neighbouring properties. All fenestration, features and architectural detailing should be respectful of the host building.
4. Total building height should not exceed the prevailing height (from ground level, taking into account topography) in the immediate vicinity, unless special circumstances are demonstrated.
5. Dormers (either on the front, rear or side of a property) should be in keeping with the character of the building and street scene, and be:
  - i. Limited in number, size and proportion, so that they do not dominate the existing roofscape; and
  - ii. Inset from the eaves, ridge and edges of the roof (by a minimum of 500mm, and more where this is reflective of the character of the existing dormers in the area); and
  - iii. Of the smallest width necessary to accommodate windows that are subservient to the fenestration in the lower portions of the property, normally serving a single window per dormer, with adequate separation between them.
6. Rooflights should be positioned on less prominent roof slopes, with their size and number remaining modest.
7. Innovative architecture is encouraged but must use materials and architectural details that reference or complement the character and appearance of the immediately visible area and period of development, referencing the Hadley Wood Heritage and Character Assessment.
8. The use of uPVC, including for doors, windows and rainwater goods will not generally be supported in the Conservation Area.
9. External fixtures, such as air-conditioning units and certain security equipment, that require planning approval must be visually inconspicuous.

### Policy HW-13: Small sites

Development on small sites<sup>74</sup> must not cause harm to the area or neighbouring properties on any side, including in terms of local character, flooding or residential amenity.

For clarity, local character includes prevailing architecture, scale and massing in the context of the natural environment, characteristics<sup>1</sup> and appearance. Harm must consider the impacts on all streets in the vicinity, as well as the characteristics and appearance of the area from prominent locations.

Planning applications should provide the details outlined in Appendix 1.

To help residents understand planning application decisions and to provide guidance to future applicants, all development proposals should:

- a) consider the capacity of the local infrastructure to accommodate incremental development, taking account of cumulative development already constructed or approved (for the avoidance of doubt, this also applies to major developments); and
- b) ensure that precedents used are nearby in the visible locality and are examples from 2014 onwards, had prior authorisation from the planning authority (under the same planning framework<sup>75</sup>) and aren't anomalies that should not be emulated<sup>76</sup>.

Any exceptions to this policy should be reasonable and justified as part of the determination of the planning application.

It is recommended that the approval of Small sites applications that reduce the vegetated garden space to less than 50% of the total plot is by default to include a condition that removes the Part 1, Class A and E Permitted Development rights (relating to extensions and outbuildings), unless there is clear evidence that further development on the site would not harm the character, setting, biodiversity, flood risk or neighbours' amenity and privacy.

*<sup>1</sup> For clarity, 'characteristics' includes the prevailing architecture, scale, height and massing, boundary treatments and hard standings; the natural environment including landscape, trees and vegetation; the views of trees, gardens and more distant countryside, visible between properties and over the roofscape.*

<sup>74</sup> Defined, per the London Plan 2021, as sites that are less than 0.25hectare (= 2,500m<sup>2</sup>) in size.

<sup>75</sup> Inspector's comments re Douglas Close in refused APP/Q5300/W/17/3176938.

<sup>76</sup> Inspector's comments re Parkgate Crescent in refused APP/Q5300/D/11/2153873.



### **Policy HW-14: Back garden development**

Where back garden development is proposed, in addition to the Small sites policy HW-13, special regard must be paid to:

1. The amenity, privacy and outlook from existing dwellings, including back-to-back distances established by Enfield Council (current DMD policy 10).
2. Compatibility with the predominant scale and rhythm of housing surrounding the plot.
3. Provision of access arrangements that do not create breaks within, and thus undermining, a consistent street front.
4. Retention of trees and provision of vegetated gardens.
5. The impact on flood risk and mitigating drainage strategies.
6. Deliverability of net biodiversity gains.

Approvals of back garden developments are recommended to be accompanied by a condition that removes the Part 1, Class A, AA, B, E and F Permitted Development rights, unless there is clear evidence that further development on the site would not harm the character, setting, biodiversity, flood risk or neighbours' amenity and privacy.

Applications are recommended to reflect:

- design guidance and principles illustrated in this Section 6.
- The Planning Application Guidelines in Appendix 1, which were developed using the National Design Guidance (2021).
- best practice guidance, including that established in Building for a Healthy Life (or any subsequent updates of that)<sup>77</sup>.
- relevant local and national guidance, policies and laws.

## **Design review**

6.30 The NPPF reinforces the role and importance of design review, which is a way of assessing the design quality of new developments by an independent panel of experts to help support high standards of design. It states that, when considering

<sup>77</sup> <https://www.gov.uk/government/news/homes-england-backs-a-new-healthy-housing-toolkit-by-design-for-homes>

applications, the local planning authority should have regard to *'any recommendations made by design review panels'*.<sup>78</sup>

- 6.31 In Hadley Wood, it is recommended that applications for major developments, as well as smaller schemes in sensitive or important locations, are subject to design review. This should ideally take place at the pre-application stage, to help inform the design process, and then again following submission of the application, to help inform officer recommendations. The final proposals and application material should show how comments made during the design review process have influenced the proposed development.
- 6.32 Enfield Council has established a 'Place and Design Quality Panel'<sup>79</sup>. Guidance on the Design Review process can be found via the Design Council Cabi<sup>80</sup> and Urban Design London<sup>81</sup> websites.



*Figure 37: Crescent East, Hadley Wood, where mature trees in front gardens provide a soft, landscape edge to the street (Source: Aecom Heritage and Character Assessment)*

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<sup>78</sup> Para 133, MHCLG, NPPF, July 2021.

<sup>79</sup> <https://www.enfield.gov.uk/services/planning/enfield-place-and-design-quality-panel>

<sup>80</sup> <https://www.designcouncil.org.uk/what-we-do/built-environment/design-review> (accessed August 2022).

<sup>81</sup> <https://www.urbandesignlondon.com/advice-support/> (accessed August 2022).

### Aspiration HW(viii): Design Review

Emerging schemes for major development<sup>82</sup> should be assessed through design review. Design review of smaller schemes is also strongly encouraged, not only in the Hadley Wood Conservation Area but also in other locations where the proposed works would materially deviate from a dominant prevailing architectural style, or where innovative designs are proposed that would establish a precedent.

Every street has its principal characteristics, and new development proposals should demonstrate how they will complement these. For example, Lancaster Avenue and Parkgate Avenue have 'Elizabethan style' properties with white rendering and black timber, Covert Way is an estate of bungalows, and Camlet Way is predominantly detached homes on large sites with good spacing to neighbouring boundaries.

It is encouraged that design review takes place early in the process to allow scope for input into the emerging design. The final scheme submitted to the Council should include a report on the design review process and how the scheme has responded to this. Design review of live applications is also encouraged.

## Application review and material

- 6.33 The planning policies within this Plan, together with the requirement for more comprehensive submission material, as set out in Appendix 1, will enhance the quality of applications, thereby contributing to, amongst others, the protection of the local character and natural environment of Hadley Wood. This will result in more sympathetic forms of development and thus expedite the planning process.
- 6.34 Planning policies should be followed and, where applicable, developments must reflect the approved planning application. Any conditions of approval should be adhered to. Any changes to the required conditions should comply with enforcement directives.

### Aspiration HW(ix): Application review and enforcement

HWNPF and Hadley Wood Association will continue to work with Enfield Council to ensure that new development complies with planning policies, or advise on enforcement action required if conditions are breached.

## Considerate construction

<sup>82</sup> Defined as 10 or more housing units, or a site with an area of 0.5 hectares or more, per NPPF July 2021.

- 6.35 Core Policy 32 of the Enfield Core Strategy seeks to minimize air, water, noise and light pollution. This is expanded upon in DMD Policies 64, 68 and 69.
- 6.36 Through work on the Neighbourhood Plan residents have expressed concern with regard to the cumulative impact of development and of construction activity, particularly in terms of residential extension and conversions involving the enlargement of existing homes.

Although it is recognised that development and change will continue to take place in Hadley Wood, standards and procedures with regard to construction management are required to minimise community disruption.

### **Policy HW-15: Construction activity**

Construction activity inevitably involves an element of disruption. However, constructors must:

- a) Minimize impact on residential amenity during the construction phase, particularly in relation to on-street parking of contractors vehicles and the resulting congestion, light pollution, noise and vibration, dust, emissions and neighbourhood amenity.
- b) protect the local environment, to help deliver sustainable development.
- c) follow the principles of the industry's Code of Considerate Practice<sup>83</sup>.
- d) provide adequate parking for workers and deliveries in a way that minimizes the impact on residents and does not impair highway safety or the free flow of traffic.
- e) adhere to Enfield Council's time limitations<sup>84</sup> on when noisy building works (that can be heard at the site's boundary) are allowed to take place:
  - Monday to Friday: from 8am to 6pm;
  - Saturday: from 8am to 1pm.

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<sup>83</sup> <https://www.ccscheme.org.uk/ccs-ltd/code-of-considerate-practice-2/>

<sup>84</sup> <https://www.enfield.gov.uk/services/nuisances/noise-nuisance>

## 7. Services and facilities

### Objective 05: Public and Community Facilities

*Development will, for example through CIL payments, support and contribute to public and community facilities in the area – bringing improvements for the local population.*

### Objective 07: The Crescent West Shopping Parade

*Any future development of the parade will promote and support our local retail businesses.*

### Public and community facilities

- 7.1 The presence of and provision of social and community infrastructure is critical to sustaining and meeting the day-to-day needs of local residents, providing access to essential services and facilities, and helping to maintain a high standard of living. Such facilities, which include educational facilities, healthcare, churches, sports and community centres, have an important role to play in strengthening social networks, sense of community and identity.



Figure 38: St Paul's Church, Hadley Wood (source: Troy Planning)



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- 7.2 Core Policy 9 of the Enfield Core Strategy supports community cohesion, providing access to good quality health care, housing, education, training, employment, open space and other social facilities. Enfield DMD Policy 16 supports the provision of new community facilities, particularly where they are proposed to be in accessible locations. DMD Policy 17 seeks to protect existing community facilities.
- 7.3 In Hadley Wood, important community facilities include the Hadley Wood Association Centre and grounds (11 hectares), which sit as green space within the geographical heart of Hadley Wood, adjacent to the primary school. The land includes seven tennis courts operated by the Hadley Wood Lawn Tennis Club, a playground and a football pitch. The Centre is used for established clubs and a pre-school and is available to for private functions and community meetings. The HWA Trustees are seeking to improve the facilities for local residents, as well as maintain the centre and grounds, but are entirely dependent on fund-raising.



*Figure 39: Hadley Wood Association Centre (source: Troy Planning)*

- 7.4 Highly valued community facilities also include the Primary School, Church, Synagogue, Golf Club, and nearby the West Lodge Park Hotel with its gardens and arboretum.

### **Policy HW-16: Social and community facilities**

Community facilities, such as education, healthcare, childcare resources, sports clubs and community halls, are of crucial importance to the area. Therefore:

- The loss of existing community buildings (Use Class F2) will be resisted, unless it can be demonstrated that demand within the locality for the facility no longer exists or that suitable provision is made elsewhere within Hadley Wood.
- Applications to enhance existing and/or provide additional community facilities will be supported. Flexible multi-functional buildings that allow for the widest possible use are especially welcomed.
- All proposed development should demonstrate how it responds positively to the local character. Where new facilities are proposed they should be in locations that are accessible to all, including by pedestrians and cyclists.

## **The Crescent West local parade**

- 7.5 Core Policy 17 of the Enfield Core Strategy seeks to strengthen the role of Enfield's town centres, enhancing their vitality and viability, and to improve the quality of the environment. Core Policy 18 directs new retail development to the hierarchy of centres identified in the borough. This is expanded upon in Enfield DMD Policies 25, 28 and 30. Proposals involving a change of use from retail, leisure or community uses in defined centres were normally refused, however, with the 2020 and 2021 updates to the GPDO many changes of use are now a Permitted Development right. Support is given to provision of mixed use on upper floors, including residential.
- 7.6 The Crescent West shopping parade is identified as a 'local parade' in the town centre hierarchy established in the Enfield Core Strategy. Although very limited, the parade provides an important function, meeting some of the day-to-day needs of residents and comprising a social hub for the community. The parade has been adversely affected by the closure of the post office, local restaurant, dry cleaners and osteopath, in part by change of use class to housing and offices, using Permitted Development rights.
- 7.7 The parade includes a mix of retail and other commercial units at ground floor. This broad mix should be retained. It also includes a number of flats above ground floor, arranged across two 3-storey blocks (excluding ground floor), with a gap between.

The buildings, shop fronts and associated public realm would benefit from investment. Introducing new street trees, new street furniture, and working with individual retail units to improve the building frontage, all merit consideration.

- 7.8 National legislation<sup>85</sup> recognizes the importance of town centres and requires planning policies that promote their long-term vitality and viability, as well as plan positively for community facilities, including local shops, meeting places, public houses. The property owners in Crescent West Local Parade, community and local planning authority are strongly encouraged to work together to help ensure the long-term future of the local shops and eating/drinking establishments in the Local Parade, and to resist change of use to housing or to activities that do not serve the local community, unless it is demonstrated that the use is no longer viable (subject to any prevailing permitted development rights).

### **Policy HW-17: Crescent West Local Parade**

The Crescent West Local Parade, as defined in Enfield's Core Strategy, provides an important service to the community and is strongly supported.

1. Proposals for new development and change of use should provide active ground floor uses for at least the front 750 sqft of the unit's floorspace that contribute to the diversity of the parade and enhance the viability and vitality of the area as a community hub. On upper floors uses that complement the function of the parade will be supported, including residential use (C3 uses).
2. The scale and design of any proposed development should respond to the qualities of the adjacent Conservation Area and help create a well-defined street frontage with active uses, doors and windows fronting onto Crescent West.
3. Retail, cafes and restaurants, drinking establishments and community facilities will be encouraged.
4. Applications should demonstrate how they contribute to the delivery of an improved public realm, including use of a simple palette of materials, street furniture and surface treatments, new tree planting, and improved servicing arrangements, unless it is demonstrated with clear evidence that the use is no longer viable.

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<sup>85</sup> NPPF paragraph 86.

## Public realm

- 7.9 The public realm is defined as all the spaces between buildings to which the public has access. The importance and value of good quality public realm is well recognised<sup>86</sup>.
- 7.10 Efforts to improve the quality of the street scene are encouraged, including removal of unnecessary street signs that cause visual clutter, and use of a simple palette of materials across the local parade to create a unified feel and appearance. The potential to provide new street tree planting is welcome, alongside the creation of new areas for people to sit and relax.



Figure 40: The local shopping parade (source: Troy Planning)

- 7.11 The aim is to create an attractive and welcoming local centre environment that is open to and accessible for all. The HWNPF is keen to see production of a public-realm strategy for the local centre, and will liaise with the appropriate authorities to see how this might be developed. Monies generated through the Community Infrastructure Levy could be directed towards such a scheme.

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<sup>86</sup> See, for example, CABE, The Value of Public Space, 2004: "A high quality public environment can have a significant impact on the economic life of urban centres and is an essential part of any successful regeneration strategy. As towns increasingly compete with one another to attract investment, the presence of good parks, squares, gardens and other public spaces becomes a vital business and marketing tool. Companies are attracted to locations that offer well-designed, well-managed public spaces and these in turn attract customers, employees and services". Other sources include: The Heart Foundation, Good for Business; The benefits of making streets more walking and cycling friendly, 2011.

**Aspiration HW(x): Local parade public realm**

The HWNPF believes the local parade would benefit from a public-realm scheme. Working in partnership with Enfield Council, any such scheme would explore the following priorities:

- Introduction of new street trees and raingardens where possible.
- Use of a simple and consistent palette of materials and street furniture that help define the local centre and provide places for people to sit and relax.
- Incorporation of bicycle parking in accessible and well over-looked locations.
- Implementation of a 20mph local speed limit along Crescent West and Crescent East to improve road safety, air quality and reduce traffic noise.

Any public realm proposals will need to reflect the recommendations of the Hadley Wood Conservation Area Appraisal and associated Management Proposals.

Funding would be sought from relevant sources, including CIL funds from new development in the Neighbourhood Plan area.



## 8. Access and movement

### Objective 06: Transport

*Development will, for example through CIL payments, support and contribute towards enhancing the provision of public transport, pedestrian and leisure footpaths and cycle routes.*

- 8.1 Strategic Objective 8 of the Enfield Core Strategy promotes provision of sustainable modes of transport. Core Policy 24 then states *that 'The Council will encourage sustainable travel choices'*. Core Policy 25 develops this further and commits the Council to working with partners to provide safe, convenient and accessible routes for pedestrians, cyclists and other non-motorised modes of transport. Enfield DMD Policy 47 presents criteria with regard to accessing development, with priority given to that for pedestrians, cyclists and public transport. This is also reflected in the Mayor's Transport Strategy, as well as the Health Streets and Vision Zero initiatives.
- 8.2 Enfield Council seeks to increase the percentage share of all borough-wide trips by foot, bicycle or public transport from a current level of 52% up to 55% in 2021 and 69% in 2041.
- 8.3 However, Enfield's 2011 Characterisation Study<sup>87</sup> noted with respect to Hadley Wood that the situation was very different:-
- "It retains an almost rural character"; and
  - "Very low density areas both favour and require the car. The sparseness of the population is not able to sustain local shops and facilities in easy walking distance. Pedestrians can be poorly provided for, with a footway on one side of the road only or very narrow provision, as found on Waggon Road in Hadley Wood".

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<sup>87</sup><https://new.enfield.gov.uk/services/planning/planning-policy-information-enfield-characterisation-study-parts-1-4-february-2011.pdf>



Figure 41: Hadley Wood railway station (source: Troy Planning)

8.4 Very limited investment has been made since then to improve the situation, as reflected in the PTAL 0-1 scores for the Neighbourhood Plan area, meaning public transport accessibility is poor:-

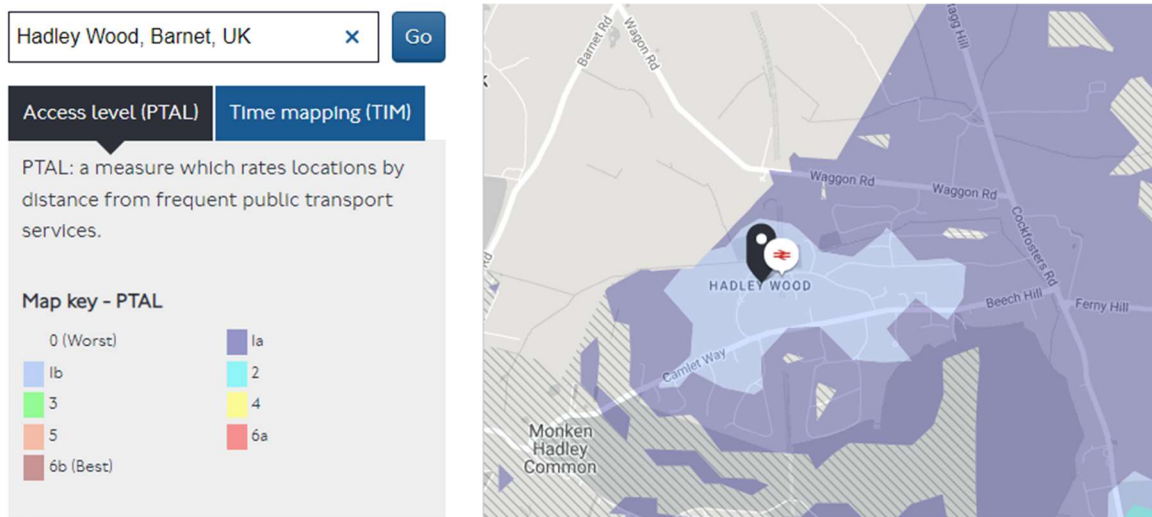


Figure 42: PTAL zones (source: <https://tfl.gov.uk/info-for/urban-planning-and-construction/planning-with-webcat/webcat>).

8.5 Public transport largely comprises the north-south railway line, which connects Hadley Wood to central London (albeit with infrequent off-peak services). Public transport to local amenities, such as GPs, dentists, educational facilities, shopping, employment, leisure etc, is very limited.

- 8.6 As the London Mayor's Transport Strategy does not envisage meaningful improvement in local public transport (refer to Appendix 5), the HWNPF aspires to the Plan area becoming a more attractive place in which to walk and cycle.
- 8.7 Hadley Wood is a relatively compact settlement that should be easy to traverse by foot and by bike. However, along some streets, there are no footpaths. Although grassed verges comprise part of the green character of Hadley Wood, these become unusable for pedestrians in wet weather. Equally, while there is a short section of on and off-road cycling provision in Hadley Wood, this is very limited<sup>88</sup>.
- 8.8 More pressing is the need for better walking and cycling connections beyond Hadley Wood, connecting, in particular, to Cockfosters and High Barnet. Although some routes exist, these are incomplete and their usability dependent upon the weather. The alternative is to walk or cycle along the main roads (such as the A111). These routes are busy, noisy, polluted and unsafe, and present unattractive propositions for active travel. Public transport options are very limited. There are no train connections to either High Barnet or Cockfosters, no direct bus service to Cockfosters or Enfield town centre, and only a very limited bus service to Barnet High Street (none to the Underground station or hospital).
- 8.9 During the consultation process on this Neighbourhood Plan a number of residents complained about trees and shrubs overhanging the public footpaths, hindering clear passage and in some cases even causing a public health hazard. Policy HW-18 therefore requires homeowners to cut back any trees or shrubs that overhang and/or obstruct the public footpath.
- 8.10 The requirement to cut back overhanging vegetation is a legal requirement, and it is noted that Barnet Council has recently issued certain homeowners with notices under Section 154 of the Highways Act, giving them 21 days to address the issue (or the Council would have the right to arrange this themselves, and recover the cost from the homeowners).

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<sup>88</sup> <https://cycle.travel/map> and <https://explore.osmaps.com/?overlays=os-ncn-layer&lat=51.776100&lon=-1.894300&zoom=7.0000&style=Standard&type=2d&placesCategory=>



Figure 43: examples of footpaths being obstructed by overhanging vegetation (source: HWNPF)

- 8.11 The A111 Cockfosters Road, its junctions into Hadley Wood and some junctions in Hadley Wood itself have been the location of numerous accidents (see Appendix 5). Furthermore, bus services are infrequent, and journey time is related to wider traffic congestion. It is the aspiration of this Plan that part of the local CIL payments should be allocated towards an improved network of walking and cycling connections. Alongside these improvements the HWNPF is keen to see bus services improved, offering a package of sustainable travel measures that provide an alternative to the car.

### Policy HW-18: Active travel

Active travel, involving human physical activity rather than motorized movement, is strongly encouraged. Therefore:

- Development of safe and convenient improved and/or extended footpaths and cycle paths will be supported.
- Any proposals for non-residential use should support and enable active travel through inclusion of safe, secure and convenient cycle parking, as well as changing facilities where appropriate.
- Development that enhances the active travel network between Hadley Wood and Monken Hadley, New Barnet, Cockfosters and Trent Park will be supported.
- Proposals for development that reduce the capacity or safety of existing active travel infrastructure will be opposed.



- Homeowners must cut back trees and shrubs on their land to avoid overhanging or obstructing any part of the public footpaths.

8.12 During the public consultation a sizeable number of residents complained about the lack of adequate bus services to local amenities in, for example, Barnet and Cockfosters. Bus services are not operated by the Council and not part of 'development'; as such they fall outside the direct scope of neighbourhood plans, but they are referenced in Aspiration HW(xii).

### **Aspiration HW(xi): Active travel projects**

To help facilitate active travel within Hadley Wood the HWNPF strongly encourages projects which might include provision of an improved and well-connected network of walking and cycling links. These would enhance existing routes and provide new routes that link Hadley Wood with Monken Hadley, New Barnet, Cockfosters and Trent Park.

Routes should be suitable for use in all weather conditions, use permeable or porous materials, and incorporate appropriate lighting. New and improved routes are shown on Figure 44 and include:

1. Connection along Monken Mead Brook to Hadley Highstone.
2. Improved surfacing to allow for all year round links to New Barnet and Cockfosters.
3. Off carriageway green route linking sustainable transport route along railway line to new valley path.
4. Footpath alongside Waggon Road to Ganwick Corner.
5. Completion of the missing section of the national cycle route joining the London Loop to Hadley Wood.



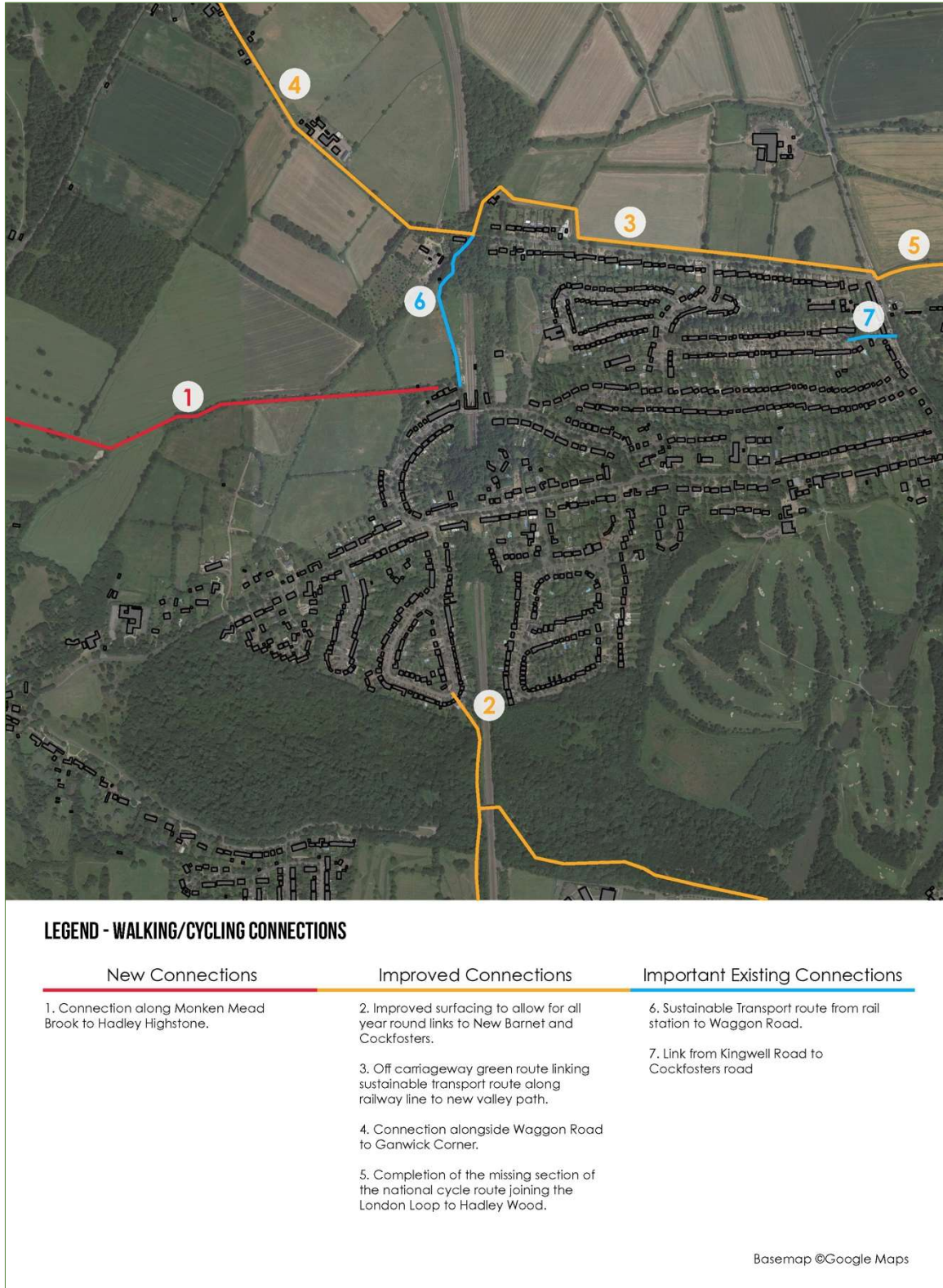


Figure 44: Suggested active travel projects, providing for new and improved walking and cycling routes in and around Hadley Wood.

## Rail facilities and services

- 8.13 Hadley Wood Rail User Group (HWRUG) was founded in 2015 for all who live or work here, or use the station. HWRUG campaigns for service and station improvements and acts as a focus for communication with the train operator, Great Northern, part of Govia Thameslink Railway (GTR), Network Rail and other railway bodies. HWRUG has successfully achieved step-free access to the northbound platform, together with authorisation from the DfT for a step free southbound solution free of charge for anyone needing accessible travel by circulating via step-free Potters Bar into central London. Since the opening of the accessible entrance in 2017, Hadley Wood Station has been the only accessible station north of Kings Cross on the Great Northern route within Greater London.
- 8.14 HWRUG's 2018 'Treetop Campaign', jointly with the Hadley Wood Association, saved a significant proportion of our trackside vegetation and resulted in a national hedgerow trial at the station and the creation of a Station Garden. In 2019 HWRUG also submitted a successful bid on behalf of rail users and the whole community that achieved the delivery of an accessible toilet, Hadley Wood's only public convenience, additional customer information screens and a water butt for the irrigation of the station garden.
- 8.15 Hadley Wood Station provides the only daily public transport and is well used by commuters, with an annual footfall of 410,386 in 2018/19. HWRUG successfully campaigned in GTR's May 2018 Timetable Consultation for a service level of 4 trains per hour every day, but the Covid pandemic of 2020-22 had a serious impact on the rail industry and services are currently running at only 2 trains per hour outside the weekday peak, with no uplift in prospect. This poor level of service artificially depressed demand by driving many potential passengers to resort to unsustainable but much more flexible car travel.
- 8.16 HWRUG has worked hard to improve the overall ambience of the station and, despite its uninspiring 1970s building, has already achieved a raft of improvements to its public realm, including a redesigned forecourt, cycle racks, a picture gallery and station garden, and removal of rubbish bins to a purpose-built storage area. There is potential for maximising the benefit of connectivity to National Cycle Route 12 which starts at the station and other potential routes set out in Aspiration HW(xii).

## Bus services

- 8.17 During the Neighbourhood Plan's consultation process a number of residents highlighted the very limited bus services in Hadley Wood, which comprise:-
- o Route 399 – hourly service between 10am and 2pm, six days a week, between Hadley Wood station and Barnet High Street;

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- Route 298 – regular service to Potters Bar and Cockfosters, but only passing along the eastern edge of the Neighbourhood Plan Area, with the nearest stop some 1.4km from Hadley Wood station.

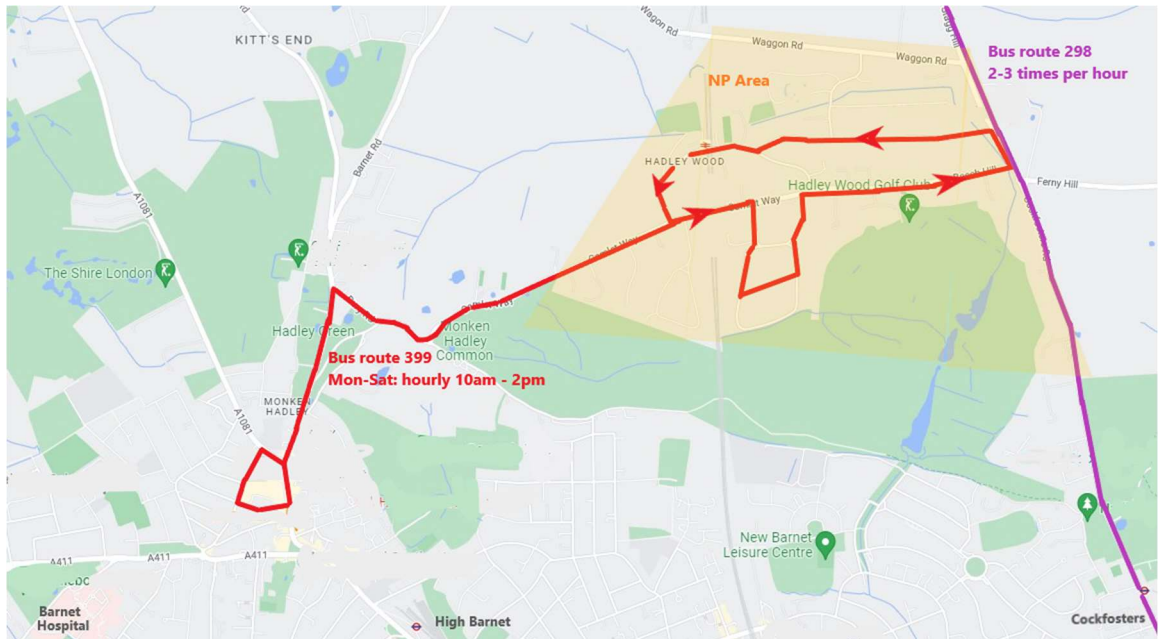


Figure 45: bus routes servicing Hadley Wood (source: Google Maps)

8.18 Unsurprisingly, the London Mayor’s 2018 Transport Strategy<sup>89</sup> showed a very low level of public transport use on weekdays in Hadley Wood:



Figure 46: Public transport use on weekdays

<sup>89</sup> <https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>



- 8.19 The Transport Strategy did not indicate that the services are due to be improved.
- 8.20 However, feedback from the Regulation 14 public consultation (in early 2022) on this Neighbourhood Plan highlighted the strong desire of residents to have improved local public transport services. A number of respondents asked that the 399 bus run for longer and more frequently, with the route extended to Cockfosters and High Barnet Underground stations, as well as Barnet Hospital.

### **Aspiration HW(xii): Rail and bus services**

Hadley Wood Rail User Group continues to represent the interests of rail users and the local community to the train operator and Network Rail and to campaign for improvements to train services and station facilities.

The HWNPF also strongly encourages improvements in bus services to local amenities, such as the extension of route 399 to Barnet Hospital and High Barnet and Cockfosters Underground stations.

## 9. CIL allocation to local projects

### Community Infrastructure Levy

- 9.1 The Community Infrastructure Levy (CIL) is a charge levied on development which is payable to the local authority and is intended to be spent on infrastructure projects in the Borough that help address the demands placed on an area resulting from growth. This might include, for example, spending on new transport infrastructure, health and educational facilities, open spaces and sports facilities.
- 9.2 A portion of the CIL that is payable to the Enfield Council is intended to be spent on local projects in the Neighbourhood Plan area. When the Neighbourhood Plan is 'made', 25% of all CIL monies paid to Enfield Council from development in Hadley Wood will be ringfenced for spending on projects in Hadley Wood. In regard to what this money can be spent on, advice suggests<sup>90</sup>:
- "The neighbourhood portion of CIL can be used for a wider range of planning issues than infrastructure, as long as they are concerned with addressing the demands that development places on an area."*
- 9.3 The Enfield Council CIL Charging Schedule took effect from April 2016<sup>91</sup>. All applications for development that are above the relevant thresholds are subject to this charging schedule, or any subsequent updates to it. Associated with the Charging Schedule is a 'Regulation 123 List', which outlines the infrastructure items that the District will spend CIL receipts on.
- 9.4 Through consultation and work on the Neighbourhood Plan a series of projects have been identified which the HWNPF would like to see the neighbourhood portion of CIL targeted towards. These are referred to in this Neighbourhood Plan in the tan coloured 'projects and aspirations' boxes, and referenced within the CIL policy below.
- 9.5 The HWNPF will, after consultation with stakeholders such as the Hadley Wood Association, Hadley Wood Primary School, Hadley Wood Rail Users Group and Hadley Wood Security, establish an independent "Hadley Wood CIL Committee" (or such name as the Committee chooses to use), which will decide on the list of projects to be funded and allocate CIL monies accordingly. Once established the Committee will operate independently from the HWNPF. To avoid any potential conflict of interest the Committee Chair will be independent of the stakeholders and potential beneficiaries of the CIL allocations.

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<sup>90</sup> My Community / Locality, 2017, Community Infrastructure Levy; Neighbourhood planning toolkit.

<sup>91</sup><https://new.enfield.gov.uk/services/planning/planning-policy/community-infrastructure-levy/> (accessed April 2018).



- 9.6 The list of priorities will be reviewed and updated on an on-going basis with Enfield Council, with all CIL monies received and spent in the area regularly monitored. The Committee will seek greater transparency of the CIL, and all relevant information will be made publicly available (likely on the website of the Hadley Wood Association).
- 9.7 Enfield Council also negotiates 'Section 106 agreements' with certain applicants, which can provide funds or works to make development more acceptable in planning terms. The HWNPF will seek to liaise with Enfield Council as to the most appropriate form of Section 106 agreement relating to applications within the Neighbourhood Plan area.
- 9.8 The list of possible projects to be funded with CIL funds will be kept under review and regularly updated but could, for example, include:
- Public realm improvements to the Crescent West shopping parade.
  - All-weather walking and cycling routes to Monken Hadley, New Barnet, Cockfosters and Trent Park.
  - Improving the quality of community facilities in Hadley Wood, including the Hadley Wood Association Centre and outdoor facilities.
  - Hadley Wood Primary School special projects.
  - Creation of a wetland area within Monken Hadley Common that helps discharge and manage surface water run-off.

### **Policy HW-19: CIL Allocations**

CIL payments payable on developments are governed by Enfield Council's guidance and the Government's Community Infrastructure Levy Regulations.

- 25% of the CIL paid on developments in the Neighbourhood Plan Area should, where feasible, be used to fund local priorities.
- The priorities will be decided by an independent committee that will be set up by the Hadley Wood Neighbourhood Planning Forum, after consultation with, amongst others and as appropriate, the Hadley Wood Association, Hadley Wood Primary School, Hadley Wood Rail Users Group and Hadley Wood Security. The committee will be led by an independent Chair who is not affiliated with any of the stakeholders or potential beneficiaries of CIL funding.
- This policy will equally cover any future changes to CIL payments and developer contributions.

## 10. What happens next?

- 10.1 This Neighbourhood Plan for Hadley Wood was subject to formal consultation ('Regulation 14' consultation) and appropriate amendments were made before submission to Enfield Council to start the 'examination process'.
- 10.2 Enfield Council publicised the Plan and reviewed the submission version to ensure that it complies with all the relevant statutory requirements. After the HWNPF made final amendments based on the representations received the Plan was passed on to an independent examiner, appointed by the Council to review the Plan and any comments made in response to it. The examiner considered the Plan and issued a report to the Enfield Council, advising whether:
- The Plan should proceed to referendum.
  - The Plan should proceed to referendum subject to modification.
  - The Plan should not proceed to referendum.
- 10.3 For the Plan proceed to referendum it had to be demonstrated that it meets the 'Basic Conditions'. These include demonstrating that the Plan is in general conformity with the strategic objectives of the Local Development Plan (i.e. the Enfield Core Strategy and London Plan).
- 10.4 Enfield Council has organised the referendum. All people of voting age in the Neighbourhood Area are eligible to vote on whether the Plan should be brought into force ('made'). If more than 50% of all votes are in favour, then the Plan will become part of the suite of planning policies used by Enfield Council to help shape and determine planning applications in Hadley Wood.

# 11. List of Policies & Aspirations

## Policies

### **Policy HW-1: Setting, character and views**

Proposals for development in the Neighbourhood Plan area, including new build, extension or replacement buildings, must be sensitive to the characteristics<sup>(1)</sup>, appearance and setting of Hadley Wood and must be in line with the following criteria and:

- a) avoid creating a 'terracing' effect where buildings are extended to the edge of the plot boundary.
- b) The width of the primary building frontage should reflect that of existing properties in the visible locality. Additional back facades may be acceptable as long as they accord with HW-1a) and appear subsidiary.
- c) In all cases, development should retain a minimum of 1m offset from side boundaries and this should be increased in line with the prevailing street character, as the bulk and scale of the property is increased, or where a greater distance is required to retain views between adjacent properties.
- d) Where a proposed development may result in a property that has a bulk and scale greater than that of the established street character of the immediate visible locality, the apparent scale should be mitigated by:
  - i. tiering development, so upper floors are not the full width of the ground floor; and/or
  - ii. having pitch roofs to the sides or crown roofs; and/or
  - iii. further increasing the offset to the boundary in proportion to the increased bulk, scale and massing of the dwelling; and/or
  - iv. designing side extensions that are subsidiary to the host property; with the resulting building remaining visually appropriate for the context.

<sup>(1)</sup> For clarity, 'characteristics' include the prevailing architecture, scale, height and massing, boundary treatments and hard standings; the natural environment including landscape, trees and vegetation; the views of trees, gardens and more distant countryside, visible between properties and over the roofscape.

### **Policy HW-2: Front boundary walls, railings and gates**

Front boundary treatments require planning approval if the height exceeds 1m. Whenever new or replacement walls, gates and/or railings are installed:

- a) These must be of an appropriate level and allow for views of landscaped gardens behind and comply with Enfield Policy DMD 8, which states that the height should not normally exceed 1m.
- b) Solid front walls of 0.5m or lower will be supported. Front boundary treatments that are higher than 0.5m must be constructed of railings or similar, but can incorporate a solid lower section.
- c) To ensure safety of pedestrians and road users gates that have the potential to block visibility of the footway or street must be set back from the edge of the pavement and carriageway, and maintain visibility splays (Enfield Council's Technical Standards refer<sup>92</sup>).

All front boundary treatments must, as far as possible, retain hedges, trees and other natural features and the open character of the street scene. They must also avoid damaging or destroying tree roots.

### **Policy HW-3: Paving of front gardens**

Front gardens are of immense importance to the setting and character of a locality, reduce flooding risk, support biodiversity and help mitigate the effects of climate change.

All new and replacement hardstandings must:

1. Maximise the retained area of lawn and vegetation. A minimum of 25% of the front garden must be retained as soft landscaping, i.e. unpaved (unless individual circumstances render that not appropriate). Homeowners are strongly encouraged the maximum area possible; and
2. Incorporate Sustainable Drainage Systems (SuDS) and permeable or porous materials that reflect the character of the area; and
3. Not directly run-off into the drainage system (to avoid adding to flood risk and to ensure pollutants do not enter rivers).

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<sup>92</sup> <https://governance.enfield.gov.uk/documents/s39945/ENV12134Appendix1.pdf>

Until such time that the GPDO 2015, as amended, includes adequate protections of front gardens, the approval of any application for new build, extension to existing dwelling or new/replacement front boundary treatment that reduces the permeable and/or vegetated area of the property is encouraged to, by default, add a condition that removes the Part 1, Class F Permitted Development rights ('Hard Surfaces'), unless there are other safeguards to ensure that a minimum of 25% of the area to the front of the dwelling will be kept as vegetated garden space.

#### **Policy HW-4: Off-street parking**

Notwithstanding the need to retain part of the front gardens as green space, adequate off-street parking should be provided to avoid adverse impacts, especially on highway safety. Plot sizes in the Neighbourhood Plan area allow both to be accommodated.

Where the number of housing units on a site is increased by way of apartments:

- For developments located on the NP area's main access roads, being Cockfosters Road, Beech Hill, Camlet Way and Waggon Road, the number of on-site parking spaces is required as follows:
  - 1.5 spaces per 1 - 2 bedroom unit;
  - 2 spaces per 3+ bedroom unit; and
  - an appropriate number of additional on-site spaces for visitors and deliveries/maintenance workers.
- For developments on other roads the maximum number of on-site parking spaces shall be 1.5 per 1+ bedroom unit.

#### **Policy HW-5: Heritage Assets**

1. Planning applications within the Hadley Wood Conservation Area, as well as those affecting its setting, must have regard to the relevant Conservation Area Appraisal(s) and Management Proposals.
2. Development (both existing properties and new builds) should take advantage of opportunities to enhance the Conservation Area by protecting and, where appropriate, restoring original architectural features, including walls, windows, doors, etc that would make a positive contribution to the Conservation Area.
3. The same care – to protect and enhance – must be taken with other statutory listed buildings (current list in Appendix 3), as well as non-



statutory, heritage assets, such as those on Enfield Council's Local Heritage List.

It is noted that national legislation, the planning framework and Enfield's Article 4 Direction may result in certain Neighbourhood Plan policies not applying to the Conservation Area.

### **Policy HW-6: Local Green Space Designations**

The following sites are to be designated as Local Green Spaces (LGS), as delineated on the map in Figure 20:

1. Hadley Wood Association land to the east of the railway line.
3. Land above the south tunnel, north and south of Camlet Way.
4. Open Space adjacent to St Paul's Church.
6. Hadley Wood Association land to the west of the railway.
7. Hadley Wood Association land over the north tunnel.
10. Covert Way Nature Reserve.

Development proposals in designated Local Green Space will be managed in accordance with national policy for Green Belts.

### **Policy HW-7: Trees, the natural environment and biodiversity**

Reflecting the importance of the natural environment:

1. Development proposals must secure a minimum net biodiversity net gain of 10% (1). This is expected to be provided on-site; where this is shown to be not possible it should be provided as close as possible to the development site.
2. Development must maximise the retention of existing trees and grass verges to the extent possible, incorporating these into proposed development. Sufficient space must be allowed above and below ground to prevent damage to root systems and facilitate further tree growth.
3. Any trees that are lost as a result of development must be replaced on a ratio of at least 2:1, preferably on-site or, if not possible, at a nearby alternative site in Hadley Wood. Lost trees include those that were removed in the 12 months prior to date of submission of the planning application for the development.

4. Where landscaping is to be provided, design should help create distinctive places.
5. Where there is genuine unavoidable loss or damage to habitats, sites or features because of demonstrated exceptional circumstances, mitigation and compensation is required.
6. SuDS measures, such as rain gardens, swales and SuDS tree pits into the public realm must be retrofitted to improve localized flood risk, water quality, biodiversity and amenity.

Where appropriate the above will be reflected by way of a condition to the approval of planning applications.

### **Policy HW-8: Flood risk**

Proposals for development must:

1. demonstrate that they will not increase of any type of flood risk, including fluvial, surface water, groundwater and sewer flood risk, in line with DMD Policy 59 and 60 or successor policy.
2. assess flood risk and utilise Sustainable Drainage Systems (SuDS) in line with DMD Policy 61 or successor policy, in consultation with Enfield Council as Lead Local Flood Authority.
3. wherever possible, be set back from watercourses and support the restoration and/or naturalisation of watercourses, as well as use natural flood management techniques to reduce flood risk.

### **Policy HW-9: Sustainable drainage**

Proposals for development in Hadley Wood are encouraged to include one or more of the following sustainable drainage features:

- Rain gardens (including swales and tree pits).
- Permeable and porous areas or surfaces.
- Green roofs.
- Ponds or bioretention basins.

Where it is proposed to provide SuDS within the public realm these should be designed as an integral part of the green infrastructure and street network, responding positively to the character of the area.

Provision should reflect best practice, including that in emerging guidance from Enfield Council in the forthcoming SuDS Guide ([Sustainable drainage systems | Enfield Council](#)).

All SuDS should be regularly inspected and properly maintained so that blockages do not exacerbate drainage problems. Maintenance arrangements must be included at the proposal stage.

### **Policy HW-10: New housing development and mix**

New housing in the built-up area of Hadley Wood should:

1. Provide a mix of housing types, sizes and tenures consistent with the most up-to-date evidence in the Local Housing Need Assessment, including the need for three and four bedroom family homes.
2. Design affordable housing such that it is tenure-blind and thus of equal quality in design and materials to the market element in the proposal.
3. Be sympathetic to the character and setting of the area.

Developers are encouraged to engage with the local community, who have expressed a need for downsizing opportunities and sheltered housing.

Applications should not result in a net loss of homes of a type and size for which there is an evidenced need in the Housing Needs Assessment, unless there is clear justification.

### **Policy HW-11: Self-contained apartments**

Building on existing Enfield DMD Policy 5, development involving the replacement of single family dwellings with self-contained apartments, through new build or conversion, must:

- Not harm the character of the area.
- Not be out of context with the neighbouring properties with respect to height, scale, bulk and massing.
- Not exceed in number:
  - 20% of all properties along any 200 metres of a road; and
  - 1 out of a consecutive row of 5 dwellings.

- Not lead to an unacceptable level of overlooking and loss of privacy of adjoining properties.
- Incorporate adequate off-street parking and refuse storage arrangements that do not, by design or form, adversely affect the quality of the street scene.

### **Policy HW-12: High-Quality Built Environment**

All development, including new build and works to existing properties, must be of high quality and considerate of the locality. Those proposing development should take into consideration the cumulative impact on the appearance, street scene, natural environment, flood risk and congestion.

1. Buildings must respond positively to the character of the visible immediate area and have regard to the street scene, prevailing building height and lines, scale and massing.
2. Disproportionately large properties – relative to their plot or neighbouring properties – are considered inappropriate.
3. Extensions should be subsidiary to the host building and not dominate this or be overbearing to neighbouring properties. All fenestration, features and architectural detailing should be respectful of the host building.
4. Total building height should not exceed the prevailing height (from ground level, taking into account topography) in the immediate vicinity, unless special circumstances are demonstrated.
5. Dormers (either on the front, rear or side of a property) should be in keeping with the character of the building and street scene, and be:
  - i. Limited in number, size and proportion, so that they do not dominate the existing roofscape; and
  - ii. Inset from the eaves, ridge and edges of the roof (by a minimum of 500mm, and more where this is reflective of the character of the existing dormers in the area); and
  - iii. Of the smallest width necessary to accommodate windows that are subservient to the fenestration in the lower portions of the property, normally serving a single window per dormer, with adequate separation between them.
6. Rooflights should be positioned on less prominent roof slopes, with their size and number remaining modest.

7. Innovative architecture is encouraged but must use materials and architectural details that reference or complement the character and appearance of the immediately visible area and period of development, referencing the Hadley Wood Heritage and Character Assessment.
8. The use of uPVC, including for doors, windows and rainwater goods will not generally be supported in the Conservation Area.
9. External fixtures, such as air-conditioning units and certain security equipment, that require planning approval must be visually inconspicuous.

### Policy HW-13: Small sites

Development on small sites<sup>93</sup> must not cause harm to the area or neighbouring properties on any side, including in terms of local character, flooding or residential amenity.

For clarity, local character includes prevailing architecture, scale and massing in the context of the natural environment, characteristics<sup>1</sup> and appearance. Harm must consider the impacts on all streets in the vicinity, as well as the characteristics and appearance of the area from prominent locations.

Planning applications should provide the details outlined in Appendix 1.

To help residents understand planning application decisions and to provide guidance to future applicants, all proposals should:

- a) consider the capacity of the local infrastructure to accommodate incremental development, taking account of cumulative development already constructed or approved (for the avoidance of doubt, this also applies to major developments); and
- b) ensure that precedents used are nearby in the visible locality and are examples from 2014 onwards, had prior authorisation from the planning authority (under the same planning framework<sup>94</sup>) and aren't anomalies that should not be emulated<sup>95</sup>.

Any exceptions to this policy should be reasonable and justified as part of the determination of the planning application.

<sup>93</sup> Defined, per the London Plan 2021, as sites that are less than 0.25hectare (= 2,500m<sup>2</sup>) in size.

<sup>94</sup> Inspector's comments re Douglas Close in refused APP/Q5300/W/17/3176938.

<sup>95</sup> Inspector's comments re Parkgate Crescent in refused APP/Q5300/D/11/2153873.



It is recommended that the approval of Small sites applications that reduce the vegetated garden space to less than 50% of the total plot is by default to include a condition that removes the Part 1, Class A and E Permitted Development rights (relating to extensions and outbuildings), unless there is clear evidence that further development on the site would not harm the character, setting, biodiversity, flood risk or neighbours' amenity and privacy.

<sup>1</sup> For clarity, 'characteristics' includes the prevailing architecture, scale, height and massing, boundary treatments and hardstandings; the natural environment including landscape, trees and vegetation; the views of trees, gardens and more distant countryside, visible between properties and over the roofscape.

### **Policy HW-14: Back garden development**

Where back garden development is proposed, in addition to the Small sites policy, special regard must be paid to:

1. The privacy and outlook from existing dwellings, including back-to-back distances established by Enfield Council (current DMD policy 10).
2. Compatibility with the predominant scale and rhythm of housing surrounding the plot.
3. Provision of access arrangements that do not create breaks within, and thus undermining, a consistent street front.
4. Retention of trees and provision of vegetated gardens.
5. The impact on flood risk and mitigating drainage strategies.
6. Deliverability of net biodiversity gains.

Approvals of back garden developments are recommended to be accompanied by a condition that removes the Part 1, Class A, AA, B, E and F Permitted Development rights, unless there is clear evidence that further development on the site would not harm the character, setting, biodiversity, flood risk or neighbours' amenity and privacy.

### **Policy HW-15: Construction activity**

Construction activity inevitably involves an element of disruption. However, constructors must:

- a) Minimize impact on residential amenity during the construction phase, particularly in relation to on-street parking of contractors vehicles and the

resulting congestion, light pollution, noise and vibration, dust, emissions and neighbourhood amenity.

- b) protect the local environment, to help deliver sustainable development.
- c) Follow the principles of the industry's Code of Considerate Practice<sup>96</sup>.
- d) provide adequate parking for workers and deliveries in a way that minimizes the impact on residents and does not impair highway safety or the free flow of traffic.
- e) adhere to Enfield Council's time limitations<sup>97</sup> on when noisy building works (that can be heard at the site's boundary) are allowed to take place:
  - Monday to Friday: from 8am to 6pm;
  - Saturday: from 8am to 1pm.

### **Policy HW-16: Social and community facilities**

Community facilities, such as education, healthcare, childcare resources, sports clubs and community halls, are of crucial importance to the area. Therefore:

- The loss of existing community buildings (Use Class F2) will be resisted, unless it can be demonstrated that demand within the locality for the facility no longer exists or that suitable provision is made elsewhere within Hadley Wood.
- Applications to enhance existing and/or provide additional community facilities will be supported. Flexible multi-functional buildings that allow for the widest possible use are especially welcomed.
- All proposed development should demonstrate how it responds positively to the local character. Where new facilities are proposed they should be in locations that are accessible to all, including by pedestrians and cyclists.

### **Policy HW-17: Crescent West Local Parade**

The Crescent West Local Parade, as defined in Enfield's Core Strategy, provides an important service to the community and is strongly supported.

<sup>96</sup> <https://www.ccscheme.org.uk/ccs-ltd/code-of-considerate-practice-2/>

<sup>97</sup> <https://www.enfield.gov.uk/services/nuisances/noise-nuisance>

1. Proposals for new development and change of use should provide active ground floor uses for at least the front 750 sqft of the unit's floorspace that contribute to the diversity of the parade and enhance the viability and vitality of the area as a community hub. On upper floors uses that complement the function of the parade will be supported, including residential use (C3 uses).
2. The scale and design of any proposed development should respond to the qualities of the adjacent Conservation Area and help create a well-defined street frontage with active uses, doors and windows fronting onto Crescent West.
3. Retail, cafes and restaurants, drinking establishments and community facilities will be encouraged.
4. Applications should demonstrate how they contribute to the delivery of an improved public realm, including use of a simple palette of materials, street furniture and surface treatments, new tree planting, and improved servicing arrangements, unless it is demonstrated with clear evidence that the use is no longer viable.

### **Policy HW-18: Active travel**

Active travel, involving human physical activity rather than motorized movement, is strongly encouraged. Therefore:

- Development of safe and convenient improved and/or extended footpaths and cycle paths will be supported.
- Any proposals for non-residential use should support and enable active travel through inclusion of safe, secure and convenient cycle parking, as well as changing facilities where appropriate.
- Development that enhances the active travel network between Hadley Wood and Monken Hadley, New Barnet, Cockfosters and Trent Park will be supported.
- Proposals for development that reduce the capacity or safety of existing active travel infrastructure will be opposed.
- Homeowners must cut back trees and shrubs on their land to avoid overhanging or obstructing any part of the public footpaths.

### **Policy HW-19: CIL Allocations**

CIL payments payable on developments are governed by Enfield Council's guidance and the Government's Community Infrastructure Levy Regulations.

- 25% of the CIL paid on developments in the Neighbourhood Plan Area should, where feasible, be used to fund local priorities.
- The priorities will be decided by an independent committee that will be set up by the Hadley Wood Neighbourhood Planning Forum, after consultation with, amongst others and as appropriate, the Hadley Wood Association, Hadley Wood Primary School, Hadley Wood Rail Users Group and Hadley Wood Security. The committee will be led by an independent Chair who is not affiliated with any of the stakeholders or potential beneficiaries of CIL funding.
- This policy will equally cover any future changes to CIL payments and developer contributions.

## **Aspirations**

### **Aspiration HW(i): Reinstating front gardens**

The HWNPF encourages homeowners to 'depave' areas of hardstanding and impermeable surfaces in front gardens, preferably reinstating natural materials, or replacing impermeable surfaces with porous material.

Guidance published by The Royal Horticultural Society (e.g.: Front Garden Guide)<sup>98</sup> should be referred to when considering how best to redesign front gardens, particularly those incorporating parking provision.

The HWNPF strongly encourages Enfield Council as the Lead Flood Authority to consider whether an approach to 'depaving' might be included within an update of the Council's Surface Water Management Plan and/or Flood Risk Management Plan to help fund and deliver such change to positively influence the resilience and character of the area.

### **Aspiration HW(ii): Preserving and Enhancing Locally Significant Heritage**

<sup>98</sup> <https://www.rhs.org.uk/science/pdf/climate-and-sustainability/urban-greening/gardening-matters-front-gardens-urban-greening.pdf>

The HWNPF recognises importance of non-designated heritage assets at 39, 42, 43 and 47 Camlet Way and strongly encourages their inclusion on Enfield Council's Local Heritage List. Other non-designated heritage assets may be identified over time.

### **Aspiration HW(iii): The Green Belt**

This Neighbourhood Plan proposes that Green Belt boundaries and designations within and surrounding Hadley Wood remain unchanged.

The Plan strongly opposes inappropriate development within the local Green Belt.

### **Aspiration HW(iv): Strengthened tree protection**

The HWNPF strongly supports the protection of all trees in Hadley Wood and mitigation to reduce the risk of tree loss both prior and during development. Total site clearance has become a more frequent occurrence, with negative impacts on character, views, privacy, drainage and air quality.

Trees on public land should also be retained where possible, and replaced when that is not feasible.

### **Aspiration HW(v): Other flood mitigation measures**

The HWNPF actively encourages a range of other flood mitigation measures, such as:

- A storage lake for Monken Mead Brook to the west of Hadley Wood Station.
- The use of rain gardens and tree pits alongside the carriageway.
- Planting additional street trees.

Provision should reflect best practice, including that in emerging guidance from Enfield Council in the Sustainable Drainage Design & Evaluation Guide.

### **Aspiration HW(vi): Monken Hadley Common Wet Woodlands**

The HWNPF strongly encourages the creation of a wetland area within Monken Hadley Common that helps manage surface water run-off, including the wet woodlands / wetland scheme in the Covert Way Local Nature Reserve.

Where possible, the delivery of such a project should be combined with wider opportunities to enhance the biodiversity and habitat value of the area, as well



as incorporating enhanced walking and cycling routes from Hadley Wood to Hadley, New and High Barnet.

This should include tree planting and utilisation of natural flood management techniques to create green and blue corridors.

### **Aspiration HW(vii): Housing supply to meet local needs**

During the consultation process on this Plan numerous residents stated that they would like to see more downsizing opportunities for them and housing options for their children to stay in the area where they have grown up, rather than more top end apartment buildings.

### **Aspiration HW(viii): Design Review**

Emerging schemes for major development<sup>99</sup> should be assessed through design review. Design review of smaller schemes is also strongly encouraged, not only in the Hadley Wood Conservation Area but also in other locations where the proposed works would materially deviate from a dominant prevailing architectural style, or where innovative designs are proposed that would establish a precedent.

Every street has its principal characteristics, and new development proposals should demonstrate how they will complement these. For example, Lancaster Avenue and Parkgate Avenue have 'Elizabethan style' properties with white rendering and black timber, Covert Way is an estate of bungalows, and Camlet Way is predominantly detached homes on large sites with good spacing to neighbouring boundaries.

It is encouraged that design review takes place early in the process to allow scope for input into the emerging design. The final scheme submitted to the Council should include a report on the design review process and how the scheme has responded to this. Design review of live applications is also encouraged.

### **Aspiration HW(ix): Application review and enforcement**

HWNPF and Hadley Wood Association will continue to work with Enfield Council to ensure that new development complies with planning policies, or advise on enforcement action required if conditions are breached.

<sup>99</sup> Defined as 10 or more housing units, or a site with an area of 0.5 hectares or more, per NPPF July 2021

### **Aspiration HW(x): Local parade public realm**

The HWNPF believes the local parade would benefit from a public-realm scheme. Working in partnership with Enfield Council, any such scheme would explore the following priorities:

- Introduction of new street trees and raingardens where possible.
- Use of a simple and consistent palette of materials and street furniture that help define the local centre and provide places for people to sit and relax.
- Incorporation of bicycle parking in accessible and well over-looked locations.
- Implementation of a 20mph local speed limit along Crescent West and Crescent East to improve road safety, air quality and reduce traffic noise.

Any public realm proposals will need to reflect the recommendations of the Hadley Wood Conservation Area Appraisal and associated Management Proposals.

Funding would be sought from relevant sources, including CIL funds from new development in the Neighbourhood Plan area.

### **Aspiration HW(xi): Active travel projects**

To help facilitate active travel within Hadley Wood the HWNPF strongly encourages projects which might include provision of an improved and well-connected network of walking and cycling links. These would enhance existing routes and provide new routes that link Hadley Wood with Monken Hadley, New Barnet, Cockfosters and Trent Park.

Routes should be suitable for use in all weather conditions, use permeable or porous materials, and incorporate appropriate lighting. New and improved routes are shown on Figure 44 and include:

1. Connection along Monken Mead Brook to Hadley Highstone.
2. Improved surfacing to allow for all year round links to New Barnet and Cockfosters.
3. Off carriageway green route linking sustainable transport route along railway line to new valley path.
4. Footpath alongside Waggon Road to Ganwick Corner.
5. Completion of the missing section of the national cycle route joining the London Loop to Hadley Wood.

### **Aspiration HW(xii): Rail and bus services**

Hadley Wood Rail User Group continues to represent the interests of rail users and the local community to the train operator and Network Rail and to campaign for improvements to train services and station facilities.

The HWNPF also strongly encourages improvements in bus services to local amenities, such as the extension of route 399 to Barnet Hospital and High Barnet and Cockfosters Underground stations.

## Appendix 1: Planning application guidelines

Below are the details that may, in accordance with Policy HW-13, need to be provided in planning applications (small developments<sup>100</sup>, extensions and rebuilds), to complement the Council's requirements<sup>101</sup>.

- Front elevations (existing and proposed), including the neighbouring properties, illustrating:
  - any proposed new walls and gates;
  - how potential terracing effect has been mitigated;
  - the minimum distance to the boundary.
  - Stating the building angle (to centre of neighbours' nearest windows).
  
- Site plans showing:
  - proposed development relative to neighbouring properties.
  - proposed hardstanding, materials description, and direction of drainage flows;
  - proposed front boundary treatment, stating the maximum height;
  - existing trees and shrubs, identifying those to be retained and lost, and replanting plans.
  
- Elevation plan showing neighbouring properties.
  
- For back garden developments, basement and lower ground floor developments, and where the footprint is significantly enlarged:
  - Drainage plan.
  - Sustainable drainage system (SuDS) plan.
  - Flood Risk Assessment.
  
- For back garden developments:
  - Site sections, showing neighbouring properties, both front and rear.
  - Site plans, showing adjacent properties, front, rear and to the side.
  - Elevations, from the perspective of all adjacent properties.

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<sup>100</sup> Less than 10 housing units and site area of less than 0.5 hectares, per NPPF.

<sup>101</sup> Note Enfield's Article 4 Direction relating to the Conservation Area.

## Appendix 2: Hadley Wood Conservation Area

The map presented overleaf shows the extent of the designated Conservation Area in Hadley Wood.

The Conservation Area Character Appraisal, Management Proposals, Article 4 Direction and Map can be found on Enfield Council's website:

<https://www.enfield.gov.uk/services/planning/conservation-areas/hadley-wood-conservation-area>

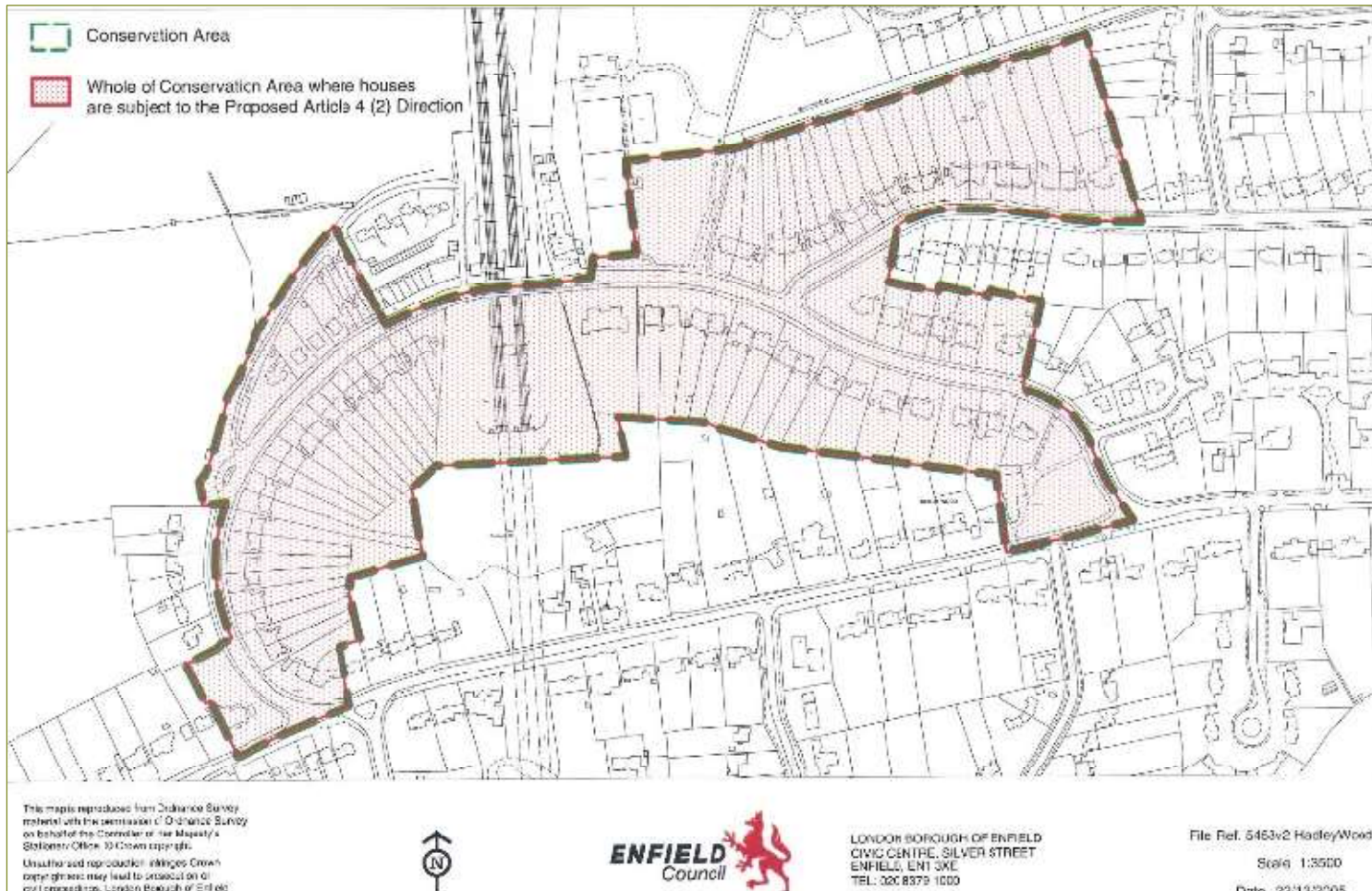


Figure 47: Hadley Wood Conservation Area (source: Enfield Council)



## Appendix 3: Listed Building descriptions<sup>102</sup>

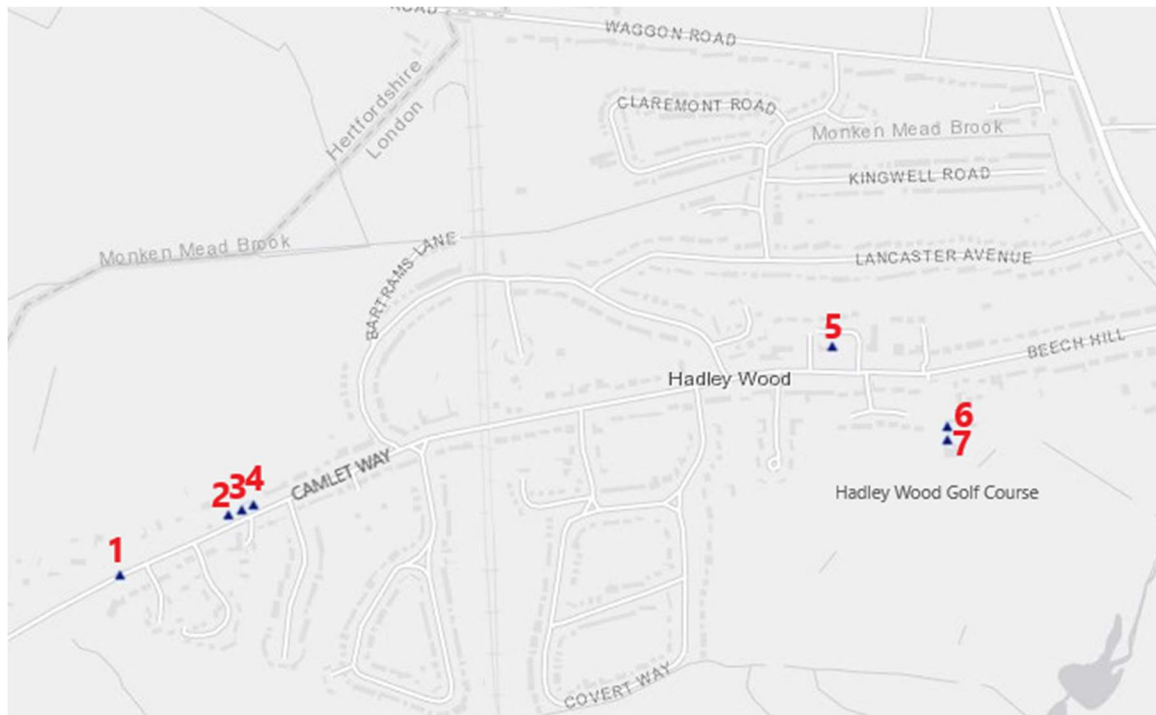


Figure 48: Map showing listed buildings (source: <https://www.planvu.co.uk/enfield/>)

### 1. Access Gate to Hadley Common

Listing Date: 7 April 1983

Grade: II

Historic England ID: 1294734

English Heritage Legacy

ID: 198832

(Image source: Google Maps)



Timber 5 bar gate divided into 3 parts vertically. Kissing gate on north side. Square posts with chamfered arris to main gate. Other posts octagonal with caps.

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<sup>102</sup> Correct at the time of writing, but subject to change over time.

## 2. Pegasus (89 & 91 Camlet Way)

Listing Date: 1 August 1991

Grade: II

Historic England ID: 1358748

English Heritage Legacy  
ID: 200853

*(Image source: Google Maps)*



Pair of former estate cottages. Dated 1878. Brownish brick in English bond; 1<sup>st</sup> floor tile hung with decorative bands of fishscale tile; decorative timber-framing with plastered infill to gables. Plain tile roof with crested ridge tiles. Ribbed brick chimneys with deep, stepped, caps. 2 storeys, No 89 with attic; 5 irregular bays. In Vernacular Revival Style, having chamfered plinth; stepped dentilled 1<sup>st</sup>-floor band; board doors; small-pane wooden casement windows of 2, or 4 lights, those on 1<sup>st</sup> floor of recessed bays shorter. Bays 2 and 4 projecting and gabled, the former 'with decorative timber-framing and datestone to 1<sup>st</sup> floor; the latter broader and with transomed attic window framed by gable. Porch to right bay has mullioned window of 5 round-arched lights and entrance to right return (to No 89); C20 timber-framed 1<sup>st</sup> floor addition. 2-span roof with end stacks and 2 in line near centre. Left return: chimney on right has window in base and flanking 1-light windows on 1<sup>st</sup> floor. On left, segmental archway to internal porch with board door and 3-pane side-window. Interior of No 89: board doors; delft tiles and plain surrounded to living-room fireplace; quarry tile floor to kitchen. The cottages served the nearby Broadgates.

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### 3. 87 Camlet Way and Attached Wall, Gate Pier, and Gate

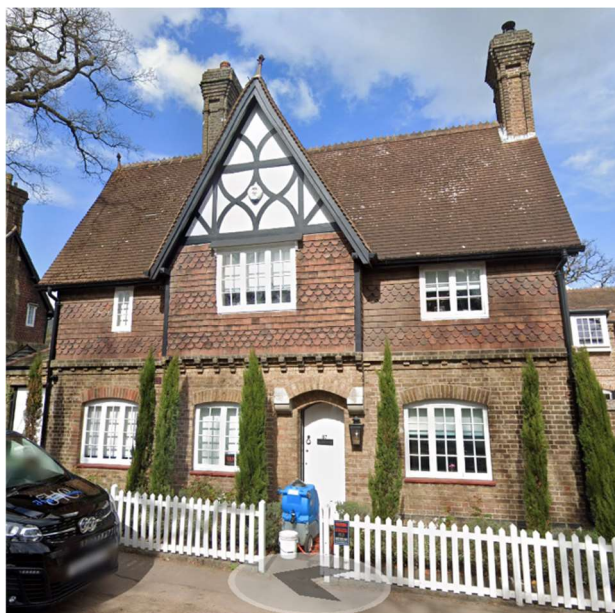
Listing Date: 1 August 1991

Grade: II

Historic England ID: 1241164

English Heritage Legacy ID: 200852

(Image source: Google Maps)



Former estate cottage, with attached wall, gatepier and gate. Probably 1878, as Nos 89-91 (qv). Brownish brick in English bond; 1<sup>st</sup> floor tile hung, with elaborate bands of fishscale tile; decorative timber-framing with plastered infill to gables. Plain tile roof with crested ridge tiles and gable finials. Ribbed brick chimneys with deep stepped caps. 2 storeys, 3 bays. In Vernacular Revival Style, having chamfered plinth; stepped dentilled 1st floor band; board doors with small-pane glazing at top; small-pane wooden casement windows, those on ground floor with segmental brick arches and offset tile sills, projecting, gabled, central bay, corbelled on 1<sup>st</sup> floor, has steps up to off- centre internal porch, which has 4-centred each with stone imposts. Windows of 3,2,3 lights to ground floor; 1,3,2 lights above. External stack at right end; ridge stack between left-hand bays. Wall attached to front right corner, approx. 4.5 metres long and. 2.5 metres high, has chamfered ashlar coping and terminates in octagonal pier which has moulded ashlar offsets and cap supporting decorative iron lantern; attached to pier is a leaf of decorative iron gate. Right return of cottage: decorative ashlar plaque to stack which is flanked by 1-light windows. Interior not inspected. The cottage served the nearby Broadgates.

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#### 4. 83 Camlet Way and Attached Wall, Gate Pier and Gate

Listing Date: 1 August 1991

Grade: II

Historic England ID: 1079464

English Heritage Legacy  
ID: 200851

*(Image source: Google Maps)*



Former estate cottage, with attached wall, gate pier and gate. Probably 1878, as Nos 89-91 (qv). Brownish brick in English bond; 1<sup>st</sup> floor tile-hung, with decorative bands of fish scale tile; decorative timber-framing with plastered infill to gables. Plain tile roof with crested ridge tiles and gable finials. Ribbed brick chimneys with deep, stepped caps. 2 storeys, 3 bays. In Vernacular Revival Style, having chamfered plinth; stepped, dentilled, 1st-floor band; board doors with small-pane glazing at top; small-pane wooden casement windows, those on ground floor with segmental brick arches and offset tile sills. Projecting, gabled, central bay, corbelled on 1<sup>st</sup> floor, has steps up to off-centre internal porch which has 4-centred arch with stone imposts. Windows of 3,2,3 lights to ground floor; 2,3,1 lights above. External stack at left end; ridge stack between right hand bays. Wall attached to front left corner, approx. 4.5 metres long and 2.5 metres high, has chamfered ashlar coping and terminates in octagonal pier which has moulded ashlar offsets and cap supporting decorative iron lantern; attached to pier is leaf of decorative iron gate. Left return of cottage: decorative ashlar plaque to stack which is flanked by 1-light windows. Interior not inspected. The cottage served the nearby Broadgates.

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## 5. Camlet House

Listing Date: 1 August 1991

Grade: II

Historic England ID: 1241127

English Heritage Legacy

ID: 200850

*(image source: Wikipedia)*

BEECH HILL (North Side No 53 Beech Hill): House. C1875-80, builder Frederick Lambert; later alterations. Concrete block,



stuccoed, sheeting to roof. 2 storeys; 6 bays, central and end bays projecting, the former with a 3<sup>rd</sup> storey. In Greek style having: square columns to porch and attached square columns to tripartite windows; sill and lintel strings; stepped band below oversailing corniced eaves; pediments to end and central bays; corniced chimneys. Sash windows, tripartite to end bays and ground floor, those of end bays on ground floor having decorated raised pediments and on 1<sup>st</sup> floor part-fluted columns. Central internal porch has 6-panel door and flanking full height windows all with overlights. Windows of flanking bays similar. Etched lotus-type decoration to ground-floor columns. On 1<sup>st</sup> floor of central bay, sash flanked by recesses with fascias; on 2<sup>nd</sup> floor, small 2-light window flanked by recesses. Interior not inspected.

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## 6. Stable Range to North of Hadley Wood Golf Course Club House

Listing Date: 31 January 1974

Grade: II

Historic England ID: 1359017

English Heritage Legacy ID: 200517

*(Image source: HWNPF)*



U-shaped early-mid C19 building of 2 storeys, 3, 5 and 3 windows. Stock brick with low pitched, hipped, slate roofs. Gauged segmental arches to some sash windows with glazing bars and some small-paned casements. All ground floor openings large and round-headed, some with stable doors others partly filled with doors, windows and ornamental fanlights. Later garage and service additions to ground floor right. South face pebble-dashed, painted pink, and some doors and windows altered. Included for group value.

Hadley Wood Golf Club House and Stable Range form a group.

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## 7. Hadley Wood Golf Course Club House

Listing Date: 31 January 1974

Grade: II

Source: Historic England

Source ID: 1294740

English Heritage Legacy ID: 200516

(Image source:

<https://www.hadleywoodgc.com/>)



Late C18 house with a rear wing of slightly earlier date in red brick, refaced to match the newer house in yellow stock brick. Main front of 2 storeys, 7 windows. 4 giant Doric pilasters define centre section and support stucco entablature and blocking course. Gauged flat brick arches to replaced sash windows with glazing bars and later wood blind cases. 4 steps to replaced half glazed double door, with sidelights, in prostyle Doric porch with dentil cornice. Modern clock over and wide, semi-circular gauged brick arch behind. One-storey side pavilions of mid-late C19 appearance, stuccoed with pilasters and entablature and hipped slate roofs. Each contains 3 round-headed windows in centre and a narrow window at either side . Inside a hall with Corinthian pilasters and enriched entablature. Doors and windows also enriched. Graceful curved staircase with spiral ended handrail. Front lobby with oval plaster medallions of classical scenes, and enriched pine panelling in dining room.

Hadley Wood Golf Club House and Stable Range form a group.

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## Appendix 4: Enfield draft Local Plan

In the summer of 2021 Enfield published its emerging Local Plan 2019-2039. While noting that any development within the Green Belt must be sympathetic to, and compatible with, the primary aim of preserving the openness of the Green Belt, the draft Local Plan proposed major plots of land to be released from the Green Belt for development. This included almost 11ha of land in Hadley Wood (referred to as “Site SA45”).

The Hadley Wood Neighbourhood Planning Forum, with assistance from expert consultants, submitted extensive comments on the draft Local Plan, noting, amongst others, that:

- The exceptional circumstances for the release of land from the Green Belt were not justified and suitably evidenced;
- The land’s contribution scores on the five purposes of the Green Belt were not adequately considered;
- Whether land lies within an Area of Special Character was not considered;
- Much of the land has a high sensitivity to change;
- The impact of development on conservation areas and listed buildings was not sufficiently considered;
- The proposed release of land and development will add to the cumulative adverse road impacts and air pollution, with Hadley Road and Cockfosters Road already operating at over 100% of capacity during parts of the day;
- Proximity to a railway station alone is not sufficient to justify growth and development;
- Hadley Wood is not a sustainable development location, as there is a lack of educational and leisure facilities, shopping, NHS GP and dentist practices and employment, with the PTAL 0-1 scores highlighting poor public transport services;
- The number of housing units required was not clearly established and the opportunities for development and intensification within existing built-up areas not having been adequately assessed;
- The effective use of land through sequential testing, per para 120 of the NPPF, was not applied;
- Although the Green Belt land by Hadley Wood borders the boroughs of Barnet and Hertsmere, there was no evidence that Enfield had discharged its duty to cooperate with them, as required per para 4 of the NPPF.

## Appendix 5: Car parking

### Policy HW-4: Off-street parking

Notwithstanding the need to retain part of the front gardens as green space, adequate off-street parking should be provided to avoid adverse impacts, especially on highway safety. Plot sizes in the Neighbourhood Plan area allow both to be accommodated.

Reflecting the footnote to Table 10.3 of the London Plan 2021, where the number of housing units on a site is increased by way of apartments:

- For developments located on the NP area's main access roads, being Cockfosters Road, Beech Hill, Camlet Way and Waggon Road, the number of on-site parking spaces shall be:
  - 1.5 spaces per 2 bedroom unit;
  - 2 spaces per 3+ bedroom unit; and
  - an appropriate number of additional on-site spaces for visitors and deliveries/maintenance workers.
- For development on other roads the maximum number of on-site parking spaces shall be 1.5 per 2+ bedroom unit.

### Justification

The footnote to London Plan Table 10.3 states that boroughs should consider higher parking standards where there is clear evidence this would support additional family housing.

The NP fully supports the promotion of sustainable transport, including a move away from car usage to active travel (walking and cycling) and public transport. However, that is only realistic if and the relevant infrastructure and services have been improved, which will require significant investment. Until then Hadley Wood will remain a car-dependent location and forcibly reducing off-street parking will not reduce car usage, but will instead simply result in additional on-street parking.

### Current Situation & London Plan

- The Enfield Characterisation Study (2011) categorises Hadley Wood as a residential, perimeter block, Large Suburb and states, amongst others, that:
  - "It retains an almost rural character"; and
  - "Very low density areas both favour and require the car. The sparseness of the population is not able to sustain local shops and facilities in easy walking distance. Pedestrians can be poorly provided for, with a footway on

one side of the road only or very narrow provision, as found on Waggon Road in Hadley Wood”.

- The entire NP area is a PTAL 0-1 zone, reflecting poor public transport availability:

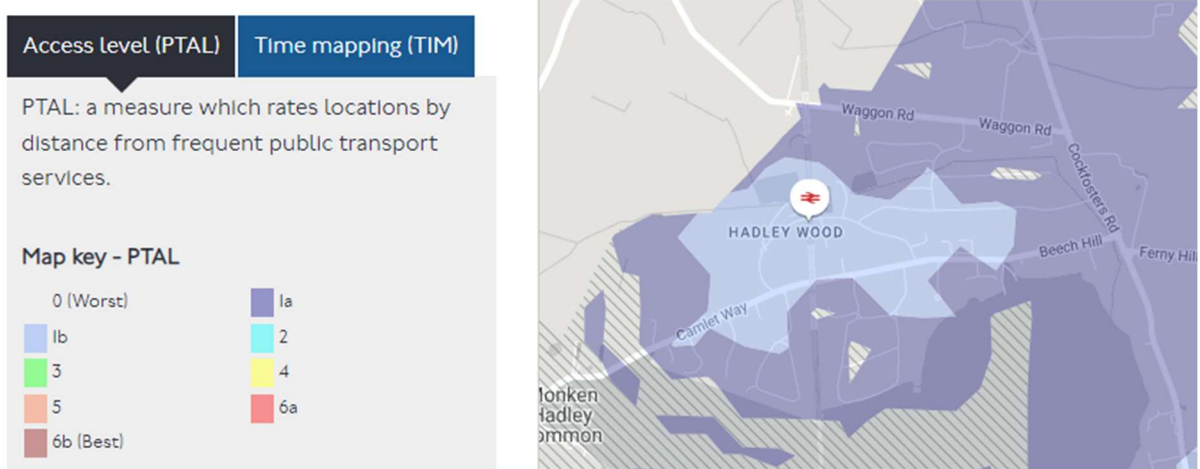


Figure 49: PTAL zones (source: <https://tfl.gov.uk/info-for/urban-planning-and-construction/planning-with-webcat/webcat>).

- The map below, taken from the London Mayor’s Transport Strategy, confirms that travel time to the Central Activities Zone is significant because of poor public transport links (<https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>):-

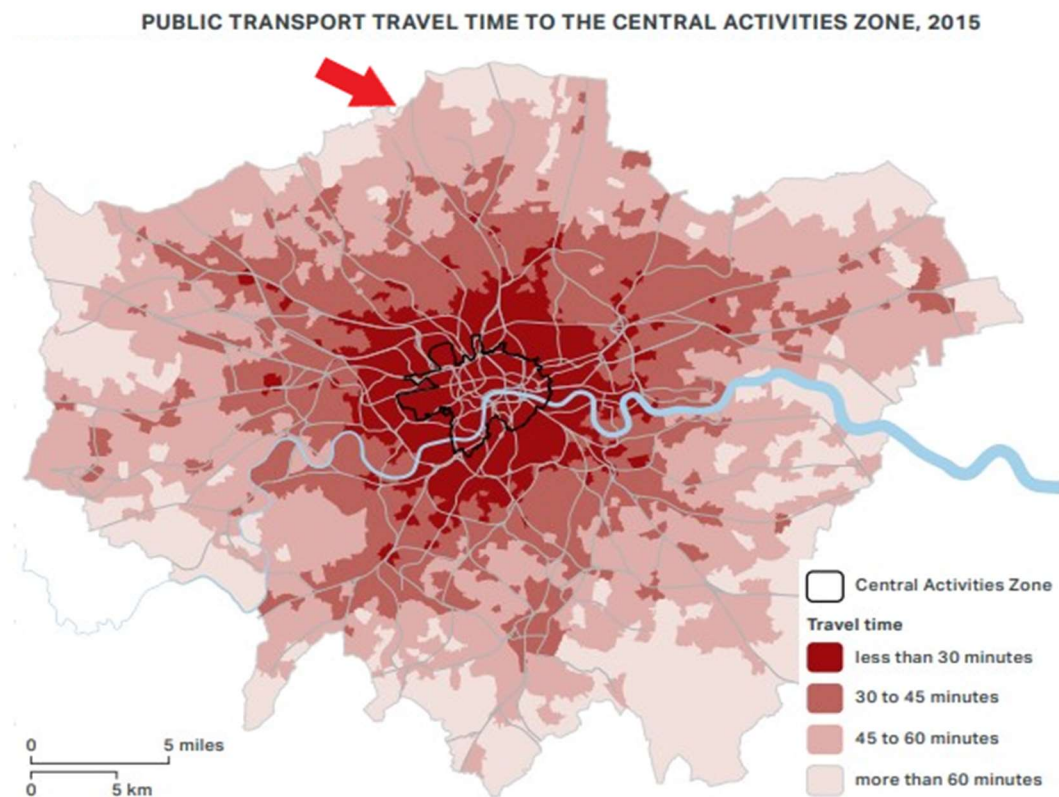


Figure 50: travel times to Central Activities Zone using public transport

- As a result, there is very limited use of public transport in Hadley Wood (<https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>):-

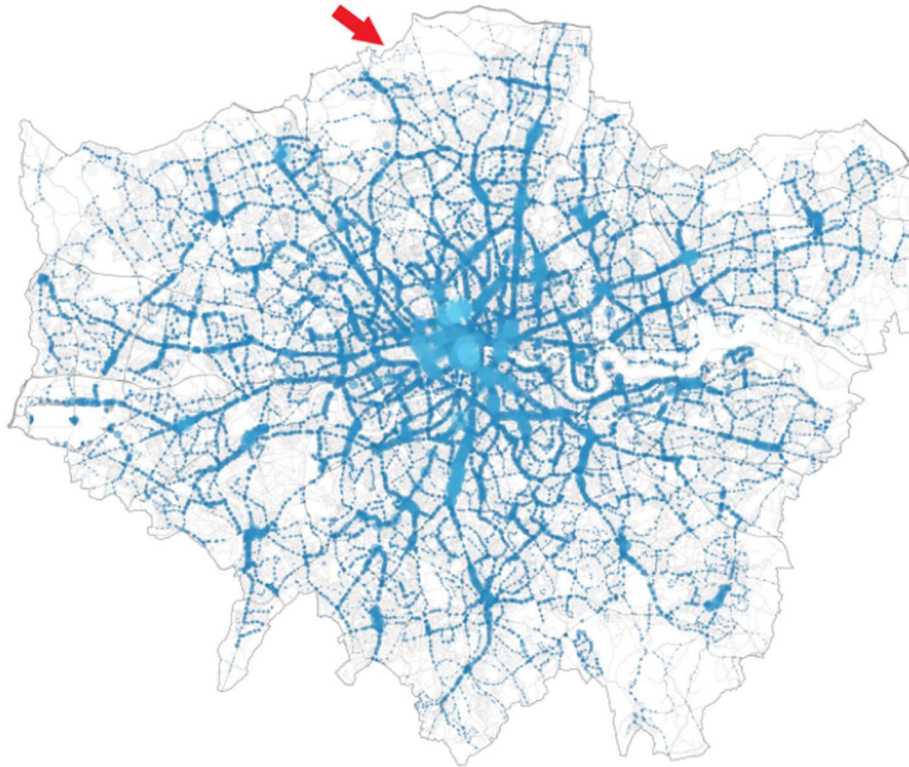
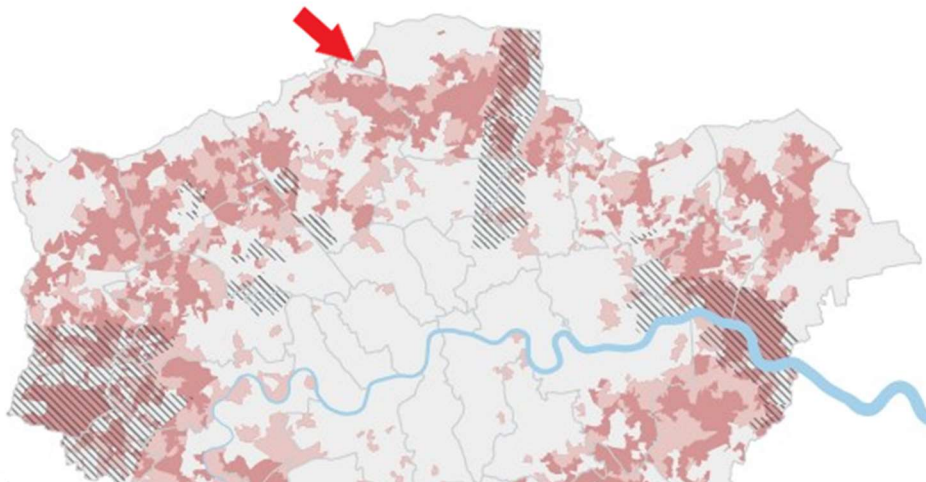


Figure 51: Public transport use on weekdays

- In order to make Hadley Wood a sustainable location public transport services would need to be materially improved. Regrettably, Hadley Wood is not an area of focus in the Mayor’s Transport Strategy, as transport is not viewed as an enabler of significant change for the area<sup>103</sup>

**AREAS THAT COULD BENEFIT FROM DEMAND-RESPONSIVE TRANSPORT SERVICES**



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<sup>103</sup> <https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>



Hadley Wood Neighbourhood Plan 2022-2039



Figure 52: Areas that could benefit from demand-responsive public transport

- As a result the London Mayor’s Transport Strategy does not indicate that Hadley Wood will see an improvement in access to employment by public transport:

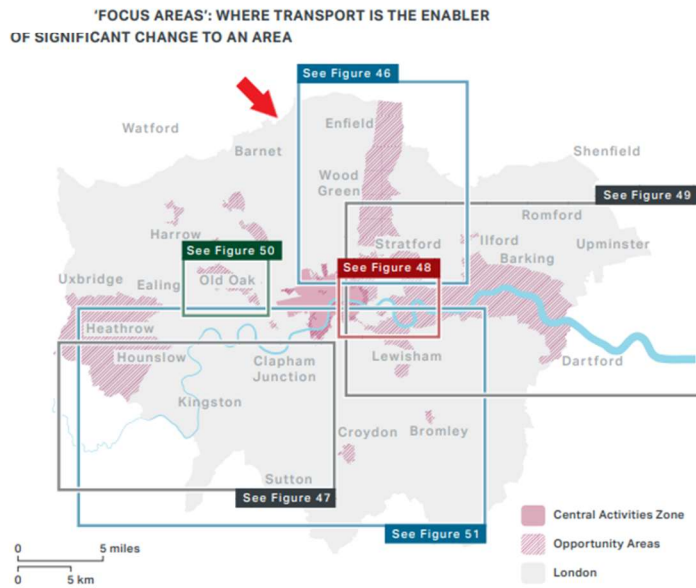


Figure 53: Focus Areas, where public transport is considered the enabler of significant change



FIGURE 34: IMPROVED ACCESS TO EMPLOYMENT BY PUBLIC TRANSPORT, 2015 AND 2041

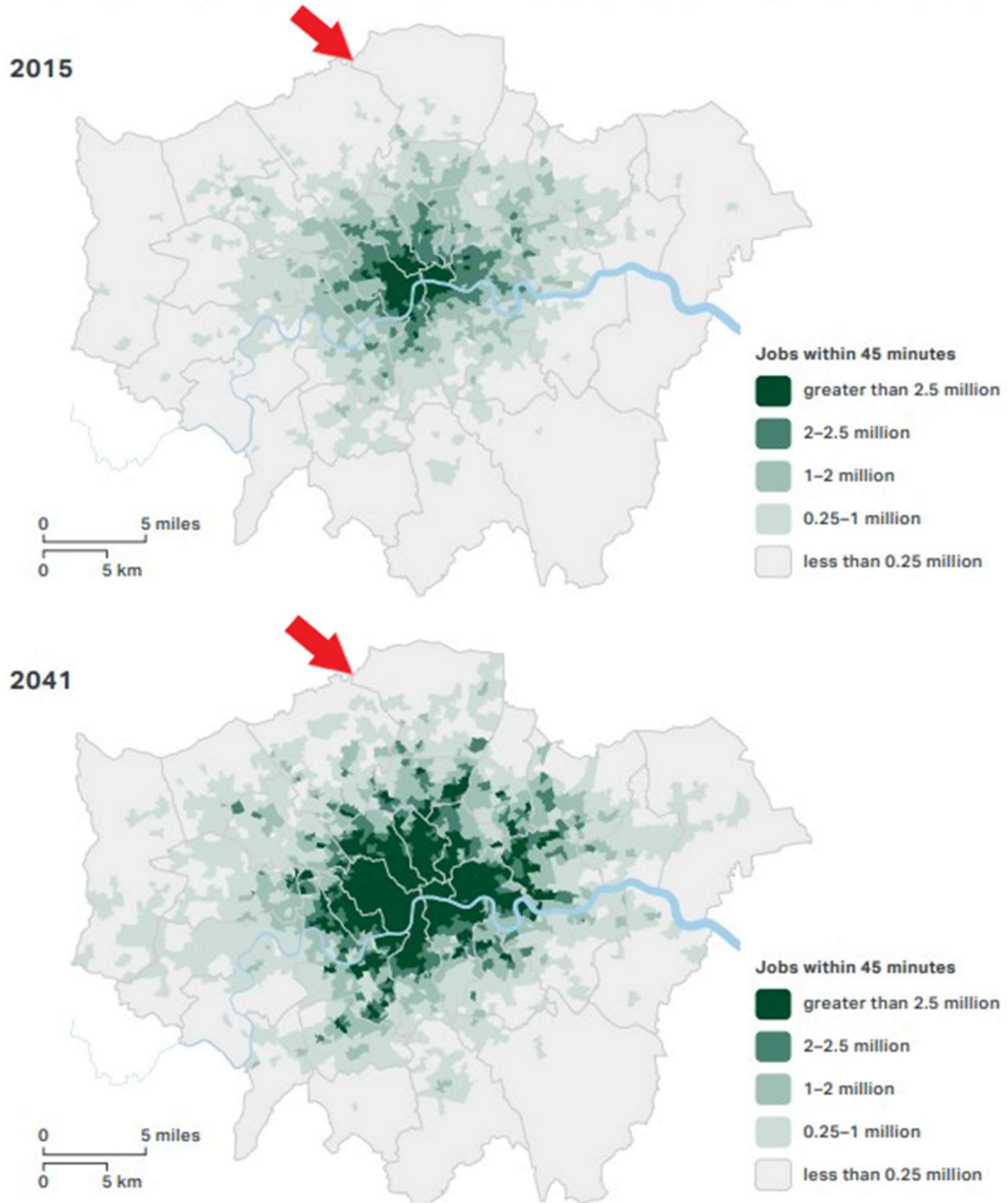


Figure 54: planned improved access to employment using public transport 2015 to 2041

Hadley Wood Neighbourhood Plan 2022-2039

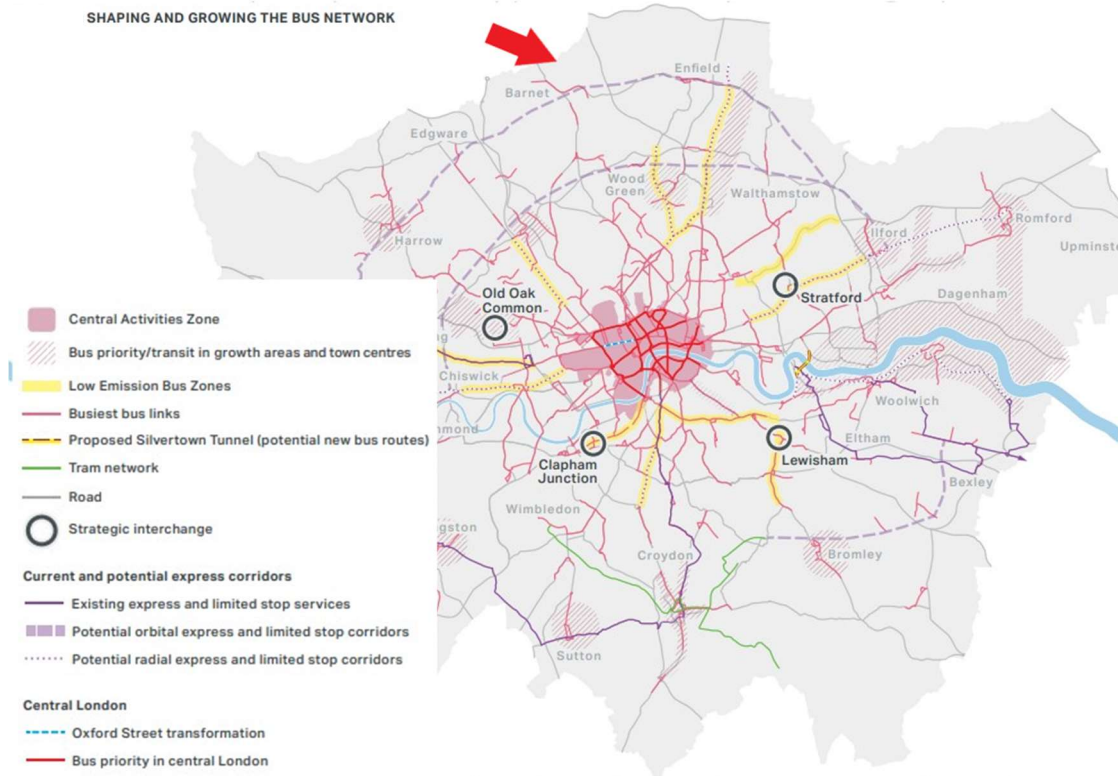


Figure 55: planned improvements to bus network

- Equally, the London Mayor’s Transport Strategy indicates that Hadley Wood and surrounding area is not viewed as part of the Strategic Cycle Network to 2041: (<https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>):-

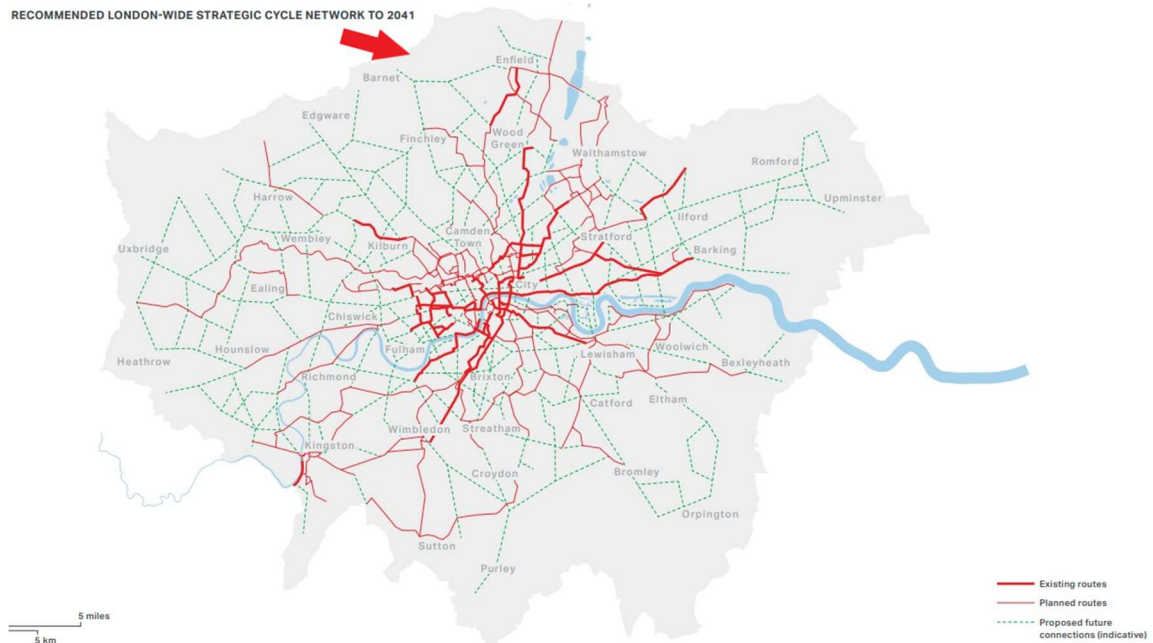


Figure 56: recommended strategic cycling network

- The HWNPF asked Space Syntax, an urban planning consultancy, to produce a Walkability Index for Hadley Wood, reflecting the amenities within easy walking distance:

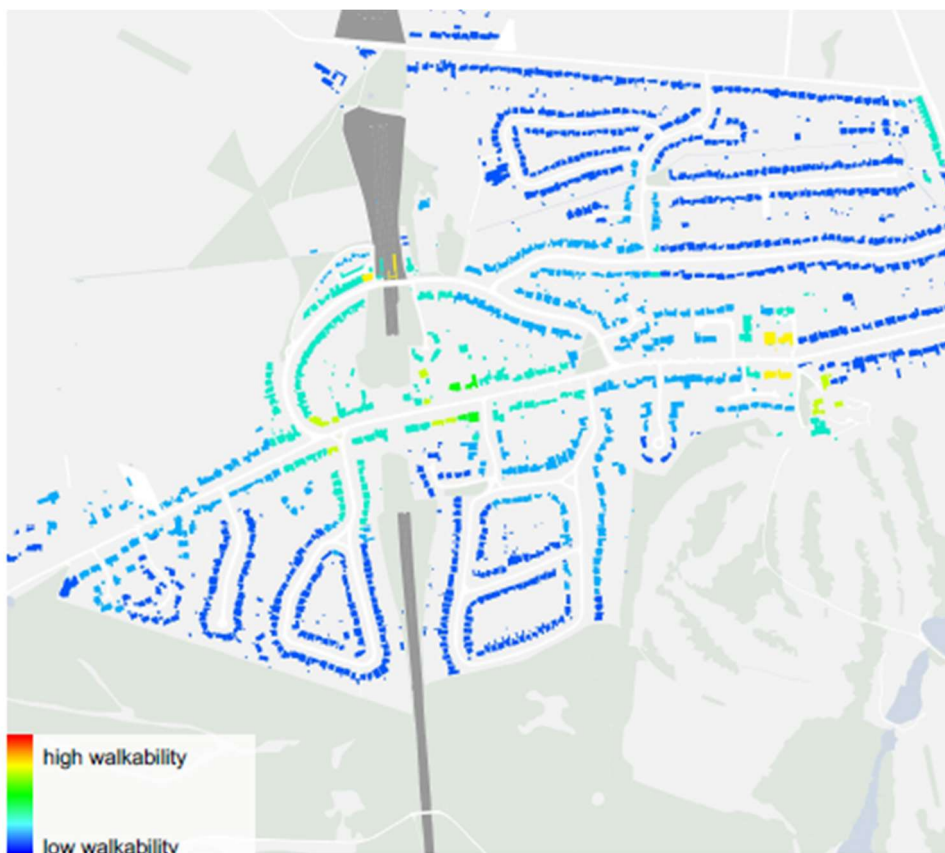


Figure 57: Walkability Index prepared by Space Syntax

- The Walkability Index assessment reflects the very limited local amenities:
  - The most walkable area in Hadley Wood with an index score of 27 is Crescent West. This is marginally above the average for LB of Enfield;
  - 13 out of the 26 roads in Hadley Wood, i.e. 50% of the roads scored 0;
  - The average walkability index score for Hadley Wood is 7.8, significantly below the average score of 24 for LB of Enfield and 60 for Greater London and 300 for Camden;
  - The low walkability score reflects that, despite the railway station and single bus service, Hadley Wood is not a sustainable development location - necessities, services and amenities are more than two miles away, beyond routine walking distance and therefore require the use of a car.
  - Most of the residential roads in Hadley Wood are disconnected cul-de-sacs or loops that oblige the residents to extra distance to get to their destination; significantly, there is very little that can be done to improve this walkability;
- The move to cycling and walking is to hampered by the meaningful gradients in the NP area:



## Hadley Wood Neighbourhood Plan 2022-2039

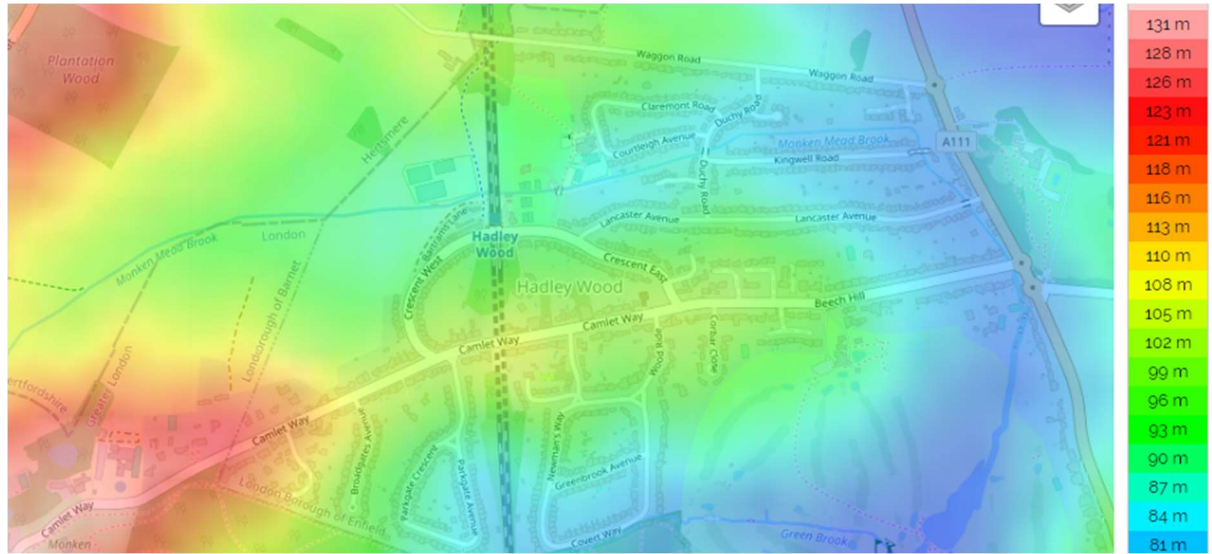


Figure 58: Elevations map, showing meaningful gradients (source: <https://en-gb.topographic-map.com/map-kb57/England/>)

- Walking is furthermore hampered by a lack of good quality walkways. For example, Waggon Road only has a pavement on one side of the road, but is difficult to navigate due to overgrown vegetation:-



Figure 59: narrow and obstructed footpath along Waggon Road (no pavement on other side of road) (Source: HWNPF)

- The relatively poor public transport, cycling and walking facilities, and lack of local amenities, result in car-dependency. Parking pressure is getting worse, partly due to the increasing number of family homes being replaced with apartment

buildings, especially on Cockfosters Road, Beech Hill and Camlet Way – the map below marks all such works in the past 10 years:



Figure 60: single family dwellings that have been replaced with apartment buildings (source: Google Maps and Enfield Council planning portal).

- Residents have become concerned with the increasingly frequent proposals for replacement of family homes with apartment buildings that have significantly fewer off-street parking spaces than the London Plan standards recommend, as developers seek to maximise profits and have been cutting back on parking. Examples since 2020 include:
  - 397 Cockfosters Road - 11 apartments (2x3 beds, 7x2 beds) with only 11 on-site parking spaces approved.
  - 385 Cockfosters Road – Planning recommended approval of 9 apartments (5x3 beds, 3x2 beds, 1x1 bed) with only 9 on-site parking spaces.
  - 10 Beech Hill – application for 9 apartments (3x3 beds, 6x2 beds) with only 9 on-site parking spaces submitted.
  - 90 Camlet Way – 9 apartments (1x3 beds, 8x2 beds) with only 11 on-site parking spaces approved.



**Hadley Wood Neighbourhood Plan 2022-2039**

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- 37 Lancaster Avenue – 6 apartments (2x3 beds, 4x2 beds) with only 3 on-site parking spaces approved.

The car-dependent location and the lack of any on-site parking for visitors, deliveries and trades people has led to a dramatic increase in illegal and inconsiderate parking, which endangers pedestrians and cyclists, and hampers the free flow of traffic.

The lack of adequate off-street parking is most extreme along Cockfosters Road, where most family homes have been replaced with apartment buildings. Although there is no ability to park on-street, support developments with only one parking space per apartment, and with no spaces for visitors, deliveries or trades, have been approved. As a result, vehicles are blocking the only pavement, thus endangering pedestrians (and cyclists, who use the footpath as the A111 is too dangerous to cycle on), with parking enforcement unable to stop this behaviour:





Figure 61: Cars parked illegally / blocking the only pavement along A111 Cockfosters Road (source: images 1&2: Google Maps; other images: HWNPF).

- The images understate the volume of traffic on the A111 Cockfosters Road. The Baseline Transport Review<sup>104</sup>, prepared as evidence for Enfield Council's Regulation 18 draft Local Plan, shows that Cockfosters Road operates at >100% of capacity during peak hours.

The issue has been recognised by some of the more discerning developers, with one applying<sup>105</sup> for additional visitors spaces to lift the total parking spaces to 18

<sup>104</sup> See page 23 of [https://www.enfield.gov.uk/\\_data/assets/pdf\\_file/0010/12142/Transport-baseline-review-WSP-2021-Planning.pdf](https://www.enfield.gov.uk/_data/assets/pdf_file/0010/12142/Transport-baseline-review-WSP-2021-Planning.pdf)

<sup>105</sup> Application 15/00194 relating to 387 Cockfosters Road.



## Hadley Wood Neighbourhood Plan 2022-2039

for six 2-bed apartments, with the comment:

The reason for this application of minor material alterations is because Cockfosters Road is an extremely busy road, from dawn to evening time with no opportunity to park on the road without causing a major disruption to traffic flow and potential danger to road users. The quantity of off street parking approved is most unlikely to provide sufficient off street parking for the visitors, deliveries and service providers the luxury apartments. The only option will be for vehicles to park on the pavement and grass verge, neither of which is designed to support vehicles and will cause inconvenience to pedestrians and unsightly damage to the grass verge. The loss of

- It should be noted that Crashmap (<https://www.crashmap.co.uk/>) highlights that there are frequent accidents on Cockfosters Road, Beech Hill and Camlet Way:-

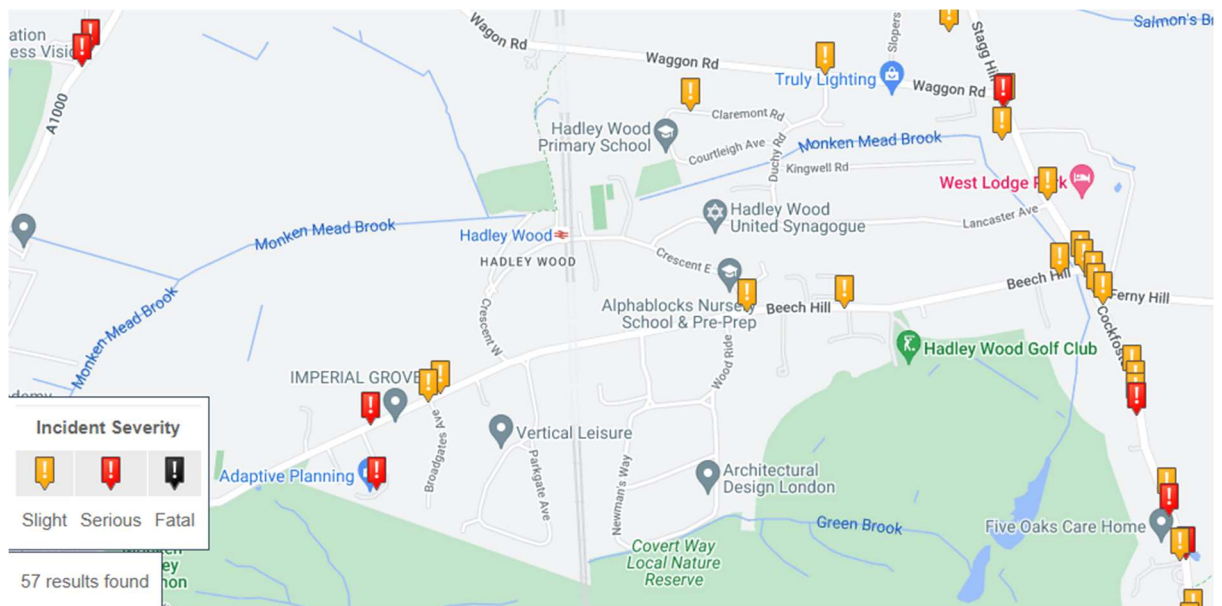


Figure 62: Crashmap showing recorded accidents

### **Neighbourhood Plan**

- Although the Neighbourhood Plan supports the strategic policy to shift residents from car usage to walking, cycling and public transport, significant investment in infrastructure and services will be required before that is a realistic option.
- As highlighted above, the London Mayor's Transport Strategy does not indicate that public transport will see a meaningful investment or improvement. There also do not appear to be plans for significant improvements in cycling and walking routes, and it remains to be seen how much of the CIL monies can be allocated to this.
- We note that, for example, the adopted neighbourhood plan for Highgate includes, a policy (TR3) on parking, which inter alia states that "development should not have a severe negative impact on the highways or the environment. It will be resisted if it would:
  - Harm highway safety or hinder pedestrian movement;
  - Provide inadequate sightlines for vehicles leaving the site;

- 
- Significantly add to on-street parking demand or otherwise reduce existing on-street parking conditions, where there is inadequate capacity;
  - Create, or add to, an area of car parking that would have an adverse impact on local character or a building's setting or is visually detrimental to the conservation areas.
  - Any new off-street parking should have regard for its impact on the character of the local area, and could be required to preserve or re-provide any means of enclosure, trees, or features of a forecourt or garden;
  - Provide adequate soft landscaping, permeable surfaces, boundary treatment and other treatments to offset adverse visual impacts and increases in surface water run-off."
- Extensive comments from residents during the Regulation 14 consultation process highlighted the deep-rooted concerns regarding on-street parking and the impact on highway safety, especially for cyclists, as well as on the free flow of traffic, which in turn impacts air pollution (Enfield Council policies DMD45 and NPPF §108 and 111).
  - The footnote below table 10.3 of the London Plan states that, for "3+ beds" in PTAL 0-1 zones "Boroughs should consider standards that allow for higher levels of provision where there is clear evidence that this would support additional family housing".
  - The increasing number of planning approvals for developments with significantly fewer parking on-site spaces than the London Plan standards have caused great concern amongst local residents, as illegal and inconsiderate parking is exposing pedestrians and cyclists to undue risk. Therefore, this Plan introduces a policy that provides a safeguard against inadequate off-street parking.
  - As the entire Plan area is PTAL 0-1, the Neighbourhood Plan policy proposes that, until such time when walking, cycling and public transport, such as demand-responsive bus services to amenities and employment, are improved and realistic travel options, Policy HW-4 should apply.
  - It is noted that some approved developments have generous parking provision. Examples include:
    - 22 Beech Hill – 14 parking spaces for 6 two & three bed apartments.
    - 18 Camlet Way – 10 parking spaces for 5 three bed apartments.
    - 387 Cockfosters Road – 18 parking spaces for 6 two bed apartments.
  - The table below compares the Neighbourhood Plan parking standards with the regular standards per the London Plan (2021):

## Hadley Wood Neighbourhood Plan 2022-2039

	<b>1-2 bed apartments</b>	<b>3 bed apartments</b>
Cockfosters Road, Beech Hill, Camlet Way, Waggon Road	<b>1.5</b> + spaces for visitors, trades & deliveries	<b>2</b> + spaces for visitors, trades & deliveries
Other roads	Max. <b>1.5</b>	
London Plan (2021)	Max. <b>1.5</b>	



## **Appendix 6: Hadley Wood Heritage and Character Assessment**

**Report dated April 2018, prepared by Aecom for the Hadley Wood Neighbourhood Planning Forum**

[sent under separate cover]

## Appendix 7: Evidence base

As part of the production of this Neighbourhood Plan a large number of documents were reviewed, including but not limited to:

### National Planning Policy

1. National Planning Policy Framework (2019, 2021)
2. National Design Guide (October 2019)
3. General Permitted Development Order (2015, 2020, 2021)

### National Planning Commissions and Reviews

4. The Living with Beauty Report (January 2020)
5. Code for Sustainable Homes (Dept for Communities and Local Government – Dec 2006)
6. Planning 2020 – Final Report of the Raynsford Review of Planning in England (TCPA, November 2018)
7. Place Value & the Ladder of Place Quality (Place Alliance March 2019)

### London Planning Policy

8. London Plan (2021)
9. London Plan Examination in Public Report (October 2019)

### Enfield Planning Policy

10. Core Strategy 2010–2025 (2010)
11. Development Management Document (DMD – Adopted November 2014)
12. Reg. 18 Draft New Local Plan 2019-2039 (June 2021)
13. Climate Change Emergency (July 2019)
14. Climate Action Plan 2020
15. Housing and Growth Strategy 2020-2030 (January 2020)
16. Local Housing Need Assessment 2020 (November 2020)
17. Adopted Policies Map (September 2019)
18. Local Heritage List (May 2018)
19. New Enfield Local Plan 2041: Level 1 Strategic Flood Risk Assessment (December 2021)
20. Revised Technical Standards for Footway Crossovers (April 2013)

### Character and Heritage

21. Enfield Characterisation Study (Urban Practitioners February 2011)
22. Enfield Area of Special Character Boundary Review (Enfield Council March 2013)
23. Hadley Wood Heritage & Character Assessment (AECOM 2018)
24. HWNPF – AECOM Briefing note (January 2018)
25. Hornbeam Hills (Enfield Chase) Landscape Character Area (Hertsmere Council)
26. Making Enfield – Enfield Heritage Strategy (July 2019)
27. The Battle of Barnet (in the valley of Monken Mead (Battlefields Trust))

### **Environment and Sustainability**

28. Living Planet Reports (1998 to 2018)
29. Sustainable Design & Construction (GLA 2014)
30. Homes England – Building for a Healthy Life (July 2020)

### **Flood Risk and Sustainable Drainage**

31. Environmental Agency Long Term Flood Risk Map – Flood Risk from Rivers
32. Environmental Agency Long Term Flood Risk Map – Flood Risk from Surface Water
33. Enfield Local Flood Risk Management Strategy (March 2016)
34. Enfield Strategic Flood Risk Assessment (February 2008)
35. Enfield Sustainable Drainage Design and Evaluation Guide (2018)
36. The Ciria SuDS Manual (2015)
37. HWNPF – Flood Risk Briefing Note (October 2017)
38. Managing Flood Risk in the Lower Lee Catchment – Environment Agency (2013)
39. London Sustainable Drainage Action Plan – GLA (December 2016)
40. Guidance on permeable surfacing of front gardens (Environment Agency September 2008)
41. Design Guidance no. 3 Construction of Hard Standing (Barnet Council)
42. East London Extreme Rainfall (Lloyd's 2010)
43. Changing Intensity of Rainfall over Britain (University of East Anglia 2008)
44. Changes in the Frequency of Extreme Rainfall Events (Met Office 2010)
45. The Climate of the UK & Recent Trends (Oxford University 2008)
46. Dept for Communities and Local Government Guidance on the permeable surfacing of front gardens (September 2008)
47. Thames Water, External Flooding Study 314, Parkgate Avenue, Hadley Wood (August 2017)
48. Government Guidance – Standing Advice for Local Planning Authorities on Review of Individual Flood Risk Assessments (February 2022)
49. Enfield Sustainable Drainage – Design and Evaluation Guide (2018)

### **Hadley Wood planning research and policy**

50. Hadley Area – Character Appraisal (February 2015)
51. Hadley Wood Conservation Area – Management Proposals (February 2015)
52. 'What do we think about' residents survey (November 2015)
53. HWNPF briefing note (October 2017)
54. HWNPF draft Vision & Objectives (October 2017)
55. HWNPF analysis Wood Conservation of growth in homes in Hadley Wood between 2000 – 2017 (February 2018)
56. HWNPF Local Green Space Review (November 2019)

### **Trees, Local Green Space and Green Belt**

57. Enfield Parks and Open Spaces Strategy 2010 -2020
58. Enfield Detailed Green Belt Boundary Review (March 2013)
59. Urban Greening Factor for London (GLA 2017)

60. Trees in relation to Design, Demolition & Construction (BSI 2012)
61. Green Infrastructure SPG (Mayor of London 2013)
62. Residential Development & Trees (Woodland Trust July 2015)
63. Sustainable Land Management (Woodland Trust April 2018)
64. Healthy Trees, Healthy Places (Woodland Trust July 2013)
65. The Case for Trees in Development & the Urban Environment (Forestry Commission)
66. Why trees are good for you (Epping Forest Countrycare 2017)
67. The Tree Charter (2017)
68. Locality, Neighbourhood Planning: Local Green Spaces, A Toolkit for Neighbourhood Planners (2018)
69. Trees in Hard Landscapes: A Guide for Delivery (September 2014)

### **Other Reports**

70. London Mayor's reply to Enfield's draft Local Plan (September 2021)
71. London Mayor's Transport Strategy (March 2018)
72. Space to Build, Enfield (CPRE London, The Enfield Society, Enfield RoadWatch – January 2019)
73. Barnet SPD – Residential design Guidance (October 2016)
74. London Borough of Bexley – Draft Local Plan (May 2021)
75. London Borough of Bexley – Local Plan Spatial Strategy Technical Paper
76. London Borough of Brent – Development Management Policies (November 2016)
77. London Borough of Redbridge – Housing Design Guide (September 2019)
78. London Borough of Camden – Basement Developments (updated guidance 2021)
79. London borough of Lambeth – Depaving Factsheet (August 2014)
80. Bristol City – Planning Obligations Supplementary Planning Document (September 2012).
81. Welwyn Garden City – Estates Management Scheme Design Guide
82. Police Crime Prevention Initiatives, March 2019, Secured by Design: Homes 2019, Version 2
83. CABE – The Value of Public Space (2004)
84. Considerate Constructors Scheme – Code of Considerate Practice (December 2021)
85. Local Government Association - Probity in Planning (December 2019)

### **Neighbourhood Plans**

86. West Hampstead Neighbourhood Plan
87. Sudbury Town Neighbourhood Plan
88. Pyrford Neighbourhood Plan
89. Fleet Neighbourhood Plan

### **Planning Application Appeals**

Small Sites, including rear gardens

90. Appeal Ref: APP/Q5300/W/20/3266015 - 32 Waggon Road and land to the rear of 30 Waggon Road EN4 0HL.
91. Appeal Ref: APP/Q5300/W/20/3256487 - 18-22 Waggon Road EN4 0HL.
92. Appeal Ref: APP/Q5300/W/17/3176938 - 21 and rear of 23-25 Lancaster Avenue EN4 0EP.

#### Front boundary treatments

93. Appeal Ref: APP/Q5300/C/21/3270109 - 49 Kingwell Road EN4 0HZ.
94. Appeal Ref: APP/N5090/C/19/3232539 - Land at 62 Crescent Road EN4 9RJ.
95. Appeal Ref: APP/Q5300/D/19/3220518 - 48 Waggon Road EN4 0PP.
96. Appeal Ref: APP/Q5300/D/17/3192818 - 8 Waggon Road EN4 0HL.
97. Appeal Ref: APP/Q5300/C/16/3148989 - 65 Parkgate Crescent EN4 0NW.

#### Character (Conservation Area)

98. Appeal Ref: APP/Q5300/D/21/3283555 -9 Lancaster Avenue EN4 0EP.
99. Appeal Ref: APP/Q5300/D/17/3191359 - 21 Lancaster Avenue EN4 0EP.
100. Appeal Ref: APP/Q5300/W/17/3176938 - 21 and rear of 23-25 Lancaster Avenue EN4 0EP
101. Appeal Ref: APP/Q5300/D/17/3178155 - 19 Lancaster Avenue, Hadley Wood EN4 0EP.

#### Character (elsewhere, within or in the locality of the NP area)

102. Appeal Ref: APP/Q5300/D/20/3258869 - 48 Fairgreen EN4 0QS.
103. Appeal Ref: APP/Q5300/W/20/3248488 - No. 3 and 4 Walmar Close EN4 0LA.
104. (Including the impacts of noise on character)
105. Appeal Ref: APP/Q5300/W/19/3223117 – No. 3 and 4 Walmar Close EN4 0LA.
106. (Including references to surface water flooding)
107. Appeal Ref: APP/Q5300/W/19/3222985 - 37 Lancaster Avenue EN4 0ER.
108. Appeal Ref: APP/Q5300/W/19/3222664 - 22 Covert Way EN4 0LT.
109. (Including references to loss of trees)
110. Appeal Ref: APP/Q5300/W/18/3212870 - 90 Waggon Road, EN4 0PP.
111. Appeal Ref: APP/Q5300/D/18/3192537 - 32 Parkgate Avenue EN4 0NR.
112. Appeal Ref: APP/Q5300/D/17/3189970 - 6 Walmar Close EN4 0LA.
113. Appeal Ref: APP/Q5300/W/17/3180282 - 51 Lancaster Avenue EN4 0ER.
114. Appeal Ref: APP/Q5300/W/17/3173472 - 10 Fairgreen EN4 0QS.
115. Appeal Ref: APP/Q5300/W/17/3170150 - 48 Waggon Road EN4 0PP.

#### Amenity (light and privacy) of neighbours

116. Appeal Ref: APP/Q5300/D/18/3218822 - 15 Waggon Road EN4 0PW.
117. Appeal Ref: APP/Q5300/D/18/3213493 - 471 Cockfosters Road EN4 0HJ.



## Glossary of Terms

**Adoption** – The final confirmation of a development plan by a local planning authority.

**Affordable housing** - Includes housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers). A full definition is available in the NPPF.

**Community Infrastructure Levy (CIL)** - allows Local Authorities to raise funds from developers undertaking new building projects in their areas. Money can be used to fund a wide range of infrastructure such as transport schemes, schools, health centres, leisure centres and parks. Where Neighbourhood Plans have been prepared by Neighbourhood Forums and have been successfully 'made', 25% of any community infrastructure levy arising from developments in the area will be paid to the local authority for spending on schemes identified by and agreed with the Forum.

**Conservation Area** - an area of special architectural or historic interest, the character or appearance of which is preserved by local planning policies and guidance.

**Development Plan** - Includes the adopted Enfield Core Strategy and Development Management Document (and any future adopted Local Plan which may replace it) and Neighbourhood Development Plans which are used to determine planning applications. In London, the London Plan also comprises part of the Development Plan.

**The Department for Levelling Up, Housing and Communities** - is the Government department with responsibility for planning, housing, urban regeneration and local government (DLUHC). Previously known as the Ministry of Housing, Communities and Local Government (MHCLG).

**Evidence base** - The background information that any Development Plan Document is based on and is made up of studies on specific issues, such as housing need for example.

**Greenfield site** - Land where there has been no previous development, often in agricultural use

**Green-space** - Those parts of an area which are occupied by natural open space, parkland, woodland, sports fields, gardens, allotments and the like.

**Housing Associations / Registered Social Landlords / Registered Providers** – Not-for-profit organisations providing homes mainly to those in housing need

**Independent Examination** - An assessment of a proposed Neighbourhood Plan carried out by an independent person to consider whether a Neighbourhood Development Plan conforms with the relevant legal requirements.

**Infrastructure** – Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

**Infill Development** – small scale development filling a gap within an otherwise built up frontage.

**Listed Building** – building of special architectural or historic interest.

**Local Planning Authority** - Local government body responsible for formulating planning policies and controlling development; a district council, metropolitan council, county council, a unitary authority or national park authority. For Hadley Wood this is Enfield Council and the Greater London Authority (GLA).

**National Planning Policy Framework (NPPF)** - sets out government's planning policies for England and how these are expected to be applied. The current version of the NPPF was published in July 2021.

**Neighbourhood Development Plan** – A local plan prepared by a Town or Parish Council, or a Forum, for a particular Neighbourhood Area, which includes land use topics.

**Neighbourhood Forum** - A neighbourhood forum is the body that leads on the production of a neighbourhood plan in neighbourhood areas that are not covered (either in part or in whole) by a town or parish council. A neighbourhood forum must meet certain legal requirements and can only be designated by a local planning authority. Only one neighbourhood forum can be designated for a neighbourhood area.

**Permitted Development** – comprises certain categories of minor development as specified in the General Permitted Development Order, which can be carried out without having first to obtain specific planning permission.

**Planning Permission** - Formal approval granted by a council (e.g. Enfield Council) in allowing a proposed development to proceed.

**Previously Developed Land** - Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Public Open Space** - Open space to which the public has free access.

**Section 106 Agreement** – Planning obligation under Section 106 of the Town & Country Planning Act 1990, secured by a local planning authority through negotiations with a developer to offset the public cost of permitting a development proposal.

**Settlement Development Limits Boundary** – Settlement or development boundaries (village envelopes) seek to set clear limits to towns and villages. They are designed to define the existing settlement and to identify areas of land where development may be acceptable in principle, subject to other policies and material planning considerations.

**Soundness** – The soundness of a statutory local planning document is determined by the planning inspector against three criteria: whether the plan is justified (founded on robust and credible evidence and be the most appropriate strategy), whether the plan is effective (deliverable, flexible and able to be monitored), and whether it is consistent with national and local planning policy.

**Stakeholder** – People who have an interest in an organisation or process including residents, business owners and national organisations and government departments

**Sustainable Communities** – Places where people want to live and work, now and in the future.

**Sustainable Development** – An approach to development that aims to allow economic growth without damaging the environment or natural resources. Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

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## Enfield Equality Impact Assessment (EqIA)

### Introduction

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

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

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

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

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

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

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

## Section 1 – Equality analysis details

<b>Title of service activity / policy/ strategy/ budget change/ decision that you are assessing</b>	Hadley Wood Neighbourhood Plan
<b>Team/ Department</b>	Plan Making Team, Strategic Planning and Design   Planning Service, Place Department
<b>Executive Director</b>	Simon Pollock
<b>Cabinet Member</b>	Cllr N. Caliskan
<b>Author(s) name(s) and contact details</b>	May Hope
<b>Committee name and date of decision</b>	Full Council 22 <sup>nd</sup> November 2023

<b>Date the EqIA was reviewed by the Corporate Strategy Service</b>	
<b>Name of Head of Service responsible for implementing the EqIA actions (if any)</b>	
<b>Name of Director who has approved the EqIA</b>	Brett Leahy

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 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?

This EqIA covers the implications with regards to public sector Equalities Duty in relation to the Hadley Wood Neighbourhood Plan. This is the final stage of the Hadley Wood Neighbourhood Plan, with the Neighbourhood Plan now having been published, examined and voted on positively at Referendum.

It should be noted that the Neighbourhood Plan is not an Enfield Council Plan, and is produced externally by the Hadley Wood Neighbourhood Planning Forum (HWNPF), however once the Neighbourhood Plan is 'made', it will form part of the Development Plan for Enfield.

Once the Neighbourhood Plan is 'made' it will shape future development within the Hadley Wood area. The Plan will be used to assess planning applications. As such, proposals in the area, and those submitting the proposals, will be impacted by the policies and aspirations within the Neighbourhood Plan.

The Neighbourhood Plan will sit alongside other plans within the Development Plan including the Enfield Coire Strategy (2010) and the Development Management Policies (2014), which will eventually be replaced by the emerging Enfield Local Plan (up to 2041).

The Neighbourhood Plan sets out 19 policies and 12 aspirations for the Hadley Wood area. There is a Neighbourhood Plan Vision and 7 associated Objectives. The Neighbourhood Plan covers the period 2022 – 2039.

## 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.
10. Social-economic deprivation

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 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.

**Detailed information and guidance on how to carry out an Equality Impact Assessment is available here. (link to guidance document once approved)**

### 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.

Enfield has relatively high proportions of children and young people under the age of twenty – higher than both London and England averages. The percentage of younger adults - aged 20 to 44 years - is also higher than in England in general, but below that of London as a whole. Both the London area and Enfield have proportionately fewer older residents than the England average.

As at 2018, the Neighbourhood Plan area had a population of approximately 2,475 people, with a mean age of 40 years. By comparison, the mean age for residents in Enfield as a whole was 36 years. The predominant age band in Hadley Wood was 45 to 59, representing a quarter of the total population in the Neighbourhood Plan area.

### Mitigating actions to be taken

To ensure that the public sector Equality Duty is met, the Neighbourhood Plan states that development in Hadley Wood will provide a wider range of housing sizes, including smaller family homes and downsizing options. This will meet the needs of a wide age group for those living within the area.

### 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.

At the 2021 Census, 44,900 Enfield residents (13.6% of the total) reported a long-term health problem or disability in response to the question, "Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months?". Respondents were invited to indicate the level to which their activities were limited. 7.2% of people have their day to day activities limited a little, 6.4% have them limited a lot.

The Vision states that new footpaths, cycle routes and improved public transport will help healthier active lifestyles and reduce reliance on the car.

Planning applications are also expected to note Home England's guidance on 'Building for Healthy Life' <https://www.gov.uk/government/news/homes-england-backs-a-new-healthy-housing-toolkit-by-design-for-homes>

As such, the Plan is not expected to differentially impact on those with a disability.

**Mitigating actions to be taken**

To ensure that the Public Sector Equality Duty is met, new housing proposals will be required to meet accessibility standards as set out in local and national planning guidance. Similarly accessible parking including Blue Badge places should be provided in line with London Plan guidance.



### 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.

The 2021 census showed that 1.1% of residents aged 16+ have a gender identity different from sex registered at birth. The Neighbourhood Plan is not expected to differentially impact on this protected group.

### Mitigating actions to be taken

New public buildings and spaces with public washrooms within the area covered by the Hadley Wood Neighbourhood Plan will need to be designed in line with London Plan Guidance around gender neutral toilets. The London Plan 2021 states that *“Where gender-specific toilets are provided, a gender-neutral option should also be provided wherever possible (in addition to unisex disabled persons toilets)”*.

### 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.

The Neighbourhood Plan is not expected to have a differential impact on those who are married or in a civil partnership.

### Mitigating actions to be taken

None. The proposals are considered to have a positive impact on all groups referred to above.

### 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.

The Neighbourhood Plan is not expected to have a differential impact on those who are pregnant or in the maternity period.

### Mitigating actions to be taken

None. The proposals are considered to have a positive impact on all groups noted above.

### 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.

Based on Enfield's own estimates, residents from White British backgrounds make up 35.3% of Enfield's inhabitants with other White groups (including White Irish) combined at 26.4%. Mixed Ethnic Groups account for 5.5%, Asian Groups for 11.0% and Black groups for 17.9% of Enfield's population.

The Neighbourhood Plan is not expected to have a differential impact on any particular race.

### Mitigating actions to be taken

None. There is nothing in the Hadley Wood Neighbourhood Plan that is expected to disadvantage one group over another. Positive impacts with regards to housing, employment, and access to blue and green spaces are set out above.

### 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.

The Neighbourhood Plan aims for developments to support and contribute to public and community facilities in the area, bringing improvements for the local population. This includes the local church in Hadley Wood which is understood to be used by residents whether they have or have not a religion or belief.

### Mitigating actions to be taken

The Neighbourhood Plan is not expected to have a differential impact on people who follow a religion or belief.

### Sex

Sex refers to whether you are a female or male.

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

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

According to Census 2021 data, 52% of Enfield's population is estimated to be female and 48% male.<sup>1</sup>

The ONS Opinions and Lifestyle Survey asks people about their current perceptions of safety and their experiences of safety in the last 12 months. The survey asks respondents if they feel safe walking alone in a quiet street close to your home; in a busy public space such as a high street; in a park or other open space; and using public transport on your own. According to data from March 2022, across all settings both during the day and at night, a higher proportion of women reported feeling very or fairly unsafe compared with men.

The Neighbourhood Plan discourages high front boundary treatments, and notes findings from the Police Crime Prevention Initiatives (March 2019).

<sup>1</sup> ONS, [Population and household estimates, England and Wales: Census 2021](#)

**Mitigating actions to be taken**

The Neighbourhood Plan could have a have a positive differential impact on residents (particularly female), in terms of perception of safety.

### 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.

The 2021 census showed that 88.1% of Enfield's population identified as heterosexual or straight. Of residents who do not identify as straight or heterosexual:

- 0.9% identified as gay or lesbian
- 0.8% identified as bisexual
- 0.5% identified another sexual orientation

### Mitigating actions to be taken

The Neighbourhood Plan is not expected to have any differential impacts on people with different sexual orientation.

### 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.

According to research undertaken by Transport for London in 2019, the most commonly used form of transport for Londoners with lower household incomes (below £20,000) is walking. The bus is the next most commonly used form of transport with 69% of people with lower household incomes taking the bus at least once a week compared to 59% of all Londoners.

The Neighbourhood Plan aims to support and contribute towards enhancing the provision of public transport, pedestrian and leisure footpaths and cycle routes.

### Mitigating actions to be taken.

There is nothing in the Neighbourhood Plan that will negatively impact on those disadvantaged by socio-economic factors. Positive differential impacts, as set out above, are expected under this protected characteristic.



## 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 Council's adopted planning policies are monitored through the Annual Monitoring Report which assesses and reviews the extent to which policies in local development plan documents are being implemented.

The Hadley Wood Neighbourhood Plan is not a Council Plan and so the responsibility of monitoring the Plan falls to the Hadley Wood Neighbourhood Plan Forum (HWNPF). The Neighbourhood Plan states that the outcomes of the Plan submission will be monitored and responded to by the HWNPF during the remainder of its designated term (to 18 January 2025), when the longer-term arrangements will also be reviewed.

## Section 5 – Action plan for mitigating actions

Any actions that are already completed should be captured in the equality analysis section above. Any actions that will be implemented once the decision has been made should be captured here.

Identified Issue	Action Required	Lead officer	Timescale/By When	Costs	Review Date/Comments



## London Borough of Enfield

<b>Report Title</b>	<b>Enfield Safeguarding Adults Board Annual Report 2022/3</b>
<b>Report to</b>	<i>Council</i>
<b>Date of Meeting</b>	<i>22 November 2023</i>
<b>Cabinet Member</b>	<i>Cllr Alev Cazimoglu</i>
<b>Executive Director / Director</b>	<i>Tony Theodoulou</i>
<b>Report Author</b>	<i>Elspeth Smith, Safeguarding Adults Board Manager and Bharat Ayer, Head of Safeguarding Partnerships</i>
<b>Ward(s) affected</b>	
<b>Key Decision Number</b>	<i>Non key</i>
<b>Classification</b>	<i>Part 1 Public</i>
<b>Reason for exemption</b>	N/A

### Purpose of Report

- 1) The report is being presented to note the Safeguarding Adults Board's (SAB) activity to protect adults at risk in 2022-23. It highlights the positive actions taken to prevent neglect, abuse and exploitation against adults at risks, includes data to demonstrate the impact of these actions, and states the key

priorities for the Safeguarding Adults Board (SAB) for the 2023-24 period. The report also provides safeguarding updates on work undertaken by agencies during 2022/23.

## Recommendations

- I. To note the Annual Report. Noting the report at Cabinet, Scrutiny and Council enables Enfield Council to demonstrate its commitment to safeguarding adults at risk throughout the organisation. The report is a partnership document and as such is agreed at the Safeguarding Adults Board.

## Background and Options

- 2) There are statutory duties for publishing an annual Safeguarding Adults report. These duties apply to the Safeguarding Adults Board. The duties require specific information to be provided. The actions taken to address the requirements are in italics below.
- 3) For the Safeguarding Adults Board, the Care Act requires that the report includes:
  - a) what it has done during that year to achieve its objectives and strategy (*the information in the report is organised by the priority areas of the strategy*);
  - b) what each member has done during that year to implement the strategy (*this is done through the partner statements in the appendix*);
  - c) information on Safeguarding Adults Reviews, including information on referrals received, on-going reviews and key learnings from reviews that have been published (*this is detailed in the learning from experience section*).
- 4) Across the Safeguarding Adults Partnership, our primary responsibility is to provide a way for local agencies to work together to safeguard those at risk, and to ensure that the arrangements in place are working effectively.
- 5) This report highlights the work of the Enfield Safeguarding Adults Board over 2022-23 and also includes brief updates from our partner agencies on their work.

The summary of the key issues or achievements of the year highlights:

- 6) **Safeguarding Adults Reviews (SARs):** During 2022/23, two SARs were completed – giving all partners a wealth of learning and areas to make

improvements. All published SARs can be found on the Enfield Safeguarding Adults pages on Enfield MyLife

- 7) **Safeguarding Adults concerns** –numbers of concerns remain high with a total of 3,501 received across the Multi-Agency Safeguarding Hub and the Mental Health Trust teams compared to 2,305 in 18/19. This is a huge challenge that staff continue to meet.
- 8) **Enfield’s work with Assistive Technology** was shortlisted for the Municipal Journal (MJ) Digital Transformation Award (2023) and continues to explore inventive ways to improve the lives of Enfield’s vulnerable residents – primarily by adding isolation for a growing population that lives alone but also through PainChek, an innovative programme that supports carers to recognise levels of pain in those who may struggle to communicate.
- 9) **LeDeR reviews** - 13 deaths of people with learning disabilities were notified to the Learning Disability Learning from Lives and Deaths Programme (LeDeR) in 2022/23. Work continues to examine the learning from these sad deaths and improve the lives of people with Learning Disabilities in Enfield. This is slightly more than the pre-pandemic 5 year average.
- 10) **Multi-agency Thematic Learning Event Chaired by Professor Michael Preston-Shoot in January 2023:** inspiring learning and discussion around the partnership response to adults who self-neglect.
- 11) **Infection Control:** Work across the partnership continues to train care providers around infection control. Training has reached 120 front-line staff members with spot visits to residential care homes and presentations to provider forums.
- 12) **Modern Slavery:** In recognition of the Modern Slavery team's outstanding efforts, they have been nominated for the 2023 Local Government Chronical Awards. This prestigious nomination reflects the significance of the team’s work in tackling modern slavery and their commitment to making a lasting impact. What impact?
- 13) **The Quality Checkers and the Community Engagement Group:** The Enfield Safeguarding Adults Board continues to work with adults and community groups to keep their views and needs at the centre of the work that the Board does. This includes interventions both large and small such as consulting on the Enfield MyLife Safeguarding pages or highlighting key concerns such as carer hesitation around vaccination for discussion at the Board.
- 14) **Supporting the development of Multi-disciplinary panels to discuss high risk cases and ensure partners work together:** this includes the Safeguarding Information Panel, Hoarding Panel and High Risk Advisory Panels (all of which are discussed further later in the report) amongst others. This ensures that information is shared and agencies work together promptly – a key piece of learning from SARs.

Important areas of work for 2023-24:

- 15) In 2023, we will be developing the 2023-2028 Enfield Safeguarding Adults Board Strategy – incorporating feedback from partners, members of the public and users of services as well as providers – to help guide and structure our work over the next 5 years. The proposed priorities have been developed in consultation with Board Members and the Community Engagement Group but broader ranging consultation will be beginning in September.

#### Safeguarding Priority 1: Preventing Abuse.

- 16) Ensuring that members of the public are informed about types of abuse and how to prevent and report this by:
- 17) Updating our webpages and information available, including revising the Safeguarding Factsheets available and creating a 'What Happens After You Report Abuse' leaflet/page. These sites should also give an opportunity for adults to feedback on their experiences.
- 18) Ensuring our Community Engagement Group is reaching our local community through regularly meeting with voluntary and community groups such as Quality Checkers and reporting their priorities and concerns back to the Enfield SAB via Quarterly updates.
- 19) Continuing to work with Rise Mutual around behaviour change in domestic abuse cases for those at risk of being perpetrators as well as supporting survivors and working to ensure all partners are aware of this.
- 20) Develop a Task and Finish group to enhance and support the work of partners around adults who may self-neglect.

#### Safeguarding Priority 2: Protecting Adults at Risk.

- 21) Working with Board partners to develop and implement multi-agency audits to give assurance about the work we do.
- 22) Map out the different multi-agency meetings run by partners to discuss safeguarding risks to ensure that there is correct attendance and a lack of duplication.
- 23) Work together as partners to develop agreements around how best to handle concerns in specific areas – for example, Slips, Trips and Falls and Pressure Care.
- 24) Develop an Escalation Protocol so that partners have a clear route to escalate concerns with each other.

#### Safeguarding Priority 3: Learning from Experience.

- 25) The Safeguarding Adults Board will develop a new process to ensure that Safeguarding Adults Reviews are dealt with more promptly.



- 26) A Learning and Development framework will be developed for the Safeguarding Adults Board to incorporate learning from Safeguarding Adults Reviews, Multi-agency audits, single cases and other experiences.
- 27) All SARs published will have a 7-minute-briefing and learning materials made available to partners.
- 28) The Practice Improvement Group will continue to meet regularly and report on its activity and areas of practice improvement to the Board.

#### Safeguarding Priority 4: Supporting Service Improvements.

- 29) The Safeguarding Adults Board will continue to support Provider Concerns processes in Enfield and highlight concerns to providers via the Provider Newsletter (published by the Enfield Local Authority).
- 30) Work with partners across the North and Central London region on ensuring that information for, and expectations of, services are consistent and clearly communicated. A key piece of work in this area will be looking at when individuals are placed across borough boundaries.

#### **Preferred Option and Reasons For Preferred Option**

- 31) Publishing this report is part of the Enfield Safeguarding Adults Board's statutory duties, and not doing so would mean we would be in breach of these.
- 32) As mentioned above, noting this partnership report at Cabinet, Scrutiny and Council enables Enfield Council to demonstrate its commitment to safeguarding adults at risk of abuse or neglect.

#### **Relevance to Council Plans and Strategies**

- 33) The work of the Enfield Safeguarding Adults Board meets the Council's priority of "Strong, healthy and safe communities".
- 34) The purpose of safeguarding work is to protect adults at risk and their carers so that they can all thrive in the borough. The SAB's approach to safeguarding focusses on well-trained staff who can effectively engage and manage the risks that may be present.

#### **Financial Implications**

- 35) This report is not requesting any additional financial resources and therefore there are no specific implications for the budget of noting the Annual Safeguarding report. However, it is important to note that the costs of safeguarding adults are increasing and this places significant cost pressures on the Council as reflected in the Council's medium term financial strategy.

## **Legal Implications**

- 36) Section 43 (1) Care Act 2014 ("the Care Act") requires each local authority to establish a Safeguarding Adults Board ("SAB") for its area. The statutory objective of an SAB is to safeguard and protect vulnerable adults in its area. A SAB may do anything which appears to it to be necessary or desirable for the purpose of achieving its objective.
- 37) Paragraph 4 of Schedule 2 of the Care Act requires a SAB to publish an annual report as soon as feasible after the end of each financial year about what it has done during that year to achieve its objectives, implement its strategy, the findings of safeguarding adults' reviews which have been concluded and which are ongoing. In addition, to publish what it has done to implement the findings of reviews and where it is decided not to publish the findings of a review, the reasons for that decision.
- 38) This report complies with the above legislation and guidance.

## **Equalities Implications**

- 39) Anti-discriminatory practice is fundamental to the ethical basis of safeguarding and care provision and critical to the protection of people's dignity. The Equality Act protects vulnerable adults and children receiving our care and the workers that provide it from being treated unfairly because of any characteristics that are protected under the legislation.
- 40) In Fairer Enfield 2021-25, we clearly outline our commitment to the Equality Act and the policy provides clear principles and guidance for staff and service users on how we will ensure we are complying with the Act. This annual report outlines how we are delivering inclusive services to safeguard adults at risk in Enfield.

## **HR and Workforce Implications**

- 41) There are significant staffing challenges across adult social care nationally, regionally, and locally. The care sector has vacancies caused by changes in employment patterns, particularly increased competition for domiciliary care staff. We have Social Work and Occupational Therapy vacancies across all teams. The staffing pressures are resulting in increased caseloads for current staff at a time when demand is also increasing. The rising demand will compound our current difficulties concerning recruitment and retention of permanent staff.

## **Environmental and Climate Change Implications**

- 42) The Safeguarding Partnership works across the Council to deliver positive outcomes for vulnerable residents, this includes improving housing

conditions so people are safe, as well as improving health outcomes including through active and sustainable transport improvements.

### **Public Health Implications**

- 43) Important public health aims include enabling young people to 'start life well' and for older people to 'live and age well'. Ensuring that the most vulnerable are safe and enabled to thrive is therefore very relevant.
- 44) The Safeguarding Adults Board has strong links with the Health and Wellbeing Board. Public health officers are also members of the Safeguarding Adults Board Activity Groups, to enable joined-up work with a focus on prevention.

### **Safeguarding Implications**

- 45) The report highlights the work of the Safeguarding partnership to safeguard adults at risk. The safeguarding implications of this work are:
- 46) For Enfield Council – as lead agency for safeguarding adults, it is important that we highlight how we work together with our community and partners, and detail what we are learning and how we improve current provision. The report does highlight areas of work for the coming year also.
- 47) For the community - improvements in understanding how to stay safe, how to recognise abuse and how to report it.
- 48) For our partners – good communications so that any issues with joint work (which is essential to effective safeguarding) can be escalated, managed and improved.

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**Report Author:** [Name] Sharon Burgess/ Bharat Ayer/ Chloe Pettigrew  
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### **Appendices**

Safeguarding Adults Board Annual Report 2022/23

### **Background Papers**





Enfield Safeguarding Adults Board

# ANNUAL REPORT

## 2022-23



[www.safeguardingenfield.org](http://www.safeguardingenfield.org)





# Safeguarding ENFIELD

**Here are some of the organisations working to keep adults at risk safe in Enfield.**



**We all have a role to play to help keep adults who may be at risk safe. If you have concerns, please contact us and we can act to stop abuse.**



# Please talk to us

Safeguarding adults at risk, children and families is everyone's responsibility. As someone who might live, work or study in Enfield you have a role too. If you are worried about someone or yourself, **please talk to us**. You can get help in any of these ways.

## ADULTS

If you or the person you are concerned about is over 18 (an adult at risk) you can call anonymously on the Adult Abuse Line: **020 8379 5212** (Textphone: **18001 020 8379 5212**). In an emergency always call **999**.

There is also helpful information on the MyLife Enfield website. Go to: [mylife.enfield.gov.uk/enfield-home-page/content/safeguarding/what-is-safeguarding/](http://mylife.enfield.gov.uk/enfield-home-page/content/safeguarding/what-is-safeguarding/)

## CHILDREN AND YOUNG PEOPLE

If you or the person you are concerned about is under 18 (a child or young person):

- Ring the Children Multi-Agency Safeguarding Hub (MASH) Team on **020 8379 5555**, Monday to Friday 9am-5pm.
- Call the emergency duty team on **020 8379 1000** at night and weekends, and tell them what is happening.
- For people who work with children and young people, please make your referral using the Children Portal:  
[www.enfield.gov.uk/childrenportal](http://www.enfield.gov.uk/childrenportal)
- You can email at:  
[ChildrensMash@enfield.gov.uk](mailto:ChildrensMash@enfield.gov.uk)
- In an emergency – such as when someone is being hurt or shut out of their home – ring the police on **999**. You can also ring **ChildLine** on **0800 1111** or visit the ChildLine website:  
[www.childline.org.uk](http://www.childline.org.uk)

If you don't want to talk to someone you don't know, you can ask an adult that you trust, like a teacher or youth worker or even a friend, to make the phone call for you. When people are working with children they have to follow set procedures, but they will explain to you what they will do and should be able to support you through the process.

## ChildLine

ChildLine have launched the 'For Me' app – the first app to provide counselling for young people via smartphone and other mobile devices. For more information and to download the app for free, go to:  
[www.childline.org.uk/toolbox/for-me](http://www.childline.org.uk/toolbox/for-me)



## FOR ALL ENFIELD RESIDENTS

### Domestic abuse support

If you have experienced or are currently experiencing being made to feel unsafe by someone close to you, this is domestic abuse. Domestic abuse is not okay and is a crime. Anyone can be affected by domestic abuse and there is help available.

Solace Women's Aid Advice Service offers support for domestic and sexual violence. Phone the advice line on **020 3795 5068**.

You can also find more resources to support anyone experiencing domestic abuse at:

[www.enfield.gov.uk/services/community-safety/domestic-abuse#how-to-get-help-with-abuse](http://www.enfield.gov.uk/services/community-safety/domestic-abuse#how-to-get-help-with-abuse)

### Modern Slavery helpline

Modern Slavery is a crime that is hidden from plain sight but occurs everywhere around us. Modern slavery is happening right here in Enfield and it needs to be stopped. An advice line is available to provide information and support for those that have any concerns or general questions regarding modern slavery. If you would like to discuss your concerns, please contact us on **020 3821 1763**, Monday to Friday 10am-2pm, or you can email us at: [ModernSlavery@enfield.gov.uk](mailto:ModernSlavery@enfield.gov.uk).

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# Our vision:

“is for an Enfield community where we can all live free from abuse and harm; a place that does not tolerate abuse; where we all work together to stop abuse happening at all, and where we all know what to do if it does take place.”



# Foreword by the Chair

**As the Independent Chair of the Enfield Safeguarding Adults Board, I want to thank all our partners and staff members who have contributed to another hard working and busy year.**

The Board continues to meet at quarterly intervals, with all the key agencies around the table. In addition, we have a series of Activity Groups that work on behalf of the Board and report in at regular intervals. This Annual Report gives a lot of detail of the actual themes and work generated and there are a few that I want to draw your particular attention too.

It has been fantastic to be able to meet in person again, as during the Covid peak periods this had not been possible. We have now adapted our style of working and whilst we have increasing numbers of colleagues able to join us, we also have several online too. Across all our partners this 'hybrid' style works well. I have also been out and about and met many of our colleagues at their workplace which again has made our dialogue more meaningful.

During 2022/23 we benefited from an external review of the SAB which took place last summer. While broadly positive there were some helpful suggestions made that were adopted. An Executive Group now meet around a month ahead of the quarterly meetings, this gives each statutory organisation (Local Authority Safeguarding Adults, Integrated Health Board, the Metropolitan Police and Enfield Probation Service) an opportunity to make sure all partners are up to date with key local changes to practice that may have an impact on broader safeguarding activities. We also work with voluntary sector colleagues who make important contributions to our Safeguarding conversations. (Healthwatch, One to One and the Carers Association).

Safeguarding Adult Reviews (SARs) are being closely monitored as there have been more incidents reported into the Board and there were some legacy reports which were held up during Covid. It is imperative that we as a system continue to review practice and move more efficiently through the review processes. We are keen to adopt a speedier though nonetheless detailed analysis when cases and safeguarding concerns demand it. Again, more of the SAR details can be found later in this report.



An important Multi-Agency Learning Event took place in January 2023, this focused on a thematic review assessing the impacts of homelessness, addictions, and self-neglect. We had Professor Preston-Shoot facilitating around 100 plus staff through his detailed report which will be published by September 2023. This was an excellent way for all present to consider the safeguarding themes and what might be considered better practice when these very tricky themes are so prevalent amongst some of the adults known to Enfield services.

The Board has also been happy to contribute to the valuable work of the Combating Drugs and Alcohol Partnership Team, run by Enfield Council's Public Health Department, which was established in 2022/23. This group does vital work to, amongst other things, support more adults and young people into treatment where drug or alcohol use is harmful.

I would encourage all readers to consider this report in depth. Safeguarding Adults is a serious concern and all the staff involved take their roles and responsibilities very seriously. I hope you find the report informative, and I want to encourage all of you to send us your thoughts. Tell us what you think, what are we doing well, what do we need to improve on, how else can we communicate better across all the different communities of Enfield. We are always looking for feedback from residents so please get in touch. Email us at [SafeguardingEnfield@enfield.gov.uk](mailto:SafeguardingEnfield@enfield.gov.uk)

**Geraldine Gavin**  
Independent Chair  
Enfield Safeguarding Adults Board

# A summary of what we did in 2022-23

## Safeguarding Adults Reviews (SARs)

During 2022/23, two SARs were completed – giving all partners a wealth of learning and areas to make improvements. All published SARs can be found on the Enfield Safeguarding Adults pages on Enfield MyLife (there are also more details later in this report).



## Modern Slavery

In recognition of the Modern Slavery team's outstanding efforts, they have been nominated for the 2023 Local Government Chronical Awards. This prestigious nomination reflects the significance of the team's work in tackling modern slavery and their commitment to making a lasting impact.



## Safeguarding Adults concerns

Numbers of concerns remain high with a total of 3,501 received across the Multi-Agency Safeguarding Hub and the Mental Health Trust teams compared to 2,305 in 2018/19. This is a huge challenge that staff continue to meet with determination and creativity.



## Infection Control

Work across the partnership continues to train care providers around infection control. Training has reached 120 front-line staff members with spot visits to residential care homes and presentations to provider forums.



## Assistive Technology

Enfield's work with Assistive Technology was shortlisted for the Municipal Journal (MJ) Digital Transformation Award (2023) and continues to explore inventive ways to improve the lives of Enfield's vulnerable residents – primarily by adding isolation for a growing population that lives alone but also through PainChek, an innovative programme that supports carers to recognise levels of pain in those who may struggle to communicate.



## The Quality Checkers and the Community Engagement Group

The Enfield Safeguarding Adults Board continues to work with adults and community groups to keep their views and needs at the centre of the work that the Board does. This includes interventions both large and small such as consulting on the Enfield MyLife Safeguarding pages or highlighting key concerns such as carer hesitation around vaccination for discussion at the Board.



## LeDeR reviews

13 deaths of people with learning disabilities were notified to the Learning Disability Learning from Lives and Deaths Programme (LeDeR) in 2022/23. Work continues to examine the lessons from these deaths and improve the lives of people with Learning Disabilities in Enfield. This is slightly less than the pre-pandemic 5-year average.



## Supporting the development of Multi-disciplinary panels to discuss high risk cases and ensure partners work together

This includes the Safeguarding Information Panel, Hoarding Panel and High Risk Advisory Panels (all of which are discussed further later in the report) amongst others. This ensures that information is shared and agencies work together promptly – a key piece of learning from SARs.



## Multi-agency Thematic Learning Event

Chaired by Professor Michael Preston-Shoot in January 2023: inspiring learning and discussion around the partnership response to adults who self-neglect.



Please see Appendix A for further updates, from the individual agencies and services within the Safeguarding Adults Board, around safeguarding adults in Enfield.

# Prevent abuse

In this section, we present the work we've done to prevent abuse from happening. This can include:

- raising awareness about risks so people can stay safe;
- making sure we've identified the right priorities (consultations); and,
- continuing to work in ways that can prevent abuse from happening.

## Preventing Abuse in Enfield's Adult Care Providers

Enfield has 195 Care Quality Commission (CQC) registered providers of care to adults – one of the highest numbers in London – and a high number of unregistered providers of care. Many of these providers also have high numbers of adults originally placed in Enfield by other local authorities.

To manage the risks around quality and safeguarding, we have a Safeguarding Information Panel (SIP) to ensure that partners can effectively share information, identify any risks of harm to those who use services, and prevent any future or additional harm taking place.

The Panel can initiate actions such as the Provider Concerns process (for more information please see Enfield MyLife webpages and the relevant section of this report), Quality Checker visits, Immigration Enforcement visits and safety visits from the London Fire Brigade (6 were made as a result of the panel discussions this year). The Panel meets every six weeks.

Over 2022-23, the following were implemented by the Safeguarding Service Improvement team (often but not exclusively as a result of SIP):

- **25** unannounced visits to providers following whistleblowing or other concerns
- **24** visits to supported living providers
- **57** visits to residential and nursing home providers
- **32** visits to domiciliary care providers
- **23** visits to resident's private homes to discuss the services they receive
- **5** over-night and unannounced visits to residential and nursing homes

All these visits result in feedback and action planning for the provider so that they can improve their services and the Safeguarding Information Panel can continue to monitor.

During the Summer 2022 heatwave, the Safeguarding Service Improvement Team visited 11 providers (and sent information to others) to ensure that they were prepared for the extreme temperatures and how they might impact those who used their services. They also supported the Public Health team to ensure that providers were aware of the Extreme Weather protocols.

The team have also developed the Providers' Newsletter to go out to all care providers and keep them up to date with the latest advice, processes and best practice on a regular basis. This has really helped to improve communication with some providers who are unable to attend the Provider Forums. Recent topics have included vaccination support, fire safety and safe recruitment.

In **23** cases, the team has also worked with individual residents of care homes, and their families, to mediate where there are concerns and achieve improvements where possible – or to support a safe transfer to another provider if necessary.

Over the course of the last few years, the Safeguarding Service Improvement Team have focused hard on developing working relationships with providers and partners. This has led to improvements in how information is disseminated and means that they provide a lot of ad hoc support and advice (hopefully preventing the need for more formal interventions later). One partner said this year "We are so lucky to work with such wonderful people in Enfield. We really appreciate all of you."



## Infection Prevention and Control Measures in Care Homes

A key consideration for all providers of adult social care is Infection Prevention and Control or IPC. This is especially important to manage COVID-19 but also other viruses and infections which can be devastating to a group of clinically vulnerable adults.

The Improvements and Standards Manager leads on Infection Prevention and Control to support the borough's social care providers to implement and maintain robust IPC measures, to minimise the risks of cross infection of infectious conditions, and to contain and manage identified 'outbreaks'.

The Improvements and Standards Manager works closely with the Public Health team to monitor levels of infectious conditions in care homes and delivers IPC training to front line workers.

**19** Infection Prevention and Control training sessions were provided – which reached 120 front-line social care staff. These sessions have focused on improving the competence and confidence of those delivering care. Feedback was very positive including “would recommend to colleagues” and “learnt how to protect myself and my residents”.

**55** organisational learning reviews have been completed with social care providers that have experienced an outbreak of COVID-19 in 2022/23 (20 of these were joint with our Public Health colleagues). These reviews are helpful for the individual providers as recommendations are made (and followed up), but also for the wider community as themes are identified and tracked. Information and advice can then be highlighted to all providers.

**4** presentations on improving infection prevention and control have been given at Provider Forums.

## Safeguarding Community Engagement Group

The Safeguarding Community Engagement Group has gone from strength to strength in 2022-23. Chaired by Gill Hawken, a long-term and highly respected lay member of the Enfield Safeguarding Adults Board, this group continues to be active in Board discussions and give scrutiny and feedback on all aspects of our work.

Most recently this includes:

- Continuing to reach out to community groups around Safeguarding Adults.
- Giving feedback on the Draft Safeguarding Adults Board Strategy for 2023-2028.
- Working with the Quality Checkers to gain their views on key pieces of documentation that the Enfield Safeguarding Adults Board are developing or reviewing.

Members of the Safeguarding Community Group often raise key issues for Board members – highlighting risks and the experience of adults in Enfield.

Going forward, the group will focus on recruiting more lay members as well as continuing to engage with voluntary groups – ensuring their concerns are reflected in the work of the Board at all times.



## Deprivation of Liberty Safeguards (DoLS)

The Deprivation of Liberty Safeguards (DoLS) process is required by law to make sure that any restrictions to a person's liberty are independently judged as being in that person's best interests.

### Application received

2022-23	1,767
2021-22	1,748
2020-21	1,557*
2019-20	1,559
2018-19	1,468

\*COVID had an affect here

Over the past 5 years, we have seen a rise in Deprivation of Liberty Safeguards (DoLS) applications. This has been because of a better understanding of the Mental Capacity Act 2005 following training sessions delivered by the DoLS team and due to an increase in the number of individuals being placed in residential and hospital care settings who lack capacity.

On average, the team issues DoLS authorization within 44 days (from receipt of the application to sign off date). According to NHS Digital data returns (available online), the national average to complete this is 156 days (or over 5 months).

The Mental Capacity (Amendment) Act 2019 paved the way for DoLS to be replaced with a new scheme called the Liberty Protection Safeguards (LPS) but after much to-ing and fro-ing the government announced that the LPS will be delayed 'beyond the life of this parliament'. A lot of work was undertaken in anticipation of the LPS; including streamlining DoLS assessments with Care Act assessments, refocus on community DoLS and protecting younger peoples' liberties. This has further attributed to a better understanding of the Mental Capacity act 2005 and the need for protecting vulnerable peoples' human rights.

## The Assistive Technology Board – technology in adult social care

Over the last couple of years there have been many initiatives across Enfield Health and Adult Social Care to increase the use of assistive technology – to improve the lives of people and also protect them from harm.

These initiatives include:

- **The SmartLiving Project** – looking at how SMART devices could support people and combat isolation
- **Learning Disability Assistive Technology Panel** – specifically targeting how people with learning disabilities can be supported and
- **PainChek** – a clinically proven digital pain assessment tool that is really useful in working with adults who may struggle to communicate their level of pain.

The Local Authority also has a well-established and successful Safe and Connected service which is the telecare service supporting nearly 2,500 people to continue to live as independently as possible.

An Assistive Technology Board was launched to increase assistive technology awareness across the Health and Adult Social Care workforce and to increase the confidence of staff with recommending assistive technology solutions. The Board has overseen an increase in training and ensured that each adult social care team has an Assistive Technology champion as well as providing training for voluntary groups and partners about what assistive technology can do.

Enfield Council were shortlisted as a finalist for the **Municipal Journal (MJ) Digital Transformation Award** in recognition of SMART Living project, Painchek and assistive technology innovations. This is a fantastic achievement recognising the passion and commitment of everyone involved.

**Mary is a 79-year old woman who lives alone and suffers from seizures. She was recently admitted to hospital following a fall and was worried about returning home. However, she felt that carers were an invasion of her privacy.**

**Assistive technology was put in place to help her – a falls detector alarm, a monitor that could detect a seizure in bed and an Amazon Echo which gives her a reminder of when to medication and when medical appointments might be due. Mary gave the Safe and Connected Service a key so that she can be helped if any of these alarms goes off.**

**All this helps Mary to be as independent as possible for as long as possible – and on her own terms.**

# Protect people at risk

One of the main tasks for the Safeguarding Partnership is to make sure we have excellent responses to concerns. We do this through having clear policies, good training, looking at our data and audits (checks). This year a significant part of this work involved responding to emerging risks due to COVID-19. Here we present some of our key responses, policies, talk about our training and present some high-level data. More detailed information can be found in the appendices.

## Care Act 2014 (Adults)

Safeguarding Adults duties are detailed in Section 42 of the Care Act and in the accompanying statutory guidance. Where the criteria are met, the Local Authority, who is named as the lead agency for safeguarding, must ensure that a Safeguarding Enquiry takes place. The criteria that a concern must meet to require an enquiry are that: it is about a person who is over 18 years of age, with care and support needs, and who is experiencing, or is at risk of, abuse or neglect, and is unable to protect themselves.

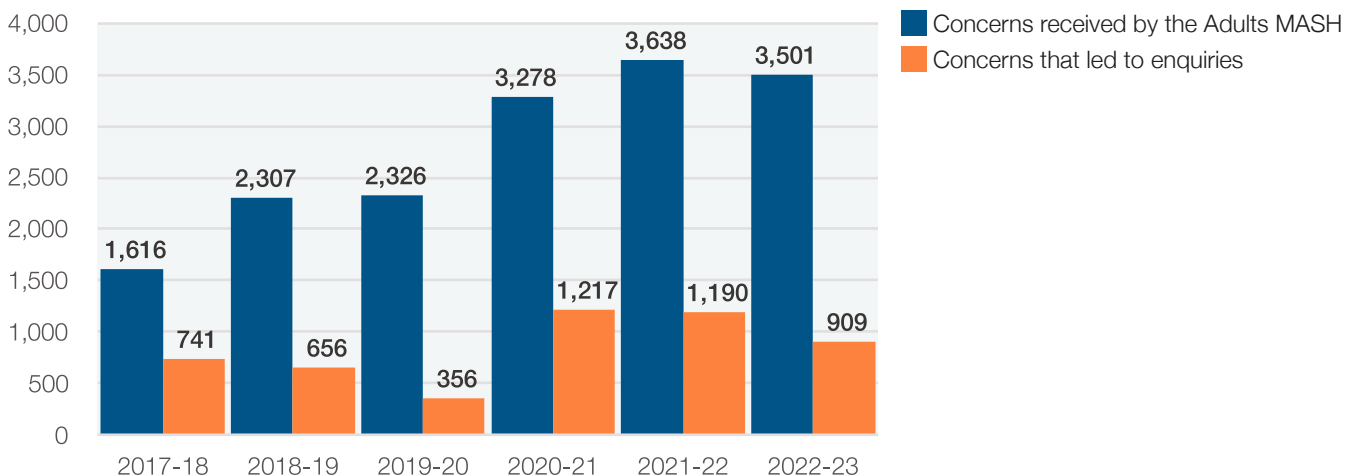
## Safeguarding Concerns and Enquiries under Section 42 of the Care Act

The Local Authority continues to respond to a large number of Safeguarding Adults concerns. 3,501 in 2022/23 – 2,653 of which were responded to via the Multi-Agency Safeguarding Hub and 848 of which were responded to via Local Authority staff seconded to the Barnet, Enfield and Haringey Mental Health Trust teams.

This is a slight reduction from 2021/22 (when the total was 3,638) but the numbers remain very high when compared to a few years ago as you can see below.

Not every concern results in a complete Safeguarding Adults Enquiry under Section 42 of the Care Act (2014), in 2022/23 909 enquiries took place (26% of concerns).

## Adult Multi-Agency Safeguarding Hub (MASH)



The types of abuse that are being reported have changed over time. Self-neglect is the most prevalent type of abuse in Enfield in 2022/23 and this has been increasing year-on-year for some time – how we respond to such concerns is a key focus of the Board’s work over the coming years.

Type of Abuse	2022-23		2021-22		2020-21		2019-20		2018-19	
	Total	%	Total	%	Total	%	Total	%	Total	%
Self-Neglect or Hoarding	917	23.8	890	20.7	790	20.3	358	17.3	624	18.8
Neglect and Acts of Omission	858	22.2	864	20.1	699	18.0	450	21.7	753	22.7
Physical Abuse	474	12.3	590	13.7	543	14.0	246	11.9	409	12.3
Emotional/Psychological Abuse	441	11.4	571	13.3	535	13.8	291	14.0	422	12.7
Financial or Material Abuse	407	10.5	441	10.2	376	9.7	209	10.1	367	11.1
Domestic Abuse	367	9.5	452	10.5	441	11.3	118	5.7	185	5.6
Sexual Abuse or Exploitation	161	4.2	182	4.2	144	3.7	63	3.0	82	2.5
Organisational Abuse	149	3.9	138	3.2	144	3.7	144	6.9	256	7.7
Modern Slavery	35	0.9	37	0.9	21	0.5	9	0.4	11	0.3
Discriminatory Abuse	29	0.8	23	0.5	26	0.7	4	0.2	6	0.2
Pressure Sores	9	0.2	103	2.4	134	3.4	165	8.0	181	5.5
Hate Crime or Disability Hate Crime	6	0.2	11	0.3	19	0.5	12	0.6	18	0.5
Forced Marriage	4	0.1	3	0.1	5	0.1	1	0.0	3	0.1
Honour Based Violence	2	0.1	3	0.1	10	0.3	2	0.1	1	0.0
Female Genital Mutilation	2	0.1	0	0.0	2	0.1	0	0.0	1	0.0
<b>Total</b>	<b>3,861</b>	<b>100%</b>	<b>4,308</b>	<b>100%</b>	<b>3,889</b>	<b>100%</b>	<b>2,072</b>	<b>100%</b>	<b>3,319</b>	<b>100%</b>

Note: there can multiple types of abuse in a safeguarding concern.

When we look at location of abuse, we can see that the majority of people are abused in their own homes – 54%.

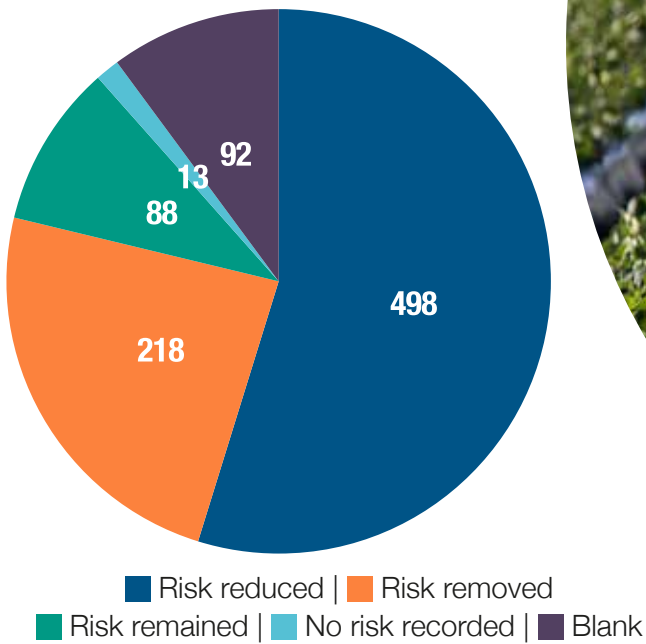
Location of Abuse	Total	%
Own home	1,901	54.3
Blank	452	12.9
Other	280	8.0
Care home – residential	204	5.8
Care home – nursing	170	4.9
Hospital	206	5.9
In the community (public place)	113	3.2
Mental health setting	92	2.6
In a community service (e.g. day care)	83	2.4
<b>Total</b>	<b>3,501</b>	

After every Safeguarding Enquiry, the adult at risk is asked if they feel that the risk has been reduced, removed or remains (this might be for a number of reasons including the adult declining services). As you can see below, the majority of adults that we work with believe that the risks that they face have been either reduced or entirely removed. Where no risk is recorded, this usually means that the enquiry found the adult was not at risk at all.

Although the Local Authority is the lead agency in terms of the Section 42 Enquiry, none of this work would be successful without the support and work of multiple agencies and committed professionals. This is one reason why the Enfield Safeguarding Adults Board is so important as a point to coordinate and strategically plan partnership work.



**Risk Outcomes 2022-23**



**Modern Slavery**

The Modern Slavery Team, led by Fiana Centala, stands as a trailblazer by being the first of its kind in England. Their establishment marked a significant milestone in combating modern slavery and addressing the urgent need for coordinated efforts across partner agencies like the police.

Through proactive collaboration with law enforcement agencies, Non-Government Organisations, and local communities, the team has strengthened intelligence sharing and coordination. This has resulted in more effective identification of modern slavery cases, leading to increased rescues and protection for victims. They continue to raise awareness and offer training to a number of partners and organisations.

In recognition of the team’s outstanding efforts, they have been nominated for the 2023 Local Government Chronicle Awards. This prestigious nomination reflects the significance of the team’s work in tackling modern slavery and their commitment to making a lasting impact.

The Modern Slavery Team’s updated strategy for 2023-28 was signed off in February 2023 and further demonstrates the team’s commitment to making a tangible difference in the lives of those affected by this grave injustice.

The Council’s Modern Slavery Team were key in the successful prosecution of members of an Enfield-based family who trafficked a woman from Poland into the UK to be exploited as cheap labour this year.

Two men and two women were sentenced at Reading Crown Court after they were found guilty at Wood Green Crown Court, following a seven-week trial. The Modern Slavery Team provided evidence to the police in connection with concerns over the activities of the four which resulted in their arrest. This is an excellent example of the team’s work in getting justice for an individual but also protecting others by supporting the Criminal Justice to hold perpetrators to account.

The most common type of exploitation received by the team is around child criminal exploitation. This crime amounted to 44% of all referrals received during the year 2022/23. To proactively manage these risks, the team has successfully secured funding for a pilot program; Devolved Decision Making National Referral Mechanism centred on decentralised decision-making to bring about support and protection for vulnerable and at risk young people. This initiative aims to offer a swift and robust response to young people who are vulnerable to exploitation.

**High Risk Advisory Panel**

The High Risk Advisory Panel continues to meet on a monthly basis. This is chaired by our Principal Social Worker, David Williams, and brings together senior multi-disciplinary colleagues for cases where there has been a lack of progress using usual processes. This provides social care staff with a way to escalate their concerns about particular cases beyond their team’s/services’ own Complex Case meetings.

Self neglect (and declining services or assessment) continues to be a theme in the cases that are brought to the Panel. Several Safeguarding Adults Board partners have been involved which has been essential in moving very complex cases forward. Multi-agency risk assessments are completed for all adults discussed.

The London Borough of Enfield has also worked with other London Boroughs to observe each other's risk panels and see where improvements can be made. The Terms of Reference for the group are currently under review.

Themes identified through the Panel include substance and alcohol dependence and the communication between agencies which we are working to improve.

**Carys was an older woman who abused alcohol and was not taking her medication. The High Risk Advisory Panel brought together colleagues across health, social care, substance misuse and police services. Complex issues around medication were being resolved and key legal advice around depriving someone of their liberty was shared with Carys' family. The social worker felt that there was clear direction and guidance for their work after discussing the case, and new ideas were given to help work with Carys and keep her safe.**

## Hoarding multi-agency database and response

During 2022/23, the London Borough of Enfield and the London Fire Brigade worked together to further develop the database of properties/ individuals where there is a high risk due to clutter or hoarding. These are cases where the Clutter Image Rating is between 6 and 9 which indicates a significant increase in fire risk and an indication of self-neglect in some cases.

A regular meeting with multi-agency involvement, particularly Housing, Adult Social Care and the London Fire Brigade, has been developed to discuss and review how to support adults in these situations, monitor changes in the level of risk and ensure that they and their local communities are supported.

**The East Locality Team from the Local Authority raised concerns about Nicholas, a former rough sleeper living in Enfield who needed care and support. However, Nicholas' home was extremely cluttered – particularly in certain rooms and this meant that there were problems with providing him with the right equipment (such as a hospital bed) and with care agencies attending to help him. Through the Hoarding Panel (and subsequent meetings), different partners and teams were able to make a plan together to help him improve his environment room-by-room. His Housing Officer played a key part in this. The London Fire Brigade assessed and gave crucial advice on managing any fire risk and what needed to be done first.**

## Transitional Mentoring and Advocacy Pilot Service

Adults Social Care and Children and Family Services have identified a need to support young adult residents aged 18-25 in achieving positive outcomes. These young adults may have been known to Children's Services as vulnerable children or have come to the notice of Adult Social Care post 18. This group may have received some support as a child, but when turning 18 are often unable to access equivalent or ongoing support as adults, unless they have been assessed as having eligible needs for care and support under the Care Act (2014). There are gaps in legislation to safeguard this group and the need for change has been highlighted nationally.

In Enfield, a working group was formed to consider the best options. Using feedback from colleagues, gathering local data, and looking at other authority models who have already adopted new ways of working, it has been recognised that there is currently a gap for this group of young people in the service. Upon reaching 18, they have no support in place, but may still need a degree of help to ensure that they are able to achieve better outcomes in life. The working group identified that these young people need the right support at the right time and it is best delivered independently from the Local Authority, by a provider who has a good track record of engaging with young adults, and has the experience, skill set and community links.



The pilot contract began on 1st November 2023, for one year initially, and is provided by Precious Moments and Health Limited. 21 referrals have been received, 10 are still active, and is currently showing an even mix of males and females requiring the service. Everyone using this service is over 18.

Positive outcomes are being reported – some clients have improved education attendance or are applying to return. More than one young adult has also confirmed a reduction in their cannabis intake. Another young man has a job interview coming up which his mentor has helped him to prepare for. All this helps them to build the skills and resilience to be independent, safe and healthy as they move on with their lives.

### **Rise Mutual – Culturally Integrated Family Approach to Domestic Abuse (CIFA)**

Following a pilot scheme, Rise Mutual (working with the Enfield Community Safety Unit and other London Boroughs) have been successful in bidding for funding to run this programme for two additional years (2023 to 2025). Rise Mutual works with adults who are at risk of perpetrating domestic abuse but who are motivated to change their behaviour. The programme will deliver a family and community approach to tackling domestic abuse (DA) in 10 London boroughs, focusing on integrated victim safety support, 1:1 perpetrator delivery, adult-to-parent familial DA intervention, LGBTQI+ delivery and outreach work.

The programme focuses on working with groups that are traditionally minoritised or isolated. This could include Black and Minority Ethnic groups, disabled adults, isolated older people or many others.

The pilot scheme was very successful – especially with referrals from Children and Families Services. Additional work will be done with our Adult Social Care teams to work out how we can encourage referrals to this service and better explain the advantages.

The initial pilot identified a theme of adults with learning disabilities being referred and so Rise Mutual are working with Enfield's Integrated Learning Disabilities Services to make sure that their resources and approach are as accessible as possible.

### **Self-Neglect Learning Event led by Professor Preston-Shoot**

Professor Michael Preston-Shoot, a nationally recognised expert in adult social care with adults at risk, particularly those who may be neglecting their own needs, ran a learning/ consultation event in January for Board partners and staff from many agencies. This was particularly to talk through the learning from those cases included in the thematic Safeguarding Adults Review which he is currently working on (to be published by September 2023 with feedback from this event included). Over 100 professionals were invited to the session and around 90 attended from across the partnership.

The presentation was engaging and thought provoking – and Professor Preston-Shoot went on to lead a number of themed conversations with both operational and strategic staff from key Safeguarding partners. There was a strong focus on the real-life experiences of the adults involved and how their views and wishes – as well as needs – could better have been heard and acted on. This work will stay in the minds of all who attended and is already helping partners to develop stronger practices in working with adults who are (or are suspected of) neglecting themselves.

The recommendations from this piece of work will form part of the SAR that Professor Preston-Shoot is currently writing into self-neglect. He encouraged teams and individuals to reflect on how they could change their practice when working with people that appear to be self-neglecting and particularly how they could ensure that all professional partners are working together to address need and share information. We will be following this up in next year's annual report.



# Learn from experience

Here, we discuss the various tools that the Enfield SAB uses to understand where things might have been or are going wrong and learn lessons across all partners.

Outcomes and findings from all our reviews are used to promote a culture of continuous learning and improvement across the partner agencies. The processes here are required by law.

## Care Act 2014 (Adults)

### What is a Safeguarding Adults Review?

A Safeguarding Adults Review (SAR) is a process that investigates what has happened in a case and ultimately identifies actions that will reduce the risks of the same incident happening again. The cases are reviewed by people who are independent, and the partnership then works together to make positive changes in light of what has been learned.

**“Safeguarding Adults Boards must arrange a Safeguarding Adults Review when an adult in its area dies as a result of abuse or neglect, whether known or suspected, and there is concern that partner agencies could have worked more effectively to protect the adult... Safeguarding Adults Boards must also arrange a Safeguarding Adults Review if an adult in its area has not died, but the Safeguarding Adults Board knows or suspects that the adult has experienced serious abuse or neglect.”**

*Care and Support Statutory Guidance  
(updated October 2016)*

## Published Safeguarding Adults Reviews

During 2022/23, two SARs were completed – giving all partners a wealth of learning and areas to make improvements. All published SARs can be found on the Enfield Safeguarding Adults pages on Enfield MyLife.

The action plan for all Safeguarding Adults Reviews are completed and monitored by the Enfield Safeguarding Adults Practice Improvement Group. This includes the development of a Board sub-group looking into how adults who decline services can better be supported, an escalation process which has been developed for partners where there are concerns and improvements in training around Mental Capacity (some of which is in place already).

All partners receive information and training resources (such as 7-minute briefings) around the learning from SARs and individual practitioners are encouraged to reflect on how they can improve their own practice.



## Mr K

Mr K was a 69 year old man with a complex medical background. He had frequent hospital admissions and a number of referrals into Adult Social Care. He had a history of declining services and treatments.

A number of reports were received around his reporting that he did not have food in the house. A referral was made to Single Point of Access Team in Enfield Council, and a visit was organised – contact could not be made with Mr K and a neighbour stated he was still in hospital. This was not the case.

Mr K was later found dead, cause of death undetermined.

### Key recommendations from the SAR revolved around the themes of:

- The importance of professional curiosity and appropriate challenge when an adult declines care and support.
- Ensuring all partners have a good understanding of (and are applying) the principles of the Mental Capacity Act (2005).
- Ensuring that information (especially about risk) is shared across multi-disciplinary partners and that multi-disciplinary teams are working together constructively wherever possible.
- Specific recommendations around processes where professionals are unable to make contact and there is concern.

## Sophie

Sophie was an 18-year-old woman with a history of moving between areas. She died in hospital due to complications related to unmanaged long-term health conditions. There had been concerns about Sophie in terms of self-neglect and potential exploitation raised with the London Borough of Enfield and the London Borough of Haringey (who were working with her under their Young Adults service) as well as various Health and Hospital Trusts.

### Key recommendations from the SAR were around:

- Ensuring that training and guidance around the Mental Capacity Act (2005) includes consideration of executive capacity (which is the ability to not only communicate a decision but also to carry it out) and how this might apply in cases where an adult appears to be self-neglecting. This also involves the SAB working to look at partner agencies and their response to self-neglect as a whole.
- Ensuring that multi-disciplinary partners are working together in assessing risk and whether an adult has care and support needs (please note that this is also reflected in the Mr K SAR).
- Reviewing transitional safeguarding arrangements in specific ways – both where an adult might be moving into adult services and where they are moving areas.
- Reviewing advocacy arrangements.

There are further Safeguarding Adults Reviews in progress to be published in 2023/24 – including thematic looks at the topics of self-neglect and informal carers.

# Improve services

All partners at the Safeguarding Adults Board have a number of processes in place to help us improve the quality of services received by the communities in Enfield. This is an important part of managing safeguarding risks.

Some of these processes are national, for example, CQC inspections, and others are local, for example, the Quality Checkers (volunteers with lived experience of caring or being cared for who give their time to give feedback on services in Enfield). They all have a role to play in making sure our services and safeguarding responses meet local people's needs.

## Supporting Enfield's Adult Social Care Providers

Enfield has one of the largest number of care providers in London, including 82 care homes and a number of domiciliary care agencies and supported tenancies.

All registered providers are monitored by the Care Quality Commission.

### Who are the CQC?

The Care Quality Commission (CQC) is an executive non-departmental public body of the Department of Health and Social Care of the United Kingdom. It was established in 2009 to regulate and inspect health and social care services in England. In 2023, it will also begin inspecting and regulating Local Authorities around adult social care.

## Provider Concerns

### Provider Concerns Process

The Provider Concerns process was developed in Enfield, but now forms part of the Pan-London Safeguarding policy and procedures. The policy can be found on the MyLife Enfield website. Go to: [www.enfield.gov.uk/mylife](http://www.enfield.gov.uk/mylife).

The process works to support providers to improve where there are concerns about the overall quality of the service that they provide. This could be

identified by CQC inspection, Safeguarding Enquiries or referral by a professional into the Safeguarding Information Panel who decide what action should take place. Analysis of our Provider Concerns process has consistently demonstrated that these interventions usually result in improvements to the services as measured by improved CQC inspection ratings or a reduction in the number of Safeguarding Concerns being raised about the provider. Providers take these concerns very seriously and generally work well within the process.

Our Provider Concerns process was initiated 20 times in 2022-2023.

This is a marked increase on the previous year and represents a significant pressure on all partners. The process brings together the organisations that are involved with a care provider to discuss concerns and risks, and work with the provider to make improvements for the residents or service users. The process can include a suspension on new placements, or in some cases, particularly if there is a risk of deregistration by CQC and the placement having to close, an exit strategy. In one case this year, the Provider Concerns process supported with an exit strategy for residents where the service had to close down.

The Provider Concerns process also identifies themes which affect the quality of providers and this feeds into wider work in the borough – for example, providing providers with great guidance around pre-assessment or extreme weather.



**A example of the difference that this process can make is the case of Home A – The Provider Concerns process was initiated in response to a series of safeguarding concerns and concerns raised from Home A’s CQC inspection report. The CQC inspection report rated the provider as Requires Improvement. The CQC, Local Authority, Mental Health specialists and Community Hospital Avoidance Team Matron all met regularly and supported both the process and the home. Residents and their families also gave regular feedback to guide the process and the Quality Checkers visited. CQC reinspected the home at the end of the process and the latest inspection report rates the service Good.**

## Quality Checker Programme

Quality Checkers are volunteers from all walks of life with lived experience of either being cared for or caring for a loved one. They have used services and generously give their time to provide feedback on current services in Enfield. This can be through visiting providers, calling other residents or reviewing documentation.

The Quality Checker programme has continued to go from strength to strength with new volunteers recruited and new projects being developed.

The Quality Checkers themselves get a great deal out of the project and say:

**“I enjoy being a volunteer and have made friends and keep busy being involved in the project.”**

**“My volunteer role makes a difference to people in care homes.”**

In July 2022, the Quality Checkers reintroduced face-to-face visits to providers (these were suspended for a period due to COVID-19 concerns) and **54** of these took place in 2022/23. These visits focus on the collection of direct customer experience feedback together with an overview of the volunteer’s perception of the care environment and the care provided evidenced by examples of observations and quotes from service users and

carers. The Quality Checkers visits are conducted in pairs to ensure the feedback is as balanced and objective as possible. The feedback is formulated into a report that is submitted to relevant internal teams and our partners in Health and the CQC.

Our Quality Checkers also provide support to friends and families of people living in social care with welfare calls. This is requested by services when there are potential concerns about a provider. Welfare calls collect focused service user feedback – which is in turn fed back into the Provider Concerns or quality assurance processes. Decisions can then be made on what action partners need to take to improve services. The Quality Checkers made an impressive **197** welfare calls in 22/23.

The Quality Checkers have also been involved in a variety of other projects over the year, including:

- Gathering feedback from **80** adults who had used the London Borough of Enfield’s Single Point of Access or Enablement Services to find out what their experience was. This feedback was then used to identify areas for improvement as Enfield works towards a strength-based approach to working with people. They also spoke with staff members to test how new training and approaches had been received.
- Work with **12** homes (with a mixture of specialisms) to find out if there was adequate internal security in place. This work resulted in more information being made available to providers around how CCTV might be used and what policies they may need around internal security.
- Mystery shopping calls into the Safe and Connected Service – resulting in changes to training.
- A targeted project around GP and Dental support to homes following the lifting of COVID-19 restrictions; all residential homes were contacted for feedback and this was collated into a report and escalated to Integrated Care Boards across North and Central London for further investigation.
- Quality Checkers are taking part in a 3-month testing period of various pieces of assistive technology.
- Giving feedback on a variety of London Borough of Enfield policies or communications (including for example the Enfield MyLife Safeguarding pages) to ensure that the feedback of people who use services are at the heart of this work.

## External Review

The Safeguarding Adults Board commissioned an organisation called RedQuadrant to review the Safeguarding Adults Board and its partnership arrangements – as well as to provide an external audit of the Local Authority’s safeguarding adults practice around enquiries.

RedQuadrant concluded that ‘The Board itself presents as a well-run Board with the buy in of agencies... The safeguarding processes surrounding the MASH [Multi-Agency Safeguarding Hub] showed good person-centred care and highlighted the importance of Making Safeguarding Personal and achieving the right outcomes for the adult. The MASH showed strong leadership with staff who were very focused on safeguarding and passionate about the level of care and support they were providing.’. They noted that multi-agency working was good within Section 42 Enquiries and that practice around Making Safeguarding Personal was mostly good.

Whilst the feedback received was mainly positive, there were areas for improvement identified including:

Establishing a multi-agency auditing process so that partners are working together and learning from each other in key areas – this is currently being developed and will be delivered by end of 2023.

The Enfield Safeguarding Adults Board and Enfield Safeguarding Children Partnership to consider jointly commissioning work around transitional safeguarding – please see separate information on Transitional Safeguarding.

To develop the information available on the Safeguarding Adults Board website and to the public in general. This is an on-going piece of work but some improvements have already been made – including a review of our websites by Quality Checkers.

Adult social care also conducts regular internal audits around Section 42 enquiries looking at the principles of Making Safeguarding Personal, timescales, communication between services and proper consideration of mental capacity.

There are regular briefings for staff around the outcomes of these audits and information circulated to staff to ensure that we are continuously improving around Safeguarding Adults.

These internal audits were improved on the basis of feedback from RedQuadrant and in 2023/24, the focus will be on increasing the amount of feedback we get from service users who have experience of safeguarding processes and ensuring that this informs improvements.

## Enfield Safeguarding Adults Partnership Assessment Tool (SAPAT)

In May 2022, the Safeguarding Adults Partnership met to assess their work together and where the areas of good practice and for development might be. Much of what was discussed has been written about elsewhere in this report. However, areas previously not identified elsewhere in this report include:

Concerns about how the adults who had come to Enfield through the Homes for the Ukraine were being safeguarded. These were fed back into the groups working with these adults.

An agreement and action planning around improving the Board’s engagement with the Community and how the views and wishes of adults in Enfield were incorporated into partnership work. This informed the development and actions of the new Community Engagement sub-group of the Board.

Concerns around how financial crisis would affect the most vulnerable in the borough – this resulted in the formation of a Cost of Living working group which has made progress in areas such as developing information for residents about support available and engaging with utility providers around support for priority users.

Joint learning took place with our colleagues in Haringey SAB who joined us for our SAPAT – and we in turn joined them for their own SAPAT. This allowed us to share learning across the local area.

**The principles of Making Safeguarding Personal should be the foundation of all of our work in Safeguarding Adults. They are:**

- Empowerment
- Prevention
- Proportionality
- Protection
- Partnership
- Accountability



# Priorities for 2023-24

The following outlines the key actions for 2023-24 and how they relate to our overall priorities. You will note that community engagement, and co-production are key themes; as well as using technology and data to better focus the work we do.

In 2023, we will be developing the 2023-2028 Enfield Safeguarding Adults Board Strategy – incorporating feedback from partners, members of the public and users of services as well as providers – to help guide and structure our work over the next 5 years.

## Safeguarding Priority 1 PREVENTING ABUSE

Ensuring that members of the public are informed about types of abuse and how to prevent and report this by:

- Updating our webpages and information available, including revising the Safeguarding Factsheets available and creating a 'What Happens After You Report Abuse' leaflet/page. These sites should also give an opportunity for adults to feedback on their experiences.
- Ensuring our Community Engagement group is reaching our local community through regularly meeting with voluntary and community groups such as Quality Checkers and reporting their priorities and concerns back to the Enfield SAB via Quarterly updates.
- Ensuring that public consultation is key to the development of all Enfield Safeguarding Adults Board policies and processes.

## Safeguarding Priority 2 PROTECTING ADULTS AT RISK

Map out the different multi-agency meetings run by partners to discuss safeguarding risks to ensure that there is correct attendance and a lack of duplication.

Work together as partners to develop agreements around how best to handle concerns in specific areas – for example, Slips, Trips and Falls and Pressure Care.

Develop an Escalation Protocol so that partners have a clear route to escalate concerns with each other.

Develop a Task and Finish group to enhance and support the work of partners around adults who may self-neglect.

## Safeguarding Priority 3 LEARNING FROM SAFEGUARDING ADULTS REVIEWS AND OTHER CASES

The Safeguarding Adults Board will develop a new process to ensure that Safeguarding Adults Reviews are dealt with more promptly.

We are in the early days of adopting this new process and trying to ensure immediate learning applied but also thorough examination of cases to be reviewed.

Working with Board partners to develop and implement multi-agency audits to give assurance about the work we do and to analyse where there might be any blockages to good practice.

A Learning and Development framework is in the process of being developed for the Safeguarding Adults Board to incorporate learning from Safeguarding Adults Reviews, Multi-agency audits, single cases and other experiences.

All SARs published will have a 7-minute-briefing and learning materials made available to partners.

The Practice Improvement Group will continue to meet regularly and report on its activity to the Board.

# Appendix A: Partner Updates

## Barnet, Enfield and Haringey Mental Health NHS Trust

Over the last financial year, we continued to gain assurance our staff are “Making Safeguarding Personal” by auditing Section 42 enquires across the three Trust boroughs. Investigating the quality of protective measures implemented, evidence and effectiveness of multi-agency working. This has assisted in determining how practitioners are using best practice to maximise the chances of service users being protected and recovering from what they have experienced. We continue to “see the adult, see the child”, with our think family agenda being well embedded within The Trust as we continue to work collaboratively with partner agencies to safeguard and protect children and adults.

We have been proactive also in ensuring we continue the Think Family agenda by introducing a drop in advice hub facilitated by our named professionals for child and adult safeguarding, and Domestic Abuse Co-ordinator. Across BEH, we now have 3 virtual advice drop ins for any practitioner who requires ad hoc advice and support. The safeguarding team continue to provide safeguarding supervision to the perinatal team, continually promoting safeguarding and risk posed to vulnerable babies and adults.

We continue to promote safeguarding to all practitioners across BEH, we maximise our capacity by attending CPA's, team meetings and away days, following this we can identify increased safeguarding adult alerts. We continue to measure the outcomes of our work via our internal reporting process, including auditing and analysis of the quality of safeguarding alerts.

Our continued delivery of safeguarding training to the PG diploma nursing students as part of corporate induction continues to gain positive feedback, plus bespoke training sessions in relation to our involvement in statutory reviews. The safeguarding team has also provided ongoing support to practitioners via refresher referral pathway training, this has built upon our training sessions held last year.

A Domestic Abuse and Sexual Safety Co-ordinator was appointed in August 2022. The Domestic Abuse and Sexual Safety Co-ordinator has

supported delivery of a stalking masterclass in conjunction with the Stalking Threat Assessment Centre (STAC) psychologists; equipping staff to be able to effectively identify and respond to stalking, which is widely acknowledged to be a key risk factor in cases of domestic homicide. This session was also delivered to partners across the Haringey Safeguarding partnership, looking at supporting the co-ordinated community response. Due to low reports of men experiencing sexual abuse and barriers that men face in making a disclosure, we have facilitated a partnership wide workshop on ‘Responding to Male Survivors of Sexual Abuse’ with the Survivors Trust. Additionally, specialist older people and domestic abuse workshops have been rolled out across older peoples, memory, and dementia services across the trust with Solace Women’s Aid. A Domestic Abuse and Harmful Practices drop-in surgery has been set up and operates on a weekly basis across the partnership, supporting frontline staff to understand risk and take proactive and positive steps in safeguarding people accessing BEH services.

### Good practice examples

A partnership wide workshop on ‘Responding to Male Survivors of Sexual Abuse’ in total 203 colleagues attended, 117 of these were BEH staff. Throughout the trust there are minimal reports of men disclosing sexual abuse and therefore this session looked at the barriers that men face, how to have sensitive conversations, and what support can be offered to those that have experienced SA.

Consultation took place with older peoples and memory services throughout the trust, looking at themes around domestic abuse within the services. As a result, specialist DA training has been delivered to staff within these services in December and will feature in the next Quality and Safety report.

The Trust is now represented at the pan-London DVA co-ordination group, this presents a platform for best practices to be shared across Trust.

Further details can be found in the [Barnet, Enfield and Haringey Mental Health Trust Annual report here.](#)

The Barnet, Enfield and Haringey Mental Health Trust website at [www.beh-mht.nhs.uk](http://www.beh-mht.nhs.uk)

## Community Safety Unit

The Community Safety Unit lead on the strategic response to tackling Domestic Abuse and have produced a strategy to focus partnership activity.

We have actively sought external funding to support the expansion of this work and will for the first time be commissioning advocacy work specifically to support victims of sexual assault. This is in addition to the advocacy provided to those suffering domestic abuse.

The Community Safety Unit lead on commissioning reviews into any deaths following from Domestic Homicides, from which learning is collated and shared with partners. We also commission a number of services to tackle domestic abuse including Independent Domestic Violence Advocates.

Domestic Abuse is just one of the areas currently being assessed as part of Enfield's Response to the new Serious Violence Duty, where all Community Safety Partnership areas nationally are required to undertake an assessment and then produce a strategy which will demonstrate the area approach to tackling serious violence.

Community Safety have led on a number of campaigns to raise awareness in communities and deliver an annual conference for professionals aligned to White Ribbon Day in November each year.

We have successfully led for Enfield in securing funding to deter repeat offences by working with perpetrators of Domestic Abuse.

Domestic Abuse is also a key element of the Community Safety Partnership Plan. The work is reported to the Safer and Stronger Communities Board.

### Good practice examples

The Community Safety Unit provide support to a limited number of clients to enable them to remain in their homes following domestic abuse, by providing locks and bolts and other small security measures to provide additional safety.

## Enfield Carers Centre

### Example of positive multi-agency working

Following contact from a family member living abroad, a safeguarding alert alleging financial abuse and wilful neglect was raised against an

alleged perpetrator masquerading as a Godson of the alleged victim (an Enfield resident) and a "Carer" working for Enfield Carers Centre (ECC). An immediate alert was raised with the Council's Safeguarding team so that the police could be informed and investigations begin. It transpired that the individual had registered with ECC as an informal carer but was never an employee in ECC's homecare dept. The alleged perpetrator had not engaged with ECC beyond his initial registration and an enquiry about Attendance Allowance. He had refused a carers assessment offered to all newly registered carers, which would have provided more detail about the actual caring situation. An alert was placed on ECC's database (the alleged perpetrator's file) when two unidentified females also attempted to register as carers for the relative, claiming to be his Goddaughters. They were not registered and no further contact was subsequently received from them.

### Staff Training

Three new members of our Admin team received levels 1 and 2 Safeguarding Adults and Safeguarding Children Training.

Three Carers Ambassadors received Safeguarding Adults training Levels 1 and 2 as part of their induction training.

Both Enfield Carers Centre's Designated Safeguarding Leads (the Chief Executive Officer & Operations Director) attended and completed 2 day refresher DSL Training Courses via London Youth in April 2023.

## Enfield Council Safeguarding Adults

As can be seen in the data on the number of Safeguarding Adults concerns received, the Local Authority continues to deal with a high number of safeguarding adults concerns – with increasing levels of complexity in terms of higher levels of self-neglect with concerns about hoarding on the increase.

The Local Authority Strategic Safeguarding Adults team continues to audit Section 42 practice on a quarterly basis and is working to develop tools based on the learning from this. This includes quarterly Enquiry Officer's briefing to review the learning from audits and specific training around working with providers in safeguarding enquiries. Please find Enfield's Safeguarding Adults Practice

Guidance and Tools on [Enfield MyLife's Safeguarding Adults/ Information for Professionals page](#). Explore Enfield MyLife for a lot more useful information on Safeguarding Adults and other issues. All Practice Guidance has been recently updated and there is some work being done to produce more on specific topics.

The Multi-Agency Safeguarding Hub continues to engage with partners and risk management meetings such as Community MARAC, MARAC and the Rough Sleepers MARAM to address risk.

Over the last year, the High Risk Advisory Panel and Complex Cases meetings (within individual service lines) have been further developed. This allows us to respond to high-risk cases in a multi-disciplinary way – drawing together the expertise of all involved partners.

The Strategic Safeguarding Adults team has continued to develop the internal training programme to give additional support in areas highlighted by internal audits such as work with providers.

Internal auditing of safeguarding enquiries have highlighted that the majority of adults feel that they were listened to and respected throughout the Safeguarding process and, most importantly, that it left them feeling safer. They were however concerned about the amount of time that it took from referral to closure and this is an area that the teams will continue to monitor and try to improve on.

## Enfield Council Housing

Safeguarding is everybody's responsibility, and we are continuing to embed and strengthen safeguarding principles in our strategic and day to day housing operations.

We have spent this period reviewing our safeguarding practices and training plan to ensure that our staff are equipped to meet the needs of Enfield residents who access support from our Housing Advisory Service regardless of their tenure and Enfield Council Tenants. This work will see launched the following year – updated safeguarding procedures and guidance for staff, guidance to support staff on how to respond/support residents who disclose suicidal ideation and a training plan that shows our commitment to continuous development ensuring all our frontline staff and manager's receive regular training through an annual

training programme which includes refresher training on domestic abuse and Housing.

## Domestic abuse

Across the housing area we continue to strengthen our domestic abuse response and work towards DAHA accreditation and developing Enfield housing services Domestic Abuse policy.

## Rough sleepers

Homeless/rough sleepers experience some of the most severe health and wellbeing inequalities and experience much worse outcomes than the general population. Many have co-occurring mental ill health and substance misuse needs, physical health needs, and have experienced significant trauma in their lives. These issues are often co-dependent with or exacerbated by a lack of safe and secure housing.

Our Rough Sleepers Multi-Agency Risk Assessment Meeting (Rough Sleepers MARAM) continues to meet fortnightly and encourages partnership-working across agencies in order to provide more effective and holistic support for those homeless/rough sleepers with complex needs, as well as improve pathways and services to meet the needs of homeless/rough sleepers.

## Healthwatch Enfield

Healthwatch Enfield works to influence long term change and improvement. We have a seat on numerous health and social care boards and committees in Enfield, as well as representing Healthwatch and local residents at a North Central London level, which includes the boroughs of Barnet, Camden, Haringey, and Islington, as an equal, but independent partner. Within Enfield this includes the [Health and Wellbeing Board](#), as well as the Safeguarding Adults Board and many other key boards and committees. It is our job at these meetings to speak up to help raise awareness of the views and experiences of patients we hear from.

We often put forward suggestions which help to influence decisions being discussed at the time and we challenge where appropriate. We also encourage 'co-design' wherever possible, which means getting patients involved right at the start of projects to help design and plan new services or changes to services. Improved services are key for keeping adults at risk safe when they need help and support.

Our organisation doesn't have a lot of contact with



adults at risk, but we ensure our volunteers and staff are up to date with changes to safeguarding legislation with regular safeguarding training, we have made sure to update our safeguarding policy accordingly.

[www.healthwatchenfield.co.uk/news-and-reports](http://www.healthwatchenfield.co.uk/news-and-reports)

## **Integrated Learning Disabilities Service (ILDS)**

The Integrated Learning Disabilities Service works with adults with learning disabilities in Enfield to empower, support and safeguard them.

- We continue to prioritise and screen safeguarding referrals despite staffing challenges over the last two years (as well as increases in the number and complexity of safeguarding concerns over the last few years). There is no waiting list to respond to safeguarding concerns.
- We continue to work in an integrated manner, ensuring the most appropriate discipline within the service contacts and engages the adult at risk and family and gathers and analyses evidence. I.e. Nursing where there is a medical concern, Occupational Therapy where there may be environmental concerns. Our Community Nursing Service Manager also assumes the role of Safeguarding Adults Manager for cases relating to medicine/pressure sores etc.
- We have continued to engage with the Strategic Safeguarding Team where there have been high risk, complex or repeat safeguarding cases and make use of ILDS' Complex Cases Panel and the High Risk Panel. We also meet monthly with the Police to ensure that we are sharing information and working together.
- The service has recently commissioned Talking Mats Training to further upskill and provide tools to practitioners to be able to assess capacity and capture views and wishes of Adults at Risk who may experience communication difficulties.
- An example of good engagement with adults at risk includes the case of G. G has lived in their supported living placement for over 10 years. G's family members removed him from the property and refused to return him. Due to the risks posed, an application was made to the Court of Protection to enable adult social care to safely remove and place G back at his supported living.

A mental capacity assessment was undertaken to in relation to G's capacity to make the decision as to where to live and he was assessed as lacking capacity. However, G's views and wishes were very much the focus of the recommendations made to the court – G stated clearly that he wants to live at the supported living and also clearly stated he wants regular face to face contact with his family. There are a number of risks associated with family contact – however, the Integrated Learning Disabilities Service has taken on G's views and have arranged supervised contact sessions weekly in an independent contact centre with the long term aim being that the contact can take place in the community and , risks permitting, be less restricted. G also has an independent advocate and a Court Appointed Litigation Friend to seek and capture his views and wishes independently.

## **London Ambulance Service**

To read updates from the London Ambulance Service 2022/23, please go to [www.londonambulance.nhs.uk/about-us/our-publications/](http://www.londonambulance.nhs.uk/about-us/our-publications/)

## **London Fire Brigade**

We have continued to meet with partners within the Fire Safety Partnership to ensure recommendations made following previous fatal fires have been adopted. Further meetings are diarised regularly.

The London Fire Brigade in Enfield have been consulted around the formation of a regular Hoarding panel working with adult social care and it is hoped that this will help in supporting adults who are struggling with their environment – putting themselves and others at risk of fatal fire. LFB crews within Enfield continue to refer in to the Multi-Agency Safeguarding Hub where there are risks observed after a visit to an address in Enfield (and the residents are felt to have care and support needs). We also respond to concerns from adult social care and make Home Fire Safety Visits where there are concerns.

LFB have also worked to ensure partners are aware of new processes around Home Fire Safety Visits through presentations to the Enfield Safeguarding Adults Board, the Service Improvement Panel and other partnership meetings and events.

## London Metropolitan Police, North Area BCU

In 2022 the Metropolitan Police service (MPS) has recorded approximately 142,000 adult Merlin reports across 32 London boroughs, compared to 128,000 child reports. This demonstrates that adult safeguarding is and remains as a priority going forward. During the same period, the borough of Enfield recorded 4700 adult Merlin reports, compared to 4440 adult Merlin reports recorded in 2021. The trend is in line with the organisation. The legacy of Covid-19 and the current cost of living situation has certainly led to an increase in adult safeguarding across the BCU.

In January 2023, MPS Commissioner Sir Mark Rowley has launched the 2023-2025 Turnaround Plan on how MPS will achieve its mission of More Trust, Less Crimes and Higher Standards. Part of his nine point plan was to strengthen work in Public Protection and Safeguarding, as well as targeting those who perpetuate violence against women.

The MPS Adult Safeguarding Policy has recently been updated and a new online toolkit is in the process of being completed for officers to access help and advice. The central MASH review is still ongoing. Merlin will also be integrated into the new CONNECT computer system later this year, including automatic prompts for officers to assess vulnerability.

On a local level the dedicated police Vulnerable Adult Co-ordinator role on North Area (NA) has been recognised by the MPS Central Mental Health and Adult Safeguarding Team as providing a valuable link between Police and Adult Social Care. This has enabled regular meetings regarding higher risk/ repeat Merlin subjects and a clear pathway for more immediate liaison when required. It also enables continuity at the Enfield high risk panel meeting and specific strategy meetings involving vulnerable adults.

Enfield Social Care have linked in with Police to assist in the updating of their Council MASH policy and there is also ongoing joint work anticipated regarding Merlin training and how to deal with the removal of service users from residential settings. Following police legal advice on neglect offences involving unpaid family carers, this has been shared with officers alongside partners to provide wider understanding and awareness of this offence.

A policy is now in place in relation to deaths involving vulnerable adults and the reporting pathways and timescales that are anticipated between Police and Social Care. There have been a number of such investigations which have involved effective and extensive liaison between partners.

As part of adult safeguarding week in November 2022 an information sheet was sent out to all NA officers providing advice and information on financial exploitation, Merlins, Mental Health, modern slavery, care home investigations and neglect/abuse. This was also shared with other BCUs to provide an opportunity for organisation wide dissemination.

Police continue to work with Enfield Council Modern Slavery Team to promote awareness, safeguard victims and prosecute modern slavery offenders. Joint modern slavery training has been delivered to all Neighbourhood Policing Team officers on North Area and jointly funded leaflets on cuckooing and cannabis farms (two of the most prevalent forms of modern slavery in Enfield) have been produced and delivered to targeted areas. The joint Council/police team has also been recently shortlisted for a public/public partnership Local Government award.

Cuckooing cases are collated across Enfield and shared with the police Missing Persons team. This is due to cuckooing addresses often being used for County Lines and the exploitation of children as well as vulnerable adults. The Neighbourhood Policing teams have been provided with specific training on cuckooing, how to record incidents and ensure a multi-agency approach is provided to safeguard the vulnerable resident.

### Good practice examples

#### Partnership working – financial exploitation

Police and Social Care worked in partnership regarding an elderly lady who was subject to financial abuse by her neighbour. The neighbour was arrested, with bail conditions being implemented. Officers recognised the vulnerabilities of the victim against the Vulnerability Assessment Framework and completed a Merlin. Following the bragging and sharing of the Merlin, the Council MASH team were able to attend the address that day to provide emergency food provisions. Further liaison between Police and Social Care ensured discussion on the provision of an emergency phone for the victim for ongoing safeguarding. Enquiries continue by police to evidence the unauthorised bank card use by the suspect.



## Investigation into death of Vulnerable Adult

Detailed investigation has been conducted around the death of a service user in a residential setting, who passed away during the red hot weather alert in Summer 2022. Evidence has been collated from various sources to establish whether any neglect was present from the provider. There has also been extensive ongoing multi-agency liaison between partners.

## National Probation Service

During the summer of 2002 six Probation Delivery Units received HMIP inspections and these were published in October 2022. Whilst there are areas for improvement identified some of the key strengths focussed on the organisation's direction of service in developing a high-quality service. It was found that there are effective partnership arrangements and initiatives with a wide range of organisations across London, focused primarily on both the most dangerous offenders and some of the most difficult-to-reach individuals, including those with adult safeguarding concerns. A review of the pan-London Safeguarding policy and procedure is imminent to ensure that each London Borough is correctly aligned to any changes in processes and an update on progress will be provided in due course.

Locally we are working to improve the arrangements for information sharing to ensure that pre-sentence domestic abuse and safeguarding enquiries are completed and utilised to inform assessment, planning and risk management and ensure staff have the relevant training to use risk and safeguarding information, obtained from key stakeholders, to appropriately inform risk assessment and sentence plans for people on probation. Our staff are engaging in a pan-London Quality Improvement Programme that covers the operational HMIP recommendations. This includes a practitioner and manager upskilling package and greater oversight operational procedures. All of our staff are currently undertaking relevant mandatory safeguarding training to ensure the best quality of service is delivered to our people on probation.

It has been acknowledged there is a growing elderly prison population with a variety of safeguarding needs that need to be met once they have been released in to the community. We have therefore set ourselves a challenge with the Enfield SAB to review our referrals to the Adult MASH in the 2nd half of 2023 to review the volume and quality of referrals submitted and to follow through the outcomes.

## Good practice examples

We now have re-settlement packs available for people on probation coming out of prison homeless. Each individual will be provided with a rucksack containing a sleeping bag. This will be particularly useful for those individuals facing housing emergencies.

## NHS North Central London Integrated Care Board, Enfield Directorate

The North Central London Integrated Care Board (ICB) became a legal body on July 1st 2022. The Executive Director who is the Chief Nurse has responsibility for safeguarding. The Safeguarding team was reviewed to strengthen the team structures and a Director for Safeguarding was appointed in November 2022.

Enfield Safeguarding Team consists of an Associate Director for Quality, A Named GP for Adult and Children's Safeguarding, A designated Nurse for Children's Safeguarding and a Designated Professional for Adult Safeguarding.

The Integrated Care System (ICS) website is live and has a safeguarding page which has links for each of the five boroughs.

[Safeguarding – North Central London Integrated Care System \(nclhealthandcare.org.uk\)](https://nclhealthandcare.org.uk)

The ICB safeguarding policies have been written to reflect the new organisation. These are: Safeguarding Adults Policy, MCA Policy, Safeguarding Children's Policy, Domestic Abuse Policy and Prevent Policy.

Alongside the policies the Safeguarding Strategy has been reviewed and updated to ensure that Safeguarding of Children and Adults is embedded in the commissioning arrangements across the ICB and ICS.

The safeguarding team has the following work streams to deliver on the strategy:

- CDOP (Child death overview panel)
- Communications Group
- Safeguarding Governance
- Looked After Children
- Training and system learning
- Risk
- Quality Assurance and Data Management

ICB Designated Safeguarding professionals offer supervision to Named Safeguarding Leads in Health Providers. The Enfield designates also provide group supervision for an Enfield provider. Ad hoc advice and supervision is available to colleagues from across the partnership, and for GPs and practice staff.

### **Training and System Learning**

The ICS Safeguarding training and system learning group organises conferences and other training for healthcare staff across NCL. In November 2022 a NCL safeguarding conference was held where topics presented included lived experiences of a survivor of exploitation and domestic abuse; Financial Abuse; Mental Capacity Act updates and Transitional Safeguarding.

Regular System Learning conversations are held across the five Boroughs where partners discuss learning from serious cases and other relevant safeguarding updates.

### **General Practitioner Support and Training**

Safeguarding professionals offer support for Primary Care with complex safeguarding concerns. The Named GP and Designated Professionals support GPs with their participation in safeguarding reviews and audits.

Enfield has a quarterly GP forum for training and discussion, and the ICB also hosts extra webinars that GPs are invited to. GPs have their own dedicated website hosted by the ICB where events are promoted, and presentations uploaded. Clinical guidelines and useful articles are also uploaded.

Enfield GP forums have included training on: Incels and Prevent, Changes to the Mental Health Act, The Legal Basis for Information Sharing and Domestic Abuse.

### **Safeguarding Communication and Engagement**

The ICB Safeguarding Communication and Engagement Working Group raised awareness of international, national and regional annual awareness events, and increased the understanding of safeguarding and access to support.

Communication includes social media articles and signposting for the public, and webinars and articles for staff across the NCL health economy. The topics highlighted in 22/23 have been: Mental Health and Suicide Prevention; Dementia Awareness; Trafficking of people and Modern Slavery; Learning Disabilities;

Domestic Abuse; Sexual Violence and Abuse; FGM Awareness and Online Safety.

### **Inequalities**

The ICB communities' team have commissioned projects in Enfield via the inequalities fund. These are some examples of projects from 2022/23.

#### **Dedicated Primary Care Service for Homeless People**

This project commenced on the 1st December 2022 and will run until March 2024. The aim of the project is to engage with people who are experiencing homelessness and are not registered with a GP, providing them with comprehensive service of holistic healthcare screening and immunisations, address health inequalities build trust with healthcare professionals, improve access to treatment and support, empower patients to take control of their own health, and work collaboratively both with clients and stakeholders for secondary care. There is a dedicated phone line accessible for 24/7 and clients are encouraged to come on site, which is at Carlton House for any of their checks. Advice and health promotion is offered, and relevant onward referral is arranged. Drug and Alcohol and Mental Health Services are also involved to provide wrap around care. Imperial college are monitoring this service to review how successful it is.

#### **Long Term Conditions Project (Diabetes)**

Diabetes prevalence in Enfield is the 2nd highest of all London boroughs.

This health inequality project focuses on enhancing the health management of people with type 2 diabetes in eastern Enfield focusing on Edmonton. The strength-based model for the identification, management and interventions for adults at risk of developing or already living with complex type 2 diabetes is used.

Existing nurses within the service developed standard operating procedures and care pathways for the project and a task and finish group was set up. The diabetes walk in clinics allow patients to talk to a Diabetes Specialist Nurse and a health and wellbeing coach. A number of community events have taken place.

The project aims to strengthen the discharge pathway following a diabetes related A&E or hospital admission, improve collaborative working between

community and primary care, build on existing resources to address language barriers in diabetes care and establish the role of a health and wellbeing coach to enable access to coaching and behavioural change clinics to improve self-management of diabetes.

## IRIS

IRIS is a domestic abuse training and support programme commissioned by the ICB in Enfield to support Primary Care. All Enfield surgeries have access to IRIS. They have a dedicated Advocate/Educator and Clinical Lead who will provide training for all surgery staff, as well as seeing patients referred to them by the surgery who are experiencing domestic abuse and need crisis intervention and ongoing support to protect themselves and their families.

Recently a Domestic Abuse survivor spoke to Enfield GPs about their experience of IRIS and how their GP was able to facilitate a safe space for them to see an advocate, who worked together with the surgery to care for them and their family, helped to keep them safe and provide emotional support.

You can find more details about our work at [Safeguarding – North Central London Integrated Care System \(nclhealthandcare.org.uk\)](https://nclhealthandcare.org.uk/Safeguarding-North-Central-London-Integrated-Care-System)

## North Middlesex University Hospital NHS Trust

The Integrated Safeguarding team deliver services in line with the Trust's statutory responsibilities around Safeguarding Adults and works with partners. The Safeguarding Adult's Specialists worked closely with Enfield and Haringey Local Authorities to address a backlog in section 42 enquiries which had occurred because of the COVID-19 pandemic.

### **In the year ahead, the team will continue with the workstreams agreed in the Safeguarding Strategy and work plan for 2021-2024.**

- The Trust's mandatory training target of 85% compliance in all levels of safeguarding training across NMUH throughout 2022/23.
- Deep dive into Section 42 enquiries by Safeguarding Adults Specialists supported by divisions. The objective is to keep service users safe from harm and to avoid cases escalating to the level of a statutory enquiry.

- Ensure the voice and views of individuals at risk of abuse or neglect and those who support them, is heard, and ensure we 'make safeguarding personal'.
- Update the integrated intranet safeguarding webpage and the individual team intranet pages.
- Maintain attendance and partnership working within the local and national statutory framework.
- Further embed the philosophy of 'Think Family' holistic approach to safeguarding beside increased regard for contextual safeguarding and the impact of societal pressures.

## Safeguarding Adults' Activity 2022-23

A total of 826 referrals were made by the Trust safeguarding team in the reporting period April 2022 to March 2023. Identified themes: 229 were for neglect and acts of omission, 172 were self-neglect and 82 domestic abuse. The top 3 themes are consistent with the previous year's report.

### Good practice examples...

Much focus has been on multidisciplinary working and developing new ways of working with external partnership network. The work of the Substance Misuse Clinic has been crucial in these cases not only with the antenatal management, but also the pre-planning, this has been led by the Safeguarding Midwifery Advisor in conjunction with the Consultant obstetrician and drug/alcohol services.

The CQC report states "staff had training on how to recognize and report abuse and knew how to apply it. The service worked well with other agencies to protect women from abuse". The CQC report also noted that service users accessing NMUH Maternity spoke over 100 languages, which is a challenge for interpreting facilities, however, the Trust was in the process of reviewing access to interpreting services.

The Maternal, New-born and Infant Clinical Outcome Review Programme (MBRRACE) – Saving Babies Lives report 2021 outlines the increased risk of maternal mortality through social deprivation, mental health, substance abuse and domestic abuse alongside other vulnerabilities. The report is pertinent to the Trust locality demographic. The Saving Babies Lives report also stresses the importance for early referral to specialist services who are dedicated to improving outcomes.

The Maternity Safeguarding team work closely with the Magnolia Team 'Magnolia Midwives' service, which is a multi-disciplinary delivery model culminating in antenatal care, obstetrics, psychiatry, psychology, and social workers, to support women with moderate to severe mental health issues during their pregnancy.

The Maternity Safeguarding team also work closely with the Perinatal Mental Health Midwife and Substance Misuse Midwives, offering them support and supervision daily to improve outcomes. As a team they have evidenced improved outcomes for families, and this is what they continue to strive for.

The Maternity Safeguarding team work to support all maternity cases but more particularly families who are victims and survivors of; domestic abuse, substance abuse, female genital mutilation, homeless/refugee and asylum, perinatal mental health and teenage pregnancy.

### **Dementia Safeguarding Activity**

The Dementia Specialist role is part of the Integrated Safeguarding team, and this strong link enables the development of a more collaborative approach. The Trust is mindful of its duty in making reasonable adjustments to facilitate equitable access to healthcare delivered by appropriately skilled and knowledgeable staff for service users who have a mental health condition; learning disability; autism; dementia or delirium.

The Trust Dementia Lead recognizes that increased numbers of Trust service users living into old age with multiple health issues including forms of dementia and increased frailty. There is an increase in the number of elderly patients disclosing domestic abuse often due to the behavioural changes occurring in partners and carers because of dementia and other medical changes, which demonstrates the benefit of a multi-disciplinary and integrated response.

The Trust continues to submit Deprivation of Liberty Safeguards (DoLS) applications to local authorities. Each application is quality assured by the Adult Safeguarding team to ensure they are appropriate and proportionate to the patient's needs and that there is an accompanying Mental Capacity Assessment. Applications made that do not meet the criteria for sending to the local authority, for example the person has regained capacity, or has been detained under the Mental Health Act, are also recorded. The number of applications made for 2022-23 was 612 which is a 11% decrease on 2021-22.

### **Royal Free London NHS Foundation Trust**

The RFL NHS foundation Trust recognises that good partnership working is essential to promote effective safeguarding. The safeguarding team work hard to build and maintain good relationships with partner agencies. This allows access to multi-agency training enabling staff to benefit from shared learning and develop their safeguarding skills. Partner agencies contribute to the delivery of RFL safeguarding training. We work collaboratively with the commissioned domestic abuse services to host independent domestic abuse advisors within the Trust, based at both Barnet and the Royal Free hospitals.

Following the Department of Health & Social Care (DHSC) consultation on the draft Code of Practice for the LPS, the RFL NHS Foundation Trust approved a business case to recruit a LPS lead and over the year planned the development of the role and secured the budget to implement the statutory changes to the deprivation of liberty framework. This recruitment is now on hold following the announcement on 5th April that the Government would delay the implementation of the Mental Capacity (Amendment) Act 2019 until "beyond the life of this Parliament." There has been a focus on increasing and embedding staff knowledge and application of the Mental Capacity Act (MCA). Staff within the safeguarding team have been supported to attend Best Interest Assessor training.

The safeguarding team continue to work with the Electronic Patient Record (EPR) team to implement changes to strengthen and improve how EPR can support staff to identify and raise safeguarding concerns, reduce duplication therefore increasing the quality of referrals to the Local Authority.

The RFL NHS Foundation Trust is working toward White Ribbon UK accreditation. This is a nationally recognised programme for organisations who are committed to improving their workplace culture, progress gender equality and end violence against women and girls. The steering group has been formed and will be responsible for developing and delivering the action plan for the next 3 years. As part of the awareness raising the Trust hosted the first presentation to an acute Trust by the founders of Surviving in Scrubs to deliver a webinar about misogyny and gender-based abuse in the workplace within Health. In addition, the team supported International Day of Elimination of violence against women and girls across the Trust by promoting the role of the hospital based independent domestic and sexual abuse advisors and how they can support patients and staff who experience domestic abuse.







**Website**

[www.safeguardingenfield.org](http://www.safeguardingenfield.org)



**Facebook**

Safeguarding Enfield



**Telephone**

020 8379 2270 or 020 8379 2578



**Twitter**

#SafeguardingEnfield



**London Borough of Enfield**

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<b>Report Title</b>	<b>Enfield Safeguarding Children's Partnership Annual Report 2022/3</b>
<b>Report to</b>	<i>Council</i>
<b>Date of Meeting</b>	<i>22 November 2023</i>
<b>Cabinet Member</b>	<i>Cllr Abdullahi</i>
<b>Executive Director / Director</b>	<i>Tony Theodoulou</i>
<b>Report Author</b>	<i>Chloe Pettigrew, Children Safeguarding Partnership Manager and Sharon Burgess, Head of Safeguarding and Community Services</i>
<b>Ward(s) affected</b>	
<b>Key Decision Number</b>	<i>Non key</i>
<b>Classification</b>	<i>Part 1 Public</i>

## Purpose of Report

1. The report is being presented to Cabinet to note the Safeguarding Partnership's activity to protect children in 2022-2023. It highlights the positive actions taken by the Partnership to prevent neglect, abuse and exploitation against children and families, includes data to demonstrate the impact of these actions, and states the priorities of the partnership for the 2023-2024 period.

## Recommendations

- |  |
|--|
| <ol style="list-style-type: none"><li>I. To note the Annual Report. Noting the report at Cabinet, Scrutiny and Council enables Enfield Council to demonstrate its commitment to safeguarding children and young people throughout the organisation. The report is a partnership document and as such is agreed at the Safeguarding Children Partnership Executive Group.</li></ol> |
|--|

## Background and Options

2. There are statutory duties for publishing an annual Safeguarding Children Partnership report. These duties apply to the Safeguarding Children's Partnership. The duties require specific information to be provided. The specific actions taken to address the requirements are in italics.
3. For Safeguarding Children, Working Together requires that the report include: what the Safeguarding Partnership have done as a result of the arrangements, including on child safeguarding practice reviews, and how effective these arrangements have been in practice (*the arrangements are highlighted in the report, as are the safeguarding practice reviews*).
4. The report should also include the ways in which the partners have sought and utilised feedback from children and families to inform their work and influence

service provision (for example Safeguarding Ambassador feedback on police and health intervention).

5. Safeguarding partners should make sure that the report is widely available, and the published safeguarding arrangements should set out where the reports will be published. (*The report will be published on website: [www.safeguardingenfield.org](http://www.safeguardingenfield.org)*).
6. A copy of all published reports should be sent to the Child Safeguarding Practice Review Panel and the What Works Centre for Children's Social Care within seven days of being published.
7. The three safeguarding partners should report any updates to the published arrangements in their yearly report and the proposed timescale for implementation (*section on Children's safeguarding arrangements will cover this when necessary*).
8. The What Works Centre for Children's Social Care and National Panel conducted an analysis on annual reports across the country in 2021 and they stated *yearly reports for partnerships are intended to be shorter, more focused on impact, with more scope for local variation in terms of structure and publication format*.
9. The following paragraphs present some of the highlights of the Children's Safeguarding Enfield Annual Report 2022/23:
10. Across the Partnership, our primary responsibility is to provide a way for the local agencies to work together to safeguard those at risk, and to ensure that the arrangements in place are working effectively.
11. 2022-23 was a year to receive effective scrutiny on the partnership arrangements that are currently in place for Enfield. The scrutiny was to provide helpful feedback to the partnership on areas of good practice, so that this could be built upon whilst also providing helpful challenge on how the partnership arrangements could be improved. The independent organisation used to provide the scrutiny was Red Quadrant, and their report states:
12. *"The Red Quadrant team are able to confirm with confidence and assurance, that the Multi-agency Safeguarding Arrangements for Enfield Safeguarding Children Partnership are compliant with Working Together 2018. The arrangements ensure that children in Enfield are safeguarded and their welfare promoted. The annual report that this forms part of was also scrutinised and can confirm that this is compliant with the requirements of Working Together 2018."*
13. This year we took the opportunity to set strategic priorities for the partnership to consider in all their direct work with children, young people, and families. These priorities helped to set the framework of the targeted areas of concern and where all areas of practice improvement should be focussed.

14. The summary of the key issues or achievements of the year highlight:

- i. **Multi- agency partnership workshops-** Workshops were delivered by partnership managers on Child Protection Medicals, Information Sharing, Strategy Meetings and Early Help which had over 200 practitioners attend in total.
- ii. **Exploitation Event- Enfield's response** – This partnership event was held to raise awareness of the support available to practitioners local to Enfield with an additional spotlight on how Adulthood bias can impact upon a practitioner's response to exploitation. This event had 120 practitioners attend.
- iii. **Forced Marriage Partnership event-** The Local Child Safeguarding Practice Review (LCSPR) on Nadya was published and a partnership event was held to raise awareness of how to identify concerns for Forced Marriage and how to respond. This event had 80 participants attend.
- iv. **Andre Local Child Safeguarding Practice Review (LCSPR) published** – Review into the death of Andre, a 17-year-old, has been published - [Learning from reviews | Safeguarding Enfield](#)
- v. **Multi- agency audits completed** – There were two multi- agency audits completed which identified key areas of good practice to improve upon and areas where learning and development of practitioners should be focussed.
- vi. **Enfield Trauma Informed Practice (ETIPs)-** the Virtual School working in partnership with Educational Psychology Services commissioned training for Children Services, the Early Years' Service, HEART Health and CAMHs team and associated partners to ensure that professionals are using a common approach and language when supporting Enfield's vulnerable children, young people, and families.
- vii. **Safeguarding ambassadors-** the Ambassadors met with the Detective Superintendent of the North Area BCU (Basic Command Unit) three times and discussed their experiences of the police. This led to the Police asking the Ambassadors to create a video outlining their experiences, so that it could be shared more widely across the force. This video will be made in 2023- 2024.

15. Important areas of work for 2023-24:

- i. Ensure that our learning and development courses we offer to practitioners is wider, focussing on the strategic priorities of physical abuse, child on child abuse and anti- racist practice.
- ii. Complete LCSPR on a child with additional needs and at risk of significant harm in the community. Implementing all associated actions to improve practice.



- iii. Complete multi- agency audits on Serious Youth Violence, the voice of the child and pre- birth assessments.
- iv. Complete the making of a video on the experience of young people being stop and searched by police and participating in an event to host this.
- v. Recruitment of an independent chair/ scrutineer.

### **Preferred Option and Reasons for Preferred Option**

- 16. Publishing this report is part of the Enfield Safeguarding Children Partnership's statutory duties, and not doing so would mean we would be in breach of these.
- 17. As mentioned above, noting this partnership report at Cabinet, Scrutiny and Council enables Enfield Council to demonstrate its commitment to safeguarding children and young people throughout the organisation.

### **Relevance to Council Plans and Strategies**

- 18. Thriving children and young people
  - i. The work of the Safeguarding Enfield Partnership meets the Council's priority of "Thriving children and young people".
  - ii. The purpose of safeguarding work is to protect children and young people, and families so that they can all thrive in the borough. The Partnership's approach to safeguarding focusses on well-trained staff who can effectively engage and manage the risks that may be present.
  - iii. There is an emphasis on improving services for those children, young people and families that require prevention and intervention from safeguarding services across a broad spectrum, from early help to statutory interventions.

### **Financial Implications**

- 19. This report is not requesting any additional financial resources and therefore there are no specific implications for the budget of noting the Annual Safeguarding report. However, it is important to note that the costs of safeguarding children are increasing and this places significant financial pressures on the Council as reflected in the Council's medium term financial strategy.

### **Legal Implications**

- 20. Section 16E of the Children Act 2004 requires safeguarding partners (which include the local authority) to set up safeguarding partnerships to work together to exercise their functions, so far as these are exercised for the purpose of safeguarding and promoting the wellbeing of children in their area. This must include arrangements to identify and respond to the needs of children in their area.

21. Section 16G of the Children Act 2004 requires the safeguarding partners to prepare and publish a report at least once in every 12-month period on what the safeguarding partners have done as a result of the safeguarding partnership arrangements, and how effective the arrangements have been.
22. Guidance on children's safeguarding partnerships is set out in Working Together to Safeguard Children (July 2018) and explains the detail that should go into the annual report.
23. The matters set out in this report comply with the above statute and guidance.
24. Legal implications prepared by FH based on the version received on 18.07.23

### **Equalities Implications**

25. Anti-discriminatory practice is fundamental to the ethical basis of safeguarding and care provision and critical to the protection of people's dignity. The Equality Act protects vulnerable children receiving our care and the workers that provide it from being treated unfairly because of any characteristics that are protected under the legislation.
26. In Fairer Enfield 2021-25, we clearly outline our commitment to the Equality Act and the policy provides clear principles and guidance for staff and service users on how we will ensure we are complying with the Act. This annual report outlines how we are delivering inclusive services to safeguard children and families in Enfield.

### **HR and Workforce Implications**

27. There are significant staffing challenges across children's services and partners. It should be cited here that there are workforce pressures in recruitment of new staff for Children Services which places pressures on the current workforce. In addition, ICB and Police have also cited the partnership on their own recruitment pressures which in turn has an impact on the service that they provide.

### **Environmental and Climate Change Implications**

28. The Safeguarding Partnership works across the Council to deliver positive outcomes for children, young people and their families, this includes improving awareness of housing conditions, so people are comfortable and safe.

### **Public Health Implications**

29. Important public health aims include enabling young people to 'start life well'. Ensuring that the most vulnerable are safe and enabled to thrive is therefore very relevant.
30. The Safeguarding Enfield Partnership has strong links with the Health and Wellbeing Board. Public health officers are also members of the Children's Activity Groups, to enable joined-up work with a focus on prevention.

31. The priorities identified in this strategy will support work with local people and partners to promote approaches that improve the quality of life for vulnerable children, young people, and families.

### **Safeguarding Implications**

34. The report highlights the work of the Safeguarding partnership to safeguard children and families in Enfield. The safeguarding implications of this work are:
35. For Enfield Council – it is important that we highlight how we work together with our community and partners, and detail what we are learning and how we improve current provision.
36. For the community - improvements in understanding how to stay safe, how to recognise abuse and how to report it.
37. For our partners – good communications so that any issues with joint work (which is essential to effective safeguarding) can be escalated, managed, and improved.

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### **Report Author:**

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### **Appendices**

The Childrens Safeguarding Enfield Annual Report for 2022/2023 (unformatted).

### **Background Papers**

**Departmental reference number, if relevant:**

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Enfield Safeguarding Children's Partnership

# ANNUAL REPORT

## 2022-23



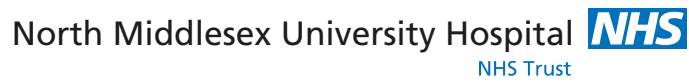
[www.safeguardingenfield.org](http://www.safeguardingenfield.org)





# Safeguarding ENFIELD

Here are some of the organisations working to keep children, young people and adults at risk safe in Enfield.



We all have a role to play to help keep children, young people and adults who may be at risk, safe. If you have concerns, please contact us and we can act to stop abuse.



# Please talk to us

Safeguarding children, young people and adults at risk is everyone's responsibility. As someone who might live, work or study in Enfield you have a role too. If you are worried about someone or yourself, **please talk to us**. You can get help in any of these ways.

If you or the person you are concerned about is under 18 (a child or young person):

- Ring the Children Multi-Agency Safeguarding Hub (MASH) Team on **020 8379 5555**, Monday to Friday 9am-5pm.
- Call the emergency duty team on **020 8379 1000** at night and weekends, and tell them what is happening.
- For people who work with children and young people, please make your referral using the Children Portal:  
**www.enfield.gov.uk/childrenportal**
- You can email at:  
**ChildrensMash@enfield.gov.uk**
- In an emergency – such as when someone is being hurt or shut out of their home – ring the police on **999**. You can also ring **ChildLine** on **0800 1111** or visit the ChildLine website:  
**www.childline.org.uk**

If you don't want to talk to someone you don't know, you can ask an adult that you trust, like a teacher or youth worker or even a friend, to make the phone call for you. When people are working with children they have to follow set procedures, but they will explain to you what they will do and should be able to support you through the process.

## ChildLine

ChildLine have launched the **'For Me'** app – the first app to provide counselling for young people via smartphone and other mobile devices. For more information and to download the app for free, go to:

**www.childline.org.uk/toolbox/for-me**







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# Introduction

**The Enfield Children’s Safeguarding Partnership (ECSP) brings together the three statutory safeguarding partners (the Local Authority, the Police, and the NHS Integrated Care Board) to make sure arrangements are in place to help keep children and young people in Enfield safe.**

Our vision is for an Enfield community where we can all live free from abuse and harm; a place that does not tolerate abuse; where we all work together to stop abuse happening, and where we all know what action to take should abuse or harm take place.

In line with this vision, this year the ECSP has focussed on ensuring that we are encouraging reflection and practice improvement across the partnership. A key part of this work has been to ensure that we are hearing the voice of children and young people to understand their experiences.

The ECSP agreed three strategic priorities as a focus of practice improvement. These are:

- Physical abuse
- Child on child abuse
- Anti-racist practice

These priorities, which can be found in the [business plan](#), have helped to structure the work plan for the year and to provide a focus for frontline practitioners. The priorities were chosen after carefully considering the current landscape and learning from reviews that have been published locally and nationally.

Physical abuse was agreed upon following the review published by the National Child Safeguarding Review panel following the tragic and untimely deaths of Arthur Labinjo-Hughes and Star Hobson. This prompted a multi-agency audit on physical abuse in Enfield to help us identify how the partnership can apply the national recommendations locally.

Child on child abuse was identified as a priority due to the concerns that were raised following the introduction of Everyone’s Invited last year. In addition to this, the Children’s Multi-agency Safeguarding team highlighted concerns linked to referrals being received about harmful sexual behaviour and it was decided that this would be included in the strategic priorities.

Anti-racist practice was identified as a priority due to number of reviews: locally, the [Andre](#) Local Child Safeguarding Practice Review (LCSPR) and the [Nadya](#) LCSPR highlighted concerns relating to cultural competency and intersectionality, all features that sit under anti-racist practice. The partnership was keen to learn lessons from the review completed by City and Hackney on Child Q. In addition to this, the Youth Justice Strategic Management Board (YJSMB) completed a review into their services and found high numbers of disproportionality was evident. As a result, the YJSMB have made disproportionality a strategic priority.

The learning and improvement framework was launched giving a structure to how learning will be embedded into practice which you can find by following the link [here](#).

This year, the ECSP was chaired by the Police which worked well to provide stability and promote an ethos of collaboration. It was decided that moving forward, we would return to having an independent chair/scrutineer to provide an independent lens into our work. We have successfully recruited to the role and they joined the partnership in April 2023.

We hope you find this report informative and if you require the report in any other format, please contact Safeguarding Enfield at [SafeguardingEnfield@enfield.gov.uk](mailto:SafeguardingEnfield@enfield.gov.uk)

**Signed**

**Tony**

**David**

**Stuart**

# Summary of achievements

Here are some of the achievements of the Enfield Safeguarding Children's Partnership over the 2022/23 financial year.

## Multi-agency partnership workshops



Workshops were delivered by partnership managers on Child Protection Medicals, Information Sharing, Strategy Meetings and Early Help which had over 200 practitioners attend in total.

## Multi-agency audits completed



There were two multi-agency audits completed which identified key areas of good practice to improve upon and areas where learning and development of practitioners should be focussed.

## Exploitation Event – Enfield's response



This partnership event was held to raise awareness of the support available to practitioners local to Enfield with an additional spotlight on how Adultification bias can impact upon a practitioner's response to exploitation. This event had 120 practitioners attend.

## Enfield Trauma Informed Practice (ETIPs)



The Virtual School working in partnership with Educational Psychology Services commissioned the training of Children's Services, the Early Years' Service, HEART Health and CAMHS team and associated partners to ensure that professionals are using a common approach and language when supporting Enfield's vulnerable children, young people and families.

## Forced Marriage Partnership Event



The Local Child Safeguarding Practice Review (LCSPR) on Nadya was published and a partnership event was held to raise awareness of how to identify concerns for Forced Marriage and how to respond. This event had 80 participants attend.

## Safeguarding Ambassadors



There have been three opportunities for the ambassadors to meet with the Detective Superintendent of the North Area BCU (Basic Command Unit) to support his understanding of the experience that young people have of the police. This helped him to identify the need for the message to be wider and request for the young people to create a video outlining their experiences and how it made them feel. His plan was to ensure the video was viewed by as many officers as possible to provide insight on how it makes them feel. This video will be made in 2023-2024.

## Andre Local Child Safeguarding Practice Review (LCSPR) published



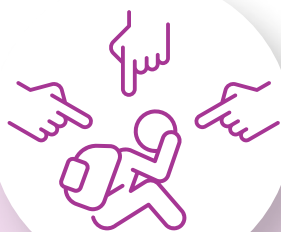
Review into the death of a 17-year-old published, and can be found on our website: [www.safeguardingenfield.org](http://www.safeguardingenfield.org)

# Progress against our priorities

In this section we present the work that has been done by our partners on the three strategic priorities for the Safeguarding Children Partnership. The priorities are:

- Physical abuse
- Child on child abuse
- Anti-racist practice

Our business plan sets out priorities and what the partnership would like to see improved within the borough. Here is what we would like the partnership to achieve:



## Child-on child abuse

Children and young people are safe from harm from their peers virtually, at school and in the local community.



## Physical abuse

Children and young people to be protected from all forms of physical abuse. Practitioners to understand the priorities in preventing physical abuse and can use their skills to identify, respond and protect against concerns.



## Anti-racist practice

Effective partnership working to ensure that all children and young people in Enfield receive fair and equal protection and services irrespective of their race or cultural heritage.

That all children and young people in Enfield receive the same opportunities to thrive and succeed.



## How have we progressed against our priority of Child on Child abuse?

### The Local Authority

School settings are most impacted when we consider child on child abuse. As a result, the Safeguarding Improvement Advisor (SIA) has developed a robust framework to support school settings across Enfield. Leadership teams were made aware of changes to Keeping Children Safe In Education September 2022 through in-house training which highlighted the changes to how child on child abuse is defined, addressed and responded to within education settings.

There is Designated Safeguarding Lead training arranged termly so that schools can ensure they are meeting their statutory needs. This training was broken down into mainstream and those that work with pupils with Special Education Needs & Disability (SEND) due to the growing number of pupils with Educational Health Care Plans (EHCPs) in mainstream schools. This was also important as there are nuances in working with children with SEND, specifically when considering child on child abuse, and other areas of abuse.

The Designated Safeguarding Lead Network for schools started in 2021-22 and have been embedded in 2022-23 with an increase in sessions to five times a year. These sessions are well attended from schools across the borough and helps to inform on the children's partnership priorities and share learning. For example, the key learning themes from the physical abuse audit, another priority for the partnership, was disseminated at the DSL network meeting, identifying best practice regarding safeguarding.

The Enfield Inclusion Charter was launched in September 2022. This has been promoted throughout the academic year and over 80 settings have signed up to the eight principles and there are currently three champion settings.

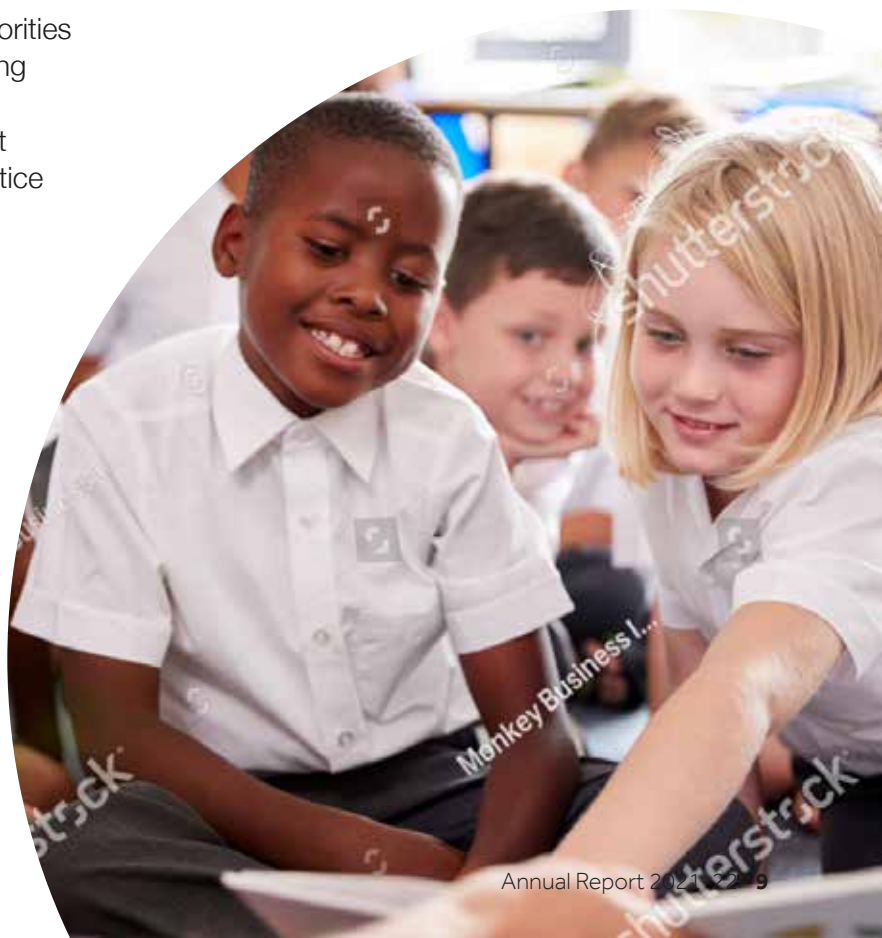
There is also a draft Safer Schools Partnership Weapons Protocol that has been written and is in process of being finalised. The protocol should be live in 23-24 along with a draft Safeguarding Policy for schools.

The Head of Corporate Parenting and Headteacher of the Virtual School invested

in training three members of Virtual School and Social Care staff to deliver the Brooks Sexualised Behaviours Traffic Light Tool to Enfield Schools and Children's Social Care. This is to support staff in using a common approach and language when addressing the sexualised behaviours that children and young people may display.

The Virtual School delivered 14 training sessions, trained 60 members of staff from 54 schools (Primary, Secondary, College, Special Schools and the PRU), 76 Social Workers and staff from Enfield's Behaviour Support Service.

The Head of Corporate Parenting and Virtual School Headteacher in conjunction with the Head of Service for Vulnerable Children went on to develop the 'Enfield Risk Assessment Plan (RAP)' for schools to use in conjunction with the Brooks Traffic Light Tool to assist them with identifying, addressing and risk assessing incidents of sexualised behaviour which may occur in school. In addition to this the Head of Corporate Parenting and Headteacher of the Virtual School funded the training of two Social Workers in 'AIM3 assessment for Adolescents who display HSB' (Harmful, Sexualised Behaviours) resulting in them being approved by AIM to undertake an AIM3 assessment, collect, collate, and analyse evidence of HSB and to develop a profile of the young person's behaviours, a safety plan and appropriate interventions.



## Health

The identification and response to Child Sexual Exploitation is a priority for the all the Safeguarding Children Partnership Boards across NCL (North Central London) and to reflect this, NCL hosted a safeguarding conference on the 10th November 2022 for local Safeguarding professionals which includes an item on Contextual Safeguarding and exploitation survivor.

NCL ICB (Integrated Care Board) works closely with all commissioned providers to monitor standards, performance and to make improvements to services to meet the needs of local people. There are robust Safeguarding Quality Assurance processes in place that demonstrate effective safeguarding practice across the health system to vulnerable CYP who are vulnerable to sexual exploitation.

NCL ICB (Integrated Care Board) Designated Nurses have responded to local and national strategies in tackling serious youth violence for the children and young people at risk of serious violence in NCL. There are strategic and operational meetings in place, where the partnership assessment of the size and nature of the threat of Serious Youth Violence (SYV) and criminal exploitation is discussed. NCL CCG and health providers, including primary care, contribute to these meetings with

the Haringey borough. All provider safeguarding training incorporates serious youth violence and staff are trained on the importance of recognising, responding and timely referral to social care/police of any known incidents of SYV or any assault with a weapon.

The Designated Nurses for Safeguarding Children attend the relevant strategic forums to shape, influence and challenge, and the Named providers leads attend operational meetings for case discussion. The NCL Designated Nurses, as members of the Partnership Vulnerable CYP subgroups and Multi-Agency Child Exploitation (MACE) groups and are able to share health intelligence to inform local strategies.

Enfield has a quarterly General Practitioner (GP) forum for training and discussion, and the ICB also hosts extra webinars that GPs are invited to. Presentation has included discussion on the Adolescent Strategy, learning from review which has focused on exploitation and youth violence.

In the Emergency Departments (ED) across NCL there are Hospital based Youth Violence Projects who work with young people coming to the ED Department who have been the victims of assault (including sexual). The aim of these programmes which are to intervene when young people are at their most vulnerable and disrupt the cycle of violence.

The North Middlesex Hospital hosts the Oasis project for youth workers who specialise in working with young people involved in gangs. The is national accreditation for the aim of the service is to provide an outreach 1:1 service to support victims and their family and work with staff within the ED Department to provide staff training and raise awareness. The youth workers in ED have seen a significant number of referrals to the service for youth violence and has supported local initiatives. They will liaise with social care/Police/specialist teams and are co-located with the safeguarding team and support multiagency working.

The NCL inequalities funded the Serious youth violence project (DOVE) Divert and Oppose Violence in Enfield (DOVE), this is youth-based service to target those vulnerable to gangs.

The NCL ICB commission The Lighthouse which is a facility in North Central London, set up in partnership with organisations in the voluntary and public sector to provide a safe space to support children and



young people, from 0-18, in their recovery from sexual abuse or exploitation. The Lighthouse follows a model known as Child House ('Barnahus') which started in Iceland and has been proven to help reduce children's trauma, gather better evidence from interviews and increase prosecutions for child sexual abuse. The Lighthouse is available to families in Barnet, Camden, Enfield, Haringey and Islington. Referrals can come from parents or carers, schools, social workers, and the police. Young people over 13 years can also refer themselves.

## Police

Safeguarding is everyone's responsibility. The Metropolitan Police Service (MPS) continues to strive to improve the service further and that we are consistently protecting those most at risk. In 2022 the MPS Public Protection Improvement Plan aims to deliver improvement across 13 strands, with child abuse being one of the key strands within the plan.

MPS has since published an updated guidance for all Child Abuse Investigation (CAIT), Referral Desk and Police Conference Liaison Officer (PCLO). This guidance outlines the duty of Police under the Child Abuse Investigation Command. It provides clarity and support on dealing with suspicions or allegations of abuse of children or child and child on abuse, in co-operation with Local Authorities and other appropriate agencies. This development has helped us to progress against the priority of child on child abuse and physical abuse.

All police officers working in CAIT North Area (NA) Basic Command Unit (BCU) have all undergone the Specialist Child Abuse Investigators development program, an accredited training program developed by College of Policing. This course provides our CAIT officers with the skills to identify and assess risk of abuse in child victims and draw out that information in a supporting environment.

Operation Aegis Team, an organisation wide improvement project team to deliver improvement in Public Protection came to North Area BCU and spent 11 weeks to provide bespoke and enhanced support & coaching to all officers. 348 individual & small group support sessions were delivered to 731 officers across the BCU, along with bespoke briefings on risks assessments and investigative strategy to promote practice improvement and development.

Criminal Exploitation and Child Sexual Exploitation concerns are a priority for North Area. As statutory

partner, Police supports partnership working through our teams including CAIT Referral, PCLO, Multi-Agency Safeguarding Hub (MASH) and Child Exploitation Team. Through established governance framework with Enfield Safeguarding Children Partnership, police continues to work closely with partners to develop strategic response to any high risk matters; looked into opportunities around victims, offenders, locations and theme.

## How have we progressed against our priority of physical abuse?

### Local Authority

The Head of Corporate Parenting and Virtual School Headteacher has been a member of the Enfield Trauma Informed Practice (ETIPs) steering group and an ETIPs champion for some time, alongside the Virtual School Educational Psychologist and other Local Authority partners from Education and Health to champion the development of a trauma informed approach across all Enfield's services.

During 2022-23 the Virtual School working in partnership with EPS (Educational Psychology Services) commissioned the training of Social Workers from the Looked After Children's team, Cheviots, CiN (Children in Need) and CP (Child Protection) Social Workers, the Youth Justice Service, the Early Years' Service, HEART Health and CAMHS (Child and Adolescent Mental Health Services) team and associated partners to ensure that professionals are using a common approach and language when supporting Enfield's vulnerable children, young people and families.

The Virtual School has also commissioned the training of foster carers to ensure our carers are delivering care to our most vulnerable young people in a trauma informed way. In addition to this the Head of Corporate Parenting and Headteacher of the Virtual School (in conjunction with Enfield Youth Justice Service) has been working alongside our partners from the Metropolitan Police, Wood Green Custody Suite to develop a trauma informed approach to working with Enfield's vulnerable young people on the occasions when they may have to go into custody.

Moving forwards the Virtual School is training further members of Social Care staff to become ETIPs champions to support, facilitate, develop and embed a trauma informed approach throughout Childrens Services.



## Early help for children and families

### Summary of contacts, referrals with Early Help, including episodes and number of Early Help Assessments and impact

In 2022/23, Early Help services have received 3,299 contacts, requesting Early Help assistance. This is a significant increase by 56% from previous year 2021/22.

The sources of contacts made to Early Help shows a great variety of professional agencies who are aware of Early Help support with Education (i.e. schools) being the biggest source of referrals, followed by Health and Police, see graph 1.

Out of these contacts to Early Help, there were 613 referrals accepted, concerning 1,019 children and 1,274 parents/carers, see table 1. During the last financial year, Early Help completed 620 Early Help Assessments. Note the assessment number is higher than referrals since it includes assessments that came as a referral prior to the start of the financial year.

**Table 1**

	Families	Adults	Children
<b>Contacts</b>	3,299	4,162	5,088
<b>Referrals</b>	613	1,019	1,274
<b>Episodes</b>	1,256	1,945	2,481
<b>Assessments</b>	620	1,020	1,252

There has been a 28% increase in the number of referrals (613 in 22/23 compared to 479 in 21/22) compared to a 53% increase in the number of contacts.

During the financial year of 2022/23, we worked with 1,256 families (that had an opened episode). This is a 39.7% increase over the previous year, where we worked with 899 families.

The number of new episodes started within the year rose significantly in 2022/23 compared with the 2021/22. There were 1,041 new episodes in 2022/23, compared with 697 in 2021/22, which is an increase in 49.4%.

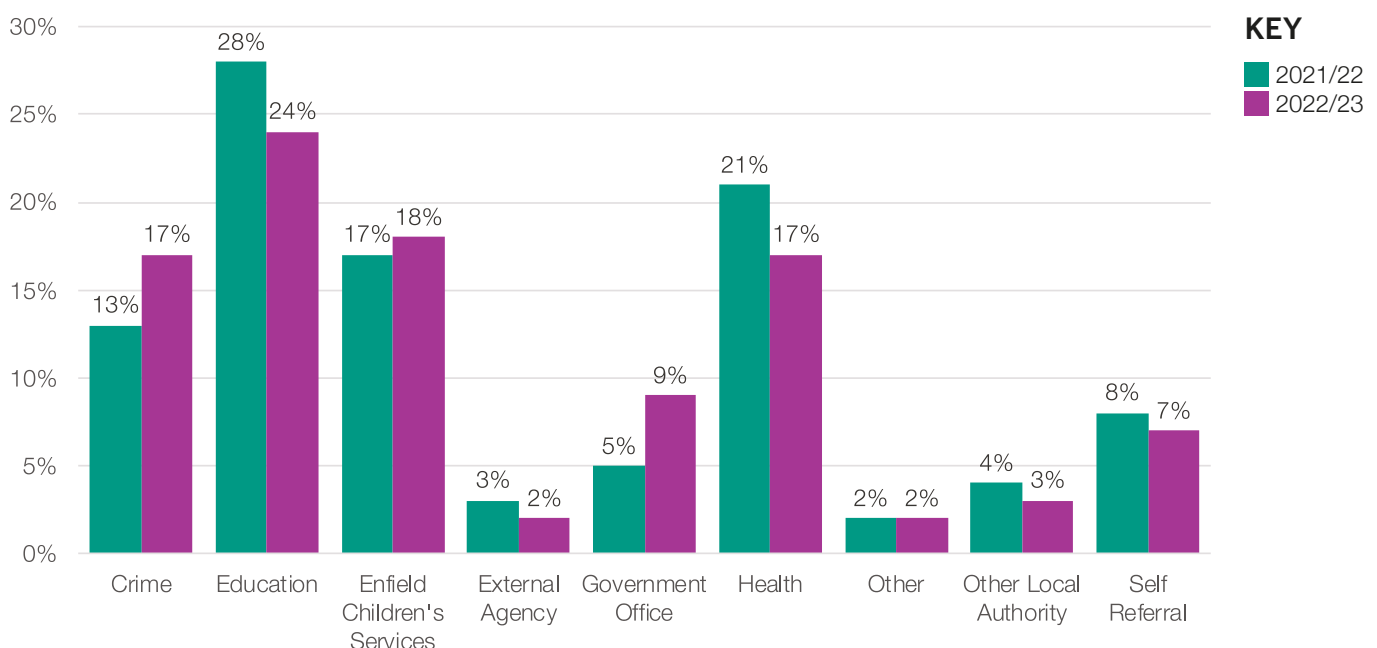
The number of episodes which closed during the previous increased by 29.8% in 2022/23 compared to 2021/22. In 2022/23 there were 936-episode closures, compared with 721 in the previous year.

### IMPACT

#### Low re-referrals – highlighting that Early Help interventions are effective

In 2022/23 there were 613 referrals, of these referrals, 37 have had a previous referral within 12 months. This equates to a 5.9% referral rate, which is lower than in the previous year (2021/22 – 7.9% re-referral).

**Graph 1: Contact by source**



## Effective step down from Social Care to Early Help – enabling further support to families within social care that are ready for the end of involvement of social care but may need some further support to sustain positive outcomes.

There were 273 Step Downs to Early Help in 2022/23 compared to 190 in 2021/22, which equates to a 43.7% increase.

## Effective step up from Early Help to Social Care

In 2022/23, there were 99 Early Help episodes, which were stepped up to Children's Social Care. This represents 8% of all Early Help episodes during the year. This is a reduction compared to 2021/22, where there were 94 episodes, which were stepped up, representing 10% of all Early Help episodes in that year. The low level of step-up highlights that Early Help provides an effective Early Help to families that prevents escalation of their needs into social care.

## Families can swiftly get help

This is attributed to the introduction of our practice standards that focus on timely decision making and case allocation of accepted referrals:

- Out of 3,299 contacts, 3,178 had a decision made within two working days. Therefore, the performance is 96%.
- Out of the 1,256 Early Help accepted referrals, 1,169 were given a timely allocation (target is 5 days). Therefore, the performance is 93%.

## Summary of Start for Life support for families

We have continued to focus on providing the 'best start for life' through our commissioned Children Centre provision that was delivered from five primary schools' sights. The Total number of Children who have accessed a service at least once is 3,811.

We have secured the DfE funding (just over £4 million) to develop our Family Hubs and Start for Life services and have agreed a clear transformation programme of work with the DfE that we will implement in the next two years.

### IMPACT

Parents are encouraged using the Family Star tool to think about where they are on their journey of change and, in collaboration with their family support worker, are supported to identify themselves as either:



- Stuck (lowest score)
- Accepting help
- Trying
- Finding what works
- Providing effective parenting (highest score)

Comparison of a service user's lowest and highest star readings over time provides evidence of how much improvement has been made and in what areas. There are 10 areas for possible improvement.

## Summary of targeted support and projects provided by Early Help

### DWP Employment Advisor

DWP advisor is collocated within Early Help and supports vulnerable parents/carers to access benefits and helps them to get into employment, education or training.

### IMPACT

- 117 adults worked with
- 16 adults gained employment

### Solace Women's Aid (IDVA)

Early Help commissions a dedicated IDVA that is collocated with Early Help, providing support to survivors and victims of domestic violence and abuse. The IDVA works alongside of Early Help workers and undertakes CADDAs Dash Risk Assessments, safety planning and provides a personalised support to victims, including exit planning, re-settlement and access to Health services, Housing, and Immigration.

### IMPACT

- 65 adults worked with





### Operation Engage

The project was set up in 2017 and is funded by the Violence Reduction Unit (VRU) to prevent offending and reduce serious youth violence. The Project is jointly delivered by Enfield, Haringey Councils and Metropolitan Police. The project aims to work with all under 18's detained in a police custody within Enfield and Haringey. It engages detained children in the 'reachable and teachable' moment in the custody suite and provides them and their families with a follow through support into the community to meet their needs and reduce risk to further risky behaviour that may lead to offending.

#### IMPACT

- 725 young people arrested
- 364 lived in Enfield
- 165 lived in Haringey
- 196 lived elsewhere

Positive interventions include:

- Needs assessment completed for all young people and families
- Employment/Training referrals for NEET young people
- Travel support for those referred to employment/training opportunities
- Trauma informed exploitation parenting workshops

- 26 young people engaged in sports-based activities within the community
- 22 families engaged in therapy/counselling services
- 30 young people engaged in creative provisions which include music, art, and drama
- 12 parents engaged in further training/employment support
- 187 mentoring sessions were delivered by the Engage practitioners.

### Project Dove

Developed in response to public health needs assessment of serious youth violence in Enfield. Serious youth violence is a public health problem. It is a major cause of ill health and is strongly related to inequalities. The project delivers a preventative work with children and young people from the age of 9-18 who are at risk of youth violence, exploitation, and or criminal/gang activity. The project uses the social prescribing model when working with children and their families.

#### IMPACT

- 47 families supported by the project that included 52 young people who presented with risk factors to serious violence
- 13 young people who were involved in anti-social/offending behaviour have not re-offended since engaging with the project.
- 3 young people were supported with court appearances and given community sentences due to their positive engagement on the project.
- 8 families engaged positively with substance misuse service.
- 10 families engaged with parenting programme

### Turnaround project

This project is funded by the Youth Justice Board and delivered jointly with Enfield Youth Justice Service. The project was launched in December 2022. Key aim of the project is to identify children at the cusp of offending and divert them from further involvement in offending through early intervention support. Children targeted by this project are those who were given Community Resolution, NFA from Police or Court.

#### IMPACT

- The project supported 21 children that met the criteria for the programme since December 2022.

## Parenting programmes

Early Help have delivered the following parenting programmes:

- **ESCAPE** – aimed for parents with children aged 10-18. It provides support for parents to better manage their children's challenging behaviour, helps them to understand child development, set boundaries and build positive relationship with their children and preventing family conflict.

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- **Inspiring Change** – aimed for parents with children 0-18 years old. This programme enables parents to have conversations with other parents to learn from each other and gain skills to improve their parenting.

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- **Embracing Families' Lives** – aimed for parents with children aged 10-18. It provides parents with an opportunity to share experiences and gain confidence in their abilities to meet the on-going challenges of parenting in an ever-changing community. Advice, information, strategies, and resources are shared helping parents to feel better equipped, more confident, and inspired to support their child/young person as they develop and grow.

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- **Being a Parent (part of Empowering Parents, Empowering Communities)** – aimed for parents with children 2-4 years old. It focuses on being a good parent through play and spending time with child, understanding child's behaviour, developing discipline strategies, listening, communication and coping with stress.

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- **First Time Parents** – aimed for new parents with a baby aged 2 to 4 months, the course covers parents' well-being, early communication, infant feeding and sleeping and is a wonderful opportunity to meet local parents.

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- **Reducing Parental Conflict** – helping parents to be mindful about the impact of parental conflict on their children's well-being and development, it is aimed at conflict below the threshold of domestic abuse.

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## Virtual Reality workshops for parents

Virtual Reality (VR) allows the user to experience the impact of trauma, abuse, and neglect through the eyes of the child. This is a clinically led, behaviour change tool designed to enhance the adults' understanding of a child's emotions, trauma, and potential triggers to improve the care, support, and guidance they provide.

## Early Help Directory

We have developed an Early Help Digital brochure that captures all services and interventions that are available for families to access. Key aim is to help families and our partner agencies, including third sector, to better navigate within local service offer.

## Start for Life Offer

We have published [Start for Life](#) offer as part of our Family Hubs transformation programme. Our published offer helps families to navigate within the range of services available to provide their children best start for life, such as infant feeding, health visiting, maternity service, parent infant relationship support and parental mental health support.

## Pilot Housing Project

Key aim of the project was to provide a wraparound support to vulnerable families accommodated in temporary accommodation and help the to move into a stable accommodation. This project has been jointly delivered by Enfield Council Housing and Early Help. Following data analysis, we have identified families with multiple siblings and children known to Youth Justice and Social Care for engagement with the project. This resulted in identifying and engaging 15 families that met the criteria.

## Supporting Families programme

(Previously the Troubled Families programme) focuses on providing help to vulnerable families with multiple and complex problems to prevent them from escalating into crises. A keyworker works with all members of the family to build a relationship and effect positive change. The programme also drives early help system transformation locally and nationally to ensure that every area has joined-up, efficient services, is able to identify families in need, provides the right support at the right time and tracks outcomes in the long term.

## Health

The NCL ICB as part of its safeguarding assurance processes seeks assurance that providers are discharging their duties to safeguard and promote welfare of children which includes multi-agency working, early intervention and the team around the child approach.

Safeguarding children and young people is core to all NCL ICB staff practice irrespective of role. Within the ICB, the designated function has an integral role in all parts of the NCL ICB commissioning cycle. The designated role works with both children's and adult commissioners in the ICB from procurement to quality assurance to support the commissioning of appropriate services that support children and adults at risk of abuse or neglect.

Since 2020 the Designated Doctor has provided training to Local Authority frontline social workers and senior manager on Child Protection Medical Examinations. The Designated Doctor has delivered a series of multiagency sessions on physical abuse to frontline social workers, schools, police and across the health economy. There are ongoing case reviews and joint systems of working with the local authority to improve the service provision.

The Designated nurse for safeguarding children, facilitated a workshop for frontline practitioners across the partnership on Physical Abuse. This was

following the National Panel review into the cases of Star Hobson and Arthur Labinjo-Hughes, it has been identified that practitioners would benefit from an awareness session on bruising in children and young people.

The Designated Doctor and Nurse contributed to the multi-agency physical abuse audit, sharing the learning summary and a 7-minute briefing to support practice development. The tools provided can support whole team meetings, forums, briefings, or supervision. In addition, the Named GP and Designated Nurse facilitate quarterly Lead GP forums which include an update on practice learning from the physical abuse audit and recommendations from local/national reviews.

The designated professionals for safeguarding children have a health system wide role and actively engage with public health commissioners. For example, providing advice and support regarding service delivery and challenging service delivery as required any by providing input to the joint prevention strategies addressing physical abuse. Using a systematic approach currently the ICB using guidance, evidence and best practice are working on a bruising protocol for the borough. A task and finish group has also been set up to complete this work.

The health economy receives mandatory training which highlights and identifies all forms of abuse, and a 7-minute Physical abuse briefing was cascaded, along with the ESCP professional curiosity practitioners guide alongside key updates of learning from CSPR's from both Local and National learning.

The Local hospital Trust (North Middlesex Hospital) is seen as an area of good practice with the development and implementation of its Female Genital Mutilation (FGM) policy, risk assessment tool, FGM clinic (The Iris clinic) and a specialist Midwife for FGM to support the clinic. Additionally, they have been an early adopter of the FGM CPIS alerting system ensuring valuable information is shared at an early stage.

## Police

Much of the work that has been progressed against physical abuse has been outlined in the section on child on child abuse as there are many overlaps relating to the CAIT team and system improvement. Physical abuse and the response to physical abuse is a concern for Police which remains a priority.



North Area (NA) Basic Command Unit (BCU) have supported practice development to wider agencies on the information sharing workshop, taking a lead on developing the presentation and delivery to partners which was received very well. Engagement in practice development is essential to improve the outcomes for children, young people, and their families therefore an investment into it has been essential.

What we know from practice is that information sharing has its challenges across many areas of abuse, including physical abuse therefore it was essential to contribute to this piece of practice development.

## How have we progressed against our priority of Anti racist Practice?

### Local Authority

Tackling over-representation of children within Youth Justice Service has been one of our key strategic priorities in 2022-23. We have introduced the use of RRI (Relative Rate of Index) when reporting on disproportionality to the Board.

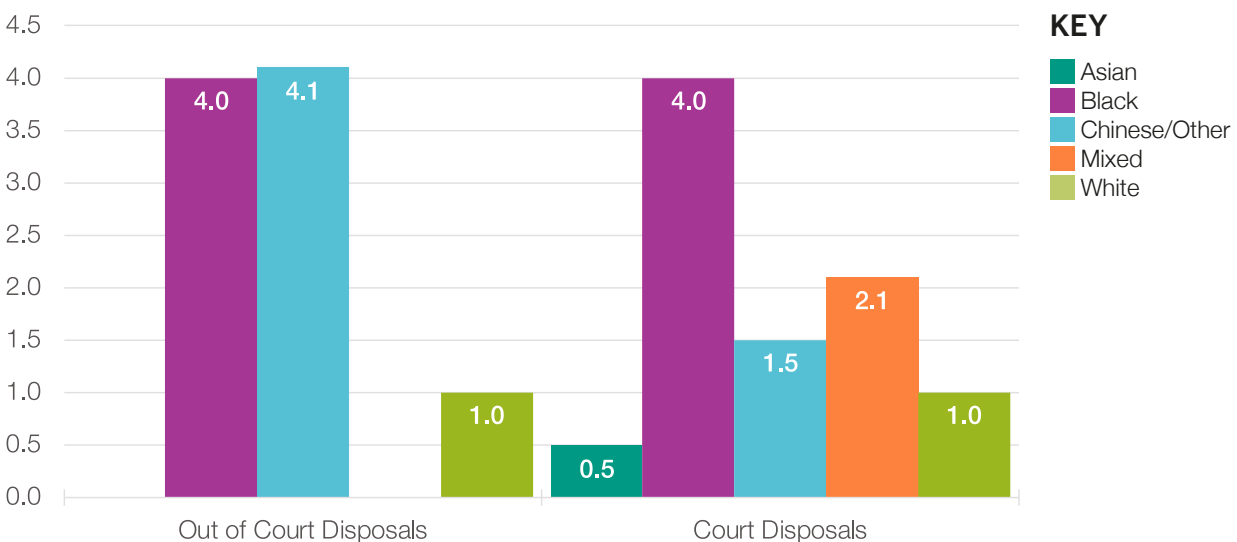
The RRI represents the proportion of each ethnic minority group, relative to the proportion of White children. Each group is divided in its own ethnic population to calculate the rate. This figure is then divided by the White population rate to provide an RRI score. An RRI of 2.0 indicates that this group have twice the likelihood of an outcome than the

White children. An RRI of 1.0 means they have the same likelihood as White offending children, and an RRI of 0.50 means half the likelihood compared to the White population.

Overall, we continue to see those Black children significantly over-represented (4.0 times as likely than their White counterparts) within Youth Justice Service across both pre and court disposals, see graph 2. Interestingly, we see that Chinese/Other children are 4.1 over-represented in Out of Court disposals, however, this reduces to 1.5 times likely in court disposals.

In 2022-23, the Board reviewed a wide range of data available within and outside of the Youth Justice Service that informed our focus of work. The Board has adopted the following disproportionality pledge and started a partnership action plan alongside of the disproportionality work that the service has done.

**Graph 2: Quarter 4 2022-23**





## OUR PLEDGE

**Enfield Youth Justice Service Management Board recognises the existence and negative impact of disproportionality upon the lives of children and young people. As a multi-agency partnership and as individual agencies, we commit to working hard to challenge disproportionality and improve outcomes for the children and young people who are over-represented within the youth justice system in Enfield.**

### **In 2022-23, the partnership has achieved the following:**

- improved our understanding of disproportionality through reviewing available data to inform our focus of work;
- board members participated in two spotlight sessions on disproportionality that informed our focus of action;
- provided training on adultification and disproportionality in assessment via Safeguarding Enfield Partnership;
- continued to focus on preventing school exclusions through investment in the Nexus Project, delivering impactful and culturally sensitive interventions to children at risk of being excluded; and
- trained all custody teams in Wood Green Police custody in using a trauma informed approach;
- implemented a presumption in youth custody of legal advice for all child detainees, instead of young people being given a choice, resulting often in a decline because of not making an informed decision and due to lack of trust in the system; and
- supported development of new leaflets and booklet, led by the Police, and aimed at arrested young people coming into police custody to help them understand their options, rights, and the process within police custody;

### **The service has invested in the following areas of work that helped us to drive our commitment to prevent disproportionality:**

- embedding trauma informed practice into all work;
- scrutinising over-representation within the Youth Scrutiny panel for Out of Court;
- providing interpreters where language is a barrier for children or their parents to engage with the service;
- systematic work with court to divert children from court where appropriate and track the impact;
- commissioning and resourcing appropriate interventions, such as No Knives and Better Lives, Youth Guardian, Youth Worker, Education Psychologist, Speech and Language Therapist, Clinical Psychologist, a dedicated Re-settlement worker and ETE Coordinator;
- improving joined up working with Gypsy and Travellers through working with Bright Futures;
- working closely with the Engage team in Wood Green custody to ensure that children are provided with support in the reachable and teachable moment, being supported in a culturally sensitive and trauma informed way; and
- training all our staff in anti-discriminatory practice and equality and diversity.

### **In 2023-24, we will:**

- seek to understand the lived experience of young people in the youth justice system to inform our strategic planning and operational delivery;
- use data from a range of sources across partnership to identify where, and if possible, why, disproportionality occurs to inform our focus of intervention across partnership work;
- look for best practice to inform our interventions; and
- develop the partnership plan of action to focus our work; and regularly review our progress against the actions and hold ourselves as a partnership to an account for our actions.



## Health

NCL ICB is the statutory NHS body responsible for planning and allocating resources to meet the four core purposes of the ICS, namely:

- to improve outcomes in population health and healthcare
- to tackle inequalities in outcomes, experience and access to health services
- to enhance productivity and value for money
- to help the NHS support broader social and economic development.

Actions in response to ESCP priority need to be contextualised within the wider strategic priority and work of the ICB and ICS in addressing inequality.

The ICB and Designated Safeguarding Professionals have a system leadership role to support the aim of the disproportionality and inequality task and finish group to create systems and processes to mitigate against the disproportionality and inequality impacting ethnic groups within health and the wider multi-agency partnership. Within the ICB there is work in progress for the Safeguarding Team to work collaboratively with ICB colleagues in the Enfield Borough Partnership to gain greater understanding of the context, and the organisational and system response, to inequality through the safeguarding lens. This has involved engagement of the wider ICB team, including Children Commissioning and Enfield Borough Partnership in the ESCP disproportionality task and finish group.

A key focus of the ICB Safeguarding team has been to ensure that the ICB has continued to deliver its statutory safeguarding functions, in the midst of, and emerging from, the Covid-19 pandemic and the widely documented disproportionate impact on our most vulnerable residents. This has been in the context of pre-existing inequalities, which Covid-19 has both further exposed and amplified.

It has been identified that there is a need for a greater understanding of data both within health and the wider multi-agency system to inform the work and actions in response to anti racist practice.

Health inequalities is a key priority for the Integrated Care System (ICS) and for each of the borough partnerships. An inequalities investment fund was created for NCL to support the development of innovative and collaborative approaches to delivering



high impact and measurable changes in inequalities, targeting our most deprived communities.

Based on local inequalities and population health data, the Enfield Integrated Care Board drove the development of a range of projects fostering collaboration between partner organisations. Below are some of the project commissioned in Enfield focusing on deprivation as key driver behind health inequalities.

## Police

College of Policing developed the Police Race Action Plan with the National Police Chiefs' Council to address the significantly lower levels of trust and confidence among some Black people and the race disparities affecting Black people. It sets out the ambition of police chiefs in England and Wales to build an anti-racist police service and address race disparities affecting Black people working within or interacting with policing. Work is currently ongoing within the MPS to develop the London Race Action Plan.

# Protect people at risk

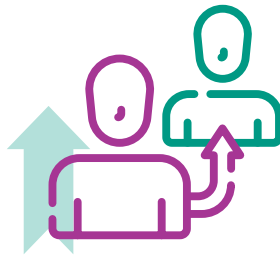
One of the main tasks for the Safeguarding Partnership is to make sure we have excellent responses to concerns. We do this through having clear policies, good training, looking at our data and audits. Here we present information on our key response areas, highlight our training, and present some high-level data.

## Safeguarding Children

Enfield's total population at 2021 was estimated to be 333,869. There are 89,500 children and young people aged under 20 in Enfield, representing 29% of the total population. This is proportionately more than London and England averages. There are 57,147 pupils in the Enfield Borough as of Spring 2021 Census data.



**330,000 residents**  
7th largest by population  
27% (89,455) of population  
aged 0-19



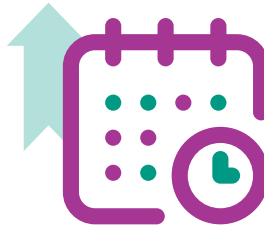
**273 referrals stepped  
down to Early Help**  
An increase from 190 last year



**22,250  
MASH contacts in 2022/23**  
A decrease from 22,788



**2,079  
child protection  
investigations started (S.47s)**  
A decrease from 2,289 last year



**78.7%  
C&F assessments completed  
within 45 working days**  
An increase from 71.9% last  
year. In the month of March  
2023, it was 90.1%



**321  
children subject to a  
child protection plan**  
A decrease from 333 last year



**680  
children with a  
child in need plan  
(allocated to a SW)**  
An increase from 627  
last year



**419  
children looked after**  
An increase from 396  
last year



**305  
care leavers  
aged 18+**  
Same as last year



**42  
new allegations  
meeting LADO threshold**  
A decrease from 53

### What does our data tell us?

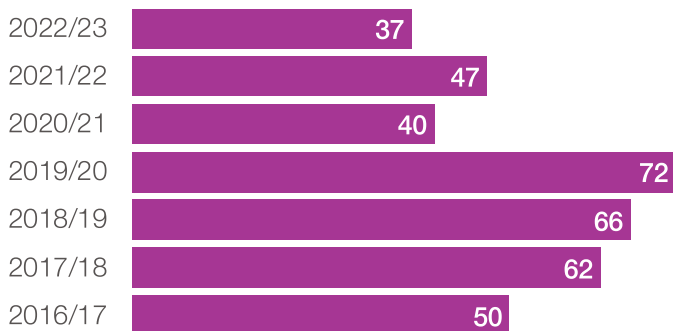
There has been an increase in the number of children accessing the services listed above. As a partnership, we acknowledge that the current climate for living conditions within the country are particularly difficult with a cost of living crisis being a real difficulty for many families across our borough. These additional pressures have impacted upon the lives of children within our borough with an increase of referrals on families where maternal mental health, physical abuse and domestic abuse.

Whilst there has been an increase in numbers of children represented, this should not be categorised as a negative. We understand that the number of children in Enfield is growing which should be reflected in the data we receive. In addition to this, multi-agency participation and support in identifying areas of risk and concern has enhanced, allowing for the necessary agencies to respond. However, it should be noted that the increase in contacts across all services has placed additional pressure upon resources across the partnership.



### Local Authority Designated Officer (LADO) activity

#### Referrals



The total number of new allegations between 1st April 2022 and the 31st March 2023, which met the threshold for formal LADO involvement was 37. A further five cases were initially thought to meet the threshold for formal LADO involvement but did not proceed to an Allegations against Staff and Volunteers (ASV) meeting. The LADO was also involved in a small number of cases which met the threshold and attended meetings held by the lead LADO from another local authority.

The number of allegations which met the threshold for formal LADO involvement had been increasing – 72 for 2019/2020. The increase was gradual, indicating a growing awareness of the role of the

LADO. The decline in allegations for 2020/2021 is thought to be due to the COVID affect and specifically the partial closures to schools and early years. However, the steady number of referrals in the last three years may be due to a consistent understanding of the LADO threshold of harm. Potential referrers are asked to discuss the allegation prior to making a formal referral, and in that way, referrals are more likely to lead to an ASV meeting.

A crucial part of the LADO role, in addition to managing allegations, is also to offer consultations to agencies on managing low and medium level concerns, where the threshold for an ASV meeting has not been met. Some of these cases may refer to conduct issues for staff in all settings and standard of care issues for foster carers.

In addition, several cases involve incidents whereby school staff needed to use reasonable force to prevent harm to other children, staff, or damage to property (under section 93 of the Education and Inspection Act 2006). It is important to note that in cases where the need for reasonable force is not clear, an ASV Meeting may be held to consider the circumstances and the protocols in place. In 2022/2023, there were 251 recorded consultations compared to 191 consultations during 2021/2022.

The rise may be due to an awareness of consulting with the LADO to check and consult. It should also be added that a consultation may require several discussions and consideration as to whether the threshold for an ASV meeting has been met.

## Training and events

### Partnership event

A learning event was held to acknowledge National Exploitation Day. The event was well attended by 120 practitioners and it focussed on Enfield's response to exploitation, with presentations from Operation Engage, Childrens Services Adolescent Safeguarding Team, Police and Health. There was also a keynote speaker on Adulthood bias which helped to support practitioners to understand the features of Adulthood and how this plays a role within frontline practice.

Practitioners engaged very well in this event, and there was evidence of active participation from members within the chat function. The keynote speech also introduced the principles of intersectionality and how this along with adulthood can marginalise young people, leaving them more vulnerable to different types of exploitation.

The event allowed for practitioners to share how supported they feel as a partnership to manager concerns about adulthood within their own practice which highlighted a gap in learning across the partnership. This was identified as a key area

of learning, therefore full training on adulthood bias will be offered to practitioners to support their development.

### Back to basic workshops

Following the physical abuse multi-agency audit, workshops were delivered by practitioners for 1.5 hours to give practitioners support in identifying and responding to risk.

Workshops were delivered on Child Protection Medicals x 4, Information Sharing, Early Help and how to attend and participate in strategy meetings. These workshops had attendance from partners across the partnership and were very well attended, with over 200 practitioners attending all workshops.

As a result, it is planned for these workshops to remain a feature of the partnership training offer. The feedback we have received is that the workshops are delivered by practitioners, for practitioners which gives a different lens on what part of the training is shared. It has also given an opportunity to practitioners to attend bite sized sessions, reducing the time taken out of practitioners diaries to attend training.

### Multi-agency training data

Analysis of attendance at our multi-agency training will be improved and is an area of focus for the partnership in 2023-2024. It has been acknowledged that attendance could be improved from partner agencies which will be considered for 2023-2024.

Training Courses	Education	CAMHS/EPS	Children's Services	Health/BEHMHT	Third sector	Probation	Police	Foster Carer	Total
Forced Marriage and Honour Based Violence	12	4	54	32	10		1		113
Managing Allegations Against Staff and Volunteers	10		2	6	5				23
Substance Misuse and Hidden Harm	7		7	9		2		1	26
Influence of Conspiracy Theories	3		5	3					11
Missing Children	10	1	5	4				1	21
Prevent	10	1		5	1				17



# Learn from experience

Here, we discuss the various tools that the Enfield Safeguarding Partnership uses to understand where things might have been or are going wrong and learn lessons.

Outcomes and findings from all our reviews are used to promote a culture of continuous learning and improvement across the partner agencies. The processes here are required by law, either the Care Act for adults safeguarding, or Working Together for children's safeguarding.

## Serious Incident Notifications

When a serious incident takes place the Safeguarding Children Partnership makes a referral to the National Panel and undertakes a Rapid Review. The aim of the Rapid Review is to learn any lessons quickly, and to help decide if a Local or National Child Safeguarding Practice Review is needed.

One notification was made to the National Panel during this reporting period and was on a young person who has significant additional needs. The National Panel agreed that a Local Child Safeguarding Practice Review (LCSPR) should be completed, of which will be published in 2023-2024.

## Local Safeguarding Practice Reviews (LCSPRs)

There were two LCSPR's published this year.

### Andre

The first one was on a young person named Andre for the purposes of the report. Andre was well-liked by those who met him professionally. He was described as having "a presence": there was something about him". He was also described as "a pleasure to work with", "polite and never rude". Andre was mixed-heritage, from two diverse ethnic backgrounds. He was said to have been proud of his ethnicity. He was described as a "real family man" by one practitioner and very protective of his sibling.

At the time of his death, Andre was subject to a Child Protection Plan and to a Youth Referral Order (YRO) with Intensive Supervision and Surveillance



(ISS). The Rapid Review was necessitated as Andre had been stabbed to death in a park where he should not have been due to an exclusion requirement as part of the Youth Referral Order.

The report on Andre gave recommendations to improve learning and development across the partnership which is being managed by the Practice Improvement activity group.

### Nadya

The second LCSPR published was on Nadya which was commissioned due to Nadya's removal from the UK when aged 13 and forced by her parents to 'marry' around the time of her fourteenth birthday, a man aged 27, who later the same day as that ceremony went on to rape and physically abuse her.

Nadya moved with her family to live in the UK early in 2017 and had been known to multi-agency child protection services since November 2019 when concerns were investigated that she had been 'promised' in marriage to an 18-year-old male when she was then aged just 13 years. The circumstances around these enquiries were reviewed in this report.

Her subsequent forced marriage to a different older male, led to Nadya being placed in foster care in November 2020 and the making of a Forced Marriage Protection Order and later a Care Order.



The report on Nadya gave recommendations to improve learning and development across the partnership which is being managed by the Practice Improvement activity group.

A partnership event was held on the 23rd February 2023 highlighting how Forced Marriage concerns can be identified and managed by practitioners. It was well attended with 80 participants, engaged in the learning and discussion about how to improve awareness.

## The National Panel

The national panel commissioned a national review to make sense of how and why a significant number of children with disabilities and complex needs came to suffer very serious abuse and neglect whilst living in three privately provided residential settings in the Doncaster area misrecognised and hidden from public sight. Phase 2 of this report was published for consideration by Partners. ([Safeguarding children with disabilities and complex health needs in residential settings – Phase 2 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk))

When this was brought to the attention of The Partnership, it was agreed that a review into how children of Enfield may have been treated when they lived within the settings identified. The review found that when the young people identified lived within those settings, they are unlikely to have suffered significant abuse, whilst acknowledging that the true impact upon these young people is unknown.

As a result, Enfield Childrens Services have joined a working group across North Central London in partnership with Health to review services who deliver care of this level to help assure partners that children and young people are safe.

Following the LCSPR that was published on Nadya, a learning event was held support practitioners in sharing good practice. This event was attended by 80 representatives from across the partnership and encouraged reflection of practice and understanding of the risks children and young people experience when being forced into marriage.

## Child Death Overview Panel

The Child Death Review (CDR) Partners (NCL ICB and the 5 Local Authority areas for North Central London (NCL) continue to embed the child death review statutory guidance across NCL. The CDR Partners continue to work closely to ensure each child death in North Central London is thoroughly reviewed and each family is allocated an identified keyworker.

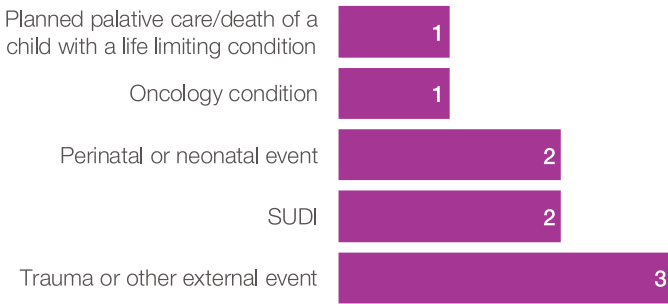
The NCL Lead Nurse for Child Death is linked with each of the 5 Safeguarding Children Partnerships. In Enfield, the Lead Nurse is a member of the Practice Improvement Group where case discussions following a child death can happen in a timely manner. This allows early case discussion to influence Partnership learning and audit. In exception cases, where the Joint Agency Response highlighted the need for a more in-depth review of a case, the PI group has convened an extraordinary meeting to review a child death separately.

In 2022-23, NCL CDOP received 95 notifications of child deaths through the eCDOP system. Of these cases, 20 were for Enfield children. Of the notifications received for Enfield, 10 were for unexpected deaths.

Working Together defines an unexpected death when the death of a child was not anticipated as a significant possibility 24 hours before the death. The Child Death process requires the CDR partners to convene a multi-agency Joint Agency Response meeting for each unexpected death.



**Reason for notification for each JAR**



\*please note numbers less than 5 should be redacted prior to publication

Immediate safeguarding steps were taken where appropriate in relation to deaths occurring outside of the hospital setting. Further learning included the ongoing need to raise awareness on the impact of knife crime and water safety.

**Learning from Child Death Review Meetings (CDRM)**

In 2022-23, there were 4\* CDRMs held in Enfield. Two of cases were assessed as modifiable with the other 2 noted to have contributory factors leading to the child death. The contributory factors noted were in relation to screening and access to resources. In one case, early screening in country of birth may have led to better management of an underlying cardiac condition whereas the second case refers to the screening for a genetic condition when a child presents with complex multisystem problems.

One of the cases considered as modifiable has identified learning for both Trusts involved in the acute management of children who require transfer to a specialist hospital. A factor considered in the second modifiable case was in relation to vaccination programmes and uptake of vaccines in younger children to increase likelihood of herd immunity.





# Improve services

**A number of processes are in place to help improve the quality of services within Enfield. This is an important part of managing safeguarding risks. Some of these processes are national, for example, OFSTED inspections, and others are local, for example, our Safeguarding Ambassadors. They all have a role to play in making sure our services and safeguarding responses meet local people's needs.**

## Scrutiny of the partnership

Scrutiny of the Children's Partnership is legislated as being essential within Working Together 2018. As a result, Enfield Children's Safeguarding Partnership employed an external independent scrutiny company, Red Quadrant, to provide assurance of the partnership arrangements in Enfield. Below, you can read a summary of the findings from the report provided by the lead reviewers from Red Quadrant.

### **Enfield Safeguarding Children Partnership – How effective are the Multi-Agency Safeguarding Arrangements?**

To provide independence and external oversight to the Enfield Safeguarding Children Partnership (ESCP) arrangements, the Partnership agreed to have a review of the partnership arrangements undertaken by Independent scrutineers. ESCP commissioned independent scrutiny to take place in the form of a visit from a team of three scrutineers with a background in each of the statutory partner's disciplines from Red Quadrant. The use of Red Quadrant and the scrutiny team approach is an innovative step to examine and scrutinise the new partnership arrangements. The Independent scrutineers terms of reference are those set out in Working Together 2018; to evaluate the extent to which the arrangements are delivering against their purpose, which is to support and enable local organisations and agencies to work together to safeguard children and promote their welfare. This review also covered to what extent the safeguarding partners, with other local organisations and agencies, have developed processes to effectively manage and fulfil these responsibilities. The scrutineers also commented on the extent to which the lead representative from each of the three safeguarding partners plays

an active role and whether all three safeguarding partners have equal and joint responsibility for local safeguarding arrangements. Further to this the goals set out for the independent scrutineers were to comprehensively review the activities of the ESCP, to ensure statutory duties are being met and to identify areas for further development.

The Red Quadrant team are able to confirm with confidence and assurance, that the Multi-agency Safeguarding Arrangements for Enfield Safeguarding Children Partnership are compliant with Working Together 2018. The arrangements ensure that children in Enfield are safeguarded and their welfare promoted. The annual report that this forms part of was also scrutinised and can confirm that this is compliant with the requirements of Working Together 2018.

There appears to have been a smooth transition to the new arrangements, embedding these and engaging partners through the new structure, putting in place good foundations. All three of the statutory partners are totally engaged in a shared vision and workplan including providing support and commitment throughout all the groups and subgroups. Subgroups were well attended with the right representation at the right level. All three of the statutory partners are committed to the shared vision and workplan, including providing support and commitment throughout all the groups and subgroups. There is good sharing of information at the strategic level and in links with other partners. Children and young people are given the opportunity to have their voices heard, and their views are listened to. There is an individual willingness to work to effective inter-agency communication – despite the challenges of the pandemic, diminishing resources and ever-changing landscapes across the Partnership. The threshold document was being updated and needs embedding.

The review recognised that there were some areas for consideration to further strengthen these arrangements, ones that had already been recognised and identified by the ESCP including sustainability over budget contributions, working across other partnerships and borough boundaries, and greater engagement of service users and frontline staff. The partnership will be able to build on a history of strong collaborative arrangements

at a strategic level, but it is acknowledged that there is more to do to ensure that this is embedded throughout all agencies with safeguarding responsibilities and at every level of organisations through to frontline staff. The review recommended that there are mechanisms in place to ensure that senior leadership are kept informed and held to account for safeguarding children in Enfield through the Partnership arrangements. It also suggested that the quality assurance mechanisms are strengthened by adopting and implementing fully the Learning Improvement framework, especially focusing on multi-agency audits. There is a need to be a mechanism in place to ensure that the learning and the recommendations from CSPRs and practice reviews have been fully implemented, embedded and impacted on practice. It also recognised that the multi-agency training programme needed to evidence impact on improvements to safeguarding practice in Enfield. The review recognised that an annual review was not sufficient and additional scrutiny would be beneficial for the partnership. As a result of this immediate plans were put in place to recruit an independent chair/scrutineer.

**Authors: Nicky Pace, Russell Waite, Nicky Brownjohn – RedQuadrant**

## Safeguarding Ambassadors

The Safeguarding Ambassadors are a group of Enfield young people who are working with the Safeguarding Childrens Partnership to improve practice. They are part of Enfield Youth Service's Young Leaders programme and have been trained specifically on safeguarding and how to work with the partners.

We are now working with our second cohort of Safeguarding Ambassadors, with members of the first cohort assisting in the training.

This year the ambassadors have taken part in a range of meetings with partners. They have had the opportunity to meet with Detective Superintendent Seb Adjei-Addoh on two occasions. Through these meetings, the ambassadors were able to express the common view of Police from young people. They talked of their lack of faith in the police due to being stopped and searched throughout their years for unjustified reasons. They talked of not feeling safe to call the Police, even in their moments of feeling unsafe in the community or in their home. Following this meeting, Detective Superintendent Seb

arranged for the ambassadors to attend the local police station and meet some officers. Detective Superintendent Seb Adjei-Addoh wanted to attempt to break down the evident barriers he saw.

Detective Superintendent Seb Adjei-Addoh also asked the young people if they could make a video that he would provide to staff on the impact of stop and search on them. This video will be completed next year and will be used in the police as a training programme.

The ambassadors have also met with Designate Nurse, ICB Chantel Palmer and Designate nurse for children at North Middlesex University Hospital to share their experiences of Health services. The ambassadors helpfully gave colleagues the insight into how children access services and why it can be difficult for them to ask for help. Acknowledging that their different cultural backgrounds can sometimes impact upon how and if they access services.

## Multi-agency audits

The first audit that was completed was on physical abuse and was seeking to assure the partnership that there were robust procedures in place that were meeting the needs of children and young people who were open to children's services due to experiencing physical abuse currently or previously. The outcomes from this audit were variable and could not assure the partnership that procedures were in place. Physical abuse has become a priority for the partnership to rectify this and training needs were identified. A need for multi-agency child protection training was highlighted as an area of need to improve practice. Learning outcomes from the report were shared with partners and can be found via the link

The second audit was completed on MASH and Domestic Abuse pathways. It sought to reassure the partnership that step up and step downs of cases where domestic abuse was present was good enough. This audit showed better outcomes and was able to assure the partnership that good practice is happening within Enfield in this area. Learning outcomes from this audit can be read via the link [here](#).

An audit on serious youth violence started in the year 2022-2023, however, was not completed. This audit will be reported on in next years annual report.

## Checking safeguarding arrangements

### Checking partners are fulfilling their duties under the Children Act 2004 and Working Together 2018 (Section 11)

The Safeguarding Children Partnership organisations in relation to their duties under Sec 11 Children Act 2004 and Working Together 2018 are required to undertake a regular assessment of the effectiveness of their arrangements to safeguard children and young people at a strategic level.

Enfield Safeguarding Partnership asked partners to complete their section 11 report with a specific focus on physical abuse and Early Help in line with the focus of JTAI inspections.

All organisations returned very well produced reports and there were two support panel meetings held for organisations where the multi-agency panel felt there would be a need for additional support to address key areas. Both organisations reported the process to be a critical friend, highlighting what needed to be done to improve service delivery in a supportive manner.

### S175/157 for educational establishments

This self-evaluation was completed by Schools (Specialist Inclusive Learning Centres, Free Schools, Academies, Community, Voluntary Aided and Independent), Pupil Referral Units and Further Education Colleges to monitor their compliance with Sections 157 & 175 of the Education Act 2002. The Education (Independent School Standards) Regulations 2014, the Non-Maintained Special Schools (England) Regulations 2015, and the Education and Training (Welfare of Children) Act 2021.

This self-evaluation was supported by the Education Team who facilitated roll out of the survey and monitoring reporting. The feedback from this survey was positive. There was evidence shown from settings in Enfield that they are compliant with safeguarding policies and procedures that are expected of them to ensure that children and young people in Enfield are safe.

Participation from all settings in this survey would have been ideal, and this is an area for improvement. In future, consultation with settings will be sought to identify times of the year when collection of this survey is likely to be most convenient for them. We will also seek to raise alerts with settings before to expect the surveys through emails to Headteachers and within the DSL network meetings.

## Referral pathway for Serious Incident Notifications (SINs)

It was agreed at Executive level that the responsibility for deciding whether a notification should be made to the National Panel should be held by all three partners. This is a significant change to how this was previously managed as previously this was a unilateral decision by the Local Authority.

The change to the referral pathway has been implemented following national guidance published by the National Panel, outlining what good practice looks like. As a result, a referral pathway has been created in line with the Executive team and all partners are aware that if there is an incident where significant harm has been caused to a child, a referral should be made to the safeguarding partnership where a SIN consideration meeting will be held. At this meeting it will be decided by a majority of two partners whether a notification should be made to the panel.

## Our annual spend

	Children cost
<b>Salaries:</b>	
All salary costs	£162,000
<b>Other costs:</b>	
Reviews	£10,500
Training	£2,500
Multi-agency audits	£14,000
Other (design, team, etc.)	£2,000
<b>Total costs</b>	<b>£191,000</b>

## Our contributions from partner agencies

Contributions	Amount
ICB	£50,600
BEHMHT	£3,000
NMUH	£3,000
Police*	£5,000
Probation	£3,300
Local authority	£128,600
<b>Total costs</b>	<b>£193,500</b>

\*With seconded role of Met Police Practitioner for two days per week.



# Key priorities for 2023-24

Ensure that our learning and development offer to practitioners is wider, focussing on the strategic priorities of physical abuse, child on child abuse and anti-racist practice.

Complete the making of a video on the experience of young people being stop and searched by police and participating in an event to host this.

Complete LCSPR on a child with additional needs and at risk of significant harm in the community. Implementing all associated actions to improve practice.

Recruitment of an independent chair/scrutineer.

Complete multi-agency audits on Serious Youth Violence, the voice of the child and pre-birth assessments.



**Website**

[www.safeguardingenfield.org](http://www.safeguardingenfield.org)



**Facebook**

Safeguarding Enfield



**Telephone**

020 8379 2270 or 020 8379 2578



**Twitter**

#SafeguardingEnfield



## London Borough of Enfield

<b>Report Title</b>	2024/25-2033/34 Capital Strategy
<b>Report to:</b>	Council
<b>Date of Meeting:</b>	22 November 2023
<b>Cabinet Member:</b>	Cllr Tim Leaver
<b>Executive Director/Director</b>	Fay Hammond - Executive Director of Resources Olga Bennet - Director of Finance - Capital and Procurement
<b>Report Authors:</b>	Olga Bennet - Director of Finance (Capital) Olu Ayodele – Head of Capital & Treasury
<b>Ward(s) affected:</b>	ALL
<b>Key Decision Number</b>	KD 5666
<b>Classification:</b>	Part I Public

### Purpose of report

1. The CIPFA Prudential Code requires Council to approve an annual capital strategy to ensure capital investment is affordable and financially sustainable. This report sets out the 2024/25 Capital Strategy – the framework and methodology through which an affordable 2024/25 - 2033/34 ten-year capital programme will be developed for Council approval in February 2024.

## Recommendations

- I. Proposed Cabinet recommendation that Council approves
  - a. The 2024/25 – 2033/34 Capital Strategy
  - b. The delegation to Cabinet approval of projects up to £10m from the Pipeline Programme, provided the programme continues to fit within the affordability metrics
  - c. The use of the Prudential indicator “Ratio of Financing Cost to Net Revenue Budget” as the primary indicator for affordability of the Capital Programme with the target set at 10% to 12% for the first five years.
  
- II. Cabinet noted
  - a. The final ten-year capital programme will be developed over the coming months and presented for approval in February 2024.
  - b. The resulting ratio of financing costs to net revenue budget indicator will be calculated as part of the development of the final ten-year capital programme and incorporated within the Medium-term financial plan and Treasury Management Strategy Statement for Council approval in February 2024.

## Background and options

2. The capital strategy is drafted in the context of significant change in the economy and market conditions. Bank of England base rate has risen from 0.1% to 5.25%. Inflation is at 6.7% (to September 2023), There is significant uncertainty in key markets, for example due to unclear requirements around second staircases is significantly affecting the housing development market.
  
3. The Council is therefore seeking to adapt the capital programme in order for it to remain prudent and affordable. The 2024/25 – 2033/34 Capital Strategy seeks to:
  - Refresh the capital financing affordability level
  - Reduce new borrowing in the ten-year capital programme
  - Move indicative capital budgets to ‘pipeline’
  - Set a new increased target for future capital receipts from asset disposals
  - No longer apply the ‘Flexible use of capital receipts’ policy for transformation revenue spend (apart from budgets to generate further capital receipts)
  
4. The previous capital programme was developed in a different economic climate. Without adapting, the current approved ten-year capital programme

would result in significant unfunded revenue budget pressures within the Medium-Term Financial Plan (MTFP).

5. These pressures could only be managed by further depleting reserves and reducing revenue budgets within the Council, which would potentially impact core service delivery.
6. The preferred option is to approve a new capital strategy to reduce the Council's overall borrowing requirement whilst ensuring ongoing investment in the council's key services.
7. The draft ten year capital programme still invests £1.5bn in the borough over the next ten years, 38% of which is anticipated to be funded by borrowing.

### **Relevance to Council plans and strategies**

8. The aim of the capital strategy is to provide a framework for the delivery of the Council's investment plans. These are informed by the Council's strategic objectives as detailed in the Council Plan 2023-26.
9. The capital strategy will directly inform the ten-year capital programme 2024/25 – 2033/34 and annual Treasury Management Strategy Statement, to be approved by Council in February 2024.

### **Executive summary**

10. There has been significant change in the economy over the last eighteen months - including increasing interest rates (Bank of England base rate 5.25% as at 5 October 2023), inflation (consumer price index (CPI) 6.7% as at 5 October 2023), labour market shortages and increasing raw materials and construction costs. Financial conditions have changed, and the Council has had to adapt its capital strategy in response.
11. Proactive action has already been taken – including pausing, reviewing and value engineering specific capital projects. The capital strategy builds on this by setting out the approach to new capital investment and debt reduction over the next ten years.
12. The Council's capital programme has leveraged grants and borrowing, with an overall self-imposed borrowing cap of £2bn. This was a good proxy at a time of stable interest rates. The Capital Strategy defines an additional, more detailed indicator of affordability.
13. The impact of the rise in interest rates and increasing construction works means that all projects reliant on borrowing are being reviewed. The Council's wider revenue challenges (including temporary accommodation) and reducing revenue reserves means the Council's ability to absorb financial pressures in the capital programme has reduced. This in turn has reduced the Council's



risk appetite, with the Council currently only prepared to only take minimal financial risk in the context of an unstable economic climate.

14. The capital strategy therefore sets out a series of new affordability measures and principles for the capital programme:

- The Prudential Indicator “Ratio of financing costs to net revenue budget” will be used as the primary indicator for affordability of the ten-year capital programme
- Financing costs should be between 10% and 12% of net revenue budget. This is the same long-term target that was reported to Council in February 2022 (before interest rate rises).
- If this target is exceeded new borrowing will only be approved where it is either (i) absolutely essential or (ii) self-financing and will not result in additional revenue budget pressure.
- The Housing Revenue Account will introduce a more formal annual provision for debt repayment, similar to the Minimum Revenue Provision in the General Fund.

15. The capital strategy also sets out specific actions that are required to achieve new affordability measures. These include:

- Development of a new ten-year capital programme (for February Council approval) that reviews and rationalises the level of new borrowing required
- Projects in early stages or without complete business cases are moved to 'pipeline' and only included in the capital programme when feasibility is complete and business cases are approved.
- Council is asked to delegate to Cabinet authority to move projects from 'pipeline' to the capital programme up to a total value of £10m per annum provided that prudential limits set in the Treasury Management Strategy are not breached.
- Repurposing of future capital receipts towards the repayment of borrowing (both in-year and historic) and no further use of the 'flexible use of capital receipts' policy from 2024/25 onwards except to finance the generation of further capital receipts.
- A formal target of £7.5m new capital receipts per annum between 2024/25 and 2027/28 increasing to £10.0m per annum between 2028/29 and 2033/34.
- Creation of separate capital reserve to finance the replacement of the current finance and HR system (funded from £15m capital receipts including £5m in 2023/24)

- Continuing work towards a total target of £150m capital receipts over the next ten years (not included in the budget at this point)
- Optimisation of projected net present value of the Meridian Water programme including review of planned spend.
- Completion of the Energetik strategic review and Housing Gateway Limited business plan update
- Consider the potential to accumulate revenue budgets to finance recurring capital spend (e.g. vehicle replacement, roads, corporate condition programme), similar to HRA Major Repairs Reserve
- Review policy for the capitalisation of internal costs including staff time supporting capital projects funded from borrowing
- Refresh of capital governance arrangements

16. Many of these actions are already in progress, including:

- a full review of capital projects funded from borrowing in consultation with budget holders, Service Directors, Executive Management Team and lead Portfolio Members.
- the reclassification of a number of projects as Pipeline projects (table 2).
- Balance Sheet review to ensure capital grant and capital receipt balances are maximised and, if possible, used to repay historic debt.
- A restructure of the Meridian Water team as the project moves to the next phase
- Introduction of additional controls on new capital budgets using a standard template appended to future Cabinet reports requesting budgets

17. Work will continue on all actions proposed in the capital strategy. It is intended that a new affordable ten-year capital programme will be presented to Council for review and approval in February 2024.

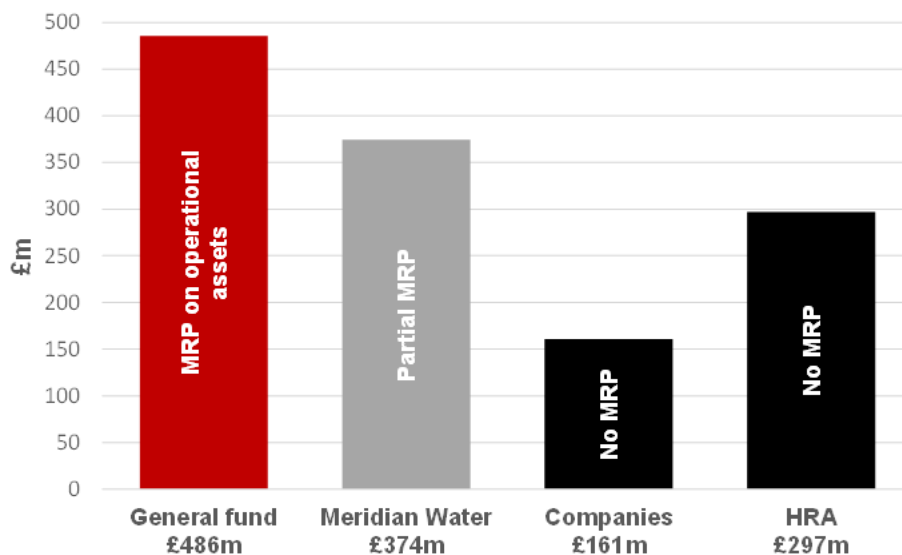
18. The financial implications of the final ten-year capital programme including debt financing costs will be included in the Treasury Management Strategy Statement (TMSS) and Medium-Term Financial Plan (MTFP), to be presented to Council at the same February meeting.

### **Overview of current position**

19. Historically the Council has ensured affordability of the capital programme by limiting borrowing to within a self-imposed borrowing cap of £2bn. Housing Revenue Account (HRA) borrowing is accounted for separately within its

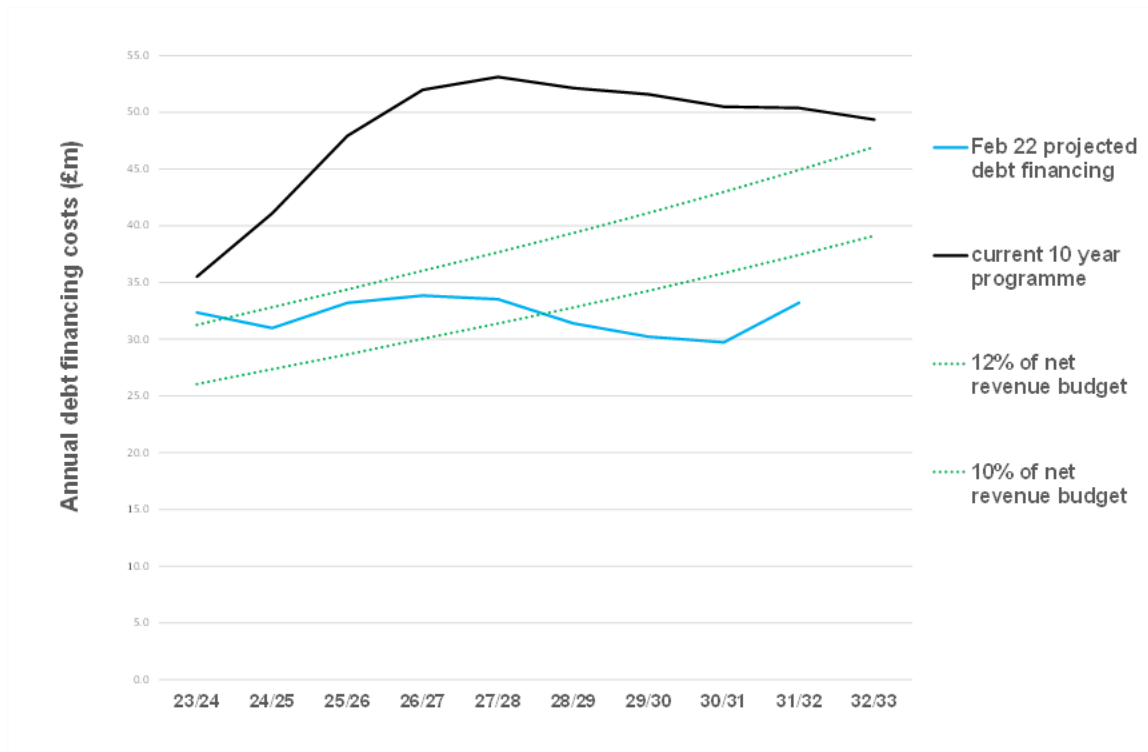
Business Plan. Whilst the general fund £2bn borrowing cap was a good proxy for affordability in a stable and low interest rate environment, rising interest rates may mean this level of borrowing is no longer affordable and, without corrective action, could create additional unfunded revenue budget pressures. This is because the revenue capital financing cost depends on the purpose of borrowing.

20. Figure 1 below summarises the Council's Capital Financing Requirement (CFR) (or overall borrowing requirement) at 31 March 2023. This represents borrowing on historic spend only and does not include new borrowing planned in the ten-year capital programme. The Council's borrowing at 31 March 2023 was £1.3bn, consisting of £1.0bn in the general fund and £0.3bn in the HRA. This is funded from a combination of external and 'internal' borrowing.
21. The Council must make appropriate annual revenue provision (MRP) for the repayment of borrowing within the general fund. This requirement applies to operational assets only and not to borrowing on assets that are still under construction. The Housing Revenue Account (HRA) is not required to make annual MRP on its borrowing.



**Figure 1 – Council's CFR (borrowing requirement) at 31 March 2023**

22. The Council must also make appropriate provision for interest costs on borrowing, the forecasts for which are increasing because of rising interest rates.
23. The previous ten-year capital programme (2023/24 to 2032/33) assumed new borrowing of £0.5bn within the general fund. This would increase the general fund's borrowing requirement from £1.0bn to £1.5bn. Whilst this is within the Council's self-imposed £2.0bn borrowing cap, increasing interest costs mean the forecast revenue costs of financing this debt would no longer be affordable, as illustrated in Figure 2.



**Figure 2 – predicted revenue cost of interest and MRP in the current ten-year programme**

### Aim for the next 10 years

24. The Council is committed to investing in its strategic priorities as detailed in the Enfield Council Plan 2023-2026:

- Clean and green places
- Strong, healthy and safe communities
- Thriving children and young people
- More and better homes
- An economy that works for everyone

25. This means continuing to invest in its core services and corporate objectives so that delivery of front line services is supported.

26. As an organisation, over the last two years, our financial risk appetite has reduced from 'open' to 'minimal', as defined in Figure 3 below. This means the Council is now prepared to accept only very limited financial risk impact where it is essential to delivery. This is because revenue budget pressures and reducing reserves mean it is not possible for the Council to absorb the same level of financial risk as it was previously.

	<b>Averse</b>	<b>Minimal</b>	<b>Cautious</b>	<b>Open</b>	<b>Eager</b>
<b>Financial risk appetite</b>	Avoidance of any financial impact or loss is a key objective	Only prepared to accept the possibility of very limited financial impact if essential to delivery	Seek safe delivery options with little residual financial loss only if it could yield upside opportunities	Prepared to invest for benefit and to minimise the possibility of financial loss by managing the risks to tolerable levels	Prepared to invest for best possible benefit and accept the possibility of financial loss (controls must be in place)

**Figure 3 – Enfield Council’s financial risk appetite**

27. A revised and financially sustainable ten-year capital programme is therefore required that still delivers the Council’s core ambitions and maintains essential investment in core services.

### **Capital strategy – how do we achieve our aim?**

28. The capital strategy seeks to achieve this ambition by proposing proactive action including:

- Review of the current ten-year programme and reduction in capital budgets funded from borrowing
- Concept of ‘pipeline schemes’ – indicative capital budgets or potential projects on the horizon which will be added to the ten-year programme only when full and robust business cases are approved
- New borrowing will only be added to programme if it does not result in additional unfunded revenue budget pressures or there is statutory need for the spend
- Review of policy for capitalisation of spend including staff costs
- Longer term, review the capacity for recurring capital spend (e.g. vehicle replacement, roads, corporate condition programme) to be funded from revenue sources, similar to HRA Major Repairs Reserve
- Maximisation of non-borrowing funding sources for capital spend, including the use of grants, s106 and CIL
- Ensuring availability of resources for match funding to leverage in additional external funding
- Approval of an asset disposal plan and target future capital receipts
- Future capital receipts will replace in-year borrowing requirements, and any surplus capital receipts used to reduce historic borrowing undertaken in previous years
- A clear governance framework will be maintained for the management of capital projects



29. The strategy includes the development of a refreshed ten-year capital programme, which rationalises new borrowing whilst maintaining investment in core services. It seeks to further reduce historic borrowing through the use of future capital receipts. It also requires the completion of review work already underway on Meridian Water, Energetik, Housing Gateway Ltd and the HRA is completed.

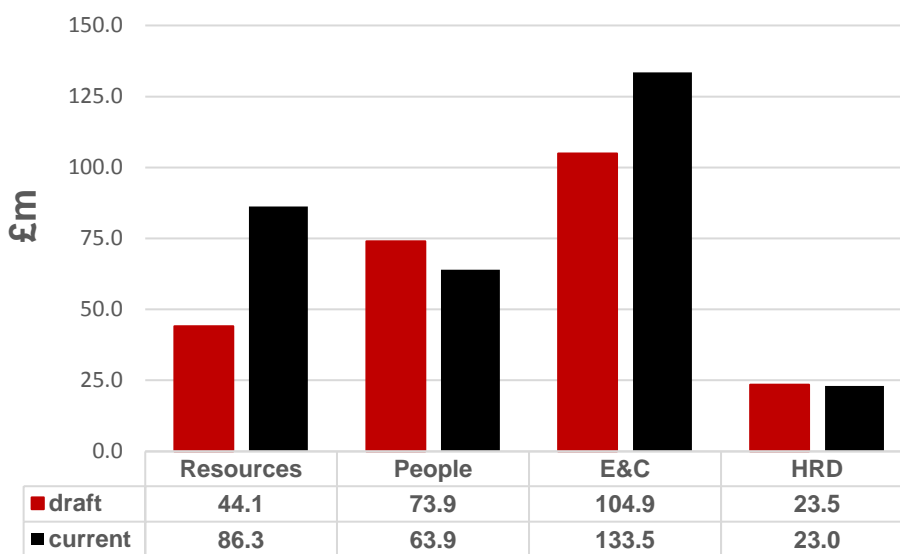
**Development of a new ten-year capital programme**

30. A draft ten-year capital programme has been developed in consultation with budget holders, service directors, the Executive Management Team and portfolio holders (Appendix A and Appendix B). Whilst this draft programme will be further revised over the coming months, it is nevertheless useful as an early indicator of direction of travel.

31. Grant funded budgets for children and vulnerable adults are not reduced in the draft programme. Similarly, grant funded investment in highways, open spaces and cultural assets remains intact. In total the draft ten-year programme assumes £137.9m of grant funded investment in its core services (Figure 5). This is a cautious estimate, based on indicative grant allocations. In year allocations are likely to be higher and will include new grant bids that have not yet been submitted.

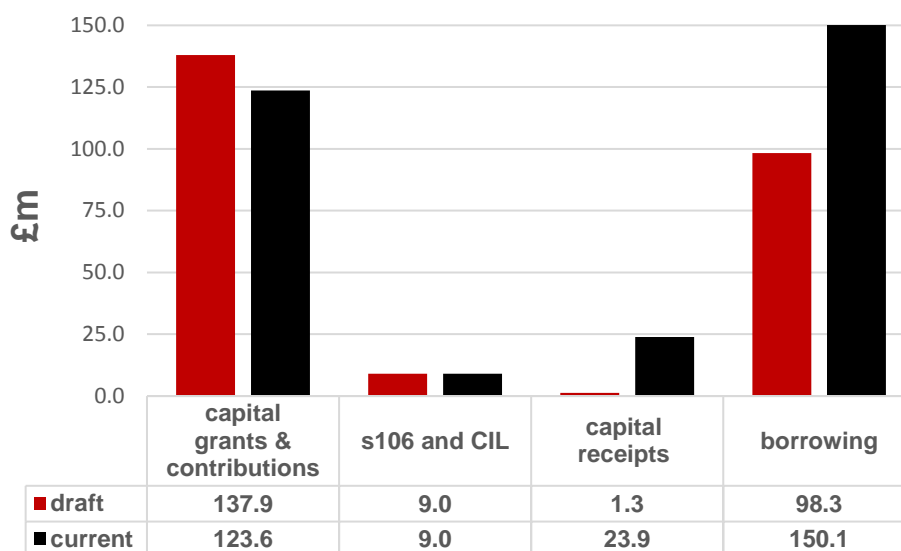
32. Figure 4 illustrates the overall changes proposed for the Council’s core services (excluding HRA, Meridian Water and Companies). Draft figures include capital budget requested to be carried forward from the 2023/24 capital programme (Period 5 capital budget monitoring report KD5678).

33. Whilst planned spend in the ‘core’ capital programme reduces from £306.7m to £246.5m in the draft programme, it is important to recognise that this is facilitated largely through a reduction in borrowing funded budgets within the Resources and Environment & Community departments. Full details of these proposed reductions are provided in table 1.



**Figure 4 – Draft £0.25bn 10-year ‘core’ capital programme (excluding HRA, Meridian Water & Companies)**

34. Some borrowing funded programmes have been moved into pipeline. A 'pipeline' project is either one which was previously part of the approved capital programme but requires a business case update or a new project which still requires approval to spend (table 2).
35. The impact of the proposed changes on planned capital financing is summarised in Figure 5 – including a £51.9m reduction in planned borrowing and the repurposing of capital receipts anticipated to repay historic borrowing.



**Figure 5 – Draft (i.e. proposed) £0.25bn 10-year 'core' capital financing (excluding HRA, Meridian Water & Companies)**

36. The proposed £51.9m reduction in core service borrowing is detailed in table 1 below. All proposed reductions have been made in consultation with Service Directors, Executive Management Team and lead portfolio Members.

	draft proposed 10 year spend £m	previous 10 year borrowing £m	draft 10 year borrowing £m	10 year borrowing reduction £m
digital services	24.1	39.2	24.1	(15.1)
property & economy	20.0	24.4	20.0	(4.4)
children & family services	1.7	3.6	1.7	(1.9)
Education	69.3	0.0	0.0	0.0
adult social care	3.0	0.0	0.0	0.0
environment & street scene	60.3	81.1	52.5	(28.7)
journeys & places	39.2	0.0	0.0	0.0
leisure, parks & culture	4.7	1.8	0.0	(1.8)
customer & communications	0.0	0.0	0.0	0.0
town centre regeneration	0.8	0.0	0.0	0.0
housing & regeneration	23.5	0.0	0.0	0.0
<b>borrowing - core services</b>	<b>246.5</b>	<b>150.1</b>	<b>98.3</b>	<b>(51.9)</b>

**Table 1 – proposed reduction in 10 year borrowing for core services**

37. Most borrowing funded budget which is proposed to be removed from the capital programme at this time has been moved to pipeline. This means the Council is no longer allowing for their associated debt financing costs within its MTFP revenue budgets. The budgets will be added back into the capital programme only if supported by an approved financially affordable business case or business critical service need. A lists of capital budgets (excluding 23/24) currently held in pipeline is provided in table 2 below.

	£m
digital services	9.0
vehicle replacement programme	0.3
highways & street scene	28.4
flood alleviation	1.8
Broomfield House	TBC
Montagu (remainder of budget removed)	15.0
Build the Change	17.1
corporate condition programme	5.4
Energetik Tranche 3	16.3
rural estate	1
Electric Quarter secondary behaviour support service	1.2
potential capital spend around temporary accommodation solutions	TBC
	<b>95.5</b>

**Table 2 – provisional borrowing for pipeline projects**

38. The proposed reductions in draft ten-year programme do carry inherent risk. For example, there is increased risk of asset deterioration from reduced capital investment in highways infrastructure. This could have potential revenue budget consequences. These risks will be closely monitored as the final ten-year programme is developed and early action taken to mitigate them.

39. Both capital budgets in the draft ten-year programme and pipeline budgets will be further reviewed as the final ten-year capital programme is developed for approval in February 2024. The capital programme affordability measures, in particular the ratio of financing costs to net revenue budget, will also be calculated as part of this process and incorporated within the Medium-Term Financial Plan (MTFP) and Treasury Management Strategy Statement (TMSS) which will also be presented to February Cabinet.

#### **Debt replacement strategy**

40. The capital strategy seeks to ensure the delivery of a financially sustainable and affordable ten-year capital programme. The Council has set itself an annual debt financing cost target of between 10% and 12% of net revenue budget.

41. Reducing the ten-year capital programme alone is not enough to reach this target. It can only be achieved by reducing historic borrowing as well as future, through the application of non-borrowing sources (including capital grants and capital receipts) to repay historic borrowing.

42. The capital strategy assumes around £5.8m of historic borrowing will be repaid from unspent capital grant cash received but not yet applied to capital spend. Officers are exploring whether some CIL and S106 contributions could be used to replace specific historic borrowing. Further work is required to ensure that the use of these contributions is maximised – including reviewing the timeliness of drawdowns / utilisation of approved funding. Final balances available to apply to historic borrowing will be reported to February Council.
43. Members will also note the significant reduction in planned use of capital receipts within the draft programme in Figure 5. This is because capital receipts originally assumed in the programme are now proposed to be used to the repayment of historic borrowing from earlier years.
44. This change in approach also applies to future capital receipts. The strategy assumes that all future non-ringfenced general fund capital receipts will be applied to reduce in-year borrowing in the first instance. Any surplus in-year capital receipts will be applied to reduce historic borrowing from previous years.
45. The capital strategy suggests a minimum target of future capital receipts of £7.5m new capital receipts per annum between 2024/25 and 2027/28 increasing to £10.0m per annum between 2028/29 and 2033/34.
46. This target will be further refined as the final ten-year capital programme is developed.
47. From 2024/25 capital receipts will no longer be used to fund the revenue costs of transformation (under the flexible use of capital receipts strategy), apart from revenue budget to generate further future capital receipts.

### **Business plans and strategic reviews**

48. The Council holds investments in the following entities
- Lea Valley Heat Networks (LVHN, trading as Energetik) - a wholly owned subsidiary with the primary purpose of providing low cost and environmentally friendly energy to local residents
  - Housing Gateway Limited (HGL) - a wholly owned subsidiary with the primary purpose of supplying temporary accommodation for persons in housing need and to discharge the Council's statutory obligations in this regard.
  - Montague 406 LLP - 50% interest in this joint venture formed to regenerate an industrial estate in the Borough with the primary purpose of promoting economic regeneration and providing jobs to local residents
  - Meridian Water Estate Management Company - jointly owned by the Council and its development partner, Vistry Group, for the provision of services to residents of Meridian Water.
49. The provision of services is the primary purpose of these companies. They do not undertake commercial activities and any surplus income generated is incidental. The Council is therefore in compliance with the guidance set out in

CIPFA's revised 2021 Treasury Management Code and DLUHC Investment Guidance regarding commercial activities.

50. Both HGL and Energetik, which were set up in 2014 and 2015 respectively, contribute the strategic objectives of the Council and have accordingly been classified as Service Investments in the Treasury Management Strategy Statement (KD 5504) approved by Council 23 February 2023.
51. HGL is funded by £5m equity and loans equal to the Council's own cost of borrowing.
52. Energetik is funded by grants and low cost loans specific to the energy industry - these are given initially to the Council and passed on to Energetik.
53. The performance of these companies will have an impact on the repayment of loans and interest to the Council therefore the performance of the companies will be reported to Cabinet to allow appropriate scrutiny and oversight.
54. Plans for Phase 2 of the Montague 406 LLP and the associated regeneration scheme are currently being developed with the Council's joint venture partner.
55. Work is already underway to review investment in Housing Gateway Ltd and Energetik. £0.2bn of the Council's capital financing requirement at 31 March 2023 (i.e. borrowing to date) relates to these Companies. The results of this work will be reported to February Council.
56. Similarly work continues to review financing options for Meridian Water. 29% (£0.4bn) of the Council's total capital financing requirement at 31 March 2023 (i.e. borrowing to date) relates to Meridian Water. Minimum revenue provision (MRP) is required to be made in relation to completed assets. MRP is not required for assets still under construction and interest on borrowing associated with these assets is capitalised. Work is underway to validate MRP and interest assumptions for Meridian Water as well as assumptions over the likely value of future capital receipts upon programme completion. This work will inform the extent of voluntary provision from revenue budgets that is required, at the discretion of the s151 Officer.
57. The HRA Business Plan is also being refreshed and will consider funding options and the potential need to make voluntary provision towards the cost of accumulating debt.

### **Capital programme governance**

58. The annual capital strategy is required to be approved by Full Council in advance of Council approval of the final ten-year 2024/25 - 2033/34 capital programme in February 2024. This ensures that the final capital programme is developed in accordance with principles approved within the capital strategy.
59. Any subsequent additions to the ten-year programme (once approved) above specific delegations to Cabinet will require Council approval.
60. The Capital Finance Board (CFB) is responsible for monitoring the overall financial management of the Council's General Fund and Housing Revenue Account (HRA) capital programmes, on behalf of the Executive Management Team and is chaired by the Director of Finance (Capital & Projects). The CFB



acts as gatekeeper for the capital programme ensuring financial and operational risks are duly considered and managed.

61. The main responsibilities of the CFB are to:

- Review and recommend to EMT any new capital projects and new borrowing to the Council's companies, prior to submission for Cabinet / Council approval, to ensure they are affordable;
- Ensure capital investments are viewed corporately and align to the Council's corporate objectives;
- Develop a Capital Strategy for future years' capital investment based on existing approved projects, identified future need, projected capital resources, impact on prudential indicators and revenue affordability;
- Ensure the financial risks and implications of disposals and acquisitions detailed in the medium-term financial plan are managed;
- Maintain oversight of the Council's treasury management strategy and funding of the Capital programme to ensure affordability. The Board will ensure alternative delivery options are considered to facilitate reduced Council borrowing.

62. In addition to CFB, a new Capital Finance Review Panel (CFRP) was established during 2022/23. The role of CFRP is to support the Capital Finance Board in undertaking detailed reviews of the financial implications of existing high value capital projects. Its main responsibilities are to:

- Review existing approved higher risk rated capital projects.
- Review requests for new capital investment.
- Oversee the utilization of capital receipts under the Flexibility legislation and those assumed to fund the capital programme.
- Monitor the allocation of S106 and CIL to fund capital programmes.

63. The overall governance of the capital programme is in the process of being refreshed.

### **Financial risks**

64. There are inherent risks within the capital strategy which must be properly managed including:

- Interest rate uncertainty – the risk of additional interest rate increases above that currently assumed in the strategy
- Potential additional revenue impact from Meridian Water if viability projections reduce
- Assumed capital receipts are not achieved
- The audit backlog is a financial resilience risk to the Council – as there is a possibility of one-off adjustments if any errors are found

- Accounting treatment changes – including IFRS16 which will become mandatory from April 2024. This will require operating leases (revenue) to be reclassified as finance leases (capital) with potential impact on MRP
- That the constrained capital programme leads to higher maintenance or whole life costs for assets (e.g. by trying to extend the life of assets and delaying replacement)
- Risk that priorities within the Enfield Council Plan 2023-26 are not delivered

## **65. Financial Implications**

66. Financial implications are contained throughout the report

## **67. Legal Implications**

68. The Council must adhere to various statutory provisions under the Local Government Finance Act 1992, The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 and The Local Government Act 2003.

69. The Council must set the budget (of which the Capital Programme is part of) in accordance with the provisions of the Local Government Finance Act 1992 and approval of a balanced budget each year is a statutory responsibility of the Council.

70. Sections 25 to 29 of the Local Government Act 2003 impose duties on the Council in relation to how it sets and monitors its budget. These provisions require the Council to make prudent allowance for the risk and uncertainties in its budget and regularly monitor its finances during the year. The legislation leaves discretion to the Council about the allowances to be made and action to be taken.

71. The Council shall ensure that all of its capital expenditure, investments and borrowing decisions are prudent and sustainable. In doing so it will take into account its arrangements for the repayment of debt and consideration of risk, and the impact and potential impact on the Council's overall fiscal sustainability. The Prudential Code, referred to, in this Report, requires authorities to look at capital expenditure plans, investments and debt in the light of overall organisational strategy and resources and ensure that decisions are being made with sufficient regard to the long-run financing implications and potential risks to the Council. To demonstrate that local authorities have fulfilled these objectives, the Prudential Code sets out the indicators that must be used, and the factors that must be taken into account.

72. The Council has a statutory duty to arrange for the proper administration of its financial affairs and a fiduciary duty to taxpayers with regards to its use of and accounting for public monies. This Report assists in the discharge of those duties. In addition, the Capital Finance Board acts as the gatekeeper of the capital programme ensuring all affordability and risks are duly considered and

mitigated, which provides robust risk assurance oversight for the Council. This Report sets out the preferred option is to deliver an affordable Capital Strategy Programme in accordance with the legislative provisions and industry Codes that the Council has adopted, and referred to, in this Report.

### **73. Equalities Implications**

74. The Equalities Impact Assessment is attached in Appendix C. There were no differential impacts identified.

### **75. HR and Workforce Implications**

76. The report includes reference to the need to ensure appropriate investment is made in HR systems.

### **77. Environmental and Climate Change Implications**

78. The strategy demonstrates ongoing investment in these areas in line with the Council's strategic priorities.

### **79. Public Health Implications**

80. These are considered within this report.

### **81. Property Implications**

82. The strategy explains the strategy for investment in the civic estate, including planned reductions to capital budgets and transfer of this budget to pipeline. The strategy further makes clear the links to the Council's asset disposals policy to generate further future capital receipts.

## **Conclusion**

83. The capital strategy is drafted in the context of significant change in the economy and market conditions. The Council must adapt its capital programme and reduce historic borrowing.

84. The capital strategy sets out key actions and targets for the Council to develop and deliver a financially sustainable capital programme over the next ten years.

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### **Appendices**

Appendix A – DRAFT ten-year capital programme by Department

Appendix B – DRAFT ten-year capital programme by corporate priority  
Appendix C – Equalities Impact Assessment (EQUIA)

**Background Papers – None**

## Appendix A – Draft ten-year capital programme by Department

	Draft proposed spend							Draft proposed funding		
	1	2	3	4	5	6-10	1-10	1-10	1-10	1-10
	24/25	25/26	26/27	27/28	28/29	30/34	total	Borrowing	Non-Borrowing	total
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
IT Investment	6.7	4.3	1.9	1.9	1.9	7.5	24.1	24.1	0.0	24.1
Corporate condition programme	2.0	2.0	2.0	2.0	2.0	10.0	20.0	20.0	0.0	20.0
<b>Resources</b>	<b>8.7</b>	<b>6.3</b>	<b>3.9</b>	<b>3.9</b>	<b>3.9</b>	<b>17.5</b>	<b>44.1</b>	<b>44.1</b>	<b>0.0</b>	<b>44.1</b>
Education	21.1	5.4	5.4	5.4	5.4	26.8	69.3		69.3	69.3
Enfield Children's Homes	0.2						0.2	0.2		0.2
Mental Health and Wellbeing Centre	3.0						3.0		3.0	3.0
Community Safety	0.2	0.2	0.2	0.2	0.2	0.8	1.5	1.5		1.5
<b>People</b>	<b>24.4</b>	<b>5.5</b>	<b>5.5</b>	<b>5.5</b>	<b>5.5</b>	<b>27.5</b>	<b>73.9</b>	<b>1.7</b>	<b>72.2</b>	<b>73.9</b>
Highways & Street Scene	3.3	4.0	4.0	4.0	4.0	20.0	39.3	39.3		39.3
Changes to Waste & Recycling Collections	0.1	0.1	0.1	0.1	0.1	0.5	1.0	1.0		1.0
Vehicle Replacement Programme	1.0	5.4	1.3	0.6	1.8	2.1	12.2	12.2		12.2
Highways Fibre Ducting	0.8						0.8		0.8	0.8
Traffic & Transportation	0.7	0.7	0.7	0.7	0.7	3.5	7.0		7.0	7.0
Town Centre Regeneration	0.8	0.0	0.0	0.0	0.0	0.0	0.8	0.0	0.8	0.8
Journeys & Places	6.0	4.8	3.6	3.6	3.6	17.8	39.2		39.2	39.2
Flood Alleviation	1.2	0.3	0.3	0.3	0.3	1.3	3.4		3.4	3.4
Sloemans Farm	0.1	1.2					1.3		1.3	1.3
<b>Environment &amp; Communities</b>	<b>13.9</b>	<b>16.4</b>	<b>9.9</b>	<b>9.2</b>	<b>10.4</b>	<b>45.1</b>	<b>104.9</b>	<b>52.5</b>	<b>52.5</b>	<b>104.9</b>



## Appendix A – Draft ten-year capital programme by Department

	Draft proposed spend							Draft proposed funding		
	1	2	3	4	5	6-10	1-10	1-10	1-10	1-10
	24/25	25/26	26/27	27/28	28/29	30/34	total	Borrowing	Non-Borrowing	total
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Housing Adaptations	2.8	2.3	2.3	2.3	2.3	11.5	23.5	0.0	23.5	23.5
<b>Housing, Regeneration &amp; Development</b>	<b>2.8</b>	<b>2.3</b>	<b>2.3</b>	<b>2.3</b>	<b>2.3</b>	<b>11.5</b>	<b>23.5</b>	<b>0.0</b>	<b>23.5</b>	<b>23.5</b>
<b>General fund core services</b>	<b>49.8</b>	<b>30.5</b>	<b>21.6</b>	<b>20.9</b>	<b>22.1</b>	<b>101.6</b>	<b>246.5</b>	<b>98.3</b>	<b>148.2</b>	<b>246.5</b>
Meridian Water	127.9	67.4	18.9	13.6	23.9	45.1	296.8	156.2	140.6	296.8
Energetik	8.2	0.0	0.0	0.0	0.0	0.0	8.2	8.2	0.0	8.2
Housing Gateway Ltd	29.4	35.9	17.0	0.0	0.0	0.0	82.3	82.3	0.0	82.3
Companies	<b>37.6</b>	<b>35.9</b>	<b>17.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>90.5</b>	<b>90.5</b>	<b>0.0</b>	<b>90.5</b>
<b>General fund total</b>	<b>215.3</b>	<b>133.8</b>	<b>57.5</b>	<b>34.5</b>	<b>46.0</b>	<b>146.7</b>	<b>633.9</b>	<b>345.0</b>	<b>288.8</b>	<b>633.9</b>
<b>Housing Revenue Account</b>	<b>148.8</b>	<b>92.3</b>	<b>56.7</b>	<b>63.4</b>	<b>54.6</b>	<b>483.1</b>	<b>898.9</b>	<b>234.3</b>	<b>664.6</b>	<b>898.9</b>
<b>Total capital spend</b>	<b>364.1</b>	<b>226.1</b>	<b>114.2</b>	<b>98.0</b>	<b>100.5</b>	<b>629.8</b>	<b>1,532.7</b>	<b>579.3</b>	<b>953.4</b>	<b>1,532.7</b>

## Appendix B – Draft ten-year capital programme by Council priority

	Draft proposed spend							Draft proposed funding		
	1	2	3	4	5	6-10	1-10	1-10	1-10	1-10

	24/25	25/26	26/27	27/28	28/29	30/34	total	Borrowing	Non-Borrowing	total
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Journeys & Places	6.0	4.8	3.6	3.6	3.6	17.8	39.2		39.2	39.2
Flood Alleviation	1.2	0.3	0.3	0.3	0.3	1.3	3.4		3.4	3.4
Sloemans Farm	0.1	1.2					1.3		1.3	1.3
<b>Clean and green places</b>	<b>7.2</b>	<b>6.2</b>	<b>3.8</b>	<b>3.8</b>	<b>3.8</b>	<b>19.0</b>	<b>43.9</b>		<b>43.9</b>	<b>43.9</b>
Mental Health and Wellbeing Centre	3.0						3.0		3.0	3.0
Community Safety	0.2	0.2	0.2	0.2	0.2	0.8	1.5	1.5		1.5
Highways & Street Scene	3.3	4.0	4.0	4.0	4.0	20.0	39.3	39.3		39.3
Changes to Waste & Recycling Collections	0.1	0.1	0.1	0.1	0.1	0.5	1.0	1.0		1.0
Vehicle Replacement Programme	1.0	5.4	1.3	0.6	1.8	2.1	12.2	12.2		12.2
Highways Fibre Ducting	0.8						0.8		0.8	0.8
Traffic & Transportation	0.7	0.7	0.7	0.7	0.7	3.5	7.0		7.0	7.0
<b>Strong, healthy and safe communities</b>	<b>9.0</b>	<b>10.4</b>	<b>6.2</b>	<b>5.6</b>	<b>6.8</b>	<b>26.8</b>	<b>64.7</b>	<b>54.0</b>	<b>10.7</b>	<b>64.7</b>
Education	21.1	5.4	5.4	5.4	5.4	26.8	69.3		69.3	69.3
Enfield Children's Homes	0.2						0.2	0.2		0.2
<b>Thriving children and young people</b>	<b>21.3</b>	<b>5.4</b>	<b>5.4</b>	<b>5.4</b>	<b>5.4</b>	<b>26.8</b>	<b>69.5</b>	<b>0.2</b>	<b>69.3</b>	<b>69.5</b>
Housing Adaptations	2.8	2.3	2.3	2.3	2.3	11.5	23.5	0.0	23.5	23.5
Meridian Water	127.9	67.4	18.9	13.6	23.9	45.1	296.8	156.2	140.6	296.8
Housing Revenue Account	148.8	92.3	56.7	63.4	54.6	483.1	898.9	234.3	664.6	898.9
<b>More and better homes</b>	<b>279.5</b>	<b>162.0</b>	<b>77.9</b>	<b>79.4</b>	<b>80.7</b>	<b>539.7</b>	<b>1,219.2</b>	<b>390.5</b>	<b>828.7</b>	<b>1,219.2</b>
IT Investment	6.7	4.3	1.9	1.9	1.9	7.5	24.1	24.1	0.0	24.1
Corporate condition programme	2.0	2.0	2.0	2.0	2.0	10.0	20.0	20.0	0.0	20.0
Town Centre Regeneration	0.8	0.0	0.0	0.0	0.0	0.0	0.8	0.0	0.8	0.8
Energetik	8.2	0.0	0.0	0.0	0.0	0.0	8.2	8.2	0.0	8.2

## Appendix B – Draft ten-year capital programme by Council priority

	Draft proposed spend							Draft proposed funding		
	1	2	3	4	5	6-10	1-10	1-10	1-10	1-10
	24/25	25/26	26/27	27/28	28/29	30/34	total	Borrowing	Non-Borrowing	total
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Housing Gateway Ltd	29.4	35.9	17.0	0.0	0.0	0.0	82.3	82.3	0.0	82.3
An economy that works for everyone	47.1	42.1	20.9	3.9	3.9	17.5	135.4	134.6	0.8	135.4
<b>Total capital spend</b>	<b>363.1</b>	<b>226.1</b>	<b>114.2</b>	<b>98.0</b>	<b>100.5</b>	<b>629.8</b>	<b>1,532.7</b>	<b>579.3</b>	<b>953.4</b>	<b>1,532.7</b>

## Appendix C - Enfield Equality Impact Assessment (EqIA)

### Introduction

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

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

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

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

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

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

<b>Title of service activity / policy/ strategy/ budget change/ decision that you are assessing</b>	<b>2024/25-2033/34 Ten-year Capital Strategy Report</b>
<b>Lead officer(s) name(s) and contact details</b>	<b>Olga Bennet Olu Ayodele</b>
<b>Team/ Department</b>	<b>Resources – Finance</b>
<b>Executive Director</b>	<b>Fay Hammond</b>
<b>Cabinet Member</b>	<b>Cllr Leaver</b>
<b>Date of EqIA completion</b>	<b>14<sup>th</sup> Aug 2023</b>

## 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?

This report sets out the 2024/25 Capital Strategy and methodology to be adopted to ensure the ten-year capital programme remains affordable.

Certain elements of the capital programme will be reduced removed or reprofiled to ensure the overall programme remains affordable. Groups attracting “differential impacts” are identified and the impact of proposals assessed to ensure appropriate mitigations are put in place.



## 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.

<b>Age</b>
This can refer to people of a specific age e.g., 18-year olds, or age range e.g. 0-18 yr olds.
Will the proposed change to service/policy/budget have a <b>differential impact [positive or negative]</b> 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.
No differential
<b>Mitigating actions to be taken</b>
None required

<b>Disability</b>
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 <b>differential impact [positive or negative]</b> on people with disabilities?
Please provide evidence to explain why this group may be particularly affected.
No differential impact
<b>Mitigating actions to be taken</b>
None required

<b>Gender Reassignment</b>
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 <b>differential impact [positive or negative]</b> on transgender people?
Please provide evidence to explain why this group may be particularly affected.
Noe differential impact
<b>Mitigating actions to be taken</b>
None required

<b>Marriage and Civil Partnership</b>
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 <b>differential impact [positive or</b>

<b>negative]</b> on people in a marriage or civil partnership?
Please provide evidence to explain why this group may be particularly affected
No differential impact
<b>Mitigating actions to be taken</b>
None required
<b>Pregnancy and maternity</b>
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 <b>differential impact [positive or negative]</b> on pregnancy and maternity?
Please provide evidence to explain why this group may be particularly affected
No differential impact
<b>Mitigating actions to be taken</b>
None required

<b>Race</b>
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 <b>differential impact [positive or negative]</b> on people of a certain race?
Please provide evidence to explain why this group may be particularly affected
No differential impact
<b>Mitigating actions to be taken</b>
None required

<b>Religion and belief</b>
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 <b>differential impact [positive or negative]</b> on people who follow a religion or belief, including lack of belief?
Please provide evidence to explain why this group may be particularly affected.
No differential impact
<b>Mitigating actions to be taken</b>
None required

**Sex**

Sex refers to whether you are a man or woman.

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

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

No differential impact

**Mitigating actions to be taken**

None required

**Sexual Orientation**

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

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

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

No differential impact

**Mitigating actions to be taken**

None required

**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.

No differential impact

**Mitigating actions to be taken.**

None required

## 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?

No differential impacts identified.  
The impact of proposals contained in the report will be kept under review during financial year 2024/25. Where differential impacts are identified mitigations will be considered to ensure these impacts are mitigated or eliminated.

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## SECTION 5 – Action Plan for Mitigating Actions.

Identified Issue	Action Required	Lead officer	Timescale/By When	Costs	Review Date/Comments
To follow once specific scheme reductions and schemes to be eliminated identified					



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### London Borough of Enfield

<b>Report Title</b>	Treasury Management Mid-Year Update 2023/24
<b>Report to</b>	Council
<b>Date of Meeting</b>	22 November 2023
<b>Cabinet Member</b>	Cllr Leaver – Cabinet Member for Finance and Procurement
<b>Executive Director</b>	Fay Hammond – Executive Director of Resources
<b>Report Authors</b>	Olga Bennet - Director of Capital and Commercial Olu Ayodele – Head of Finance (Capital & Treasury) Milan Joshi – Assistant Head of Finance (Capital & Treasury)
<b>Ward(s) affected</b>	All
<b>Key Decision Number</b>	Non-Key
<b>Classification</b>	Part 1 Public
<b>Reason for exemption</b>	Not applicable

#### Purpose of Report

1. To report the activities of the Council's Treasury Management function over the five months to 31<sup>st</sup> August 2023.
2. Over the reporting period, all treasury management activities have been carried out within approved limits and in compliance with the Prudential Indicators set out in the Council's Treasury Management Strategy statement approved by Council 23<sup>rd</sup> Feb 2023 (KD5504).

#### Recommendations

3. Members are asked to note the report.

## Background

4. The key points of the report are set in table 1 below:

Table 1 – Key points of report

<b>Key point</b>	<b>Details</b>	<b>Reference</b>
<b>Economic context</b>	<p>Inflation review:            5.5% at 1 Apr 2022            10.1% at 31 Mar 2023            6.70% as at 5 October 2023            2.00% remains Government target</p> <p>Bank of England base rate review:            0.75% at 1 Apr 2022            4.25% at 31 Mar 2022            5.25% as at 5<sup>th</sup> October 2023            Two further reviews expected this calendar year</p>	<b>Para 12</b>
<b>Council's cost of borrowing and impact increased cost of borrowing</b>	<p>Average interest for Council's external debt:</p> <p>2022/23 - 2.29% gross interest payable of £27m, net charge to General Fund £3.7m</p> <p>2023/24 –            Forecast 2.52% gross interest £35.6m, net charge to General Fund £7.7m</p>	<b>Para 38</b>
<b>Borrowing Outstanding on 31st August 2023</b>	<p>£1,118.2m as at 1<sup>st</sup> April 2023            £1,123.4m as at 31<sup>st</sup> August 2023            An increase of £5.2m made up of £15m new borrowing offset by £9.8m loan repayments</p>	<b>Para 20</b>
<b>Capital Financing Requirement (CFR)</b>	<p>The borrowing CFR (this represents the underlying need to borrow) is £1,336.2m as at 1st April 2023 and set at £1,484.1m for 2023/24 by Treasury Management Strategy. External debt is below this at 31st Aug 2023 therefore in compliance</p>	<b>Para 27</b>
<b>Investments &amp; Net Borrowing (this is external borrowing less investments)</b>	<p>Estimated income of £1.9m (2022/23 £1.8m) assuming an average rate of return of 5.0% based on year-to-date yields.</p>	<b>Para 44</b>  <b>Fig 1</b>
<b>Compliance with Treasury Management &amp; Prudential Indicators</b>	Compliant	<b>Para 69</b>
<b>Minimum Revenue Provision (MRP)</b>	<p>MRP chargeable to General Fund (GF)            2022/23 £18.9m            2023/24 £23.0m</p>	<b>Para 90</b>

5. The Local Government Act 2003 and the Local Authorities (Capital Financing and Accounting) Regulations 2003 require regular reports be submitted to the relevant Council Committee detailing the Council's treasury management activities.
6. This report updates Members for the five months to 31<sup>st</sup> August 2023 on both the borrowing and investment decisions made by the Executive Director – Resources, under delegated authority in the context of prevailing economic conditions and considers the Council's Treasury Management performance. The Council can only borrow for capital investment, it cannot borrow to fund operational, day to day expenditure. The borrowing will support the Council's Capital Strategy appearing elsewhere on the agenda.
7. The regular reporting of treasury management activities assists Members to scrutinise officer decisions and monitor progress on the implementation of its borrowing and investment strategy as approved by Full Council.
8. The Council has adopted the Chartered Institute of Public Finance and Accountancy's Treasury Management in the Public Services: Code of Practice (the CIPFA Code) which requires the Authority to approve treasury management semi-annual and annual reports.
9. The Council's treasury management strategy for 2023/24 was approved by Council on 23<sup>rd</sup> February 2023 (KD 5504) and the Treasury Management Outturn position was reported to Cabinet 13 September 2023 (KD 5655). The Council has borrowed and invested substantial sums of money and is therefore exposed to financial risks including the loss of invested funds and the revenue effect of changing interest rates. The successful identification, monitoring and control of risk remains central to the treasury management strategy.
10. The 2021 Prudential Code includes a requirement for Councils to provide a Capital Strategy. The 2023/24 Capital strategy was approved by Council on the 23<sup>rd</sup> of February 2023 (KD 5502) and the 2024/25 Capital Strategy, appearing elsewhere on the agenda, summarises capital expenditure and financing, over the coming ten years.

### **Economic context**

11. Inflation, measured by the Consumer Prices Index (CPI) stood at 5.5% in April 2022 rising steadily before peaking at 11.1% in October 2022 before falling to 10.1% as at 31<sup>st</sup> March 2023. As at 5<sup>th</sup> October 2023 it stood at 6.7%, with the Government's long term target set at 2%.
12. The Bank of England's Monetary Policy Committee (MPC) relies on interest rates as the primary tool to combat inflation by regulating consumer demand and has increased the base rate at every meeting from 0.75% April 2022 to 4.25% as at 31<sup>st</sup> March 2023. The rate as at 5<sup>th</sup> October 2023 was 5.25% with further reviews scheduled for 2<sup>nd</sup> November and 14<sup>th</sup> December this calendar year.

13. The Council borrows mainly from the Public Works Loans Board (PWLB) although the cost of both long and short-term borrowing have increased significantly over the financial year and are summarised in Table 2 below:

Table 2: Historical PWLB rates

PWLB Equal Instalment of Principal (EIP) rates	5 year	10 year	20 year	30 year	40 year
1 <sup>st</sup> April 2022	2.41%	2.50%	2.67%	2.83%	2.87%
12 <sup>th</sup> Oct 2022	5.30%	5.53%	5.66%	5.92%	6.07%
31 <sup>st</sup> March 2023	4.72%	4.49%	4.55%	4.79%	4.90%
31 <sup>st</sup> July 2023	5.88%	5.53%	5.34%	5.48%	5.55%
31 <sup>st</sup> August 2023	5.81%	5.50%	5.38%	5.56%	5.64%
29 <sup>th</sup> September 2023	5.63%	5.39%	5.47%	5.72%	5.85%
4 <sup>th</sup> October 2023	5.69%	5.51%	5.64%	5.89%	6.01%

Source : Debt Management Office 4<sup>th</sup> October 2023

14. These rate increases will impact the replacement of maturing debt and the long-term affordability of the Capital programme. The 2024/25 Capital strategy, appearing elsewhere on the agenda, details the measures required to ensure the programme remains affordable.

15. The Council will take advantage of concessionary borrowing for the HRA announced 15th March 2023 to support the delivery of social housing and is available from June 2023, initially for a period of one year.

### Relevance to Council Plans and Strategies

- 16. Good homes in well-connected neighbourhoods
- 17. Build our Economy to create a thriving place
- 18. Sustain Strong and healthy Communities

### Treasury Management Position

19. The Council started 2023/24 with net borrowing of £1,081.3m made up of external debt £1,118.2m offset by investments of £36.9m. As at 31<sup>st</sup> August 2023 net borrowing stood at £1,069.9m made up of external debt £1,123.4m offset by investments of £53.5m.

20. The treasury management position on 31 August 2023 and the change since the start of the financial year is set out in Table 3 below. All the investments shown below were in Money Market Funds (categorised as cash equivalent) for this financial year.

Table 3: Treasury Management Summary

Summary	31.3.23 Balance £m	Movement £m	31.8.23 Actual at 31 Aug 2023 £m	Approved estimate*	Revised forecast**

Long-term borrowing	1,044.2	5.20	1,049.40	1,423.2	1,406.3
Short-term borrowing***	74.0	0.0	74.0	0.0	0.0
<b>Total borrowing</b>	<b>1,118.2</b>	<b>5.20</b>	<b>1,123.40</b>	<b>1,423.2</b>	<b>1,406.3</b>
<b>Total investments</b>	<b>(36.9)</b>	<b>(16.60)</b>	<b>(53.50)</b>	<b>(35.0)</b>	<b>(35.0)</b>
<b>Net Borrowing</b>	<b>1,081.3</b>	<b>(11.40)</b>	<b>1,069.90</b>	<b>1,388.2</b>	<b>1,371.3</b>

\* Approved estimate: Treasury Management Strategy Statement (Council 23 Feb 2023, KD5504)

\*\* Revised forecast based on current level of activities

\*\*\* Short term borrowing may be used depending on market conditions

21. The increase in borrowing is made up £15m to fund Energetik offset by loan repayments of £9.8m as set out in Table 4 below.

### Borrowing Update

22. The main objective when borrowing is to strike an appropriately low risk balance between securing low interest costs and achieving cost certainty over the period for which funds are required. The flexibility to renegotiate loans should the Council's long-term plans change, is a secondary objective.

23. The Capital Strategy, appearing elsewhere on the agenda, sets out the Council's longer term capital expenditure plans and how they will be funded. Internal cash balances and borrowing using concessionary rates secured for the HRA be used whilst continuing to monitor short term loan offers.

24. Current external loans are summarised in Table 4 below.

Table 4: Treasury Management Borrowing Summary

Type of Loan	31 <sup>st</sup> March 2023 £m	Net movement £m	31 <sup>st</sup> August 2023 £m
Public Works Loans Board	994.80	(9.10)	985.70
Local Authorities (short-term)	74.00	0.00	74.00
European Investment Bank	7.60	(0.20)	7.40
London Energy Efficiency Fund	1.40	(0.20)	1.20
Mayors Energy Efficiency Fund	15.00	15.00	30.00
Heat Networks Investment Project	21.60	0.00	21.60
Salix Funding	3.10	(0.40)	2.70
Greater London Authority	0.70	0.10	0.80
<b>Total Debt</b>	<b>1,118.2</b>	<b>5.2</b>	<b>1,123.4</b>
<b>Accrued Interest</b>	<b>7.2</b>	<b>(7.20)</b>	<b>0.00</b>
<b>Total Debt &amp; Accrued Interest Outstanding</b>	<b>1,125.4</b>	<b>(2.00)</b>	<b>1,123.4</b>

### The Capital Financing Requirement (CFR)

25. The Council's underlying need to borrow for capital expenditure is termed the Capital Financing Requirement (CFR). This represents the accumulated capital expenditure for which borrowing *would have been required* had the



Council not used its own cash balances to supplement earmarked internal resources. It therefore differs to the actual borrowing.

26. This is done to ensure borrowing is kept to a minimum and cash balances maintained at a level adequate to support any day to day working capital requirements. The use of cash balances is termed internal borrowing with external borrowing representing the Council's actual debt.

27. As at 31 August 2023 external borrowing of £1,123.4m remains below the loans CFR, approved in the Treasury Management Strategy, for 2023/24 of £1,484.1m. The Prudential Indicator for the CFR requires total external debt to be no higher than the CFR therefore the Council remains compliant. The difference of £360.7m is the accumulated cash resources the Council has used to reduce borrowing over and above the capital resources already allocated to finance its capital expenditure over the years.

28. Table 5 below shows the Council's CFR as compared to its external borrowing together with the Operational boundary and Authorised limit.

Table 5: Capital Financing Requirement and Gross Debt

Capital Financing Requirement (CFR)	Approved estimate 2023/24*	Revised forecast** £m
General Fund	1,132.9	1,064.4
Housing Revenue Account	351.2	358.5
<b>Borrowing CFR</b>	<b>1,484.1</b>	<b>1,422.9</b>
PFI liability	22.1	22.1
<b>Total CFR</b>	<b>1,506.2</b>	<b>1,445.0</b>
External Borrowing	1,423.2	1,406.4
Internal Borrowing	83.0	38.6
<b>Total CFR</b>	<b>1,506.2</b>	<b>1,445.0</b>
External borrowing required	1,423.2	1,406.3
Other liabilities	22.1	22.1
<b>Operational boundary</b>	<b>1,445.3</b>	<b>1,428.4</b>
Headroom	200.0	351.6
<b>Authorised Limit</b>	<b>1,645.3</b>	<b>1,780.0</b>

\* Approved estimate: Treasury Management Strategy Statement (Council 23 Feb 2023, KD5504)

\*\* Revised forecast based on current level of activities

29. The Operational boundary is the level of external debt expected if capital expenditure plans are fully implemented. The Authorised Limit, which is based on the Operational boundary plus a temporary allowance only to be used in exceptional circumstances, is the maximum level of external debt beyond which any additional borrowing is prohibited. This limit can only be set by Full Council.

30. The Council is currently estimating the cost of new debt at 4.80% for the remainder of 2023/24 and will continue to use internal resources where possible

to minimise borrowing whilst using concessionary rates secured for the HRA and short-term borrowing where necessary until longer term borrowing costs stabilise.

31. This estimate is based on estimates of UK Gilt yields and is considered a reasonable estimate of the return demanded by the Capital Markets in return for UK Government Bonds. The estimate includes an on-lending allowance expected to be charged by the Debt Management Office and corroborated by advice from the Council's external Treasury Advisers.

### Forward Borrowing

32. The Council has one forward loan arrangement for £15m at 3.95% for one year from 30 November 2023.
33. Continuing instability combined with expected increases in the base rate have introduced some uncertainty making forward borrowing unviable in the five months to 31 August 2023. The markets will continue to be monitored for favourable borrowing products.

### Other Debt Liabilities

34. Private Finance Initiative/finance leases liabilities of £26.3m as at 31st August 2023.

### Cost of Borrowing

35. The average interest rate paid on total external debt in 2022/23 was 2.29%.
36. The current forecast average interest payable is 2.83% against a budget of 2.92% as shown in table 6 below.

Table 6: Debt summary

Debt	Actual for 2022/23 £m	Actual at 31.08.23 2023/24 £m	Feb 2023 estimate (if 100% capital programme delivery)* 2023/24 £m	Q1 Revenue Update 2023/24** £m	Revised forecast*** 2023/24 £m
<b>Gross Cost of Debt</b>	27.0	3.4	41.7	37.7	35.6
<b>Funded by :</b>					
Capitalised interest - Meridian Water	6.6	0.0	8.7	8.5	8.5
Housing Revenue Account	11.3	0.0	14.2	13.3	13.1
Companies & other	3.6	0.0	5.1	4.2	4.4
Investment Income	1.8	1.9	1.0	1.9	1.9
<b>Total recharges &amp; income</b>	<b>23.3</b>	<b>1.9</b>	<b>29.0</b>	<b>27.9</b>	<b>27.9</b>
<b>General Fund net interest</b>	<b>3.7</b>	<b>1.5</b>	<b>12.7</b>	<b>9.8</b>	<b>7.7</b>

\*Approved estimate: Treasury Management Strategy Statement (Council 23 Feb 2023, KD5504)

\*\*Q1 revenue forecast update report (Cabinet 13 Sep 2023)

\*\*\* Revised forecast based on current level of activities

## Debt Maturity

37. The Council has 106 loans with some loans reaching maturity (becoming repayable) at up to 50 years with the average currently at 18 years (31 March 2023 : 104 loans with average 23 yrs.). The “maturity profile” shows the distribution of when cash must be repaid to lenders and is composed of all loan products.

38. In 2023/24 the Council must repay to its lenders £104.2m which carries an average interest cost of 2.80% per annum. If this same amount is then replaced at an estimated rate of 4.80% (in line with latest rates offered) the increase in interest cost on a full year basis is estimated at £2m per annum.

39. Table 7 below shows the current maturity structure of the Council’s debt portfolio. The cost of replacing debt is within the prudential indicator for maturity profile. The Council is not significantly exposed to refinancing risk.

Table 7: Debt by maturity

Debt maturity	Loans Outstanding as at 31 March 2023 £m	Loans Outstanding as at 31 August 2023 £m
Under 1 year	104.2	94.4
1-2 Years	31.8	31.8
3-5 years	62.9	62.9
5-10 Years	178.7	182.7
10-15 Years	175.5	182.3
15-20 Years	128.6	132.8
20-25 Years	63.4	63.4
25-30 Years	94.4	94.4
30-35 Years	48.9	48.9
35-40 Years	74.8	74.8
40-45 Years	50.0	50.0
45+ Years	105.0	105.0
<b>Total Debt</b>	<b>1,118.2</b>	<b>1,123.4</b>

## Treasury Investment Activity

40. Total cash balances can vary considerably, predominantly because of the significant peaks and troughs arising from payment profiles of business rate collections, capital expenditure, DWP payments and housing benefit payments.

41. During the year the Council's investment balance has ranged between £36.9m and £96.5m due to timing differences between income and expenditure.

42. The investment position as at 31<sup>st</sup> August 2023 is shown in Table 8 below.

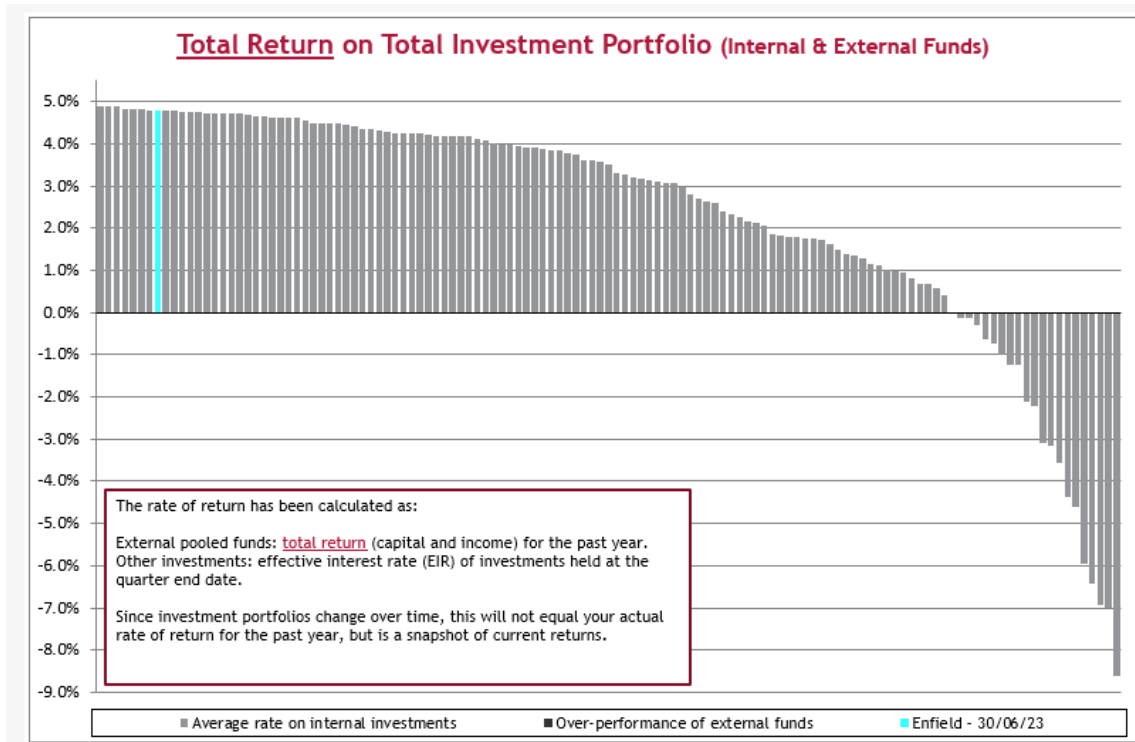
Table 8: Investment summary

<b>Counterparties – all Money Market Funds</b>	<b>31 March 2023 £m</b>	<b>Movement £m</b>	<b>31 August 2023 £m</b>
Deutsche	3.8	(3.8)	0
Federated	0	22.1	22.1
CCLA	25	(25.0)	0
Invesco	0	15.0	15
Aviva Investors	8.1	8.3	16.4
<b>Total Cash Investments</b>	<b>36.9</b>	<b>16.6</b>	<b>53.5</b>

43. The Council expects to generate £1.9m investment income this financial year equating to a 5% return, assuming year to yield will continue to the end of the financial year and cash balances will remain at an average of £40m till the end of the financial year (2022/23 £1.84m investment income, 4.93% yield).

44. On average the Council's cash investment portfolio had a risk weighting equivalent to A+ credit rating. Benchmarking from the Council's Treasury Advisors show the Council to be amongst the best performers in this regard as shown in benchmarking data published by the Council's Treasury advisers at 30<sup>th</sup> June 2023.

Figure 1 – Councils return on investments



Source : Arlingclose Investment Benchmarking as at 30 June 2023

### Investment Benchmarking

45. Table 9 below show the progression of risk and return metrics for the Enfield Investments portfolio compared with other local authorities as extracted from Arlingclose quarterly investment benchmarking as of 30 June 2023:

Table 9: Investment benchmarking

Benchmarking	Credit Score	Credit Rating	Bail-in Exposure	Weighted Average Maturity (days)	Rate of Return %
30.06.2023	4.80	A+	100%	1	4.80%
31.03.2023	5.09	A+	100%	1	4.12%
31.03.2022	4.90	A+	100%	1	0.52%
<b>Similar LA's</b>	<b>4.71</b>	<b>A+</b>	<b>61%</b>	<b>32</b>	<b>2.24%</b>
<b>All LA's</b>	<b>4.71</b>	<b>A+</b>	<b>59%</b>	<b>12</b>	<b>1.59%</b>

Arlingclose Investment Benchmarking 2023/24 as at 30 June 2023

46. Both the CIPFA Code and Government guidance require the Council to invest its funds prudently, and to have regard to the security and liquidity of its treasury investments before seeking the optimum rate of return, or yield. The Council’s objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income.

47. **Credit score and credit rating** measures the credit risk of the Council’s investment portfolio. At the end of the reporting period our investment portfolio has been assigned a credit score of 5.00 based on an average long-term credit rating from Fitch as A+. It is worth noting that this is expected of

our investment portfolio as all the investments are in money market funds with average maturity of 1 day for instant and liquidity/easy access.

48. The credit score of money market funds is calculated from the fund's investments on the previous month end date. As part of Arlingclose investment advice an average credit rating from Fitch, Moody's and Standard & Poor's are converted to a number, for example AAA=1, AA+=2, etc. Higher numbers therefore indicate higher risk.
49. The Council's investment portfolio of £53.5m at 31<sup>st</sup> August 2023 has 100% "bail in" exposure meaning some or all of the investment can be lost in the event Money Market Funds (MMF) fails.
50. Prior to 2013, failed banks were either bailed out by Government or placed into administration, with losses shared amongst most investors.
51. The risk of these losses has been substantially mitigated by the Council placing these investments with six different MMFs, then with each MMF subsequently invested in more than 10 institutions. The Council's investment advisors are comfortable with the Council's investment strategy and risk exposure.

### **Non-Treasury Investments**

52. The definition of investments in CIPFA's revised 2021 Treasury Management Code covers all the financial assets of the Authority as well as other non-financial assets which the Authority holds primarily for financial return. Investments that do not meet the definition of treasury management investments (i.e. management of surplus cash) are categorised as either for service purposes (made explicitly to further service objectives) or for commercial purposes (made primarily for financial return).
53. Investment Guidance issued by the Department for Levelling Up Housing and Communities (DLUHC) also broadens the definition of investments to include all such assets held partially or wholly for financial return.
54. The Authority also held £93.9m of such investments as loans to subsidiaries as set out in table 10 below :



Table 10: Council owned Companies

Council owned Companies	Housing Gateway Ltd £m	Lea Valley Heat Networks Ltd £m
<b>31 March 2022 (nominal)</b>	127.40	15.20
New Borrowing	0.00	19.00
Repaid Borrowing	-0.60	-0.30
<b>Balance at 31 March 2023</b>	<b>126.80</b>	<b>33.90</b>
New advances	0.00	1.60
Repayments	(0.30)	(0.06)
<b>Balance 21<sup>st</sup> Sep 2023</b>	<b>126.5</b>	<b>35.40</b>
Advances – to be drawn	0.00	6.20
Repayments due	(6.30)	(0.12)
<b>Expected position 31 March 2024</b>	<b>120.20</b>	<b>41.50</b>

55. Net loans advanced to the Council's subsidiary companies to date, totalled £1.6m as at 31st August 2023 relating to Lea Valley Heat Networks (LVHN).

56. In accordance with Soft Loan accounting which recognises the sub-market element of the loan advances a proportion of these loans are expected to be classified as investments in subsidiaries.

57. In respect of LVHN the Council will also impair the loans advanced if required to ensure a prudent estimate is assigned to the recoverable amount after taking into account the inherent business risk of the venture. This adjustment has no impact on the Council's useable reserves in accordance with IFRS 9.

58. These investments generated no investment income in 2022/23 and the Council held no investments for commercial purposes.

### Gross to Net Table and Debt Servicing Costs

59. This shows how the total, or "gross", debt and interest of the Council as a whole is divided into its main constituent services (HRA, Meridian Water and Companies) to leave the residue, or "net", debt and interest attributable to the Council's General Fund.

60. It also shows how financial liabilities (PFI and lease obligations) increase and how its investments decrease the Council's overall debt position. Both are shown in the tables below.

61. The Council's net debt increased by £157.8m from £949.8m to £1,107.6m in 2022/23 as shown in Table 11. The capital financing implications of this are recognised in the Council's Medium Term Financial Plan.

Table 11: Gross to Net Debt

Gross to Net table	2022/23 Actual £m	Actual as at 31.08.23 £m	2023/24 Approved estimate (@100% capital programme delivery) £m	2023/24 Revised estimate** £m
<b>Gross borrowing</b>	<b>1,118.20</b>	<b>1,123.40</b>	<b>1,423.2</b>	<b>1,406.3</b>
Companies & Schools	(160.7)	(160.7)	(198.7)	(173.9)
Meridian Water	(374.9)	(374.9)	(422.8)	(406.0)
HRA	(296.8)	(296.8)	(351.2)	(358.5)
<b>General Fund</b>	<b>285.8</b>	<b>291.00</b>	<b>450.5</b>	<b>467.9</b>
<b>Gross Debt to Net Debt :</b>				
Total borrowing	1,118.20	1,123.40	1,423.2	1,406.3
PFI & Finance leases	26.3	26.3	22.1	22.1
<b>Gross Debt</b>	<b>1,144.50</b>	<b>1,149.70</b>	<b>1,445.3</b>	<b>1,428.4</b>
Treasury investments	(36.9)	(53.5)	(35.0)	(35.0)
<b>Net Debt</b>	<b>1,107.60</b>	<b>1,096.20</b>	<b>1,410.3</b>	<b>1,393.4</b>

\* Approved estimate: Treasury Management Strategy Statement (Council 23 Feb 2023, KD5504)

\*\* Revised forecast based on current level of activities

62. The Council's revenue cost of debt servicing for 2022/23 is summarised in Table 12 below. The net interest charge to General Fund was under spent against budget by £2.4m due mainly to lower than expected spend on the capital programme and MRP overspent by £1.4m due mainly to voluntary contributions in respect of Meridian Water.

63. The 2023/24 capital financing budget anticipated a drawdown from reserves in the year 2023/24 of £2.3m. The current forecast is that the drawdown will be below this, at £2.1m.

Table 12 : Debt Servicing Costs

Net interest and MRP cost	2022/23 Actual £m	2023/24 Actual 31.08.23 £m	2023/24 Approved estimate @100% programme delivery* £m	2023/24 Q1 Revenue update** £m	2023/24 Revised estimate*** £m
<u>Interest on borrowing :</u>					
Gross interest payable	27.0	3.3	41.7	37.7	35.6
Meridian Water	(6.6)	0.0	(8.7)	(8.5)	(8.5)
HRA	(11.3)	0.0	(14.2)	(13.3)	(13.1)
Companies	(4.3)	0.0	(4.9)	(4.2)	(4.3)
School and other	0.7	0.0	(0.1)	0.0	(0.1)
Treasury investments	(1.8)	(1.9)	(1.0)	(1.9)	(1.9)
<b>Net interest</b>	<b>3.7</b>	<b>1.4</b>	<b>12.8</b>	<b>9.8</b>	<b>7.7</b>
<b>Budget</b>	<b>6.1</b>	<b>6.1</b>	<b>6.1</b>	<b>6.1</b>	<b>6.1</b>
<b>Interest (Under) over budget</b>	<b>(2.4)</b>	<b>(4.7)</b>	<b>6.7</b>	<b>3.7</b>	<b>1.6</b>
<u>Minimum Revenue Provision (MRP) :</u>					
MRP	18.9	0.0	19.7	21.8	23.0
Budget	17.5	22.5	22.5	22.5	22.5
<b>MRP (Under) over budget</b>	<b>1.4</b>	<b>(22.5)</b>	<b>(2.8)</b>	<b>(0.7)</b>	<b>0.5</b>

\*Approved estimate: Treasury Management Strategy Statement (Council 23 Feb 2023, KD5504)

\*\*Q1 revenue forecast update report (Cabinet 13 Sep 2023)

\*\*\* Revised forecast based on current level of activities

## Debt Restructuring

64. Debt restructuring normally involves prematurely replacing existing debt (at a premium or discount) with new loans to secure net savings in interest payable or a smoother maturity profile. Restructuring can involve the conversion of fixed rate interest loans to variable rate loans and vice versa.

65. No restructuring was done during the year as the new PWLB borrowing rates and premature repayment rates made restructuring unviable. The Council will continue to actively seek opportunities to restructure debt, if viable.

## Treasury Management Indicators - overview

66. The Council was in compliance with all nine indicators used to ensure its activities were within well-defined limits, summarised below:

- **Operational Boundary and Authorised Limit**

Set by Full Council to ensure external debt does not exceed prescribed limits:

**Operational Boundary** is the estimated level of external debt assuming capital expenditure plans are fully implemented and represents that level debt expected assuming no extraordinary or unexpected events e.g. significant additional expenditure to be financed by borrowing or capital receipt or grant failing to materialise.

**Authorised Limit** is the Operational boundary *plus a temporary allowance* to accommodate extraordinary events (such as those above). This level of borrowing is not sustainable and is therefore the maximum beyond which additional borrowing is prohibited.

- **Liability Benchmark**

An estimate of how much debt the Council should be carrying based on external debt and requirements to maintain liquidity and is normally forecast for at least ten years

- **Debt Servicing costs as a proportion of revenue resources**

An assessment of the sustainability of the Council's borrowing commitments in the context of its revenue resources. Three main measures are used including one recently introduced by DLUHC in the context of the Levelling Up and Regeneration Bill (May 2022)

- **Net income from Commercial & Service Investments to Net Revenue Budget –**

Considers the Council's exposure to risk from commercial and service investment income in relation to its overall revenue resources

- **Risk & Liquidity**

A suite of five indicators assessing the risk and liquidity of the Council's borrowing and investment portfolio

## Treasury Management Indicators - results

### Operational Boundary and Authorised Limit

67. The Authorised Limit, set at £1,645.3m for 2023/24, was set as a precaution against the failure to receive a source of income or a major unexpected expenditure. In the unlikely event of this happening, the Council would need to borrow on a temporary basis to cover the shortfall in cash receipts. Any significant breach must be reported to the Council.

68. Officers report that all treasury management activities undertaken during the year complied fully with the CIPFA Code of Practice and the Council's approved Treasury Management Strategy.

69. Compliance with the authorised limit and operational boundary for external debt is demonstrated in table 13 below.

Table 13 : Approved Borrowing Limits

Approved Borrowing Limits 2022/23	31st Aug 2023 £m	Operational Boundary £m	Authorised Limit £m	Complied?
Borrowing (gross)	1,123.4	1,423.2	1,445.3	Yes
PFI and Finance Leases/Headroom	22.1	22.1	200.0	Yes
<b>Total Debt</b>	<b>1,145.50</b>	<b>1,445.3</b>	<b>1,645.3</b>	<b>Yes</b>

70. The Authorised Limit is the ultimate threshold beyond which additional borrowing is prohibited. A temporary breach of the Operational Boundary is not counted as a compliance failure if it is due to variations in cash flow and of a relatively low value.

### Liability benchmark

71. This is basically outstanding debt plus an allowance for liquidity to maintain day to day working capital and is therefore an estimate of how much debt the Council should be carrying. Table 14 shows the 2022/23 position together with estimates for 2023/24.

Table 14: Balance Sheet Summary

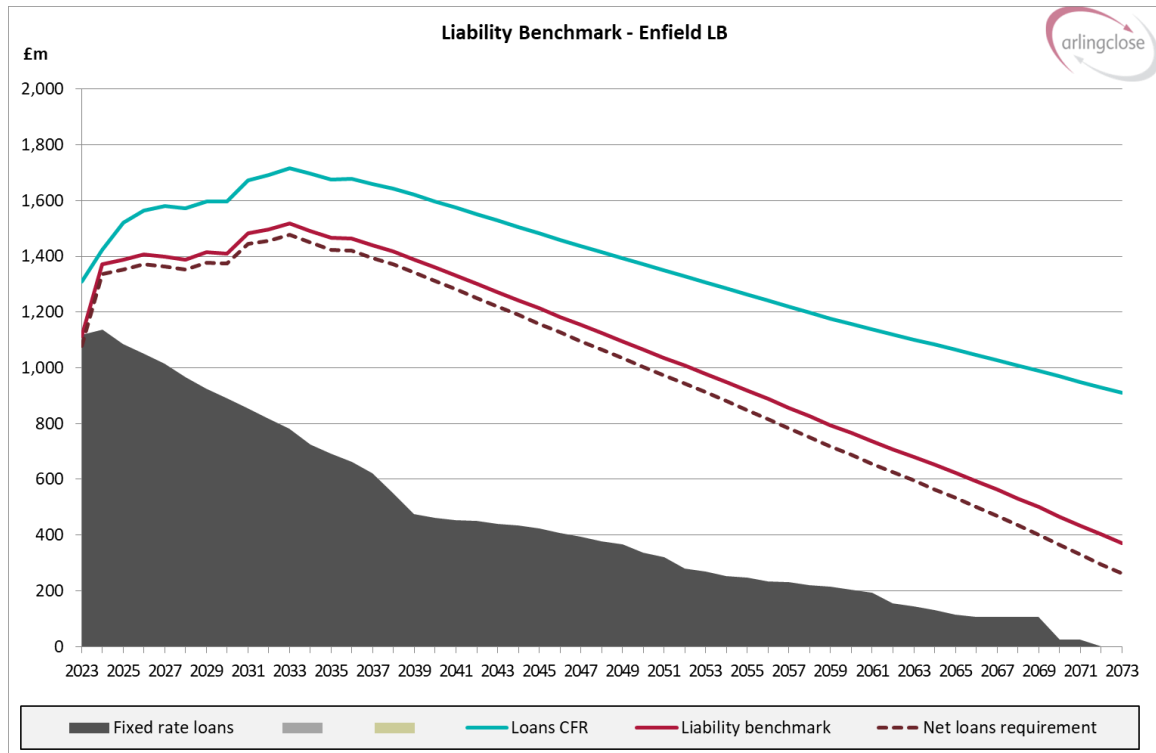
Balance Sheet Summary	Approved estimate 2023/24* £m	Revised forecast 2023/24* £m
<b>Capital Financing Requirement (CFR)</b> : the accumulated capital expenditure to 31 <sup>st</sup> March 2023 for which borrowing <i>would have been required</i> had the Council not used its own cash resources (termed “internal borrowing”) to offset actual borrowing		
General Fund	1,132.9	1,064.4
Housing Revenue Account	351.2	358.5
<b>Borrowing CFR</b>	<b>1,484.1</b>	<b>1,422.9</b>
PFI liability	22.1	22.1
<b>Total CFR</b>	<b>1,506.2</b>	<b>1,445.0</b>
<b>CFR Represented as :</b>		
External Borrowing	1,423.2	1,406.4
Internal Borrowing	83.0	38.6
<b>Total CFR</b>	<b>1,506.2</b>	<b>1,445.0</b>
External borrowing required	1,423.2	1,406.3
Other liabilities	22.1	22.1
<b>Operational boundary</b>	<b>1,445.3</b>	<b>1,428.4</b>
Headroom	200.0	351.6
<b>Authorised Limit</b>	<b>1,645.3</b>	<b>1,780.0</b>
<b>Liability Benchmark</b> : estimate of net borrowing requirement including allowance for liquidity		
Capital Financing Requirement	1,484.1	1,422.9
Less : Balance Sheet resources	(105.8)	(105.8)
Add: Allowance for liquidity	35.0	35.0
<b>Liability benchmark (year end)</b>	<b>1,413.3</b>	<b>1,352.1</b>

\* Approved estimate: Treasury Management Strategy Statement (Council 23 Feb 2023, KD5504)

\*\* Revised forecast based on current level of activities

72. The Chart below illustrates the Council's treasury position on 31 March 2023. It shows the borrowing the Council already has (shaded in grey) does not exceed the borrowing amount required in total (red line). This chart uses data of the capital programme up to 2032 only.

Figure 2 Liability Benchmark



### Debt Servicing costs as a proportion of revenue resources

73. DLUHC, on 4th July 2023, set up the Office for Local Government (“Oflog”), aimed at increasing transparency and identifying Councils “at risk of potential failure”.

74. In the context of the Levelling up and Regeneration Bill (introduced to Parliament 11<sup>th</sup> May 2022, presently in the House of Lords) which makes similar references, three indicators which assess the resilience of the Council’s revenue budgets to contain debt servicing costs have been presented in table 5 below.

- Oflog indicator “Debt Servicing as a proportion of Core Spending Power” (CSP) where CSP measures revenue resources by the funding available for General Fund services comprised mainly of Council tax and specific Government grants.
- Debt servicing costs as a proportion of Net Revenue Budget - introduced by the Treasury Management Strategy Statement 2023/24 (KD 5504) approved by Council 23<sup>rd</sup> February 2023 is referenced as a key indicator of affordability in the Capital Strategy appearing elsewhere on the agenda.
- Ratio of external debt to Net Revenue Budget – introduced by the Treasury Management Strategy Statement 2022/23 (KD 5355) approved by Council 24<sup>th</sup> February 2022, similar to the above Oflog indicator but using Net Revenue Budget which includes a broader span of revenue resources



75. These each assess these criteria differently but taken together generate a corroborative measure of the resilience of the Council's revenue resources which indicates debt and debt financing have been stable across financial years 2021/22 and 2022/23 but are set to increase in 2023/24 based on current approved estimates.

Table 15 : Debt Servicing costs as proportion of Net Revenue Budget

<b>Financing as a proportion of Revenue Resources</b>	<b>2021/22 Outturn Compared to all other London Councils (below)</b>	<b>2022/23 Outturn</b>
Debt Servicing as a proportion of Core Spending Power (Oflog)	9.2%	8.8%
Debt servicing costs as a proportion of Net Revenue Budget	9.0%	8.5%

Estimates for 2023/24 are expected to be between 10% to 12% in line with the Capital Strategy appearing elsewhere on the agenda.

Net income from Commercial & Service Investments to Net Revenue Budget

76. The primary purpose of the Council's investments in Housing Gateway Limited and Lea Valley Heat Networks Limited are the provision of temporary accommodation (a statutory duty) and the provision of sustainable and low-cost energy to the Borough's residents and businesses respectively.

77. Similarly, the Council's share of the Joint Venture at Montagu Industrial Estate is primarily for the economic regeneration of the area which will have wider benefits for residents and businesses within the Borough.

78. No income was generated by these investments in 2022/23 and any future income will be incidental to the provision of services and not driven for pure commercial gain.

79. During 2022/23 net income from the Council's investment properties made up 3.5% of the Net Revenue Budget which is considered neither significant nor a risk and is incidental to the provision of the Council's wider services.

Risk & Liquidity

80. **Security:** The Council has adopted a voluntary measure of its exposure to credit risk by monitoring the value weighted average credit rating and credit score of its investment portfolio. This is calculated by applying a score to each investment (AAA=1, AA+=2, etc.) and taking the arithmetic average, weighted by the size of each investment. Unrated investments are assigned a score based on their perceived risk, summarised in table 16 below.

Table 16: Credit Risk

Credit Risk	31.3.23 Actual	30.06.23 Actual*	2023/24 Target	Complied?
Portfolio average credit rating	A+	A+	A	Yes
Portfolio average credit score	5	5	6	Yes

\*Measure for 30 Sep 2023 not available as at 21 Sep 2023

81. **Liquidity:** The Council has adopted a voluntary measure of its exposure to liquidity risk by monitoring the amount of cash available to meet unexpected payments within a rolling three-month period, without additional borrowing, summarised in table 17 below.

Table 17: Liquidity Risk Indicator

Liquidity Risk	31.3.23 Actual £m	30.06.23 Actual* £m	2023/24 Target £m	Complied?
Total cash available within 3 months	36.9	53.5	35.0	Yes

82. **Interest Rate Exposures:** This indicator is set to control the Council's exposure to interest rate risk. The Council holds no variable interest rate debt however, the Council's Treasury Management Strategy does permit variable interest rate loans.

Table 18: Interest Rate Risk Indicator

Interest Rate Risk	31.3.23 Actual	2023/24 estimate*	2023/24 Limit	Complied?
Upper limit on one-year revenue impact of a 1% <u>rise</u> in interest rates	0.0	0.0	+£4m	Yes
Upper limit on one-year revenue impact of a 1% <u>fall</u> in interest rates	0.0	0.0	-£4m	Yes

\*assuming no variable rate loans, no exposure

83. The Council has £104.2m loans to be repaid in 2023/24 carrying an average interest cost of 2.80%. Assuming these are replaced at the current estimated cost of 4.80% the full years increase in interest cost is estimated at £2m which is within the £4m threshold approved in the Treasury Management Strategy.

84. **Maturity Structure of Borrowing:** This indicator is set to control the Council's exposure to refinancing risk. The upper and lower limits on the maturity structure of all borrowing are summarised in table 19 below.

Table 19: Maturity Structure

Maturity Structure	31.3.23 Actual £m	31.08.23 Actual £m	31.3.23 Actual %	Upper Limit	Lower Limit	Complied?
Under 12 months	104.2	94.4	8.40%	30%	0%	Yes
12 months & within 2 yrs	31.8	31.8	2.83%	35%	0%	Yes
24 months & within 5 yrs	62.9	62.9	5.60%	40%	0%	Yes
5 years and within 10 yrs	178.7	182.7	16.26%	45%	0%	Yes
10 yrs and above	740.6	751.6	66.90%	100%	0%	Yes
<b>Total</b>	<b>1,118.2</b>	<b>1,123.4</b>	<b>100%</b>			

85. Principal Sums Invested for Periods Longer than a year: The purpose of this indicator is to control the Council's exposure to the risk of incurring losses by seeking early repayment of its investments. The limits on the long-term principal sum invested to final maturities beyond the period are set out in table 20 below.

Table 20 : Principals invested over one year

Principal invested over one year	2022/23	2023/24	No fixed date
Actual principal invested beyond 365 days	Nil	Nil	Nil
Limit on principal invested beyond 365 days	£25m	£25m	£0m
Complied?	Yes	Yes	Yes

86. Long-term investments with no fixed maturity date include strategic pooled funds and real estate investment trusts but exclude money market funds and bank accounts with no fixed maturity date as these are considered short-term.

### Minimum Revenue Provision

87. In accordance with the Local Government Act 2003 and revised Guidance issued 2018, the Council is required to pay off an element of the accumulated General Fund capital expenditure, which was funded from borrowing, through an annual revenue charge known as the Minimum Revenue Provision (MRP).

88. The 2023/24 MRP Budget is £22.5m and MRP forecast is £23.0m.

89. The Council's MRP Policy was amended during the reporting financial year and approved by Council at its meeting of 23rd February 2023.

### MRP Consultation and Enfield Council's MRP Policy Review

90. The Department for Levelling Up, Housing and Communities (DLUHC) initiated a consultation on changes to the MRP framework from 30<sup>th</sup> November 2021 to 8<sup>th</sup> February 2022, the results of which have not yet been published but are expected to impact Councils in 2023/24.

91. The two main proposals are expected to increase MRP charges if implemented, as currently worded, as follows:

- **Council owned companies** - Loans made by the Council currently use the loan repayments in lieu of charging MRP. The consultation proposes this is no longer permitted which could significantly increase MRP charges in the short term with capital receipts only taking effect to reduce MRP in the longer term. A mitigation could be the acknowledgement of loan agreements stipulating a repayment trajectory which could have the effect of reducing the MRP charges.
- **Meridian Water** is modelled to be funded initially by borrowing but long term primarily by future capital receipts. If the current proposed wording is not altered to allow self-financing projects, then this may lead to a significant impact to the revenue budget. Although the capital receipts generated by Meridian Water will be used to fund future stages of Meridian Water or other projects upfront, the MRP charge would increase in the medium term.

92. The Council's Annual MRP Statement, published as part of the Treasury Management Strategy Statement, (KD 5504) approved by Council 23rd February 2023, sets out the assumptions to be used in applying MRP from 1st April 2023 including the application of capital receipts and use of voluntary MRP to accelerate debt extinguishment where such opportunities exist.

93. The Council has also commissioned its external Treasury Advisers to review the impact of the consultation once final proposals have been announced by the Government the results of which will be used to update the Capital Strategy appearing elsewhere on the agenda.

### **Financial Implications**

94. This is a noting report which fulfils the requirement to report annually the performance of the Council's treasury management activities. Financial implications are set out in the body of the report.

### **Legal Implications**

95. The Council must adhere to various statutory provisions under the Local Government Finance Act 1992, The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 and The Local Government Act 2003.

96. The Council must set the budget (of which the Capital Programme is part of) in accordance with the provisions of the Local Government Finance Act 1992 and approval of a balanced budget each year is a statutory responsibility of the Council.

97. Sections 25 to 29 of the Local Government Act 2003 impose duties on the Council in relation to how it sets and monitors its budget. These provisions require the Council to make prudent allowance for the risk and uncertainties in its budget and regularly monitor its finances during the year. The legislation leaves discretion to the Council about the allowances to be made and action to be taken.

98. In accordance with the legislative requirements and the Chartered Institute of Public Finance and Accountancy (CIPFA) and Prudential Codes ('the Codes'), this Report follows the recommendations under the Codes and legislation, by monitoring and reporting and detailing the Council's Treasury Management activities. The Report sets out that there has been compliance with the indicators used and that monitoring shows that its activities remain within well-defined limits. Further, it is reported that all Treasury Management activities undertaken during the year complied fully with the CIPFA Code and the Council's approved Treasury Management Strategy.
99. The Executive Director of Resources has responsibility for overseeing the proper administration of the Council's financial affairs, as required by section 151 of the Local Government Act 1972 and is the appropriate officer to advise in relation to these matters.
100. When considering its approach to the Treasury Management matters set out in the Report, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the Public Sector Equality Duty: 'PSED'). This PSED is considered in the section 'Equalities Implications and Equalities Impact Assessment'.

#### **101. Equalities Implications**

102. The Equalities Impact Assessment is attached in Appendix 1. There were no differential impacts identified.

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#### **Appendices**

Equalities Impact Assessment

#### **Background Papers**

The following documents have been relied on in the preparation of this report:

- (i) Treasury Management Strategy Statement 2022/23 (KD5504) approved by Council 23<sup>rd</sup> February 2023
- (ii) Treasury Management Outturn Report 2022/23 (KD5655) approved by Cabinet 13<sup>th</sup> September 2023

## Appendix1 – Equalities Impact Assessment EQUIA

## SECTION 1 – Equality Analysis Details

<b>Title of service activity / policy/ strategy/ budget change/ decision that you are assessing</b>	<b>Treasury Management Mid Year Update 2023/24</b>
<b>Lead officer(s) name(s) and contact details</b>	<b>Olu Ayodele</b>
<b>Team/ Department</b>	<b>Resources – Finance</b>
<b>Executive Director</b>	<b>Fay Hammond</b>
<b>Cabinet Member</b>	<b>Cllr Leaver</b>
<b>Date of EqIA completion</b>	<b>5<sup>th</sup> October 2023</b>

## 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?

Summarises the Council's debt and investment portfolios as at 31 Aug 2023. Attention drawn to interest paid and investment returns earned together with overall levels of debt against established thresholds to ensure Council's financial position remains sustainable.



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

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

**Age**

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

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

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

None

**Mitigating actions to be taken**

Not applicable

**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.

None

**Mitigating actions to be taken**

Not applicable

**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.

None

**Mitigating actions to be taken**

Not applicable

**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**

<b>negative]</b> on people in a marriage or civil partnership?
Please provide evidence to explain why this group may be particularly affected
None
<b>Mitigating actions to be taken</b>
Not applicable
<b>Pregnancy and maternity</b> 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 <b>differential impact [positive or negative]</b> on pregnancy and maternity?
Please provide evidence to explain why this group may be particularly affected
None
<b>Mitigating actions to be taken</b>
Nor applicable

<b>Race</b> 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 <b>differential impact [positive or negative]</b> on people of a certain race?
Please provide evidence to explain why this group may be particularly affected
None
<b>Mitigating actions to be taken</b>
Not applicable

<b>Religion and belief</b> 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 <b>differential impact [positive or negative]</b> on people who follow a religion or belief, including lack of belief?
Please provide evidence to explain why this group may be particularly affected.
None
<b>Mitigating actions to be taken</b>
Not applicable

<p><b>Sex</b> Sex refers to whether you are a man or woman.</p>
<p>Will this change to service/policy/budget have a <b>differential impact [positive or negative]</b> on men or women?</p> <p>Please provide evidence to explain why this group may be particularly affected.</p>
<p>None</p>
<p><b>Mitigating actions to be taken</b></p>
<p>Not applicable</p>

<p><b>Sexual Orientation</b> 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.</p>
<p>Will this change to service/policy/budget have a <b>differential impact [positive or negative]</b> on people with a particular sexual orientation?</p> <p>Please provide evidence to explain why this group may be particularly affected.</p>
<p>None</p>
<p><b>Mitigating actions to be taken</b></p>
<p>Not applicable</p>

<p><b>Socio-economic deprivation</b> 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.</p>
<p>Will this change to service/policy/budget have a <b>differential impact [positive or negative]</b> on people who are socio-economically disadvantaged?</p> <p>Please provide evidence to explain why this group may be particularly affected.</p>
<p>None</p>
<p><b>Mitigating actions to be taken.</b></p>
<p>Not applicable</p>

**SECTION 4 – Monitoring and Review**

<p>How do you intend to monitor and review the effects of this proposal? Not applicable</p> <p>Who will be responsible for assessing the effects of this proposal? Not applicable</p>
<p>The report provides an update on the Council’s level of borrowing and investments and has no impact on any groups with protected characteristics or persons who may attract “differential impact” from any of the proposals in the report.</p>

**SECTION 5 – Action Plan for Mitigating Actions.**

<b>Identified Issue</b>	<b>Action Required</b>	<b>Lead officer</b>	<b>Timescale/By When</b>	<b>Costs</b>	<b>Review Date/Comments</b>
Not applicable					

None required



### London Borough of Enfield

<b>Report Title</b>	2023/24 Period 5 capital budget monitoring
<b>Report to:</b>	Council
<b>Date of Meeting:</b>	22 November 2023
<b>Cabinet Member:</b>	Cllr Tim Leaver, Cabinet Member Finance & Property
<b>Executive Director/Director</b>	Fay Hammond, Executive Director Resources Olga Bennet, Director of Finance (Capital)
<b>Report Authors:</b>	Olu Ayodele – <a href="mailto:Olu.ayodele@enfield.gov.uk">Olu.ayodele@enfield.gov.uk</a> Shirley Haider – <a href="mailto:Shirley.haider@enfield.gov.uk">Shirley.haider@enfield.gov.uk</a>
<b>Ward(s) affected:</b>	All
<b>Key Decision Number</b>	KD5678
<b>Classification:</b>	Part I Public

#### Purpose of the Report

1. This report provides an update on the 2023/24 capital programme. It provides an overview of capital expenditure incurred to date, projected forecast full year outturn and outcomes anticipated from the expenditure. Progress on the HRA's capital programme was reported to October Cabinet.

#### Recommendations



- I. Proposed Cabinet recommendation that Council approves
  - a. The removal of £71.1m budget from the 2023/24 programme, (of which £34.6m was due to be funded by borrowing) (as detailed in Appendix C). This includes projects moved to pipeline.
  - b. The reprofiling of £71.3m budget (including £13.1m for the HRA) from 2023/24 to 2024/25 (as detailed in Appendix B)
  - c. The addition of £17.4m budget as detailed in Appendix D
  
- II. Cabinet noted:
  - a. Full year capital spend of £283.1m is forecast for 2023/24, including £129.9m for the Housing Revenue Account (HRA)
  - b. A £33.7m reduction in the general fund borrowing requirement (and an increase of £10m in HRA borrowing)
  - c. Capital expenditure to Period 5 (31 August) is £42.6m, which is 15.0% of full year forecast
  - d. The largest variances in spend to forecast relate to Meridian Water and Companies loan drawdowns.
  - e. Borrowing funded underspends at year end will not be automatically carried forward into 2024/25
  - f. A separate Companies report will be presented to November Cabinet

## Background and Options

2. The capital programme for 2023/24 has evolved alongside development of the 10-year capital strategy. The capital budget of £408.1m (£379.6m original approved by Council in February 2023, £18.3m adjustment for revised Meridian Water business case and £10.2m unspent budget carried forward) has been reviewed in response to ongoing revenue funding pressures and the increasing cost of debt financing.
3. As part of capital strategy development, EMT has approved the removal of £58.7m borrowing funded budget from the capital programme. These include budgets for phases of capital works that have not yet started (e.g. Digital Services and Montagu) as well as reductions to rolling annual budgets (e.g. Vehicle Replacement Programme). These schemes are now classified as 'pipeline' expenditure – potential spend that will only be added into the capital programme once underlying business cases are approved.

This approach restricts borrowing in the capital programme to projects that are actively underway.

4. A further £12.5m reductions to the programme have been made as capital projects are reviewed and refocussed towards essential works. Appendix C provides further details.
5. Growth in the programme on the Council's core services is comparatively small and is predominantly funded from grant. Appendix D provides further information. There is also up to £12.7m programme growth for Meridian Water, assumed to be funded largely from a reduction in other borrowing and a capital receipt(KD5627).
6. £71.3m budget (including £13.1m for the HRA and £2.0m for Digital Services) is proposed to be reprofiled into later years, subject to Council approval. Appendix B provides further details.
7. These changes have resulted in a Period 5 forecast full year outturn of £283.1m (including £129.9m for the HRA).
8. As at Period 5 capital spend of £41.9m has been incurred, which is 10.2% of the revised budget of £408.1m and 15.0% of Period 5 forecast full year outturn.
9. The most significant variance to both the revised budget and Period 5 forecast outturn relates to Meridian Water. The forecast outturn is £93.5m. Approximately £23m of this forecast is on Meridian One. To date 20 of 119 units have been delivered, with the remaining 99 units expected to complete by March 2024. Whilst actual expenditure to date is comparatively low at £5.3m, significant levels of spend are expected in the second half of the year.

### **Relevance to the Council plans and Strategies**

10. Planned capital spend is informed by the Council's strategic objectives (as detailed in the Council's Corporate Plan).
11. The following paragraphs provide a high-level description of how 2023/24 capital expenditure supports the delivery of the Council's objectives.
12. **More and better homes - £244.8m**
13. A substantial portion of the council's capital programme exists to invest in new or better housing for residents, through Meridian Water, Housing Gateway, and the HRA's refurbishment and new home development programme.
14. **Thriving children and young people - £14.6m**

15. The Council continues to invest in its schools capital programme, to ensure its school buildings are fit for purpose and there are sufficient places to meet demand
16. **Strong, healthy and safe communities - £6.6m**
17. The capital programme includes annual allocations for investment in streets and roads, and also grant funded works to improve the environment for pedestrians and cyclists.
18. **An economy that works for everyone - £9.9m**
19. Continued investment in business critical Council systems including digital services and the Council's civic estate as well as investment in town centre regeneration. The capital programme includes provision for development projects which will provide additional jobs and better environments for local businesses.
20. **Clean and green spaces - £7.2m**
21. Ongoing investment in parks and open spaces

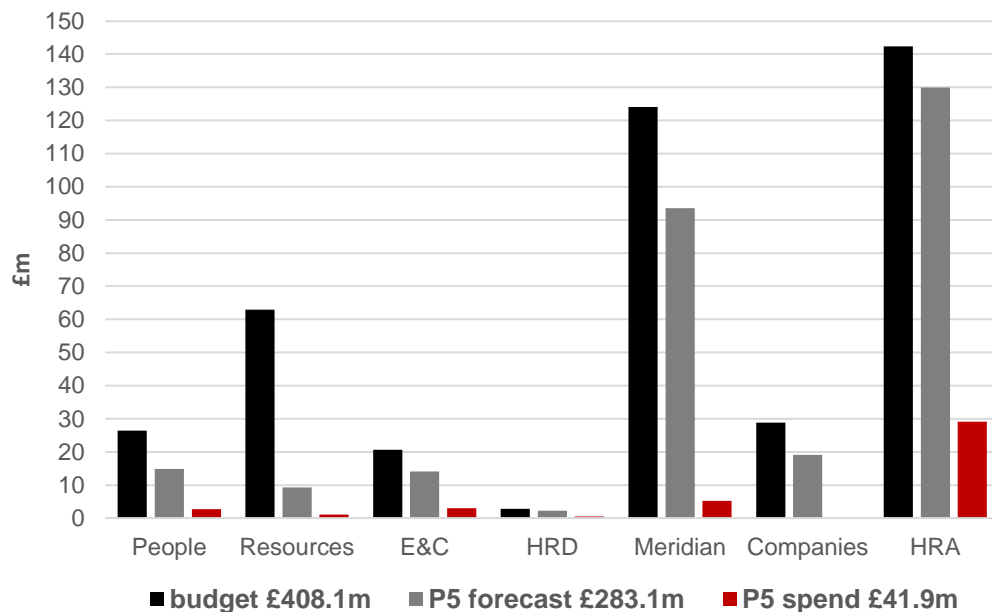
#### **Delivery of the manifesto**

22. The Council has continued to deliver manifesto pledges including:
  - Progress made on delivering new schools streets, with 10 delivered in 2022/23 taking the total to 24 schools streets across the borough. With a further 3 expected to complete in 2023/24.
  - Works to create 10 new wetlands across the borough continues in 2023/24, with progress made across a number of sites
  - Over 50,000 trees have been planted in forest areas and on urban streets.
  - The creation of new café and toilet facilities in all major parks continues with works progressing on a new community hub at Firs farm park, along with progress at other parks across the borough (including boating lake at Broomfield Park).

#### **Capital budget monitoring – Period 5**

23. There have been significant changes to the approved capital budget for 2023/24, arising from development of the 10-year capital strategy and period 5 (P5) capital budget monitoring. Approved capital budget of £408.1m is reduced to £283.1m P5 forecast full year outturn. These changes are detailed fully in Appendix A and include:
  - Removal of £58.7m budget (as approved by EMT) as part of capital strategy development
  - Removal of a further £12.5m budget as projects are reviewed and / or paused or restricted to essential work only

- Request to carry forward £71.3m grant funded budget into 2024/25 (including £37.1m Housing Infrastructure Fund (HIF) grant funding for Meridian Water and £10.9m DfE capital grant for the schools' capital programme, £13.1m for the HRA)
  - Growth of £17.4m (Appendix D)
24. Capital spend to Period 5 is £41.9m, which is 15.0% of Period 5 forecast outturn and 10.2% of capital budget.
25. Figure 1 compares £41.9m spend to date with both budget and Period 5 forecast outturn. The largest variances are within Meridian Water, Companies and the Housing Revenue Account (HRA).



26. Spend to date is comparatively low in comparison with forecast full year outturn. It is important to note, however, that spend to date does not yet include the capitalised costs of staff directly supporting delivery of capital schemes. These will be reviewed to make sure they are compliant with the CIPFA Code of Practice prior to being recognised as capital spend. A further £40m of orders have been placed for capital works that are either already underway or due to start. The pace of spend in the second half of the year is expected to increase as schemes progress, orders are fulfilled, and eligible capital spend (including staff time and Meridian Water capitalised interest) and reviewed and recognised.
27. Where funded from borrowing, unspent budget at year end will not be automatically carried forward into 2024/25. Borrowing funded capital budget will only be carried forward if approved by EMT (and subsequently by Cabinet and Council). This is an important financial control that seeks to ensure that borrowing in the capital programme is robustly managed.
28. Paragraphs 29 to 58 of this report provide commentary on the status of capital projects within the programme, including outcomes anticipated from

the investment. Table 1 summarises (in more detail than Figure 1) spend to date in comparison with budget and Period 5 forecast outturn.

**Table 1 – Period 5 capital spend and forecast outturn by Department**

	Revised budget	Forecast outturn	Forecast Variance to budget	YTD spend	Forecast Variance to budget %
	£m	£m	£m	£m	%
Education	24.8	13.9	-10.8	2.7	-43.7%
Children & Family Services	0.4	0.7	0.3	0.0	65.1%
Adult Social Care	1.3	0.3	-1.0	0.0	-80.0%
<b>People</b>	<b>26.4</b>	<b>14.9</b>	<b>-11.5</b>	<b>2.7</b>	<b>-43.7%</b>
Digital Services	13.5	5.8	-7.7	0.0	-57.3%
Property & Economy	49.5	3.5	-45.9	1.1	-92.9%
<b>Resources</b>	<b>63</b>	<b>9.3</b>	<b>-53.7</b>	<b>1.1</b>	<b>-85.2%</b>
Customer & Communications	0.0	0.0	0.0	0.0	0.0%
Environment & Street scene	8.8	6.2	-2.6	1.9	-29.8%
Leisure, Parks & Culture	3.2	3.1	-0.2	0.4	-5.4%
Journeys & Places	7.7	4.2	-3.5	0.5	-45.3%
Town Centre Regeneration	0.8	0.6	-0.2	0.1	-24.8%
<b>Environment &amp; Communities</b>	<b>20.6</b>	<b>14.1</b>	<b>-6.5</b>	<b>3.0</b>	<b>-31.6%</b>
Housing & Regeneration	2.8	2.3	-0.5	0.5	-17.9%
<b>HDR (exc Meridian)</b>	<b>2.8</b>	<b>2.3</b>	<b>-0.5</b>	<b>0.5</b>	<b>-17.9%</b>
<b>Meridian Water</b>	<b>124.0</b>	<b>93.5</b>	<b>-30.5</b>	<b>5.3</b>	<b>-24.6%</b>
Energetik	17.7	8.9	-8.8	0.0	-49.7%
Housing Gateway Ltd	11.2	10.2	-1.0	0.0	-8.9%
<b>Companies</b>	<b>28.9</b>	<b>19.1</b>	<b>-9.8</b>	<b>0.0</b>	<b>-33.9%</b>
<b>General Fund</b>	<b>265.7</b>	<b>153.2</b>	<b>-112.6</b>	<b>12.7</b>	<b>-42.4%</b>
<b>Housing Revenue Account</b>	<b>142.4</b>	<b>129.9</b>	<b>-12.5</b>	<b>29.2</b>	<b>-8.8%</b>
<b>Total</b>	<b>408.1</b>	<b>283.1</b>	<b>-125.0</b>	<b>41.9</b>	<b>-30.6%</b>

**People – £2.7m Period 5 spend (£26.4m budget, £14.9m P5 forecast)**

29. Schools' capital programme is forecasted to spend £13.9m in 2023/24. Planned spend includes £3.5m on the new 6<sup>th</sup> form building at Winchmore schools (works scheduled to start in September 2023), £4m on remodelling and refurbishing the Swan Centre (works expected to complete early in 2024/25), and £6.5m on replacing windows, heating systems, lighting upgrades, installing new boilers and refurbishments on schools across the borough.
30. All schools have regular inspections and surveys to identify potential structural issues with buildings. Of the 36 school buildings in the borough, to date Reinforced Autoclaved Aerated Concrete (RAAC) has been identified in the changing rooms in 1 school building, and plans are already in place to address this. 11 schools reported no RAAC, 20 schools reported initial survey results suggesting low chance of RAAC issues and 8 schools where further surveys are being arranged.
31. Community Safety services is forecasting £150k spend this year to deliver improved security at various sites across the borough, with new radio links and CCTV cameras and an improved hub at Walbrook House.
32. Capital budget has also been approved for the remodelling of two Borough owned premises for children's homes. Works are expected to start this financial year.
33. Mental health hub grant funded spend of £1m for 2023/24 (with additional budget in 2024/25) is proposed to be reprofiled into 2024/25 pending approval of business case expected later this year.

**Resources – £1.1m Period 5 spend (£63.0m budget, £9.3m P5 forecast)**

34. Build the Change budget for 2023/24 has been revised to £635k (including £70k for Hub 2), focusing on essential works only including snagging and retention costs on the children's and families hub and the fit out of the archive space at Ridge Avenue. All other works at the civic site have been put on hold pending a strategic decision on the future of the site.
35. Montagu industrial redevelopment project is being reviewed, and a revised business case is being prepared. £150k capital budget remains for CPO and consultancy fees for sites the Council is seeking to acquire. The remainder of the approved budget is now moved to 'pipeline.'
36. Corporate Property Investment Programme forecasts £155k spend. These works include to the community kitchen at Albany Park (now completed). The Firs Farm Community Hub works are progressing, with initial focus on securing the appropriate site utilities connections. Works are expected to complete by the end of the financial year.
37. Corporate Condition Programme forecast remains unchanged at £2.1m. This investment will deliver a range of health and safety works, replacement of boilers at various buildings, cess pit replacement improved accessibility at



allotments and buildings, toilet upgrades at parks, and replacement roofs. Whilst the cooling tower upgrade at the Civic Centre is on hold at present, potential additional spend on de-carbonisation works is forecast this year. The overall programme forecast outturn has not therefore been adjusted at this time.

38. Digital Services - original approved budget for 23/24 was £13.5m. EMT has agreed a revised programme budget of £7.8m. Of this revised programme, £2.0m is proposed to be carried forward into 24/25 to complete projects that have started this financial year. The forecast for 23/24 is therefore reduced to £5.8m.
39. End User Computing (EUC – Laptops) & Smart Mobile Device (SMD – Mobile phones and Tablets) £2.3m – this project will include the replace devices that are aging, out of warranty and unable to operate to modern security standards. Transition new SIM's in mobile phones and tablets and have a service support structure for the new devices deployed. The Active directory redesign and Operating systems workstream will ensure that our platforms security and investment in EUC & SMD is aligned to industry standards to remove key security vulnerabilities.
40. Directorate Stand Alone Projects £0.7m – These projects engaged for this investment ensure that the directorate can deliver frontline services to support disadvantaged and vulnerable residents. The investment will also address areas an of end of life product.
41. Asset Management System £0.6m – the new Corporate Asset Management system went live with the Minimum Viable Product in 2023/24, to replace the previous end of life system. This provides a single application to hold Council's assets such as property and supporting documentation. The programme continues into 2023/24 to replace end of life product supporting Strategic Property Services (SPS) and Construction Management & Facilities Management (CMFM).
42. Unified Communication £0.6m – the replacement to the current end of life product to a new contact centre service product that is configure for LBE. The intelligent channels project will introduce and develop modern technological intelligence through the utilisation of Artificial Intelligent (AI), Robotic Process Automation (RPA) and other non-human intervention products in engagement with residents etc.
43. Security, Network Application £0.45m – This investment will enable the council to address an imminent national change, 'Digital Switchover' which will affect the borough with the retirement of the current analogue Public Switched Telephone Network. The investment will also address some aged infrastructure devices and obsolete operating systems.
44. Corporate Programme £0.45m – Projects include digitalisation of environmental services, this will deliver functionality changes on current products under contract to meet the changes in paper-based operations within two services area, street cleansing and Ground maintenance. The

Social reform project will also deliver two additional modules and associated functionality on Operator Lifecycle Management and Liquid Logic.

45. Data £0.4m – This investment enables the delivery of data migration projects and closure of end of life products and support the development of critical reports to enable the council to consider measures to support on a fully informed basis management information.
46. Civica £0.25m – This investment supports the development of new functionality within a system that supports our residents and businesses engagement across Revenues and benefits. This functionality will enable the residents and business to self-serve reducing the need to make calls to the council for help to complete a request.
47. The budget was agreed at Executive Management Team (EMT) on Tuesday 19th September which means that delivery will now engage fully 6 months into the FY2023/24. Any changes or reprofiling will be reported as agreed at EMT.

**Environment & Communities – £3.0m Period 5 spend (£20.6m budget, £14.1m P5 forecast)**

48. Journey & Places are forecasting £4.2m spend to deliver a programme of quieter neighbourhoods, improved cycle routes improved pedestrian routes, cycle parking and 10 new school streets across the conurbation. Budgeted spend of £7.7m included indicative grant estimates which have been revised in line with actual grant award.
49. Town Centre Regeneration will invest £0.6m in our town centre, funded from UK Shared Prosperity Fund grant, s106 contributions, CIL and borrowing. A further £0.8m grant funding has been secured for 2024/25 allowing works to continue across 5 town centres in Enfield without recourse to additional borrowing.
50. Flood alleviation expected to spend £1.6m on developing new wetlands, and woodlands in the north of the borough, installing new and upgrading existing pathways across public green land and improving signage to allow improved accessibility. Natural flood management measures will also be introduced across these areas. Flood alleviation works rely significantly on external grant funding, s106 contributions and community infrastructure levy (CIL). The programme will further evolve through the year should additional grant be awarded to allow for further works to be progressed. All growth in the programme will be funded from non-borrowing sources.
51. £1.1m will be spent on parks, playgrounds and verges. £320k to be spend on planting new urban trees, and repairs and improvements to highway verges and shrub beds. £0.55m will be spent on improving parks and playground infrastructure across the borough and a further £0.2m is planned to improve Broomfield Park boating lake (funded from £154k s106 contributions).

52. Sloeman's farm natural burial ground - £330k spend is planned this year, to be funded from income from soil importation. The Council is in the process of procuring a main contractor for site works and the contract is expected to be awarded by the end of the year. The contract will require the contractor to reimburse the Council each year for its share of income from soil importation. This income is expected to cover the costs of capital expenditure each year.
53. The Council expects to spend £4.5m on highways & street scene services, including £4.3m on highways repairs, footpaths and structural works to bridges and £0.2m grant funded spend on the installation of highways fibre ducting (with a further £0.8m grant funded spend planned in 2024/25). In addition the Council will invest £0.3m of grant funding in improving traffic and transportation measures across the conurbation (including traffic calming and bus priority improvements).
54. Waste management will see investment of £1.0m in the Council's fleet replacement programme, £0.25m in the expansion of the Council's fleet workshop and £0.1m on the provision of replacement wheeled bins to residents.
55. Customer & communications is forecast to spend £20k across the libraries and community hubs funded by £15k of CIL and £5k of borrowing. Health and safety upgrade at ordnance unity centre library. £5k on the final parts of transformation project at Enfield library where certain parts of the building are being refurbished.

**Housing, Regeneration & Development – £0.5m Period 5 spend (£2.8m budget, £2.3m P5 forecast)**

56. Planned spend consists of £2.7m grant funded expenditure on property adaptations for disabled residents to enable more people to live independently in their own homes. There are currently 146 cases in the pipeline to be allocated with 82 that are progressing to completion this year.

**Meridian Water – £5.3m Period 5 spend (£124.0m budget, £93.5m P5 forecast)**

57. Key outcomes / progress are listed below:
- **Meridian One** – Forecast spend for the financial year is £22.5m. So far 20 of 119 units have been delivered. The remaining 99 units are expected to be completed by March 2024.
  - **HIF SIW** – Programmed works for the year were originally c£67m. Works are now forecasted to be in the region of £31m. Vinci Taylor Woodrow are currently onsite undertaking strategic infrastructure works.
  - **Debt costs** – Capitalised interest costs are expected to be in the region of £8.5m this fiscal year.
  - **Scheme-wide Expenditure** - £2m has been allocated for demolition works. These works may not meet the funding conditions of HIF; however, options are being explored.

- **CPO/Land acquisition** - £1.4m has been set aside for land acquisition. Negotiations are ongoing but expected to be concluded before end of the fiscal year.
- **Capital Receipts** - There is £4.8m notional capital receipts in relation to a land swap. This has been included in the accounts for the purposes of VAT and consideration.
- **Salary** - Salary recharges are expected to be c£2.2m.

**Companies – £0m Period 5 loan drawdown (£28.9m budget, £19.1m P5 forecast)**

58. The Companies position is reported separately. On 1 September (Period 6) Energetik drew down £1.6m of loans.

**Capital programme – Period 5 forecast outturn financing**

59. Capital financing originally budgeted is shown in Table 2a below. Capital financing forecast for 2023/24 is summarised in Table 2b, followed by individual tables providing additional information on each source of financing.

**Table 2a – capital financing budget 2023/24**

	<b>General Fund</b>	<b>Meridian Water</b>	<b>Companies</b>	<b>HRA</b>	<b>Total</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Capital grants	37.4	67.7	0.1	47.1	152.2
S106	0.7				0.7
CIL	1.7				1.7
Capital receipts (inc RTB)	32.5			27.7	60.1
Major Repairs Reserve				12.3	12.3
Earmarked Reserves	0.1			3.6	3.6
<b>Non-borrowing</b>	<b>72.4</b>	<b>67.7</b>	<b>0.1</b>	<b>90.6</b>	<b>230.8</b>
<b>Borrowing</b>	<b>40.4</b>	<b>56.4</b>	<b>28.8</b>	<b>51.7</b>	<b>177.3</b>
<b>capital financing</b>	<b>112.8</b>	<b>124.0</b>	<b>28.9</b>	<b>142.4</b>	<b>408.1</b>

**Table 2b – capital financing Period 5 forecast outturn for 2023/24**

	<b>General Fund</b>	<b>Meridian Water</b>	<b>Companies</b>	<b>HRA</b>	<b>Total</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Capital grants	20.6	30.6	2.1	18.3	71.8
S106	1.8				1.8
CIL	0.5				0.5
Capital receipts	0.3	5.2		14.9	20.4
Right to Buy receipts				10.7	10.7
Major Repairs Reserve				11.0	11.0
Earmarked Reserves				13.3	13.3
<b>Non-borrowing</b>	<b>23.3</b>	<b>35.8</b>	<b>2.1</b>	<b>68.2</b>	<b>129.5</b>
<b>Borrowing</b>	<b>17.3</b>	<b>57.7</b>	<b>17.0</b>	<b>61.7</b>	<b>153.6</b>
<b>capital financing</b>	<b>40.6</b>	<b>93.5</b>	<b>19.1</b>	<b>129.9</b>	<b>283.1</b>

**Borrowing - £153.6m Period 5 forecast outturn (£177.3m budget)**

	<b>budget</b>	<b>P5 forecast</b>	<b>variance</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Resources	30.8	9.3	(21.5)
People	0.4	0.7	0.3
Environment & Communities	9.2	7.2	(2.0)
Meridian Water	56.4	57.7	1.3
Companies	28.8	17.0	(11.8)
<b>General Fund</b>	<b>125.6</b>	<b>91.9</b>	<b>(33.7)</b>
HRA	51.7	61.7	10.0
	<b>177.3</b>	<b>153.6</b>	<b>(23.7)</b>

60. As part of development of a financially affordable and sustainable 10 year capital strategy, the Council has been proactive in managing the level of new borrowing it needs to take out in 2023/24. EMT has approved the removal of £58.7m budget from the capital programme, funded from £26.5m borrowing and £32.2m future capital receipts.
61. Resources EMT approved reductions in borrowing include £5.7m from Digital Services, £3.0m from Build the Change, £10.0m from Montagu (all moved to the pipeline). A further £2.0m digital services borrowing funded budget is proposed to be refiled into 2024/25 and £0.9m reduction in Build the Change borrowing as the programme is reduced to essential works only.
62. People increase of £0.3m in borrowing is the first phase of property modification and refurbishment works for delivery of new Children's Homes in Enfield.
63. Environment & Communities reduction in borrowing includes EMT approved reductions of £1.4m in fleet replacement and £0.2m in flood alleviation

budgets. A further reduction of £0.2m in borrowing for parks, playgrounds and verges because of the use of s106 contributions to part fund Broomfield Park boating lake works.

64. Meridian Water changes in borrowing is the result of a reduction in overall programme spend of £6.2m (including £4.4m land acquisition) and assumed use of £5.2m capital receipts. These borrowing reductions are offset by borrowing funded growth of £12.7m in period 5 (KD5627).
65. Companies – see separate Companies report

**Grant funded capital expenditure - £71.8m Period 5 2023/24 forecast  
outturn (£152.2m budget)**

	<b>Budget</b>	<b>P5 forecast</b>	<b>Variance</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
People	26.0	13.9	(12.1)
Environment & Communities	8.6	5.5	(3.1)
Housing, Regeneration & Development	2.8	2.3	(0.5)
Meridian Water	67.7	30.6	(37.1)
Companies	0.1	2.1	2.0
HRA	47.1	18.3	(28.8)
	<b>152.2</b>	<b>71.8</b>	<b>(80.4)</b>

66. People – the use of schools related grant to fund 2023/24 capital spend is reduced in line with reprofiling of planned spend in the children’s programme.
67. Environment & Communities grant reduction reflects removal of indicative grant funding allocations used for budget setting purposes from the capital programme.
68. Housing, Regeneration & Development – reprofiling of £0.5m Disabled Facilities Grant into 2024/25.
69. Companies – grant funded growth for Housing Gateway Ltd homes acquisitions (see Companies report)

**2023/24 Capital expenditure funded by S106 contributions - £1.8m Period 5  
forecast outturn (£0.7m budget)**

	<b>budget</b>	<b>P5 forecast</b>	<b>Variance</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
People	0.0	1.3	1.3
Environment & Communities	0.7	0.5	(0.2)
	<b>0.7</b>	<b>1.8</b>	<b>1.2</b>

70. People – the Council expects to utilise £1.3m of schools related s106 contributions to fund investment in Winchmore School.



71. Environment & Communities - £0.4k of s106 contributions initially assumed would be required to fund the Journeys & Places programme this year is no longer required. A new s106 allocation of £0.2m has been approved for Broomfield Park boating lake.

**2023/24 Capital expenditure funded by Community Infrastructure Levy (CIL)  
- £0.5m Period 5 forecast outturn (£1.7m budget)**

	<b>Budget</b>	<b>P5 forecast</b>	<b>Variance</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Environment & Communities	1.7	0.5	(1.2)
	<b>1.7</b>	<b>0.5</b>	<b>(1.2)</b>

72. CIL allocation to Journeys & Places is no longer required to fund planned spend in 2023/24.

**2023/24 Capital expenditure funded by revenue reserves - £0.0m Period 5  
forecast outturn (£0.1m budget)**

	<b>Budget</b>	<b>P5 forecast</b>	<b>variance</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Environment & Communities	0.1	0.0	(0.1)
	<b>0.1</b>	<b>0.0</b>	<b>(0.1)</b>

73. Budget originally assumed the use of £0.1m from the North London Waste Authorities rebate would be used to fund replacement wheeled bins. This has now been removed until such time as funding is confirmed.

**2023/24 Capital expenditure funded by capital receipts – £31.1m Period 5  
forecast outturn (£60.1m budget)**

	<b>budget</b>	<b>P5 forecast</b>	<b>Variance</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Resources	32.2	0.0	(32.2)
Environment & Communities	0.3	0.3	0.0
Meridian Water	0.0	5.2	5.2
HRA	27.6	25.6	(2.0)
	<b>60.1</b>	<b>31.1</b>	<b>(29.0)</b>

74. Resources – the £32.2m outline budget relating to recycling capital related to Montagu to fund future Montagu phases has been removed as the project is reviewed in response to the changes in the economic environment. This scheme has now been moved to 'pipeline.'
75. Environment & Communities use of capital receipts is soil importation income to fund development of Sloeman's Farm. Contract is expected to be awarded by the end of the financial year.

## **Financial implications**

76. Financial implications are contained within the body of this report.

## **Legal implications**

77. The Council must adhere to various statutory provisions under the Local Government Finance Act 1992, The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 and The Local Government Act 2003.
78. The Council must set the budget (of which the Capital Programme is part of) in accordance with the provisions of the Local Government Finance Act 1992 and approval of a balanced budget each year is a statutory responsibility of the Council.
79. Sections 25 to 29 of the Local Government Act 2003 impose duties on the Council in relation to how it sets and monitors its budget. These provisions require the Council to make prudent allowance for the risk and uncertainties in its budget and regularly monitor its finances during the year. The legislation leaves discretion to the Council about the allowances to be made and action to be taken.
80. Where a service is provided pursuant to a statutory duty, it would not be lawful to fail to discharge it properly or abandon it, and where there is discretion as to how it is to be discharged, that discretion should be exercised reasonably
81. The Council shall ensure that all of its capital expenditure, investments and borrowing decisions are prudent and sustainable. In doing so it will take into account its arrangements for the repayment of debt and consideration of risk, and the impact and potential impact on the Council's overall fiscal sustainability. The Prudential Code, referred to, in this Report, requires authorities to look at capital expenditure plans, investments and debt in the light of overall organisational strategy and resources and ensure that decisions are being made with sufficient regard to the long-run financing implications and potential risks to the Council. To demonstrate that local authorities have fulfilled these objectives, the Prudential Code sets out the indicators that must be used, and the factors that must be taken into account.
82. The Council has a statutory duty to arrange for the proper administration of its financial affairs and a fiduciary duty to taxpayers with regards to its use of and accounting for public monies.
83. This Report sets out that by adopting and adhering to legislative provisions and Industry Codes (CIPFA and Prudential) the Council continues to monitor the Council's Capital Strategy Programme. This Period 5, recommends a significantly reduced budget as set out in this monitoring Report, and maintains that this will still continue the Council's commitment to the development and delivery of a 10-year financially sustainable and affordable Capital Management Strategy without significantly impacting on

delivery of the key ambitions and commitments underpinning the original approved Capital Management Programme and Strategy.

### **Equalities Implications**

84. There are no adverse equality implications arising from this report .

### **HR and Workforce Implications**

85. Not relevant to this report.

### **Environmental and Climate Change Implications**

86. The Council continues to consider environmental and climate change implications in the design and delivery of its capital programme and capital strategy.

### **Public Health implications**

87. Through investment in capital building and maintenance, the Council influences the built environment within Enfield significantly. The built environment in turn influences how residents interact with their environment; for example, during active travel or accessing facilities. Ensuring that our capital buildings are maintained, fit for purpose, and wellbeing considerations are taken in terms of their use, how they promote residents' wellbeing is key to contributing positively towards the public's health. Additionally, ensuring that all buildings have minimal environmental impact also contributes towards enhancing resident's wellbeing.

88. The Council has taken steps to understand the risks around the use of RAAC in school buildings, the implications of which are included in this report.

### **Property Implications**

89. All property implications have been considered where relevant in the report. The Council continues to take a strategic approach to management of the civic estate. Where relevant, capital spend on building related improvements has been paused until strategic decisions are made on the use of buildings.

### **Safeguarding Implications**

90. Not relevant to this report.

### **Crime and Disorder Implications**

91. Not relevant to this report.

## Conclusions

92. The forecast capital programme for 2023/24 at Period 5, which is significantly reduced from budget, demonstrates the Council's commitment to the development and delivery of a 10-year financially sustainable and affordable capital strategy. The reduced programme for 2023/24 assumes £33.7m less General Fund borrowing this year than budgeted. This will have a positive impact on future years' minimum revenue provision budget requirement and current year interest budget.
93. The Council has been able to make these strategic programme reductions without significantly impacting on delivery of the key ambitions and commitments underpinning the original approved capital programme.
94. Year to date spend represents 15.0% of period 5 forecast outturn. The key underspend to forecast is within the Meridian Water programme and profile of Companies loan drawdowns (for Housing Gateway Ltd and Energetik).
95. Members are also asked to note that actual spend to date excludes capitalised staff costs (recharges from revenue to be reviewed, approved and posted), material transactions only processed at year end (for example Meridian Water capitalised interest) and orders placed but not yet invoiced (£40.4m at Period 5).

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## Appendices

Further detailed analysis of the Period 5 capital programme is included in the Appendices to this report:

Appendix A	Period 5 forecast full year outturn – changes to budget
Appendix B	Proposed reprofiling of budgets to 2024/25
Appendix C	Proposed reductions to capital budget
Appendix D	Growth in capital budget
Appendix E	Forecast capital programme outturn and funding by corporate objective

## Appendix A - Period 5 forecast full year outturn changes to budget (by Programme)

	budget	P5 forecast outturn	Forecast outturn variance to budget	Of which budget carried forward to 2024/25	Of which budget growth in 2023/24	Of which budget reduction in 2023/24	Forecast outturn variance to budget	Spend to date (at Period 5)
	£m	£m	£m	£m	£m	£m	£m	£m
Digital Services	13.5	5.8	(7.7)	(2.0)	0.0	(5.7)	(7.7)	0.0
Corporate Condition Programme	2.1	2.1	0.0	0.0	0.0	0.0	0.0	0.4
Corporate Property Investment	0.2	0.2	0.0	0.0	0.0	0.0	0.0	0.1
Electric Quarter CPO	0.5	0.5	0.0	0.0	0.0	0.0	0.0	0.5
Build the Change	4.5	0.6	(3.9)	0.0	0.0	(3.9)	(3.9)	0.1
Montagu	42.2	0.2	(42.0)	0.0	0.0	(42.0)	(42.0)	0.0
<b>Resources</b>	<b>63.0</b>	<b>9.3</b>	<b>(53.7)</b>	<b>(2.0)</b>	<b>0.0</b>	<b>(51.7)</b>	<b>(53.7)</b>	<b>1.1</b>
Schools programme	24.8	13.9	(10.9)	(10.9)	0.1	0.0	(10.9)	2.7
Extensions to Foster Carers' Homes	0.3	0.3	0.0	0.0	0.0	0.0	0.0	0.0
Enfield Children's Homes	0.0	0.3	0.3	0.0	1.3	(1.0)	0.3	0.0
Community Safety	0.1	0.1	0.0	0.0	0.0	0.0	0.0	0.0
Mental Health Hub	1.3	0.3	(1.0)	(1.0)	0.0	0.0	(1.0)	0.0
<b>People</b>	<b>26.4</b>	<b>14.9</b>	<b>(11.5)</b>	<b>(11.9)</b>	<b>1.4</b>	<b>(1.0)</b>	<b>(11.5)</b>	<b>2.7</b>
Libraries & Community Hubs	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Vehicle Workshop	0.3	0.3	0.0	0.0	0.0	0.0	0.0	0.0
Traffic & Transportation	0.7	0.3	(0.4)	0.0	0.3	(0.7)	(0.4)	0.0
Vehicle Replacement Programme	2.4	1.0	(1.4)	0.0	0.0	(1.4)	(1.4)	0.8
Waste & Recycling Collections	0.1	0.1	0.0	0.0	0.0	0.0	0.0	0.1
Highways & Street Scene	4.3	4.3	0.0	0.0	0.0	0.0	0.0	1.0
Highways Fibre Ducting	1.0	0.2	(0.8)	(0.8)	0.0	0.0	(0.8)	0.0
Sloemans Farm	0.3	0.3	0.0	0.0	0.0	0.0	0.0	0.0

Appendix A - Period 5 forecast full year outturn changes to budget (by Programme)

	budget	P5 forecast outturn	Forecast outturn variance to budget	Of which budget carried forward to 2024/25	Of which budget growth in 2023/24	Of which budget reduction in 2023/24	Forecast outturn variance to budget	Spend to date (at Period 5)
	£m	£m	£m	£m	£m	£m	£m	£m
Flood Alleviation	1.8	1.6	(0.2)	0.0	0.0	(0.2)	(0.2)	0.3
Parks, Playgrounds & Verges	1.1	1.1	0.0	0.0	0.0	0.0	0.0	0.1
Journeys & Places	7.7	4.2	(3.5)	(0.3)	0.3	(3.5)	(3.5)	0.5
Town Centre Regeneration	0.8	0.6	(0.2)	0.0	0.0	(0.2)	(0.2)	0.1
<b>Environment &amp; Communities</b>	<b>19.0</b>	<b>14.1</b>	<b>(4.9)</b>	<b>(1.1)</b>	<b>0.7</b>	<b>(6.1)</b>	<b>(4.9)</b>	<b>3.0</b>
Housing Adaptations & Assistance (DFG)	2.8	2.3	(0.5)	(0.5)	0.0	0.0	(0.5)	0.5
<b>Housing, Regeneration &amp; Development</b>	<b>2.8</b>	<b>2.3</b>	<b>(0.5)</b>	<b>(0.5)</b>	<b>0.0</b>	<b>0.0</b>	<b>(0.5)</b>	<b>0.5</b>
Meridian Water non-HIF	56.4	62.9	6.5	0.0	12.7	(6.2)	6.5	5.2
Meridian Water HIF	67.7	30.6	(37.1)	(37.1)	0.0	0.0	(37.2)	0.1
<b>Meridian Water</b>	<b>124.0</b>	<b>93.5</b>	<b>(30.7)</b>	<b>(37.1)</b>	<b>12.7</b>	<b>(6.2)</b>	<b>(30.7)</b>	<b>5.3</b>
Energetik	17.7	8.9	(8.8)	(2.6)	0.0	(6.2)	(8.8)	0.0
Housing Gateway Ltd	11.2	10.2	(1.0)	(3.0)	2.0	0.0	(1.0)	0.0
<b>Companies</b>	<b>28.9</b>	<b>19.1</b>	<b>(9.8)</b>	<b>(5.6)</b>	<b>2.0</b>	<b>(6.2)</b>	<b>(9.8)</b>	<b>0.0</b>
<b>General Fund</b>	<b>265.7</b>	<b>153.2</b>	<b>(112.5)</b>	<b>(58.2)</b>	<b>16.8</b>	<b>(71.2)</b>	<b>(112.5)</b>	<b>12.7</b>
<b>Housing Revenue Account</b>	<b>142.4</b>	<b>129.9</b>	<b>(12.5)</b>	<b>(13.1)</b>	<b>0.6</b>	<b>0.0</b>	<b>(12.5)</b>	<b>29.2</b>
<b>capital programme</b>	<b>408.1</b>	<b>283.1</b>	<b>(125.0)</b>	<b>(71.3)</b>	<b>17.4</b>	<b>(71.2)</b>	<b>(125.0)</b>	<b>41.9</b>



**Appendix B – proposed carry forward of budget into 2024/25 (subject to Council approval)**

	Budget carried forward funded from borrowing	Budget carried forward funded from grants, s106, etc	Accelerated spend budget brought forward	Total
	£m	£m	£m	£m
Digital Services	2.0			2.0
<b>Resources</b>	<b>2.0</b>	<b>0.0</b>	<b>0.0</b>	<b>2.0</b>
Schools programme		10.9		10.9
Mental health hub		1.0		1.0
<b>People</b>	<b>0.0</b>	<b>11.9</b>	<b>0.0</b>	<b>11.9</b>
Highways & Street Scene		0.8		0.8
Journeys & Places		0.3		0.3
<b>Environment &amp; Communities</b>	<b>0.0</b>	<b>1.1</b>	<b>0.0</b>	<b>1.1</b>
Housing Adaptations & Assistance (DFG)		0.5		0.5
<b>Housing, Regeneration &amp; Development</b>	<b>0.0</b>	<b>0.5</b>	<b>0.0</b>	<b>0.5</b>
Meridian Water HIF		37.1		37.1
<b>Meridian Water</b>	<b>0.0</b>	<b>37.1</b>	<b>0.0</b>	<b>37.1</b>
Housing Gateway Ltd	3.0			3.0
Energetik	2.6			2.6
<b>Companies</b>	<b>5.6</b>	<b>0.0</b>	<b>0.0</b>	<b>5.6</b>
<b>General Fund</b>	<b>7.6</b>	<b>53.2</b>	<b>0.0</b>	<b>55.2</b>
<b>Housing Revenue Account</b>	<b>0.0</b>	<b>13.1</b>	<b>0.0</b>	<b>13.1</b>
<b>Capital programme budget reprofiled to 2024/25</b>	<b>7.6</b>	<b>63.7</b>	<b>0.0</b>	<b>71.3</b>

### Appendix C – proposed reductions to 2023/24 capital programme (subject to Council approval)

Department	Programme	£m	funding source	Description
Resources	Digital Services	5.7	borrowing	Budget moved to pipeline
Resources	Build the Change	3.0	Borrowing	Budget moved to pipeline
Resources	Montagu Industrial Estate	42.0	Capital receipts and £10m borrowing	Budget moved to pipeline, with the exception of £150k budget reinstated for essential works
People	Extensions to foster carers homes	0.0	Borrowing	Budget initially removed but reinstated for 23/24
E&C	Vehicle replacement programme	1.4	Borrowing	EMT approved reduction to rolling programme
E&C	Expansion of fleet workshops	0.0	Borrowing	Budget initially moved to pipeline but subsequently reinstated
E&C	Flood alleviation	0.2	Borrowing	EMT approved reduction to rolling programme
Companies	Energetik	6.2	Borrowing	Budget moved to pipeline
<b>Decisions as part of the development of the Capital Strategy</b>		<b>58.7</b>		
People	Enfield Children's Homes	1.0	borrowing	Revision to recognise nil acquisition costs
Resources	Build the Change	0.9	borrowing	Budget reduced to essential works only
HRD	Meridian Water	6.2	borrowing	Revised position approved by Meridian Water Board
E&C	Journeys & Places	3.5	grant	Removal of indicative budget allocation
E&C	Traffic & Transportation	0.7	grant	Removal of indicative budget allocation
E&C	Town Centre Regeneration	0.2	Grant	Funding transferred to Journeys & Places
<b>Changes to programmes</b>		<b>12.4</b>		
<b>Capital programme reductions</b>		<b>71.1</b>		

## Appendix D – growth to 2023/24 capital programme

Department	Programme	£m	funding source	Description
People	Enfield Children's Homes	1.3	borrowing	KD5568
People	Raglan Infants School - boiler	0.1	grant	New grant funded scheme
E & C	Traffic & Transportation	0.3	grant	Budget alignment with grant funding
HRD	Journeys & Places	0.2	grant	New schemes (funding transferred from Town Centre Regeneration)
HRA	OPE Self-Custom Build Project	0.7	grant	Operational decision
Meridian Water	Parcel 10	12.7	borrowing	KD5627 note that this is largely offset by £6.2m borrowing reduction in 2023/24 (Appendix B) and a 2023/24 capital receipts assumption of £5.2m (table 2b)
Companies	Housing Gateway Ltd	2.0	grant	New grant for homes acquisition
<b>Capital programme growth</b>		<b>17.4</b>		

**Appendix E - 2023/24 forecast capital programme outturn and financing by corporate objective**

	forecast outturn financing							YTD spend £m
	forecast outturn £m	grants £m	s106 & CIL £m	capital receipts £m	HRA RTB £m	HRA reserves £m	Borrowing £m	
Journeys & Places	4.2	3.8	0.4				0.1	0.5
Flood alleviation	1.6	1.0	0.4				0.2	0.3
Sloemans Farm	0.3			0.3			0.0	0.0
Parks, playgrounds & verges	1.1		0.2				0.9	0.1
<b>Clean and green spaces</b>	<b>7.2</b>	<b>4.8</b>	<b>1.0</b>	<b>0.3</b>			<b>1.2</b>	<b>0.9</b>
Community hubs	0.0						0.0	0.0
Community safety	0.2						0.2	0.0
Mental health and wellbeing centre	0.3	0.3					0.0	0.0
Highways & street scene	4.3						4.3	1.0
Highways fibre ducting	0.2	0.2					0.0	0.0
Traffic & Transportation	0.3	0.3					0.0	0.0
Vehicle replacement programme	1.0						1.0	0.8
Vehicle workshop	0.3						0.3	0.0
<b>Strong, healthy and safe communities</b>	<b>6.6</b>	<b>0.8</b>					<b>5.8</b>	<b>1.8</b>
Schools maintenance	5.4	5.4	0.0				0.0	1.8
Schools maintenance - fire safety	0.3	0.3	0.0				0.0	0.0
Strategic schools places programme	8.3	7.0	1.3				0.0	0.8
Enfield children's homes	0.3						0.3	0.0
Extensions to foster carers' homes	0.3						0.3	0.0

Appendix E - 2023/24 forecast capital programme outturn and financing by corporate objective

	forecast outturn financing							YTD spend
	forecast outturn	grants	s106 & CIL	capital receipts	HRA RTB	HRA reserves	Borrowing	
	£m	£m	£m	£m	£m	£m	£m	£m
<b>Thriving children and young people</b>	<b>14.6</b>	<b>12.7</b>	<b>1.3</b>				<b>0.6</b>	<b>2.6</b>
Build the Change	0.6						0.6	0.1
Corporate condition programme	2.1						2.1	0.4
Corporate property investment programme	0.2						0.2	0.0
Electric Quarter	0.5						0.5	0.6
Genotin Road	0.0						0.0	0.0
IT Investment	5.8						5.8	0.0
Montagu Industrial Estate	0.1						0.1	0.0
Town Centre Regeneration	0.6	0.2	0.1				0.3	0.1
Replacement wheeled bins	0.1						0.1	0.1
Libraries	0.0	0.0					0.0	0.0
<b>An economy that works for everyone</b>	<b>9.9</b>	<b>0.2</b>	<b>0.1</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>9.6</b>	<b>1.3</b>
Housing & Regeneration	2.3	2.3						0.5
Meridian Water	93.5	30.6		5.2			57.7	5.3
Energetik	8.9	0.1					8.8	0.0
Housing Gateway Ltd	10.2	2.0					8.2	0.0
Housing Revenue Account	129.9	18.3		14.9	10.7	24.3	61.7	29.2
<b>More and better homes</b>	<b>244.8</b>	<b>53.3</b>	<b>0.0</b>	<b>20.1</b>	<b>10.7</b>	<b>24.3</b>	<b>136.3</b>	<b>35.0</b>
<b>capital programme</b>	<b>283.1</b>	<b>71.8</b>	<b>2.3</b>	<b>20.4</b>	<b>10.7</b>	<b>24.3</b>	<b>153.6</b>	<b>41.9</b>





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## Quick Guide to Procedure Rules

### **Motions which may be moved during debate** **13.20** (at the end of a councillor's speech):

- Withdraw a motion or recommendation; 13.20 (i)
- Amend a motion or recommendation; 13.20 (ii)
- Amend the timings or the order of business under Rule 4 to allow further time for debate; 13.20 (iii)
- Proceed to the next business; 13.20 (iv)
- Request the question be now put; 13.20 (v)
- Adjourn a debate; 13.20 (vi)
- Adjourn the meeting; 13.20 (vii)
- Allow further time for debate on the item and to Vary the timings set out in the agenda and/or to extend the meeting; 13.20 (viii)

### **Point of Order** **13.35**

A councillor may only raise a point of order at the end of the speech to which it relates. A point of order must relate to an alleged breach of these Council Rules of Procedure or the law. The councillor must indicate the rule or law and the way in which they consider it has been broken. The councillor's speech will be limited to 1 minute, with any additional time to be agreed at the discretion of the Mayor. The ruling of the Mayor on the matter will be final.

### **Personal Explanation** **13.36**

A councillor may only make a point of personal explanation at the end of the speech to which it relates. A personal explanation may only relate to some material part of the earlier speech by the councillor, which may appear to have been misunderstood in the present debate. The councillor's speech will be limited to 1 minute, with any additional time to be agreed at the discretion of the Mayor. The ruling of the Mayor on the admissibility of a personal explanation will be final.

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